

South Portland, Maine Comprehensive Plan Update

Adopted
October 15, 2012

**Amended 10/15/2019 to include Appendix Q:
*South Portland Open Space Plan – 2019***



STATE OF MAINE
DEPARTMENT OF AGRICULTURE, CONSERVATION & FORESTRY

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Mr. Tom Blake, Mayor
Mr. Robert Schreiber, Planning Board Chair
City of South Portland
496 Ocean Street
South Portland, ME 04106

February 12, 2013

Dear Mayor Blake and Mr. Schreiber;

Congratulations! We are happy to inform you that the Department of Agriculture, Conservation & Forestry finds the 2012 South Portland Comprehensive Plan Update to be **consistent** with Maine's Growth Management Act. Thanks to the hard work of the Comprehensive Plan Update Committee, its consultants, city staff and all the other officials and individual citizens who were involved, this plan will provide very useful guidance to South Portland's decision-makers for years to come.

We recognize the plan's many strengths, and our finding of consistency is in no way conditional. Nevertheless, we invite the City to consider amending its Plan to reflect suggestions found in the state agency comments that were attached to our 1/29/13 Notice of Completeness. As an example, given the City's clear commitment to water quality protection, the addition of information and strategies regarding water quality issues at Willard Beach, as suggested by DEP, may be a particularly helpful way to improve the plan. Our Finding of Consistency extends to any amendments made pursuant to the agency comments, and such amendments may be adopted by the City without further review by the Department.

Again, please accept our congratulations on South Portland's excellent plan and don't hesitate to contact me at 287-3860 or phil.carey@maine.gov with any questions you may have going forward.

Sincere Best Wishes,

Phil Carey
Senior Planner
Land Use Planning Program

Cc (via email): Tex Haeuser, Planning & Development Director, City of South Portland
Elizabeth Hertz, DACF Municipal Planning Assistance Program
Rebecca Schaffner-Tousignant, Greater Portland Council of Governments



CITY OF SOUTH PORTLAND

PATRICIA A. SMITH
Mayor

JAMES H. GAILEY
City Manager

SUSAN M. MOONEY
City Clerk

SALLY J. DAGGETT
Jensen Baird Gardner & Henry

District One
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PATRICIA A. SMITH

District Three
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District Four
MAXINE BEECHER

District Five
GERARD A. JALBERT

At Large
ALAN R. LIVINGSTON

At Large
THOMAS E. BLAKE

IN CITY COUNCIL

ORDER #51-12/13

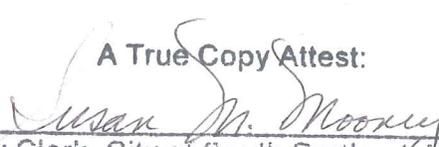
ORDERED, that the City Council hereby adopts the South Portland Comprehensive Plan Update dated 2012.

Fiscal Note: Less than \$1,000

Dated: October 15, 2012

Passed October 15, 2012 by a vote of 7-0

A True Copy Attest:



City Clerk, City of South Portland, Maine

Dated 10/26 2012

City of South Portland

Comprehensive Plan 2012 Update

This update of the City's Comprehensive Plan was prepared by the Comprehensive Plan Update Committee, chaired by Maxine Beecher. The members of the committee are:

Maxine Beecher, Chair
Judith Borelli
Susan Borelli
Karen Callaghan*
Rick Carter*
Thomas Coward
Barbara Dee*
James Gailey
Chris Gillies
Carl Helstrom*
Lisa Kubiak
Jay Manhardt
Dawn Roberts
Rob Schreiber
Carol Thorne*
Michael Vaillancourt
David Varney
Jeremy Wherren*
Peter Wilson

*Committee member for part of the term

City Staff

Charles "Tex" Haueser – Director, Planning & Development Department
Patricia Doucette – Deputy Director, Planning & Development Department
Erik Carson – Economic & Community Development Director

Planning Decisions, Inc.

Mark Eyerman
Katie List

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Introduction

The City of South Portland (the City) has a long history of planning for its future growth and development. The Planning Board adopted the General Plan for the City of South Portland, Maine, in 1967 and has developed updated Plans twice since then. In 1992, the City adopted a revised plan that has served as the City's land use and development policy for the past twenty years. Subsequent to the adoption of the 1992 Plan, neighborhood plans were developed for Ferry Village, Willard, and Knightville/Mill Creek along with Project Plan that looked at a number of issues.

This 2012 Update of the City of South Portland's Comprehensive Plan serves as a guide for the decisions the City must make about growth, development, redevelopment, and change over the coming decade. The Plan continues the City's established long-range planning process, and creates a framework for managing future development. In many cases, the recommendations of the 2012 Plan continue the basic policy directions set by the 1992 Plan. In other cases, the 2012 Plan addresses emerging issues or provides a fresh look at ongoing issues.

The 2012 Plan is divided into three parts. Part 1 presents background information. Chapter One summarizes the key elements of the 1992 Plan and outlines planning activities conducted by the City of South Portland since 1992. Chapter Two contains a detailed profile of the past ten years of residential and commercial development activity in South Portland. Chapter Three offers summaries of the Plan's thirteen inventory sections. Full versions of the inventories are contained in Appendices A through M.

Part 2 of the Plan sets out the Comprehensive Plan's vision, goals, and policy recommendations. Chapter Four sets out the City's Vision for its future – what we want our community to be in ten or twenty years. Chapter Five presents goals and policies for addressing issues facing the community related to all plan elements aside from land use. Chapter Six contains goals and policies for land use, including a Future Land Use Map, and a vision and detailed summaries of preferred use and development patterns for each land use designation.

Part 3 lays out the actions needed to achieve the goals and policies proposed in Part 2. Chapter Seven addresses how South Portland should coordinate its planning activities with neighboring municipalities and regional organizations. Chapter Eight sets out a detailed program for carrying out the various strategies, and assigns responsibility for the implementation of each strategy to a particular department, board, or agency.

Chapter Nine identifies the capital investments needed to both support future growth and development and to enhance the community's quality of life.

The appendices to the Plan include the full inventories for the thirteen Plan elements, a copy of the City's present Capital Improvement Plan, a copy of the City's Economic Development Plan, and a summary of public participation in the development of the Plan.

The Comprehensive Plan is intended to conform to the requirements of the State's Growth Management Law for comprehensive plans. As provided by state law, the Plan will also serve as the basis for the City's zoning and land use regulations.

Part 1: Background Information



Chapter One: Past Planning Activities

Chapter Two: Recent Development Profile

Chapter Three: Overview of Updated
Inventories

Chapter One: Past Planning Activities

The City of South Portland has a long history of planning for its future growth and development. In 1967, the Planning Board adopted the General Plan for the City of South Portland, Maine, prepared by Harris and Freeman (Cambridge, Mass.). Much of the City's current planning policy and zoning can be traced back to studies and plans completed in the 1960s. In 1980, the City adopted a new Comprehensive Plan – the Growth Plan for the 80s – that charted the City's course for the next decade of rapid residential and commercial development, especially on the west side of the City in the Maine Mall area. The City adopted a revised Comprehensive Plan in 1992 that has served as the City's land use and development policy for the past twenty years.

The 1992 Comprehensive Plan was developed in the midst of an economic downturn following a decade of major growth and development, during which time both housing and commercial development were booming, and South Portland was increasingly becoming the commercial center of southern Maine. The 1980s saw a significant amount of condominium and multifamily housing development, often on vacant land within the built-up area of the City.

The following are the highlights of the 1992 Comprehensive Plan taken directly from the Executive Summary. The City successfully implemented actions to address many of these topics, but some were not fully addressed and remain issues today.

Accommodate the 7% population increase projected for the year 2000. The transportation system, education, infrastructure, and recreation and open spaces are among the City's resources that will be affected by growth.

While the population growth was less than anticipated, the City continued to upgrade and expand its facilities over the past twenty years. During this period the City acquired and developed a large amount of recreation land and open space including increased access to the waterfront.

Consider in planning decisions the inter-relatedness of housing, education, jobs, and the environment. Community involvement is encouraged in South Portland.

Chapter 1 | Past Planning Activities

While the City has looked at individual projects and needs, most decisions have taken a balanced approach.

Strive to maintain and improve City services. Explore new ways to finance community needs. Impact fees, user fees, special assessment districts, and tax base diversification are among the alternative financing mechanisms to be explored.

Over the past twenty years, the City has used a variety of approaches including Tax Increment Financing (TIF) as both a way to support economic growth and improve the City's infrastructure.

Maintain socio-economic diversity of population, by allowing both single family and multi-family housing that is affordable to a broad range of family incomes.

The City has been a leader in providing affordable housing including enacting the first "affordable housing TIF" in the state and creating an innovative approach for accommodating infill single-family development in established neighborhoods.

Provide increased job opportunities by encouraging the expansion of existing businesses and the formation of new businesses.

Over the past two decades, the City's economic base grew substantially including significant expansion in the semi-conductor industry as well as in the office and retail sectors.

Offer diverse commercial and retail development opportunities in the Maine Mall area, in the Mill Creek/Knightville areas, and in the neighborhood commercial areas (Cottage Road, Willard Square, Pleasantdale (Broadway), etc...) The creation of a Downtown/Village zone north of Broadway designed to promote small business and attract tourism is desirable.

In addition to the commercial and retail growth in the Maine Mall area, the City created a Village Commercial District in Knightville which resulted in a number of infill developments that are keeping in character with the neighborhood.

Make better use of the City's waterfront by increasing the types and number of water dependent uses while ensuring public access.

While there has been little change in marine usage of the waterfront since 1992, public access to the waterfront has increased through projects such as Bug Light Park (a joint project of the City and Portland Pipe Line), the reconstructed pier at SMCC, and Thomas Knight Park in Knightville.

Protect important natural resources, including the harbor, rivers, streams, shorelands, floodplains, wetlands, steep slopes, scenic views, and forested areas. Balance environmental concerns with development needs.

In recent years, the City has undertaken a number of efforts to improve the quality and protection of the City's natural resources. These include continued implementation of the Combined Sewer Overflow (CSO) mitigation plan, development of watershed management plans for stream watersheds, adoption of innovative stormwater management requirements, and adoption of a local freshwater wetland protection program that includes payment of mitigation fees.

Work with neighboring communities regarding shared resources and common issues, such as transportation, parks and natural resources, and the harbor.

The City continues to support and participate in regional approaches when these are cost-effective or provide improved services.

Since the adoption of the 1992 Comprehensive Plan, the City of South Portland has undertaken a variety of plans and studies that have helped to shape the community's goals and policies for growth and development. These fall into two broad categories, area or neighborhood plans that deal with a specific geographic area of the City and topical plans or studies that address a specific topic or community service. The following sections list some of the plans and studies completed over the past twenty years:

A. Neighborhood Plans

These plans were developed to provide more detailed policy guidance and action recommendations with respect to various neighborhoods in the City. These plans were developed in conjunction with neighborhood organizations and interests and were adopted as addenda to the 1992 Comprehensive Plan:

- Project Plan (Promoting Livelihoods and Neighborhoods) – November 1999

- Ferry Village Neighborhood Plan – October 2002
- Willard Neighborhood Plan – March 2004
- Knightville/Mill Creek Neighborhood Plan – October 2005

B. Topical Plans and Studies

Over the past twenty years the City has prepared or participated in numerous studies and planning efforts to look at various topics and issues facing the City. The following are a number of the more significant plans and studies that address areas included in this update of the Comprehensive Plan:

Natural and Marine Resources

- The Willard Beach System: Research Resource & Management Guide; Council adopted and incorporated into the Comp Plan, 7-7-2003
- South Portland Conservation Commission Wetland Compensation Fund Planning Report, 2010
- Delineation of the VE-Zone in South Portland, Maine, 2010

Open Space/Recreation

- Greenbelt Walkway Plan, 1987
- Open Space Strategic Plan, received by the Council in June 2001
- Clarks Pond Trail Plan, 2007
- Mill Creek Master Plan, 2011

Public Facilities – City Hall, Police Station, public works, sewers, stormwater

- South Portland Police Station and Dispatch Center, constructed 1997
- Long Term CSO Control Plan, 1999
- South Portland Community Recreation Building at Wainwright Farms, completed 2000
- South Portland Municipal Center Plan, 2000 (not implemented)
- Public Improvement Strategic Plan, 2010
- South Portland Public Works Facility at the Highland Transfer Station, in design in 2012

Housing and Community Development

- Housing and Homelessness - A Comprehensive Assessment of Demand and Supply of Housing in the City, 2004

Transportation including bike and pedestrian facilities

Chapter 1 | Past Planning Activities

- Maine Mall Area Transportation Plan, 2000
- Maine Mall Signal Study, 2001
- Maine Mall Area Pedestrian Master Plan, 2001
- Highland Avenue Connector Road Study, 2001
- PACTS Regional Bike/Ped Plan Update, 2009
- Impact Fee Development for the Broadway Corridor, Knightville, South Portland, 2011

Economic Development

- An Economic Development Strategy for the City of South Portland, Council adopted 2007
- City of South Portland Economic Development Plan – January 2012

Disaster Preparation and Planning

- Cumberland County Hazard Mitigation Plan, 2005

Other

- City of South Portland Municipal Strategic Plan, Council accepted 2011
- City Council Sustainability Resolve #1-10/11 2010

Chapter Two: Recent Development Profile

Introduction

South Portland's development profile identifies the patterns of residential and nonresidential development from 2000 through April 2010. The goal of this analysis is to identify where development occurred in the last decade and evaluate whether the recent development patterns are in line with the goals of the current Comprehensive Plan.

For the purpose of this analysis, we divided South Portland into four areas based on historic patterns of development (for a map, see Figure 2.2).

Intown: Older residential core including Knightville/Mill Creek and the waterfront

Highland Avenue: More recent, suburban-style development

Main Street: Post WWI and WWII development

West of I-295: Industrial and commercial development

From 2000 to April 2010, the majority of residential development in South Portland took place within the Intown and Highland Avenue areas. Industrial growth has been centered in the Main Street area, and commercial growth is dominant in the area West of I-295. As of 2010, there were a number of approved but as yet unbuilt projects in the City, including a 63 unit single-family condominium subdivision along Highland Avenue as well as 276,831 square feet of office and retail space in the Maine Mall area.

The following analysis of residential and nonresidential development is presented in three parts:

Part A documents the number and location of new residential units built between 2000 and April 2010.

Part B outlines recent subdivision activity, including approved developments by type, location, and percentage built.

Part C documents the total square footage of new nonresidential space built between 2000 and April 2010, including retail, industrial, office, and municipal developments.

A. Residential Development

An estimated 939 new housing units were built between 2000 and April of 2010¹. Just over half were single-family houses, while over 30% were in multifamily housing (three or more units). These units were distributed throughout the City as follows:

- Intown:** 47% (441 units)
- Highland Avenue:** 26.2% (246 units)
- Main Street:** 12.2% (115 units)
- West of I-295:** 14.6% (137 units)

More than two thirds of the residential growth in South Portland occurred during the first half of the decade (2000-2005). All four areas of the City saw the majority of their residential growth occur during that five year span, but Highland Avenue benefited the most; 80% of the area's residential development from 2000-2010 happened during those high growth years. In turn, Highland Avenue saw less residential development (as a percentage of its total) than the other areas from 2005-2010, suggesting that the economic recession had a greater impact on Highland Avenue than other areas of the City.

Intown: Of the 441 new units, 47% were single-family houses, 11% were in duplex/townhouse-style units, and 41% were in multi-family buildings. The largest multi-family development was the RiverPlace project, which accounts for 136 of the new units. Nine of the new multi-family units are part of the 20 E Street project, a community-housing development that provides condo-style housing for adults with disabilities.

Highland Avenue: Of the 246 new housing units in the Highland Avenue area, approximately two-thirds were single-family houses while the remaining third were townhome developments.

West of I-295: In the area West of I-295, all new units were multi-family and townhouse developments. This is primarily due to the Brick Hill development project, which included apartment housing (96 units) as well as affordable and market-rate townhouse developments (17 units).

Main Street: Of the 115 new units in the Main Street area, 108 were single-family houses, and seven were duplex or townhouses.

¹ Based on City of South Portland assessing and GIS data through April 1 of 2010.

Other: In addition to the new residential units, the new residence hall at Southern Maine Community College added 320 dorm spaces to the campus in 2008.

Table 2.1: Residential Units Developed, 2000-April 1, 2010

	Intown	% of Total	Highland Ave	% of Total	Main Street	% of Total	W of 295	% of Total	Total
2000-2005	321	46.2%	199	28.6%	79	11.4%	96	13.8%	695
2006-April 2010	120	49.2%	47	19.3%	36	14.8%	41	16.8%	244
Total	441	47.0%	246	26.2%	115	12.2%	137	14.6%	939

Table 2.2: Residential Development by Type, 2000-April 1, 2010

	Intown	% of Area Total	Highland Ave	% of Area Total	Main Street	% of Area Total	W of 295	% of Area Total	% of Overall Total
Single Family	209	47.4%	158	64.2%	108	93.9%	0	0.0%	50.6%
Duplex/or Townhouse	50	11.3%	88	35.8%	7	6.1%	29	21.2%	18.5%
Multi-Family Bldg. (3+ units)	182	41.3%	0	0.0%	0	0.0%	108	78.8%	30.9%
Total Units	441		246		115		137		939

In 2007, South Portland adopted a new policy for the treatment of nonconforming residential lots (recorded prior to October 21, 2007). This policy aims to ensure that small-lot infill homes are consistent with the look of the surrounding neighborhood. If a lot has less than 5,000 square feet of lot area or less than 50 feet of street frontage, proposed development plans must be approved by the Planning Board. Below are two examples of recent residential infill development:

Figure 2.1: Recent Residential Infill

87 Bonnybriar Road

Lot size: 3,998 SF

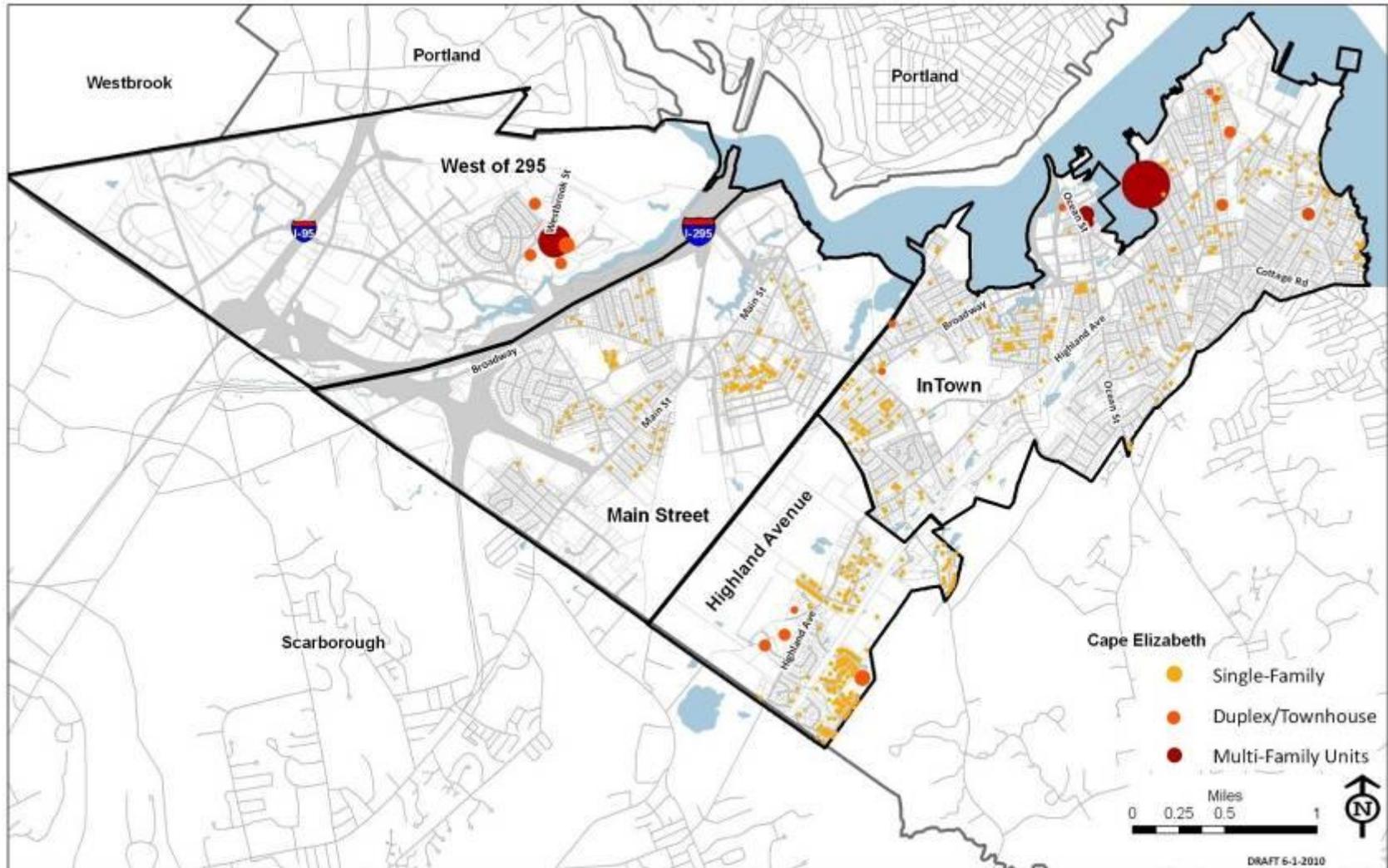


110 Cumberland Road

Lot size: 4,852 SF



Figure 2.2: New Residential Units Built, 2000-2010



B. Residential Subdivision & Multi-Family Housing

Between 2000 and 2010, 32 new residential developments were approved in South Portland. Of these, 17 were single-family subdivisions and 15 were townhouse or multi-family projects. The majority of the single- and multi-family development occurred in the Intown and Highland Avenue areas.

Table 2.3: Approved Subdivisions/Projects 2000-2010

	Intown	Highland Avenue	Main Street	West of 295	Total
Single-Family Subdivisions	7	7	3	0	17
<i>Lots Approved</i>	36	172	27	0	235
<i>Lots Built</i>	25	114	20	0	159
<i>% Built</i>	69.4%	66.3%	74.1%	n/a	67.7%
Multi-Family Housing Projects	6	4	1	4	15
<i>Units Approved</i>	209	90	7	218	524
<i>Units Built</i>	174	82	5	197	458
<i>% Built</i>	83.3%	91.1%	71.4%	90.4%	87.4%

Nearly 70% of the lots in single-family subdivisions in the Intown area have been developed. There are currently only 11 approved but unbuilt lots in single-family subdivisions within the area.

In the Highland Avenue area, 172 lots were approved in seven single-family subdivisions. Two have been fully built out. One, Carlisle Place (photo, right), was approved in 2009. As of April 2010, only one model home out of the 42 approved units has been completed. The remaining four approved projects have 17 buildable lots among them.



Five of the multi-family housing projects developed in the last decade were apartment projects. This includes RiverPlace (Intown) and Brick Hill (West of I-295). RiverPlace (photo, right) is a luxury project while Brick Hill (photo, next page) is predominantly affordable units.



Chapter 2 | Recent Development Profile

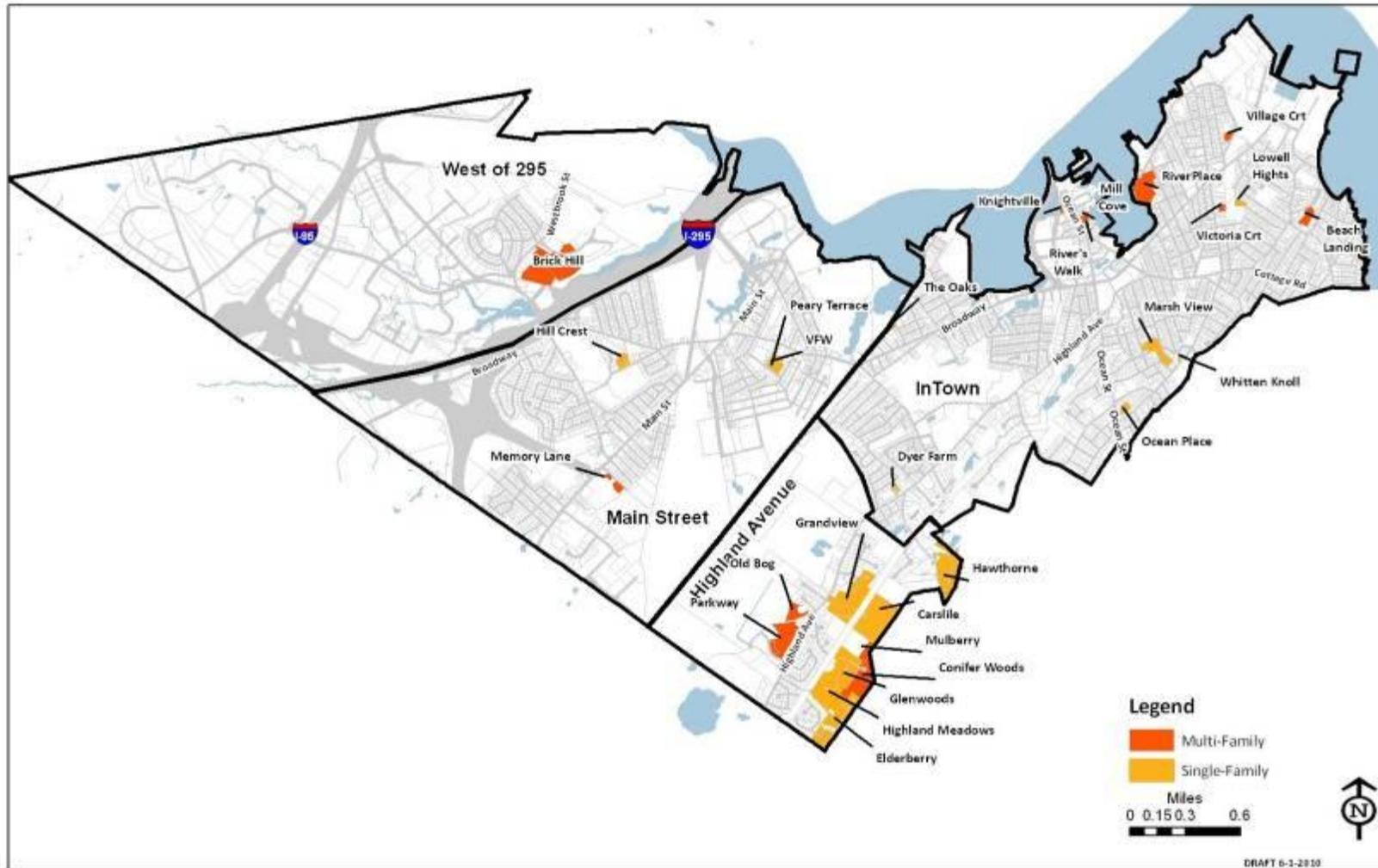


There were four major condominium projects completed in Knightville (Intown). The two largest projects, Mill Cove Landing and RiverWalk, are located on Ocean Street and provide first-floor office space. Mill Cove Landing includes 27 units. Only four were completed as of April 2010 but additional units have subsequently been occupied.



In addition to these residential units, a new residence hall on the Southern Maine Community College campus provides an additional 320 dormitory beds (Intown) (photo, right).

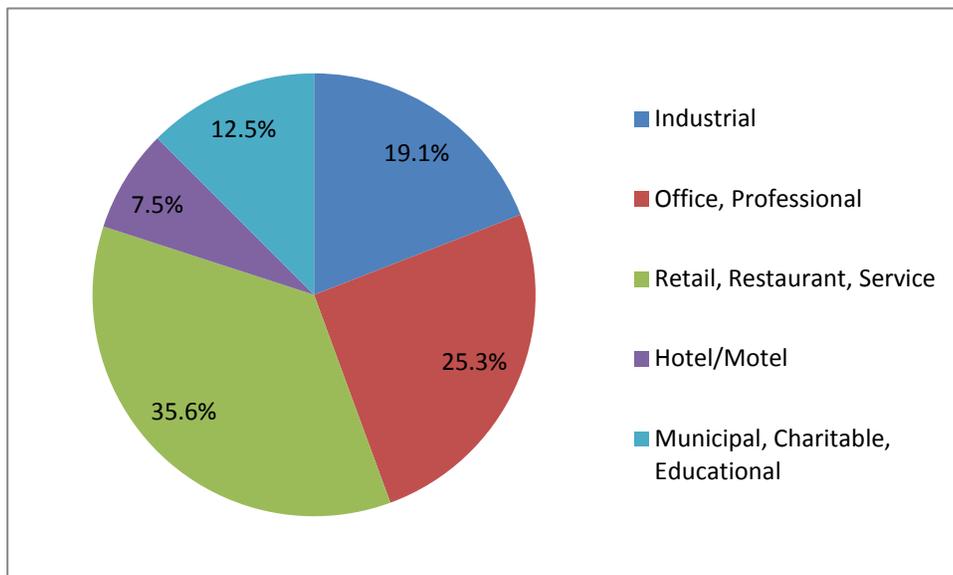
Figure 2.3: Residential Development Projects Approved, 2000-2010



C. Nonresidential Development

Between 2000 and 2010, 1,517,357 square feet (SF) of new nonresidential space was created in South Portland. More than a third of the space was in the retail/restaurant/service sector. One quarter was in office and professional service development and another 19.1% was in industrial growth. Municipal/Charitable/Educational buildings made up 12.5% of the new nonresidential space in South Portland, and 7.5% of development was in the Hotel/Motel sector.

Figure 2.4: Nonresidential Development, 2000-2010



Nearly 68% of the nonresidential space was developed within the area West of I-295. This includes the 2001 expansion of retail developments along Running Hill Road (277,051 SF) (photo, right). Office park development in the area includes development along Gannett Drive (120,786 SF) and John Roberts Road (87,136 SF).



Visible change took place in the Intown area, which boasted 14.3% of total new nonresidential development. Expansion in Knightville included four mixed-use buildings along Ocean Street, all of which include first floor office/retail space (12,195 SF).



Two new buildings on Waterman Drive and Ocean Street provide an additional 45,747 SF of new downtown office space (photo, top right). The development of a new strip mall along Broadway Avenue expanded the area’s available retail space by 22,446 SF (photo, bottom right).



Public sector development included construction related to Kaler Elementary School and Small Elementary School, a new fire station West of I-295, and a new sports complex off Highland Avenue.

Table 2.4: Nonresidential Development (Square Feet), 2000 - 2010

	Intown	Highland Ave	Main Street	W of 295	Total	% of Total
Industrial	7,940	400	203,472	80,086	291,898	19.1%
Office, Professional	60,569	0	4,596	321,223	386,388	25.3%
Retail, Restaurant, Service	25,602	4,030	32,212	480,824	542,668	35.6%
Hotel/Motel	0	0	8,870	104,969	113,839	7.5%
Municipal, Charitable, Educational	124,418	13,355	5,291	46,834	189,898	12.5%
Total Square Feet	218,529	17,785	254,441	1,033,936	1,524,691	

There are also a significant number of approved nonresidential projects within South Portland that were undeveloped as of September 2010, as summarized in Table 2.5. There were a total of four such projects for which the approval had lapsed, totaling

394,500 square feet of space. All are located West of I-295 in the Maine Mall area (see Table 2.5). Among the properties, three are office developments and one is retail.

Table 2.5: Unbuilt Nonresidential Inventory in Development Pipeline as of September 2010

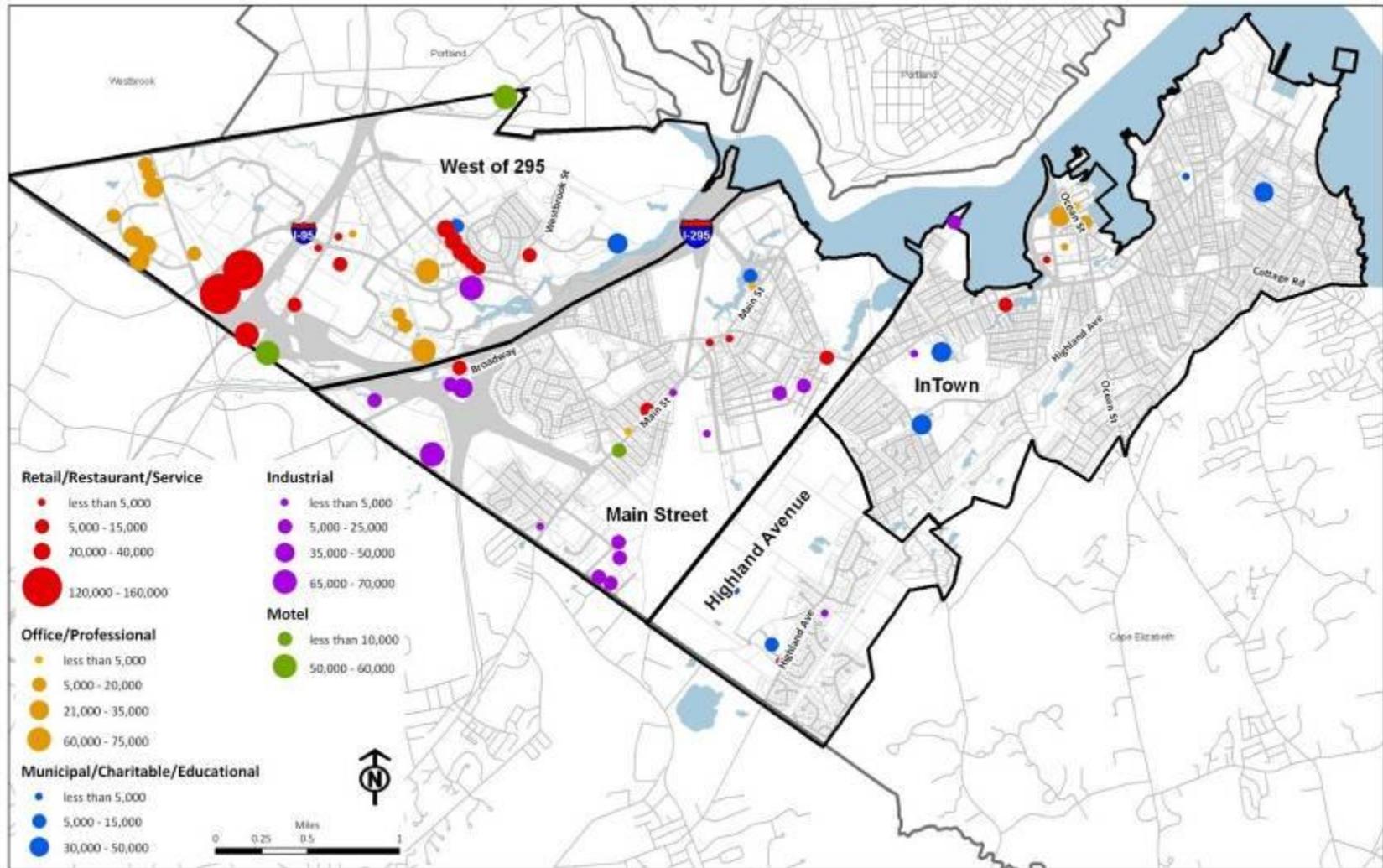
Project Name	Type	Location	Approval Status	Sq. Ft. Approved
Maine Mall Motors	Automotive	225 Maine Mall Road	Under review	27,091
85 Western Avenue	Retail	85 Western Ave	Site Plan approved, under construction	38,000
Commercial Condos	Retail	363 Maine Mall Road	Site Plan approved, under construction	31,000 (4 Pads)
Lot #4 Brick Hill	Office	20/30 Lydia Lane	Obtained Substantial State & Site Plan approval, under construction	72,000
Maine Mall Commons	Retail	415 Maine Mall Road	Amended Site Plan Lapses Dec. 8, 2010	57,645
Windward Business Park	Office	280 Gannett Drive	Obtained Substantial State & Site Plan approval, under construction	51,095 (8 units)
Long Creek Office Park Phase 2	Office	225 Gorham Road	Not in development pipeline - lapsed site plan	72,000
505 Sable Oaks	Office	505 Sable Oaks Drive	Not in development pipeline - lapsed site plan	45,000
1515 Sable Oaks	Office	1515 Sable Oaks Drive	Not in development pipeline - lapsed site plan	119,000
Maine Mall Revitalization	Retail	363 Maine Mall Road	Not in development pipeline - lapsed site plan	158,500
			Total Planned	671,331
			Total Built and/or Under Construction	276,831
			Automotive	27,091
			Retail	95,645
			Office	154,095

A September 2010 survey of vacant commercial spaces in South Portland by the Planning Department identified 78 such spaces. While most of these are individual spaces in retail, office, or industrial buildings, some key vacant buildings at that time included:

- 100 Waterman Drive: vacant office building
- 72 Ocean Street: Mill Cove Landing mixed-use building
- 36 Thadeus Street: former Rollerdrome/Tupperware warehouse
- 150 Philbrook Avenue: former Sebago Brewing Company restaurant
- 301 Maine Mall Road: former Office Depot store
- Maine Mall: former Filene's store
- 125 John Roberts Road: vacant distribution warehouse

Many of these spaces have been subsequently re-occupied such as the 100 Waterman Drive building which is now partly occupied

Figure 2.5: New Nonresidential Development Built 2000 to April 1, 2010



DATA TABLES

Intown						
Name	Address	Map/Lot	Year	Approved	Built	Type of Project
RiverPlace	Second St 80	8/82A;9/170	2003	144	136	APT
				144	136	
Knightville Condominiums	B St 75	15/70	2000	4	4	Condo
Victoria Court	Sawyer St 330	9/35A	2002	12	12	Condo
RiverWalk Condos	Ocean St 096	15/121,122	2003	10	10	Condo
Village Court Condos	Henley St 25	5/51A	2004	12	8	Condo
Mill Cove Landing	Ocean St 072	15/113 & 109A	2006	27	4	Condo
				65	38	
				209	174	
Beach Landing Condos	Willow St	2/41A	2001	10	10	SFR
The Oaks	Latham St 5	26/75	2002	6	6	SFR
Lowell Heights	Lowell St 127	10/389F	2002	3	3	SFR
Whitten Knoll	Sawyer St 667	12/97	2004	5	2	SFR
Dyer Farms Estates	Highland Ave 0775	06/27/06	2006	4	3	SFR
Marsh View Subdivision	Sawyer Street 681,689,698	12/95	2007	4	1	SFR
Ocean Place	Ocean Street 532	21/46	2009	4	0	SFR
				36	25	

Highland Avenue						
Name	Address	Map/Lot	Year	Approved	Built	Type of Project
Conifer Woods Condos/APT	Barnstable Rd 240	58/22	2002	36	36	APT
				36	36	
Mulberry Lane Condos	Barnstable Rd 238	58/2D	2003	8	5	Condo
Parkway Woods	SD-Parkway 67 Gary L Maietta Pkwy	59/13A	2005	40	35	Condo
Old Bog Road Condos	7-17 Old Bog Road	57/19	2007	6	6	Condo
				54	46	
				90	82	

Chapter 2 | Recent Development Profile

Elderberry Circle	Elderberry Dr	58/21, 22	2003	7	7	SFR
Highland Woods	Highland Ave	57/19	2004	9	9	SFR
Highland Meadows VI	Highland Ave 1300	58/21	2005	18	15	SFR
Hawthorne Woods	Fickett St	37/9,10,11	2002	19	15	SFR
Grandview Estates V	Highland Ave 1001	57/5	2007	31	30	SFR
Carlisle Place	Carlisle Rd 20	54/7	2009	42	1	SFR
Glenwood Farms II	Barnstable Rd	58/2A,2B,2C,2D;59/1	2000	46	37	SFR
				172	114	

Main Street						
Name	Address	Map/Lot	Year	Approved	Built	Type of Project
Memory Lane Condos	Memory Lane 49	63/77C	2007	7	5	Condo
				7	5	
Hill Crest	Wescott Rd	52/40D	2002	10	9	SFR
VFW Subdivision	Southeast Rd	40/135A	2004	10	10	SFR
Peary Terrace Subdivision	Peary Terrace 50	40/134&135	2010	7	1	SFR
				27	20	

West of I-295						
Name	Address	Map/Lot	Year	Approved	Built	Type of Project
Brick Hill Townhouses APT	Brick Hill Ave 20	50/1	2004	66	44	APT
Brick Hill Heights APT	Brick Hill Ave 80	44/302	2006	30	30	APT
Brick Hill Cottages APT	Westbrook St 675	44/15, 43/25, 50/1	2005	43	44	APT
Brick Hill Heron Cove	Brick Hill Ave	50/307	2005	79	79	Condo
				218	197	

Chapter Three: Overview of Updated Inventories

The process of updating the Comprehensive Plan began with the development of thirteen separate inventories. This section summarizes the key issues identified in each inventory and the implications of these findings for the goals and policies of the Comprehensive Plan. The full inventory sections are found in the appendices.

Demographics

- South Portland’s population grew slightly from 1980 to 2000. From 2000 to 2010, however, the City experienced a 7% growth in population. As the Portland metro area’s definition has expanded, South Portland has become more linked to a broader region.
- In 2000, 28% of City residents had a bachelor’s degree or higher; in 2010, it was just over 38%. This puts the City on par with Cumberland County, and significantly higher than the Maine average of 26%.
- The average household size in South Portland fell sharply from 1980 to 2000, with more people living alone or in two-person households. This is an indication that fewer households have children, which impacts public services, schools, and the housing market. However, the average household size stabilized between 2000 and 2010, during which the City’s population rose by more than 1,600 people.

Local Economy

- The percentage of South Portland residents who work within the City dropped more than 10% from 1990 to 2010, indicating that, while the region still depends on the City for employment (in 2009, South Portland accounted for about 6.7% of the metro area’s population, but nearly 12.3% of its jobs), South Portland’s residents are increasingly going elsewhere for work. Census data indicate that South Portland residents are far more likely to work in managerial and professional positions than the rest of the region.
- Most of the City’s lower-wage retail and wholesale trade jobs are held by residents of other communities, suggesting that many local workers either chose not to live in the City or may not be able to afford to live in South Portland.

- Although retail sales in South Portland totaled \$784 million in 2009, they have fallen 16.5% since 2004 (\$155 million in five years).

Natural and Water Resources

- Four of South Portland's watersheds are considered urban impaired stream watersheds, due mainly to stormwater runoff. The City is actively working to implement stormwater management plans to address these issues in all four areas.
- Potential sea level rise may pose a threat to some areas of South Portland. Although only small areas of the City would be impacted, many key public facilities are located in areas subject to possible coastal flooding from sea level rise.
- The City has protected the sand dunes at Willard Beach through a proactive beach management initiative, and has avoided having to undertake any beach nourishment for nearly 30 years.

Marine Resources

- South Portland's waterfront is dominated by commerce and industry, particularly oil storage/distribution and recreational marinas, as well as a US Coast Guard base. In spite of the heavy usage of the waterfront for these purposes, there are ample opportunities for public access to the water for boaters, beachgoers, and sightseers.

Transportation

- There are many intersections in South Portland with high crash rates, the most severe of which occur when limited-access highways and surface roads come together.
- Several of South Portland's collector roads are in need of rehabilitation, with a total estimated cost of \$10.5 million. This includes significant stretches of Broadway, Cottage Road, Highland Avenue, and Evans Street.
- Ridership on the South Portland bus system has risen 17% from 2011 to 2012. The increase was split between an increase in full-fare customers (roughly half) and

students (SMCC students ride for free and the Bus Service is reimbursed by SMCC for every trip).

Housing

- More than 80% of the new housing built in South Portland since 1990 was single-family houses, which could be a mismatch with the City's declining average household size.
- Moderate-income families headed by people aged 25-44, very low-income elderly residents, and low-income family renters have the greatest unmet housing needs in South Portland.
- The median home sale price in South Portland has declined since 2005, but the median-priced home remains out of reach for a household earning the local median income. Housing rental prices in the City have continued to rise.

Public Facilities

- The level of staffing at the South Portland Fire Department has remained flat as calls for service, particularly EMS, have risen sharply and the on-call force has shrunk significantly. The City will need to ensure that staffing for fire and emergency services remains adequate into the future.
- The School Department faces a variety of challenges in upcoming years, including declining enrollment, increasing populations of non-native English speakers, and aging facilities.

Public Infrastructure

- Though the City has invested a great deal of thought and money into removing Combined Sewer Overflows (CSO), an estimated \$12 million in additional projects are needed to completely remove all CSO from the system. As of 2009, 55% of the City's parcels, accounting for 29% of its acreage, were still served by combined sewers. Most of the properties on combined sewers are residential lots in the City's older neighborhoods. So long as CSOs are still present, the City will face restrictions on development in these areas.

- *Recreation*
- The City possesses a rich network of parks, recreational facilities, and programs, but there are few open spaces or parks in the western part of the City.
- Recreation is viewed by the City as an amenity for its citizens, rather than a major revenue generator. As such, the City has made it a priority to ensure access to its facilities and programs for all residents.

Archaeological and Historical Resources

- A comprehensive survey of South Portland's historic above-ground resources needs to be conducted in order to identify properties that may be eligible for nomination to the National Register of Historic Places.

Fiscal Capacity

- Since 2000, the City has seen a strong shift from nonresidential to residential valuation. This shift is likely a by-product of the lack of land available for commercial and industrial development.
- South Portland's debt obligations have historically been very modest relative to its property valuation, resulting in extremely high ratings for its municipal bonds. The strength of its public debt is an asset that can be used to market the community to private investors.
- The City's overall property valuation dropped over 10% from 2009 to 2010. The City's own valuations tend to remain flat from year to year, only increasing when City-wide valuations are conducted. Does this pattern hinder the City's ability to plan for future revenues?

Land Use

- Most new single-family residential development in South Portland's Intown and Main Street areas has been on existing lots of 10,000 SF or less, which in many cases would be considered nonconforming if the lots did not already exist. The City should consider altering lot size and other dimensional requirements in these areas.

- Only about 700 acres of vacant land remain in South Portland at the time of this inventory (April 2010). Much of this land is on vacant parcels in existing neighborhoods, subdivisions, and office parks (or is presently not served by public roads). As such, there are few remaining greenfield development opportunities in the City, and future land use planning efforts will need to focus on infill, redevelopment, and infrastructure development to serve previously landlocked parcels.

Agricultural and Forest Resources

- There is a growing interest, both locally and nationally, in urban agriculture/backyard farming; South Portland is positioned to be a local leader in this field.

Part 2: Goals & Policies



Chapter Four: Community Vision

Chapter Five: Community Goals and Policies

Chapter Six: Land Use Goals and Policies

Chapter Four: Community Vision

Our Vision for the Future of South Portland

South Portland has changed over the past twenty-five years. Many of the places and things we now identify as being special about the community did not exist or were very different twenty-five years ago. And South Portland will continue to change over the next twenty-five years. This Community Vision describes how we want South Portland to be in 2035.

South Portland is a community where people want to live, to raise a family, to retire. It is a community where people want to have a business, to shop, to be entertained. South Portland is also a place that is a destination – a place where people want to visit to enjoy the waterfront or to be involved in recreational or athletic activities that utilize the City’s outstanding facilities. South Portland is a **DESIRABLE COMMUNITY** – it is a **DESTINATION!**

South Portland offers its residents a variety of lifestyles in livable, walkable neighborhoods. While each neighborhood has its own character, strong identity, and sense of place, all neighborhoods are safe, walkable, and provide convenient access to services and community facilities. The various neighborhoods provide a diversity of housing that is affordable to households with a wide range of incomes. These neighborhoods accommodate older households as well as being attractive to younger people including families with children - anyone who wants a good place to live. South Portland is a City of **LIVABLE, WALKABLE NEIGHBORHOODS**.

South Portland provides its children with quality education for the 21st Century in up-to-date facilities utilizing the latest technology. South Portland students are prepared to succeed in the community and in the world. But the community’s educational focus is also on creating a City of lifelong learners through ongoing adult education and collaboration with Southern Maine Community College. We are an **EDUCATION COMMUNITY**.

South Portland is a **GREEN CITY**. Trees, parks, and open spaces bring nature into the community and make it readily accessible to all residents, including those with disabilities. It is also a community that is focused on minimizing its impact on the environment. The City actively encourages the use of green building techniques. The community collectively works to reduce its carbon footprint. It promotes the use and

development of alternative energy sources as well as energy efficiency and conservation, especially for older buildings. It encourages a compact, higher-density, mixed-use pattern of development. It encourages transportation alternatives by providing facilities so that people can walk or bike safely and conveniently throughout the City as well as an efficient transit system that allows people to not have to drive everywhere.

All people are comfortable living in South Portland. The City has a diverse population and a wide range of housing and embraces that diversity. Our different neighborhoods are home to older residents as well as younger households and children. The cultural diversity of the community is a strength and people with different cultures and lifestyles are valuable members of the City's family. The City is a DIVERSE COMMUNITY.

South Portland remains a WATERFRONT COMMUNITY. The waterfront is the reason the City developed as it did and remains an important element of the community. While much of the shoreline remains a working waterfront, the public's access to the water expands. As older industrial and transportation uses of the waterfront become obsolete or are relocated or upgraded, the shoreline evolves as more of a mixed-use area preserving the opportunity for traditional marine uses while accommodating recreational, business, and even residential uses. The City and its residents continue to be connected to the waterfront.

South Portland continues to be an ECONOMICALLY DIVERSE community that adjusts to evolving business opportunities and realities. In addition to being home to the largest retail shopping center in the State, the City also provides community and neighborhood shopping and services in attractive, viable commercial areas. The City's economic base continues to grow and includes a wide range of businesses, from small, locally owned sole-proprietor, "Main Street"-type businesses to major manufacturers and international office headquarters. The City strives to ensure that all businesses have access to low-cost energy or are meeting their own energy needs. The City works to otherwise foster and support economic development and its business community.

Chapter Five: Community Goals and Policies

The Comprehensive Plan is designed to be a guide in directing growth, development, and change in the City of South Portland over the coming decades. The objectives and policies set forth in this chapter address the issues facing the City, except for land use. Chapter Six addresses the City’s land use objectives and policies.

For each issue area, this chapter establishes the basic direction that the City should seek to achieve through its municipal programs, regulations, and expenditures. Local objectives and proposed policies to achieve those objectives are established for each of the areas covered in the Inventory and Analysis sections in the appendices. For each issue area, the relevant state goal or goals from the Growth Management Program that guides municipal comprehensive planning are included.

A. Population and Demographics

State Goal: To encourage orderly growth and development in appropriate areas of each community, while protecting the State’s rural character, making efficient use of public services and preventing development sprawl. (Growth Management Act)

Local Objectives:

- **To accommodate growth in a manner that maintains the character of the City and its established residential neighborhoods.**
- **To assure that a diversity of people is able to continue to live in South Portland.**

Pursuant to these goals, the policies of the City of South Portland are:

1. The City’s land use regulations should allow the construction of infill housing in established residential neighborhoods at a density that is similar to the established pattern of the neighborhood as long as the new housing is compatible with the character of the neighborhood.



2. The City's land use regulations should continue to allow for the construction of both single-family and multi-family housing in a variety of locations at densities that are appropriate for the type of housing and the location. The Future Land Use Plan in Chapter 6 outlines these areas.



3. The City should allow more intense utilization of the land along the major traffic corridors while assuring that adjacent residential neighborhoods are protected and the ability of the streets to move traffic is maintained.

4. The City should support efforts by the South Portland Housing Authority and private developers to create additional affordable housing when there is a clear, demonstrated need for those units.



B. The Local Economy

State Goal: To promote an economic climate that increases job opportunities and overall economic well-being. (Growth Management Act)

Local Objectives:

- **To maintain an ongoing economic development program that works to retain and grow existing South Portland businesses while attracting new businesses to locate in the City.**
- **To establish South Portland's image as the first choice for business expansion or relocation based on the City's development-minded atmosphere.**
- **To continue to diversify the business base to build a stronger community.**
- **To create a "sustainable" local economy that can continue to prosper and grow without the need for intervention by the City.**

- **To support the highest and best use of the Mill Creek area and the City's waterfront.**
- **To reduce the cost of energy for both existing and new businesses in the City.**
- **To establish an effective workforce development program with a focus on the Science, Technology, Engineering, and Mathematics (STEM) disciplines in conjunction with the City's K-12 school system and post-secondary educational sectors.**

Pursuant to these objectives for the economy of South Portland, the City's policies are:

Economic Development Planning and Programming

1. The City should continue to provide staffing and funding to implement the City's Economic Development Plan (see Appendix P).
2. The City's economic development staff and committee should continue to provide superior large- and small-business assistance by keeping abreast of the most recent state legislative and federal law changes that may provide business project and development funding.
3. The City should link citywide economic development activities by continuing to use funding from current or future TIF revenues.

Business Growth

4. The City should periodically review and improve the Site Plan Review process to develop the most efficient timeline between application and approval.
5. The City should enact code changes that reduce review time for commercial development proposals as well as ensuring that Planning and Codes staff are knowledgeable about business interests, and thus assist in an efficient and productive review and approval process.
6. The City should work to establish the South Portland Technology Park in the Rumery Road Industrial Park in collaboration with University of Southern Maine.
7. The City should implement the waterfront and Mill Creek zoning changes set forth in the Land Use policies in Chapter 6.

8. The City should continue to use transit TIFs as a business development tool.
9. The City should work with the business community to explore and develop ways to reduce energy costs for both existing and new businesses to enhance South Portland's competitive position.
10. The City's economic development efforts should continue to encourage entrepreneurship, especially small business start-ups.
11. The City's economic development efforts should also focus on expanding the role of the "creative economy" in the City's economy including enterprises such as advertising, architecture, art, crafts, design, fashion, film, music, performing arts, publishing, R&D, software development, toys and games, TV and radio, and video games. This should include providing support for groups and organizations that promote the "creative economy".

Work Force Development

12. The City should continue to work with area colleges and universities to establish programs needed by area firms to develop and expand their workforce.
13. The City should continue to advocate for expanded workforce training and development programs particularly in the STEM (Science, Technology, Engineering, and Mathematics) sectors by collaborating with community businesses, the South Portland School Department, and area institutions of higher education.
14. The City should work with the Southern Maine Partnership for Sustainable Development and the Maine Manufacturing Association to broaden STEM related initiatives within the City.

Marketing

15. The City should work to foster an understanding of the City's role in the regional economy and the role of Greater Portland as the state's economic engine.
16. The City should develop and implement a marketing strategy that accurately reflects the City's role and contribution to the regional economy.
17. The City should work with other area communities to create and implement an interlocal agreement to discourage interlocal "pirating of businesses" during business attraction efforts.

C. Natural Resources

State Goals:

To protect the quality and manage the quantity of the State's water resources, including lakes, aquifers, great ponds, estuaries, rivers and coastal areas. (Growth Management Act)

To protect the State's other critical natural resources, including without limitation, wetlands, wildlife and fisheries habitat, sand dunes, shorelands, scenic vistas and unique natural areas. (Growth Management Act)

Local Objectives:

- To protect and improve the quality of the surface waters within South Portland.
- To protect significant wetlands and adjacent uplands from encroachment and degradation.
- To manage the use of flood-prone areas to reduce the risk of property and environmental damage.
- To protect the beaches and other shorefront areas from erosion.
- To protect significant wildlife and fisheries habitat and critical and unique areas.

Pursuant to these objectives, the City of South Portland's policies with respect to the management of its natural resources are:

Surface Waters

1. The City should continue to regularly fund and implement the City's Stormwater Program Management Plan to address combined sewer overflows (CSOs).
2. The City should explore alternative funding mechanisms to pay for a portion of the cost of stormwater management and CSO abatement programs.



3. The City should continue to implement and refine, if necessary, the Long Creek Watershed Management Plan.

4. The City should develop and implement watershed management plans for the other impaired streams in the City including Red Brook, Barberry Creek, and Trout Brook including a portion of Kimball Brook.



5. The City should continue to manage stormwater to assure that the health of streams that are not impaired is maintained.

Wetlands

6. The City should periodically review (and update if necessary) the City's local wetland protection provisions.

7. The City should explore the creation of a "wetlands bank" using local mitigation fees that could be used by private developers of nonresidential projects as part of state/federal wetlands mitigation requirements in exchange for payment of compensation to the City.

8. The City should review and update its development review provisions to require that applications for site plan review or subdivision approval include information on the presence of any vernal pools on the site and the actions that will be taken to mitigate the impact of development on these resources.

9. The City should investigate approaches that would allow development adjacent to low-value vernal pools in exchange for enhanced protection around high-value pools.

Floodplains

10. The City should continue to work with the Federal Emergency Management Agency (FEMA) to develop accurate floodplain maps for the City.

11. The City should review and revise, if necessary, its floodplain management provisions when the new floodplain maps become official.

12. The City should develop a “sea-level rise adaption plan” that identifies actions the City should take to protect the City’s infrastructure from possible damage and to manage development if sea-level rise occurs.

Fisheries and Wildlife Habitat

13. The City should review, and revise if necessary, its development review requirements (subdivision and site plan review provisions) to assure that the impact of development on significant wildlife habitat is taken into account during the review process and that actions are included to minimize the negative impacts on these resources.



Natural Disaster Mitigation

14. The City should continue its ongoing program of disaster planning. The City should work with the Federal Emergency Management Agency (FEMA) on Hazard Mitigation Plan updates and the Risk Map program.



D. Marine Resources

State Goals:

To protect the State’s marine resources industry, ports and harbors from incompatible development and to promote access to the shore for commercial fishermen and the public. (Growth Management Act)

To promote and protect the availability of outdoor recreation opportunities for all Maine citizens, including access to surface waters. (Growth Management Act)

Local Objectives:

- **To assure that portions of the waterfront that have deep water access or are otherwise appropriate for marine use remain available for marine uses.**

- **To provide increased access to the shoreline for recreational use.**

Pursuant to these marine resources objectives, the City's policies are:

1. The City should promote the redevelopment of the "eastern waterfront" as a mixed-use area while maintaining the potential for marine use (see Chapter 6 Land Use Goals and Policies for more details).

2. In those areas of the City's waterfront that are currently used for marine industrial purposes including the oil terminals, the City should support maintaining these areas as a working waterfront devoted primarily to marine business uses while creating opportunities for increased public access and a mix of uses (see Chapter 6 Land Use Goals and Policies for more details).



3. The City should review, and revise if necessary, its development review requirements (subdivision and site plan review provisions) to assure that the impact of development on significant marine habitats and resources is taken into account during the review process and that actions are included to minimize the negative impacts of development on these resources.

E. Transportation

State Goal: To plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development. (Growth Management Act)

Local Objectives:

- **To maintain and enhance the ability of the road network to move traffic safely and efficiently while providing a high level of accessibility to residential neighborhoods, commercial areas, and job centers.**
- **To minimize the impact of vehicular traffic on residential neighborhoods.**
- **To expand the range of non-automotive transportation alternatives available to the City's residents, workforce, and visitors.**

Pursuant to these objectives, the City’s policies with respect to transportation are:

Interstate Access

1. The City should actively work with the Maine Department of Transportation to reconfigure Exit 4 of I-295 to allow both full northbound and southbound movement at the exit (also see Chapter 6 Land Use Goals and Policies).



2. The City should work with the Maine Department of Transportation and the Town of Scarborough to reconfigure the connection between Route One and the Scarborough Connector to allow vehicles going southbound on Main Street/Route One to get onto the Scarborough Connector.

Route One

3. The City should work with the Maine Department of Transportation to reconfigure Main Street from the railroad bridge south to Westbrook Street as a city street which is a “complete street” with one travel lane in each direction, on-street parking, an esplanade, and improved sidewalks to enhance this segment’s role as a community commercial center. (See photosimulation above.)



Arterial Network

4. The City should undertake a program to manage curb cuts along the arterial corridors including Main Street, Broadway, and Cottage Road. This should include reviewing and revising the development standards to limit new curb cuts while working with property owners to “closeup” areas where there are undefined or poorly defined points of access.

5. The City should undertake a study of possible traffic improvements in the Broadway Corridor.

6. The City should work to channel traffic from the residential neighborhoods along Broadway to signalized intersections to minimize delays for traffic trying to enter Broadway during peak hours.

7. The City should continue to improve traffic flow and safety on the arterial network through the upgrading of intersections.

8. The City should use impact fees to help finance improvements to the arterial network that are needed to accommodate increased traffic resulting from new development when this is appropriate and there is a clear connection between the development and the need for improvements. This approach should be used as an alternative to requiring a developer to make traffic improvements as part of a development approval.

Complete Streets

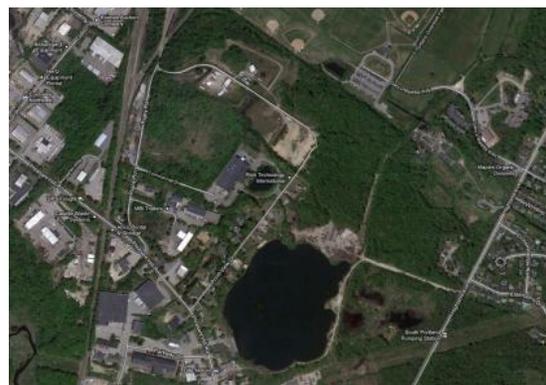
9. Complete Streets is a concept of designing and constructing streets to meet the needs of all users, motor vehicles, pedestrians, bicyclists, and public transit. The City should apply the Complete Streets concept to the construction of new streets and to the reconstruction or substantial improvement of existing streets.

Traffic in Residential Neighborhoods

10. The City should discourage the use of local, residential streets as short cuts for commuter and similar through traffic.

Industrial Access

11. In addition to improved access to the Interstate system discussed above, the City should begin planning for the construction of a roadway to provide commercial vehicle access to the land between Highland Avenue and the Rigby area to make this area more attractive for industrial development.



Public Transit

12. The City should continue to fund the bus system to allow it to maintain at least the current level of service.

13. The City should work to increase the frequency of bus service or other public transit along the major corridors where higher-density development is proposed in the Future Land Use Plan.



14. The system should continue to work with Southern Maine Community College (SMCC) and major employers to provide service that encourages students and workers to use public transportation rather than driving.

15. The City should revise its off-street parking requirements in the Zoning Ordinance to allow the Planning Board to reduce the required parking for businesses that participate in an employee ride program with the public transit system or provide other financial support for the transit system.

16. The City should revise its land use regulations to require that large commercial, industrial, multi-family residential, or mixed-use developments along transit corridors incorporate provisions for transit into the development plan including bus stops and shelters if appropriate.



17. The City should consider adding other properties to the Transit TIF District on a case-by-case basis if the development will create the potential for expanded transit use.

18. The City should continue to work with other transit providers in Greater Portland and PACTS to develop a more regional and integrated transit system.

19. If there is additional development and/or redevelopment in the eastern waterfront area that has the potential for significantly increasing traffic on Broadway, the City should work with private-property owners/developers, PACTS, and the Casco Bay Transit District to explore the creation of a water-

based transportation connection between the Shipyard/Spring Point area and Portland.

20. The City should explore the future use of “fixed guideway” vehicles such as part of the transit system.

Sidewalks and Other Pedestrian Facilities

21. The City should continue to implement the sidewalk and trail plan for the west side of the City. This effort should focus on improving/expanding the trail network in the Maine Mall area including providing improved pedestrian crosswalks at key locations and developing a continuous network of pedestrian facilities that includes both sidewalks and trails to link key buildings and activity centers with each other.

22. The City should develop and implement a long-range plan for pedestrian improvements in the remainder of the City. This plan should focus on improving pedestrian access and safety to and around the Knightville/Mill Creek area, improving facilities in established residential neighborhoods, linking these neighborhoods to adjacent commercial and neighborhood centers (see Chapter 6 Land Use Goals and Policies), upgrading pedestrian facilities in the commercial and neighborhood centers to enhance the desirability and safety of these areas, and improving pedestrian access to public facilities, schools, recreational areas, and other activity centers.

23. The City should review each of the intersections that has a free right turn lane (photo, right) to determine if these lanes can be removed or modified to improve pedestrian movement and safety without unreasonably impacting traffic flow.



24. The City should work with PACTS and surrounding communities to link the City’s pedestrian (and bicycle) facilities with those in adjoining communities and the larger regional system.

Bicycle Facilities

25. The City should continue to provide improved bicycle facilities in the community including designated bike lanes, shared lanes, and bike lock-up places at public facilities, schools, recreational areas, and other activity centers.



26. The City should revise its land use regulations to require that large commercial, industrial, multifamily residential, or mixed-use developments incorporate provisions for bicycles into the development plan if appropriate.

27. The City and School Department, in conjunction with bicycle organizations, should conduct ongoing programs to educate bicyclists about cycling in the City, designated bicycle routes, and safe riding practices.



Parking

28. The City should work with property owners/developers in the Knightville/Mill Creek area to explore ways to provide improved off-street parking that is available to the public or is shared by a group of businesses.



29. The City should review its on-street parking limitations in those areas that are commercial or neighborhood centers to maximize the availability of on-street parking and to manage its use to assure its availability for customers and visitors.

30. As part of the development of the mini improvement plans for the commercial and neighborhood centers (see Chapter 6 Land Use Goals and Policies), the City should work with property owners in these areas to maximize the availability of customer parking that serves the center.

Funding

31. The City should consider the use of impact fees and other funding sources to help pay for the costs of improvements to the arterial network that are necessary to accommodate increased traffic resulting from new development.

32. The City should expand the existing transit TIF to include other properties where development or redevelopment will occur to provide an ongoing source of funding for the City's bus system including service improvements.

F. Housing

State Goal: To encourage and promote affordable, decent housing opportunities for all Maine citizens. (Growth Management Act)

Local Objectives:

- **To provide a diversity of housing to meet the needs of a wide range of residents.**
- **To assure that as new housing is built in the City, there continues to be a supply of affordable housing available to meet the needs of lower- and moderate-income households.**
- **To maintain the existing housing stock in the City and assure that it provides safe and sanitary housing while improving its energy efficiency.**

Pursuant to these objectives, the City's policies with respect to housing are:

1. The City should support efforts by the South Portland Housing Authority and private developers to create additional affordable housing when there is a clear, demonstrated need for those units.

2. The City should continue to provide for the construction of both single-family and multi-family housing in a variety of locations at densities that are appropriate for the type of housing and the location. The Future Land Use Plan in Chapter 6 outlines these areas.

3. Since small, studio and one-bedroom apartments typically have fewer occupants than larger units and generate less traffic and parking demand, the City's land use regulations should treat small apartments as a fractional unit for density purposes to encourage and facilitate the development of this type of housing in those areas where the construction of multi-family housing is desired.
4. The City should review its land use and building regulations to identify and possibly revise any requirements that impose unnecessary obstacles to the construction of "small apartment units" such as minimum floor area requirements and off-street parking standards while assuring that these units do not create problems for neighbors.
5. The City should promote the use of "green building" techniques to improve the energy efficiency of new or renovated housing and should assure that the codes and standards do not create obstacles for the use of new technologies.
6. The City should encourage improvements to older residential units to increase their energy efficiency including providing access to local, state and federal funding programs.
7. The City should work with local and regional financial institutions to develop loan programs for homeowners who want to improve the energy efficiency of their homes.

G. Public Facilities

State Goal:

To plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development. (Growth Management Act)

To encourage orderly growth and development in appropriate areas of each community, while protecting the State's rural character, making efficient use of public services and preventing development sprawl. (Growth Management Act)

Local Objectives:

- **To provide an adequate level of public facilities to serve the City.**

Pursuant to these policies, the City's policies with respect to public facilities are:

1. The City should continue to plan for needed improvements to the City's facilities through its annual capital budgeting process.

2. The City's primary municipal administrative facilities should be located within the Knightville/Mill Creek area to reinforce this area's role as the City's community and government center. This should include the City Hall and related administrative offices used by the public, public safety facilities, and the library.



3. The City should continue to explore possible approaches for improving City Hall facilities including relocating to another site.

4. The City should develop a long-range plan for providing expanded facilities to serve the Public Works Department.

5. The City should continue to regularly fund and implement the City's Stormwater Program Management Plan to address combined sewer overflows (CSOs).

6. The City should continue to support the community center and the library including its continued evolution as a center for community life.



7. In planning for improvements to the City's infrastructure, the City should consider the potential for sea level rise as part of the design and construction.

H. Recreation and Open Space

State Goal: To promote and protect the availability of outdoor recreation opportunities for all Maine citizens, including access to surface waters. (Growth Management Act)

Local Objectives:

- **To provide high-quality, well-maintained recreational facilities and open space for residents and visitors.**
- **To provide access to the City’s waterfront for recreational purposes in a manner that is compatible with marine uses of the waterfront.**

Pursuant to these objectives, the City’s policies are:

1. The City should maintain and continue to fund the Land Bank Fund with proceeds from the sale of both unimproved and improved City property and to use this fund to acquire property interests for open space to improve the residents’ quality of life and protect natural resources.

2. Since the City acquired a significant amount of land and developed a number of recreational facilities over the past fifteen years, the City should focus on developing, funding, and implementing long-range programs to maintain and upgrade the existing outdoor recreational facilities, parks, and public open spaces.

3. The City should continue to invest in improvements to Mill Creek Park (photo, right) with a focus on improving the usability of the park and making it more of a “village center” for the Knightville/Mill Creek area.



4. The City should continue to work with developers and property owners to expand both actual and visual public access to the shorefront when development or redevelopment occurs.

5. The City should continue to work with the South Portland Land Trust, groups, and property owners to expand the City’s trail system and to connect the City’s system with facilities in adjacent communities and the larger region.

6. The City should promote South Portland as a desirable location for large-scale recreational and cultural events that can utilize the City's facilities and contribute to the local economy and actively work to attract statewide and regional events to the City.

I. Historic and Archaeological Resources

State Goals: To preserve the State's historic and archaeological resources. (Growth Management Act)

Local Objectives: To assure that the City's historical and archaeological resources are identified and appropriately protected.

Pursuant to these objectives, the City's policies are:

1. The City should continue to support the South Portland Historical Society in its work to identify and preserve the City's historic resources and to educate and inform the public about the history of the City.



2. The City should continue to support the efforts of the South Portland Historical Society to identify and document the City's historic buildings and sites including of a survey of older buildings and sites in the City to determine their historic significance.

3. The City and Historical Society should encourage the owners of properties with significant historic value to consider listing the properties on the National Register of Historic Places.



4. The City should support the Historical Society in developing appropriate signs and educational materials to inform residents and visitors about the City's history and its historic resources.

5. The City should assure that City projects and City-funded activities enhance the historic qualities of identified historic properties when this is feasible and appropriate.

6. The City should review and revise its development review regulations (site plan review and subdivision review) to require that applicants identify any known historic or archaeological resources on the development site and document how these resources will be treated to maintain their historic or archaeological value where feasible.

J. Fiscal Capacity

State Goal: To plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development. (Growth Management Act)

Local Objectives:

- **To expand the property tax base to maintain a fiscally responsible property tax rate.**
- **To provide the public facilities needed to accommodate desired types of growth.**

Pursuant to these objectives, the policies of the City of South Portland are:

1. The City should continue to pursue economic growth that expands the City's tax base provided that it is compatible with the overall Vision for the future of the City.
2. The City should continue to develop an annual capital improvement budget that evaluates and prioritizes the City's needs for capital investments.
3. The City should continue to use tax increment financing (TIF) to minimize the impact of new or expanded development on the City's state aid and to use these "sheltered" revenues primarily for municipal activities and investments that would otherwise be paid for from the General Fund.

4. The City should consider using impact fees and other creative funding mechanisms to minimize the cost to the taxpayers of providing expanded facilities to serve new development and to spread the cost of these improvements among the projects that benefit from the improvements.

K. Energy and Environmental Considerations

State Goal: None specific to this topic.

Local Objectives:

- **To improve the efficiency of energy use by South Portland residents, businesses, and government entities.**
- **To reduce the amount of Green House Gas (GHG) emissions from City facilities and activities by 17% of 2007 levels by 2017.**
- **To reduce the amount of solid waste generated by residents and businesses and increase the rate of recycling.**

Pursuant to these objectives, the policies of the City of South Portland are:

1. The City should adopt, fund, implement and regularly update a “climate action plan” for the City that spells out how the City and the larger community, including the commercial/industrial and residential sectors, will reduce GHG emissions.
2. As part of the implementation of Phase 1 of the Climate Action Plan, the City should reduce the energy usage and GHG emissions from municipal and school buildings and the City’s vehicle fleet and other transportation activities.
3. The City should undertake a program to reduce the amount of waste generated by City operations and to increase the percentage of wastes that are recycled.
4. In the longer term, the City should work with the business community to develop and implement Phase 2 of the Climate Action Plan focusing on energy efficiency and voluntary reductions in energy use and GHG emissions by the City’s commercial and industrial uses.

5. The City should also work with the larger community to develop and implement Phase 3 of the Climate Action Plan focusing on improving the energy efficiency of residential properties.

6. The City should continue to promote recycling and carry out ongoing efforts to encourage residents to increase their rate of recycling and to compost organic materials (photo, right).



7. The City should promote the use of “green building technologies” (see Chapter 6 Land Use Goals and Policies).

L. Arts And Culture

State Goal: None specific to this topic.

Local Objective: To expand the role of the arts and culture in the community as well as in the local economy.

Pursuant to this objective, the policies of the City of South Portland are:

1. The City should establish an “Arts Commission” that is responsible for promoting and supporting the arts and cultural activities in the community.

2. The City should establish a “public arts program” to provide for public art that is integrated with community resources. This



program should seek matching grants or other outside funding to support public arts programs.

3. The City should encourage the inclusion of public art in new public buildings and facilities.

4. The City should consider the quality of the architecture in decisions about

the construction of public facilities.

Chapter Six: Land Use Goals and Policies

The City's land use policies and related programs and regulations will play a major role in shaping the future of South Portland and our progress in achieving many aspects of our vision for the City. This chapter lays out the City's land use policies and the land use regulations and programs that will be needed to carry out those policies. These policies generally reflect a ten- to fifteen-year timeframe recognizing that many of the desired changes will take time to occur.

A. Land Use Objectives

The land use policies and recommendations for the City's land use regulations and related programs are based on a set of interrelated objectives. These objectives represent the core of the City's land use planning program. The nine land use objectives are:

- 1. Encourage development and redevelopment that expands the City's property tax base in a manner that is consistent with the City's other objectives** – A fundamental objective of the land use policies is to identify ways that development and redevelopment can occur that will both expand the tax base and, at the same time, advance the City's other objectives. Maintaining high-quality yet affordable municipal services and educational programs will require steady growth in the tax base – the value of property that is subject to property taxes. A growing property tax base will also maintain property values.
- 2. Enhance the livability and walkability of the City's established neighborhoods while allowing infill development that is in character with these neighborhoods** – South Portland's established residential neighborhoods are its soul and a major reason people choose to live in the City. Assuring that these neighborhoods remain desirable places to live is a fundamental objective of this Plan. At the same time, limited development/redevelopment should be encouraged within these neighborhoods as long as it is compatible with the character of the individual neighborhood in which it is located.
- 3. Enhance Mill Creek as a vibrant mixed-use commercial center** – Mill Creek, and the adjacent Knightville neighborhood, is the historic heart of the City. It is South Portland's downtown and the location of many of its civic activities. Enhancing Mill Creek as a vibrant commercial center with a more diverse mix of uses that is more pedestrian friendly is essential to achieving the City's vision for its future.

4. Promote the redevelopment of the “eastern waterfront” as a mixed-use area while maintaining the potential for marine use – The portion of the City’s waterfront running from the yacht club in Ferry Village around Spring Point to Southern Maine Community College represents a significant opportunity to enhance the City’s image as a desirable community that is a destination for both residents and visitors while at the same time expanding the City’s tax base. The redevelopment of vacant and underutilized areas in a way that expands public access and the diversity of uses while maintaining marine activities is a fundamental land use objective.

5. Allow more intense utilization of the land along the major traffic corridors while assuring that the adjacent residential neighborhoods are protected and the ability of the streets to move traffic is maintained – The Main Street, Broadway, and Cottage Road corridors are, and will continue to be, major traffic arteries. Many of the neighborhood centers that provide services to the adjacent neighborhoods are located along these corridors. These corridors have some potential to accommodate more intense utilization through development and redevelopment. This must, however, occur in ways that recapture these corridors as City streets while maintaining their ability to move traffic safely and efficiently as well as protecting the adjacent neighborhoods.

6. Maintain the working waterfront while creating limited opportunities for increased public access and a mix of uses – South Portland plays a major role as an oil port because of its all-season deep-water access. While the City should provide opportunities for additional mixed-use development, including expanded public access, in selected areas of the waterfront, the ability of marine-related businesses and activities to be located on the waterfront must be maintained.

7. Enhance the role of the Maine Mall area as the state’s premier retail destination while encouraging further diversification of uses in that area – The Maine Mall and the surrounding retail, commercial, and office development are a regional, and even statewide, destination and a major source of property taxes for the City. Maintaining and enhancing the attractiveness of this area as a destination will maintain its economic vitality. At the same time, the City should encourage additional office, service, high-tech, and even residential development to diversify the uses in that area of the City and further expand the tax base.

8. Provide appropriate locations for continued economic growth in the City – There are limited areas in the City that can accommodate economic growth. The City should assure that available land that is suitable for high-tech, light industrial, distribution, and similar uses is provided with adequate infrastructure and improved access and is not used for other types of uses that can locate in other areas of the City.

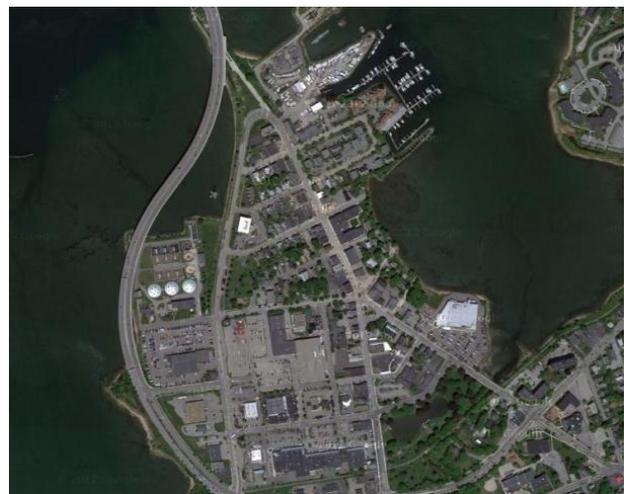
9. Encourage development and redevelopment to occur in a way that makes the use of alternative transportation more feasible by focusing growth along the major transportation corridors – An objective of the Comprehensive Plan is to expand the opportunities for alternative transportation - to make it easier and safer for people to walk and cycle and to improve bus service. Therefore, a land use objective is to allow and encourage development and redevelopment to occur in areas where it can be served by transportation alternatives. Essentially, this involves encouraging more compact development in the Mill Creek/Knightville area and along the Broadway, Cottage Road, and Main Street corridors.

B. Key Land Use Policy Areas

Section A, Land Use Objectives identifies nine broad objectives to guide the City’s policies with respect to future growth and development/redevelopment in the City. This section starts to lay out the land use policies and programs that will be needed to achieve those objectives. In the following discussions, the Plan looks at eight key geographic areas of the City. These eight areas do not encompass the entire City – rather they focus on those areas where there are key policies issues. For each area, the Plan establishes a broad vision for the future of the area, discusses the overall land use direction for the area, and identifies the related actions that the City will need to take with respect to that area over the next ten to fifteen years when and if resources are available. The discussion of the land use policies for each area takes a broad brush approach. The details of the land use proposals are included in Section D, the Future Land Use Plan (FLUP).

1. Knightville/Mill Creek

Mill Creek, and the adjacent Knightville neighborhood, are the City’s downtown, the civic core of the community, and the community’s center. Over the past fifty years, the character of the area has become more auto-focused. While the replacement of the Million Dollar Bridge and related improvements removed most of the through traffic from the area, the character of much of the area is still an uneasy mix of the historic center and more recent auto-oriented development.



A. Broad Vision

Knightville/Mill Creek (KMC) remains a vibrant core of the City, blending a redeveloped, higher-density mixed-use commercial center in Mill Creek with a revitalized and redeveloped Knightville neighborhood that maintains the traditional character of this area. Over time, KMC becomes more of a pedestrian area where residents can walk to local stores and services and shoppers can park and stroll through a comfortable shopping environment. The area sees a gradual intensification of use with more residential units and multi-story redevelopment. The waterfront becomes an asset for all of KMC as buildings are able to capitalize on access to and views of the water.

B. Land Use

The Knightville/Mill Creek area consists of a number of subareas (see Figure 6.1) that need to be treated differently from a land use perspective:

- *The Ocean Avenue – Cottage Road corridor through Knightville* – This is the historic “Main Street” of KMC. This area should continue to redevelop along a “village concept” embodied in the current Village Commercial District requirements with multi-story, mixed-use buildings located at the sidewalk line and with parking to the side or rear of the buildings.



- *The Knightville residential neighborhood (the letter streets)* – Within this area, the City’s objective is to maintain the existing neighborhood while allowing for “small-scale” residential redevelopment that is compatible with the village character of the neighborhood. The zoning should be revised to maintain the existing scale and character of neighborhood except as part of an approved redevelopment plan. Redevelopment would be allowed that is compatible with a village character that would maintain the existing street pattern. New buildings would be subject to design standards to assure that the buildings fit into the pattern and scale of the neighborhood.



- The *residential fringe along Mill Cove* – The properties near the cove should be allowed to be redeveloped to create a somewhat higher-density, water-oriented mixed-use edge along the water that capitalizes on the waterfront along Mill Cove and the views across the cove and the Fore River.

- *The area around Mill Creek Park* – The area around Mill Creek Park should be redeveloped as a mixed-use area that extends the character of the “Village Center” into this part of KMC with multi-story mixed-use buildings located close to the street with parking located to the side and rear of the buildings. The new buildings would be designed to face an improved park. This area could include a mix of retail, service, office, and residential uses. (See photosimulation above.)



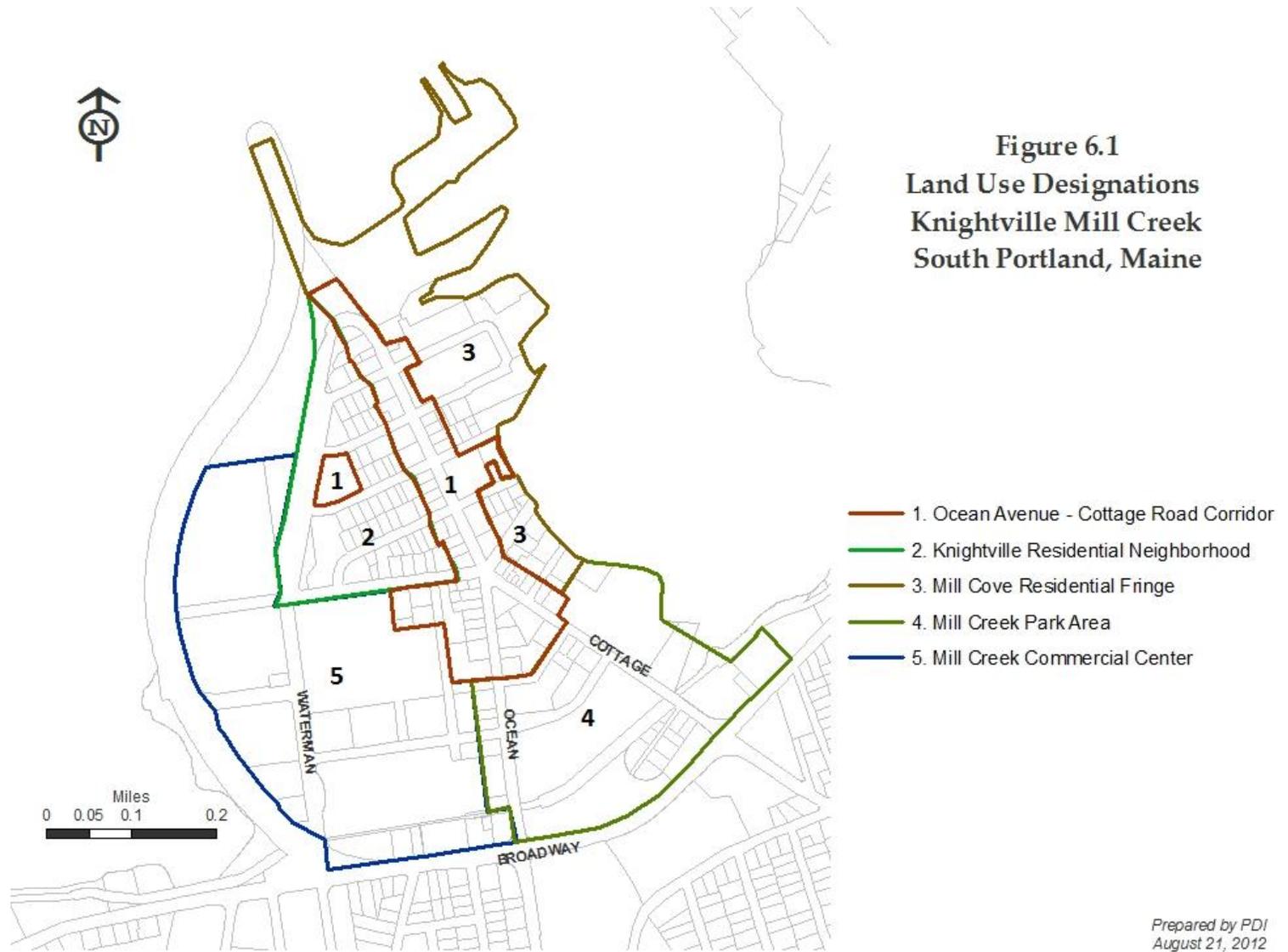
- *The Mill Creek commercial center* – This area includes the two existing shopping centers as well as the adjacent areas along Waterman Drive and Broadway. This area evolves into a higher density, mixed-use commercial center. The area becomes a bustling economic center that includes higher-density residential uses. The redevelopment of this part of KMC could take a number of forms including the construction of taller buildings with a more pedestrian-focused pattern. To determine the most desirable pattern, the City should undertake a detailed study of this area in conjunction with the property owners.



C. City Policies and Programs

In addition to revisions to its zoning and land use regulations, the City will need to undertake a number of other actions to achieve its objectives for the KMC area including:

- Undertake a detailed study of Mill Creek to develop a long-range strategy for the redevelopment of the area including consideration of future sea-level rise.
- Improve the ability of pedestrians to move around KMC and to cross Broadway.
- Upgrade Mill Creek Park to make it more of a “village center” with improved pedestrian facilities.
- Discourage the use of neighborhood streets within KMC as “cut-throughs” by commuter traffic.
- Support redevelopment of the Central Maine Power Company parcel with a “destination-draw” type of use with public access to the shoreline linked to Thomas Knight Park.
- Continue improvement of the infrastructure, especially the sidewalks, trees, street signs, and other elements of the streetscape.



2. Established Residential Neighborhoods

The City's established residential neighborhoods are one of its major assets. These neighborhoods offer a range of residential environments and housing styles. Currently the City's zoning regulations make many of the lots and homes in these neighborhoods nonconforming with respect to lot sizes and setbacks due to outdated requirements.

A. Broad Vision

South Portland's neighborhoods continue to be very desirable places to live as property owners continue to invest in upgrading older homes while limited residential infill development occurs that is compatible with the scale and character of the immediate neighborhood. The City continues to invest in the infrastructure within these neighborhoods to address existing deficiencies and to update facilities, including a focus on improved pedestrian and bicycle facilities. The nearby neighborhood centers remaining economically viable and attractive places that allow residents to meet some of their day-to-day needs close to home (see sections on the Broadway, Cottage Road, and Main Street corridors).

B. Land Use

Within established single-family areas (primarily the existing A and AA Residential Districts and portions of the G Zone), the allowed uses continue to be limited to primarily single-family homes, accessory dwelling units, and low-intensity community uses. Within larger older homes along collector and arterial streets, provisions allow the conversion of homes to duplexes and limited nonresidential use. The minimum lot size and setback requirements are revised to reflect the established pattern of development in the immediate neighborhood. To assure that new development is compatible with the existing character of the neighborhood, the construction of new homes, the redevelopment of existing homes (tear-downs), and the substantial enlargement of new homes on lots with less than 10,000 square feet are subject to design standards or design review to assure that the site and building design are compatible with the pattern and character of existing development in the immediate neighborhood and address stormwater runoff.

In neighborhoods where multi-family housing is currently allowed and exists (portions of the existing G Residential Zone) or where there is a substantial concentration of multi-family units, the allowed uses include single-family homes, duplexes, multi-family housing, and accessory dwelling units as well as community uses and low-intensity office and service uses including beauty parlors. The

development standards in these neighborhoods focus on assuring that the use of existing buildings or the construction of new or replacement buildings occurs in a manner that is compatible with the development pattern of the neighborhood and does not create undesirable impacts for neighboring properties. Therefore, exiting lots are allowed to be utilized without consideration of the dwelling unit density as long the development standards, including provisions for providing green space on the lot and managing stormwater, are met. As with the single-family neighborhoods, development is subject to design standards or design review to assure that the site and building design are compatible with the pattern and character of existing development in the immediate neighborhood and address stormwater runoff.

C. City Policies and Programs

In addition to revisions to its zoning and land use regulations, the City will need to undertake a number of other actions to achieve its objectives for the established residential neighborhoods including:

- Improve stormwater management including completing sewer separation activities as planned to enable infill development
- Maintain and upgrade the other infrastructure including the streets and sidewalks
- Improve the pedestrian and bicycle facilities within the neighborhoods as well as the links to nearby neighborhood centers and community facilities
- Maintain and upgrade neighborhood parks and green spaces
- Assure the livability of these neighborhoods by quickly addressing activities that create problems for neighbors or the larger neighborhood
- Continue to provide financial assistance to low/moderate-income property owners to maintain and improve their homes
- Discourage cut-through traffic from using neighborhood streets including enforcement of speed limits

3. The Broadway and Cottage Road Corridors

Broadway and Cottage Road function as major traffic arteries in the City. Cottage Road is the primary access to Meeting House Hill and the Lovett's Field neighborhood and serves as a major commuter route for Cape Elizabeth residents. Broadway east of Mill Creek is the primary access to the east end of the City including the Ferry Village and Willard neighborhoods as well as the eastern waterfront and Southern Maine Community College. Broadway west of Mill Creek

provides access to the Pleasantdale neighborhood and is the major route linking the east and west sides of the City.

At the same time, two of the City's community commercial hubs and a number of its neighborhood commercial centers are located along these two streets. These districts serve the adjacent neighborhoods, commuters, and, in some cases, the larger community. Between the current commercial nodes there are residential strips and a number of small office and service uses. Therefore, it is important for the City to think holistically about these two corridors.

A. Broad Vision

Conceptually, the City's vision for Broadway and Cottage Road might be thought of as beads on a string with the streets being the string and the beads being the commercial hubs and neighborhood centers separated by essentially residential and mixed-use segments. While Broadway and Cottage Road carry large amounts of traffic, they are City streets and are treated as such and not turned into highways. The commercial hubs and neighborhood centers continue to function as community and neighborhood service centers but with improved appearance, a wider diversity of uses, and a more pedestrian character. The segments between the centers evolve into higher-density, pedestrian-focused, mixed-use corridors where traffic conditions permit as long as the additional traffic resulting from development/redevelopment can be accommodated. Public transportation in these corridors is enhanced to provide residents with travel alternatives.

B. Land Use

The Broadway and Cottage Road corridors consist of a number of subareas (see Figures 6.2, 6.3 and 6.4) that need to be treated differently from a land use perspective. This section looks at the two corridors area by area starting with the Cottage Road corridor at the City line and then continuing with the Broadway corridor from east to west:

- *The Outer End of Cottage Road* – This is the portion of the corridor from the end of the existing commercial area on Meeting House Hill to the Cape Elizabeth line. The area is allowed to transition to a low-intensity, mixed-use area that includes small-scale retail, service, and office uses as well as a range of residential uses. Design standards assure that if existing buildings are reused for nonresidential purposes or if new buildings are constructed, the character and scale of the existing buildings and the neighborhood is maintained.

- ***The Meeting House Hill Commercial Hub*** – The Meeting House Hill Community Commercial Hub is a destination business district that effectively balances pedestrian accessibility and safety with the need to maintain vehicular mobility.



The area evolves as a mixed-use center providing services to the surrounding neighborhoods as well as motorists using Cottage Road. Allowed uses include retail and service businesses as well as increased residential and entertainment options. The area’s character evolves into a more attractive and pedestrian-friendly environment as existing properties are improved and redevelopment occurs. Area-specific design standards assure that new buildings and changes to existing buildings are well designed. Buildings are located closer to the street. The space between the sidewalk and the building is used for pedestrian amenities or landscaping rather than motor vehicle facilities or parking. Parking and vehicle service areas are located to the side or rear of buildings where this is feasible. (See photosimulation above)

- ***Meeting House Hill*** – The current of character of the Cottage Road corridor from the foot of the hill to the church and commercial area is maintained. Uses in this area are limited to residential and community uses with provisions for very limited nonresidential use such as home occupations. Residential uses are limited to single-family homes with the



possibility that existing homes can to be converted to duplexes as long as the character of the property is maintained. Modifications to existing buildings or new/replacement buildings are subject to design standards to assure they are compatible with the character of the segment of the corridor.

- ***East End of Broadway*** – The current special zoning district to accommodate the Betsy Ross House remains in place as is. The balance of this segment moving west continues to be designated as a multi-family residential area including low-intensity offices and community services with a residential density of up to 10 units per acre. Medical offices are not allowed in this area. The standards for this area require more of a pedestrian character with buildings located close to the street and parking located to the side or rear of the building.



- ***Sawyer Street Neighborhood Center*** – “Neighborhood Centers” are compact, local commercial areas that effectively balance pedestrian accessibility and safety with the need to maintain vehicular mobility (see discussion of Neighborhood Centers in the Other Land Use Policy section). These areas typically contain neighborhood-serving retail, convenience, service, and professional office businesses, as well as moderate to high density housing. The mix of businesses in Neighborhood Centers is primarily targeted to residents of adjacent residential neighborhoods; bicycle and pedestrian accessibility and safety are therefore priorities in these areas. New buildings and changes to existing buildings are well designed, with buildings located closer to the street. The space between the sidewalk and the building is used for pedestrian amenities or landscaping rather than motor vehicle facilities or parking. Parking and vehicle service areas are located to the side or rear of buildings where this is feasible. A limited mix of retail, service, and office uses is allowed, as long as the scale and intensity of the activity is appropriate to the area. Residential uses continue to be allowed and are encouraged as part of mixed-use buildings. Drive-through services are not permitted in these locations. New automotive repair and service activities including gasoline sales are not allowed in this area but existing automotive service uses including gasoline sales as part of a convenience store or gas station are allowed to continue and modernize.

- ***Broadway–Sawyer Neighborhood Center to Mussey Neighborhood Center*** – This segment continues to be designated as a multifamily residential area including low-intensity offices and community services with a residential density of up to 10 units per acre. Medical offices are not allowed in this area. The standards for this area require more of a pedestrian character with buildings located close to the street and parking located to the side or rear of the building.



- ***Mussey Neighborhood Center*** – This neighborhood center is treated similarly to the other neighborhood centers – see the Sawyer Street Neighborhood Center for the description.
- ***Broadway–Mussey Neighborhood Center to Cottage Road including the east side of Mill Cove*** – This segment continues to allow a range of housing including multi-family housing as well as business and professional offices. Residential buildings in this segment are taller (up to 5 to 6 stories) allowing higher-density development (up to 24 units per acre) as long as the buildings do not wall off the waterfront and views of the water are retained. The standards for this area require more of a pedestrian character with buildings located close to the street and parking located to the side or rear of the building.

- ***Pleasantdale-Buttonwood Community Commercial Hub*** – The Pleasantdale-Buttonwood Community Commercial Hub is a destination business district that effectively balances pedestrian accessibility and safety with the need to maintain vehicular mobility. The area evolves as a mixed-use center providing services to the surrounding neighborhoods as well as motorists using Broadway (see Meeting House Hill Commercial Hub for additional description).



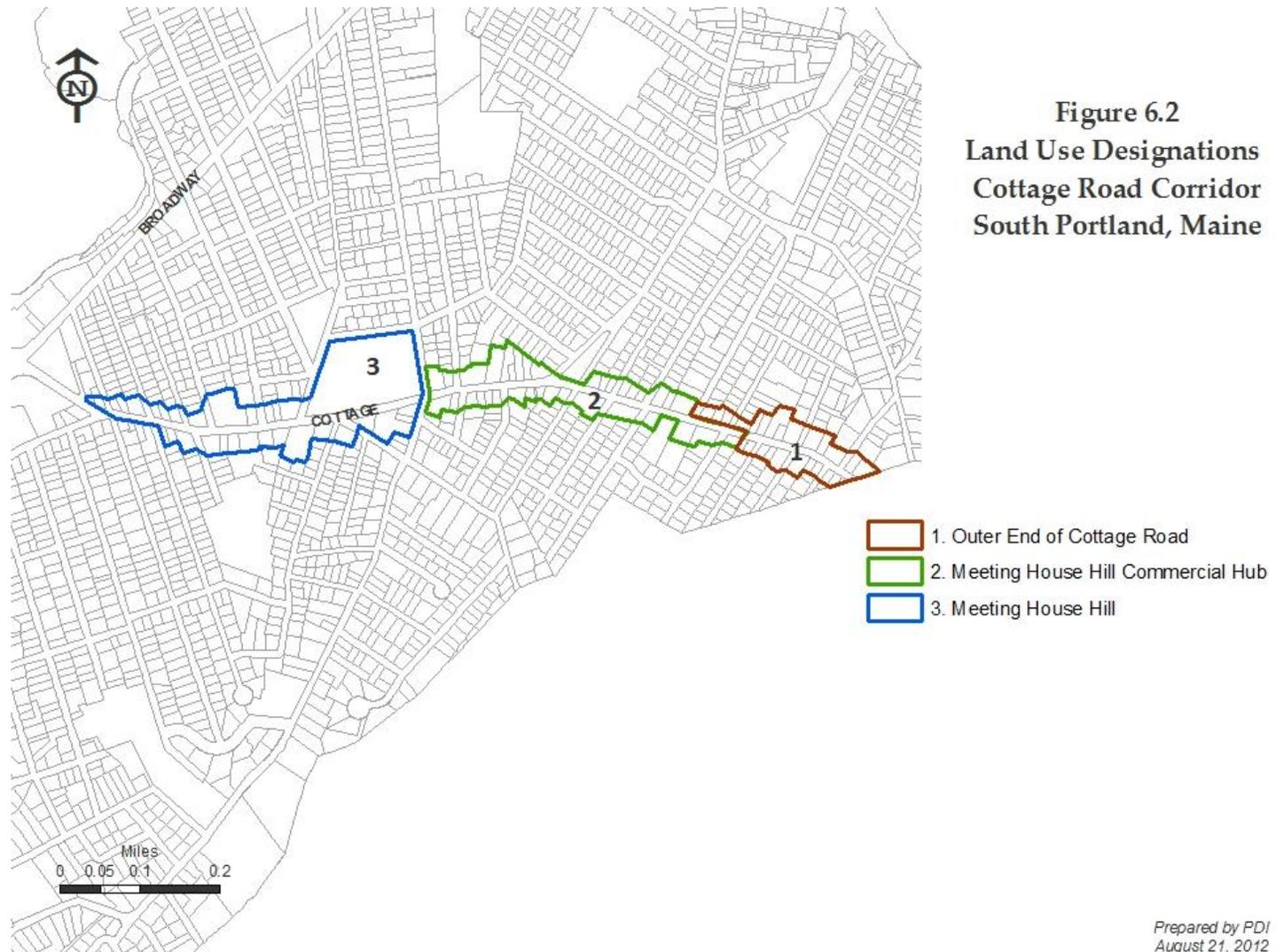
- ***Broadway–Pleasantdale-Buttonwood Commercial Hub to Pleasantdale Elm/Hill Neighborhood Center*** – This segment of Broadway evolves into a higher-density mixed-use residential-office corridor. A range of residential uses including multi-family housing are allowed with a density of up to 18 units per acre. In addition, business and professional offices and small-scale, low-intensity service uses are allowed as well as small-scale retail-type uses

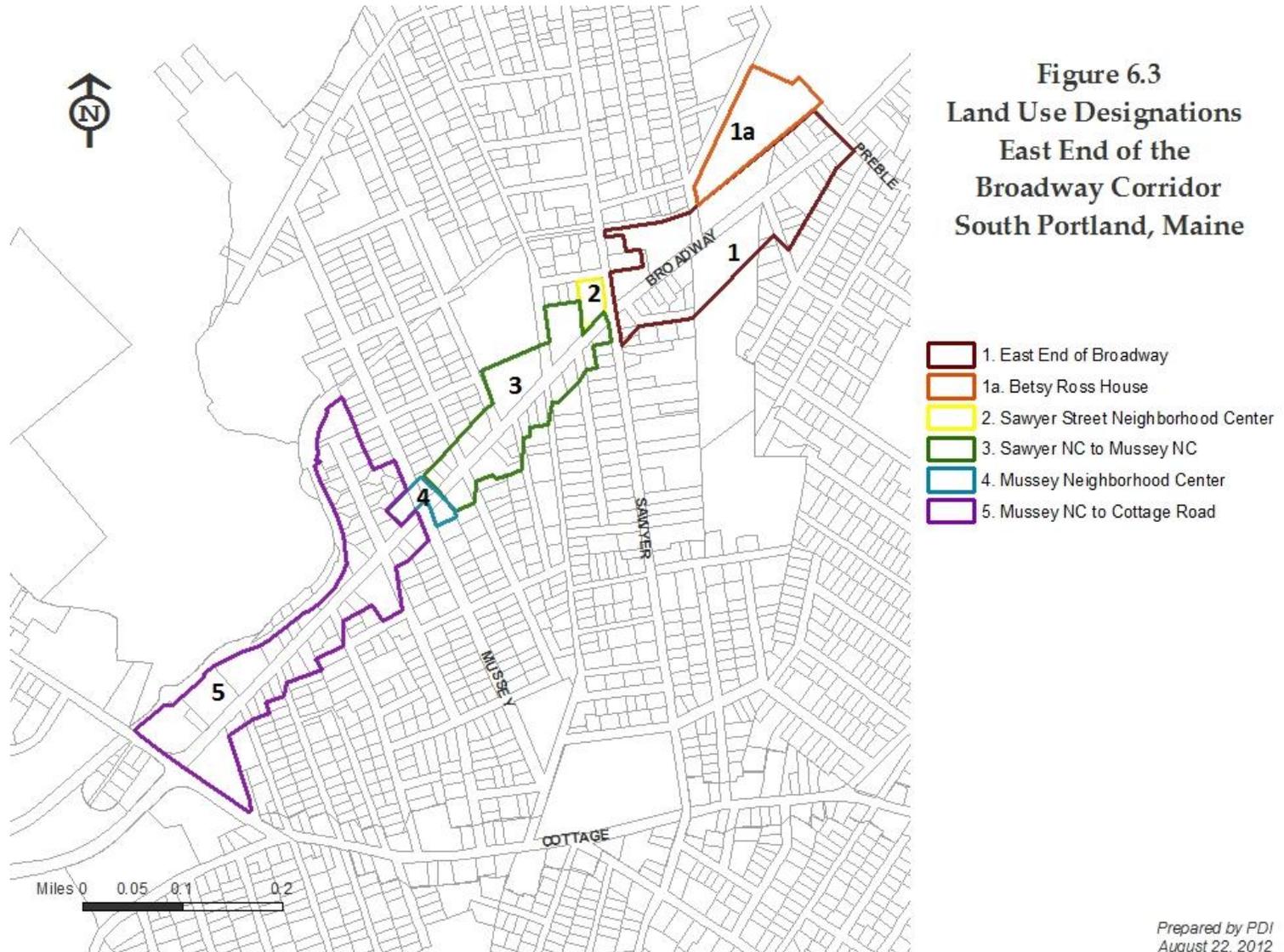
as part of a mixed-use building. Buildings are generally limited to three stories. Taller buildings (4 stories) are allowed on lots that are not adjacent to a residential neighborhood and the ground floor is used for a nonresidential use or parking. The standards for this area require more of a pedestrian character with buildings located close to the street and parking located to the side or rear of the building.

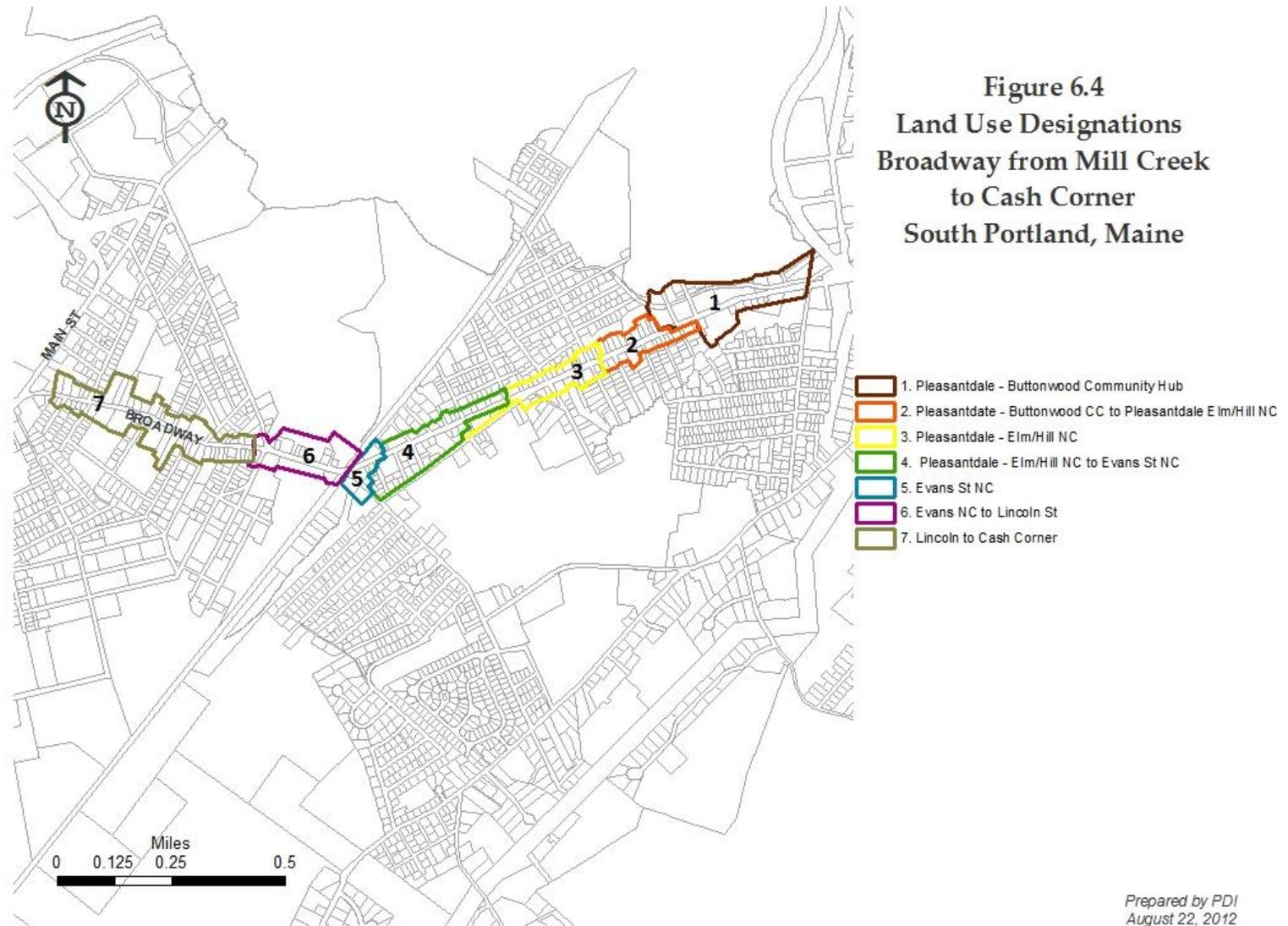
- ***Pleasantdale–Elm/Hill Neighborhood Center*** – This neighborhood center is treated similarly to the other neighborhood centers – see the Sawyer Street Neighborhood Center for the description.
- ***Broadway–Pleasantdale–Elm/Hill Neighborhood Center to Evans Neighborhood Center*** – This segment of Broadway evolves into a higher density mixed-use residential- office corridor similar to the Pleasantdale–Buttonwood to Pleasantdale-Elm/Hill Neighborhood Center segment (see description above).
- ***Evans Street Neighborhood Center*** – This neighborhood center is treated similarly to the other neighborhood centers – see the Sawyer Street Neighborhood Center for the description.
- ***Broadway–Evans Neighborhood Center to Lincoln Street*** – This portion of the Broadway corridor is a special situation that requires different treatment. This segment of Broadway is the only street connection between the east and west sides of the City – all east-west traffic must go through this one block segment of Broadway unless/until an alternative is developed. Therefore it is essential that the City keep open options for possible future traffic improvements including the widening of this section of the street. For this reason, this area is designated as a general purpose commercial district allowing a wide range of non-residential uses. New or redeveloped buildings should be required to be set back from the street with access limitations to minimize impacts on traffic movement and safety.
- ***Broadway–Lincoln to Cash Corner*** – The width and alignment of Broadway in this segment creates a significant obstacle for development/redevelopment in this area. While the homes facing Broadway are not desirable residential properties, this area continues to be designated as a single-family residential district



with very limited non-residential use allowed. This is considered to be a “holding zone” recognizing that this area should evolve into a higher-intensity, mixed-use area similar to other sections of the Broadway corridor if transportation improvements are made. The future could include proposals for larger-scale redevelopment of parts of the area.







C. City Policies and Programs

Improvement of the Cottage Road and Broadway corridors and the related commercial hubs and neighborhood centers will require a long-term, coordinated effort that includes actions by both the property owners in the corridor and the City. In addition to revisions to its zoning and land use regulations, the City will need to undertake a number of other actions to achieve its objectives for these corridors including:

- Undertake a study of possible traffic improvements between the Broadway/Lincoln intersection and the Main Street corridor including improvements to Broadway and the possibility of an alternative traffic pattern such as a one-way Broadway-Lincoln-Main loop.
- Develop and implement mini-plans for each community commercial hub and neighborhood center since the character and scale of the various centers varies widely. The City should develop the mini-improvement plan for each of the centers in cooperation with the property and business owners and the surrounding residential neighborhood. Additional details are provided in the subsection dealing with these centers in Section C.
- Maintain/improve the infrastructure along these corridors including the sidewalks and street trees.

4. The Eastern Waterfront

The waterfront area at the east end of the City starting at the yacht club in Ferry Village and running around Spring Point to Southern Maine Community College is something of a conundrum as the City thinks about the future. It currently has a wide range of uses ranging from marine facilities and oil terminals to high-rise condominiums and a growing educational institution. Some existing uses in the area are or are becoming economically obsolete while there continues to be investment in other uses. While some of the most intense development in the City is in this area, other parcels are vacant or underutilized.

On one hand, the Eastern Waterfront presents tremendous opportunities for growth and development. Deep-water access is available along much of the coastline, the area is served by public water and sewerage, and there is land that is potentially suitable for redevelopment. On the other hand, redevelopment is constrained. The waterfront area is adjacent to established residential neighborhoods, there are a number of parcels where the use is committed for the foreseeable future, some areas may be at increasing risk of flooding, and, most importantly, vehicle access into and out of the area is constrained. Broadway is the primary link between the Eastern Waterfront and the rest of the City.

This street bisects established residential neighborhoods and carries heavy volumes of traffic, making its ability to accommodate more traffic problematic.

A. Broad Vision

The Eastern Waterfront continues to evolve to become a marine, mixed-use area that capitalizes on the access to the waterfront and spectacular views of the harbor and inner Casco Bay. Southern Maine Community College continues to improve its campus primarily within its existing borders. The traditional marine uses including the oil terminals, repair facilities, and marinas remain key elements of the waterfront. At the same time, the area along Front Street in Ferry Village and the underutilized former industrial properties are redeveloped into mixed-use areas that attract people to live and work in the area and to enjoy the waterfront.

B. Land Use

The Eastern Waterfront consists of a number of subareas (see Figure 6.5) that need to be treated differently from a land use perspective. These include:

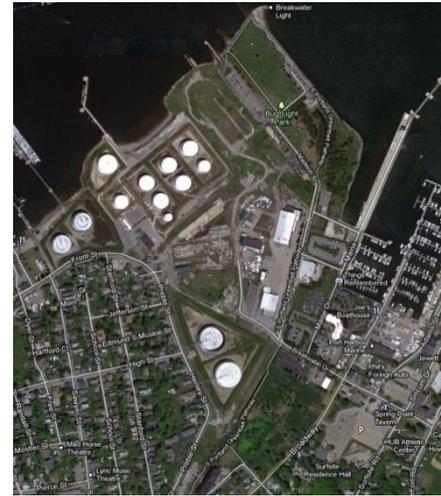
- *Ferry Village Marine Mixed-Use Area* – This area includes the Front Street waterfront in Ferry Village. The area evolves into a water-related mixed use area that both serves the Ferry Village neighborhood and attracts visitors to this portion of the waterfront. The waterfront continues to be used primarily for low/moderate intensity marine related and water-enhanced uses that are reasonably small in scale. Non-marine uses are allowed to develop over time as part of mixed-use redevelopment or reuse especially in areas away from the waterfront. Moderately high-density residential uses (up to 12-18 units per acre) are allowed on the upper floors of mixed use buildings except along the immediate waterfront. Development/redevelopment maintains or provides both visual and actual access to the shoreline.


- *Marine Industrial Areas* – This includes the Gulf-Cumberland terminal and Portland Pipe Line terminals 1 and 2 including the developed tanks. In the short term, the City’s marine terminals and related marine industrial areas are maintained and improved while minimizing their impact on adjacent residential



neighborhoods. A variety of marine and marine-related uses are allowed. In the longer term, if demand for these facilities declines or the type of activity needs to change and the owners of these facilities desire to explore other uses for these facilities, the City, in conjunction with the owners, should reevaluate the best use of these waterfront sites (see additional discussion in the Working Waterfront section).

- ***Shipyards Development District*** – This area includes the large vacant or underutilized properties on or near the waterfront including the Cacoulidis property and the vacant portion of the Portland Pipe Line property at the corner of Broadway and Pickett Street as well as the other lots on the west/north side of Madison Avenue. This area of the City has significant potential to expand the City’s tax base and create broad economic benefits for the community at large. The City’s basic policy is to encourage good quality development in this area. To accomplish this objective, the City should actively work with property owners and/or potential developers to explore the possible development/redevelopment of these parcels. If necessary, the City should be a partner in any development to assure that the basic infrastructure needed to support a good quality development proposal is available. The City’s broad vision is that this area is developed/redeveloped in a way that expands the City’s property tax base and creates economic benefits for the entire community while being compatible with the surrounding neighborhood. Within this area, the City’s development regulations should continue to allow existing marine and oil facilities to upgrade or expand on parcels that are already used for this purpose. The regulations also should encourage creative development/redevelopment of the vacant or underutilized land within this district by establishing flexible, performance-based standards that allow a wide range of potential uses. This could include the use of “conditional zoning” or the creation of a special development district tailored to a specific development proposal. Any development that is well designed and meets that following criteria could be allowed in this development district:
 - All waterfront areas are either utilized for marine-related uses or provide access to and along the shoreline.



- Development is designed to be compatible with projected sea-level rise and to protect property from storm induced damage.
 - The overall development is integrated in the traditional development pattern of the adjoining Ferry Village and Willard Beach neighborhoods.
 - While the intensity of development is dense, the height and scale of buildings transition at the fringes of the area to be compatible with the adjacent neighborhoods.
 - New buildings are located and/or designed in such a way as to maximize the potential for water views from and/or across the site.
 - Any development provides for an interconnected street network that connects to the adjacent streets in a manner that allows traffic to flow through the development site without encouraging additional traffic on nearby residential streets.
 - The uses and/or provisions for access to a development do not significantly increase the amount of peak hour traffic on Broadway or introduce large volumes of trucks into the area unless appropriate traffic improvements are made. Provisions for enhanced public transportation and/or water-based access are part of the development proposal if significant peak hour travel demand will be generated.
 - Any development includes a pedestrian and bicycle network serving the development and linking the project to the adjoining neighborhoods and the City's Greenbelt.
 - Any development includes a network of green space designed to serve the development and to extend the existing pattern of neighborhood open spaces into and through the development.
 - If residential uses are included as part of the development, they should be located and designed to provide a transition to the surrounding neighborhoods while not introducing impediments to the continued operation of nearby marine uses.
- ***Shipyards Mixed-Use Area*** – This area includes the Breakwater project and the adjacent marina and related facilities off Pickett Street at the east end of Broadway that are part of the existing Spring Point SP Zone. The Shipyards Mixed-Use area will continue to be a vibrant residential and marine community that offers a range of water-enhanced residential and recreational

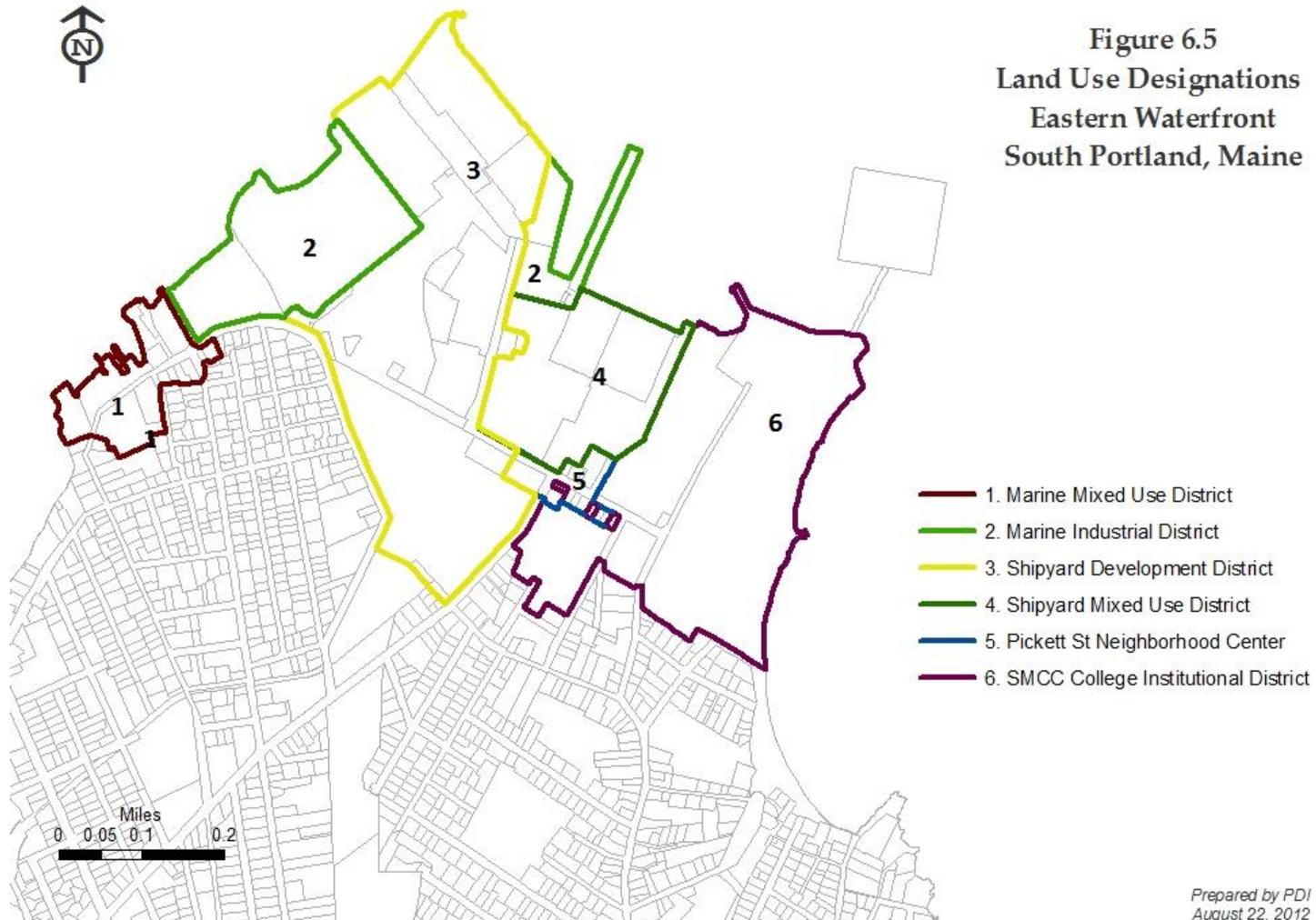


opportunities. Within this area, a range of residential, marine, and small-scale marine and service uses are allowed.

- *The Pickett Street Neighborhood Center* – This area includes the intersection of Broadway and Pickett Street. The neighborhood center is intended to provide services to the surrounding neighborhood, SMCC students, nearby workers, and mariners using the various marine facilities. The center is a compact, local commercial area that effectively balances pedestrian accessibility and safety with the need to maintain vehicular mobility. These areas contain neighborhood-serving retail, convenience, service, and professional office businesses, as well as moderate- to high-density housing (see the description of the Sawyer Street NC for additional details).

- *The SMCC College Institutional Area* – This area includes the current Southern Maine Community College (SMCC) campus. This provides for the continued growth and redevelopment of the college essentially within its campus. A clear boundary for the campus is established and college activities are contained within that boundary. Appropriate buffers defined by the City are established where the campus adjoins established residential neighborhoods. All new development or redevelopment including significant expansions or alterations of existing buildings is done in accordance with a Campus Master Plan that has been approved by the Planning Board. Once the Master Plan has been approved, SMCC is given flexibility to complete individual projects that conform to the approved Master Plan subject to normal site plan review of the details of the development.





C. City Policies and Programs

Improvement of the Eastern Waterfront will require a long-term, coordinated effort that includes actions by both the property owners in the area and the City. In addition to revisions to its zoning and land use regulations, the City will need to undertake a number of other actions to achieve its objectives for these corridors including:

The future of the Eastern Waterfront is dependent on improved transportation. The City will need to take a multifaceted approach for doing this including:

- Expanding the capacity of Broadway to move traffic into and out of the area while minimizing the impacts on the adjacent residential neighborhoods.
- Improving public transportation to and from the area including increasing the frequency of bus service in the Broadway corridor.
- Continuing to work with SMCC to increase the number of students and staff using the transit system.
- Exploring the potential for a water-based transportation connection to Portland.
- Upgrade the pedestrian facilities along Front Street in Ferry Village in coordination with any redevelopment proposals.
- Actively work with property owners and/or potential developers in the Shipyard Development District to explore the possible development/redevelopment of these parcels.
- Become a partner, if necessary, in any development proposal in the Shipyard Development District to assure that the basic infrastructure needed to support a good quality development proposal is available.
- Develop and implement a mini-plan for the Pickett Street Neighborhood Center (see the discussion under Neighborhood Centers and Community Commercial Hubs in Section C).

5. The Main Street Corridor

Main Street serves a dual role. On one hand, it is Route One and serves as a major traffic artery. The southern end of the corridor is the southern gateway to the City as well as providing access to and from the South Portland Connector and the Interstate Highway system for industrial areas in South Portland and Scarborough. The northern segment of Main Street functions as a major artery as well as providing interstate access for many of the oil tank trucks serving the various oil terminals along the waterfront. On the other hand, Main Street serves as a local street that is the entrance to some of the most desirable housing in the City, the Thornton Heights, Country Gardens, and Sunset Park

neighborhoods. It is also the location for many of the businesses that provide services to the adjacent neighborhoods.

A. Broad Vision

The long-term vision for the Main Street corridor embodies two key concepts. First, that the portion of Main Street between the Veterans Bridge ramp and Westbrook Street evolves into more of a local street as alternative provisions for truck and through traffic are developed. Second, that Main Street becomes the spine for the development of higher-density, mixed-use projects that reinforce the idea of Main Street as a local street rather than a major highway. This vision is a long-term vision that will require significant changes in both the use of private property and in the City's approach to the corridor.

B. Land Use

The Main Street Corridor consists of a number of subareas (see Figures 6.6 and 6.7) that need to be treated differently from a land use perspective. Running from Lincoln Street at the northern end of the corridor to the Scarborough line in the south, these include:

- *Limited Office-Service Area* – This area includes the residential properties that front on the east side of Main Street on both sides of the Ridgeland Avenue intersection. This strip should allow for low-intensity use of these homes for non-residential purposes while providing a transition to the adjacent residential neighborhood. Uses would be limited to a range of residential uses and small, low-intensity office and service uses with an objective of allowing the property owners to continue to have nonresidential potential. The development standards would require that buildings be located close to the street with a buffer along the rear property line if they are converted to non-residential use.
- *Office-Service Area* – This designation includes the area on the west side of Main Street from Lincoln Street to the cemetery property, the small residential area along Cox Street, and the east side of Main Street as far as Alton Street. The long-term objective is that this area will redevelop as an attractive gateway to South Portland from the Veteran's Bridge and I-295. This designation will allow a range of non-residential uses including offices, service businesses, contractors, and similar businesses that do not generate a lot of traffic. Retail uses would not be allowed except as part of another use. A range of residential uses would be allowed including multi-unit housing. The development standards will require good quality site and building design with a focus on creating an attractive streetscape.

- ***Cash Corner Planned Commercial-Mixed-Use Area*** –

This designation includes the portion of the corridor on both sides of Cash Corner. This area would continue to be designated as a commercial district allowing office, retail



(including gas stations), wholesale, and service uses. Residential uses would also be permitted. The short-term focus would be on upgraded site design standards that require enhanced access management and landscaping for expanded or redeveloped properties. Buildings would be limited to two stories and be required to provide off-street parking commensurate with an auto-oriented business district. Existing automotive sales and service uses would be allowed to continue but new uses of these types would not be allowed. In this area, development could also be done in accordance with the concept of the Planned Mixed-Use Development Area outlined below if the applicant can demonstrate that either the traffic from the development can be accommodated or that provisions for alternative transportation will be included as part of the development design. This could include support for transit services, car sharing programs, or similar activities to reduce peak-hour vehicle use. (See photosimulation above.)

- ***Office-Residential Transition Area*** – This designation includes the area on the west side of Main Street from the railroad bridge to Southwell Avenue. This designation is intended to allow these homes that are adjacent to Main Street to be converted to non-residential use but only if it is for uses that do not generate significant traffic. The development standards will allow the existing homes to continue to be used for residential purposes as well as for home occupations and small, low-intensity office uses.

- ***Main Street Community Commercial Hub*** – This designation includes both sides of Main Street from the Southwell Avenue area to the Westbrook Street



intersection. The Main Street Community Commercial Hub is a destination business district that effectively balances pedestrian accessibility and safety with

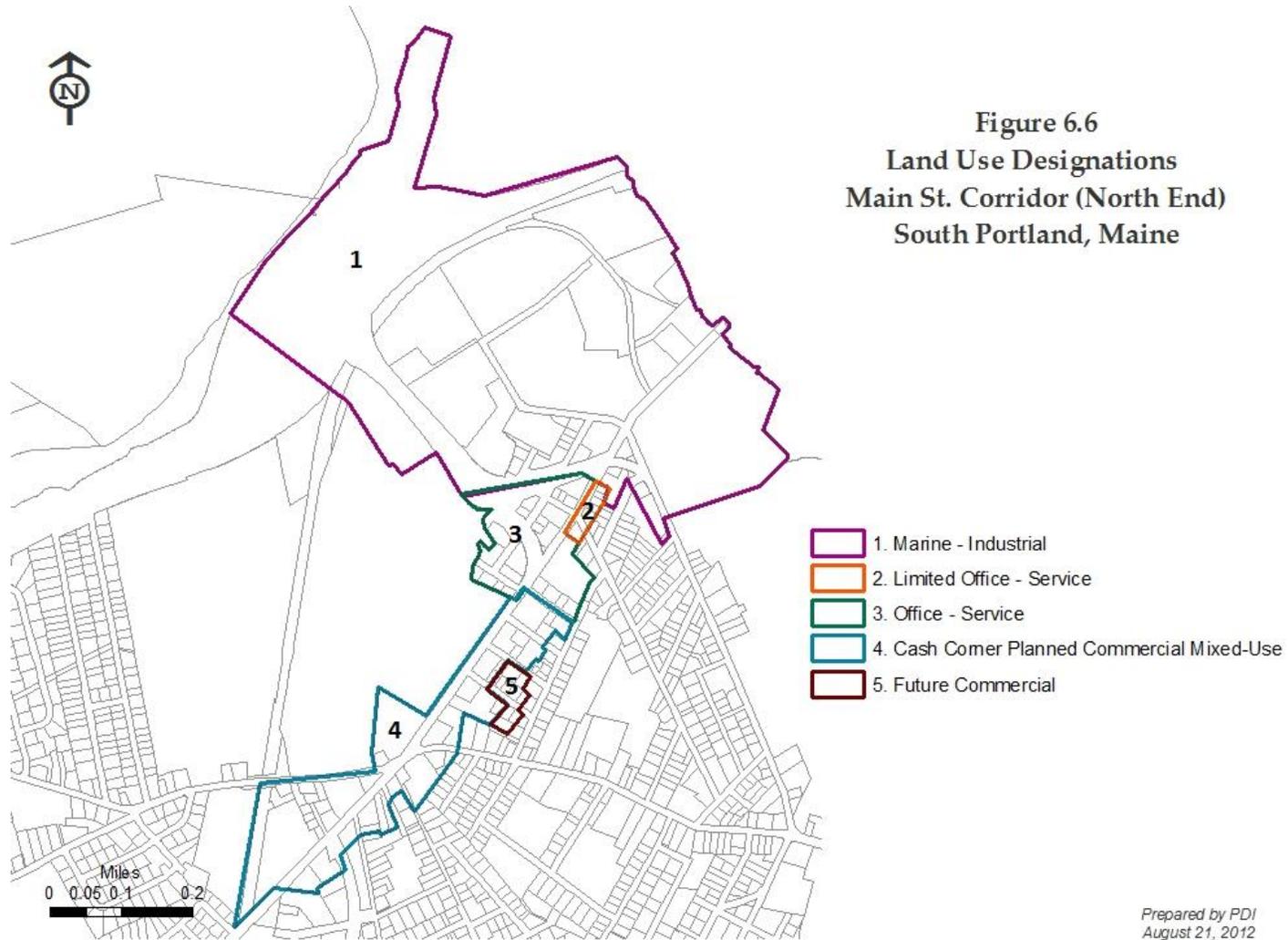
the need to maintain vehicular mobility. The area re-emerges as a mixed-use center providing services to the surrounding neighborhoods as well as motorists using Main Street rather than as a highway commercial area. Main Street is reconfigured as a City street (see discussion below under City Policies and Programs). Allowed uses include retail and service businesses as well as increased residential and entertainment options. The area's character evolves into a more attractive and pedestrian-friendly environment as existing properties are improved and redevelopment occurs. Area-specific design standards assure that new buildings and changes to existing buildings are well designed. Buildings are located closer to the street. The space between the sidewalk and the building is used for pedestrian amenities or landscaping rather than motor vehicle facilities or parking. Parking and vehicle service areas are located to the side or rear of buildings where this is feasible. (See photosimulation below.)

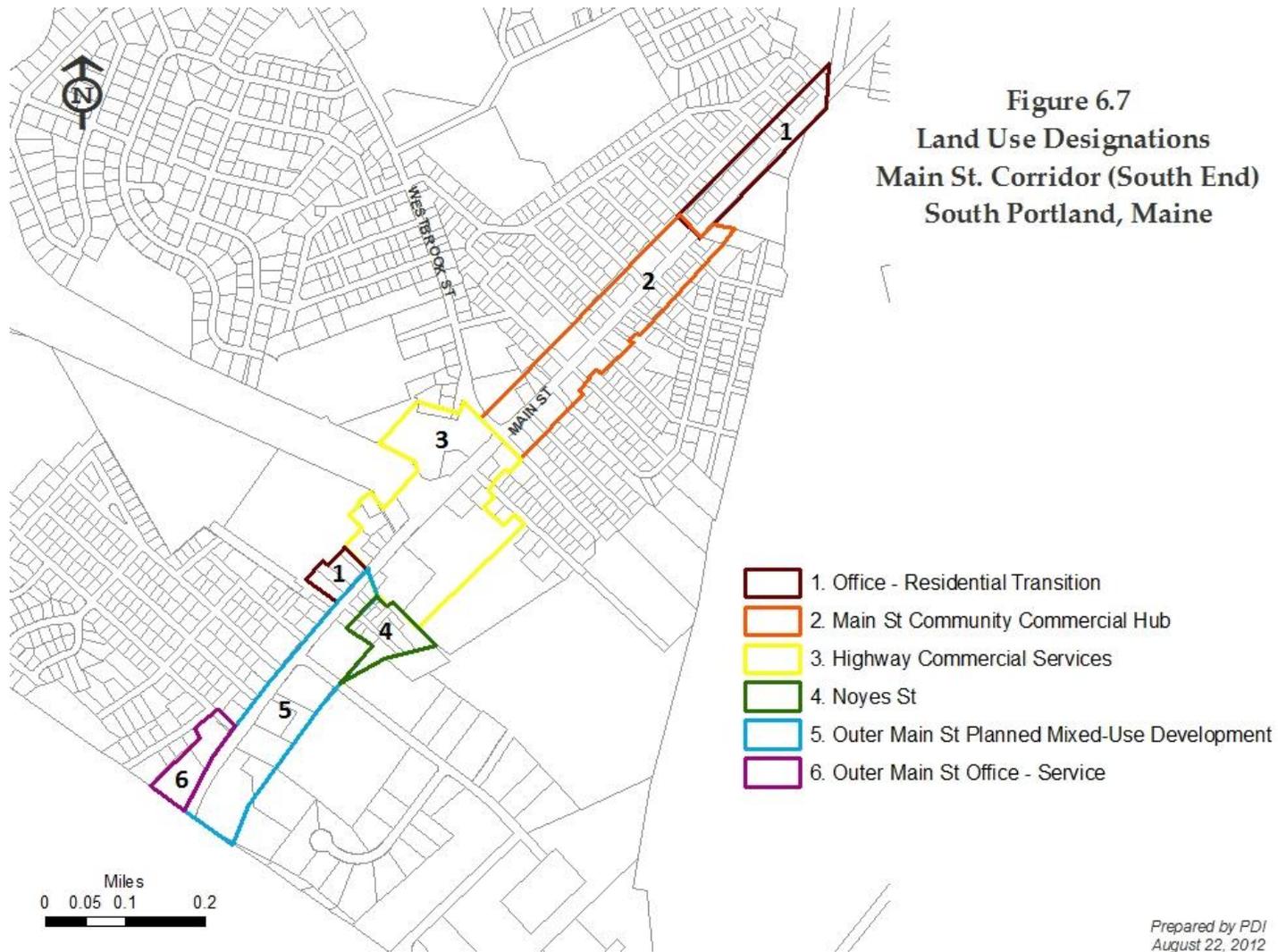
- ***Highway Commercial Services Area*** – This designation includes the area around the intersection of the South Portland Connector and Main Street. This designation recognizes the existing use of this area as a highway commercial district. Within this area, the land use regulations would continue to allow a range of retail, service, and hospitality uses in an auto-oriented environment. The development standards would be focused on assuring that any new development/redevelopment is well-designed and landscaped.
- ***Office-Residential Transition Area*** – This is the small existing RT Zone on the west side of Main Street south of the South Portland Connector. This area will continue to be a transition area that allows residential uses as well as low-intensity office and service uses.
- ***Noyes Street Area*** – This designation includes Noyes Street, which is a short dead-end street on the east side of Main Street with a handful of homes. The “neighborhood” is sandwiched between the motels to the north and the industrial area to the south and east. These properties should remain zoned as residential. If property owners want other use of their neighborhood to be considered in the future, the City should be open to this discussion.

- Outer Main Street Planned Mixed-Use Development Area*** – This designation includes the area on the east side of Main Street from the Noyes Street area south to the Scarborough line. This area would be designated as a “planned development area” in which any new development or redevelopment would need to be done in accordance with an overall development plan that shows how the objectives for the area would be achieved. Within this area, all new development or redevelopment would have to include a mix of types of uses (residential/office, office/retail, etc.) and be designed with an urban character. Buildings would have to be close to the street and provide for pedestrian connections to the street. Parking would have to be to the side or rear of the building or within the building. Projects would need to be well designed. Buildings would have to have a minimum of two usable stories. To encourage reuse and redevelopment, buildings could be up to five stories high with provisions to reduce parking standards especially with arrangements for transit use. The upper floors of buildings higher than 3 stories would have to be stepped back to avoid overwhelming the Main Street corridor and the properties on the west side of Main Street. The maximum residential density would be up to 25 units per acre for small units (1 or 2 bedrooms) or 15-20 units per acre for larger units.



- Outer Main Street Office-Service Area*** – This area includes the west side of Main Street from New York Ave to the Scarborough line. The objective for this area should be twofold. On one hand, it should become an attractive gateway to the City from Scarborough. On the other hand, it should also function as the transition between higher-intensity development envisioned for the east side of Main Street and the Sunset Park neighborhood. This designation allows a range of uses including offices, service businesses, contractors, and similar uses. Retail uses would not be allowed except as part of another use. A range of residential uses would be allowed including multi-unit housing. The development standards would allow two to three story buildings subject to design standards. A semi-suburban development pattern with some parking in front of buildings would be allowed as long as the buildings are reasonably close to the street.





C. City Policies and Programs

The long-term improvement of the Main Street Corridor will require a long-range, coordinated effort that includes actions by both the property owners in the corridor and the City. In addition to revisions to its zoning and land use regulations, the City will need to undertake a number of other actions to achieve its objectives for these corridors including:

- Exit 4 of I-295 needs to be reconfigured. As currently configured, vehicles can use the Veteran’s Bridge Connector and Exit 4 to get onto I-295 northbound or to exit from I-295 if traveling southbound. As a result, all vehicles that want to go southbound on the Maine Turnpike have to use Main Street to get to the South Portland Connector. Similarly, northbound vehicles have to exit and use the South Portland Connector and Main Street. Exit 4 needs to be reconstructed to allow both north and southbound use and the City should continue to support this reconfiguration.
- Reconfigure the access to the Scarborough Connector. The connector from I-295 to Route One in Scarborough does not allow full directional access, especially for vehicles coming to or from the Pleasant Hill industrial area. The current configuration has no provision for southbound vehicles on Route One to get onto the connector. Southbound vehicles on the connector can only go north on Route One by using the jug-handle at the Maple Street intersection to essentially reverse direction. This results in vehicles going to and coming from the Pleasant Hill industrial area as well as from South Portland using Main Street to reach the South Portland Connector. This connection between Route One and I-295 needs to be reconstructed to allow southbound Route One vehicles to get onto the Scarborough Connector. The City needs to continue to support the continued exploration of this alternative as another way to reduce truck traffic on Main Street.
- Develop and implement a mini-plan for the Main Street Community Commercial Hub (see the discussion under Neighborhood Centers and Community Commercial Hubs in Section C).
- Reconfigure Main Street from the railroad bridge south to the Westbrook Street area. This portion of Main Street needs to be reconstructed to have more of a “street-like character” or to be a “complete street.” This effort should be guided by the mini-plan for the Main Street Community Commercial Hub. This improvement should include narrowing the travel way to provide for one normal

width travel lane and a parking lane in each direction (except at signalized intersections) with the creation of an esplanade between the curb line and the sidewalk. This improvement would include relocating utilities underground and providing street trees in this portion of the corridor.

- Maintain and improve/extend the sidewalks on both sides of Main Street from Lincoln Street to the City line.
- Manage curb cuts in the corridor. The City should undertake a program to work with property owners to reconfigure the frontage along Main Street to “closeup” areas where there are undefined or poorly defined points of access. The objective of this program would be to create clearly defined points of access to each lot and to separate the street from the private lot.

6. The Working Waterfront

South Portland developed around its waterfront and that waterfront continues to be a major feature in the City both from an economic perspective and a scenic/recreational perspective. The waterfront is home to a number of activities that are truly “water-dependent” – uses that require a location on the water as an operational necessity. These include the Portland Pipe Line facilities on the waterfront and the other oil terminals, the Portland Street pier that provides access for local fishermen, the City’s boat launch, boat repair facilities, and a number of marinas. In addition, it includes the Portland Pipe Line tank farm off Hill Street even though it is not located directly on the waterfront. At the same time, there is market-driven pressure for other “non-water-dependent” uses to locate on the waterfront including restaurants and residential uses.

A. Broad Vision

The City’s deep-water access is a unique and very valuable asset. Those areas that are currently used for marine purposes should generally be reserved for future uses that require a waterfront location. The exceptions to this broad vision are along Front Street in Ferry Village where limited mixed-use development may be appropriate as long as the waterfront continues to be used primarily for low/moderate-intensity, marine-related and water-enhanced uses that are reasonably small in scale, and the redevelopment of the so-called Cacoulidis property in the shipyard area (see discussion under the Eastern Waterfront section above). In the long term, if the need for oil transport diminishes, the City will need to re-evaluate the best use of these areas.

B. Land Use

Many of the areas of the waterfront currently used for marine purposes are zoned Commercial except for the “Eastern Waterfront” which is included in the Shipyard District. The Commercial (C) District allows a wide range of nonresidential uses including many that do not require a waterfront location including retail and service businesses, offices, entertainment and recreational facilities, restaurants, and hotels as well as residential units on the upper floors. The Shipyard (S) District allows a similar range of nonresidential uses but precludes residential uses.

To assure the continued availability of these areas for future marine uses, the City land use regulations should designate the working waterfront areas that are currently zoned Commercial as *Marine Industrial* areas in which a variety of marine and marine-related uses are allowed but residential uses and nonresidential uses that do not need a waterfront location are not permitted (see Figure 6.8). This should include the Portland Pipe Line tank farm off Hill Street. In the longer term, if demand for these facilities declines or the type of activity needs to change and the owners of these facilities desire to explore other uses for these facilities, the City, in conjunction with the owners, should reevaluate the best use of these waterfront sites.

Front Street in Ferry Village and the large, vacant parcels in the shipyard area should be designated as the *Ferry Village Marine Mixed-Use Area* and *Shipyard Development District*, respectively, as discussed in the Eastern Waterfront section above.

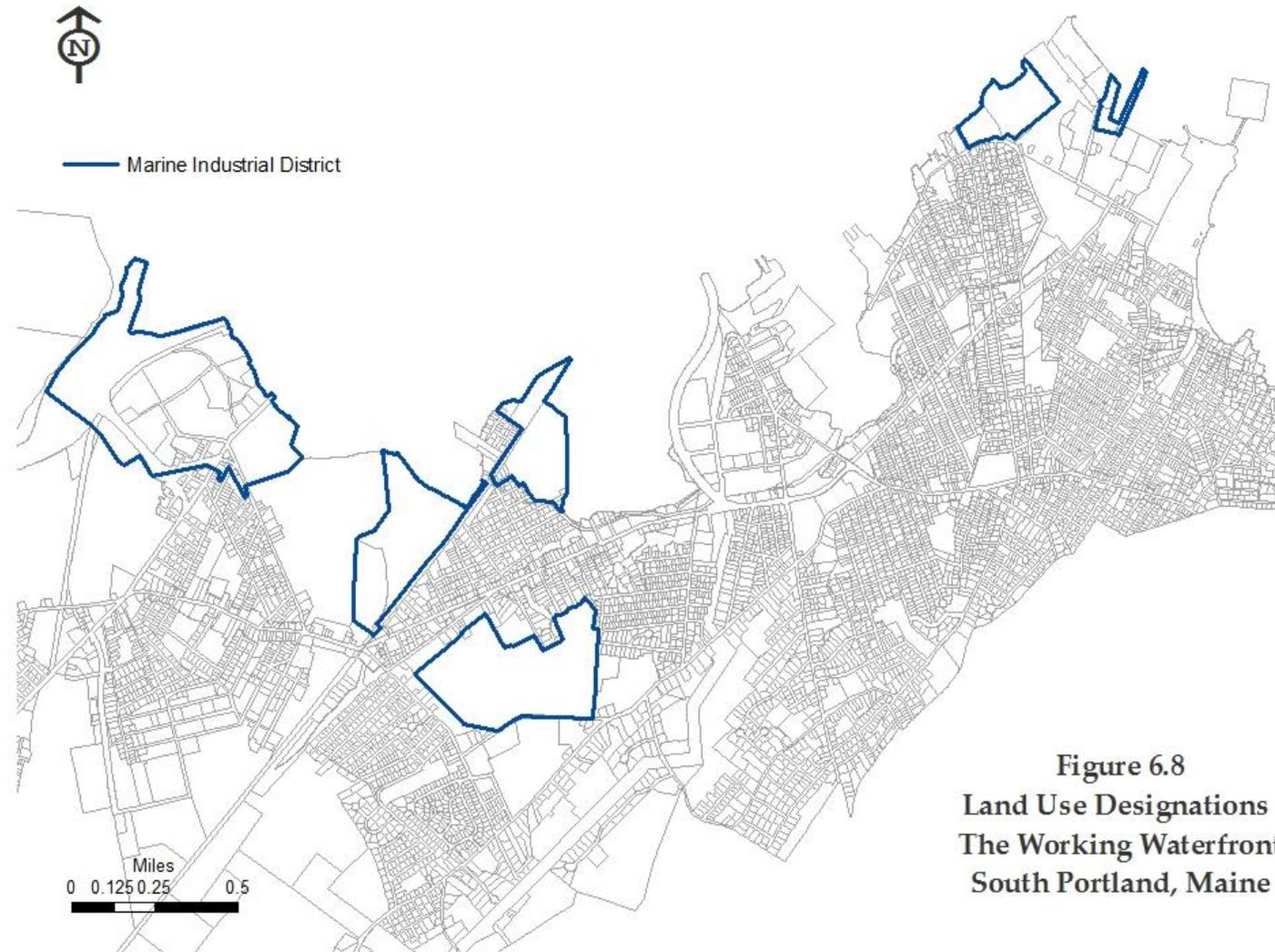


Figure 6.8
Land Use Designations
The Working Waterfront
South Portland, Maine

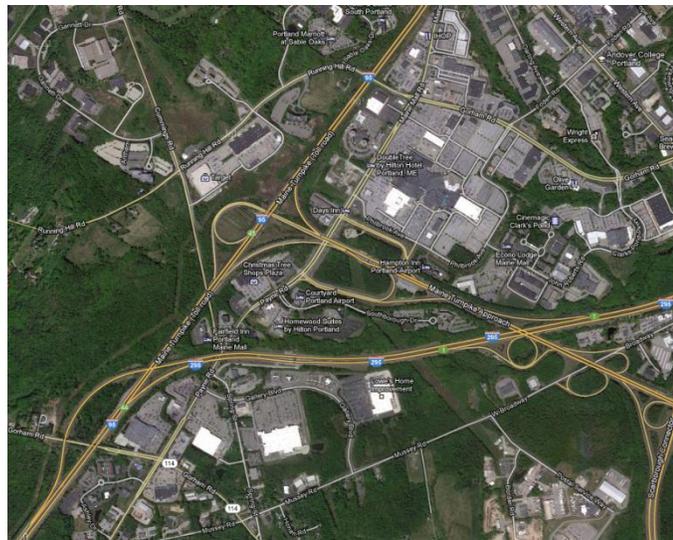
C. City Policies and Programs

In addition to revisions to its zoning and land use regulations and the actions discussed above with respect to the Eastern Waterfront, the City will need to undertake a number of other actions to achieve its objectives for these waterfront areas including:

- Support periodic dredging of the Fore River channel to assure access to the existing terminals
- Improve the management of the tanker truck traffic serving the terminals to minimize the impact on the community including the reconfiguration of Exit 4 of I-295.
- Work with the operators of the existing terminals to minimize the impacts on adjacent residential neighborhoods.
- Consider the use of Tax Increment Financing or other financing approaches to enable terminal operators to modernize and improve these facilities as well as to mitigate environmental concerns.

7. The Maine Mall Area

The greater Maine Mall area extends from I-295 on the east to the Westbrook city line on the west and from the Jetport on the north to the Scarborough line on the south. The area is predominantly non-residential except for the Redbank-Brickhill neighborhood. The core of the mall area is the Maine Mall and the surrounding primarily retail development along Maine Mall Road, Payne Road, and Gorham Road. This core is surrounded by a variety of non-residential uses including a cluster of office-type uses between the mall and I-295 and a mix of retail, office, and light industrial uses in the Western Avenue corridor. West of the Turnpike, current utilization of the area includes a retail center between the Turnpike and Running Hill Road, a business/industrial park on the west side of Westbrook Street, and the Sable Oaks office, hotel, golf course development between Running Hill Road and the Westbrook line. Within the Maine Mall area, there are limited opportunities of “green field” development but there is significant long-term potential for both redevelopment and the more intense use of existing developed properties. The Long Creek stormwater



management program creates some additional development requirements in much of this area.

A. Broad Vision

The broad, long-term vision for this area includes three major components:

1. The Maine Mall and the related retail area will remain Maine’s premier retail center and will grow to become more of a shopping/entertainment destination as retail offerings are expanded and upgraded and the attractiveness of the area is improved.
2. The diversity of uses in the Maine Mall area will increase both within the overall area and within the currently single-use area to create much more of a mixed-use environment. This could include the addition of additional residential uses in the area.
3. The overall area will become increasingly pedestrian-friendly as additional development occurs, resulting in less distance between buildings and improved pedestrian facilities.

B. Land Use

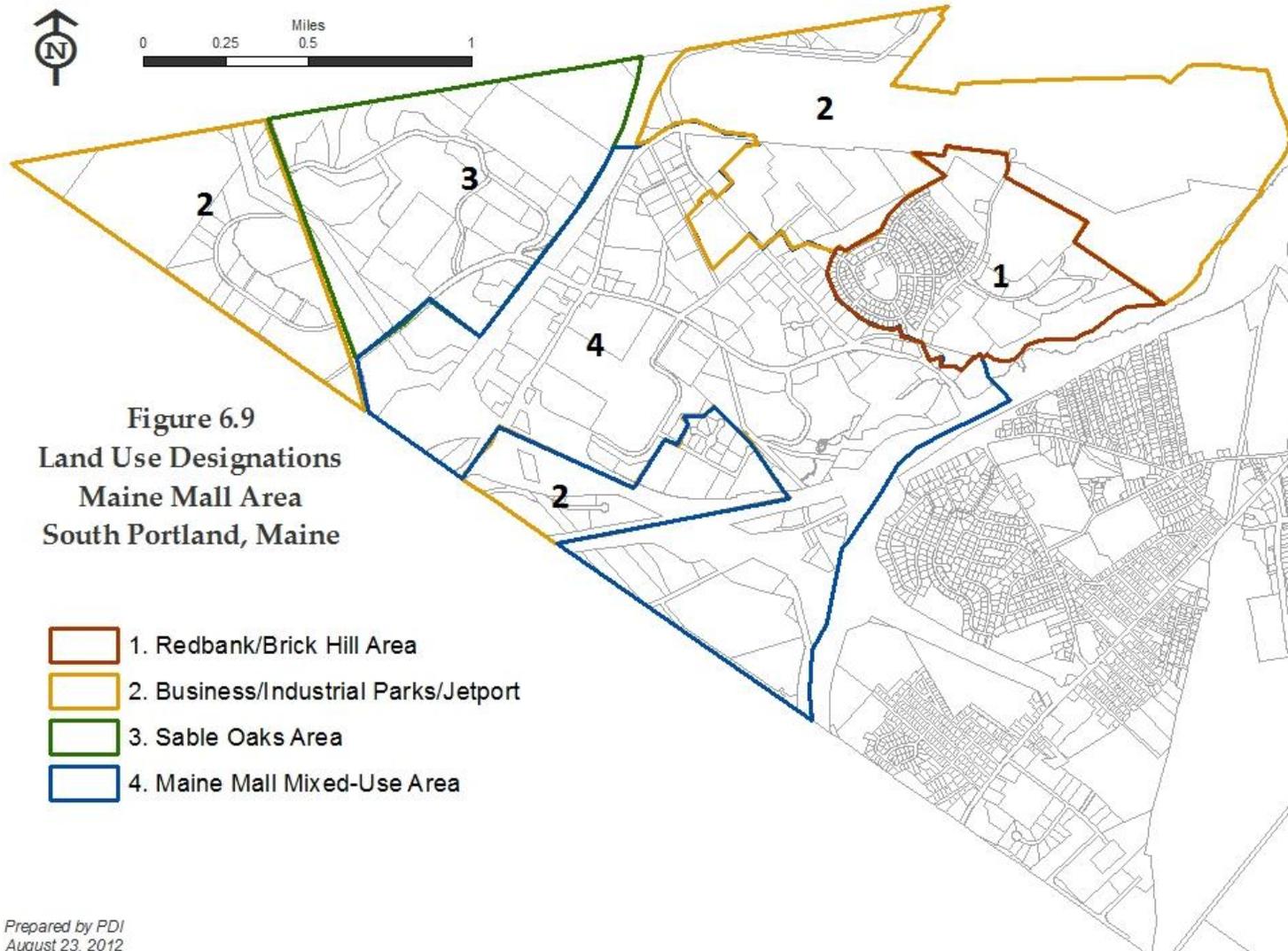
The City should treat the Maine Mall area as essentially four types of land use designations (see Figure 6.9):

- The Redbank/Brickhill neighborhood should be designated as an established high-density residential neighborhood with a neighborhood center. Within this area, non-residential uses should be limited to promote the residential character of this neighborhood.
- The existing business/industrial park areas along Westbrook Street and in the Western Avenue/Jetport area should be designated as economic growth areas and reserved for office and light industrial-type uses
- The Sable Oaks area and adjacent areas on the Turnpike side of Running Hill Road should continue to be designated as an office-recreational-residential area that provides a high-quality office park environment.



The remainder of the area should essentially be treated as a mixed-use district in which a wide diversity of non-residential and residential uses are allowed and which encourages an intensification of use to create more of a unified destination rather than a collection of individual developments.





C. City Policies and Programs

Transforming the Maine Mall area into more of a “destination” will require the active involvement of the City in cooperation with the principal property owners. This will include:

- Developing attractive gateways to the general mall area at the primary entrances that create an image of having arrived at a destination. This should include the Maine Mall Road/Western Avenue intersection area, the Western Avenue/I-295 exit area, and the Maine Mall Road/Turnpike access area.
- Developing an attractive, distinctive design for the mall area streetscape including street lighting, street and informational signs, sidewalks and pedestrian crosswalks, and similar features that will be applied throughout the mall area to create a sense of a special place.
- Continuing to improve/expand the sidewalk and trail network including improved pedestrian crosswalks in key locations.
- Working with property owners to develop a continuous network of pedestrian facilities including both sidewalks and trails to link key buildings or activity centers with each other.



8. Industrial Growth

Industrial and related uses have traditionally played an important role in the City. Industrial-type activities are concentrated in four areas: 1) the Rumery/Rigby/Lincoln Street area, 2) the Wallace Avenue area off Main Street, 3) the Western Avenue/Jetport area, and 4) the business park along Westbrook Street. Within these areas there is very limited vacant land that is suitable for development. In addition to these four areas, there is an area between the Rigby Yard and outer Highland Avenue that is vacant and has been zoned for industrial use. Construction in this area has been limited because of development constraints created by wetlands and restricted access because of a rail line that bisects the area.

A. Broad Vision

South Portland will continue to be home for a wide variety of industrial, distribution, and similar uses ranging from world leaders in technology to small, locally focused businesses. Through a sound economic development program, the City will continue to be an attractive place for industrial-type activities to be located and to grow and expand.

B. Land Use

The City should continue to “reserve” the existing industrially zoned areas for industrial and similar uses. The focus of the City’s land use regulations in these areas should be twofold. On one hand, the regulations should reserve these areas for industrial types uses and exclude uses and activities that may be incompatible with industrial activities such as residential uses or that can be located in other areas of the City such as retail and service uses. On the other hand, the City’s development standards should assure that these uses are “good neighbors” and do not create undesirable impacts on adjacent uses or the larger community. The City should review and update its performance standards as necessary.

C. City Policies and Programs

In addition to the updating the City’s land use standards for these industrial areas, the City’s economic development effort should focus on providing adequate infrastructure to support these areas, improving vehicular access especially for trucks, reducing energy costs, enhancing wetland mitigation opportunities, and using Tax Increment Financing (TIF) and other funding tools to support economic growth. The City’s program should include the following:

- Improve stormwater management including completing sewer separation activities as planned to enable development in areas with combined sewers and the development of watershed-based stormwater management programs
- Continue to support reconfiguration of Exit 4 of I-295 to allow both north and southbound use (see the Main Street Corridor section for additional discussion).
- Continue to support the exploration of the reconfiguration of the access to the Scarborough Connector from Route One as a way to improve access to the City’s industrial areas (see the Main Street Corridor section for additional discussion).
- Continue to explore improved vehicular access to the potentially developable industrial land between Rigby Yard and outer Highland Avenue.
- Coordinate efforts to reduce energy costs for South Portland businesses including allowing small-scale energy facilities to be located in these areas to serve individual or groups of users and the bulk purchase of electricity.
- Develop a wetlands mitigation bank that allows industrial-type development that encroaches on wetlands to meet mitigation requirements through pre-identified and planned mitigation activities.
- Continue to use TIF and other financing tools to provide the infrastructure needed to support industrial growth.

- Support continued rail service to these industrial areas including the upgrading of the facilities as needed.

C. Other Land Use Policies

Section B addresses, on a geographic basis, most of the major land use policy issues facing the City. There are a number of important land use issues that do not fit into this format and therefore are addressed in this section.

1. Urban Agriculture/Backyard Farming

As shown in the land use inventory, the City has little land that is currently being used for commercial farming or other traditional agricultural uses. The City's policy is to allow and encourage the continuation of these activities where they do exist. The City currently has a Rural Residential (RF) zoning district that allows general purpose farming as a permitted use. In addition, pre-existing farms are allowed to continue in the residential districts. The City's land use regulations should continue to allow existing traditional agricultural uses in residential areas.

There is a growing interest in urban agriculture, or the growing of crops or the raising of "farm animals" within residential neighborhoods. The City has responded to this interest by allowing the raising of a limited number of chickens on residential lots subject to specific standards. The City also allows the keeping of bees with the number of hives allowed based on the size of the lot. The City's policy should be to allow urban agriculture/backyard farming as long as it does not create problems for adjacent properties.

The City should review and update its provisions dealing with "urban agriculture." In addition to allowing the keeping of a limited number of fowl and bees, these provisions should allow the growing of crops on residential lots (accessory agricultural activities) including the sale of produce or similar items. The provisions for accessory agricultural activities should include consideration of small-scale greenhouses and similar structures for the cultivation of plants and provide appropriate standards for their location and the use of artificial lighting. The City's regulations should also allow the keeping of other farm animals on residential lots and establish standards for when larger animals may be kept, and under what conditions. These animal husbandry standards should tie the number and size of animals that may be kept to the size of the lot.

The City should also undertake an informational program to make residents aware of both the opportunities for urban agriculture and the possible hazards of raising crops on potentially contaminated soil and the potential effects of fertilizers and herbicides on the City's waterbodies. This should include information about ways to grow crops safely in an urban environment including encouragement of soil testing. The City should explore ways to work with the School Department to provide ongoing educational and information programs on urban agriculture and the latest practices.

2. Manufactured Housing

State law requires that all Maine municipalities provide for mobile home parks and the location of manufactured housing units on individual residential lots. The City currently allows mobile home parks in the Rural Residential (RF) District but there is very limited land zoned RF. The City currently allows manufactured housing units on all conforming residential lots subject to a set of design standards that require a residential appearance. To address the state law, the City should:

- Allow a new mobile home park to be developed in any residential zone provided that the site has a minimum of ten acres, is served by public sewerage and public water, and the design and layout will conform to the minimum standards established by state law.
- Allow a manufactured housing unit that meets the basic residential design standards set out in state law (minimum width, pitched roof, residential siding, etc.) to be placed on any conforming residential lot provided that the unit is placed on a permanent foundation and conforms to any additional design requirements that apply to other single-family homes.

3. Green Development

An objective of the Plan is to reduce the negative impacts of the built environment on the natural environment. This includes consideration of where and how development and redevelopment occurs in the City. Green development includes green building standards, encouragement of mixed-use development, encouragement of compact development adjacent to major corridors, and reduction in stormwater discharges.

- **Green building standards** – The City should encourage all new construction of non-residential and multi-family residential structures including redevelopment projects to meet nationally recognized and third-party verified, green building standards. The development regulations should provide incentives for projects that meet these standards.

- **Mixed-use development** – The land use policies and the Future Land Use Plan encourage a development pattern that mixes residential and non-residential uses within geographic areas and/or within specific projects or buildings to reduce the need for people to travel long distances. The development regulations should encourage the addition of residential units in those areas that are within close proximity of existing services and retail uses.
- **Compact development** – The City’s development requirements should encourage more intense, compact development in those areas that are able to be easily serviced by the bus system. These areas include the Knightville/Mill Creek area, the corridors along Broadway, Cottage Road, and Main Street, and the Maine Mall area.
- **Stormwater management** – A major impact of development on the City’s environment is stormwater runoff. The City has adopted stormwater management provisions, including a stormwater best management practices manual, for new development. These provisions encourage the use of practices that minimize stormwater discharges. The City is also participating in a watershed-wide stormwater management program for the Long Creek watershed that addresses stormwater from both existing and new development. The City is also developing a watershed management plan for Trout Brook watershed. The City should expand the use of watershed-based stormwater management to the other stream watersheds in the City to reduce the impact of runoff on surface waters.

4. Quality Design

A fundamental objective of this Plan is to assure that new development, redevelopment, or substantial expansions to existing buildings are designed so that they are attractive additions to the community and do not detract from the character of established neighborhoods. To assure that this objective is achieved, the City should undertake the following:

- **Infill development in established residential neighborhoods** – The City’s development standards should require that all new residential construction, including single-family homes, in established residential neighborhoods be designed and constructed so that they are compatible with the character of the immediate neighborhood where they will be located. In general, the level of design considerations should vary so that development of smaller lots or in areas with a well-defined development pattern is subject to more intensive design considerations. This can take a variety of approaches including the use of a “form based code”, design standards administered by staff, or a mini-site plan review

process as is currently applied to the development of lots with less than 5,000 square feet of lot area.

- **Neighborhood centers** – In the smaller commercial and mixed-use centers (see Future Land Use Plan) that primarily serve the surrounding residential neighborhoods and commuters, the City’s development standards should require that new development/redevelopment or substantial modifications to existing buildings be designed to be compatible with the development pattern of the area and the desired future form of the center as identified in an adopted mini-development plan for each center.
- **Knightville design standards** – The City should review and revise the existing design standards for Knightville to assure that development/redevelopment or the substantial alteration of existing buildings throughout the neighborhood including existing residential areas is done to reinforce the village neighborhood character desired for this area.
- **Commercial design standards** – The City should adopt commercial design standards for new development in commercial areas to assure that the sites and buildings are designed in a manner that is consistent with the vision and objectives of this plan. These standards should address both site design and building design considerations with a focus on encouraging more pedestrian-friendly and attractive development.

5. Alternative Transportation

An objective of this Plan is to increase the viability of future transportation options in the City including the expansion of mass transit service. Viable mass transit service requires a population concentration that is within an easy walk of the bus (or streetcar) line. Therefore, the City’s land use regulations should encourage more intense, compact development in areas that are or potentially could be served by current or future transit service (see compact development under Green Development). In addition, the City should increase the number of parcels included in the Transit TIF District as a way of improving transit service in the City.

6. Neighborhood Centers and Community Commercial Hubs

A key element of the Plan is maintaining and enhancing the established Neighborhood Centers and Community Commercial Hubs. This will require that the City undertake a comprehensive program of improvements and investments in these areas in addition to the land use regulatory changes envisioned above. These programs will need to be tailored to each area to reflect their diverse characters.

A. Mini-Plans for Each Area – The character and scale of the various neighborhood activity centers and community commercial hubs varies widely. The City needs to develop a mini improvement plan for each of the activity centers in cooperation with the property and business owners and the surrounding residential neighborhood based on the concepts outlined below. Each mini-plan should identify the desired visual character of the neighborhood and the specific improvements/investments that are needed to enhance the area both from an economic and a visual perspective. Once prepared, these mini-plans should be adopted as addendums to the Comprehensive Plan and serve as the guide for City actions in these neighborhood centers.

B. Visual Environment – The City should undertake capital investments in each neighborhood activity center to create a distinctive visual environment for each district – something that says you are at a “special place.” These investments should be based on the mini improvement plan for the area and could include different sidewalk treatments, lighting, coordinated sign programs with businesses/property owners, coordinated landscaping, flowers, etc. This should also include a focus on making these centers green islands by planting and maintaining trees wherever possible.

In addition, the City should consider creating a façade improvement program that provides financial incentives for building improvements that are consistent with “new” standards that reflect the desired character of the neighborhood if funding is available through the community development or similar programs.

C. Pedestrian and Bicycle Facilities – The City should make investments that make these neighborhood centers and commercial hubs more pedestrian-friendly and that reinforce the connection to the adjacent residential neighborhoods. This should include (in accordance with the mini-plan for the center):

- Maintaining and improving existing sidewalks or providing new sidewalks where they do not exist within these centers.
- Providing/maintaining good sidewalk/pedestrian connections to the adjacent residential neighborhoods (similar to school route sidewalks).
- Providing clearly marked and signed crosswalks in all of the centers (see Traffic policies for more details).
- Reviewing and revising intersection designs if appropriate to reduce the pedestrian crossing distance where feasible and/or provide for pedestrian islands in wide streets.
- Providing, where appropriate, pedestrian amenities such as benches and pedestrian lighting to make these centers more attractive as gathering places.

- Installing/maintaining bike racks/facilities.

D. Traffic – Within these centers and hubs, pedestrian safety and creating comfortable, welcoming environments for pedestrians and other users of the center should be a priority especially when traffic improvements are considered. This should include:

- Vigorously enforcing speed limits in the vicinity of these centers to make these areas as pedestrian-friendly as possible.
- Making enforcement of “stopping for pedestrians in a crosswalk” a priority in these centers including providing well-marked and signed crosswalks and regularly enforcing the law to develop a pedestrian sensitivity among motorists who regularly use these streets.
- Evaluating right turn on red provisions for the intersections within the neighborhood centers to assure that there are no conflicts with pedestrians and considering prohibiting them if there are conflicts.

E. Parking – While the long-term objective is to make these neighborhood centers and commercial hubs more pedestrian-friendly and pedestrian-focused, the provision of adequate parking is important to their long-term viability. To assure that there is an adequate supply of parking while maintaining/enhancing the pedestrian character of these centers, the City should actively work to improve parking in each area including:

- Allowing reduced off-street parking requirements within these centers similar to what is currently allowed in the Knightville area and providing flexibility for mixed-use buildings to double count spaces for multiple uses such as residential and office if the time of use is relatively exclusive.
- Maximizing the potential for on-street parking in these centers consistent with safety.
- Actively working with property owners to allow limited “public use” of private parking facilities if this is appropriate.

Where there is a deficiency in the supply of parking, working with property owners to develop additional public parking to serve the neighborhood center including using creative funding mechanisms such as impact fees or parking fees in lieu of providing on-site parking.

7. Brownfields Reuse/Redevelopment

The City contains some parcels that are contaminated as a result of their current or prior use. This contamination limits the potential for the reuse and/or redevelopment of these sites. The City should encourage property owners to investigate the condition of these

sites and develop and carry out plans to remediate the contamination as appropriate. The City should work with property owners to obtain funding for the investigation and clean-up of these sites including seeking outside grants for this purpose. In assisting property owners, the City should avoid assuming any legal or financial liability for the clean-up of these properties.

8. Neighborhood Plans

There are three “neighborhood plans” that were adopted as addendums to the City’s 1992-2005 Comprehensive Plan. The three plans are:

- The Ferry Village Neighborhood Plan – 2002
- The Willard Neighborhood Plan – 2004
- The Knightville Mill Creek Neighborhood Master Plan – 2005

Many of the land use concepts and proposals set forth in these neighborhood plans have been incorporated into the update of the Comprehensive Plan. Other aspects of these plans have been implemented or are now outdated. Therefore these plans are not included as part of this Update.

The City supports the continued development and updating of neighborhood plans within the context created by the citywide Comprehensive Plan. Therefore, the City should continue to provide staff and other resources (as available) to any neighborhood organization that wishes to develop a plan or update their existing plan for their neighborhood. The expectation is that these neighborhood plans will provide additional details and specific proposals that go beyond the scope of the Comprehensive Plan.

D. Future Land Use Plan

The Future Land Use Plan shows graphically how the City’s land use policies apply to the land area of the City of South Portland and where and how growth should be accommodated over the next decade. The Future Land Use Plan is not a zoning map. It is intended to show, in a general sense, the desired pattern of future land use and development. The intention is that this Future Land Use Plan will guide revisions to the City’s zoning ordinance and maps to assure that the land use regulations are consistent with the policies set forth in this Comprehensive Plan. The boundaries shown on the Future Land Use Plan are general. The boundaries of each land use designation should serve as guidelines as the zoning ordinance and map are reviewed and revised.

1. Concept of Growth Areas, Limited Growth Areas, and Restricted or Non-Growth Areas

The Future Land Use Plan embodies the concept that the City should identify and designate “**growth areas**” or areas in which most of the anticipated non-residential and residential growth will be accommodated, “**limited growth areas**” or areas in which intensive development will be discouraged but modest infill development and redevelopment will be accommodated, and “**restricted or non-growth areas**” where development will be discouraged or prohibited. These areas are defined as follows:

- **Growth Areas** – These are areas where the City wants growth and development to occur. The anticipation is that most residential and non-residential development over the next ten years will occur in these growth areas. Growth Areas include the limited areas with undeveloped land that are appropriate for development as well as developed areas where redevelopment or significant intensification of use is desired. For example, this includes the shipyard area and areas of the Main Street corridor where more intensive use is desired.
- **Limited Growth Areas** – These are areas that are either essentially fully developed and, therefore, have limited development potential or that have vacant or under-utilized land where the City’s desires a limited amount of growth and development over the next ten years. Limited Growth Areas would include established neighborhoods where the City’s objective is to maintain the current development pattern while allowing limited infill or redevelopment that is in character with the neighborhood. For example, this designation includes existing neighborhoods such as Meeting House Hill.
- **Restricted or Non-Growth Areas** – These are areas that are either unsuitable for development or in which the City desires to see little or no growth and development over the next ten years. This includes the areas that are currently zoned Resource Protection.

2. Land Use Designations

The Future Land Use Plan takes the parts of the City that are within these three broad categories and divides them into “land use designations”. These land use designations cover the entire City and incorporate the concepts set forth for the key land use policy areas discussed in section C above. As noted in the introduction to this section, the land use designations are not intended to be “zoning districts” per se. Rather they form the broad basis that must be reflected in the City’s zoning ordinance including the zoning

map. In the preparation of the revised zoning provisions, some of the designations may be combined or re-arranged or divided to create a workable number of zoning districts.

Growth Areas

A. Residential Land Use Designations

- Knightville Residential Neighborhood (See Figure 6.1 and related discussion)
- Mill Creek Residential Fringe (See Figure 6.1 and related discussion)
- Suburban Residential Development Areas
- Redbank/Brickhill Area (See Figure 6.9 and related discussion)

B. Mixed-Use Land Use Designations

- Knightville Ocean Avenue-Cottage Road Corridor (See Figure 6.1 and related discussion)
- Mill Creek Park Area (See Figure 6.1 and related discussion)
- Mill Creek Commercial Center (See Figure 6.1 and related discussion)
- Community Commercial Centers (Meeting House Hill, Pleasantdale-Buttonwood, Main Street) (See Figures 6.2, 6.4, & 6.7 and related discussions)
- Mixed-Use Corridors (East End of Broadway, Broadway-Sawyer Neighborhood Center to Mussey Neighborhood Center, Broadway-Mussey Neighborhood Center to Cottage, Broadway-Pleasantdale) (See Figures 6.3 & 6.4)
- Marine Mixed-Use Area (Front Street–Ferry Village) (See Figure 6.5 and related discussion)
- Shipyard Development District (See Figure 6.5 and related discussion)
- Shipyard Mixed-Use Area (See Figure 6.5 and related discussion)
- SMCC College Institutional Area (See Figure 6.5 and related discussion)
- Main Street Office-Service Areas (See Figures 6.6 & 6.7 and related discussions)
- Main Street Planned Commercial Mixed-Use Areas (See Figures 6.6 & 6.7 and related discussions)
- Sable Oaks Area (See Figure 6.9 and related discussion)
- Maine Mall Mixed Use Area (See Figure 6.9 and related discussion)

C. Non-Residential Land Use Designations

- Marine-Industrial Areas (See Figure 6.8 and related discussion)
- Highway Commercial Services Area (See Figure 6.7 and related discussion)
- Business/Office Parks/Jetport (See Figure 6.9 and related discussion)
- Industrial Areas

Limited Growth Areas

A. Residential Land Use Designations

- Cottage Road-Meeting House Hill (See Figure 6.2 and related discussion)
- Betsy Ross House (See Figure 6.3 and related discussion)
- Broadway-Lincoln to Cash Corner (See Figure 6.4 and related discussion)
- Established Single-Family Neighborhoods
- Established Multi-Family Neighborhoods

B. Mixed-Use Land Use Designations

- Outer End of Cottage Road (See Figure 6.2 and related discussion)
- Neighborhood Centers (Pickett, Sawyer, Mussey, Ferry Village, Pleasantdale, Evans, Ocean/Sawyer, Cottage/Highland) (See Figures 6.3 & 6.4 and related discussions)
- Broadway-Evans to Lincoln (See Figure 6.4 and related discussion)
- Main Street Limited Office Service Area (See Figure 6.6 and related discussion)
- Office-Residential Transition Areas (See Figure 6.7 and related discussion)

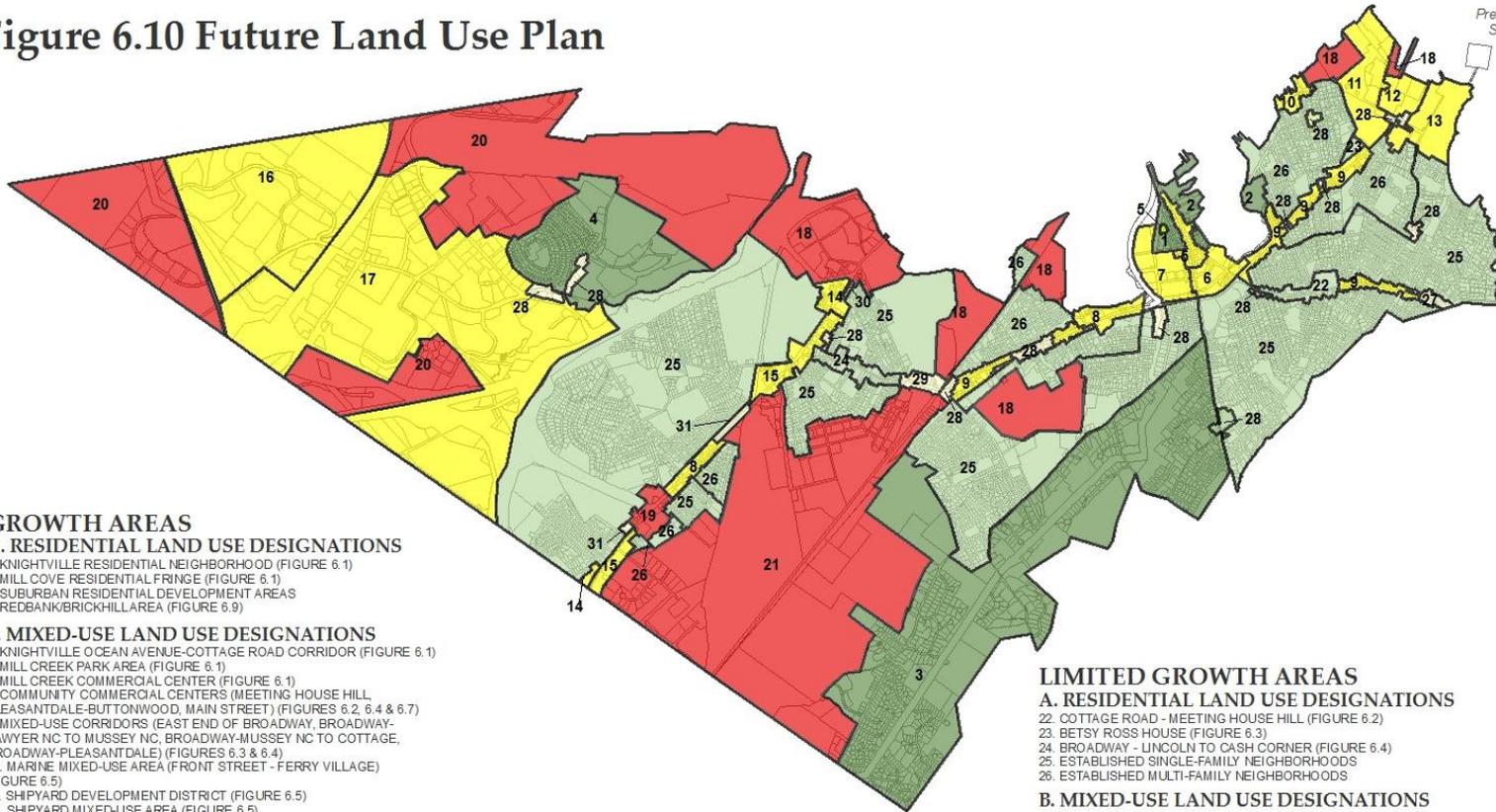
Restricted or Non-Growth Areas

A. Resource Protection Land Use Designations

- Areas zoned Resource Protection as of 9/1/12 (Not shown - see current Zoning Map)

Figure 6.10 Future Land Use Plan

Prepared by PDI
Sept. 25, 2012



GROWTH AREAS

A. RESIDENTIAL LAND USE DESIGNATIONS

- 1. KNIGHTVILLE RESIDENTIAL NEIGHBORHOOD (FIGURE 6.1)
- 2. MILL COVE RESIDENTIAL FRINGE (FIGURE 6.1)
- 3. SUBURBAN RESIDENTIAL DEVELOPMENT AREAS
- 4. REDBANK/BRICKHILL AREA (FIGURE 6.9)

B. MIXED-USE LAND USE DESIGNATIONS

- 5. KNIGHTVILLE OCEAN AVENUE-COTTAGE ROAD CORRIDOR (FIGURE 6.1)
- 6. MILL CREEK PARK AREA (FIGURE 6.1)
- 7. MILL CREEK COMMERCIAL CENTER (FIGURE 6.1)
- 8. COMMUNITY COMMERCIAL CENTERS (MEETING HOUSE HILL, PLEASANTDALE-BUTTONWOOD, MAIN STREET) (FIGURES 6.2, 6.4 & 6.7)
- 9. MIXED-USE CORRIDORS (EAST END OF BROADWAY, BROADWAY-SAWYER NC TO MUSSEY NC, BROADWAY-MUSSEY NC TO COTTAGE, BROADWAY-PLEASANTDALE) (FIGURES 6.3 & 6.4)
- 10. MARINE MIXED-USE AREA (FRONT STREET - FERRY VILLAGE) (FIGURE 6.5)
- 11. SHIPYARD DEVELOPMENT DISTRICT (FIGURE 6.5)
- 12. SHIPYARD MIXED-USE AREA (FIGURE 6.5)
- 13. SMCC COLLEGE INSTITUTIONAL AREA (FIGURE 6.5)
- 14. MAIN STREET OFFICE-SERVICE AREAS (FIGURES 6.6 & 6.7)
- 15. MAIN STREET PLANNED COMMERCIAL MIXED-USE AREAS (FIGURES 6.6 & 6.7)
- 16. SABLE OAKS AREA (FIGURE 6.9)
- 17. MAINE MALL MIXED-USE AREA (FIGURE 6.9)

C. NONRESIDENTIAL LAND USE DESIGNATIONS

- 18. MARINE-INDUSTRIAL AREAS (FIGURE 6.8)
- 19. HIGHWAY COMMERCIAL SERVICES AREA (FIGURE 6.7)
- 20. BUSINESS/OFFICE PARKS/PORT (FIGURE 6.9)
- 21. INDUSTRIAL AREAS

LIMITED GROWTH AREAS

A. RESIDENTIAL LAND USE DESIGNATIONS

- 22. COTTAGE ROAD - MEETING HOUSE HILL (FIGURE 6.2)
- 23. BETSY ROSS HOUSE (FIGURE 6.3)
- 24. BROADWAY - LINCOLN TO CASH CORNER (FIGURE 6.4)
- 25. ESTABLISHED SINGLE-FAMILY NEIGHBORHOODS
- 26. ESTABLISHED MULTI-FAMILY NEIGHBORHOODS

B. MIXED-USE LAND USE DESIGNATIONS

- 27. OUTER END OF COTTAGE ROAD (FIGURE 6.2)
- 28. NEIGHBORHOOD CENTERS (PICKETT, SAWYER, MUSSEY, FERRY VILLAGE, PLEASANTDALE, EVANS, OCEANSAWYER, COTTAGE/HIGHLAND) (FIGURES 6.2 & 6.4)
- 29. BROADWAY - EVANS TO LINCOLN
- 30. MAIN STREET LIMITED OFFICE SERVICE AREA (FIGURE 6.6)
- 31. OFFICE-RESIDENTIAL TRANSITION AREAS (FIGURE 6.7)

RESTRICTED OR NON-GROWTH AREAS

A. RESOURCE PROTECTION LAND USE DESIGNATIONS

NOTE: THIS DESIGNATION IS NOT SHOWN ON THE FUTURE LAND USE PLAN - SEE THE CURRENT ZONING MAP FOR THE BOUNDARIES OF THIS DESIGNATION.

Part 3: Implementation Strategies



Chapter Seven: Regional Coordination

Chapter Eight: Implementation Strategy

Chapter Nine: Capital Investment Strategy

Chapter Seven: Regional Coordination

The City of South Portland is part of the Greater Portland region. In some cases, what happens in South Portland influences the larger region. For example, continued economic growth in the Maine Mall area will create economic benefits that extend beyond the City limits. In other cases, what happens in other communities can influence South Portland. Residential growth in Cape Elizabeth generates traffic that uses South Portland's road network while also expanding the customer base for businesses in the Knightville/Mill Creek area. In some cases, natural resource issues such as the management of the Long Creek watershed extend across municipal boundaries. The City shares a waterfront with Portland and what happens on one shore influences the other side of the harbor. While the focus of this Comprehensive Plan is on the City of South Portland, this chapter looks at the regional issues facing South Portland and how those can be addressed.

South Portland cooperates in many regional efforts with many partners. The City is an active participant in regional efforts including the Greater Portland Council of Governments (GPCOG), PACTS, the Greater Portland Economic Development Corporation, and the Portland Public Development Commission. The City's School Department participates in the Casco Bay Education Alliance, a six-district collaborative organization and is involved in the Sebago Education Alliance. The City participates in joint efforts to manage Portland harbor. South Portland provides animal control services to Cape Elizabeth and assessing services to Westbrook and the School Department maintains Portland's school bus fleet. The City's bus system works with Metro, GPCOG, and other transit providers in the region to coordinate transit service. Portland and South Portland provide ambulance service to each other. The City participates in a county-wide community development program. The City works closely with Scarborough and other communities on management of the Long Creek watershed and sewage from parts of Cape Elizabeth and Scarborough are treated by the City. Scarborough and South Portland bid jointly for products and services. These are just a few examples of the City's involvement in regional planning and programming activities.

The following sections look at a number of regional issues facing the City as it plans for the future:

A. Housing and Population

South Portland and the other core cities of Portland and Westbrook provide most of the subsidized housing and much of the moderate cost and rental housing available within the region. The City made a major commitment to assuring there is an adequate regional supply of affordable housing when it created the Brick Hill Affordable Housing TIF District. The City should encourage the Greater Portland Council of Governments (GPCOG) and the other communities in the region to develop a regional approach for providing affordable and workforce housing so that each community in Greater Portland does its “fair share” in meeting the regional need for this type of housing.

B. Regional Economic Development

Historically, the economy of South Portland was closely tied to the City of Portland and its economy. The growth of the Maine Mall area including the more recent spillover into Scarborough has changed the economic landscape of the region. Nevertheless, the economic health of South Portland is closely tied to the economic health of Portland and the larger region. Therefore, it is important that the community’s economic development activities focus both on the community and region. The City should continue to work with Portland, Scarborough, Westbrook and regional economic development organizations to improve the economy of the region and to avoid moving existing businesses from community to community with little or no regional benefit.

The City’s proposal for the possible creation of a South Portland Technology Park (see Chapter 5) that focuses on expanding opportunities in the STEM (Science, Technology, Engineering, and Math) sector creates the potential for the City to work with the other communities and educational institutions in the region.

C. Natural Resource Management

The City has been active in regional efforts to redefine the 100-Year Floodplain in coastal areas of Southern Maine. The City is the lead participant in the multi-community Long Creek Watershed Stormwater Management Plan and is now involved in similar efforts to develop a watershed management plan for the Red Brook watershed.

D. Transportation

South Portland’s location creates interesting transportation issues for the City. On one hand, residents and businesses from neighboring communities use portions of the City’s

street system as regional traffic arteries. On the other hand, the City's access to I-295 and the Scarborough connector are limited, resulting in significant truck traffic using the City's streets, especially Main Street, as "truck routes." The City should continue to work with the MeDOT, PACTS and regional communities to improve the regional road network to move commuter and truck traffic off the City street system to the extent it is practical. This includes working to develop Exit 4 from I-295 into a full four-directional interchange and exploring the potential for improving access to and from Main Street to the Scarborough connector.

The City has developed an extensive network of pedestrian and bicycle facilities and should continue to work with PACTS and adjacent communities to interconnect these facilities with those in other communities to create a regional network. Similarly, the City should continue to work with PACTS and other regional transit providers to expand and enhance the regional transit system.

The development of the "East End Waterfront" (see Chapter 6) is somewhat constrained by vehicular access along Broadway, which bisects established residential neighborhoods. If significant development occurs in this part of the community, the City, in conjunction with PACTS and the Casco Bay Transit District and other possible service providers, should explore the feasibility of developing a ferry connection to Portland to provide alternative access to this area including Southern Maine Community College.

E. Public Facilities and Services

The City cooperates with Portland and groups of municipalities on many management and public safety issues. The School Department is active in two regional collaboratives. Some of the agreements are formal mutual aid agreements, while others are less formal joint purchasing or coordination programs. The City and School Department should continue to explore opportunities to reduce costs or improve services through regional consolidation of facilities or regional service delivery.

F. Recreation and Open Space

The City shares an extensive boundary with the Town of Cape Elizabeth. There is open space along the border and an extensive trail network that crosses the boundary between the two communities. Many South Portland residents benefit from the land in the Cape that is used by the residents of both communities. Cape Elizabeth is interested in preserving additional open space and minimizing new residential development. The

City should explore possible approaches for working with Cape Elizabeth to expand open space and trails in that community while accommodating development in the City in a way that is mutually beneficial.

G. Coordination With Neighboring Communities' Land Use Policies

In broad terms, the land use and zoning in South Portland is generally consistent with the land use and zoning in adjacent communities. Along the major corridors, the land use proposed in the Future Land Use Plan (see Chapter 6) is compatible with the zoning in the adjacent community. This includes the Cottage Road transition where low-intensity nonresidential use is desired on both sides of the City line, the Main Street/Route One corridor where both the City and Scarborough have reasonably compatible visions, and for the Payne Road/Westbrook Street area where the three communities have similar visions for future development. The Portland Jetport straddles much of the boundary between Portland and South Portland. The only area of significant conflict is in the Outer Highland Avenue area where the land in South Portland is developed primarily for moderate-density residential use while a portion of the land in Scarborough is zoned Industrial and developed for a variety of nonresidential uses. Assuring that the impacts from this nonresidential development including truck traffic does not negatively influence the City's residential neighborhoods remains an ongoing concern.

Chapter Eight: Implementation Strategy

Part 2 of this Comprehensive Plan lays out a wide range of actions that the City of South Portland and other community groups will need to undertake to carry out the identified policies. For this Plan to be successful, the City needs to systematically and comprehensively implement these recommendations. This chapter sets out a recommended implementation strategy to guide that process.

A. Management of the Implementation Process

Successful implementation of the recommendations of the Comprehensive Plan will require that there be ongoing oversight of, and responsibility for, the implementation of the Plan. In simple terms, some body or group must “own” the plan and be accountable for the progress in implementing the Plan. While the ultimate responsibility for implementing the Plan’s recommendations lies with the City Council, it is unreasonable to expect that the Council will manage the implementation of the various proposals. The staff of the Department of Planning and Development will play a major role in implementing the Plan but it is recommended that the City Council designate a committee or board to have overall responsibility for the implementation process.

Therefore, a key implementation strategy is for the City Council to designate the board or committee that will have this responsibility. This could be an ad hoc Comprehensive Plan Implementation Committee appointed by the City Council consisting of Council and Planning Board representatives together with members of the Update Committee and interested citizens. An alternative would be to assign this responsibility to the Planning Board or another group. This “implementation group” should have the following responsibilities:

- Coordinating the submission of the Plan to the State for review including consideration of any feedback from the state on the plan. If the State finds that changes in the Plan will be necessary for the state to find the Plan consistent with the State Growth Management Program, the City should consider whether changes should be made, and if so, the group should recommend revisions to the City Council to bring the plan into conformance with the state standards.
- Coordinating the efforts of the City staff and other boards and commissions to implement the recommendations.

- Providing the City Council with periodic reports on the progress of implementing the Plan together with proposals for revising the implementation strategy and/or amending the Plan if necessary.
- Conducting periodic evaluations in conjunction with the City's established strategic planning process to review the progress in implementing the Plan and to identify implementation priorities for the coming year.

B. Policy References

The Implementation Strategy that follows in Section C lays out a strategy for implementing the proposals set out in Chapter 5, Community Goals and Policies, and Chapter 6, Land Use Goals and Policies. Section C is indexed to the lettered headings for each plan element in Chapter 5 so the full language and context of the proposal can be easily referenced. References to the appropriate plan element and policy are indicated in the first column by a listing such as C.1. This means that the proposed activity is the first policy under element C. Natural Resources. All actions from Chapter 6, Land Use, are identified in the first column by FLUP. This means that the proposed action relates to the Future Land Use Plan in Chapter 6.

As a note, not all policies are referenced in the Implementation Strategy. Many policies in the Plan simply direct and encourage the City of South Portland to maintain current regulations, programs, and partnerships. These ongoing activities are only included in the Implementation Strategy if they require active participation by the City in the future, and not simply leaving current ordinances or guidelines alone.

C. Implementation Strategy

The Implementation Strategy lays out a program for carrying out the various policies that are set forth in this Plan. The various strategies are assigned to a time frame for implementation as follows:

Ongoing Activities – These are actions that the City routinely does on an ongoing or annual basis or that are already in progress.

Immediate Activities – These are actions that should be completed within one year of the adoption of the Plan.

Short-Term Activities – These are actions that should be completed within two to three years of the adoption of the Plan.

Longer-Term Activities – These are actions that will take more than two to three years to complete. In some cases these are initiatives that cannot be undertaken under present circumstances, and will need to be put aside for a number of years.

For each action, the Implementation Strategy identifies the person, group, or organization that should have primary responsibility for carrying out that activity. The strategy recognizes that other people, committees, or organizations in addition to the designated primary implementer will be involved in many of the actions. The intent is to set out the person, group or organization that will be the “mover” for that strategy and will be responsible for seeing that it is carried out.

The Implementation Strategy is presented as a multi-page matrix beginning on the next page.

Policy Reference	Activity	Primary Responsibility
Ongoing Activities		
Regulatory Issues		
C.6	Periodically review the wetland protection provisions	Planning and Development Department
C.10	Update the City's floodplain mapping	Planning and Development Department
Capital Projects & Funding		
C.1 & G.5	Continue to fund implementation of the Stormwater Program Management Plan	City Council
E.7	Continue to do intersection improvements along the arterial corridors	City Council
E.12	Continue to fund the SP bus system	City Council
E.17 & E.32	Expand the Transit TIF District when appropriate	City Manager
E.21 & H.5	Implement the sidewalks and trails plan for the west side of the City	Planning and Development Department
E.25	Improve bicycle facilities	Bike/Ped Committee & Planning and Development Department
G.1 & J.2	Maintain the annual capital budgeting process	City Manager
G.6	Support the Community Center and Library	City Council
H.1	Maintain and fund the Land Bank Fund	City Council
H.3 & FLUP	Invest in improvements to Mill Creek Park	City Council
J.1	Pursue economic growth	Economic Development Committee
J.3	Use tax increment financing to minimize the impact of new or expanded development	City Manager

J.4	Consider using impact fees and other funding to expand facilities	City Manager
FLUP	Improve infrastructure in Knightville-Millcreek and other commercial and neighborhood centers	Planning and Development Department
Partnerships and Other Initiatives		
A.4 & F.1	Support construction of affordable housing when there is a demonstrated need	City Council
B.1	Provide ongoing funding for economic development programs	City Council
C.14	Continue the ongoing program of disaster planning	Planning and Development Department
E.1	Work to reconfigure Exit 4 on I-295	City Manager
E.2	Work to improve the connection to the Scarborough Connector	City Manager
E.14	Expand programs to get students and employees to use transit	Bus System Manager
E.18	Develop a more integrated regional transit system	Bus System Manager
E.24 & H.5	Link pedestrian (and bicycle) facilities with regional systems	Planning and Development Department
H.4	Expand actual and visual access to the waterfront	Planning and Development Department
I.1	Support the SP Historical Society	City Council
Immediate Activities (Within 1 Year)		
Regulatory Issues		
A.1 & FLUP	Revise zoning in established residential neighborhoods	Implementation Group
B.4 and B.5	Review and revise Site Plan Review procedures	Implementation Group
C.8	Require vernal pools to be identified and addressed in development proposals	Implementation Group
C.11	Update floodplain management provisions	Planning and Development Department

C.13 & D.3	Update development review requirements relative to significant wildlife and marine habitats	Planning and Development Department
E.4	Update access management standards along arterial corridors	Planning and Development Department
E.15	Revise parking requirements to reflect transit support	Planning and Development Department
E.16	Revise development standards to address provision of transit facilities	Planning and Development Department
E.26	Revise development standards to address provision of bicycle facilities	Planning and Development Department
F.3 & F.4	Revise the treatment of small apartments	Implementation Group
I.6	Revise the development standards relative to historic and archaeological resources	Planning and Development Department

Short-Term Activities (Within 2-3 Years)

Regulatory Issues

A.3 & FLUP	Revise zoning along major corridors	Implementation Group
B.7 & FLUP	Revise zoning in Knightville/Mill Creek	Implementation Group
B.7, D.1 & FLUP	Revise zoning in the “eastern waterfront”	Implementation Group
D.2 & FLUP	Revise zoning for the marine industrial areas	Implementation Group
E.29	Review/revise on-street parking limits in commercial and neighborhood centers	Police Department
FLUP	Revise the zoning in the general Maine Mall area west of I-295	Implementation Group
FLUP	Update the provisions for the treatment of “urban agriculture”	Implementation Group
FLUP	Revise the treatment of manufactured housing	Implementation Group
FLUP	Adopt design standards for development in commercial areas	Implementation Group

Studies and Plans

B.6	Investigate the feasibility of South Portland Technology Park	Economic Development Committee
B.9	Explore ways to reduce energy costs for businesses	Economic Development Committee
C.2	Explore alternative funding for stormwater management	Water Resources Department
C.4	Develop watershed management plans for Red Brook, Barberry Creek, Trout Brook, and Kimball Brook	Water Resources Department
C.9	Explore vernal pools transfer program	Implementation Group
C.12 & G.7	Develop a “sea-level rise adaption plan”	Planning and Development Department
E.22 & FLUP	Develop a long-range plan for pedestrian improvements including Knightville-Millcreek	Planning and Development Department
E.26	Explore expanded shared and/or public parking in Knightville/Mill Creek	Planning and Development Department
H.2	Develop long-range management programs for the City’s parks, recreation areas, and open space	Park & Recreation Department
I.2 & I.3	Identify and document the City’s historical buildings and sites and support National Register designation	Historical Society
K.1-K.5	Adopt, fund, and implement a “climate action plan”	Energy Committee
FLUP	Undertake study of Mill Creek to develop a long-range redevelopment strategy	Planning and Development Department
Capital Projects & Funding		
E.13	Increase the frequency of transit service along major corridors	City Council
E.23	Review and revise intersections with free right turn lanes	Planning and Development Department
G.4	Provide expanded facilities for the Public Works Department	City Council
I.4	Develop an historical sign program and	Historical Society

	educational materials	
L.3	Establish a policy of including public art in the cost of public building projects	Arts Commission
L.4	Establish a policy on the quality of public architecture	Arts Commission
Partnerships and Other Initiatives		
B.14	Broaden STEM initiatives	Economic Development Committee
B.16	Develop and implement an economic marketing strategy	Economic Development Committee
B.17	Create and implement a regional “business anti-pirating” agreement	Economic Development Committee
E.9	Establish a “complete streets” policy	Planning and Development Department
E.27	Develop bicyclist education program	Bike/Ped Committee
F.5 & K.7	Encourage use of “green building” techniques	Planning and Development Department
F.6 & F.7	Improve energy efficiency of older residential properties	Planning and Development Department
K.6	Promote recycling	Recycling Committee
L.1	Establish an “Arts Commission”	City Council
L.2	Establish a public arts program	Arts Commission
Longer-Term Activities (Beyond 2-3 Years)		
Regulatory Issues		
FLUP	Explore the use of Form Based Coding for some areas such as Knightville and the neighborhood centers as an alternative to traditional zoning and design standards	Implementation Group
Studies and Plans		

C.7	Explore the creation of a “wetlands bank”	Planning and Development Department
E.5	Explore possible improvements to the Broadway Corridor	Planning and Development Department
E.6	Explore ways to channelize traffic to signalized intersections along the Broadway Corridor	Planning and Development Department
E.19	Explore a water-based transportation link between the Shipyard/Spring Point area and Portland	Planning and Development Department
E.20	Explore the use of “fixed-guideway” vehicles as part of the transit system	Planning and Development Department
E.30 & FLUP	Prepare mini improvement plans for each commercial and neighborhood center including provisions to maximize customer parking	Planning and Development Department
Capital Projects & Funding		
E.3	Reconstruct Main Street as a “complete street”	Planning and Development Department
E.8 & E.31	Adopt impact fees for improvements on the arterial network as needed	City Manager
E.11	Improve access to the industrial areas between Highland Ave and the Rigby area	Planning and Development Department
E.22	Implement the long-range plan for pedestrian improvements	Planning and Development Department
G.2 & G.3	Improve City Hall facilities	City Manager
Partnerships and Other Initiatives		
H.6	Promote SP as a location for large-scale recreational and cultural events	Economic Development Committee

Chapter Nine: Capital Investment Strategy

The capital investment strategy is intended to assist the City of South Portland in planning for the capital investments needed to service the anticipated growth and development in the community and to implement the policies of the Comprehensive Plan in a manner that manages the fiscal impacts of those projects. The City has an ongoing capital planning and budgeting system that addresses the community's ongoing needs for capital equipment and facilities. The City's current capital planning process serves as the basis for this capital investment strategy.

A. Capital Improvement Plan

A Capital Project is defined by the City as: (a) any physical public betterment or improvement and any preliminary studies and surveys relative thereto, (b) the acquisition of property of a permanent nature, (c) the purchase of equipment for any public betterment or improvement when first erected or acquired, and (d) the purchase of equipment and vehicles, either the first acquisition or the replacement thereof, for use by the various departments of the City.

The City conducts an annual capital planning process as provided for in the City Charter. The City Manager annually prepares and presents a seven-year Capital Improvement Plan (CIP) to the City Council. The plan includes a capital budget identifying the capital projects proposed to be undertaken in the upcoming fiscal year including the respective costs and sources of funding. In addition, the CIP includes a capital program of proposed capital projects for the succeeding six fiscal years and their estimated costs. The CIP covers all aspects of the City's operation including cultural and recreational facilities, environmental protection, general government, parks and open space, public safety, and public works and transportation. Excerpts from the adopted 2012-2013 CIP are included in Appendix N.

The ongoing capital planning process and the current CIP address many of the investments needed to implement the goals and policies of this Comprehensive Plan. For example the 2012-2013 capital budget includes funding for continued sewer separation activities to reduce CSOs, funding for the Land Bank account, the local share of the acquisition of bike racks, Knightville infrastructure improvements, funding for the sidewalk program, and funding for a number of traffic/bicycle/pedestrian projects in addition to building maintenance and equipment replacement. Similarly, the future six-year program addresses many of these issues.

B. Capital Projects Necessary for Implementation

This Comprehensive Plan calls for capital investments in a number of projects that involve improving the delivery of community services and enhancement of the quality of life in the community. While funding for a number of these projects is included in the 7-Year CIP, there are some projects that are not currently addressed that the City will need to consider to implement the goals and policies set forth in Chapters 5 and 6. The following is an overview of the projects needed to implement the recommendations of this Plan that are not currently addressed in the CIP – these are not listed in priority order:

1. **South Portland Technology Park** – The Comprehensive Plan (and the Economic Development Plan) calls for investigating the feasibility of developing a “technology park” in conjunction with local educational institutions. While the scope of this effort and the need for subsequent City investment in such a facility is unclear, this project could require the future allocation of City resources in addition to outside funding.

2. **Watershed Management Plans** – The City is in the process of developing management plans for a number of stream watersheds. The long-term implementation of these plans may require additional City funding in future years to improve water quality in these streams.

3. **Sea-Level Rise Adaptation Plan** – The City is also in the process of assessing the implications of possible future sea-level rise. This includes the implications for the City’s infrastructure. Some improvements may need to be made to address these potential impacts. While some of these costs may be included in normal improvements, there may be additional costs for elevating and/or floodproofing City facilities that are susceptible to an increased risk of flooding and storm damage.

4. **Millcreek Design Study** – The Plan envisions that the City will undertake a study of the Millcreek area in conjunction with property owners to develop a long-term vision and improvement plan for this portion of the community. The City will need to fund the design study and then be prepared to invest in infrastructure and parking improvements needed to support private redevelopment. While some of these costs may be able to be covered by a TIF and/or impact fees, some City investment may be needed.

5. **Wetland Banking** – The Plan proposes that the City explore the use of “wetlands banking” as a way to facilitate desired economic development. The establishment of a “wetlands bank” may require an initial City investment that can be recouped as property owners and developers utilize the wetlands “in the bank” and pay the City for this right.

6. **Neighborhood Center Mini Improvement Plans** – The Plan envisions that the City will work with the property owners in each of the identified commercial and neighborhood centers (see Chapter 6) to develop improvement plans for that area. The expectation is that the City will then financially participate in infrastructure improvements in each neighborhood to implement the mini-plan. This will require an allocation of City funding.

7. **Main Street “Complete Street”** – The Plan proposes that the City reconstruct portions of Main Street as a “complete street” to re-establish this street as a local, city street rather than a state highway. While it is too early to determine how such a project could be funded, it is likely that the City will need to pay at least the “local share” of the project cost if this is a state project.

8. **Industrial Access** – The Plan proposes that the City explore ways to improve vehicular access to potential industrial development land between Highland Avenue and the Rigby area. This project will probably require an investment by the City if a feasible approach is developed. While some of the costs may be able to be recouped through a TIF or impact fee paid by the benefitting property owners, there will probably be some City investment needed to make this project feasible.

9. **Pedestrian and Bicycle Facilities** – A major focus of the transportation element of the Plan is on providing expanding transportation alternatives. The City currently includes funding for both sidewalks and other pedestrian and bicycle improvements in the annual CIP. Implementation of the Plan will require a greater level of investment in pedestrian and bicycle facilities than is currently funded through the CIP. While outside grant money and private funding may be available to offset some of these costs, the City will probably need to increase its annual, ongoing investment in these types of facilities.

Appendices

- A. Population and Demographics
- B. Local Economy
- C. Natural Resources
- D. Marine Resources
- E. Transportation
- F. Housing
- G. Public Facilities
- H. Public Infrastructure
- I. Recreation and Open Space
- J. Historic and Archaeological Resources
- K. Fiscal Capacity
- L. Land Use
- M. Agriculture and Forestry Resources
- N. Capital Improvement Plan
- O. Summary of Public Participation
- P. Economic Development Plan
- Q. *South Portland Open Space Plan – 2019*

Appendix A: Population & Demographics

Introduction

Communities change. When discussing a City's future facilities, services, and policies, it's important to remember the people who will be served by them. This chapter examines South Portland's population and demographic trends, provides projections for possible future demographic trends, and highlights some of the issues that population shifts may have on future development.

Population Characteristics

Overall Changes in Population

South Portland is the second largest community in the Greater Portland region (Table A.1) with a 2010 US Census population of 25,002. From 1980 to 2000, the City's population fluctuated by only a few hundred people; from 2000-2010, though, South Portland added over 1,600 people, an increase of more than seven percent. Of the cities in the greater Portland area, only Scarborough and Westbrook saw larger growth as a percent of their total population during that time period.

Table A.1: South Portland Population, 1980-2010

	1980	1990	2000	2010	2010 Population as % of 2010 County Population	% Population Change 2000-2010
South Portland	22,712	23,147	23,324	25,002	8.8%	7.1%
Portland	61,572	64,157	64,249	66,194	23.5%	3.0%
Scarborough	11,347	12,518	16,970	18,919	6.7%	11.5%
Cape Elizabeth	7,838	8,854	9,068	9,015	3.2%	-0.5%
Westbrook	14,976	16,121	16,142	17,494	6.2%	8.3%
Cumberland Co.	215,789	243,135	265,612	281,674	n/a	6.0%
Maine	1,119,971	1,222,000	1,266,848	1,328,361	n/a	4.9%

Source: US Census

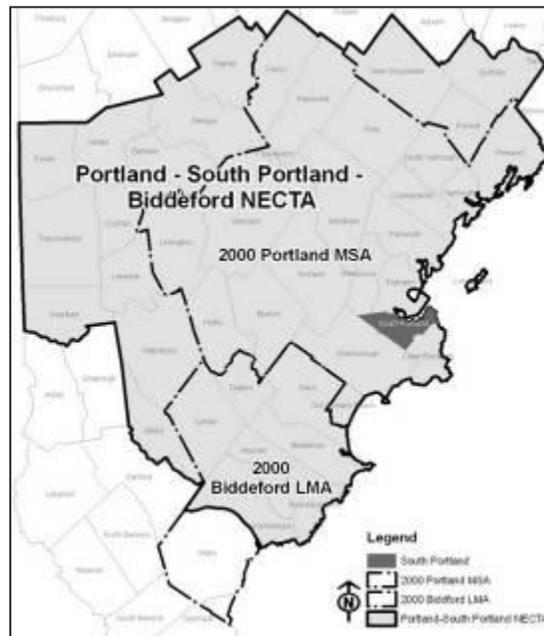
South Portland's share of the total Cumberland County population has dropped slightly over the past 30 years, reflecting a longstanding period of growth outside of the "core" communities in the Portland area. Overall, the county's population growth rate is

slowing. Between 1980 and 1990 it grew at a rate of 12.7%; from 2000 to 2010 it only grew by six percent.

New England City and Town Area

In 2000, the U.S. Office of Management and Budget expanded the definition of the Portland Metropolitan Statistical Area (MSA), adding seven municipalities from the former Biddeford Labor Market Area and 14 outlying towns. The newly defined metropolitan area is now called the Portland-South-Portland-Biddeford Metropolitan New England City and Town Area (NECTA)² (Figure A.1). The new definition reflects the increased economic and demographic ties that link this region. From 2000 to 2010, the NECTA's population increased from 338,333 to 357,412 an increase of 5.6%. In 2010 South Portland made up 7% of the total Portland-South-Portland Biddeford NECTA population.

Figure A.1: Portland-South Portland-Biddeford NECTA

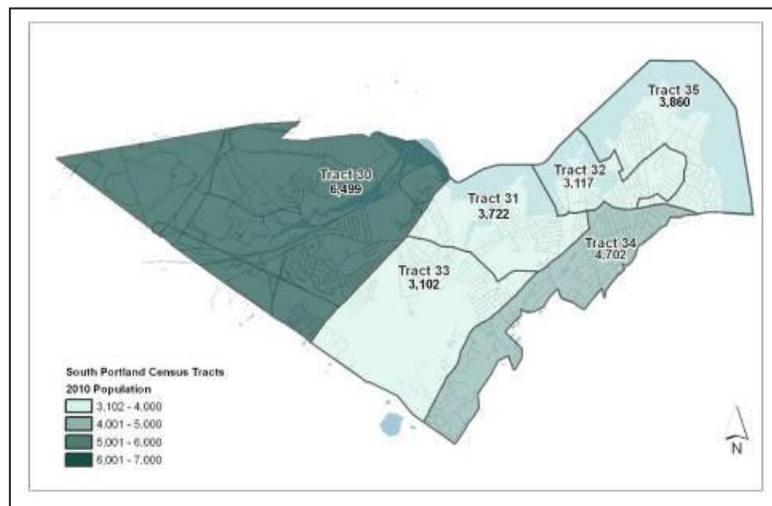


² A Metropolitan **New England City and Town Area** or NECTA is a geographic and statistical entity defined by the U.S. Office of Management and Budget, for use in describing aspects of the New England region of the United States. A Metropolitan NECTA is a region that includes an urban core with a population of at least 50,000 and surrounding communities that have a high degree of social and economic integration as measured by commuting and employment patterns.

Population Change Within the City

Within South Portland itself, the population increased between 2000 and 2010. Two tracts in particular – 30 and 33 – saw significant population growth. Census Tract 30 (see Figure A.2 for tract locations) experienced an increase in multi-family housing, especially in the Brick Hill Area. Census Tracts 33 and 34 saw a continuation of suburban-style development that began in the 1980s and 1990s. Tract 35, which includes the Ferry Village and Willard Beach areas, experienced a modest increase of 5.2% (see Figure A-2 for tract locations).

Figure A.2: South Portland Census Tract Locations & Population



Source: US Census

Table A.2: Population Change by Census Tract

<i>Total Population</i>	1990	2000	2010	<i>% Change 2000-2010</i>
Tract 30	6,384	5,885	6,499	10.4%
Tract 31	3,641	3,748	3,722	-0.6%
Tract 32	3,026	2,999	3,117	3.9%
Tract 33	2,630	2,678	3,102	15.8%
Tract 34	3,939	4,344	4,702	8.2%
Tract 35*	3,527	3,670	3,860	5.2%
Total	23,147	23,324	25,002	

* In 1990 Tract 35 was comprised of Tracts 35, 35.99, and 36. These tracts were consolidated into Tract 35 in the 2000 Census.

Natural Population Change

South Portland experienced a “natural” (deaths subtracted from births) population increase of 1,000 between 2000 and 2010, with an estimated 678 people migrating into the City.

Table A.3: Natural Population Increase

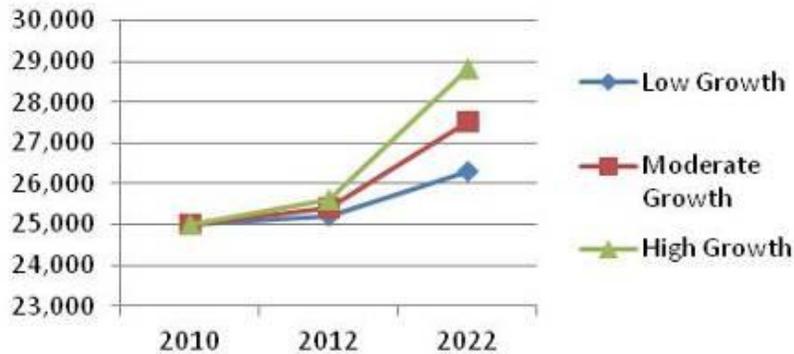
	Population Increase	Natural Increase	Net Migration
2000-2010	1,678	1,000	678

Source: US Census

Population Projection

South Portland’s average household size – which experienced significant decline from 1980-2000 – leveled off at 2.24 between 2000 and 2010. Using this number in conjunction with historic residential construction growth data, Planning Decisions has projected low, moderate and high-growth scenarios for South Portland’s population over the next ten years.

Figure A.3: South Portland Projected Population, 2010 to 2022



	2010	2012	2022
Low Growth	25,002	25,221	26,314
Moderate Growth	25,002	25,423	27,526
High Growth	25,002	25,625	28,838

Source: US Census and Planning Decisions

Household Characteristics

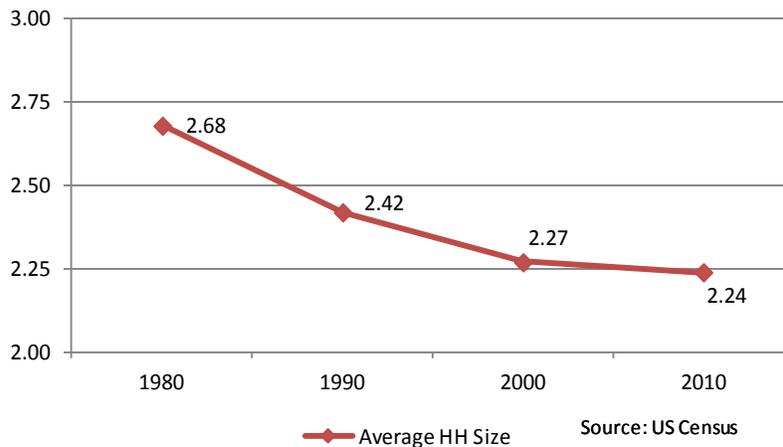
From 1980 to 2000, average household size in South Portland dropped sharply, from 2.68 to 2.27 people (Figure A-4). From 2000-2010, however, this number leveled off, and the average household size stayed steady at 2.24. While most cities throughout Maine and the nation have seen decreases in household size, South Portland’s drop was particularly pronounced from 1980 to 2000. This reflected a general decrease in the size of families and an increase in “empty nesters” – baby boomers living alone or in two-person households. But these trends are changing; in addition to a stabilization in average household size, the number of households with three or more people increased from 2000-2010, reversing a decade of decline (Table A.4).

Table A.4: Change in Household (HH) Size

	2000	% change 90-00	2010	% change 2000-2010
Total HH	10,047	8.2%	10,877	8.3%
1-person HH	3,086	27.4%	3,473	12.5%
2-person HH	3,650	11.1%	3,932	7.7%
3-4 person HH	2,772	-6.2%	2,865	3.4%
5+ person HH	539	-13.9%	607	12.6%

Source: US Census

Figure A.4: Average Household Size, 1980-2010



The number of people living in group quarters³ in South Portland increased from 521 in 2000 to 636 in 2010. The increase is due in large part to the opening of the new residence hall at Southern Maine Community College, which added 320 additional units to the campus. However, subtracting the new campus data, the population in group quarters has been declining over the last two decades – which may account for South Portland’s decreasing population of older residents (see age cohort discussion below).

South Portland’s housing stock has increased in recent decades to accommodate the decline in household size. From 1980 to 1990, the number of housing units in the City increased 15%. From 1990 to 2000, growth slowed to around 6.5%. From 2000-2010 (during a time of population increase and household size stabilization) the total number of housing units increased 11% to 11,484. More on Housing can be found in the Housing Chapter.

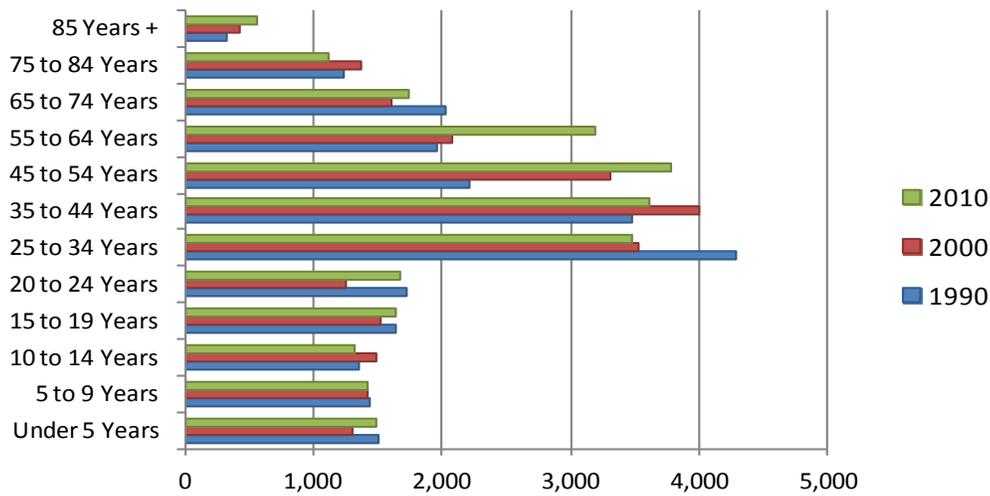
Age Demographics

Between 1990 and 2000, the share of South Portland’s residents under age 25 decreased from 33% to 30% of the population. Between 2000 and 2010, this number stabilized at 30.1%. Conversely, the City’s working-age population (25 to 64 years) increased from 51.5% to 55.4% during the same period. The population of seniors (ages 65 and over) saw a decline between 1990 and 2000 from 15.5% to 14.6%, and continued to decrease from 2000-2010 to 13.7% of the total population.

The 2010 median age in South Portland was 39.4, an increase from the 2000 median age of 37.9, but lower than both the County median (41) and the State median (42.7).

³ The Census Bureau classifies all people not living in households as living in group quarters. There are two types of group quarters: institutional (for example, correctional facilities, nursing homes, and mental hospitals) and non-institutional (for example, college dormitories, military barracks, group homes, missions, and shelters). Source: US Census.

Figure A.5: South Portland Age Cohorts, 1990, 2000, & 2010



Source: US Census

The percentage of the population age 65 and older in South Portland has steadily decreased over the last 20 years, from 15.5% in 1990 to 13.7% in 2010. While the number of residents in this group dropped by almost 200 from 1990 to 2000, the actual population leveled off from 2000 to 2010. The percentage, however, dropped as the overall population in the City increased.

Table A.6: Changes in Cohort by Year

	1990	2000		2010	
	%	#	%	#	%
under 25	33.0%	7,004	30.0%	7,528	30.1%
25 to 64	51.5%	12,919	55.4%	14,065	56.2%
65+	15.5%	3,401	14.6%	3,408	13.7%

Source: US Census

South Portland has a slightly higher percentage of young residents and a slightly higher share of working age residents than the state as a whole. Approximately 29.3% of the State’s residents are under 25 years, compared with 30.1% in South Portland. Nearly 54.7% of the State’s residents are between the ages of 25 and 64 years, compared with 56.2% for South Portland.

Age of Population within the City

The population makeup of South Portland's census tracts reflects the different housing opportunities provided in each. Tract 30 (the West end) showed the highest percentage of people under 25 in 2010, which reflects young families and young adults in apartment housing. Tracts 32 and 35 had the highest percent of seniors, which reflects the presence of some elderly housing in the area. Tracts 33, 34, and 35 are primarily single-family residential neighborhoods (including Ferry Village and Willard) and show a larger percentage of working age residents 45-64. From 2000-2010, Census Tract 30 experienced an increase in multi-family housing, especially in the Brick Hill Area. Census Tract 33 saw a continuation of suburban-style development (Highland Ave.) that began in the 1980s and 1990s.

Table A.7: Population by Age & Census Tract, 2000-2010

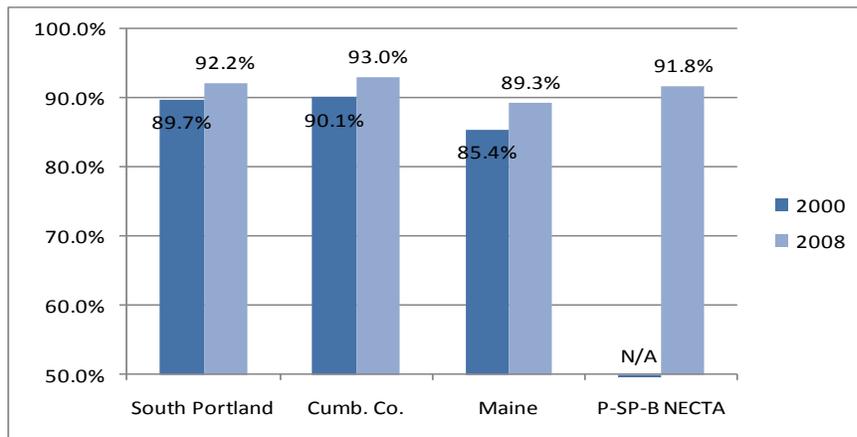
	Under 25	25-44		45-64		65 & Over	
	2010	2000	2010	2000	2010	2000	2010
Tract 30	33.3%	31.2%	30.6%	21.6%	23.8%	14.2%	12.4%
Tract 31	28.5%	34.2%	31.6%	19.6%	25.9%	15.1%	13.9%
Tract 32	22.6%	34.2%	28.0%	24.1%	32.7%	16.9%	16.4%
Tract 33	31.0%	32.2%	26.0%	24.4%	26.0%	13.2%	10.7%
Tract 34	29.3%	29.0%	34.0%	25.1%	34.0%	15.4%	13.0%
Tract 35	32.1%	33.1%	24.5%	25.3%	27.0%	12.8%	16.4%

Source: US Census

Educational Attainment

South Portland residents continue to increase their higher education rates (see Figures A.6 and A.7). In 2008 estimates, 92.2% of residents had at least a high school diploma (or equivalent), up from 89.7% in 2000. This is slightly lower than the County average (93%), though higher than the Portland-South Portland-Biddeford NECTA and the State (91.8% and 89.3% respectively).

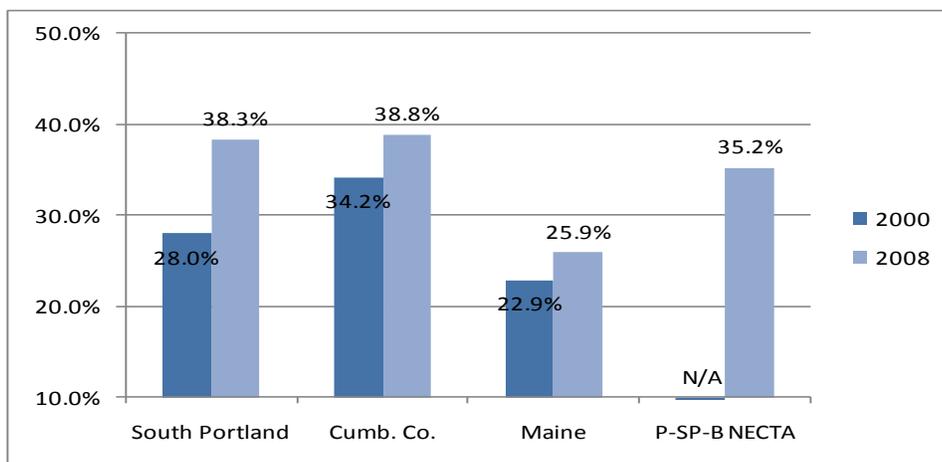
Figure A.6: Residents with at Least a High School Diploma



Source: US Census

Between 2000 and 2008 the share of South Portland residents (over age 25) with at least a Bachelor’s degree increased by 10.3% (Figure A.7) putting it on par with the County rate and higher than the NECTA and the State. The education levels of South Portland’s adults, particularly the parents of public school students, can have a significant impact on overall education trends. Studies show that a high percentage of better educated parents is correlated with improved student achievement in public schools, as such parents emphasize the need to attain higher education.

Figure A.7: Residents with a Bachelor’s Degree or Higher



Source: US Census

Income Characteristics

According to the Maine State Housing Authority (MSHA) South Portland’s median household income in 2008 was \$50,757 (Table A.7). This was about \$5,011 lower than the NECTA median income of \$55,768. South Portland’s median is consistently in the middle range of surrounding communities; Portland and Westbrook have lower median incomes, while Scarborough and Cape Elizabeth have higher.

Table A.7: Median Household Income in South Portland and Neighboring Communities

Town	1999	2005	2006	2007	2008
Portland	\$35,650	\$39,596	\$40,797	\$41,412	\$43,064
Westbrook	\$37,873	\$42,219	\$43,197	\$43,828	\$44,177
South Portland	\$42,770	\$48,081	\$48,626	\$49,327	\$50,757
Scarborough	\$56,491	\$66,174	\$66,626	\$68,184	\$70,582
Cape Elizabeth	\$72,359	\$78,131	\$89,323	\$92,371	\$93,902
P-SP-B NECTA	N/A	N/A	N/A	\$53,162	\$55,768

Source: MSHA; US Census

The Maine Center for Economic Policy (MECEP) estimates livable hourly wages for both the State of Maine and sub-regions. Table A.8 displays MECEP’s 2008 estimates of livable wages in the Portland area by household size and number of income earners. Planning Decisions estimated the weekly rate based on the hourly wages multiplied by a standard 40 hour work week with no overtime.

Table A.8: Livable Wage(s) for the Portland Metropolitan Area

	Single Parent, 1 Child	Single Parent, 2 Children	Two Parents (1 earner), 2 children	Two Parents (2 earners), 2 children
Livable Hourly Wage	\$20.22	\$23.55	\$20.17	(2x) \$14.84
Livable Weekly Wage	\$808.80	\$942.00	\$806.80	(2x) \$593.60

Source: Maine Center for Economic Policy

Table A.9 on the next page displays the average weekly wage for each of the different industry sectors in South Portland. The census estimates that in 2008 nearly 30% of South Portland workers were employed in the education and health fields. The average weekly wage for this industry is lower than the livable wage for a single parent with one child.

Table A.9: 2008 South Portland Employment & Wages Data

Industry	% of Total	Average Weekly Wage**
Total, all industries		\$775
Leisure and Hospitality	7.70%	\$331
Other Services	3.50%	\$507
Natural Resources & Mining	0.20%	\$525
Trade, Transportation & Utilities	4.70%	\$639
Service-Providing Domain	12.50%	\$757
Education and Health Services	29.60%	\$764
Construction	5.30%	\$833
Public Administration	1.90%	\$862
Goods-Producing Domain	4.40%	\$897
Manufacturing	7.30%	\$953
Information	2.00%	\$956
Professional & Business Services	10.70%	\$1,071
Financial Activities	10.20%	\$1,145
Source: US Census, Maine Department of Labor (MDL), Center for Workforce Research and Information		
* US Census estimated employment of population 16 and older		
** MDL estimate for Portland-Metropolitan Area		

Compared with the NECTA as a whole, South Portland’s families were more likely to be below the poverty level. South Portland residents over 65, however, are less likely to live in poverty than those in surrounding areas. The City’s poverty rate for all residents is about a percentage point below Maine’s.

Table A.11: 2008 Estimated Poverty Levels

	P-SP-B NECTA	Maine
All Families	6.1%	8.4%
Individuals 65+	7.7%	9.7%
Source: US Census		

The moderate household income levels and poverty rates reflect South Portland’s status as an urban employment and housing center; the community provides access to social services, public transportation networks, and rental-housing options needed to serve these populations.

Issues and Implications

- South Portland's population grew slightly from 1980-2000. From 2000-2010, however, the City experienced a 7% growth in population. As the Portland metro area's definition has expanded, South Portland has become more linked to a broader region.
- South Portland's overall population is projected to rise slightly over the next ten years.
- The average household size in South Portland fell sharply from 1980 to 2000, with more people living alone or in two-person households. This is an indication that fewer households have children, a fact that impacts public services, schools, and the housing market. However, the average household size stabilized between 2000 and 2010, during which the City's population rose by more than 1,600 people.
- The City's population is slightly younger than the region or state, with a high concentration of mid-range working residents (age 35-44 in particular). The shares of children and young adults under 25 in the City dropped from 1980 to 2000, but has held steady since then.
- The educational attainment levels of South Portland residents are on the rise, and about 40 percent of residents over 25 have at least a Bachelor's degree.
- Household income levels are somewhat lower in South Portland than for the metro area. Poverty levels for working families are slightly higher than for the metro area, but poverty is less prevalent among seniors.

Appendix B: Local Economy

Introduction

South Portland's role as a regional employment center has implications for housing, transportation, and public services. This chapter summarizes the City's economic history, identifies current trends affecting South Portland's economy, and discusses several important considerations for future economic growth.

Economic History

South Portland's early economic history is similar to many other coastal communities in colonial Maine, with activity centering on maritime, agricultural, and governmental enterprises. Its earliest European settlements in the 1600s centered on fishing and trading. The Purpoodock settlement, which dates from the early 1700s, included sawmills, a tannery, a blacksmith, and a grist mill. Over the next 100 years, several maritime and trading industries thrived in South Portland, and a shipbuilding industry emerged in the early 1800s when shipyards were built in Knightville and Ferry Village.

In 1808, the U.S. government constructed Fort Preble, a brick and granite fort on the site of the former Fort Hancock at Spring Point. Military activities continued at this site through 1950 and were heaviest during World War I. South Portland's economy became increasingly intertwined with Portland's during the 1800s as industrial and commercial activities spread across the Fore River. This development led to new residential neighborhoods, including Pleasantdale, Thornton Heights, and Cash Corner-Ligonia. During the 1800s, outlying areas of South Portland continued to be largely comprised of farms and timberland.

The federal government maintained an active interest in the area, reconstructing Fort Preble during the first years of the 20th century. Considerable training activity took place at the fort during World War I. In 1929, the federal government acquired a nearby site on the Fore River for a depot; this site later became a Coast Guard station⁴ that continues to operate today. During World War II, the two shipyards in South Portland were centers of economic activity. Shipyard and employees significantly increased the City's population, and prompted the construction of new residential neighborhoods at Redbank, Stanwood Park, Peary Village, Mountain View, Broadview Park, and Long Creek Trailer Park.

⁴ From http://www.globalsecurity.org/military/agency/dot/gru_portland.htm

The shipyards closed at the end of World War II, shrinking both employment and population in South Portland. These conditions prevailed until the next cycle of population and industrial growth in the late 1950s. During this era, South Portland increasingly became a bedroom suburb of Portland, with new subdivisions such as Country Gardens and Meadowbrook. In 1969, South Portland becoming increasingly integrated with the regional economy with the construction of the Maine Mall. Economic activity in the City since that time has focused around retail, office, and hospitality developments in the mall area.

Labor Force

In 2008, an estimated 14,195 South Portland residents were active in the labor force (residents over 16 years that are working or actively seeking work). This is greater than in 2000 (12,565) and in 1990 (12,849), however it is still lower than the area high in 1980 of 17,772.

As of the 2000 Census the majority of South Portland’s labor force (67%) commuted outside the City limits for work. (Table B.1). This is lower than the percentage in 1990, when 69.1% of South Portland labor force left the City to work. The share of South Portland residents working in Portland dropped sharply from 1990 to 2000, falling from 48.1% to 41.5%. Simultaneously, the share of South Portland commuters who work in other towns outside the core of the Portland area increased from 6.4% to 8.3%.

Table B.1 South Portland Labor Force Commuting Pattern, 1990 – 2000

Live in South Portland, Work in...	1990		2000	
	Number of Employees	% of South Portland Labor Force	Number of Employees	% of South Portland Labor Force
Portland	5,738	48.1%	5,217	41.5%
South Portland	3,690	30.9%	4,138	32.9%
Scarborough	621	5.2%	649	5.2%
Westbrook	504	4.2%	489	3.9%
Cape Elizabeth	241	2.0%	253	2.0%
Brunswick	94	0.8%	208	1.7%
Falmouth	174	1.5%	188	1.5%
Gorham	119	1.0%	166	1.3%
Other Maine Towns	760	6.4%	1049	8.3%
Outside Maine	N/A	N/A	208	1.7%
Source: US Census				

South Portland’s labor force is mostly white collar; about 30% of workers are in the Education & Health Care field, with 10% in the Professional & Managerial and 10% in Finance, Insurance, Real Estate (FIRE) sectors. Education, healthcare, professional and managerial positions are the fastest growing; each grew by more than 30% from 2000-2008 (Table B.2). During these years South Portland’s labor force decreased in the Public Administration and Information sectors.

Table B.2: Change in Industry Profile of South Portland’s Labor Force, 2000-2008

INDUSTRY	2000	2008	Share	% Change
Education & Health Care	2,896	4,047	29.60%	39.70%
Professional & Managerial	1,094	1,462	10.70%	33.60%
Natural Resource	21	27	0.20%	28.60%
Construction	585	729	5.30%	24.60%
Wholesale trade	516	605	4.40%	17.20%
Transportation	565	642	4.70%	13.60%
Arts & Entertainment	1,020	1,053	7.70%	3.20%
Manufacturing	972	994	7.30%	2.30%
Finance, Insurance, Real Estate	1,453	1,388	10.20%	-4.50%
Retail trade	1,851	1,708	12.50%	-7.70%
Other Services	704	472	3.50%	-33.00%
Information	506	278	2.00%	-45.10%
Public Administration	491	257	1.90%	-47.70%

Source: US Census

South Portland’s labor force has a greater concentration in white collar sectors than the Portland metropolitan area or the state. As of 2008, 50% of South Portland’s working residents were employed in the Education & Health Care, Professional & Managerial or FIRE sectors. This is in contrast with 45% of metro area workers and just 40% of all Maine workers. Despite the presence of the Maine Mall – the largest concentration of retail in the state – South Portland’s labor force is less concentrated in Retail Trade than the metro area or state. This indicates that retail workers tend to live elsewhere. (see Table B.3).

Within these industries, about 44% of South Portland’s labor force worked as managers and professionals (see Table B.4). About 25% worked in sales-related positions, similar to the percentages in both the NECTA and the State.

Table B.3: Labor Force Industry Profile Comparison, 2008 estimates

INDUSTRY	South Portland	P-SP-B NECTA	State of Maine
Education & Health Care	29.6%	24.2%	25.4%
Retail trade	12.5%	13.4%	13.6%
Professional & Managerial	10.7%	9.7%	8.0%
Finance, Insurance, Real Estate	10.2%	9.6%	6.2%
Arts & Entertainment	7.7%	8.6%	8.2%
Manufacturing	7.3%	9.6%	10.6%
Construction	5.3%	6.9%	8.1%
Transportation	4.7%	3.5%	3.9%
Wholesale trade	4.4%	3.6%	2.8%
Other	3.5%	4.0%	4.4%
Information	2.0%	2.7%	2.2%
Public administration	1.9%	3.2%	4.2%
Natural Resource	0.2%	0.9%	2.5%
Source: US Census			

Table B.4: Occupation Profile of South Portland Residents, 2008 estimates

OCCUPATION	South Portland	P-SP-B NECTA	State of Maine
Managerial & Professional	44.1%	38.8%	33.1%
Sales	25.3%	25.9%	24.9%
Service	13.7%	16.2%	17.5%
Production & Transportation	10.2%	10.3%	12.6%
Construction	6.5%	8.2%	10.4%
Natural Resource	0.2%	0.6%	1.6%
Source: US Census			

Table B.5: Annual Unemployment By Percent, 1990-2010

	1990	2000	2010*
South Portland	4.3%	2.3%	4.8%
Portland MSA	5.3%	2.5%	5.6%
State of Maine	6.5%	3.0%	6.5%
Source: US Census *2010 data is from ACS 5 year estimates			

According to the US Census, an estimated 5.3% of South Portland workers are self-employed or in a family business, down from 5.7% in 2000. An estimated 8.0% of the metro area and 9.8% of all Maine's workers are self-employed (self-employed people do not show up in much of the Maine Department of Labor data, which only covers jobs that receive unemployment insurance). An increase in the number of small business owners could be important to South Portland's ability to grow and diversify its economy.

Since 1990, South Portland has had a lower unemployment rate than the NECTA and Maine as a whole (Table B.5). While local and regional unemployment rates have declined since the recession of the late 1980s and early 1990s, in 2008 the rates throughout the City, region, and state have once again climbed higher in response to the current recession.

Employment

South Portland is a major employment center for the region. As of 2009 South Portland accounted for about 6.7% of the metro area's population, but nearly 12.3% of its jobs. Employment is most heavily concentrated in South Portland relative to the region in the Financial Activities (18.6%), Information (17.4%), and Trade, Transportation & Utilities (15.1%) sectors (see Table B.6).

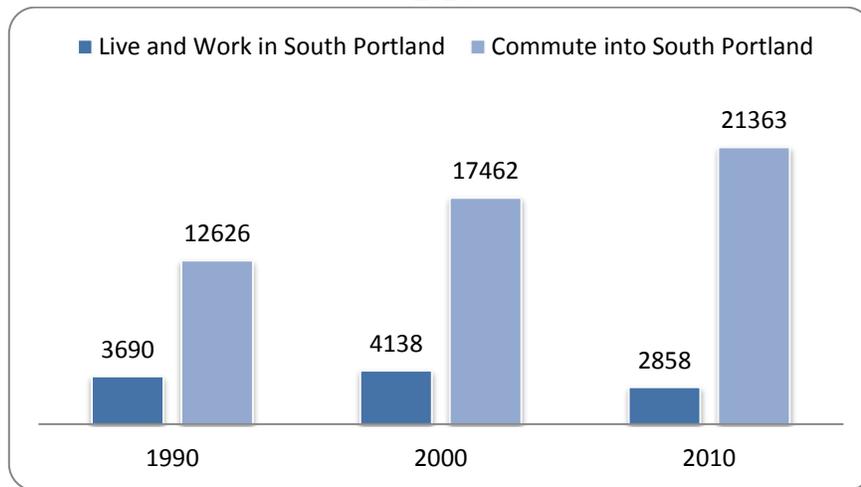
South Portland residents, however, are a minority of the total number of people working in the City. In 2000, there were about 17,462 commuters coming into the City to work, joining about 4,138 South Portland residents who worked in the City. This means only about 19% of the jobs within South Portland were filled by South Portland residents, a three percent decrease from 1990.

The Maine Department of Labor estimates that in 2008 there were 22,979 jobs in the City. Of these jobs, about 27% are within the trade, transportation, and utility sector, and approximately 19% in the education and health care sector.

This pattern differs from the industry profile of South Portland’s labor force outlined above. Twenty percent of South Portland’s labor force works in the trade and transportation sector⁵, which has one third of the jobs in South Portland. In addition, almost one in three South Portland residents works in education and health sector , while less than one in five of the jobs available in the City are in this sector.

Because of the gap between labor force skills and jobs available in the City, nearly 80% of the jobs in South Portland were held by people who live in other municipalities. According to the US Census, in 2000 approximately 17,462 workers commuted into South Portland for work (Figure B.1). Almost 24% commute from Portland (about 4,144). The rest came from as far away as Bath, Augusta, and even Bangor.

Figure B.1: Commuters and South Portland Residents Working in South Portland, 1990 to 2010



Source: US Census (1990, 2000), LED On the Map (2010)

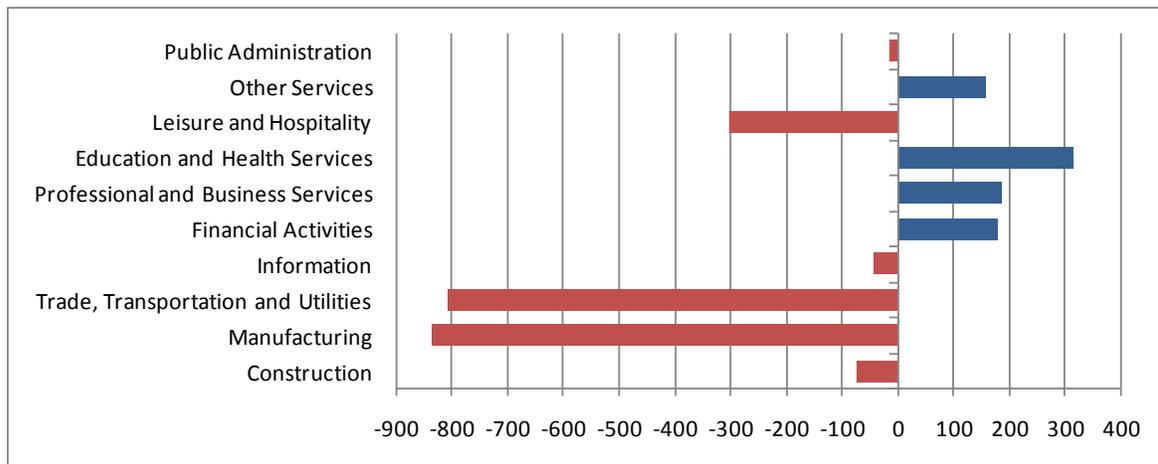
South Portland experienced a net loss of 1,238 jobs between 2003 and 2009, with significant drops (more than 800 jobs lost in each) in the Manufacturing Trade, Transportation and Utilities sectors. In percentage terms, Manufacturing took the biggest hit, losing 38% of its jobs in just six years. These losses are tempered a bit by modest increases in the Education & Health Services (+315 jobs), Financial Activities (+179 jobs), and Other Services (+156 jobs) (Figure B.2).

⁵ Trade, Transportation, and Utilities sector include the Transportation, Retail Trade, and Wholesale Trade Industries.

Table B.6: Percentage of P-SP-B NECTA Jobs in South Portland – 2009

Industry*	% Share of Region's Jobs
Financial Activities	18.6%
Information	17.4%
Trade, Transportation & Utilities	15.1%
Other Services	14.5%
Leisure and Hospitality	13.9%
Professional & Business Services	11.7%
Manufacturing	10.4%
Public Administration	9.7%
Education & Health Services	9.2%
Construction	5.5%
Source: Maine Department of Labor	
*Supplemental Table B, at the end of this section, presents a list of the type of employers in both South Portland as well as throughout the entire labor market area.	

Figure B.2: Changes in South Portland Average Employment, 2003-2009



Source: Maine Department of Labor, Labor Market Information Services

The Maine Center for Economic Policy (MECEP) estimates livable hourly wages by household type for both the State of Maine and sub-regions. Table B.7 displays the hourly wage estimated by Portland MSA in 2008.

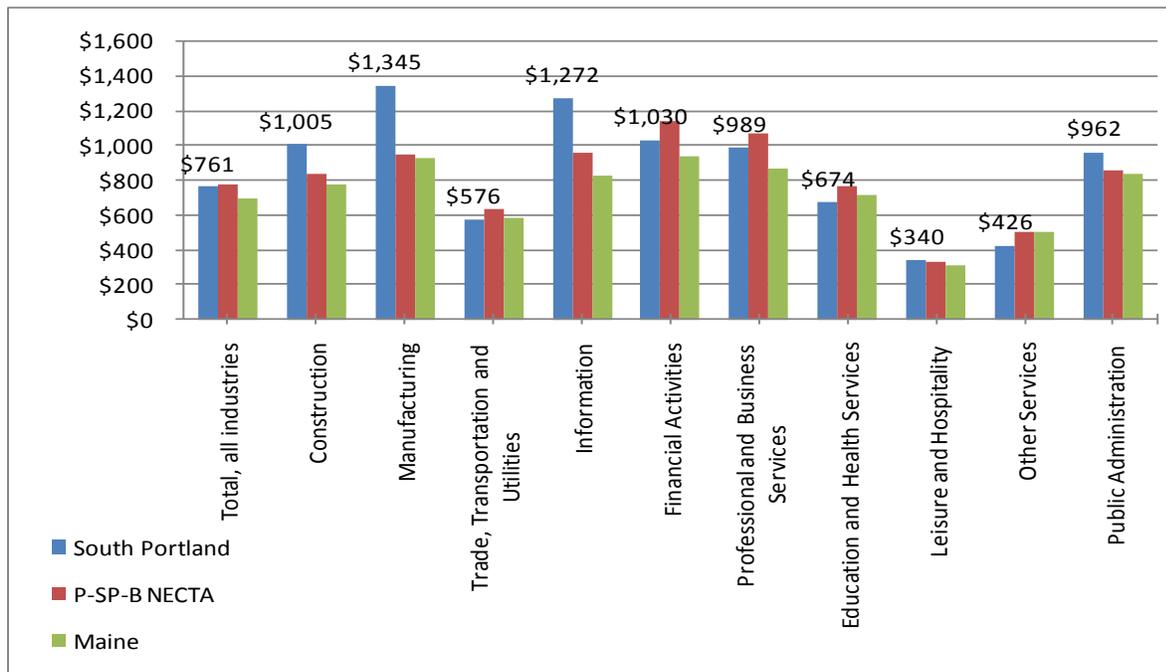
Table B.7: Livable Wage(s) for the Portland Metropolitan Area

	Single Person	Single Parent, 1 Child	Single Parent, 2 Children	Two Parents (1 earner) 2 Children	Two Parents (2 Earners) 2 Children
Livable Hourly Wage	\$12.38	\$20.22	\$23.55	\$20.17	(2x) \$14.84
Livable Weekly Wage	\$495.20	\$808.80	\$942.00	\$806.80	(2x) \$593.60

Source: Maine Center for Economic Policy

Manufacturing jobs have the highest wage in South Portland (Figure B.3). Only two sectors (retail, transportation, and utilities sector and other services) pay less than state averages. The total average weekly wage in South Portland, however, is \$761, well below the MECEP wage for a single parent with one child (\$942). The wages in four industries (Transportation and Utilities, Education and Health Services, Leisure and Hospitality, and Other Services) pay, on average, less than is needed to support this demographic. The Other Services and Leisure and Hospitality sectors pay less than what is needed to support a single person with no dependents.

Figure B.3: Average Weekly Wage in South Portland, P-SP-B NECTA, & Maine, 2008



Source: Maine Department of Labor, Labor Market Information Services

Table B.8: Major Local Employers

Name	Employee Size Range
Anthem Blue Cross Blue Shield	1,000-4,999
Anthem Health Plans of Me Inc	1,000-4,999
Fairchild Semiconductor Intl	500-999
National Semiconductor-Maine	500-999
Wright Express Corp	500-999

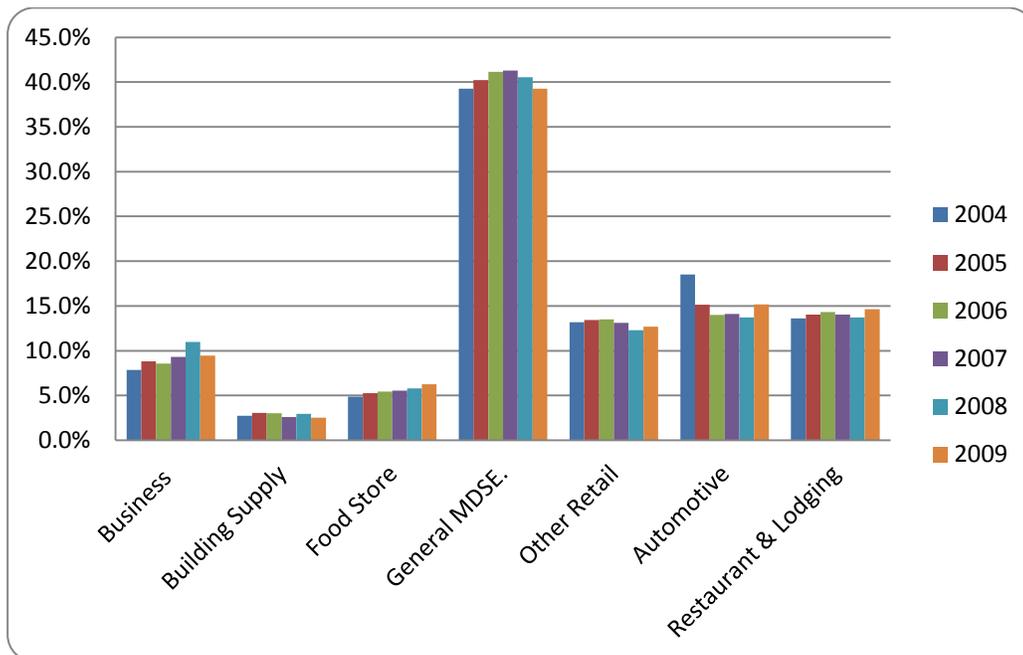
Source: Maine Department of Labor

Retail Sales 2004 to 2009

The Maine State Planning Office tracks the retail sales of all items subject to Maine’s sales tax. Although retail sales in South Portland totaled \$784 million in 2009, they have fallen 16.5% since 2004 (\$155 million in five years).

General merchandise is the bulk of the retail sector in South Portland (Figure B.4). This reflects the presence of the Maine Mall and surrounding retail establishments. Falling retail sales reflect the ongoing recession. The growth in food stores may reflect that consumers are reducing their restaurant spending and cooking at home. The rise in automotive spending in 2009 is in line with federal incentives (cash for clunkers) encouraging car sales.

Figure B.4: South Portland Retail Sales by Category, 2004 to 2009



Source: Maine State Planning Office

Organizational Capacity and Tools

In 2008 the City established a seven member Economic Development Committee to promote business growth and maintenance in South Portland.⁶ The duties of the Economic Development Committee include making recommendations regarding implementation of the City’s economic development strategies; guiding the drafting and updating of economic development policy documents and programs; and helping to develop economic development incentive programs. An Economic Development Director oversees the committee.

South Portland’s Community Development Department assists low and moderate income households, and encourages business development within the City. This department manages the City’s Community Development Block Grant (CDBG) program. Incentive programs such as Tax Increment Financing (TIF) districts and business assistance programs help to promote the continued growth of the local economy.

Regional Economic Development

The City of South Portland is part of the Southern Maine Economic Development District (SMEDD). The district, established by the Greater Portland Council of Governments (GPCOG) in 1994, provides representation of regional economic interests, assists in grant applications, provides municipalities with strategic assistance, and administer the Regional Economic Development Loan Program and Revolving Loan Fund Program. SMEDD is also responsible for coordinating the region's Comprehensive Economic Development Strategy (CEDS), a vision for economic growth and development. The CEDS allows communities in York and Cumberland Counties to become eligible for funding from the U.S. Department of Commerce's Economic Development Administration (EDA).

Incentive Districts

As of 2009, South Portland had seven active Tax Increment Finance (TIF) Districts located in the downtown, mall, and industrial areas⁷. It is also pursuing the development of a Transit TIF District to “utilize tax increment financing as a catalyst to promote transit focused investment in particular areas where the City intends to see future private commercial investment and re-investment”⁸. Tax Increment Financing

⁶ South Portland Ordinance Article III Division 7

⁷ A listing of the each of the different TIF Districts can be found in the *Fiscal Capacity* section of this Inventory.

⁸ *An Application for a Municipal Development and Tax Increment Financing District*, City of South Portland, February 10 2010 (www.cityofsouthportland.org)

(TIF) is a tool that enables the City to reduce the tax burden to new developments that promote City goals of job development or affordable housing, while at the same time sheltering the City from potential losses in state education funding and revenue sharing as a result of the development.

Issues and Implications

- South Portland's resident labor force has grown at a faster rate than its population. The local labor force is concentrated in four white-collar sectors: Education/Health Care, Professional & Managerial, and Finance/Insurance/Real Estate.
- City residents were less likely to work in South Portland in 2000 and 2010 than in 1990; more residents now commute to work outside the area than in the past.
- South Portland's unemployment rate has consistently remained below those of the metro area and Maine, and that remained the case during the current recession.
- South Portland is a major employment center for the region, particularly in office and retail jobs. The City's employment base has been declining, though, with steep losses in the Manufacturing and Trade/Transportation/Utilities (including retail) sectors.
- Most of the City's lower wage retail and wholesale trade jobs are held by residents of other communities, suggesting that many local workers may not be able to afford to live in South Portland.
- Retail sales in South Portland have been declining since 2004. While this is partly due to the national recession, it is also an indication of the effects of increased retail development in Westbrook, Biddeford, Scarborough, and other outlying areas.
- The City of South Portland has a proactive economic and community development program in place, and has taken steps to encourage investment in key areas of the community.

Appendix C: Natural and Water Resources

Introduction

A thorough understanding of South Portland's environment, the relationships between its contributing elements, and the constraints and opportunities for development is essential for making informed land use decisions. With knowledge of South Portland's natural resources and the issues associated with them, the community can examine the costs and benefits of preserving and utilizing natural systems in ways that best serve the needs of the community. This chapter provides an inventory of South Portland's natural and water resources.

Water Resources

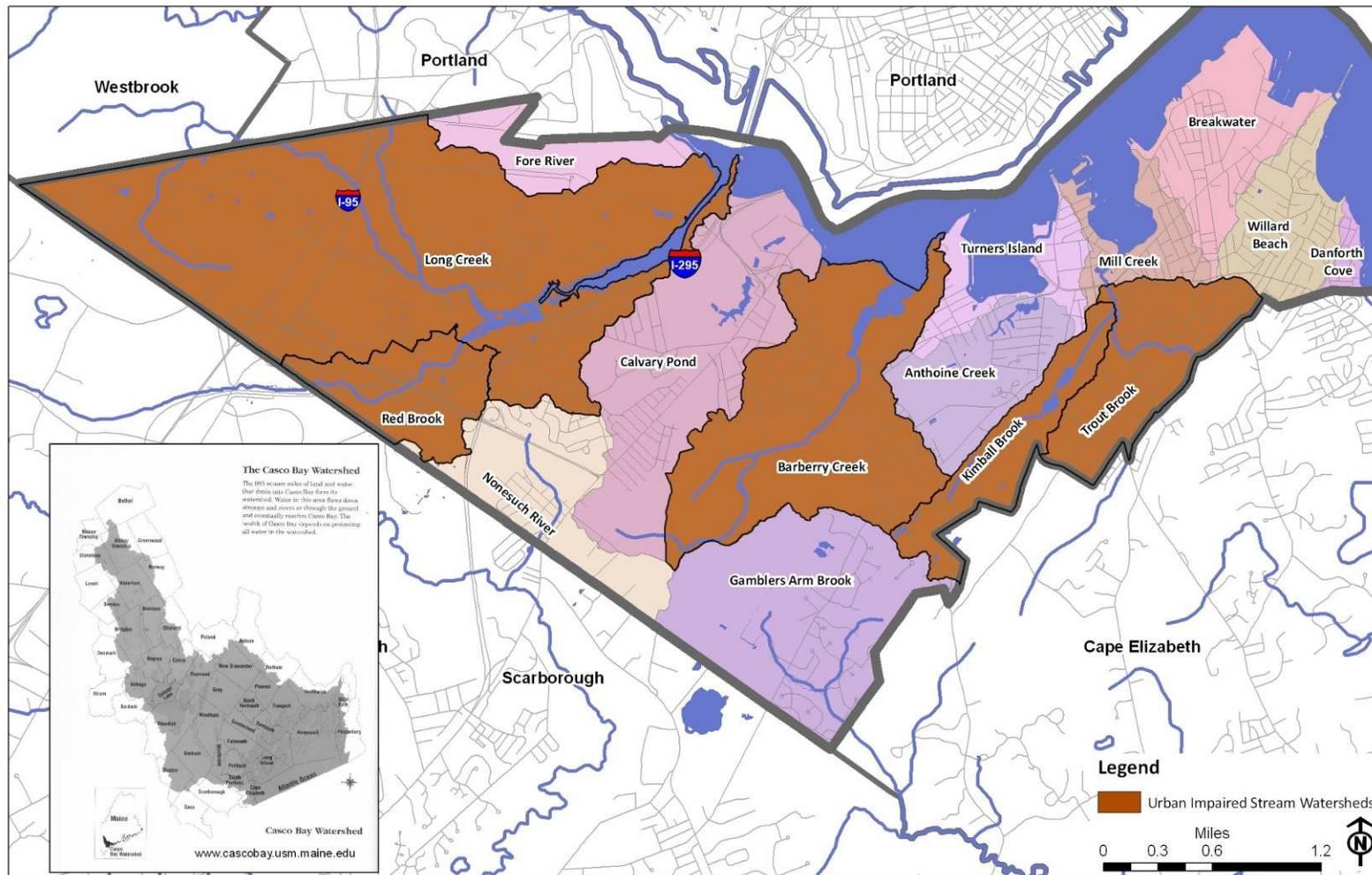
Watersheds

A watershed is a natural drainage basin that collects precipitation and sends it through an interconnected system of surface waters (brooks, streams, and wetlands) to a major body of water (lakes, ponds, rivers, and oceans). Watersheds are divided by naturally occurring ridges in the landscape. They are intricately interconnected; action taken in any part of a system affects water quality throughout. Management of watersheds requires cooperative arrangements with other municipalities, as they often cross municipal lines. South Portland is the end point for several watersheds - and as such, water quality throughout the City is impacted by discharges from upstream communities.

Most of South Portland is located in the Casco Bay watershed. The Casco Bay watershed encompasses 985 square miles, stretching from Bethel to Phippsburg to Cape Elizabeth. The watershed includes 41 communities, approximately 785 islands, islets, and exposed ledges and 1,356 miles of rivers and streams. The Casco Bay watershed is made of five sub-watersheds: Sebago Lake, Presumpscot River, Royal River, Fore River, and Coastal watersheds.⁹ The Fore River watershed covers most of South Portland, and is further divided into 14 stream watersheds. A small portion of South Portland, located along the Scarborough town line, is located in the Nonesuch River and Gamblers Arm Brook watersheds, which are not part of the Casco Bay watershed (see Figure C.1).

⁹ <http://www.cascobay.usm.maine.edu/bay.html>

Figure C.1: South Portland Stream Watersheds



All watersheds in South Portland are impacted by significant urban land uses. Residential and nonresidential developments within the watersheds increase run-off and both point and non-point pollution in area streams and waterways. Four of South Portland's stream watersheds are classified by the Maine Department of Environmental Protection (MDEP) as *urban impaired streams*, which are defined as any stream that "fails to meet water quality standards because of effects of stormwater runoff from developed land." Stormwater treatment controls are necessary in the urban watersheds of impaired streams because the water sources "contribute to the further degradation of stream water quality."¹⁰

The following is a detailed summary of the four urban impaired stream watersheds in South Portland, including programs and projects underway to address the rehabilitation of the affected streams.

1. Long Creek Watershed

The Long Creek stream watershed includes most of the Maine Mall area and the westernmost sections of South Portland. Long Creek originates in Westbrook, and its branches join together then flow into Clark's Pond, the Fore River, and ultimately Casco Bay. The watershed encompasses roughly 3.3 square miles.

Due to significant levels of impervious surface and heavy stormwater run-off, the stream does not meet state or federal water quality standards. A Long Creek Management Plan was completed in July 2009 as part of the Long Creek Restoration Project. The plan outlines efforts to restore the creek's water quality while opening the area to more recreational use.¹¹ The Long Creek Monitoring Plan (updated and submitted to the Maine Department of Environmental Protection in March 2011) is designed to monitor conditions in Long Creek to ensure appropriate regulatory and management procedures are taken. The monitoring plan will determine whether Long Creek meets water quality standards, gather information to improve creek management, and document the effectiveness of restoration programs.¹²

2. Red Brook Watershed

¹⁰ *Chapter 502: Direct Watersheds of Lakes Most at Risk from New Development and Urban Impaired Streams*. Maine Department of Environmental Protection. Web. 23 June 2010.

<www.maine.gov/dep/blwq/rules/stormwater/2006/ch502.pdf>

¹¹ *Long Creek Management Plan*. Long Creek Restoration Project. Web. 17 June 2010.

<www.restorelongcreek.org>.

¹² *Long Creek Draft Monitor Plan*. Long Creek Restoration Project. Web. 28 December 2011.

<www.restorelongcreek.org>.

The Red Brook stream watershed encompasses approximately 3.3 square miles, of which about 0.5 square miles are within South Portland. Red Brook originates near Smiling Hill Farm in Scarborough, flows through rural and forested areas west of the Maine Turnpike, along the southern edge of the Maine Mall area, and empties into Clark's Pond.

Red Brook is considered an urban impaired stream due to significant stormwater degradation that has reduced the water quality of the stream. In addition, the brook is listed as impaired by the Maine Department of Environmental Protection (MDEP) because of degraded habitat and PCB (*Polychlorinated biphenyls*) contamination. The PCB contamination site has been mitigated, but chemical levels remain high and the MDEP advises against fish consumption.

The Town of Scarborough created a Red Brook Watershed Management Plan in partnership with the City of South Portland, Cumberland County Soil & Water Conservation District (CCSWCD), and other regional organization. The plan provides strategies to minimize stream impacts from development and works improve water quality and wildlife habitat.¹³

3. Barberry Creek Watershed

The Barberry Creek stream watershed covers 1.5 square miles in the central section of South Portland. This includes the 1.3-mile Barberry Creek and its tributaries that run from wetlands in the south of the City, through the Rigby Yard, the heavily industrialized Dartmouth Street area, over a capped landfill, and across a residential area before flowing into the Fore River.

Barberry Creek was part of the MDEP (Maine Department of Environmental Protection) 2005 Urban Streams Report, which outlined the condition of the waterway and goals for its restoration. Goals include implementing Best Management Practices (BMPs) for local landowners to reduce negative impacts on the creek and help restore water quality and habitat throughout the watershed.

4. Trout Brook Watershed (& portions of Kimball Brook Watershed)

The Trout Brook and the South Portland portion of Kimball Brook stream watersheds cover roughly 3.1 square miles of land in Cape Elizabeth and South Portland. They include the 2.5 mile Trout Brook as well as the 1.8 mile Kimball Brook and several unnamed tributaries.

¹³ Red Brook Planning Project. Web. 28 September 2011.
<www.cumberlandswcd.org/redbrook/index.htm>.

Trout and Kimball Brooks' impairments are due to non-point source (NPS) pollution associated with stormwater run-off due to a significant amount of high-density residential development in the watersheds.

The Trout Brook watershed includes significant natural features and four high-risk parcels as identified by the City of South Portland's Open Space Strategic Plan. In 2006 the City completed *The Trout Brook Watershed Survey* in conjunction with Cape Elizabeth and other partners. The study documents non-point source pollution, summarizes habitat degradation, and establishes an ongoing dialogue among the South Portland Land Trust (SPLT), the MDEP, Cumberland County, abutting landowners, and local residents. In 2007, the Planning Boards of South Portland and Cape Elizabeth passed a joint resolution to establish a Trout Brook Watershed Plan to address the findings of the survey.

Surface & Ground Waters

In addition to streams, South Portland has a number of ponds that make up its surface water network. The largest pond is Clark's Pond, which covers 16 acres along the west side of I-295. Other significant ponds include Hinckley Park Pond and Calvary Pond.

A sand and gravel aquifer in the southwest corner of the City yields 10 to 50 gallons of water per minute, and also extends into Cape Elizabeth and Scarborough. While a minimally important water supply for the City of South Portland, it is a potentially important part of Scarborough's drinking water network.

Wetlands

Wetlands provide crucial ecological functions for a community's ecosystem. They increase biological diversity by providing aquatic and wildlife species with habitats and important travel corridors, improve water quality by helping to recharge and discharge ground water, prevent floods while maintaining stream flow, and protect shorelands from erosion. In addition to these ecological functions, wetlands offer aesthetic and open-space value and provide for numerous recreational opportunities.

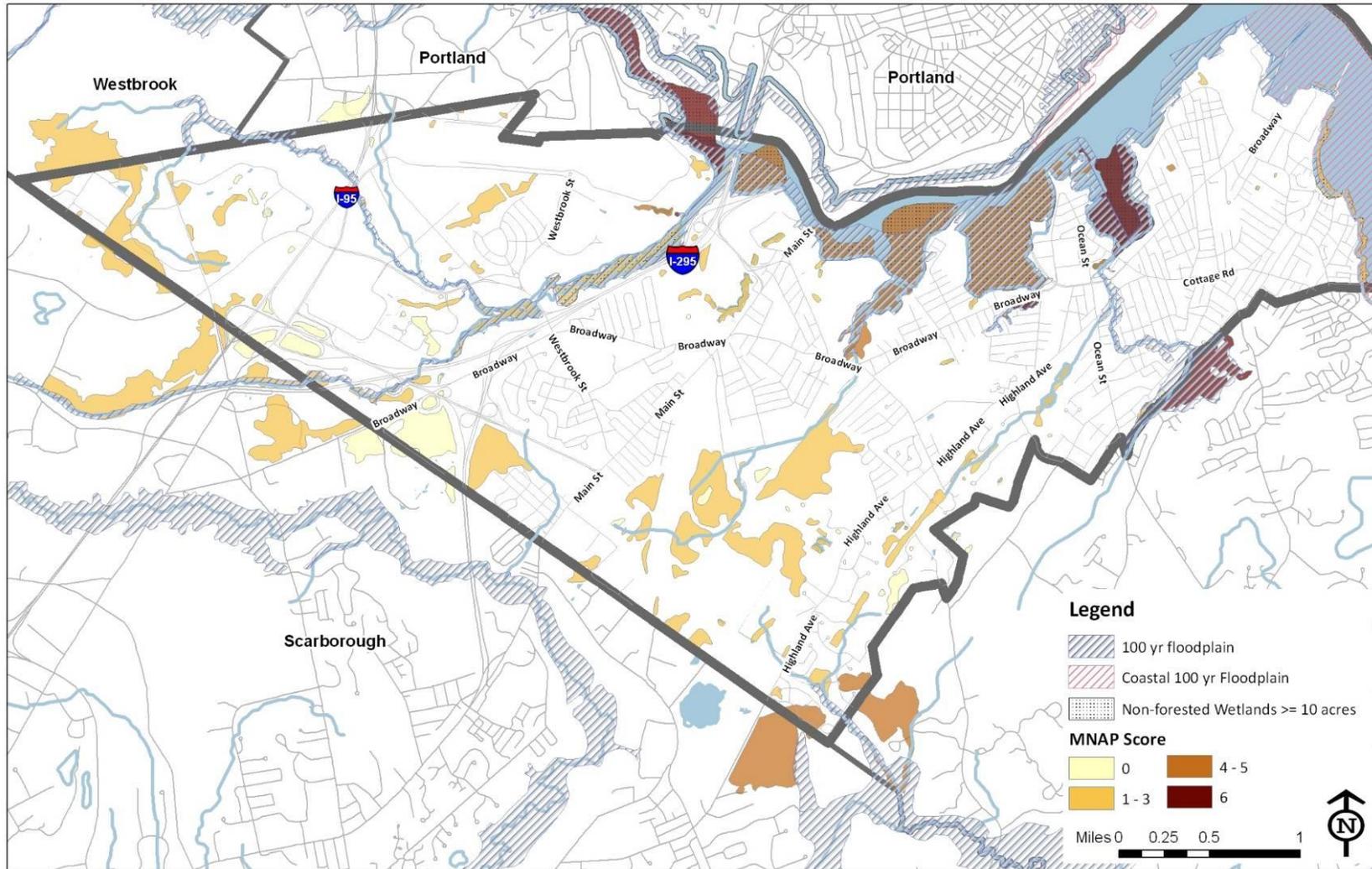
The Maine Natural Areas Program (MNAP) defines wetlands by their environmental benefit and the functions they serve. The functional value is based on sediment retention, flood flow alteration, fish/plant/animal habitat, and educational and cultural value. For each function a wetland provides, it receives one (1) point. The more benefit a wetland provides to the community, the more points it receives. South Portland's highest rated wetlands receive six out of six points, and include the Fore River Estuary as

well as the marine wetland on the east side of the downtown peninsula (Figure C.2, following page).

In addition to MNAP rating, non-forested wetlands of greater than 10 acres in size are protected under state and local wetlands ordinances. Specific state conditions apply to alteration, mitigation, and development within these areas.

Vernal pools act much like wetlands, but are typically smaller, do not have permanent inlets, and do not fall under the general protection of MNAP. Vernal pools are created as winter runoff and spring rains collect in depressions in the landscape; often the water dries up by summer or fall. Vernal pools are seasonal habitats for many amphibians such as frogs and salamanders. They lack consistent water levels and do not provide for viable populations of predatory fish. Though vernal pools undoubtedly exist throughout South Portland, to date they have not been fully cataloged or mapped.

Figure C.2: South Portland Wetlands and Floodplains



Significant vernal pool habitats, as defined by the Maine Department of Environmental Protection (MDEP) have been protected under the Natural Resources Protection Act (NRPA) since September 2007. Any activity within 250-feet of the high water mark must obtain approval from the DEP, through a Permit by Rule or individual NRPA approval. MDEP's vernal pool map does not indicate the presence of any significant vernal habitats in South Portland.

Floodplains

Floodplains are the low, mostly flat areas adjacent to rivers, streams, ponds, and the ocean that are periodically covered by rising water or waves during times of rain or snowmelt. Coastal flooding is generally attributed to high wind and wave action caused by storm activity. River and stream floodplains have three parts: the stream channel (which carries the average high water flow), the floodway (the area necessary to carry the floodwaters), and the floodway fringe (which stores floodwaters).

Development is restricted in floodplains due to the cost and dangers associated with flooding and flood-proofing. In general, floodplains contain sensitive vegetation and soils that are susceptible to pollution. Improper or high volume use of land within a floodplain increases the potential for property damage, downstream contamination, and flooding.

The City of South Portland has adopted the Federal Emergency Management Agency (FEMA) flood management codes to assess and manage its floodplains. FEMA maintains detailed maps of all 100-year flood plains throughout the country (a 100-year floodplain is a designated area that has a one percent chance of being flooded in any given year). Any development within these areas requires a Flood Hazard Development Permit.

Coastal Floodplains

Defining 100-year floodplains in coastal areas is an inexact science. Evidence of coastal flooding is temporal, and changes to the landscape are dynamic. Coastal flooding is caused by wind, wave, and tidal action driven by global forces. Using relevant information, FEMA has mapped a 100-year floodplain for South Portland's coastline. Projected sea level rise, however, could potentially increase the size of the area subject to flooding.

A 2006 report released by the Natural Resources Council of Maine (NRCM) outlined the potential coastal flooding impact on the City of South Portland and 19 other Maine coastal communities that would result from different sea level rise scenarios. Using

computer mapping technology and scientific studies on melting glaciers and rising sea-level, NRCM identified areas that would be submerged if sea-level rose by one meter or six meters.¹⁴ In South Portland a one-meter rise in sea level would impact two percent of the City; a six-meter rise would affect 11% of the total City (Table C.1). According to the study, municipal properties impacted by the rise include two Engine Houses of the South Portland Fire Department, the Police Department, Mahoney Middle School, and Brown Elementary School.

FEMA is reviewing the 100-year coastal floodplain boundaries for Maine communities, including South Portland. The remapping is part of a congressional mandate to reassess the 100-year floodplain for coastal areas. However, there are concerns in many coastal communities where increased floodplain area could lead to development restrictions and increases in flood insurance costs. South Portland and other communities have hired consultants to review the boundary changes proposed by FEMA and provide alternative scenarios, which are detailed in the next section on sea level rise.

Table C.1: Possible Impact of Sea-Level Rise in South Portland

Town	Impacts from 1-meter (3.28 ft.) Sea-level rise			Impacts from 6-meter (8.22 ft.) Sea-level rise		
	Acres	% of town	Road (km)	Acres	% of town	Road (km)
South Portland	173	2%	4 (2.5 <i>mi.</i>)	815	11%	23 (14.3 <i>mi.</i>)
Source: Natural Resources Council of Maine (NRCM)						

Sea Level Rise

In October 2011, Peter Slovinsky, a marine geologist with the Maine Geological Survey, presented the City of South Portland with the Department of Conservation’s sea level rise estimates.¹⁵ Although the presentation focused on several different scenarios, for the purpose of the comprehensive plan inventory the images in this section should be

¹⁴ Statement on release of NRCM analysis of where global warming is projected to flood Maine’s coast. Web. 29 June 2010. < www.nrcm.org/news_detail.asp?news=943>.

¹⁵ Preparing South Portland for the Potential Impacts of Sea Level Rise, 11 October 2011 <http://www.southportland.org/vertical/Sites/%7B7A5A2430-7EB6-4AF7-AAA3-59DBDCFA30F2%7D/uploads/Slovinsky-Carver_10-12-11_Council_Workshop_Presentation.pdf>

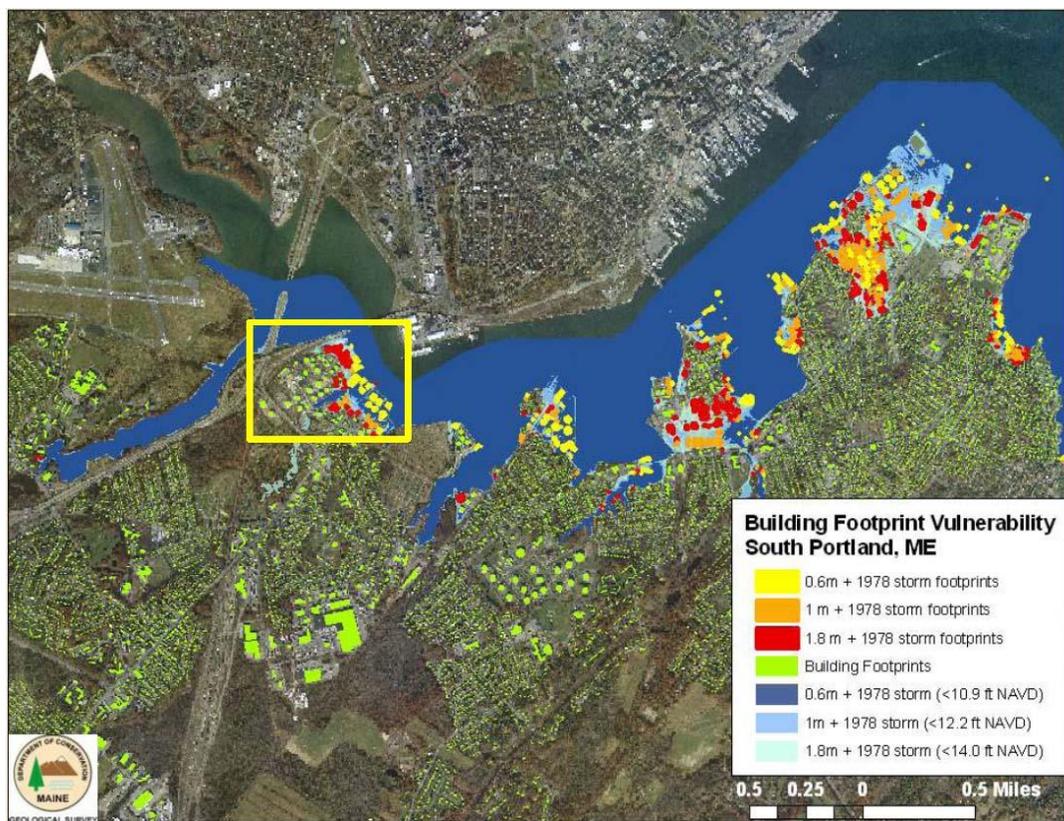
examined with an eye on two foot tide increases (2 feet = 0.6 meters). The map of impacted buildings uses the areas impacted by the 1978 storm, and looks at what would happen if their tides increased by two feet, along with impact on wetlands, buildings roads and infrastructure. (This assumes unchanging topography.) The term “highest annual tide” (HAT) refers to the highest predicted water level for any given year.

A two-foot tide increase would have the greatest impacts the Knightville/Mill Creek neighborhood, Ferry Village, the area near Veterans Bridge, and the area near Elm St on the Fore River. About 60 buildings would be impacted, to varying degrees.

Table C.2: Possible Tide Level Increase Impact on Buildings in South Portland

	HAT (Highest Annual Tide)				1978 Storm			
	Existing	2 feet increase	Buildings Impacted	Road Infrastructure Impacted	Existing	2 feet increase	Buildings Impacted	Road Infrastructure Impacted
South Portland	6.6	8.6	60	No impacts	8.9	10.9	262	1.3 miles

Figure C.3: Building Footprint Vulnerability in South Portland



Water Quality and Protection

The Maine Department of Environmental Protection (MDEP) ranks freshwater quality in four classes from highest quality to lowest: AA, A, B, and C. Class AA is the highest classification and applies to waters which should be preserved because of their ecological, social, scenic or recreational importance. Class A waters are protected from pollutants except where the discharged effluent is equal to or better than the existing water quality of the receiving waters. Class B waters are general purpose waters with good water quality that allow well-treated discharges of amply diluted pollutants. Class C waters are managed at a minimum allowable rate to attain the fishing/swimming goals of the Clean Water Act and the structure and function of the biological community. This classification also allows for the well-treated discharges of pollutants, industrial process, and hydroelectric power generation.¹⁶

- Class B: Long Creek up through Clark’s Pond, as well as the inlet of Barberry Creek and Gambler’s Arm Brook
- Class C: All other Streams, Brooks and Pond in South Portland

Marine waters in South Portland include the Atlantic Ocean, Fore River, and the tidal portions of Long Creek. Maine has three classes for the management of these waters: SA, SB, and SC. Class SC are waters “managed for the lowest water quality” – these waters are fishable, swimmable and maintain the structure and function of the biological community, and allow treated discharge.¹⁷ Class SB waters are considered “general-purpose waters” and are managed to attain good quality water. They can take diluted and treated pollutant discharge.¹⁸

- Class SC: Fore River, Tidal portions of Long Creek
- Class SB: Atlantic water (Bug Light Park to Cape Elizabeth Line)

Two major types of pollutants affect water quality: point and non-point.

Point Pollutants can be traced to one location, or point, such as a factory or treatment plant. Since these pollutants come from a direct source, they are easy to identify and manage. Locations such as paper mills and other water-dependent factories in upland watershed towns produce point pollutants that are disposed of in the Atlantic Ocean via waterways that flow through South Portland.

¹⁶ Maine Statute Title 38 MRSA section 465, subsection 4

¹⁷ Excerpt from Draft 2006 Maine Integrated Water Quality Report. Web. 6 July 2010.

<http://www.maine.gov/dep/blwq/docmonitoring/305b/2006/2006_Draft_305b_Report_Section2.pdf>

¹⁸ Ibid.

Non-Point Pollutants cannot be traced to one source, and are often referred to as stormwater pollution. Stormwater can come from anywhere within the watershed and includes any water that does not soak into the ground during a storm but rather “runs off” to a given water body such as a river, lake or stream. Often, this water runs over and picks up a myriad of local pollutants, such as fertilizers, pesticides, manure, and petroleum products, which originated from places such as farm fields, driveways, roads, golf courses, and lawns. Additionally, disturbed and eroded soil is a source of phosphorus, which when carried into water bodies by stormwater promotes the growth of algae, a major cause of decreased surface water clarity and oxygen depletion.

Local ordinances provide restrictions and guidelines for development in and around critically sensitive waterbodies. The following regulations are in place to help monitor and protect South Portland’s surface waters and their water quality.

Zoning Districts – Shoreland Overlay Districts (Article XIII)

The zoning regulations outlined in the Shoreland Overlay District (SOD) and its sub districts (the Shoreland Resource Protection Overlay and Stream Protection Overlay Subdistricts) are designed to protect the natural resources (aquatic habitat, wildlife habitat, wetlands, open space, shores) and man-made features (homes, businesses, marine industries) in and around significant waterways to provide a safe and beneficial shoreland for all users.

Updated in 2009, the SOD includes expanded Stream Protection Overlay Subdistricts (SP-1, SP-2, SP-3) that outline waterway protections based on the category of streams. SP-1 includes the area within seventy-five (75) feet of the normal high water line of areas designated as Special Flood Hazard (100-yr floodplain) including Mill Creek, Kimball Brook, Trout Brook, Anthoine Creek, Barberry Creek, and Gamblers Arm Brook. SP-2 includes the area within 100 feet of the normal high water line of areas designated as Special Flood Hazard (100-year floodplain) including Long Creek, Red Brook, and Jackson Brook. SP-3 includes the area within 50 feet of the normal high water line of Long Creek minor tributaries.

Rare and Unique Wildlife and Plant Habitats

Wildlife habitat is both a tenuous and resilient resource. A typical consequence of the growth of human settlement is the fragmentation or loss of wildlife habitats. The availability of high quality habitat for fish, wildlife, and plants is essential to maintaining an abundant and diverse population for both ecological and recreational purposes. Given its urban environment, South Portland has few contiguous, undisturbed areas,

raising the significance of its remaining habitat blocks not only for animal and plant life, but also for the residents of the community.

Wildlife Habitats

The Maine Department of Inland Fisheries and Wildlife (IF&W) has assessed the value of habitats in South Portland (see Figure C.3). IF&W has identified areas of special concern based on their importance as both wildlife/fish habitat and recreational resources. Aquatic habitats and the areas immediately adjacent are among the most sensitive to change and vulnerable to degradation. Wetlands, in addition to moderating floodwaters and improving water quality, are also an essential and productive ecosystem for a broad variety of species.

A few areas in South Portland, primarily along the coast, have been identified by IF&W as Essential Habitats. Essential Habitats are areas that currently provide or have historically provided physical or biological features essential to the conservation of an endangered or threatened species in Maine, and which may require special management considerations. Examples of areas that could qualify for this designation are nesting sites or important feeding areas. For some species, habitat protection is vital to preventing further decline or achieving recovery goals. This habitat protection tool is used only when habitat loss has been identified as a major factor limiting a species' recovery. Before an area can be designated as Essential Habitat, it must be identified and mapped by IF&W, and adopted through public rule making procedures.

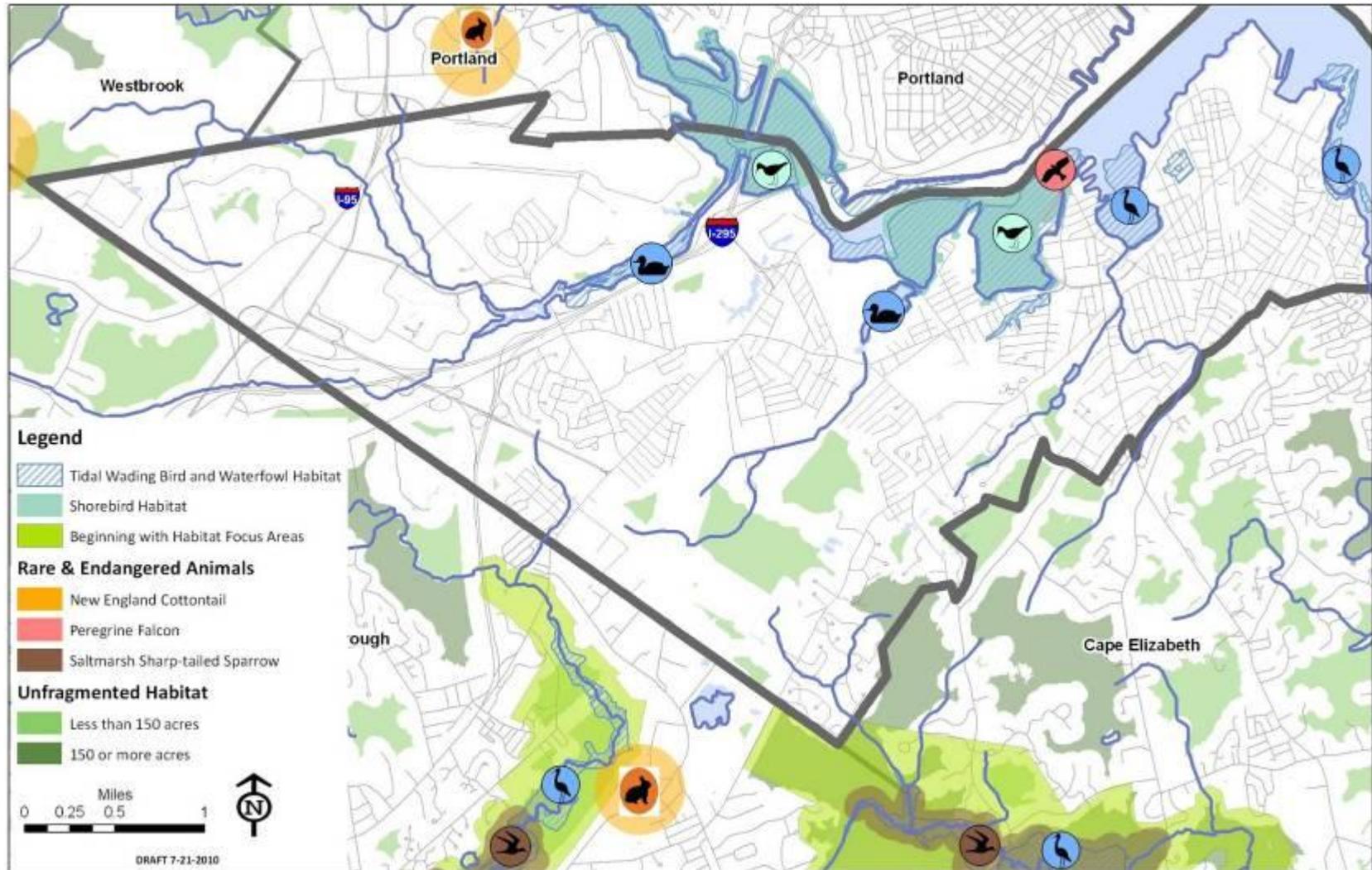
The following outlines the important wildlife, plant, and aquatic habitats in South Portland.

Unfragmented Habitats

Unfragmented habitat blocks¹⁹ are important wildlife habitats. They are also popular areas for outdoor recreational activities, and reflect the community's rural character. The value of an unfragmented habitat block increases with size. The larger the block, the greater the diversity of animal and plant populations that can be supported.

¹⁹ Unfragmented blocks are large, contiguous areas of natural woodland with little or no human disturbance essential for maintaining a diverse and healthy population of wildlife.

Figure C.4: South Portland Habitat Areas



Appendix C: Natural and Water Resources

The Maine Natural Areas Program (MNAP) has identified some small (less than 150 acres in size) unfragmented habitat blocks in South Portland. Their locations can be used to help define wildlife corridors that traverse the City (see Figure C.4). Wildlife travel corridors²⁰ link habitat blocks and serve as an avenue of connectivity for animal movement across municipal lines. By preserving small habitats and establishing linkages, South Portland can provide wildlife corridor connectivity through the community and into larger unfragmented habitat blocks in surrounding communities.

Deer Wintering Areas

Deep snow and frigid temperatures can put stress on the deer population. Deer wintering areas provide critical protection for deer herds during Maine's winters. They are usually located in evergreen forests, whose canopies reduce wind velocity, maintain warmer than average temperatures, and reduce snow depth by retaining snowfall above the forest floor.

There are no IF&W mapped deer wintering areas in South Portland. There may however be local deer habitats not recorded by the state.

Waterfowl and Wading Bird Habitats

Inland and tidal waterfowl and wading bird habitats provide breeding, migration, and wintering grounds for a number of bird species. As of 2006, State of Maine regulations require that municipalities designate all Maine Department of Inland Fish and Wildlife (IF&W) designated inland waterfowl and wading bird habitats as resource protection areas.

IF&W has found no inland waterfowl and wading bird habitats in South Portland wetlands. They have recorded tidal waterfowl and wading bird habitats along Long Creek, the Fore River, and Willard Beach areas.

Tidal waterfowl and wading bird habitats are "breeding, migrating/staging, or wintering areas for coastal waterfowl or breeding, feeding, loafing, migrating, or roosting areas for coastal wading birds. Tidal Waterfowl/Wading Bird habitats include aquatic beds, eelgrass, emergent wetlands, mudflats, seaweed communities, and reefs."²¹ These areas are considered significant wildlife habitats and are protected under the Natural Resources Protection Act (NRPA). The Maine Department of Environmental Protect

²⁰ A wildlife corridor is a linear area that connects two or more blocks of wildlife habitat.

²¹ Beginning with definition <http://www.beginningwithhabitat.org/the_maps/map2-high_value_habitat.html>

Appendix C: Natural and Water Resources

(DEP) regulates activities in, on, or over these when located within another protected natural resource, such as a coastal wetland (38 MRSA 480-B(10)).

Rare and Endangered Species (Figure C.3, Table C.2)

The Maine Natural Areas Program (MNAP), a program of the Maine Department of Conservation, maintains information on the status and location of rare and endangered habitats and species in Maine. Recent advances in GPS and GIS mapping technologies have allowed for a greater accuracy in mapping the location of these resources.

There is only one state-defined endangered habitat in South Portland, the Peregrine Falcon. The habitat for this bird is located around the Casco Bay Bridge. Just across the municipal boundary, there are habitats for two rare and endangered species: the North Eastern Cottontail in Portland and Westbrook, and the Saltmarsh Sharp-tailed Sparrow in Scarborough and Cape Elizabeth. The sparrow habitat is within the Scarborough Marsh, a Beginning with Habitat Focus area located along the southern border of South Portland. While protection measures for these species are in the purview of other municipalities, providing habitat links through wildlife corridors exist within South Portland.

Table C.2: Status of Rare and Endangered Species²²

Rare Communities	State Rarity	Global Rarity	Status	Location
Peregrine Falcon	S1	G4	Endangered	Casco Bay Bridge
North Eastern Cottontail	S2	G3	Endangered	Portland, Westbrook
Saltmarsh Sharp-tailed Sparrow	S3	G4	Special Concern	Scarborough, Cape Elizabeth

Aquatic habitats

Aquatic habitats in South Portland include rivers, streams, and coastal areas that provide habitat for fish, plants, and other species that live primarily in water. The Fore River, Atlantic Ocean coastline, and tidal portions of Long Creek are home to numerous aquatic species including Alewife, Blueback Herring, American Eel, Atlantic Sturgeon, Winter Flounder, and Horseshoe Crabs.

Coastal Dunes

Coastal dunes exist along the eastern waterfront of South Portland and include Willard Beach. These dunes “are sand and gravel deposits within a marine beach system, including, but not limited to beach berms, frontal dunes, dune ridges, back dunes and other sand and gravel areas deposited by wave or wind action. Building in Maine's sand dune system is regulated by the Coastal Sand Dune Rules.”²³

The following is an excerpt from a 2006 report on dune restoration at Willard Beach:

“Willard Beach in Simonton Cove in South Portland, Maine has experienced over a century of intense “working waterfront” use for commercial fishing and recreational boating and sun bathing. The protected pocket beach has continual use due to the proximity of year-round homes and a college campus. In the last few decades, awareness of the importance of dunes in preventing coastal flooding, protecting properties, and reducing erosion has led to a citizen-led beach management initiative that has succeeded in restoring much of the frontal dune. Protecting the dunes has had the benefit of avoiding the need for expensive beach nourishment (considered in 1982) and for avoiding serious erosion and flooding near beachfront homes in severe storms. Dune access paths that focus foot traffic in specific areas and a 2003 beach management plan (The Willard Beach System, Research Resource & Management Guide by The Willard Neighborhood Beach Committee) have led to higher and wider dunes along the beach.”²⁴

Scenic Resources

A community's scenic resources give it identity and make it an appealing place to live. Scenic resources help define a community, and are by no means limited to natural areas. For some South Portland residents, the buildings and places in South Portland on the National Register of Historic Places or local historic structure lists (see Historic Resources chapter) may define their sense of place. For others, it may be natural resource areas such as the coast at Willard Beach, the trails and open space around significant streams, or the serenity of local parks and cemeteries.

²³ Maine Geological Survey Definition.

<http://www.maine.gov/doc/nrimc/mgs/pubs/online/dunes/dunes-exp.htm>

²⁴ Maine Geological Survey. 2006 *Dune Restoration at Willard Beach in Simonton Cove, South Portland, Maine*. <http://www.maine.gov/doc/nrimc/mgs/explore/marine/sites/feb06.htm>

Conservation Groups and Resources

South Portland Conservation Commission

The Conservation Commission is an advisory board to the Planning Board and the City Council on issues dealing with the environment. The commission catalogs valuable natural features of the City and works toward their protection. It provides environmental and technical assistance to the Planning Board during review of development proposals and the development of new land use ordinances. The Conservation Commission participates in outreach and promotion of City space and park plans including the Greenbelt Master Plan, the Clark's Pond Study and the Recreational Area/Open Space Study and Linkage Plan.

South Portland Land Trust

The South Portland Land Trust is a private, nonprofit land trust that works to conserve open space and expand the trail networks in South Portland and the region. The Land Trust works to establish trails throughout the City, acts as an educational steward on parks and trail use/development and open space protection, and supports the acquisition of priority open space identified in the South Portland's Open Space Strategic Plan.

Casco Bay Estuary Partnership

The Casco Bay Estuary Partnership was formed in 1990 to work on the preservation of the Casco Bay estuary through protection and restoration of water quality and wildlife habitat as well as promoting compatible human uses of the Bay's resources through stewardship and management.

Issues and Implications

- Four of South Portland's watersheds are considered urban impaired stream watersheds, due mainly to stormwater runoff. The City is actively working to implement stormwater management plans to address these issues in all four areas.
- While South Portland does not depend on ground water for its drinking supply, there are areas of Scarborough that draw potable water from an aquifer that is partially located in South Portland, so this area must be protected.
- Potential sea level rise may pose a threat to some areas of South Portland. Although only small areas of the City would be impacted, many key public facilities are located in areas subject to coastal flooding from sea level rise.
- South Portland's shoreland zoning provisions were recently updated to comply with new state rules, and should therefore be adequate to protect the quality of its water bodies.
- The City has protected the sand dunes at Willard Beach through a proactive beach management initiative, and has avoided having to undertake any beach nourishment for nearly 30 years.

Appendix D: Marine Resources

Introduction

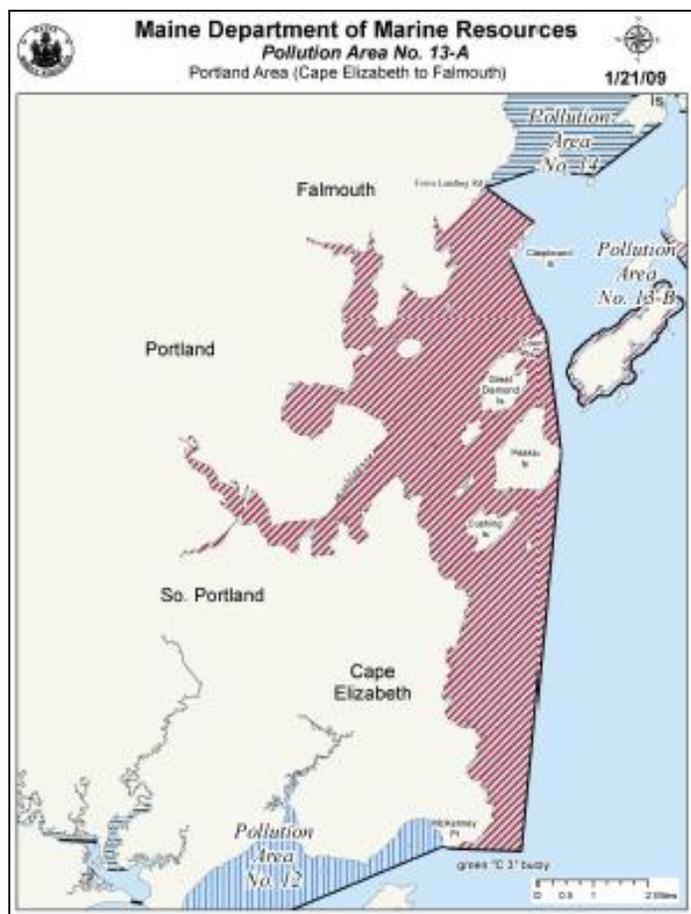
Not so long ago, Maine's coastline teemed with commercial activity. Fishing, shipbuilding, fish processing, and cargo operations dominated the landscape. Support industries sprang up to serve the needs of those who made their living from or upon the ocean. The sea was the lifeblood of the coastal economies. Today, South Portland retains a strong marine economy along its waterfront.

South Portland's waterfront originally developed as a working waterfront with the primary uses being ship building and ship repair. Over time, South Portland's 14 miles of coastline gave way to a greater mix of uses, including petroleum terminals and storage activities, marinas, boat yards, and residential uses. The many uses that line South Portland's coastline also share the coast with a number of natural features such as twists, turns and inlets – including the rocky shore of Loveitt's Field that gives way to the sandy shoreline at Willard Beach.

Historically, public access to South Portland's coastline was greatly restricted by these natural and man-made barriers. This has begun to change as the City greatly increased its efforts to provide public access to the coast for City residents.

Marine Resource Areas

South Portland is part of the Marine Department of Marine Resource Area 13-A (see right) which includes the Greater Portland Area from Cape Elizabeth to Falmouth. As of 2009, it was illegal to dig, take or possess any clams, quahogs, or mussels from the shores, flats and waters throughout this area due to water pollution levels. This area



was first closed to harvesting in 1947. As a result of the longstanding ban, there are no significant shellfishing areas and no aquaculture leases for harvesting clams, mussels, or quahogs along the shores of South Portland.

Marine Fishing & Harvesting Activities

South Portland is part of the Portland Harbor, one of three cargo ports in the State of Maine. As a major cargo hub where most marine activity is focused on freight and petroleum distribution, there is little commercial fishing activity in South Portland. Permit levels for commercial and non-commercial fishing and harvesting activities are small, with less than 10 permits per type in a given year. Marine harvesting permits in South Portland (including fishing, lobster catches, shrimping, and diving activities) have been on the decline and/or remained flat over the five years between 2003 and 2008.

Non-commercial lobster/crab permits have increased from 33 in 2003 to 44 in 2008 (see Table D.3). As a result of the increase, there has been a 52% rise in the number of lobster traps held by South Portland residents (from 3,915 in 2003 to 5,940 in 2008). Landing data (pounds and value) for lobster catches and other fisheries activities are not available from the Department of Marine Resources (DMR) by City.

The decline in permits, in particular commercial permits, reflects changes in Marine Resource Licenses. Harvester licenses fluctuated slightly between 2003 and 2008 while dealer licenses declined.

Table D.1: Change in Marine Licenses 2003-2008

	2003	2004	2005	2006	2007	2008
Harvesters	104	105	109	105	100	102
Dealers	11	11	9	8	7	7
Source: Maine Department of Marine Resources						

Waterfront Land Uses

Much of South Portland’s coastal waterfront is used for commercial and industrial purposes, particularly oil storage/distribution facilities and marinas. All properties along the coast are subject to the City’s Shoreland Zoning Overlay regulations as well as State Shoreland and Resource Protection standards (for more information see Appendix C Natural & Water Resources). In recent years, there has also been a trend to open the area up to increased public access through the development of Bug Light Park, the Greenbelt Walkway, and the Thomas Knight Park.

There are a variety of marine-related uses the South Portland waterfront east of the Veterans Memorial Bridge. Directly east of the bridge are the commercially zoned terminal docks primarily used for petroleum storage. Nonresidential uses in this area include the Forest City Cemetery and a small residential neighborhood on the west side of the Irving Oil terminal. Further east, from the rail line to the former Million Dollar Bridge approach, is zoned commercial and includes several retail stores, auto-related industries, and restaurants. Beyond this area is the City's sewage treatment plant, a CMP Substation, Knightville Park, and the South Port Marina. Properties to the east of the marina, around the shores of Mill Cove and up to the South Portland Coast Guard Base include Knightville's mixed-use waterfront and residential pockets including the RiverPlace Apartment Complex. Beyond the Coast Guard base is a large area zoned for marine use, which is home to a number of oil storage facilities, Spring Point Marina, and Bug Light Park. East of Spring Point Marina is the Southern Maine Community College Pier and campus (SMCC). Residential zones extend beyond SMCC, past Willard Beach, past the Loveitt's Field Neighborhood, and ending at the City's border with Cape Elizabeth.

Harbor Management

A harbor commission manages the Portland Harbor. The Portland Harbor Commission is responsible for regulating navigation and commerce within Portland Harbor. Currently, the Commission includes two members from the City of Portland, two members from the City of South Portland, and one member appointed by the Governor.²⁵ The most recent set of Portland Harbor Rules & Regulations were updated in March of 2008.

A. Public Access

Public access to the waterfront plays an important role in promoting recreational fishing and boating activities in South Portland. In 2008, 229 boats anchored in the waters along South Portland coast. This includes both commercial and recreational boats ranging in length from 10 to 80 feet in size.²⁶ The coastline of South Portland is also a significant scenic resource with impressive views of surrounding islands and the City of Portland skyline

²⁵ http://www.portlandharbor.org/Commissioners_Master.htm

²⁶ Maine Department of Marine Resources – SPO data for Comprehensive Plans

Thomas Knight Park and Boat Landing

The Thomas Knight Park is located on the land that was formerly underneath the Casco Bay Bridge. It offers green space and benches as well as designated viewing areas for exploring the Portland Harbor and the City of Portland skyline.

The Knightville Boat Landing is located at the edge of the park adjacent to the former approach of the Casco Bay Bridge (formerly called the Million Dollar Bridge). It is open to all smaller vessels. Water taxis, fishing vessels, and other small watercraft are welcome to use the landing to pick up and discharge passengers. The landing is open 24-hours a day on first-come first-serve basis and pay for docking is on the honor system. There is a sewage discharge facility.

Bug Light Park and Boat Launch

Bug Light Park is an 8.78 acre park located at the former World War II shipbuilding complex. It offers a walking path, saltwater fishing, the Portland Breakwater Lighthouse (aka Bug Light), the Liberty Ship Memorial, the Cushing's Point House museum, and a scenic view of the City of Portland Skyline. It is also a popular location for kite flying.

The South Portland Municipal Boat Ramp is part of the Bug Light Park, located off Route 77. The facility includes two cement ramps, a float, an outhouse, and a large parking lot. The area around Bug Light is also a popular shore fishing site.²⁷ According to the Portland Harbor Commission mooring is currently closed and not accepting new applicants.²⁸

Spring Point Ledge Light

Spring Point Ledge Light, near the Southern Maine Community College campus, provides public shore fishing and mooring. Spring Point Ledge Light sits at the end of a jetty that extends into the Portland Harbor channel. Parking is limited.²⁹ There is a one-month wait list for spots, according to the Portland Harbor Commission.³⁰

Willard Beach

Willard Beach is a public park owned by the City. It is open to recreational shore fishing and allows for mooring. There is a three month waitlist for the 2012 season.³¹ Public parking consists of a paved parking lot, with parking available for 150 vehicles.

²⁷ <http://www.maine.gov/dmr/recreational/anglerguide/wheretofish/southportlandtobluehill.htm>

²⁸ <http://www.portlandharbor.org/Mooring%20Index.htm>

²⁹ <http://www.maine.gov/dmr/recreational/anglerguide/wheretofish/southportlandtobluehill.htm>

³⁰ <http://my.onlinemooring.com/PortlandME/ClientSummary.aspx>

³¹ <http://my.onlinemooring.com/PortlandME/ClientSummary.aspx>

B. Private Access

South Portland has numerous private access points for commercial and recreational waterfront use, including large oil terminal facilities and recreational marinas.

Marinas

There are four marinas along South Portland's Waterfront, as well as one yacht club. Between them the marinas and yacht club have roughly 700 slips, 160 moorings, and over 16,000 linear feet of berthing serving both member and transient boats up to 250 feet in length. The facilities offer a variety of services including electric, fuel, water, restaurant, and repairs.

Table D.2: Oil Companies with Waterfront Property

Company	Waterfront Acreage
Sprague	9
Mobil	22
Chelsea Sandwich, LLC (Citgo)	42
Irving	24
Gulf Oil	15
Portland Pipeline	6

Oil Facilities

There are currently six oil companies with active terminals along South Portland waterfront. These companies store and distribute oil products from the shores of the City. The City has long been a hub for oil distribution due in part to its easy access to rail lines.

In addition to oil distribution, Turner Island, LLC owns a 14 acre jetty connected to the Portland Rail line that provides marine-freight services for a variety of industries.

US Coast Guard Base

The U.S. Coast Guard's South Portland base houses the office of Group Portland, which is responsible for Coast Guard units from Portsmouth to Boothbay Harbor. The base conducts searches and rescues, aids to navigation, and enforces federal marine laws. This facility has two main piers, which provide mooring for U.S. Coast vessels and buoy tenders handling navigational aids. Currently, there are six vessels located at the Coast Guard facility. Berthing conditions at the facility are considered good.

Southern Maine Community College Pier (SMCC)

A new 226-foot pier at the SMCC campus was completed in 2006. The primary use of this facility is for educational purposes and it includes an outdoor classroom. The pier is also used for mooring training vessels and the handling of equipment, materials and supplies for the school. The school also allows a sailing school and the general public to operate from this facility.

Issues and Implications

- South Portland's waterfront is dominated by commerce and industry, particularly oil storage/distribution and recreational marinas, as well as a US Coast Guard base. In spite of the heavy usage of the waterfront for these purposes, there are ample opportunities for public access to the water for boaters, beachgoers, and sightseers.

	2003	2004	2005	2006	2007	2008
COMMERCIAL FISHING/CREW	10	8	6	5	5	5
COMMERCIAL FISHING/NONRESIDENT	1	1	1	1	1	1
COMMERCIAL FISHING/SINGLE	4	3	6	6	4	6
COMMERCIAL SHRIMP-CREW	3	2	2	1	1	1
LOBSTER/CRAB NONCOMMERCIAL	33	36	41	42	38	40
LOBSTER MEAT PERMIT	1	1	1	1	1	1
LOBSTER/CRAB APPRENTICE	1	1	3	1	2	1
LOBSTER/CRAB CLASS I	20	21	20	13	16	12
LOBSTER/CRAB CLASS II	22	17	19	23	22	22
LOBSTER/CRAB CLASS III	7	9	7	6	4	2
LOBSTER CRAB CLASS III +70	0	0	0	0	0	1
LOBSTER/CRAB OVER AGE 70	2	3	3	4	4	5
LOBSTER/CRAB STUDENT	2	3	3	2	4	5
LOBSTER/CRAB UNDER AGE 18	0	0	0	1	0	0
LOBSTER /CRAB APPRENTICE UNDER 18	0	0	0	1	0	0
WHOLESALE W/LOBSTERS	3	2	2	2	2	1
WHOLESALE W/LOBSTERS, SUPP	1	1	1	1	1	1
ELVER-1 FYKE NET	0	0	0	2	2	2
ELVER-2 FYKE NETS	1	0	0	0	0	0
ELVER-DIP NET	1	0	0	0	0	0
MARINE WORM DIGGING	1	1	1	0	0	0
MUSSEL - HAND	1	1	1	1	1	1
SCALLOP - DIVER	3	2	3	2	1	2
SCALLOP - DRAGGER	6	3	3	2	3	3
SCALLOP, NONCOMM	9	8	8	10	9	8
SEA URCH/SCALLOP TEND	1	0	0	1	1	1
SEA URCHIN - DIVER	10	9	7	5	5	5
SEAWEED	1	1	2	2	2	2
RETAIL SEAFOOD	8	8	6	4	4	4
WHOLESALE NO LOBSTERS	0	1	1	2	1	2
WHOLESALE NO LOBSTERS, SUPP	0	1	1	1	1	1

Source: Maine Department of Marine Resources

Appendix E: Transportation

Introduction

Transportation networks create access to neighborhoods, vital community services, the City, and the region as a whole. They influence how (and where) a community grows, and have a significant impact on land use and policy decisions. South Portland's transportation network includes roads, sidewalks and trails, bike lanes, public transit routes, rail lines, and the Portland International Jetport. Responsibility for building and maintaining these components is shared by municipal, state, and private entities. This chapter reviews the condition of South Portland's transportation network, and highlights current projects and issues.

Regional Organizations

Portland Area Comprehensive Transportation Committee

The Portland Area Comprehensive Transportation Committee (PACTS) is a Metropolitan Planning Organization (MPO) that serves 15 municipalities in the Portland area, from Freeport to Biddeford. MPOs are federally designated planning organizations responsible for carrying out transportation planning processes in urbanized areas. PACTS conducts numerous transportation studies in the City, including long-range transportation plans.

Destination Tomorrow, PACTS' 2025 Regional Transportation Plan, includes a broad range of multi-modal projects and programs to meet current and future growth and development. Recommendations from that plan have been incorporated into this chapter.

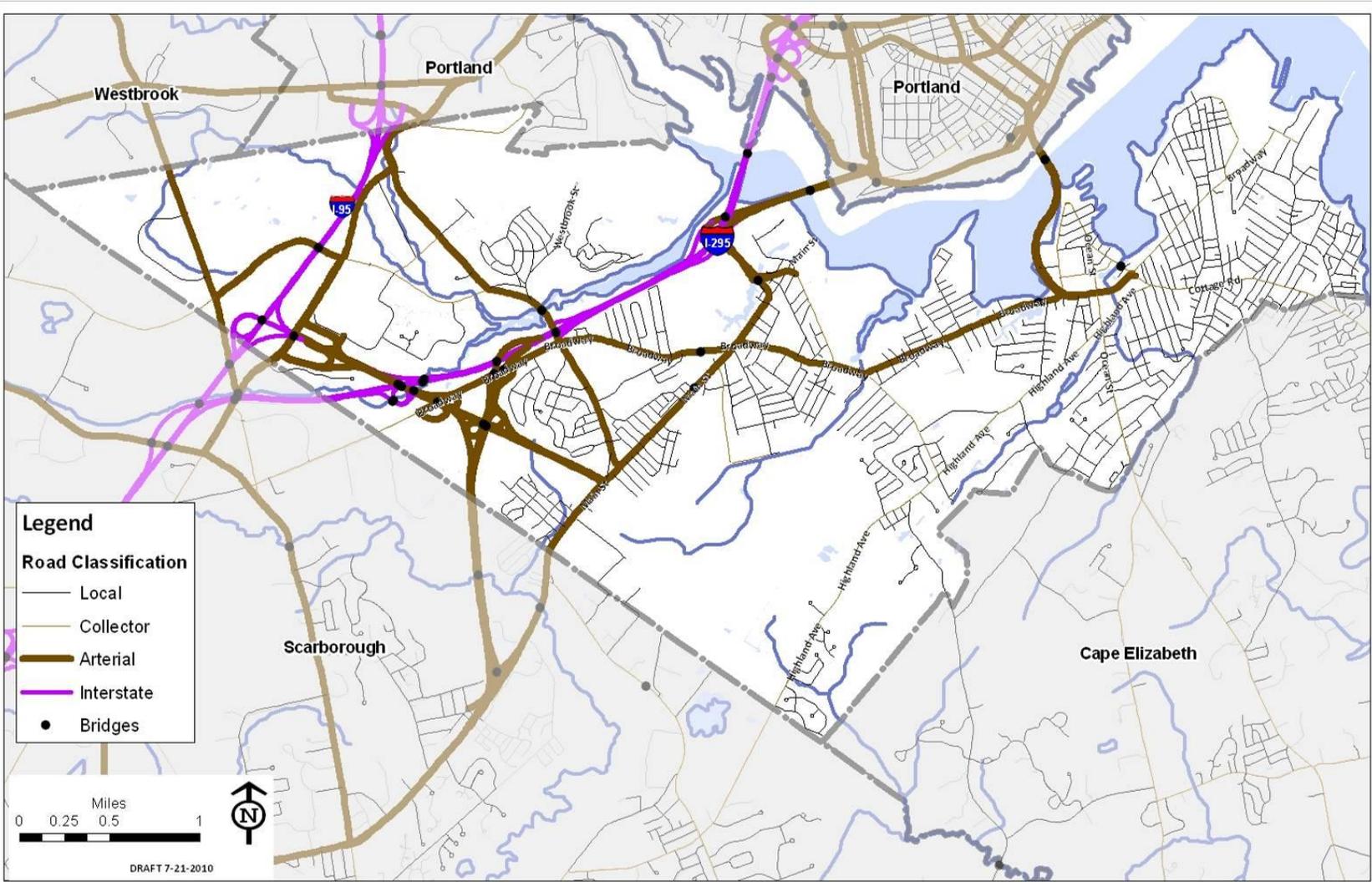
Roads and Bridges

Automobile-focused roads make up the largest portion of South Portland's transportation network. South Portland has 123.5 miles of roads that are accepted and maintained by the City, and about 5.5 miles of privately maintained roads. Of the public roads in South Portland, 26.7 miles are classified as arterials, 13.1 miles are classified as collectors, and 83.7 miles are classified as local. There are approximately 8.5 miles of state maintained roadways in South Portland, including both the south and north bound lanes of I-295, the Maine Turnpike, and the South Portland I-295 spur.

The State of Maine Department of Transportation (MaineDOT) reconstructs, paves, and maintains state and federal roads. South Portland's Public Works Department is responsible for all work on City-owned roads, including snow removal, street

resurfacing, and general repair. The two departments share responsibility for state-aid roads. Based on their function, roads are classified as arterials, collectors, or local in accordance with federal rules and guidelines (Figure E.1).

Figure E.1: South Portland Road Classification



Arterials

Arterials funnel traffic between major destinations. They typically have an Interstate, US Route, or State Highway designation. Access is often limited to move traffic efficiently.

Table E.1: South Portland Arterials

Maine Turnpike (I-95)
Interstate 295
Maine Turnpike Approach Road
Scarborough Connector
Main Street (US Route 1)
Broadway
Maine Route 77
Westbrook Street/Gorham Road/Western Avenue/ Johnson Road (ME Route 9)
Maine Mall Road
Running Hill Road/Cummings Road
Source: MaineDOT

The Maine Turnpike (I-95) is a four-lane limited access toll highway that runs for about a mile through the western section of South Portland. There are two I-95 interchanges located (at least partially) in South Portland: 1) Exit 45, which connects the Turnpike to the Maine Mall, I-295, Broadway, the Scarborough Connector, and Route 1; 2) Exit 46, which connects the Turnpike to the Portland Jetport and the northern end of the Maine Mall area. The Turnpike is a toll road, and both exits have toll plazas at their entrance ramps.

South Portland's western section is primarily defined by the large-scale retail, office, hospitality, and residential uses that have grown around the two turnpike interchanges over the past 40 years.

Interstate 295 is a four-lane limited access highway that cuts northeasterly across South Portland, and effectively divides the City's older, more residential sections from the Maine Mall area. I-295 begins at Exit 44 from the Maine Turnpike, just south of the South Portland line in Scarborough, and has four interchanges in South Portland:

1. **Exit 1** connects I-295 to the Maine Turnpike Approach Road.
 - **From 1-295 Northbound:** drivers can only go east towards Route 1 on the Approach Road.

- **From I-295 Southbound:** drivers can only go west, towards the Maine Mall, Jetport, and Turnpike.
 - **To I-295 Northbound:** Drivers can enter I-295 Northbound from the Maine Turnpike Approach Road eastbound without paying an additional toll. This leads many drivers to use Exit 45 instead of the more direct Exit 44 in order to access I-295 Northbound towards downtown Portland.
2. **Exit 2** connects I-295 to the Scarborough Connector.
 - Exit 2 is only accessible from I-295 Southbound.
 - Exit 2 can also be used to enter I-295 Northbound from the Maine Turnpike Approach Road heading westward from Route 1.
 3. **Exit 3** connects I-295 to Westbrook Street and Broadway.
 - Exit 3 can only be accessed from I-295 Southbound.
 - Drivers can only enter I-295 Northbound from this exit. The northbound entrance ramp was formerly a high-crash location, but was reconstructed in 2009 to eliminate dangerous left turns across Westbrook Street near the Broadway intersection.
 4. **Exit 4** serves connects I-295 to Route 1.
 - Route 1 North can only be accessed from I-295 Northbound.
 - Route 1 South can only be accessed from I-295 Southbound.
 - Exit 4 only allows continuing northbound access from Route 1 North onto I-295 Northbound and from Route 1 South onto I-295 Southbound.

Maine Turnpike Approach Road and **Scarborough Connector** are two interconnecting limited-access highways that link the Maine Turnpike, I-295, Route 1, Maine Mall Road and Broadway. Each of these roads is about two miles in length—the Approach Road is entirely in South Portland, and about 0.75 miles of the Scarborough Connector is in South Portland, with the remainder in Scarborough. No driveways or collector roads are accessible from these approach roads. The Maine Turnpike Park & Ride lot located at the on-ramp from Maine Mall Road to the Approach Road. This lot contains 111 parking spaces, and is only intended for daily use by commuters. A 2004 study by the Maine Turnpike Authority found that only 42 spaces were used on an average day, a utilization rate of just 38%, making it the third least used lot among the 15 along the Turnpike.

Main Street (US Route 1) is a major arterial that runs north-south through the center of South Portland, connecting Portland and Scarborough. There are three distinct segments of Route 1 through the City.

- The **southern segment**, from the Scarborough line to Westbrook Street, is a four-lane highway commercial area containing a variety of retail, hospitality, and service businesses, with a 2007 annual average daily traffic (AADT) count of 23,053.
- The **central segment**, from Westbrook Street to the Rigby Rail Yard bridge, is a two-lane road that runs through an older neighborhood of single-family houses and small businesses. It has an annual average daily traffic count of 16,690.
- The **northern segment**, from the railroad bridge to the Fore River (Portland city line) is a largely industrial corridor with an annual average daily traffic count of 13,509.

Broadway is South Portland's only east-west arterial, spanning six miles from the Maine Mall area to Southern Maine Community College. Maine DOT classifies about four miles of Broadway, from the Maine Turnpike Approach Road to Cottage Road, as an arterial. Broadway intersects with virtually every north-south arterial in South Portland. The western portion of Broadway is mostly a two-lane road. Its central portion, between Route 1 and Evans Street, is four lanes, with eastern segment (starting at Evans Street) returning to two lanes. A small segment of Broadway between Waterman Drive and Ocean Street carries the Route 77 designation.

Maine Route 77 is the primary connection between South Portland and Portland (to the Northwest), and Cape Elizabeth (to the South). A one-mile section of Route 77 (from the Casco Bay Bridge to Ocean Street) is classified as an arterial. This four-lane arterial portion of Route 77 serves the Mill Creek/Waterfront Market commercial area.

Westbrook Street/Gorham Road/Western Avenue/Johnson Road (Route 9) runs northwest for about 2.5 miles from Route 1 to the Portland International Jetport. Westbrook Street begins as a two-lane road that passes through an older residential area, then widens into a four-lane road at Broadway. The Gorham Road and Western Avenue sections pass through major commercial and industrial areas around the Maine Mall, and Johnson Road connects to Exit 46 from the Maine Turnpike, the Jetport, and Congress Street in Portland.

Maine Mall Road is a six-lane arterial that parallels the Maine Turnpike from Western Avenue to the Scarborough town line, where it turns into Payne Road. It is the primary

means of access to the Maine Mall and the commercial, hospitality, and office developments in its vicinity.

Running Hill Road and **Cummings Road** are the two largest public roads in South Portland located west of the Maine Turnpike. Though each road runs only for about a mile through the City, both continue as primary access points into neighboring municipalities. Running Hill Road starts at Maine Mall Road, passes Fairchild Industries, Sable Oaks, and the Maine Crossing big-box center, then continues on to Route 114 in West Scarborough. Cummings Road starts at Payne Road in Scarborough, passes major retail and office developments in South Portland, and continues through Westbrook’s major industrial and commercial areas.

Connectors

Collectors connect traffic between local roads and arterials. There are 12.5 miles of collector roads in South Portland, most of which run through the City’s older residential and commercial sections east of Route 1. Table E.2 below summarizes the collector roads.

Table E.2: South Portland Connectors

Connector	Purpose
Highland Avenue	Runs 3.5 miles from Cottage Road to the Scarborough line, serving older residential areas, South Portland High School, Hinckley Park, and several new residential subdivisions.
Ocean Street (Route 77)	Serves as the primary connection to Cape Elizabeth, and passes for one mile through historic residential and commercial areas in South Portland.
Cottage Road	Runs through historic residential and commercial areas for about two miles from Knightville to Cape Elizabeth, where it becomes Shore Road.
Broadway	Has two portions that are collectors: 1) one mile east of Cottage Road; and 2) a half-mile segment west of the Turnpike Access Road.
Waterman Drive and Market Street	Short but significant streets that serve the Mill Creek/ Waterfront Market area.
Evans Street	Connects Broadway and Highland Avenue, and serves the South Portland Community Center and High School.
Lincoln Street	Connects Broadway with Route 1 north and the Ligonía area.
Henley Street/Preble Street	Short road segment between Broadway and the waterfront.
Rumery Street	Serves the Rumery Industrial Park and Rigby Rail Yard area.
Gorham Road	Connects Route 9 and Maine Mall Road, and runs along the north side of the Maine Mall
Foden Road	Connects the Maine Mall to Western Avenue through an office and industrial area.
Jetport Access Road	The main access point from the Maine Turnpike to the Jetport.
Pickett Street	Connect Broadway to Southern Maine Community College.
Source: MaineDOT	

A 2009 study of South Portland’s collector roads by PACTS³² found that 6.5 miles (52% of mileage) of South Portland’s collector roads are in need of rehabilitation within ten years (see Table E.3).

Table E.3: Probable Construction Costs of Collector Roads

Category	Mileage	Estimated Cost
Meets Standard	5.2	\$3,100,000
Design Exception	0.3	\$200,000
Substantially Meets Standard	0.6	\$400,000
Rehabilitation	6.5	\$6,800,000
Reconstruct	0.0	\$ -
Total	12.5	\$10,500,000

Source: Gorrill-Palmer Consulting Engineers

The following collector roads were found by the PACTS study to be in need of rehabilitation:

- Lincoln Street: Broadway to Route 1
- Evans Street: Broadway to Highland Avenue
- Foden Road: Gorham Road to Western Avenue
- Highland Avenue: Ocean Street to Scarborough town line
- Pickett Street: Broadway to Fort Road
- Cottage Road: Highland Avenue to Cape Elizabeth town line
- Broadway: Turnpike Approach Road to Scarborough town line
- Ocean Street Spur: north of Legion Square

Local Roads

Local roads provide access to private property and low-volume public facilities. They include all public and private neighborhood, rural, and seasonal roads.

One concern with local roads is on-going maintenance. While South Portland’s Public Works Department is responsible for the repair, upkeep, and plowing of public roads, the City also contains private roads that are maintained through homeowners’ associations or private landowners. It is not uncommon for such private interests to request public assistance for service and maintenance. When accepted, they create an added burden on the department and local taxpayers.

³² *PACTS Area Collector Road Assessment*, prepared by Gorrill-Palmer Consulting Engineers, January 9, 2009

Local roads also face issues around connectivity. Many local roads are dead-ends, including cul-de-sacs. Dead-ends funnel traffic, putting additional pressure on through streets and limiting connections within neighborhoods. This is a particular concern in the Highland Avenue corridor, where several new dead-end roads have been built to serve new residential development in recent years.

Other local roads, including Nutter Road, Anthoine Street, Sawyer Street, Preble Street, Pleasant Avenue, Clarks Pond Parkway/John Roberts Road, and Wescott Road link major arterials and connectors, and often function as collectors. Traffic volumes on these roads lead to congestion and speeding and create additional maintenance needs for the City government.

Bridges

According to MaineDOT there are 29 bridges in South Portland. The City of South Portland is not responsible for the upkeep of any of the bridges—26 are owned by the MaineDOT, two by the Maine Turnpike Authority, and one by a private railroad. Most of the City's bridges are in good to excellent condition, with only a few having conditions rated 5 or below on a scale of 1-10, and only one has a rating below 4 (see Table E.4).

Bridges with ratings 5 or below on at least one of their three elements (deck, superstructure, and substructure) at the time of this inventory include: Mill Creek, Veterans Memorial, and the US1 Interchange Overpass . Additionally, four culverts have ratings below 5: Long Creek #, and three of the four I-295 and Red Brook culverts.

Table E.4: Bridge Conditions in South Portland

No.	Bridge Name	Year Built	Owner	Bridge Condition			
				Deck	Super str.	Sub str.	Culvert
0329	Broadway Underpass	1980	Railroad	N	N	8	N
0341	Mill Creek	1910	MaineDOT	5	5	4	N
0369	Running Hill Road	1988	Maine Turnpike	6	7	7	N
0370	S Portland Interchange	1955	Maine Turnpike	6	7	6	N
1376	Ramp SP4	1974	MaineDOT	6	6	6	N
1377	Ramp SP2	1974	MaineDOT	6	6	6	N
1502	US1/Turnpike Approach	1971	MaineDOT	7	7	7	N
1513	I295 SB/Turnpike Approach	1971	MaineDOT	7	7	7	N
2020	Anthoine Creek	1930	MaineDOT	8	9	8	N
3675	Long Creek	1969	MaineDOT	N	N	N	6
3945	Veterans Memorial	1954	MaineDOT	4	5	4	N
5060	Skunk Hill O.P.	1993	MaineDOT	8	8	8	N
5900	Casco Bay	1998	MaineDOT	8	9	8	N
6182	West Broadway	1955	MaineDOT	7	5	6	N
6198	Railroad Overpass	1954	MaineDOT	7	7	6	N
6199	US1 Interchange Overpass	1954	MaineDOT	4	5	5	N
6219	Long Creek #2	1947	MaineDOT	N	N	N	5
6249	I 295/Westbrook Street	1969	MaineDOT	7	6	6	N
6256	US1 Connect NB/Broadway	1970	MaineDOT	7	7	7	N
6257	US1 Connect SB/Broadway	1970	MaineDOT	7	7	7	N
6258	US1SB/I-295	1970	MaineDOT	7	6	7	N
6272	NB US1/Turnpike Approach	1971	MaineDOT	7	7	7	N
6273	I 295 NB/Turnpike Approach	1971	MaineDOT	7	7	7	N
6281	I 295/Fore River	1973	MaineDOT	6	6	6	N
6282	I-295 SB/Red Brook	1971	MaineDOT	N	N	N	4
6283	I-295 Ramp 7&5/Red Brook	1971	MaineDOT	N	N	N	3
6284	I-295 Ramp 5/Red Brook	1971	MaineDOT	N	N	N	4
6285	I-295 NB/Red Brook	1971	MaineDOT	N	N	N	7
6450	Payne Road/Turnpike Approach	2008	MaineDOT	8	8	8	N

Source: MaineDOT

Road Development

The City of South Portland provides policy, design, construction, and maintenance standards for streets and sidewalks in Chapters 23 (Streets and Sidewalks) and 24 (Subdivisions) of its Code of Ordinances. Chapter 24, Article 5, (“Design and Construction Standards”) specifies standards for the arrangement, character, extent, width, grade, and location of all public and private streets be in relationship to existing and planned streets; to adjoining circulation of traffic; to topographical conditions; to runoff of storm water; and to public pedestrian and vehicular safety. All new roadways in South Portland must be constructed in accordance with these standards.

Traffic Mobility

Traffic mobility looks at how safely and efficiently cars and trucks move through intersections and along roads. This includes identifying high volume stretches and high crash locations, as well as the service function of intersections. Certain activities, such as designating truck routes, access management planning, and instituting traffic signal management, can help alleviate traffic stressors. The City of South Portland contracts with Sebago Technics (an engineering firm) to help manage traffic signals.

Access Management

Access management³³ balances mobility and access to improve the efficient movement of traffic while enhancing safe and efficient access to and from abutting properties. Chapter 23, Article III (Entrances to Public Ways) of South Portland’s Code of Ordinances contains standards for entrances and curb cuts on public ways. These standards aim to provide for safe driving conditions, reduce potential traffic hazards, relieve congestion, and a sustainable level of vehicle capacity within identified commercial corridors and abutting lands. These standards, coupled with associated municipal ordinances, are designed to preserve highway capacity, reducing accidents and avoiding or minimizing costly road improvements.

Traffic Volumes

South Portland has a number of high-volume roads serving residents, commuters, and visitors. As the home to one of Maine’s top concentrations of employment, retail, and hospitality activity, the City’s transportation network not only serves its residents; it also serves thousands of commuters, shoppers, and visitors each day.

³³ “Access management is the systematic control of the location, spacing, design, and operation of driveways, median openings, interchanges, and street connections to a roadway.” [Access Management Manual](#); Transportation Research Board, Washington, D.C. 2003

Table E.5: Highest Volume Roads in South Portland

No.	Road	Highest Volume Segment	AADT – 2010
1.	Interstate 295	Exit 3: Northbound – On Ramp	37,260
2.	Interstate 295	Exit 3: Northbound – Off Ramp	34,890
3.	Interstate 295	On Ramp at Fore River Bridge	34,000
4.	Westbrook (SR 9)	I-295 SB Off Ramp	32,150
5.	Interstate 295	Off Ramp at Fore River Bridge	30,430
6.	SR 77 (Broadway)	Ocean St	30,230
7.	SR 9 (Western Ave)	Westbrook St	26,850
8.	Broadway	Lincoln St	25,140

According to the MaineDOT's Average Annual Daily Traffic counts (AADT) for 2010, Interstate 295 was the most traveled road segment in South Portland, with its most traveled segment (between Exits 3 and 4) averaging 37,260 cars per day.

As Figure E.2 shows, high volume roads are scattered throughout the City.

High Crash Locations

MaineDOT tracks crashes and measures potential safety problems by looking at the total number of crashes in a location and comparing this to the number that may be expected given the type of road and its traffic volumes. From this information, MaineDOT calculates a "Critical Rate Factor" (CRF). Any location that has a CRF greater than 1.00 and has eight or more crashes over a three-year period is considered a High Crash Location (HCL).

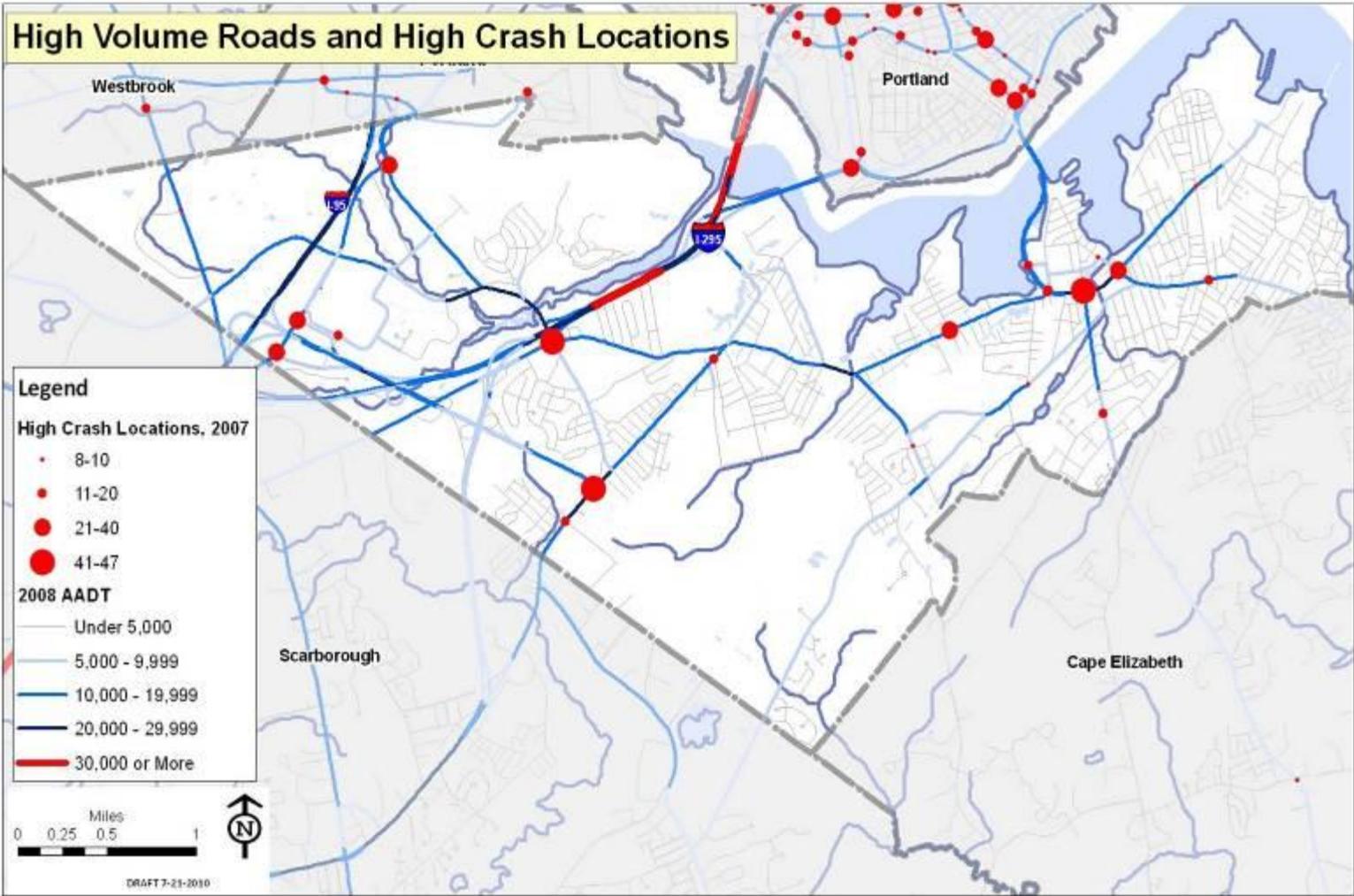
In 2007, MaineDOT identified 22 High Crash Locations in South Portland (see Table E.6, Figure E.2). The locations with the most crashes were in three very different parts of the City: Broadway at Westbrook Street near I-295 (which has been redesigned since this inventory was finalized), Ocean Street at Broadway in Knightville, and the Maine Turnpike Approach at Main Street. Each of these locations had at least 44 crashes in 2007.

Table E.6: High Crash Locations In South Portland, 2007

Location	Crashes	Critical Rate Factor
Broadway @ Westbrook St	47	1.45
Ocean St @ Broadway	44	1.31
Maine Turnpike Approach @ Main St	44	1.30
Cottage Rd @ Broadway	38	2.02
Maine Mall Rd North Off Ramp	34	1.10
Maine Mall Rd South Off Ramp	29	1.10
Western Ave @ Maine Mall Rd	27	1.39
Westbrook St @ I-295	25	3.13
Broadway @ Elm St	21	1.12
Ocean St @ Sawyer St	20	1.26
Broadway @ Route 77/Waterman Dr	20	2.53
Broadway @ Route 77 Northbound	17	2.12
Main Street @ Skillings St	16	2.46
Philbrook Ave @ Turnpike Approach Ramp	15	3.27
Main Street @ Wallace Ave	13	1.50
Cottage Rd @ Sawyer St	12	2.04
Route 77 NB @ GE Erskine Dr	11	1.43
Broadway @ Sawyer St	10	1.86
Highland Ave @ Anthoine St	9	1.65
Cummings Rd @ Gannett Dr North	8	1.30
Evans St @ McKinley St	8	2.30
Cottage Rd @ Hinckley Dr	8	2.14

In terms of CRF, the most dangerous intersections in South Portland are both at highway ramps: the exit ramp from the Turnpike Approach Road onto Philbrook Avenue had a CRF of 3.27 and the Westbrook Street/I-295 interchange had a CRF of 3.13. The latter location will likely not be on this list in the future, however, as the newly reconstructed entrance ramp from eliminated dangerous left turns across Westbrook Street in very close proximity to Broadway.

Figure E.2: South Portland Traffic Counts and High Crash Locations



Truck Routes

The City of South Portland has 19 designated truck routes, which are designed to alleviate congestion, reduce crashes, and keep trucks off of local and minor collector streets. All heavy truck through-traffic is restricted to these roads. The routes were determined based on function, mobility, and weight-bearing characteristics.

Table E.7: Designated Truck Routes

No.	Road	Highest Volume Segment
1	Broadway	
2	Cottage Road	
3	Cummings Road	
4	Gorham Road	Western Ave to Maine Mall Road
5	Highland Ave.	
6	Lincoln St.	
7	Main St.	
8	Maine Mall Rd.	
9	Mussey St.	Broadway to High St.
10	Ocean St.	Cape Elizabeth line to Market St
11	Preble St.	
12	Rumery Park	
13	Industrial Loop	Rumery St., Dartmouth St., Hemco Rd.
14	Industrial Loop	Pleasant Ave. From Cash St. to Lincoln St.
15	Industrial Loop	Lincoln St. ext. from Pleasant Ave. to Broadway
16	Running Hill Rd.	
17	Waterman Drive	Broadway to E St.
18	Westbrook St.	
19	Western Ave.	

Source: South Portland Police Department

The South Portland Police Department actively conducts enforcement of through-truck traffic on key collector streets that are not designated truck routes. These “No Truck Zones” include: Huntress Avenue, Sylvan Road, Evans Street, Nutter Road, Anthoine Street, Woodbury Street, Skillings Street, and Pleasant Avenue.

Traffic Signal Management

An effective way to regulate traffic patterns is through signal management. By controlling and timing traffic lights from a central location, the City can regulate traffic flow during peak hours. South Portland currently has a limited traffic signal management in place in two sections of the City: 1) the Maine Mall area; and 2) the Broadway corridor. Signals in these areas are controlled by a computer that is housed at the West End Fire Station.

Parking Facilities

The only major public parking area in the City of South Portland is a paved 150-vehicle lot at Willard Beach. The 150 parking spaces at Willard Beach are inadequate to handle the large number of visitors to the beach; this is apparent from the heavy overflow parking in the Willard Beach area.

The City's ordinance currently requires off-street parking for all new development. In addition, the City's parking standards set minimum parking requirements based on either the type of use or specific criteria such as square footage, floor area, number of employees or number of seats. Most development projects propose a number of parking spaces significantly higher than the minimum and consequently create excessive parking.

More compact parking spaces in South Portland could fill the need for parking without increasing the amount of paved surface. Currently, South Portland's ordinance permits compact car parking at shopping centers which are required to have in 100 parking spaces or more; with the Planning Board's permission, one-third of these which may be reduced to compact spaces.

Two areas within South Portland, the Knightville/ Mill Creek and the Maine Mall area, contain significant non-municipal parking. The Knightville area has mostly on-street parking, which does not create a problem for motorists. In the Maine Mall area, there are large expanses of parking that could be used for parking garages, shuttle buses, and commuter lots.

Noise Concerns

The Portland Jetport updated their existing noise impact study in 2006 in response to an increased number of flights and changing aircraft fleet. Aircraft noise monitor sites were established throughout Portland and South Portland. Out of the five sites in South

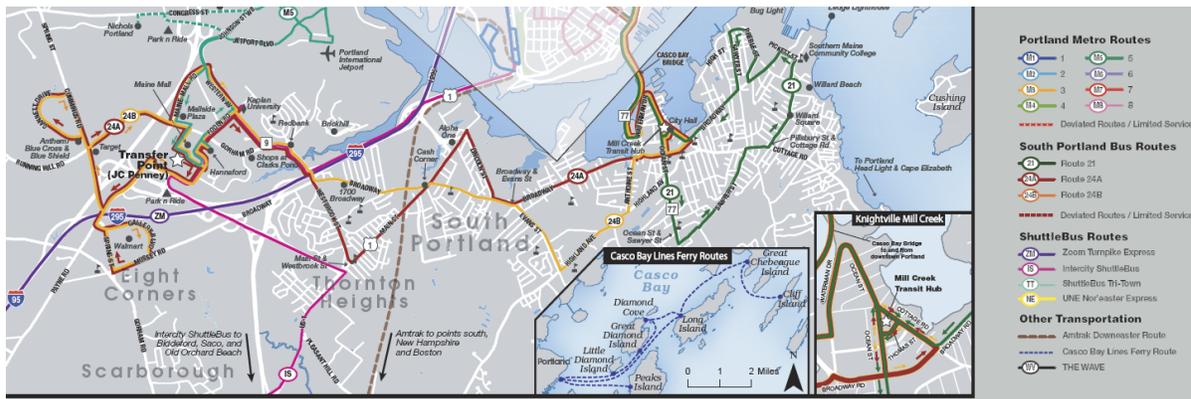
Portland, the area around the former Maine Youth Center (now the Brick Hill development) recorded the loudest average noise level over a 24-hour period at 62 decibels. The development sits about 2,500 feet south of one of the airport’s runways.³⁴

Several areas surrounding the I-295 corridor in South Portland have also generated noise concerns. The east side of I-295 (between Exits 3 and 4) is an urban neighborhood in South Portland that has experienced interstate-related noise levels above 66 decibels. Only one other urban area near I-295 (Exit 9 in Portland) has experienced noise levels that high.³⁵

Public Transportation

South Portland is served by three different fixed-route, scheduled bus systems: the City of South Portland Bus System, the Greater Portland Transit District METRO, and the Intercity ShuttleBus. Figure E.3 shows the locations of these bus routes through the City.

Figure E.3: Public Transportation Network in South Portland Area



Source: PACTS

South Portland Bus System

The South Portland Bus Service operates fixed route public transit service throughout South Portland, into downtown Portland, and into a Scarborough shopping area off Payne Road near the Maine Mall. Three routes cover approximately 725 miles per day and provided over 214,569 passenger trips in 2010. All City buses are lift-equipped and

³⁴ http://www.portlandjetport.org/about_the_portland_international_jetport/part_150_noise_study

³⁵ http://www.maine.gov/mdot/planningstudies/i295cs/documents/pdf/ExistingConditions_295Corr_Ma y2010.pdf

wheelchair accessible. The South Portland Bus service connects with the METRO Bus system through a free transfer system giving its riders a broad, regional travel area with access to the Biddeford-Saco-Old Orchard Beach Shuttlebus, the Jetport, Casco Bay ferries, Greyhound Bus, Concord Coach, AMTRAK Downeaster, and other modes of transportation.

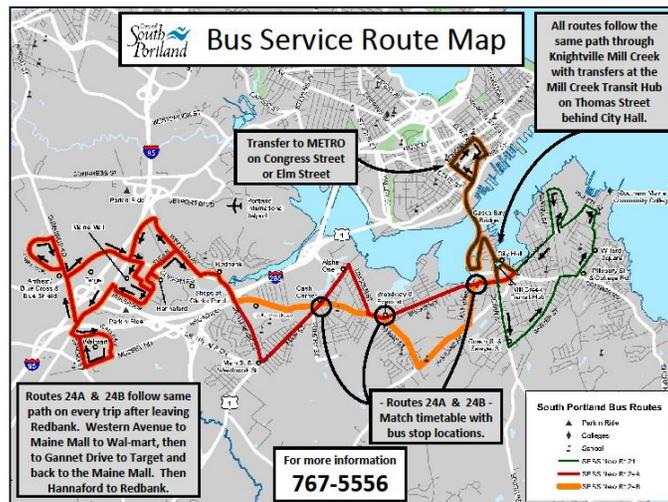
South Portland Bus Service staff consists of a director, operations supervisor, one mechanic, 10 full-time bus drivers and one part-time bus driver. The fleet includes eight buses.

The Bus Service provides service on three weekday routes from 5:30 a.m. until 10:55 p.m. Two buses operate on Saturday covering two routes from 6:40 a.m. until 6:53 p.m. There is no bus service on Sunday.

The three South Portland Bus Service Routes are Route 21 (Willard Square and SMCC), Route 24A (Maine Mall via Main Street) and Route 24B (Maine Mall via the Community Center).

- Route 21 (Willard Square and SMCC) connects Willard Square and SMCC to downtown Portland via the Transit Hub behind City Hall in South Portland. Route 21 operates in a single, counter-clockwise loop every 45 minutes throughout the day. Travel time is 22 minutes from downtown Portland to SMCC and 23 minutes back.
- Route 24a (Maine Mall via Maine Street) and Route 24B (Maine Mall via Community Center) operate on 1.5-2 hour headways from downtown Portland with 40 minutes between the Maine Mall and downtown Portland. Route 24A goes down Broadway to Redbank via Lincoln Street, Main Street, Cash Corner, and Westbrook Street, while Route 24B follows Anthoine Street to Highland Avenue to Evans Street, then to Redbank via Cash Corner on Broadway. Both 24A and 24B provide service to the developed area west of the Maine Mall. Every 24A and 24B trip follows the same route from the Maine Mall to Philbrook Avenue to Maine Mall Road, then to Payne Road, Gallery Blvd., Mussey Road, and Spring Street in Scarborough. The route returns to Payne Road and turns up Cummings Road to Gannett Drive and back to the Maine Mall via Running Hill Road/Gorham Road.

Figure E.4: Map of South Portland Bus Routes

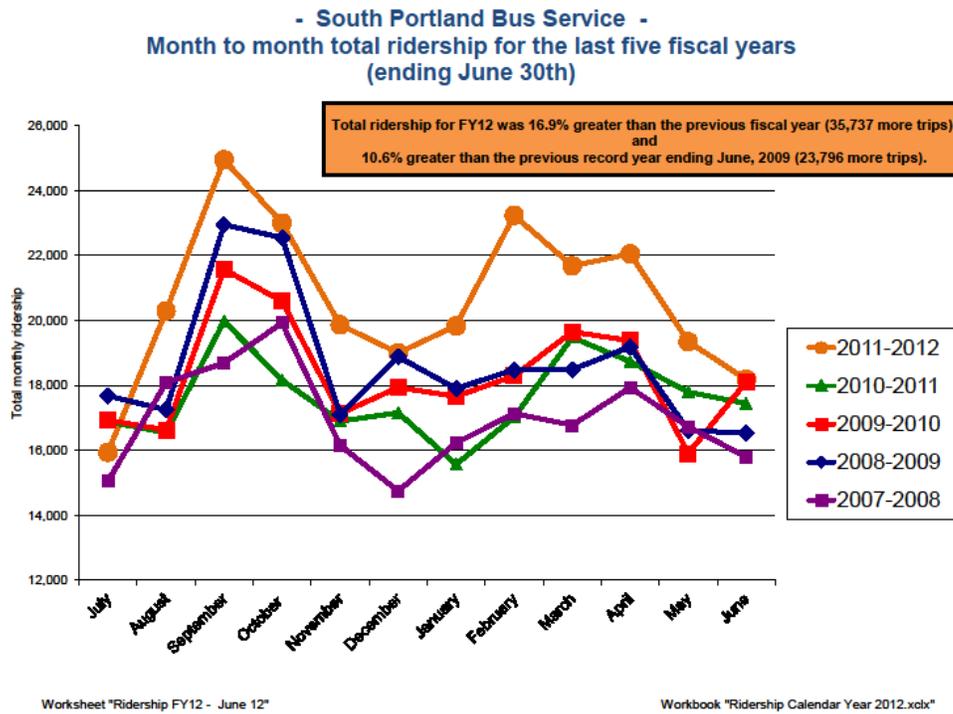


There is a reduced level of service with route changes on Route 21 (Willard Square) and Route 24A (Maine Mall via Main Street) on Saturdays and Minor Holidays, and no Saturday service for Route 24B (Maine Mall via Community Center). Buses operate from 6:00 a.m. until 11:10 p.m. There are no route deviations.

Figures E.5 and E.6 below present ridership trends by month and year. Based on surveys conducted approximately every two years, the percentage of riders who are "transportation dependent" has remained about the same. This suggests that big jumps in bus ridership are people who have a choice and are selecting to ride public transportation.

Ridership on the South Portland bus system rose 17% from 2011 to 2012. Roughly half the growth from 2011 to 2012 was in full fare customers paying cash at the fare box, using 10-ride tickets, or monthly bus passes. Slightly less than half of increase in student category, predominantly SMCC students who ride the bus for free by showing current ID card. (The South Portland Bus Service is reimbursed by SMCC at \$1.25 for every student trip).

Figure E.5: Month to Month Ridership



Source: South Portland Bus Service

Table E.8: South Portland Fares

Type	Fare
Adult (single full fare)	\$1.50
Student fare	\$1.25
Senior citizens or disabled	\$.75
Full fare 10-ride ticket	\$13.50
Student 10-ride ticket	\$11.25
Senior 10-ride ticket	\$6.75

Average sources of funds for South Portland Bus Service operations, excluding the Capital Improvement Program, for FY2007 – FY2011 (budgeted amount) are shown below. The Bus Service typically does not receive State of Maine bond funds for maintenance, and in more recent years has not used Federal grants for vehicle maintenance purposes.

**Table E.9 Average Sources Of Funds For Bus Service Operations
2007-2011**

Sources of funds - 5 yr. average	Percentage	Amount
Fare box	16.9%	\$198,000
Advertising	1.1%	\$12,800
Municipal taxes	66.0%	\$773,400
Maine DOT grant for operations	0.8%	\$9,900
Maine bond funds for maintenance	0.5%	\$6,000
Federal grant for operations	12.7%	\$148,900
Federal grant for maintenance	1.6%	\$18,700
Federal grant for training	0.2%	\$2,400
Total	100%	\$1,172,000

Source: South Portland Bus Service

Approximately 94% of the Bus Service budget is determined by four things: staffing, vehicle maintenance, fuel, and complementary paratransit service (mandatory to meet federal ADA requirements). These four budget items are closely intertwined. Taken together, they broadly define the level of service the Bus Service is able to provide.

The City's Transit-Oriented Development Tax Increment Financing District (Transit TIF) is an excellent potential source of funds to expand public transportation. The Transit TIF will capture twenty-five percent (25%) of the increase in the value of real property located in the Transit TIF District. Funds will support, for example, increased frequency of buses on current bus routes through purchasing new buses, supporting new bus operator salaries, purchasing necessary vehicle fuel and parts replacements as well as adding new transit facilities/bus stops and bus shelters.

Greater Portland Transit District METRO

METRO bus service offers a variety of routes around Portland, Westbrook, Falmouth and the Maine Mall area of South Portland. METRO connects to the South Portland City Bus, ZOOM-ShuttleBus (to Biddeford, Saco and Old Orchard Beach) and Casco Bay Lines.

Intercity ShuttleBus

The ShuttleBus Intercity Service (based in Biddeford, Saco and Old Orchard Beach) connects those areas with Scarborough, South Portland (via the Maine Mall) and Portland.

Regional Transportation Program (RTP)

The City of South Portland participates in a regional, complementary paratransit program to transport passengers whose disability interferes with their ability to use the fixed-route system. This mandatory service is through a contract with the Regional Transportation Program (RTP) and provided over 4,355 passenger trips in CY 2011 to South Portland residents. RTP runs 34 different routes across Cumberland County each day, doing door-to-door rider pickups and drop-offs. As of September 2010, rates for RTP rides are \$2.50 within a single town or neighboring towns, or \$5.00 for rides between non-adjacent communities.

Regional Transit Coordination

In 2007, PACTS completed a study regarding the needs for improving connections among the various transit providers in the Portland area³⁶, including all of the bus systems that service South Portland. The central finding of the study was that “the ultimate goal of any transit system is to increase ridership,” and that the central aim of the study was, “increased public benefit and relevance of public transit in the region.”

The study concluded that there were three basic deficiencies in the coordination among the region’s transit systems:

1. Disconnected bus stop locations;
2. Mismatched schedule times; and
3. Limited traveler information.

The proposed solution was based on the “Four Cs Approach,” which is: Communication, Coordination, Collaboration, and Consolidation. Since the report was published, PACTS has published the *Greater Portland, Maine Transit Guide*, a comprehensive map and schedule of all transit service in the region, and ongoing discussions have progressed regarding improving coordination of bus stops and scheduling.

Bicycle and Pedestrian Facilities/Off-Road Connections

South Portland has an extensive network of bicycle and pedestrian routes. Its centerpiece is the South Portland Greenbelt Walkway, a 5.7-mile long paved, off-road trail that runs from Bug Light Park through the Knightville/Mill Creek area, then along the Fore River past Elm Street to a former railroad bed that runs southward to the Wainwright Recreational Complex off of Highland Avenue. The trail continues as an on-

³⁶ PACTS *Regional Transit Coordination Study*, May 2007

road trail on Highland Avenue to the Scarborough town line. A complete list of publicly-used open spaces and amenities can be found in the Recreation section. The City of South Portland is currently working with consultants to document and map sidewalk and trail conditions.

Table E.10: On-Road Bikeway Network

	Bicycle Lane (miles)	Paved Shoulder (miles)	Shared Lane (miles)	Total (miles)
South Portland	2.0	6.8	4.0	28.5

Source: PACTS Regional Bicycle & Pedestrian Plan Update, November 2009

Table E.11: South Portland Neighborhood Ratings (PACTS Regional Bicycle & Pedestrian Plan Update, November 2009)

Neighborhood	Rating	Issues
Knightville	Good	Recent zoning changes that promote mixed use, high density, and quality design enhance pedestrian orientation.
Millcreek	Fair	Suburban style development, large setbacks oriented toward parking lots
Maine Mall Area	Poor	Gaps in sidewalks, big box retail oriented toward parking lots and driveways
Main Street/Route 1	Fair	Strip highway commercial district with auto orientation, existing moderate density neighborhoods around commercial center could help rejuvenate the area

The Greenbelt is the northernmost section of the Eastern Trail, and is planned to connect all the way to Kittery. There is an existing, four-mile long, off-road segment that terminates at the Nonesuch River in Scarborough, about one mile south of the Wainwright Recreational Complex. A 2006 study by the Eastern Trail Alliance³⁷ recommended building a 1.26-mile off-road connector that would cross the Nonesuch River, run along the old Eastern Railroad bed, then along Pleasant Hill Road, through some industrial properties, then along Old Bog Road to the current terminus. This routing would require reconstructing two bridges, one over the Nonesuch River and one over then Maine Central Railroad Mainline. The total cost (as of 2006) was estimated at

³⁷ *Eastern Trail: Scarborough to South Portland Connector*, Wilbur Smith Associates, September 2006

\$1.52-1.68 million. If this project is completed, there will be a continuous 12-mile long off-road segment from Pine Point Road in Scarborough all the way to Bug Light Park.

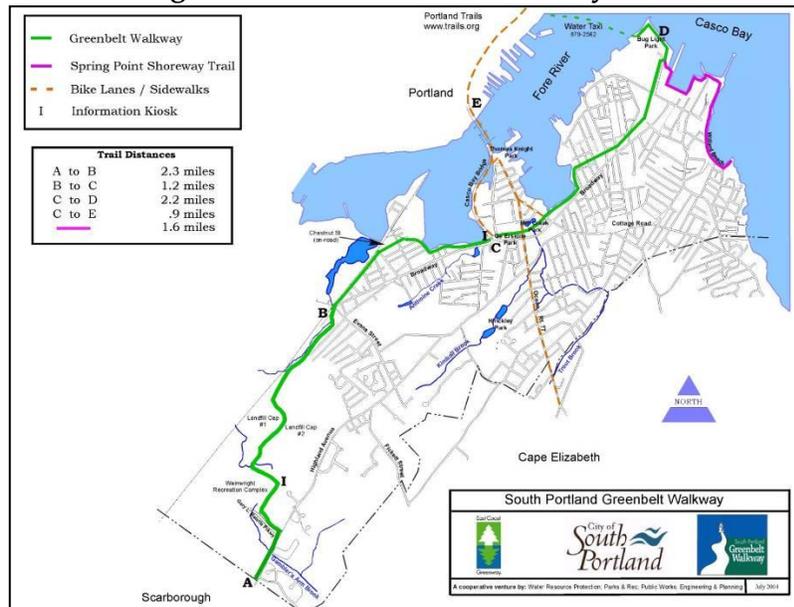
The City’s other major off-road trail is the Spring Point Shoreway, a 1.6 mile-long, paved, off-road trail that connects to the Greenway at Spring Point, and then runs through the SMCC campus to Willard Beach.

In addition to these off-road trails, there is also an officially designated bicycle route along Ocean Street, from the Cape Elizabeth town line to Thomas Knight Park. A short trail connects from this point to the Casco Bay Bridge, where there is a shoulder bicycle lane into Portland. In addition to these paths, there are also walking/hiking trails at Hinckley Park, and sidewalks throughout the community.

There are presently no off-road trails in the City’s western sections, though a plan for the Maine Mall area has been completed that calls for a trail connection between Clarks Pond and the Brick Hill area.

South Portland established a Bike-Ped Committee in 2011 to address bicycle and pedestrian issues within the City. Members include several City council members, regional planners and local citizens. The committee held a bike-ped community forum in December 2011 to help identify priorities, problem spots and potential community projects.

Figure E.6: South Portland Trail System



Source: City of South Portland

Rail Lines

There are approximately 5.8 miles of active main railroad lines in South Portland. One railroad line, approximately three miles in length, runs from the South Portland/Scarborough border along the side of Rigby Yard, and ends at Turner Island at the water's edge. The second line, which is approximately 2.75 miles in length, runs from the South Portland/Scarborough border through Rigby Yard, Calvary Cemetery and eventually crosses the Fore River and enters Portland. This line carries the Amtrak Downeaster passenger train, which connects Portland to Boston. In addition, there are approximately 45 miles of side track in South Portland, with the majority of which are located in Rigby Yard, with a few miles of siding on Turners Island and the Rolling Mills area. Side tracks primarily serve as service, maintenance and switching areas.

Rail continues to play an important role in the servicing of the industrial and commercial facilities in South Portland. The majority of rail facilities and sidings in the Portland region are located in the Rigby Yard area of South Portland. Moreover, rail service is essential to a number of existing shipyard enterprises in South Portland. Nevertheless, it is unlikely that rail will play a major role in stimulating new growth, except where siding facilities exist adjacent to vacant land (such as in the Rigby Yard area and on Turners Island). Pan Am Railway, the principal owner of the rail lines in South Portland, has plans to develop approximately 200 acres of its east yard into an industrial park, thus decreasing the handling capacity of Rigby Yard.

Although the Amtrak Downeaster does not stop in South Portland, residents can access stops in both Portland and Saco.

Airport

The Portland International Jetport, spanning Portland and South Portland, is operated by the City of Portland. The jetport was purchased by the City of Portland in 1937 and has been owned and operated by Portland since that time. It occupies 588 acres of land; the upper portion is located in the City of Portland and the lower portion is in the City of South Portland. There are two runways: one 7,200 feet by 150 feet with precision instrument approaches at both ends, and the other 5,000 feet by 150 feet which is a visual runway only.

The Jetport is presently served by seven airlines: Air Canada, AirTran, Continental, Delta, JetBlue, United, and US Airways, with direct service to Toronto and 11 U.S. cities, including New York, Chicago, Washington, Detroit, and Atlanta. Additionally, charter operator Twin Cities Air Service offers direct service to Yarmouth, Nova Scotia. In 2010, there were 881,711 passenger enplanements at the Jetport, up 44% from 2002. During the

same period, though, the total number of aircraft operations actually declined from 20,848 to 16,905³⁸. These figures reflect the fact that airlines have been increasingly serving the Jetport with jumbo jets and regional jets instead of commuter planes.

The Jetport has about 3,500 parking spaces, including a five-story parking structure. In response to increased passenger activity, the Jetport is undergoing \$75 million major terminal expansion. The project, which will be completed in 2012, will add three gates, eight security screening lanes, and improved access.

³⁸ *Portland International Jetport, Financial Statements for the Years Ended June 30, 2009 and 2008*

Issues and Implications

- Several of South Portland's collector roads are in need of rehabilitation, with a total estimated cost of \$10.5 million. This includes significant stretches of Broadway, Cottage Road, Highland Avenue, and Evans Street.
- A number of bridges and culverts in South Portland are in need of substantial repairs, but these bridges are all owned by the state, so the City will need to work proactively with MaineDOT to ensure that they remain safe and functional.
- There are many intersections in South Portland with high crash rates, the most severe of which occur when limited access highways and surface roads come together. Recent upgrades to the Westbrook Street/I-295 interchange have greatly improved safety, but more investments will be needed to address other problem locations. Surface intersections that remain problematic include Broadway and Ocean Street and Broadway and Westbrook Street.
- The parking shortage at Willard Beach is a persistent problem for the City, one that could be addressed through management and off-site parking/transit services.
- South Portland's bus system ridership rose 17% from 2011 to 2012, with slightly less than half of new riders coming from a new partnership with SMCC. The City should continue to pursue this relationship, and consider potential partnerships with other employers and educational institutions.
- South Portland's bus system provides good weekday service to local users, but weekend service is limited, and connections with other transit services are often difficult. The City should continue to work with PACTS and other transit systems to ensure better coordination in the future.
- The City should work proactively to complete the final off-road segment of the Greenbelt Trail and to connect it with the Eastern Trail segment in Scarborough, as this would provide a continuous, 12-mile off-road trail.
- The 2011 Bike-Ped Community Forum identified a series of pedestrian and bicycle problem spots, especially near the I-295 interchange and the Western section of the City.

Appendix F: Housing

Introduction

Housing is an integral part of a community's character. It defines neighborhoods and is an important factor in economic and service development. This chapter describes South Portland's current housing stock, analyzes owner and rental trends, and looks at issues that may affect South Portland's future housing opportunities.

Existing Housing Stock

From 1990 to 2010, South Portland added about 1,500 units to its housing stock, with the number of units increasing from 9,713 to 11,484. More than 80 percent of the new units added were single-family homes, leading to a slight shift in the ratio of single-family to multi-family units in the City. In 1990, this ratio was 60% single-family and 40% multi-family; by 2008 it was 63-37.

Looking more closely at unit types, there have been shifts in the types of multi-family and other units in South Portland since 1990 (see Table F.1).

Figure F.1: Housing Units in South Portland



The inventory of both single-family attached and detached units increased substantially from 1990-2008, with more than 1,000 detached units and about 150 attached units added. The multi-family inventory saw increases in smaller and larger properties, but

declines in the middle. The number of units in 2-4 unit buildings increased by about 300, and there were 238 units added in buildings with more than 20 units. Meanwhile, the number of units in 5-19 unit buildings dropped by 184.

Another shift has been the loss of mobile home units. In 1990 there were 103 mobile home units in South Portland. By 2000 there were just 10, and there were no mobile homes reported in the City by 2008.

Table F.1: Housing Stock by Unit Type, 1990-2008

Units in Structure/Type of Structure	1990	2000	2008*	% of Total, 2008
1, detached	5,408	5,960	6,482	60.5%
1, attached	384	407	535	5.0%
2	1,041	1,125	1,269	11.9%
3 or 4	808	882	867	8.1%
5 to 9	358	381	350	3.3%
10 to 19	522	467	346	3.2%
20 to 49	229	149	314	2.9%
50 or more	392	660	545	5.1%
Mobile home	103	10	0	0.0%
Boat, RV, van, etc.	43	6	0	0.0%
Source: US Census				
*US Census American Community Survey Estimates				

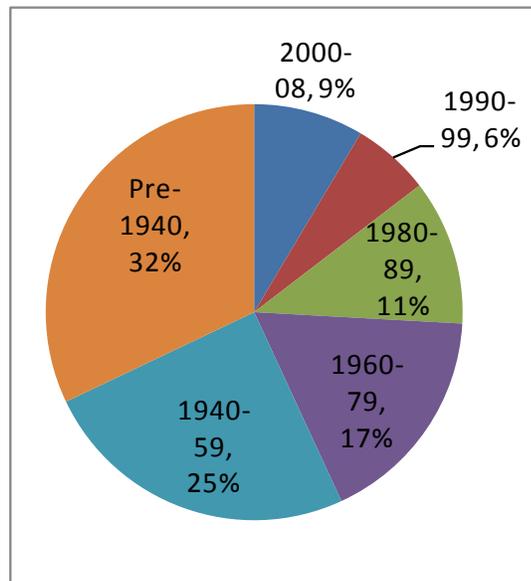
Another aspect of the City’s housing stock not documented by the above figures is student housing at Southern Maine Community College (SMCC). As of 2010, SMCC has two dormitories on its South Portland campus, with a total bed capacity for 413 students.

Age and Condition of Housing

South Portland has an aging housing stock. Almost 6,400 of its 11,212 existing units (57%) were built prior to 1960. Another 28% were built between 1960-1990, and just 15% have been built since 1990 (see Figure F.2).

The City of South Portland has not conducted a comprehensive review of housing conditions, but its Community Development program has tracked conditions in the City’s older neighborhoods as part of its housing rehabilitation initiative. The greatest needs for housing rehabilitation are in the Ferry Village and Redbank neighborhoods, which are both older areas.

Figure F.2: Age of South Portland’s Housing Stock



Source: American Community Survey, 2008

Affordability

Affordable housing for homeowners is defined in Maine’s Growth Management Act as housing in which the mortgage payment, taxes, insurance, condominium fees, and utilities do not exceed 33% of the homeowner’s gross income. For renters, the standard is 30% of gross income for rent and utilities.

According to the 2000 U.S. Census, 26.2% of renters and 13% of homeowners in South Portland spent 35% or more of their income in housing costs (see Table F.2). As a group, those earning less than \$10,000 were especially hard hit, with 54.4% of renters and 75.5% of homeowners spending more than 35% of their income on housing.

While much of this data was not collected in the 2010 Census, the 2008 American Community Survey found that 55 percent of renters in South Portland were unable to afford the average two-bedroom rent, and that 62 percent of households were unable to afford the average median house price.

Table F.3 compares changes in the median rent, the median home sales price, and the median household income in South Portland between 2005 and 2009. The changes reflect larger trends in the region in recent years. Following the housing boom of the early 2000s, housing sale prices in South Portland peaked in when the median home sale price reached \$218,000 in 2006. Since then, the median price has decreased; it was \$182,950 in 2009. The City’s affordability index followed suit, increasing from 0.66 in 2005 to 0.86 by 2009 (the affordability index is defined as the ratio between the housing price that a household earning the local median income can afford and the actual median sales price). Rental housing prices, however, have not declined. The average two-bedroom rent in 2009 was \$1,056; in 2007, that number was \$1,009.

	South Portland	Maine
Renters*		
< \$10,000	54.4%	60.1%
\$10,000 - \$19,999	64.1%	48.1%
\$20,000 - \$34,999	23.2%	12.0%
\$35,000+	1.3%	2.6%
All Renters	26.2%	27.4%
Homeowners**		
< \$10,000	75.5%	68.1%
\$10,001 - \$19,999	43.1%	39.6%
\$20,000 - \$34,999	30.4%	23.6%
\$35,000 +	3.6%	14.8%
All Homeowners	13.0%	14.7%
Sources: Maine State Planning Office, 2000 U.S. Census “Specified owner and renter occupied housing units (These units differ from total units in that they exclude properties with a housing unit on 10 acres or more and housing units with a commercial establishment or medical office on the property.) * Renter costs are based on gross rent ** Owner costs are based on monthly expenses including mortgages, insurance, utilities, and ownership fees		

Table F.3: 2005-2009 Household Income And Housing Expenses

	2005	2006	2007	2008	2009
Median Home Sales Price	\$215,000	\$218,000	\$214,000	\$195,000	\$182,950
Average rent (2 bedroom incl. utilities)	\$972	\$1,007	\$1,009	\$1,085	\$1,056
Median household income	\$48,081	\$48,626	\$49,327	\$50,757	\$53,258
Affordability Index*	0.66	0.69	0.71	0.80	0.86

Source: Maine State Housing Authority

*Affordability Index is defined as the ratio between the housing price that a household earning the local median income can afford and the actual median sales price.

Definition of Very Low-, Low-, and Moderate-Income Households

Maine strives to ensure a supply of affordable housing in three income groups: very low-income (less than 50% of county median household income); low-income (51%-80% of county median household income); and moderate-income (81%-150% of county median household income).

Table F.4 on the following page provides the incomes for each of these groups in Cumberland County. According to the Maine State Housing Authority (MSHA) the median household income for South Portland was \$53,258 in 2009. Based on this definition, a very low-income household earns less than \$26,629 per year. A low-income household earns between \$26,629 and \$42,606, and a moderate-income household earns between \$42,606 and \$79,887. Table F.4 also shows the rent and home purchase price ranges affordable to households in each of the income categories, as well as the estimated number of households in each in 2008. The estimated number of households is:³⁹

- 2,198 very low-income households (earning less than \$26,629)
- 1,796 low-income households (earning \$26,629-\$42,606)
- 3,769 moderate-income households (earning \$42,606-\$79,887)

³⁹ Estimates are based on Planning Decisions' adjustments of 2008 American Community Survey data.

**Table F.4: Affordability Summary For South Portland Based On
2009 South Portland Median Income Of \$53,258**

	Very Low- Income	Low- Income	Moderate- Income
% of MSA Median Income	50%	51% - 80%	81% - 150%
Household Income	≤\$26,629	\$26,629 - \$42,606	\$42,606 - \$79,887
# of Households (est.)	2,198*	1,796	3,769*
Rental Market			
Affordable Gross Rent* (at 30% of income)	<\$665	\$665 - \$1,065	\$1,065 - \$1,997
Home Purchase			
Affordable Mortgage (inc. PITI and utilities at 33% of income)	<\$740	\$740 - \$1,184	\$1,184 - \$2,219
Minus property taxes, insurance and utilities	\$300 ¹	\$300 ¹ - \$380 ²	380 ² - \$410 ³
Affordable Principal and Interest Mortgage Payment	<\$440	\$440-\$804	\$804-\$1809
Affordable House Purchase Price with MSHA program 10% down, at 5.7% interest for 30 years (including PMI)	\$83,000	\$83,000 - \$152,000	\$152,000 - \$343,000
Sources: Planning Decisions, Maine State Housing Authority 1) assuming monthly costs of \$100 for taxes and insurance, \$200 for utilities 2) assuming monthly costs of \$180 for taxes and insurance, \$200 for utilities 3) assuming monthly costs of \$210 for taxes and insurance, \$200 for utilities			

Housing Affordability

The maximum affordable rent for very low-income households in South Portland is \$665, well below the average rent for one-bedroom units (\$852) or two-bedroom units (\$1,056) in the City.⁴⁰ There are few market rate units available in this price range in South Portland. However, MSHA does report that there are 984 subsidized rental units in the City, of which the majority (509 units) is reserved to seniors.

Households headed by the youngest and oldest residents are most affected by lack of affordable housing. According to 2008 American Community Survey data, 51% of households headed by a person under 25 earned less than \$25,000 per year, as did 42% of households headed by someone age 65 or older. In contrast, just 16% of households headed by 25-64 year-olds earned less than \$25,000 per year. Many low-income seniors, however, live in homes with either low payments or no mortgages.

Home ownership opportunities are limited for those in the very low-income bracket. In September 2010, the multiple listing service (MLS) had no properties listed below \$83,500

⁴⁰ As reported by Maine State Housing Authority; average rent figures include utilities.

(the affordable price for a very low-income household) in South Portland. The lowest price home offered for sale was a very small (624 SF) home, listed at \$90,000.

Number of Households in Need of Affordable Housing

Not all low-income households have unmet housing needs. Some are rent older private units or subsidized affordable units, while other – because of age or employment status—choose not to buy a house. Some senior households or inheritors of family property may have a relatively low income but already own their home and are content where they are.

There are several groups that may have unmet affordable housing needs in South Portland:

Moderate income households (\$40,000-\$75,000) headed by a person age 25-44. According to American Community Survey data, there were 1,484 such households in South Portland in 2008. The 2008 American Community Survey reports that 58.6% of urban Maine households own houses. This percentage suggests a need for approximately 870 affordable homes for this population in South Portland.

Very low-income (less than \$25,000) elderly households. Approximately 42% households headed by a person age 65 or over in South Portland have household income less than \$25,000. According to the Maine State Housing Authority (MSHA), 358 senior-headed households in South Portland have incomes in this range. However, the City has an inventory of 509 subsidized senior housing units, so this need is likely being met at this time.

Low-income (less than \$25,000) non-elderly households with a need/desire to rent. South Portland has approximately 1,547 households headed by a person younger than age 65 in this income range. The Maine State Housing Authority estimates that approximately 796 of these households are currently in need of rental housing that costs less than \$667 per month. There are 613 subsidized units available to these households (449 subsidized units and 164 Section 8 vouchers), leaving a gap of 183 rental units.

South Portland Housing Authority

Founded during World War II to help house the families of defense workers, the South Portland Housing Authority (SPHA) has maintained a comprehensive affordable housing program in the City for nearly 70 years. SPHA's mission is: "to provide quality housing for low to moderate income, elderly, individuals with disabilities and families in

need.”⁴¹ As of 2010, SPHA owns and manages a total of 518 units, including six public housing complexes with a total of 422 units, plus an additional 96 family units scattered throughout the City. SPHA also manages the City’s Section 8 housing vouchers.

Supply of Affordable Housing

The City of South Portland has a wide range of subsidized affordable housing opportunities, both rental and owner. Table F.5 shows the 2009 inventory of subsidized housing units; in addition to the 984 directly subsidized units, the South Portland Housing Authority has a complement of 349 Section 8 vouchers. The total supply of subsidized housing units in South Portland (1,333) represents about 12% of all housing units in the community.

Table F.5: Supply of Affordable Housing, 2009

Sponsor	Total	Family	Senior	Disabled	Special
HUD		6	0	0	6
SPHA/HUD		346	96	250	0
SPHA/HUD/MSHA		92	10	82	0
SPHA/MSHA		203	0	177	0
MSHA		337	297	0	0
Total Units	984	403	509	6	40

Source: Maine State Housing Authority

Table F.6 profiles the individual subsidized and/or income restricted housing developments in South Portland.

⁴¹ <http://spha.net/>

Table F.6: South Portland Subsidized/Income Restricted Housing Developments

Housing Complex	Population	Year Built	# Units
Adam Court	Elderly and People w/Disabilities	n/a	10
Betsy Ross House	Elderly and People w/Disabilities	1999	123
Brick Hill Cottages	Family	2006	43
Brick Hill Heights	Family	2008	30
Brick Hill Townhouses	Elderly and People w/Disabilities	2005	66
Cortland Court	Family	1985	32
Hazard Towers	Elderly and People w/Disabilities	1973	100
Landry Village	Elderly and People w/Disabilities	1977	50
Mill Cove	Elderly and People w/Disabilities	1982	82
Preble Street	Family	na	5
Ridgeland Estates	55+ Adults	1993	80
St. Cyr Court	Elderly and People w/Disabilities	1981	100
Various SPHA Family Units	Family	na	96

Source: Maine State Housing Authority

The private market also provides an important component of South Portland's affordable housing stock. A search of apartment listings on Craigslist.org in September 2011 showed about a half dozen units for less than \$665, the "affordable" price for a household earning 30% of area median income. South Portland also has a significant supply of hotel and motels that rent rooms by the week or month in the off-season from September to May.

Local Responses

The City of South Portland has a comprehensive Community Development program funded by federal Community Development Block Grant (CDBG) program. Over the past several years, this program has maintained a housing rehabilitation initiative for low-income homeowners, including renovations to homes in older neighborhoods such as Ferry Village, Redbank, Knightville and Willard Square. On average, five units per year are renovated with CDBG funds; most of the money goes towards heating systems and energy efficiency improvements.

The City of South Portland's new Transit-Oriented Municipal Development program and Tax Increment Financing District (Transit TIF) is aimed in part at increasing the availability of affordable housing in transit-accessible areas of the City. The City has designated 15 key parcels along existing bus lines or in proximity to current or future transit hubs. New tax revenue to be earmarked for transit improvements on these

parcels, and zoning incentives will increase allowable densities and heights, thus allowing more housing units to be built.

In addition to managing Section 8 subsidized housing units, the South Portland Housing Authority is now aiming to improve affordable home ownership opportunities through its HUD-funded Neighborhood Stabilization Program (NSP). SPHA has already acquired three properties under this program that it is rehabilitating for resale to moderate income households at reduced purchase prices. The program, established in 2010, aims to acquire additional properties over time as it sells its available units.

Affordable Housing Goal

The State of Maine requires that each municipality “seek to achieve a level of 10% of new residential development, based on a 5-year historical average of residential development in the municipality, meeting the definition of affordable housing.” Creative approaches are encouraged, including cluster zoning, reducing minimum lot and frontage sizes, increasing densities, and use of municipally owned land.

There were a total of 389 housing units developed in South Portland between 2005 and 2009, an average of 78 per year. In order to meet the 10% state requirement, the City needs to add about 8 affordable units each year. The City’s Transit TIF and CDBG efforts, along with SPHA’s Neighborhood Stabilization Program and ongoing affordable and elderly housing projects have added more than the required 10% of units in recent years.

Housing Assistance

General Assistance & Homelessness

The City of South Portland has a financial general assistance program to help residents having difficulty meeting basic needs. Basic needs assistance includes support for housing, utilities (electricity and heating fuel), and food. The program is funded by local property taxes with a 50% reimbursement from the state.⁴²

The General Assistance Department has instituted policies that ensure that all South Portland residents in need of shelter have their needs met. Any resident who contacts the office in need of shelter is directed to a homeless shelter. Since all local homeless shelters are in Portland, South Portland’s General Assistance Department developed a Memorandum of Understanding with the Maine Department of Health & Human

⁴² <http://www.southportland.org>, General Assistance page

Services and local shelters, under which the City will reimburse Portland shelters that houses a person or family sent from South Portland.

Issues and Implications

- More than 80% of the new housing built in South Portland since 1990 is single-family. This seems to contradict the fact that the City's average household size has fallen off during that period.
- More than half of the City's housing units were built prior to 1960. Ensuring that older units continue to meet modern energy efficiency standards and service levels will pose an ongoing challenge to the community.
- The median home sale price in South Portland has declined since 2005, but the median priced home remains out of reach for a household earning the local median income. Housing rental rates in the City have continued to rise.
- Homeownership options are very limited for low to moderate income households in South Portland; even modestly priced houses beyond the budget of such households.
- Moderate income families headed by people aged 25-44, very low income elderly residents, and low-income family renters have the greatest unmet housing needs in South Portland

Appendix G: Public Facilities

Introduction

Public Service Facilities are the systems and programs that run a city. They include Emergency Services, Public Works, Municipal Services, Utilities, and School Facilities on which residents and businesses rely. This chapter explores the current condition of these facilities, identifies pressures affecting their growth, and highlights some of the issues they may face in the future.

Emergency Services

Police

South Portland's Police Department (SPPD) serves the fourth largest city in the State of Maine with a resident population of approximately 23,700. In addition, SPPD polices the City's commercial, business and retail sections, including the Maine Mall. SPPD estimates its total daytime commuter and shopper population at over 140,000.

SPPD responds annually to over 34,800 calls for service. It is staffed by 52 sworn officers, along with four full-time and two part-time civilian support personnel.⁴³ Police headquarters is located at 30 Anthoine Street, and the SPPD believes that its needs are being adequately met by this facility. Depending on the availability of personnel, SPPD has patrol plans based on four cars and five cars. There are at least four officers, plus one supervisor, on duty at any given time.

The department is organized into two divisions. The Patrol and Community Services Division officers respond to calls and address police issues. The Investigative and Support Services Division includes Detective, Technical Services/Crime Scene, and Communications personnel. South Portland Police officers are certified by the Maine Criminal Justice Academy and attend annual trainings to maintain certification.

Services offered by the SPD include:

- 24-hour a day patrol
- Collision investigation; parking and traffic enforcement
- K-9 tracking teams
- A Special Reaction or "Tactical" Team (SRT) for high risk calls.

⁴³Police Department Summary. City of South Portland Police Department. Web. 7. July. 2010. <www.southportland.org>

- A Crisis Intervention Team (CIT), to respond to people experiencing a mental health crisis.
- Educational and preventive interaction in the schools (High School Resource Officer and Officer Friendly / K.C.Safe program)
- Maine Mall/Business Officers to assist with retail crime and shopping issues

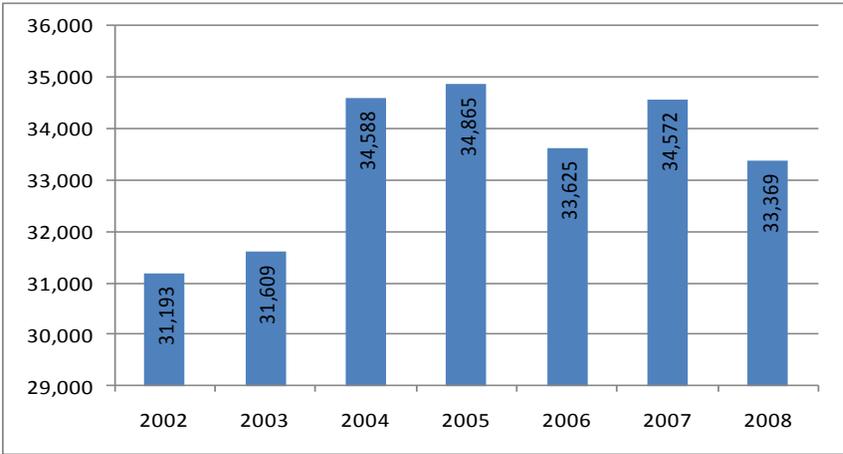
Community Policing programs include:

- Cop Collectibles
- Hotel/Motel Liaison
- Business Employee Training
- Prescription Fraud
- Impaired Memory/Communication Registration Program
- Senior Driver Safety Program
- Landlord Training
- Smokeless Saturday
- Jump-Start
- Police Reaching Youth and Safety Village
- Animal Control Services
- Motorcycle and bicycle patrol units

The SPPD works with regional partners where feasible to provide cost-effective and efficient service. The Special Reaction or "Tactical" Team (SRT) includes collaboration with the Town of Cape Elizabeth Police Department as well as the South Portland Police Department. Technical Services such as identification, collection, preservation and analysis of physical evidence is now processed through the regional crime lab in Portland Maine. Dispatch services are a joint effort between the cities of South Portland and Portland. The consolidation of dispatch allows for efficient communication between the departments.

In 2008, there were 33,369 calls for police service in South Portland. This is a slight decrease over calls in 2007 (34,572) and in 2005 (34,865). Many of the calls in 2008 came from the mall area, including significant numbers of calls for shoplifting and theft.

Figure G.1: Calls for Service in South Portland (2008)



Though the number of calls has declined, South Portland's crime rate⁴⁴ has increased over the past several years. In 2008 South Portland's crime rate was 48.97, a 14.5% increase over the 2000 rate (42.77).

SPPD estimates its average response time to emergency calls, including in-progress crimes, at between three and 10 minutes. Non-emergency call responses are typically longer, and have increased in recent years due to increased call volume and call stacking.

Fire and Rescue

The South Portland Fire Department (SPFD) provides fire protection and emergency medical services throughout the City. SPFD services include firefighting, emergency medicine, and hazardous materials response, fire safety consultation, fire code review & compliance, public education programs, emergency communications & dispatch, water rescue response, emergency management & planning, and fire & arson investigation.

The SPFD has 62 full-time employees over five (5) stations, of which four are regularly staffed (the Willard Square Station is for on-call use only). Staff includes full-time career members and paid on-call members. The career force includes the administrative and dispatch staff and professional firefighters and emergency management personnel. The SPFD is supported by an on-call force comprised of 47 employees. The department staffs

⁴⁴ A community's Crime Rate involves the number of Index Crimes per unit of population. Index Crimes include murder, non-negligent manslaughter, robbery, forcible rape, aggravated assault, burglary, larceny/theft, motor vehicle theft, and arson. They are tracked by the FBI through the Uniform Crime Reporting Program. The unit of measure in Maine is one per 1,000 persons.

4 engine companies, 1 ladder company, 1 quint (engine/ladder combo), 1 squad truck and 2 rescues (ambulances).

South Portland is a complex community with many high-profile and/or high-risk facilities, including the Portland Jetport, Maine Mall, a large oil terminal, chemical manufacturers, major highway and bridge facilities, and a rail yard. SPFD therefore strives to maintain a very high level of training for responses to potential disasters and security risks. As a result, SPFD has kept an ISO rating of 2, which ranks it among the highest in Maine.

The newest fire station is the West End Station at 34 Crossing Drive. Built in 2003, this career staffed station was created to address the increased need for fire and EMT services in the area. The presence of the state’s largest retail complex, growing industrial/business parks, and significant residential development at Brick Hill all played a role in the establishment of the station.

Table G.1: Fire Stations in South Portland

Station	Location	Type
Central Station	684 Broadway	
Cash Corner Station	360 Main St	
West End Station	34 Crossing Dr	
Willard Square Station	20 Pillsbury St	On-Call
Thornton Heights Station	15 Union St	

All four full-time stations are in good to excellent condition as of 2010, and will be able to remain operational for at least 20 years with only routine maintenance. The Willard Square Station, which was built in the 1930s, is in poor condition, with an inadequate ventilation system. SPFD has been in discussions with the Cape Elizabeth Fire Department about closing both the current Willard station and CEFD’s Cape Cottage station and building a new, shared station that serves both departments.

As of 2010, the average response time for fire and EMS calls in South Portland is 4 minutes and 8 seconds. The response time has been consistently around 4 minutes throughout the City since the West End Station opened in 2003. Prior to then, response times were about 7 minutes in the City’s western sections.

In 2010, there were about 1,200 calls for fire service and 2,800 for EMS. The volume of fire calls has remained virtually level over the past 25 years. Over the same time period, however, the volume of EMS calls has more than tripled—in 1985 there were fewer than 900 such calls. SPFD attributes the jump in EMS calls to ongoing growth and

development throughout the City, a theory that is backed up by the fact that EMS calls have been flat since 2006, when development began to slow down. In spite of this increase in calls for service, full-time staffing at SPFD has remained relatively flat over time; in 1984, SPFD has 56 full-time employees, compared with 62 today. During the same period, the on-call force declined from 110 individuals to 47.

A growth issue that concerns the SPFD is lack of water capacity in the Maine Youth Center/Brick Hill area. SPFD has expressed the opinion that, prior to any additional development at Brick Hill, the water line on Jetport Plaza Road needs to be connected to the line on Westbrook Street.

Emergency Communication

The City of South Portland has a Communications Center that handles dispatch for the City's police, fire, and emergency response departments. The center is a public Safety Answering Point (PSAP) for all 911 calls, radio dispatch, and business calls for the emergency departments. Dispatch includes a trained and certified staff of 12 operating 24 hours a day. Training and certification includes: EMD (Emergency Medical Dispatcher), CTO (Certified Teletype Operator), and E911 (Enhanced 911 Course).

In 2006 the Center received 33,625 calls entered for service. Of these 5,100 were 911 calls.

Medical Facilities

South Portland residents are served by the Maine Medical Center and Mercy Hospital in Portland. The campuses includes roughly 800-bed full-service medical center with emergency, inpatient care, and outpatient services. Both hospitals have diagnostic and therapy centers located on campus and throughout the community, including offices in South Portland. Private companies providing all manner of medical, dental, optical, and social service assistance exist throughout the community

The City's General Services Department provides assistance to residents in need. As part of their work, they connect residents with regional low-cost and no-cost health care facilities.

Public Works

Public Works (PW) is a City-funded department made up of approximately 25 employees. The Public Works crews provide street and sidewalk maintenance (including pothole repair), street sweeping, snow plowing, debris removal from storm basins, and oversight of rubbish and recycling collections. Public Works also operates the City's transfer facility. The garage division repairs and maintains a fleet of vehicles

and heavy equipment and sign shop installs and maintains of all street signs, traffic signs, and crosswalks.

As with the Parks & Recreation department, Public Works has experienced steep budget cuts while facing increased demand for its services. There is a significant need for new public works facilities, but current funding is not available.⁴⁵

Solid Waste/Recycling Services

Residential solid waste and recycling pick-up service is provided by Pine Tree Waste, a local agency contracted by the City. Residences are issued two barrels – green for solid waste and blue for recycling.

South Portland participates in a region-wide, single-sort recycling program. The City began a curbside recycling program in 2001. Since then, the rate of recycling in the community has increased substantially. In 2003 the rate was 21%; by 2008, the rate was 38%. Including bottle return and compost credits the 2008 adjusted recycling rate for the City was 52.28%.

The Public Works Department provides Hazardous Household Waste Drop-Off and Leaf/Christmas Tree Pick-Up programs annually.

School Facilities

The South Portland School Department (SPSD) provides public education for South Portland students from kindergarten through twelfth grade. The department includes five (5) elementary schools, two (2) middle schools and one (1) high school.

The SPSD is guided by a Board of Education made up of seven members. The board updates a yearly Comprehensive Education Plan that serves as the guiding document for the school district.

As part of these planning efforts, the SPSD undertook a redistricting effort in 2008 that reallocated elementary school students and realigned students to middle schools based on the elementary schools they attended. The guiding principles of the redistricting included keeping students in the same neighborhood together, ensuring that students can walk to school where feasible, and trying to achieve a socio-economic balance.

⁴⁵ Department head discussion, 5-11-2010

One of the major thrusts of the redistricting project was to address the issue surrounding the English Language Learner (ELL) programs. In 2003 there were 49 students requiring ELL services, in 2009 this number had increased to 144. The school board is dedicated to providing services within each school to serve students and families who are not native English speakers.

Recent budget cuts and projected declines in school enrollments have led SPSD to consider consolidating and/or eliminating some school facilities. The City recently closed the Hamlin School (formerly used for off-campus programs) and has converted the building for use by the City Planning and Code Enforcement Department. It is also considering the possible consolidation of the two middle schools and the renovation of the high school.

Elementary Schools (Grades K-5)

In the 2010-2011 school year, there will be an estimated 1,548 students enrolled in South Portland public elementary schools. Enrollment levels are relatively consistent among the schools, as all but one has 250-300 students. Skillings School, the largest in the district, may have up to 428 students in 2011. Projections made as part of the 2008 Enrollment Report⁴⁶ indicate that student enrollment will remain at this level through 2014-15. Following 2014-15, enrollment is projected to decline, with the student population ranging between 1,457 and 1,491 students through 2018-19.

Elementary school facilities are in relatively good condition. Two new elementary schools were built in 2003, the Dyer School in the Willard Beach area and the Kaler School near Main Street. The Mahler School was closed in 2003 and students were transferred to the Small School.

Middle Schools (Grades 6-8)

In the 2010-2011 school year, there will be an estimated 693 students enrolled in South Portland public middle schools. Enrollment is split virtually equally at the two middle schools, with 345 students projected to attend Mahoney and 348 projected to attend Memorial. Projections made as part of the 2008 Enrollment Report⁴⁷ indicate that student enrollment may increase through 2015-16 to about 790 as larger fifth grade classes move into the middle school. Beginning in 2016-17 school year projections estimate a modest decline through 2018-19 to about 759.

⁴⁶ Planning Decisions 2008-09 School Enrollment Projections for South Portland. Prepared for the South Portland School Department, December 2008

⁴⁷ Ibid.

The School Department, as part of its Secondary School Facilities Committee work, has been focusing attention on evaluating the City's middle schools. A study of the consolidation of the middle schools has been approved in the 2010-2011 budget. The school district is studying the development of a model middle school program to support the consolidation process and ensure quality education remains a top priority. Under the current proposal, Mahoney would close. To accommodate the increase in students at the Memorial School, the School District would bring in some mobile classrooms. A Middle School Task Force was created by the SPSD to study and outline the restructuring of the middle schools as a means of reducing the cost of programming. The Task Force will present recommendations to the Board of Education in December 2010.

High Schools (Grades 9-12)

In the 2010-2011 school year, there will be an estimated 900 students enrolled at South Portland High School. Projections made as part of the 2008 Enrollment Report⁴⁸ indicate that student enrollment may increase steadily through 2018-19 to about 1,015.

South Portland High School has been in need of rehabilitation and a major renovation project is now underway. The Secondary School Facilities Committee weighed options for renovating the high school and developed a \$47.3 million plan for renovations. In the summer of 2010, the plan was reviewed by outside sources and upon acceptance by the Board of Education was put on the November ballot for a public vote. The referendum passed and the project is now under construction.

Alternative School

South Portland is home to one publicly funded alternative school. The Arthur R. Gould School is located in the Long Creek Youth Development Center. The school is approved by the Maine Department of Education and is responsible for the education of juveniles offenders who reside in the center. Gould serves approximately 70 students, ages 14-21. It has a faculty of nearly 25 teachers, including a special education department and a certified librarian.

Private Schools

Several private schools are located in South Portland. Two are private religious institutions: Holy Cross, located at the corner of Broadway and Cottage Road is a Catholic Preparatory School serving s Pre-K through 8th Grade students; the Greater Portland Christian School provides K-12 education opportunities at its campus on Broadway Avenue. In addition, there are a number of private pre-K and Kindergarten

⁴⁸ Ibid.

schools as well as daycares serving South Portland and surrounding community residents.

Colleges

The campus of the Southern Maine Community College (SMCC) is located on the South Portland waterfront. The school, formerly known as the Southern Maine Technical College⁴⁹, offers more than 40 degree and certificate programs and serves about 6,200 students. It offers career and technical degrees as well as a liberal arts program. The campus includes two residence halls.

In 2006, SMCC updated its strategic plan as part of the Maine Community College Systems work to establish *Envision the Future* reports for the system's institutions. The plan focuses on school facility and program development from 2006 through 2014. The plan's goals include increasing enrollment, expanding off-campus facilities (such as a campus on the Brunswick Naval Air Station), diversifying educational programs to meet expected community needs, and securing fiscal and economic development needs.

Recent expansions to the South Portland Campus include a new pier and the construction of an additional residence hall.

Other Public Facilities

City Hall/Municipal Offices

In the face of recent fiscal concerns the City of South Portland has been actively discussing ways to consolidate City facilities and properties. The current City Hall is antiquated and maintaining the building is costly. Previous options that have been rejected by the Council include renovating/expanding the existing City Hall, using the former National Guard armory, or building a combined campus City Hall/Public Works campus.

Public Library

The City of South Portland has one main library branch and a small annex. Both are City departments funded through City budgets⁵⁰ as well as donations and staffed by 15 full time employees. The library is part of the State's Minerva Program that provides for state-wide inter-library lending services.

⁴⁹ The school transitioned from a technical college to a community college in 2003 allowing it to offer a wider variety of curriculum.

⁵⁰ 2006 budget was 0.9% of tax dollars

The main library is located downtown adjacent to the Brown Elementary School and Mahoney Middle School and has 83,267 volumes. The facility is old and, while functional, has some limitations. A 2008 South Portland Public Library Improvement Study indicates a need for additional space for children's and young adult literature. The annex, located near Skillings Elementary School at 155 Wescott Road houses 18,525 volumes. According the improvement study services have been growing at a more rapid rate at the branch than at the main library.

The primary concern of the library staff is a steady increase in demand for services and in the range of services requested. There is a need to provide for and keep up with new technology, while maintaining old technologies and traditional services. In addition, the staff is encountering a need to expand cultural offerings to support a growing immigrant population.

Power and Communications

Power and communication services available in South Portland include, but are not limited to three-phase power, telephone, internet, broadband, and cable. Many municipal facilities including schools, the library, and City Hall are equipped with wireless services.

Issues and Implications

- The Willard Square Fire Station is not adequate to meet the needs of the easternmost section of South Portland. The fact that this station is located very close to Cape Elizabeth's outdated Cape Cottage station offers an opportunity to work across municipal boundaries to come up with a mutually beneficial solution.
- The level of staffing at the South Portland Fire Department has remained flat as calls for service, particularly EMS, have risen sharply and the on-call force has shrunk significantly. The City will need to ensure that staffing for fire and emergency services remains adequate into the future.
- The water supply situation must be improved in the Brick Hill area prior to approving future phases of development in or around that property.
- The School Department faces a variety of challenges in upcoming years, including declining enrollment, increasing populations of non-native English speakers, and aging facilities.
- The existing City Hall facility is inadequate and the City will need to make a decision regarding its improvement or replacement in the very near term.

Appendix H: Public Infrastructure

Public Water

Public water is provided by the Portland Water District (PWD). PWD is an independent quasi-municipal non-profit entity that serves 11 Greater Portland communities including South Portland, Portland, Falmouth, Raymond, Scarborough, Standish, and Windham. Sebago Lake is the main water source for PWD customers (the Saco River at Steep Falls acts as a backup). The lake encompasses 47 square miles and provides 20.34 million gallons of water per day (mgd)⁵¹ to the PWD, serving residents, businesses, and fire suppression for the Greater Portland area.

Sebago Lake water is clean enough to be exempt from the expensive filtration process required with most surface water sources. The PWD is committed to protecting Sebago Lake and preserving the quality of the water supply. It owns more than 2,500 acres of land around the intake at the southern end of the lake and has led a number of environmental protection efforts including community outreach, school projects, and lake monitoring programs.⁵²

Water usage throughout the PWD has been on the decline over the last decade. In 1999 it was estimated that 24.4 mgd were retrieved from the lake. The levels rose to 25.4 mgd in 2001 before beginning a decline. This decline is due in part to water conservation efforts throughout the service region.

The City of South Portland's public water is distributed through 117.2 miles of water mains. In 2009 the system serves 8,042 metered residences and businesses as well as 559 fire hydrants. South Portland's metered service makes up 16% of the total metered water delivery provided by the PWD. Its fire service makes up 16.7% of PWD water provided for fire suppression.⁵³

Public Wastewater and Stormwater

South Portland's wastewater and stormwater collection and wastewater treatment activities and facilities are managed by the City's Water Resource Protection (WRP)

⁵¹ 2009 Water Production Estimate. 2009 Portland Water District Comprehensive Annual Fiscal Report. Pg. 79

⁵² Portland Water District Facts. Web. 6 July 2010.

<http://www.pwd.org/news/fact_sheets/pwd_facts.php>

⁵³ 2009 Portland Water District Comprehensive Annual Fiscal Report. Pg. 80

Department. WRP has a total of 35 employees, organized in three divisions: 1) Treatment Systems; 2) Collection Systems; and 3) Engineering.

WRP collects wastewater for the all areas of the City of South Portland that are served by public sewer, as well as for adjacent neighborhoods in the Town of Cape Elizabeth and a handful of properties located in Portland and Scarborough. As of July 2010 there were a total of 8,717 accounts using the public sewer system, of which 8,072 (93%) were residential customers, 639 were commercial, and 6 were industrial. WRP estimates that 96.3% of all households in South Portland are on the public sewage system.

The Wastewater Treatment Facility is located at 111 Waterman Drive, next to the Casco Bay Bridge in Knightville. It has a total daily capacity of 9.3 million gallons per day (mgd). As of July 2010 the facility's average daily flow is 7.87 mgd, or 84.6% of total capacity.

Stormwater has become an increasingly important issue for WRP. The City has taken aggressive steps to mitigate the flow of pollutants from stormwater into Casco Bay, with its programs including public education, stronger regulations for new development, and addressing the continued presence of Combined Sewer Overflow (CSO) facilities. In 2008 the City commissioned a 10-year plan to separate its remaining CSOs; the estimated cost of all of these projects was \$12.15 million. The most significant expenditure needed to be undertaken is a \$5 million investment in upgrading the capacity of the Long Creek Pump Station (see Table H.1).

Table H.1: 10-Year CSO Implementation Schedule

Fiscal Year (Jul 1-Jun 30)	Budget Estimate*	Project/Study
2009-2011	\$100,000 \$5,000,000	West High Phase 1 (SSES Study, if needed) Long Creek Phase 1 (Pump Station Capacity Upgrade)
2011-2012	\$750,000 up to \$500,000	Cash Corner Phase 1 – Thornton Heights (Infiltration/ Inflow Removal) West High Phase 2 (Infiltration/Inflow Removal, if needed)
2012-2013	\$750,000 \$300,000	Cash Corner Phase 2 – Thornton Heights (Infiltration/ Inflow Removal) Elm Street Phase 1 (Infiltration/Inflow Removal)
2013-2014	\$1,500,000	Evans & Broadway Phase 1 (Collection System Capacity Upgrade)
2014-2015	\$1,000,000	Cash Corner Phase 3 (Collection System Capacity Upgrade)
2015-2016	\$500,000	Front Street Phase 1 (Collection System Capacity Upgrade) West High Street Phase 3 (Collection System Capacity Upgrade)
2016-2018	\$1,500,000	Front Street Phase 2 (Wastewater Screening/Collection System Capacity Upgrade)
2016-2018	\$250,000	Compile Flow Monitoring Data CSO Facilities Plan Update
TOTAL	\$12.15 million	

Source: Wright-Pierce Engineers

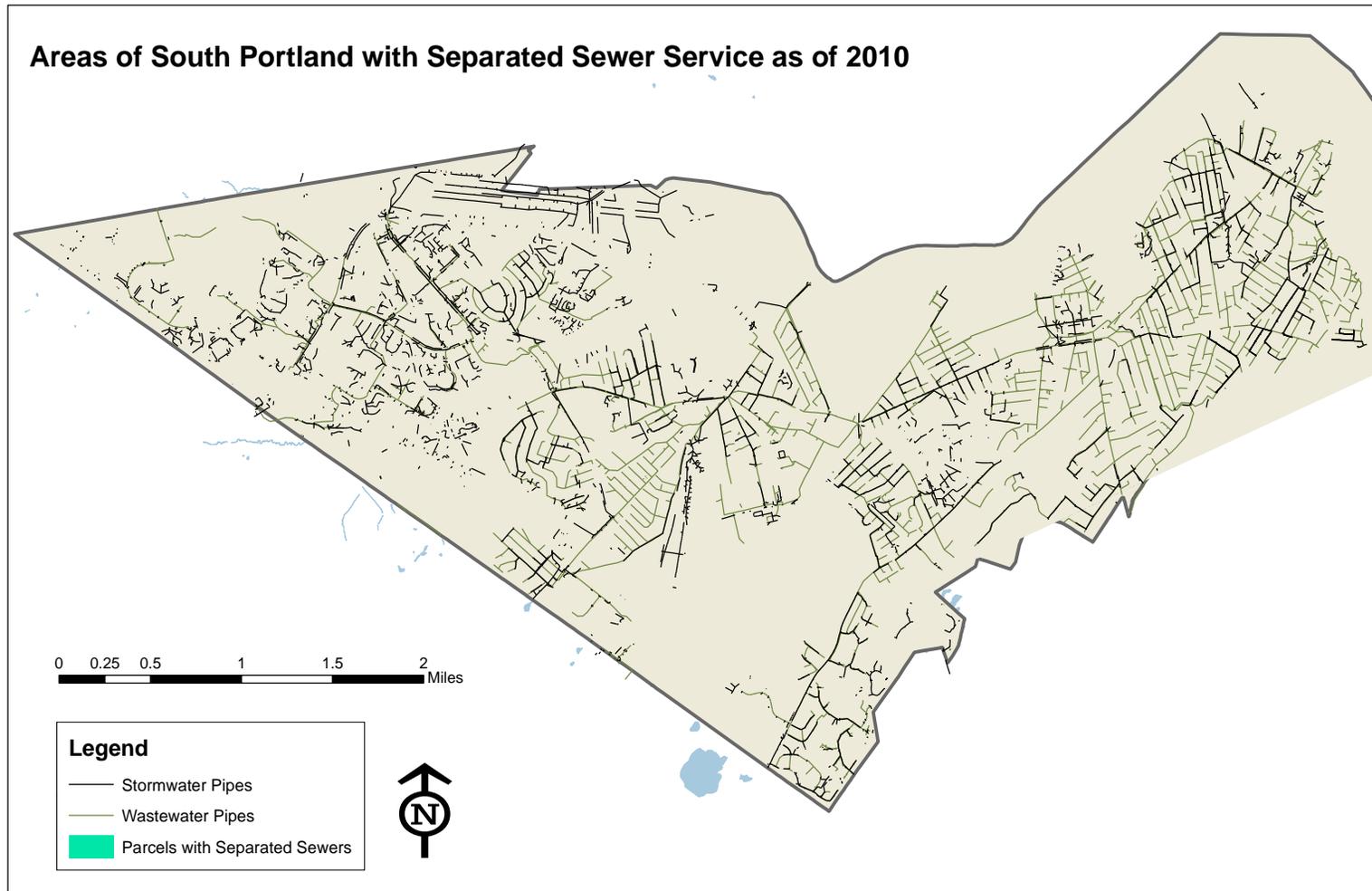
As of May 2010, the City maintained 116 miles of dedicated stormwater pipes, separate from wastewater pipes. As Table H.2 shows, about 55% of the parcels in South Portland, representing 29% of its acreage, are still served by Combined Sewer Overflow (CSO) pipes. In these areas, additional development is limited by the City’s regulations that prohibit additional stormwater runoff.

Residential properties are far more likely to be affected by the CSO issue than are commercial or industrial properties. About 91% of the parcels still served by CSOs are residential, accounting for more than half (57%) of all residential property in the City. Most of the affected residential lots are in South Portland’s oldest neighborhoods (see Figure H.1), and most are small lots—the average size of residential lots served by CSOs is 0.27 acres, compared with 0.67 acres for residential lots served by dedicated stormwater pipes.

Table H.2: Properties Served By Stormwater And CSO

	Residential	Commercial	Industrial	Total
All Property				
Parcels	7,769	789	197	8,755
Acreage	3,453	2,034	1,186	6,673
Property Served by Stormwater				
Parcels	3,368	446	114	3,928
Acreage	2,264	1,481	982	4,727
Property Served by CSOs				
Parcels	4,401	343	83	4,827
Acreage	1,189	553	204	1,946
Average Parcel Acreage	0.27	1.61	2.46	0.40
Percent Served by CSOs				
Parcels	56.6%	43.5%	42.1%	55.1%
Acreage	34.4%	27.2%	17.2%	29.2%

Figure H.1: Areas of South Portland with Separated Sewer Service



Issues and Implications

- South Portland's public water supply is more than adequate to meet current and future needs.
- The wastewater treatment facility operates at about 85% of capacity, based on average daily flow. Future growth in the community may require expansion of the facility.
- Though the City has invested a great deal of thought and money into removing CSOs, an estimated \$12 million in additional projects are needed to completely remove all CSO from the system. As of 2009, 55% of the City's parcels, accounting for 29% of its acreage, were still served by combined sewers. Most of the properties on combined sewers are residential lots in the City's older neighborhoods. So long as CSOs are still present, the City will face restrictions on development in these areas.

Appendix I: Recreation

Introduction

South Portland offers a wide variety of recreation resources, including sports facilities, parks and playgrounds, hike and bike trails, and access to water-based recreation. These resources are provided by a combination of municipal and state agencies, local and regional non-profit organizations, and private businesses. This chapter inventories the City's recreational resources and examines several important considerations for future recreation development.

City Recreation

The City of South Portland Recreation Department manages more than 350 acres of parks, fields, and open space, a community center, and a variety of recreational programs for youth and adults.

City Parks

The following is a summary of South Portland's park facilities, adapted from the City's website.

Anthoine Creek Park is a 0.5 acre open space located at the corner of Broadway and Anthoine Street.

Bug Light Park is an 8.78 acre scenic park overlooking Portland Harbor and Casco Bay. Located at the former World War II-era shipbuilding complex, it offers a walking path, salt water fishing, the Portland Breakwater Lighthouse (aka Bug Light), the Liberty Ship Memorial, and the Cushing's Point House museum. There is a boat ramp (seasonal fees) and restrooms (seasonal). Bug Light Park is also the northern terminus of the South Portland Greenbelt Walkway and the Eastern Trail

Cash Corner Park is a 0.21 acre open space located on the southeast corner of Main Street and Broadway.

Clarks Pond Park is located behind the Home Depot off of Route 9. It includes a narrow strip of land around the pond of the same name, and offers a walking path and fresh water fishing.

Fisherman's Point is a 0.72 acre scenic park located at the southern end of Willard Beach. It offers spectacular views of Casco Bay and has two historic lobster shacks.

GE Erskine Park is a 0.5 acre site at the entrance of the Casco Bay Bridge at the corner of Route 77 and Waterman Drive. The City is presently attempting to raise funds to develop it as a park.

The Greenbelt Walkway is a 5.7-mile long paved, off-road trail that stretches from Bug Light Park to the Wainwright Recreation Complex. More details are provided in the Transportation chapter.

High/Sawyer Park is a small (0.12 acre) neighborhood park with a basketball court located at the corner of High and Sawyer streets.

Hinckley Park is a 40 acre nature park located off of Highland Avenue. The park contains two ponds in a wooded setting, several walking trails, fresh water fishing, and a community garden.

Legere Park is a 0.83 acre neighborhood park with picnic tables, a playground and a basketball court located on E Street in Knightville. .

Mill Creek Park is a 10 acre park between Hinckley Street, Ocean Street, and Broadway that contains a pond with a fountain, a rose garden and a gazebo for events. Seasonal activities include holiday tree lighting, ice skating, summer concert series and Art in the Park.

Public Tennis Courts are located in four different locations on school property throughout the City. Courts are open to the public on a first come first serve basis unless there is a school function going on. The courts are located at:

- Small Elementary School: 2 courts
- Memorial Middle School: 3 courts
- Mahoney Middle School: 3 courts
- South Portland High School: 7 courts

School Street Park is a 0.44 acre neighborhood park with a playground. It is located at School and High streets.

South Portland Municipal Golf Course is a nine-hole, par 33 course located at Broadway and Westbrook Street. The course has a clubhouse with restrooms, snack bar and club and hand cart rentals.

Thomas Knight Park is a 1.5 acre scenic park located on the land where the former Casco Bay Bridge used to enter South Portland. It offers scenic views of the Portland Peninsula and salt water fishing from its lower section.

Wainwright Recreation Complex is located on a 140 acre former sod farm off of Highland Avenue. The complex opened in 2002 as a response to an acknowledged shortage of athletic fields in the City. It contains athletic fields for a variety of sports, including baseball, softball, field hockey, soccer, lacrosse, in addition to multi-purpose fields. It also contains a recreation building and a 214-space parking lot. The complex hosts a variety of public and private leagues in several different sports.

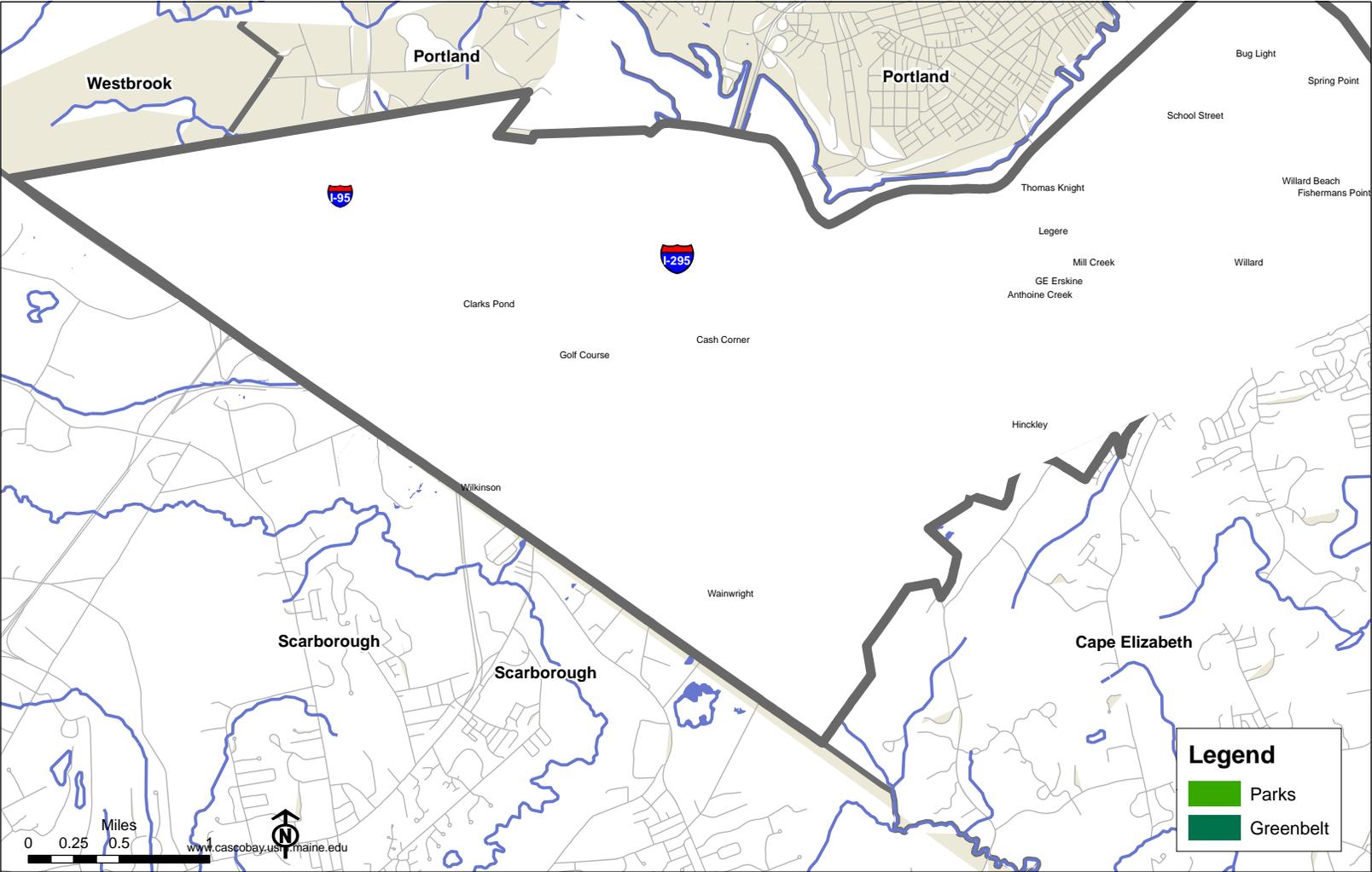
Willard Beach is a four-acre beach overlooking Casco Bay, located between Fisherman's Point and the SMCC campus. It offers a seasonal beach house with restrooms, snack bar and showers. There is a 150-space parking lot at Willard Beach, and on-street parking is permitted on surrounding residential streets.

Willard Park, located at the corner of Cottage Road and Pillsbury Street, is a 0.64 acre neighborhood park with a playground and a basketball court.

Wilkinson Park is a nine-acre park located at the end of New York Avenue, and offers little league fields, a community center and a playground.

While the City's park system does offer a broad variety of sites, facilities, and programs, it is heavily concentrated in the Eastern section of South Portland. The only park located west of I-295 is Clarks Pond, which only offers walking and fishing. Residents of South Portland's western neighborhoods do not have easy access to much of the City's park system. Figure I.1 on the next page shows the locations of the City's parks and the dedicated parcels of the Greenway.

Figure I.1: Parks



City Recreation Facilities

In addition to the facilities at its parks, South Portland also has two public recreation centers.

Redbank Gymnasium is located on MacArthur Circle West, off of Westbrook Street. The facility contains a gymnasium, a Multi-Purpose Room, recreation staff office, and equipment storage rooms.

South Portland Community Center is located at the corner of Evans Street and Nutter Road, adjacent to South Portland High School. The facility includes a full size gymnasium, an indoor jogging track, classrooms, an aerobics studio, childcare facilities, senior and teen wings, meeting rooms, an art room, a computer/ multi-purpose room, and the offices of the Recreation Department.

The Community Center is also home to the South Portland Municipal Pool, a 6-lane, 25 meter pool with diving board and handicapped accessible ramp. The pool hosts the South Portland High School swim teams, as well as a range of user groups and about 50,000 patrons per year. The pool is open year-round Monday through Friday from 6am to 9pm. It is open on weekends during the school year, but is closed on weekends in the summer months.

Recreation Programs

The Recreation Division of the South Portland Parks and Recreation Department offers a variety of recreation programs, activities and special events to the community throughout the year.

Two programs - On Our Way and Growing Years Pre-School – provide structured program opportunities for over 70 children during the fall, winter and spring. Other popular pre-school age programs include Toddler Time for one-to-four year-olds, Gym Time for four-to-five year-olds, and Toddler Art. A summer Kinder Camp is offered for three-to-five year-old children.

Family recreation programs are designed to involve children and parents together in activities such as Taekwondo, Mother-Son Sportfest, Family Bingo Night, Father-Daughter Dance, Kid's Yard Sale, Superhero Night and family trips to Boston for sports and theater events.

The department offers a wide variety of youth sports programs, including Basketball, Soccer, Track, Gymnastics, Lacrosse, Tennis, Open Gym, Floor Hockey, and sports camps. In addition to sports, the departments officers other youth and teen programs, including after-school programs, specialized camps, and a teen center.

Adult fitness and wellness activities include Aerobics, Tennis, Yoga, Line Dance, Open Gyms, Volleyball, Zumba, Pilates, and athletic boot camp. Adult enrichment programs include print-making, dance, knitting, self-defense for women, and life planning.

Senior programs include fitness programs, card games, social clubs and monthly movies. Senior trips and special events are also offered to destinations and events such as the Fryeburg Fair, a Holiday Lights Tour, a Breakfast and Lunch Club, holiday parties, and local and regional theatre.

The Swimming Pool provides a variety of aquatic programs, including general swims, youth team swims, water aerobics and water safety classes. The Municipal Golf Course provides golf opportunities for golfers of all ages and ability.

The Recreation Division is also involved with two special community events, Art in the Park and the Mill Creek Park Tree Lighting.

Access to Natural Areas and Resources

The City currently has thirteen points of public access to the Fore River and Casco Bay. Significant access points include the City boat ramp, Mill Cove Walkway, the Mill Creek to Chapel Street Walkway section of the Greenbelt, Spring Point Lighthouse, the Spring Point Shoreway, and Willard Beach. In addition, public pedestrian easements provide 805 linear feet of walkway access to these surface waters.

Public access to bodies of freshwater, tidal and freshwater brooks is currently available at the two ponds in Hinckley Park, the small pond in Mill Creek Park, Clark's Pond in the vicinity of Western Avenue, and Anthoine Park.

Recommendations within the Greenbelt Master Plan and the Linkage Plan include opportunities for additional access to these bodies of water. Some of these recommendations have been successfully implemented, such as the Mill Creek to Chapel Street Walkway, and there appears to be citizen support to continue with the implementation of these plans.

Operations and Development

The City's Parks & Recreation Department operates its facilities and programs with an emphasis on participation over revenue generation. The Department typically only recovers about 30-35% of its operating costs through program or facility rental fees, and maintains a policy that allows residents of all income levels to participate. Fields at the Wainwright Recreation Complex must be reserved by users, but there are usually no fees for City residents, and only very modest fees for organized leagues or non-residents. Since the Parks & Recreation Department raises a small share of its budget from fees and has to maintain a large inventory of parks and facilities, it depends heavily on support from the City's General Fund.

As the City's population has diversified, the Department has seen increased demand for different types of recreation. In addition to sports like football, baseball, and soccer, user groups have increasingly been reserving fields for lacrosse, cricket, and equestrian/polo events. There has also been an increase in unorganized recreation by immigrant families and groups, who often spend time on weekends at public parks.

The City does not have any impact fees for parks or open space, nor does it require new developments to dedicate park land. As the community approaches complete build-out, this is not likely to be an issue in future years.

Culture

Arts and culture are integral parts of South Portland's community identity. The City's central community-wide event is Art in the Park, an annual festival held in Mill Creek Park each August. This event is planned by an ad hoc committee, but is staged and managed by the Parks & Recreation Department. The Department also fills a similar role for Concerts in the Park, a weekly live music series held at Mill Creek Park throughout the summer.

South Portland is home to two year-round community theater groups, the Portland Players, and the Lyric Music Theater. Both groups maintain their own theater facilities, and stage shows through the year. In the past, the City of South Portland put on its own theater events, such as Shakespeare in the Park, and had performing arts classes in the Parks & Recreation Department. In recent years the Parks and Recreation Department has decided to leverage community resources by partnering with the two theaters for these purposes.

Issues and Implications

- The City possesses a rich network of parks, recreational facilities, and programs, but there are few open spaces or parks in the western part of the City, and there are no active trails in that part of the City.
- The Wainwright Recreation Complex met a major need for active fields, but limited parking and heavy traffic at the complex are challenges that need to be addressed.
- The City has recognized a need to improve public access to water bodies, and has begun to take action to address this issue.
- Recreation is viewed by the City as an amenity for its citizens, rather than a major revenue generator. As such, the City has made it a priority to ensure access to its facilities and programs for all residents.

Appendix J: Archaeological & Historic Resources

Introduction

When looking to the future, it is important for a community to remember and preserve traces of its past. Doing so adds richness and texture to the physical fabric of a community; it brings history alive and helps create a sense of place by examining how people settled and lived in the area throughout the ages. South Portland has a rich and varied history. This chapter identifies known historic and archaeological resources, identifies areas in need of further study, and describes existing preservation efforts.

A Brief History of South Portland

South Portland as we know it today is a City of neighborhoods with a colorful history influenced by maritime, commercial, and federal enterprises dating back to the early 1600's.

Early settlement, 1630s - 1733

The once forested coastal area that is now South Portland was initially settled in the 1630s by Europeans intent on establishing a fishing and trading station. It was originally part of the town of Falmouth, which included today's municipalities of Portland, South Portland, Falmouth, Westbrook, and Cape Elizabeth.

A series of Native American wars in the latter part of the 17th century disrupted the area settlements, brought death to many of the early settlers, and spurred the evacuation of the others. Purpoodock Point, now the Willard section of the City, was a principal settlement when the settlers returned after the 1713 peace treaty.

Sawmills, a tannery, a blacksmith, and a grist mill contributed to the activity and economy of the Purpoodock settlement. In 1722 a log meeting house and garrison was erected in the vicinity of the later Fort Preble.

Settlement and trade, 1733 - 1895

In 1733, the Second Parish of Falmouth, encompassing the area on the south side of the Fore River, was created. The next year a parish meeting house was constructed in the southwest corner of the current Mount Pleasant Cemetery. By 1775 Cape Elizabeth, including today's South Portland, was incorporated as a town.

Prior to the Revolutionary War, two thriving industries in the area were fishing and maritime trade with the West Indies. Prominent citizens involved in these enterprises were E. Cushing, W. Simonton, and J. Mariner. The maritime conflicts of the early 1800's brought an end to trade activities until after the War of 1812. At that time shipbuilding also came to the fore, with shipyards in Knightville and Ferry Village producing increasingly speedy cargo ships to support the maritime trade.

During the Revolutionary War, Fort Hancock was developed at Spring Point. In response to ongoing difficulties with England, a brick and granite fort was constructed upon the site of Fort Hancock in 1808 and named Fort Preble.

A population increase accompanied the industrial and commercial developments of the mid- and late-1800's. The neighborhoods of Pleasantdale, Thornton Heights, and Cash Corner-Ligonia developed at that time. The growing numbers of residents in the northern part of "Cape Elizabeth" soon had a majority over the southern "farmers" and successfully voted for a number of municipally-funded improvements, including the installation of public water, for the northern section. This eventually led to the 1895 split creating the municipalities of South Portland and Cape Elizabeth. South Portland became a City in 1898.

Twentieth century

The seven villages or neighborhoods in South Portland at the time of the 1895 split became the seven wards of the City: Willard, Ferry Village, Knightville, Town House Corner, Pleasantdale, Ligonia, and Skunk Hill. During the early 1900's, South Portland remained an area of farms and small villages, with few outstanding changes.

The federal government maintained an active interest in the area. Reconstruction at Fort Preble during the first years of the century included the addition of buildings and armament. This fort saw considerable training activity during World War I.

The peacefulness of the 1930s was shattered by World War II. The two South Portland shipyards, built to produce British cargo ships and American Liberty ships, brought an overnight resurgence of industrial activity, and shipyard employees contributed significantly to the City's population explosion. A number of new neighborhoods were created at Redbank, Stanwood Park, Peary Village, Mountain View, Broadview Park, and Long Creek Trailer Park to provide housing for the shipyard employees.

The closing of the shipyards at the end of the war resulted in decreases in both employment and population. These conditions prevailed until the next cycle of population and industrial growth of the late 1950's. The decade of the sixties saw the

construction of a new high school, a second junior high school, a public library, and development of a recreation center. These public facilities were required to meet the needs of the growing population, including residents of new developments such as Country Gardens and Meadowbrook. In 1964 the City was honored as an "All American City" by Look magazine and the National Municipal League. This award was based on citizen participation in the City's progress in such areas as economic growth, adoption of a new City charter, and the development of public and school libraries.

Construction of the Maine Mall began in 1969, with an expansion in 1983. Development in the surrounding area is still taking place. Following the relatively steady growth of the 1970's, the dramatic economic upturn of the 1980's brought new residential units, including condominiums, and continued commercial growth to the City.

Archaeological Resources

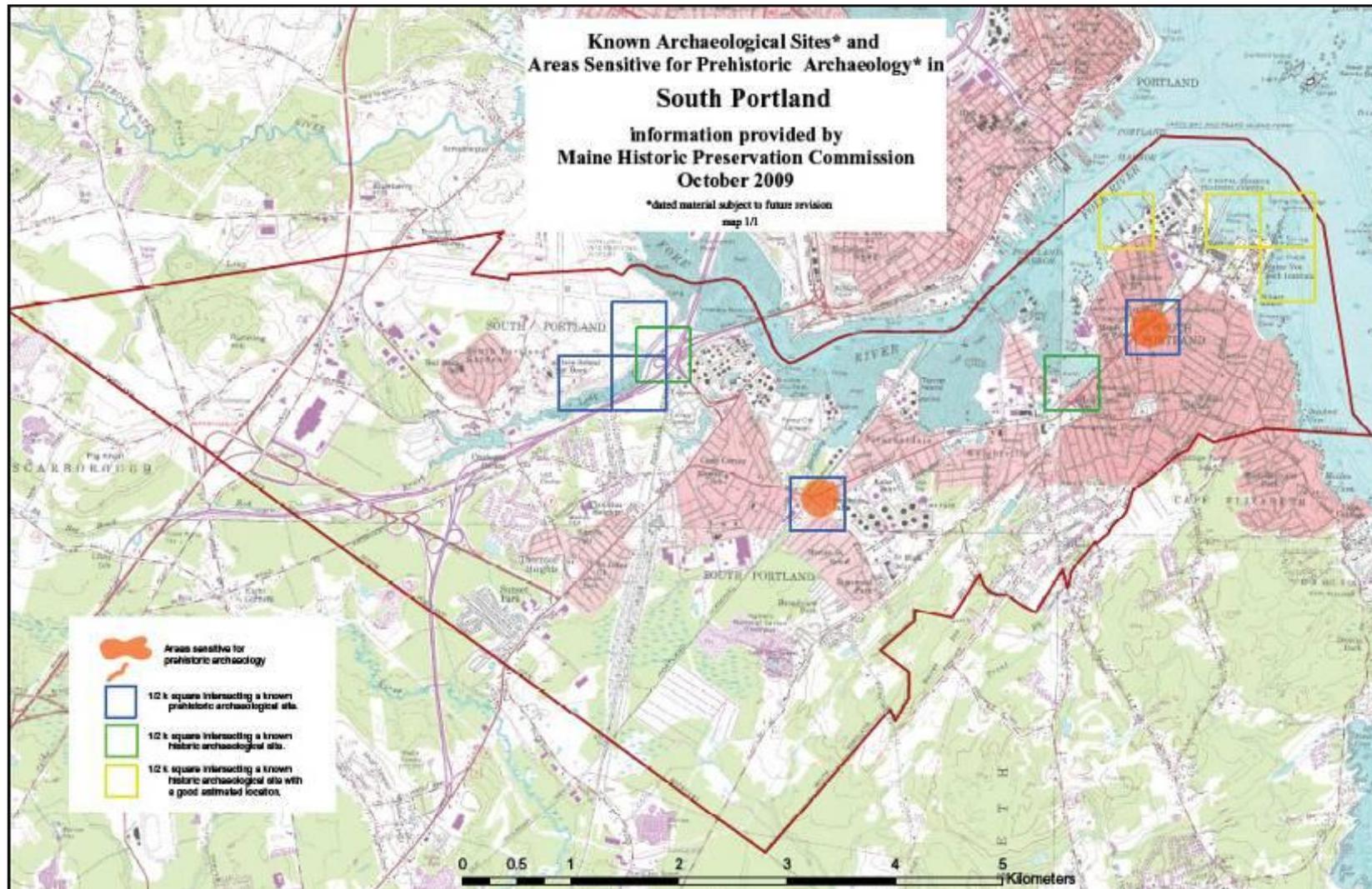
Archaeological resources are either pre-historic (i.e., Native American sites that date prior to about 1700) or historic (sites created after widespread European colonization). To protect the integrity of these sites, specific locations are not provided. Rather, general areas are mapped to indicate significant archaeological finds have been made within a radius of the site.

Prehistoric

From documentary evidence and preliminary archaeological work, it is clear that land adjacent to the Fore River was a center of Native American activity, both in prehistoric times and during the contact period (the time of initial encounters between Europeans and Indians in the late sixteenth and seventeenth centuries).

The Maine Historic Preservation Commission (MHPC) has identified two prehistoric archaeological sites of significance near Broadway Avenue and Barberry Creek. Three additional sites have been located along Long Creek at the south end of the Airport, but they have been determined to be not significant.

Figure J.1: Prehistoric & Historic Archaeological Sites in South Portland



Historic

Archaeological historic sites identified by MHPC include mills, forts, and shipwrecks off the coast of South Portland.

Table J.1: Historic Archaeological Sites in South Portland

Site	Type	Time
Mill Creek Mill	American mill	c.1727 - c.1845; c.1855 - c.1887
Fort Hancock	American military, fort	1776
Fort Preble	American military, fort	1805-1815, 1861-1865, 1905-1910, 1941-1950
"John M. Hathaway"	American wreck, screw	September 6, 1959
"Dean Reinauer"	American wreck, barge	Dec. 30, 1869
"Hockomock"	American wreck, ferry	1927
"Nancy"	American wreck, vessel	Sept. 7, 1832
"Harriet S. Jackson"	unidentified wreck	March 21, 1876
"Grand Turk"	American wreck, ship	January 4, 1798
"Mary Cobb"	American wreck, schooner	1853
"Samuel J. Gaucher"	American wreck, schooner	November 11, 1911
Portland Jetport Wharf	American wharf	1876
Source: Maine Historic Preservation Commission		

Historic Resources

Historic properties within a community provide a tangible link to the past and help provide a sense of identity and stability. This section identifies South Portland’s efforts to preserve and share its history.

National Register of Historic Places

The National Register of Historic Places is the official list of the Nation’s cultural resources worthy of preservation. The National Park Service, a part of the Department of the Interior, administers the program. Properties listed on the National Register include districts, sites, buildings, structures, and objects that are significant in American history, architecture, archaeology, engineering, and culture.

Among other benefits, inclusion on the list makes a site eligible for federal tax benefits, consideration in the planning of federal or federally assisted projects, and qualification for federal assistance for historic preservation when funds are available.

South Portland has one historic district (the State Reform School Historic District, now known as Brick Hill), and three individual properties currently listed in the National Register of Historic Places:

- Portland Breakwater Light Station (Bug Light)
- Seavey-Robinson House
- Spring Point Ledge Light Station

Greater Portland Landmarks

Greater Portland Landmarks (GPL) is an organization that promotes preservation and revitalization of historic buildings, neighborhoods, and landscapes in Portland and surrounding communities. GPL has a marker program to identify properties of historic significance. To qualify, a property owner must complete an application that documents a building's date of construction and original owner, along with a brief description of the building's history and architecture. The application is reviewed by the GPL Marker Committee "to determine if the building meets the criteria of good physical condition and if it displays the original architectural intent of the builder/architect"⁵⁴. Any rehabilitation work on the structure must meet the Secretary of the Interior's Standards for Rehabilitation

There are currently seven properties listed as Greater Portland Landmarks Marker properties:

- Albert H. Thurrel House (1882), 179 High Street
- Stephen Scammon Block (1887), 83 Ocean Street
- Benjamin Knight-Charles W. Thompson House (1885), 93 Sawyer Street
- Mary Hopkins Landry House (1867), 16 Franklin Street
- Methodist Episcopal Church (1867-68), 179 Ridgeland Avenue
- Ezra Scammon House (1860), 143 Scammon Street
- Captain Edwin Nichols House (1899), Madison Street

Municipally Listed Historic Sites and Properties

A number of other historic sites and properties are to be found throughout the City. They include:

⁵⁴ <http://portlandlandmarks.org/get-involved/Apply-for-a-Marker.php>

- Site of Willard Beach Casino Cushing's Point area
- Site of Knight-Blanchard shipyard Marine Railway
- Tidewater Grist Mill - Mill Creek Site of Second Parish meetinghouse
- Barberry Creek Turner's Island
- Camp Berry (Civil War) - Ligonía Long Creek Cemetery
- Rigby Park Brown's Hill Church
- Cape Elizabeth Depot Pickett's Shipyard
- Portland Kerosene Works Site of old South Portland High School
- King's Highway markers (corner of Ocean & Sawyer Streets)
- Westbrook Street markers

Preservation Resources

South Portland Historic Ordinances

1. City guidelines for the preservation of historic sites are found in several different places in the City's Zoning Ordinance.
2. Shoreland Zoning: Identify and protect historic and archaeological sites found within the shoreland zone.
3. Conditional Residential & Limited Commercial Use District: Protect and rehabilitate existing historic buildings within the district.
4. Design Standards: Preserve and reinforce historic character of neighborhoods and business districts
5. Conditional Armory Zone: Require alterations to armory to adhere to the Secretary of the Interior Guidelines for Rehabilitation of Historic Buildings.
6. General Provisions (for all zoning districts): Preserve identified historic site

In addition new subdivisions are required, per the Subdivision Ordinance, to:

1. have no adverse effects on historic sites;
2. provide information on the preservation of historic sites on or across the property; and
3. show all historic features on site map.

Preservation Organizations

South Portland Historical Society (SPHS)

Located at the museum at Big Light Park, the South Portland Historical Society “is dedicated to collecting, preserving and exhibiting items of historical significance, providing local history educational programming to school children through seniors, and illustrating the significant role that South Portland has played within the broader context of Maine and American history.”⁵⁵ The Society is a 401(c)(3) non-profit, public charity funded through membership donations. The SPHS was formerly part of the South Portland/Cape Elizabeth Historic Society. In 2003, the SPHS changed its name to focus its energy on promoting and preserving the historic character of the City of South Portland.

In addition to the museum, SPHS has a research office in the basement of the South Portland City Hall.

Spring Point Shoreway

The Spring Point Shoreway, on the grounds of Southern Maine Community College, has a number of historic markers which provide information about historic sites both along and visible from the walkway. The Spring Point Museum, with its section from the clipper "Snow Squall," also promotes and informs the public about the City's maritime history.

⁵⁵ *South Portland Historical Society's Mission*. City of South Portland Website.

Issues and Implications

- A comprehensive survey of South Portland's historic above-ground resources needs to be conducted in order to identify other properties that may be eligible for nomination to the National Register of Historic Places.
- No professional survey for historic archaeological sites has been conducted to date in South Portland. Future such fieldwork could focus on agricultural, residential, and industrial sites relating to the earliest Euro-American settlement of the town at least by the early 18th century.

Appendix K: Fiscal Capacity

Introduction

A community’s fiscal capacity is a key indicator of its ability to accommodate growth while providing the facilities and services needed by the community. This section looks at South Portland’s current financial condition and its ability to service new growth.

Assessed Valuation and Tax Rate

Taxable real and personal property (also known as total assessed valuation) is an important measure of fiscal health. From 2000-2010, South Portland’s overall state valuation increased from \$1.79 billion to \$3.84 billion, a compound annual growth rate of 8.8%.

From 2000-2005, South Portland saw its total assessed valuation steadily increase, reflecting the increase in property values combined with new development (see Table K.1). During these years, the City’s valuation increased by more than 10% each year. Beginning in 2006, the growth rate of state valuation began to slow, and as the national economy slowed in 2008 and 2009, there was virtually no growth.

**Table K.1: State Valuation Of Taxable Property, 2000-2009
City Of South Portland, Maine**

Year	State Valuation	% Change
2000	\$1,792,950,000	7.4%
2001	\$1,925,300,000	7.38%
2002	\$2,128,900,000	10.57%
2003	\$2,437,250,000	14.48%
2004	\$2,681,800,000	10.04%
2005	\$3,071,600,000	14.54%
2006	\$3,411,200,000	11.06%
2007	\$3,642,750,000	6.79%
2008	\$3,844,400,000	5.54%
2009	\$3,843,700,000	-0.02%
2010	\$3,875,800,000	0.8%
2011	\$3,738,950,000	-3.5%

Source: Municipal Valuation Return Statistical Summary 05-09, Maine Revenue Services

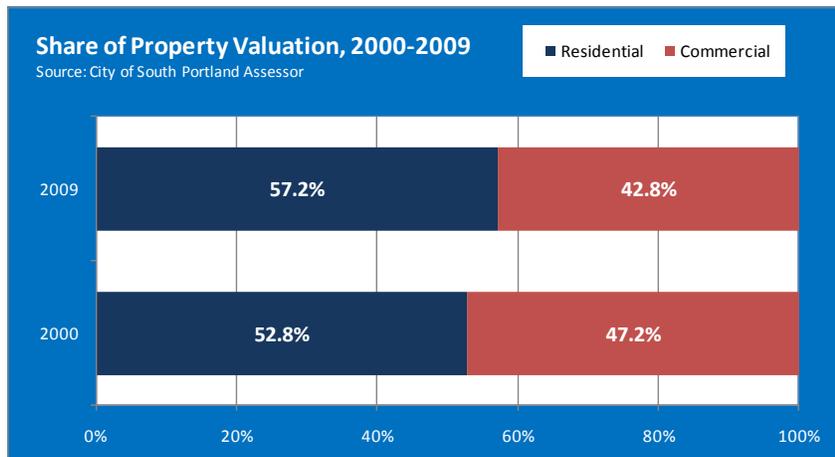
Local assessed valuation grew at a somewhat more modest rate from 2000-2009. According to the City Assessor, South Portland’s overall assessment increased from \$2.19 billion to \$3.95 billion, a compound annual growth rate of 6.8%. It is difficult to determine the effect of the national recession on local valuation, though assessed values were typically flat except in years when revaluations were conducted. There were two City-wide revaluations conducted during the decade, one in 2002, and another in 2006, each of which resulted in steep jumps in property values.

Table K.2: Local Taxable Assessed Valuation, 2000-2009
City Of South Portland, Maine

Year	Local Valuation	% Change
2000	\$2,185,273,300	
2001	\$2,149,608,200	-1.63%
2002	\$2,196,703,000	2.19%
2003	\$2,839,209,404	29.25%
2004	\$2,805,486,900	-1.19%
2005	\$2,803,102,500	0.08%
2006	\$2,760,751,200	-1.51%
2007	\$3,940,636,500	42.74%
2008	\$3,984,049,000	1.1%
2009	\$3,945,555,700	-0.97%
2010	\$3,523,224,400	-10.7%
2011	\$3,531,907,500	0.2%

Source: City of South Portland Assessor

Figure K.1: Share of Property Valuation, 2000-2009



As a major center of employment, industry, and retail, South Portland has maintained a very strong nonresidential tax base over time. However, as the City has run low on land available for new commercial and industrial development, its property tax base has begun to shift back towards residential. In 2000, commercial property accounted for 47.2% of the City’s taxable property valuation. By 2009, the commercial share had dropped to 42.8% (see Figure K.1).

Both the local and state property tax assessments grew at rates well above the national rate of inflation (2.47%) from 2000-2009. This suggests that the City has some ability to take on new spending. From 2000 to 2009, the amount of the municipal budget raised through property tax revenue (known as property tax commitment) grew from \$44.6 million to \$55.2 million (see Table K.3), an annual average increase 2.4 percent (or slightly more than a third the rate of growth in local assessed valuation). As a result the City’s local property tax rate dropped significantly from \$20.43/\$1,000 in 2000 to \$14.00/\$1,000 in 2009 (see Table K.3).

Table K.3 Local Property Tax Commitment And Rate, 2000-2009

Year	Tax Commitment	Tax Rate per \$1,000*
2000	\$44,645,134	20.43
2001	\$46,324,057	21.55
2002	\$51,183,180	23.30
2003	\$48,436,912	17.06
2004	\$49,067,966	17.49
2005	\$50,736,155	18.10
2006	\$50,438,924	18.27
2007	\$51,639,156	13.10
2008	\$54,424,090	13.69
2009	\$55,191,170	14.00
2010	\$54,891,971	14.70%
2011	\$55,314,623	15.70%

Source: City of South Portland Assessor,
City of South Portland Comprehensive Annual Financial Report, June 30, 2011

The City of South Portland’s property tax rate is in the middle of full service communities in York and Cumberland counties. (see Table K.4). For 2008, South Portland’s full value tax rate was lower than those of Portland, Westbrook, Sanford, and Biddeford, but higher than the rates for Old Orchard Beach, Kittery, and Kennebunk.

Table K.4 Property Tax Rate Comparison, 2010

Municipality	Tax Rate	Full Value Tax Rate
Kittery	14.26	11.02
Kennebunk	14.3	11.36
Scarborough	12.63	11.58
Old Orchard Beach	13.4	12.34
Saco	13.82	12.82
South Portland	15.7	13.77
Biddeford	14.7	13.96
Sanford	16.52	15.06
Westbrook	16.7	15.32
Portland	17.92	15.88

Source: Municipal Valuation Return Statistical Summary 2008, Maine Revenue Services

Operating Revenues and Expenditures

Property taxes are the primary source of operating funds for municipal government and public schools in South Portland. They account for 73.6% of all revenues collected by the City (see Table K.5). Due to South Portland's very large base of nonresidential property valuation, its state education aid is limited and only accounts for 6.9% of its total revenues – much less than other communities in Maine that receive substantial state education aid.

**Table K.5 Municipal Revenues By Major Category
Year Ending June 30, 2011**

Source	Amount	% of Total
Property Taxes	\$55,589,394	66.43%
Motor Vehicle Excise Taxes	\$4,942,156	5.91%
Operating Grants and Contributions	\$11,399,507	13.62%
Capital Grants and Contributions	\$1,888,618	2.26%
Charges for Services	\$3,495,377	4.18%
Unrestricted Investment Earnings	\$829,187	0.99%
Grants and Contributions (Not Restricted)	\$4,130,872	4.94%
Miscellaneous	\$1,404,520	1.68%
Total	\$83,679,631	

Source: City of South Portland Comprehensive Annual Financial Report, June 30, 2011

Note: Does not include adjustment for change in deferred property revenues.

In 2009, it cost South Portland about \$85 million to operate its municipal government and schools; about 53% went to school operations, 45% to the other municipal functions,

and about 2% to Cumberland County (see Table K.6). Within the municipal portion of the budget, public safety, general government, and public works services account for the largest shares of the budget (see Table K.7).

The share of local tax revenues spent on schools versus general municipal expenditures and county has shifted slightly in towards school spending over the past five years. (see Table K.6).

Table K.6 Use Of Local Tax Revenues

	Schools %	General %	County %
2005	47.78%	49.92%	2.30%
2006	49.95%	47.72%	2.33%
2007	52.29%	45.31%	2.39%
2008	54.14%	43.41%	2.45%
2009	52.65%	45.00%	2.36%
2010	64.75%	31.34%	3.91%
2011	65.03%	31.18%	3.79%

Source: City of South Portland Finance Department

**Table K.7: South Portland Municipal Expenditures By Major Category
Year Ending June 30, 2011**

Category	Amount	% of Total
General Government	\$2,468,154	3.84%
Public Safety	\$9,092,600	14.14%
Public Works	\$4,399,859	6.84%
Culture & Recreation	\$2,872,216	4.47%
Transportation and Waterfront	\$958,851	1.49%
Health, welfare and social services	\$357,789	0.56%
Insurance and fringe benefits	\$4,977,343	7.74%
Education	\$35,913,762	55.87%
Intergovernmental (County Tax)	\$2,058,577	3.20%
Other	\$32,703	0.05%
Debt Service	\$1,149,969	1.79%
Total	\$64,281,823	

Source: City of South Portland Comprehensive Annual Financial Report, June 30, 2011

The City of South Portland maintains conservative budgeting and spending practices, and has taken care to grow its unreserved fund balances over the past several years.

Debt Service

South Portland, like many urban communities, uses long term borrowing to finance major capital expenditures. As of June 30, 2009, the City had \$22.8 million in outstanding debt (see Table K.8). This debt obligation represents just 0.6 percent of the City's total property valuation— far lower than the state's suggested maximum threshold of 5.0 percent.

This debt is for a wide range of projects, including school construction, street & sidewalk improvements, and other construction projects. The annual principal and interest costs on servicing this debt is currently about \$3.4 million (see Table K.9). Though a few smaller bonds will be retired in the next five years, most of the City's long-term debt is tied up in bonds that will not be retired until 2018 or beyond.

The City of South Portland has extremely high ratings on its long-term public debt. Standard & Poor's Ratings Services has given the City of South Portland a rating of AA+ on its general obligation debt. This rating was raised from AA as of January 2010, and, according to Standard & Poor's, "reflects the City's robust economy, diverse tax base, and its sound financial position, which has been maintained at strong levels over various economic cycles." Moody's Investors Service has similarly reclassified South Portland's bonds as AAA, or "gilt edged" bonds.

**Table K.8: Long Term Debt Payable As Of June 30, 2009
City Of South Portland, Maine**

General Obligation Bonds	Interest Rate	Final Date	Maturity	Balance End of Year
1993 Series B - School	4.30-5.00%	2011		\$210,000
1994 Series B	5.70-6.50%	2014		\$500,000
2002 Street & Sidewalk - City	3.75-5.00%	2022		\$60,000
2002 Kaler & Small Elem - School	3.75-5.00%	2022		\$6,600,000
2003 Brown Elem - School	2.50-4.45%	2023		\$3,900,000
2004 MSRS (1) - City and School	3.00-5.10%	2017		\$3,780,000
2007 Paving & Refinancing	4.00-5.00%	2016		\$1,175,000
2010 1999 Community Center - City	2.00-3.00%	2018		\$1,680,000
2010 HS & MS Renovations	2.00-4.00%	2010		\$4,375,000
TOTAL				\$22,280,000

Source: City of South Portland Comprehensive Annual Financial Report, June 30, 2011

Table K.9: Annual Debt Service Cost As Of June 30, 2011

Year	Principal	Total Interest	Total Debt Service
2012	\$2,595,000	\$909,446	\$3,504,446
2013	\$2,320,000	\$809,253	\$3,129,253
2014	\$2,320,000	\$716,728	\$3,036,728
2015	\$2,320,000	\$623,378	\$2,943,378
2016	\$2,195,000	\$526,010	\$2,721,010
2017-2021	\$6,960,000	\$1,497,355	\$8,457,355
2022-2026	\$2,650,000	\$387,175	\$3,037,175
2027-2030	\$920,000	\$73,600	\$993,600
TOTAL	\$22,280,000	\$5,542,945	\$27,822,945

Source: City of South Portland Comprehensive Annual Financial Report, June 30, 2011

In response to South Portland High School's long unresolved capital improvement needs,, the City council approved a ballot question for a \$41.5 million bond to renovate the facility. This bond issue will go to a public vote in November 2010. If approved, this bond would immediately triple the City's amount of public debt, thus potentially limiting its ability to fund additional public improvements until other long term debt is retired.

Issues and Implications

- The City's overall property valuation dropped over 10% from 2009 to 2010. The City's own valuations tend to remain flat from year to year, only increasing when City-wide valuations are conducted. Does this pattern hinder the City's ability to plan for future revenues?
- Since 2000, the City has seen a strong shift from nonresidential to residential valuation. This shift is likely a by-product of the lack of land available for commercial and industrial development.
- The City has been conservative with increasing its property tax commitment, which only grew at about one-third the rate of its property valuation from 2000 to 2009. This discipline has helped keep the local property tax rate at a moderate level.
- South Portland's government is heavily dependent on local property taxes, which represents about three-quarters of all revenues raised by the City. This is partly due to the City's strong nonresidential valuation, which limits its state education aid.
- South Portland's debt obligations have historically been very modest relative to its property valuation, resulting in extremely high ratings for its municipal bonds. The strength of its public debt is an asset that can be used to market the community to private investors.

Appendix L: Land Use

The central goal of Maine’s Growth Management program is to “encourage orderly growth and development in areas of each community, while protecting the State’s rural character, making efficient use of public services and preventing development of sprawl.” This section examines South Portland’s current land use patterns and analyzes development trends since 1990. An in-depth analysis of the most recent development pattern (2000-2010) can be found in the South Portland Development Profile Report.

General Pattern of Development

South Portland has a diverse development pattern that includes a compact urban core, unique residential neighborhoods, and a regional retail and business district. In addition, the community has a strong industrial waterfront heritage and is a major regional oil transportation hub.

Downtown, known as Knightville, is a compact mixture of commercial and residential land uses linked in part to the commercial heart of Portland via the Casco Bay Bridge. The historic downtown includes small local businesses as well as suburban-scale retail centers that serve both local and regional residents. Interspersed throughout the downtown peninsula are residential neighborhoods that include historic single-family homes and multi-family units as well as newer condominium projects.

South Portland’s neighborhoods include historic compact communities, post-World War II subdivisions, and newer suburban developments along Highland Avenue. Historic areas such as the relatively high-density Ferry Village, Willard Beach, and Meeting House Hill neighborhoods provide small-scale single and multi-family housing at a variety of income levels, along with limited neighborhood commercial centers. A number of modest neighborhoods along Main Street and Broadway provide residential pockets in an otherwise highly commercial and industrial area. Highland Avenue offers newer suburban style single-family development.

West of the I-295 spur lies the State’s largest retail center – the Maine Mall – and surrounding industrial and business enterprises. This area grew exponentially from 1970-2000 due to its proximity to Portland and its easy access to the turnpike and the Portland Jetport. There is also a mixture of housing types, including several older apartment complexes, a well-established single-family neighborhood, and the

evolving Brick Hill community.

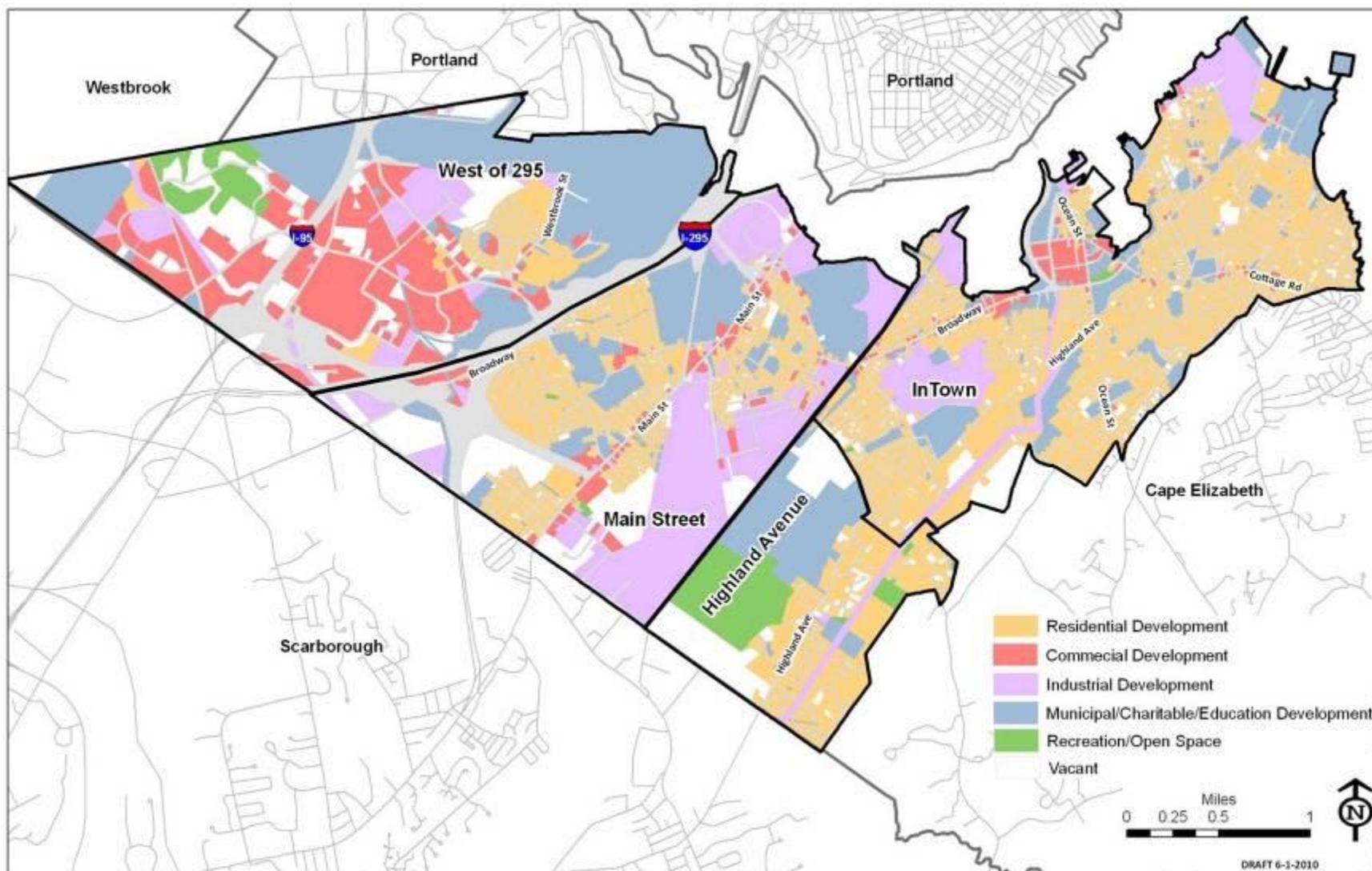
South Portland remains a regional industrial and transportation center. Its waterfront is home to oil storage facilities, marine and educational resources, one of the state's largest rail hubs, and the Portland International Jetport. While the Jetport's terminal is located in Portland, most of its runways are in South Portland, and the property is a prominent physical presence in the City's western portion.

For a more detailed analysis of land use in South Portland, the City has been divided into four regions. (see Figure L.1).

- **West of I-295:** This area is approximately four square miles in size and includes all of the area west of the I-295 spur.
- **Main Street:** This area includes all land between I-295 and the Portland Terminal Rail Line. It is approximately three square miles in size.
- **Highland Avenue:** This area includes the suburban growth area in the southern part of the City near the Scarborough City line. It is approximately one square mile in size.
- **Intown:** This region includes the historic neighborhoods and downtown core of South Portland. It is approximately four square miles in size.

In total, the City encompasses approximately 12 square miles.

Figure L.1: Map of South Portland Land Use



Historic Pattern of Development

South Portland plays a strong role in the region. From its founding, South Portland, along with Portland, has been a regional center for commerce, industry, and employment. As the country's economic and retail patterns have shifted, South Portland has managed to keep pace. The City is home to the Maine Mall, the state's largest regional retail center. Surrounding the mall, the City has developed strong and vibrant high-tech industrial and business parks that are home to some of the state's largest employers including Anthem, National Semiconductor, and Fairchild Industries.

At the same time, South Portland remains an attractive and vibrant residential community. The City offers a wide variety of housing options and is home to increasingly diverse neighborhoods. New residential development has focused on offering a variety of options for both owners and renters including single-family homes, townhouse developments, and a wide range of apartment options.

To help manage growth and promote the historic pattern of development, South Portland implements zoning and land use regulations. The zoning code includes residential and commercial zones to ensure that new development that complements existing patterns. This includes setback and lot size requirements based on adjacent developments, consolidated growth that protects open space in the suburban areas, and attractive commercial development in designated high traffic areas.

In addition to defining where development takes place, the City promotes appropriate design and land use management through site plans, subdivisions reviews, and design standards. Historic standards help to promote compatible design within the City's historic core (see Historic Chapter). In addition, shoreland zoning, resource protection, and floodplain management regulations protect natural resources throughout the community (see Natural Resource Chapter).

Recent Residential Development

Residential development in South Portland follows an historic pattern of growth. The downtown and surrounding urban neighborhoods include relatively high-density development, with single and multi-family homes on small lots set close together. This pattern persists throughout the Intown and Main Street Areas. Highland Avenue area housing patterns are more suburban, and include a

combination of low-density single-family homes on large lots and moderate-density townhouse developments. Residential development West of I-295 includes post-war high-density single-family neighborhoods as well as several large apartment communities. These differences in residential development are reflected in the land use code's lot size and setback requirements (see excerpt of Zoning Code at the end of this chapter). For the most part, the City's residential zones look to promote and preserve the existing patterns of development found throughout the City. The following sections summarize development between 2000 and April of 2010:

1. Intown: In the last decade (2000 to 2010), 441 new residential units were built in the Intown area - 47% of the total new residential units built in the City during this time. Single-family development made up the largest percentage of the new units built (209). Multi-family development included four infill projects in the Knightville neighborhood as well as the 136-unit RiverPlace luxury apartment project. The new residence hall at the Southern Maine Community College campus provides an additional 320 dormitory beds in the area. Residential development in this area was primarily infill, with homes built on lots that average 10,000 square feet (quarter-acre).

2. Highland Avenue: Residential development along Highland Avenue boomed over the last decade (2000 to 2010). Two hundred and forty six (246) new, primarily single-family units were built in the area between 2000 and 2010. This includes Glenwood Farms, Grandview Estates, Elderberry Circle, Highland Meadows, Conifer Woods, and Mulberry developments. New development in this area is primarily large lot single-family subdivisions with an average lot size of 30,000 square feet (2/3 acre).

3. Main Street: Between 2000 and 2010, residential development in the Main Street area was almost solely single-family infill (108 of 115 new units). As with the Intown neighborhoods, the new single-family developments are built on lots that average 10,000 square feet.

4. West of I-295: West of I-295 saw moderate residential growth over the last decade. All new units were multi-family and townhouse developments. The Brick Hill project provides a mix of high and moderate density apartment and townhouse style housing, including 96 apartment units and 17 townhouse developments units.

Nonresidential Land Use

Nonresidential growth over the last decade (2000 to 2010) was concentrated in the Main Street and West of I-295 areas. Over a third of new nonresidential development (35.3%) was in retail and service uses, while almost half was in office and professional and industrial growth. Within the primarily residential areas (Highland Ave and Intown), nonresidential growth included mixed use developments in the Knightville area as well as municipal developments (primarily schools) within urban neighborhoods.

1. Intown: Visible change took place in the Intown area, where 14.3% of the total new nonresidential development took place. Expansion in Knightville included four mixed-use buildings along Ocean Avenue, all of which include first floor office/retail space and upper floor condo/apartment units. Two new buildings on Waterman Drive and Ocean Avenue provide an additional 45,747 SF of new office space in the downtown, although much of this space was vacant as of 2010. The development of a new strip mall along Broadway Avenue expanded the area's available retail space by 22,446 SF.

2. Highland Avenue: There was limited nonresidential development in this area. Between 2000 and 2010, the majority of nonresidential development was in conjunction with the construction of a sports complex that includes a small store and day care center. A new radio tower is the only example of industrial development in the area.

3. Main Street: Nearly 70% of the last decade's industrial development took place in this area. This includes the expansion of existing industrial parks along Thadeus Street and Broadway.

4. West of I-295

Between 2000 and 2010, nearly 68% of all new nonresidential space in South Portland was developed West of I-295. This includes the 2001 expansion of retail developments along Running Hill Road (Target and adjoining businesses) and office park development along Gannett Drive and John Roberts Road.

Natural Resource Uses

Farmland and Forest Land

The City of South Portland has no land designated as forest land, and very few lots designated as farm land. The Highland Avenue area has historically included farmland and forestland, but over the last few decades the area has been fully developed as residential neighborhoods. No timber harvesting activities have taken place in South Portland since 1996 and, as of 2005, no properties were listed as actively used for timber harvesting (see Table L.1).

Table L.1: Timber Harvest Information for South Portland

YEAR	Selection harvest, acres	Shelterwood harvest, acres	Clearcut harvest, acres	Total Harvest, acres	Change of land use, acres	Number of active Notifications
1991-1995	50	75	5	130	0	5
1996-2005	0	0	0	0	36	6
2005-2007	0	0	0	0	0	0
Total	50	75	5	130	36	11

Source: Maine Forest Service

The previous comprehensive plan, completed in the early 1990s, listed 218 acres of agricultural land located in the outer Highland area, including a 136 acre sod farm. None of the parcels was registered in the State Farm and Open Space Law taxation program. Some of the land has subsequently been sold to the City and is now home to the Gary L. Maietta Park. While there are no commercial agricultural operations in South Portland, there are still three lots zoned as “pre-existing farm.” In addition, there are 28 chicken permits in the City, and four licenses for bee hives.

Surrounding communities such as Scarborough, Westbrook, and Cape Elizabeth do have active farms. South Portland’s farmer’s markets provide opportunities for these farms as well as other regional agricultural business to provide their goods to local residents.

Cluster patterns of residential development have preserved some of the rural character by incorporating open space into the projects, but none of this land is actively farmed or forested for commercial use.

Vacant Land (as of April 2010)

South Portland has limited vacant land available for development. Pockets of vacant property with infill potential are scattered throughout the City, with larger parcels in the Main Street and West of I-295 areas adjacent to existing industrial, retail, or business parks.

1. **Intown:** Within the Intown area, there are 105 acres of vacant land, primarily in the form of infill parcels in existing neighborhoods.
2. **Highland Ave:** The Highland Avenue area has 161 acres of residential vacant land, including undeveloped parcels within existing subdivisions.
3. **Main Street:** The Main Street area has 237 acres of vacant land that includes residential and industrial development opportunities around the Route One/I-295 area.
4. **West of I-295:** The area west of I-295 Main Street has 232 acres of vacant land, primarily in the form of land adjacent to existing industrial/business parks and limited areas for retail expansion.

Municipal Land Use

1. **Intown:** Most of South Portland's municipally owned land is located in the Intown area. South Portland's parks, schools, and playing fields are part of the fabric of the downtown core and urban neighborhoods. The Eastern Trail project in the Intown area provides an off-road bicycle and pedestrian link throughout the City. South Portland's City Hall helps to anchor Knightville as a center of civic activity. Schools located within the dense neighborhoods are within walking distance for many students. The Public Works Garage is on O'Neill Street off Cottage Road. The wastewater treatment plant is on Waterman Drive next to the Casco Bay Bridge. Both the police and fire departments are headquartered downtown at the corner of Broadway and Anthoine Street.
2. **Highland Ave:** Municipal land in the Highland Avenue area includes the Gary L. Maietta Park and adjacent development land, as well as the school bus maintenance and storage facilities.

3. Main Street: The City's Memorial Middle School and two fire stations are located in the Main Street area.

4. West of I-295: Municipal land west of I-295 includes an elementary school, a fire station (built in 2003), and trail land along Clark's Pond.

Issues and Implications

- Most new single-family residential development in South Portland's Intown and Main Street areas has been on existing lots of 10,000 SF or less, which in many cases would be considered nonconforming if the lots did not already exist. The City should consider altering lot size and other dimensional requirements in these areas.
- Recent nonresidential development has generally fit with existing patterns in different parts of town: high-density mixed-use Intown, industrial in the Main Street area, and suburban commercial in the West of I-295 area. These patterns suggest that current zoning is generally effective at directing growth in appropriate ways.
- The continued buildout of the Highland Avenue corridor has effectively eliminated the remnants of the non-marine natural resource economy from South Portland, as there are no active farm or forest properties left in the City. Cluster zoning has preserved open space for viewing purposes, but not rural uses.
- Only about 700 acres of vacant land remain in South Portland at this time (April 2010). Much of this land is on vacant parcels in existing neighborhoods, subdivisions, and office parks (or is presently not served by public roads). As such, there are few remaining greenfield development opportunities in the City, and future land use planning efforts will need to focus on infill, redevelopment, and infrastructure development to serve previously landlocked parcels.

Table L.2: South Portland Zoning District Lot Sizes and Dimensional Standards 2010

	RF	AA	A/A-1	G/G-1/G-2/G-3	VR	RT sf ;mf	LB com;res	
Minimum Lot Width (street frontage)	150	100	75	75	75	75	25	
Minimum Front Yard	30	20	20	20/20/20/10	8	20	0;15	
Minimum Side Yard	10	10	6	15/15/15/10	15	6;15	0;15	
Minimum Rear Yard	30	25	20	15/20/15/10	15	20;15	0;15	
MAXIMUM Height	35	35	35	40/45/30/45(60) ¹	40	35;40	35	
Minimum Lot Area	80,000	20,000	12,500	7,500/43,560/7,500 0/7,500	7,500	12500; 7,500	3,500; 5,000	
¹ In the G-3 zone height for residential use is 45, for commercial 60								
	VC com;res	KDD com;res	VCW com;res	SP com;res	CS	CG	PO	
Minimum Lot Width (street frontage)	25	25	25	100;75	100	100	150	
Minimum Front Yard	0;15	0;15	0;15	20	40	50	50	
Minimum Side Yard	0;15	0;15	0;15	20;15	30	20	30	
Minimum Rear Yard	0;15	0;15	0;15	20;15	25	20	25	
MAXIMUM Height	35	24-50	24-40	86	86	90	90	
Minimum Lot Area	3,500	3,500	3,500	30,000;7,500	30,000	30,000	93,120	
	CCRT	CCR	C	IL	S/S-1	I com;res	INR/INR- MSW-1	CAZ
Minimum Lot Width (street frontage)	75	75	25	100	25	100;7,500	100	75
Minimum Front Yard	50	50	15	20	20	20;75	20	20
Minimum Side Yard	20	20	15	20	20/15	20	20	6
Minimum Rear Yard	20	20	15	20	20/15	20;15	20	6
MAXIMUM Height	90	90	45	45	86	86	86	35
Minimum Lot Area	20,000	20,000	10,000	30,000	30,000	30,000	30,000	12,500

Appendix M: Agricultural & Forest Resources

Introduction

South Portland is an urban community that has experienced near-complete build-out over the last 60 years. Although a large section of the City sits on land designated as “Farmland of Statewide Importance” by the State of Maine, almost all of that area has been developed for residential, commercial, industrial or other non-agricultural use. South Portland, however, does have a handful of small-scale urban agriculture operations within City limits, including chicken coops and beehives.

Agricultural Resources in South Portland

Agriculture in Cumberland County

Cumberland County is home to 337.2 people per square mile (over 21% of Maine’s population), while the state as a whole is home to just 43.1 people per square mile. The largest crop in the county is forage (land used for all hay and haylage, grass silage, and greenchop), and there were 630 farms in the area during the 2007 Agricultural Census.

Table M.1: Farms in Cumberland County

	2002	2007	% Change
Number of Farms	596	630	6%
Land in Farms	54,455	51,727	-5%
Average Size of Farm (acres)	91	82	-10%

Source: 2007 Census of Agriculture

Table M.2: Top Crop Items in Cumberland County

Top Crop Items	Acres
Forage - land used for all hay and haylage, grass silage, and greenchop	13,451
Vegetables harvested for sale	660
Sweet corn	
Corn for silage	255
Cut Christmas trees	234

Source: 2007 Census of Agriculture

Table M.3: Top Livestock Items in Cumberland County

Top Livestock Inventory Items	Number
Cattle and calves	4,419
Layers	4,305
Horses and ponies	1,653
Sheep and lambs	1,637
Broilers and other meat-type chickens	1,483
Source: 2007 Census of Agriculture	

Urban Agriculture

Beekeeping: South Portland allows bee colonies within City boundaries, with limits on colony size and flyway barriers. An annual beekeeping permit costs \$25 per beekeeper, and requires registration with the Maine Department of Agriculture. If a colony is within 25 feet of a public or private property line, the beekeeper must have a flyway barrier such as a wall, fence or dense vegetation. As of November 2011, there were four licensed beekeepers with South Portland, with a total of seven hives.

Table M.4: Colonies Permitted By Lot Size

Lot Size	Colonies Permitted
¼ acre or less	2 colonies
More than ¼ acre to ½ acre	4 colonies
More than ½ acre to 1 acre	6 colonies
More than 1 acre	8 colonies
Source: South Portland Code of Ordinances	

Domesticated Chickens: South Portland allows domestic chickens (no commercial use) within City boundaries, with several regulations. An annual domestic chicken permit costs \$25, with an additional \$25 for a building permit to construct a henhouse. A property owner can only have six chickens per lot, must keep them in an enclosure of fenced area, and cannot slaughter the chickens. As of December 2011, there were 28 domestic chicken permits in South Portland.

Farms and Farmland in South Portland

There are three properties in South Portland that are zoned “Pre-Existing Farm” on which are allowed a variety of agricultural uses. The Pre-Existing Farm definition was created in 1996 to “enable existing farms not located within a farm zoning district to operate as conforming uses in order to preserve property rights and to promote for the public the benefits of open space and low municipal service demands as well as of

agricultural products, services, and amenities.” This land is primarily used for sheep and horses. There are no parcels classified as Tree Growth in South Portland.

Figure M.1: Pre-Existing Farms in South Portland



Source: City of South Portland

Community Farming and Forestry Activities

During the summer, the South Portland Farmer’s Market is held on Thursday s from 3:00pm to 7:00 pm in Thomas Knight Park. The Winter Farmer’s Market is at the old Hamlin school at the corner of Ocean Street and Sawyer streets from 10:00am to 2:00pm on Sunday afternoon. Vendors must complete a license application form and fees, provide proof of insurance, and provide a copy of a Maine Department of Agriculture License for certain goods.

In addition, there are two community garden locations in South Portland: one at Hinckley Park, and another at 496 Ocean St, the location of the winter farmers’ market. The 35 plots at Hinckley park are leased for \$25 a year. The location at 496 Ocean Street opened in Spring 2012.

Issues and Implications

- There is a growing interest, both locally and nationally, in urban agriculture; South Portland is positioned to be a local leader in this field.
- The City of Portland has its own well-attended farmers' markets – the South Portland market should continue to be aware of competing times and services.

Appendix N: Capital Improvement Plan

Below are excerpts from the City of South Portland 2012-2013 Capital Improvement Plan.

- City Manager's Cover Letter
- Section 1: Seven Year Capital Improvement Plan
- Appendix A: The Capital Improvement Budget Process



Executive Department

**James H. Gailey
City Manager**

March 12, 2012

Patricia Smith, Mayor
City of South Portland
25 Cottage Road
South Portland, ME 04106

Re: FY 2013 to FY 2019 Capital Improvement Plan

Dear Mayor Smith:

In accordance with §514 and §515 of the City Charter, I am submitting the FY 2013 seven-year Capital Improvement Plan for the City of South Portland.

A capital improvement plan establishes the priorities and funding of capital infrastructure investment a community should make to assure its continued economic viability and to protect public health and safety. A strong capital improvement plan is an important element in a city's overall economic development program. The CIP program establishes the priorities and funding to provide safe and efficient roadway and transportation systems, capital-intensive environmental infrastructure projects such as wastewater collection and treatment facilities, as well as public safety equipment through a planned and continuous investment program. A capital improvement plan also establishes a plan to purchase, construct, and maintain public land and buildings that house educational, governmental, cultural or recreational activities to serve our citizens and students.

The seven-year Capital Improvement Plan for municipal infrastructure among major functional areas of the City includes:

Table I.

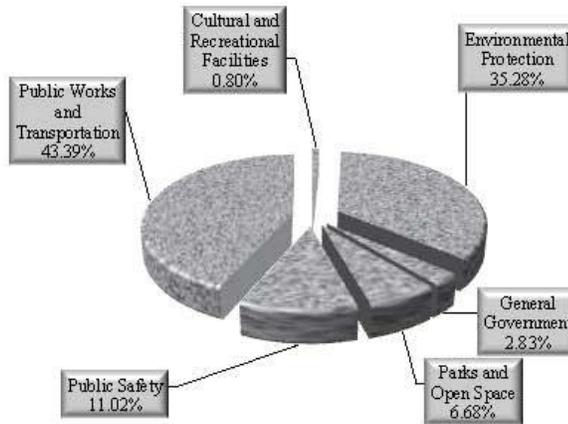
**Distribution of Capital Projects
Across Major Functional Areas
FY 2013 to FY 2019**

Cultural and Recreational Facilities	\$390,565
Environmental Protection	\$17,233,000
General Government	\$1,380,000
Parks and Open Space	\$3,261,718
Public Safety	\$5,384,000
Public Works and Transportation	\$21,191,880
Total	\$48,841,163

The following chart represents the distribution of capital investments across major functional areas of the City.

Chart I.

**Distribution of Capital Projects
Across Major Functional Areas
FY 2013 to FY 2019**



The City of South Portland utilizes a number of funding sources to fund major capital improvement projects. Those sources include the issuance of general obligation bonds (long-term debt), Tax Increment Financing (TIF) (public infrastructure fund reserves for eligible capital projects), General Fund Reserves (planned savings and investment program contained within the operating budget), Sewer User Fund Reserves/Surplus (funded through the Sewer User operating budget), state or

Appendix N | Capital Improvement Plan

federal grants, impact fees, prior years' CIP balances and interest, the operating budget and/or fund balance.

The following table shows the distribution of funding sources proposed to be used to fund this seven-year Capital Improvement Plan.

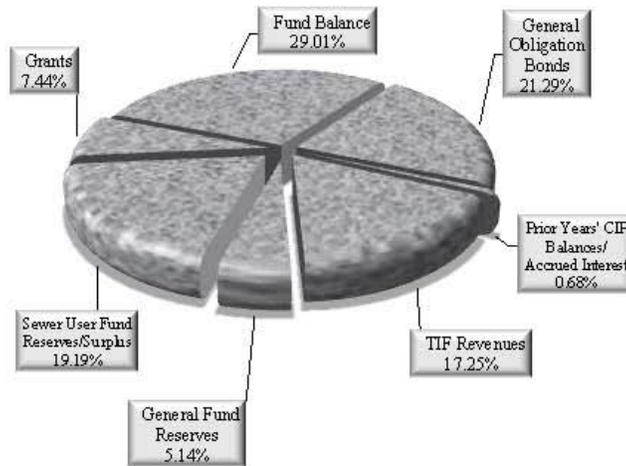
Table II

Distribution of Funding Sources For Capital Improvement Spending FY 2013 to FY 2019

General Obligation Bonds	\$10,400,000
Prior Years' CIP Balances/Accrued Interest	\$331,510
TIF Revenues	\$8,425,578
General Fund Reserves	\$2,512,532
Sewer User Fund Reserves/Surplus	\$9,373,000
Grants	\$3,631,481
Fund Balance	\$14,167,062
Total	\$48,841,163

Chart II

Distribution of Funding Sources For Capital Improvement Spending FY 2013 to FY 2019



21.29% of the total seven-year Capital Improvement Program will be funded with long-term General Obligation Bonds through the City’s property tax supported General Fund. 78.71% will be funded through user fees, state or federal grants, TIF revenues, fund balance, prior years’ CIP balances/accrued interest or as a pay as you go basis through the establishment of annual contributions to reserve accounts to fund the replacement of capital infrastructure and equipment necessary. These investments provide the goods and services the public expects of a full service municipality.

FY 2013 Capital Improvement Requests

The FY 2013 Capital Improvement request of \$16.686 million is spread across the following six functional areas:

Table III.

**FY 2013 Capital Improvement Program
By Functional Area**

Cultural and Recreational Facilities	\$87,565
Environmental Protection	\$2,108,000
General Government	\$265,000
Parks and Open Space	\$242,718
Public Safety	\$503,000
Public Works and Transportation	\$13,479,880
Total	\$16,686,163

The source of funding of the FY 2013 Municipal Capital Improvement Plan comes from the following sources:

Table IV.

**FY 2013 Capital Improvement Program
By Funding Sources**

General Obligation Bonds	\$10,000,000
Prior Years' CIP Balances/Accrued Interest	\$331,510
TIF Revenues	\$2,365,578
General Fund Reserves	\$720,032
Sewer User Fund Reserves/Surplus	\$208,000
Grants	\$1,953,981
Fund Balance	\$1,107,062
Total	\$16,686,163

Cultural and Recreational Facilities

The proposed seven-year Capital Improvement Plan includes an investment of \$391,000 for projects at the Main and Branch Libraries and the Municipal Pool. FY 2013 includes the following projects totaling \$87,565:

Table V.

**FY 2013 Cultural and Recreational Facilities
Capital Improvement Projects**

Branch Library - HVAC System Replacement	\$15,000
Main Library - Painting/Recoating	\$15,000
Recreation Division - Municipal Pool Filter Room Motor/Parts Replace	\$12,000
Recreation Division - Municipal Pool Lining Repairs	\$45,565
Total Cultural and Recreational Facilities	\$87,565

Environmental Protection

One of the most important obligations of a City is its role in environmental stewardship to protect the health and safety of its residents, protect its natural environment and meet the obligations of state and federal environmental law. The City Council has committed significant resources recently to meet this obligation.

The proposed seven-year Capital Improvement Plan includes an investment of \$17.233 million for Environmental Protection projects. The first year of the CIP, FY 2013, includes the following Environmental Protection projects totaling \$2,108,000.

Table VI.

**FY 2013 Environmental Protection
Capital Improvement Projects**

The source of funds for these projects is the Sewer User Reserve /Surplus Accounts, TIF Reserves and Prior Year CIP Balances.

Water Resource Protection - CSO West High #019 - Mussey Street	\$200,000
Water Resource Protection - Grit Truck - Body Only	\$37,000
Water Resource Protection - Knightville Separation	\$1,700,000
Water Resource Protection - Pump Station Radio Telemetry	\$171,000
Total Environmental Protection	\$2,108,000

General Government

The next major functional area is General Government. This functional area includes municipal buildings, equipment and technology investment across all municipal departments. The proposed seven-year Capital Improvement Plan includes an investment of \$1.380 million for General Government capital expenditures.

The first year of the CIP includes the following General Government projects totaling \$265,000:

Table VII.

**FY 2013 General Government
Capital Improvement Projects**

City Hall - Façade/Roof	\$80,000
Information Technology - Computer Reserve	\$80,000
Land Bank Account	\$35,000
Planning and Development - Bike Racks - PACTS Local Share	\$50,000
Planning and Development -Electrical Inspector's and Engineer's Vehicles	\$20,000
Total General Government	\$265,000

Parks and Open Space

Historically, taxpayers have made a substantial commitment providing parks and open space for future generations of this City. With the continued growth of residential and commercial development, it is important provisions be made to provide for the livability and quality of life for our residents in South Portland by providing access to nature through the development of urban parks and open space.

The proposed seven-year Capital Improvement Plan includes an investment of \$3.261 million for Parks and Open Space projects. FY 2013 includes the following projects totaling \$242,718:

Table VIII.

**FY 2013 Parks and Open Space
Capital Improvement Projects**

Parks Division - Liberty Ship Monument Repairs	\$37,718
Parks Division - One Ton Dump Replacement #73	\$43,000
Parks Division - Out Front Mower Replacement	\$20,000
Parks Division - Reelmaster 3100-D Sidewinder Mower	\$42,000
Parks Division - Wainwright Complex: Playscape	\$50,000
Parks Division - Wilkinson Park Building Improvements	\$50,000
Total Parks and Open Space	\$242,718

Public Safety

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The proposed seven-year Capital Improvement Plan includes an investment of \$5.384 million for public safety buildings and equipment. The first year of the CIP, FY 2013 includes three Public Safety projects totaling \$503,000.

Table IX

FY 2013 Public Safety Capital Improvement Projects

Fire Department - Command Vehicle	\$38,000
Fire Department - Fire Engine	\$450,000
Police Department - Parking Lot Improvements	\$15,000
Total Public Safety	\$503,000

Public Works and Transportation

The last major functional area is Public Works and Transportation. This includes programs and activities of the Public Works and Public Transportation and the Waterfront Departments.

The proposed seven-year Capital Improvement Plan includes an investment of \$21.192 million for Public Works and Transportation projects.

The FY 2013 includes the following projects totaling \$13,479,880:

Table X

FY 2013 Public Works and Transportation Capital Improvement Projects

Bus Service - Garage Replacement/Renovation	\$715,000
Bus Service - Transit Bus Reserve	\$50,000
Public Works - Garage	\$10,000,000
Public Works - Knightville Streets, Sidewalks, and Utility Infrastructure	\$1,435,000
Public Works - MDOT Paving Match (Dartmouth, Rumery, East Broadway)	\$136,010
Public Works - Sidewalk Plow with Blower Attachment	\$175,000
Public Works - Sidewalk Program	\$100,000
Public Works - Street Paving Program	\$500,000
Public Works - Traffic/Bicycle/Pedestrian Projects	\$368,870
Total Public Works and Transportation	\$13,479,880

Sources of funding include \$10,000,000 from General Obligation Bond, \$175,056 from Prior Years' CIP Balances, \$603,000 from TIF Reserves, \$188,931 from General Fund Reserves, \$1,911,481 from state and federal grants and \$601,412 from Fund Balance.

Educational Facilities

With the awarding of a Contractor bid in March, our targeted timeline is to start construction on the renovation and addition to South Portland High School in April 2012. Phase I of construction is anticipated to be completed in December 2013. We are currently working closely with Greg L'Heureux to secure bonding for Phase I of the project.

Capital Improvement Projects being considered throughout the district are as follows:

- Memorial Middle School	
Oil Tank Removal	10,420
Gym Bleacher repair and code upgrade	11,475
Roof Repair/Replace Central Office, Locker Rooms, Cafeteria and Hallway	69,000
Rooftop Ventilation System Repair	15,000
Tile Abatement	<u>5,000</u>
<i>Funding Source – FY10 CIP Reserve</i>	\$110,895
Phone System Replacement in Conjunction with City Tech. Consolidation	
<i>Funding Source – E-Rate Grant Funds</i>	\$90,000
- Mahoney Middle School	
Roof Ventilation Hoods (9) Repair	7,500
Clean and Inspect inside of Oil Tank	6,000
Refurbish fixtures and floors Basement Girl's Room	10,500
Boy's and Girl's Locker Room updates	<u>19,563</u>
<i>Funding Source – FY10 CIP Reserve</i>	\$33,563
- Skillin Elementary School	
Oil Tank Cleaning and Removal	8,898
Elevator repair and code upgrade	<u>26,548</u>
<i>Funding Source – Elementary CIP Reserve</i>	\$35,446
- District Wide	
Elementary Building Painting and Window Caulking	
<i>Funding Source – Elementary CIP Reserve</i>	\$20,000
Elementary Classroom Door/Window Shades and Room Number Plates	
<i>Funding Source – Elementary CIP Reserve</i>	\$57,750
Middle School Building Painting and Window Caulking	
<i>Funding Source – FY10 CIP Reserve</i>	\$10,000
Middle School Classroom Door/Window Shades and Room Number Plates	
<i>Funding Source – FY10 CIP Reserve</i>	\$37,560

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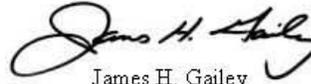
Central Office Reconfiguration and Ventilation System Repair	
<i>Funding Source – Maintenance Reserve</i>	\$28,000
HVACR Mechanical Heating and Cooling Service Agreement	
<i>Funding Source – Maintenance Reserve</i>	\$75,825

Conclusion

The City Council has approved and/or completed a number of important capital improvement projects to repair, replace or in some cases expand the quality of public facilities that serve our residents, businesses and visitors. These investments will assure the health and safety of our residents and visitors to our City and to the quality of life in South Portland.

I look forward to presenting this plan for the future to the City Council and the public.

Sincerely,



James H. Gailey
City Manager

cc: South Portland School Board
Suzanne Godin, Superintendent of Schools
Department Heads
South Portland Legislative Delegation

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Functional Area	CIP Project	Project Cost	General Fund G.O. Bond	Prior Yrs' CIP Bal./Accrued Int.	TIF Reserves	General Fund Reserve	Sewer User Fund Res/Fund Balance	Grants	Fund Balance
FY 2013 CIP Request									
Cultural and Recreational Facilities	Branch Library - HVAC System Replacement	\$15,000				\$15,000			
Cultural and Recreational Facilities	Main Library - Painting/Recoating	\$15,000				\$15,000			
Cultural and Recreational Facilities	Recreation Division - Municipal Pool Filter Room Motor/Parts Replace	\$12,000				\$12,000			
Cultural and Recreational Facilities	Recreation Division - Municipal Pool Lining Repairs	\$45,565							\$45,565
Environmental Protection	Water Resource Protection - CSO West High #019 - Mussey Street	\$200,000		\$137,422	\$62,578				
Environmental Protection	Water Resource Protection - Grit Truck - Body Only	\$37,000					\$37,000		
Environmental Protection	Water Resource Protection - Knightville Separation	\$1,700,000			\$1,700,000				
Environmental Protection	Water Resource Protection - Pump Station Radio Telemetry	\$171,000					\$171,000		
General Government	City Hall - Facade/Roof	\$80,000		\$7,675		\$30,000			\$42,325
General Government	Information Technology - Computer Reserve	\$80,000							\$80,000
General Government	Land Bank Account	\$35,000							\$35,000
General Government	Planning and Development - Bike Racks - PACTS Local Share	\$50,000						\$42,500	\$7,500
General Government	Planning and Development - Electrical Inspector's and Engineer's Vehicles	\$20,000							\$20,000
Parks and Open Space	Parks Division - Liberty Ship Monument Repairs	\$37,718				\$5,545			\$32,173
Parks and Open Space	Parks Division - One Ton Dump Replacement #73	\$43,000							\$43,000
Parks and Open Space	Parks Division - Out Front Mower Replacement	\$20,000							\$20,000
Parks and Open Space	Parks Division - Reelmaster 3100-D Sidewinder Mower	\$42,000		\$6,444		\$35,556			\$10,000
Parks and Open Space	Parks Division - Wainwright Complex: Playscape	\$50,000							\$40,000
Parks and Open Space	Parks Division - Wilkinson Park Building Improvements	\$50,000							\$20,000
Public Safety	Fire Department - Command Vehicle	\$38,000							\$38,000
Public Safety	Fire Department - Fire Engine	\$450,000		\$4,913		\$350,000			\$95,087
Public Safety	Police Department - Parking Lot Improvements	\$15,000							\$15,000
Public Works and Transportation	Bus Service - Garage Replacement/Renovation	\$715,000				\$143,000		\$572,000	
Public Works and Transportation	Bus Service - Transit Bus Reserve	\$50,000							\$50,000
Public Works and Transportation	Public Works - Garage	\$10,000,000	\$10,000,000						
Public Works and Transportation	Public Works - Knightville Streets, Sidewalks, and Utility Infrastructure	\$1,435,000			\$570,000			\$865,000	
Public Works and Transportation	Public Works - MDOT Paving Match (Dartmouth, Rumery, East Broadway)	\$136,010				\$10,931			\$125,079
Public Works and Transportation	Public Works - Sidewalk Plow with Blower Attachment	\$175,000		\$16,389		\$25,000		\$133,611	
Public Works and Transportation	Public Works - Sidewalk Program	\$100,000			\$25,000				\$75,000
Public Works and Transportation	Public Works - Street Paving Program	\$500,000		\$158,667					\$341,333
Public Works and Transportation	Public Works - Traffic/Bicycle/Pedestrian Projects	\$368,870			\$8,000	\$10,000		\$340,870	\$10,000
Total		\$16,686,163	\$10,000,000	\$331,510	\$2,365,578	\$720,032	\$208,000	\$1,953,981	\$1,107,062

Appendix N | Capital Improvement Plan

Functional Area	CIP Project	Project Cost	General Fund G.O. Bond	Prior Yrs' CIP Bal./Accrued Int.	TIF Reserves	General Fund Reserve	Sewer User Fund Res/Fund Balance	Grants	Fund Balance
FY 2014 CIP Request									
Cultural and Recreational Facilities	Main Library - Exterior Painting	\$15,000							\$15,000
Cultural and Recreational Facilities	Main Library - Inventory Security System	\$90,000							\$90,000
Cultural and Recreational Facilities	Main Library - Replace Bridges and Walkways	\$30,000							\$30,000
Cultural and Recreational Facilities	Recreation Division - Municipal Pool/Hot Tub Replacement	\$100,000							\$100,000
Environmental Protection	Water Resource Protection - 7-Yard Dump Truck	\$90,000					\$90,000		
Environmental Protection	Water Resource Protection - Administrative Building	\$500,000					\$500,000		
Environmental Protection	Water Resource Protection - CSO Cash Corner Phase II -Thornton Heights	\$750,000			\$750,000				
Environmental Protection	Water Resource Protection - CSO Elm Street Phase I - I/I Removal	\$360,000			\$360,000				
Environmental Protection	Water Resource Protection - Mechanics Van Unit #3	\$35,000					\$35,000		
Environmental Protection	Water Resource Protection - Sewer Truckline Lining	\$100,000					\$100,000		
Environmental Protection	Water Resource Protection - Treatment Plant - Data Network Replace	\$500,000					\$500,000		
Environmental Protection	Water Resource Protection - Treatment Plant - Generator/Switchgear	\$500,000					\$500,000		
General Government	Information Technology - Computer Reserve	\$100,000							\$100,000
General Government	Information Technology - Network Security Equipment	\$100,000					\$25,000		\$75,000
General Government	Land Bank Account	\$35,000							\$35,000
General Government	Planning and Development - Building Inspector's Vehicle	\$20,000				\$10,000			\$10,000
General Government	Planning and Development - Window Replacement - Phase II	\$20,000				\$10,000			\$10,000
Parks and Open Space	Parks Division - 1 Ton Dump Replacement #79	\$43,000							\$43,000
Parks and Open Space	Parks Division - 3/4 Ton Plow Truck Replacement #86	\$44,000							\$44,000
Parks and Open Space	Parks Division - Springpoint Fencing (1000 Feet of Replacement)	\$37,000							\$37,000
Parks and Open Space	Parks Division - Wainwright Complex Equipment Replacement	\$75,000							\$75,000
Parks and Open Space	Parks Division - Wainwright Complex: Baseball Field #2 Re-grading	\$60,000							\$60,000
Parks and Open Space	Parks Division- Equipment Replacement	\$75,000							\$75,000
Parks and Open Space	Parks Division- Spring Point Shoreway Fence Replacement	\$35,000							\$35,000
Parks and Open Space	Parks Division- Spring Point Shoreway Paved Walk Replacement	\$75,000							\$75,000
Parks and Open Space	Parks Division- Spring Point Shoreway Picnic Shelter	\$100,000							\$100,000
Parks and Open Space	Parks Division- Wainwright Complex: Baseball/Softball Dugouts	\$75,000							\$75,000
Parks and Open Space	Parks Division- Wainwright Complex: Phase 3 Development	\$300,000							\$300,000
Public Safety	Fire Department - Ambulance	\$200,000				\$200,000			
Public Safety	Fire Department - Fire Truck Reserve	\$200,000							\$200,000
Public Safety	Police Department - Computer Server Replacement	\$50,000							\$50,000
Public Safety	Police Department - Interior Re-modeling	\$50,000							\$50,000
Public Safety	Police Department - Regional Crime Lab	\$30,000							\$30,000
Public Safety	Police Department - Tactical Body Armor Replacement	\$25,000				\$12,500		\$12,500	
Public Safety	Police Department - Vehicle Camcorder Replacement	\$106,000							\$106,000
Public Safety	Police Department - Weapon Replacement	\$35,000							\$35,000
Public Works and Transportation	Bus Service - Transit Bus Reserve	\$50,000				\$50,000			
Public Works and Transportation	Bus Service - Transit Buses (2)	\$750,000				\$150,000		\$600,000	
Public Works and Transportation	Public Works - Compressor for Garage	\$12,000							\$12,000
Public Works and Transportation	Public Works - One (1) Truck with Plow	\$200,000					\$200,000		
Public Works and Transportation	Public Works - Rolloff Truck Replacement	\$110,000							\$110,000
Public Works and Transportation	Public Works - Sidewalk Program	\$150,000					\$50,000		\$100,000
Public Works and Transportation	Public Works - Skid Steer Loader	\$140,000							\$140,000
Public Works and Transportation	Public Works - Street Paving Program	\$750,000							\$750,000
Total		\$7,122,000	\$0	\$0	\$1,110,000	\$432,500	\$1,750,000	\$862,500	\$2,967,000

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Appendix N | Capital Improvement Plan

Functional Area	CIP Project	Project Cost	General Fund G.O. Bond	Prior Yrs' CIP Bal./Accrued Int.	TIF Reserves	General Fund Reserve	Sewer User Fund Res/Fund Balance	Grants	Fund Balance
FY 2015 CIP Request									
Cultural and Recreational Facilities	Recreation Division- Hockey Rink Package (All inclusive)	\$13,000							\$13,000
Cultural and Recreational Facilities	Recreation Division- Municipal Pool - Decking	\$25,000							\$25,000
Environmental Protection	Water Resource Protection - Catchbasin Cleaner	\$115,000					\$115,000		
Environmental Protection	Water Resource Protection - CSO Evans/Broadway Phase I	\$1,500,000			\$1,500,000				
Environmental Protection	Water Resource Protection - Mechanic Van Unit #6	\$35,000					\$35,000		
Environmental Protection	Water Resource Protection - Sewer Trunkline Lining	\$100,000					\$100,000		
Environmental Protection	Water Resource Protection - Treatment Plant - Biological Nutrient	\$2,500,000					\$2,500,000		
General Government	Information Systems - Computer Reserve	\$100,000							\$100,000
General Government	Information Technology - GIS Phase III	\$150,000					\$75,000		\$75,000
General Government	Land Bank Account	\$35,000							\$35,000
General Government	Planning and Development - Window Replacement - Phase III	\$15,000							\$15,000
Parks and Open Space	Parks Division - Equipment Replacement	\$200,000							\$200,000
Parks and Open Space	Parks Division - General Park Repair - Various Parks	\$200,000.00							\$200,000
Parks and Open Space	Parks Division - Wainwright Complex Truck/Plow Replacement	\$100,000							\$100,000
Parks and Open Space	Parks Division - Wainwright- Walks, Benches and Beautification	\$100,000							\$100,000
Public Safety	Fire Department - Fire Truck Reserve	\$200,000							\$200,000
Public Safety	Fire Department - Willard Station Design/Engineering	\$30,000							\$30,000
Public Safety	Police Department - Computer Replacement	\$60,000							\$60,000
Public Safety	Police Department - Evidence Van	\$35,000						\$15,000	\$30,000
Public Safety	Police Department - Regional Crime Lab	\$30,000				\$20,000			\$45,000
Public Safety	Police Department - Roof Replacement (old section and garage)	\$45,000							\$45,000
Public Works and Transportation	Bus Service - Transit Bus Reserve	\$50,000							\$50,000
Public Works and Transportation	Public Works - One (1) Truck with Plow	\$200,000						\$200,000	
Public Works and Transportation	Public Works - Sidewalk Program	\$150,000							\$150,000
Public Works and Transportation	Public Works - Street Paving Program	\$750,000							\$750,000
Total		\$6,738,000	\$0	\$0	\$1,500,000	\$20,000	\$2,825,000	\$215,000	\$2,178,000

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Appendix N | Capital Improvement Plan

Functional Area	CIP Project	Project Cost	General Fund G.O. Bond	Prior Yrs' CIP Bal./Accrued Int.	TIF Reserves	General Fund Reserve	Sewer User Fund Res/Fund Balance	Grants	Fund Balance
FY 2016 CIP Request									
Cultural and Recreation Facilities	Recreation Division - Municipal Pool- Chlorinator/Filtration Upgrades	\$30,000							\$30,000
Environmental Protection	Water Resource Protection - 1 Ton Dump Truck Unit #10	\$45,000					\$45,000		
Environmental Protection	Water Resource Protection - 1/2 Ton Pickup Unit #2	\$35,000					\$35,000		
Environmental Protection	Water Resource Protection - CSO Cash Corner Phase III	\$1,200,000			\$1,200,000				
Environmental Protection	Water Resource Protection - Mechanic Van Unit #15	\$25,000					\$25,000		
Environmental Protection	Water Resource Protection - Sewer Trunkline Lining	\$100,000					\$100,000		
General Government	Information Systems - Computer Reserve	\$100,000							\$100,000
General Government	Land Bank Account	\$35,000							\$35,000
Parks and Open Space	Parks Division - Equipment Replacement	\$200,000							\$200,000
Parks and Open Space	Parks Division - Wainwright Complex Truck/Plow Replacement	\$100,000							\$100,000
Public Safety	Fire Department - Ambulance	\$200,000							\$200,000
Public Safety	Fire Department - Command Vehicle	\$40,000				\$40,000			
Public Safety	Fire Department - Fire Truck Reserve	\$100,000							\$100,000
Public Safety	Fire Department - Ladder Truck	\$700,000							\$700,000
Public Safety	Fire Department - Willard Station Renovation	\$400,000	\$400,000			\$350,000			\$350,000
Public Safety	Police Department - AED Replacement	\$15,000							\$15,000
Public Safety	Police Department - Range Improvements	\$50,000							\$50,000
Public Safety	Police Department - Regional Crime Lab	\$30,000							\$30,000
Public Safety	Police Department - SRT Vehicle	\$60,000							\$60,000
Public Works and Transportation	Bus Service - Transit Bus Reserve	\$50,000							\$50,000
Public Works and Transportation	Public Works - One (1) Truck with Plow	\$200,000						\$200,000	
Public Works and Transportation	Public Works - Sidewalk Program	\$150,000							\$150,000
Public Works and Transportation	Public Works - Street Paving Program	\$750,000							\$750,000
Total		\$4,615,000	\$400,000	\$0	\$1,200,000	\$390,000	\$205,000	\$200,000	\$2,220,000

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Appendix N | Capital Improvement Plan

Functional Area	CIP Project	Project Cost	General	Prior Yrs'	TIF	General Fund	Sewer User	Grants	Fund
			Fund	Bal/Accrued					
			G.O. Bond	Int.			Balance		Balance
FY 2017 CIP REQUEST									
Environmental Protection	Water Resource Protection - 1 Ton Dump Truck Unit #11	\$45,000					\$45,000		
Environmental Protection	Water Resource Protection - Compliance Van	\$30,000					\$30,000		
Environmental Protection	Water Resource Protection - CSO Front St Phase I - West High Phase III	\$500,000			\$500,000				
Environmental Protection	Water Resource Protection - Front End Loader	\$100,000					\$100,000		
Environmental Protection	Water Resource Protection - Sewer Trunkline Lining	\$100,000					\$100,000		
Environmental Protection	Water Resource Protection - Treatment Plant Odor Control	\$1,700,000					\$1,700,000		
General Government	Information Systems - Computer Reserve	\$100,000							\$100,000
General Government	Land Bank Account	\$35,000							\$35,000
Parks and Open Space	Parks Division - Equipment Replacement	\$200,000							\$200,000
Parks and Open Space	Parks Division - Golf Course Equipment Replacement	\$100,000				\$100,000			
Parks and Open Space	Parks Division - Wainwright Baseball/Softball Dugouts, Field #2	\$100,000							\$100,000
Parks and Open Space	Parks Division - Wainwright Complex Truck/Plow Replacement	\$100,000							\$100,000
Public Safety	Fire Department - Fire Truck Reserve	\$100,000							\$100,000
Public Safety	Fire Department - Squad 4 Replacement	\$500,000				\$500,000			
Public Safety	Police Department - ACO Truck	\$25,000							\$25,000
Public Safety	Police Department - Body Armor Replacement	\$35,000							\$35,000
Public Safety	Police Department - Regional Crime Lab	\$30,000							\$30,000
Public Safety	Police Department - Taser Replacement	\$16,000							\$16,000
Public Works and Transportation	Bus Service - Transit Bus Reserve	\$50,000							\$50,000
Public Works and Transportation	Public Works - One (1) Truck with Plow	\$200,000						\$200,000	
Public Works and Transportation	Public Works - Sidewalk Program	\$150,000							\$150,000
Public Works and Transportation	Public Works - Street Paving Program	\$750,000							\$750,000
Total		\$4,966,000	\$0	\$0	\$500,000	\$600,000	\$1,975,000	\$200,000	\$1,691,000

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Functional Area	CIP Project	Project Cost	General Fund G.O. Bond	Prior Yrs' CIP Bal./Accrued Int.	TIF Reserves	General Fund Reserves	Sewer User Fund Res/Fund Balance	Grants	Fund Balance
FY 2018 CIP REQUEST									
Environmental Protection	Water Resource Protection - 20-Ton Trailer	\$25,000					\$25,000		
Environmental Protection	Water Resource Protection - Blazer Unit #18	\$40,000					\$40,000		
Environmental Protection	Water Resource Protection - CCTV Inspection Van Unit #13	\$145,000					\$145,000		
Environmental Protection	Water Resource Protection - CSO Front Street Phase II	\$1,500,000			\$1,500,000				
Environmental Protection	Water Resource Protection - Sewer Trunkline Lining	\$100,000					\$100,000		
Environmental Protection	Water Resource Protection - Treatment Plant Residuals Dewatering	\$2,000,000					\$2,000,000		
General Government	Information Technology - Computer Reserve	\$100,000							\$100,000
General Government	Land Bank Account	\$35,000							\$35,000
Parks and Open Space	Parks Division - Equipment Replacement	\$200,000							\$200,000
Parks and Open Space	Parks Division - Truck with Plow Replacement	\$100,000							\$100,000
Parks and Open Space	Parks Division - Wainwright Baseball/Softball Dugouts	\$100,000							\$100,000
Public Safety	Fire Department - Ambulance	\$190,000							\$190,000
Public Safety	Fire Department - Fire Truck Reserve	\$200,000							\$200,000
Public Safety	Police Department - Mobile Computer Replacement	\$75,000							\$75,000
Public Safety	Police Department - Motorcycle	\$19,000							\$19,000
Public Safety	Police Department - Regional Crime Lab	\$30,000							\$30,000
Public Works and Transportation	Bus Service - Transit Bus Reserve	\$50,000							\$50,000
Public Works and Transportation	Public Works - One (1)Truck with Plow	\$200,000						\$200,000	
Public Works and Transportation	Public Works - Sidewalk Program	\$150,000							\$150,000
Public Works and Transportation	Public Works - Street Paving Program	\$750,000							\$750,000
Total		\$6,009,000	\$0	\$0	\$1,500,000	\$0	\$2,310,000	\$200,000	\$1,999,000

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Functional Area	CIP Project	Project Cost	General Fund G.O. Bond	Prior Yrs' CIP Bal./Accrued Int.	TIF Reserves	General Fund Reserves	Sewer User Fund Res/Fund Balance	Grants	Fund Balance
FY 2019 CIP REQUEST									
Environmental Protection	Water Resource Protection - CSO Facilities Plan Update	\$250,000			\$250,000				
Environmental Protection	Water Resource Protection - Sewer Trunkline Lining	\$100,000					\$100,000		
General Government	Information Technology - Computer Reserve	\$100,000							\$100,000
General Government	Land Bank Account	\$35,000							\$35,000
Parks and Open Space	Parks Division - Equipment Replacement	\$100,000							\$100,000
Parks and Open Space	Parks Division - Truck/Plow Replacement	\$100,000							\$100,000
Parks and Open Space	Parks Division - Wainwright	\$100,000							\$100,000
Public Safety	Fire Department - Engine 5 Replacement	\$700,000				\$350,000			\$350,000
Public Safety	Fire Department - Fire Truck Reserve	\$200,000							\$200,000
Public Safety	Police Department - Regional Crime Lab	\$30,000							\$30,000
Public Safety	Public Safety Building - Roof Replacement	\$40,000							\$40,000
Public Works and Transportation	Bus Service - Transit Bus Reserve	\$50,000							\$50,000
Public Works and Transportation	Public Works - Sidewalk Program	\$150,000							\$150,000
Public Works and Transportation	Public Works - Street Paving Program	\$750,000							\$750,000
Total		\$2,705,000	\$0	\$0	\$250,000	\$350,000	\$100,000	\$0	\$2,005,000

Functional Area	CIP Project	Project Cost	General Fund G.O. Bond	Prior Yrs' CIP Bal./Accrued Int.	TIF Reserves	General Fund Reserves	Sewer User Fund Res/Fund Balance	Grants	Fund Balance
	FY 2013 Capital Improvement Plan	\$16,686,163	\$10,000,000	\$331,510	\$2,365,578	\$720,032	\$208,000	\$1,953,981	\$1,107,062
	FY 2014 Capital Improvement Plan	\$7,122,000	\$0	\$0	\$1,110,000	\$432,500	\$1,750,000	\$862,500	\$2,967,000
	FY 2015 Capital Improvement Plan	\$6,738,000	\$0	\$0	\$1,500,000	\$20,000	\$2,825,000	\$215,000	\$2,178,000
	FY 2016 Capital Improvement Plan	\$4,615,000	\$400,000	\$0	\$1,200,000	\$390,000	\$205,000	\$200,000	\$2,220,000
	FY 2017 Capital Improvement Plan	\$4,966,000	\$0	\$0	\$500,000	\$600,000	\$1,975,000	\$200,000	\$1,691,000
	FY 2018 Capital Improvement Plan	\$6,009,000	\$0	\$0	\$1,500,000	\$0	\$2,310,000	\$200,000	\$1,999,000
	FY 2019 Capital Improvement Plan	\$2,705,000	\$0	\$0	\$250,000	\$350,000	\$100,000	\$0	\$2,005,000
	Total	\$48,841,163	\$10,400,000	\$331,510	\$8,425,578	\$2,512,532	\$9,373,000	\$3,631,481	\$14,167,062

Year	Functional Area	CIP Project	Project Cost	Prior Yrs' CIP		General Fund		Sewer User	Grants	Fund Balance
				General Fund G.O. Bond	Bal./Accrued Int.	TIF Reserves	General Fund Reserve	Fund Reserve /Surplus		
2013	Cultural and Recreational Facilities	Branch Library - HVAC System Replacement	\$15,000	\$0	\$0	\$0	\$15,000	\$0	\$0	\$0
2013	Cultural and Recreational Facilities	Main Library - Painting/Recoating	\$15,000	\$0	\$0	\$0	\$15,000	\$0	\$0	\$0
2013	Cultural and Recreational Facilities	Recreation Division - Municipal Pool Filter Room Motor/Parts Replace	\$12,000	\$0	\$0	\$0	\$12,000	\$0	\$0	\$0
2013	Cultural and Recreational Facilities	Recreation Division - Municipal Pool Lining Repairs	\$45,565	\$0	\$0	\$0	\$0	\$0	\$0	\$45,565
2014	Cultural and Recreational Facilities	Main Library - Exterior Painting	\$15,000	\$0	\$0	\$0	\$0	\$0	\$0	\$15,000
2014	Cultural and Recreational Facilities	Main Library - Inventory Security System	\$90,000	\$0	\$0	\$0	\$0	\$0	\$0	\$90,000
2014	Cultural and Recreational Facilities	Main Library - Replace Bridges and Walkways	\$30,000	\$0	\$0	\$0	\$0	\$0	\$0	\$30,000
2014	Cultural and Recreational Facilities	Recreation Division - Municipal Pool/Hot Tub Replacement	\$100,000	\$0	\$0	\$0	\$0	\$0	\$0	\$100,000
2015	Cultural and Recreational Facilities	Recreation Division- Hockey Rink Package (All inclusive)	\$13,000	\$0	\$0	\$0	\$0	\$0	\$0	\$13,000
2015	Cultural and Recreational Facilities	Recreation Division- Municipal Pool - Decking	\$25,000	\$0	\$0	\$0	\$0	\$0	\$0	\$25,000
2015	Cultural and Recreation Facilities	Recreation Division - Municipal Pool- Chlorinator/Filtration Upgrades	\$30,000	\$0	\$0	\$0	\$0	\$0	\$0	\$30,000
Total Cultural and Recreational Facilities			\$390,565	\$0	\$0	\$0	\$42,000	\$0	\$0	\$348,565

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Year	Functional Area	CIP Project	Project Cost	General Fund G.O. Bond	Prior Yrs'	TIF	General Fund	Sewer User	Grants	Fund
					Bal./Accrued			Reserves		
					Int.			Reserve		Balance
								/Surplus		
2013	Environmental Protection	Water Resource Protection - CSO West High #019 - Mussey Street	\$200,000	\$0	\$137,422	\$62,578	\$0	\$0	\$0	\$0
2013	Environmental Protection	Water Resource Protection - Grit Truck - Body Only	\$37,000	\$0	\$0	\$0	\$0	\$37,000	\$0	\$0
2013	Environmental Protection	Water Resource Protection - Knightville Separation	\$1,700,000	\$0	\$0	\$1,700,000	\$0	\$0	\$0	\$0
2013	Environmental Protection	Water Resource Protection - Pump Station Radio Telemetry	\$171,000	\$0	\$0	\$0	\$0	\$171,000	\$0	\$0
2014	Environmental Protection	Water Resource Protection - 7-Yard Dump Truck	\$90,000	\$0	\$0	\$0	\$0	\$90,000	\$0	\$0
2014	Environmental Protection	Water Resource Protection - Administrative Building	\$500,000	\$0	\$0	\$0	\$0	\$500,000	\$0	\$0
2014	Environmental Protection	Water Resource Protection - CSO Cash Corner Phase II -Thornton Heights	\$750,000	\$0	\$0	\$750,000	\$0	\$0	\$0	\$0
2014	Environmental Protection	Water Resource Protection - CSO Elm Street Phase I - 1/1 Removal	\$360,000	\$0	\$0	\$360,000	\$0	\$0	\$0	\$0
2014	Environmental Protection	Water Resource Protection - Mechanics Van Unit #3	\$35,000	\$0	\$0	\$0	\$0	\$35,000	\$0	\$0
2014	Environmental Protection	Water Resource Protection - Sewer Trunkline Lining	\$100,000	\$0	\$0	\$0	\$0	\$100,000	\$0	\$0
2014	Environmental Protection	Water Resource Protection - Treatment Plant - Data Network Replace	\$500,000	\$0	\$0	\$0	\$0	\$500,000	\$0	\$0
2014	Environmental Protection	Water Resource Protection - Treatment Plant - Generator/Switchgear	\$500,000	\$0	\$0	\$0	\$0	\$500,000	\$0	\$0
2015	Environmental Protection	Water Resource Protection - Catchbasin Cleaner	\$115,000	\$0	\$0	\$0	\$0	\$115,000	\$0	\$0
2015	Environmental Protection	Water Resource Protection - CSO Evans/Broadway Phase I	\$1,500,000	\$0	\$0	\$1,500,000	\$0	\$0	\$0	\$0
2015	Environmental Protection	Water Resource Protection - Mechanic Van Unit #6	\$35,000	\$0	\$0	\$0	\$0	\$35,000	\$0	\$0
2015	Environmental Protection	Water Resource Protection - Sewer Trunkline Lining	\$100,000	\$0	\$0	\$0	\$0	\$100,000	\$0	\$0
2015	Environmental Protection	Water Resource Protection - Treatment Plant - Biological Nutrient Removal	\$2,500,000	\$0	\$0	\$0	\$0	\$2,500,000	\$0	\$0
2016	Environmental Protection	Water Resource Protection - 1 Ton Dump Truck Unit #10	\$45,000	\$0	\$0	\$0	\$0	\$45,000	\$0	\$0
2016	Environmental Protection	Water Resource Protection - 1/2 Ton Pickup Unit #2	\$35,000	\$0	\$0	\$0	\$0	\$35,000	\$0	\$0
2016	Environmental Protection	Water Resource Protection - CSO Cash Corner Phase III	\$1,200,000	\$0	\$0	\$1,200,000	\$0	\$0	\$0	\$0
2016	Environmental Protection	Water Resource Protection - Mechanic Van Unit #15	\$25,000	\$0	\$0	\$0	\$0	\$25,000	\$0	\$0
2016	Environmental Protection	Water Resource Protection - Sewer Trunkline Lining	\$100,000	\$0	\$0	\$0	\$0	\$100,000	\$0	\$0
2017	Environmental Protection	Water Resource Protection - 1 Ton Dump Truck Unit #11	\$45,000	\$0	\$0	\$0	\$0	\$45,000	\$0	\$0
2017	Environmental Protection	Water Resource Protection - Compliance Van	\$30,000	\$0	\$0	\$0	\$0	\$30,000	\$0	\$0
2017	Environmental Protection	Water Resource Protection - CSO Front St Phase I - West High Phase III	\$500,000	\$0	\$0	\$500,000	\$0	\$0	\$0	\$0
2017	Environmental Protection	Water Resource Protection - Front End Loader	\$100,000	\$0	\$0	\$0	\$0	\$100,000	\$0	\$0
2017	Environmental Protection	Water Resource Protection - Sewer Trunkline Lining	\$100,000	\$0	\$0	\$0	\$0	\$100,000	\$0	\$0
2017	Environmental Protection	Water Resource Protection - Treatment Plant Odor Control	\$1,700,000	\$0	\$0	\$0	\$0	\$1,700,000	\$0	\$0
2018	Environmental Protection	Water Resource Protection - 20-Ton Trailer	\$25,000	\$0	\$0	\$0	\$0	\$25,000	\$0	\$0
2018	Environmental Protection	Water Resource Protection - Blazer Unit #18	\$40,000	\$0	\$0	\$0	\$0	\$40,000	\$0	\$0
2018	Environmental Protection	Water Resource Protection - CCTV Inspection Van Unit #13	\$145,000	\$0	\$0	\$0	\$0	\$145,000	\$0	\$0
2018	Environmental Protection	Water Resource Protection - CSO Front Street Phase II	\$1,500,000	\$0	\$0	\$1,500,000	\$0	\$0	\$0	\$0
2018	Environmental Protection	Water Resource Protection - Sewer Trunkline Lining	\$100,000	\$0	\$0	\$0	\$0	\$100,000	\$0	\$0
2018	Environmental Protection	Water Resource Protection - Treatment Plant Residuals Dewatering System Replacement	\$2,000,000	\$0	\$0	\$0	\$0	\$2,000,000	\$0	\$0
2019	Environmental Protection	Water Resource Protection - CSO Facilities Plan Update	\$250,000	\$0	\$0	\$250,000	\$0	\$0	\$0	\$0
2019	Environmental Protection	Water Resource Protection - Sewer Trunkline Lining	\$100,000	\$0	\$0	\$0	\$0	\$100,000	\$0	\$0
Total Environmental Protection			\$17,233,000	\$0	\$137,422	\$7,822,578	\$0	\$9,273,000	\$0	\$0

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Appendix N | Capital Improvement Plan

Year	Functional Area	CIP Project	Project Cost	General Fund G.O. Bond	Prior Yrs'	TIF	General Fund Reserve	Sewer User	Grants	Fund Balance
					Bal./Accrued Int.			Reserves		
2013	General Government	City Hall - Facade/Roof	\$80,000	\$0	\$7,675	\$0	\$30,000	\$0	\$0	\$42,325
2013	General Government	Information Technology - Computer Reserve	\$80,000	\$0	\$0	\$0	\$0	\$0	\$0	\$80,000
2013	General Government	Land Bank Account	\$35,000	\$0	\$0	\$0	\$0	\$0	\$0	\$35,000
2013	General Government	Planning and Development - Bike Racks - PACTS Local Share	\$50,000	\$0	\$0	\$0	\$0	\$0	\$42,500	\$7,500
2013	General Government	Planning and Development - Electrical Inspector's and Engineer's Vehicles	\$20,000	\$0	\$0	\$0	\$0	\$0	\$0	\$20,000
2014	General Government	Information Technology - Computer Reserve	\$100,000	\$0	\$0	\$0	\$0	\$0	\$0	\$100,000
2014	General Government	Information Technology - Network Security Equipment	\$100,000	\$0	\$0	\$0	\$0	\$25,000	\$0	\$75,000
2014	General Government	Land Bank Account	\$35,000	\$0	\$0	\$0	\$0	\$0	\$0	\$35,000
2014	General Government	Planning and Development - Building Inspector's Vehicle	\$20,000	\$0	\$0	\$0	\$10,000	\$0	\$0	\$10,000
2014	General Government	Planning and Development - Window Replacement - Phase II	\$20,000	\$0	\$0	\$0	\$10,000	\$0	\$0	\$10,000
2015	General Government	Information Systems - Computer Reserve	\$100,000	\$0	\$0	\$0	\$0	\$0	\$0	\$100,000
2015	General Government	Information Technology - GIS Phase III	\$150,000	\$0	\$0	\$0	\$0	\$75,000	\$0	\$75,000
2015	General Government	Land Bank Account	\$35,000	\$0	\$0	\$0	\$0	\$0	\$0	\$35,000
2015	General Government	Planning and Development - Window Replacement - Phase III	\$15,000	\$0	\$0	\$0	\$0	\$0	\$0	\$15,000
2016	General Government	Information Systems - Computer Reserve	\$100,000	\$0	\$0	\$0	\$0	\$0	\$0	\$100,000
2016	General Government	Land Bank Account	\$35,000	\$0	\$0	\$0	\$0	\$0	\$0	\$35,000
2017	General Government	Information Systems - Computer Reserve	\$100,000	\$0	\$0	\$0	\$0	\$0	\$0	\$100,000
2017	General Government	Land Bank Account	\$35,000	\$0	\$0	\$0	\$0	\$0	\$0	\$35,000
2018	General Government	Information Technology - Computer Reserve	\$100,000	\$0	\$0	\$0	\$0	\$0	\$0	\$100,000
2018	General Government	Land Bank Account	\$35,000	\$0	\$0	\$0	\$0	\$0	\$0	\$35,000
2019	General Government	Information Technology - Computer Reserve	\$100,000	\$0	\$0	\$0	\$0	\$0	\$0	\$100,000
2019	General Government	Land Bank Account	\$35,000	\$0	\$0	\$0	\$0	\$0	\$0	\$35,000
Total General Government			\$1,380,000	\$0	\$7,675	\$0	\$50,000	\$100,000	\$42,500	\$1,179,825

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Year	Functional Area	CIP Project	Project Cost	General Fund G.O. Bond	Prior Yrs' CIP Bal./Accrued Int.	TIF Reserves	General Fund Reserve	Sewer User Fund Reserve /Surplus	Grants	Fund Balance
2013	Parks and Open Space	Parks Division - Liberty Ship Monument Repairs	\$37,718	\$0	\$0	\$0	\$5,545	\$0	\$0	\$32,173
2013	Parks and Open Space	Parks Division - One Ton Dump Replacement #73	\$43,000	\$0	\$0	\$0	\$0	\$0	\$0	\$43,000
2013	Parks and Open Space	Parks Division - Out Front Mower Replacement	\$20,000	\$0	\$0	\$0	\$0	\$0	\$0	\$20,000
2013	Parks and Open Space	Parks Division - Reelmaster 3100-D Sidewinder Mower	\$42,000	\$0	\$6,444	\$0	\$35,556	\$0	\$0	\$0
2013	Parks and Open Space	Parks Division - Wainwright Complex: Playscape	\$50,000	\$0	\$0	\$0	\$10,000	\$0	\$0	\$40,000
2013	Parks and Open Space	Parks Division - Wilkinson Park Building Improvements	\$50,000	\$0	\$0	\$0	\$20,000	\$0	\$0	\$30,000
2014	Parks and Open Space	Parks Division - 1 Ton Dump Replacement #79	\$43,000	\$0	\$0	\$0	\$0	\$0	\$0	\$43,000
2014	Parks and Open Space	Parks Division - 3/4 Ton Plow Truck Replacement #86	\$44,000	\$0	\$0	\$0	\$0	\$0	\$0	\$44,000
2014	Parks and Open Space	Parks Division - Springpoint Fencing (1000 Feet of Replacement)	\$37,000	\$0	\$0	\$0	\$0	\$0	\$0	\$37,000
2014	Parks and Open Space	Parks Division - Wainwright Complex Equipment Replacement	\$75,000	\$0	\$0	\$0	\$0	\$0	\$0	\$75,000
2014	Parks and Open Space	Parks Division - Wainwright Complex: Baseball Field #2 Re-grading	\$60,000	\$0	\$0	\$0	\$0	\$0	\$0	\$60,000
2014	Parks and Open Space	Parks Division- Equipment Replacement	\$75,000	\$0	\$0	\$0	\$0	\$0	\$0	\$75,000
2014	Parks and Open Space	Parks Division- Spring Point Shoreway Fence Replacement	\$35,000	\$0	\$0	\$0	\$0	\$0	\$0	\$35,000
2014	Parks and Open Space	Parks Division- Spring Point Shoreway Paved Walk Replacement	\$75,000	\$0	\$0	\$0	\$0	\$0	\$0	\$75,000
2014	Parks and Open Space	Parks Division- Spring Point Shoreway Picnic Shelter	\$100,000	\$0	\$0	\$0	\$0	\$0	\$0	\$100,000
2014	Parks and Open Space	Parks Division- Wainwright Complex: Baseball/Softball Dugouts	\$75,000	\$0	\$0	\$0	\$0	\$0	\$0	\$75,000
2014	Parks and Open Space	Parks Division- Wainwright Complex: Phase 3 Development	\$300,000	\$0	\$0	\$0	\$0	\$0	\$0	\$300,000
2015	Parks and Open Space	Parks Division - Equipment Replacement	\$200,000	\$0	\$0	\$0	\$0	\$0	\$0	\$200,000
2015	Parks and Open Space	Parks Division - General Park Repair - Various Parks	\$200,000	\$0	\$0	\$0	\$0	\$0	\$0	\$200,000
2015	Parks and Open Space	Parks Division - Wainwright Complex Truck/Plow Replacement	\$100,000	\$0	\$0	\$0	\$0	\$0	\$0	\$100,000
2015	Parks and Open Space	Parks Division - Wainwright- Walks, Benches and Beautification	\$100,000	\$0	\$0	\$0	\$0	\$0	\$0	\$100,000
2016	Parks and Open Space	Parks Division - Equipment Replacement	\$200,000	\$0	\$0	\$0	\$0	\$0	\$0	\$200,000
2016	Parks and Open Space	Parks Division - Wainwright Complex Truck/Plow Replacement	\$100,000	\$0	\$0	\$0	\$0	\$0	\$0	\$100,000
2017	Parks and Open Space	Parks Division - Equipment Replacement	\$200,000	\$0	\$0	\$0	\$0	\$0	\$0	\$200,000
2017	Parks and Open Space	Parks Division - Golf Course Equipment Replacement	\$100,000	\$0	\$0	\$0	\$100,000	\$0	\$0	\$0
2017	Parks and Open Space	Parks Division - Wainwright Baseball/Softball Dugouts, Field #2	\$100,000	\$0	\$0	\$0	\$0	\$0	\$0	\$100,000
2017	Parks and Open Space	Parks Division - Wainwright Complex Truck/Plow Replacement	\$100,000	\$0	\$0	\$0	\$0	\$0	\$0	\$100,000
2018	Parks and Open Space	Parks Division - Equipment Replacement	\$200,000	\$0	\$0	\$0	\$0	\$0	\$0	\$200,000
2018	Parks and Open Space	Parks Division - Truck with Plow Replacement	\$100,000	\$0	\$0	\$0	\$0	\$0	\$0	\$100,000
2018	Parks and Open Space	Parks Division - Wainwright Baseball/Softball Dugouts	\$100,000	\$0	\$0	\$0	\$0	\$0	\$0	\$100,000
2019	Parks and Open Space	Parks Division - Equipment Replacement	\$100,000	\$0	\$0	\$0	\$0	\$0	\$0	\$100,000
2019	Parks and Open Space	Parks Division - Truck/Plow Replacement	\$100,000	\$0	\$0	\$0	\$0	\$0	\$0	\$100,000
2019	Parks and Open Space	Parks Division - Wainwright	\$100,000	\$0	\$0	\$0	\$0	\$0	\$0	\$100,000
Total Parks and Open Space			\$3,261,718	\$0	\$6,444	\$0	\$171,101	\$0	\$0	\$3,084,173

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Appendix N | Capital Improvement Plan

Year	Functional Area	CIP Project	Project Cost	General Fund G.O. Bond	Prior Yrs' CIP Bal./Accrued Int.	TIF Reserves	General Fund Reserve	Sewer User Fund Reserve /Surplus	Grants	Fund Balance
2013	Public Safety	Fire Department - Command Vehicle	\$38,000	\$0	\$0	\$0	\$38,000	\$0	\$0	\$0
2013	Public Safety	Fire Department - Fire Engine	\$450,000	\$0	\$4,913	\$0	\$350,000	\$0	\$0	\$95,087
2013	Public Safety	Police Department - Parking Lot Improvements	\$15,000	\$0	\$0	\$0	\$0	\$0	\$0	\$15,000
2014	Public Safety	Fire Department - Ambulance	\$200,000	\$0	\$0	\$0	\$200,000	\$0	\$0	\$0
2014	Public Safety	Fire Department - Fire Truck Reserve	\$200,000	\$0	\$0	\$0	\$0	\$0	\$0	\$200,000
2014	Public Safety	Police Department - Computer Server Replacement	\$50,000	\$0	\$0	\$0	\$0	\$0	\$0	\$50,000
2014	Public Safety	Police Department - Interior Re-modeling	\$50,000	\$0	\$0	\$0	\$0	\$0	\$0	\$50,000
2014	Public Safety	Police Department - Regional Crime Lab	\$30,000	\$0	\$0	\$0	\$0	\$0	\$0	\$30,000
2014	Public Safety	Police Department - Tactical Body Armor Replacement	\$25,000	\$0	\$0	\$0	\$12,500	\$0	\$12,500	\$0
2014	Public Safety	Police Department - Vehicle Camcorder Replacement	\$106,000	\$0	\$0	\$0	\$0	\$0	\$0	\$106,000
2014	Public Safety	Police Department - Weapon Replacement	\$35,000	\$0	\$0	\$0	\$0	\$0	\$0	\$35,000
2015	Public Safety	Fire Department - Fire Truck Reserve	\$200,000	\$0	\$0	\$0	\$0	\$0	\$0	\$200,000
2015	Public Safety	Fire Department - Willard Station Design/Engineering	\$30,000	\$0	\$0	\$0	\$0	\$0	\$0	\$30,000
2015	Public Safety	Police Department - Computer Replacement	\$60,000	\$0	\$0	\$0	\$0	\$0	\$0	\$60,000
2015	Public Safety	Police Department - Evidence Van	\$35,000	\$0	\$0	\$0	\$20,000	\$0	\$15,000	\$0
2015	Public Safety	Police Department - Regional Crime Lab	\$30,000	\$0	\$0	\$0	\$0	\$0	\$0	\$30,000
2015	Public Safety	Police Department - Roof Replacement (old section and garage)	\$45,000	\$0	\$0	\$0	\$0	\$0	\$0	\$45,000
2016	Public Safety	Fire Department - Ambulance	\$200,000	\$0	\$0	\$0	\$0	\$0	\$0	\$200,000
2016	Public Safety	Fire Department - Command Vehicle	\$40,000	\$0	\$0	\$0	\$40,000	\$0	\$0	\$0
2016	Public Safety	Fire Department - Fire Truck Reserve	\$100,000	\$0	\$0	\$0	\$0	\$0	\$0	\$100,000
2016	Public Safety	Fire Department - Ladder Truck	\$700,000	\$0	\$0	\$0	\$350,000	\$0	\$0	\$350,000
2016	Public Safety	Fire Department - Willard Station Renovation	\$400,000	\$400,000	\$0	\$0	\$0	\$0	\$0	\$0
2016	Public Safety	Police Department - AED Replacement	\$15,000	\$0	\$0	\$0	\$0	\$0	\$0	\$15,000
2016	Public Safety	Police Department - Range Improvements	\$50,000	\$0	\$0	\$0	\$0	\$0	\$0	\$50,000
2016	Public Safety	Police Department - Regional Crime Lab	\$30,000	\$0	\$0	\$0	\$0	\$0	\$0	\$30,000
2016	Public Safety	Police Department - SRT Vehicle	\$60,000	\$0	\$0	\$0	\$0	\$0	\$0	\$60,000
2017	Public Safety	Fire Department - Fire Truck Reserve	\$100,000	\$0	\$0	\$0	\$0	\$0	\$0	\$100,000
2017	Public Safety	Fire Department - Squad 4 Replacement	\$500,000	\$0	\$0	\$0	\$500,000	\$0	\$0	\$0
2017	Public Safety	Police Department - ACO Truck	\$25,000	\$0	\$0	\$0	\$0	\$0	\$0	\$25,000
2017	Public Safety	Police Department - Body Armor Replacement	\$35,000	\$0	\$0	\$0	\$0	\$0	\$0	\$35,000
2017	Public Safety	Police Department - Regional Crime Lab	\$30,000	\$0	\$0	\$0	\$0	\$0	\$0	\$30,000
2017	Public Safety	Police Department - Taser Replacement	\$16,000	\$0	\$0	\$0	\$0	\$0	\$0	\$16,000
2018	Public Safety	Fire Department - Ambulance	\$190,000	\$0	\$0	\$0	\$0	\$0	\$0	\$190,000
2018	Public Safety	Fire Department - Fire Truck Reserve	\$200,000	\$0	\$0	\$0	\$0	\$0	\$0	\$200,000
2018	Public Safety	Police Department - Mobile Computer Replacement	\$75,000	\$0	\$0	\$0	\$0	\$0	\$0	\$75,000
2018	Public Safety	Police Department - Motorcycle	\$19,000	\$0	\$0	\$0	\$0	\$0	\$0	\$19,000
2018	Public Safety	Police Department - Regional Crime Lab	\$30,000	\$0	\$0	\$0	\$0	\$0	\$0	\$30,000
2019	Public Safety	Fire Department - Engine 5 Replacement	\$700,000	\$0	\$0	\$0	\$350,000	\$0	\$0	\$350,000
2019	Public Safety	Fire Department - Fire Truck Reserve	\$200,000	\$0	\$0	\$0	\$0	\$0	\$0	\$200,000
2019	Public Safety	Police Department - Regional Crime Lab	\$30,000	\$0	\$0	\$0	\$0	\$0	\$0	\$30,000
2019	Public Safety	Public Safety Building - Roof Replacement	\$40,000	\$0	\$0	\$0	\$0	\$0	\$0	\$40,000
Total Public Safety			\$5,384,000	\$400,000	\$4,913	\$0	\$1,860,500	\$0	\$27,500	\$3,091,087

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Appendix N | Capital Improvement Plan

Year	Functional Area	CIP Project	Project Cost	General Fund G.O. Bond	Prior Yrs' CIP Bal./Accrued Int.	TIF Reserves	General Fund Reserve	Sewer User Fund Reserve /Surplus	Grants	Fund Balance
2013	Public Works and Transportation	Bus Service - Garage Replacement/Renovation	\$715,000	\$0	\$0	\$0	\$143,000	\$0	\$572,000	\$0
2013	Public Works and Transportation	Bus Service - Transit Bus Reserve	\$50,000	\$0	\$0	\$0	\$0	\$0	\$0	\$50,000
2013	Public Works and Transportation	Public Works - Garage	\$10,000,000	\$10,000,000	\$0	\$0	\$0	\$0	\$0	\$0
2013	Public Works and Transportation	Public Works - Knightville Streets, Sidewalks, and Utility Infrastructure	\$1,435,000	\$0	\$0	\$570,000	\$0	\$0	\$865,000	\$0
2013	Public Works and Transportation	Public Works - MDOT Paving Match (Dartmouth, Rumery, East Broadway)	\$136,010	\$0	\$0	\$0	\$10,931	\$0	\$0	\$125,079
2013	Public Works and Transportation	Public Works - Sidewalk Plow with Blower Attachment	\$175,000	\$0	\$16,389	\$0	\$25,000	\$0	\$133,611	\$0
2013	Public Works and Transportation	Public Works - Sidewalk Program	\$100,000	\$0	\$0	\$25,000	\$0	\$0	\$0	\$75,000
2013	Public Works and Transportation	Public Works - Street Paving Program	\$500,000	\$0	\$158,667	\$0	\$0	\$0	\$0	\$341,333
2013	Public Works and Transportation	Public Works - Traffic/Bicycle/Pedestrian Projects	\$368,870	\$0	\$0	\$8,000	\$10,000	\$0	\$340,870	\$10,000
2014	Public Works and Transportation	Bus Service - Transit Bus Reserve	\$50,000	\$0	\$0	\$0	\$50,000	\$0	\$0	\$0
2014	Public Works and Transportation	Bus Service - Transit Buses (2)	\$750,000	\$0	\$0	\$0	\$150,000	\$0	\$600,000	\$0
2014	Public Works and Transportation	Public Works - Compressor for Garage	\$12,000	\$0	\$0	\$0	\$0	\$0	\$0	\$12,000
2014	Public Works and Transportation	Public Works - One (1) Truck with Plow	\$200,000	\$0	\$0	\$0	\$0	\$0	\$200,000	\$0
2014	Public Works and Transportation	Public Works - Rolloff Truck Replacement	\$110,000	\$0	\$0	\$0	\$0	\$0	\$0	\$110,000
2014	Public Works and Transportation	Public Works - Sidewalk Program	\$150,000	\$0	\$0	\$0	\$0	\$0	\$50,000	\$100,000
2014	Public Works and Transportation	Public Works - Skid Steer Loader	\$140,000	\$0	\$0	\$0	\$0	\$0	\$0	\$140,000
2014	Public Works and Transportation	Public Works - Street Paving Program	\$750,000	\$0	\$0	\$0	\$0	\$0	\$0	\$750,000
2015	Public Works and Transportation	Bus Service - Transit Bus Reserve	\$50,000	\$0	\$0	\$0	\$0	\$0	\$0	\$50,000
2015	Public Works and Transportation	Public Works - One (1) Truck with Plow	\$200,000	\$0	\$0	\$0	\$0	\$0	\$200,000	\$0
2015	Public Works and Transportation	Public Works - Sidewalk Program	\$150,000	\$0	\$0	\$0	\$0	\$0	\$0	\$150,000
2015	Public Works and Transportation	Public Works - Street Paving Program	\$750,000	\$0	\$0	\$0	\$0	\$0	\$0	\$750,000
2016	Public Works and Transportation	Bus Service - Transit Bus Reserve	\$50,000	\$0	\$0	\$0	\$0	\$0	\$0	\$50,000
2016	Public Works and Transportation	Public Works - One (1) Truck with Plow	\$200,000	\$0	\$0	\$0	\$0	\$0	\$200,000	\$0
2016	Public Works and Transportation	Public Works - Sidewalk Program	\$150,000	\$0	\$0	\$0	\$0	\$0	\$0	\$150,000
2016	Public Works and Transportation	Public Works - Street Paving Program	\$750,000	\$0	\$0	\$0	\$0	\$0	\$0	\$750,000
2017	Public Works and Transportation	Bus Service - Transit Bus Reserve	\$50,000	\$0	\$0	\$0	\$0	\$0	\$0	\$50,000
2017	Public Works and Transportation	Public Works - One (1) Truck with Plow	\$200,000	\$0	\$0	\$0	\$0	\$0	\$200,000	\$0
2017	Public Works and Transportation	Public Works - Sidewalk Program	\$150,000	\$0	\$0	\$0	\$0	\$0	\$0	\$150,000
2017	Public Works and Transportation	Public Works - Street Paving Program	\$750,000	\$0	\$0	\$0	\$0	\$0	\$0	\$750,000
2018	Public Works and Transportation	Bus Service - Transit Bus Reserve	\$50,000	\$0	\$0	\$0	\$0	\$0	\$0	\$50,000
2018	Public Works and Transportation	Public Works - One (1) Truck with Plow	\$200,000	\$0	\$0	\$0	\$0	\$0	\$200,000	\$0
2018	Public Works and Transportation	Public Works - Sidewalk Program	\$150,000	\$0	\$0	\$0	\$0	\$0	\$0	\$150,000
2018	Public Works and Transportation	Public Works - Street Paving Program	\$750,000	\$0	\$0	\$0	\$0	\$0	\$0	\$750,000
2019	Public Works and Transportation	Bus Service - Transit Bus Reserve	\$50,000	\$0	\$0	\$0	\$0	\$0	\$0	\$50,000
2019	Public Works and Transportation	Public Works - Sidewalk Program	\$150,000	\$0	\$0	\$0	\$0	\$0	\$0	\$150,000
2019	Public Works and Transportation	Public Works - Street Paving Program	\$750,000	\$0	\$0	\$0	\$0	\$0	\$0	\$750,000
Total Public Works and Transportation			\$21,191,880	\$10,000,000	\$175,056	\$603,000	\$388,931	\$0	\$3,561,481	\$6,463,412
Grand Total - 2013 - 2019			\$48,841,163	\$10,400,000	\$331,510	\$8,425,578	\$2,512,532	\$9,373,000	\$3,631,481	\$14,167,062

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The Capital Improvement Budget Process for the City of South Portland

As used in this charter, "capital project" or "project" mean[s] (a) any physical public betterment or improvement and any preliminary studies and surveys relative thereto; (b) the acquisition of property of a permanent nature; (c) the purchase of equipment for any public betterment or improvement when first erected or acquired; (d) the purchase of equipment and vehicles, either the first acquisition or replacement thereof, for use by the various departments of the city.

The City Manager annually presents a seven-year Capital Improvement Plan to the City Council. As part of the Capital Improvement Plan, the City Manager identifies capital projects and proposed new capital projects, the respective appropriations and sources of revenues to fund the projects and the respective amounts, if any, proposed to be raised therefore by the issuance of bonds during the budget year. The City Manager shall also include in the message, or attach thereto, a capital program of proposed capital projects for the 6 fiscal years next succeeding the first year, together with his comments thereon and any estimates of costs.

The City may incur indebtedness by issuing its negotiable bonds, and notes in anticipation of bonds, pursuant to this charter, to finance any capital project which it may lawfully construct or acquire. The city may issue term notes to provide funds for preliminary studies and surveys, including engineering designs and plans, in respect of any proposed capital project, whether or not construction of such capital project shall be fully authorized at the time, and such notes, and any term notes issued as extensions or renewals thereof, shall be issued pursuant to resolution adopted by the affirmative vote of 5 members of the council. Any term notes issued pursuant to the preceding sentence may be paid from the proceeds of negotiable bonds, or notes in anticipation of bonds, issued pursuant to this charter or from other funds of, or available to, the city.

The City Council may authorize the issuance of bonds by a "bond ordinance" passed by the affirmative vote of at least 4 of the members of its council. Each bond ordinance shall be subject to referendum unless the bonds are authorized solely for a capital purpose made necessary as the result of fire, flood or other disaster. Each bond ordinance shall take effect on the 21st day after its first valid publication after final passage, unless it be submitted to referendum, in which event it shall not take effect unless it be approved by the favorable vote of at least a majority of those voting thereon.

Bonds issued after the adoption of this charter shall be made payable in annual, serial and approximately equal installments as pertains to principal, and interest shall be made payable semiannually. Every issue of bonds shall be payable within a fixed term of years which shall in no case exceed 30 years.

APPENDIX A

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Appendix O: Summary of Public Participation

The preparation of the Update of the Comprehensive Plan was overseen by the Comprehensive Plan Update Committee that included two City Councilors, members of the Planning Board, School Board, and Conservation Commission, the City Manager, a representative of the Chamber of Commerce, and a number of interested citizens.

The Committee used a combination of “community forums” and electronic approaches to involve the public in the planning process. The following is an overview of those activities:

- In June of 2010, the Committee held its first Community Forum. The focus of this forum was on the Community Vision and the issues that needed to be addressed in the Update of the Comprehensive Plan. About 120 citizens, committee members, and other City officials attended the forum that was held at Southern Maine Community College. A draft of the Community Vision was presented and discussed at the forum. In small group exercises facilitated by members of the Committee, the participants identified the issues that needed to be addressed in the Update.
- Following the Forum, the draft of the Community Vision was posted on the City’s website together with a brief survey about the elements of the vision. The link to this page was emailed to everyone who attended the forum as well as hundreds of other people who were involved in various committees or groups or had been involved in community issues. The results of the online survey and related emails were tabulated and reviewed by the committee. The Committee revised the draft of the Community Vision to address the feedback from both the Community Forum and the online survey.
- In November of 2011, the Committee held its second Community Forum. The focus of this forum was on the major land use proposals that the Committee had developed. About 100 citizens, Committee members, and other officials participated in this forum at the Community Center. Following an initial presentation on the key land use proposals, participants worked in small, facilitated groups to discuss the proposals. At the end of the discussion, each participant in each group gave each of the proposals a “thumbs up” or a “thumbs down”. Following the forum, the feedback from the small groups was compiled and a report prepared for the committee summarizing the results. Based on this feedback the Committee revised a number of the land use proposals.

Appendix O | Summary of Public Participation

- In February of 2012, the City Council held a workshop with the Committee to review the revised land use proposals. The members of the Council raised a number of questions and concerns about the proposals during this workshop. The Committee took this feedback and again revised and fine-tuned the land use proposals that are included in the Update of the Comprehensive Plan.

- In June of 2012, the Committee held its third Community Forum. This forum involved three activities over a one week period. The third forum focused on the policy areas other than land use (natural and marine resources, economic development, transportation, housing, etc.). The Committee hosted



an in-person Community Forum at the Community Center that was attended by about 85 people including the Committee and the City Council. This forum used a format similar to the second forum with small group discussions of 25 key policy proposals. In addition to the in-person forum, the Committee conducted two on-line events with assistance from the Muskie School at the University of Southern Maine. One on-line event allowed people to go to the City's website, review a draft of the policies, watch a 25 minute video presentation on the key policies, and then complete and submit the same worksheets that were used by the small groups at the in-person forum. The second on-line event involved a virtual community forum in which participants could go online and watch the video presentation and then submit questions or comments that were discussed/answered live during the session. While participation in the virtual forum was limited, it did enhance the City's capabilities to use this approach in the future. The feedback from the three activities was compiled and used by the Committee to revise and fine-tune the policy recommendations.

The City has a report on each of the community forums and the City Council workshop that is available from the Planning and Development Department.

Appendix P: Economic Development Plan

City of South Portland Economic Development Plan – January 12, 2012

Exec Summary –

Vision

South Portland will continue to be an economically diverse community that adjusts to evolving business opportunities and realities. In addition to being home to the largest retail shopping center in the State, the City will also provide community and neighborhood shopping and services in attractive, livable commercial areas. The City's economic base continues to grow and includes a wide range of businesses, from small, locally owned sole-proprietor, "Main Street" type businesses to major manufacturers and internal office headquarters. The City will strive to ensure that all businesses have access to low-cost energy or are meeting their own energy needs. The City works to otherwise foster and support economic development and its business community.

Business Strategy Assumptions –

1. Providing business development incentives (loans, tax increment financing, etc.) are contingent on a high rate of return on investment, such as increase in employment or increase in taxable value.
2. Given the international, national, regional, and purely local nature of the City's business climate, supporting the City's particular business climate requires a multi-stage approach.
3. Business and community development require strong, vibrant, and versatile partnerships.
4. Business retention and attraction must follow a clear and efficient process for application, review and approval at the municipal level.
5. Recognizing the City's role in the regional economy and market place is critical.
6. Addressing energy costs and supply represents a business opportunity that should continue to be supported.

Overarching Goals–

1. Recognition that the City's retail sector is multi-faceted, with "big box" and national chains serving the same community as locally-owned sole proprietorships, continue working with both national and local businesses to build a vibrant business friendly environment.
2. Identification of land suitable for new development, primarily along obsolete portions of the waterfront, will be critical for creating new development opportunities.
3. Continue working with commercial and industrial users to review and improve their energy efficiency and minimize costs.
4. Identification of the educational, vocational training, industry trade organizations, and technology resources and infrastructure needed to build a 21st century economy.
5. Broadening the Innovation and Precision Manufacturing sectors through collaborative activities including the School Dept., Southern Maine Community College, University of Southern Maine, and businesses such as Tyler Machine Tool, Wright Express, Fairchild Semiconductor, Texas Instruments, and the Maine Manufacturing Association.
6. Recognizing that regional cooperation can occur without sacrificing local development responsibilities or opportunities.

7. By creating energy cost reductions through aggregation and support for non-traditional energy supply, the goals of the City's Climate Action Plan and Sustainability Resolve will be supported.
8. Provide for growth in the offshore energy production sector by evaluating and preserving waterfront space for component maintenance and assembly.

Broadest Level Implementation Strategies (“30,000 foot level”) –

1. Use funds from the Municipal Revolving Loan Fund provide business assistance to small, locally owned businesses and franchises through low interest loans.
2. Focus on Turner's Island and the Mill Creek area for business growth in order to reestablish the City's downtown.
3. Focus on Aviation Boulevard, Sable Oak, Southborough, and Wallace Avenue as areas for continued commercial and industrial development.
4. Focus on Knightville for residential development that supports business growth in Mill Creek.
5. Together with education and manufacturing partners, convene meetings for the purpose of building a K-20 workforce development continuum.
6. With funding from the Greater Portland Public Development Commission, fund waterfront development projects that can transform the City's waterfront, while maintaining its working characteristics.
7. Encouraging and supporting offshore wind turbine business development, particularly evaluating at least three waterfront areas suitable for this purpose.
8. Continue working with regional economic development partners, through the Greater Portland Economic Development Corporation (GPEDC) to establish a comprehensive, cost effective program for attracting new businesses from outside the region and the State.

Core Focus - #1 Business Growth & Retention

Guiding Principle - Continuing to support business base diversification builds a stronger community.

- **Objective** – Improve the Site Plan Review process to develop the most efficient timeline between application and approval.
- **Objective** - Planning Board – Working with Planning & Codes, effect code changes that reduce review time, ensuring that staff is knowledgeable about business interests, and thus assist in an efficient and productive process.
- **Objective** - Provide superior large and small-business assistance by keeping abreast of the most recent State Legislative and federal law changes that may provide business project and development funding.
- **Objective** – Link city wide economic development activities that are consistent with this goal by using funding from current or future TIF revenues.

Work Plan Item #1-1 - Working with the Planning and Development Office, continue to revise the zoning ordinance to accomplish expedited review of projects that have the least level of disturbance or intrusion.

Working with Planning & Development, begin the implementation of development strategies as identified in the Comprehensive Plan Update that facilitate business and economic development.

Determine key businesses (large and small) within the community and establish or strengthen working relationships to identify their expansion needs.

Action/Measurement - Adoption of Code changes that facilitate efficient development and development processes.

Hold a series of business roundtables, in conjunction with the State Dept. of Economic & Community Development Business Ombudsman, to determine business needs.

Work Plan Item #1-2 – Working with Planning and Codes, provide zoning ordinance language that accomplishes expedited review in appropriate instances.

Action - Adoption of an expedited site plan review process for projects that consist solely of redevelopment as a permitted use, with minimal new disturbance.

Measurement – Reduction in the time period between project submittal and approval to 30 days.

Work Plan Item #1-3 – Provide business assistance on an ongoing basis for existing businesses by working closely with the Planning and Codes Dept. through bi-monthly meetings during the permitting process.

Action – Maintain an active “tickle” list of available properties, together with maintaining an active relationship with realtors and developers.

Measurement – Maintain an accurate, up to date listing of available properties.

Action - Continued collaboration with the GPEDC, the Greater Portland Public Development Commission, and the Greater Portland Council of Governments.

Work Plan Item #1-4 - Work with area colleges & universities to establish programs needed by area firms to develop and expand the workforce.

Action/Measurement – Continued meetings to determine opportunities for collaboration between the area educational sector and the business sector.

Work Plan Item #1-5 – Establish the South Portland Technology Park.

Action - Together with the University of Southern Maine’s Science, Technology, Engineering, and Manufacturing (STEM) studies and External Program within the College of Science Technology and Health, with funding from the National Science Foundation and the Dept. of Commerce (EDA), establish an off campus Technology Development Center in the Rumery Road Industrial Park. Collaboration for low cost energy procurement will also be explored.

Work Plan Item #1-6 - Create and implement an inter-local agreement among municipalities, economic development agencies, and other stakeholders to collaboratively promote the strengths of the region and industry cluster as part of a whole.

Action/Measurement - Interlocal agreement endorsed by all respective municipalities.

Work Plan Item #1-7 - Create and implement an inter-local agreement among municipalities and economic development agencies in support of an anti-pirating policy with regard to business attraction between communities to discourage the expenditure of limited local resources to move existing businesses between the parties without real economic benefit to either the region or the State.

Action/Measurement - Interlocal agreement endorsed by all respective municipalities.

Core Focus - #2 – Business Growth & Attraction

Guiding Principles - As part of the Comprehensive Planning process, support highest and best use of waterfront and Mill Creek business development. Encouraging business development through effective rezoning will help establish the most efficient approval process possible. Encouraging the use of Transit TIFs as business development tool will ensure that the City continues to look towards the future of transportation design.

- **Objective** – Provide superior large and small-business assistance by keeping abreast of the most recent State Legislative and federal law changes that may provide business project and development funding.
- **Objective** – Implement zoning changes in the Mill Creek section of the City’s downtown.
- **Objective** – Implement the use of Transit TIFs as a business development tool.

Work Plan Item #2-1 - Determine business needs through an informal survey.

Action/Measurement – Business survey & roundtables, in conjunction with the Regional Chamber of Commerce and Greater Portland Economic Development Corporation.

Work Plan Item #2-2 - Business visitation program development.

Action/Measurement – In conjunction with the Regional Chamber of Commerce, develop and implement a regular business visitation program, with at least four days per month spent on this activity through direct business contact.

Work Plan Item #2-3 - Development of a program that encourages and promotes the creative and innovative entrepreneurial sectors.

Action – Provide business assistance on an ongoing basis for existing businesses by working

closely with the Planning and Codes Dept. through bi-monthly meetings during the permitting process.

Action – Maintain an active “tickle” list of available properties, together with maintaining an active relationship with realtors and developers.

Action - Regularly review the current list of TIF District development programs as they relate to municipal capital improvement projects to ensure that they assist or facilitate business expansion and development. Based on that review, provide recommendations to the City Manager and City Council on appropriate expenditure of those funds.

Work Plan Item #2-4 - Continue working with the Waterfront Market Association (WMA) as the City’s partner in downtown revitalization.

Action – Where possible, collaborate with the WMA in grant and project funding applications that will enable the City to put more effort in the downtown.

Core Focus - #3 – Work Force Development

Guiding Principles - Without effective workforce training and development, particularly as part of project based learning in the City’s K-12 school system, combined with the post-secondary educational sectors, the City will find it difficult to either create or attract new employment in the Innovative and STEM sectors as effectively as possible.

- **Objective** – Advocate for increased workforce training and development, particularly in the STEM sectors, by collaborating and forming partnerships with community businesses, the School Dept., SMCC, and USM.
- **Objective** – Work with the Southern Maine Partnership for Sustainable Development and the Maine Manufacturing Association to broaden STEM related initiatives within the City.

Work Plan Item #3-1 - Implement a working group consisting of representatives from the Innovation and Precision Manufacturing sectors, the School Dept.’s Curriculum Development Manager, the Middle School STEM Coordinator, and the HS Principal to create teacher/business mentor project based learning modules.

Action – Continue to support collaboration through monthly meetings between stakeholders and municipal department representatives.

Work Plan Item #3-2 - Identify demographic changes in the region’s workforce, particularly those who have a relationship with the vocational and trades organizations and educational institutions in order to grow the number of those educated or trained in these skills bases.

Action – Build this information into the existing business database, thus ensuring the best match between business needs and services possible.

Work Plan Item #3-3 - PILOT #1 – Taking advantage of existing STEM project-based learning program through the school dept., create a cross-grade group of 30 teachers/30 students teamed with innovation and precision manufacturing business owners and engineers, using real world, business based projects to provide educational opportunities.

Action/Measurement – Hold a one day workshop in late June, with a half-day follow-up workshop in August, using a project-based learning teaching module in collaboration with local business and innovation sector participation. Implementation of the module expected during the 2012-13 school year.

Work Plan Item #3-4 - PILOT #2 – Robotics – Broaden business and education links using the Robotics teams as the vehicle. Coordinate with Middle School, High School, and USM teams. Foster the development of a STEM inquiry class as an elective at each major grade level.

Action – Greater business/school/community collaboration and involvement in the Robotics program.

Work Plan Item #3-5 - PILOT #3 – Present information and discussion at the Middle School “Freshman Transition” assembly in March.

Action/Measurement – By working with the Southern Maine Partnership for Sustainable Development, encourage that at least X additional students graduate from the High School with a focus in STEM related learning.

Core Focus - #4 - Marketing

Guiding Principles – Through effective marketing, identify South Portland as a business’ first choice for expansion or relocation, based on the City’s development-minded atmosphere

- **Objective** - Foster an understanding that the City’s economy is part of the region’s, and that the Greater Portland region serves as the State’s economic engine. Development of marketing strategy that accurately reflects the City’s role and contribution to the regional economy.

Work Plan Item #4-1 - Initiate an identity campaign that projects a positive business development message about the City.

Action/Measurement - Update and publish a “Guide to Doing Business in South Portland”, which will include all relevant zoning, licensing, and relevant business laws, rules, and processes.

Action/Measurement – Ensure that all zoning changes which positively affect local businesses and permitting processes are covered or reported in local media.

Work Plan Item #4-2 - Participate in selected events, which may include traditional trade shows as well as job fairs, such as exhibiting at the MEREDA conference in conjunction with the Greater Portland Economic Development Corporation, and sector-related trade shows, like BIO 2012 held in Boston.

Action/Measurement – Participation in trade shows that highlight the City’s accomplishments within a necessarily regional context. Come away with at least three post-workshop meetings established from each event attended.

Work Plan Item #4-3 – Create a more effective and responsive ED Dept. web site.

Action – Creation of a web site within the first half of the calendar year.

Outcomes/Outputs

- Leveraging actions
- Creation of new partnerships between education and business (10/year)
- Adoption of long term indicators with benchmarks, such as:
 - Number of jobs created
 - Number of businesses retained
 - Number of businesses leveraged
 - Net change in income levels
 - Increased numbers of educated workers in key sectors

Here follows the

South Portland Open Space Plan – 2019



OPEN SPACE PLAN

SOUTH PORTLAND, MAINE

2019



OPEN SPACE PLAN FOR THE CITY OF SOUTH PORTLAND, MAINE

Plan Adopted August 13, 2019

Prepared by FB Environmental Associates and Terrence J. DeWan & Associates
with guidance from the South Portland Open Space Planning Committee



EXECUTIVE SUMMARY

The City of South Portland is a vibrant, healthy, and equitable community. In both 2017 and 2018, Money Magazine named South Portland as the best place to live in the state of Maine.¹ In the article's description of what makes South Portland a great place to live, there was mention of Willard Beach, the Greenbelt Walkway, and the scenic views from both Spring Point Ledge Lighthouse and Bug Light. The cover image for the article displays Bug Light Park as the iconic image of the city. Open space is an essential component in South Portland's recognized sense of place. This Plan acknowledges the role of open space in South Portland, explores open space in the City across all geographies, and outlines steps to ensure the community protects and builds upon its existing assets.

The OSPC took a full year to develop the contents of this Plan by documenting existing open space, conducting public outreach to engage citizens of South Portland, and exploring strategies to enhance the quality of the city's open space in network. This Plan is intended to be used as an open space road map for South Portland citizens, volunteers, policy makers, and City staff.

This Plan establishes a vision of the City with a focus on high quality, functional, and accessible open space network. The Plan identifies goals in support of this vision and recommends strategies to ensure each goal is achieved. The Plan recommends an implementation process to ensure the execution of the strategies and the fulfillment of the goals.

The structure and contents of this Plan is outlined below:

Chapter 1. Introduction provides an overview of open space planning in South Portland including the process taken to arrive at this Open Space Plan.

Chapter 2. State of Open Space summarizes existing open space in South Portland, providing a 2019 benchmark. This benchmark is intended to serve as a measure by which to compare future open space progress against.

Chapter 3. Vision + Goals identifies the vision for South Portland open space and outlines the goals needed to achieve the vision. This chapter serves as the foundation for the recommended strategies and implementation work that follow.

Chapters 4 to 8. Strategies outlines the recommendations for the protection and acquisition of open space. Each strategy is related to a specific goal and achievement of each goal may be measured by the success of the recommended strategies.

Chapter 9. Implementation outlines the steps required for a successful implementation process. The implementation of the goals and strategies are summarized in a simplified Action Plan.

Appendices A to F include maps, materials, public feedback, and neighborhood recommendations are available to assist in the use and implementation of this Plan.

¹ *This Is the Best Place to Live in Every State* by Shaina Mishkin, Allana Akhtar, and Prachi Bhardwaj for Money Magazine, December 17, 2018. <http://money.com/money/5479244/this-is-the-best-place-to-live-in-every-state/>

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CITY STAFF

Kevin Adams, *Director of Parks, Recreation and Waterfront*

Fred Dillon, *Water Resources Protection*

Tex Haeuser, *Director of Planning and Development*

Steve Puleo, *Community Planner*

OPEN SPACE PLANNING COMMITTEE

Andrew Gagnon

Ashley Krulik

Barbara Dee (Chair)

Dan Hogan

Catherine Callahan

Jane Eberle

Kat Taylor

Kate Gatti

Kate Lewis

Kathi Perkins

Max Wibby

Patti Smith

Richard Rottkov

Sharon Newman

Susan Chase

Tom Blake

Victoria Morales

PLANNING CONSULTANT TEAM

Forrest Bell, FB Environmental Associates

Jessica Kimball, Terrence J. DeWan & Associates

Maggie Burns, FB Environmental Associates

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Table 1.2 Conserved Open Space Lands Identified in the 2001 Open Space Strategic Plan

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Figure 1.1 Samples from Online Community Survey Results

Figure 2.1 Walking Distance to a Park Map

Figure 2.2 Online Community Survey Results for Distance and Access to Open Space

Figure 2.3 East / West City Division

Figure 2.4 Shoreland Zoning Map

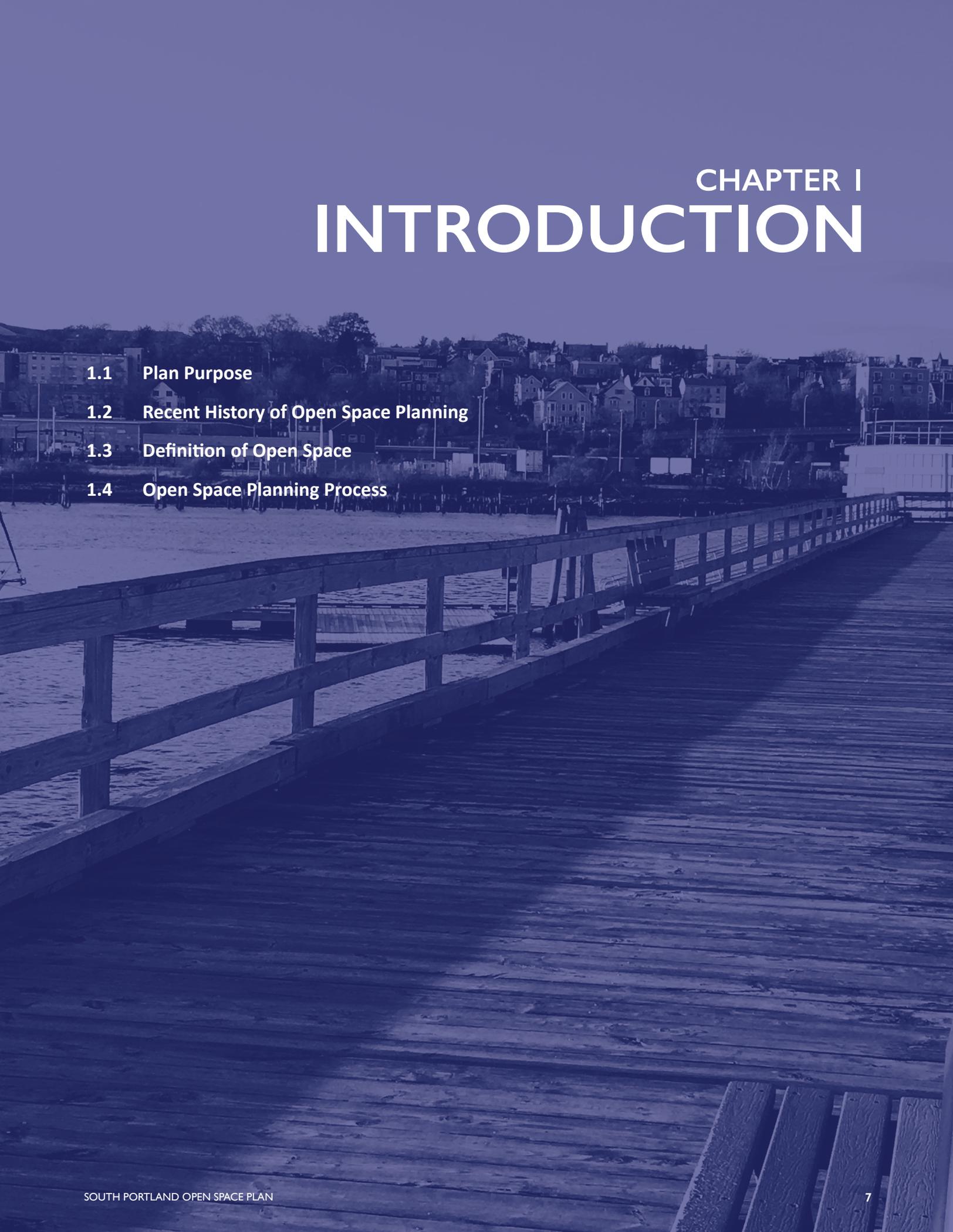
Figure 4.1 Open Space Zoning District Example

Figure 5.1 Acquisition Flowchart

Figure 5.2 Open Space Connectivity Diagram

ACRONYMS

- GIS** Geographic Information Systems
- ILF** Maine in Lieu Compensation Fund
- LID** Low Impact Development
- LWCF** Land and Water Conservation Fund
- MDOT** Maine Department of Transportation
- MNRCP** Maine Natural Resource Conservation Program
- MS4** Maine Municipal Stormwater Sewer System
- NRPA** National Recreation and Park Association
- OSPC** Open Space Planning Committee
- PACTS** Portland Area Comprehensive Transportation Committee
- PDR** Purchase of Development Rights
- SPLT** South Portland Land Trust
- TDR** Transfer of Development Rights



CHAPTER I INTRODUCTION

- 1.1 Plan Purpose
- 1.2 Recent History of Open Space Planning
- 1.3 Definition of Open Space
- 1.4 Open Space Planning Process

I.1 PLAN PURPOSE

The City of South Portland is a regional leader in providing access to open space. Open space protects significant natural resources and wildlife habitat, promotes opportunities for health and wellness for its citizens, aids in the protection and enhancement of community character, and makes South Portland a desirable place to live. This Open Space Plan will sustain the community's interest in protecting and preserving open space throughout the city.

The purpose of this Open Space Plan is to provide the community of South Portland with a strong foundation for more informed decision-making. This is done by identifying existing open spaces, natural resources, and community priorities; and providing strategies to serve as a framework for the protection and acquisition of open spaces in the future.

I.2 RECENT HISTORY OF OPEN SPACE PLANNING

This Open Space Plan builds on the foundation of the Open Space Strategic Plan developed in 2001. Additionally, this Plan addresses the open space goals outlined in the latest Comprehensive Plan Update in 2012. Other relevant South Portland Plans include:

- Mill Creek Master Plan, 2011
- Clarks Pond Trail Plan, 2007
- Greenbelt Walkway Plan, 1987

The following two subsections provide a brief overview of the approach to open space in both the **2001 Open Space Strategic Plan** and the **2012 Comprehensive Plan Update**.



*Hamlin School Community Garden
Photo by Susan Chase*



I.2.1 2001 OPEN SPACE STRATEGIC PLAN

The 2001 Open Space Strategic Plan outlined actions to implement the Plan’s mission to (1) develop long-term strategies ensuring protection of open spaces, (2) create a potential open space parcel evaluation process, and (3) work under the principle of voluntary landowner participation. However, following the completion of the Plan, it was never adopted by City Council and implementation of the Plan was limited. The following outlines the implementation status of the recommended strategies.

Recommendations Implemented

- **Grant Funding.** Suggested open space funding mechanisms included pursuing grant opportunities for open space protection (e.g. Land for Maine’s Future).
- **Wetland Protection.** Strengthen relationships with environmental permitting agencies to promote wetland mitigation in South Portland.
- **Land Bank.** Develop City ordinance amendments to direct funds from sale or lease of city-owned land to the Land Bank fund and clarify the management of the account.
- **Environmental Protection.** Develop amendments to the city’s land use regulations to provide greater protection to environmentally sensitive areas.
- **Conservation Easements.** Obtain conservation easements and land donations, and pursue other non-acquisition strategies with South Portland Land Trust (SPLT).
- **Watershed Studies.** Work with Pollution Abatement, Casco Bay Estuary Project, and SPLT in getting a grant to perform a comprehensive conceptual study of the city’s watersheds for strategies that also protect open space.

Recommendations Not Implemented

- **New Staff Position.** Strengthening the Conservation Commission with funding to hire a new City staff person to assist the Conservation Commission tasked with Plan implementation.
- **Bond Issue.** A \$1,000,000 bond issue request to the voters to fund open space protection.
- **Property Tax Dedication.** Dedicate \$0.03 in the property tax rate to fund open space protection.
- **Neighborhood Commons.** Authorize City departments to work with the SPLT, neighborhood associations, and volunteer attorneys to help neighborhoods in the purchase of private neighborhood commons.



The 2001 Plan also recommended keeping current inventories of potential open space parcels, performing due diligence and developing an action plan for each parcel, and educating the public about open space protection. The Plan identified and prioritized 23 privately-owned potential open space parcels and potential trail extensions for conservation. In the 18 years that have passed, five of the original 23 prioritized parcels have since been developed (**Table 1.1**) and five have since been conserved (**Table 1.2**).

Table 1.1
Developed Open Space Lands Identified in the 2001 Open Space Strategic Plan

PARCEL NAME	DESCRIPTION OF DEVELOPMENT	YEAR DEVELOPMENT INITIATED
Henley St./Stanford St.	Condominiums	2005
Fickett Woods	Residential development (Hawthorne Woods)	2003
Cobb’s Field	Condominiums (Sand Pebble Way)	2003
Old Joe’s Pond	Potential for partial development	NA
Sunset Park	In process of development	NA

Table 1.2
Conserved Open Space Lands Identified in the 2001 Open Space Strategic Plan

PARCEL NAME	DESCRIPTION OF PROTECTION	YEAR PROTECTED
Dow’s Woods	SPLT conservation easement	2015 (year acquired)
Harrisburg lot (Clark’s Pond)	Owned by City of South Portland with trail easements through SPLT	2009 (trail easements established)
Trout Brook Nature Preserve (formerly Trout Brook)	SPLT conservation easement	2007
Sawyer Street Marsh (formerly Sawyer Street/Trout Brook)	SPLT conservation easement	2007

I.2.2 2012 COMPREHENSIVE PLAN UPDATE

Open space was again addressed in the City of South Portland Comprehensive Plan Update adopted on October 15, 2012. This Plan identified recreation and open space as a community sub-goal needed to achieve the overall mission of the Comprehensive Plan. This goal states *“To promote and protect the availability of outdoor recreation opportunities for all Maine citizens, including access to surface waters.”* The two objectives identified to achieve this goal are as follows:

- To provide high-quality, well-maintained recreational facilities and open spaces for residents and visitors.
- To provide access to the city’s waterfront for recreational purposes in a manner that is compatible with marine uses of the waterfront.

Specifically, the 2012 Comprehensive Plan Update identifies the city’s policies pursuant to the aforementioned objectives. These policies are summarized in brevity, below:

- Maintain and continue to fund the Land Bank Fund.
- Focus on developing, funding, and implementing long-range programs to maintain and upgrade existing outdoor recreational facilities, parks, and public open spaces.
- Invest in improvements to Mill Creek.
- Expand actual and visual public access to the shore front.
- Continue to work with the SPLT to expand trail system.
- Promote South Portland as a desirable location for regional events.



Bug Light Park
Photo by Susan Chase

I.3 DEFINITION OF OPEN SPACE

The definition of *open space* is a revision of the definition put forward in the 2001 Plan. While maintaining the fundamental objectives of the 2001 definition, the revised definition aims to expand on the view of open space. As understood through the remainder of this document, the definition of open space is provided below.

Open space refers to a parcel or area of land or water, the preservation of which would achieve any of the following:

- 1. Conserve and potentially enhance habitats, natural resources, or scenic resources;**
- 2. Protect water quality;**
- 3. Promote conservation of soils, wetlands, beaches, or tidal marshes;**
- 4. Enhance the value to the public of abutting or neighboring parks, trails, forests, or nature preserves; or**
- 5. Enhance recreation opportunities.**



*Clarks Pond
Photo by Susan Chase*



I.4 OPEN SPACE PLANNING PROCESS

On August 21, 2017, the South Portland City Council approved the establishment of an ad-hoc Open Space Planning Committee (OSPC) and approved funding to hire outside planning consultants to guide and develop this 2019 Open Space Plan. It was decided that the development of this Plan would put emphasis on public input and feedback throughout the planning process. Initial public feedback came in the form of an Online Community Survey and an interactive public forum, and later from City Council members. The contents of this Plan were developed over the course of one year, between March 2018 and April 2019.

I.4.1 OPEN SPACE PLANNING COMMITTEE (OSPC)

The OSPC consisted of 16 volunteer members and three City staff members. Committee members represented the Conservation Commission, SPLT, City Council, Department of Planning and Development, Department of Parks, Recreation & Waterfront, Department of Water Resource Protection, Community Garden Collective, the South Portland Schools, and interested citizens at large.

OSPC held 11 meetings on March 19, 2018, April 26, 2018, June 28, 2018, July 26, 2018, August 23, 2018, September 27, 2018, October 25, 2018, November 29, 2018, January 10, 2019, January 31, 2019, and April 17, 2019.

The OSPC worked closely with the planning consultants to develop the contents of this Plan. The work included the facilitation of an online community survey and open space public forum, the development of the vision statement and open space definition, and the outline of the Plan's goal and strategies. The Committee met monthly, participated in a bus tour to open spaces in the city, managed a web presence through the City website, and provided feedback and Plan contents through correspondence and work between official meetings.

I.4.2 PLANNING CONSULTANTS

The City of South Portland hired a team of consultants from FB Environmental and Terrence J. DeWan & Associates to assist the OSPC in the development of the Open Space Plan. The two firms provided the City with a variety of skills and services; FB Environmental is an environmental planning and assessment firm based in Portland, Maine and Terrence J. DeWan & Associates is a landscape architectural and planning firm based in Yarmouth, Maine. The consultant team presented Plan contents at OSPC meetings, at the open space public forum, and to City Council. They established the online community survey and designed the interactive activities at the open space public forum. The team used geospatial mapping (ESRI ArcMap) to process data and develop the mapping, conducted site visits to existing open spaces, drafted the contents of the Plan and produced all maps and graphics included in the Open Space Plan document.

1.4.3 PUBLIC PARTICIPATION

Public input was a very important component in the development of this Open Space Plan. Feedback from the public was collected and implemented into the Plan through a variety of mechanisms. The most significant input was collected through an online community survey and an open space public forum event. Public updates on the planning process were made available through an Open Space Planning page on the City website, updates and event notifications were made through an email list serve, feedback was heard at a City Council workshop, and OSPC meetings were open to the public.

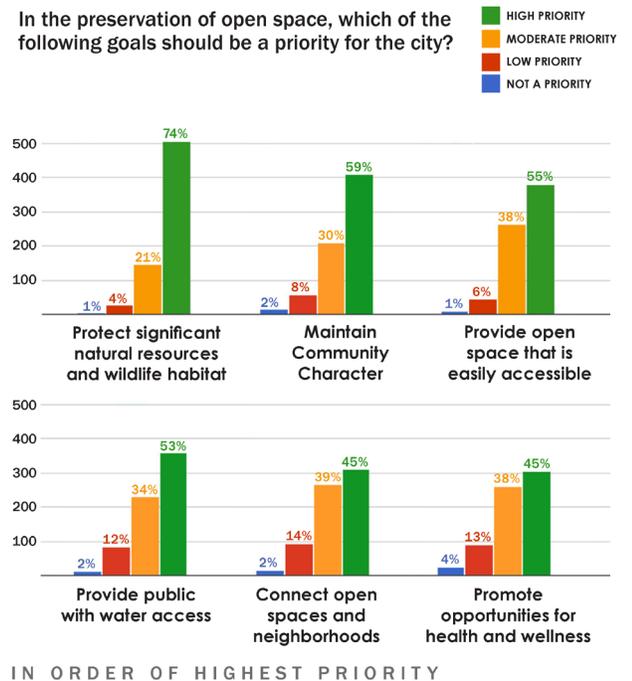
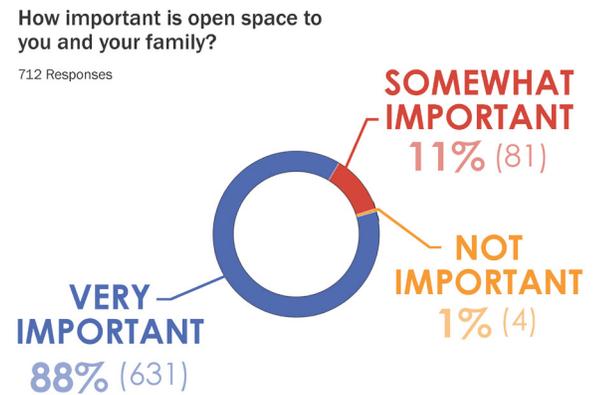
ONLINE COMMUNITY SURVEY

An online community survey was designed as an efficient way to receive public feedback. The planning team recognized that South Portland residents are not always available to attend public meetings, but many residents had the time and interest in providing feedback online. The survey was designed to be a short 10-minute survey asking respondents about the current use of open space in South Portland and feedback for how the City might prioritize the preservation of open space in the future.

The survey collected information on demographics, including each respondent’s neighborhood of residence. The survey asked about the use of existing open space and asked respondents to prioritize open space planning goals. Respondents were also able to leave written comments related to open space. The survey was administered through Google Forms. It was advertised online, in the schools, announced at City Council meetings, sent to existing municipal email list serves, and advertised in newsletters and media outlets. It was open for seven weeks (May-July 2018) and received 716 responses. There are shortcomings of the survey, as it represents only a small portion of the City population and carries bias inherent in any public opinion survey. However, this number of respondents provided a reasonably robust sample of opinions to guide the direction of the Open Space Plan, far exceeding the number of participants who would attend an evening or weekend meeting on the subject.

The feedback was reviewed by the OSPC and synthesized by the planning consultants into city-wide and neighborhood-specific recommendations. This proved very helpful in using the survey responses to identify issues and opportunities in each neighborhood throughout the city. The online community survey and the synthesized survey results are available in **Appendix E**.

Figure 1.1
Samples from Online Community Survey Results



OPEN SPACE PUBLIC FORUM

This forum served as a point of introduction of the South Portland Open Space Planning Project to the public. The goal of the forum was to identify and share existing open spaces in the city, present the results of the online community survey, and facilitate a discussion about strategies for strengthening and expanding the open space network in South Portland.

The participants at the July 2018 forum were divided into five groups to participate in an interactive mapping exercise. The small group activities involved brainstorming open space priorities, suggestions of strategies moving forward, and plotting important locations on a map of South Portland. The mapping activity allowed residents to locate scenic viewpoints to preserve, potential water access points, potential and existing undocumented nature trails, natural resource/habitat areas to preserve, and other potential locations to preserve as future open space. The forum participants were also asked to map suggested improvements to connectivity between neighborhoods and open spaces, via trails as well as pedestrian and bicycle infrastructure. The groups then developed potential strategies for acquiring additional open space.

In addition to the group activities, each participant was given a neighborhood comment card, offering individuals to privately relay issues and opinions related to their neighborhood of residence. The cards provided participants an opportunity to voice opinions that may not have been present in the discussions.

While the group of citizens in attendance the open space public forum was far smaller than the feedback received through the online community survey, the participants were involved, enthusiastic, and took a city-wide approach to assessing open space opportunities. A detailed report on the Public Forum is available in **Appendix D**.

CITY COUNCIL PRESENTATIONS

The consultant team presented the Open Space Plan progress and strategies to the City Council at a Council workshop on January 22, 2019 and July 16, 2019. The purpose of the January presentation was to update the public and Council Members on the progress of the Plan and acquire feedback to be included in this Plan. The purpose of the July presentation was to present the Plan implementation process. Members of the public were invited to attend both presentations through public notice of the Council Agenda, and an update on the OSPC webpage.



July 2018 Open Space Public Forum
Photos by Jessica Kimball

THE STATE OF OPEN SPACE

- 2.1 City Land
- 2.2 Protected Land
- 2.3 Cemeteries
- 2.4 Trails
- 2.5 NRPA Open Space Comparison
- 2.6 Distance to Open Space
- 2.7 Access to Open Space
- 2.8 East / West Divide
- 2.9 Natural Resources
- 2.10 Existing Programs and Strategies
- 2.11 City Regulations

This chapter describes elements contributing to existing South Portland Open Space in the city. This snapshot of current open space attributes describes public lands, protected lands, trails, accessibility of open space, and natural resources. This chapter also describes current policies, programs, and organizations that are contributing to open space enhancement in the city. Please use the maps provided in **Appendix A** as a reference throughout this chapter.



TOTAL AREA OF SOUTH PORTLAND • 8,996 acres
TOTAL LAND AREA (excluding Portland Harbor) • 7,854 acres
MUNICIPAL LAND • 735 acres (8.2%)
CITY PARKS/SCHOOLS • 375 acres (4.2%)
LAND IN CONSERVATION EASEMENTS • 25 acres (<0.01%)
PUBLIC SHORELINE • 3 miles (~17% of the total shoreline)

2.1 CITY LAND

Public land includes land owned by a government entity, either by the City of South Portland or state of Maine. The City of South Portland covers a total area of 8,996 acres. Of the total City land area, 735 acres (8.2% of the City land area) are owned by the city. Approximately half of city-owned land is managed as a City park or school, and the rest is maintained as developed land for uses other than open space.

2.1.1 PARKS AND SCHOOLS

Approximately 375 acres of land is managed as parks and schools. Designation of land as a City park does not indicate that the parcel is owned by the city, nor that it has protections from development. **Table 2.1** lists the areas designated as City parks and schools. This table identifies the acreage, ownership, any conservation protections applied to that parcel, and zoning district. All lands in the table are managed by the Department of Parks, Recreation, and Waterfront unless otherwise noted. The **Park Map** in **Appendix A** represents each of the parcels listed in Table 2.1.

2.1.2 PAPER STREETS

In addition to the aforementioned open spaces, the City contains 23.1 acres of land designated as paper streets. In South Portland, paper streets are part of larger privately-owned parcels and the City holds rights of incipient dedication to accept these as public roadways if proposed at a later date. Otherwise, the City holds no authority for their use. The paper streets are represented on the **Open Space Protection Map** in **Appendix A**.

Table 2.1 Land Used and Managed as a Park or School

PARK / SCHOOL	PARCEL ACREAGE¹	OWNER	CONSERVATION PROTECTIONS	CURRENT ZONE
Anthoine Creek Park	5.54	City of South Portland	NONE	Dual Zone
Bug Light Park	12.18	City of South Portland/ South Portland Historical District	LWCF (Municipal Boat Launch Only)	Residential and Light Industrial District
Bug Light Park (South end)	5.10	Portland Pipe Line Corp.	NONE	Residential and Light Industrial District
Dyer School Recreation Facilities	7.10	City of South Portland	NONE	Residential District Single Family
Firefighter's Memorial Park	0.18	City of South Portland	NONE	Limited Business District
Ge Erskine Park	0.80	City of South Portland	NONE	Limited Business District
Hamlin School Common Area and Community Garden ²	2.92	City of South Portland	NONE	Residential District Single Family
High/Sawyer Park	0.12	City of South Portland	NONE	Limited Business District
Hinckley Park	32.02	City of South Portland	LWCF (Partial)	Residential District Single Family
Jordan Park ²	5.04	State of Maine (co-owner Long Creek Redevelopment LLC)	NONE	Conditional Residential District
Kaler School Recreation Facilities	4.68	City of South Portland	NONE	Residential District Multi-Family
Legere Park	1.14	City of South Portland	NONE	Residential District Multi-Family
Legion Square Park	0.27	City of South Portland	NONE	Commercial District Mixed-Use
Lincoln School Recreation Facilities	3.10	City of South Portland	NONE	Residential District Single Family
Mahoney Middle & Brown Elementary Rec Facilities	12.63	City of South Portland	NONE	Residential District Single Family
Memorial Middle Recreation Facilities	17.02	City of South Portland	NONE	Residential District Single Family
Mill Creek Park	9.61	City of South Portland	NONE	Residential District Single Family
Pierce Street Park	0.32	City of South Portland	NONE	Residential District Multi-Family
Pine Street Ballfields ²	4.45	City of South Portland	NONE	Residential District Multi-Family
Pope Preserve ²	0.76	City of South Portland (easement holder is the Nature Conservancy)	Deed Restriction	Dual Zone

PARK / SCHOOL	PARCEL ACREAGE ¹	OWNER	CONSERVATION PROTECTIONS	CURRENT ZONE
Redbank Community Park	2.71	Privately Owned (Leased and Managed by the City of South Portland)	NONE	Residential District Multi-Family
Santo "Sam" DiPietro Memorial Park	0.77	City of South Portland	LWCF	Residential District Single Family
Sawyer Park	2.02	City of South Portland	Conservation Easement	Dual Zone
School Street Park	0.45	City of South Portland	NONE	Residential District Multi-Family
Skillin Elementary Recreation Facilities	7.67	City of South Portland	NONE	Residential District Single Family
Small Elementary Recreation Facilities	6.90	City of South Portland	LWCF (Partial)	Residential District Multi-Family
South Portland High School Recreation Facilities	29.60	City of South Portland	NONE	Residential District Single Family
South Portland Municipal Golf Course	31.74	City of South Portland	LWCF	Residential District Single Family
Thomas Knight Park	1.51	City of South Portland	NONE	Dual Zone
Trout Brook Nature Preserve ²	6.90	City of South Portland	Conservation Easement	Residential District Single Family
Wainwright Recreation Complex	146.46	City of South Portland	Deed Restriction	Non-Residential Industrial District
Wilkinson Community Park	9.19	City of South Portland	Deed Restriction	Residential District Single Family
Willard Beach and Fisherman's Point	4.08	City of South Portland	NONE	Residential District Single Family

TABLE NOTES:

¹ Portions of some parcels may include existing development and, therefore, do not consist entirely as open space.

² All sites in the above table are managed in whole by the Department of Parks, Recreation, and Waterfront, unless denoted by a (2), which include the following:

- Trout Brook Nature Preserve and Pope Preserve are managed by the SPLT.
- Pope Preserve is managed by the Friends of Pope Preserve.
- Jordan Park management is contracted out by the Brickhill Association.
- Hamlin School common areas are managed by Parks, Recreation, and Waterfront. The Hamlin School Community Garden is managed by the Community Garden Collective.
- Pine Street Ballfield common areas are managed by Parks, Recreation, and Waterfront. The ballfields are managed by the South Portland American Little League.

2.2 PROTECTED LAND

Conservation protections on land in the City have historically been performed using one of two mechanisms: conservation easements and LWCF lands. South Portland’s protected lands total 1.5% of the city’s land area (115 acres). Land protected by conservation easements or the Maine LWCF are represented on the **Open Space Protection Map** in **Appendix A**.

- **Conservation Easements.** There are 30.5 acres of land in the City of South Portland held in conservation easements (less than 0.01% of the city). Conservation easements represent some of the strongest conservation protections in the city. Each easement is unique in its conservation interests, crafted specifically to best preserve the parcel and its resources.
- **Maine Land and Water Conservation Fund (LWCF):** There are 84.5 acres of land in the City of South Portland that have been protected using LWCF monies. This fund, enacted in 1964, is intended to assist federal, state, and local governments with improving public lands. To this end, the state of Maine is responsible for post-completion compliance; however, the municipality (in this case, the City of South Portland) is responsible for stewardship of the property. Strict provisions protect grant-assisted areas from conversions to other intended uses.²

2.3 CEMETERIES

The cemeteries in South Portland are privately owned and offer open space for limited passive recreation. In addition to serving as burial grounds, cemeteries are forested open spaces with trails, views, and historic significance (in some cases). Forest City and Calvary Cemeteries alone offer more than 200 acres of open space land. These sites are typically not under conservation; however, their use as burial grounds offers inherent protection against future development. The City of South Portland has six major cemeteries, represented on the **Open Space Protection Map** in **Appendix A**, and listed below:

- Forest City Cemetery
- Calvary Cemetery
- Highland Memorial Gardens
- Mount Pleasant Cemetery
- Bay View Cemetery
- Old Settlers Cemetery

2.4 TRAILS

The City of South Portland has 12.4 miles of trail network. This network is growing rapidly, particularly with the West End Trail initiative championed by the SPLT. Trails are protected via Trail Easements and Use Agreements. The existing trails are represented on the **Trails Map** in **Appendix A**. A link to existing trails is on the SPLT webpage at <https://www.southportlandlandtrust.org/trails>.

² SEC. 6(f)(3) No property acquired or developed with assistance under this section shall, without the approval of the Secretary, be converted to other than public outdoor recreation uses. The Secretary shall approve such conversion only if he finds it to be in accord with the then existing comprehensive statewide outdoor recreation plan and only upon such conditions as he deems necessary to assure the substitution of other recreation properties of at least equal fair market value and of reasonably equivalent usefulness and location. <https://www.nps.gov/subjects/lwcf/protection.htm>

2.5 NRPA OPEN SPACE COMPARISON

The City of South Portland currently has more managed parkland than the average municipality in the United States. The residents of South Portland are fortunate to have access to a variety of high-quality parks within the community.

The City of South Portland has a population of approximately 25,500³ people, and 375 acres across 33 properties are managed as parkland and schools (see **Table 2.1**). According to the National Recreation and Park Association (NRPA)⁴, the typical park and recreation agency offers one park for every 2,114 residents served, with 10.1 acres of parkland per 1,000 residents. For municipalities of similar size to South Portland (with a population range of 20,000 to 49,999), **the median average for open space is one park for every 1,849 residents served, with 9.6 acres of parkland per 1,000 residents.** These statistics are based on a nation-wide survey of municipal parks and recreation departments.

Based on the average NRPA metric noted above for communities of similar population size to South Portland, there should be 14 acres of parkland for the South Portland population. There are 33 South Portland parkland/school properties, more than twice the NRPA average.

Based on the NRPA average of 9.6 acres of parkland per 1,000 residents, the City of South Portland should have 245 acres of managed parkland. With 375 acres of parkland/schools, the City exceeds the average community by approximately 130 acres.

While the City of South Portland exceeds the national average in available open space, only a percentage of this land is protected from future development. Of the 375 acres of City parkland and schools, only 97 acres (26%) is protected from sale or development.

Table 2.2 South Portland Compared to Communities with Similar Population Size (20,000 – 49,999)

MEDIAN AVERAGE: One park per 1,849 residents

- Based on 25,500 residents, South Portland should have 14 parks to meet the national average.
- South Portland maintains 33 park/school properties (more than twice the national average).

MEDIAN AVERAGE: 9.6 acres of parkland per 1,000 residents

- Based on 25,500 residents, South Portland should have 245 acres to meet the national average.
- South Portland maintains 375 acres of parkland (130 acres more than the national average).

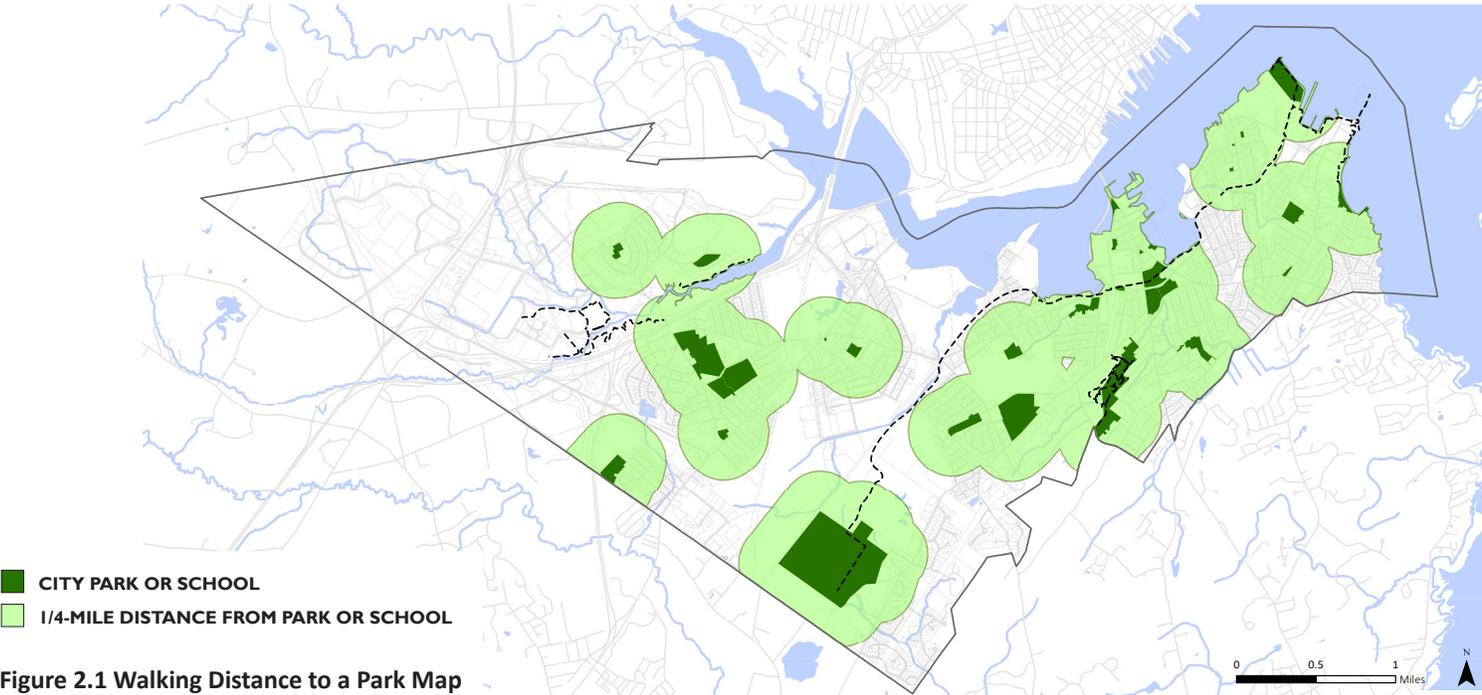
³ US Census Bureau estimated the South Portland population was 25,483 on July 1, 2017 (based on 2010 census). <https://www.census.gov/quickfacts/southportlandcitymaine>

⁴ National Recreation and Park Association (NRPA) is the leading non-profit organization dedicated to the advancement of public parks, recreation and conservation. NRPA Park Metrics are the most comprehensive source of data standards and insights for park and recreation agencies. The 2018 NRPA Agency Performance Review is located here: <https://www.nrpa.org/siteassets/nrpa-agency-performance-review.pdf>

2.6 DISTANCE TO OPEN SPACE

Perhaps more important than the acreage of open space land is the location and accessibility of the parks within the city. Ideally, there should be a park or accessible open space within a 10-minute walk of every neighborhood residence. The map below shows a ¼-mile buffer around each managed open space to represent a 10-minute walk. Land within a ¼-mile distance from an open space covers 46% (3,647 acres) of City land area. Land located more than ¼-mile from an open space covers 54% (4,214 acres) of City land area.

The majority of the east side of the City is within a ¼-mile of open space, whereas the west side has larger gaps between open spaces. As new open spaces are evaluated for acquisition and protection, it is important to consider the areas that are not located within short walking distance from an open space. See the Walking Distance to a Park Map in **Figure 2.2** below and in **Appendix A**.



In the online community survey, residents were asked **how long it takes to get to the nearest park, trail or open space**. In response to this question, approximately 94% of respondents reported they were within walking distance of an open space amenity (82% of respondents reported less than a 10-minute walk; 12% of respondents reported a 10 to 20-minute walk). Of the remaining 6% of respondents, 2% reported being able to ride a bike and 4% were a car ride away from an open space (see **Figure 2.2**). These numbers varied by neighborhood, with some neighborhoods reporting closer distances to open space. See a detailed breakdown of the survey results in **Appendix E**.

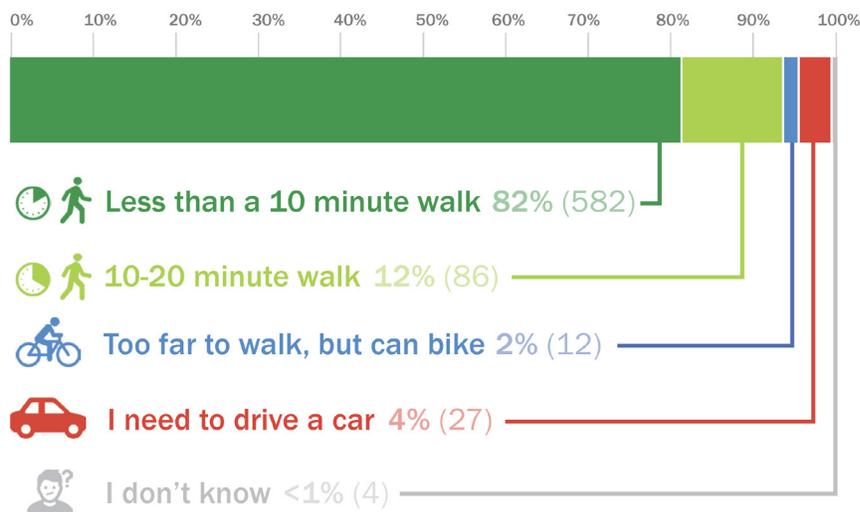
2.7 ACCESS TO OPEN SPACE

In the online community survey, residents were asked **how easy it is to get to the nearest park, trail, or open space**. In response to this question, 77% said they had an easy and safe route to the nearest open space, with good pedestrian infrastructure to allow for a safe walk. 22% of respondents indicated that their access was somewhat difficult with some safe pedestrian infrastructure between their home and the nearest open space. Only 1% of respondents reported difficult and dangerous conditions (see **Figure 2.2**). These numbers varied by neighborhood, with some neighborhoods reporting very safe conditions and others noting needs to improvements. See a detailed breakdown of the survey results in **Appendix E**.

Figure 2.2 Online Community Survey Results for Distance and Access to Open Space

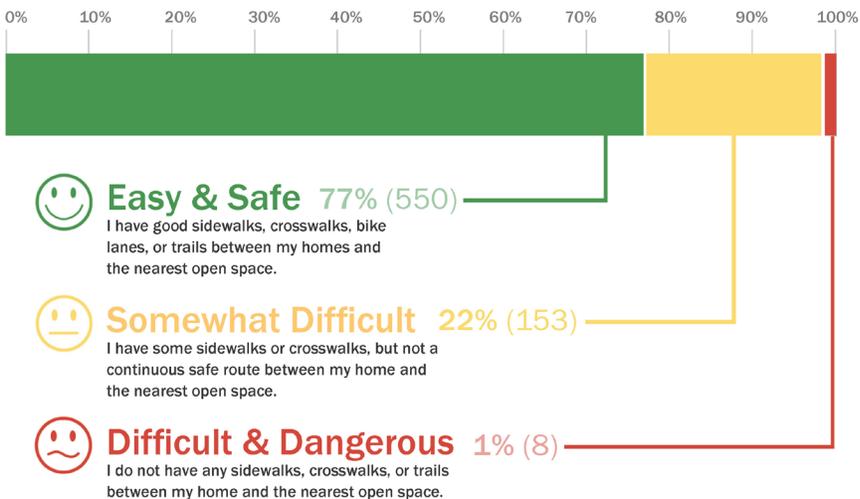
DISTANCE

How long does it take to get to the nearest park, trail, or open space?



ACCESS

How easy is it to get to the nearest park, trail, or open space?



2.8 EAST / WEST DIVIDE

There is a clear divide between the east and west sides of the city. The dividing line between the east and west is generally considered to be Route 1 / Main Street.

East Side. The east side of South Portland has tightly woven residential neighborhood development. This area includes some of the most significant green spaces in the community, including Bug Light Park, Mill Creek Park, Hinckley Park, and the Greenbelt Walkway. The east side also benefits from the majority of the shoreline along the Fore River and Portland Harbor.

West Side. The west side of South Portland has large tracts of commercial and industrial development, such as the Maine Mall and Portland International Jetport. With changes in zoning over the last few decades, residential neighborhoods, consisting primarily of larger apartment complexes, have been interspersed within this dense commercial development. A significant feature on the west side is the Interstate 295 (I-295) corridor that bisects the city. This creates a physical barrier through the west side, interrupting pedestrian movement across the corridor. Overall, there is less access to open space on the west end than in the east. Open space features on the west side include Redbank Community Park and Jordan Park, as well as multiple trail systems (Long Creek Trail, Red Brook Trail and Red Brook Trail Extension, the Home Depot Trail, and Clark's Pond Trail).

Comments from South Portland residents at the Open Space Public Form and responses in the online community survey emphasized the need to improve open space accessibility in the west and the need for improved connections between the east and west sides of the city.

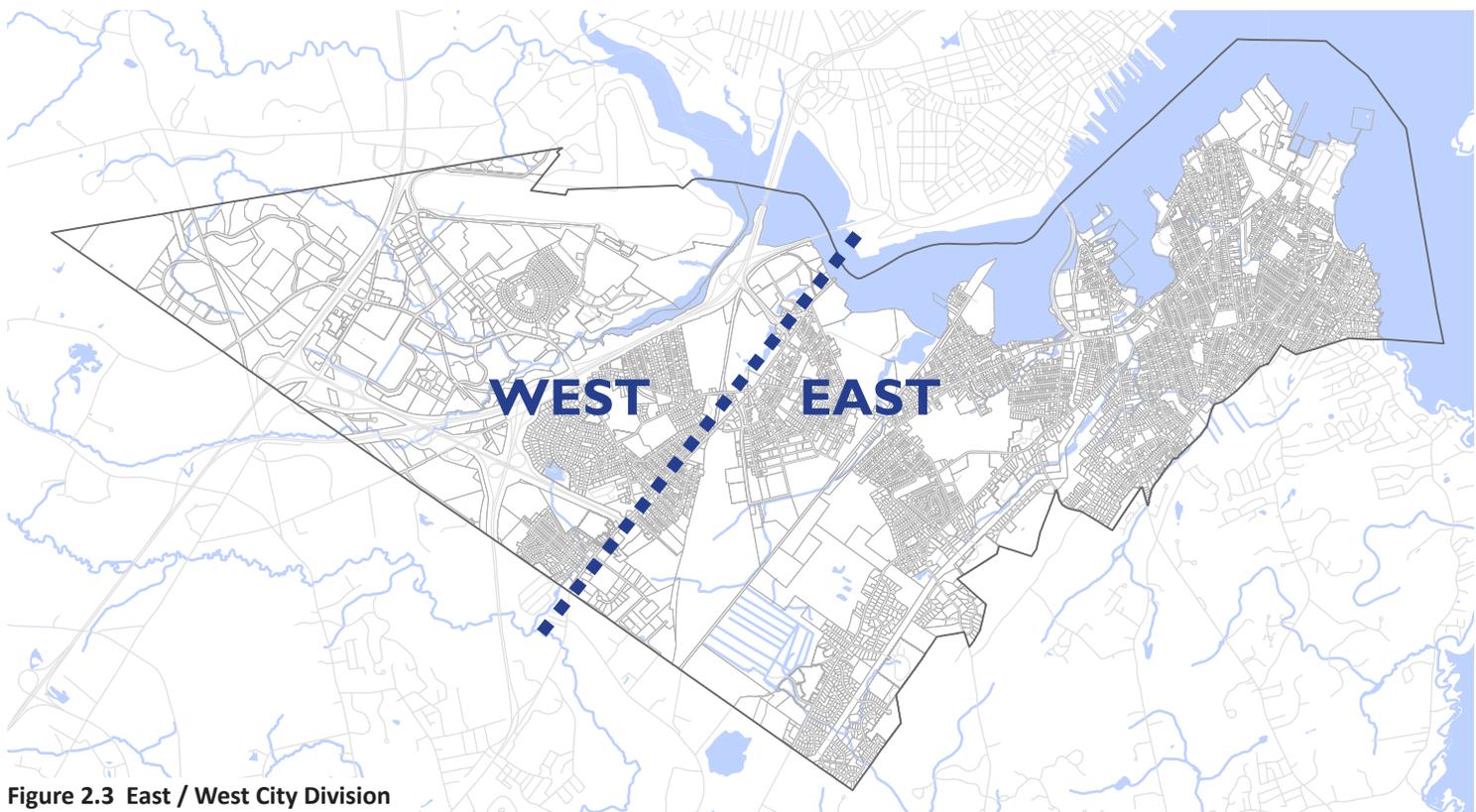


Figure 2.3 East / West City Division

2.9 NATURAL RESOURCES

This section described the existing natural resources represented in the City of South Portland. The Natural Resource Maps provided in **Appendix A** should be used as a reference to this section.

2.9.1 HABITAT

As a result of significant developed area in the City of South Portland, mapped terrestrial habitat for wildlife is limited. Suitable habitat for two endangered species exists within the city; (1) Peregrine Falcon habitat has been identified along the Casco Bay Bridge corridor⁵, and (2) New England Cottontail habitat in the Mall Neighborhood and to the west of I-295 on the Portland International Jetport land (see the **Habitat Map** in **Appendix A**). Peregrine Falcons, historically nesting on open-water adjacent cliff-sides, have increasingly found habitat on bridges across the state of Maine. Populations of New England Cottontail have declined due to increased development pressure and loss of young forest, the Cottontail's preferred habitat.⁶

In addition to providing terrestrial habitat, the City contains habitat for critical marine species, including tidal waterfowl and wading birds, sea scallops, softshell clams, and blue mussels. Additionally, the northeast coastline along Bug Light and Willard Beach has extensive Eelgrass beds. Eelgrass is a critical plant along Maine's coast, providing the base of food production in the ocean in addition to shelter for juvenile fish, invertebrates, and bivalve mollusk larvae.⁷

2.9.2 WATER RESOURCES

Scientists have long recognized the adverse impacts associated with increasing development density on water resources. The prevalence of impervious surfaces such as pavement and rooftops can be particularly problematic. There is a very close relationship between the extent of impervious area and the health of adjacent water resources. In Maine, some streams in urban and more densely developed residential areas no longer support healthy aquatic communities or attain water quality standards.

The Clean Water Act requires states to assess all such streams, identify likely impairment sources, and make general recommendations to restore water quality. The Maine Department of Environmental Protection has designated **five streams in South Portland as "urban impaired"** for failure to attain water quality and aquatic life standards (Long Creek, Red Brook, Barberry Creek, Kimball Brook and Trout Brook). The City of South Portland has developed watershed plans that identify specific impairment sources and restoration recommendations for all of these streams except Barberry Creek. In addition, South Portland is a founding member of the Long Creek Watershed Management District which works to protect and restore Long Creek.

In addition to these five streams, the City borders the Fore River, a short (5.7 mi) long river dividing South Portland from Portland. The Fore River is subject to significant commercial transportation and is bordered by many of Casco Bay's port facilities.

⁵ Maine Department of Inland Fisheries & Wildlife peregrine falcon source: <https://www.maine.gov/ifw/fish-wildlife/wildlife/species-information/birds/falcons.html>

⁶ New England Cottontail citation: <https://newenglandcottontail.org/>

⁷ Maine Department of Marine Resources eelgrass source: <https://www.maine.gov/dmr/science-research/species/eelgrass/>

2.9.3 WILDLIFE MIGRATION CORRIDORS

Habitat connectivity is imperative for both daily and seasonal wildlife movement. The National Wildlife Federation is leading an initiative to pass the Wildlife Corridors Conservation Act, legislation that would create a national corridor system.⁸ Efforts to improve habitat connectivity through this program include road mitigation (e.g. gaps in guardrails, less salt application, lower speed limits, culvert crossings), roadside improvements for traffic safety and wildlife crossing, land conservation, and local land use planning. These efforts can improve habitat for large mammals such as the moose, *Alces alces Americana*, as well as the 39 species and subspecies of reptiles and amphibians inhabiting the state.⁹

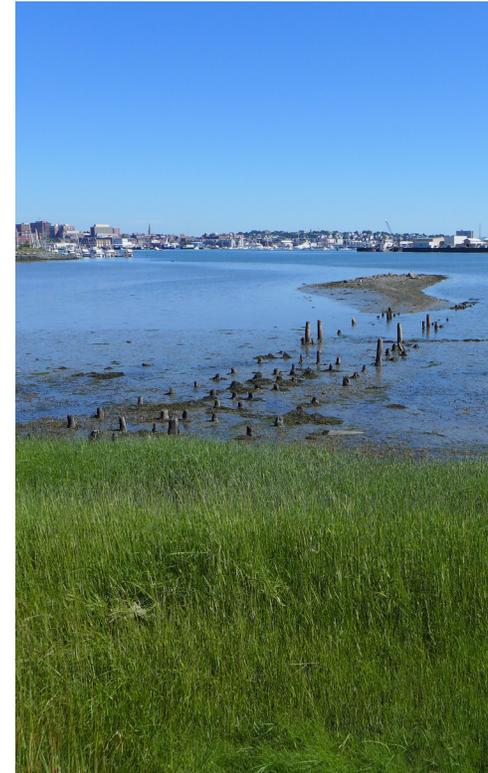
Maine's diverse landscape offers unique habitat for many migrating birds and often represents the range limit for birds migrating north. Maine provides nesting grounds and migratory stopover sites for birds migrating along the Atlantic Flyway.¹⁰ This corridor contains significant salt marsh habitat, an important habitat for a variety of bird species in Maine, that is uniquely threatened by sea level rise. Migrating birds are reliant on City parks and open space for both stopover sites and nesting ground because the Atlantic Flyway is so densely populated. More specific to South Portland, Hinckley Park is listed in the Maine Birding Trail Guidebook as a notable birding spot in May, June, and July.¹¹ The park is host to a variety of warblers in the breeding season and the guide notes that there is the occasional Blue-winged Warbler and the pond attracts Rough-winged Swallows. One hundred and fifty (150) species have been identified at Hinckley Park by citizen observers on eBird, an online bird-sharing platform; the top species seen are the Mallard Duck, Cedar Waxwing, Yellow-rumped Warbler, Double-crested Cormorant, House Sparrow, White-throated Sparrow, American Crow, American Goldfinch, Ruby-crowned Kinglet, Gray Catbird, and American Black Duck. Wainwright field has 134 observed species on eBird, with top counts for American Crow, Common Redpoll, European Starling, Red-winged Blackbird, Snow Bunting, Herring Gull, American Robin, American Black Duck, Northern Flicker, and Red-eyed Vireo. Sable Oaks, a recently closed private golf course in the western corner of South Portland, recently achieved Audubon certification. Through this certification, they installed twenty-one nest boxes on site and had successful nesting by four different species (Eastern Bluebird, Tree Swallow, Black-Capped Chickadee, and the House Wren). This former golf course is scheduled for redevelopment.

⁸ National Wildlife Federation Wildlife Corridors Conservation Act: <https://www.nwf.org/Our-Work/Habitats/Wildlife-Corridors>

⁹ Maine Department of Inland Fish and Wildlife Reptiles and Amphibians source: <https://www.maine.gov/ifw/fish-wildlife/wildlife/species-information/reptiles-amphibians/index.html>

¹⁰ Audubon Flyway source: <https://www.audubon.org/birds/flyways>

¹¹ Maine Office of Tourism Birding Brochure: <http://www.mainebirdingtrail.com/Brochure.pdf>



ABOVE. Coastal Habitat in Pope Preserve
BELOW: Turtle in Hinckley Park
Photos by Maggie Burns

2.10 EXISTING PROGRAMS AND STRATEGIES

In addition to the successes of the 2001 Open Space Strategic Plan (see Section 1.2) the City of South Portland has maintained an active approach to open space and natural resource conservation. This section outlines the status of the work being done and organizations focused on open space in South Portland.

2.10.1 CONSERVATION COMMISSION

According to *Sec. 2-77* of the South Portland code of ordinances “The purpose of the Conservation Commission shall be to serve as a research, advisory, and advocacy group on environmental and conservation issues relating to the city.” In this capacity, the seven-member commission has supported the following activities:

- Received a grant from the Casco Bay Estuary Partnership to increase the public’s awareness of the five urban impaired streams in the city. A public forum was held on April 26, 2017. Stream walks, led by an experienced environmentalist, were held for each stream.
- Administration of the Freshwater Wetlands Compensation Fund in partnership with the South Portland Water Resources Department. Beginning in 2017, the Commission began issuing \$2,500 Community Service Grants to local groups, individuals, associations, or businesses to support environmental improvements that contribute distinctly to the quality of South Portland’s freshwater resources. One grant was awarded to South Portland High School teacher, Tania Ferrante, to create a rain garden in one of the high school’s interior courtyards. A second grant was awarded to Julie Pitts, a teacher at Mahoney Middle School, to address invasive plants and erosion in Trout Brook, adjacent to the school.
- An update to the 2010 Wetland Compensation Fund Planning Report that provides guidance for identifying compensation fund eligible projects.
- Establishment of the “Conservation Corner” feature of the South Portland Community e-Newsletter. This regular column provides updates on Commission activities and education on a variety of conservation issues.
- Regular correspondence with the City Council on several vital environmental issues including the Portland Harbor dredging project, the Portland Pier aquaculture development initiatives, and climate change concerns. Commission members meet regularly with Water Resource Protection and the Department of Planning and Development.
- Representation on the O’Neil Street Reuse Committee that began meeting in March 2017.
- Representation on the Mildred Street “Gully” Project. This project was funded by the Freshwater Compensation Fund as part of a sewer project in Pleasantdale.
- Attention and resources for the restoration of Old Joe’s Pond.
- The initiation of the open space planning process culminating in this 2019 Open Space Plan. This work began with the initial establishment of an Open Space Inventory Committee, with a charge to review city-owned or controlled properties to evaluate conservation potential. The Conservation Commission members felt strongly that this project required a new Open Space Plan and campaigned to develop a Request for Proposal for consulting services to support the work of the current OSPC.

2.10.2 SOUTH PORTLAND LAND TRUST

In 1987, the South Portland Land Trust was established as a nonprofit organization dedicated to these key goals:

- Creating and supporting a network of trails interlinking South Portland neighborhoods to each other and to the trails of adjoining communities.
- Engaging the community in park and trail use, open space protection, trail building and land stewardship.
- Encouraging and supporting acquisition of priority open spaces.

As of 2018, the SPLT owns six properties and holds 12 easements (including both trail and property easements). The current organizational structure includes a Board with elected Officers and a Program Manager. The SPLT has approximately 300 members. A brief historical timeline of significant acquisition, protection and advocacy actions are listed below:

- **1996** - Donald Kirkpatrick donates the Florence Street Marsh to the SPLT.
- **1999** - Gilman and Muriel Ellis donate the property at the end of Mt Vernon Street to provide public pedestrian access to Trout Brook and across it to Lawrence Lano Street.
- **2002** - John Lydon, Patricia Lydon, and Joanne Lineham donate several marsh properties along the Luncille Avenue paper street at Spurwink Avenue on the Cape Elizabeth town line to be held for conservation by the SPLT.
- **2007** - The Sawyer Street Marsh is established. The SPLT signs a conservation easement with the property owners.
- **2007** - Curt Jensch and Catherine Menyhart donate the marsh property at the end of Schooner Road to the SPLT for conservation.
- **2007** - The Trout Brook Nature Preserve is established. The SPLT signs a conservation easement with the property owners (City of South Portland).
- **2008** - The SPLT signs an easement and collaborates with the City of South Portland and Maine Conservation Corps to lay out the Long Creek Trail.
- **2008-2009** - The SPLT collaborates with Sappi Paper and the Maine Conservation Corps to build the Red Brook Trail and Red Brook Extension Trail to connect the Clarks Pond Trail with points further west.
- **2011** - The SPLT partners with the Community Garden Collective to support the use of city-leased land for the establishment of the Community Garden Collective's Organic Community Garden Plots at the corner of Ocean Street (Route 77) and Sawyer Street (currently known as the Hamlin School Community Garden).
- **2015** - The SPLT signs a conservation easement with the City of South Portland to create and protect Sawyer Park along Route 1, Main Street.
- **2016** - The Dow's Woods Nature Preserve is established. The SPLT signs a conservation easement with the property owners.
- **2017** - The SPLT donates nearly \$56,000 to the City of South Portland to build a new playground at Sawyer Park. Funds were raised in collaboration with the neighboring Congregation Bet Ha'am.

2.10.3 OPEN SPACE FINANCING

The primary municipal funding source for the acquisition of open space is the South Portland Land Bank, governed by *Chapter 18 Article VII* of the South Portland Code of Ordinances. The ordinance was established in 1987 and most recently amended in 2010. Other funding mechanisms were suggested in the 2001 Open Space Strategic Plan, but they were not implemented (see Section 1.2).

LAND BANK FUNDING

- **Annual contribution** of \$35,000 from the Capital Improvement Plan is placed in the Land Bank until the fund balance exceeds one million dollars (\$1,000,000). The annual contribution is suspended when the balance meets this designated cap.
- **Proceeds from the sale of City property** go to the land bank based on the following ratios: in the sale of undeveloped municipal land, 60% of the sale profit is placed in the Land Bank. In the sale of developed municipal land, 30% of the sale profit is placed in the Land Bank.
- **Other contributions** include voluntary donations, funds appropriated by City Council beyond the CIP funding, and grants received.

ALLOWABLE LAND BANK USES

- **Acquisition.** Purchase interests, including conservation restrictions, development rights or easements, in real property.
- **Maintenance.** Maintain, manage and improve land and interests in land held by it in a manner which allows public use and enjoyment. The amount of funding available for maintenance may not exceed 10% of the current Land Bank balance.
- **Other uses.** Use of the Land Bank fund for any proposed acquisition or sale of any real property interest shall be referred to the Planning Board for review and recommendation.

CURRENT LAND BANK BALANCE

- As of the date of this plan, the balance of the Land Bank was \$933,210 (close to reaching the \$1,000,000 CIP funding cap).
- In FY2018, the fund earned \$14,975 in interest and \$27,088 in land sale revenues to bring it to its current balance.

RECENT LAND BANK ACTIVITY

- **Trout Brook Nature Preserve.** In FY2013, \$19,226 was expended to fund the Trout Brook project. Funding for this project helped the SPLT transform an unmaintained gravel pit into a natural area with stream-side, deep wood and meadow trails, new signage, two new bog bridges and a new 45-foot bridge over Trout Brook.
- **Dow's Woods.** In FY2017, \$140,000 was expended to purchase the Dow's Woods conservation easement at 590 Highland Avenue. The purchase of this easement includes 9.2 acres of land that otherwise may have been developed as residential condominiums. The remaining land not included in the conservation easement has been approved for 15 condominium units.

OTHER CITY OPEN SPACE INITIATIVES

In recent years, the City has funded additional open space initiatives without the direct assistance of the Land Bank fund. These initiatives have been funded via other municipal sources and outside funding programs, such as Portland Area Comprehensive Transportation Committee (PACTS). A list of recent open space improvement initiatives include:

- Sawyer Marsh land swap.
- Sunset Park open space improvements.
- Red Brook trail easement (as part of site plan approval for the Residences at Clark's Pond).
- Multi-use path constructed from the Veterans' Memorial Bridge to Cash Corner along Main Street and programmed from the Veterans' Memorial Bridge to the Greenbelt via Billy Vachon Drive, Lincoln Street, and Broadway.
- Funding and investment in this 2019 Open Space Plan.



*Sawyer Marsh
Photo by Denise Michaud*

2.11 CITY REGULATIONS

The following chapter provides a brief review of South Portland code of ordinances and how they apply to open space protection.

2.11.1 STORMWATER

South Portland and other densely developed areas in the State are subject to the Maine Municipal Stormwater Sewer System (MS4) General Permit. This permit requires a plan to “Reduce the discharge of pollutants (from publicly-owned stormwater systems) ... to the maximum extent practicable, to protect water quality, and to satisfy the appropriate water quality requirements of the Clean Water Act.” South Portland’s Stormwater Management Plan identifies a wide variety of activities and policies that must be implemented to comply with MS4 permit requirements.

As required by the MS4 General Permit, the municipal Stormwater Performance Standards and Stormwater Manual promote Low Impact Development (LID), which generally refers to systems and practices that mimic natural processes to protect water quality and associated aquatic habitat. More specifically, LID is an approach to land development (or redevelopment) that minimizes the extent of site disturbance and creation of new impervious surfaces to preserve and recreate natural landscape features.

2.11.2 SUBDIVISION AND SITE PLAN REVIEW

In the South Portland code of ordinances, subdivision regulations are listed in *Chapter 24* and site plan review processes are detailed in *Chapter 27*. Both regulatory processes have approval standards that enable the Planning Board to review, discuss, and approve open space in various ways.

Sec. 24-4.1 indicates the Planning Board may require, as a condition of subdivision approval, that offsite improvements be constructed or reconstructed, including “parks and other open space areas.” The ordinance also includes a provision for developers to offer public open space to the City as part of the subdivision process.

The Site Plan Review standards in *Chapter 27* include provisions to prevent development from having adverse effects on rare or irreplaceable natural areas. In addition, the Planning Board has the ability to require public access to the extent allowed by Supreme Court decisions and other case law.



TOP: Stormwater System on Main Street, photo by Fred Dillon
MIDDLE: Residential Rain Garden, photo by Fred Dillon
BOTTOM: Trout Brook Culvert, photo by Maggie Burns

2.11.3 WETLAND PROTECTION

In South Portland's code of ordinances, *Sec. 27-1526* addresses performance standards with respect to activities adjacent to freshwater wetlands. The City's Freshwater wetlands protection standards go above and beyond the State requirements for wetlands protection. The standards were updated through a rigorous public process in 2008. General standards for freshwater wetlands include:

- The alteration of any freshwater wetlands on the property will be avoided to the extent feasible considering cost, existing technology and logistics based upon the overall purpose of the project;
- The area of freshwater wetlands that is altered will be limited to the minimum amount necessary to complete the project;
- A 25-foot-wide naturally vegetated buffer strip will be maintained between the activity and any river, stream or brook (this is in addition to the requirement for an upland buffer in accordance with *Sec. 27-1526(e)*); and
- The project, including any alteration of freshwater wetlands, will not violate any state water quality law, including those governing the classification of the state's waters.



Sawyer Marsh
Photo by Denise Michaud

2.1.1.4 SHORELAND ZONING

The state of Maine Mandatory Shoreland Zoning Act (38 MRSA, *Sec. 435-449*) requires all municipalities to adopt, administer, and enforce ordinances which regulate land use activities within 250 feet of great ponds, rivers, freshwater and coastal wetlands, and tidal waters; and within 75 feet of streams as defined. The City of South Portland adopted shoreland zoning in 1992. The South Portland Shoreland Area Overlay District protects all land areas around coastal wetlands, freshwater wetlands, streams, and tidal inundation. See the **Shoreland Zoning Map** in **Appendix A**. Shoreland Zoning in South Portland is specific, with 250 feet of land area protected from the upland edge of wetlands and areas experiencing tidal inundation. The Stream Protection Overlay Subdistricts identify protections specific to identified streams; (1) Subdistrict SP-1 protects Mill Creek, Kimball Brook, Trout Brook, Anthoine Creek, Barberry Creek, and Gambler’s Arm Brook; (2) Subdistrict SP-2 protects Long Creek (upstream of the dam at Westbrook Street and its major tributaries), Red Brook, and Jackson Brook; and (3) Subdistrict SP-3 protects minor tributaries of Long Creek.

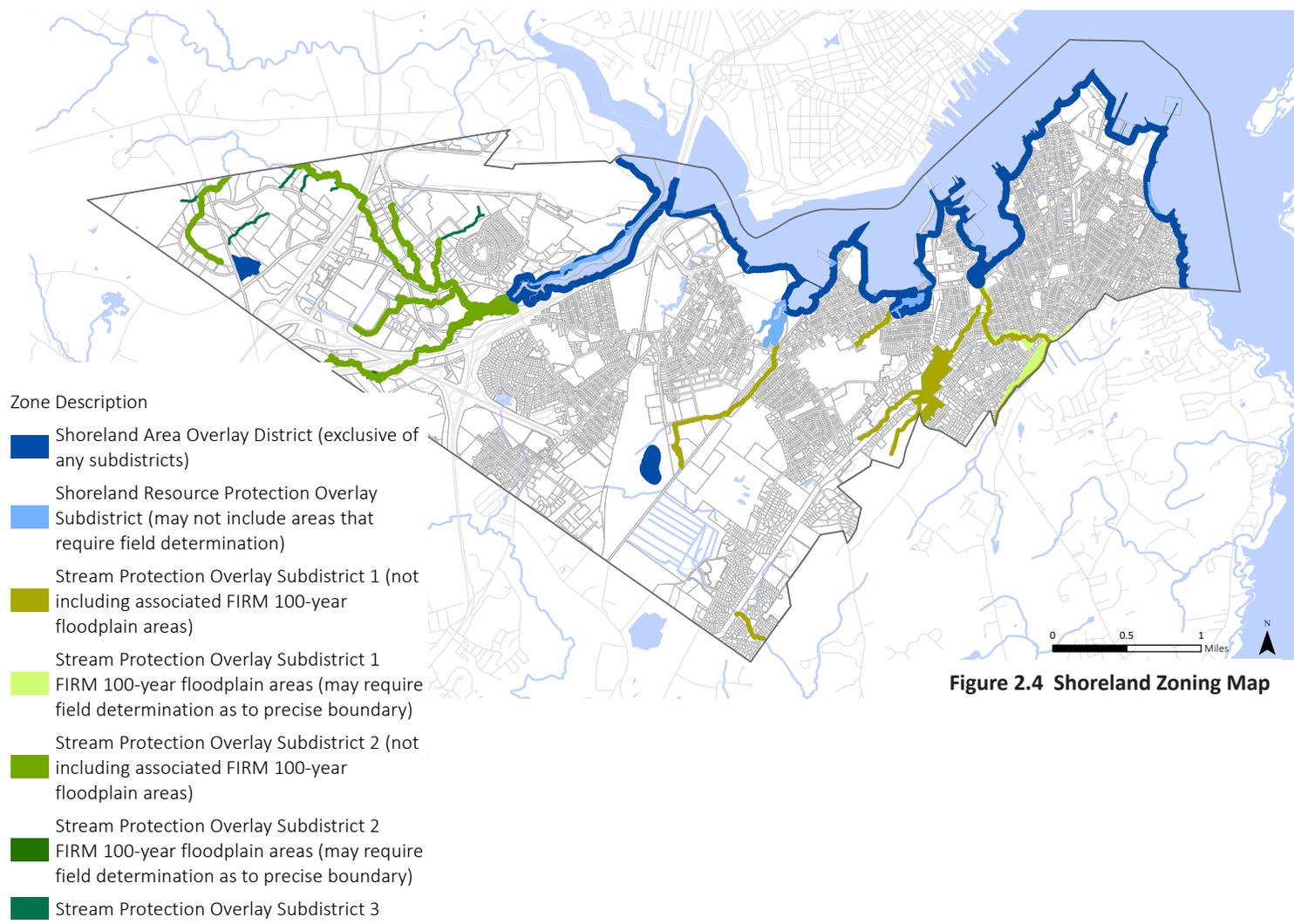


Figure 2.4 Shoreland Zoning Map



CHAPTER 3 VISION + GOALS

- 3.1 Vision Statement
- 3.2 Open Space Goals

3.1 VISION STATEMENT

South Portland is a community with both significant natural resources and continued development growth. This position allows the City the opportunity to achieve a successful balance and partnership between development, natural resource protection, and continued access to a variety of open spaces. The vision for South Portland is a City that is vibrant, healthy, and equitable. It is a desirable community to live in and visit and one that emphasizes the importance of open space in the city.

South Portland should:

- Prioritize natural resource and habitat protection in future development and open space preservation.
- Maintain connectivity between neighborhoods and open spaces that is accessible to all residents.
- Emphasize the enhancement of community character and uphold neighborhood-based development patterns.
- Maintain and improve waterfront access for all residents and visitors.
- Recognize the value of open space to help improve climate change resilience and mitigate the effects of sea level rise.
- Promote health and wellness opportunities by providing a variety of open space amenities throughout the city.
- Ensure all residents and visitors have access to natural landscapes as development growth continues in and around the city.



*Spring Point Shoreway
Photo by Terrence DeWan*

3.2 OPEN SPACE GOALS

The following five goals are the foundation for the strategies recommended for implementation:

PROTECT EXISTING PUBLIC OPEN SPACE

Taking care of existing city-owned open space is essential to maintaining a high-quality open space network. The City should ensure that existing open space is protected from future sale or development. It is recognized that all public open space is not created equal. Some existing open spaces have higher value than others. The value of open space may vary based on social, contextual, and ecological factors.

The strategies specific to this goal ensure the city's high value public open spaces are protected and will remain as open space. See strategies in **Chapter 4**.

ACQUIRE ADDITIONAL PUBLIC OPEN SPACE

South Portland is a growing community with development pressures that threaten the loss of existing private open space land. Obtaining partial or full land rights to private open space properties is necessary to ensure that existing private open spaces remain protected open space and to add new open space to the public domain. Acquisition of open space property may be done through various methods, including land purchase, donation, coordination with the SPLT, grants, and working with developers on site-specific strategies that benefit both open space and livability of development.

The strategies specific to this goal guide the selection and acquisition of open space land to ensure that critical natural resources and open spaces are not diminished or eliminated, now or in the future, by development. See strategies in **Chapter 5**.



*Jordan Park
Photo by Susan Chase*

PRESERVE AND ENHANCE NATURAL RESOURCES AND WILDLIFE HABITAT

Open spaces provide opportunities to preserve and enhance the quality of natural resources. South Portland is a uniquely positioned urban center that also offers a broad range of habitats. As parcels are evaluated to preserve as open space, it is critical to consider the habitat of the area and the life it supports as well as its interconnectedness to the broader ecosystem.

The strategies specific to this goal provide tools to assess the natural resources at the scale of each open space parcel and within the context of the greater ecosystem. See strategies in **Chapter 6**.

IMPROVE CONNECTIVITY AND ACCESS TO OPEN SPACES FROM ALL NEIGHBORHOODS

South Portland aims to be a City with an accessible open space network. All members of the community, regardless of neighborhood, mobility level, or age should have safe access to a variety of open spaces. Improving connections between and access to open spaces will strengthen the quality and use of the network as a whole.

The strategies specific to this goal provide guidance in the identification and prioritization for improved open space access and linkages throughout the city. See strategies in **Chapter 7**.

FINANCE THE PROTECTION AND ACQUISITION OF OPEN SPACE

The future of open space preservation and acquisition is dependent on the city's financial capacity to purchase and maintain open space lands. Many of the strategies outlined in this Open Space Plan require financial support to be successful. Ensuring the proper funding for open space is a critical component to this Plan.

The strategies specific to this goal inform the managements and improvement of funding for the purposes of open space acquisition, preservation, and management. See strategies in **Chapter 8**.



*Municipal Golf Course
Photo by Maggie Burns*

PROTECT EXISTING PUBLIC OPEN SPACE STRATEGIES

The protection and maintenance of open space is an essential component of maintaining a high-quality open space network. There are three strategies aimed at protecting existing city-owned open space land.

- 4.1 Tiered Protection System for City-owned Lands
- 4.2 Maintain a Geospatial Database of Existing Public Lands
- 4.3 Establish an Open Space Zoning District

4.1 TIERED PROTECTION SYSTEM FOR CITY-OWNED LANDS

The City of South Portland should ensure important city-owned open space and public lands are protected from future sale or development. Currently, a minority of city-owned open spaces have legal protections requiring that land be maintained as open space, leaving many city-owned open spaces at risk for future sale or development (see the **Open Space Protection Map** in **Appendix A**). Existing legal protection of public open spaces is found in the form of conservation easements, deed restrictions, or restrictions established through the LWCF program. Properties without legal protections may be sold for private development by a majority City Council vote. Examples of open space lands with and without legal protections are provided below:

PROTECTION STATUS OF OPEN SPACE (SAMPLE LIST)

Public open space with no legal protection:

- Bug Light Park (south of the Liberty Ship Memorial)
- The entire Greenbelt under City ownership
- Legere Park
- Mill Creek Park

Public open space with legal protection:

- Wainwright Fields (deed restriction)
- Pope Preserve (deed restriction)
- Wilkinson Park (deed restriction)
- Trout Brook (conservation easement)
- Sawyer Park (conservation easement)
- Municipal Boat Ramp (LWCF)

A THREE-TIERED SYSTEM

Open spaces are not all equal in value. Some public lands have higher value as open space than others, based on social, historical, contextual, and ecological factors. This strategy recommends a three-tiered protection system for city-owned open space lands. All existing city-owned public open space lands should be evaluated and assigned to one of three tiers. This strategy will ensure properties of the highest value are permanently protected as open space, properties of moderate importance will undergo a public review process prior to sale or development, and those properties with little value as open space land are made available for thoughtful development.

TIER I

Tier 1 protected properties are existing open spaces currently used as public parks and therefore deemed to be worthy of the highest protection. These lands should be permanently protected by conservation easement.

Conservation Easements. South Portland will maintain ownership of these properties, and the conservation easement holder will be a group such as the SPLT or other designated by the City Council as having sufficient structure, expertise, and record of conservation. The easements may only be modified or terminated by mutual agreement (the City and easement holder). Consideration should be given to easement protection in the case that the easement holder organization were to dissolve.

This process was presented to the SPLT during the open space planning process. The SPLT is interested in assisting in the protections of these lands with the condition that the cost of ownership and maintenance continue as the sole responsibility of the City. The Conservation Commission and City staff should work closely with legal counsel and the SPLT to establish the Tier 1 conservation easements. The City will also be responsible for all legal costs associated with establishing the conservation easements.



*Spring Point Shoreway
Photo by Maggie Burns*

TIER 2

Tier 2 protected properties are comprised in whole or in part of open space (or have the potential to become open space) that would benefit, at minimum, the citizens of its neighborhood. The properties in this tier would likely prompt citizen interest if proposed to be sold or developed.

Public Review Process. A proposal for sale or development of a Tier 2 protected property is recommended to undergo a rigorous review and public comment prior to a City Council vote to sell or develop the city-owned property. Through this process, the City Council must hear comments and consider how the loss of the public open space will impact the community. This process will precede the Planning Board site plan or subdivision review process required for all development proposals in the city.

Recommended steps for Tier 2 property public review process:

- 1. Plan Submissions and Application.** The party interested in purchasing the public property for development (hereafter referred to as the Proponent) is to submit an application and preliminary plans for development to the City manager for referral to planning staff. Staff will evaluate how the proposed development of the public property relates to the open space goals (as identified in the latest Comprehensive Plan and Open Space Plan).
- 2. Planning Board Review and Public Hearing.** The Proponent will present the application to the Planning Board and hold a Planning Board Public Hearing. In addition to regular advertising for Planning Board public hearings, abutters within 500 feet of the city-owned property will be directly notified of the public hearings. Following the public hearing, the Board will make a recommendation to City Council.
- 3. City Council Review and Public Hearing.** The Proponent will present the application to the City Council and hold a public hearing. The Council will review the recommendation made by Planning Board. In addition to regular advertising for City Council public hearings, abutters within 500 feet of the city-owned property will be directly notified of the public hearings.
- 4. Plan Revisions.** Throughout the process, the Proponent will review the public feedback with planning staff and discuss recommendations for amendments to the proposed development plan. If necessary, the Proponent will provide an updated plan based on feedback and resubmit the proposal.
- 5. City Council Vote.** City Council will then vote to either sell the property for development (possibly subject to development conditions) or vote to keep the property as public open space.
- 6. Standard Planning Board Review.** In cases where City Council votes to sell the city-owned property for development, the Proponent will then proceed with the standard subdivision review or site plan review process as outlined by the South Portland code of ordinances.

TIER 3

Tier 3 protected properties include small pieces of land that have potential to serve the community better as urban infill rather than city-owned open space land. These lands may be more suitable for development based on their size, shape, location, or context.

Public Review Process. Properties on this list are recommended for sale or transfer with the recommendation of Planning Board to the City Council.

Recommended steps for Tier 3 property public review process

- 1. Plan Submissions and Application.** The party interested in purchasing the public property for development (hereafter referred to as the Proponent) to submit an application and preliminary plans for development to the City Manager for referral to the planning department. Planning Staff will evaluate how the proposed development of the public property relates to the open space goals (as identified in the latest Comprehensive Plan and the Open Space Plan).
- 2. Planning Board Review and Public Hearing.** The Proponent will present the application to the Planning Board and hold a Planning Board Public Hearing. Following the public hearing, the Board will make a recommendation to City Council.
- 3. Plan Revisions.** Throughout the process, the Proponent will review the public feedback with planning staff and discuss recommendations for amendments to the proposed development plan. If necessary, the Proponent will provide an updated plan based on feedback and resubmit the proposal.
- 4. City Council Review and Vote.** City Council will review the application and the Planning Board recommendation then vote to either sell the property (possibly subject to conditions) or vote to keep the property as public open space.
- 5. Standard Planning Board Review.** In cases where City Council votes to sell the city-owned property for development, the Proponent will then proceed with the standard Subdivision Review or Site Plan Review process as outlined by the South Portland code of ordinances.



*Dyer School Open Space
Photo by Maggie Burns*

TIERED PROTECTION EXAMPLES

The identification of tiered properties is not included in this Plan. This process should be included in Plan implementation and should include site specific evaluations of properties. Below are examples of potential properties that may be included in the identified tiers.

Potential Tier 1 Properties

- The Greenbelt (portions under City ownership)
- Bug Light Park
- Hinckley Park
- Legere Park
- Mill Creek Park

Potential Tier 2 Properties

- 3 Mitchell Road, a garden adjacent to the Congregational Church.
- Legion Square Park at 5 Cottage Road, land adjacent to the rotary at E Street/Cottage Road/Ocean Street.
- 16 Bangor Street, a 3.21-acre open space parcel.
- High Street Basketball Court, a recreational facility that may require review and public comment to hear and consider interest from the neighborhood.
- Former City landfill area, includes several large parcels not included in the public works complex.

Potential Tier 3 Properties

- 80 Running Hill Road, a narrow strip of land along Running Hill Road adjacent to commercial development.
- 100 Snowberry Drive, located in the Highland Meadows subdivision, a 0.67-acre parcel under utility lines between houses.
- 1 Ocean Street, a 0.23-acre parcel at the old “Million Dollar Bridge” entry on the point of land as Ocean Street becomes Waterman Drive (adjacent to Ainsworth Theilan property).
- 15 Mountain View Road, a small 0.14-acre strip of land located across from the entrance to South Portland High School.



DEVELOPED CITY-OWNED LANDS

City-owned properties that are developed and not currently classified as open space are not eligible for classification through this tiered system. These city-owned parcels may include schools, municipal buildings, or utility rights-of-way. If the municipal use of a city-owned parcel is discontinued and is not immediately changed to another municipal use, the property shall be assigned to one of the three open space protection tiers at that time. For example, the former Hamlin Elementary School is currently used as municipal offices. If this use was ever discontinued and not replaced with another municipal use, the property would be classified as open space and assigned to one of the three tiers.

The classification as open space and assignment to tiered protection will ensure public lands are not sold for private development without an appropriate review process. The classification of public parcels with discontinued municipal functions will be the responsibility of the Conservation Commission (or appointed subcommittee) in coordination with City staff.

IMPLEMENTATION

A Conservation Commission appointed subcommittee and City staff shall be responsible for overseeing the tiered classification of city-owned lands. This work should include site specific evaluation of public open space lands to determine their value in open space. The specific process, timeline, and evaluation criteria should be established as part of the implementation of this Open Space Plan. See *Sec. 2-171* in the City code of ordinances for further guidance on the existing standards for the sale of city-owned lands.

Recommendations to guide the tiered classification work

- Utilize the material provided in this Open Space Plan to guide classifications, including data provided in the geospatial database.
- Develop baseline criteria to guide the classification of parcels. Criteria may be based on parcel size, existing conditions, adjacent uses, natural resource and habitat, etc.
- Consider engaging neighborhood groups in the tiered classification of parcels.
- Consider City Council approval of the tiered land classifications to ensure the process for protections is officially accepted.

Recommendation for annual monitoring of the protection system

Following the initial tiered classification of public open space properties, City staff and the Conservation Commission will review the status of protected public lands on an annual basis. This annual review would include any new city-owned open spaces parcels adopted into the tiered protection system and any Tier 2 or Tier 3 parcels that were reviewed for sale or protection in that calendar year. This report should be provided in the City Council and included in the Annual Report.

4.2 MAINTAIN A GEOSPATIAL DATABASE OF EXISTING PUBLIC LANDS

There should be an up-to-date geospatial database maintained for all city-owned public lands. The database has been updated in the development of this Plan, and has been provided to the Information Systems Staff. See the maps included in **Appendix A**.

As the database is maintained, it should include all available information for all city-owned parcels, including each use, legal protection as open space, and protection tier. The map and classified database may be used to:

- Expand open space facilities within existing public lands.
- Aid in the evaluation of private open space lands for acquisition.
- Aid in the future protection or sale of public land.
- Aid in future planning work.
- Determine where parcels would be included in the tiered protection system.

IMPLEMENTATION

This work should be completed by City staff with geographic information system (GIS) mapping capabilities. The database should be updated at the time of public land classification and maintained over time. The Conservation Commission should be aware of this database and include updates in its annual review of city-owned lands.

4.3 ESTABLISH AN OPEN SPACE ZONING DISTRICT

An open space zoning district will improve the City’s ability to manage and enhance the existing city-owned open spaces in South Portland. Currently, open spaces are located in various zoning districts (see **Table 2.1** for a list of various zones governing City parkland). Examples of this include Bug Light Park, located in the *Shipyards District* and Hinckley Park, located in *Residential District A*. The allowable uses, density restrictions, and regulations do not always relate to the function of open spaces. Maintaining elements such as park signage or infrastructure that are not recognized as allowable uses in the zone makes management of these open space sites difficult.

South Portland should have a zoning district that encourages uses and infrastructural improvements that enhance the existing open spaces. An open space district would relate directly to uses and facilities associated with existing public open spaces. The uses in this new zoning district would be primarily limited to non-development type activity, assisting in the protection of these lands as undeveloped open space.

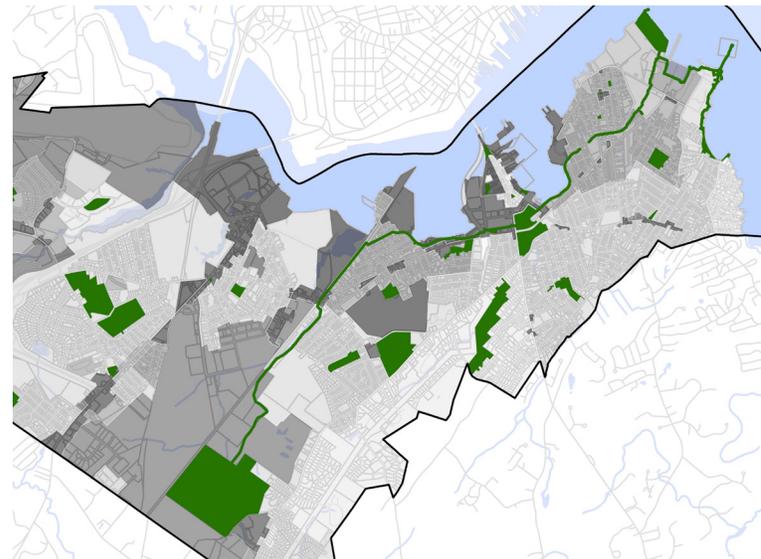
This Plan does not include recommended provisions or locations for the zoning district. The identification of the zoning district may be based on the Tier 1 parcels (as described in Section 4.1), from results of the online community survey, or a new process undertaken by a Conservation Commission subcommittee. An example of a potential *Open Space District*, including all parklands and major trail corridors is represented in a sample map below.

IMPLEMENTATION

Implementation of a new Open Space Zoning District should be led by City staff and the Conservation Commission appointed subcommittee. The process includes an amendment to the current zoning map and development of language in *Chapter 27 Zoning* of the South Portland Code of ordinances. Following draft development, the process may require the following steps:

1. First City Council workshop.
2. Planning Board public hearing and Planning Board recommendation to City Council.
3. Second City Council workshop (optional). Any substantive amendments by the City Council would trigger another Planning Board public hearing.
4. Two City Council public hearings.
5. City Council approval of new zoning district would require a super majority vote with a recommendation from the Planning Board.

Figure 4.1 Open Space Zoning District Example



OPEN SPACE ZONING DISTRICT EXAMPLE

All City parks are identified in sample Open Space District

ACQUIRE ADDITIONAL OPEN SPACE STRATEGIES

Currently, the City does not have a strategy for private land acquisition to expand or strengthen the public open space network. This Open Space Plan does not identify specific private properties for potential acquisition and the Plan is not designed to function as a mechanism for private land acquisition. There are three strategies intended to provide the guidance and tools necessary to make smart and proactive decisions related to the expansion of the public open space network moving forward.

- 5.1 Private Property Acquisition Guidelines
- 5.2 Acquisition and Conservation Methods
- 5.3 Partnership Opportunities

5.1 PRIVATE PROPERTY ACQUISITION GUIDELINES

The acquisition of private property as public open space will vary dependent upon the identified property and the landowner. The purpose of this strategy is to provide basic guidelines for how to approach the acquisition process.

Each open space acquisition process should be guided by four principles:

1. Identify opportunities with willing landowners.
2. Assess opportunities.
3. Determine the best use of funds.
4. Invest in future open space.

PARTICIPANTS

There are two parties in each acquisition transaction: (1) the private landowner and (2) the City of South Portland. The key factors to consider in this two-party transaction are listed below:

- 1. The Willing Private Landowner.** Each private landowner should engage in conversations willingly and be treated with respect throughout the process.
- 2. The City Representative.** The individual selected to represent the City will initiate contact and facilitate discussions with the private landowner. There may be a Conservation Commission appointed subcommittee or City staff behind the decision to engage a private property owner; however, there should be a single individual selected to engage in discussions. This may be a volunteer committee member, an elected official, or City staff. Thoughtful consideration should be given to the chosen City representative.

PROCESS

The flowchart provided below is a general guide for how the City of South Portland may address the process of open space acquisition. This is a simplified representation of a complex and highly variable process. This is intended to serve as a road map for the City as opportunities around open space acquisition are explored.

The big ideas represented in the flowchart are the open communication with willing landowners, the use of the evaluation/prioritization process to identify potential open space lands, and consideration of both financial and management strategies during the acquisition process.

ACQUISITION PROCESS FLOWCHART

This chart demonstrates the typical process for private land acquisition as public open space. The Conservation Commission or appointed committee should be responsible for the process of private land acquisition.

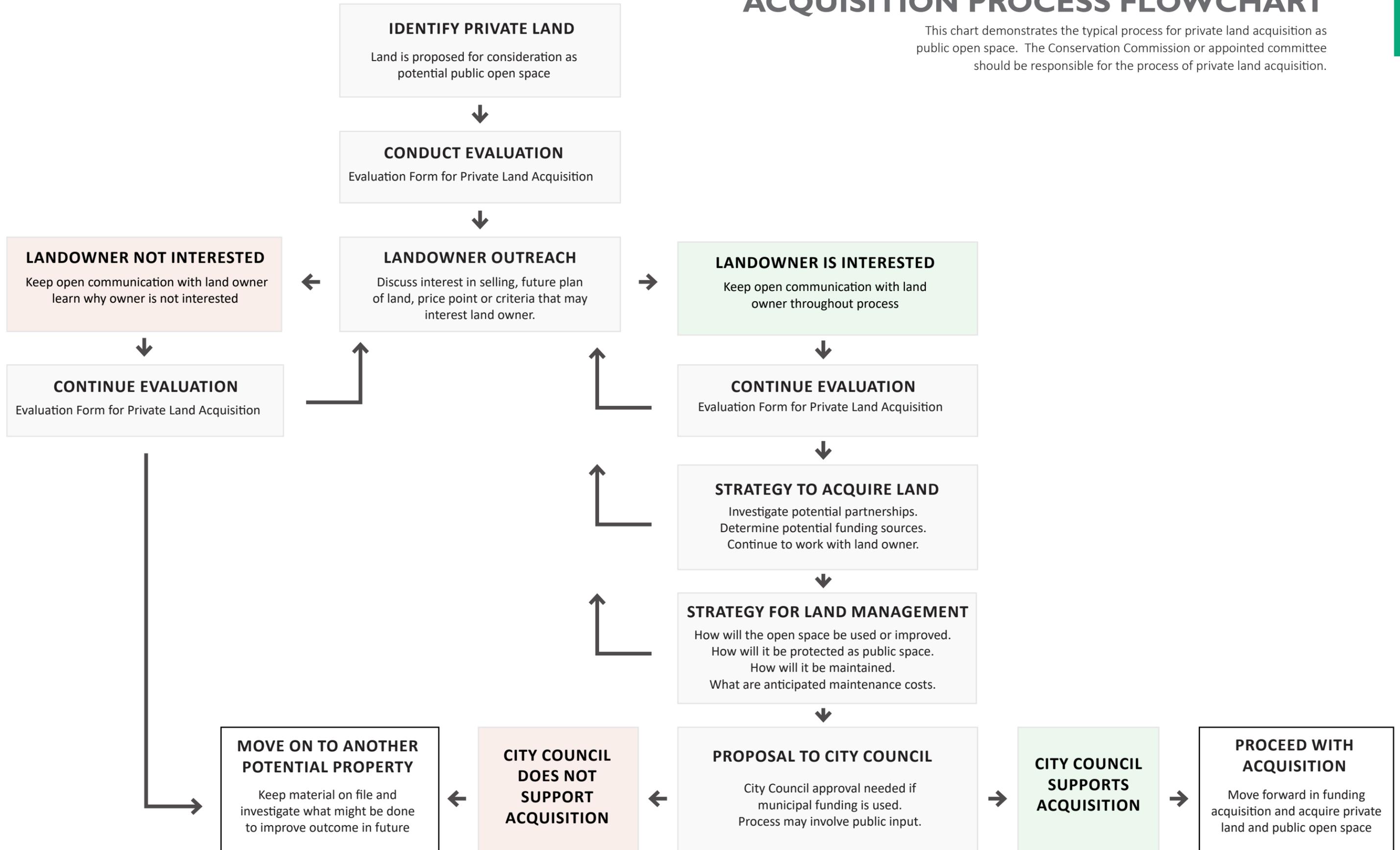


Figure 5.1 Acquisition Flowchart

EVALUATION FORM

As noted in the flowchart, an Evaluation Form should be used for private land acquisition to assess the quality and suitability of the property as potential public open space. The evaluation will assist with the prioritization of the various private properties. The complete Evaluation Form for Private Land Acquisition is provided in **Appendix B**.

This evaluation requires a full site analysis. This analysis should include a site visit as well as the maps and data provided in this Open Space Plan. Each property will be assessed individually and rated as high/medium/low in response to an established set of criteria. Reviewers conducting the assessment will evaluate the suitability of the land, as it relates to the following categories:

1. Provides public access and connectivity.
2. Preserves or enhances natural resources.
3. Enhances community character and livability of the city.
4. Protects the City from potential impact of climate change.

ANNUAL REVIEW

The list of undeveloped private open space land should be established and maintained on an annual basis. The South Portland code of ordinances currently requires the Conservation Commission to maintain this list [see *Sec. 2-79(d)(f)*]. An annual review and update of the map and list of potential open space lands will allow the City to act quickly and dynamically to acquisition opportunities.

IMPLEMENTATION

This is a long-term strategy, requiring thoughtful attention over years and decades. A Conservation Commission appointed subcommittee and City staff should meet on a regular basis. This group will identify properties, evaluate and prioritize potential open space properties, select a representative to engage in discussions with willing landowners, and investigate the financial strategies required to acquire open space lands. This group will also be responsible for the annual review of privately held undeveloped land.

5.2 ACQUISITION AND CONSERVATION METHODS

This strategy outlines a glossary of methods that may be used to acquire or conserve private open space. Some acquisition methods may be used on a case-by-case basis with willing landowners, while others require long-term implementation and management. This strategy serves as a reference for open space acquisition methods.

IMPLEMENTATION

The methods and programs provided in the glossary below should be reviewed and considered when establishing ways to acquire open space lands. Some methods may require the establishment of long-term programs or new City ordinances. The Conservation Commission appointed subcommittee and City staff should review and discuss the methods to determine if any may apply to the City of South Portland.

ACQUISITION METHODS GLOSSARY

Property Purchase at Market Value. Standard property purchase based on an agreed upon price. This is a typical real estate transaction used with municipal funds.

Right of First Refusal. A legal agreement between the City (buyer) and a private property owner (seller) that allows the City to be first in line to make an offer on a piece of property before the private property owner negotiates any other offers for the land purchase. The landowner may put the property on the market; however, before any offers can be accepted, the seller must notify the City, who would have right of first refusal.

Gifting and Bequeathing. The City can accept gifts of property or easements for the establishment of a City park. Gifts may also be made directly to the SPLT.

Land Exchanges. A public land exchange is any transaction other than a sale that transfers publicly owned land (federal, state, county or municipal) from one owner to another. A public land exchange would involve trading municipal land for private land. The exchange may include a financial payment to equalize the value of the trade. Sawyer Marsh is an example of a parcel acquired using this method.

Maintaining Tax-Acquired Land. Tax-acquired land includes properties acquired by the City as a result of the expiration of a tax lien. The City takes title on a property and may auction the property off. As tax-acquired properties come under ownership by the City, they should be evaluated for their open space potential before being put up for auction (See *Sec. 2-171* of the South Portland Code of Ordinances).

Conservation Easements. A legal agreement between a landowner and an easement holder (typically an organization such as the SPLT) that permanently limits uses of land in order to protect its use or value as open space. Landowners retain ownership with the right to use, sell, or assign the property, subject to the terms of the easement.

Trail Easement. A legal agreement that allows others to use private land within the easement area in the manner provided for in the agreement. An easement can be very broad, granting access to the public for various uses; or it may be limited with restrictions on the conditions of access and use. An easement can be for public access to an entire property, or it could be restricted to a specific trail or area of the property. An easement may also restrict the type of uses allowed on the easement area (e.g., non-motorized activities including hiking, cycling, horseback riding).

Purchase of Development Rights (PDR). Very similar to a conservation easement described above, PDR provides a way to financially compensate willing landowners for not developing their land. When buying development rights, the community obtains a legal conservation easement that restricts development of the land. The landowner, however, still owns the land and can use or sell it, subject to terms specified in the easement. This is often used for agricultural land, because it provides farmers with cash while allowing them to maintain their farming operation¹².

Transfer of Development Rights (TDR). This program financially compensates landowners for choosing not to develop some or all of their land by transferring development rights from a property with potential open space value to an area better suited for development. This type of program only works when there is demand for development rights. A TDR program identifies areas for conservation and areas for target growth in the community. A municipality can manage a TDR Bank and act as an intermediary, in lieu of developers going directly to landowners.

Cluster Development / Density Bonus for Conservation. Developers may be incentivized with increased unit density in the development of their land if they maintain portions of the property in conservation as open space. This may mean clustering development in one portion of a parcel while conserving a contiguous portion of open space on the property.

Open Space and Conservation Tax Incentives. When private land acquisition is not possible, the City can seek to preserve open space land through tax incentives to the private landowner. A reduced tax rate for the conservation of open space or the protection of important wildlife habitat may be an option. The City can educate owners about these programs. A description of state of Maine tax incentives is provided in *Property Taxation of Conservation Land Options for Property Owners* by the Maine Coast Heritage Trust.¹³

Bargain Sale of Land. A Bargain Sale is the sale of land or other assets to a charity, land trust, or other non-profit, e.g., SPLT, for less than fair market value. In general, the fair market value, less the sale price, can be deducted from the land owner's taxes as a charitable donation provided the property has been held for at least one year by the landowner.

Parkland/Trail Dedication (as part of development). The City can enact an ordinance requiring dedication of city-owned open space as part of a development proposal. This type of program aims to acquire open space in development projects.

¹² *Purchase of Development Rights: Preserving Farmland and Open Space* by Gayle Miller & Douglas Krieger. <http://plannersweb.com/wp-content/uploads/2012/08/140.pdf>

¹³ *Property Taxation of Conservation Land Options for Property Owners* by the Maine Coast Heritage Trust <http://www.mltn.org/perch/resources/property-taxation-of-conservation-land-former-tb-104-july302013.pdf>

5.3 ACQUISITION OPPORTUNITIES

This strategy lists organizations that may partner with the City of South Portland in the effort to expand open space. Partnerships between the City and the various organizations may center around funding leverage in the acquisition of open space or may be a partner in open space stewardship. Also see **Appendix F** for a list of programs and organizations that may provide funding for Open Space acquisition.

- South Portland Land Trust
- Cape Elizabeth Land Trust
- Scarborough Land Conservation Trust
- Portland Trails
- South Portland Conservation Commission
- Maine Coast Heritage Trust
- Land Trust Alliance
- Trust for Public Land
- Land and Water Conservation Fund
- Land for Maine’s Future Coalition
- The Nature Conservancy
- Friends of Casco Bay
- Casco Bay Estuary Partnership
- Community Garden Collective
- Eastern Trail Alliance

IMPLEMENTATION

The City should reach out to these organizations to learn what kind of partnerships could be formed. There may be opportunities for funding or willing landowners may be more interested in working through alternative organizations or programs.



*Bridge in Trout Brook Nature Preserve
Photo by Fred Dillon*

CHAPTER 6

PRESERVE AND ENHANCE NATURAL RESOURCES AND WILDLIFE HABITAT STRATEGIES

The preservation and enhancement of natural resources and wildlife habitat is an essential factor in the management, conservation, and expansion of open space. These three strategies provide guidelines for ensuring natural resource are included the decision making around open space.

- 6.1 Natural Resource Mapping
- 6.2 Support Efforts in Natural Resource Protection
- 6.3 Recognize the Role of Open Space in Climate Resiliency
- 6.4 Hire a City Arborist

6.1 NATURAL RESOURCE MAPPING

A description of natural resources is provided in Section 2.9 and natural resource mapping is provided in **Appendix A**. At the time of this Plan, the City of South Portland is equipped with the latest mapping data available. This strategy has two components:

Maintain up-to-date natural resource data. The data compiled in this Open Space Plan should be maintained and updated with available municipal and state data by City staff in the form of a geospatial database or other geospatial file type on an ongoing basis to ensure the best available is used in open space decision making. Much of these data (e.g. hydrography, habitat) are statewide datasets created using desktop modeling techniques and should be updated if site-specific data is made available. If a new property is acquired as open space, we recommend hiring technical experts to complete a thorough natural resources inventory and wetland delineation of the property

Utilize the latest data in the management, conservation, and expansion of open space. The well maintained and up-to-date mapping and data are intended to be used for evaluation of private open space for potential acquisition, evaluation of city-owned properties for preservation, and other activities related to planning, development, and conservation.

Available data relevant to this Plan includes

- City-owned Lands
- Conservation Easements
- Features identified at open space public forum
- Habitats
- Impervious Cover
- Land and Water Conservation Fund Areas
- Major Neighborhoods
- Managed Parks and Schools
- Paper Streets
- Quarter-mile Park Radius
- Shoreland Zone Maps
- South Portland Land Trust Land
- Trails
- Wetlands and Water Resources

IMPLEMENTATION

Update Online GIS Website. City staff should add the data provided with this Plan to the publicly available online GIS website. Additional database material developed during the open space planning process should be also added to the online GIS website.

Data Management. City staff should update the geospatial database on an annual basis to ensure all data is available and accessible to decision makers.

Data Referencing. The Conservation Commission appointed subcommittee and City staff responsible for evaluating open space for potential acquisition should use the data as a key reference with evaluating and prioritizing open space opportunities.

Site Assessments. Conduct site-specific natural resource inventories and wetland delineations for properties under consideration for open space preservation /acquisition.

6.2 SUPPORT EFFORTS IN NATURAL RESOURCE PROTECTION

This strategy provides high-level recommendations for supporting natural resource protection in South Portland through open space planning and regulations. This Plan does not provide specific regulatory revisions, but rather techniques to integrate natural resource protection and climate resiliency into this Plan.

Overall, existing City ordinances support the protection of open space and natural resources. See Section 2.11 for an overview of the relationship between the existing City code of ordinances and open space conservation. The following is a list of potential regulatory improvements to consider:

Stormwater. The stormwater performance standards in South Portland are stricter than those of many other communities in the state. However, some smaller projects may be exempt from meeting State stormwater standards. The City is currently considering changes to its stormwater ordinance through the assistance of an outside consultant, and should ensure that development/redevelopment projects provide stormwater treatment, where appropriate.

Wetland Protection. Many development/redevelopment projects are required to contribute to a compensation fund to mitigate wetland impacts. The City could identify specific “offset projects” that establish, restore, or protect wetlands elsewhere in the city. The identified projects would provide sites to directly apply the wetland compensation funds. There may be room for improvement projects in riparian areas, providing opportunities to improve municipal water resource protection efforts.

Whole System Planning. When evaluating existing city-owned open space for protection or private property for acquisition, consideration should be given to the open space network as a whole. Open space should be prioritized for protection when it supports resiliency to sea level rise, connects fragmented habitat, and protects vulnerable freshwater and coastal resources. Parcels should not be evaluated in isolation but rather in the context of existing open space and feasibility of future open space acquisition. Additionally, natural resources do not obey political boundaries; work with neighboring communities to connect critical habitat across municipal borders.

IMPLEMENTATION

City staff and the Conservation Commission should discuss the above recommendations related to stormwater and wetland improvements. The City should consider and support the enhancement of environmental protections when opportunities arise.

6.3 RECOGNIZE THE ROLE OF OPEN SPACE IN CLIMATE RESILIENCY

At the time of this Open Space Plan publication, South Portland is developing a **2020 Climate Action and Adaptation Plan** in partnership with the City of Portland. The Climate Action and Adaptation Plan has four areas of focus: Energy and High-Performance Buildings, Transportation and Land Use, Waste Reduction, and Climate Preparedness and Resilience. In addition to this Plan, the City has received a grant to develop an **Interactive Sea Level Rise and Vulnerability Map**. This will be an online mapping program that allows users to see the anticipated changes in sea level rise and identify areas of potential vulnerability.

The role of open space should be recognized in relation to the data and recommendations developed through these two independent initiatives. Critical connections between open space and climate resiliency should be recognized in the following ways:

- **Mapping.** Identify open spaces that provide resiliency to climate change and sea level rise. For example, there may be parcels of land that can help mitigate the impacts of sea level rise. Open space lands and natural resources have been mapped through this open space planning process and should be overlaid with the mapping data produced in the climate adaptation and sea level rise project noted above. The combination of this mapping data should drive decision making around open space protection and climate adaptation.
- **Open Space and Climate Change Goals.** Consider open space protection as a tool towards achieving the identified climate change goals – to reduce greenhouse gas emissions 80% by 2050 and for municipal operations to run 100% on clean energy by 2040. An example of this effort is the city-owned property formerly used as a landfill that has been repurposed as a solar farm for energy.
- **Support Future Climate Resiliency Recommendations.** Materials, data, and recommendations are likely to come out of the climate-related planning efforts currently underway. Upon completion of this planning work, the City should examine ways to use open space to develop and refine strategies related to climate resilience and adaptation.

IMPLEMENTATION

Planning staff should coordinate with the sustainability office to ensure the data from both planning efforts is used in future decision making. The Conservation Commission and appointed subcommittees should use the climate-related data and recommendations when prioritizing open space land for preservation and acquisition.

Consider the appointment of additional staff in the sustainability office to focus on open space as it relates to climate change.

6.4 HIRE A CITY ARBORIST

The City of South Portland does not currently have an arborist on staff to care for the health of the city's many trees. The City should consider the appointment of an arborist to enhance the health and management of trees.

An arborist is a professional tree specialist with a focus on the health, safety, and management of individual trees. The duties of a City arborist may include:

- Assist and advise on tree planting and health on public works construction projects.
- Advise in the management of open spaces.
- Improve the presence and health of street trees.
- Evaluate tree health for safety and management decisions.
- Develop a list of recommended street trees.
- Establish a street tree enhancement / tree replacement program.
- Establish a memorial tree and gift tree program.
- Review subdivision and site plan applications to ensure recommended tree species align with conditions.
- Guide and manage applications for the Maine Forest Service's Project Canopy Grant Assistance program.
- Provide information and advisement on pest management related to tree health.
- Manage the establishment of a GIS-based South Portland Tree Map.

IMPLEMENTATION

Consider the appointment of a City arborist and explore the above referenced possibilities to enhance the health and awareness of trees in the city.

CHAPTER 7

IMPROVE CONNECTIVITY AND ACCESS TO OPEN SPACE STRATEGIES

The four strategies related to connectivity and access are recommendations based on public comments and input collected during the open space planning process (i.e. the online community survey and open space public forum). These strategies are generally city-wide recommendations.

- 7.1 Improve Open Space Access
- 7.2 Improve Open Space Connectivity
- 7.3 Strengthen Planning Partnerships

7.1 IMPROVE OPEN SPACE ACCESS

Some general themes and recommendations for open space access and improvements are presented below. These recommendations should be considered in future open space planning and maintenance initiatives.

IMPROVE ACCESS TO OPEN SPACES

- Encourage schools to work towards accessibility of play spaces. Public school playgrounds are not accessible.
- Increase trail connections.
- Improve pedestrian and bicycle access within the city.
- Improve public transit to open spaces.
- Specific roadways identified as dangerous for pedestrians include Broadway, Cottage Street, and Route 77.
- Add open space in the west side of the city.
- Extend the East Coast Greenway to the west side of the city.

PROMOTE AWARENESS OF OPEN SPACES

- Involve students to teach stewardship and environmental planning.
- Support fundraising events, such as concerts, art sales, or sporting events.
- Create a South Portland Open Space Guide, highlighting parks, conservation areas, and open space connections. This document may be on paper, online or both, and include maps, images, and descriptions.
- Develop partnerships with developers and businesses, such as “Adopt a Park”, sponsored trash cleanups, and more public and private outreach for funding and participation.

INCREASE PUBLIC WATER ACCESS

- Prioritize water access to the ocean as well as rivers and streams.
- Consider boat launches designed for all tides.

IMPROVE AND MAINTAIN EXISTING SPACES

- Involve neighborhood residents in open space decisions to create open spaces designed for local need.
- Organize trash pickups.
- Make managed open spaces appealing to all age groups and ability levels.
- Install historic markers and educational interpretive panels.
- Add small playgrounds throughout the city.
- Add more community gardens.
- Establish permaculture gardens and edible forests.
- Propagate native/wild landscape (such as with wildflowers and tall grass for pollinators).
- Develop additional wellness opportunities, such as bouldering rocks, ice skating rinks, a community pool, sledding hills, and an adult playground.
- Work with utility companies and developers to improve open space opportunities.

CONSIDER CANINE ACCESS IN OPEN SPACES

- Enforce pet laws in open spaces.
- Create additional off-leash dog areas.
- Improve signage at existing off-leash dog areas.
- Create additional fenced-in dog parks.

IMPLEMENTATION

The Department of Parks, Recreation & Waterfront should consider the recommendations in the planning and budgeting for open space improvements.

City staff assigned to manage open space should use the recommended actions to find strategies for improving open space access.

The Conservation Commission and other committees should recognize these recommendations as planning and discussions continue around open space improvements.

7.2 IMPROVE OPEN SPACE CONNECTIVITY

The recommended strategies for improving open space connectivity are represented in the **Open Space Connectivity Diagram**. These recommendations represent the need for a larger and safer system connecting open spaces, neighborhoods, and water access points. An increased focus on open space connectivity identifies the need for safer pedestrian and cycling movement throughout the city. There are eight connectivity ideas represented in the Open Space Connectivity Diagram detailed on the following pages.

IMPLEMENTATION

The Department of Planning and Development should use the recommended strategies when working with developers and when reviewing development proposals.

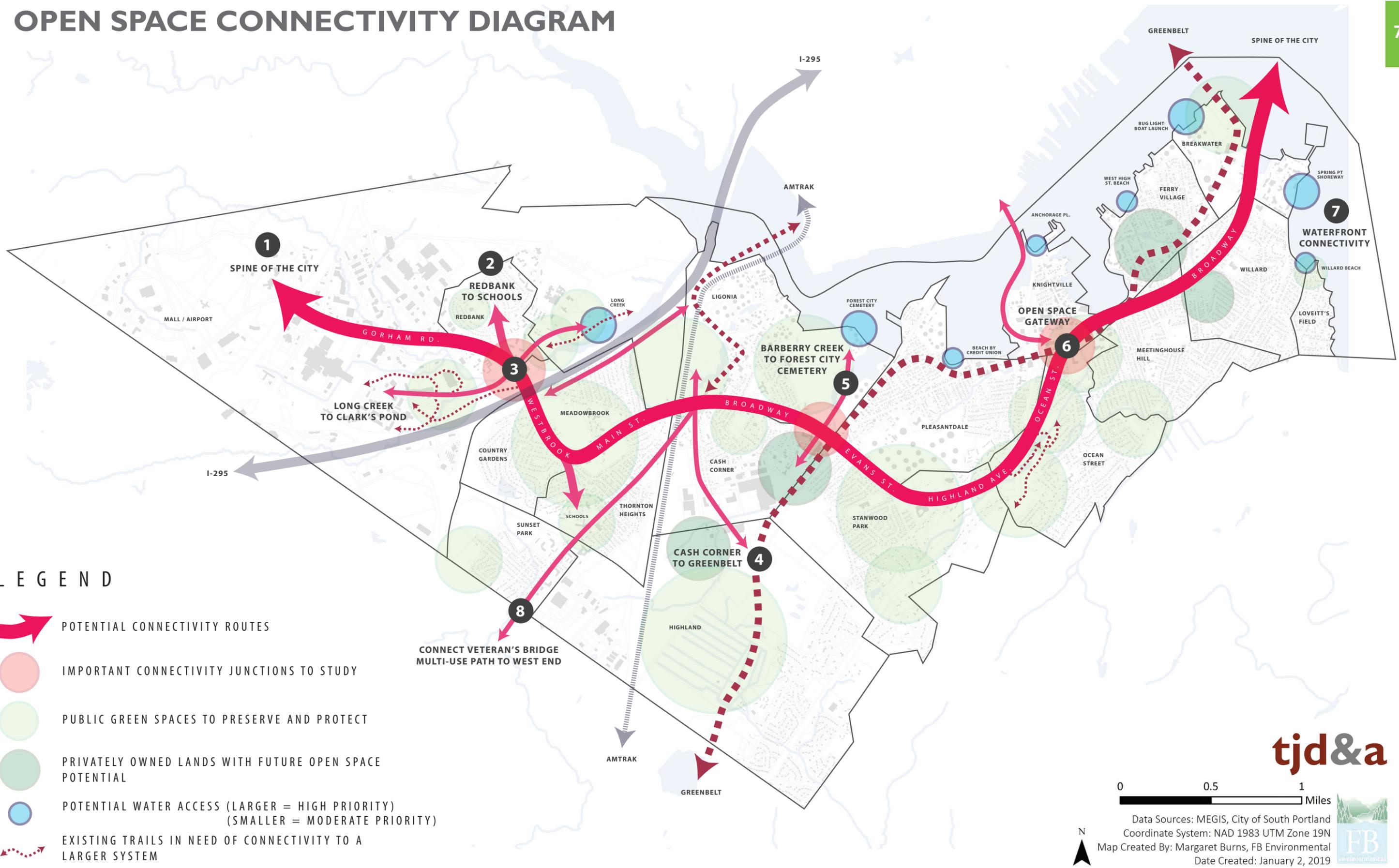
The Department of Public Works should use these strategies as a reference when making infrastructure improvement and applying for Maine Department of Transportation (MDOT) project funding.

The Conservation Commission, SPLT, other committees, and City staff should recognize these recommendations as planning for open space improvements continues.



*Cyclists on Greenbelt Pathway
Photo from City Website*

OPEN SPACE CONNECTIVITY DIAGRAM



LEGEND

-  POTENTIAL CONNECTIVITY ROUTES
-  IMPORTANT CONNECTIVITY JUNCTIONS TO STUDY
-  PUBLIC GREEN SPACES TO PRESERVE AND PROTECT
-  PRIVATELY OWNED LANDS WITH FUTURE OPEN SPACE POTENTIAL
-  POTENTIAL WATER ACCESS (LARGER = HIGH PRIORITY)
(SMALLER = MODERATE PRIORITY)
-  EXISTING TRAILS IN NEED OF CONNECTIVITY TO A LARGER SYSTEM

tjd&a

0 0.5 1 Miles

Data Sources: MEGIS, City of South Portland
 Coordinate System: NAD 1983 UTM Zone 19N
 Map Created By: Margaret Burns, FB Environmental
 Date Created: January 2, 2019



Figure 5.2 Open Space Connectivity Diagram

CONNECTIVITY IDEAS

1. **Spine of the City.** An improved corridor connecting South Portland as a single community, creating a safer, more well-defined contiguous route for pedestrians and cyclists. This route is informed by existing and potential public open space, existing trails, and neighborhood placement. From west to east the “spine” follows Gorham Road down to Westbrook Street, across Main Street, onto Broadway, down Evans Street, across Highland Avenue, up Ocean Street, back to Broadway through to Bug Light Park. Reconfiguring the route of the “spine” away from the existing Greenbelt (shifting from Broadway to Highland Avenue), connects the route to the Hinckley Park trails.
2. **Redbank to Schools.** An improved on-road pedestrian route between the Redbank neighborhood and the schools. This route will allow for safe passage from the Redbank neighborhood in the west end to the school districts east of I-295. This connection reinforces the need for connectivity between neighborhoods separated by I-295. This route would run from Macarthur Circle E in the Redbank neighborhood and continue onto Westbrook Street under the highway overpass to the elementary and middle school complex.
3. **Long Creek to Clark’s Pond.** A connection between Long Creek Trails with the Clark’s Pond and Red Brook Trails. This connectivity improvement would create an uninterrupted trail system across Westbrook Street, which will ultimately provide access to the Fore River at Long Creek. This will also create greater pedestrian movement and connectivity through the existing open spaces. These trails may interact and cross the proposed “spine” in a way that will enhance pedestrian and cyclist safety in a newly imagined intersection that functions as more than a high-volume roadway.
4. **Cash Corner to Greenbelt.** Connect Cash Corner to the Greenbelt through Whitetail Junction. This will create an easier route for those living in the Ligonias and Cash Corner neighborhoods to access the Wainwright facilities, the Greenbelt, and the adjacent open spaces. This will also provide access to the proposed “spine” and allow for a safe, non-vehicular commute from Cash Corner to the Mall/Airport area.
5. **Barberry Creek to Forest City Cemetery.** Establish a connection from Barberry Creek through Forest City Cemetery to improve access to the waterfront. This connection would meet the proposed “spine” and the Greenbelt trail in the same location to create an important node. In addition to improving two existing open spaces (Barberry Creek and Forest City Cemetery), this connection would increase the opportunity for access across the city.
6. **Open Space Gateway at Casco Bay Bridge.** This is the gateway to South Portland from downtown Portland via the Casco Bay Bridge. It is also the trail head to the off-road section of the Greenbelt and connection to the proposed “spine.” Improved pedestrian and cyclist infrastructure are critical at this junction to ensure safety across these routes.
7. **Waterfront Connectivity.** The Portland Harbor and Fore River waterfront is one of South Portland’s defining assets. Access and connectivity to the waterfront may be improved through the establishment of additional water access points. Potential water access points include: (1) Long Creek (2) Forest City Cemetery (3) Beach on Bagley Avenue (behind Evergreen Federal Credit Union) (4) Anchorage Place (5) West High Street Beach (6) Bug Light Boat Launch (7) Spring Point Shore Way (8) Willard Beach.
8. **Connect Veterans Bridge Multi-Use Path to West End.** Extending the connection between Portland and South Portland using the Veterans Bridge multi-use path. This path would become an extension of the proposed “spine” and extend south to the west side of the city. Another possible extension from the multi-use path is along the interior of the I-295 sound barrier to Westbrook Street.

7.3 STRENGTHEN PLANNING PARTNERSHIPS

The Conservation Commission should align its efforts and develop positive working relationships with partners from neighboring communities, City departments, city-sponsored committees and commissions, and independent nonprofits with like-minded or overlapping interests. Work with these groups will determine where open space goals and strategies align or be enhanced by the cooperation with these partners. See **Appendix F** for funding programs that may be serve these potential partnerships.

IMPLEMENTATION

The Conservation Commission appointed subcommittee or City staff should reach out to the above organizations and groups to establish a relationship and point of contact regarding partnerships and strategies.

NEIGHBORING COMMUNITIES

- Portland
- Cape Elizabeth
- Scarborough

SOUTH PORTLAND MUNICIPAL DEPARTMENTS

- Department of Parks, Recreation & Waterfront
- Water Resource Protection
- Sustainability Office
- Economic Development
- Department of Planning and Development

CITY-SPONSORED COMMITTEES

- Planning Board
- Conservation Commission
- Bike-Pedestrian Committee
- Harbor Commission
- Comprehensive Plan Committee
- Senior Citizen Advisory Committee
- Trails Advisory Group

NONPROFITS

- Bicycle Coalition of Maine
- Cape Elizabeth Land Trust
- Cape Farm Alliance
- Community Garden Collective
- Cultivating Community
- Environment Maine Policy & Research Center
- Friends of Casco Bay
- Gulf of Maine Research Institute
- Greater Portland New England Mountain Biking Association
- Maine Audubon
- Maine Farm Land Trust
- Maine Gulf Research Institute
- South Portland Land Trust
- Protect South Portland
- Portland Trails
- Other (neighboring/regional) land trusts

CHAPTER 8

FINANCE THE PROTECTION AND ACQUISITION OF OPEN SPACE STRATEGIES

There are two strategies designed to enhance the funding mechanisms for open space protection and acquisition. The strategies in this chapter are fundamental to the success of this Plan.

- 8.1 Revisions to Land Bank Ordinance (Chapter 18 Article VII)
- 8.2 Expand Financial Strategies

8.1 REVISIONS TO LAND BANK ORDINANCE (CHAPTER 18, ARTICLE VII)

A description of the existing Land Bank funding sources, allowable uses, and current status is provided in Section 2.10.3. The City should conduct an ordinance revision process to ensure the Land Bank is sufficiently funded and the allowable use of funds is in line with the vision and goals identified in this Open Space Plan. Included below is a list of recommendations for items to consider in the revision of the Land Bank Ordinance. This is not a comprehensive list of all possible amendments or revisions. This list is intended to serve as guidance to initiate the Ordinance revision process.

POTENTIAL REVISIONS TO LAND BANK FUND

Change the name of the “Land Bank” fund.

- The name “Land Bank” does not clearly or simply describe the use of the funds. The public and City Council should have an accurate understanding of the fund’s purpose.
- **Recommendation:** the fund should be renamed “Open Space Preservation and Acquisition Fund.”

Eliminate or adjust the one million dollar (\$1,000,000) funding cap.

- There is currently a \$1,000,000 account balance cap limiting annual contributions to the fund. Under the current regulations, when the Land Bank fund reaches \$1,000,000, the annual contribution ends. This is a static number from a 2008 Ordinance revision.
- **Recommendation:** The \$1,000,000 cap should be revised based on current land assessments and include a provision that this cap of the account’s balance be reviewed every seven years and/or in conjunction with the Comprehensive Plan revisions.

The ordinance section would benefit from a list of Definitions specific to the fund.

- There is currently no definition section.
- Terms that would benefit from a definition include: *unimproved land; improved land; open space, etc.*
- **Recommendation:** Develop a *Definitions* section specific to the language governing the fund.

Improve guidance for the use of funds.

- There is a lack of stated criteria on how to release or use funds from the Land Bank. It is currently managed on a case-by-case basis that tends to be reactive to the particular situation. There should be clear rules to follow in determining how to use the funds.
- **Recommendation:** Establish specific criteria and system to guide use of funds. Use **Chapter 4 and Chapter 5** of this Open Space Plan as guidance in the criteria. City councilors may use an evaluation form similar to the form provided in **Appendix B** to discuss and debate the merits to approve the usage of the funds.

Review the funding structure of municipal property sale profits.

- Currently, a portion of municipal land sale profits go to the Land Bank fund. When a developed property is sold, 30% of the sale price goes to the fund. When an undeveloped property is sold, 60% of the sale price goes to the fund.
- **Recommendation:** This funding structure should be reviewed in the ordinance revision process. Reviewers should consider whether it would be beneficial to increase the amount of funding from undeveloped land, since it is essentially open space that is sold in these cases. The review should include an analysis of recent contributions to the fund from land sales.

IMPLEMENTATION

The City should immediately begin work on revisions to the Land Bank Ordinance. The recommendations in this strategy should serve as guidance for this review process. Additional recommendations and considerations will likely be added through a thorough review of the ordinance section.

A committee appointed by the City Council should work with City staff to review the complete Chapter 18 Article VII and consider the recommendations provided in this strategy. The ordinance revision process should follow standard procedures, involving the City Council and the legal counsel.



*Willard Beach Playground
Photo by Maggie Burns*

should explore additional funding strategies to support the improvement of the South Portland open space network. Potential strategies include incentives, funding sources, partnerships, and programs that may be used to in coordination with the Land Bank to ensure appropriate funding for open space. Funds collected through the various sources may go toward protection, acquisition, or maintenance of open space lands. A list of recommended strategies is provided below.

Land Donations. The City should set up procedures to make land donations possible, including working with SPLT to receive and provide stewardship for land donations. All donated conservation lands require a management plan and funding source for anticipated maintenance.

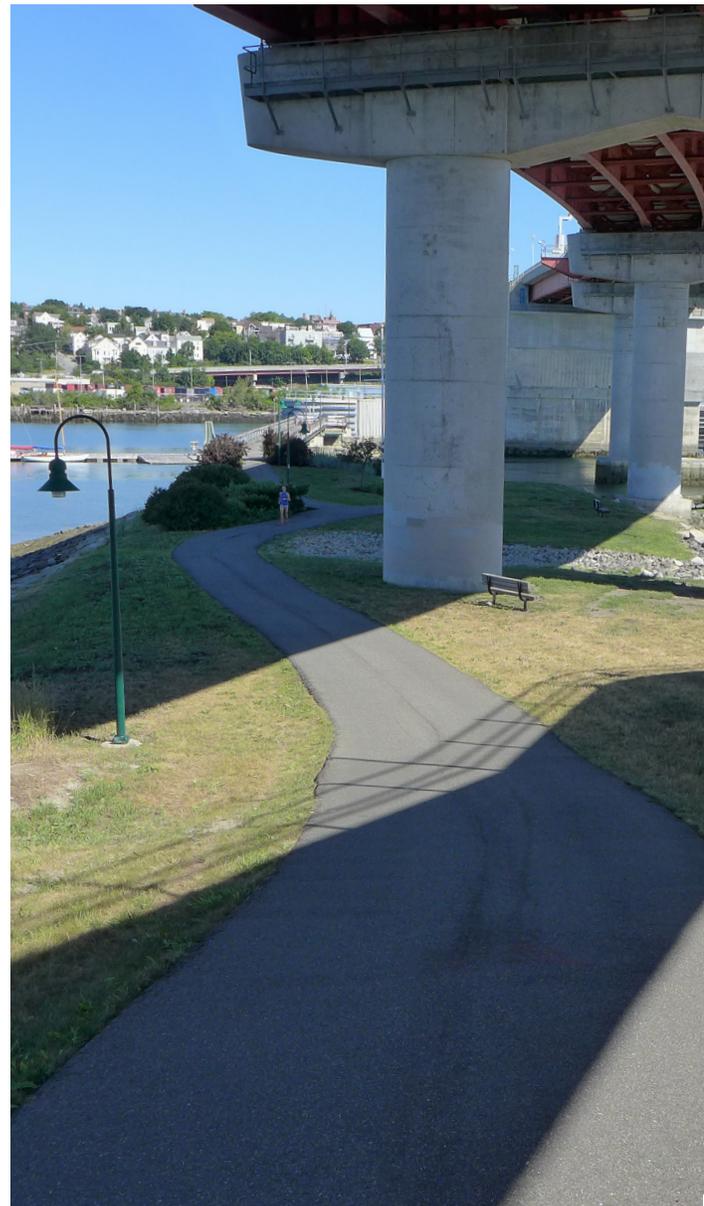
Private Fundraising. This is a voluntary funding source dependent on financial donors. The City should partner with SPLT to increase outreach to potential donors or host fund raising events. A clear goal and well-thought-out prioritizations are recommended prior to fundraising.

State Compensation Funds. These programs are designed to support conservation and natural resource protection projects with funds collected through environmental impact mitigation fees. These programs include the Maine In Lieu Compensation Fund (ILF), the Maine Natural Resource Conservation Program (MNRCP), and wetland mitigation funds.

Development/Impact Fees. The City may create an open space impact fee to be applied to development proposals. The funds collected from impact fees may be used acquire and/or maintain open space. Funds may be directed to the Land Bank or a separate funding source for designated open spaces.

Municipal Bonding. A bond question may be put to voters requesting a bond package be used to fund the acquisition of prioritized open space lands. Implementation work in identifying and prioritizing the lands with willing land owners is recommended prior to a bond vote.

Tax Increase. The 2001 Open Space Strategic Plan recommended a three-cent dedication of the property tax rate to fund open space protection. This was not implemented, but a similar approach may be considered as a funding strategy.



*Thomas Knight Park
Photo by Maggie Burns*

Reserve Funds. A percentage of the South Portland General Reserve Fund may be designated for open space financing. For example, the annual incremental tax increases from new development after adjustments provides reserve funds beyond the annual budget. A percentage of the increased revenue may be used to fund open space.

City Tax on Property Sales. A tax could be levied on all properties sold in South Portland. The tax would be based on the sale price of the property and revenues would go directly to open space funding.

Appropriations. The City can appropriate City funds for the purchase of a specific open space property. Often, the turn-around time is too short to allow for purchase of a property currently on the market. This financial strategy in coordination with a proactive acquisition process and open discussions may make this a viable funding strategy.

Tax Acquired Property Sales. A percentage of tax acquired property sales may be used as a funding strategy.

Grant Programs. There are a number of grant programs that provide assistance to open space conservation efforts. See **Appendix F** for a list of grant programs, organizations, and funding sources.

IMPLEMENTATION

A Conservation Commission appointed committee and City staff should investigate the recommended financial strategies to the City Council. This work should determine if any would be appropriate for increasing the available funding for open space protection, maintenance, and acquisition. In some cases, the identification of funding sources should be tied to specific projects or identified priorities.

This strategy may partner with the implementation of the strategies identified in **Chapter 5** for improving the acquisition of open space.



*Hamlin School Community Garden
Photo by Maggie Burns*



*Red Bank Community Center Park
Photo by Susan Chase*

A group of diverse people are gathered around a large table, looking at a detailed map or plan. Some are pointing at specific areas on the map. The scene is brightly lit, and the overall atmosphere is collaborative and focused. The background shows other people and office equipment, suggesting a public meeting or a community planning session.

CHAPTER 9 IMPLEMENTATION

Implementation of this Open Space Plan will require short-term immediate work to implement the strategies outlined in this Plan. Other elements of this Plan require ongoing long-term work to ensure continued implementation of the strategies. There are three components that will assist in the successful implementation of this Plan.

- 9.1 Open Space Plan Adoption
- 9.2 Appointment of City Staff
- 9.3 Conservation Commission and Appointed Subcommittees

A summary of the implementation process for all strategies recommended in this Plan are summarized in a simple table.

- 9.4 Action Plan

9.1 OPEN SPACE PLAN ADOPTION

This Open Space Plan should be reviewed and approved by City Council, and **adopted as an amendment to the 2012 Comprehensive Plan**. This Plan should also be referenced in future municipal planning documents, such as the next Comprehensive Plan update and the Climate Change and Resiliency Adaptation Plan.

9.2 APPOINTMENT OF CITY STAFF

The tasks described above and listed in the Action Plan (see Section 9.4) require time, management, and guidance by City staff. The strategies listed are likely too large for volunteer citizens to manage alone. City staff should be appointed to work with the Conservation Commission and its appointed subcommittees to ensure successful implementation and management of the strategies outlined in this Plan.



*Thomas Knight Park
Photo by Susan Chase*

9.3 CONSERVATION COMMISSION AND APPOINTED SUBCOMMITTEES

The Conservation Commission should be responsible for overseeing the immediate and continued implementation of this Plan. The Conservation Commission should meet annually to review any new public open spaces that may need to be classified in one of the three protection tiers. The Conservation Commission should also prepare a report outlining open space protections for the South Portland Annual Report.

While the Conservation Commission is responsible for ensuring the implementation and management of open space strategies, the strategies outlined in this Plan exceed the work of the volunteer members of the Conservation Commission.

The City Council (with assistance from the OSPC) should appoint three ad-hoc subcommittees to oversee this work. The membership of each subcommittee should be broad and diverse, representing various professional backgrounds. The members of these committees should not be limited to members of the Conservation Commission.

The Conservation Commission should decide the best way to divide the work load and assign subcommittee roles. A potential method to delegating implementation work is provided below.

9.3.1 IMPLEMENTATION SUBCOMMITTEE (TEMPORARY / TASK SPECIFIC)

An initial Implementation Subcommittee would be responsible for reviewing this Plan and assigning roles and appointing members for the various subcommittees. This Committee may include members of the OSPC. This Committee may include:

- Two City staff (representatives from the Department of Planning and Development and Department of Parks, Recreation, & Waterfront).
- Five to seven community representatives, including representatives from the SPLT and the Conservation Commission.

The Implementation Subcommittee would oversee the immediate implementation of the public land tiered protection system. This subcommittee will:

- Lead the classification process of the three-tiered protection system (see Section 4.1).
- Oversee the establishment of conservation easements with the SPLT.
- Appoint members to additional subcommittees (see 9.3.2 and 9.3.3)

9.3.2 OPEN SPACE ACQUISITION SUBCOMMITTEE

(PERMANENT / ON GOING)

An Open Space Acquisition Subcommittee would oversee the long-term management of open space acquisition. In selecting committee members, consideration should be made as to individuals who would be strong liaisons for outreach to private landowners. This Committee should work with appointed City staff and meet regularly with the City manager and the economic development director. This subcommittee will lead:

- Identification of private properties for future acquisition as open space land.
- Outreach to private land owners about their interest in land sale or conservation.
- Conduct evaluations of private properties for open space value.
- Partner with the SPLT in the acquisition of publicly accessible open space land.
- Monitor the Land Bank funding and use.
- Seek out funding strategies for open space acquisition funding.
- Make recommendations for potential acquisition projects to City Council.
- Prepare a report outlining open space acquisitions for the South Portland Annual Report.

9.3.3 ORDINANCE REVISION SUBCOMMITTEE(S)

(TEMPORARY / TASK SPECIFIC)

The Ordinance Revision Subcommittee(s) will focus on the ordinance revisions recommended in this Plan. The ordinance revision work may be distributed to multiple subcommittees if simultaneous work is needed on specific ordinance revisions. The recommended ordinance revision work includes:

- **Land Bank (*Chapter 18 Article VII*)**. Committee to work with City staff and legal counsel to review and revise the Land Bank ordinance (see Section 8.1).
- **Open Space Zoning District (*Chapter 27 Article IV*)**. Committee to work with City staff

and Planning Board to establish an Open Space Zoning District. Revisions include changes to the zoning map and new ordinance language (see Section 4.3).

9.4 ACTION PLAN

The Action Plan in **Table 9.1** summarizes the implementation process, listing the responsible parties, the general time frame for each strategy, and the priority level as either *immediate* or *secondary*. All strategies are important to the fulfillment of the stated vision **Chapter 3** in this Plan; however, the strategies listed as *immediate* represent the steps that should be addressed first in the implementation process. The Action Table includes additional notes guiding implementation of each strategy and the Plan report page number to identify each strategy.

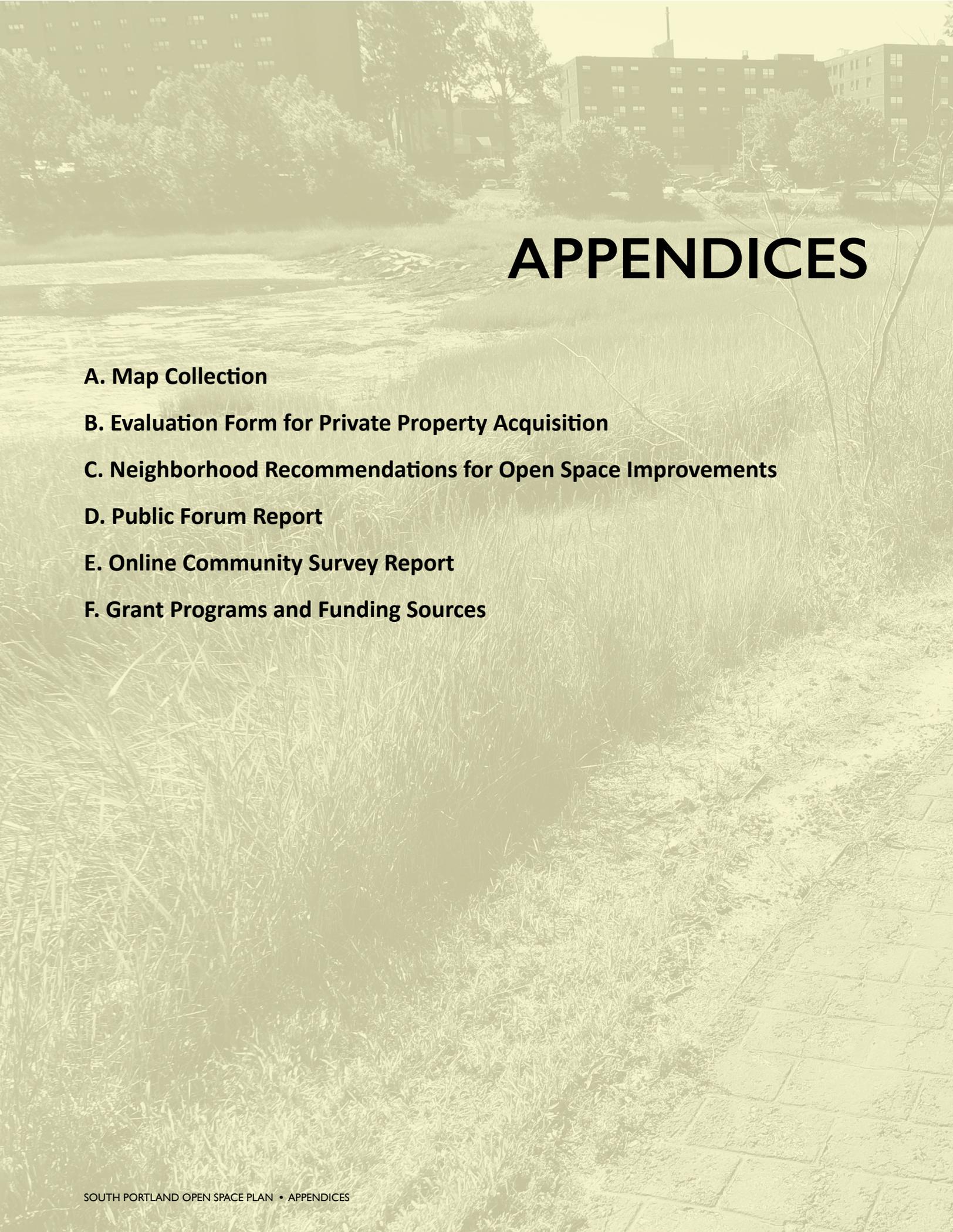


Pope Preserve
Photo by Maggie Burns

TABLE 9.1 ACTION PLAN

STRATEGY	RESPONSIBLE PARTY	TIME FRAME	PRIORITY	NOTES	PAGE
4 Protect Existing Open Space					
4.1 Tiered Protection System for City-owned Lands	City Staff / City Council / CC Subcommittee	Short-Term / Long-Term	IMMEDIATE	Initial process may include public review and City Council approval. This work is of highest priority and should start as soon as possible.	39
4.2 Maintain a Geospatial Database of Existing Public Lands	City Staff	Long-Term	SECONDARY	Data to be reviewed/updated annually or as new data becomes available.	45
4.3 Establish an Open Space Zoning District	City Staff / City Council / CC Subcommittee	Short-Term	IMMEDIATE	Zoning revision process to include public review and City Council approval.	46
5 Acquire Additional Open Space					
5.1 Private Property Acquisition Guidelines	City Staff / CC Subcommittees	Long-Term	IMMEDIATE	Establish a committee and organize approach based on recommended guidelines.	48
5.2 Acquisition and Conservation Methods	City Staff / CC Subcommittees	Long-Term	IMMEDIATE	Reference this glossary when considering acquisition strategies.	51
5.3 Partnership Opportunities	City Staff / CC Subcommittees	Long-Term	IMMEDIATE	Use this list to establish potential partnerships in the acquisition process.	53
6 Preserve and Enhance Natural Resources and Wildlife Habitat					
6.1 Natural Resource Mapping	City Staff	Annual Update	SECONDARY	Data to be reviewed/updated annually or as new data becomes available.	55
6.2 Support Efforts in Natural Resource Protection	City Staff / CC Subcommittees	Short-Term	SECONDARY	City Staff and CC Subcommittee consider and support the enhancement of environmental protections when opportunities arise.	56
6.3 Recognize the Role of Open Space in Climate Resiliency	City Staff / CC Subcommittees	Long-Term	IMMEDIATE	Department of Planning and Development to coordinate with Sustainability Office to consider open space in climate resiliency initiatives.	57
6.4 Hire a City Arborist	City Manager / Department Heads / CC	Permanent	SECONDARY	City Manager to work with department heads and CC to establish staffing for City Arborist.	58
7 Improve Connectivity and Access to Open Space					
7.1 Improve Open Space Access	City Staff / CC Subcommittees	Long-Term	SECONDARY	Appointed City Staff and CC Subcommittees to keep tabs on opportunities to expand/improve open space access and connectivity. Implementation of recommended strategies will be through various project interventions.	60
7.2 Improve Open Space Connectivity	City Staff / CC Subcommittees	Long-Term	SECONDARY		62
7.3 Strengthen Planning Partnerships	City Staff / CC Subcommittees	Long-Term	SECONDARY		65
8 Finance the Protection and Acquisition of Open Space					
8.1 Revisions to Land Bank Ordinance (<i>Chapter 18 Article VII</i>)	City Staff / City Council / CC Subcommittee	Short-Term	IMMEDIATE	Establish a committee and work with City Staff to recommend ordinance revisions to City Council.	67
8.2 Expand Financial Strategies	CC Subcommittee	Long-Term	IMMEDIATE	Reference this glossary when considering how to increase funding for specific open space projects or general funding.	69
9 Implementation					
9.1 Open Space Plan Adoption	City Council	One-Time Vote	IMMEDIATE	City Council to adopt Plan as an amendment to the 2019 Comprehensive Plan.	72
9.2 Appointment of City Staff	City Manager / Department Heads	Permanent	IMMEDIATE	City Manager to work with department heads to establish staffing for open space management.	72
9.3 Conservation Commission and Appointed Subcommittees	City Staff / CC / OSPC	Short-Term / Long-Term	IMMEDIATE	City Council to appoint: 1. Implementation Subcommittee 2. Open Space Acquisition Subcommittee 3. Ordinance Revision Subcommittee(s)	73

CC = Conservation Commission OSPC = Open Space Planning Committee



APPENDICES

A. Map Collection

B. Evaluation Form for Private Property Acquisition

C. Neighborhood Recommendations for Open Space Improvements

D. Public Forum Report

E. Online Community Survey Report

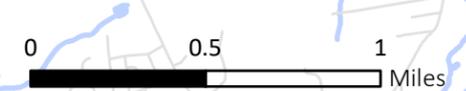
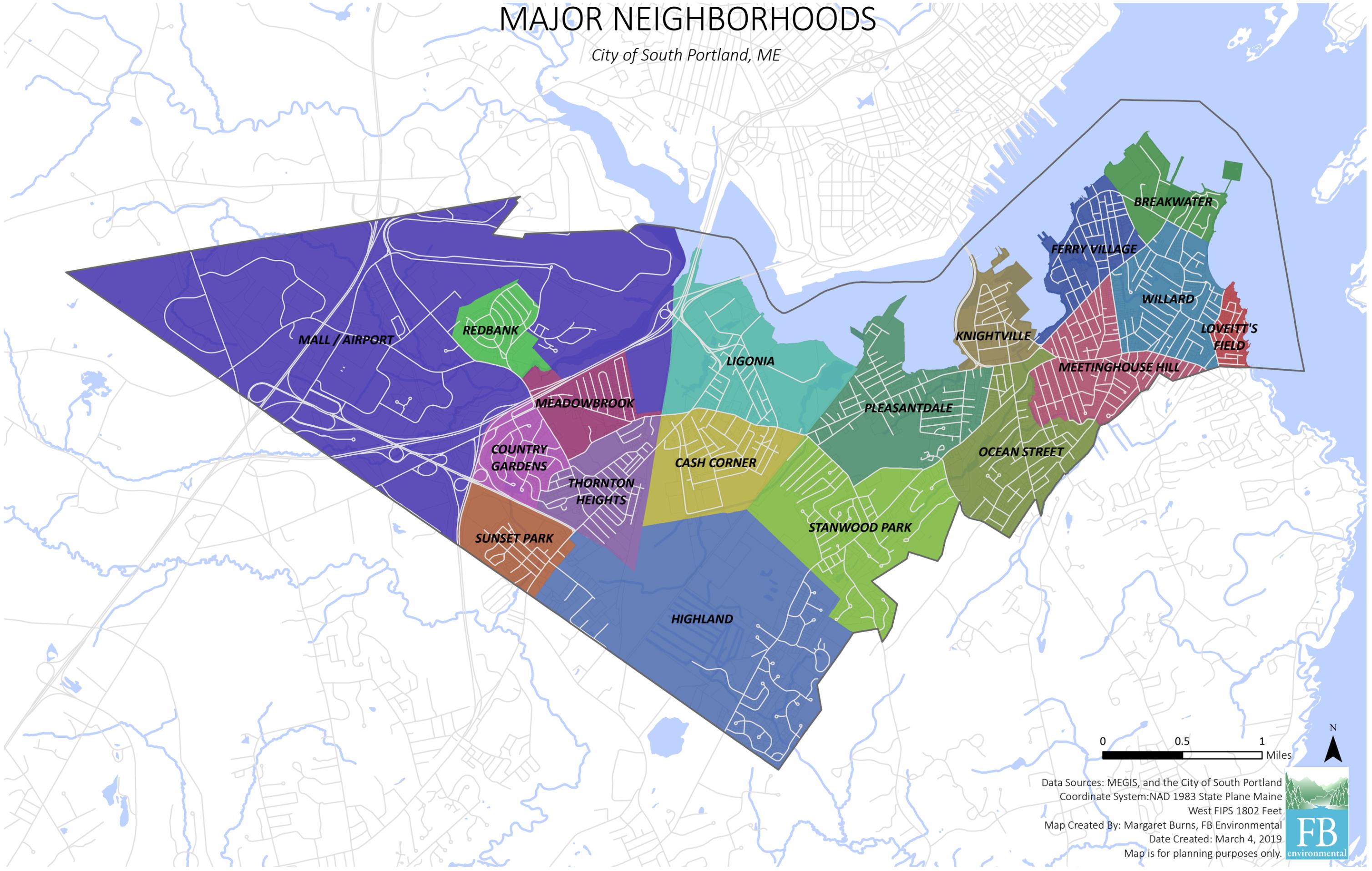
F. Grant Programs and Funding Sources



APPENDIX A MAP COLLECTION

MAJOR NEIGHBORHOODS

City of South Portland, ME

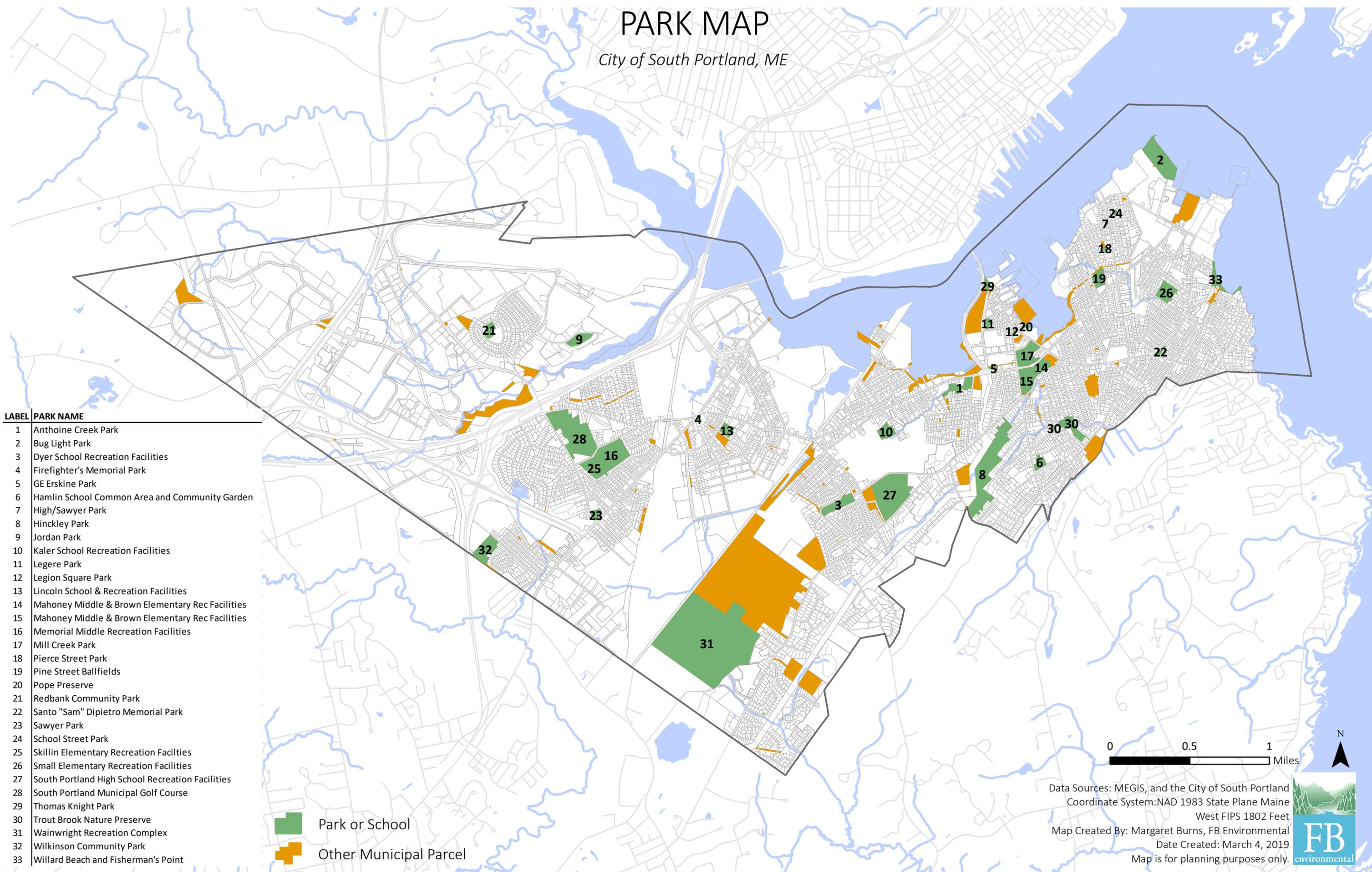


Data Sources: MEGIS, and the City of South Portland
Coordinate System: NAD 1983 State Plane Maine
West FIPS 1802 Feet
Map Created By: Margaret Burns, FB Environmental
Date Created: March 4, 2019
Map is for planning purposes only.



PARK MAP

City of South Portland, ME



LABEL	PARK NAME
1	Anthoine Creek Park
2	Bug Light Park
3	Dyer School Recreation Facilities
4	Firefighter's Memorial Park
5	GE Erskine Park
6	Hamlin School Common Area and Community Garden
7	High/Sawyer Park
8	Hinckley Park
9	Jordan Park
10	Kaler School Recreation Facilities
11	Legere Park
12	Legion Square Park
13	Lincoln School & Recreation Facilities
14	Mahoney Middle & Brown Elementary Rec Facilities
15	Mahoney Middle & Brown Elementary Rec Facilities
16	Memorial Middle Recreation Facilities
17	Mill Creek Park
18	Pierce Street Park
19	Pine Street Ballfields
20	Pope Preserve
21	Redbank Community Park
22	Santo "Sam" Dipietro Memorial Park
23	Sawyer Park
24	School Street Park
25	Skillin Elementary Recreation Facilities
26	Small Elementary Recreation Facilities
27	South Portland High School Recreation Facilities
28	South Portland Municipal Golf Course
29	Thomas Knight Park
30	Trout Brook Nature Preserve
31	Wainwright Recreation Complex
32	Wilkinson Community Park
33	Willard Beach and Fisherman's Point

 Park or School
 Other Municipal Parcel

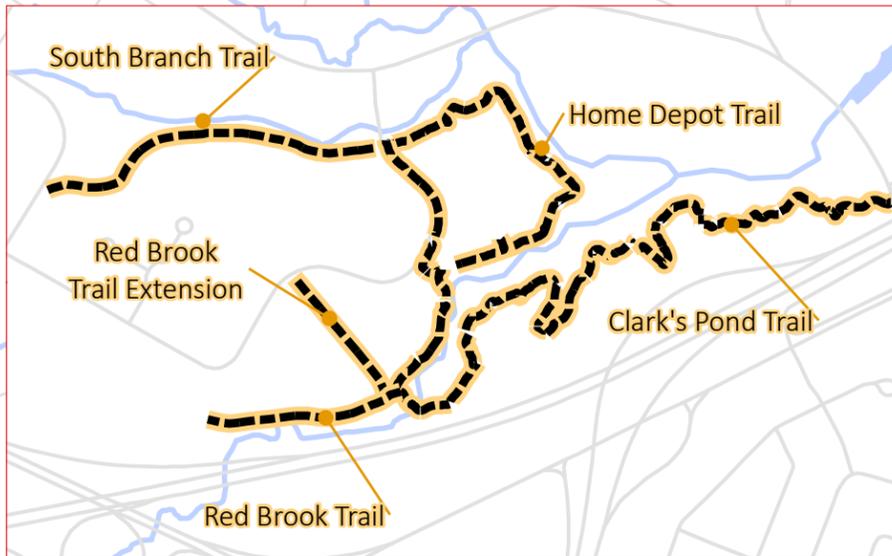
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 Data Sources: MEGIS, and the City of South Portland
 Coordinate System: NAD 1983 State Plane Maine
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 Map Created By: Margaret Burns, FB Environmental
 Date Created: March 4, 2019
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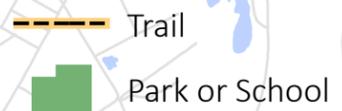
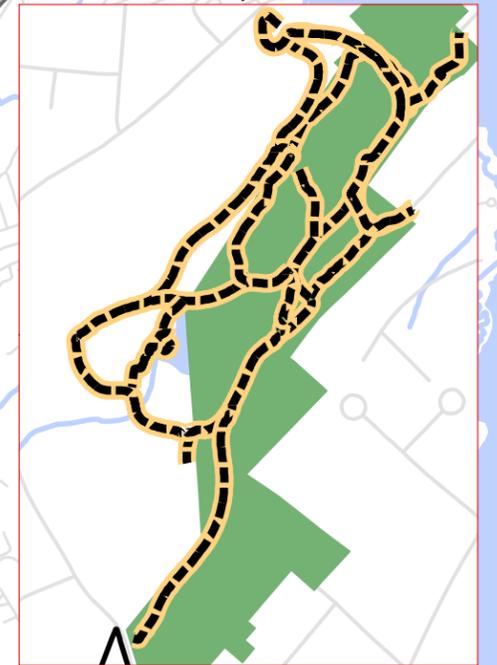
TRAILS

City of South Portland, ME

1. West End Trail Network



2. Hinckley Park Inset

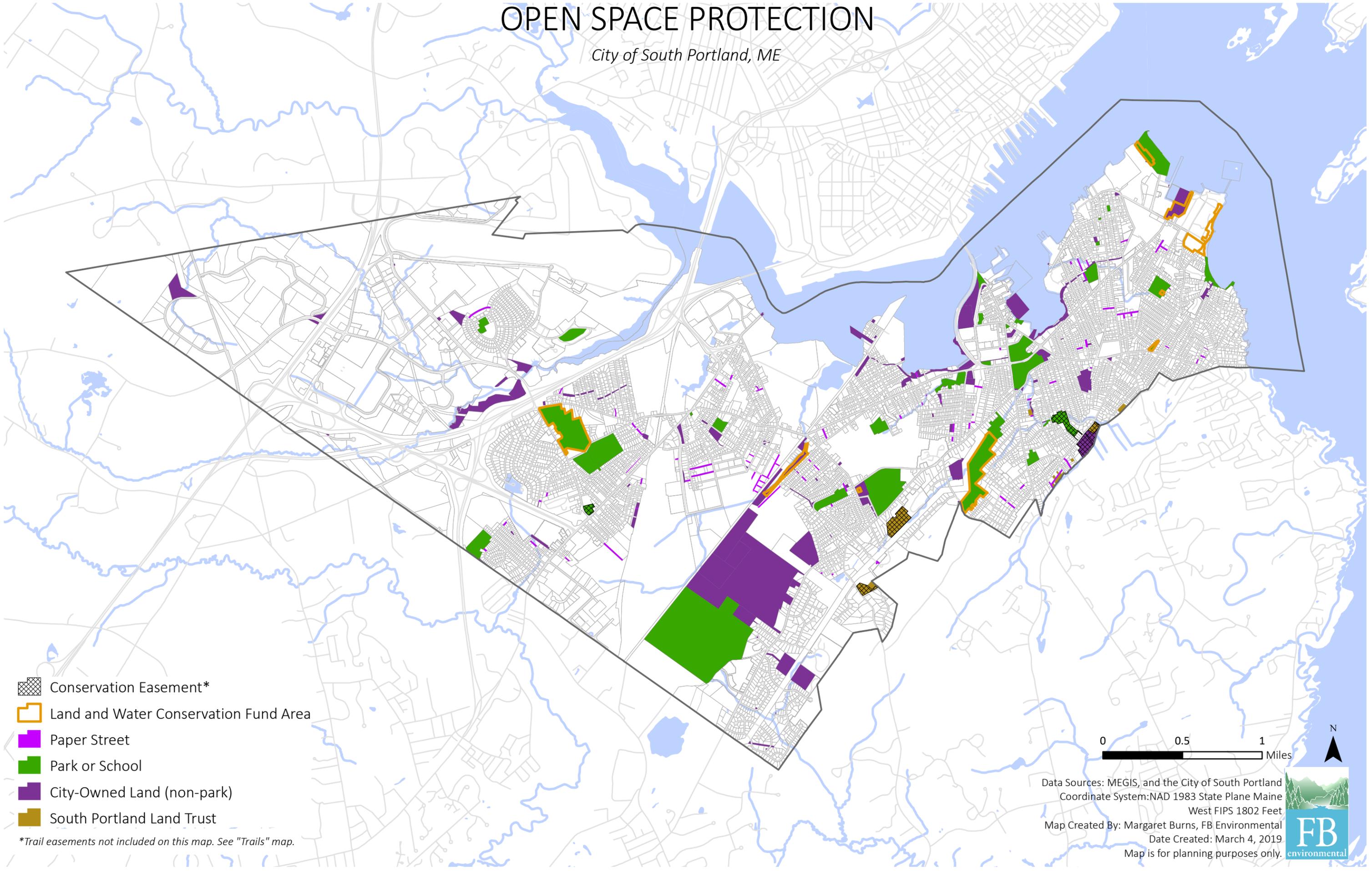


Data Sources: MEGIS, and the City of South Portland
Coordinate System: NAD 1983 State Plane Maine
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OPEN SPACE PROTECTION

City of South Portland, ME



-  Conservation Easement*
-  Land and Water Conservation Fund Area
-  Paper Street
-  Park or School
-  City-Owned Land (non-park)
-  South Portland Land Trust

*Trail easements not included on this map. See "Trails" map.

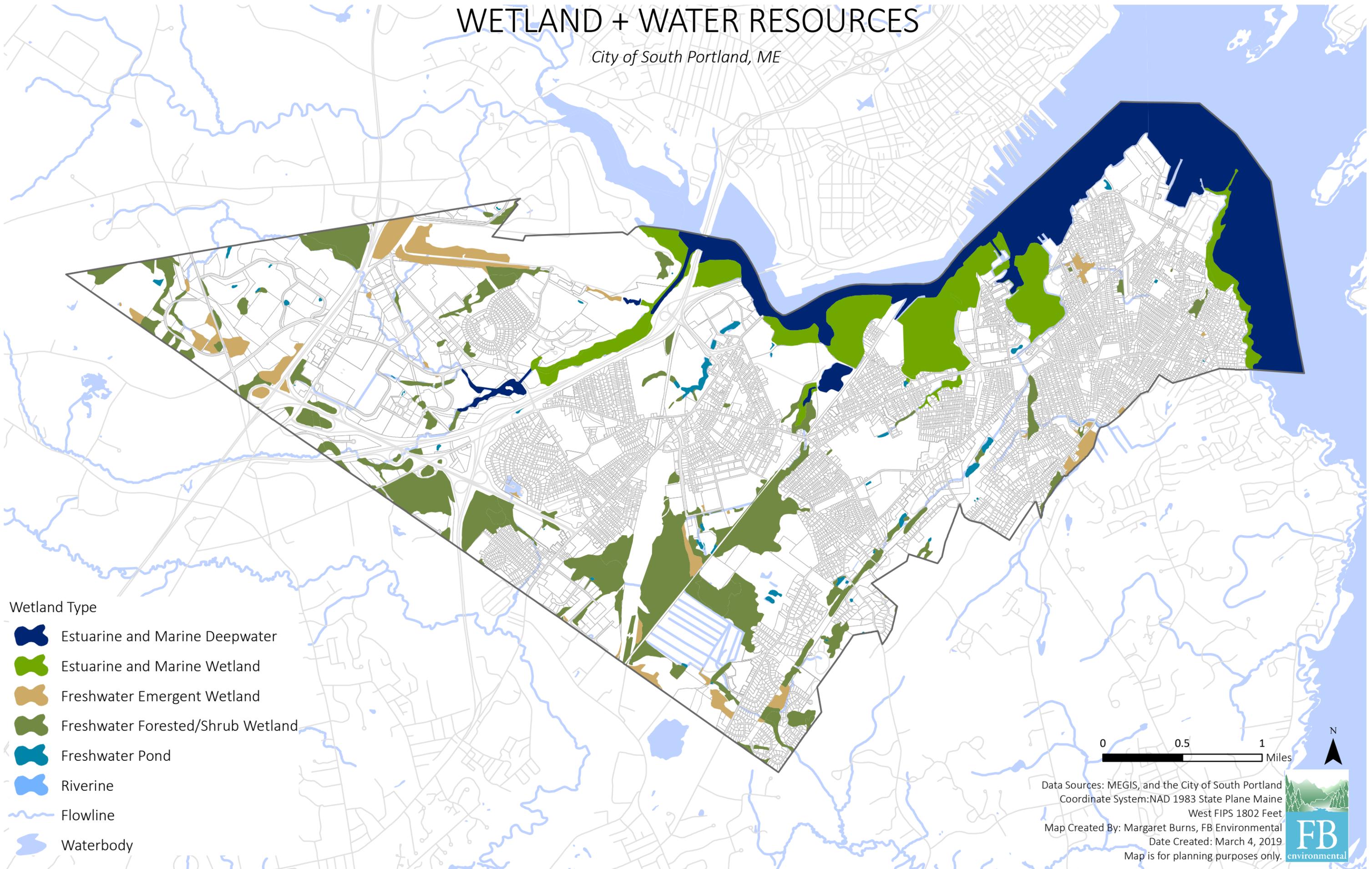


Data Sources: MEGIS, and the City of South Portland
Coordinate System: NAD 1983 State Plane Maine
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WETLAND + WATER RESOURCES

City of South Portland, ME



Wetland Type

-  Estuarine and Marine Deepwater
-  Estuarine and Marine Wetland
-  Freshwater Emergent Wetland
-  Freshwater Forested/Shrub Wetland
-  Freshwater Pond
-  Riverine
-  Flowline
-  Waterbody

0 0.5 1 Miles

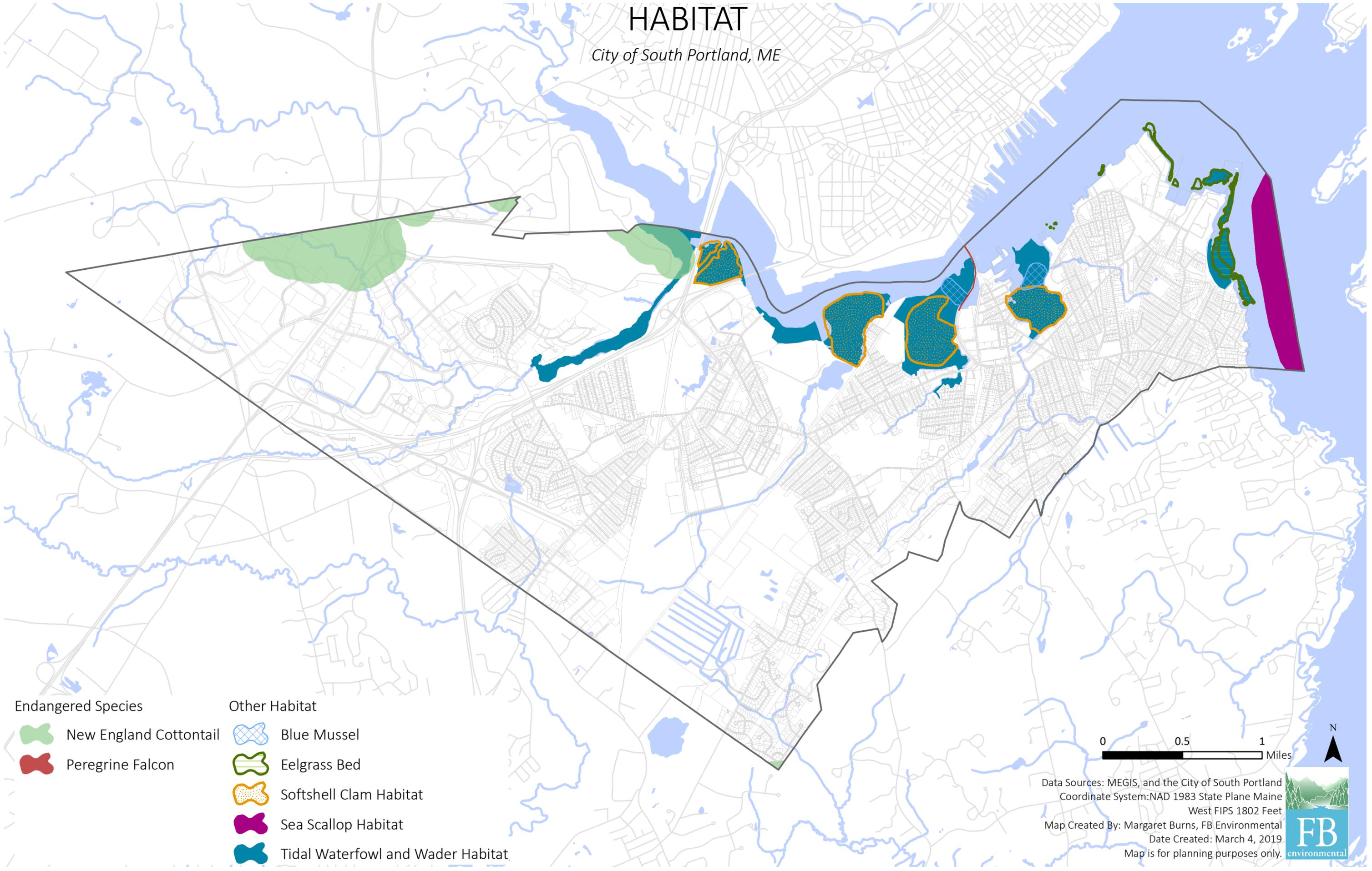


Data Sources: MEGIS, and the City of South Portland
Coordinate System: NAD 1983 State Plane Maine
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HABITAT

City of South Portland, ME



Endangered Species

-  New England Cottontail
-  Peregrine Falcon

Other Habitat

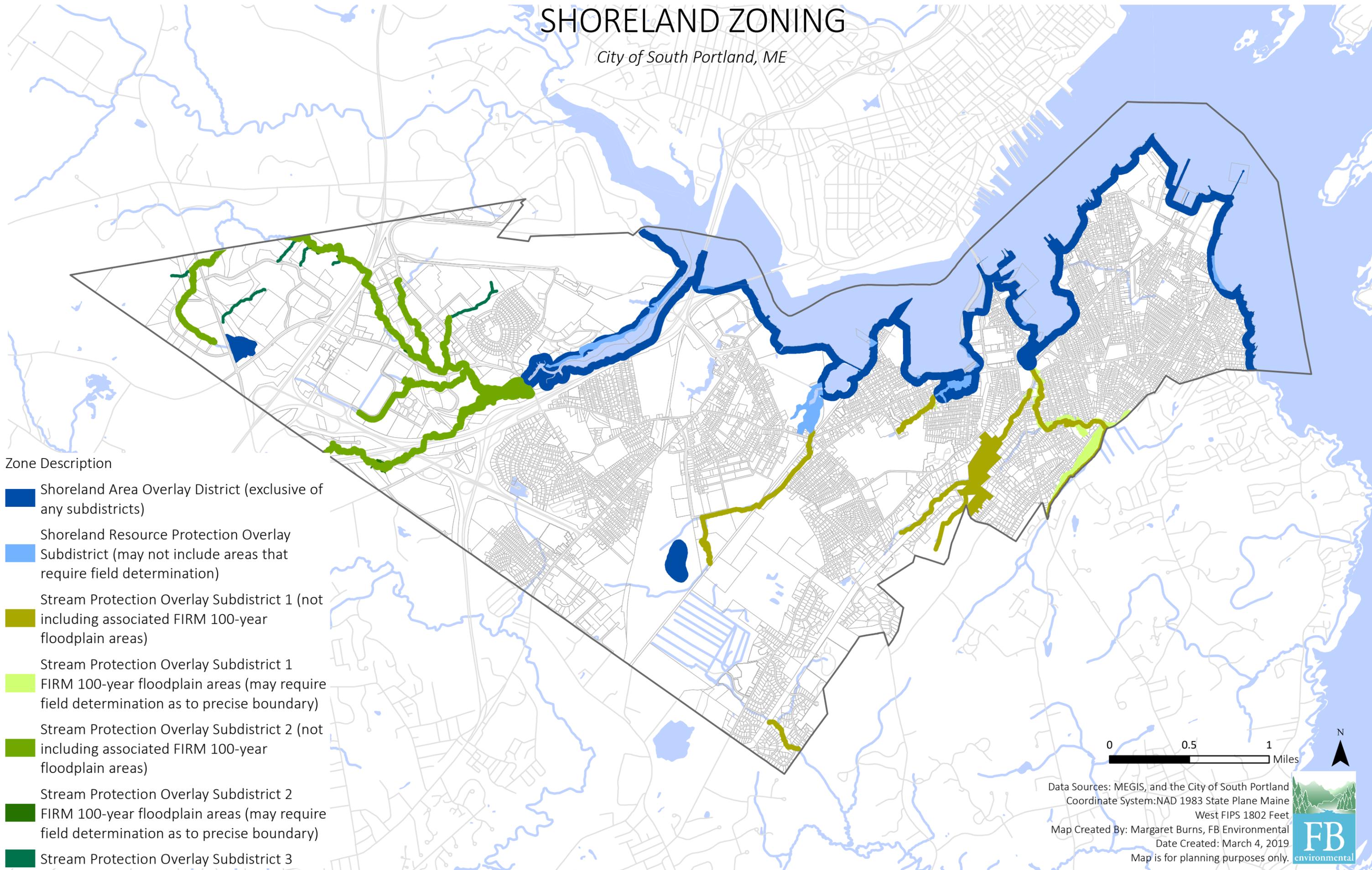
-  Blue Mussel
-  Eelgrass Bed
-  Softshell Clam Habitat
-  Sea Scallop Habitat
-  Tidal Waterfowl and Wader Habitat

Data Sources: MEGIS, and the City of South Portland
Coordinate System: NAD 1983 State Plane Maine
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SHORELAND ZONING

City of South Portland, ME



Zone Description

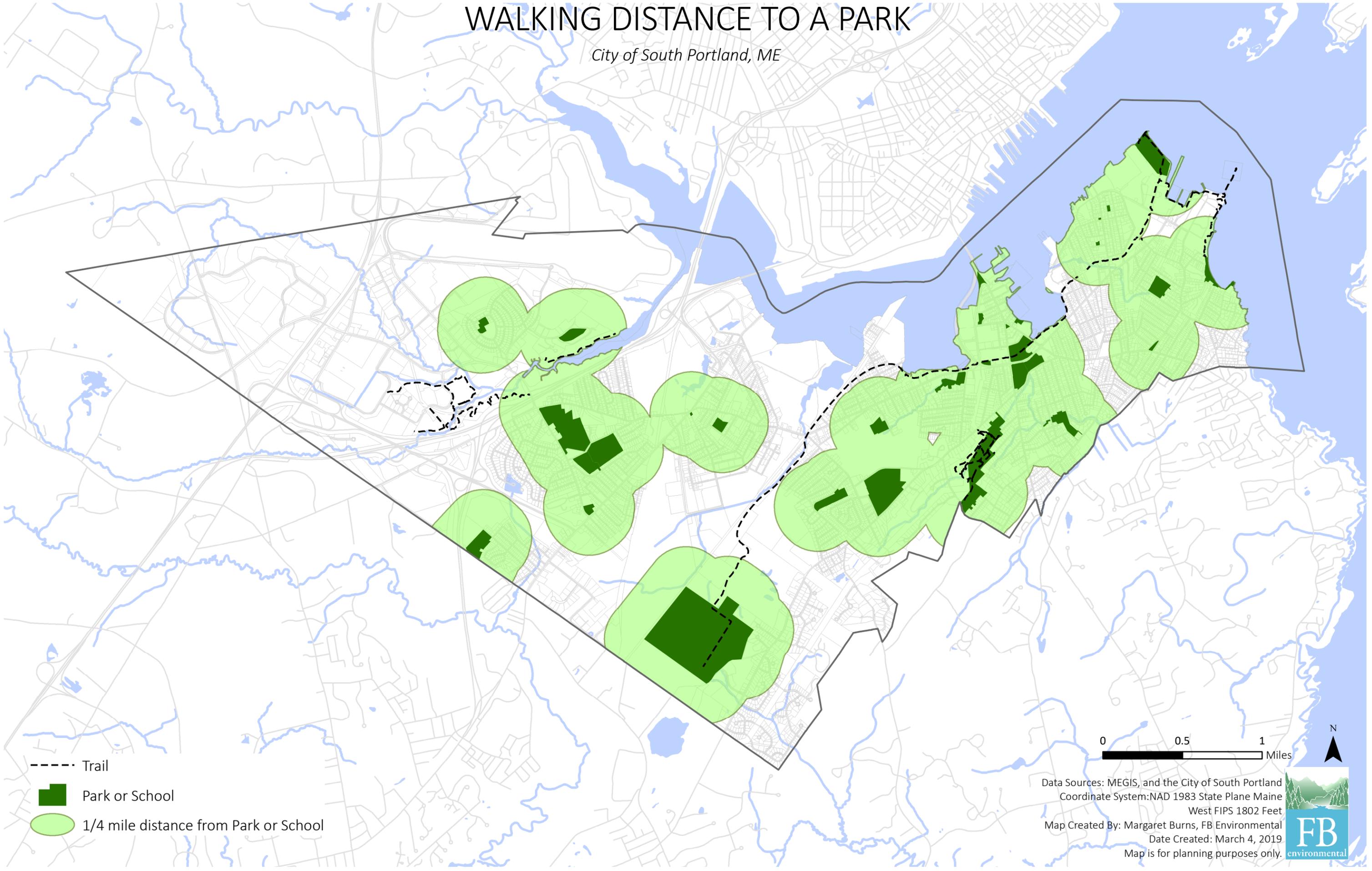
-  Shoreland Area Overlay District (exclusive of any subdistricts)
-  Shoreland Resource Protection Overlay Subdistrict (may not include areas that require field determination)
-  Stream Protection Overlay Subdistrict 1 (not including associated FIRM 100-year floodplain areas)
-  Stream Protection Overlay Subdistrict 1 FIRM 100-year floodplains (may require field determination as to precise boundary)
-  Stream Protection Overlay Subdistrict 2 (not including associated FIRM 100-year floodplain areas)
-  Stream Protection Overlay Subdistrict 2 FIRM 100-year floodplains (may require field determination as to precise boundary)
-  Stream Protection Overlay Subdistrict 3

Data Sources: MEGIS, and the City of South Portland
Coordinate System: NAD 1983 State Plane Maine
West FIPS 1802 Feet
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Date Created: March 4, 2019
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WALKING DISTANCE TO A PARK

City of South Portland, ME



- Trail
- Park or School
- 1/4 mile distance from Park or School

0 0.5 1 Miles

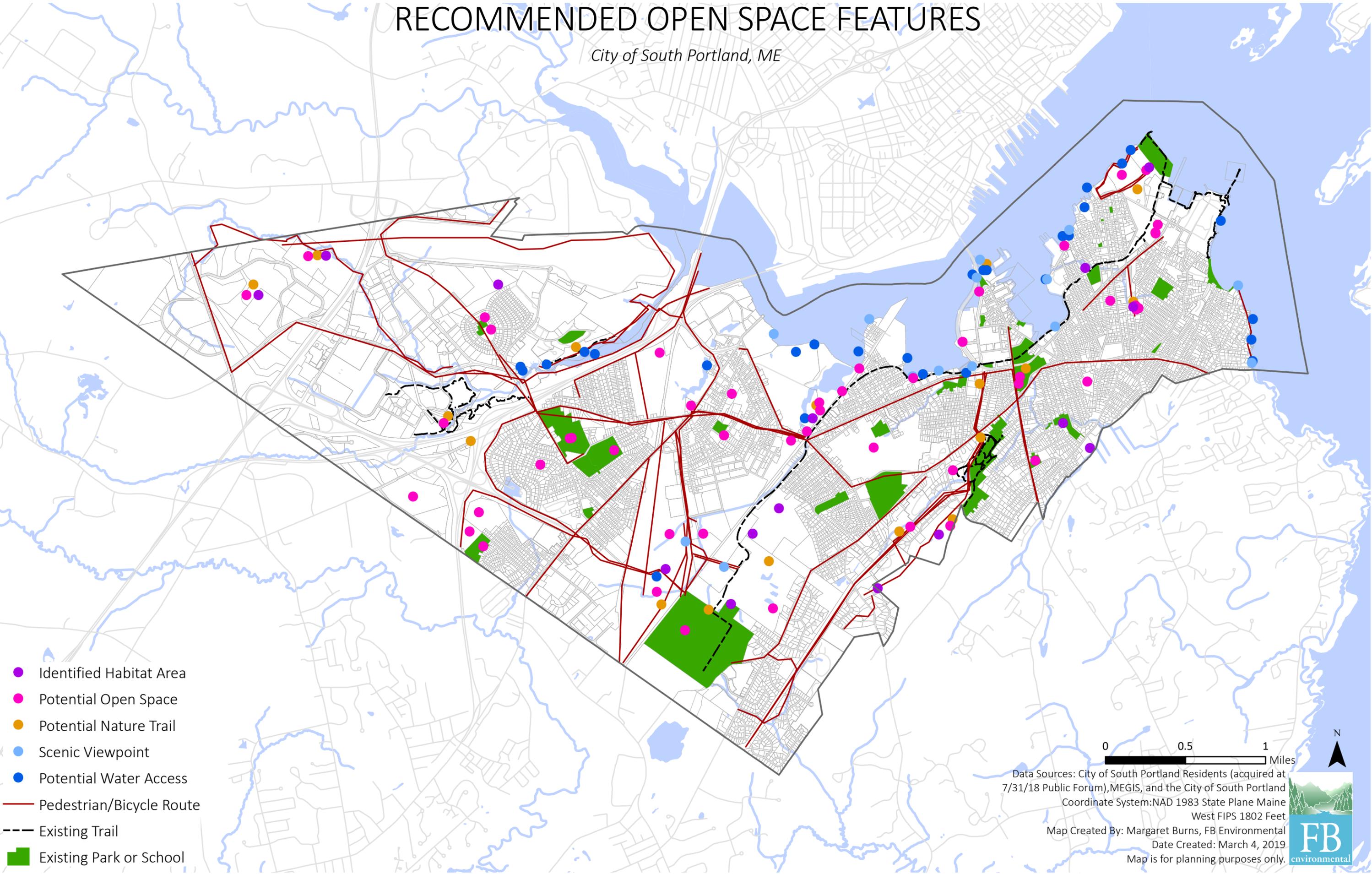
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Coordinate System: NAD 1983 State Plane Maine
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RECOMMENDED OPEN SPACE FEATURES

City of South Portland, ME



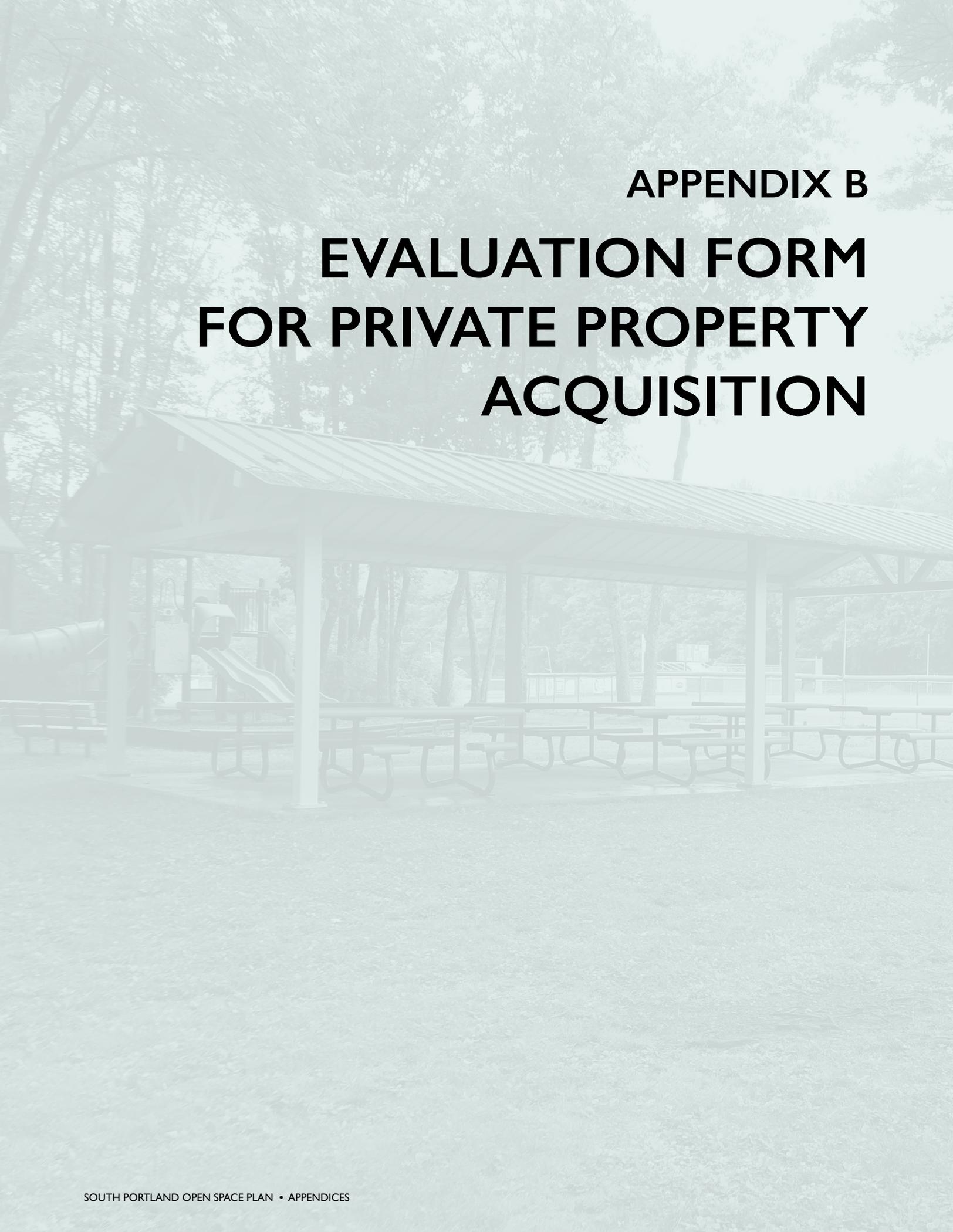
- Identified Habitat Area
- Potential Open Space
- Potential Nature Trail
- Scenic Viewpoint
- Potential Water Access
- Pedestrian/Bicycle Route
- - - Existing Trail
- Existing Park or School

0 0.5 1 Miles

Data Sources: City of South Portland Residents (acquired at 7/31/18 Public Forum), MEGIS, and the City of South Portland
Coordinate System: NAD 1983 State Plane Maine West FIPS 1802 Feet

Map Created By: Margaret Burns, FB Environmental
Date Created: March 4, 2019
Map is for planning purposes only.





APPENDIX B

**EVALUATION FORM
FOR PRIVATE PROPERTY
ACQUISITION**

EVALUATION FORM FOR PRIVATE LAND ACQUISITION

GENERAL INFORMATION ON PRIVATE LAND	NOTES
BASIC INFORMATION	
Map Block Lot	
Property Address	
Zoning District	
Parcel Size	
Undeveloped acreage of parcel	
Parcel Neighborhood	
Current use of the property	
Describe physical conditions of property (development, undeveloped, vegetation, impervious surfaces, etc.)	
OPEN SPACE INFORMATION	
As public open space, is the parcel a <i>Natural Area</i> or <i>Developed Park Land</i>	
Potential use/value of property if acquired as public open space	
What type of open space is in close proximity to the private parcel (type, proximity, protected status, connectivity)	

VALUE & DEVELOPMENT INFORMATION

Describe the development potential of the property

Assessed value of property

Anticipated market value of property

PURPOSE

Purpose for this evaluation

PROPERTY OWNER**NOTES****OWNER INFORMATION**

Property Owner

Property Owner Contact (email, phone, address)

Owner Contact (email, phone, address)

Has the owner been contacted? (by whom, date)

Does the owner have interest in preserving the land as open space?

Does the owner have interest in developing the land? If so, in what timeframe?

What price has the owner requested in potential property acquisition?

EVALUATION CRITERIA FOR ACQUISITION

	NOTES	HIGH	MED	LOW
PROVIDE PUBLIC ACCESS AND CONNECTIVITY TO OPEN SPACE FOR ALL RESIDENTS				
• Is the property accessible via public transportation?				
• Are any portions of the property ADA accessible?				
• Does the property provide sufficient parking to support anticipated open space use?				
• Is the property accessible to low income housing?				
• Does this property create a ten-minute walking distance for an area that would otherwise not have a park within a ten-minute walk?				
• Does the property have any existing recreation infrastructure (trails, lawns, etc.)?				
• Does the property have potential for trail connections to neighboring open spaces?				
• Does the property have access to sidewalks or bike lanes?				
• Does the property support any of the recommended connectivity strategies in the 2019 Open Space Plan or any other planning document?				
• Is the acquisition of the property an opportunity to improve open space connectivity?				
• Does the property provide open space access to a neighborhood that otherwise has limited access to open space?				
• Does the property provide a potential key linkage between existing open spaces?				
PRESERVE & ENHANCE NATURAL RESOURCES				
• Is the property part of a large undeveloped block of land?				
• Is the property contiguous with other undeveloped private land?				

<ul style="list-style-type: none"> • Is the property contiguous with any public open space lands? 				
<ul style="list-style-type: none"> • Is the property large enough to support significant habitat or protect natural resources? 				
<ul style="list-style-type: none"> • Does the property help protect prime greenways or wildlife corridors? 				
<ul style="list-style-type: none"> • Does the property provide habitat for any unique, threatened, or endangered species? 				
<ul style="list-style-type: none"> • Does the property protect critical habitat or an adjacent buffer zone for this habitat (sp. Blue mussel habitat to the east and west of Knightville, Eelgrass beds northeast of Willard Beach, softshell clam beds along the mouth of the Fore River, and Tidal Waterfowl and Wader habitat across much of the coastline)? 				
<ul style="list-style-type: none"> • Is the property a critical corridor for species migration? 				
<ul style="list-style-type: none"> • Does the property protect land of geological or landscape value of regional significance? 				
<ul style="list-style-type: none"> • Does the property protect drinking water sources? 				
<ul style="list-style-type: none"> • Does the property protect surface water from stormwater erosion or enhance buffer zones to surface water? This includes small ponds and tributaries as well as the Fore River and Casco Bay. 				
<ul style="list-style-type: none"> • Does the property protect wetlands of special significance? 				
ENHANCE COMMUNITY CHARACTER AND LIVABILITY OF THE CITY				
<ul style="list-style-type: none"> • Does the property protect anything of significant historical or cultural value? 				
<ul style="list-style-type: none"> • Does the property provide educational value to the community through the use of outdoor classroom space, signage, etc.? 				
<ul style="list-style-type: none"> • Would a potential recreational resource be unique to the neighborhood and community this property serves? 				
<ul style="list-style-type: none"> • Does the property protect scenic viewsheds or improve the aesthetic character of the area? 				
<ul style="list-style-type: none"> • Does the property provide open space in an area of the city that is lacking in other open space? 				

<ul style="list-style-type: none"> Does the property provide water access (ocean, river, beaches)? 				
<ul style="list-style-type: none"> Does the property provide access to any other points of interest? 				
<ul style="list-style-type: none"> Would preservation of the property enhance the quality of life for any members of the community? 				
<ul style="list-style-type: none"> Has there been community input or support for the acquisition of this property? 				
<ul style="list-style-type: none"> Is the property likely to be developed in the short term? 				
<ul style="list-style-type: none"> Is the landowner willing and interested in preserving the property as open space? (detailed information above in the landowner section) 				
PROTECT THE CITY FROM POTENTIAL IMPACTS OF CLIMATE CHANGE, IN ACCORDANCE WITH THE CITY-WIDE CLIMATE ACTION & ADAPTATION PLAN				
<ul style="list-style-type: none"> Does the property protect critical infrastructure from rising sea levels? 				
<ul style="list-style-type: none"> Does the property provide key flood protection through marshes or wetlands? 				
<ul style="list-style-type: none"> Does the property serve as access to City stormwater utilities that otherwise would be inaccessible? 				
<ul style="list-style-type: none"> Does acquiring the property as public open space assist in any other specified climate change mitigation or adaptation activities (i.e., protect critical infrastructure)? 				
<ul style="list-style-type: none"> Does the property provide trees for carbon sequestration? 				
<ul style="list-style-type: none"> Does the property provide/create natural buffers for flood or erosion controls? 				
<ul style="list-style-type: none"> Does acquiring the property as public open space assist in any other specified climate change mitigation or adaptation activities? 				

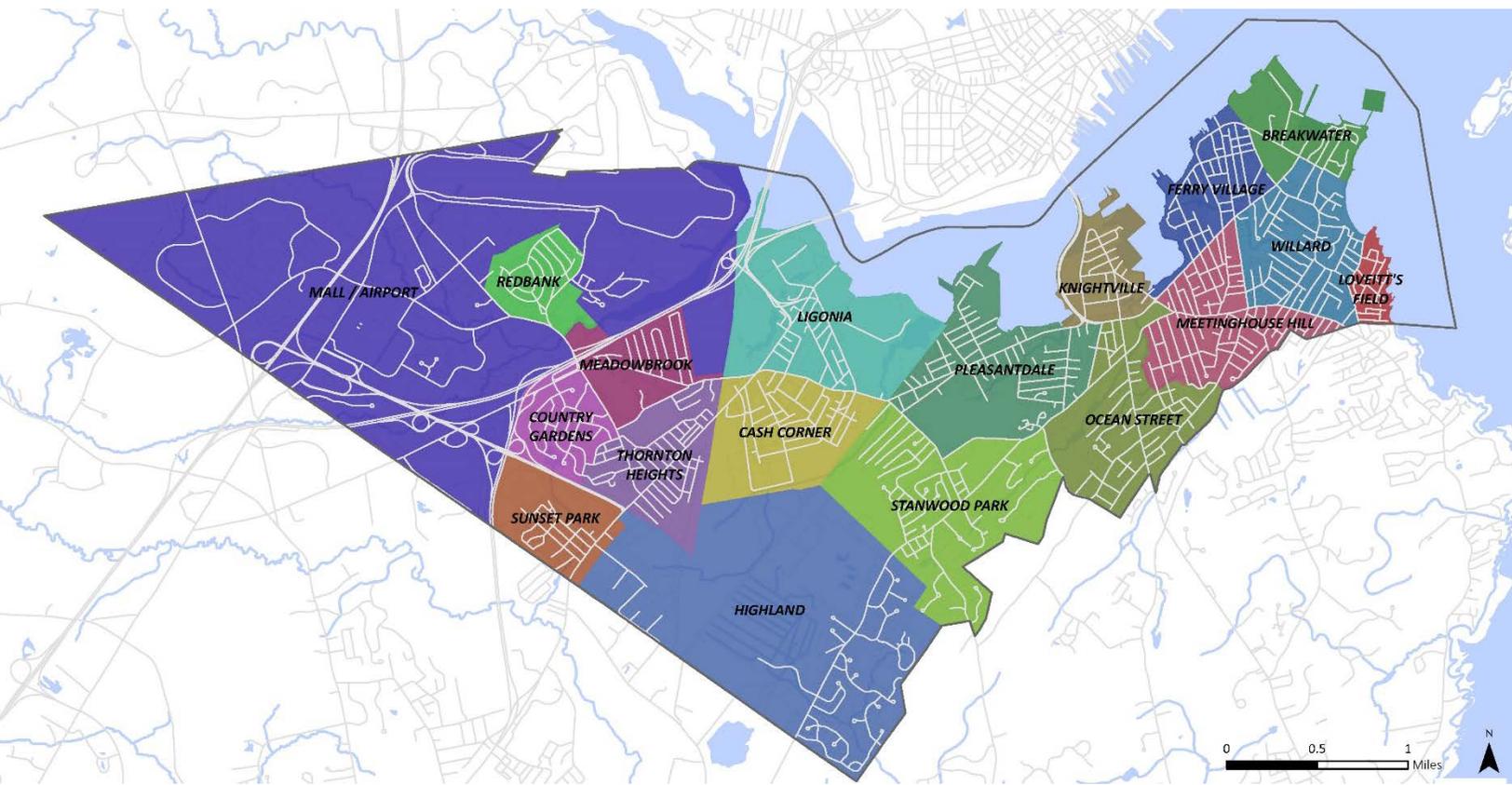
The background of the page is a faded, light green-tinted photograph of a park. It shows several large trees with dense foliage, a wooden bench, and a dog on a leash sitting on the grass. In the distance, there are some buildings and a parking lot with a few cars.

APPENDIX C

**NEIGHBORHOOD
RECOMMENDATIONS
FOR OPEN SPACE
IMPROVEMENTS**

NEIGHBORHOOD RECOMMENDATIONS FOR OPEN SPACE IMPROVEMENTS

This strategy provides succinct bulleted summaries by neighborhood residents for improved Open Space Connectivity in South Portland. As open space opportunities are evaluated, the following neighborhood recommendations should be considered.



Breakwater

- Preserve Bug Light Park.
 - Increase public water access.
 - Purchase 22 acres behind Bug Light Park.
 - Expand into old shipyards and remove oil tanks and chimneys on the piers.
 - Add connector between Ferry Village and Bug Light Park.
- Consider scenic viewsheds in future development.

Willard

- Add green space in center of Willard Square intersection.
- Maintain playgrounds at Willard Beach.
- Revise dog rules at Willard Beach.
- Enforce dog rules at Willard Beach.
- Improve accessibility to Sam DiPietro Park (current crosswalk has low visibility and traffic is fast).
- Add trees, a water fountain, inward facing benches at Sam DiPietro Park.
- Preserve Spring Point Shoreway as scenic viewpoint and potential future water access.
- Preserve the ‘Piggery’, which is undeveloped private land, was cited by many as an important open space for family use and to preserve wildlife. The ‘Piggery’ should be evaluated in accordance with **Section 5.1**, and may be a high priority for the City to purchase and maintain as open space. This site should be considered for maintaining existing trails, establishment of a community garden, and wildlife preservation. Residents have emphasized the desire for this to be maintained as a natural green space, as other open spaces can serve as sports recreation areas.
- Preserve paper streets. *NOTE: There are limited development rights in paper streets and the City has extremely limited control over paper streets.*

Ferry Village

- Improve water access and scenic waterfront vistas.
- Clean-up trash at Davidson Beach and West High Street Beach.
- Improve safety of road crossings on East Coast Greenway.
- Add open space land adjacent to the East Coast Greenway.

Loveitt’s Field

- Improve access to Danforth Cove – specifically access to private beaches.
- Create a trail along the coast to increase access.

Meetinghouse Hill

- The most important open spaces in the Meetinghouse Hill neighborhood identified by the public include: Trout Brook Nature Preserve, the open space at the corner of Ocean Street (Route 77) and Sawyer Street (behind the City office), the previous public works facility on O’Neil Street, the open space located between 6th, Clemens, Sprague, and Mussey Streets.
- Mussey Street is an opportunity for improved wildlife habitat and use as a community garden space.
- Improve safety and visibility of Cottage Road crosswalks.
- Increase pedestrian access between the South Portland Public Library, Otto’s Pizza, and the Meetinghouse Hill residential area.
- Reduce plant height at the corner of Mitchell Road and Hillside Avenue.

Ocean Street

- Improve Hinckley Park, a valuable and well used open space:
 - Add a fenced-in dog park and dog run adjacent to the community garden.
 - Enforce dog leash laws and dog waste clean-up.
 - Improve site erosion.
- Preserve former Hamlin School field and the existing Hamlin School Community Garden (the open space at the corner of Ocean Street and Sawyer Street discussed above), as well as the Mahoney Middle School field and Brown School recreation facilities.
- Improve pedestrian and bicycling access (specifically for children) and increase crosswalks in the Brown School neighborhood.
- Add an open space corridor between the Pleasantdale and Ocean Street neighborhoods.

Knightville

- Open spaces important to the Knightville neighborhood include Thomas Knight Park, Mill Creek Park, and Legere Park.
- Increase lighting and cut back shrubbery at Thomas Knight Park to improve safety.
- Expand access to docks under Casco Bay Bridge.
- Consider hosting vendors and events at Thomas Knight Park.
- Add a playground to Mill Creek Park.
- Add trash cans to Waterman Drive.
- Create park at the current location of John's Service Auto Body Shop or Paulin's Tire and Auto Care on Broadway Street; increase pedestrian crosswalks in this area.
- Improve crosswalks along Broadway, specifically to Mill Creek Park, Mahoney Middle School Field, and Brown School Recreation Facilities.
- Add protected bicycle lane across Casco Bay Bridge to improve safety.

Pleasantdale

- Preserve open space bordering the Sprague Portland Pipeline Facilities Tank Farm.
- Maintain Mildred Street Pond (i.e. trash cleanup) and increase safety, as it is an important location for nature preservation – especially birding—and good for family use.
- Connect the trail from South Kelsey Street along the Anthoine Creek to the Kaler School.
- Add a fenced dog park to the land in front of the oil tanks near Campbell's Market; *NOTE: This is private land owned by the Portland Pipeline Company.*
- There may be open space opportunities behind the Evergreen Credit Union off Broadway (access to the small pond behind the building and the potential for a boat launch access to the harbor); this point on the shoreline was also noted as a scenic viewpoint.

Stanwood Park

- The Stanwood Park neighborhood has several locations along its southeastern side, off of Highland Avenue, which have potential open space value for nature preserves.
- Expand trails and conserved open space in Dow's Woods.
- Preserve the undeveloped watershed boundary along the border between South Portland and Cape Elizabeth.
- Fickett Street contains small parcels of residential land which neighboring landowners could work collaboratively to establish open space connectivity.
- Improve bicycle and pedestrian access on Fickett Street and at the bridge adjacent to Dock's Seafood and Amato's.

Ligonia

- The rear of Forest City Cemetery has potential water access.
- Explore acquisition of land adjacent to the east side of the cemetery for open space and natural resource preservation; this area is currently vacant commercial space.
- Barberry Woods has no public access; Barberry Creek access could connect to Forest City Cemetery.
- Improve connectivity to the East Coast Greenway.
- Calvary Cemetery also has open space and water access potential; the woods in Calvary Cemetery could serve as a green space.

Cash Corner

- Important existing open space identified by the public included the Lincoln School recreational facilities.
- Potential open space located in the area around Evans Street and Broadway Avenue.
- Add a boardwalk to the marsh area to connect Cash Corner and Wainwright Farms Recreation Complex (potentially starting at Rumery Street).
- There is a lack of safe, straight routes to access the east end of the City; crosswalks with flashing lights could improve walkability to open spaces.

Highland

- Wainwright Farms Recreation Complex was identified as an important existing open space for nature preservation, scenic viewpoints, and recreation. Suggestions to improve this space include adding lighting to the access routes to the Greenbelt to make it safer (e.g., behind the fields), expansion of the park's facilities and improving the playground (specifically, adding a splashpad).
- Improve access to Wainwright Farms Recreation Complex from the east side through Rigby Yard (pedestrian and bicycle route); connecting the gap in the Eastern Trail between Wainwright Farms and Scarborough would increase connectivity between open spaces.

Sunset Park

- Prioritize Wilkinson Park for preservation.
- Improve safety and accessibility of bicycle lanes on Main Street near Sunset Park.

Thornton Heights

- Identified important open spaces include the South Portland Municipal Golf Course and the green space of Memorial Middle School.
- Preservation of the open space if Memorial Middle School is moved/consolidated; expansion/conversion of the South Portland Municipal Golf Course into open space including construction of nature trails and recreation areas for activities such as disc golf.
- The parcel at 611 Main Street is an existing open space with potential to be managed as a park.
NOTE: Following the Open Space Public Forum, the sale of St. John's Church at 611 Main Street to the South Portland Housing Authority was completed for development with 40 housing units.
- Improve access to the Greenbelt and Clark's Pond Trails.

Country Gardens

- Improve access and safety to Clark's Pond Trail and Long Creek Trail; Clark's Pond Trail is not consistently safe and it is difficult to walk there due to road design and traffic, despite being close to the neighborhood; increased use may improve the safety in this area.
- Clark's Pond Trail is not bicycle-friendly, as there are stairs in the area by I-295; connecting Veteran's Bridge to the Clark's Pond area could improve the pedestrian experience.

Meadowbrook

- Identified important open spaces including Clark's Pond Trail and the South Portland Municipal Golf Course.
- Improve access to the Clark's Pond Trail.

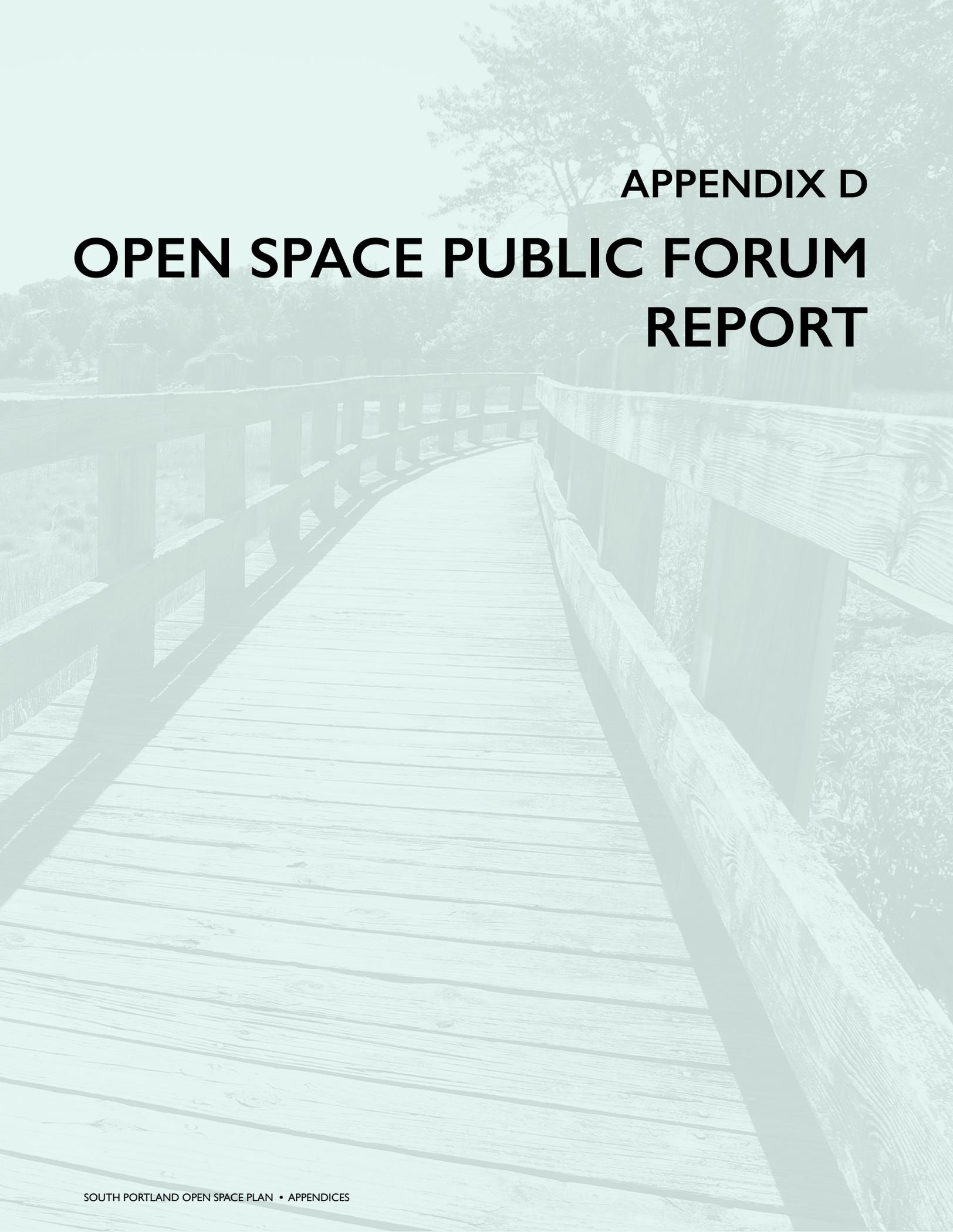
Redbank

- The Redbank Community Park was identified as the most important open space.
- There is opportunity to add a community garden to the Redbank Community Park.
- Improve accessibility for pedestrians and cyclists in the Country Gardens Neighborhood and to the local schools.

Mall/Airport

- Identified important open spaces including Jordan Park, the Long Creek Trail, Clark's Pond Trail, and Sable Oaks Country Club and Golf Course; *NOTE: Following the Open Space Public Forum, closure of the Sable Oaks Country Club was announced, this property is slated for development.*
- Improve the trail along Long Creek to the Fore River with a canoe and kayak drop-off ramp at the Long Creek pump station.
- Create natural recreational space for multiple ages and interests at Sable Oaks Golf Course¹.
- Improve accessibility to the Maine Mall and the Portland Jetport (Airport) via bicycle lanes and pedestrian walkways.

¹Sable Oaks has closed following the public input session but prior to the development of this final plan document.



APPENDIX D

OPEN SPACE PUBLIC FORUM REPORT

SOUTH PORTLAND OPEN SPACE PLANNING PUBLIC FORUM

Tuesday, July 31, 2018
6:30 – 8:30 pm
Community Center Senior Wing
21 Nelson Road, South Portland

TABLE OF CONTENTS:

1. Purpose
2. Forum Agenda
3. Format & Participation
4. Small Group Activities
5. Small Group Responses
6. Neighborhood Comment Cards

I. PURPOSE

This forum served as a point of introduction of the South Portland Open Space Planning Project and the Open Space Planning Committee (OSPC) to the public. The goal of the forum was to present existing open spaces in the city, present the results of the online community survey, and facilitate a discussion about strategies for strengthening and expanding the open space network in South Portland.

2. FOURM AGENDA

6:30 – 7:00 **Introduction and Presentation**

7:00 – 7:55 **Small Group Activities**

7:55 – 8:20 **Group Reporting**

8:20 – 8:25 **Complete Neighborhood Comment Cards**

8:25 – 8:30 **Closing Comments**

3. FORMAT & PARTICIPATION

The meeting opened with a thirty-minute presentation by consultants from FB Environmental and Terrence J. DeWan & Associates (TJD&A). The three planning consultants provided an introductory presentation which included an overview and timeline of the open space planning process, a virtual tour of the existing open spaces in South Portland, a presentation of the online community survey results, and an introduction to the small group activities.

Following the presentation, the participants worked in small groups to complete a series of activities. The 39 participants at the forum were divided randomly into five groups. Each group was led by a facilitator, who was a member of the OSPC. Other committee members either floated between groups or were participants in a single group activity. A 36" x 66" base map of the City, colored dot stickers, markers, an easel, and a large flip chart were supplied to each group.

The small group activities involved brainstorming open space priorities, suggestions of strategies moving forward, and plotting important locations on a South Portland map. The mapping activity allowed residents to locate scenic viewpoints, potential water access points, potential and existing undocumented nature trails, natural resource/habitat areas to preserve, and other potential locations to preserve as future open space. The forum participants were asked to map suggested improvements to neighborhood connectivity to open spaces, via trails as well as pedestrian and bicycle infrastructure. The groups developed potential strategies for acquiring additional open space and for engaging the public at the upcoming public forum in October.

4. SMALL GROUP ACTIVITIES

The attending community members were divided into groups and given the following instructions on mapping and open plan strategies:

1. **MAPPING IMPORTANT LOCATIONS.** The survey results show that the participants value nature trails, water access points, scenic viewpoints, and natural resources/habitat areas. We need your help identifying these places. On the map provided, use colored dots to identify each place and write notes next to the dots if you have additional information for each point. In addition to the map, please record your ideas on the flipchart. *(20 minutes)*

1. Scenic Viewpoints to preserve (pink dot)
2. Potential Water Access Points (red dot)
3. Potential Nature Trails (yellow dot)
4. Natural Resource / Habitat Areas to preserve (green dot)
5. Potential locations to preserve as future open space (orange dot)

2. **MAPPING CONNECTIVITY.** The survey results show that connections between neighborhoods and open spaces are an important part of improving the open space network in South Portland. On the map provided, use colored highlighters to identify ways of connecting open spaces with neighborhoods and ways of connecting open spaces to each other. This may be in the form of trails, improved pedestrian infrastructure, and improved bicycle infrastructure on streets. In addition to the map, please record your ideas on the flipchart. *(15 minutes)*

1. Potential Trails (yellow marker)
2. Improved pedestrian infrastructure (blue marker)
3. Improved bicycle infrastructure (green marker)

3. **STRATEGIES & NEXT STEPS.** We plan to have a second community forum later this year to discuss and evaluate methods for preserving and enhancing the South Portland open space network. Between now and then, the OSPC will be developing those strategies. *(15 minutes)*

1. Do you have ideas about ways to acquire or preserve additional open space in South Portland?
2. How might we engage the public in the review of these ideas and strategies at the next public forum?

Please record your ideas on the flipchart.

- Skate park should not be at Mill Creek
- Mahoney Middle School redevelopment opportunities
- O’Neil Street Former Public Works property
- More pocket parks throughout city
- Nature trails in west end
- Area east of Thomas Knight Park – “sandglass beach”
- Work with utility companies and developers to improve spaces
- Improve access to Wainwright Sports Complex from west end
- Viewpoint on landfill
- Make golf course have multiple uses
- Need better signage
- Bike access to mall
- Open space next to bug light

CONNECTIVITY

- West end to Wainwright Sports Complex through Rigby Yard? Bridge?
- Connect east and west sides of city
- Don’t give up on railroad negotiations
- Red Bank to schools
- Work with developers to maximize benefit to public
- Greenbelt to mall
- Better pedestrian experience in west end, including sidewalks
- Trail that circumnavigates city?
- Calvary cemetery woods?
- Connect all neighborhoods along city spine
- Need proper funding for connectivity infrastructure
 - Impact fees
- Consider how increased tourism will affect city

POTENTIAL STRATEGIES

- Funding is key
- Partnerships with developers and businesses who are seeking opportunities:
 - Corporate adoption
 - Clean ups
 - Coast Guard to caretake beaches
 - Adopt a park
 - Educational institutions
 - More public and private outreach for funding and participation
- Reminders to users of how to be respectful of other users
- Create diversity of users to appeal to different groups of people (equity)
- How to increase participation in this process
 - Flyers to distribute at schools, libraries, buses
 - Bring friends and neighbors
 - Promote recreation not open space

- Increase knowledge about signage, markings of parks and rec systems to educate users and non-users
- Work on enforcement and cleanup of public areas

GROUP 2

Name	Neighborhood
Richard Rottkov, Facilitator	Ocean Street
Max Wibby	Cash Corner
Matt Wibby	Cash Corner
Kat Taylor	Broadway Gardens
Karen Lewis	Ferry Village
Marcia Grant	Willard
Kate Gatti	Stanwood Park
Sue H	Knightville

MAP



IMPORTANT LOCATION & CONNECTIVITY

- No greenbelt when dog walking because bikes are dangerous
- Clarks Pond – 295 area has stairs: no bike
- Boardwalks added to marsh area on Greenbelt from Cash Corner to Wainwright fields - start at Rumery Street or other location?
- The Piggery – find access point, problem with fence
- Find location for a fenced-in dog park, maybe municipal services?
- Purchase property at oil tanks by High School and tanks by Bug Light

- Can we maintain spaces we already have (e.g. trees removed from shoreline)?
- Hinckley Park needs maintenance

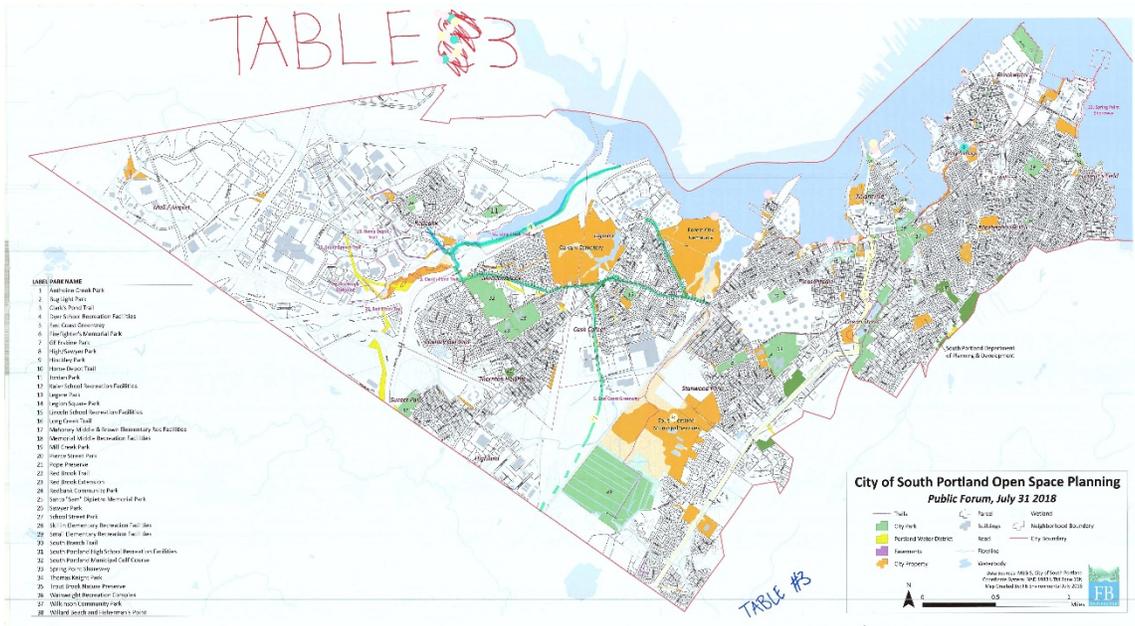
POTENTIAL STRATEGIES

- Raise money to purchase land
 - o Facebook page asking for small donations to pay for ads
 - o More write ups in paper
 - o 1 cent tax for funds to preserve and purchase open space
 - o Bond issue for \$2 million to support green space

GROUP 3

Name	Neighborhood
Sharon Newman, Facilitator	Not listed
Rachel Gallo	Willard
Jessica Wibby	Cash Corner
David Noakes	Pleasantdale
Lisa Hutchison	Ocean Street
Rob Hutchison	Ocean Street
Alessa Leylie	Stanwood Park
Adam Wolf	Willard
Taylor Strubell	Knightville
Jody Meredith	Thornton Heights

MAP



IMPORTANT LOCATIONS & CONNECTIVITY

- The Piggery (access?)
- Power line – potential trail connector?
 - Biking access through Hinckley Park
 - Water access near Long Creek
 - Try to connect Cash Corner to Greenbelt
- Community Garden (location not identified)
- Formalize existing rough trails
- Clear cut and connect pond (name not documented)
- Trail through Rigby railroad yard connecting to Pleasant Hill Road area
- Connect Veteran’s Bridge to Clark’s Pond area and improve pedestrian infrastructure
- Boat launch for all tides
- Barberry Creek – connectivity and access issues
- Paper streets – potential open space to preserve
- Old Joe’s Pond – preserve
- Connect City’s West side with more pedestrian/bike infrastructure
 - Long Creek, Redbank neighborhoods

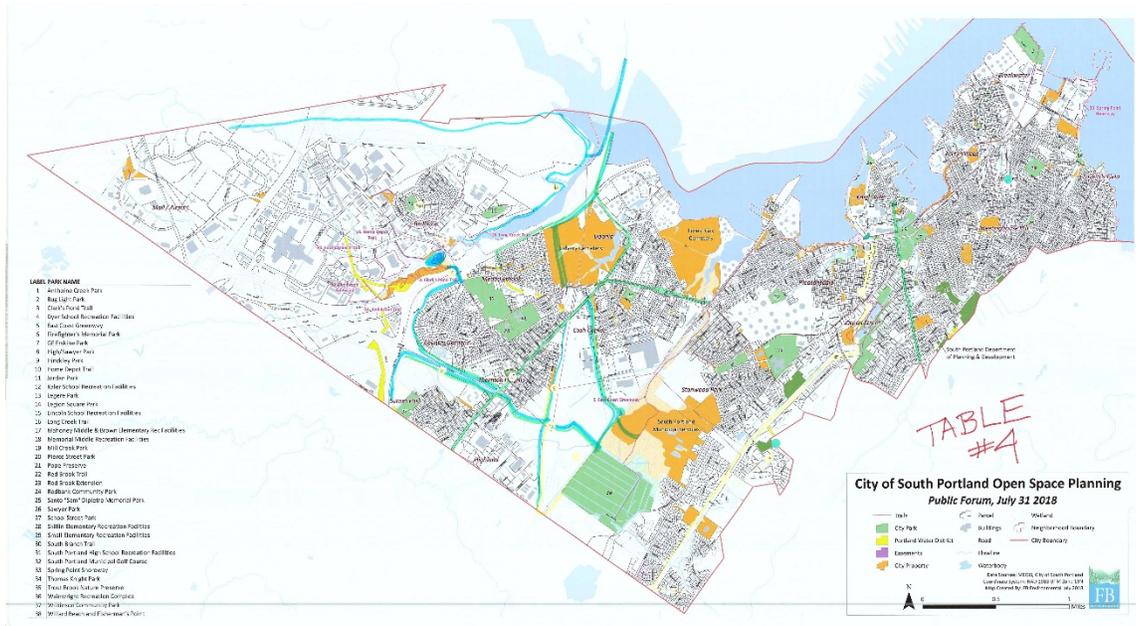
STRATEGIES

- Involve neighborhoods in decisions
- Meetup in Western/Redbank area – encourage participation
- It is challenging for working class residents to get to meetings if during the day
- Proactively identify high priority properties that abut public lands to purchase
- Post visuals at local businesses to create more awareness in each area
- Spend the money, buy now before price increases
- Encourage private property owners to donate land as part of tax benefit? Estate planning?
- High priority properties for purchase should use the Land Bank
- Create digital access app with town park information

GROUP 4

Name	Neighborhood
Fred Dillon, Facilitator	City of South Portland Stormwater Coordinator
Rachel Burger	Knightville
Thea Sames	Willard
John Cole	Hillside
Andy Gagnon	Thornton Heights
Victoria Morales	Thornton Heights
Nancy Crowell	Fickett St/Highland
William Mann	City of South Portland Economic Development Director

MAP



IMPORTANT LOCATIONS & CONNECTIONS

- The Piggery
 - Connects neighborhood
 - Wildlife habitat
 - Community garden?
- Edible forest – needs a location
 - Berry picking
 - Pollinator corridors along Greenbelt – wildflowers instead of mowing
- Canoe and kayak ramp drop off – Long Creek pump station?
- CMP power line – trail and view protection
- Work with landowners to connect neighborhoods
 - All trails don't need to be large and wide
 - Fickett Street neighbors

- Pedestrian Bridge Waterman/Broadway/Bridge
- Park Behind Yankee Ford
- White Tail Junction – bike trail connection Cash Corner to Greenbelt
- Preserve existing trees as well as planting new
- Pedestrian/bike along rail line from Rigby Yard
- Add qualified arborist to City staff above existing maintenance positions
- Make use of non-conforming lots for natural habitats or play spaces for kids
- Improve bike lanes on all streets, especially on Route 77 (Ocean Street)
- Identify government rights-of-way for trails
- Add a community garden at Sawyer Park
- Loop trails around developments (government or contractor easements)
- Review mowing habits to encourage (grass?) root strength, improve soils to encourage growth
- Consider using the Pan Am rail line for connectivity?
- Biking and pedestrian infrastructure along DOT rights-of-way (power line property)

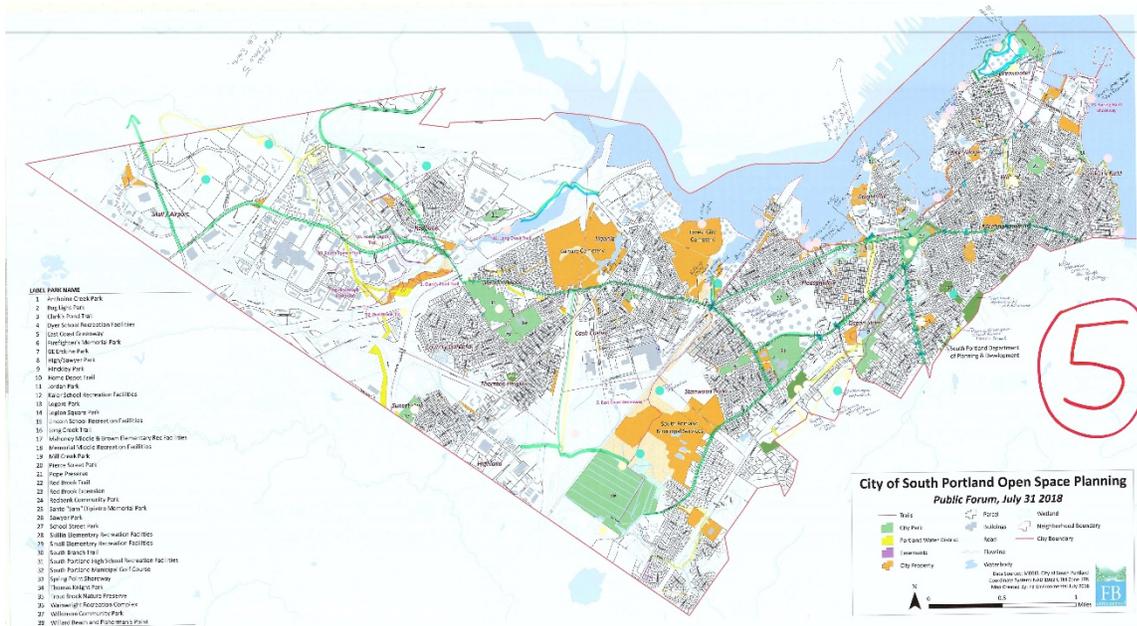
STRATEGIES

- Be bold
- Knock on doors of residents with green spaces and ask if they would like to be part of the solution
- Be creative
- Overlay paper streets and consider them as potential trail connections
- Conservation easements
- Increase Land Bank fund to more than 10%
- Increase partnerships with local land trusts with contiguous spaces especially our own South Portland Land Trust
- Conservation impact fee on development
- Partnerships with schools – gardens, too
- Use the library for education and outreach
- SPC-TV shows
- Get middle and high schoolers involved in visioning to prepare them to be good stewards in the future and to inform them of the vocational/professional benefits of careers in environment/planning
- “Safe streets” program

GROUP 5

Name	Neighborhood
Patti Smith, Facilitator	Ocean Street
Jean Twomey	Pleasantdale
Kate Lewis	Meetinghouse Hill
Kathi Perkins	Country Gardens
Cally Field	Ferry Village
Andy Hoffman	Meetinghouse Hill
Susan Chase	Ocean Street

MAP



CONNECTIVITY:

- Connections to open spaces from neighborhoods via bike and pedestrian trails/roadways
- Increase public access to water – river, creeks, ocean
- Safer pedestrian crossings – Cash Corner, Broadway and Evans
- Connecting City's west and east side via trails and safer walkways
- More open space preserved on west side
- Unify west and east sides of city

6. NEIGHBORHOOD COMMENT CARDS

The neighborhood comment cards were a way to receive feedback about open space in participants’ neighborhoods. They provided an additional, optional way to identify needs on a local scale. Identification on the cards was optional as well, so participants could comfortably provide the most pressing information in case they did not get a chance to speak up at the group discussions.

There were 23 total comment cards. This represents over half of the forum attendees. They represented the following neighborhoods:

- Cash Corner – 2
- Ferry Village – 4
- Highland – 1
- Knightville – 2
- Meetinghouse Hill – 2
- Ocean Street – 3
- Pleasantdale – 2
- Thorton Heights – 1
- Willard – 4
- Other – 2

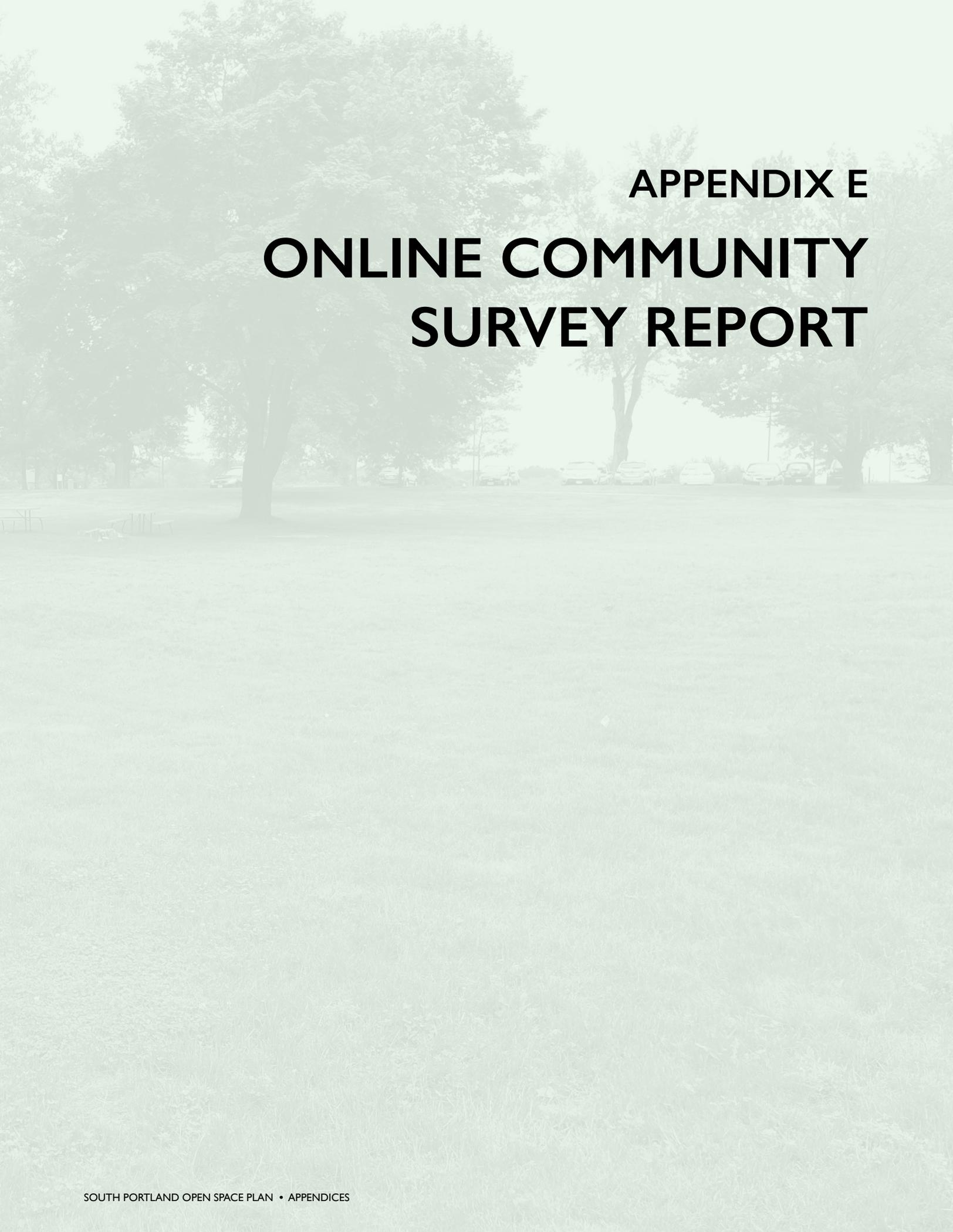
Each individual comment card is transcribed in the table below:

Neighborhood	Comment
Cash Corner	I commute from the Mall to Cash Corner on my bike. The road stretch[ing] from Seadogs to the golf course is very dangerous. The Clarks Pond trail is not bike friendly. Can we build a bike commuter system in that stretch? Can we find a good steep hill for a sledding park? Can we extend the greenbelt from wainwright to Scarborough?
Cash Corner	Connectivity! There are very little safe, straight routes to open spaces from my area to the East End. It is very frustrating. Also even adding green spaces where available because there are few near us.
Ferry Village	Clean up and enforcement at West Highland Beach
Ferry Village	Continued maintenance of Bug Light Park and Spring Point, as well as Mill Creek Park, and other established open spaces. Also, an effort by the City to patrol W High Street Beach should be a priority
Ferry Village	We seem to have much already with Beltway, but bit more water access, a few safe road crossings, bike space on roads
Ferry Village	Portland Street Pier – preserve Preserve open space/views from pipeline property
Highland (Fickett)	Connect private lots by asking owners to be part of a larger puzzle that would make an impact.

	<p>Scarborough passes lots of land bonds – can't we do the same?</p> <p>Create bike lanes on Fickett Street</p>
Knightsville	<p>Clean up beach next to Thomas Knight Park</p> <p>Keep Mill Creek Park as it is, no skateboards</p> <p>Leave geese and ducks alone</p> <p>Bicyclists are not careful around pedestrians on the greenbelt, same with dog owners</p>
Knightsville	Better water access to small beach under Casco Bay Bridge
Meetinghouse Hill	Better pedestrian/cycling infrastructure and crossings all along Cottage Ave, more lighted crosswalks, bike lanes, speed bumps, rotary in the Cottage/Pillsbury intersection
Ocean street/Meetinghouse Hill	More community gardens, especially in central and west sides of the city.
Sylvan sites – Ocean Street	<p>Garden Clubs</p> <p>"Trails in your hood" campaign – each neighborhood connected to next with local involvement</p>
Ocean Street	Our neighborhood <u>needs</u> to have the grounds of the planning office preserved as open space. The Community Garden needs a permanent home, kids play ball year-round in this space, and dog walkers are present every day. Sledding occurs there in the winter and kids and parents alike lament the loss of the playground equipment. The land was recently almost sold to a commercial business – our neighborhood needs this area protected!
Ocean Street	<p>One digital website location that show all open spaces and what they can be used for</p> <p>Keep properties clean, trash, dog waste</p> <p>We live near a paper street where people are starting to dump construction waste (end of Brenton Street)</p>
Pleasantdale	<p>Provide access to Barberry Creek to access Forest City Cemetery</p> <p>Clean up greenbelt trail, get volunteers or sponsors to maintain like roadways</p>
Pleasantdale	<p>Cross Broadway safely</p> <p>New water access for kayaking or swimming</p> <p>Preserve wildlife corridors and habitat</p>
Thornton Heights	<p>A way to get through Cash Corner safely on a bike</p> <p>Community garden space</p> <p>Preserve existing open space – golf course/skillin memorial playing fields. Better access to the water (long creek area) for kayaking</p>
Willard	I would really like to see "the piggery" purchased and preserved.

	Field at end of Broadway (East End) near oil tanks could be a dog park – is it only used for Tri for a Cure parking? Purchase small lots for playgrounds
Willard	More partnership with land trust
Willard	It seems as though so many of the mentioned open spaces are developed and treated. That's one big reason that I'd love to see the Piggery preserved – a place where trees can grow and wildlife can live – not just a ballfield, but a natural place that connects so many neighborhoods- kids can play and fall in love with the natural world. Developing this wild lot would destroy the feel of our neighborhood and add so many cars to our already congested streets. Please, we'll do anything to save this land. There is so little left wild in our neighborhood we need a place where trees can simply live, especially with so many non-conforming lots being built on now. Thanks again, save the piggery!
Willard	Protect and maintain what we have now Tons of invasive plants Replant large trees that were removed at the end of Beach Street Signs for open space bike trail and expected behavior
Neighborhood not indicated	Protecting natural areas to preserve as flora and fauna – need woods and wetlands of sufficient size and diversity to support an abundance of nature
Neighborhood not indicated	Safe bike bypass for commuters from mall to golf course Dog parks Greenbelt connector to Scarborough Sledding hill

Total: 23 comment cards



APPENDIX E

**ONLINE COMMUNITY
SURVEY REPORT**

ONLINE COMMUNITY SURVEY QUESTIONS



SOUTH PORTLAND OPEN SPACE

The City of South Portland is developing an Open Space Strategic Plan and we need your help!

Open space generally includes areas such as parks, trails, beaches and forested areas. The survey will ask about how you currently use open space in South Portland and how the city might prioritize the preservation of open space in the future.

The survey will take less than 10 minutes.

For more information, please visit <http://www.southportland.org/our-city/board-and-committees/open-space-committee/>.

Thank you for completing this survey. Please pass on to your friends and neighbors!

NEXT

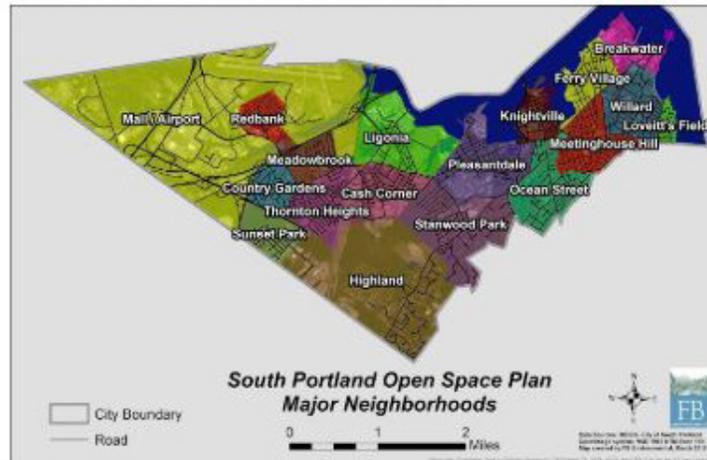


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ABOUT YOU

SOUTH PORTLAND NEIGHBORHOOD MAP



INTERACTIVE NEIGHBORHOOD MAP: <https://bit.ly/2rMGw65>

What neighborhood do you live in? (see neighborhood map above)

Choose

How long have you lived in South Portland?

- 0 - 6 months
- 6 months - 2 years
- 2 - 5 years
- 5 -15 years
- Over 15 years

What age bracket are you in?

- 0-10
- 11-20
- 21-30
- 31-40
- 41-50
- 51-65
- 66+

If others live in your household, what age brackets are they in?
(choose all that apply)

0-10

11-20

21-30

31-40

41-50

51-65

66+

Do you rent or own your home?

rent

own

What is the best way to communicate with you about the
progress of the Open Space Plan? (choose all that apply)

Sentry newspaper

SPC TV Public Access

City website

Social media

Conversations with city staff / councilors

Notices through the schools

Other: _____

BACK

NEXT

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EXISTING OPEN SPACE

How frequently do you or your family participate in the following recreational activities in South Portland open spaces?

	N/A	MONTHLY	WEEKLY	DAILY
Walking / Jogging	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Biking	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Going to a playground	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Organized sport (soccer, etc.)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Wildlife/bird watching	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Dog walking	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Fishing	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Enjoying scenic views	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Going to the beach	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Community gardening	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

How long does it take to get to the nearest park, trail, or open space?

- It is less than a 10 minute walk from my home
- It is a 10-20 minute walk from my home
- It is too far to walk, but I can ride a bike
- I need to drive a car
- I don't know

How easy is it to get to the nearest park, trail, or open space?

- EASY & SAFE: I have good sidewalks, crosswalks, bike lane, or trail between my home and the nearest open space.
- SOMEWHAT DIFFICULT: I have some sidewalks or crosswalks, but not a continuous safe route between my home and the nearest open space.
- DIFFICULT & DANGEROUS: I do not have any sidewalks, crosswalks, or trail between my home and the nearest open space.

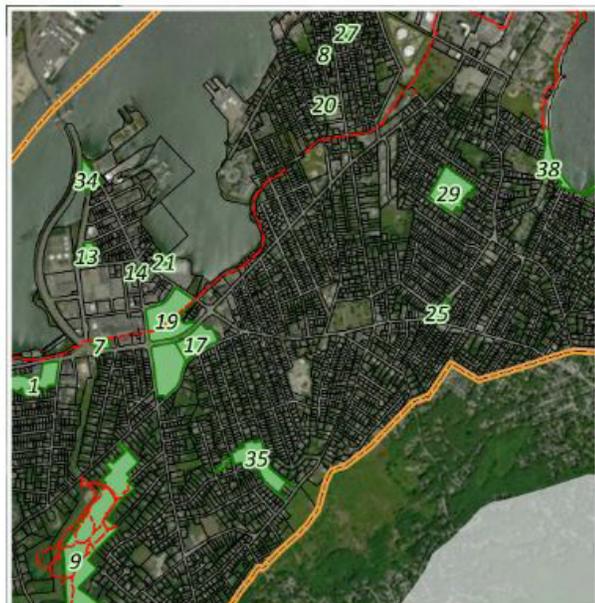
MAP OF SOUTH PORTLAND OPEN SPACES (use maps for reference in next question)



WEST MAP INSET



EAST MAP INSET



Which open spaces in South Portland do you or your family use most frequently? (choose all that apply)

- 1. Anthoine Creek Park
- 2. Bug Light Park
- 3. Clarks Pond Trail
- 4. Dyer School Recreational Facilities
- 5. East Coast Greenway / Greenbelt Walkway
- 6. Firefighter's Memorial Park
- 7. "GE" Erskine Park
- 8. High/Sawyer Park
- 9. Hinckley Park
- 10. Home Depot Trail
- 11. Jordan Park
- 12. Kaler School Recreation Facilities
- 13. Legere Park
- 14. Legion Square Park
- 15. Lincoln School Recreational Facilities
- 16. Long Creek Trail
- 17. Mahoney Middle & Brown Elementary Rec Facilities
- 18. Memorial Middle School Rec Facilities
- 19. Mill Creek Park
- 20. Pierce Street Park
- 21. Pope Preserve
- 22. Red Brook Trail
- 23. Red Brook Extension
- 24. Redbank Community Park
- 25. Santo "Sam" Dipietro Memorial Park
- 26. Sawyer Park
- 27. School Street Park
- 28. Skillin Elementary Recreation Facilities
- 29. Small Elementary Recreation Facilities
- 30. South Branch Trail
- 31. South Portland High School Recreation Facilities
- 32. South Portland Municipal Golf Course
- 33. Spring Point Shoreway
- 34. Thomas Knight Park
- 35. Trout Brook Nature Preserve
- 36. Wainwright Recreation Complex
- 37. Wilkinson Community Park
- 38. Willard Beach
- Other: _____

OPEN SPACE IN THE FUTURE

There are many types of open spaces in South Portland. What types of open space should the city prioritize for preservation.

	NOT A PRIORITY	LOW PRIORITY	MODERATE PRIORITY	HIGH PRIORITY
Small green spaces throughout the city	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Large tracts of open land	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Areas adjacent to existing parkland	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Connections between existing open spaces	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Trail linkages between neighborhoods	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Areas without nearby open space	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Scenic viewpoints	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Water access points	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Community gardens	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Significant wildlife habitat	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Water resources	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Nature trails	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

In the preservation of open space, which of the following goals should be a priority for the city?

	NOT A PRIORITY	LOW PRIORITY	MODERATE PRIORITY	HIGH PRIORITY
Protect significant natural resources and wildlife habitat	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Provide open space that is easily accessible	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Connect open spaces and neighborhoods	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Provide outdoor recreation facilities	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Promote opportunities for health and wellness	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Provide the public with water access	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Maintain community character	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

How important is open space to you and your family?

- Very important
- Somewhat important
- Not important

If you have additional thoughts or know places you would like to see preserved as open space, please leave your comments below:

Your answer

If you would like to receive information about the Open Space Strategic Plan, please provide us with your email address.

Your answer

AN OPEN SPACE PUBLIC MEETING: TUESDAY, JULY 31, 2018

[BACK](#)

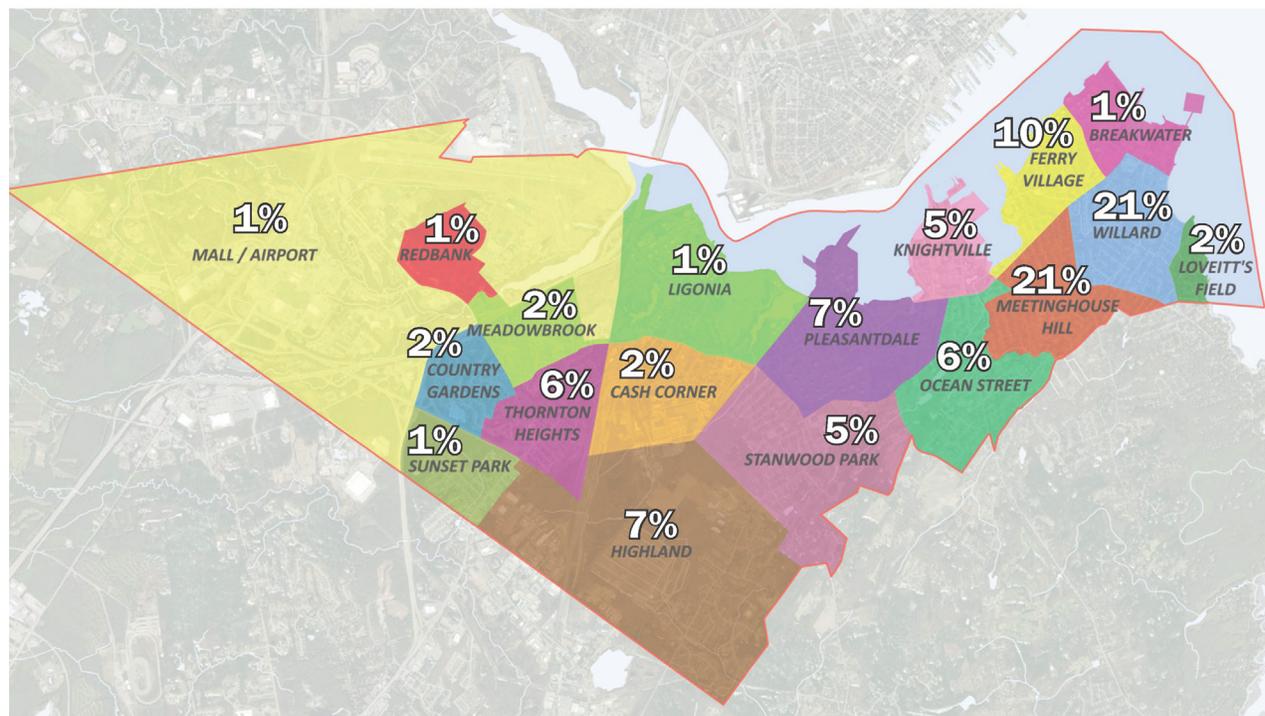
[SUBMIT](#)

 Page 4 of 4

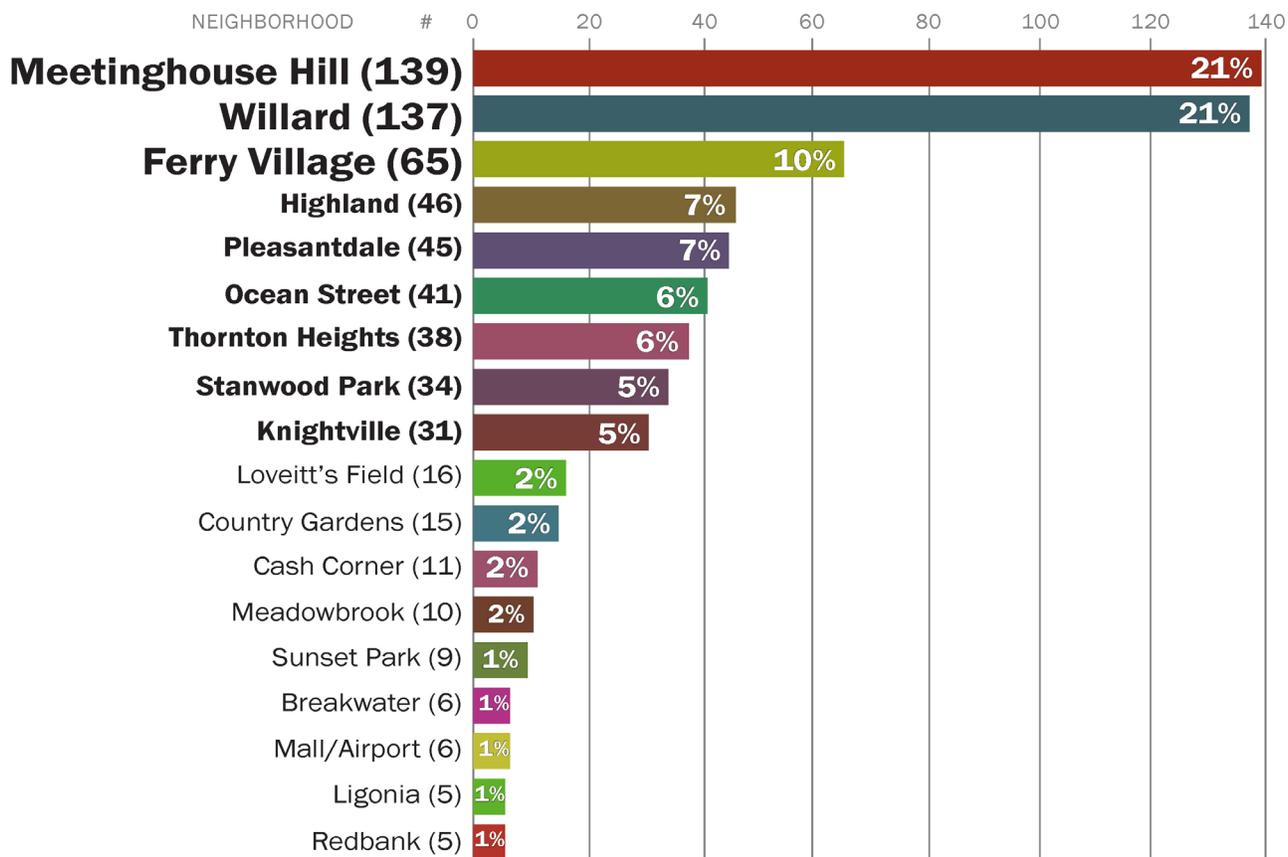
Never submit passwords through Google Forms.

**ONLINE COMMUNITY SURVEY
RESPONSES**

What neighborhood do you live in?

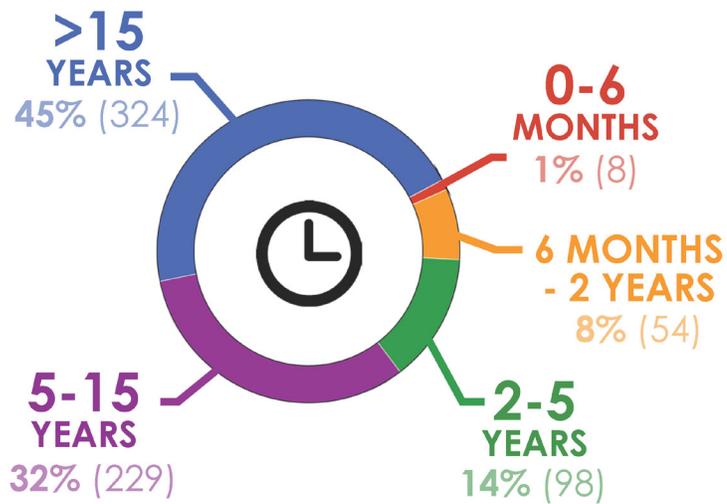


665 Responses



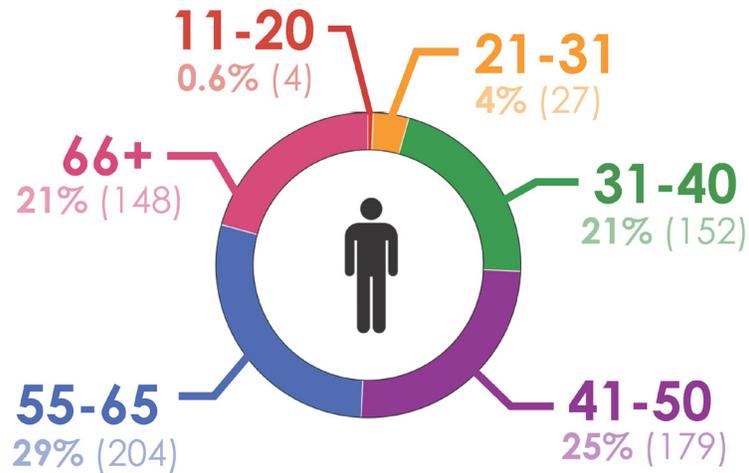
How long have you lived in South Portland?

713 Responses



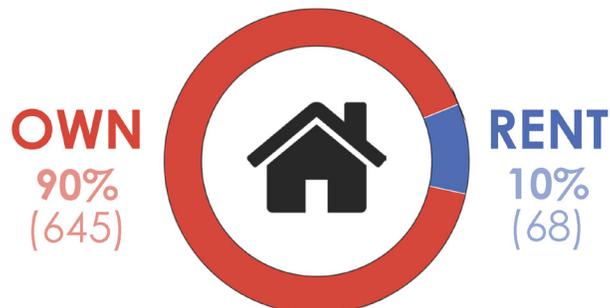
What age bracket are you in?

714 Responses



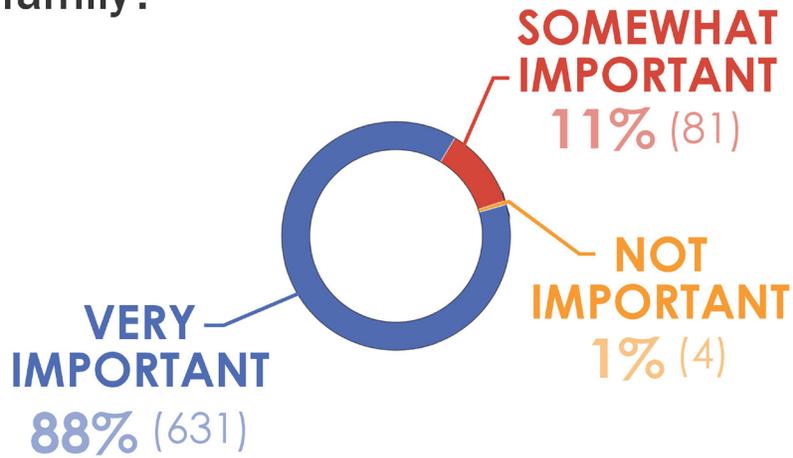
Do you rent or own your home?

713 Responses

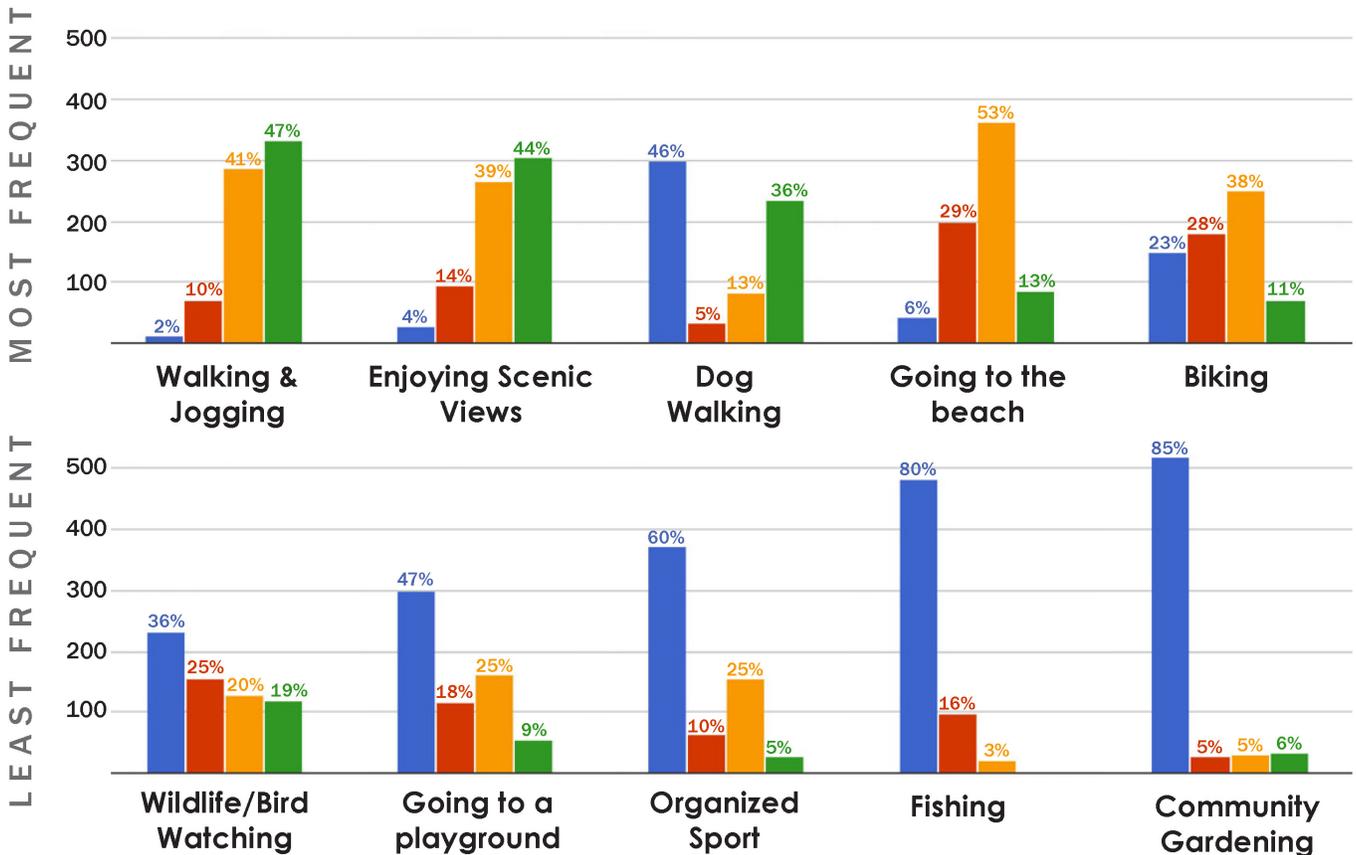


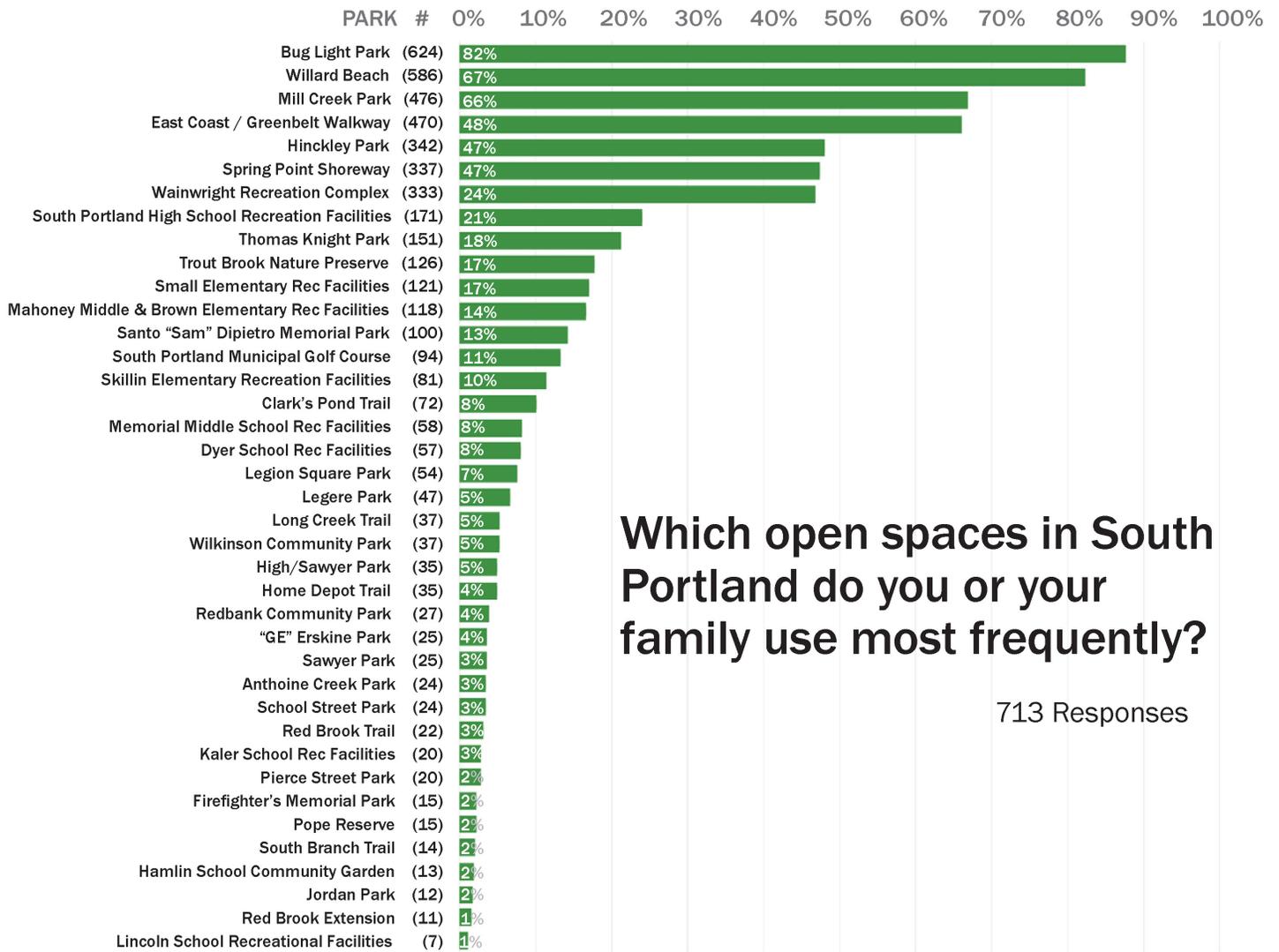
How important is open space to you and your family?

712 Responses



How frequently do you or your family participate in the following recreational activities in South Portland Open Spaces?

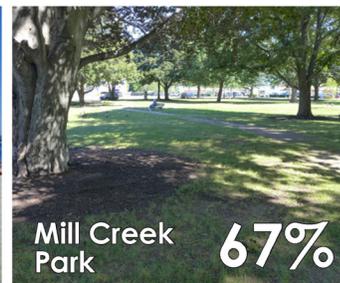




Which open spaces in South Portland do you or your family use most frequently?

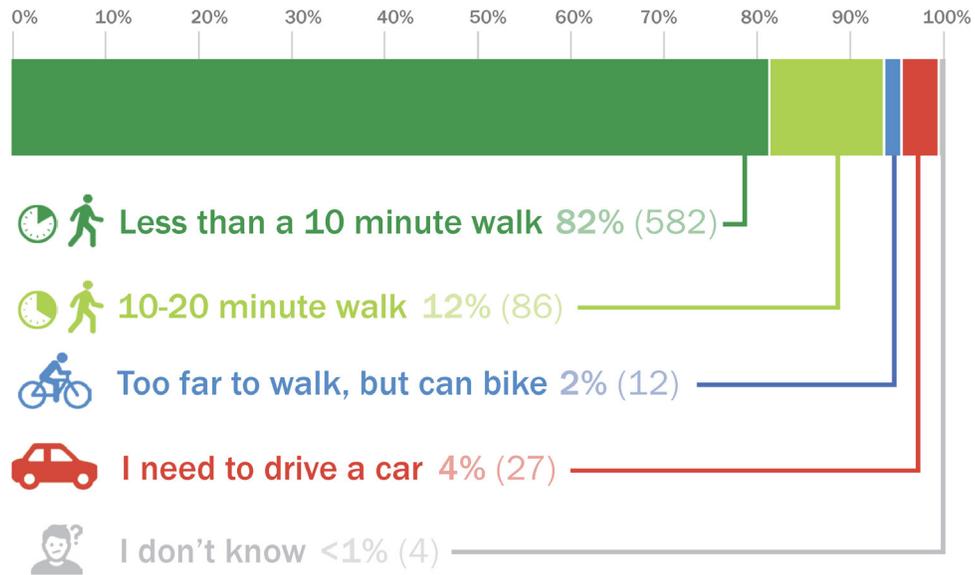
713 Responses

THE MOST VISITED OPEN SPACES

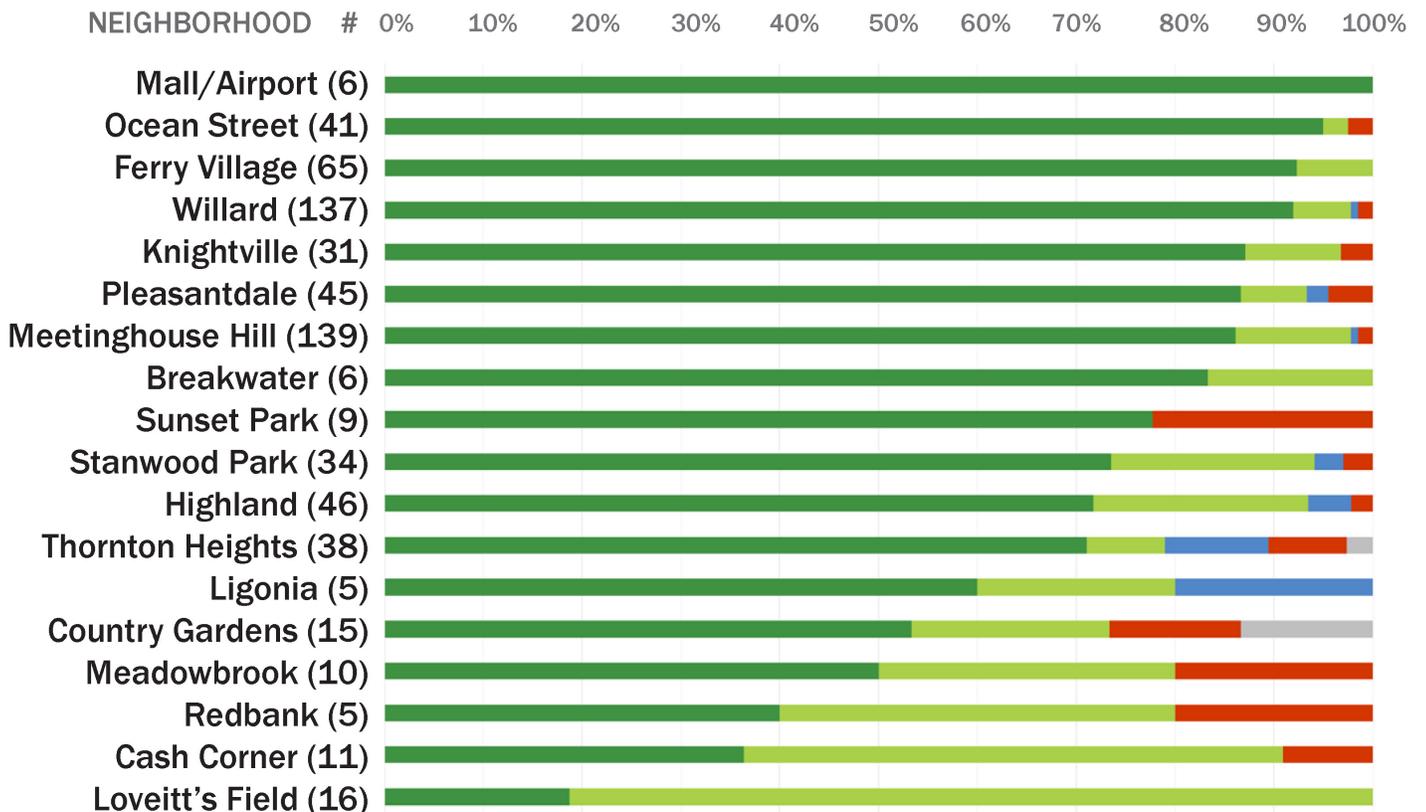


How long does it take to get to the nearest park, trail, or open space?

710 Responses

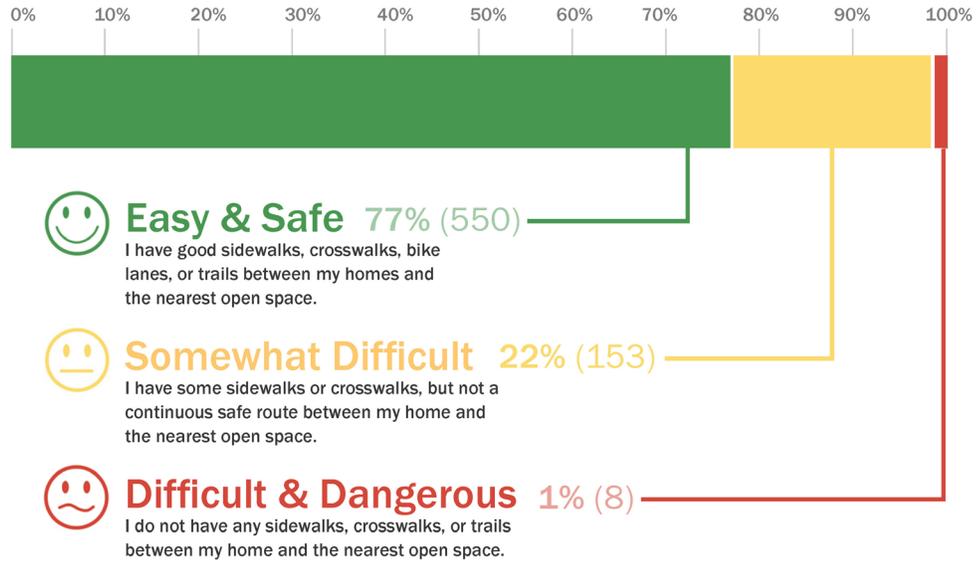


Distance To Open Space By Neighborhood

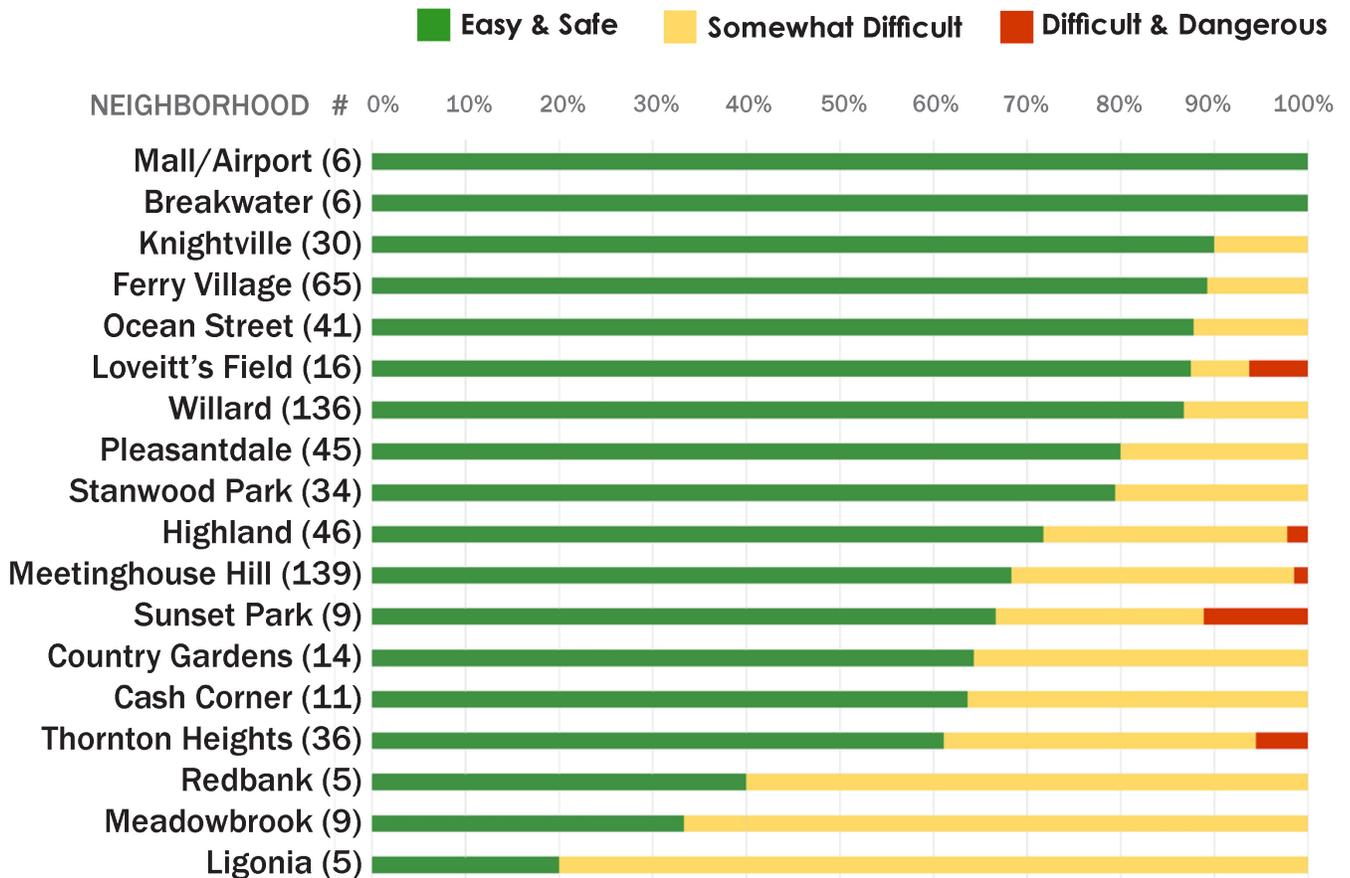


How easy is it to get to the nearest park, trail, or open space?

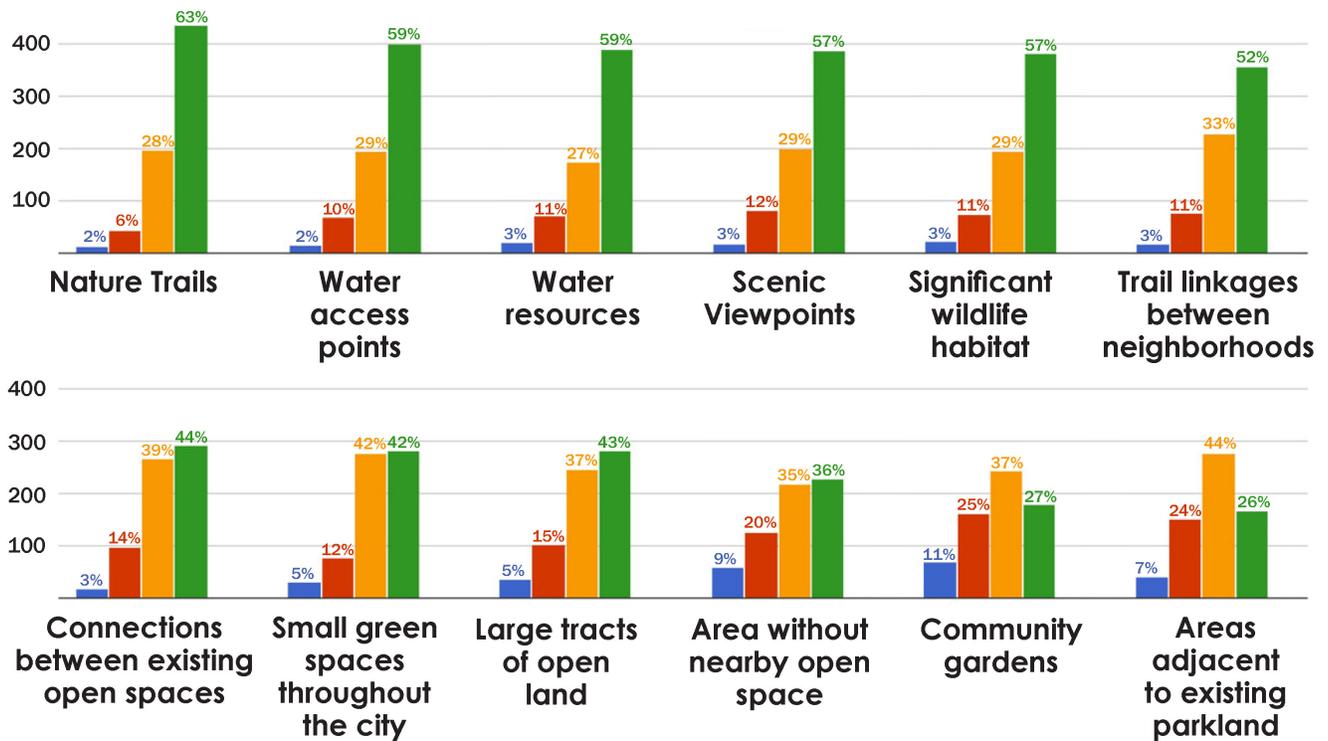
708 Responses



Open Space Access By Neighborhood

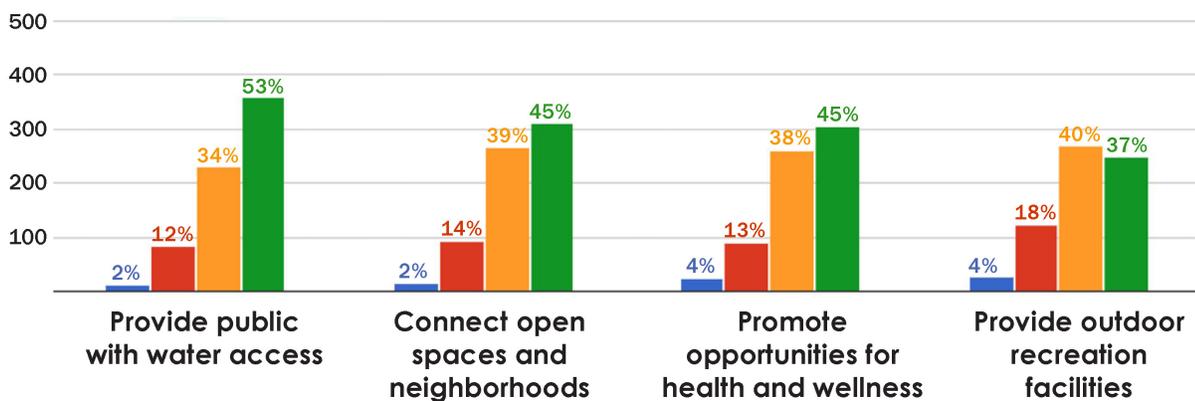
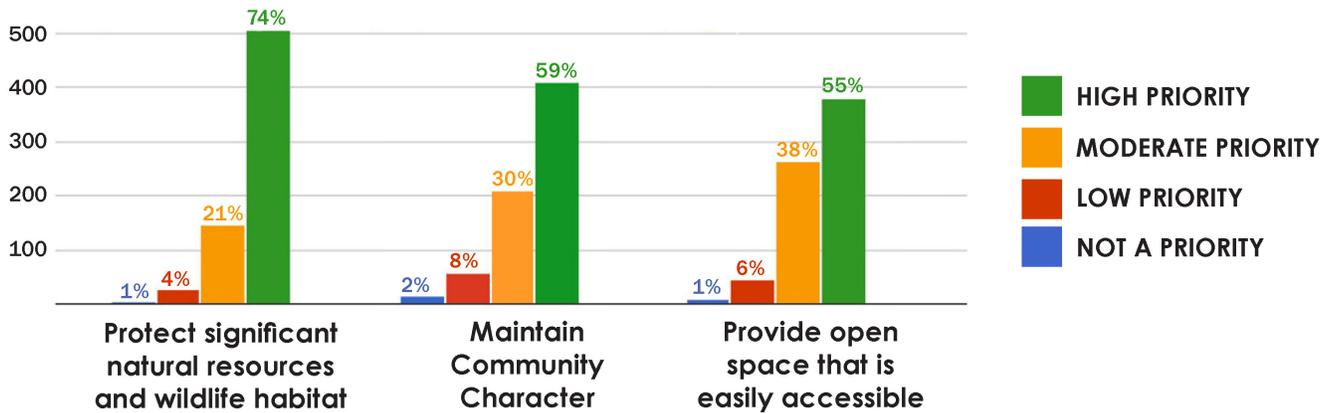


What types of open space should the city prioritize for preservation?



IN ORDER OF HIGHEST PRIORITY

In the preservation of open space, which of the following goals should be a priority for the city?



IN ORDER OF HIGHEST PRIORITY



APPENDIX F

GRANT PROGRAMS AND FUNDING SOURCES

GRANT PROGRAMS AND FUNDING SOURCES

There are a number of grant programs in the State of Maine that provide assistance to open space, active transportation, and conservation efforts. The is a list of grant programs, organizations, and funding sources. The City of South Portland or the South Portland Land Trust (SPLT) may be eligible for funding through the following:

Bureau of Parks and Lands: Land and Water Conservation Fund

https://www.maine.gov/dacf/parks/grants/land_water_conservation_fund.html

Land for Maine's Future

<https://www.maine.gov/dacf/lmf/>

Project Canopy Assistance Grants

https://www.maine.gov/dacf/mfs/policy_management/project_canopy/grants/index.html

Maine Outdoor Heritage Fund

<https://www.maine.gov/ifw/programs-resources/grants/outdoor-heritage-fund.html>

Bureau of Parks and Lands: Maine Recreational Trails Program

https://www.maine.gov/dacf/parks/grants/recreational_trails_program.shtml

Maine Department of Transportation (DOT) Bicycle and Pedestrian Program Funding

<https://www.maine.gov/mdot/pga/funding/>

Coastal Community Grant Program (Municipal Planning Assistance Program)

https://www.maine.gov/dacf/municipalplanning/financial_assistance.shtml

National Parks Service Community Assistance in Conservation and Outdoor Recreation

<https://www.nps.gov/orgs/rtca/apply.htm>

National Recreation and Park Association

<https://www.nrpa.org/our-work/Grant-Fundraising-Resources/>

Rails to Trails Conservancy

<https://www.railstotrails.org/our-work/doppelt-family-trail-development-fund/>

Open Space Institute: Community Forest Fund

<https://www.openspaceinstitute.org/funds/community-forest-fund>

Open Space Institute: Resilient Landscapes

<https://www.openspaceinstitute.org/funds/resilient-landscapes-funds>

The Maine Natural Resources Conservation Program

<http://mnrpc.org/>

The Casco Bay Estuary Project

<https://www.cascobayestuary.org/about-us/grant-opportunities/>

Davis Foundation

<https://www.davisfoundations.org/dcf/apply>

Gulf of Maine Coastal Program

<https://www.fws.gov/gomcp/funding.html>

Maine Coast Heritage Trust Land Trust Program

<https://mcht.org/conservation-work/land-trust-program>

Fund for Maine Land Conservation (State of Maine)

<https://www.maineecf.org/apply-for-a-grant/available-grants-deadlines/fund-for-maine-land-conservation/>

Communities for Maine Future

https://www.maine.gov/decd/meocd/other_programs/maines_future.shtml

Maine Trails Funding Program

https://www.maine.gov/dacf/parks/grants/recreational_trails_program.shtml

Community Forest and Open Space Conservation

<https://www.fs.fed.us/openspace/>

Wildlife Habitat Incentive Program (U.S. Department of Agriculture-Natural Resources Conservation Service)

<https://www.nrcs.usda.gov/wps/portal/nrcs/main/national/programs/financial/cig/>

Healthy Forest Reserve (U.S. Department of Agriculture-Natural Resources Conservation Service)

<https://www.nrcs.usda.gov/wps/portal/nrcs/main/national/programs/easements/forests/>

Land & Water Conservation Fund (U.S. Department of the Interior)

<https://www.doi.gov/lwcf>

North American Wetlands Conservation Act (U.S. Department of the Interior / U.S. Fish & Wildlife Service)

<https://www.fws.gov/birds/grants/north-american-wetland-conservation-act.php>

Grant Programs for Local Government from the USFWS(U.S. Department of the Interior / U.S. Fish & Wildlife Service)

<https://www.fws.gov/grants/local.html>

Rivers, Trails Conservation Assistance Program Act (U.S. Department of the Interior / U.S. Fish & Wildlife Service)

<https://www.nps.gov/orgs/rtca/apply.htm>

Community Development Block Grant Program (U.S. Department of Housing and Urban Development)

https://www.hud.gov/program_offices/comm_planning/communitydevelopment/programs

Maine Farmland Trust (Private)

<https://www.maineFarmlandtrust.org/>

The Open Space Institute (Private)

<https://www.openspaceinstitute.org/about>

Elmina B. Sewall Foundation (Private)

<https://www.sewallfoundation.org/>

The Davis Conservation Foundation (Private)

<https://www.davisfoundations.org/dcf/apply>