

Portland, Maine



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Planning & Urban Development Department

TO: Councilor Duson, Chair
Members of the Housing Committee

FROM Victoria Volent, Housing Program Manager

DATED: June 19, 2018

SUBJECT: Review of city-owned parcels for potential housing development

Introduction

The Portland City Council's on-going goals and objectives included a recommendation by the Housing Committee for the development of adequate and affordable housing. To attain this goal, the Housing Committee proposed investigating the use of City owned land for housing development.

In accordance with Section 2-313 of the City Code, the city may provide city-owned land for housing development and offer the land below market price to encourage housing development or support greater affordability. Selling city owned land provides the city with unique control over the timing, location, and affordability of housing development in Portland. It also has the added benefit of turning land with no tax liability into an income generating property for the city's tax rolls.

Evaluation of City Owned Property

In November 2017, Portland's Assessing Department identified more than 550 city-owned parcels. During 2018, staff reviewed each parcel with assistance from staff in Economic Development, Assessor, Parks, Recreation & Facilities, and Public Works with the goal of identifying and removing parcels that are clearly not developable for residential housing. Removed from the list include parcels that house schools, fire and police stations, libraries,

parking garages, cemeteries, the Portland Fish Pier, the International Marine Terminal, City Hall, the Observatory, the Expo, the Fire Museum, and the Riverside Recycling Center. Also withdrawn are parcels placed in the city's Land Bank, as well as parks, playgrounds, playing fields, trails, and headwaters. Parcels zoned as Resource Protection, Shoreland overlay, Stream overlay, Contract Zone, Recreation Open Space, Office Park, Business Zone, Industrial Zone, and EWPZ Waterfront were also taken off the list. And any parcel located on Peaks Island Long Island, and Great Diamond Island were removed. From the original 550 city-owned parcels, 113 parcels remain.

Though the City owns hundreds of parcels, the majority (as noted above) are not developable for affordable housing. The attached spreadsheet identifies the remaining 113 lots by street location, assessed land and building value, and a descriptive note as to the current use and/or potential for housing development. The attached map depicts the location of these 113 parcels. Each parcel is defined as either "Municipal Parcel" or "Parking Lot". Topography (extensive amount of ledge or significant wetland), infrastructure costs (a number of paper streets would require construction of connected roadways, and sewer and storm water expansion), zoning (required minimum lot size), and the shape of the parcel (some lots lack depth or they are long and thin (similar to a strip of spaghetti)), hinder the development of many of the lots. The remaining handful of parcels include parking lots for municipal employees, land abutting the Jetport and intended for future growth, the parcel known as the Franklin Reserve, and a lot at 21 Randall Street.

Further Analysis

The seven identified parking lots are in active use by the city for either city employee parking or, in the case of Angelo's Acre at 431 Commercial Street, it is the location of four "silver bullet" recycling bins as well as public parking for 65 vehicles.

The three parcels abutting the Airport are intended for future growth of Airport facilities.

21 Randall Street is a .32 acre or 13,956 square foot parcel of city-owned land in the R-5 zone that abuts the Front Street development project. The R-5 zone allows medium density residential development characterized by single-family, two-family, and low-intensity multi-family dwelling units. The minimum lot size for a single-family home is 6,000 square feet while a multiplex requires 9,000 square feet for development. Every 9,000 square feet allows for 6 units per building. At 13,956 square feet, 21 Randall would allow for one multiplex building of 6 units of housing.

Prior Parcel Review

0 Westbrook Street: During the March 28 meeting of the Housing Committee, staff presented its review and recommendation of the 0 Westbrook Street parcel. This parcel is situated across from the future Stroudwater Preserve site, it borders a Resource Protection Zone to the north,

land held by the Portland Water District to the west, a single-family lot to the east, and two single-family lots located on Westbrook Street to the south. The parcel is the location of the Westbrook Street entrance to the Fore River Sanctuary and has been of interest to Portland Trails and the Land Bank Commission for many years. Portland Trails has established a trailhead connecting Westbrook Street to the Fore River Sanctuary at this location. The site features several streams/drainage channels, wet areas that drain to the Fore River and the remnants of a portion of the historic Cumberland Oxford Canal. A natural gas pipeline was also installed through a portion of the site, along the east boundary to serve the Portland Tech Park. There are also numerous Portland Water District, drainage, and other easements on the site.

An initial review of the parcel suggests the possibility of developing six single family lots. However, given the many challenges associated with this site, the development would be very expensive. Staff did not recommend pursuing this parcel as an option for housing development.

Franklin Reserve: The parcel between Franklin Street and Boyd Street, known as the Franklin Reserve, consists of two contiguous parcels that total 1.88 acres. One parcel, at 2 Boyd Street, is 1.4 acres and owned by the City of Portland. The other parcel at 43 Boyd Street is .48 acres and owned by the Portland Housing Authority. The Franklin Reserve is contained within the 130-acre land area of East Bayside. During the March 28, 2018 meeting of the Housing Committee, Christina Egan, the Executive Director of GPGOG, presented an overview of GPCOG's *East Bayside Brownfield Area-Wide Plan* report. The report is a guide to facilitate future development and redevelopment of East Bayside with the goal to spur "sustainable and equitable development outcomes, such as the creation of safe and affordable housing on brownfield sites and; assess optimization of green space by studying existing open space and the community based urban farm located along Franklin Arterial." Possible reuse options for the Franklin Reserve include a variety of community-based housing and/or commercial opportunities. The final report recommendation is for "the City (to) consider whether or not an exploration of possible reuse options for this site is desired".

The Franklin Reserve is assessed at \$119,880 and is located in the R – 6 zone. The purpose of the R – 6 zone is for housing characterized primarily by multi-family dwellings at high-density providing a range of housing for different types of households. A community-held priority for this site identified "affordable housing as well as preserving some open space, adding community space, and helping to ensure that Cultivating Community remains in East Bayside." During the March 28 meeting, staff recommended identifying a preferred use or reuse option that aligns with the needs of the community. There does appear to be potential for infill housing development on this site that would address Comprehensive Plan goals related to both housing development and density along key corridors in the City. However, staff would want to conduct additional detailed analysis to ensure that this infill development would not have significant negative impacts on other uses of the Reserve.

Maps

Portland's Parks, Recreation & Facilities Department mapped the parks, playgrounds, trails, open spaces and woods, and other municipal facilities found within the city. This map may be found at the Portland Parks, Recreation & Facilities website by clicking on the tab "Places" and then further clicking on "Park Finder Map". This interactive map provides a detailed descriptions of Portland's many recreational amenities.

In February of 2018, the Department of Public Works created a map containing; Land Bank holdings; City parks and open spaces; and Resource Protection zones. This map may be found by clicking on the tab "Community" from the city's home page, then under the heading "GIS Maps" clicking on "Custom PDF Maps". This brings you to the page that contains the "Land Bank Holdings February 2018" map as well as a map of "City Facilities".

These maps provide information on the many large city-owned parcels that were earlier identified as unbuildable for affordable housing. The attached map, "City-Owned property: Affordable Housing Review" is a companion map meant to depict parcels not included in other available maps.

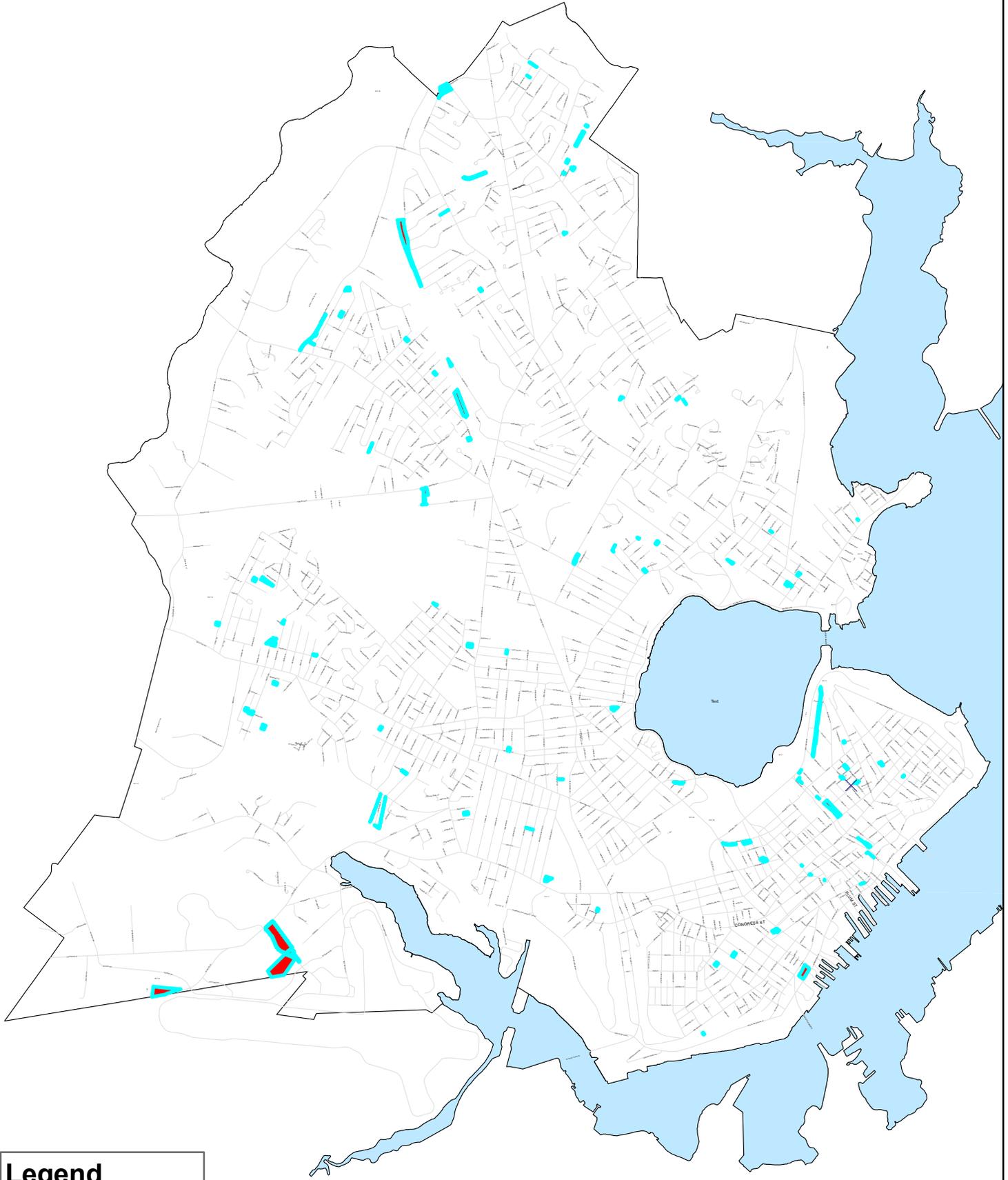
Summary

Two main themes from Portland's new comprehensive plan were housing insecurity and lack of sufficient and suitable housing. The City recognizes that its vitality rests on the availability of diverse, secure housing options for existing residents, new arrivals, and all stages of life. A review of city-owned parcels for potential housing development reveals the majority of land is not suitable for affordable housing development. Of the over 550 parcels of city-owned property, only a handful of parcels including parking lots for municipal employees, the parcel known as the Franklin Reserve, and a lot at 21 Randall Street are buildable for affordable housing.

Attachments

Map of city-owned property- affordable housing review
Spreadsheet of city-owned property- affordable housing review
GIS map of 21 Randall Street
GIS map of Franklin Reserve
GIS map of 0 Westbrook Street

City-owned property Affordable Housing Review



Legend

 City Own Lots

PARCEL ID	LOT ACRES	STREET No.	LOCATION	ASSESSED LAND	ASSESSED BUILDING	ASSESS. TOTAL	NOTE
008 A006001	0.3864	9	PLOWMAN	117,800	-	117,800	B - 6 "spaghetti strip" (unbuildable)
009 A005001	0.5333	12	PLOWMAN	162,600	-	162,600	B - 6 "spaghetti strip" btw Plowman & Cove (unbuildable)
010 H003001	0.5921	45	DIAMOND ST	180,500	-	180,500	B - 2c "spaghetti strip" (unbuildable)
012 D015001	0.0455	0	WHITMAN ST	4,000	-	4,000	R - 6 (under-sized lot on paper street)
012 M011001	0.1837	18	EVERETT ST	16,000	-	16,000	50' ROW (unbuildable)
013 B015001	0.0904	0	OXFORD ST EXT	24,000	-	24,000	bisected by East Oxford Street (unbuildable)
013 K005001	0.1232	0	SUMNER CT	16,400	-	16,400	at the end of unacceptable city street
016 G015001	0.031	53	MONUMENT ST R	4,100	-	4,100	land locked (parking for Fire Dept.)
022 F023001	1.3996	2	BOYD ST	115,500	4,380	119,880	R - 6 Franklin Reserve
023 B034001	0.0731	0	ANDERSON ST	12,700	-	12,700	bisected by Anderson St (unbuildable)
024 A005001	0.086	0	FRANKLIN ST	65,100	-	65,100	B - 2c (unbuildable triangle strip of land)
024 A037001	0.033	243	MARGINAL WAY	500	-	500	B - 6 (unbuildable triangle strip of land)
024 B008001	0.0299	65	LANCASTER ST	500	-	500	R - 6 (undersized lot for housing)
027 B003001	0.0103	9	ELM ST	123,800	-	123,800	Courtyard from Elm Street to Portland HS (unbuildable)
028 I013001	0.0274	104	FEDERAL ST	2,400	-	2,400	"spaghetti strip" next to 169 Newbury St & 100 Federal (unbuildable)
028 O017001	0.2183	83	MIDDLE ST	277,800	-	277,800	Police Dept. parking lot
029 E019001	0.0708	0	FRANKLIN ST	6,200	-	6,200	"spaghetti strip" in front of 100 Middle St. (unbuildable)
029 S002001	0.0215	145	COMMERCIAL ST	9,400	-	9,400	"spaghetti strip" btw Boothby Squ. & 145 Commercial (unbuildable)
032 L001001	0.0155	234	FEDERAL ST W	3,400	-	3,400	triangle shaped parcel abutting 1 City Center (unbuildable)
032 P005001	0.0036	0	SPRING ST ARTERIAL	600	-	600	triangle shaped parcel abutting 2 City Ctr & 4 City Ctr (unbuildable)
033 C012001	0.3204	33	PORTLAND ST	190,600	37,380	227,980	Parking lot (for School Department)
034 A010001	0.2254	181	FOREST AVE	71,300	-	71,300	B - 2c "spaghetti strip" over former railroad tracks (unbuildable)
034 G005001	0.3465	158	KENNEBEC ST	205,900	-	205,900	B - 7 storage lot for city-owned vehicles
039 D005001	0.3522	98	HIGH ST	302,300	13,130	315,430	parking lot (deed restricted)
039 E001001	0.0228	94	SPRING ST ARTERIAL	7,000	-	7,000	buffer between sidewalk and street (unbuildable)
043 C006001	1.2912	431	COMMERCIAL ST	562,500	-	562,500	B - 5 b Angelo's Acre Lot (snow parking & recycling)
045 E031001	0.1942	157	BRACKETT ST	126,300	-	126,300	B - 1 parking lot across from Reiche School
056 B012001	0.1679	176	CLARK ST	79,500	-	79,500	R - 6 parking lot across from Reiche School
060 A003001	0.0386	183	WEST COMMERCIAL ST	4,200	-	4,200	R - 4 (under sized lot for housing)
065 A009001	0.0735	0	HEMLOCK ST	31,700	-	31,700	R - 6 ROW and parking lot (unbuildable)
078 C002001	0.3981	43	DOUGLASS ST	49,000	-	49,000	R - 5 parking lot for Dougherty Playground
082 D007001	0.0161	31	ST GEORGE ST	500	-	500	R - 5 (undersized lot for housing)
112 B010001	0.0746	7	FENWICK RD	13,000	-	13,000	R - 5 (undersized lot for housing)
123 D028001	0.0093	2	SEELEY AVE	300	-	300	R - 3 (undersized lot for housing)
123 E033001	0.0112	1	SEELEY AVE	400	-	400	R - 3 (undersized lot for housing)
126 G003001	0.2434	56	CLIFTON ST	64,400	-	64,400	R - 3 triangle lot
134 I001001	0.0952	11	HYDE ST	3,100	-	3,100	R - 5 (undersized lot for housing)
135 E018001	0.299	75	LELAND ST	47,400	-	47,400	land locked next to Lincoln MS playground
136 A004001	0.0588	112	HARTLEY ST	1,900	-	1,900	R - 5 (undersized lot for housing)
148 C001001	0.3506	143	READ ST	39,700	-	39,700	lacks minimum width for housing development
149 G039001	0.0769	0	TORREY ST	1,300	-	1,300	R - 3 (undersized lot for housing)
156 E008001	0.1148	338	OCEAN AVE	4,300	-	4,300	R - 3 (undersized lot for housing)
160 D020001	0.1377	60	ROSDALE ST	5,100	-	5,100	R - 3 (undersized lot for housing)
160 G001001	0.0313	0	DUDLEY ST	1,200	-	1,200	R - 3 (undersized lot for housing)
164 A011001	0.0781	172	FRONT ST	2,900	-	2,900	R - 3 (undersized lot for housing)
166 B014001	0.3204	21	RANDALL ST	11,900	-	11,900	R - 5 (meets square footage for multiplex (9,000 SF) at 13,956 SF)
168 H002001	0.0151	5	ST JUDE ST	600	-	600	R - 5 (undersized lot for housing)
186 C048001	0.3005	0	BOLTON ST	9,800	-	9,800	R - 5 (undersized lot for housing)
188 B015001	0.2049	0	ANSON RD	6,700	-	6,700	R - 3 land locked
192 K032001	0.1459	192	WOLCOTT ST	2,400	-	2,400	R - 3 (undersized lot for housing)
195 B021001	0.0531	174	CAPISIC ST	1,700	-	1,700	R - 3 (undersized lot for housing)
209A A014001	18.6147	1956	CONGRESS ST	1,013,600	-	1,013,600	R - 2 (next to Airport)
209A B001001	10.1899	0	JETPORT BLVD	554,800	-	554,800	R - 2 (next to Airport)
211 B003001	8.5934	1928	CONGRESS ST	590,600	-	590,600	R - 2 (next to Airport)
224A F012001	0.1148	0	RIDLEY ST	3,700	-	3,700	on paper street with recommendation to vacate
232 A002001	3.8997	131	JOHNSON RD	72,200	-	72,200	includes and abuts exit 46
260 C031001	0.1928	0	PHILBRICK AVE	3,100	-	3,100	R - 3 on paper street abutting RP Zone
261 B017001	0.0964	0	TERRACE AVE	1,600	-	1,600	R - 3 (undersized lot for housing)

261	B054001	0.0482	109 ROWE AVE	1,600	-	1,600	R - 3 (undersized lot for housing)
261	B055001	0.0964	111 ROWE AVE	3,100	-	3,100	R - 3 (undersized lot for housing)
261	G053001	0.2479	0 MILO ST	4,000	-	4,000	R - 3 on paper street abutting RP Zone
262	C025001	0.0535	0 TERRACE AVE	1,700	-	1,700	R - 3 (undersized lot for housing)
262	C026001	0.107	0 TERRACE AVE	3,500	-	3,500	R - 3 (undersized lot for housing)
269	B004001	0.1798	56 HOLM AVE	5,800	-	5,800	ledge buffer to Office of Elder Care
273	J029001	0.186	0 RAVINA ST	3,000	-	3,000	R - 3 on paper street
273	K020001	0.5146	0 RAVINA ST	8,300	-	8,300	R - 3 on paper street
275	C029001	0.1914	0 LOMOND ST	29,600	-	29,600	R - 3 on paper street
275	C049001	0.1653	91 RIGGS ST	2,700	-	2,700	R - 3 on paper street
275	C051001	0.0918	87 RIGGS ST	1,500	-	1,500	R - 3 (undersized lot for housing)
275	C056001	0.0918	0 LOMOND ST	1,500	-	1,500	future turnaround for Lomond Street
275	C079001	0.1017	106 WARWICK ST	3,300	-	3,300	R - 3 (undersized lot for housing)
284	G027001	0.1002	57 ESSEX ST	3,200	-	3,200	R - 3 (undersized lot for housing)
295	G005001	0.9766	102 WARREN AVE	148,900	-	148,900	ROW to Bishop St (unbuildable)
297	C027001	0.2048	122 DOROTHY ST	3,600	-	3,600	R - 3 "spaghetti strip" (unbuildable)
309	A021001	0.1575	1769 RIVERSIDE IND PKWY	2,700	-	2,700	R - 3 "spaghetti strip" (unbuildable)
330	E001001	0.2479	330 NEWELL AVE	4,300	-	4,300	R - 2 on paper street (lot size allows for 1 single family residence)
332	A001001	0.2995	0 RIVERSIDE IND PKWY	5,200	-	5,200	R - 3 "spaghetti strip" (unbuildable)
332	A009001	0.0764	42 TUCKER AVE R	1,300	-	1,300	R - 3 land locked "spaghetti strip" (unbuildable)
332	F012001	0.241	85 BEAL ST	33,000	-	33,000	R - 2 on paper street
332	I009001	0.1148	22 TUCKER AVE	4,000	-	4,000	R - 3 "spaghetti strip" (unbuildable)
334	A015001	1.6336	0 PALMER AVE	28,500	-	28,500	R - 2 and R - 3 "spaghetti lot" parallel to railroad tracks (unbuildable)
339	B003001	0.1377	129 NEWTON ST	45,100	-	45,100	R - 3 (undersized lot for housing)
339	N021001	0.1148	62 EIGHTH ST	2,000	-	2,000	R - 3 (undersized lot for housing)
340	L017001	2.2058	1315 FOREST AVE	69,200	-	69,200	R - 3 strip runs parallel to railroad tracks (wet)
342	A033001	0.1377	0 CARRIAGE LN	45,100	-	45,100	R - 5 (may be enough square feet for single family residence)
346	D003001	0.0396	182 PLYMOUTH ST	1,500	-	1,500	R - 3 (undersized lot for housing)
346	D004001	0.0826	186 PLYMOUTH ST	3,100	-	3,100	R - 3 (undersized lot for housing)
348	B003001	0.0976	0 COOLIDGE AVE	1,800	-	1,800	R - 3 (undersized lot for housing)
352	B027001	0.0519	1 DOLE DR	1,900	-	1,900	R - 2 and R - 3 (undersized lot for housing)
352	D018001	3.1697	284 PALMER AVE	58,700	-	58,700	R - 2 on paper street recommended to vacate
371	A021001	0.7048	1819 WASHINGTON AVE	13,100	-	13,100	R - 3 "spaghetti strip" (unbuildable)
378	A070001	0.0729	0 BARTLEY AVE	2,700	-	2,700	R - 2 (undersized lot for housing)
385	B027001	0.6721	200 LAMBERT ST	43,900	-	43,900	R - 2 (triangle-shaped lot with poor sight lines)
385	E001001	0.094	216 LAMBERT ST	1,700	-	1,700	R - 2 (undersized lot)
385	E002001	0.1921	2092 WASHINGTON AVE	3,600	-	3,600	R - 2 (undersized lot)
387	A014001	0.0266	110 CARON ST	1,000	-	1,000	R - 2 (undersized lot)
387	C004001	0.0012	79 CARON ST	100	-	100	R - 2 (undersized lot)
387	C007001	0.0222	109 CARON ST	800	-	800	R - 2 (undersized lot)
393	A001001	0.0344	0 TALBOT ST	1,300	-	1,300	R - 2 (undersized lot)
393	A002001	0.0344	0 TALBOT ST	1,300	-	1,300	R - 2 (undersized lot)
393	A003001	0.1377	0 TALBOT ST	5,100	-	5,100	R - 2 (undersized lot)
393	A013001	0.0344	0 TALBOT ST	1,300	-	1,300	R - 2 (undersized lot)
394	A021001	0.0459	0 TALBOT ST	1,700	-	1,700	R - 2 (undersized lot)
394	A023001	0.0918	0 TALBOT ST	3,400	-	3,400	R - 2 (undersized lot)
394	C029001	0.0459	0 TALBOT ST	1,700	-	1,700	R - 2 (undersized lot)
394	E017001	0.0918	0 JUNIPER ST	3,400	-	3,400	R - 2 (undersized lot)
394	E062001	0.0459	0 BINGHAM ST	1,700	-	1,700	R - 2 (undersized lot)
395	B001001	0.3444	0 TALBOT ST	12,800	-	12,800	abuts Oatnuts Park (land locked)
407	E001001	0.1031	0 IDAHO ST	3,800	-	3,800	R - 3 (undersized lot for housing)
410	B030001	0.0919	90 NOTTINGHAM AVE	3,400	-	3,400	R - 3 (undersized lot for housing)
410	F022001	0.0374	68 DEMEREST ST	1,400	-	1,400	R - 3 (undersized lot for housing)
428	C007001	0.1333	563 WASHINGTON AVE	4,900	-	4,900	R - 5 (undersized lot for housing)
433	A015001	0.0103	10 WHITTIER ST	100	-	100	R - 5 (undersized lot for housing)
Key							
Parking Lot							
Municipal Parcel							



City of Portland Maine Parcel Viewer

21 randall

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City of Portland Maine Parcel Viewer



