
A NEW VISION FOR BAYSIDE

P o r t l a n d , M a i n e



BOOK TWO: IMPLEMENTATION

April 2000

Background

Book II contains detailed implementation strategies for the Bayside Plan's five critical actions, including:

- acquiring the railroad property
- redevelopment of the scrapyards
- building more housing
- creating a transit-oriented district
- capturing the future of Portland's social services network.

Book II also examines how economic development, regulatory issues and public landscape components play into the implementation of Bayside.

Update material for each of the implementation strategies will be inserted into the pockets of this report as it becomes available.

BOOK II: IMPLEMENTING THE PLAN

BAYSIDE

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On December 20, 1999,
the City Council of the City of
Portland, Maine, adopted
A NEW VISION FOR BAYSIDE
as part of the City of Portland
Comprehensive Plan.
(by Order 123)

Funding for the
Brownfields Project
provided by the
U.S. Environmental
Protection Agency.

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BOOK II

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Summary of Critical Actions

CRITICAL ACTION 1

Acquire the railroad property

The railroad property provides opportunities for Bayside's land and infrastructure redevelopment plan. Its central location makes it a prime connector of trails, bikeway, parks and neighborhoods. It can structure development and circulation patterns while focusing private and public developments. The property will be an important resource in bringing the plan to fruition.

CRITICAL ACTION 2

Redevelop the scrapyards parcels

The continued presence of the active scrapyards hinders the successful redevelopment of Bayside. Incompatibility with potentially higher value neighboring uses and the scrapyards' environmental impacts necessitate more productive economic development. Replacing the scrapyards will enable the plan's quality and quantity of development.

CRITICAL ACTION 2

Build more housing

True urban districts contain diverse residences. Bayside needs more housing to be a stable and vital neighborhood. In order to meet the ambitious housing targets of the plan, revised zoning, infrastructural improvements, and financial incentives should be used to spur appropriate and compatible Bayside housing construction.

CRITICAL ACTION 4

Create Transit-Oriented Development

Current access to I-295, planned connections to the Portland trail system, and existing and future links with bus, regional train, and ferry services can make Bayside a true 'transit-oriented' district. Multiple benefits result from the creation of such a district, from increased pedestrian access and open space to greater economic diversity (more people without cars). Bayside development should not rely primarily on surface parking lots for automobile storage. Appropriately placed parking garages should serve the parking needs of new development in Bayside while also serving as hubs for transit servicing Bayside, downtown Portland, and the greater region.

CRITICAL ACTION 4

Secure the future of Portland's social service network.

Bayside will continue to be the heart of Portland's social services network, an important asset to our community. The City must continue to define and secure sufficient and appropriate space for the community's current and future needs that will not be threatened by market or development forces. Priority should be given to developing a plan for emergency shelters and other services which must be located in Bayside.

CRITICAL ACTION 1:

Acquire the railroad property.

BACKGROUND

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



OPPORTUNITY

The Bayside Plan envisions a pedestrian/bicycle trail along the corridor with connections to the Eastern Prom Trail, Back Cove, Deering Oaks, and Hadlock Field. As the corridor widens within the former railroad yard (between Franklin Street and Preble Street), the 6.8-acre parcel provides significant redevelopment opportunities integrated with the trail. The total land area of the corridor is estimated to be 13.2 acres.

Specific Task: Acquire the Union Branch railroad property from Hadlock Field to the AAA office building.

- Trust for Public Land (TPL) to be the lead negotiator with Guilford Transportation for the railroad property. This has been agreed to by the City and Maine Department of Transportation (MDOT).
- TPL and City have reached an understanding about turnkey transaction in which TPL acquires property from Guilford; City purchases from TPL.
- City to monitor with TPL progress of negotiations. Provide comments and feedback as necessary.
- A real estate appraisal and land survey will need to be completed.
- Tewhey Associates to conduct environmental assessment of railroad property not previously tested.
- Finalize property acquisition, terms, and conditions.
- City Council approves acquisition.

Financial Resources

Acquisition costs will likely come from a variety of city, state, and private sources. An appraisal and negotiated price has not been established. A shortfall between the resources outlined below and the actual acquisition costs would require additional funds beyond those identified. Likely public sources of funding include CIP and transportation grants. City assessment records indicate a value of \$683,730.

City Funding

Acquisition

Capital improvement program (year 2001) \$365,000

Improvements

Transit oriented development grant	<u>\$250,000</u>
Total	\$615,000

State Funding

MDOT will purchase rail corridor from Forest Avenue to Hadlock Field.

Private Funding

The City should reserve portions of railroad yard (Franklin Street to Preble Street) for trail and other purposes. The remainder of the 6.8-acre railroad parcel could be sold to help finance the balance of railroad land acquisition costs.

Timeframe

TPL has initiated negotiations. Based on the Eastern Prom Trail experience, negotiations may take one to two years.

Responsibilities

Trust for Public Land (TPL)

TPL has been assigned as the lead negotiator with the railroad

City Departments

- Planning Department to lead with Transportation, Corporation Counsel, and Economic Development participating.
- Monitor and confer with TPL and MDOT on status and progress on negotiations. Departments provide input as necessary.
- Explore other funding sources for acquisition and improvement of trail.

Stakeholders

City Departments:

Planning
 Transportation
 Corporation Counsel
 Parks and Recreation
 Public Works
 Economic Development Center

Maine Department of Transportation

Abutting property owners

Bayside Neighborhood Association

Portland Trails

Alliance for Transportation

Maine Narrow Gauge Railroad

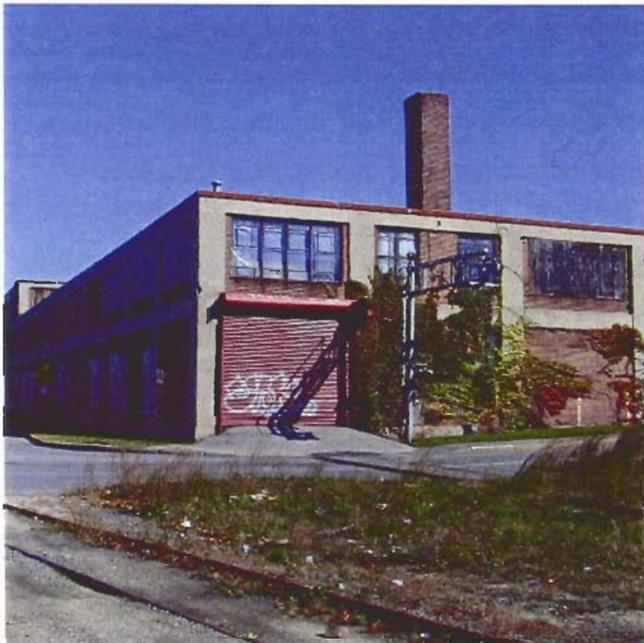
Bicycle Coalition of Maine

Transportation Plan Implementation Committee

Maine Track Club

Issues

1. Acquisition of the rail property is the highest of priorities. The Bayside Plan is dependent upon the City purchasing this property. With a limited amount of publicly owned land in the Bayside area and its strategic location, this acquisition will likely leverage a high level of private property improvements and investment. Acquisition would also give the city the option of trading off “surplus” railroad land for other key properties that are privately owned in the Bayside area.
2. The first priority for trail construction should be between Franklin Street and Preble Street. This is the heart of the brownfields area and would serve as a highly visible “center piece” for Bayside revitalization.
3. MDOT has a right of first refusal to purchase railroad property. The city needs to have a contingency plan, should the railroad get sidetracked during negotiations and decides to split up the land by selling to individuals. As a precaution, the City should consider establishment of a reserve fund to address this eventuality, so that the corridor can be purchased in one piece. The 6.8-acre railyard is probably the most vulnerable parcel, given its central location.



CRITICAL ACTION 2:

REDEVELOP THE SCRAPYARD PARCELS

BACKGROUND

The single most inhibiting factor to the successful redevelopment of Bayside is the continued presence of the active scrapyards.

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

Existing Conditions

There are three scrap metal yards in Bayside, owned by two different owners. The sites and ownership are described below.

Finkleman Site: This property is owned by Prolerized New England, a national metal recycling company. It is adjacent to the railroad property on Somerset Street. The .85 acre parcel is apparently too small for their operations and they are presently looking for a much larger site to relocate their operations. We are not aware of any specific timeframe for this to be completed. They ship their metal through the Merrill Terminal Pier. The City assesses this property at a value of \$164,610.

E. Perry Iron and Metal Co.: This company controls two scrapyards sites. The larger of the sites (1.65 acres) includes nearly an entire block bounded by Pearl Street, Kennebec Street and Lancaster Street. The remainder of the block is owned by the October Corp. The second yard is next to the Finkleman site on Somerset Street. City assessment records show a property value of \$468,900 and \$180,000 respectively for the two lots.

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

Facilitate the Redevelopment of the Scrapyards.

- The City should enter into a more active dialogue with the scrapyard owners.
- The City should designate a specific person or scrapyard redevelopment committee to work with the scrapyard owners to achieve the above goal. A periodic update should be given to the City Manager to ensure that this project stays on track and is completed within a reasonable timeframe.

The committee would:

- identify potential sites for relocation.
- identify barriers to relocation.
- identify incentives to relocate.
- develop strategies to facilitate their relocation and redevelopment.



Financial Resources

- **Public financial resources.** The need for public financial resources will depend on whether the scrapyards decide to independently relocate or whether a private developer is interested in purchasing the properties. We will not know if public resources will be required until the city enters a more active dialogue with the property owners.
- **Brownfields clean-up revolving loan fund.** The city has received a \$500,000 revolving loan fund from the EPA to help finance the clean-up of contaminated sites. Liability insurance also is available through the program. This program could make these properties more marketable and attractive to developers.
- **City property.** Currently the city has a limited amount of land in Bayside. If the city is successful in acquiring the railroad property, portions of the surplus land could be used as an asset to trade or acquire scrapyard property.
- **Brownfields funding** to conduct soil tests and prepare remediation plans for these properties, if access is given.

Timeframe

The City will initiate a dialogue with the property owners in the spring of 2000.

Responsibilities

- **Economic Development Center** to lead, working with Planning Department and Corporation Counsel.
- **Tewhey Associates** to provide ongoing environmental consulting.

Stakeholders

- City Departments in Economic Development, Planning, and Corporation Counsel.
- Scrapyard property owners
- Bayside property owners
- Tewhey Associates
- Maine Department of Environmental Protection

Issues

1. Relocating the scrapyards is the highest of priorities. The scrapyards are the single most inhibiting factor for Bayside revitalization.
2. The City will need to be creative in facilitating the scrapyard relocation. The first step is to initiate an active and extended dialogue with the property owners so we can better understand how their relocation can be accomplished.
3. The proposed City Health and Human Services building, growing social service provider facilities, and the need for parking garage(s), provides a ready-made opportunity to redevelop these sites.
4. The relocation and redevelopment of the scrapyards will likely require a wide range of resource options that can be called upon to address "stumbling blocks". For example, if liability issues prove to be an obstacle in redevelopment, the City may want to explore the use of a non-profit as a pass-through to shield future owners from such liability.



CRITICAL ACTION 3:

BUILD MORE HOUSING

OPPORTUNITY

An urban district must have a mix of residences and a critical mass of dwellings to be truly vital. The Bayside Plan will fill in, extend and enhance the existing residential fabric with a substantial amount of new housing units.

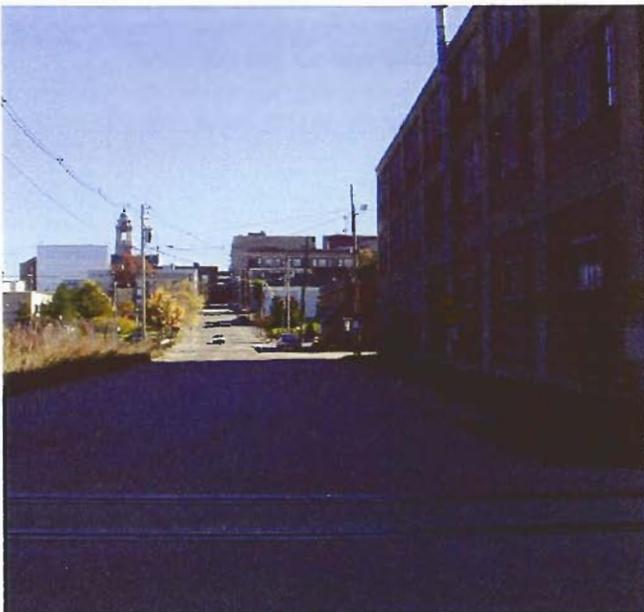
A diversity of dwelling types will enable citizens from a wide range of economic levels, age groups and life circumstances to live in Bayside. Careful attention to design, scale, density and variety will strive to create a health and compatible neighborhood similar to other successful urban neighborhoods on the Portland peninsula.



Goal

To create a healthy mixed income neighborhood with new rental and owner occupied dwellings in a variety of sizes and types, replacing housing units lost over past 40 years, attract residents to live, work and play in Bayside and Downtown, and reconnect Bayside's residential fabric from Parkside to East End.

Housing in Bayside can become a model for countering sprawl, and provide an attractive alternative for people who could choose to live elsewhere. Early developments in Bayside, like other redeveloping central city areas across the country, will attract downtown employees, students and young professionals who want the convenience and excitement urban living offers. Over time others will be attracted to the neighborhood as well.



Unit Goals

- 800 New Units - Mix of Incomes, Housing Types, Owner Occupied and Rental
- 300 New units in five years
- 500 Additional new units in twenty-five years

Implementation Tasks

Coordination of Housing Goals:

- Identify potential housing sites, available land, data gathering
- Solicit developers; for-profit and non-profit
- Work and negotiate with current owners and potential buyers to stimulate housing development
- Work with designers and architects to ensure well designed, neighborhood compatible development

Work with Housing Committee and City Council to:

- Develop ongoing housing strategy for Bayside
- Secure new resources for housing
- Develop demonstration project on City owned land
- Annually review progress toward goals
- Annual monitoring of developments - serving target populations

Financial Resources

City will need to be financially involved in most, if not all of the rental housing built early on and some of the owner-occupied housing - 200 of the 300 units. Over time City assistance needs will decrease as the area becomes more marketable.

City assistance will average \$15,000 - \$20,000 per unit (this assumes no structured parking costs)

Local Resources

City Funds

An annual allocation of City funds or City contributions of land for housing would allow the City to participate in a wider variety of housing developments serving a broader mix of income groups.

HCD Housing Development Fund

Current funds available for housing development city wide is \$600,000. HCD allocations and program income over the next few years may be less. Allocations specifically targeted to Bayside may be needed.

HOME Grant

Annual entitlement of approximately \$600,000 citywide

CDBG

Approximately \$2.2 million, possible annual allocation for housing

TIF

Available for redevelopment of blighted commercial property for mixed uses - e.g. Holt Hall

Federal Resources

McKinney Permanent Housing Funds

Competitive grant program to build new housing for homeless persons

State Resources

MSHA

Tax Exempt Bonds and Low Income Housing Tax Credits

Time Frame

Short Term

- RFP for new rental housing development in Bayside - 1999/00
- HCD budget - annual housing allocation for Bayside - HOME, CDBG
- City allocation

Long Term

- Assessment of progress toward goals
- Secure new resources



Responsibilities

- Housing and Neighborhood Services Office
- Bayside Implementation Team/taskforce
- Housing Committee/City Council

Partners and Stakeholders

MSHA (Bonds and Low Income Housing Tax Credits) - Primary source of funding

Maine Housing Investment Fund

Portland Housing Authority

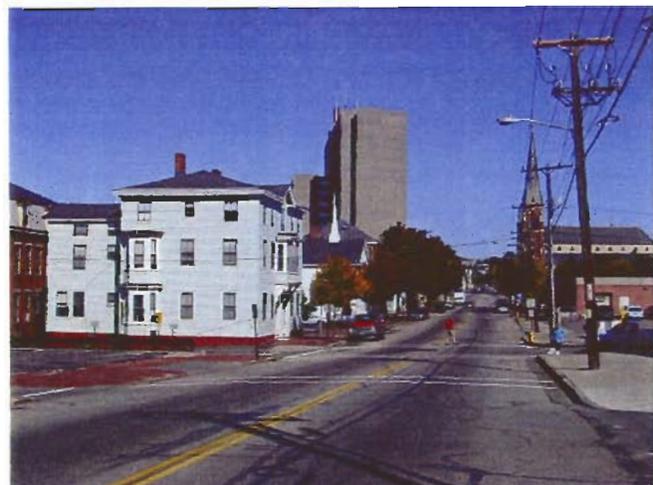
Banks

Private Investors/developers

Non-Profits - CEI and others

Property Owners

HUD



Issues and Policy Questions

Cost

New housing construction is very expensive, and because of the cost of land, even higher in Portland. A new rental unit may cost \$100,000. Even with subsidies such as the Low Income Housing Tax Credit a project typically will require local gap funding of \$10,000 - \$20,000 per unit. Locally controlled funding sources are extremely limited and there are competing demands - single and multi-family rehabilitation, home buyer assistance, etc.

Reaching the Bayside goals will require new local and outside funding sources and new partners, both for and non-profit, with access to investors and capital. Developing these resources will take time. Rather than waiting for the market to step up, the City will need to demonstrate its long term commitment to housing in Bayside through annual RFPs for development offering financing, land or both.

Reaching the Plan's housing goals will require more than our traditional federal housing resources because federal housing funds are restricted to assisting lower income households. The City may wish to assist housing development for a broader range of income groups. At the same time federal funds for housing in Bayside will compete with other housing needs in the city, as well as physical improvements in the East and West End and Bayside.

Policy Options

- A) Dedicate percentage of HCD funds to Bayside Housing.
- B) Allocate City CIP or General Revenue funds to Bayside Housing.
- C) Apply, and/or support applications by other entities, for McKinney Permanent Housing for the Homeless funds for developments in Bayside.

Demonstrating Successful Housing Development

At the present time Bayside is not viewed as a desirable location for new housing. This will change over time as the Plan is implemented and as the City actively participates in the first new housing developments. We will need to be strategic in siting and developing these “beachheads” because they will be critical to how the area is viewed for future private investment. **The City’s role initially will be to set the standard for new housing in terms of feasibility, design, density and management; particularly for rental housing.**

One of the largest barriers to both small 1-6 unit infill development and larger multi-family rental or condominium projects is the availability of land. Developers interested in housing in Bayside have commented on this obstacle noting that it is too risky for them to try and purchase land because city assistance to develop is not certain. Municipalities often use local and federal resources to assemble parcels which are then offered to private (for and non-profit) developers at a below market price, for the type of development desired. By assembling the parcels and making them available for particular types of development, the City can exercise more control over the location, design and compatibility of particular uses.

In order for commercial, office and housing development to occur along the timeline envisioned for the Bayside Plan, the City will need to use a variety of incentives and demonstrate through land acquisition its commitment to the Plan. The City’s role might include site acquisition, demolition, clearance and remediation of environmental hazards prior to putting land out to bid.

Policy Options

- A) City acquire sites for housing development and offer to qualified developers.
- B) City only offer financial assistance for private developers working in Bayside.
- C) Offer the City owned parking lot on Oxford Street for a housing demonstration project, including new construction in combination with a neighborhood playground.



Replacement of Existing Housing

Redevelopment of the Bayside neighborhood may entail some demolition of existing housing. A replacement housing policy mandating that housing be preserved or replaced would demonstrate our commitment to the Plan's stated goal of a vital urban neighborhood.

Policy Options

Adopt a neighborhood conservation policy mandating:

- A) one for one replacement of housing units converted or demolished, or
- B) a contribution to a housing replacement fund.

Capacity of Development Community

Housing development in Bayside will require a variety of housing developers; both for- and non-profit. Nationally many cities have chosen to provide capacity building and operating support funds to non-profit community development corporations who then develop housing in City targeted neighborhoods. Portland has not traditionally taken this approach and has had mixed results working with non-profits. This could change in Bayside.

By providing operating and capacity building funds, the City can be more involved in a CDC's operations and governance.

Non-profits usually have as a part of their mission neighborhood involvement and support for overall neighborhood redevelopment and specific CDC sponsored developments. They also make a long term commitment to the neighborhoods they work in. New housing in Bayside needs to blend in smoothly with existing housing and residents in the neighborhood. Interested new non-profits or existing organizations with a proven track record should be considered desirable partners in implementing the Bayside Plan.

Policy Options

- A) City forms sponsor creation of 501(c)(3) organization to develop housing in Bayside.
- B) Provide operating support to existing or new non-profit housing developers working in Bayside.
- C) Continue status quo; existing non-profits and for-profits work independently.



Parking

Housing development in Bayside will require parking - perhaps 1 to 1.5 spaces per unit. Providing structured parking for housing developments can increase the cost of a unit \$10,000 to \$15,000. At the same time, urban dwellers with access to public transportation and within walking distance of shops may have less cars than residents of more suburban areas. The need for parking could also be decreased if Metro expanded transit service to more of Bayside perhaps with convenient, and frequent, shuttles to downtown. Housing developers could have decreased parking requirements and be required to provide transit amenities or subsidies. Structured parking will still be needed. Sharing the cost of parking development with other private development is one way to recognize that we want to realize both housing and economic development goals in Bayside.

Policy Options

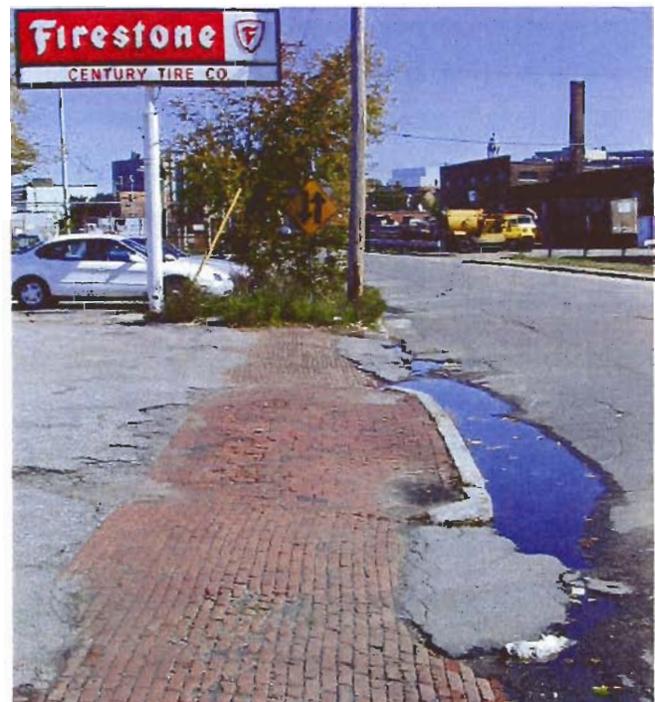
- A) Leave present parking requirement for new construction in place.
- B) Modify parking requirement for new construction in-town
- C) Work with Metro to improve frequency of transit service in Bayside.

Design Standards

In order to redevelop Bayside as a desirable vibrant neighborhood design standards for residential as well as commercial and social service development will be needed. The City should have clear design guidelines and standards in place as soon as possible after adoption of the Plan. Ambiguity with regard to design may cause potential developers to adopt a “wait and see” attitude, or result in a sense of arbitrary application of design standards during site plan review.

Policy Options

- A) **Modify B-5 Design Standards (see land use issues discussion).**
- B) **Negotiations with housing developers for City Assistance include Design Review.**



Incentives

Current property owners feel housing is not necessarily the highest and best use for property in Bayside, certainly it is not at the present time. Owners may prefer to wait and see what the impact of other activities such as relocation of social services and the purchase of rail corridor, before redeveloping their property as housing. Delaying new construction of housing may hurt the overall implementation of the Plan as Bayside continues to be seen as an undesirable place to live. The City should consider offering City-owned land for housing early - as an incentive to developers and expect that the first housing built may be “worker housing” not market rate, but that **careful attention to design, compatibility and ongoing management will demonstrate that more housing can be successful and encourage owners to develop.**

The City should also consider entering into development agreements with property owners establishing what will be done in exchange for what will be developed by the owner. For example, an owner could agree to develop a parcel as rental housing at a certain density or of a certain scale within a certain amount of time after the City relocates the scrap yards and begins remediation, or after the City puts in a new street and sidewalk, or develops a portion of the rail corridor as a pedestrian/bike path.

Policy Options

- A) City offers City-owned land for housing development.
- B) City acquires land for development and writes down cost.
- C) City works with selected land owners to see if specific public improvements can be linked to new housing construction.

Financial Fact Summary

Short Term - 300 units

Total Development Cost:

300 units x \$100,000 per unit = \$30 million

City Assisted Units:

150 units x \$20,000 per unit = \$3 million
(local, CDBG, HOME, HDF)

Other State, Federal and Private Funds:

\$26 million

Long Term - 500 units

Total Development Cost:

500 units x \$100,000 per unit = \$50 million

City Assisted Units:

250 units x \$20,000 per unit = \$5 million
(local, CDBG, HOME, HDF)

Other State, Federal and Private Funds:

\$45 million

CRITICAL ACTION 4:

CREATE A TRANSIT-ORIENTED DISTRICT

BACKGROUND

Integrate new development with parking garages and transit services - The objective for dense urban development of mixed uses in Bayside cannot be achieved with reliance primarily on surface parking lots for automobile storage. Surface parking will consume a vast amount of scarce real estate unless strategically located parking structures are provided.

Phasing and placement of garages should be designed for maximum shared use by residents, workers and shoppers, and should connect directly to adjacent arterial streets, I-295 and transit services. Appropriately placed parking garages can serve both the parking needs of new development in Bayside, and serve as hubs for transit servicing Bayside and Downtown Portland, and linking directly to all transit modes, including the Jetport, Ferry Terminal, intercity bus, and soon, rail service.

OPPORTUNITY

The redevelopment of Bayside, whether it be a new Social Services / Public Health complex, housing, office or retail will stimulate the need for additional off-street parking in the Bayside neighborhood. A new parking garage should be built to coincide with new developments in the neighborhood, due to the fact that parking for the existing business entities in the area is already at capacity. Additional parking structures should continue to be built as development in Bayside continues. While new parking structures will likely need to be created, mixed use and intensive land development as well as quick and convenient transit service will combine to make Bayside a neighborhood that has genuine choice. The Transit-Oriented District concept is a key element to achieving this.

GOALS

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

Implementation Tasks

1. **A full parking study**, in addition to a traffic study should be performed for any large projects. The parking study will substantiate the amount and location of new parking needed. This study will help the City plan and coordinate adequate parking facilities for new development in the Bayside area. This should include the needs of social services, private offices, retail and housing.
2. **Coordinate the planning, location and sequencing of parking facilities**, reflecting the pace of development. Garages should be designed for shared uses, and ease of ingress and egress.
3. **Develop a Parking Management Plan** that provides for shared facilities to address the various parking needs of the area, such as residents, shoppers and retail / office staff, etc.
4. **Coordinate planning and improvement of transportation-related facilities and services to achieve transit-oriented development.** Determine feasibility....
5. **Identify a site for the first garage and the resources and process need to move towards construction.** The railroad property presents one location opportunity. The City can also terminate the Marginal Way lease with USM in 2002, which would require a payment to USM of \$166,666; other locations will arise as development occurs.

Moving Into the Future

With its high visibility, easy access from the highway, and large areas of underutilized land, Bayside is a well-positioned hub which can support the City's transit goals, by evolving into a Transit Oriented District (TOD) or Transit Village.

'TOD' is an approach to arranging land use and development for the following benefits:

- reduced traffic
- increased pedestrian access
- improved air quality
- reduced sprawl
- preserved open space
- increased street retail and entertainment
- improved economy
- work force competition
- growth of alternative family households
- income diversity (more people without cars)

In Portland people could use trains, cars, bus, bicycle, and ferry. All of these modes of transportation can be linked with a loop bus which



continuously runs to the regional train, island ferry, international ferry, and PULSE inter-city bus service centers. The commitment to Bayside as an integral part of the downtown, and to the Social Services community as an important service center for a less mobile population would be well supported by the ongoing development of well-planned transportation facilities.

Financial Resources

1. City CIP - estimated parking garage construction cost of approximately \$10,000 per space.
2. City has received a \$275,000 Transit-Oriented District grant for infrastructure improvements including upgrading Marginal Way into an attractive boulevard with increased on-street parking, sidewalks, landscaping, and other pedestrian amenities.
3. Private development/public-private co-development.
4. City could donate or, more appropriately, lease land to encourage private development of a garage. Explore availability of federal funds for a shuttle service and/or garage construction.
5. Secure state and federal funding for passenger rail facilities.

Timeframe

The strategy should be to phase in the construction of parking garages to reflect the pace of Development Department. Using TIFs in Bayside will accelerate new development of the area.

Are Mainers willing to give up their cars and utilize shuttle services?

Surveys indicate only 2% - 3% of the general population will utilize mass transit. Shuttles in Portland to date have not been widely accepted. However, creating a Transit-Oriented District in Bayside could facilitate the use of shuttle and transit services by creating a transportation center. As more commercial and residential development fills in downtown and Bayside (such as the new DHS building), this increases the number of potential riders.

Would a garage require a City subsidy?

Probably. While both the Elm Street and Spring Street garages are self-sufficient and generate a positive cash flow, they would not if debt service was factored in. The Spring Street Garage has been used as an economic development tool by development and parking demand in Bayside.

Land acquisition and approvals will take time, in addition to design and construction of a new facility. The design and construction of a parking garage takes approximately two years.

Responsibilities

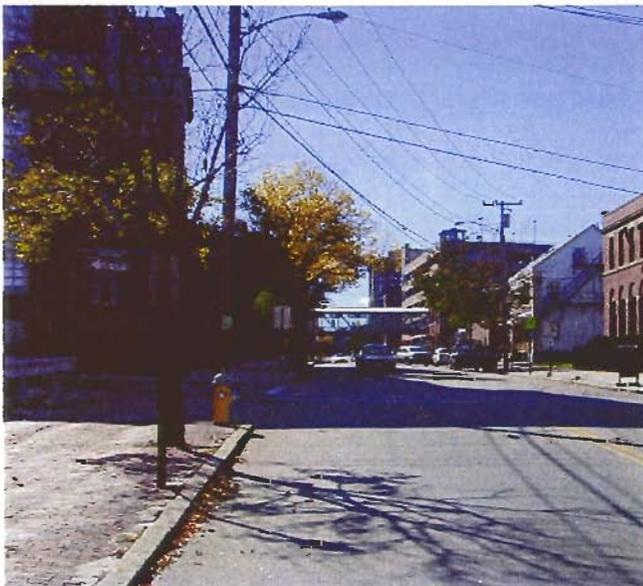
City Department Coordination with Parking, Economic Development, Planning, Transportation & Waterfront, Public Works and Finance.

Metro - for transit service.

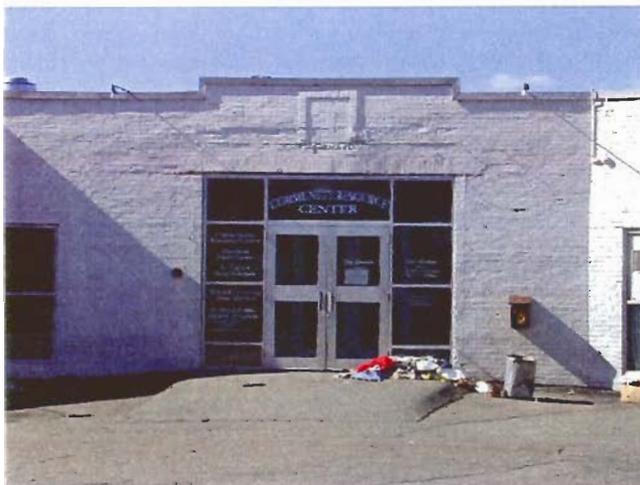
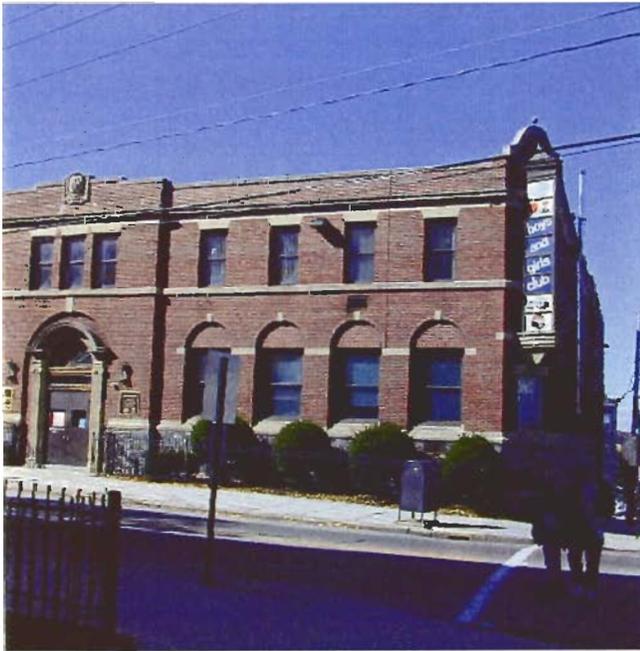
Developers - for bus stops, pedestrian connections to parking and transit facilities, partnership in construction of structures.

Partners and Stakeholders

1. City
2. Residents
3. Developers
4. Employees of commercial businesses
5. Landowners in Bayside
6. Maine Department of Transportation
7. Amtrak and Northern New England
Passenger Rail Authority
8. METRO







CRITICAL ACTION 5: SECURE THE FUTURE OF PORTLAND'S SOCIAL SERVICE NETWORK

BACKGROUND

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

Implementation

1. Form a Bayside subcommittee of the Council's Health and Human Services Committee which will identify and bring social services and public health stakeholders together.

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



Time Frame

Short Term:

Confirm, design and identify funding for Tier One providers - years 2000 - 2001

Long Term:

Years 2001 through 2004, confirm funding, build and confirm viable location all tier one provider

Providers

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

Tier 1

CCM Act/Access
Ingraham
Me Independent. Living Services
DMHMRSAS & Clinical Services
Portland Social Services
Portland Public Health
PSRC/CRC/TC (Preble Street)

Oxford Street Shelter/Family Shelter
Salvation Army, et al
Maine Pre Trial Service
Probation and Parole
Veteran Services
Portland Homeless Health
Maine, Administrative Office of the Court
Maine, Division of Lease Space

Tier 2

TRC/Job Service
Maine Unemployment
Maine Workers Comp.

Committees

Homeless Advocacy Group
Emergency Shelter Assessment Committee

Stakeholders

City Departments in Health and Human Services, Planning, Transportation, Corporation Counsel, Facilities, Public Works

State Departments in Human Services, Mental Health and Substance Abuse, Labor



BAYSIDE IMPLEMENTATION PLAN

task	description	<u>IMMEDIATE TIME FRAME</u>	<u>SHORT TERM</u>
		one year	up to five years
1	Planning & Economic Strategies	Bayside Economic Development Strategy Streamlined Development Review Process Develop Master Plan for Bayside District Create Design Guidelines for Development Review and update Zoning Ord. to support goals	
2	Land Acquisition	Acquire railroad properties Relocate scrapyards	Redevelop scrapyards Exercise Year 2001 buy-out option for Marginal/Preble parking lot
3	Infrastructure, Open Space & Recreation Amenities	Develop neighborhood playground Design & Engineering for Improvements: Marginal Way Chestnut Street Oxford Street Relocate city parking (90-100 cars)	Develop Bayside Trail Create Chestnut St. Quadrangle Improve engineered streets and sidewalks:
4	Public Sector Development		Program and Develop Public Health Building with Social Services component Develop Parking Structure
5	Public-Private Sector Development	RFP for Housing in Bayside area Relocate City sand/salt parcel Encourage redevelopment of brownfields through current EPA funding	Housing Development - 300 units Redevelop City sand/salt parcel Ongoing remediation and redevelopment of Bayside Redevelop Railroad Properties Redevelop city salvage yard
6	Private Sector Development		Encourage related private investment and redevelopment



MEDIUM RANGE

up to ten years

LONG-RANGE

ten years +++

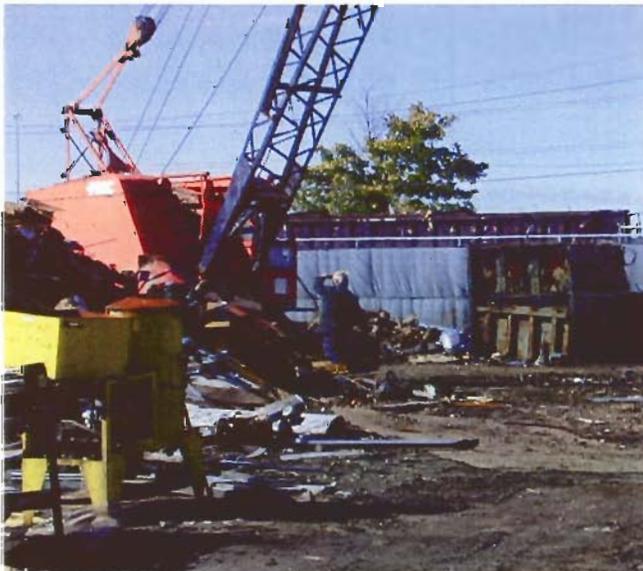
<p>Design & Engineering for Elm Street Somerset Street Kennebec Street Franklin Arterial</p>	
<p>Relocate or Rehab. adult shelters</p>	<p>Develop Parking Structure</p>
<p>Housing Development - add'l 250 units Redevelop scrapyards</p>	<p>Housing Development - add'l 250 units</p>
<p>Continued redevelopment of Bayside</p>	<p>Continued redevelopment of Bayside</p>



ECONOMIC DEVELOPMENT

BACKGROUND

Bayside's location between downtown and I-295 presents a significant economic and market opportunity to be planned and managed to create the best value for development and quality of life improvements for the community, generate a broad range of employment opportunities and improve the tax base. Bayside presents prime real estate development prospects to expand the central business district with new office and commercial space, along with small-scale affordable spaces for start-up and small businesses.



Goal

The goal for economic development in Bayside is to create a vibrant, dense, mixed use district, that will dramatically improve the quality of life for the Bayside residents, attract significant private investment, create employment opportunities, and offer to the high-tech, retail, office and light manufacturing industries, at a reasonable cost, an alternative to the sprawl currently taking place in our surrounding suburban communities.

Implementation

Bayside represents an opportunity for the City to spur the redevelopment of a visible, potentially attractive section of its urban core. The ability of the Economic Development Center (EDC) of the City of Portland to promote Bayside as an attractive location for business depends on the City's ability to be creative in addressing various issues. The two operating metal recycling facilities need to be relocated, preferably within the City. Without this, Bayside will simply not attract the businesses that will provide the economic base for Portland in the future.

Policy Question 1: If incentives do not entice private developers into redeveloping the metal recycling lots, would the City consider purchasing and cleaning those sites for resale

and/or redevelopment?

Business requirements for parking are increasing. Surface lots waste valuable space that could accommodate more dense development.

Policy Question 2: Is the City prepared to offer incentives to private developers to provide multi-level parking structures, and/or undertake a venture independently?

Infrastructure in Bayside will need to be improved to accommodate the needs of the developing businesses. Such improvements could be tied to development if possible, but would likely be necessary before much development occurs.

Policy Question 3: Will the City commit the funds necessary, through the CIP or other methods, to completely improve the infrastructure in Bayside?

Financing opportunities must be clearly outlined and offered in order to spur private development. To the greatest extent possible and prudent, incentives such as TIF's that are under the control of the City, should be approved in a detailed model form (i.e. Jobs created or retained, mitigating environmental circumstances, etc.), so that developers understand at the beginning of a process what the requirements are to obtain such assistance. This will require a significant amount of dialogue to create such models, but the result is the certainty of the process, which is a *significant* determining factor for developers when choosing where to invest their time and money.

Policy Question 4: Is the City willing to offer incentives to leverage private investment in Bayside; and will the City interject a measure of certainty and timeliness to the process by defining models for acceptable incentive use?

A Strategic Economic Development Plan should be conducted to determine the Strengths, Weaknesses, Opportunities and Threats (SWOT's) facing Bayside, and to determine the best course of action to implement the economic redevelopment of Bayside.

Policy Question 5: Will the City authorize the funds necessary to conduct and implement the Strategic Economic Development Plan for Bayside?

Financial Resources

A listing of resources is included in the report entitled "Financing and Incentives for the Portland Brownfield's Project" conducted by Enterprise Resources Corporation. The most significant opportunities from that report are listed below,



along with several other resources.

Private Sector

Private investment must comprise the bulk of the financing necessary to carry out the Bayside Plan. All City, State and Federal programs serve as incentives to leverage that private investment. In the absence of such incentives, it is clear that private investors will seek easier and cheaper alternatives, such as those offered in our surrounding suburban communities.

Portland Brownfield's Cleanup Revolving Loan Fund (BCRLF)

- \$500,000 Grant to Capitalize Loan Pool.
- Low Interest loans, administered by the DPC, are available to developers for the clean up of eligible sites. In certain instances, the fund may be

loaned to the City for eligible clean up costs.

Downtown Portland Corporation (DPC)

- Five (including the BCRLF) loans and one grant program for projects achieving specific goals.

Coastal Enterprises, Inc. (CEI)

- Several loan, start-up and small business assistance programs available to assist economic development.
- Licensed lender for the SBA-504 loan program (Loans up to \$750,000).
- Venture Capital financing availability.

Finance Authority of Maine (FAME)

- Provides loans, guaranty programs and bond financing opportunities.

City of Portland – Tax Increment Financing (TIF)

- Future tax incentives for projects creating at least \$2 million in new, taxable revenue.
- Five-year period (per TIF district) to capture new value.
- Must be used for economic development, but may include multi-unit housing development (e.g. Holt



Hall).

City of Portland – Capital Improvements Program (CIP)

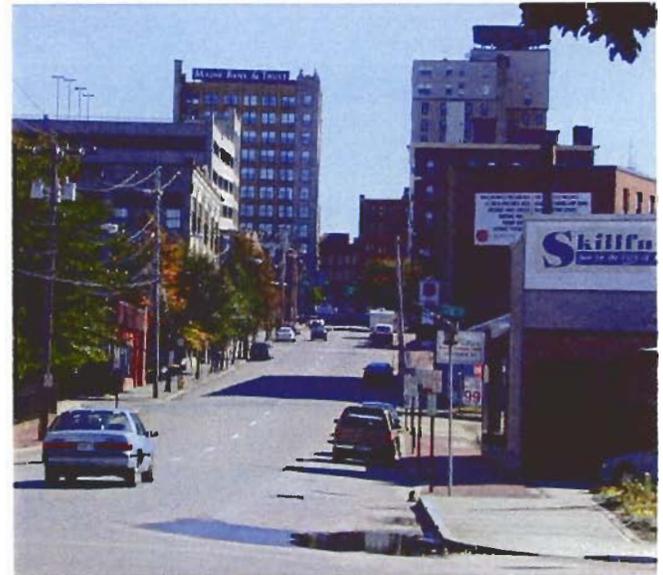
- Annual appropriations for infrastructure development.

Community Development Block Grant (CDBG)

- Portland receives approximately \$2.5 million annually from this program. Significant appropriations finance housing programs, infrastructure improvements and social services. Economic development to create jobs for low and moderate-income persons is an allowable and promoted function of the CDBG program, although it is not currently utilized for this purpose.
- Section 108 Loan program allows Portland to borrow up to five (5) times its annual CDBG appropriation for eligible projects by using the City's future CDBG

allocations as a guarantee.

- A HUD designation of Bayside as a Neighborhood Revitalization Strategy Area would allow CDBG funds to be used more flexibly in the area because there is a presumed low and moderate-income benefit. For example, CDBG funds can be utilized for economic development activities, but detailed job creation and retention records, usually provided



by employers, are not required.

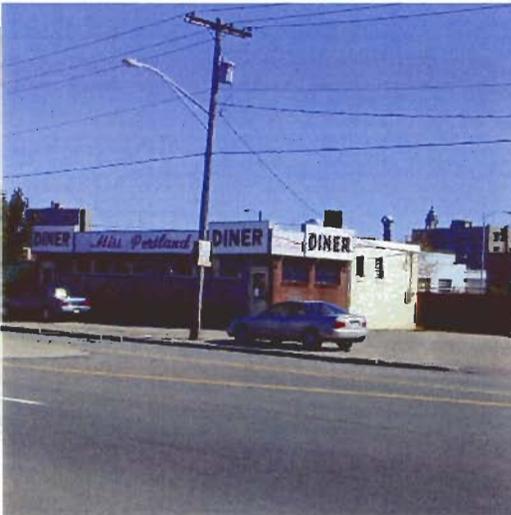
Timeframe

The Strategic Economic Development Plan for Bayside should be completed in the year 2000.

The Metal Recycling Facilities should be relocated as part of a short term action plan.

If the city is the purchaser of the lots, then the clean up process should be started immediately following acquisition. If the City does not purchase the lots, then the EDC will need to actively promote the BCRLF in order to entice private remediation and redevelopment.

If the City agrees that incentives are to be used to attract private investment to Bayside, then the EDC would advance models for acceptable incentive use for developments. The models and the corresponding non-binding Council approvals should be in place by the time of the completion of the Strategic Economic Development Plan in order to begin implementing the Plan.



Responsibilities

Strategic Plan Creation and Implementation:
Economic Development Center

Regulatory Process and Zoning Review:
Planning Department

Infrastructure Development:
Public Works Department

Loan Offerings and Servicing:
Downtown Portland Corporation

Legal Administration:
Corporation Counsel

Start-up and Small Business Assistance:
The Resource Hub

Incentive Program Approvals:
City Council

Partners and Stakeholders

Bayside Residents and Businesses
(Current and Future)

Economic Development Center

Planning Department

Housing and Neighborhood
Services Division

Downtown Portland Corporation

The Resource Hub

Coastal Enterprises, Inc.

Public Works Department

Utility Companies

Developers

Real Estate Community

Banks and Other Financing Institutions

REGULATORY ISSUES

BACKGROUND

This paper focuses on regulatory issues for Bayside. A central question in this discussion is how zoning regulations can help reinforce the redevelopment strategy of the Bayside Plan. Are the existing zoning districts appropriate? Are there incentives that can be incorporated in zoning that can encourage redevelopment while furthering the Bayside plan?

OPPORTUNITY

Bayside is perhaps the most diverse of all neighborhood/business districts in the city in terms of uses and buildings types. Bayside includes a large number of uses, ranging from office, commercial, residential to institutional uses. Buildings range in size from two-story single family residences to taller buildings such as Back Bay Towers.

In reviewing the land use patterns of Bayside, there appears to be three types of properties:

1. Pockets of traditional uses that are appropriate but may need strengthening or protection.
2. Vacant or greatly underutilized properties needing a change in use and/or redevelopment.
3. Properties having viable uses that over time could transition into other uses outlined in the Bayside Plan.

Although Bayside includes a wide mix of uses, there are apparent land use/development patterns and trends that should be recognized in zoning to further the revitalization of Bayside.

Presently Bayside has 4 zoning districts:

**B-5 Urban Commercial
Mixed Use Zone**

B-3 Downtown Business Zone

B-2 Community Business Zone

R-6 Residential Zone

B-5**Urban Commercial
Mixed Use Zone District**

Most of Bayside is in the B-5 zone. It is one of the most flexible commercial districts in the zoning ordinance in terms of allowable uses and dimensional requirements (i.e., 100% lot coverage, 65 ft. building hts., etc.) The B-5 Purpose section states “. . . to provide zones in areas of the peninsula near the central business district where a mix of uses . . . is encouraged. The B-5 and B-5b zones are characterized by larger undeveloped lots with great potential for denser, clustered, urban mixed-use development and more efficient reuse of existing land and buildings.” This zone is a perfect fit for most of the Bayside district.

Policy Issues:

- 1. Should the site plan ordinance (Sec. 14-526(26)) be amended to require that all B-5 buildings be built to the street line?** This issue has come up in the context of the Department of Human Services building on Marginal Way where the developer wanted an extended front yard building setback. The present ordinance language has a waiver provision to relax the setback provision but given the criteria appears to be an “automatic waiver.” It is suggested that this waiver provision be eliminated. A build to the streetline requirement reinforces the policy intent of an urban business district for Bayside.
- 2. How do we encourage residential development in locations shown in the Bayside Plan? Is the allowable residential density of 60 units per acre sufficient to encourage residential uses?**

R-6**Residential Zone**

There are two R-6 residential zones in Bayside. The first is behind City Hall, the second is west of Alder Street to Forest Avenue between Cumberland Avenue and Forest Avenue. Bayside has seen a decrease in housing units since 19__ caused primarily by redevelopment activities and parking lot development. Given these circumstances, the neighborhood has been remarkably resilient.

The present neighborhood is only one to two blocks wide with many vacant lots and is surrounded by non-residential uses from other zones. The neighborhood is physically very small, so large parking lots have a disproportionate impact. The challenge is to encourage infill residential development that weaves these vacant lots back into the neighborhood. Another long term goal of this area should be to strengthen the residential neighborhood so that in time it has a stronger physical connection to adjacent residential neighborhoods [Munjoy Hill and Parkside.]

A central question is how zoning can help strengthen the neighborhood. Other questions involve how to encourage more housing units and thus more people to move into Bayside. These efforts will involve a discussion of policy questions relating to the protection of residential uses as well as incentive measures. The policy questions posed below assume changes to the R-6 zone specifically for Bayside in order to address the neighborhood's unique circumstances. They would not apply citywide. These suggestions could result in creation

of a special R-6b zone for Bayside.

Policy Issues:

1. Should a policy be adopted in the R-6 zone discouraging demolition of existing residences for parking lot development unless replacement housing is provided?

This is a critical issue. Many houses have been lost by the construction of surface parking lots as parking pressures from surrounding areas have descended upon this neighborhood.

Without some protection, commercial and institutional uses in the B-5 and B-3 zones could remove the remaining residential properties for parking.

2. Should the R-6 zone in the Bayside area have a special provision that would liberalize the home occupation section as an incentive to live and reinvest in Bayside? The home occupation section of the zoning ordinance sets limits (such as floor area, number of employees) which is identical for all residential districts in the city. Given the mixed use character of Bayside and the need for all additional dwellings, it is suggested that a home occupation system be established that is unique to the Bayside R-6. This could encourage owner occupancy of buildings while providing the opportunity for a business that is not restricted by the standard home occupation zoning section.

It is not the intent to turn the Bayside R-6 zone into a business zone, rather to provide some flexibility and appropriate standards for home occupation related businesses that are of an appropriate scale for the neighborhood. This provision recognizes the variety and intensity of development surrounding the neighborhood and that mixed uses in this

environment can contribute to a healthy and vital neighborhood. Examples of potential home occupations include offices, artist studios and other uses.

3. Should the existing R-6 residential density for Bayside be increased to encourage more housing?

For new construction, the R-6 residential density is 1,000 sq. ft. of land area for the first two dwellings and 1,200 sq. ft. for each dwelling after the third. The previous standard was 1,000 sq. ft. for all dwellings. This standard was changed in 1991.

4. Should the parking standard be modified for the Bayside R-6?

The current standard requires two parking spaces for each dwelling plus one additional space for every 6 units. In an urban neighborhood with a variety of housing types and income levels, this standard appears excessive. A number of residents will have either have no car or just one. A more appropriate level should be considered. The Bayside R-6 zone is relatively small in terms of land area. There is simply not enough land area in this zone to meet this standard. The construction of new parking structures is critical for the development of new housing. It will be extremely difficult to achieve the goals of the Bayside plan while creating new housing without providing parking spaces in parking structures.

5. Should various dimensional requirements be modified for the Bayside R-6? There are several dimensional requirements that should be reviewed to determine if they are appropriate for a Bayside R-6 zone. These include maximum lot coverage and building height.

B-2

Community Business Zone

There are three B-2 zones in Bayside. One zone runs along Cumberland Avenue between Chestnut Street and Wilmot Street. The land uses in this area are primarily residential except for a church and a residential building that has a lawyers office on the first floor.

A second B-2 zone is located on Pearl Street. It is mid-block, and covers two lots. The third B-2 zone is located along Portland Street, between Preble Street and Forest Avenue. This zone includes housing, commercial uses as well as the city public works facility and the post office. The area is primarily commercial. Although there are residences mixed in throughout this area, there is not a concentration of housing that would justify a separate zone.

Policy Issues:

1. Should the B-2 zone along Cumberland Avenue between Chestnut Street and be eliminated and replaced by a less intensive zone such as the B-1b?

Given the concern to revitalize the residential character of the adjacent R-6 zone, the B-2 zone at this location appears to be too intensive. The purpose section of the B-2 references "shopping centers" which seems out of place for this area. The zone also allows drive-up windows including drive-through restaurants which is a poor fit for the neighborhood.

A B-1b would seem to be a more appropriate zone for this area since it allows limited commercial uses on the first floor while requiring residential in the upper floors.

The remaining B-2 zone in Bayside appears appropriate for the foreseeable future.

THE PUBLIC LANDSCAPE

Parks, Plazas, Trails & Open Spaces

BACKGROUND

Access to parks and open views are crucial to a successful and healthy urban life.

Opportunities for a break from the sometimes chaotic and bustling city life is of paramount importance—lunch with co-workers in a sunny and green square, sounds of children playing in a neighborhood playground, a nearby court for a quick pick-up game of basketball. Access to sparkling waters, grassy patches, and uninterrupted skies, with views of the city where we live, are all characteristics of public landscapes that help sustain healthy city life.

HISTORY

The availability of park space to those who live in Portland's peninsula area has always been scarce. To this day, the residential community is primarily located on the high lands along Cumberland and Oxford Streets. Until the 1940's, residents of the area had only Lincoln Park as the closest greensward for local recreation. Deering Oaks and the Eastern Promenade are accessible, however the 3-acre downtown Lincoln Park is closer to the Bayside community. For this reason, Lincoln Park has always been utilized as a neighborhood park—as seen in historic pictures of children playing in the formal fountain.

The Long Range Recreation Plan of 1943 was the first comprehensive citywide park plan. The plan employed demographic information to justify new and renovated park resources. Playgrounds and playfields were proposed specifically for the Bayside area. A substantial complex would have included space for both playgrounds and athletic needs. The site was along Fox Street, near today's soccer field. Other than the soccer field, however, the proposed plans were never realized.

Marginal Way and adjacent lands were historically industrial in use. In the same manner that residents of other cities have beaten paths to nearby open and green spaces that afford scenic views, the people living in Bayside took advantage of Back Cove's openness and its views. In the 1960's it became clear that Bayside was going to lose this informal access to the Cove with the construction of Interstate 295. Not only would the new highway consume several acres of Deering Oaks, it was also going to divide the community from its largest resource of simple open space.

During the late 1960's and early 70's, the press records some public concern, primarily due to lost Deering Oaks land. According to several articles, the land set aside on Preble Street Extension was to replace the razed Winslow Park. Additional park space was designated along the stretch between Marginal Way and I-295 amounting to 20 acres of recreational space. Would Bayside finally get its long-awaited park?

Unfortunately for Bayside residents and greater Portland, the promise is not yet fulfilled. Instead, parking lots have gradually consumed much of the open space along Marginal Way. Bayside is still waiting for its parks. Recently, however, city property has been offered for park uses and funding through the Community Development Block Grant will make a small neighborhood playground a reality.

Goals

Goal One: Create neighborhood parks and playground facilities close at hand to Bayside residents

For Bayside to become a fully functioning urban district and neighborhood, public landscapes (including recreation and scenery) must be an active component in the development plan. This translates into parks and playgrounds that are situated where people live—on the same streets and blocks that contain houses and apartments and businesses. The goal for Bayside’s public landscapes is to satisfy the recreational needs and interests of the community—today’s citizens and tomorrow’s neighbors. All will come to live, work and play in Portland’s newest neighborhood.

Goal Two: Improve access to major open space and recreation facilities within walking distance of Bayside.

Bayside is surrounded by a wealth of parks and open spaces— Deering Oaks, Back Cove, and Lincoln Park. These major parks must be made easily accessible to Baysiders, through a system of trails and sidewalks that are safe, secure, universally accessible, and inviting. Links and connections that are convenient and attractive will improve the ability of Bayside residents to utilize the facilities that already exist.

Proposed Initiatives

The Rail Corridor Trail provides a good opportunity for people to move through the area via a green, non-vehicular trail. It also provides an organizational strategy for additional public landscapes within Bayside. This trail can be the organizational spine that unites a series of other recreational facilities: squares; playgrounds; neighborhood parks, gardens and fields.

Arborways (streets with wide esplanades that support healthy tree canopies) can connect more remote Bayside neighborhoods to the trail and other recreational facilities. They can also link the citywide park system—including the Back Cove and Eastern Promenade Trails, and Back Cove, Deering Oaks and Lincoln Parks.

Other opportunities are available in the larger thoroughfares, especially Marginal Way and Franklin Arterial. Marginal Way could be a re-designed, tree-lined boulevard that would provide tremendous asset to the area as an attractive setting for commercial venues and a magnet for walkers, joggers, and cyclists looking for a scenic loop route. Marginal Way would also create a recreational circuit in conjunction with Trail. In the same ways that Bayside Avenue can be an asset to the community, Franklin Arterial needs to be redesigned for greater neighborhood friendliness and attractiveness, with sidewalks and pedestrian amenities such as benches and lighting.

Implementation

The Rail Corridor property, along with other potential and current public lands, should be used to maximize park resources in Bayside. Unlike housing and commercial buildings, the public landscape is not often realized through the private sector.

The proposal to utilize city owned land to initiate housing in Bayside includes a new park and playground on a portion of the city land. This is an excellent demonstration project of how housing and recreational space can be effectively integrated. Amenities like parks and tree-lined streets, as well as new pavement, sidewalks and updated utilities, have been proven strategies to revitalizing neighborhoods. Bayside should follow suit.

Tasks at Hand

- Acquire the Rail Corridor and Scrap Yard properties
- Identify other parcels in the Bayside area that are necessary to fulfill the recreational needs of the neighborhoods.
- Identify those city-owned parcels that would be better utilized as public landscape than another forms of development
- Develop a strategy for the City to acquire land and/or provide incentives for land to be developed as public landscapes.