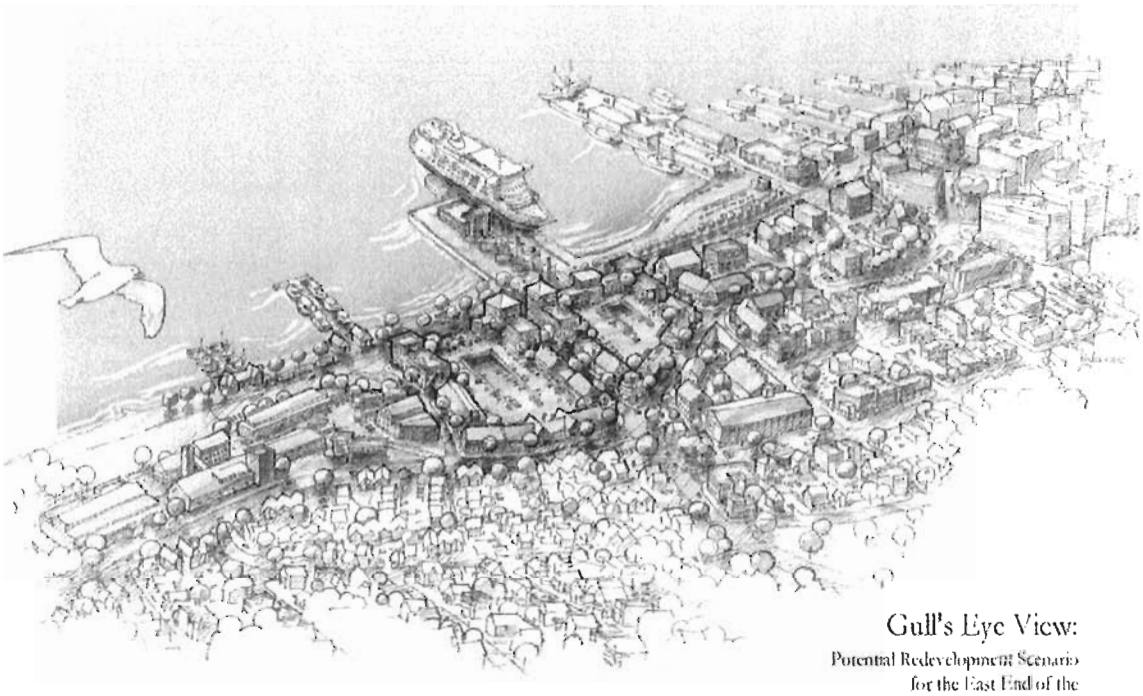
Final Report of the

Waterfront Development and Master Planning Committee



Gull's Eye View:
Potential Redevelopment Scenario
for the East End of the
Portland Waterfront

A Master Plan for Redevelopment of the Eastern Waterfront

Prepared by the City of Portland
Planning Office

With technical support from
ICON Architecture, Boston, MA

June 3, 2002
Amended October, 2004
Amended September, 2006

Master Plan for Redevelopment of the Eastern Waterfront
Portland, Maine

Amended September 2004

Portland City Council
Nathan H. Smith, Mayor
William Gorham
Karen A. Geraghty
Cheryl A. Leeman
James I. Cohen
Nicholas M. Mavodones, Jr.
James F. Cloutier
Peter O'Donnell

Joseph E. Gray, City Manager

City of Portland Planning Board
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Leslie Lowry III, Vice Chair
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Michael Patterson
Janice E. Tevanian
David Silk
John Anton

Portland Department of Planning and Development
Lee Urban, Planning and Development Department Director
Alex Jaegerman, Planning Division Director
William Needelman, Senior Planner

The Master Plan for Redevelopment of the Eastern Waterfront was initially accepted by the City Council in June 2002. The Master Plan was then amended by the Portland Planning Board in September 2004 and adopted by the City Council into the City's Comprehensive Plan on [*Date of adoption.*]

Report of the
Waterfront Development and Master Planning Committee

Master Plan for Redevelopment of the Eastern Waterfront

Accepted June 3, 2002

Portland City Council

Karen A. Geraghty, Mayor
James F. Cloutier
Philip J. Dawson
Jill Duson
Jay M. Hibbard
Cheryl A. Leeman
Nicholas M. Mavodones, Jr.
Peter O'Donnell
Nathan H. Smith

Joseph E. Gray, City Manager

Portland Department of Planning and Development

Lee Urban, Director
Alex Jaegerman, Planning Division Director
Alan Holt, Urban Designer
William Needelman, Senior Planner

The Waterfront Master Planning Committee

Appointed by
Cheryl Leeman, Mayor
Karen Geraghty,
Co-Chair
Peter O'Donnell,
Co-Chair

James Cloutier, Councilor
Jack Dawson, Councilor

Frank Akers
Will Gorham
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Barbara Vestal
Steve Williams
Charlie Poole
G. Steven Rowe
Phineas Sprague, Jr.
Ron Ward
Michael Quint
Elizabeth Sheehan
Ken Swanberg
Barbara M. Whitten
Lincoln Good

With Technical Support From:
ICON Architecture, Boston Mass.
Wilbur Smith Engineers
Norris and Norris, Architects
Portscape
FMX Associates
Gorrill Palmer Engineers
Annie Wadleigh, Greater Portland Council of Governments
Woodard & Curran Engineers

Master Plan for Redevelopment of the Eastern Waterfront

June 3, 2002
Amended October 2004

Table of Contents

The following documents are integral elements of the Master Plan Report and are found attached.

A. **Definitions,** adopted with Statement of Principles, June 11, 2001.
B. **Public Process Narrative**
C. **Design Guidelines for the Eastern Waterfront**
D. **Eastern Waterfront Building Height Study,** MRLD,LLC.

I. PREAMBLE

"The water's edge is the most precious resource we have"
Waterfront Development and Master Planning Committee, 6-11-01

Portland's Eastern Waterfront provides a unique location to combine the opportunities provided by deepwater berthing resources with the economic development potential of an historic and vital downtown commercial center. The challenge is to develop the marine passenger industry and to re-develop the underutilized uplands without negatively impacting the existing and future residential neighbors. The Master Plan envisions new development in the area to be an amenity and an asset to neighborhood residents, the greater City, and the visiting public.

Through strict design guidelines, traffic management, pedestrian amenities, open space enhancement, landscaping, and encouraging a mix of residential, commercial, and transportation uses, the Ocean Gateway Passenger Facility and the surrounding areas will transform into a walkable and connected part of the City. Development in the Eastern Waterfront provides opportunity to expand public access to water and shore: along both private and public properties and for both active and passive uses. An integrated Master Plan allows the City to support the working waterfront, promote economic development, and enhance and protect our residential neighborhoods.

II. Waterfront Development and Master Planning Committee Objectives

The City recognizes that the development of the Ocean Gateway Marine Passenger Terminal Project will serve as a catalyst for change and further development within the immediate area (the Waterfront Land Use Study Area), and have significant impacts on the surrounding community (the five Impact Areas). The Eastern Waterfront Development and Master Planning Committee has worked to create a consensual, unified vision for private and public development in the study area. The Plan is integrated with the Ocean Gateway Marine Passenger Terminal project to insure that the new facility achieves the highest quality urban design that respects and enhances the character of Portland while reflecting the image of a great seaport. The Master Planning process has sought involvement from all stakeholders in an open, participatory process and has considered both impacts and opportunities presented for the Eastern Waterfront.

The Master Planning Process has conducted the following analyses:

- Review and analysis of proposed and/or desired public and private development projects within the Eastern Waterfront including the Ocean Gateway Passenger Terminal Project and potential related co-development.

- Review of land use and economic development policies and opportunities within the Eastern Waterfront.

The Study recommends strategies and actions to achieve the following:

- Establish a Development and Master Plan for the Eastern Waterfront area that complements, enhances and integrates with the Marine Passenger Terminal Project and the adjacent neighborhood. The Master Plan will provide the policy basis for future zoning amendments necessary to implement the plan.

- Insure good urban design by (1) identifying potential public improvements to complement and enhance development in the study area and (2) establishing design guidelines to inform public and private development in the Eastern Waterfront.

- Provide the basis for future land-use planning for the rest of Portland's Waterfront.

  *Note: As a follow up to the conceptual master planning process, the City has also analyzed and recommended design guidelines and building heights for the area. The **Eastern Waterfront Design Guidelines** and **Building Height Study** reports are included in the appendix of this report.*

III. EXISTING CONDITIONS

STUDY AREA LIMITS

The Eastern Waterfront Land Use Study Area includes parcels to the east of and north of, and most directly associated with, the Marine Passenger Terminal Project site – the former Bath Iron Works Ship Repair Facility. These parcels include adjacent properties extending to a border formed by Franklin Arterial, Middle Street, Hancock Street, Federal Street, Mountfort Street, and Fore Street, and to the properties occupied by Shipyard Brewery, and Portland Company Complex.

Five Impact Areas are identified surrounding the Marine Passenger Terminal Project site and the Waterfront Land Use Study Area. The Waterfront Development and Master Planning Committee has worked to mitigate negative impacts to the surrounding areas and to encourage development that compliments and enhances the character of the eastern peninsula.

The Impact Areas include the **Munjoy Hill** Impact Area (bordered by the Eastern Prom, Fore Street, Mountfort Street, and Congress Street), the **India Street** Impact Area (bordered by Mountfort Street, Federal Street, Hancock Street, Middle Street, Franklin Arterial, and Congress Street), the **Old Port** Impact Area (bordered by the Franklin Arterial, Fore Street, Pearl Street, and Congress Street), the **Commercial Street** Impact Area (bordered by Fore Street, Pearl Street, thirty-five feet harbor side of Commercial Street, and Union Street), and Portland's **Casco Bay Island** Impact Area (island residents utilize the State Pier, Casco Bay Island Transit District Ferry Terminal as their major point of entry and departure from the City.)

Current Zoning and Landuse

The Eastern Waterfront is the earliest developed part of the City and has a predictably diverse mix of land uses and corresponding zoning coverages. Currently within the Master Plan Study Area, zoning can be separated into marine zones and mixed-use commercial zones.

Marine Zoning: marine use zones dominate the portions of the study area south of Fore Street.

The former Bath Iron Works facility, City controlled surface parking lots, and the State Pier are designated **Waterfront Port Development Zone**, a zone dedicated to the retention and enhancement of deep water berthing uses. The Portland Company, at 148 Fore Street, and the Farley and Marino properties at 144 Fore Street, are designated **Waterfront Special Use Zone**, which allows and encourages active water-dependent uses and discourages uses that are incompatible with the surrounding marine, residential, and park uses. The Waterfront Special Use Zone allows certain non-marine related

activities within existing buildings, including exhibition space, museums, office and restaurant use.

Commercial Zoning: The portions of the study area north of Fore Street and included in the India Street and Old Port commercial districts are zoned one of three business zones.

The India Street corridor is dominated by the **B-2b, Community Business Zone**. The B-2b encourages commercial uses and services serving both the adjoining neighborhoods and the larger community. The Old Port district is a portion of the **B-3, Downtown Business Zone**. The purpose of the B3 zone is to promote Portland's downtown as the business and commercial center for the region by satisfying the retail, commercial and service needs of City and regional residents and visitors. Finally, the Shipyard Brewery site located between Fore, Middle, Hancock, Newbury and Mountfort Streets is dominated by the **B-5, Urban Commercial Mixed Use Zone**. The B-5 encourages under-utilized land on the peninsula to be developed into an efficient mix of uses utilizing an urban form. Light industrial, marine, commercial, and residential uses are all allowed and encouraged.

Outline of Zones Found in the Waterfront Land Use Study Area and Impact Areas
(Refer to the attached Study Area and Zoning Maps)

Marine Passenger Terminal Project Area

- **A.** Waterfront Port Development Zone (WPDZ)
- **B.** Additional Overlay Zones
  1. Shoreland Zone
  2. Flood Plane (as delineated on the Federal FIRM maps)

Waterfront Land Use Study Area

- **A.** WPDZ
- **B.** Waterfront Special Use Zone (WSUZ)
- **C.** Busines-2 and 2b (Community Business Zones, B-2 and B-2b)
- **D.** Busines-3 (Downtown Business Zone, B-3)
- **E.** Business-5 (Urban Commercial Mixed Use Zone, B-5)
- **F.** Additional Overlay Zones
  1. Shoreland Zone
  2. Flood Plane
  3. Waterfront Historic District
  4. Downtown Height Overlay

Munjoy Hill Impact Area

- **A.** Residential-6 (High Density Residential, R-6)
- **B.** Business-1 (Neighborhood Business Zone, B-1)

India Street Impact Area

- **A.** B-2b
- **B.** Recreation and Open Space (ROS, Eastern Cemetery)
- **C.** Additional Overlay Zones

1. This area is currently being surveyed for possible designation as a Historic District.

Old Port Impact Area

A. B-3

B. Additional Overlay Zones

1. Old Port Historic District
2. Downtown Height Overlay
3. Pedestrian Activities District (PAD)

Commercial Street Impact Area

A Waterfront Central Zone (WCZ)

B. B-3

C. Additional Overlay Zones

1. Waterfront Historic District
2. PAD
3. Downtown Height Overlay

Note: The Casco Bay Island Transit District Ferry Terminal on State Pier is designated Waterfront Port Development Zone.

VACANT, UNDERUTILIZED LAND

The development history of the Study Area has resulted in a largely underutilized portion of urban waterfront currently dominated by empty pavement and surface parking. The area is blessed with water views, proximity to urban amenities, reasonable vehicular access, excellent port access, and integration with the City trail system. Given its location and proximate attractions, significant potential for redevelopment exists within the Eastern Waterfront. Surface parking uses could be aggregated into parking structures, providing surplus parking for new structures, more intensive reuse of historic buildings, replacement of non-historic structures, and open space enhancement.

The Eastern Waterfront district can be generally separated into six areas: (1) Central Redevelopment Area, (2) India Street Corridor, (3) Portland Company Complex, (4) Ship Yard Brewery Complex, (5) PDOT Large Vessel Support Areas, including the Maine State Pier and Marine Passenger Terminal Pier, and (6) Small Vessel Marine Support/Public Access Area. Refer to the Key Map of the Eastern Waterfront included in the Design Guidelines

1. Central Redevelopment Area

The core of the of the Eastern Waterfront centers around the lands extending north of the water between the Maine State Pier (Pier 1) and the Marine Passenger Terminal Pier (Pier 2) to the southerly side of Fore Street.

The site historically was home to early railroad and port related industry including the terminus of the Grand Trunk Railroad, the 1922 State Pier cargo facility, and large grain piers and storage structures formerly located near the head of Pier 2. From 1982 to 2001, the site was used by Bath Iron Works for military ship repair. With the demise of the rail and port cargo operations, and the exodus of Bath Iron Works, gravel and paved surface parking and lay down areas currently dominate the upland core of the Eastern Waterfront. The City of Portland is the current owner of this property.

Additionally, the adjacent property south of Fore Street contains two substantial private properties that have significant potential for redevelopment and integration with the under-utilized City property. The Farley and Marino properties, located between Fore Street and the City parking lots, each contain large one-story block structures originally built for warehouse uses associated with the railroad history of the area. Both structures have been adapted to a variety of commercial uses and are fully occupied. The Farley and Marino properties could either remain as separate private enterprises that redevelop independently; or potentially, the properties could combine with City properties to the south to provide an integrated development scheme. Both build out scenarios are described below in Section VII.

Development Considerations

- Currently home to poorly organized public and private surface parking lots.
- New streets to be extended from existing street grid.
- Provides significant opportunity for large-scale development of both City controlled and private properties.
- Promote consolidation of surface parking into shared parking structures.
- Integrate new streets serving the marine passenger terminal with redevelopment of lands north of an extended Commercial Street.

2. India Street Corridor

Moving west to India Street, the Eastern Waterfront transitions to a more consistently developed urban fabric, with an established business corridor flanking both sides of the India Street right of way. Historic brick structures, surface parking lots, and light industrial uses occupy the properties between India Street and Franklin Arterial.

The Waterfront Historic District begins in this area, extending from the former Grand Trunk administrative building at the terminus of India Street, running west along Commercial Street and up Franklin to Middle Street. The India Street area has long been considered for a potential historic district expansion, and the area is currently the subject of a building-by-building historic resources survey.

The Jordan Meats manufacturing plant dominates the block on the westerly side of India Street and the southerly side of the Middle Street. The interior of the blocks between Middle, India, Commercial, and Franklin contains large amounts of surface

parking leased to resident and off-site commercial uses and island residents. Aggregating the parking into structures would provide opportunity for infill development and replacement of non-historic buildings in this portion of the study area.

Development Considerations

- Established historic commercial and residential district.
- Opportunity for adaptive reuse of significant buildings.
- Promote sensitive infill development.
- Possible expansion of the existing Waterfront Historic District.
- Opportunities to combine portions of private property east of India Street with adjacent City owned land to facilitate efficient development of mixed use parking structures.

3. Portland Company Complex

The Portland Company complex, a mid-nineteenth century manufacturing facility, occupies the easterly end of the Eastern Waterfront. As an early manufacturing center, the site is home to several large brick and granite industrial buildings of architectural significance with potential for adaptive reuse. The Portland Company property is currently designated as eligible for inclusion in the National Register of Historic Places.

The property is highly developed, but in need of significant structural and cosmetic repair. Importantly, the complex is the only private property in the study area with direct water access. Currently, the Portland Company houses a variety of commercial uses, including a marina, boatyard, boat repair, general office, exhibition space, and the Narrow Gauge Railroad Museum.

Future parking enhancements and better vehicular and pedestrian access to the central redevelopment area will better integrate the Portland Company complex with the Eastern Waterfront and the Commercial Street business district, spurring the adaptive reuse and restoration of the historic structures.

Development Considerations

- Historic 19th Century industrial complex.
- Promote the continuation of boat yard and yacht support services.
- Encourage the adaptive reuse and sensitive rehabilitation of historic structures.
- Increase connections to Commercial Street and promote shared parking with abutting uses.
- Expand recreational boating and active public use of the water.

4. Ship Yard Brewery Complex

The Ship Yard Brewery occupies an early twentieth century industrial building along Hancock and Newbury Streets. Extending south to Fore Street, the site is heavily developed at the Newbury Street and Hancock Street portion of the property, but is largely vacant or abandoned adjacent to Fore Street. While a small cluster of historic residential structures occupy the Newbury and Mountfort Street corner, underutilized industrial buildings and commercial parking occupy the lands adjacent to the Fore Street right of way.

Development Considerations

- Home to active brewery in historic early 20th Century industrial complex.
- Significant opportunity for large and small-scale development.
- Reestablish the historic Hancock Street corridor link between Middle and Fore Street.

5. PDOT Large Vessel Support Areas

The Portland Department of Transportation will retain control of the majority of the former BIW ship repair facility as the Marine Passenger Terminal Facility. Two working deep-water piers are included within the large vessel support area. Maine State Pier (Pier 1) is a City owned structure and contains a 100,000 square foot cargo shed along its easterly perimeter adjacent to a 1000-foot deepwater berth. The shed is currently in need of considerable repair, but provides potential for continued use as deepwater berthing support and other uses.

The Casco Bay Island Ferry Terminal is located on the westerly side of the Maine State Pier, and is under the control of the Casco Bay Island Transit District. The CBITD facility currently handles 900,000 passengers per year and is the primary point of entry and departure for the Casco Bay island community.

The Atlantic Pier (Pier 2) is a 600-foot finger pier that was developed to serve the BIW dry dock. Pier 2 is in excellent condition, is constructed with full utilities in place, and is proposed to be expanded to house the marine passenger terminal and provide the Scotia Prince berth and the primary cruise ship berth.

The land between the Maine State Pier and Pier 2 is entirely paved and has historically provided parking and circulation support for the berthing and warehousing function of the piers.

There is an area of filled land east of Pier 2 extending into the harbor that poses potential environmental risks. The "containment area" is composed of contaminated dredge spoils retained within a wooden piling structure. The containment area has been capped under the "VRAP," voluntary remediation action plan, program and is currently limited to pedestrian use. Any long-term development plan for the Pier 2 area will need to address the maintenance and

safety of the containment area and work within the regulatory restrictions of the VRAP program.

Development Considerations

- Future home to marine passenger terminal and expanded cruise ship berthing.
- Potential for terminal building to provide significant architectural statement for Portland's waterfront.
- Promote utilization of deep water berthing.
- Plan for the long-term utilization of Maine State Pier.
- Plan for the long-term stability of the containment area.
- Retain and plan for the future safety and function of the Casco Bay Island Ferry terminal for the use of island residents and visitors.

6. Small Vessel Marine Support/Public Access Area

The land east of Pier 2 and adjacent to the water currently serves as back lot parking and exterior storage areas remaining from the BIW use of the site. The area is adjacent to the remains of the historic grain piers that dominated the Eastern Waterfront until their destruction by fire in the late 1960's. A granite crib work bulkhead and the remnant pile fields of the former grain docks characterize the shoreline east of Pier 2. The water in this area is shallow and the southerly exposure receives extreme weather during the winter months. The lands adjacent to the water east of Pier 2, provide opportunity for seasonal small vessel berthing and marina development, public access to the water, open space and trail enhancements, and the possibility for a tug boat pier. The character and scale of development in the lands east of Pier 2 should, to the extent possible, be designed to add value and retain views for the Central Redevelopment Area

Development Considerations

- Develop shallow draft commercial and recreational berthing.
- Develop open space and trail enhancements.
- Provide a place for increased public access and use of the water's edge.
- Provide opportunities for development of a public boathouse and landing.
- Retain potential for a wave-attenuating pier to provide future tugboat berthing and expanded protected berthing in the winter months.

TRAIL, TRAIN

Consistent with the transportation related history of the area, two current uses provide amenities and challenges to redevelopment: the Easter Promenade Trail and the Narrow Gauge Railroad.

The Eastern Promenade Trail is a multi-use pedestrian and bicycle corridor connecting Commercial Street to the East End Beach with further links to the Back Cove loop trail. The Trail consists of a stone dust jogging/walking path paralleled by a paved travel way

for roller-blading, biking, or pedestrian use. The Eastern Prom Trail is extremely popular providing year-round activity and vitality to the eastern waterfront and is a pivotal link in Portland's recreational trail and alternative transportation system.

The Narrow Gauge Railroad occupies a 26-foot wide State of Maine rail right of way and extends from the southerly edge of Commercial Street at India Street, along side the Eastern Prom Trail, to a point beyond Cutter Street at the East End Beach. The Narrow Gauge Rail is a heritage museum and tourist attraction with exhibition space housed in the Portland Company complex. While the two-foot wide rail spacing was never a part of Portland's historic rail system, some of the rolling stock displayed and used at the Narrow Gauge Museum was manufactured at the historic Portland Company site.

The Eastern Promenade Trail and the Narrow Gauge Railroad, with their linear orientation parallel to the shore, have a tendency to divide the uplands from the water's edge. Some relocation and redesign of both of these corridors will be needed in order for the Master Plan to take advantage of the amenities provided by these features while retaining connectivity with the uplands and the functional utility of marine uses.

ISLAND PARKING

Retention and expansion of parking opportunities for Island residents is a consistent theme and an identified need for the Eastern Waterfront. For the last several years, the City has provided approximately 130 full time parking spaces for island residents. Located south of Fore Street and north of the Eastern Prom Trail, the island parking lot was a poorly organized gravel lot with marginal access to the Casco Bay Island Ferry Terminal. The City typically issued over 700 permits for the 130 spaces, resulting in a predictable shortage of spaces and "over packing" during the peak summer months. For the current 2002 season, 150 spaces are available to Islanders for monthly rental. Additionally, the 130-space lot will be available to the general public, including Islanders, for short or long-term rental. Islanders, who choose not to utilize the City lots, negotiate parking from one of the many commercial lots in the vicinity or park on the street.

The Casco Bay Island Transit District ferry terminal includes a five-story, 420 space parking garage. The garage is a municipally owned structure under private management with half of the spaces assigned to long-term leases and half designated for transient hourly rental. As future parking structures are developed in the Study Area, the opportunity will develop to allow a significant portion of this existing garage to be set aside for designated island parking, with transient and/or commercial tenants shifted to new facilities. The development of additional structured parking and additional on-street parking will expand private and public parking opportunities for Islanders.

IV. Statement of Principles for Redevelopment of the Eastern Waterfront

Adopted 6-11-01

The Waterfront Development and Master Planning Committee established the following set of principles to guide land use policy in the Eastern Waterfront.

The principles and objectives reported here are of equal value and should be applied uniformly during the evaluation of proposed land use policies and development for the Eastern Waterfront.

CHARACTER AND IMPACT OF DEVELOPMENT

Development within the eastern waterfront will be compatible with the surrounding areas, neighborhoods, natural environment and maritime uses.

Objectives:

- Protect the operation of island ferry service and enhance parking, circulation and safety.
- Encourage compatible architecture.
- Encourage historic preservation and adaptive reuse of historic structures.
- Establish a new street and pedestrian network that integrates with the surrounding street and trail network.
- Preserve significant public view corridors to and from water and along the waterfront.
- Manage traffic, noise, and air and water emissions to minimize impacts on the surrounding community and users.
- Improve and protect the value and quality of natural resources.

MIXED USE

Development within the eastern waterfront will create a vital and active mixed use urban area that generates life and use every day of the year and all hours of the day.

Objectives:

- Provide opportunity for mixed-use non-marine development and activities in locations and in ways that are compatible with the use of maritime resources.
- Increase public use of the water, waterfront and shore through public access and green space development.
- Maintain and enhance recreational trail access.

CITY of PORTLAND, MAINE

ZONING

1000 0 1000 2000 Feet

The information contained on this map is compiled from past zoning maps, City Council orders, and other documentation as depicted on the Map Summary of Zoning Documentation map on file in the City of Portland's City Engineer's Archives Vault presently located at 55 Portland Street and at the Department of Planning and Urban Development, 389 Congress Street.

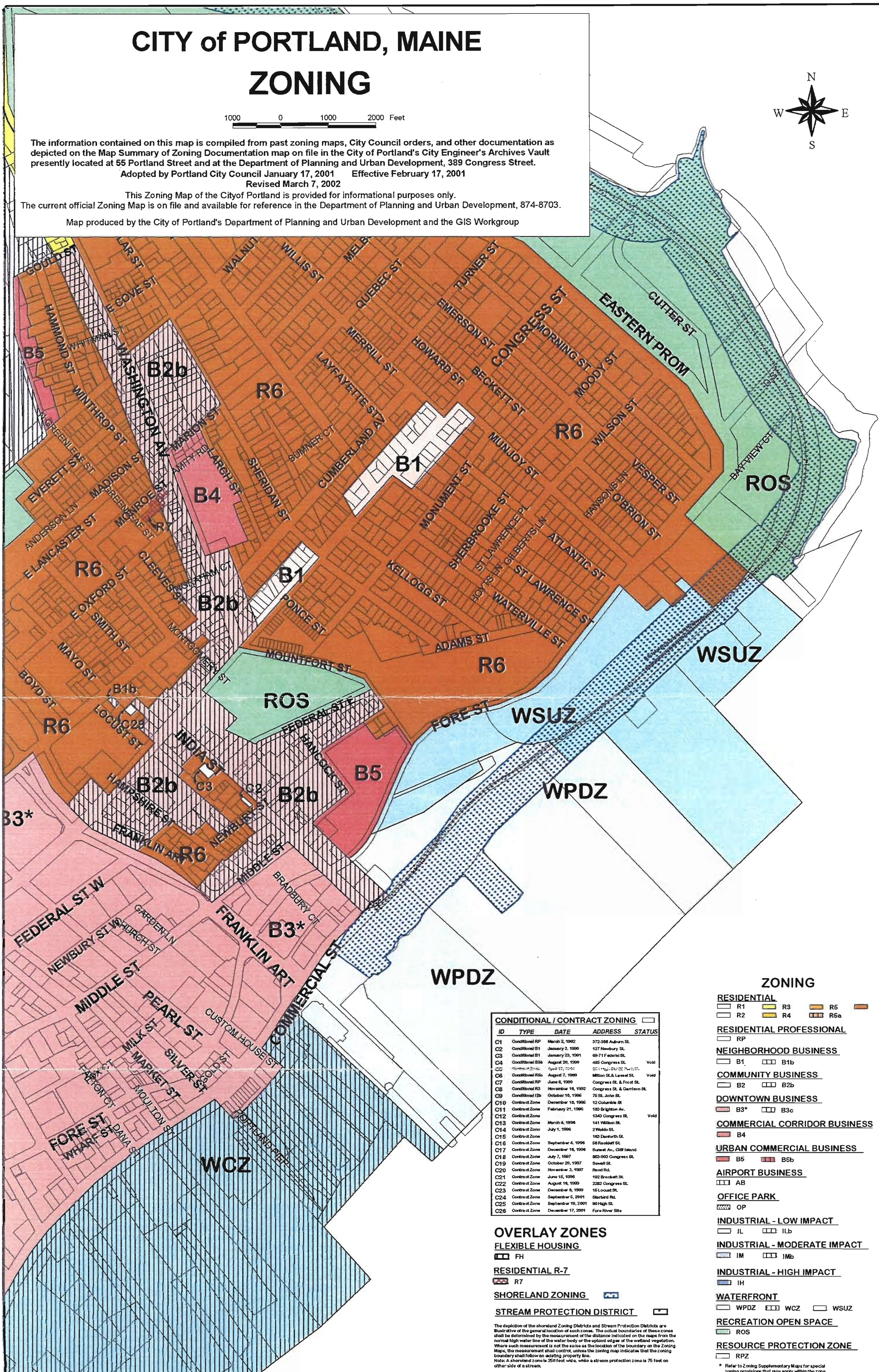
Adopted by Portland City Council January 17, 2001 Effective February 17, 2001

Revised March 7, 2002

This Zoning Map of the Cityof Portland is provided for informational purposes only.

The current official Zoning Map is on file and available for reference in the Department of Planning and Urban Development, 874-8703.

Map produced by the City of Portland's Department of Planning and Urban Development and the GIS Workgroup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MERRILL ST
LAYFAYETTE ST
CUMBERLAND AV
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WILLIS ST
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MUNJOY ST
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ANDERSON LN
WINTHROP ST
HAMMOND ST
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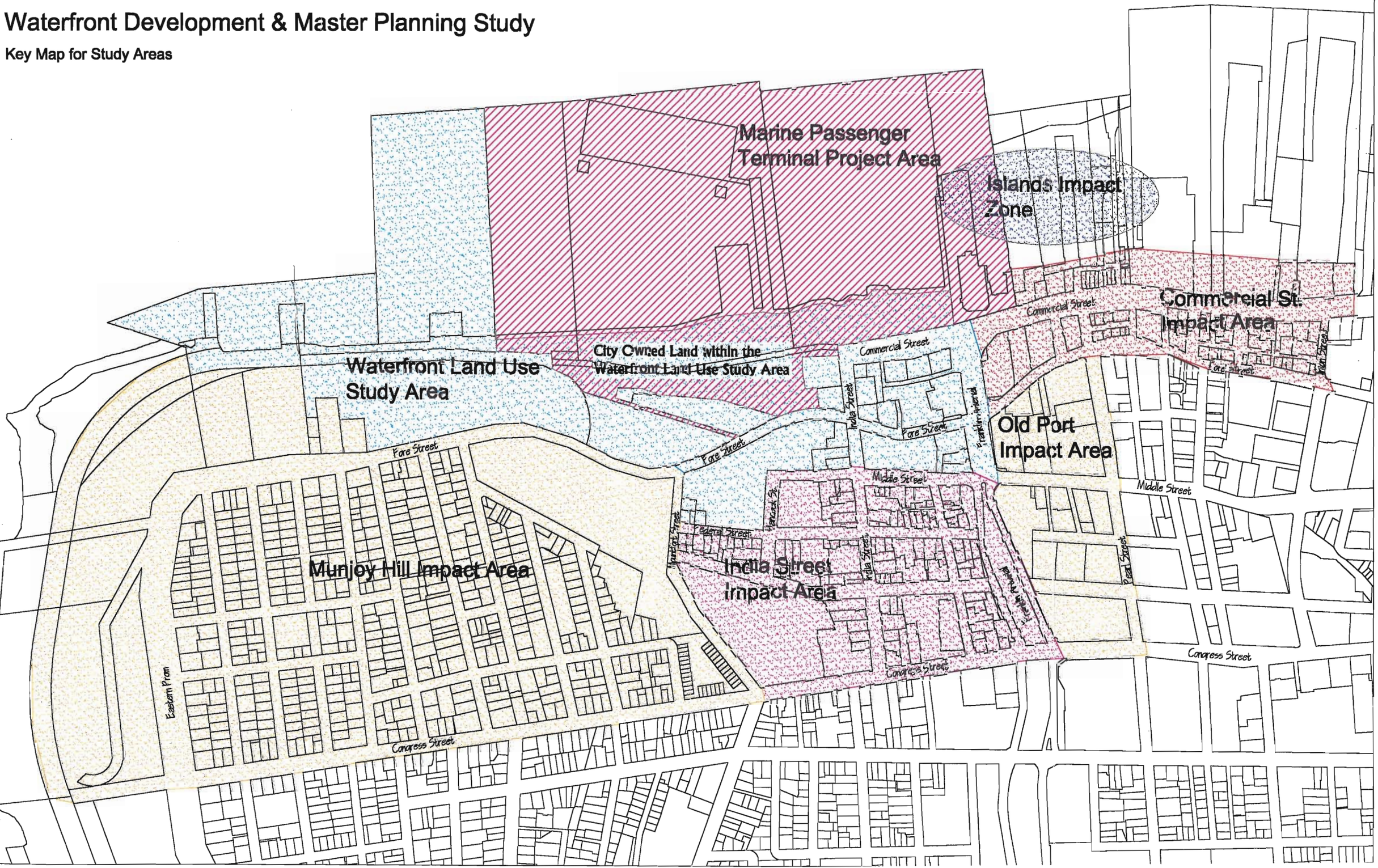
GOULD ST
MOUNTFORT ST
MONTGOMERY ST
FEDERAL ST E
HANCOCK ST
INDIA ST
HAMPSHIRE ST
FRANKLIN ART
NEWBURY ST
MIDDLE ST
BRADBURY CT
FEDERAL ST W
NEWBURY ST W
CHURCH ST
GARDEN LN
PEARL ST
MILK ST
SILVER ST
MARKET ST
CUSTOM HOUSE ST
MOULTON ST
DANA ST
WHARF ST
COMMERCIAL ST
PORTLAND PIER
BAY VIEW CT
ZONING
RESIDENTIAL
R1 R2 R3 R4 R5 R6 R6a
RESIDENTIAL PROFESSIONAL
RP
NEIGHBORHOOD BUSINESS
B1 B1b
COMMUNITY BUSINESS
B2 B2b
DOWNTOWN BUSINESS
B3* B3c
COMMERCIAL CORRIDOR BUSINESS
B4
URBAN COMMERCIAL BUSINESS
B5 B5b
AIRPORT BUSINESS
AB
OFFICE PARK
OP
INDUSTRIAL - LOW IMPACT
IL ILb
INDUSTRIAL - MODERATE IMPACT
IM IMb
INDUSTRIAL - HIGH IMPACT
IH
WATERFRONT
WPDZ WCZ WSUZ
RECREATION OPEN SPACE
ROS
RESOURCE PROTECTION ZONE
RPZ
* Refer to Zoning Supplementary Maps for special zoning provisions that may apply within the zone.
OVERLAY ZONES
FLEXIBLE HOUSING
FH
RESIDENTIAL R-7
R7
SHORELAND ZONING
STREAM PROTECTION DISTRICT
The depiction of the shoreland Zoning Districts and Stream Protection Districts are illustrative of the general location of such zones. The actual boundaries of these zones shall be determined by the measurement of the distance indicated on the maps from the normal high water line of the water body or the upland edges of the wetland vegetation. Where such measurement is not the same as the location of the boundary on the Zoning Maps, the measurement shall control, unless the zoning map indicates that the zoning boundary shall follow an existing property line.
Note: A shoreland zone is 250 feet wide, while a stream protection zone is 75 feet on either side of a stream.

CONDITIONAL / CONTRACT ZONING

ID	TYPE	DATE	ADDRESS	STATUS
C1	Conditional RP	March 2, 1992	372-388 Auburn St.	
C2	Conditional B1	January 3, 1990	137 Newbury St.	
C3	Conditional B1	January 23, 1991	69-71 Federal St.	
C4	Conditional B3b	August 20, 1990	485 Congress St.	Void
C5	Contract Zone	[illegible]	[illegible]	
C6	Conditional R5a	August 7, 1989	Milton St.& Lessel St.	Void
C7	Conditional RP	June 6, 1990	Congress St. & Frost St.	
C8	Conditional R3	November 16, 1992	Congress St. & Garrison St.	
C9	Conditional I2b	October 16, 1995	75 St. John St.	
C10	Contract Zone	December 18, 1995	12 Columbia St	
C11	Contract Zone	February 21, 1996	183 Brighton Av.	
C12	Contract Zone		1343 Congress St.	Void
C13	Contract Zone	March 4, 1996	141 William St.	
C14	Contract Zone	July 1, 1996	2 Waldo St.	
C15	Contract Zone		163 Danforth St.	
C16	Contract Zone	September 4, 1996	58 Rockleff St.	
C17	Contract Zone	December 16, 1996	Sunset Av., Cliff Island	
C18	Contract Zone	July 7, 1997	863-903 Congress St.	
C19	Contract Zone	October 20, 1997	Sewall St.	
C20	Contract Zone	November 3, 1997	Rand Rd.	
C21	Contract Zone	June 15, 1998	192 Brackett St.	
C22	Contract Zone	August 16, 1999	2282 Congress St.	
C23	Contract Zone	December 6, 1999	15 Locust St.	
C24	Contract Zone	September 5, 2001	Starbird Rd.	
C25	Contract Zone	September 19, 2001	90 High St.	
C26	Contract Zone	December 17, 2001	Fore River Site	

Waterfront Development & Master Planning Study

Key Map for Study Areas



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

MARITIME RESOURCES

Development in the eastern waterfront on piers, bulkheads, and on land within 75' of mean high water line, will give priority to compatible water-dependent and maritime uses.

Objectives:

- Preserve and encourage long-term enhancement of emerging and traditional maritime and water dependent uses.
- Utilize the harbor's deep-water resources to serve deep draft vessels.
- Encourage small boat berthing where water depth does not permit deep-water berthing.
- Encourage public physical and visual access to the water where appropriate.
- Allow non-marine mixed uses when compatible with water dependent and marine uses.

ECONOMICALLY RESPONSIBLE DEVELOPMENT

Development in the eastern waterfront will provide a significant benefit to the City and regional economy.

Objectives:

- Encourage a positive economic return to City government.
- Sustain and strengthen water-related tourism.
- Enhance the economic viability of the eastern waterfront's property and facilities.
- Assure that public investment and development benefit the residents of the greater Portland community.
- Provide adaptable, flexible infrastructure that will allow the City to adjust to future technologies and trends.
- Enhance multi-modal transportation opportunities.

V. Design Guidelines, Background and Policies

Through out December 2001 and January of 2002, the Design Guideline Subcommittee of the Waterfront Development and Master Planning Committee worked to produce a draft set of Urban Design Guidelines for the Eastern Waterfront. Design guidelines were established as one of the primary goals of the Eastern Waterfront process and will be key to encouraging development that provides lasting value to the Portland community. The final draft, *Design Guidelines for Portland's Eastern Waterfront*, were approved by the full Committee on January 23, 2002. The guidelines are integral to this report and are an important implementation tool for the Master Plan. Please refer to Appendix C attached to this document.

The Design Guidelines have three intended applications: (1) As an evaluative framework for City sponsored projects or projects located on City controlled land, (2) As a handbook for private developers to comply with the City's vision for the Eastern Waterfront, and (3) As a policy basis for future zoning and land use ordinance changes for the Eastern Waterfront.

The guidelines promote compatible design of **streets, buildings, open space, parking**, and changes to the **water's edge** that will contribute to the value of public and private property and the quality of life for Portland residents.

In drafting the guidelines, the Subcommittee used the principles outlined in Section IV above, the policies outlined below, reference documents, City of Portland Planning Office documents, City Land Use Code language, and design guidelines from other municipalities as starting point for drafting design guidelines for the Eastern Waterfront. Importantly, the subcommittee used input gathered during the extensive public process along with their personal insights and knowledge of Portland's Waterfront to produce a document specifically targeted to the Eastern Waterfront area. The Subcommittee worked to provide a framework for development that will integrate the working waterfront, commercial business areas and the Munjoy Hill neighborhood into a thriving and functional urban neighborhood.

Policies for Development Design Guidelines

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

Recommendation 1.
Establish a foundation of public infrastructure in conjunction with Phase One of the Ocean Gateway Facility that contributes to the broader public realm and lays the groundwork for future development.

- Build phase-one of the Commercial Street extension to an adequate width to accommodate traffic and on-street parking.
- Build adequate sidewalks on both sides of the new street extension.

- Extend the trail on the waterside of the new sidewalk, connecting to the existing pedestrian system between India and Franklin Streets.
- Provide a good landscaped buffer / edge between the marine facility and the Commercial Street extension.

Recommendation 2.
Every increment of development, especially public development, should incorporate public amenities that contribute to creating a special sense of place.

- Incorporate streetscape furniture, street trees and lighting that promote a walkable district. These amenities should be designed to extend into the India Street district, creating visual linkages and promoting pedestrian connections.
- Incorporate appropriated scaled and designed focal elements at key visual terminations. These focal elements could be functional, like clock towers or kiosks, or abstract, like public sculpture.

B. Develop a holistic view that recognizes development opportunities in the east end of the waterfront will evolve incrementally.

Recommendation 1.
Develop in phases that both stand alone and work together.

- Create a development-phasing scenario that allows the City to operate on a stand-alone basis, or in cooperation with private property owners.
- Recognize and encourage the positive role private development can make in contributing to the public realm.
- Create a phasing plan that begins to remove surface parking from the waterfront in the near term.
- Aim to balance development at every step to provide a mix of compatible uses, activates the neighborhood during all times and seasons, addresses short and long term parking needs, and contributes to a walkable city.

Recommendation 2.
Integrate public and private development in a positive, secure, and elegant manner.

- Build the principal street system, pedestrian access and open space early in the process, setting the standard for the area.
- Encourage diversity of architectural responses within a master plan that includes guidelines for timeless architecture and respect for human scale.

Building Height Study

A specific recommendation of the Master Planning Committee was that the City engage a credible professional design firm to conduct a building height analysis of the study area. While the Design Guideline Subcommittee provided a preliminary recommendation on building heights (seen as the Building Height Map in Appendix C), this recommendation was intended to inform, not dictate, the results of a more in depth analysis. The complete Building Height Study (included in Appendix D) has been recommended as an amendment to this Master Plan by the Planning Board and is included as an integral component of the findings of this report.

VI. Build-out Scenarios

Consistent with Marine Passenger Terminal Facility Phase One, Concept 7, as recommended in the Ocean Gateway Project - Supplemental Report, November 2001

The Master Plan vision portrayed in the attached plans results in a phased development of a new urban neighborhood. Development within the Eastern Waterfront will integrate with the Marine Passenger Terminal Project in a manner that compliments the intermodal transportation use of the facility and enhances the development opportunities of adjacent property.

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

It will be contingent on each phase of development to closely account for negative traffic and aesthetic impacts of new building, uses and streets. Please refer to Section VIII, Challenges, for a discussion of traffic and traffic improvements needed to proceed with the phased development of the Eastern Waterfront. Adequate and stringent traffic management will be a necessary component of every new building and street extension to ensure the protection of Munjoy Hill, the Casco Bay Island Ferry users, visiting pedestrians, and of our existing traffic circulation system.

Redevelopment Phasing

The following drawings portray a phased redevelopment of the Eastern Waterfront.

Marine Passenger Terminal, Phase One (based on Concept 7)

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

Plan 1, Initial Street Layout

The Initial Street Layout shown on Plan 1 represents the potential infrastructure established by the Ocean Gateway construction plus the re-alignment and extension of Commercial Street from India Street to Pier #2 and adjustments to the Narrow Gauge Railroad and the Eastern Prom Trail, The balance of City controlled property would be improved for surface parking and open space development. Removal of the parking south of the re-aligned railroad is recommended as a means to (1) satisfy the public's number one "nightmare" for the area (surface parking on the water,) and (2) provide the optimal environment for high-value uplands development.

Plan 1 begins to integrate the transportation facility with an expanded city street system and sets the stage for high value investment in the adjacent uplands.

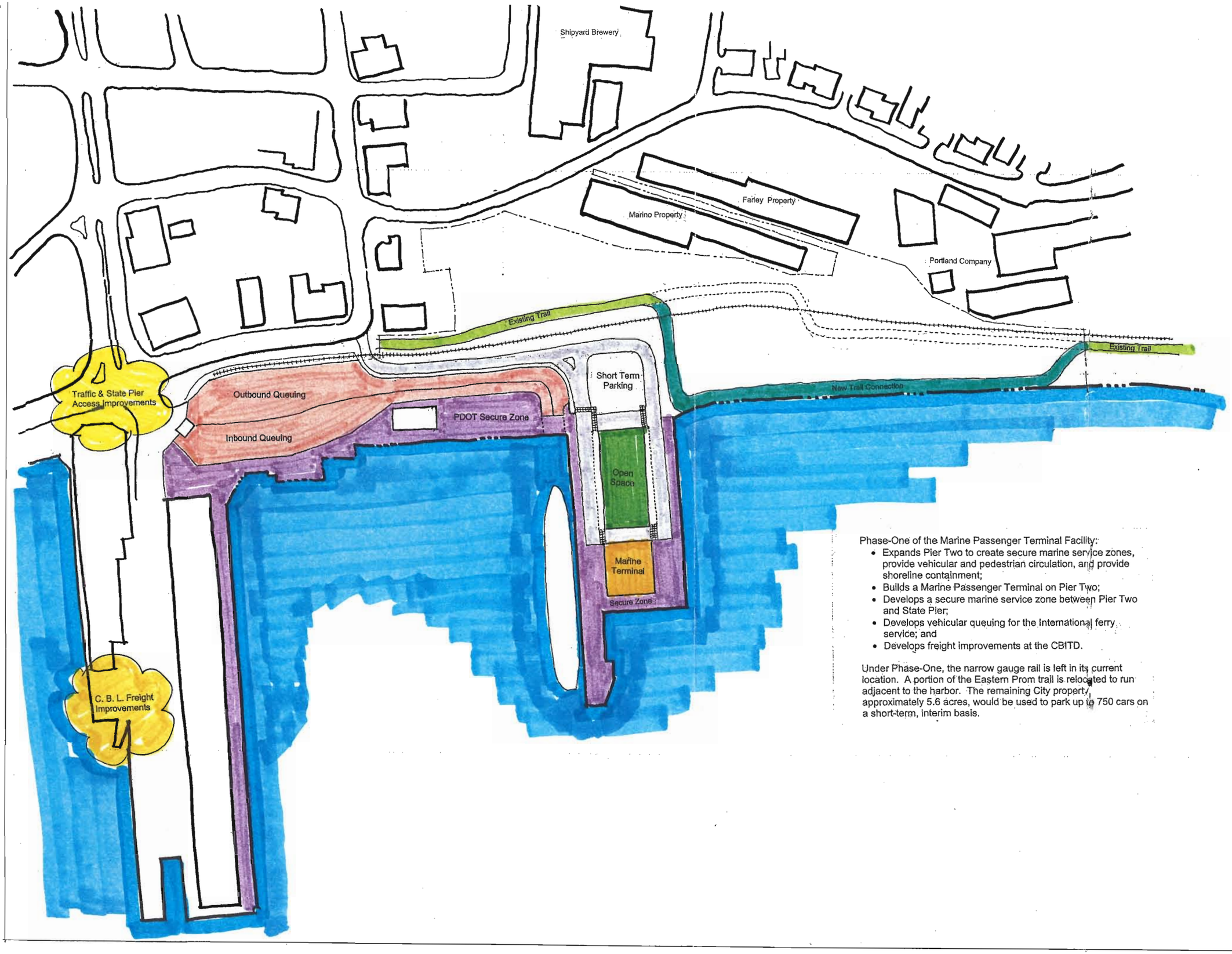
Plan 2, Initial Development

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

Plan 3, Possible Public/Private Build-out Scheme

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

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



Phase-One of the Marine Passenger Terminal Facility:

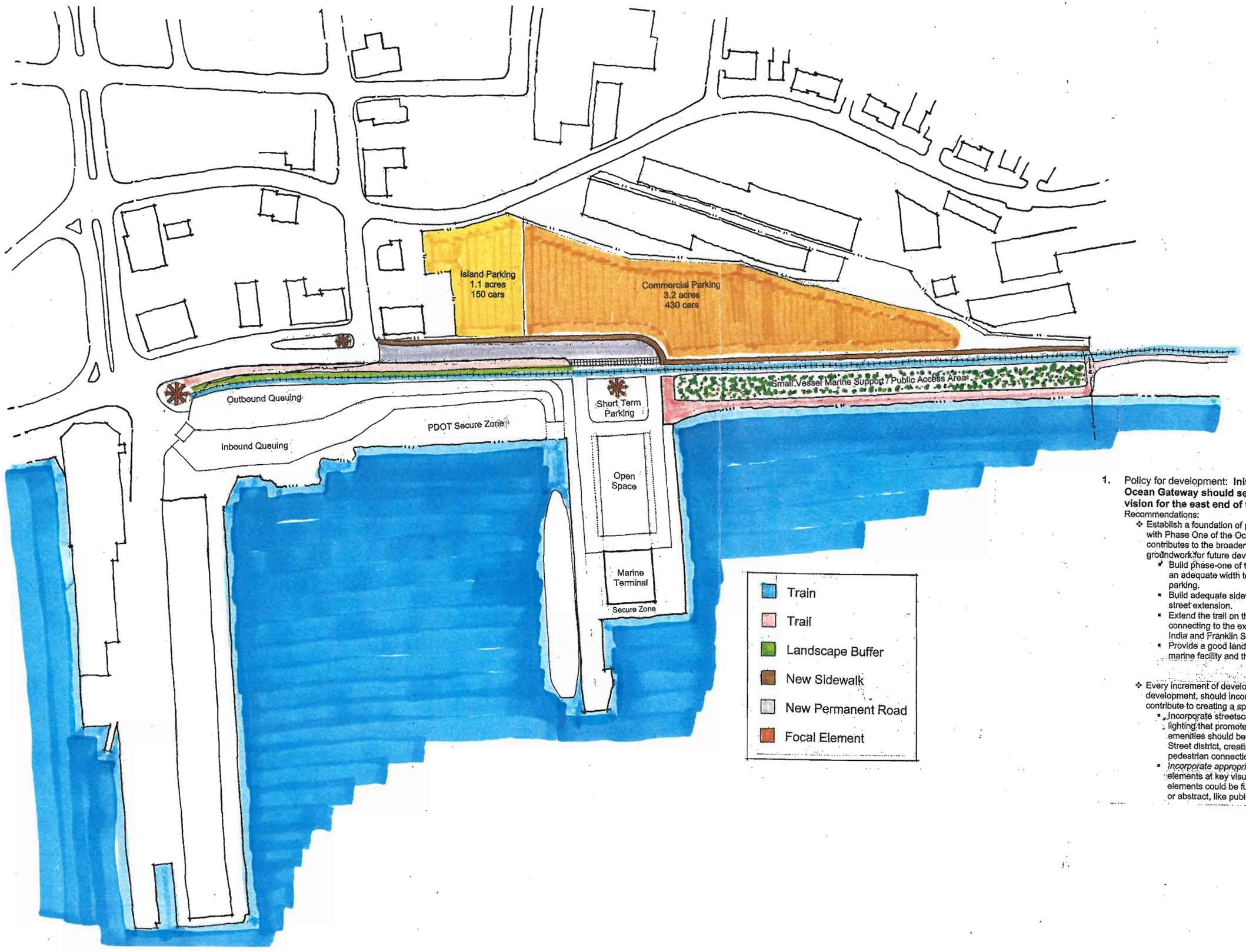
- Expands Pier Two to create secure marine service zones, provide vehicular and pedestrian circulation, and provide shoreline containment;
- Builds a Marine Passenger Terminal on Pier Two;
- Develops a secure marine service zone between Pier Two and State Pier;
- Develops vehicular queuing for the International ferry service; and
- Develops freight improvements at the CBITD.

Under Phase-One, the narrow gauge rail is left in its current location. A portion of the Eastern Prom trail is relocated to run adjacent to the harbor. The remaining City property, approximately 5.6 acres, would be used to park up to 750 cars on a short-term, interim basis.

Portland Planning Office
Spring 2002

Marine Passenger Terminal
Facility – Phase One

Waterfront Development and
Master Planning Committee



1. Policy for development: **Initial development of phase-one, Ocean Gateway should set the stage for a long-term vision for the east end of the waterfront.**

Recommendations:

- Establish a foundation of public infrastructure in conjunction with Phase One of the Ocean Gateway Facility that contributes to the broader public realm and lays the groundwork for future development.
  - Build phase-one of the Commercial Street extension to an adequate width to accommodate traffic and on-street parking.
  - Build adequate sidewalks on both sides of the new street extension.
  - Extend the trail on the waterside of the new sidewalk, connecting to the existing pedestrian system between India and Franklin Streets.
  - Provide a good landscaped buffer / edge between the marine facility and the Commercial Street extension.

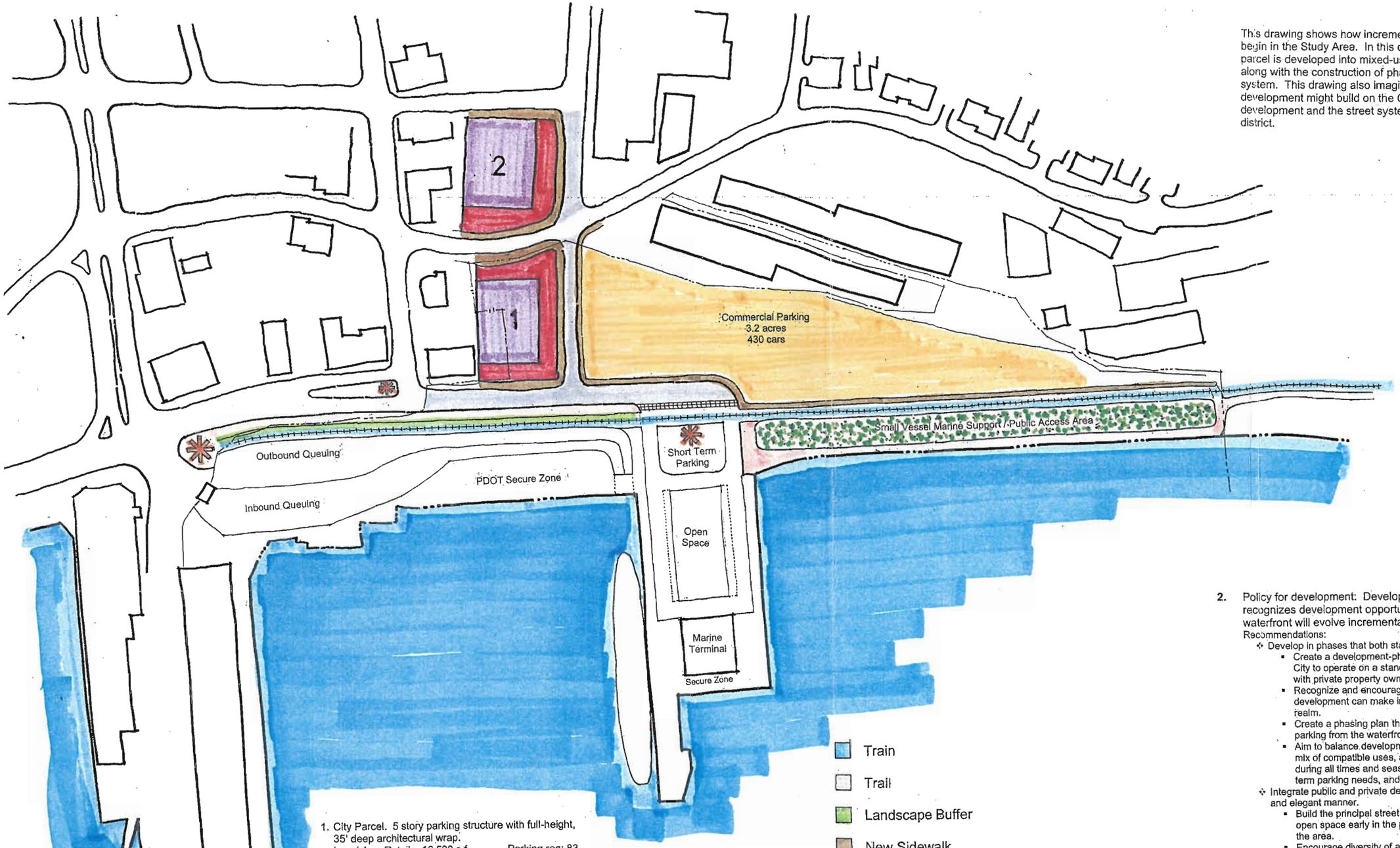
- Every increment of development, especially public development, should incorporate public amenities that contribute to creating a special sense of place.
  - Incorporate streetscape furniture, street trees and lighting that promote a walkable district. These amenities should be designed to extend into the India Street district, creating visual linkages and promoting pedestrian connections.
  - *Incorporate appropriated scaled and designed focal* elements at key visual terminations. These focal elements could be functional, like clock towers or kiosks, or abstract, like public sculpture.

Portland Planning Office
Spring 2002

Initial Street Layout
Based on Facilities Concept 7

Waterfront Development and Master Planning Committee

1



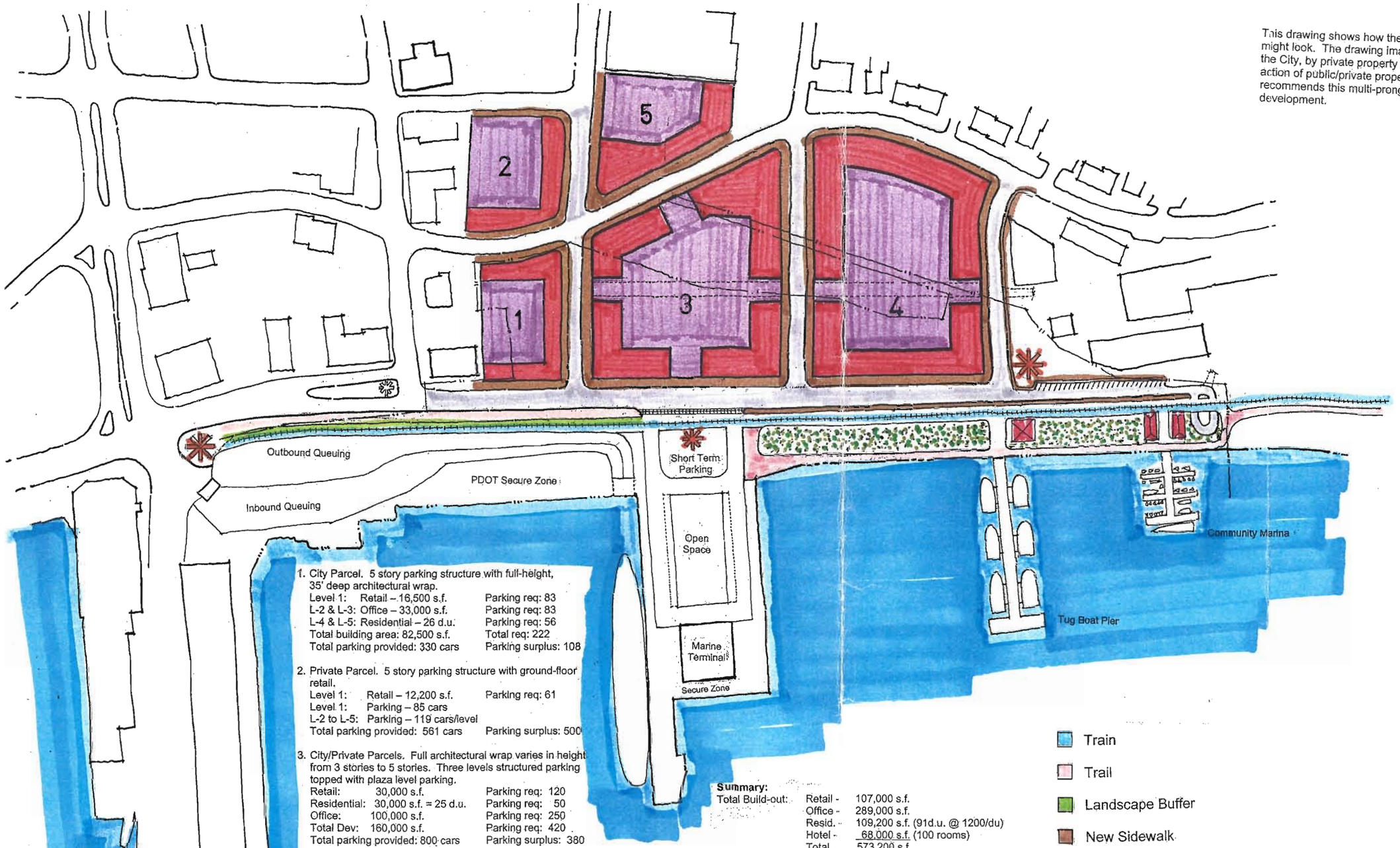
This drawing shows how incremental development might begin in the Study Area. In this drawing, a City controlled parcel is developed into mixed-use/residential and parking, along with the construction of phase-two of the street system. This drawing also imagines how an initial private development might build on the City's lead, extending development and the street system into the India Street district.

1. City Parcel. 5 story parking structure with full-height, 35' deep architectural wrap.
   Level 1: Retail – 16,500 s.f. Parking req: 83
   L-2 & L-3: Office – 33,000 s.f. Parking req: 83
   L-4 & L-5: Residential – 26 d.u. Parking req: 56
   Total building area: 82,500 s.f. Total req: 222
   Total parking provided: 330 cars Parking surplus: 108

2. Private Parcel. 5 story parking structure with ground-floor retail.
   Level 1: Retail – 12,200 s.f. Parking req: 61
   Level 1: Parking – 85 cars
   L-2 to L-5: Parking – 119 cars/level
   Total parking provided: 561 cars Parking surplus: 500

2. Policy for development: Develop a holistic view that recognizes development opportunities in the east end of the waterfront will evolve incrementally.
   Recommendations:
   - Develop in phases that both stand alone and work together.
     - Create a development-phasing scenario that allows the City to operate on a stand-alone basis, or in cooperation with private property owners.
     - Recognize and encourage the positive role private development can make in contributing to the public realm.
     - Create a phasing plan that begins to remove surface parking from the waterfront in the near term.
     - Aim to balance development at every step to provide a mix of compatible uses, activates the neighborhood during all times and seasons, addresses short and long term parking needs, and contributes to a walkable city.
   - Integrate public and private development in a positive, secure, and elegant manner.
     - Build the principal street system, pedestrian access and open space early in the process, setting the standard for the area.
     - Encourage diversity of architectural responses within a master plan that includes guidelines for timeless architecture and respect for human scale.

This drawing shows how the ultimate build-out of the district might look. The drawing imagines development initiated by the City, by private property owners, and by cooperative action of public/private property owners. The Committee recommends this multi-pronged and integrated approach to development.



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   Level 1: Retail – 12,200 s.f. Parking req: 61
   Level 1: Parking – 85 cars
   L-2 to L-5: Parking – 119 cars/level
   Total parking provided: 561 cars Parking surplus: 500

3. City/Private Parcels. Full architectural wrap varies in height from 3 stories to 5 stories. Three levels structured parking topped with plaza level parking.
   Retail: 30,000 s.f. Parking req: 120
   Residential: 30,000 s.f. = 25 d.u. Parking req: 50
   Office: 100,000 s.f. Parking req: 250
   Total Dev: 160,000 s.f. Parking req: 420
   Total parking provided: 800 cars Parking surplus: 380

4. City/Private Parcels. Full architectural wrap varies in height from 3 stories to 5 stories. Three levels structured parking topped with plaza level parking.
   Retail: 43,200 s.f. Parking req: 173
   Residential: 48,000 s.f. = 40 d.u. Parking req: 87
   Office: 156,000 s.f. Parking req: 390
   Total Dev: 247,200 s.f. Parking req: 650
   Total parking provided: 850 cars Parking surplus: 200

5. Private Parcel. 5-story hotel with parking structure.
   Level 1: Lobby, Function Room, Restaurant, Retail 17,000 s.f. Parking req: 75
   L-2 to L-5: Hotel rooms (100 rooms) Parking req: 25
   L-1 to L-5: Parking garage (55 cars/level)
   Total Parking provided: 275 Parking surplus: 175

Summary:

Total Build-out:	Retail -	107,000 s.f.
	Office -	289,000 s.f.
	Resid. -	109,200 s.f. (91d.u. @ 1200/du)
	Hotel -	68,000 s.f. (100 rooms)
	Total	573,200 s.f.

Parking Req.	New Development:	1453
	Island Parking:	150
	Existing Comm.:	450
	Ocean Gateway:	300
	Total Required	2353
	New Parking:	2816
	Parking Surplus:	463

- Train
- Trail
- Landscape Buffer
- New Sidewalk
- New Permanent Road
- Focal Element
- New Building
- New Parking

Portland Planning Office
Spring 2002

Ultimate Build-out Scheme
Joint Development of City/Private Parcels

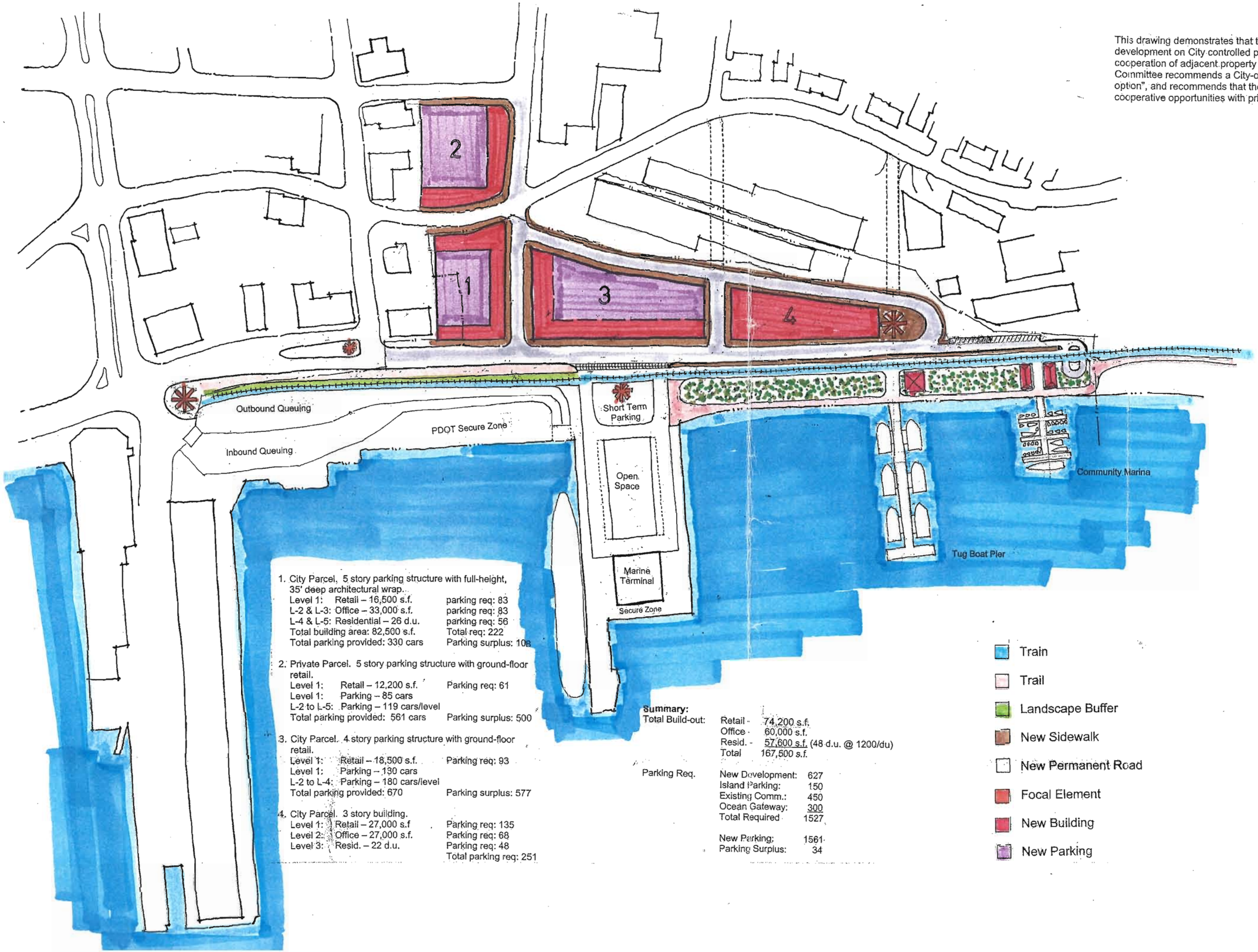
Waterfront Development and Master Planning Committee

Portland Planning Office
Spring 2002

"Fallback" Build-out Scheme
Development of City Only Parcels

Waterfront Development and Master Planning Committee

This drawing demonstrates that the City could pursue development on City controlled parcels without the cooperation of adjacent property owners. However, the Committee recommends a City-only approach as a "fallback option", and recommends that the City pursue integrated, cooperative opportunities with private property owners.



1. City Parcel. 5 story parking structure with full-height, 35' deep architectural wrap.
   Level 1: Retail – 16,500 s.f. parking req: 83
   L-2 & L-3: Office – 33,000 s.f. parking req: 83
   L-4 & L-5: Residential – 26 d.u. parking req: 56
   Total building area: 82,500 s.f. Total req: 222
   Total parking provided: 330 cars Parking surplus: 108

2. Private Parcel. 5 story parking structure with ground-floor retail.
   Level 1: Retail – 12,200 s.f. Parking req: 61
   Level 1: Parking – 85 cars
   L-2 to L-5: Parking – 119 cars/level
   Total parking provided: 561 cars Parking surplus: 500

3. City Parcel. 4 story parking structure with ground-floor retail.
   Level 1: Retail – 18,500 s.f. Parking req: 93
   Level 1: Parking – 130 cars
   L-2 to L-4: Parking – 180 cars/level
   Total parking provided: 670 Parking surplus: 577

4. City Parcel. 3 story building.
   Level 1: Retail – 27,000 s.f Parking req: 135
   Level 2: Office – 27,000 s.f. Parking req: 68
   Level 3: Resid. – 22 d.u. Parking req: 48
   Total parking req: 251

Summary:

Total Build-out:
- Retail - 74,200 s.f.
- Office - 60,000 s.f.
- Resid. - 57,600 s.f. (48 d.u. @ 1200/du)
- Total 167,500 s.f.

Parking Req.

New Development:	627
Island Parking:	150
Existing Comm.:	450
Ocean Gateway:	300
Total Required	1527
New Parking:	1561
Parking Surplus:	34

- Train
- Trail
- Landscape Buffer
- New Sidewalk
- New Permanent Road
- Focal Element
- New Building
- New Parking

Gull's Eye View:

Potential Redevelopment Scenario
for the East End of the

Portland Waterfront

Plan 4, City Property Only Build-out Scheme

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

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

VII. Challenges

The following section has been added at the request of the Community Development Committee of the City Council. This section has been written by City Staff and summarizes the foreseeable challenges in implementing the Master Plan.

A. Traffic

Traffic has been an ongoing and serious concern throughout the Master Planning process. The Marine Passenger Terminal and the incremental build out of the surrounding properties will generate significant amounts of new traffic in the Eastern Waterfront. The challenge will be to promote transportation and mixed-use development without causing unreasonable traffic congestion and preserving the quality and character of neighborhood life on Portland's eastern peninsula.

Through the ongoing work of the Community Development Committee of the City Council, the traffic impacts of the proposed build out of the Eastern Waterfront combined with the Marine Passenger Terminal project have been evaluated. Please refer to the *Traffic Assessment for Ocean Gateway and the Waterfront Master Plan* by Gorrill-Palmer Associates, attached as Appendix D of this report. The purpose of the analysis was to understand the current state of traffic service as compared to future traffic service resulting from the proposed development in conjunction with expected background growth. The results of the study show that development in the Eastern Waterfront will require mitigating improvements to the existing street system, but the largest traffic impacts result from background growth of existing traffic.

The Gorrill-Palmer report outlines a list of street improvements that will keep the street system functioning at reasonable levels and encourage traffic to stay out of the residential neighborhoods. Key to mitigating traffic impacts to Munjoy Hill and other residential streets will be to provide good service along Franklin Arterial. Currently, Franklin Arterial is operating at a poor level of service at the Rt. 295 exchange and vehicles tend to choose alternative routes to cross the peninsula. Major improvements will need to be undertaken along the length of the Franklin Arterial corridor so that traffic to and from the Eastern Waterfront will not be encouraged to seek alternate routes through Munjoy Hill. As stated above, improvements to Franklin Arterial and other roadways on Portland's peninsula will be necessary regardless of the activities generated by development on the Eastern Waterfront.

As development progresses in the Eastern Waterfront, careful scrutiny of existing levels of traffic service, intersection function, pedestrian safety, and the character of neighborhood life will need to be undertaken. Traffic improvement items listed on the Gorrill Palmer report should be tied to specific development proposals so that development-generated traffic is mitigated on an ongoing and systematic basis. Additional traffic mitigation measures can and should be undertaken if localized congestion or safety problems arise during the incremental build out of the area.

B. Neighborhood Integrity

A key to success for the Eastern Waterfront Redevelopment Plan will be to promote high quality development and expand the transportation utility of the deep-water port while preserving the integrity and character of our residential neighborhoods. Along with the concerns over traffic mentioned above, the public has been concerned that the character, scale and design of new development be compatible with the surrounding historic neighborhoods. The principles, policies and design guidelines presented in this report encourage buildings and public amenities that address concerns over neighborhood character and quality of life. The challenge will be to administer the plan in a way that protects neighborhoods, but does not stifle investment and innovation by the development community.

The City will need to adopt the necessary zoning to achieve the vision of the plan and promote the highest quality projects to occupy valuable public land. Likewise, the development community will need to look to the Master Plan and the Design Guidelines as tools for planning private investment. Development in the Eastern Waterfront will provide the greatest public benefit and create the least amount of negative impacts if each project builds toward a unified whole.

C. Protection of Working Waterfront and Transportation Efficiency

The master planning process for the Eastern Waterfront has reemphasized the importance of the working waterfront to Portland's citizens. Full utilization of the deep-water berthing resources reinforces the entire waterfront though increased economic activity and market opportunity for marine support services. Additionally, by keeping the working decks of deep-water piers dedicated to transportation related activities, the piers remain pieces of flexible infrastructure that can respond to future trends and changes in the marine passenger industry. The challenge will be to maximize the benefits of mixed-use non-marine development, while retaining the function and future flexibility of the Eastern Waterfront as a pivotal intermodal hub in Maine's transportation system.

The Master Plan for the Eastern Waterfront strikes a balance between the competing groups and individuals who work, live, recreate, and own property in the Eastern Waterfront. As the City and private developers implement the vision of the plan, the citizens of Portland will need to carefully monitor the negative and positive results and impacts of all development in the area. The marine passenger industry will provide the catalyst for investment in the area, and the transportation utility of the Eastern Waterfront will require constant and vigilant protection.

D. Open Space Development and Access to the Water

The public process for the Waterfront Development and Master Planning Committee demonstrated a strong desire on the part of Portland residents to expand their connection with the waterfront. The Master Plan for the Eastern Waterfront responds to the need for increased public access to the water through increased park development, relocation of the Eastern promenade trail to the water's edge east of Pier 2, and design guidelines that

promote direct access and use of the water by the general public wherever safe and reasonable. The challenge will be to allow maximum access to the water while providing security and functional autonomy for commercial marine uses.

Promoting and investing in public boat landings, harbor-front parks (as shown east of Pier 2 on the Build-out plans,) and commercial berthing are key components of the Master Plan. The implementation of these elements is critical to creating waterfront that serves the entire community. Residents will have opportunities to use and enjoy the water and private development will have quality amenities in an environment that promotes high value investment on adjacent uplands. Increased public access and use of the water will strengthen Portlander's connection to the harbor and enforce our heritage as a city of mariners.

VIII. Next Steps and Implementation Measures

Steps to Complete the Master Planning Process for the Eastern Waterfront

Review of the Master Plan by the Planning Board and Adoption by the City Council as part of the Comprehensive Plan

Following an initial review and acceptance of the draft master plan report by the City Council in June 2002, the final draft report went to the Planning Board for a recommendation for adoption as part of the Comprehensive Plan. The Board recommended the Master Plan in September 2002 with the following comment.

> *" Because the land available in the immediate area serving the Marine Passenger Terminal facility is insufficient to meet green space commitments that have been made, existing land uses, and current demands among competing surface parking users, in particular the demands for Scotia Prince queuing and loading, the Board recommends that either the Scotia Prince be relocated to another part of the waterfront, or that structured parking be put in place at the earliest stage of development in this area."*

Having worked to develop zoning for the Master Plan, the Planning Board now forwards this amended report with a new zoning coverage for the Core Redevelopment Area and the Shipyard Brewery properties for the City Council's consideration.

Implementation Measures

In addition to completion of the policy work described above, the Eastern Waterfront planning process requires the following implementation measures to realize the vision of the plan. The flowing list has been annotated to reflect the current status in the implementation process.

Note: An * indicates completed as of October 2004

A. Establish an Implementation Work Group *

The implementation of the Master Plan needs the attention and management of City Staff to realize the vision of the Master Plan and to coordinate the permitting and construction of the Marine Passenger Terminal. The Community Development Committee should over see a staff work group comprised from members of the Departments of Planning and Development, Transportation, Public Works, Parking, Public Safety, and Parks and Recreation. The charge of

the work group will be to coordinate the measures necessary to implement the Master Plan as integrated with the Marine Passenger Terminal project.

B. Establish a Time Line for Implementation *

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

C. Zoning Recommendations * Partially completed

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

D. Final Design and Permitting for the Marine Passenger Terminal *

The final design and permitting for the Marine Passenger Terminal Project should be undertaken immediately.

E. Future of the Maine State Pier and Casco Bay Lines Terminal (Currently under design)

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

F. RFP for City Controlled Parcels * (Currently in process)

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

G. Public/Private Partnerships * (Currently in process)

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

IX. Appendices

A. **Definitions,** adopted with Statement of Principles, June 11, 2001.
B. **Public Process Narrative**
C. **Design Guidelines for the Eastern Waterfront**
D. **Eastern Waterfront Building Height Study,** MRLD,LLC.

IX. Reference Documents

The following documents underlie the analysis and findings of this report and are available at the City Planning and Development Department:

A. **Market Fiscal Impact Analysis**, FMX Associates.
B. **Traffic Analysis,** Gorrill Palmer Associates
C. **Scotia Prince Siting Analysis Report**, ICON Architecture, accepted by City Council, August 6, 2001.
D. **Ocean Gateway Project:** Master Plan Report, August 2001
Supplemental Report, November 2001
E. **Community Development Committee Report,** Recommending the Eastern Waterfront Master Plan, May 29, 2002

A. Definitions

Appendix A
Definitions

Compatible – An activity's presence will not materially impact the ability of immediately adjacent activities to fulfill their intended function.

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

Water Dependent Use - Those uses that require, for their primary purpose, location on submerged lands or that require direct access to, or location in, coastal waters and which therefore cannot be located away from these waters. These uses include, but are not limited to, commercial and recreational fishing and boating facilities, finfish and shellfish processing, storage and retail and wholesale marketing facilities, dock and port facilities, shipyards and boat building facilities, marinas, navigation aides, basins and channels, industrial uses dependent upon water-borne transportation or requiring large volumes of cooling or processing water that cannot reasonably be located or operated at an inland site and uses which primarily provide general public access to marine or tidal waters on these sites. Compatible water-dependent uses may include, but are not limited to, facilities for the sea/land transfer of people and goods (excluding cargo containers and bulk cargo); facilities needed to store and service boats and ships; scientific/educational/cultural activities which, by their nature, require access to coastal waters; uses which primarily provided general public access, physical and/or visual, to marine or tidal waters; flood and erosion protection structures and navigation aides.

Eastern Waterfront – Study area shown on the key map plus the waterside.

B. Public Process Narrative

Appendix B
Waterfront Master Planning Public Process Outline and Results

Timeline

1. **Community Input Forums.** Fall 2000.
   Six forums conducted to collect citizen input from a wide selection of stakeholders and citizens. Approximately 300 citizens participated.
2. **Community Design Workshop**. Jan. 2001
   A two-day interactive workshop where 165 citizen and approximately 40 City Staff and consultant participants provided graphic and written input to the master planning process.
3. **Waterfront Development and Master Planning Committee**
   Marine Passenger Facility Committee: Summer 2000 to Jan. 2002.
4. **Community Development Committee – CDC** (Comprised of three members of the City Council.) Spring 2002
5. **Community Presentation Forums** (hosted by the CDC) May 2002. *Meeting notes are attached to the end of this appendix.*
6. **City Council**. Master Plan Report accepted and forwarded to Planning Board. June 2002. Ocean Gateway phase one adopted.
7. **Planning Board Master Plan Review**. Summer 2002
8. **Planning Board Recommendation Vote on the Master Plan**. September 10, 2004
9. **Planning Board Zoning Process**: Between January 2003 and September 2004, the Planning Board held 15 meeting reviewing iterations of Eastern Waterfront Zoning.
10. **Interim Zoning** for allowing the Eastern Waterfront Parking Garage RFP. August 2003 to November 2003. Two meetings each by the Planning Board and the City Council.
11. **Ocean Gateway Permit Process**: Planning Board held 6 meetings between November 2003 and May 2004, resulting in the approval of the Ocean Gateway project under the site plan and sub-division ordinances.
11. **Eastern Waterfront Height Study**. January 2004 to September 2004. Two Planning Board workshops and a neighborhood meeting. *Neighborhood Meeting Notes are attached to the end of this appendix/*
12. **B-6 Zone with Building Height Overlay**. September 2004. Planning Board votes (1) to recommend the Building Height Study as an amendment to the Eastern Waterfront Master Plan and (2) to recommend the B-6 zone.

1. Community Input Forum results

Community Forums: City staff and the Waterfront Committee organized and held six (6) Community Forums from early November 2000 through early January 2001. The Forums were widely publicized through press releases, posters and printed public notices in local papers. Participation was open to any interested citizen although special effort

was made to involve citizens within the study area and impact areas. 278 citizens participated in the forums providing significant public insight and background for the Community Design Workshop and the continuing waterfront planning process.

The objectives of the Community Forums were:

- To identify concerns, issues and priorities for development in the study area and impact areas, especially in light of the development of the Ocean Gateway Marine Passenger Facility.
- To identify design principles and features which should be addressed and/or incorporated in the Study Area including streetscape treatments, landscaping, gateway features, open space development, public access, bike/walking paths, transit stops, drainage, traffic patterns, parking, etc.
- To inform the public on current efforts to develop phase one of the Master Plan for the Waterfront, development of the Marine Passenger Facility on the waterfront, explain the planning process around the Facility and the Waterfront area, and set the stage for the Waterfront Design Workshop to be held in January.

The forum participants were asked to participate in two exercises to collect data for the waterfront planning in Portland. The first exercise was a visual preference survey where participants rate, positively or negatively, their reaction to fifty photographs of waterfront development. Second, the participants were separated into break out groups and wee asked to report their "dreams and nightmares" for development in the Eastern Waterfront.

The results of the forums were complied and provided background for the Community Design Workshop and the continuing waterfront planning process.

Working Principles Survey

The Working Principles from the Waterfront Task Force Report, adopted 1/20/99, were tested with participants to various Waterfront Community Forums and the Community Design Workshop (see below.) Fifty-five (55) participants responded to the questionnaire in which they were asked to rate each of the Working Principles with a score of between –3 (strongly disagree) to +3 (strongly agree). Below, the average score from the 55 respondents is listed besides the principle.

"Working Principles" from the Waterfront Task Force Report
Adopted on 1/20/99

1. Any proposal should encourage long-term enhancement of waterfront economics (cost of doing business, available infrastructure) and sustainable waterfront-related employment with good-paying jobs. **(Average: +2.05)**

2. Development should provide adaptable, flexible infrastructure that will allow the City to adjust to future technologies and trends.
(Average: +1.89)

3. Any harbor uses should remain marine-related and ideally should take advantage of the natural deep-water resources of the area.
(Average: +2.01)

4. Traffic and parking in the area must be adequately addressed.
(Average: +2.65)

5. Public access should be maintained.
(Average: +2.98)

6. Any proposed development will require an analysis of the fiscal and management impact on the City (see recommendations below).
(Average: +2.01)

7. Any development should be compatible with the prevailing uses in the surrounding neighborhoods, and must pay particular attention to issues of noise, traffic and parking, air quality and scale.
(Average: +2.36)

+3	Strongly Agree
+2	Agree
+1	Somewhat Agree
0	Neutral
-1	Somewhat Disagree
-2	Disagree
-3	Strongly Disagree

3. COMMUNITY DESIGN WORKSHOP FOR THE PORTLAND WATERFRONT

January 19 & 20, 2001

The WATERFRONT MASTER PLANNING COMMITTEE and the 'OCEAN GATEWAY' FACILITY COMMITTEE held a full day Community Design Workshop as means to collect public input and vision in an interactive forum. Drawings, text and

survey results collected from this event helped to direct and guide the results and process reflected in the full Committee report. The City, in partnership with the Maine Department of Transportation, invited interested citizens to participate in a Community Design Workshop in order that City Councilors, staff and technical consultants could hear and see issues of interest and concern. Participants used maps, plans, and written guidelines to graphically and verbally represent their vision for the eastern waterfront.

On January 19th and 20th on 2001, 165 Portland area citizens – neighborhood and island residents, volunteer architects and landscape architects, property and business owners, and public officials - came together with a team of city staff and technical consultants to help craft a vision for the redevelopment of the eastern portion of Portland's waterfront. All participants attended a Friday evening briefing to view the city's consultant latest schematic designs for a new marine passenger facility to be located on the city-owned property at the Maine State Pier and the Bath Iron Works site. On Saturday, the participants were divided into 15 teams, with about 12 people per team, given maps, paper and markers, and asked to draw their own conclusions.

As part of a long range planning effort, the City of Portland sought community input regarding (1) the design of a new marine passenger facility to be located at the Maine State Pier property, and (2) development of the surrounding waterfront neighborhood.

The Community Design Workshop was a mid-term step in a long-term process of waterfront planning which provided citizens opportunity to reflect on prior decisions and to direct the future direction of planning and facility design. The program for the facility had been established through an earlier decision process and included four distinct elements:

- Move the Scotia Prince and the international ferry terminal from its existing facility near the Casco Bay Bridge;
- Improve and expand the Casco Bay Island Ferry terminal at its present location;
- Provide improved cruise ship landing and debarkation pier space; and,
- Provide pier and terminal space for a future inter-coastal ferry service.

The citizen participants were given two specific tasks:

1. Evaluate three potential facility designs for a new international ferry terminal. These preliminary designs were produced for the Ocean Gateway Facility Committee by a team of consultants led by Woodard and Curran Engineers.

2. Establish a vision of the surrounding neighborhood, which integrates the Ocean Gateway facility.

Participants looked at the Facility and an adjacent Study Area with respect to traffic circulation, future building and street development, public access, views, environmental issues, urban design and historic preservation.

Participants also looked at the proposed facility and master planning effort with regards to impacts on five identified Impact Areas: Commercial Street, the Old Port, India Street, Munjoy Hill, and the Casco Bay Islands.

The objectives of the Waterfront Design Workshop were:

- To provide a jointly held meeting by the Waterfront Committee and the Facility Committee in order to gain a single point of community input for each committee to use in accomplishing their respective tasks.
- To gain specific community input to create a focused vision plan for the east end of the Waterfront (the Waterfront Study Area).
- To produce alternative plan concepts that illustrate build-out scenarios for the east end of the Waterfront.
- To illustrate potential major infrastructure improvements in the impact areas.
- To produce illustrated plans, three-dimensional drawings and character vignettes.

The written and graphic results of the workshop provided valuable and formative guidance to the two waterfront planning committees throughout the remainder of the master planning process.

4. Waterfront Development and Master Planning Committee and the Marine Passenger Facility Committee Process

From the summer of 2000 to January 2002, the Waterfront Development and Master Planning Committee (Master Planning Committee) met twice monthly to develop the Eastern Waterfront Master Plan. Working with City Planning Office staff and private consultants, the Committee worked to complete the four tasks outlined at the beginning of the process.

The Master Planning Committee meetings were open to the public and public comment was taken at each of the 22 meetings. Meeting minutes were taken and are available with the City Planning Division office.

Concurrent with the Master Planning Committee work, the Marine Passenger Facilities Committee (Facilities Committee) worked to plan for the long-term development of the former Bath Iron Works site into an intermodal marine passenger terminal complex. The Facilities Committee public process is described in detail in the Ocean Gateway Project Master Plan Report, April 2001.

Waterfront Development and Master Planning Committee Membership

The Waterfront Master Planning Committee was comprised of citizen representatives from all of Portland's voting districts as well as representatives from the working waterfront, down town business owners, and the neighborhoods directly impacted by proposed development.

Karen Geraghty, Vice-Chair, Portland City Council
Peter O'Donnell, Vice-Chair, Portland City Council

Frank Akers, Taxpayers Association
Erno Bonebakker, Waterfront Alliance
John Carroll, Peaks Island Neighborhood
Kris Clark, District 2 Representative
Jim Cloutier, Portland City Council
Nan Cummings, Executive Director Portland Trails
Jack Dawson, Portland City Council
David Fink, Guilford Rail
Jim Gilbert, India Street Neighborhood Rep
Lincoln Good, Maine Narrow Gauge Railroad
Will Gorham, Munjoy Hill Neighborhood Organization
Cyrus Hagge, Island Advisory Committee
Jack Humenac, ILA
Luke MacFadyen, Munjoy Hill Neighborhood
Mark Malone, Portland Planning Board
PD Merrill, Merrill's Marine Terminal
Ted Ney, Old Port Retail & Restaurant Assoc
Joe Payne, Bay Keeper, Friends of Casco Bay
Paul Peck, Chamber of Commerce
Donald W. Perkins, Jr., President Gulf of Maine Aquarium
Michael Pizzo, District 5 Representative
Charlie Poole, Union Wharf
Michael Quint, Legislative Representative
Tom Ranello, District 4 Representative
Elizabeth Sheehan, Coastal Enterprises, Inc.
Paul Sherr, Maine Narrow Gauge Railroad
Phineas Sprague, Fore Street Property Owners
Ken Swanburg, Cheverus High School
Barbara Vestal, Greater Portland Landmarks
Ron Ward, Portland Downtown District
Barbara M. Whitten, President Convention & Visitors Bureau
Steve Williams, District 3 Representative

Staff and Consultants

The City of Portland Planning Office acted as staff to the Committee and provided administrative and technical support to the planning process.

Planning Staff included: Alexander Jaegerman, Chief Planner
Alan Holt, Urban Designer
Bill Needelman, Senior Planner

Administrative support was provided by Annie Wadleigh, Greater Portland Council of Governments

ICON Architecture from Boston, MA led the consultant team providing design, traffic engineering, regulatory review, and financial analysis for the Master Planning Process. Other members of the **ICON** team included:

Wilbur Smith Associates (traffic engineering)
Portscape (port zoning and regulations)
Norris & Norris (architects)
FXM Associates (financial and market analysis)

a. Principles Committee and Subcommittee Process

The Master Planning Committee formed a small subcommittee to draft principles of development in the Eastern Waterfront. A statement of principles was one of the four primary tasks required of the committee, and the principles work set the stage for all later committee work by providing an evaluative framework.

The full committee provided prioritized data for the subcommittee's use in the form of draft statements that were voted on in a "dot exercise." Each committee member was given five votes to use spread between the 23 draft statements. The following results provided the basis for committee discussion and subcommittee draft language. The resulting principles, as seen in the full report, are of equal value, but the prioritized data is included here to inform the reader as to committee concerns and priorities.

Waterfront Development and Waterfront Master Planning Draft Principles
Rated according to votes cast at May 14, 2001 meeting

10. Development should encourage diversification of the study area through appropriate mixed use. (27 votes)

17. Development should be compatible with the prevailing uses in the surrounding neighborhoods, and must pay particular attention to issues of noise, traffic and parking, air quality, water quality and scale. (21 votes)

19. Any proposed development will require an analysis of the fiscal and management impact on the city to ensure a positive economic return to the City government. (20 votes)

13. Improve environmental health and quality in the harbor/waterfront. (20 votes)

14. Encourage 365/7 uses throughout the study area. (20 votes)

20. Development should preserve and encourage long-term enhancement of emerging and traditional maritime and water dependent use along the water's edge, as well as encourage sustainable waterfront-dependent employment. (18 votes)

3. Public access should be enhanced and maintained including green space. (14 votes)

4. Mixed landside uses, including existing tenants and, potentially, new development, present important opportunities to generate revenue stream that support infrastructure dedicated to water-dependent uses. (13 votes)

2. Sustain and strengthen tourism based industry that is water related and will enhance resident and visitor quality of life and enhance the overall economic impact of Portland.
(11 votes)

16. Encourage historic preservation compatible architecture and adaptive reuse. (10 votes)

8. While Portland waterfront serves a variety of functions, its primary role is to support waterfront dependent uses which cannot exist elsewhere. (10 votes)

5. Public investment and development should be for the benefit and use of the residents of the greater Portland community. (9 votes)

12. Minimize impacts on users of island ferry transportation: traffic congestion, parking availability, and public safety concerns. (9 votes)

18. Establish a public infrastructure overlay that connects the study area with the surrounding street fabric. (9 votes)

23. Any harbor uses should remain marine-related and ideally should take advantage of the natural deep-water resources of the area. (9 votes)

11. Identify and preserve view corridors to and from water and along the waterfront. (8 votes)

22. Development should provide adaptable, flexible infrastructure which will allow the City to adjust to future technologies and trends. (7 votes)

1. Development should enhance the economic viability of waterfront property and facilities. (4 votes)

15. Create or enhance private development opportunities with appropriate design guidelines and land use controls. (1 vote)

6. Adjacent land focus landside uses should be marine related.

7. Improve upon island passenger operations.

9. Preserve and enhance traditional maritime and water related uses along water's edge.

21. Development should encourage long-term enhancement of waterfront economics and sustainable waterfront-related employment with good paying jobs.

The Principles Subcommittee condensed, edited, and redrafted the prioritized data in to the Statement of Principles for Redevelopment of the Eastern Waterfront. The full Committee reviewed the material and adopted the Principle unanimously on June 11, 2001.

b. Design Guidelines Subcommittee

A small subcommittee of the Master Planning Committee met through the winter of '01 and '02 to produce the guidelines. The subcommittee was comprised of waterfront property owners, legal professionals, lay citizenry, Portland Trails, and included three former chairs of the Portland Planning Board. City staff assisted the Subcommittee with representation from the Planning Division, the Waterfront Office, and the Historic Preservation program.

The subcommittee used City of Portland planning documents (like the B-3, Downtown Urban Design Guidelines and the Historic Resources Design Manual) and design guidelines from other municipalities as examples in the formation of the guidelines document. The subcommittee worked to provide a document that used established principles of urban design and site design to provide guidelines tailored to the unique context of the Eastern Waterfront area.

The public, the design guideline subcommittee and the full Master Planning Committee all expressed concern that the design of streets, buildings, open space, parking, and changes to the water's edge should contribute to the value of public and private property and the quality of life for Portland residents. The full committee voted to adopt the draft guidelines by a vote of 16 to 3 on January 23, 2002.

The Master Planning Committee and the Facilities Committee ultimately came together to recommend an integrated development scheme based on the funded first phase of the marine passenger terminal. The so-called "Concept 7" plan underlies both the Facilities

Committee Ocean Gateway Supplemental Report, dated November 2001, and all of the build out scenarios shown in the Master Plan graphic material.

4. **Community Development Committee** – CDC (Comprised of three members of the City Council.) Spring 2002

Following the work of *the Marine Passenger Terminal Committee* and the *Waterfront Development and Master Planning Committee*, the *Community Development Committee* (CDC) of the City Council reviewed the integrated master plans prior to final action by the full City Council. At the request of the full City Council, the CDC met through the Spring of 2002 to review of both waterfront committees' work. Ultimately, the CDC recommended both plans.

Community Development Committee's recommendation of the *Master Plan for Redevelopment of the Eastern Waterfront* and the *Phase One Ocean Gateway* reports was founded in part on the following aspects of the plans:

A. Preservation and enhancement of existing marine infrastructure including:

- Retention of Maine State Pier deep water berthing and the 100,000 square foot transit shed.
- Retention and enhancement of the Atlantic Pier (BIW dry dock pier) for large vessel passenger service.
- Retention of shallow water berthing potential and increased public access along the shoreline east of the Atlantic Pier.

B. Potential for high value mixed-use development on adjacent upland that is compatible with the marine use of the piers and the shoreline.

The CDC's recommendation of both the marine use and mixed use redevelopment of the site was informed by the fact that considerable long-term traffic improvements were to be needed in the Franklin Arterial corridor. The need for these roadway improvements would not be caused by redevelopment in the Eastern Waterfront, but would be necessitated by anticipated background growth in traffic. The CDC studied the potential impacts of traffic on Munjoy Hill and the surrounding street system and found that while waterfront redevelopment was not the root cause of roadway capacity expansions in the area, that capacity increases would be needed as development occurs. The CDC recognized that increasing the capacity of Franklin arterial would be needed to keep waterfront related traffic from filtering through Munjoy Hill. The Full CDC report, including the underlying traffic report by Gorrill Palmer Engineers, is available in the City Planning Division office.

5. **Community Presentation Forums (hosted by the CDC) May 2002**

Following their review of waterfront related projects, the Community Development Committee hosted a series of five public forums with the purpose of presenting the results of Eastern Waterfront Master Planning process. Each forum included an introduction to the waterfront planning process followed by a slide presentation of graphic and written results of the process. The forums concluded with questions and comments from the public. Two of the forums also included an in-depth traffic presentation using an animated computer simulation of current and future traffic conditions demonstrating the impacts of waterfront development. The public discussion notes from each forum are attached at the end of this report.

6. Portland City Council

On April 22, 2002 the Portland City Council held a workshop on waterfront development to review the work of the Community Development Committee. On July 3, 2002, the Council held a public hearing on the combined Eastern Waterfront Master Plan and the Ocean Gateway Marine Passenger Terminal Project. After public comment, the Council took three actions: (1) accepting the *Ocean Gateway Project Master Plan Report*, (2) adopting the *Ocean Gateway Project Supplemental Report* (this action cleared the way for the phase one marine passenger terminal facility permitting and design), and (3) forwarding the *Master Plan for Redevelopment of the Eastern Waterfron*t to the Planning Board for a recommendation for inclusion into the Comprehensive Plan.

7. Planning Board

At the request of the City Council, the Planning Board held a series of four workshops discussing Master Plan. The first workshop introduced the Board to the process and contents of the Master Plan and scoped out the extend of further review. The second workshop concentrated on traffic impacts to the eastern peninsula with particular emphasis on the Munjoy Hill neighborhood. The third workshop concentrated on water-side operations of the marine passenger terminal and the Ocean Gateway project. The final workshop asked the Board to review the Design Guidelines in detail and to look at the potential zoning implications of implementing the Master Plan. Public Comment was taken at each Planning Board Workshop.

8. Planning Board Recommendation Vote on the Master Plan. September 10, 2002.

After holding a Public Hearing, the Board voted unanimously to recommend the Master Plan to the City Council. The Board's recommendation was subject to the following condition:

"Because the land available in the immediate area serving the Marine Passenger Terminal facility is insufficient to meet green space commitments that have been made, existing land uses, and current demands among competing surface parking users, in particular the demands for Scotia Prince queuing and loading, the Board recommends that either the Scotia Prince be relocated to another part of the waterfront, or that structured parking be put in place at the earliest stage of development in this area."

9. Planning Board Zoning process:

Between January 2003 and September 2004, the Planning Board held 15 meetings reviewing iterations of Eastern Waterfront Zoning.

10. Interim Zoning for allowing the Eastern Waterfront Parking Garage RFP. August 2003 to November 2003.

In order to expedite the process for the City's request for approval for a parking garage to serve Eastern Waterfront uses, the Planning Board and the City Council held the requisite meetings needed to rezone a portion of the study area to B-5, Mixed Use Commercial Zone. The rezoning extended over the block of land extending east from India Street, north of the Commercial Street extension, west of the Hancock Street extension, and south of Fore Street.

Proposals for the Eastern Waterfront Garage have been evaluated by the Community Development Committee. The CDC continues to review a preferred project with the hope that the garage could be constructed concurrently with the Ocean Gateway project

11. Ocean Gateway Permit Process:

Planning Board held 6 meetings between November 2003 and May 2004, resulting in the approval of the Ocean Gateway project under the site plan and sub-division ordinances.

11. Eastern Waterfront Height Study. January 2004 to September 2004. Two Planning Board workshops and a neighborhood meeting.

The City engaged MRLD, LLC to conduct a building height study to aid in formulating the height regulations for zoning in the Eastern Waterfront. The Planning Board held tow workshops on the study results and the Planning Staff held a neighborhood meeting on Munjoy Hill.

The neighborhood meeting generated significant concern over the scale of development shown and the consultant and the Planning Staff provided a somewhat reduced version for the Planning Board's consideration at the Public Hearing. The Board ultimately recommended the reduced version.

The meeting notes from the neighborhood meeting are included at the end of this appendix.

12. B-6 Zone with Building Height Overlay. September 14, 2004.

Planning Board votes (1) to recommend the Building Height Study as an amendment to the Eastern Waterfront Master Plan and (2) to recommend the B-6 zone. The B-6 zone includes a Building Height Overlay that incorporates public comments suggesting lower building heights.

Community Presentation Forums (hosted by the CDC) May 2002
Public Discussion Notes

WATERFRONT MASTER PLAN FOR THE EASTERN WATERFRONT
Waterfront Public Meeting
5-7-02
Peaks Island Focus
Brackett Memorial Church, Peaks Island

D. McVane:	Business displacement and objections from Munjoy Hill – comment. Hancock St. extension a "dream".
Larry Mead/Alan Holt:	Business is working with City toward this plan. Not a displacement.
Dick Springer:	Prefer that wide angle lenses not be used. Most controversial aspect – Scotia Prince queuing. How does it work?
Ben Snow:	Both committees worked to minimize Scotia Prince queuing areas – minimizes impacts – very compact. Parking would be contained within buildout as new mixed use structures are developed.
Larry Mead:	Incrementally – reiteration of buildout.
Ben Snow:	Short term – similar parking that currently exists. Surface lots for Islanders and all marine uses.
Bill Jones:	Public/private breakdown? Will there be a need for new public land? How will public land be used? What structure?
Alan Holt:	Details to be worked out – City owns acres and has control. With 500,000 sq. ft. = significant $ in taxes.
Peaks Resident:	Where do cruise ships go? Where are the Scotia Prince cars going?

Ben Snow: Explained logistics – Hope to use India Street for Queuing. May need to use Commercial/Franklin as well, depending on final engineering.

John Carroll:

- "Oceangate" is inconsistent with public vision due to lots of surface parking.
- Concerns with Significant Economic Benefit – Jeff Monroe's #'s did not add up. CDC recommended that cruise ships did not support investment on their own – need accountability.
- Traffic – 454 tip end – 500 total within peak hour. 35% of total traffic without economic benefit if nightmare includes traffic congestion – this is it. This does not include "CAT" or intra coastal ferry. Does not account for loss of quality of life.
- We absorb this much traffic to allow the container cargo to exist without competition. Cargo – 2,000 boxes/yr. less than 8 boxes/day – not worth the investment.
- Site Plan Review – should be a site plan review – why no site plan review.
- "CAT" – Big boat with lots of cars/busses/passenger. Is the infrastructure at max?
- Scotia Prince Lease – What is the value of lease to the City?

Larry Mead: Scotia Prince is it – CAT only has one boat. Is it in City's interest to have 2 Yarmouth ferries? This is an issue for City. A long term contract with Scotia Prince is the direction – public comment prior to acceptance.

Alex Jaegerman: Berthing use does not change – vessel-to-vessel changes to site – will be reviewed (India Street, full site – Planning Board).

Larry Mead: CDC economic return comes from use of shed building. Pier 2 investment is a long term benefit for deep water infrastructure. Past committee work and city policy say separate cargo and freight.

Jack Soley:	What incentives exist or will exist with Farley/Marino property owners.
Alan Holt:	These properties are precluded from doing work due to zoning. The reg. Changes would allow and limit any development.
Mark Johnson:	For SMRT & Farley/Marino: When SMRT saw "Oceangate", envisioned potential. Went to meetings and saw cooperative potential also saw potential to use the topography and talked with city staff and presented to mpc. Keep scale. The drawings provide the "vision" for benefit of property owners and City.
Alan Holt:	City owned land.
Charles Enders:	Long term participant of the waterfront process – supports John Carroll comments. Had 3 additional comments: 1) economic return; 2) circulation around CBL is dangerous – needs more space around terminal early plans for shed to come down 3) if we keep shed, how do we keep CBL safe for pedestrians.
Larry Mead:	There is more than one solution. Solving freight will help and will be addressed.
Ben Snow:	Widening the roadway was discussed – lengthy description of detailed changes that could take place – pedestrian improvement on interim driveway.
Charles Enders:	Even with shed, improvements will take place.
Ben Snow:	Yes.
Charles Enders:	Maine State Pier – may need major structural overload, when?
Ben Snow:	Little of the Capital $ will go for cruise ships. Structural integrity of the pier is a question. Fortunately it is heavily built. Regarding the need for long-term structural improvements - some say yes, some say no. No plans for major $ for cruise industry.
Tom Quinn:	Traffic is very important – will send comment.

Dick ____:	Cianbro – how will Cianbro fit with cruise ships in future? Traffic was complicated by cruise ship taxis.
David Cohen:	Cianbro, 18 months lease. Taxis: we are better managing as we learn.
Dick _____:	What is better for the City?
David Cohen:	We didn't see Cianbro 6 months ago. Hopefully we can do both.
Charles Enders:	Is it possible for busses to shut down when parked? Problems with diesel emissions.
David Cohen:	We try to get the operators to shut down.
Charles Enders:	Parking – 100% of public does not want that on water. When will it change? Structures – permits for islanders, remote lots. Need mechanism for affordable parking. Not clearly explained tonight. Also, please explain economic benefits to public.
Larry Mead:	Parking is difficult. Structures needed but is expensive. Remote lots only work when there is a "crunch" – Chebeague for example.
Peaks Resident:	Crunch is here. $75.00 /month not an option.
John Carroll:	Shuttle the Scotia Prince parkers, not islanders with groceries and kids. Logistics of marine ops should be reviewed how? Public should not suffer through the learning curve of City; before putting cruise ships on. City should hold itself to the same standard as private.
Peaks Resident:	Scotia Prince this year?
Larry Mead:	No
Peaks Resident:	When does "crunch" set in?
Larry Mead:	Parking shuttle will only work when it is cost effective.
Peaks Resident:	I only want a sticker for our car. We need an option. Strongly support Island stickers for on-street parking on main land.

WATERFRONT MASTER PLAN FOR THE EASTERN WATERFRONT
Waterfront Public Meeting
5-13-02
Munjoy Hill Focus
St. Lawrence Community Arts Center, 70 Congress Street

Will Gorham:	On street parking? Accounted for?
Tom Gorrill:	Yes, and incorporated into the model.
_____:	Great model - intersection of Congress/Franklin & Cumberland/Franklin should be depressed with grade separation - better solution for traffic.

Tom Gorrill: Good solution. Not "needed" but preferable for traffic and pedestrians - part of original plan.

Larry Mead:	Need the funds.
Tom Gorrill:	Grade separation is quite expensive. Also, street systems needed for "storage" too quick a flow, leads to failure at 295.

General Discussion regarding Franklin Arterial

Portland House Resident:	What will happen to traffic from parking structures and Scotia Prince? E. Prom/ Fore Street one-way streets may be needed.
Tom Gorrill:	Goal is to use Franklin. Will need to take each project into consideration as it comes forward.
Marco Lasale:	What happens to our neighborhood?
Tom Gorrill:	Provided Franklin Street improvements are made, impacts minimal. Comparisons of PACTS, present models to future. Assumption based on Franklin improvements.
Marco Lasale:	Cost analysis?

Tom Gorrill: Substantial improvements are needed.

John Carroll: $20 million - we need to do these anyway or there will be impacts n all of our neighborhoods due to background.

Larry Mead: This is a 25 year buildout - we will be going for state $.

Tom Gorrill: #'s based on summertime volumes. Fox Street is redesigned and Franklin will hopefully take move of the load.

J. Davidson: Fore Street traffic is a problem now. What about Fox Street intersection with Washington? Fox is needed and convenient - a problem.

JM: Scotia Prince 200 cars/trip - from 7:30 - 9:00 start queue 3:00 – 4:00, 7:00 arrival with 200 car departures. 300 vehicles parking.

Betty Zellneum: If you have Scotia Prince (2 trips), how many cars from Scotia Prince? Is all vehicle traffic accounted for.

Tom Gorrill: Yes and many pedestrians. Need a dedicated pedestrian phase at Franklin and Commercial.

J. Griffin: 3 new streets added to Fore Street. All leading to Munjoy.

Tom Gorrill: Directing traffic to Franklin - through travel time - built into model.

Larry Mead: If improvements are made, travel time improve - Franklin is key.

Sandy Elder: Pedestrian traffic at Franklin between Franklin and Marginal - ultimately.

Tom Gorrill: Design changes to Franklin - incremental over time. Will need to look at grade separation for pedestrians.

M. Miller: Appreciates the open process. Who will be in charge of ongoing process?

Larry Mead: Manager's office has been coordinating for 2 1/2 months - Master plan implementation through Council to Planning,

Transportation and Public Works. Ocean Terminal will need a Project Manager.

John Carroll: Current process - Peak Islanders walk there 2 times daily. Most traffic studies look 2 years out. This summer, could have 2 cruise ships per day. Not a standard that we would permit for any private developers. Planning Office says that there is no change of use. Also, no amendment to site plan around Cianbro. Ask that Planning Board review site plan amendment.

Larry Mead: Cruise ship use is same as has been in past. The facility will receive site plan review with traffic study.

John Carroll: Existing cruise ship use is a violation of change of use provision - consider traffic.

Tom Gorrill: Assumes 2 ships with 7,500 passengers. Phase one will need site plan and traffic permit. The peninsula traffic study will focus on future for overall plan for traffic management - long term. We will do the short term for traffic.

Jeff Monroe: 37 cruise ships scheduled this season.

Carol Anne _____: Proposed berth further to east? Eliminated? How will it grow?

Jeff Monroe: Old dry dock could be used for additional berth - a direction for future.

_____: Out of 1,300 passengers yesterday, how many stayed in Portland? What recommendations for additional public transit?

Jeff Monroe: Most

Tom Gorrill: Assuming some mix of vehicle use - a regional study through PACTS - ongoing is the venue.

Larry Mead: Via Jeff Monroe - there will be an inter-terminal shuttle - with help from hotels - CBL, airport, hotels, metro . . . .

Jeff Monroe: Starts in June.

Kirk Goodhue:	One goal for area is that use is non-seasonal. What about Scotia Prince? Also Scotia Prince will not allow parking prior to 6:00. Security requirements - impacts on public access on pier.
Jeff Monroe:	Described operations. What about Scotia Prince - what time? During the day, on-site will be open to Scotia Prince out queue. Busses for cruise will use inbound queue.
Larry Mead:	Scotia Prince is seasonal - mixed use uplands will be year round - also, retain use of pier one shed.
Jeff Monroe:	Keep Scotia Prince longer, marketing winter berthing - kept Scotia Prince this year.
Kirk Goodhue:	Cianbro wants to stay; what impact on this project?
Jeff Monroe:	Described Cianbro - can be moved to Maine State Pier.
Tom Yale:	If Cianbro wants to extend, condition the removal of pile fields east of pier? What about price tag? Profit from facility? Compared to property tax?
Larry Mead:	Public industry - $15-16 million, $1 million city. That is the hope - Maine State Pier, winter berthing and other revenue sources.
Jeff Monroe:	City waterfront department service from waterfront office - operating at profit. Better than taxes.
Peter O'Donnell:	When will public be brought on?
Larry Mead:	June 3, 7:30, City Council.
Sharon _____:	Changes to existing Mountfort Street.
Tom Gorrill:	Not yet.
Sharon _____:	Dangerous. Also, what are the building height restrictions?
Alan Holt:	Color coded prints - described.
____ Ramsdell:	Financial statement.
Jeff Monroe:	On web - Port of Portland web site.

____ Ramsdell:	When work with future phase - use future value $. City should consider study of existing use. Pedestrians and traffic dangers. New development will make it worse. Pedestrians leaving the hill are at risk. $ for those studies should be budgeted. Models will not account for all conditions. A good study will be worth $.
Anne Pringle:	Where will Scotia Prince parkers park?
Larry Mead:	Described from plans.
Anne Pringle:	Parking $ fee, is that part of new Scotia Prince lease?
Larry Mead:	Yes
Tony Armstrong:	Small boats rated highest on the "bliss scale". Will the area east of pier 2 be used (as discussed at Council)? Does City Hall or Transportation Dept. have a plan for pile field - small boats generate significant economic return?
Larry Mead:	CDC is recommending that small boat be expanded.
Tony Armstrong:	Is there a plan?
Jeff Monroe:	Yes, some discussion about using Cianbro for port improvements "in kind", but City needs $.
Tony Armstrong:	The cost to remove piles is limited. City has $ into the project, what will allow the piles to be removed - its simple and inexpensive - just do it.
Larry Mead:	Budget is tough.
_____:	$400k is a rent credit tied to lease. Much discussion regarding piling removal - there is an opportunity to use other space to expand small boat moving and sailing clinic.
Tony Armstrong:	More discussion regarding pilings.
Jeff Monroe:	We may be able to use pilings.
Larry Mead:	Small boat opportunity - CDC recommends expansion for expanded sail school.

Deb Gail:	Traffic concerns. Franklin improvements will not address local traffic issues. Will there be local access only streets? What will the signs say?
Larry Mead:	The goal is to minimize neighborhood impacts.
W. Gorham:	Traffic will have no other choice but to use Munjoy Hill. 2 committees did not work together - there were conflicts. Traffic analysis - East Bayside - not addressed.
Tom Gorrill:	Worked into buildout and model.
W. Gorham:	How much is it going to cost to improve Franklin?
Tom Gorrill:	Many millions $.
W. Gorham:	$15 - 30 million? Which is it?
Larry Mead:	Difficult to know 25 years ahead, but those types of projects are funded ever year.
John _____:	Local match to State and Federal funds?
Tom Gorrill:	80-10-10
Steve S.:	With 3 phases - should skip straight to 3rd phase. Work with Farley & Marino - provide tax $ quicker and better.
Sandy Elder:	Parking for Cianbro?
Jeff Monroe:	St. John Street at Mercy Hospital site.
Larry Mead:	Potential for some Bayside.
_____:	Air quality assessment or monitoring.
Larry Mead:	Peninsula is currently monitored. Operationally, try to get busses to shut off engines.
Jeff Monroe:	Use alternative fuel.
J. Griffin:	Lobby City for commercial boat ramp at Deaks Wharf - big impacts from traffic - construction traffic, barge. Cianbro could help. Use Cianbro and PDOT $ to build boat ramp - big risk of accident.

Larry Mead: Offers to work with Munjoy Hill to move ramp. Islanders need the ramp, but conflicts exist.

Jeff Monroe: 2 priorities, 1) Cliff Island ramp; 2) Deaks Wharf - need federal $.

_____: Opportunity with Cianbro - Duck Boat a problem.

WATERFRONT MASTER PLAN FOR THE EASTERN WATERFRONT
Waterfront Public Meeting
5-14-02
Downtown Focus
State of Maine Room, City Hall

Jim Cohen: Trail user - question the open space east 2 pier? What is the nature of the area - park or marine use?

Alan Holt: MPC did outline nature of trail in low rise marine access area - described on plans. Design guidelines designate both open space and small boat support. Would allow for low support buildings for marine uses, integrated with public access.

_____: What kind of boats, mariners or all public access? What about my 35" boat for seasonal - full season or day sailors/kayaks?

Jim Cloutier: Phin Sprague currently operates marine and cit owns underlying submerged lands - low to medium water. With large amount of space: improve sailing school, generate rents form marina (maybe with Phin Sprague if possible), opportunity for public launching and slip rental. We want people to have access to water as amenity. Public indicated a need and we need a commercial barge ramp.

Lincoln G.: Boat ramp? Trailer parking?

Jim Cloutier: We will need to look.

_____: What discussions have taken place with marine support operations re: what parking support is needed? Public space could suffer.

Larry Mead: Will use careful monitoring.

K. Goodhue: Transit shed is being renovated - where will they park? Scotia Prince is the anchor tenant - what are the income figures? IMT operations $ #'s.

Larry Mead: Cianbro office parking is on-site - operational parking will take some of the uplands spaces.

Hillary Bassett: Cianbro use - will it be expanded into the future?

Larry Mead: Possible for future of Maine State Piers. Will need to be compatible with cruise. Will be up to City Council as a policy issue.

D. Geraghty: Lots of concern re: Scotia Prince. Early plan to share uses with Scotia Prince on Pier 2. Glad to see that City is flexible. Scotia Prince brings hundreds of feet of chain link fence. When is there going to be a larger traffic study? Queuing areas, provided the least friendly portion of site in a primary location. Right now the industrial site is suitable to Scotia Prince operations.

Larry Mead: Cruise ships non-conflicting with Scotia Prince.

Bill Sweeney: Pier 2 will be home to Intra Coastal ferry, Scotia Prince, Homeport cruise as well as other new opportunities.

Larry Mead: Fast ferry is not a done deal.

Bill Needelman: How, described peninsula traffic study.

_____: Need cargo expansion and need to get passengers into Old Port.

Bill Sweeney: Fore Street business owner - Economic value of cruise ships? Economic value of current Scotia Prince operation? Is Scotia Prince a done deal?

Larry Mead: CDC cruise ship industry will not on its own enough to support plan. CDC said not to tear down transit shed and other

	infrastructure to generate revenue. Scotia Prince is currently negotiating with City Scotia Prince wants to stay with Portland.
_____:	Franklin Arterial - designed to have grade separation - should look to Fed $ to achieve bridges at Cumberland/Congress.
Larry Mead:	Not currently planned - but being looked at - has impacts on 295.
D. Green:	Concerns with quality of eventual buildings. Potential for vision to fall apart at Planning Board. The Board does not always enforce ordinance.
Bill Needelman/ Alan Holt:	Described Planning Board public comment in site plan process.
Jim Cloutier:	City is a major property owner. The terminal is very important.
Jim Cohen:	Parking is life blood of plan. The Boulder, Co. pictures show high garages with low buildings, MP shows high buildings and low garages- what should we expect?
Alan Holt:	Refers to Mark Johnson - describe section design guideline from master plan.
M. Johnson, SMRT:	Describes SMRT Plan: 5 story to 3 story wrap with 4 decks of parking.
D. Green:	Design guidelines need teeth. Projects lose quality in process. We need to be a little better, a little stronger. Need to remove some of the wiggle room. We need to do better.
Hillary Bassett:	Supports Doug Green comment above, and supports J. Cloutier comment regarding terminal building – quality of the architecture and adherence to the design guidelines is very important.
_____:	Echo.
D. Green:	City has opportunity for historic ships - any room for accommodations.
Ben Snow:	The "tug boat" pier could provide need for significant market for excursion/historic vessels. City looking to berth "Baghera" Schooner.
_____:	Transient berthing? Portland could be a destination port.

Ben Snow:	Policy decision as to how to use submerged land.
_____:	Private berthing and maritime museum provide public access.
D. Green:	Timeline and budget?
Larry Mead:	Phase one is outlined. As other phases go forward we need to be opportunistic - taking advantage of private initiative.
D. Green:	Greenspace in phase one?
Larry Mead:	Relocating trail.
_____:	Timeline? Building 3, 4, 5 - when?
Alan Holt:	Developing timeline is a "next step". City can look to RFP city property in short term. There is private interest.

WATERFRONT MASTER PLAN FOR THE EASTERN WATERFRONT
Waterfront Public Meeting
5-15-02
Island Advisory Meeting, CBITD

Joy Aps (GDI):	Portland is on financial difficulty. Who pays for all of this?
Nick Mavadones:	$9 million from State, $1 million City, balance from Fed.
___ Dolan (GDI):	Consideration of changing the bus routes?
Alex Jaegerman:	Inter-terminal shuttle will come on line.
Ben Snow:	Metro is trying to integrate route schedule with boat schedule.
B. Weeler:	Move on
Cyrus Hagge:	City is already starting the cruise ship program. No improvements to Commercial and Franklin (failing intersection as is.) Last year there was a problem. City must act immediately.

Ben Snow: 1) Cianbro is currently "ramping" up – 140 trucks of material after initial unloading, fewer trucks. 2) Cianbro only has 100 spaces on site. All other spaces will be a Mercy Hospital site at St. John Street. 3) Adding India Street entry to help congestion at Franklin and Commercial. 4) Cruise ships will use India Street, helping with trips at Franklin and Commercial. 5) New pad signals and traffic signals – operating this summer.

Charles Enders (Peaks Island): Miss element on flow chart. Cruise ships this summer – without plan in place concern that we will learn through process at resident's expense. Private development would not be allowed – frustrating double standard – not satisfied. Would like this plan to go to the Planning Board (interim plan). Who authorized cut in sidewalk? If things just happen. Not the same as a plan for Cianbro and cruise ships, etc.

Alex Jaegerman: 1) Ordinances require review for "change of use" – "water dependent use" is a single use even if there is a change in the type of berthing. BIW is the site plan of record, changes to it require either administrative or Planning Board review; 3) Oceangateway requires full site plan.

Nick Mavadones: Like Fish Pier?

Alex Jaegerman: Yes, just the same.

Ben Snow: As an applicant who comes to Planning Board, Planning Board does not "cut City slack". As a unique transportation center, there is a hearing curve.

Kirk Goodhue: Number of concerns. Draft report of CDC: in eco. analysis quoting CDC report "The eco. impact of total rev. of cruise ships is a small % of state economy. Summarized as small eco. impact and does not support investment in itself." How can we invest the most valuable land in the City without good return?

Nick Mavadones: City needs to make public investments all the time. This is valuable land and the City needs to preserve site for deep water berthing. Scotia Prince is a long term investment in the City – frees up cargo on west. City hopes that this investment will allow flexibility for future. The terminal can serve any type of deep water use. Also looking to small boat berthing east of pier 2. Also need to look at MPC recommendations for uplands tax $. Long term good investment in the short term allows flexibility.

Kirk Goodhue: Any thought to using State Pier for Scotia Prince?

Nick Mavadones: Committee decided on Pier 2. Importantly, building a terminal on Pier 2 takes passengers a way from CBITD. Also, a terminal building on Pier 2 makes facility flexible and marketable – also frees Pier #1 for other users.

Ben Snow: We looked closely at Pier 1 solution – the Scotia Prince just couldn't work – circulation, proximity to CBITD, stability of pier and structure.

Kirk Goodhue: Pier is improved with Cianbro and cruise ships are already using State Pier and if unloaded at end of pier is no closer than Pier 2 from CBITD.

Nick Mavadones: There is still opportunity to inform Council, but this committee looked closely at this.

Dale Cole: Shed is a warehouse with Class B office space. Provides eco benefit but would be second class terminal.

Joy Epps: Where will the fire boat be?

Dale Cole: There may be a location at Oceangateway in the future.

Ben Snow: Still in planning stages – depends on the type of boat.

Cyrus Hagge: Part of project involves CBITD – circulation . . . some of $16 million is FTA $ for CBITD – what happened to the $.

Ben Snow: CBITD needs to be part of plan 1. There was an internal process, but not integrated larger public process. The budget included Phase One $ for CBITD or Phase One "B" without. This is in discussion with Feds.

Cyrus Hagge: Islands are concerned that CBITD has been dropped – we need an answer prior to City Council.

_____: Congestion with cruise ships is enough, when will Scotia Prince come – 2003 or 2004?

B. Weeber: Using India Street is concern, already a problem. 295 is congested. Traffic improvements can't wait until Scotia Prince.

Nick Mavadones: There is Peninsula Traffic Study, and a comprehensive Waterfront Study. The consultants are recommending $20-$30 million in

Franklin Arterial improvements. There will not be a significant change due to waterfront project – waterfront will have some impact that we will need to address.

Alex Jaegerman: Oceangateway and all private development will need to do an intensive traffic study. The PTS is looking to do a 25 year study for all peninsula. The good news is that Franklin Street is in reasonable shape on southerly end. It's much worse at 295 – we will need to do phased improvements over the next 25 years. According to a plan PTS is well timed.

Charles Enders: Referencing a letter to Mayor Leeman from Rand regarding island concerns 1) with all cruise ships – where are the restrooms? 2) hotel traffic? 3) parking – city only – only 30 excess spaces – private/public – more. On short term, we use surface parking – a public "nightmare" and how much does it cost for users. 4) What about the pedestrian nature of Portland? Will Portland still be a walkable City?

Alex Jaegerman, Bill Needelman and Staff addressed as related to Master Plan and current planning.

WATERFRONT MASTER PLAN FOR THE EASTERN WATERFRONT
Waterfront Public Meeting
5-15-02
Deering High School

Elizabeth Price: Why make it easier to bring traffic downtown?

Tom Gorrill: Mass transit should be the goal. Development downtown will encourage further mass transit use.

Elizabeth Price: Why turn small scale streets into through streets? Also, Franklin improvements will encourage more pollution. We don't need more fast traffic which is poor for pedestrians.

Jim Cloutier: Using congestion as a traffic management tool fails due to diversion of traffic into neighborhoods. Portland has a transportation plan that calls for transportation centers to encourage alternative transportation. We're beginning to

implement the plan with facilities at the Jetport, Ocean terminal, Bayside, Sewall Street. Allows for further transit.

Further discussion following above.

Elizabeth Price: Does Portland have a mission statement on policy regarding expenditures for trans $?

Jim Cloutier: Yes. In Transportation Plan but PACTS controls the majority of the $. PACTS is currently studying this. Unfortunately, Portland solutions don't necessarily work for other communities in the region.

Tom Gorrill: The PACTS Plan will build on Portland Plan - addressing vehicles and AH transport with an emphasis on moving away from personal vehicles as much as practical for Maine.

Gerry Dewitt: Thank you for the large citizen input. Regarding "wrapped" garages, where? - North of Commercial Street (J.C.) Parking users, general traffic and pedestrian crosswalks don't work. Because the parking garage drivers won't stop. Can we use pedestrian overpasses?

Jim Cloutier: The pedestrian overpass is not our 1st, 2nd or 3rd solution. Technology for pedestrian x-ing is getting better. Jim Cloutier describes pedestrian x-ing technology.

More general discussion on pedestrian crossing and development.

Jim Cloutier: The mixed use development will generate the majority of the traffic - like the rest of the downtown and Old Port.

Jason Wentworth: Has been involved with Transportation planning. Not comforted by comprehensive approach due to incremental and incomplete implementation of our Transportation Plan. We should look to the year to year implementation. Franklin Street projections are worrisome. What are the limits to growth? When do we stop?

Jim Cloutier: Short term analysis was done and the Oceangate phase one will need a site plan review. The facility traffic analysis showed less traffic from BIW. The MPC requested a combined analysis for MP and facility. Alternate transportation has been studied in Portland, and trails and bike improvements have been made. <u>But</u> we don't control

	management of the $. The 295 connector will have a trail/bike lane due to citizen input and pressure.
Steven Demine:	Compliments plan. Cianbro Plan - what happens when they leave? Is there an opportunity to build "big" with other companies? Also, the traffic problem is relatively small.
Jim Cloutier:	One reason for maintaining "secure zone" is to retain the option for deep water use. CDC recommends retention of secure zone and "queuing" area for same reason. Also recommends retention of "shed" with 100,000 sq. ft. of manufacture and warehouse. Also looked at passenger terminal to Pier 1, but logistically, it didn't allow deep water flexibility. Described operation of phase one. CDC recommends retention of marine industrial capacity while developing a transportation facility. CDC also recommended additional access points into transportation center to reduce potential conflict.
Jason Wentworth:	Did committee look to other ferry terminals in Europe. Ferry users are controlled and not given options for where they circulate.
Jim Cloutier:	Facility committee looked at "underground" access - $90 million project on $16 million budget.
Alan Holt: queuing.	The "building 3" block could accommodate hidden
Mike Dow: set?	Bond requires transportation facility - is this the plan? Is it
Jim Cloutier:	CDC looked at cruise ship economics. The change in economics generated from cruise ships does not in itself justify the public investment without other revenues from Sate Pier, Scotia Prince. (Jim Cloutier describes in detail.) Also, CDC recommends small boat expansion.
Jason Wentworth:	State Pier was looked at, I assume.
Jim Cloutier:	Yes. Marine engineering looked closely at this. Pier 2 is technically superior location.
Elisabeth Price:	Pedestrian x-ings often left off - why? How can pedestrians be ignored? This should be the first priority.

Jim Cloutier:	E. Prom trail is spectacular trail that is the first link in a calis to Miami trail plan - 50 year plan. It retains rail potential, but marine does not have the density to support.
Elisabeth Price:	We had trolleys, why not now?
Alex Jaegerman:	We are trying to implement the Transportation Plan. The trail is a good example. We don't want pedestrian overpasses on Commercial Street. It should feel friendly. Franklin at 295 needs them and we have started to look for funding. We need to build infrastructure but we need the density and the building brings traffic - chicken and egg problem. We require sidewalks with a long range basis. We also look to citizen groups to help advocate for trails and alternate transportation modes.
Jim Cloutier:	City departments all work toward implementing the Transportation Plan. The State DOT prefers to take more suburban approach. MDOT wanted to use a more land intensive approach to 295 connector.
K. Goodhue: lease?	What City representative negotiates the Scotia Prince
Jim Cloutier:	Direct negotiation with City Manager's office.
K. Goodhue:	What if a new idea comes forward?
Jim Cloutier/ Alex Jaegerman	Describe process through plan adoption.
Jim Cloutier:	Probably the CDC will oversee the permitting process.
K. Goodhue:	Regarding terminal on Atlantic Pier - haven't heard a reason not to use the State Pier. Reasons - structural instability of shed and proximity.
Jim Cloutier:	The Pier 2 plan does cost $4-6 million more; but the economic loss is mitigated by use of shed. Also, cruise, Scotia Prince, CBITD = congestion.
Much discussion.	
Alan Holt:	Refer to Facility's Report.

Jim Cloutier:	CDC does not see economic waste in the investment in Pier 2. With the creation of additional deep water berths and the assurance for future integrity of shed building.
Jason Wentworth:	City does good job with some elements of transportation planning; but we don't do as good a job on our own streets. The Tom Gorrill report shows less pedestrian friendly streets.
Alan Holt:	Design guidelines encourage transit oriented development that promotes alternative transportation.
Charles Enders:	Traffic questions: 1) Any taking of private land for traffic improvements? 2) Peaks Islanders can take transit and walk. How does "development" and traffic "improvements" increase quality of life? We need a discussion regarding this. We need leadership. 3) Circulation at Franklin Arterial and Commercial Street intersection - concerns us. 4) Lower Commercial Street building.
Steven D.:	Perspective: Born in Portland. I took the bus. We all did. Used to take the train to Boston. It took all day. Cars provide freedom. Transit needs subsidy.

General discussion regarding transit.

B-6 Zone and Eastern Waterfront Building Height Study

Neighborhood Meeting: **September 7, 2004**
Adams School

Sign In Sheet

Staff: Alex Jeagerman, Planning Division Director
Bill Needelman, Senior Planner
Consultant: Mitchell Rasor, MRLD,LLC.
Councilor Will Gorham

Neighborhood Participants
Sandi Flanagan, 13 Waterville Street
M.L. Cooper, 37 Atlantic Street
Nancy Guimond, 13 Waterville Street
Johanna Pulkkinen, 28 Waterville Street
Samuel Cousins, 95B Munjoy Street
Bob Wirtz, 25 Waterville Street
Marla Michaels, 26 Moody Street
Patricia Curran, 16 Vesper Street
Pat Tryon, 1 St. Lawrence Street
Kathy Linsley, 25 Fore Street
Austin Linsley, 25 Fore Street
Stephani Dambrie, 8 Kellogg Street
Katrina Taylor, 87 Munjoy Street
Fred Ruminski, 28 St. Lawrence Street
Lorraine Ruminski, 28 St. Lawrence Street
Kenneth Brill, 30 E. Prom
Dick and Shirley Henward, 12 Atlantic Street
Keith Hintz, 47 Vesper Street
Margaret Concannon, 66 Morning Street
Katherine Joyce, 66 Morning Street
Sarah Franklin, 49 Morning Street #2
Pamela Cragin, 5 E. Prom #3
James Griffin, 108 Cumberland Ave.
Sarah Braun, 64 Kellogg Street
Paulette French, 14 Sheridan Street
Dick and Fran D-Entrement, 45 E. Prom.
Julius Wilhoite, 54 E. Prom.
Tracy Wilhoite, 37 St. Lawrence Street
Robert Wilhoite M.D., 54 E. Prom.
Crandall Toothaker, 22 E. Prm
Chris Gilhert, 47 St. Lawrence
Dave Jackson, 52 St. Lawrence
Rick and Linda Lajoie, 16 St. Lawrence
Dave Jefferson, 52 Turner Street
Daniel Heukin, 31 Fore Street

Bonnie Blythe, 31 Fore Street
Nancy Bowker, 15 Vesper St.
Colleen Bernard & Elita Grisom, 20 Morning Street
S. Wilson, 271 Congress Street
Christine Sullivan, 61 St. Lawrence
Ted Arnold, 61 St. Lawrence
Bob Wilson, 61 St. Lawrence
Denise Preisser, 25 Fore Street
Jonathan Lawrence, 28 Atlantic Street
Kathleen Annah, 340 E. Prom
Jeanne Bull, 68 Atlantic Street
Adam Weidemann, 74 Welch Street, Peaks Island
Mr. & Mrs. Yale, 50 St. Lawrence Street
Thomas Yale, 50 St. Lawrence Street
Christine Feller, 95 Morning Street
David HochWeiser, 56 Atlantic Street
Jennifer Andrews, 28 O'Brion Street #2
Derek Converse, 46 Howard Street #1
Joseph Bauer, 72 Waterville Street
Leslie Rethman, 63 Atlantic Street
Erik Pedersen, 39 Howard Street
Susan Friedman, 17 E. Prom
Jon Ozioer, 90 Congress Street
Gary Marcisso, 69 Vesper Street
Gail O'Mallen, 36 St. Lawrence Street
Kathy Balzano, 40 St. Lawrence Street
Robert Greenlaw, 61 Mayland Street
Sharon Sudbay, 108 Monument Street
Jaime Parker, 73 Atlantic Street
Jim Flahaven, 79 Congress Street
Jason Porciello, 58 Wilson Street
Valshali Mamgain, 26 Monument Street
Steve Mitchell, 26 Monument Street
Harold Crabill, 240 Pleasant Avenue
Marie Eugenia Zemans, 25 Morning Street
Grete Chandler, 194 Danforth Street
Adm Zemans, 25 Morning Street
Jason Gibbs, 74 Munjoy Street
Jeri Schroeder, 20 Sheridan Street
Tessy Seward, 46 Howard Street #1
Chris Fitue, 46 St. Lawrence Street
Shea Shackalford, 28 O'Brien Street
Judy Coronios, 7 Gilbert Lane
Dan Haley, Jr., 140 E. Prom
Isaac Morrison, 32 Hampshire Street
Rob Levin, 94 Beckett Street, 2nd Floor
Elena Schmidt, 99 Atlantic Street
Ben Dudley, 9 Ponce Street
Victoria Dickinson, 65 St. Lawrence Street #3
Barbara Vestal, 7 Fore Street #3
David Chester, 7 Fore Street

Amy Lanavish, 76 Monument Street #2
Charlotte Daniels, 62 St. Lawrence Street
Ron Goodwin, 24 St. Lawrence Street
Leigh Dyer, 81 Vesper Street
Jonathan Radike, 53 Monument Street
Charles Sudbay, 65 Melbourne Street
Rita Sudbay, 65 Melbourne Street
Sherwood Hamill, 2 Atlantic Street
Jan Pedersen, 20 Sheridan Street
Angela Adams, 2 Atlantic Street
Doug Hall, 65 Waterville Street
Bob Summers, 45 O'Brion Street
Berry Manter, 46 E. Prom
Michael McMillen, 28 Vesper Street
JB Brill, 30 E. Prom
MB Kuhley, 16 Ponce Street
Michael Smith, 6 & 8 St. Lawrence Street
Oliver Bradshaw, 39 Kellogg Street
Chris Lomaka, 76 Monument Street

MEETING NOTES

B-6 Zone and Eastern Waterfront Height Study
Neighborhood Meeting
September 7, 2004
Adams School Gymnasium

B-6 Height Study, meeting begins at 7:15 p.m., due to heavy turnout

A. Jaegerman: made introductions noting Councilor Gorham. Alex explained that the Planning Board would hold a public hearing on September 14th.

B. Needelman: described B-6 with review of Eastern Waterfront Plan. Bill answers several background and clarifying questions.

Mitchell Razor: presented the Height Study on Power Point.

A. Jaegerman: fielded clarifying questions referring to presentation boards.

Comment: Proposed height does not consider roof top mechanicals.

M. Razor: stated that this should be dealt with at the site plan level.

A. Jaegerman: agreed.

Question: Towers: 2 story above; 5 story for 7 story total?

M. Razor: yes, where it says seven on the plan, everything above five would be subject to the tower requirements

Question: clarify at east of site how high above Fore Street would building project be?

M. Razor: up to 2 stories

A. Jaegerman: agreed

Comment: View blocked from Atlantic Street at Fore Street.

B. Needelman: commented that MPC struggled with how high the building should be above Fore Street. The recommendation of the Committee was that the new building should be no higher than buildings across the street.

Several Follow-Up Questions: regarding how high above Fore Street and how the new zoning and height study would apply and high building could be built?

A. Jaegerman: only if Council rezones – needs to be consistent with the comp plan.

Question: how many would loose view?

Ponce Street resident: The plan is reaching too far (general agreement from audience).

Question: what is the current height?

B. Needelman: explained.

Question: impact is unclear and should be more clear.

A. Jaegerman: agreed.

Question: has there been a traffic plan?

A. Jaegerman: explained the Peninsula Traffic Study – Waterfront assumptions and Franklin Street role.

Comment: that traffic plan hoped that Franklin Street would not have to be expanded.

A. Jaegerman: further explained the traffic plan.

Comment: we are a City and this is not that tall. We are not losing anything but parking lots. We should not lose sight of opportunities.

Question: zone changes, how would it be tied to height map?

A. Jaegerman: explained.

Comment: Reminded people of the role that the Eastern Point Plan played in the 80's waterfront referendum. Also traffic issues – streets can't handle current traffic – MPC did not totally agree – encouraged crowd to go to Planning Board.

Question: why not just 2 or 3 story buildings?

A. Jaegerman: explained the Master Plan.

Question: clarify current garage proposal.

A. Jaegerman: explained location and status of proposal.

Comment: that more development provides opportunity for young people. Housing and jobs are scarce and this is an opportunity.

Comment: that need to think of how Portland will develop – just do not develop everything.

Comment: that design is important, more than height. There is always a chance that views will be blocked. Need to stress good design.

Pamela Cragin: wonder how much thought went into smart growth – shopping, bikes, walking – with lower buildings and it could work.

Comment: unfortunate that you didn't hire a marketing team. There is a housing shortage and there is a need for shopping within walking distance – support plan.

Mike Connolly: concerned with presentation – Asked to pole the room by show of hands – vast majority of the room agreed that the buildings were too tall.

Comment: that the presentation shows the upper limit? If one owns on south side of Fore Street how high can it go?

B. Needelman: explained, M. Razor explained how proposal relates to change in grade.

Comment: new space will not provide good jobs just low wage jobs, and there is empty office space now. There are a lot of deals being made. Urges that planning division consider neighborhood – also consider parking – how was it considered?

A. Jaegerman: explained master plan parking scenario.

Follow up comment: Parking is too expensive for the people who will work here.

Comment: Urban vitality is a good goal – is the horse is out of the barn? Is this too late?

A. Jaegerman: explained timing of review.

Comment: how much would be housing? Affordable housing is needed.

A. Jaegerman: clarified that the City can't predict buildout through zoning.

Comment: wind study? Portland House causes a problem. New buildings could be a problem.

M. Razor: no study on wind.

Comment: concern with traffic planning – City can't afford transit and police to serve existing City. Need affordable housing.

Comment: Parking for Cianbro folks & islanders?

A. Jaegerman: explained parking garage plan.

Follow up comment: they won't want to pay. They will park on the Hill like Cianbro and the islanders

Comment: Atlantic Street view corridor – seems arbitrary. Plan does not fit with affordable housing. View corridors for existing housing should be considered. This plan is way too ambitious.

Question: B-6 – location on Federal/ Hancock – clarify location..

B. Needelman: Showed on plan.

Fore Street resident: problem with notice and relationship with B-6 & Height Study. The presentation is unclear and worries about the impact.

Question: Was there an economic study?

A. Jaegerman: explained that Eastern Waterfront Master Plan had an economic study.

Question: has consideration been given to green buildings?

A. Jaegerman: not in zoning.

Comment: why has no development taken place before?

A. Jaegerman: explained existing zone.

Crandall Toothaker: why not rezone whole area now?

B. Needelman: explained previous process with Planning Board.

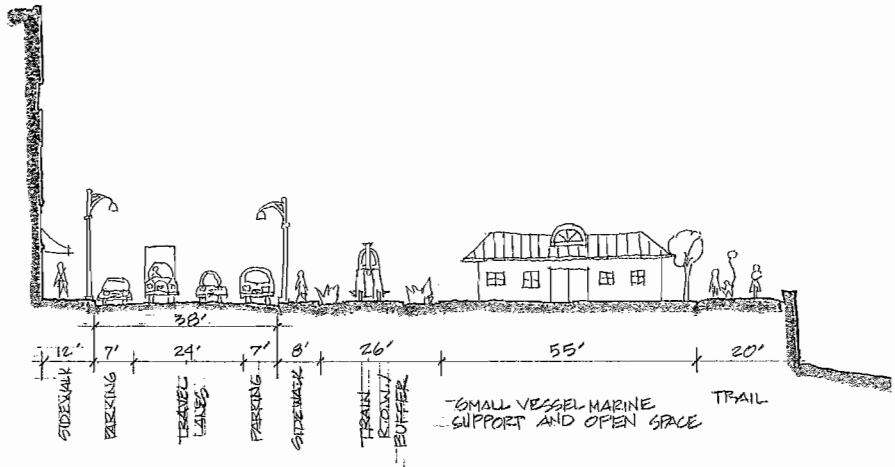
Question: what would it look like?

General discussion among the group, staff and with M. Rasor.

At 9:15 p.m. Bill Needelman asked the room if it was o.k. to stop taking notes. Agreed.

Design Guidelines
for the
Eastern Waterfront

An Implementation Tool for the
Master Plan for Redevelopment of the Eastern Waterfront



Produced By:
The Waterfront Development and Master Planning Committee
And
The City of Portland Planning Office

June 3, 2002

Design Guidelines
for the
Eastern Waterfront

An Implementation Tool for the
Master Plan for Redevelopment of the Eastern Waterfront

The Waterfront Development and Master Planning Committee

The Waterfront Master Planning Committee
Councilor Karen Geraghty, Co-Chair
Councilor Peter O'Donnell, Co-Chair
Councilor James Cloutier
Councilor Jack Dawson
Frank Akers
Will Gorham
Jack Humeniuk
P.D. Merrill
Ted Ney
Paul Peck
Erno R. Bonebakker
Nan Cumming*
Cyrus Hagge*
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Kris Clark
David Fink
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Mark Malone
Joe Payne
Michael Pizzo
Tom Ranello
Barbara Vestal*
Steve Williams
Charlie Poole
G. Steven Rowe
Phineas Sprague, Jr.*
Ron Ward
Michael Quint
Elizabeth Sheehan
Ken Swanberg
Barbara M. Whitten
Lincoln Good
Glenn Robinson

With the support of City Staff
Joseph E. Gray, City Manager
Lee Urban, Planning and Development Director
Capt. Jeffrey Monroe, Transportation and Waterfront Director
Alex Jaegerman, Planning Division Director
Alan Holt, Urban Designer
William Needelman, Senior Planner
Ben Snow, Marine Operations Manager

* *Indicates participation in the Design Guidelines Subcommittee*

Design Guidelines for Portland's Eastern Waterfront

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Design Guidelines for Portland's Eastern Waterfront

Adopted by the Waterfront Development and Master Planning Committee on January 23, 2002

Introduction

The redevelopment of the Eastern Waterfront provides a unique opportunity for the City of Portland. The construction of a world-class marine passenger terminal in one of the East Coast's premiere deepwater ports will spur interest and vitality in a neglected and underutilized portion of Portland's urban waterfront. Development will serve to integrate the working waterfront, commercial business areas and the Munjoy Hill neighborhood. For integration to be successful, thoughtful, high quality design for all aspects of construction is imperative. With care and attention paid to details and quality, the design of **streets, buildings, open space, parking,** and changes to the **water's edge** will contribute to the value of public and private property and the quality of life for Portland residents.

These Design Guidelines have three intended applications: (1) As an evaluative framework for City sponsored projects or projects located on City controlled land, (2) As a handbook for private developers to comply with the City's vision for the Eastern Waterfront, and (3) As a policy basis for future zoning and land use ordinance changes for the Eastern Waterfront.

The public process for the Waterfront Development and Master Planning Committee demonstrated a clear desire by Portland citizens that the Eastern Waterfront become a benefit to City residents. The Master Plan, along with these Guidelines, promotes development that will be an asset, not a liability, to the surrounding neighborhoods and community at large. By adhering to the following criteria, public and private development can respect the concerns, hard work and wisdom of the Citizens of Portland, and create the greatest possible public benefit.

A. Streets

Purpose

Design guidelines for streets in the Eastern Waterfront encourage the retention and expansion of a pedestrian-scaled street grid. The surrounding neighborhoods of the Old Port, India Street and Munjoy Hill generally have a walkable, small block street system that provides a comfortable, safe and enjoyable pedestrian environment. This traditional street block system allows for efficient and flexible vehicular circulation for residents, visitors and the working waterfront, while retaining options for traffic management to reduce negative impacts on existing neighborhoods. The street guidelines outlined below provide for an expanded street network that will (1) connect the Eastern Waterfront Redevelopment Area with the city fabric of Portland, (2) provide appropriately scaled streets for the

expected vehicle and pedestrian traffic, and (3) encourage pedestrian-oriented, mixed-use development in the Eastern Waterfront.

Guidelines

1. Public Streets

Public Streets should provide the primary vehicle and pedestrian circulation infrastructure for the Eastern Waterfront. Public and private development should use the existing street grid as a framework and should expand the public street network as necessary to provide circulation for new development. Development of new and extended streets should generally be kept in scale with the existing street network found along Portland's waterfront and Munjoy Hill neighborhoods.

Note: The design and construction of public streets need to comply with the City Public Works Technical Standards.

2. Appropriate Street Design

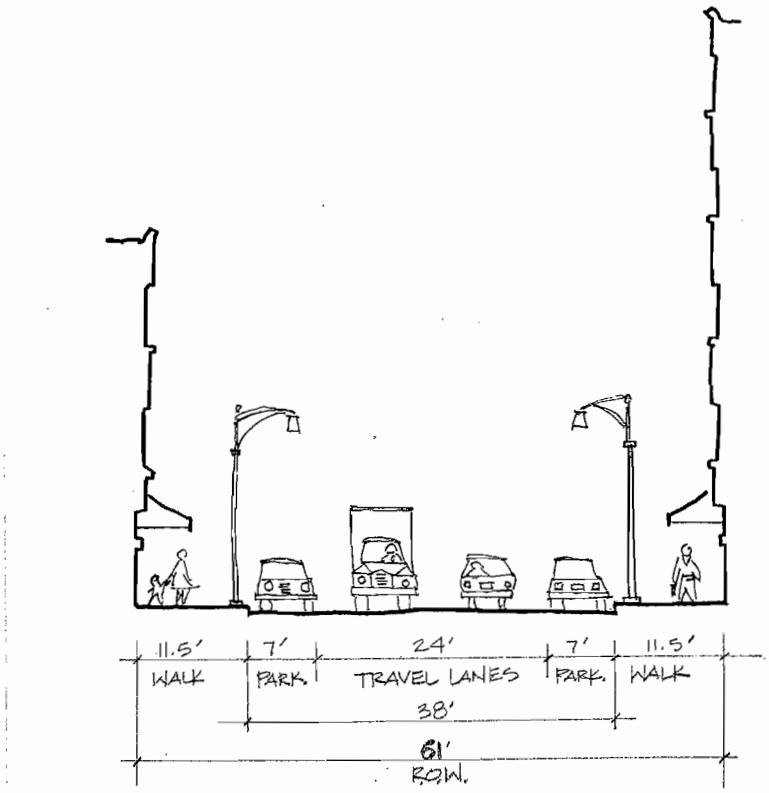
New streets should be designed to accommodate expected vehicles and pedestrians safely and efficiently while encouraging appropriate speeds. Streets should provide on-street parking along curb lines wherever possible to provide a buffer between pedestrians and moving traffic and to serve the retail, residential and commercial uses in the area.

a. Suggested Street Hierarchy

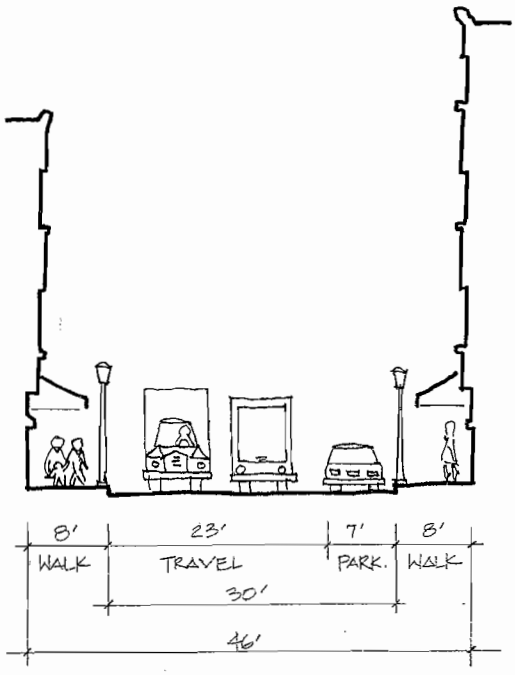
For the purpose of these guidelines, **Primary Streets** include: Commercial Street and its extension; Fore Street, India Street, Hancock Street and its extension; and Middle Street between India and Franklin Arterial. **Secondary Streets** include: Mountfort Street; Middle Street between India Street and Hancock Street; and other new streets within the Central Redevelopment Area that are not extensions of existing streets.

b. Street Sections

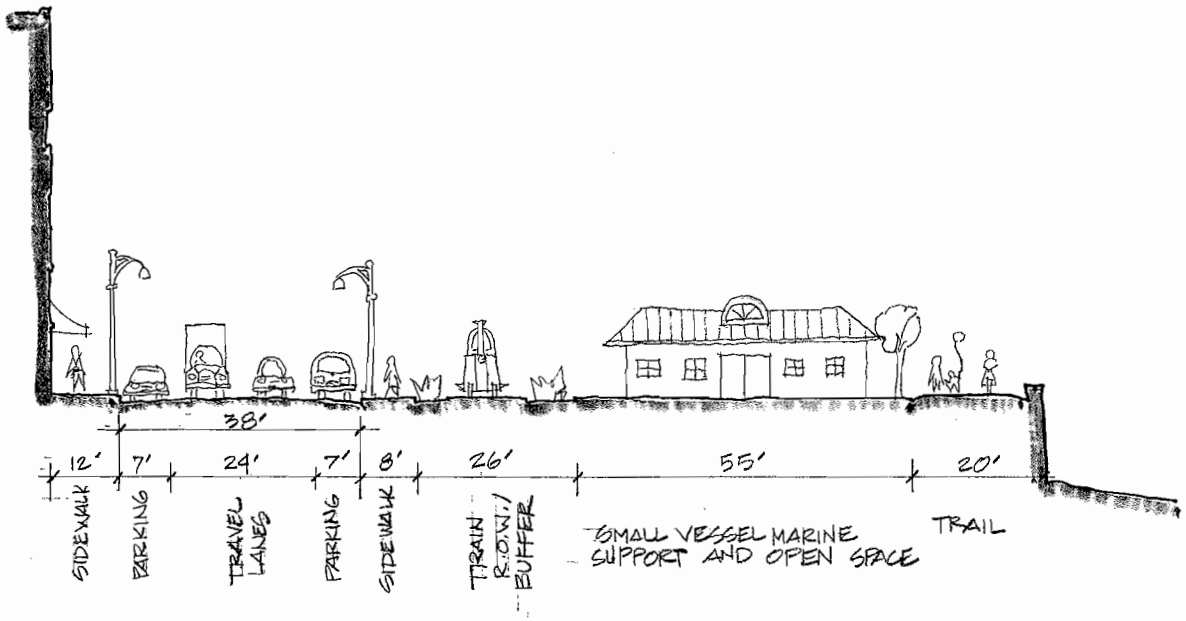
Please refer to the attached street section drawings and associated Street Hierarchy key map for the application of suggested street sections within the eastern waterfront. These drawings illustrate a hierarchy of primary and secondary streets that reflect their intended character and uses. Additionally, there are two section drawings showing a proposed Commercial Street design adjacent to the vehicle queuing area and adjacent to the small vessel support area.



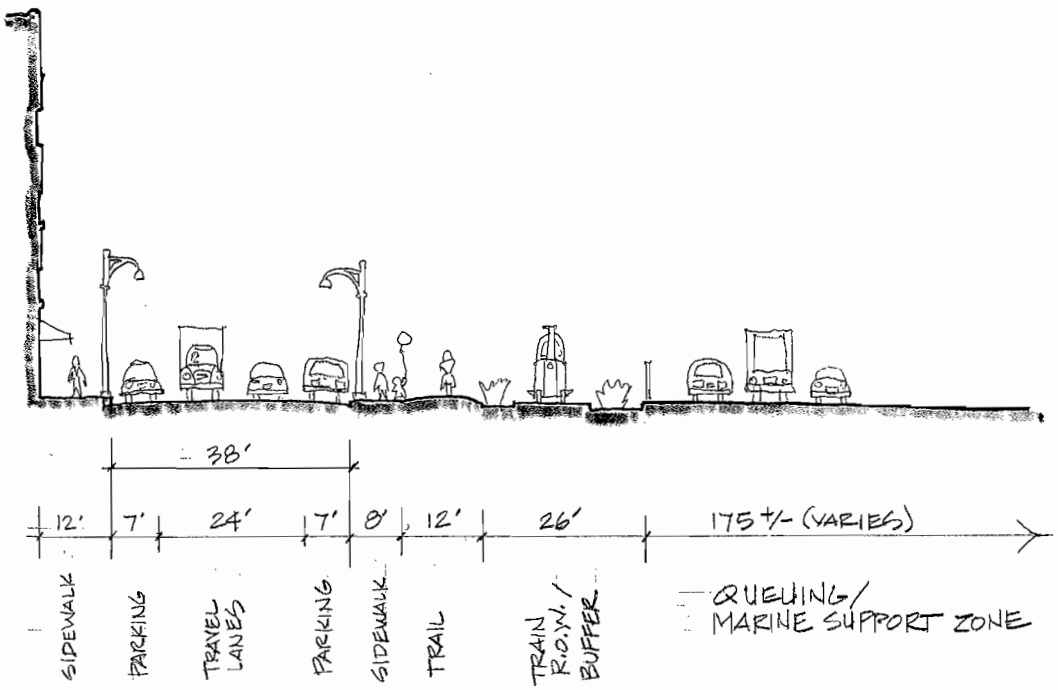
Waterfront Development & Master Planning Committee
Street Section –
New Primary Street (Hancock Street extension)



Waterfront Development & Master Planning Committee
Street Section –
New Secondary Street (Mountfort Street extension & other new streets)



Street Section through Commercial Street extension at
Small Vessel Marine Support / Public Access Area



Street Section through Commercial Street extension at
Queuing Area / Secure Marine Support Zone

3. Sidewalks

Sidewalks are key to defining streets as civic places. Sidewalks should be provided along both sides of all streets and should be wide enough to accommodate visiting and residential pedestrians comfortably and safely. The pedestrian environment should be further enhanced through the use of fixed street furniture, compatible and consistent lighting, and street trees. Sidewalk cafes, temporary art installations, and seasonal lighting are encouraged along public sidewalks as a means to encourage the year round activity.

4. View Corridors

Street corridor placement and design should provide for views to and from the water, as well as for permanent installations of public art in key focal point locations. See attached map for key view corridor and focal point locations.

5. Railroad Right of Way

The Commercial Street section drawing includes the Narrow Gauge Railroad adjacent to the Commercial Street corridor. The railroad could add a dynamic intermodal element to Portland's transportation system if integrated with the surrounding streets, sidewalks, trails and private development. In designing an integrated Narrow Gauge Rail corridor, the train should share as much of its width as possible with adjacent compatible uses. The Narrow Gauge right-of-way should be used as both a transportation corridor and a buffer for transportation facilities and the Eastern Prom Trail.

Note: Designers need to recognize State and Federal regulations regarding design changes within the rail right-of-way.

6. Underground Utilities

Overhead utilities should be avoided within the Eastern Waterfront.

7. Marine Passenger Terminal Circulation

Streets serving the proposed marine passenger terminal should be a seamless extension of existing streets and should be constructed in compliance with these guidelines. Circulation infrastructure constructed solely for the use of the terminal facility should be integrated with the public street and pedestrian network and designed to meet the transportation-related needs of the facility.

8. Bicycle Safety

Bicycles are a key mode of transportation in Portland's transportation system as well as providing important recreation and fitness opportunities. Accommodations for bicycle traffic and safety should be designed into new and reconfigured streets and intersections. Bicycle racks should be installed along public sidewalks where appropriate.

B. Buildings/Architecture

Purpose

Design guidelines for buildings in the Eastern Waterfront Redevelopment Area encourage architecture that enhances the development of a mixed-use and marine intermodal transportation center, and is compatible with the surrounding neighborhoods. New construction should respect the historic character of Portland's waterfront, while representing the best elements of contemporary design.

Guidelines

1. Contextual Design

New buildings should be designed in response to their context and should be compatible with surrounding neighborhoods. Broadly stated, compatibility refers to the recognition of existing development patterns and characteristics, and a responsiveness in new building design that respects these established patterns. The **placement, height, massing, proportion, articulation, and materials** of new structures should encourage a vision that supports the idea that the Eastern Waterfront develop into an extension of the surrounding areas while establishing its own identity as a new urban neighborhood.

2. Building Composition

The combination of design elements will determine the character of new buildings and neighborhoods. While specific solutions for any given setting cannot be anticipated in a single set of guidelines, the following building characteristics can be used to guide visual compatibility of new development.

a. Placement

In general, buildings should be placed at the sidewalk with their primary entrances oriented to the street.

b. Height

Building heights should be compatible with surrounding development and neighborhoods. The attached Building Height Key Map provides a general direction for building heights in the Eastern Waterfront district. These Guidelines recommend that any future rezoning process for the Eastern Waterfront should be preceded by a building height analysis comparable to the Downtown Height Study for the B-3 Zone.

c. Massing

The massing of new development should be compatible with the existing development found in the surrounding neighborhoods. Portland is characterized by human scaled architecture that complements a pleasant pedestrian environment. New development along the Eastern Waterfront should avoid large monolithic massing along all street frontages. Where new structures are larger than buildings characteristically found in Portland's waterfront, horizontal and vertical variation should be used to break large expanses of building into components that are in scale with the context to which they most closely relate.

d. Proportion

The façade proportions used in new development should be compatible with the existing development found in Portland's waterfront. While some buildings on Portland's Waterfront project a predominantly vertical or horizontal orientation, most use architectural details, storefront design, window openings, and roof shapes to balance the proportions of facades into pleasant and cohesive compositions. In smaller in-fill development, proportions of features such as windows, entryways, and storefronts should be designed to achieve compatibility with abutting structures and surrounding development.

e. Articulation

Traditional arrangement of façade components into base, middle, and top composition can be used to achieve compatibility and continuity within the surrounding architectural context. Additionally, projecting bays, recessed balconies, and roof shape variation can be judiciously utilized to provide interest, individuality, and appropriate scale to new development.

f. Materials

Materials used in new development should reflect the historic character of Portland's waterfront. A straightforward use of natural and traditional building materials is encouraged. Brick, stone, high quality metals, cast

concrete, wood, and glass will achieve the greatest level of compatibility with the surrounding area and will best stand the test of time: in terms of both changing community tastes and withstanding the maritime climate of the Eastern Waterfront.

3. Pedestrian Environment

Development along new or existing public streets should foster a walkable and enjoyable pedestrian environment. New development should avoid large expanses of blank walls, should provide frequent street level entries, and should provide sidewalk amenities such as street furniture and lighting that encourage year-round pedestrian use. Buildings sited along Primary Streets should utilize traditional storefront design principles along the ground floor, and provide engaging displays and clear glazing to enhance the pedestrian experience.

4. Primary Entrances and Service Entrances

Primary entrances should open onto public sidewalks along the primary street frontage. Service entrances and loading facilities should be located at the rear or side of structures. Where buildings face more than one public street, service and loading circulation may be located along secondary streets where appropriate. Where no off-street options are available, loading and service entrances located along public streets should occupy the minimum space necessary and be compatible with the other uses of the street, including pedestrian activities, retail development, and traffic flow. The sharing of service circulation and loading facilities between buildings is encouraged.

5. Parking Structures

Parking structures should be compatible with adjacent uses and architecture in form, bulk, massing, articulation, and materials. The design of parking structures should create a visually attractive and active pedestrian environment by incorporating retail, commercial, and residential uses along all public streets.

a. Mixed-use Architecture

Parking uses and the appearance of parking structures should not dominate public streetscapes. All above-grade parking structures should include usable retail, commercial, and /or residential uses along street frontages to create a high quality urban environment. Parking structures on Primary Streets should have at least two stories of mixed uses integrated along the street frontage. On Secondary Streets at least one story of mixed uses should buffer the street.

b. Vertical and Horizontal Articulation

Visible diagonal ramps and non-horizontal parking plates should be screened from all visible angles whenever possible and not allowed on primary facades.

c. Lighting

Light fixtures installed in the interiors of parking garages should be fully screened from the exterior or utilize full cut-off shielding as defined in the City's Technical Standards.

6. Infill and Small Scale Development

Infill development should fill open space along existing streets to reestablish street wall continuity. Likewise, small-scale development without a directly abutting neighbor should be guided by adjacent development patterns as a means to incrementally fill empty portions of the streetscape and achieve compatibility with surrounding neighborhoods.

7. Historic Structures

Historically and architecturally significant structures and sites should be inventoried and protected from demolition and carefully rehabilitated in a way that is consistent with their original architectural intent. The challenge and opportunity is to adaptively reuse significant structures while retaining their historic character. New additions to historically significant buildings should be designed for compatibility with the original structure in size, composition and material and should result in the minimum necessary loss of original architectural material.

Note: Portions of the westerly section of the Eastern Waterfront are located in the Waterfront Historic District and are subject to the City's Historic Preservation Ordinance.

8. Civic Structures

Civic structures represent the public commitment to creating a high quality urban environment. Civic buildings should be easily distinguished by their quality, placement, and use of materials. Traditionally, civic structures in Portland (City Hall, Union Station, Customs House, Federal and County Court Buildings, among others) have used the highest quality materials and design to assign a sense of permanence and importance to their role in the community. Additionally, these structures relate strongly to the streets and open spaces where they are located, sharing their importance with their surroundings. The Eastern Waterfront will

hold a new transportation center in one of the most visible sites on Portland's waterfront. The proposed marine passenger terminal should meet the same high standard for design and construction as Portland's other great public buildings.

9. Marine Development

There are locations, specifically in the marine support areas, where development may have difficulty adhering to the building guidelines section above. Marine-dependent structures should be allowed to reflect their intended uses through the use of practical materials and straightforward design. Outbuildings, sheds and temporary marine-use structures should be sited and designed to minimize negative visual impacts. Through use of building placement, incorporation of design details, and use of landscaping and screening, designers should look for economical solutions to provide utilitarian marine structures with visual interest and character befitting their use.

C. Open Space and the Public Realm

Purpose

The character of public streets and sidewalks is the primary determinant of the quality of the public realm. The public realm is further defined and enhanced by the incorporation of quality open spaces. These guidelines aim to create comfortable, safe, accessible, and appropriately located open spaces to provide pedestrian interest and convenience. Open spaces can range in scale from building forecourts, to public trails, to public plazas and public parks. All open spaces should be accessible and barrier-free wherever possible. Landscaping, pedestrian amenities, outdoor furniture and lighting should be incorporated where appropriate. Opportunities for public art and historical references are encouraged.

Guidelines

1. Public Open Space and Plazas

The Eastern Waterfront will contain publicly owned and constructed open space. Generally associated with the water's edge east of the Atlantic Pier (Pier 2,) City-owned open space should provide opportunities for public enjoyment and use of the water and add value to public and private development.

a. Visual Accessibility

To ensure that open space is well used, it is essential that the space should be visible and easily accessible from public areas (building entrances, sidewalks, and trail). Open spaces should be oriented to maximize exposure to the harbor, views and sun.

b. Physical Accessibility

Open spaces should have direct access from the adjacent streets, sidewalks, and trail, should allow for multiple points of entry, and should provide for universal accessibility. They should also be visually permeable from the sidewalk and trail, allowing passersby to see directly into the space.

c. Buffering

Open space should be well buffered from moving cars so that users can enjoy and relax in the space. The space may be visible from streets or internal drives but should not be wholly exposed to them. "Outdoor rooms" that are partially enclosed with building walls, freestanding walls, landscaping, raised planters, or on-street parking buffers are encouraged.

d. Perimeters

The perimeter of public spaces should consist of active uses that encourage pedestrian traffic. Public use of the waterfront, such as the passenger terminal and small marinas, retail activities, cafes and restaurants, and high-density residential uses all provide context for open space.

e. Trees and Plantings

Plants used in landscaped areas should be of the highest quality and of sufficient quantity and scale to make a visual impact. Plantings should be selected and located so that their functional and aesthetic qualities can be maximized. Trees of reasonable caliper should be installed at a density adequate to provide shade, habitat, and visual interest to public open space and care should be taken that appropriate species are selected for the soil conditions. Adequate space should be given to each planting and adequate irrigation and drainage should be provided.

f. Amenities

Public open space should be provided with adequate amenities, such as trash receptacles, seating, drinking fountains, and public restrooms for use by the general public.

g. Materials

Public open spaces and plazas should be built with high quality, durable materials that reflect thoughtful detailing consistent and compatible with the architectural character and historic maritime heritage of the Eastern Waterfront. Quality detailing implies attention to jointing, building and street edges, and technically correct construction techniques. Paving materials should be selected according to the intended use of the space. Designers are encouraged to utilize permeable paving materials wherever possible to reduce stormwater runoff.

2. Private Open Space and Plazas

Privately developed open space should contribute to the public realm through enhancement of the pedestrian environment and increased recreation opportunities.

a. Internal Open Space

Internal public space must be designed properly to be safe and usable, providing wide pathways, seating, and amenities.

b. Internal/External Interplay

Take the "indoors" outdoors by spilling interior space (e.g. dining areas, merchandise displays) onto walkways and plazas and bring the "outdoors" into the building by opening interior spaces (e.g. atriums and skylights) to views and sunshine.

c. Passageways

Open-air pedestrian passageways (with or without overhead cover) are generally more visible and inviting than interior hallways. Passageways can be attractive, successful locations for store entries, window displays, and/or restaurant/café seating, and should be integrated with the public sidewalk system.

3. Historic Sites

Sites of historic interest should be appropriately commemorated and marked with signage and public art. Specific emphasis should be paid to the maritime and transportation heritage of the Eastern Waterfront.

4. Public Art

Public art adds to the vitality and beauty of the city while giving a sense of identity to a place. Development in the Eastern Waterfront should integrate artwork into a variety of public and private settings and display art to the public as they engage in the activities of the city.

a. Public Spaces

Public art within open space is encouraged. Artwork may consist of freestanding pieces (e.g. a sculpture or water fountain) or may be integrated with its surroundings (e.g. relief sculpture imbedded in pavement or a wall, a mosaic or mural on a wall, lighting or sound effects, or decorative railing or lighting).

Note: Designers should be aware that public art placed on public property is subject to review under the City Public Art Ordinance and/or Maine Art Commission.

Additionally, public spaces should be designed to accommodate live performing arts and public assembly. The Maine State Pier traditionally provides a location for festivals, regattas, performances, and dances. Future development within the Eastern Waterfront, on the Maine State Pier and/or elsewhere, should provide safe and attractive performance space for a variety of public functions.

b. Private Spaces

Property owners are encouraged to provide outdoor public art on their property to enrich the pedestrian experience and create a stronger sense of place. Developers are strongly encouraged to incorporate artists into the design team in order to integrate works of art into their projects.

c. Contextual Siting

Artwork should be appropriate, and ideally, custom-made for its site. The artwork should complement and reinforce the character of the site in terms of its subject, scale, style, and materials. For example, art may be used to reveal historical facts about the site, or draw attention to a unique physical quality of the site. Care should be taken that the siting of public art does not diminish street wall development, but should emphasize the importance of key focal points.

5. View Protection

Portland's relationship to the water is an important part of its unique character and identity. Key views of the harbor are a community resource to be preserved and protected.

Note: Please *refer to Street Design Guidelines and Water's Edge Guidelines for more on view protection.*

D. Surface Parking and Vehicle Queuing

Purpose

Development in the Eastern Waterfront will require construction of areas dedicated to vehicle queuing (for the international ferry operations, and for bus and taxi drop-offs / pick-ups), as well as surface parking lots. The most critical elements to consider in evaluating the design of vehicle queuing and surface parking areas are the impacts on adjacent streets and sidewalks, security, landscaping and buffering, and lighting. The areas devoted to surface parking and vehicle queuing should be minimized as much as possible and visual impact of such areas should be mitigated through buffering and landscaping. Land devoted to surface parking lots should be reduced over time through redevelopment and construction of structured parking facilities. Parking should not develop incrementally on a project-by-project basis but should develop according to a planned build-out of shared parking structures to provide the most efficient utilization of valuable land.

Guidelines

1. Limit Impact

Parking lots and vehicle queuing areas should not dominate the frontage of pedestrian-oriented streets, interrupt pedestrian routes, or negatively impact the environment or surrounding developments.

a. Location

Parking lots should be located behind buildings or in the interior of a block whenever possible. Parking lots should not occupy more than 1/3 of the frontage of the adjacent building or no more than 64 feet, whichever is less.

b. Screening

Parking lots and vehicle queuing areas should be screened from streets, pedestrian ways, and significant views through the use of attractive landscaping, fencing and/or walls.

c. Internal Buffering

Wide expanses of surface pavement should be broken up visually by planted medians with shade trees. Shade tree location should buffer pedestrian circulation routes and should respect view corridors to the water. All parking lots should be planted with sufficient trees so that within ten years a significant majority of the surface area of the lot is shaded.

d. Storm Water Management

New and reused surface paving utilized for parking and vehicle queuing will shed polluted stormwater into Portland Harbor. Stormwater management should be provided to control and treat stormwater reasonably and effectively. Permeable paving materials, vegetated buffers and infiltration systems should be used wherever possible and practical to reduce the volume and improve the quality of stormwater.

e. Lighting

Lighting for parking and queuing areas should provide adequate illumination for vehicle and pedestrian safety and security while shielding surrounding areas from excessive light trespass and glare.

Note: All exterior lighting will need to adhere to the Site Lighting section of the City's Technical and Design Standards and Guidelines.

2. Shared Use and Partnerships

These guidelines encourage public and private parking and vehicle queuing partnerships. Marine related transportation development and nearby mixed-use development plans should be integrated to minimize surface asphalt, to provide shared use of facilities, and to take advantage of offsetting times of peak use wherever possible. Shared parking is also strongly encouraged between private adjacent or vertically mixed uses with offsetting peak demand (e.g. offices and residential).

E. Water's Edge

Purpose

The interaction of land activities with harbor activities creates the essential value and character of the Eastern Waterfront district. Portland has a long tradition of port development. Waterfront trade and industry have made the city prosperous throughout its history. The challenge for planning the Eastern Waterfront is to preserve the value and marine utility of the water's edge, while stimulating appropriate development throughout the area for the benefit of the general population.

The relationship between the water's edge and the adjacent upland is complex and intense. The convergence of transportation systems, downtown commercial activity, residential neighborhood, marine industry, and community recreation resources creates a vital mix of complementary activity concentrated into a compact urban space. The intensive concentration of these uses creates value exceeding the individual parts. The successful accommodation of a diverse mixture of people and activity through quality design will best maximize the value of the water's edge.

Guidelines

1. Intermodal Transportation

The Eastern Waterfront forms a crucial hub for a wide range of transportation modes, including passenger vessels, private boats, emergency vessels, cars, buses, excursion craft (rail, boat, and amphibious vehicle), bicycles, pedestrians, roller-bladers, trucks, etc. The function of this area as an intermodal transportation center must be designed into every building and infrastructure element, to facilitate integration and coordination of the various current and potential future modes of transportation.

2. Berthing and Upland Development

Berthing opportunities for both large and small vessels exist along Portland's Eastern Waterfront. The available water depth creates a functional transition in the scale of vessels that can be berthed, which translates to a variation in the scale of upland support facilities, the nature of use and access, and the associated intensity of use impacts.

a. Deep Water Berthing

The deepest water is available between the Atlantic Pier (Pier 2) and Maine State Pier and will serve the proposed marine passenger terminal facility. Development within this berthing area, and the upland adjacent to the water's edge, should promote and foster the utilization of the deep-water resource.

b. Shallow Water Berthing

The shore and submerged lands east of Pier 2 have shallower water depths, and are appropriate for smaller vessel berthing and activities oriented to small and medium sized boats. In the future, the east side of Pier 2 could be dredged to accommodate deep water berthing. Development that unreasonably limits the expansion of berthing at Pier 2 should be avoided.

3. Public Access To Water

The extent and nature of public access to the water's edge will depend upon the scale and character of the marine use on the water; but access should be provided in the most generous and integrated way that is compatible with the function of the maritime activity.

Interest in water access for active and passive purposes is widespread and should be accommodated to the maximum extent possible. Large facilities should present visitation and viewing opportunities for residents, visitors, and the traveling public as allowed by security requirements. Small facilities should be developed to give visitors, island residents, and community residents access to the water's edge for boating opportunities, tie-up for private boats, boating education, and fishing opportunities to maintain the connection of Portland's population with its maritime heritage.

a. Security

Security for the marine passenger terminal should be accomplished by careful, subtle, and sensitive design, the use of clever separation, and avoidance of obvious or harsh features such as chain-link fencing, guardhouses, or razor wire. The best security will be imperceptible to users or the general public unless trespassed upon.

b. Marine Passenger Terminal

The marine passenger terminal should allow for safe observation of the facility and visiting vessels when in operation and should provide for

reasonable casual visitation when the facility is not engaged in active loading/offloading functions. Convenient and attractive alternative routes through or around the facility should be provided for the general public and passersby when security and safety dictate that certain areas be cordoned off from the public. Whenever and wherever reasonable, the facility should accommodate safe pier-side pedestrian access and recreational fishing opportunities.

4. Non-Automotive Travel Opportunities

The Ocean Gateway facility should be a model of multi-modal transportation. Pedestrians, bicyclists, car-free vacationers, transit users, and other non-car travelers should be provided with first quality access to the facility and accommodation for their transportation needs.

5. Recreation and Excursion Integration

Recreation and excursion access to the Eastern Waterfront area should be fully integrated into the buildings and infrastructure. Facilities should be oriented toward intermodal activities and carefully executed so that they do not develop a carnival-like atmosphere that could detract from the quality of life of residents.

6. Amenity Design

Design details for such features as lighting, paving, bollards, benches, pavilions, or other amenities should be carefully selected to reflect the maritime heritage and current maritime use of the area. Such features should be coordinated as much as possible between public and private improvements. The quality and durability of these amenities should be of the highest standards, and of timeless aesthetic character to withstand many years of use.

7. Lighting

Lighting at the water's edge is highly visible and sensitive to reflective glare off the water. Lighting for all areas, including the marine passenger terminal facility and private security lighting, should be as unobtrusive as possible, and meet all City Technical Standards for intensity, glare, and spillover. Special attention should be paid to avoid navigational hazards created by excessive glare in the harbor.

8. Visual Access

Shallow water marine uses east of Pier 2 should provide visual interest to passersby. Fencing for security and safety should be coated chain-link where more ornamental materials would be inappropriate for use. Such fencing should

be no higher or more extensive than needed to provide general safety or security needs.

9. View Protection

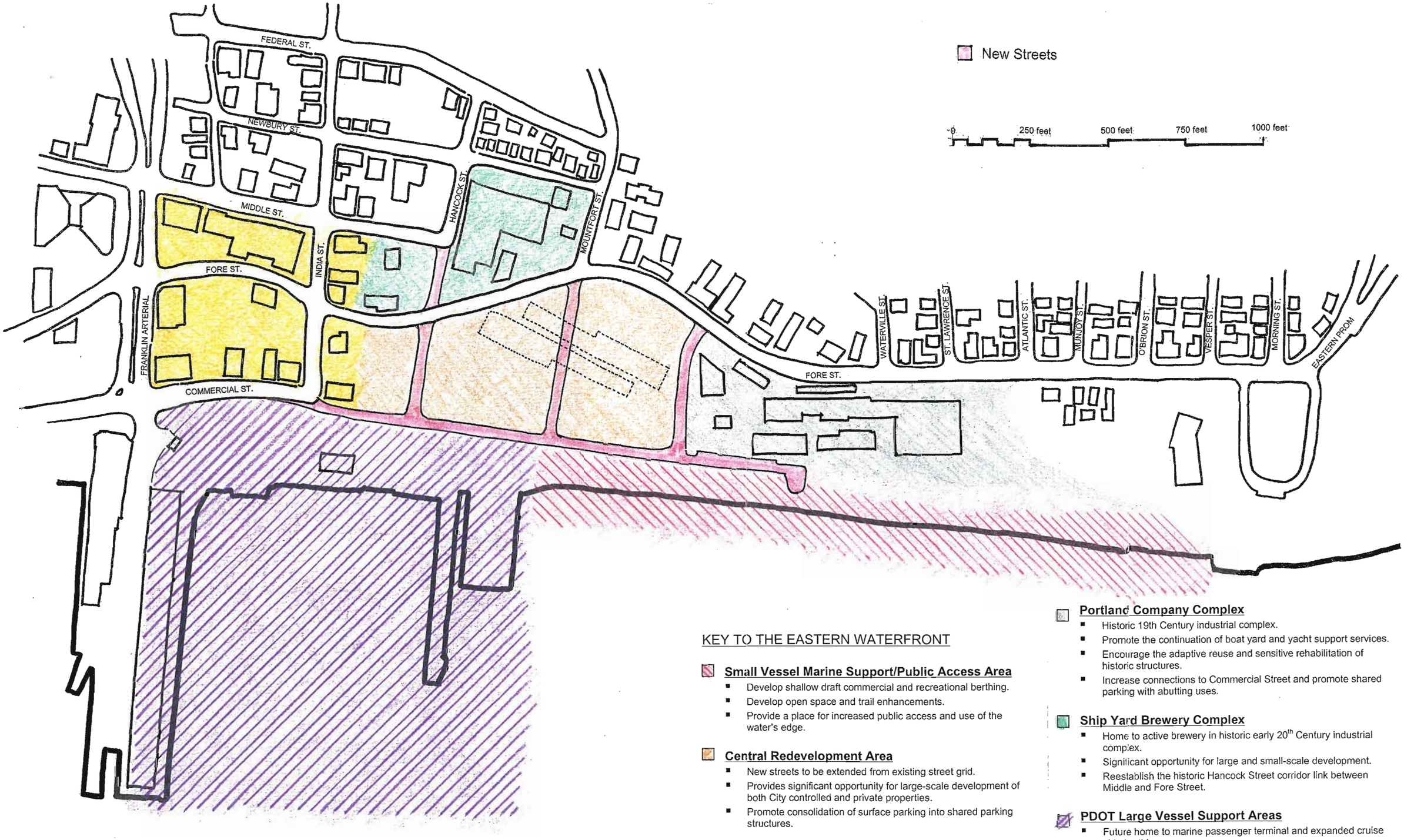
Views to the water should be preserved from critical public vantage points. Private views to the water should be respected where possible. Massing and placement of buildings should be designed to minimize impacts on water views and retain value for upland development potential.

10. Parking

Parking that is not directly marine-related should not be located along the water's edge.

Attached Plans:

1. Key Map
2. Building Height Overlay
3. Street Hierarchy
4. View Corridors and Focal Points



KEY TO THE EASTERN WATERFRONT

Small Vessel Marine Support/Public Access Area
- Develop shallow draft commercial and recreational berthing.
- Develop open space and trail enhancements.
- Provide a place for increased public access and use of the water's edge.

Central Redevelopment Area
- New streets to be extended from existing street grid.
- Provides significant opportunity for large-scale development of both City controlled and private properties.
- Promote consolidation of surface parking into shared parking structures.

India Street Corridor
- Established historic commercial district.
- Opportunity for adaptive reuse of significant buildings.
- Promote sensitive infill development.

Portland Company Complex
- Historic 19th Century industrial complex.
- Promote the continuation of boat yard and yacht support services.
- Encourage the adaptive reuse and sensitive rehabilitation of historic structures.
- Increase connections to Commercial Street and promote shared parking with abutting uses.

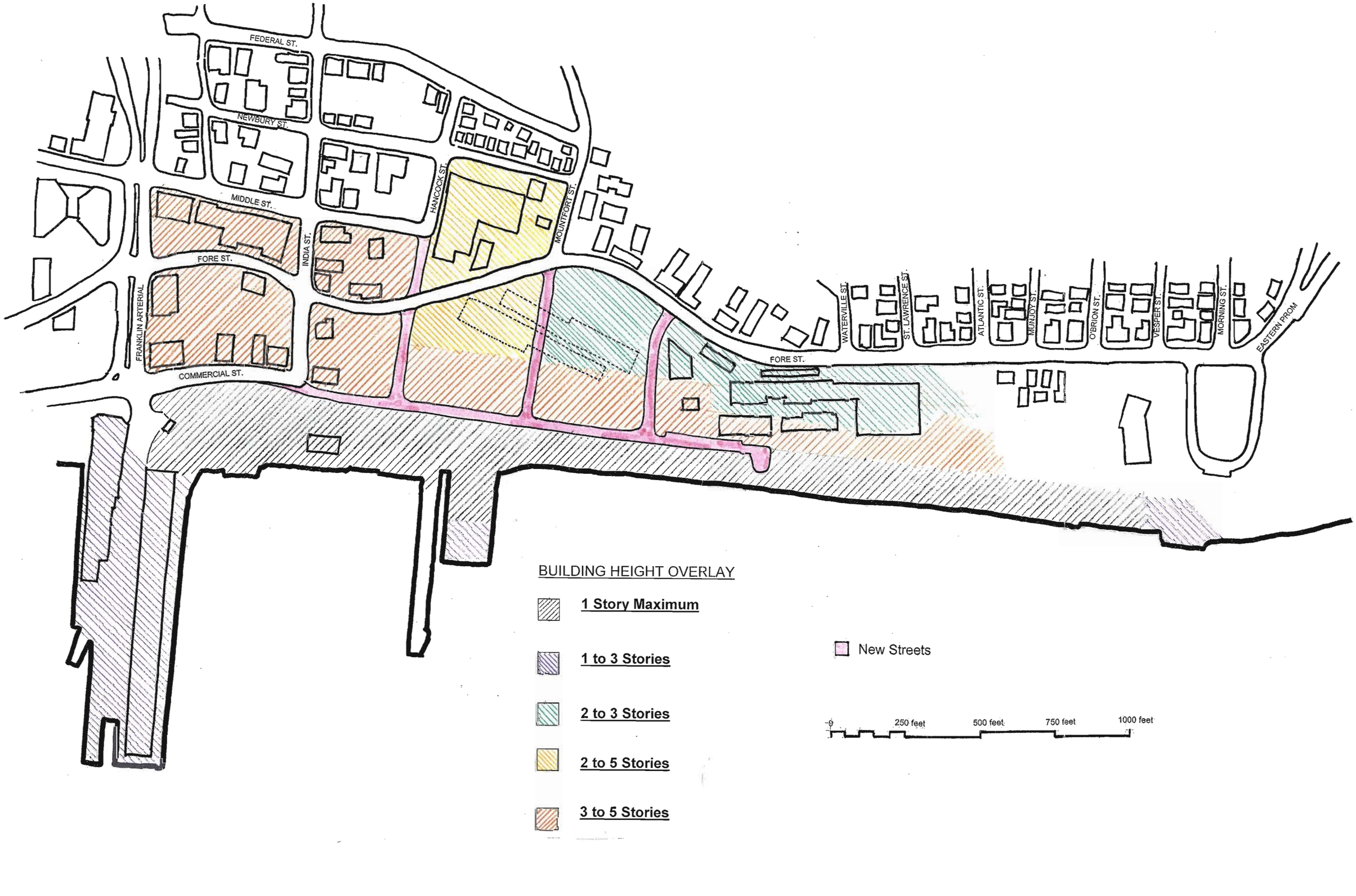
Ship Yard Brewery Complex
- Home to active brewery in historic early 20th Century industrial complex.
- Significant opportunity for large and small-scale development.
- Reestablish the historic Hancock Street corridor link between Middle and Fore Street.

PDOT Large Vessel Support Areas
- Future home to marine passenger terminal and expanded cruise ship berthing.
- Potential for terminal building to provide significant architectural statement for Portland's waterfront.
- Promote utilization of deep water berthing.
- Plan for the redevelopment of Maine State Pier.

Portland Planning Office
January 23, 2002

KEY to the EASTERN WATERFRONT

Waterfront Development and Master Planning Committee

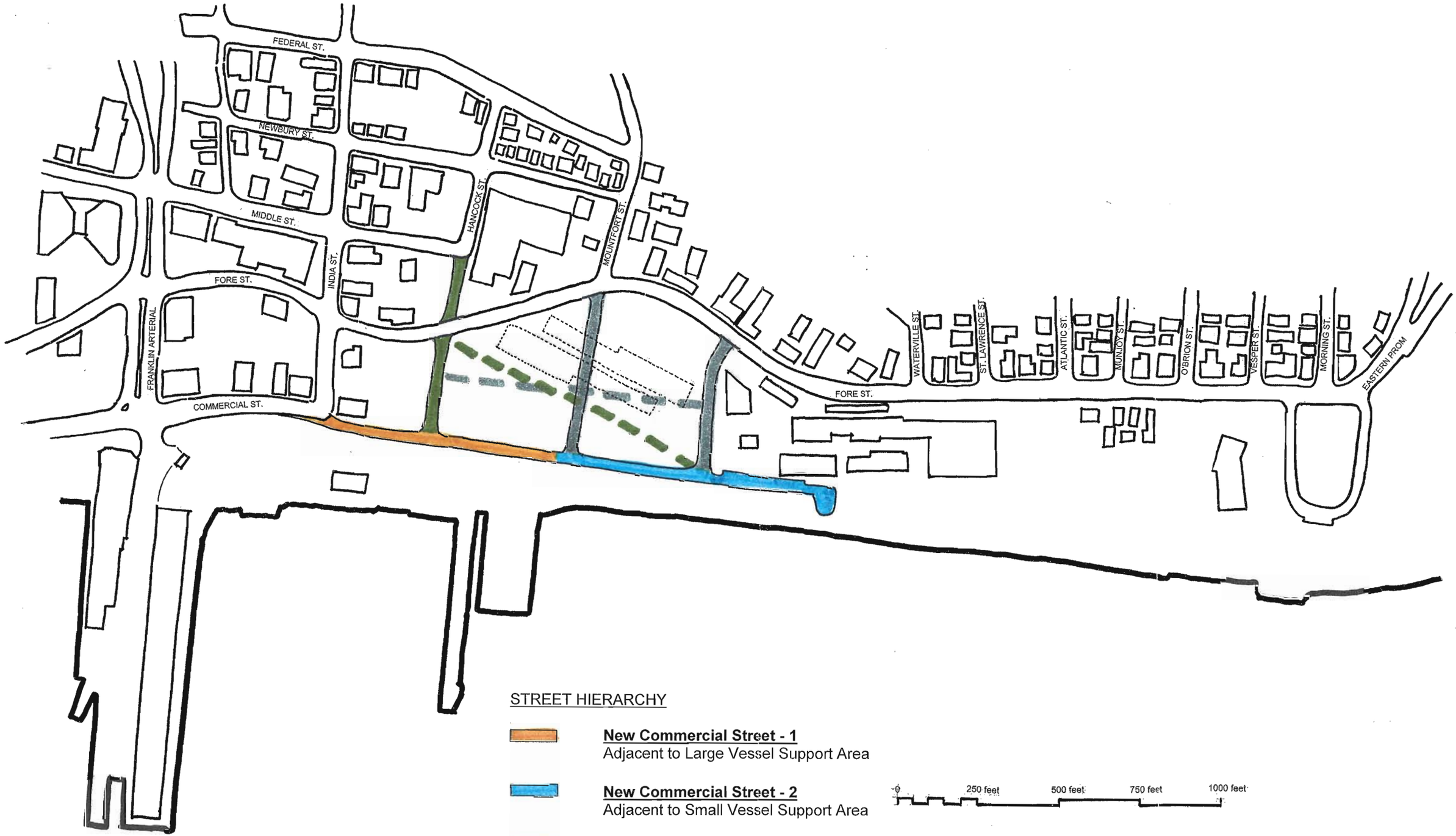


Portland Planning Office
January 23, 2002

BUILDING HEIGHT OVERLAY

Waterfront Development and Master Planning Committee

2



STREET HIERARCHY

New Commercial Street - 1
Adjacent to Large Vessel Support Area

New Commercial Street - 2
Adjacent to Small Vessel Support Area

New Primary Streets
Hancock Street Extension

New Secondary Streets
Mountfort Street Extension and
Other New Streets

0 250 feet 500 feet 750 feet 1000 feet

Portland Planning Office
January 23, 2002

STREET HIERARCHY

Waterfront Development and Master Planning Committee

FEDERAL ST.
NEWBURY ST.
MIDDLE ST.
FORE ST.
COMMERCIAL ST.
FRANKLIN ARTERIAL
INDIA ST.
HANCOCK ST.
MOUNTFORT ST.
WATERVILLE ST.
ST. LAWRENCE ST.
ATLANTIC ST.
MUNJOY ST.
O'BRION ST.
VESPER ST.
MORNING ST.
EASTERN PROM

KEY TO VIEW CORRIDORS AND FOCAL POINTS

View Corridors

Focal Points

New Streets

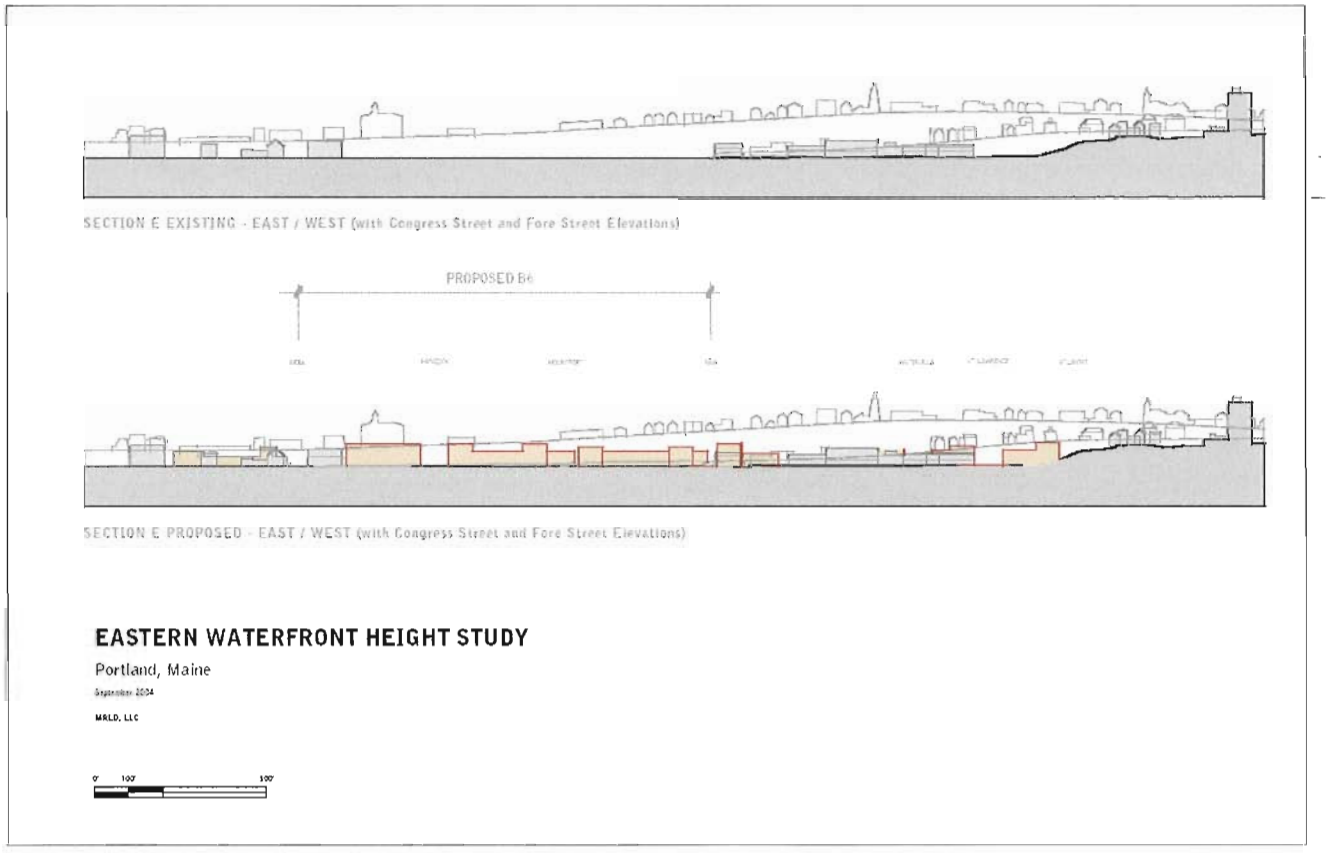
0 250 feet 500 feet 750 feet 1000 feet

VIEW CORRIDORS and FOCAL POINTS

Waterfront Development and Master Planning Committee

Portland Planning Office
January 23, 2002

Eastern Waterfront Building Height Study
Portland, Maine



September 2004

Prepared by:

City of Portland

Planning and Development Department

and

MRLD, LLC

Adopted as part of the E. Waterfront Master Plan, December 2004

Eastern Waterfront Building Height Study

Portland, Maine

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Carrie Marsh, Urban Designer

Consultant

Mitchell Razor, Principal, MRLD, LLC

Draft Final Report

INTRODUCTION

In 2004, The City of Portland retained MRLD, LLC to complete an *Eastern Waterfront Building Height Study* as part of the process of implementing the 2002 Eastern Waterfront Master Plan. The study builds on and fine-tunes years of work analyzing and discussing the future of the Eastern Waterfront, specifically the *Design Guidelines for the Eastern Waterfront*, dated June 3, 2003 which were drafted to support *A Master Plan for Redevelopment of the Eastern Waterfront*, also dated June 3, 2003.

As noted on Illustrations 1 and 2, the study area includes approximately 56.5 acres, comprised mainly of surface parking lots, the Portland Company complex and a few notable buildings such as the Turner Barker building at the existing corner of India and Commercial and the Shipyard Brewery Building near the intersection of Hancock and Newbury. The City owns approximately 14.2 acres within the study area as shown on Illustration 2.

The study area includes the B2b, B5, WSUZ and WPDZ zones. The current maximum allowable height is 45' or a typical three to four story building except for the B5 area where the maximum allowable height is 65'. It is the goal to consolidate the four zones to three zones. The Portland Company would remain as WSUZ, the area of Ocean Gateway Terminal would change from WPDZ to Eastern Waterfront Port Zone (EWPZ) and B2b and B5 would consolidate into a B6 Zone. The allowable heights for all the zones would follow the recommendations noted on Illustration 33, Height Map and Building Envelopes.

As noted on Illustration 2, seven adjacent neighborhoods or urban conditions were identified as having distinct character and needs, which should not be adversely impacted by the redevelopment of the Eastern Waterfront. The seven areas include: Munjoy Hill, India Street, the Old Port, Commercial Street, The Ferry Terminal, the waterfront and Ocean Gateway and the Portland Company complex.

The topography of the site offers different opportunities for redevelopment and the project analysis and concept build out modeling responds to these conditions. In regards to the topography, it is most important to note that at the eastern end of the study area, below the Fore and Atlantic Street intersection, there is approximately 88' of grade change over the 400' horizontal distance to the shore and at the western end beginning at the Eastern Cemetery retaining wall on East Federal Street, there is approximately 75' of grade change over the 1,300' horizontal distance to the shore.

The following principles were used to guide the *Eastern Waterfront Building Height Study.*

- Respond to the scale, massing, topography and alignment of adjacent neighborhoods determining:
    - View corridors and view sheds
    - Building heights
    - Building/street walls
    - Building setbacks and stepbacks
    - Road alignments
    - Focal points
    - Building articulations and massings
    - Civic spaces

- Protect, enhance and create views from various vantage points surrounding the study area and within the study area

- Analyze and design the study area from north to south and from east to west

- Place taller and larger buildings in the "shadow " of existing grade changes and buildings
- Use view protection, creation and enhancement to create a range of civic spaces:
    - Streetscapes
    - Pocket parks and corner plazas
    - Pedestrian/service alleyways
    - Waterfront pedestrian piers and park structures
    - Maintenance of narrow gauge railroad and Eastern Promenade corridor
    - Public and semi public pedestrian alleys allowing:
        Phasing
        Access to multiple sides and levels of buildings
        Surrounding natural light

- Orient building towers with narrow end facing uphill

- Align building towers and focal points with asymmetrical pedestrian and vehicular sight lines as well as existing street extensions

- Create intersections, alignments and setbacks encouraging unique buildings and spaces (such as the Hay Building and Boothby Square)

PROCESS

A. Site Sections

The process began by studying the site in a series of sections as shown on Illustrations 3 and 4. Illustration 4 shows the site elevation changes from north to south in two instances and one cross section from east to west. The east to west section is particularly important because it shows the existing buildings in relationship to the Fore Street elevation and further back the Congress Street elevation as it runs up Munjoy Hill. The Portland Observatory is clearly recognizable.

In addition to the section studies, the site was extensively walked and studied through field observations and photographs. What developed from the analysis is that the study area has three basic "massing / height shadow zone" areas where building mass and height will not adversely impact adjacent neighborhoods while providing opportunities for new landmark buildings and higher densities of residential and commercial development.

The three massing / height shadow zone areas are noted in Illustrations 5, 6, 7 and 8 which are photos documenting the areas beneath upper Fore Street, down hill of Shipyard Brewery, between Middle and East Federal Streets and at lower Fore Street by Hamilton Marine. Illustration 8 of lower Fore does not represent one of the three key massing / height shadow zones, but is included with the site documentation to fully illustrate the extent of topographic variation in the study area and the potential opportunities. Illustration 9 is a plan view of the study area showing the three massing / height shadow zones in the context of the adjacent neighborhoods.

B. Site Precedents

In addition to the opportunities provided by topography, several characteristics of the study area were noted as building/open space precedents and key alignments helping knit the old and the new. Illustration 10 shows what is called the Portland Company alignment and the opportunity to use this existing corridor to align new roads and block configurations. Illustration 11 shows a pedestrian/service alley with open and enclosed skywalks connecting buildings to each other. This is seen as a critical secondary level of pedestrian circulation and service for the buildings after the primary street network. One can imagine this secondary system of circulation having the character of Wharf Street in the Old Port.

C. View Corridors and Alignments

As noted in Illustrations 12 and 13, key north/south and east/west view corridors and critical alignments were mapped. The mapping of these corridors and alignments, in addition to the mapping of massing / height shadow zones, developed an underlying logic guiding the Study.

Some of the view corridors look out over the site, some along existing grades and some along what will become street extensions. The goal was to understand the site from multiple perspectives in addition to existing street configurations, informing the massing and build out of the Eastern Waterfront.

D. View Corridors and Alignments in Relation to Master Plan

The view corridors and alignments mapped in Illustrations 12 and 13 were placed over the existing master plan to better understand the relationship and explore opportunities to protect and enhance views as well as identify new opportunities for interesting street alignments and streetscapes.

As noted in Illustrations 14 and 15, the existing master plan does not respond to view corridors and alignments as much as follow the street extension alignments. Most notably, the Portland Company alignment is not recognized as an opportunity to tie the old with the new as well as create dynamic, quirky streets and blocks as found in the Old Port and in Congress Square with the Hay Building.

Illustrations 15 and 16 show that by simply "splaying" some of the blocks, particularly Hancock and Mountfort extensions and adjusting the building setbacks to vary with the Portland Company alignment, a wider range of streetscapes, building sites and open spaces are created in addition to the prime goal of preserving and enhancing views.

The varying open spaces, streetscapes and enhanced and protected views are most clearly noted in Illustration 32.

One should note that current development proposals on the blocks along the westerly sideline of the Hancock Street corridor are incompatible with the splay shown west of the street and south of Middle Street. In the interest of providing a consistent regulatory process for active proposals, the splays have been simplified in the final regulatory map shown in Illustration 33.

E. Concept Build Outs / 3D Modeling and Photo Simulations

Working with the site analysis, build out scenarios for the approximate seven blocks in the study area were developed using computer-modeling software. Various building height, massing, setback and stepbacks were explored until one concept build out scenario for the study area was selected showing not only the appropriate height and massing of buildings in relation to adjacent neighborhoods, but establishing a dynamic and varied collection of buildings enhancing the street network as well as a series of secondary pedestrian/service alleys.

The concept build out was a test of the conclusions drawn from earlier analysis. The analysis documents are just one of hundreds of possible iterations meeting the guiding principles for the project. It was important to develop a build out scheme to visualize the area as redeveloped.

When the draft build out images were shown to the public at a neighborhood meeting, the clear consensus from the participants was that the concept build out was too aggressive. Working with the City Planning Division staff, the Height Map and section drawing were reduced on a block-by-block basis to reflect public concern, while retaining consistency with the principles of this analysis and the broader principles of the Eastern Waterfront Master Plan.

The final illustrations provided herein, including section drawings, the height and building envelope map and photomontage images, reflect public input generated at the neighborhood meeting. These images are critical for visualizing the concept build out from different vantage points and contexts. The multiple perspectives are helpful for understanding how the redeveloped Eastern Waterfront will become a new and vibrant area while respecting the character and needs of adjacent neighborhoods. The final *Illustration 33, Height Map and Building Envelopes,* will furthermore become the foundation of a regulatory map use in the future rezoning of portions of the Eastern Waterfront

The previous draft analysis documents that show higher buildings, including plans, sections, computer models and photo simulations, will be provided in the final report appendix to illustrate the full process of the study.

FINDINGS

Height

Heights are defined in the study area using the following parameters (one floor or story is considered 11'):

- The overall fabric is from of 3 to 4 floors. Areas allowing taller buildings are noted on Illustration 33.

- The maximum heights for the three massing / height shadow zones noted in Illustration 9 and mapped on Illustration 33 are:

Middle / East Federal shadow:	6 floors
Shipyard shadow:	7 floors
Upper Fore shadow:	5 to 6 floors

- No buildings can break the relative elevation at Fore Street at the four "floating zones" noted on Illustration 33. These floating zones are extensions of Munjoy Hill Street corridors and protect connectivity between public streets and the harbor as viewed over the Portland Company properties.

- Any building mass or "tower" above the 4 story limit, where allowed, has a maximum 70' width parallel with the shore and a maximum 140' length perpendicular to the shore. 70' wide towers must be separated by 140'. Please note that west of Hancock Street, the tower provision has not been applied.

View Corridors, Building Envelopes and Street Wall Development

Assuming certain street layouts, Illustration 32, Alignments / Open Space Map creates and protects views and establishes a range of streetscapes due to the interplay between the building walls and street alignments.

For this scenario to work, the engineering of the road alignments is critical for establishing the setbacks, which in turn allow for varying sidewalk widths and the preservation of views. As stated above, in translating Illustration 32 in to the regulatory Height Map and Building Envelopes map, the "splays" have been simplified to reflect current development proposals.

Recommendations Beyond Building Heights

Alleys

In addition to building heights and alignments, this report recommends a system of alleys modeled after Wharf Street and the area between the Portland Company complex and the "Map Room" tower. These alleyways are proposed as a secondary level of pedestrian and vehicular circulation. The conditions can range from an open alley with sky bridges to arcades with minimum height of two stories. One alley may vary, beginning with a covered arcade and three stories of building for a depth of 35 or 70 feet and then an open alley with skywalks.

Step backs

Step backs have not been specifically addressed as the maximum building height is seven stories and the "aerial splays" studied in the three dimensional model, specifically on Hancock Street may be too specific/restrictive for planning and market implementation. The varied street level experience is not impacted by the loss of step backs. The majority of view creation and preservation is maintained using building heights and setbacks/alignments. It is more important in the Eastern Waterfront to create defined and energized streets than focus on step back formulas.

Design Guidelines

Design guidelines need to be adopted to ensure public space is not privatized with above grade plazas (roof deck areas not included) and that buildings reinforce and enhance street life. Areas and buildings such as the One Canal Plaza, One City Center and the pedestrian link between Monument Square and Free / Temple Streets and the 100 Middle Street complex are distinct breaks in the Old Port typology of building edges, defined streets and the defined public park/civic spaces such as Post Office Park. The above mentioned buildings and spaces tend to be self contained pieces of real estate rather than urban architecture addressing the scale, type and character of the city, ultimately ignoring the most important public space in a city: the street. For example, One City Center manages to turn a cold shoulder to all street frontage. Even though the main entrance opens on to a pedestrian mall adjacent to Monument Square, Once City Center feels like an isolated suburban development set down in Portland. The surrounding pedestrian malls and plazas are more like buffers than civic spaces.

In relation to the recommended building heights, the following urban design guidelines are suggested:

- Large recessed plazas defined by three facades should not break the street wall (One Canal Plaza).
- Structured parking should not front on streets.
- Alleys and streets should subdivide a parcel in favor of private lobby areas (100 Middle Street).
- A building should engage the street, not look inward creating a sense of isolation and disconnection with the city (One City Center).
- In this area with limited building heights, the high point of a project should not be in the center, of a block or step backed too far from the street edge as to not have a presence at the street level.

Conclusions

In analyzing the Eastern Waterfront for building heights, it became evident that the scale of buildings needs to be integrated with the alignment of roads and open space to achieve the goals of the Master Plan. Additionally, while building height maximums are needed, maximums by them selves could result in overly monolithic building forms that are out of character with Portland's varied and diverse development history. It is the finding of this study that a four to six story building fabric will be compatible the policies of the Eastern

Waterfront Master Plan while protecting the views and character of the surrounding neighborhoods. In designated areas, judicious use of building towers, some as high as seven stories, can be employed to increase density and add interest to architecture, while still protecting significant public and private views.

The recommendations of this report encourage varied rooflines within blocks, protected view corridors, moderately scaled development, with taller buildings taking advantage of topography and existing view shadows. Implementing these recommendations will allow Eastern Waterfront development to contribute to Portland's history of building livable urban neighborhoods, while positioning Portland as an exciting city of the 21st Century.

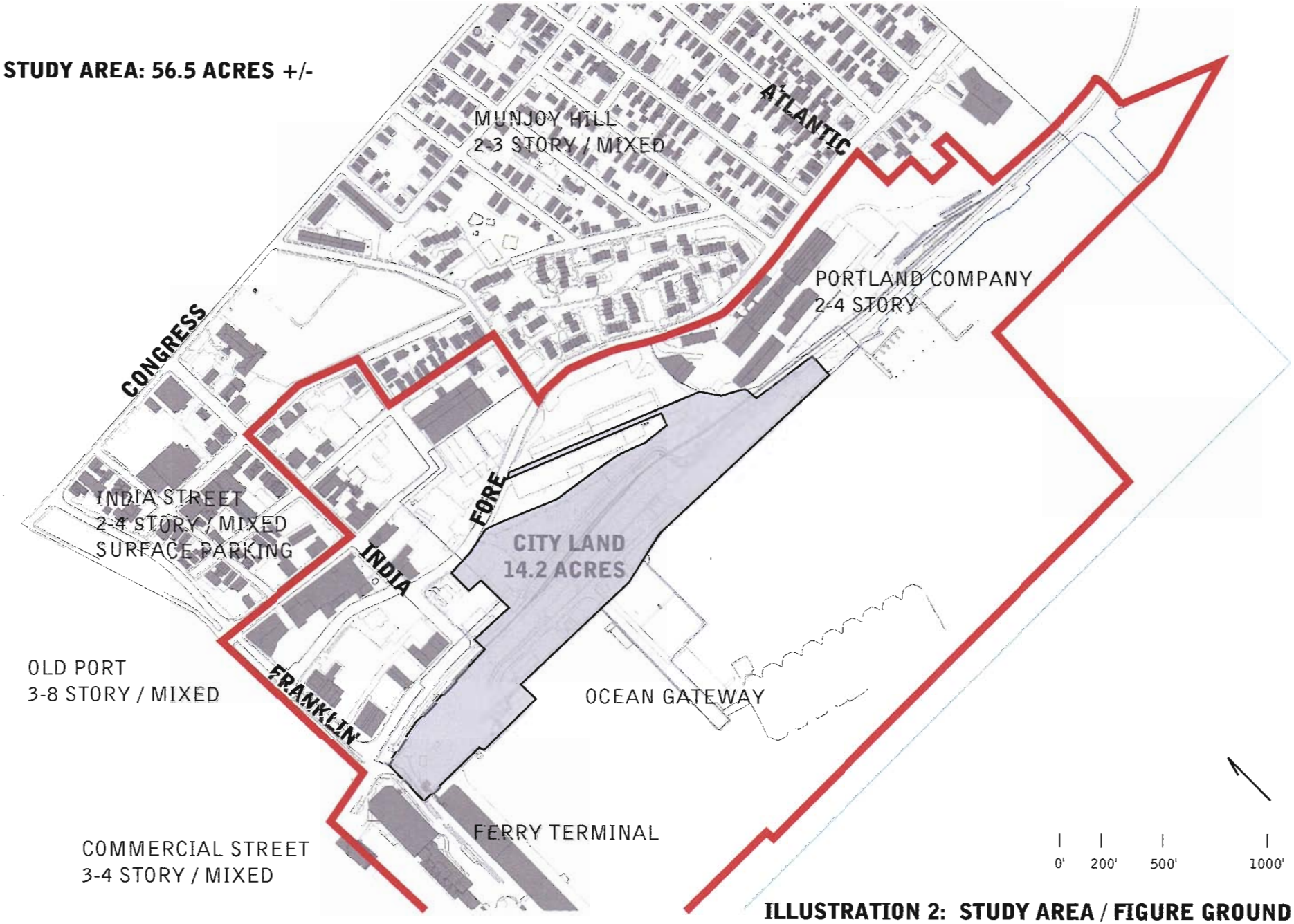

ILLUSTRATION 2: STUDY AREA / FIGURE GROUND
Eastern Waterfront Building Height Study
Portland, Maine

MRLD, LLC

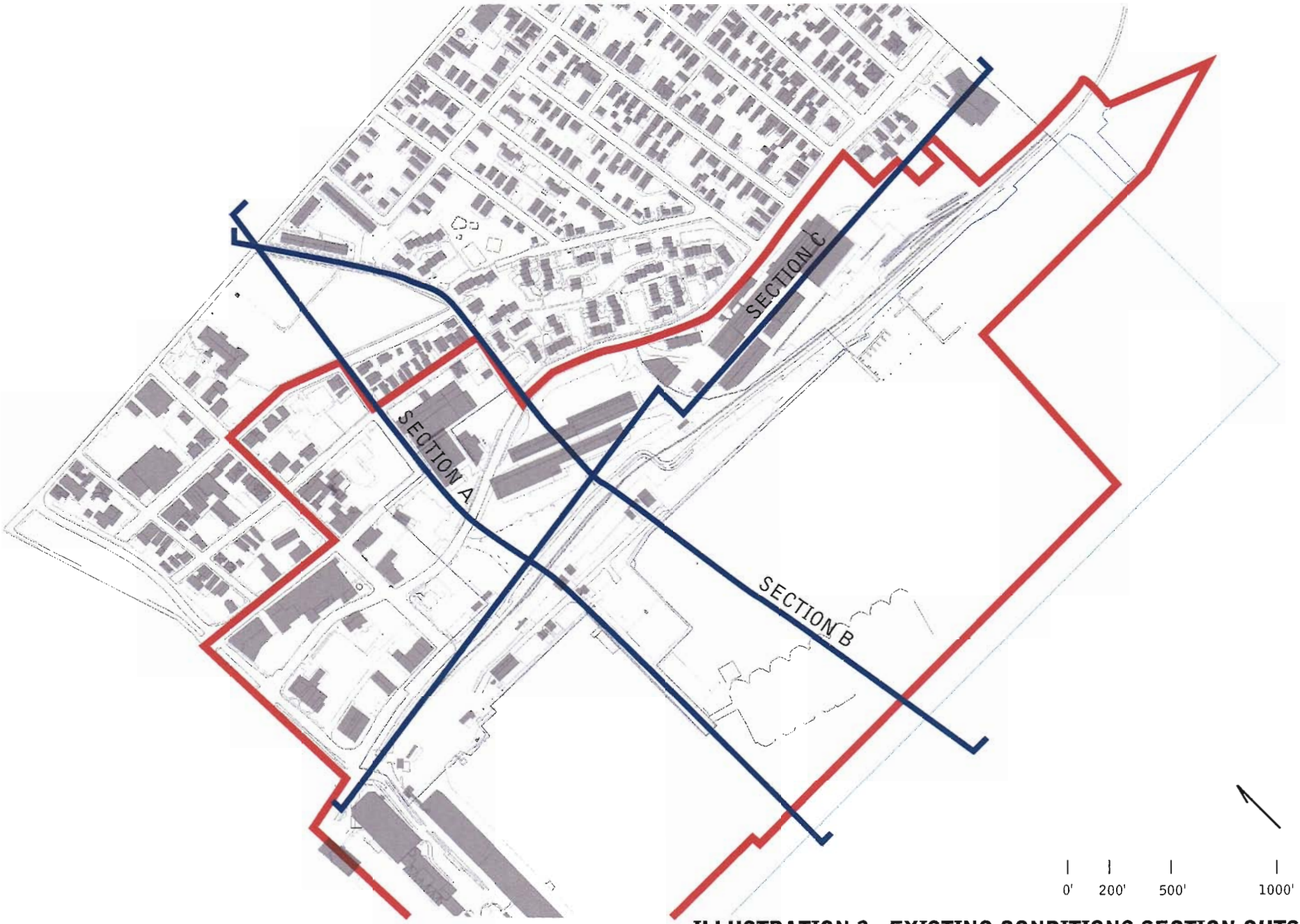

ILLUSTRATION 3: EXISTING CONDITIONS SECTION CUTS
Eastern Waterfront Building Height Study
Portland, Maine

MRLD, LLC

ILLUSTRATION 5: "MASSING / HEIGHT SHADOW ZONE" BENEATH UPPER FORE

Eastern Waterfront Building Height Study

Portland, Maine

MRLD, LLC

ILLUSTRATION 6: "MASSING / HEIGHT SHADOW ZONE" BENEATH SHIPYARD BREWERY

Eastern Waterfront Building Height Study

Portland, Maine

MRLD, LLC

ILLUSTRATION 7: "MASSING / HEIGHT SHADOW ZONE" BETWEEN MIDDLE AND EAST FEDERAL

Eastern Waterfront Building Height Study
Portland, Maine

MRLD, LLC

ILLUSTRATION 8: GRADE CHANGE ALONG LOWER FORE
Eastern Waterfront Building Height Study
Portland, Maine

MRLD, LLC

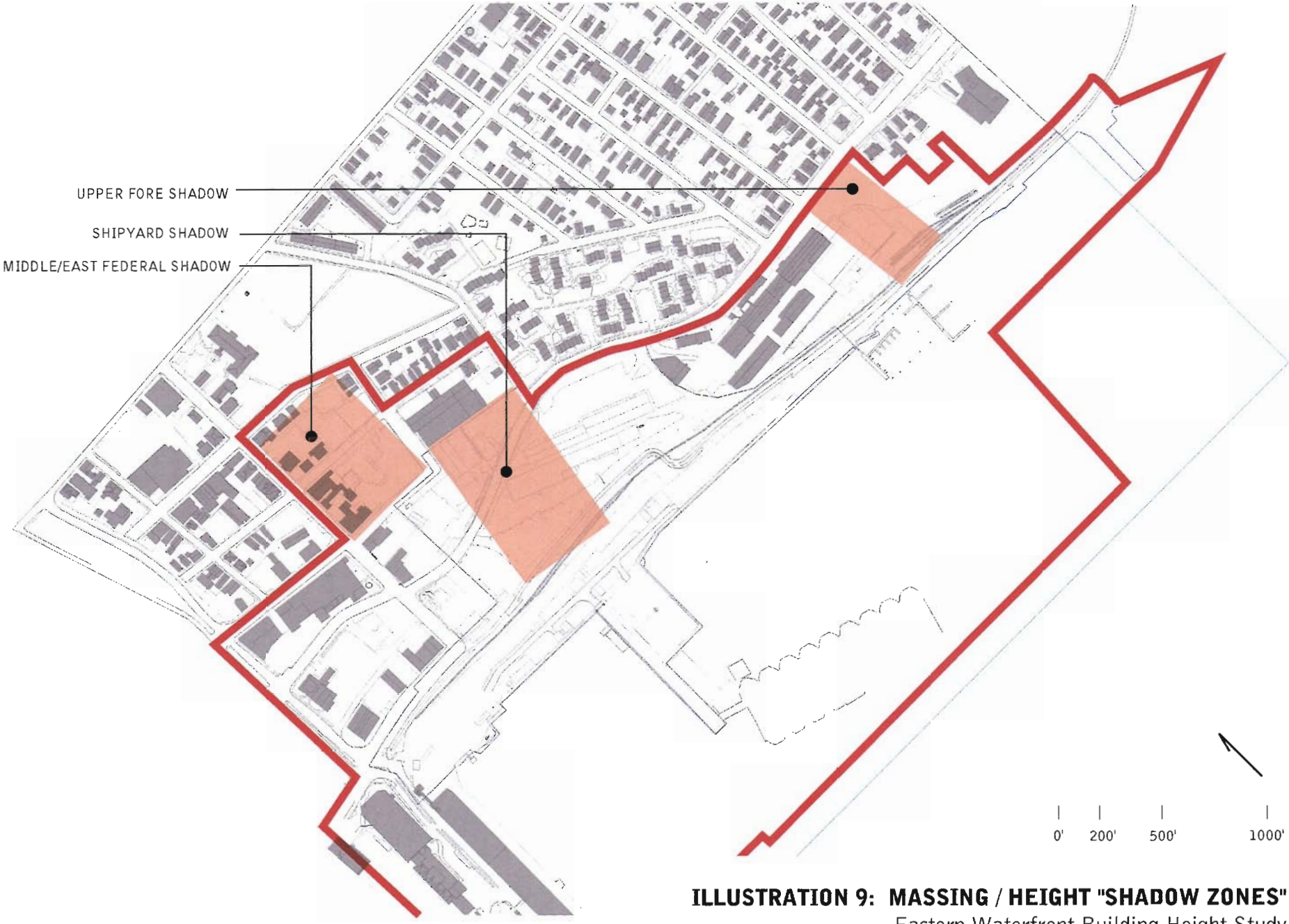

ILLUSTRATION 9: MASSING / HEIGHT "SHADOW ZONES"
Eastern Waterfront Building Height Study
Portland, Maine

MRLD, LLC

ILLUSTRATION 10: PORTLAND COMPANY ALIGNMENT
Eastern Waterfront Building Height Study
Portland, Maine

MRLD, LLC

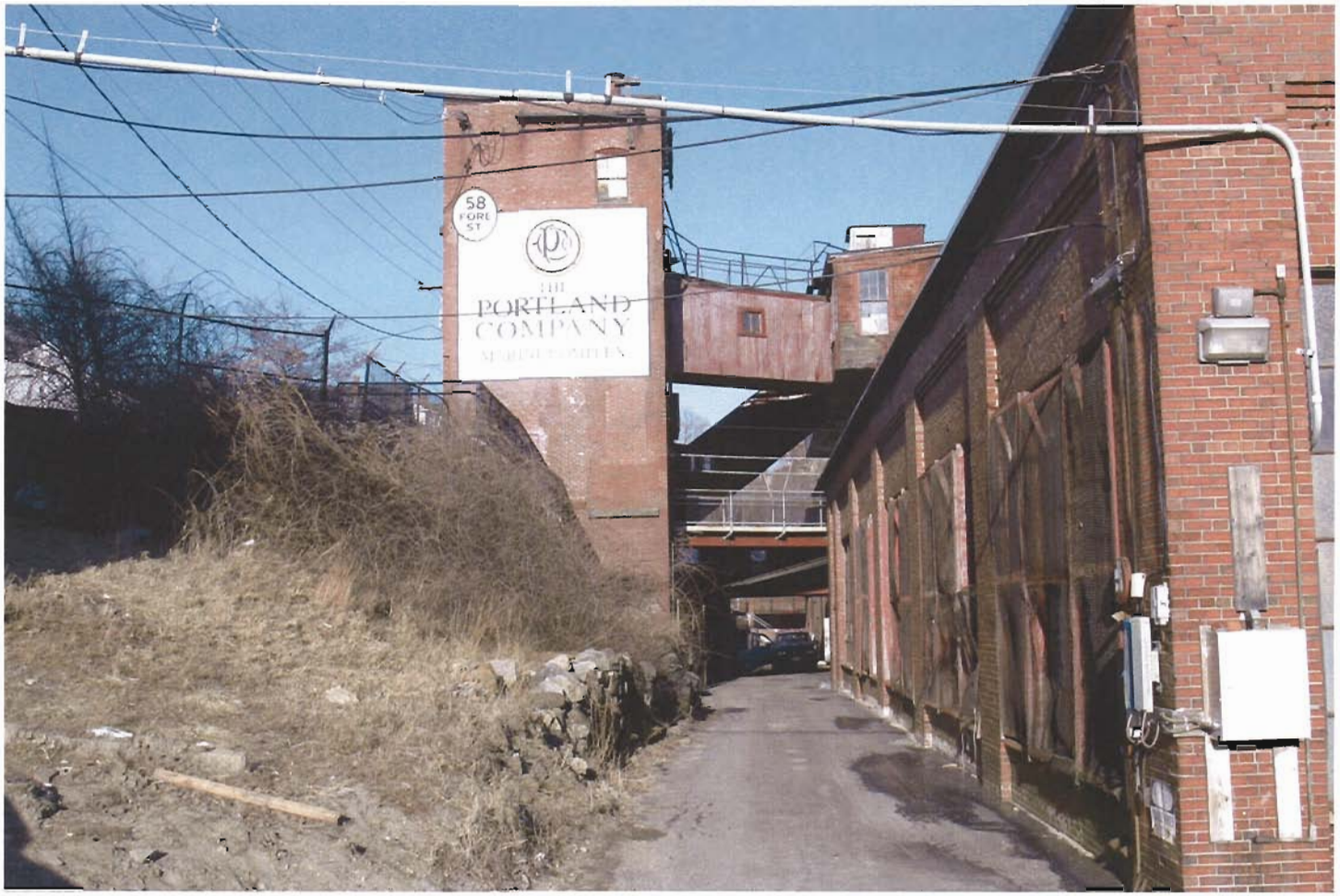

ILLUSTRATION 11: PEDESTRIAN / SERVICE ALLEY PRECEDENT
Eastern Waterfront Building Height Study
Portland, Maine

MRLD, LLC

ILLUSTRATION 12: NORTH / SOUTH SIGHT LINES AND ALIGNMENTS

Eastern Waterfront Building Height Study
Portland, Maine

MRLD, LLC

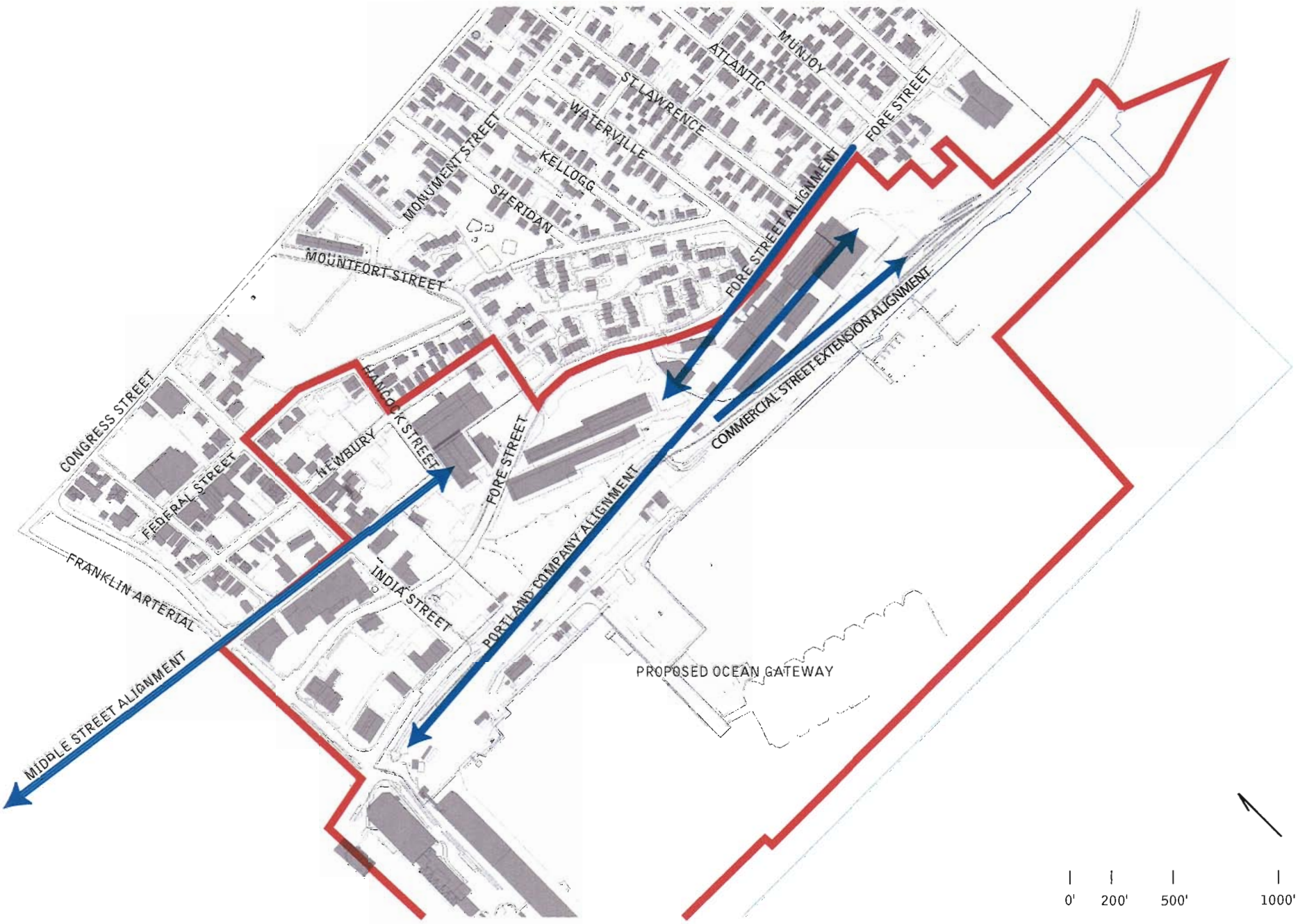

ILLUSTRATION 13: EAST / WEST SIGHT LINES AND ALIGNMENTS

Eastern Waterfront Building Height Study
Portland, Maine

MRLD, LLC

ILLUSTRATION 14: NORTH / SOUTH SIGHT LINES & ALIGNMENTS W/ EXISTING MASTER PLAN

Eastern Waterfront Building Height Study
Portland, Maine

MRLD, LLC

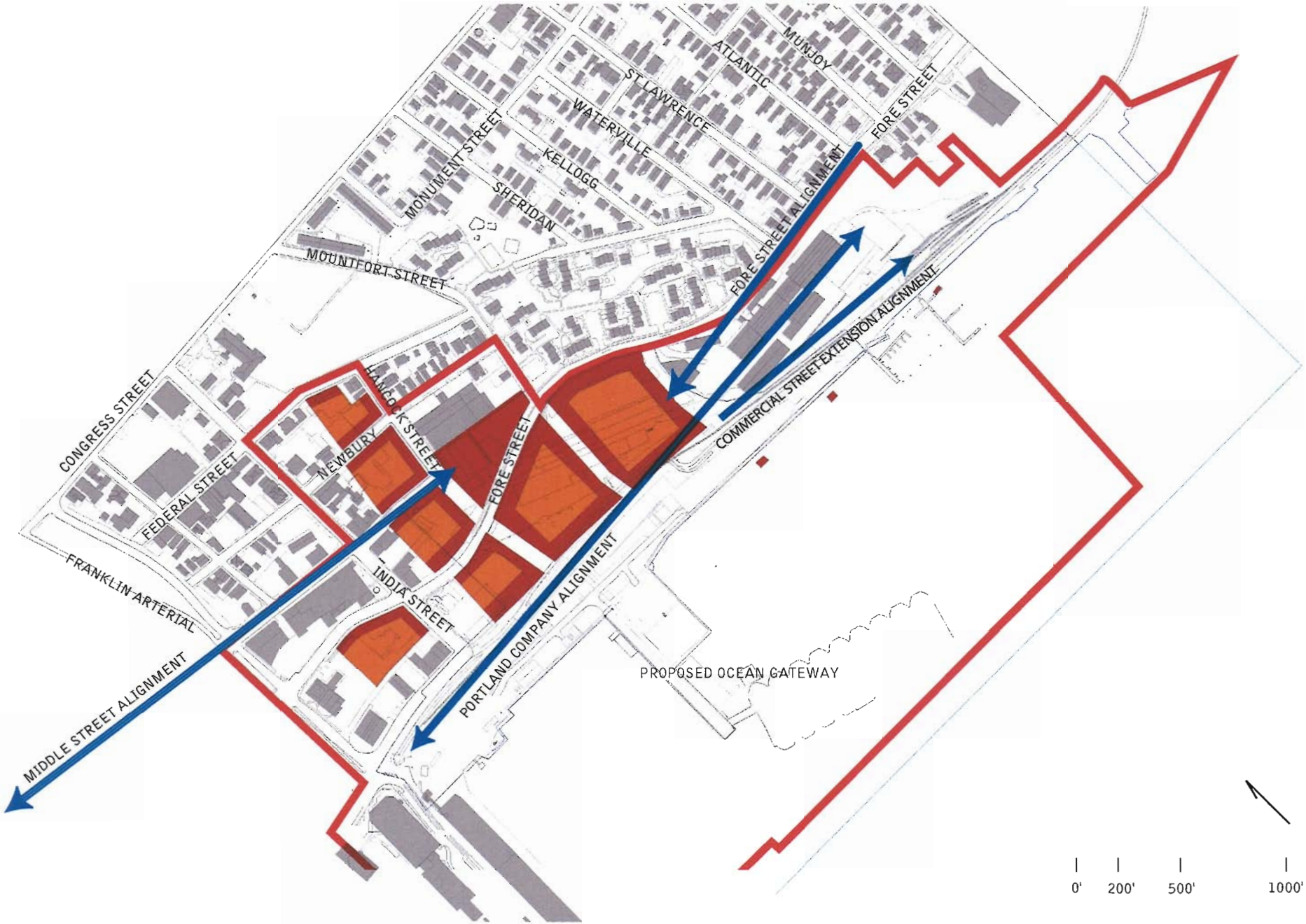

ILLUSTRATION 15: EAST / WEST SIGHT LINES & ALIGNMENTS W/ EXISTING MASTER PLAN

Eastern Waterfront Building Height Study
Portland, Maine

MRLD, LLC

ILLUSTRATION 16: REVISED MASTER PLAN W/ NORTH / SOUTH VIEWS & ALIGNMENTS

Eastern Waterfront Building Height Study
Portland, Maine

MRLD, LLC

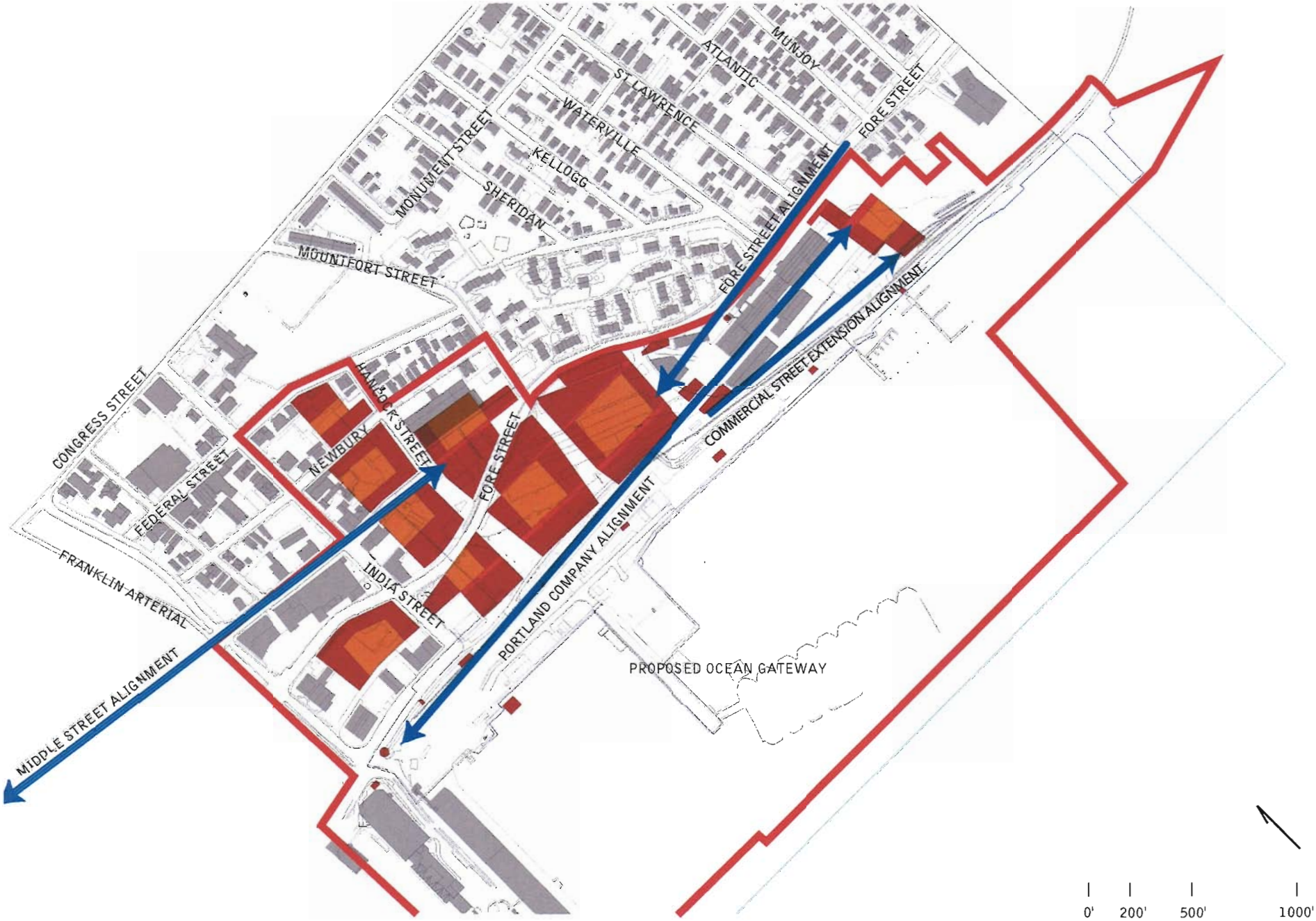

ILLUSTRATION 17: REVISED MASTER PLAN W/ EAST / WEST VIEWS & ALIGNMENTS

Eastern Waterfront Building Height Study
Portland, Maine

MRLD, LLC

ILLUSTRATION 18: REVISED MASTER PLAN W/ SECTION CUTS

Eastern Waterfront Building Height Study
Portland, Maine

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ILLUSTRATION 20: PEDESTRIAN / ALLEY "WHARF STREET" SYSTEM

Eastern Waterfront Building Height Study
Portland, Maine

MRLD, LLC

STUDY AREA

CRITICAL ALIGNMENTS/SETBACKS

"WHARF STREET" ALLEY SYSTEM / MIN. 2 STORY OPENING

NO BUILD/STREETSCAPES

ATLANTIC

SAINT LAWRENCE

FORE

WATERVILLE

ADAMS

CONGRESS

EAST FEDERAL

PORTLAND COMPANY ALIGNMENT

EAST NEWBURY

MOUNTFORT

FORE

MIDDLE

HANCOCK

INDIA

FORE

OCEAN GATEWAY

FRANKLIN

0' 50' 100' 200'

ILLUSTRATION 32: ALIGNMENTS / OPEN SPACE MAP

Eastern Waterfront Building Height Study
Portland, Maine

MRLD, LLC

STUDY AREA (3 STORY MINIMUM)

KEY BUILDING ENVELOPES BY HEIGHT

NO BUILD ABOVE RELATIVE FORE STREET ELEVATION

GENERAL NOTES:

1. FOR BUILDINGS EAST OF HANCOCK STREET OR ITS EXTENSION, NO BUILDING MASS ABOVE 4 FLOORS (45 FEET ABOVE THE AVERAGE GRADE) SHALL BE WIDER THAN 70 FEET PARALLEL WITH THE WATERFRONT NOR LONGER THAN 140 FEET PERPENDICULAR WITH THE WATERFRONT.

2. THE 70' WIDE TOWERS, AS DEFINED ABOVE, MUST BE AT LEAST 140 FEET APART, MEASURED PERPENDICULAR WITH THE WATERFRONT.

3. NO BUILD FLOATING ZONES ARE VIEW CORRIDORS WITH NO BUILDING ABOVE THE CORRESPONDING FORE STREET ELEVATION.

4. NO BUILDINGS SHALL BE LOCATED OUTSIDE OF THE KEY BUILDING ENVELOPES.

CONGRESS
ATLANTIC
SAINT LAWRENCE
FORE
WATERVILLE
ADAMS
EAST FEDERAL
PORTLAND COMPANY ALIGNMENT
EAST NEWBURY
MOUNTFORT
MIDDLE
HANCOCK
INDIA
FRANKLIN
OCEAN GATEWAY

4
6 TOWER

4
5 TOWER

4
7 TOWER

4
6 TOWER

4
5 TOWER

4

3

6

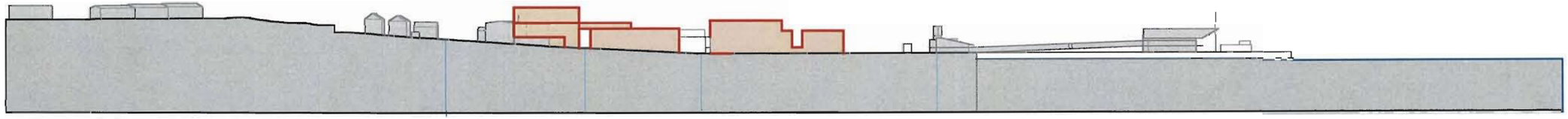
0' 50' 100' 200'

ILLUSTRATION 33: HEIGHT MAP & BUILDING ENVELOPES

Eastern Waterfront Building Height Study
Portland, Maine
September 2004

MRLD, LLC

SECTION A EXISTING - HANCOCK EXTENSION



SECTION A PROPOSED - HANCOCK EXTENSION

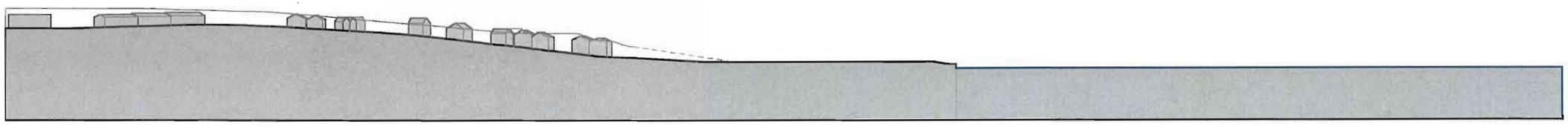
EASTERN WATERFRONT HEIGHT STUDY

Portland, Maine

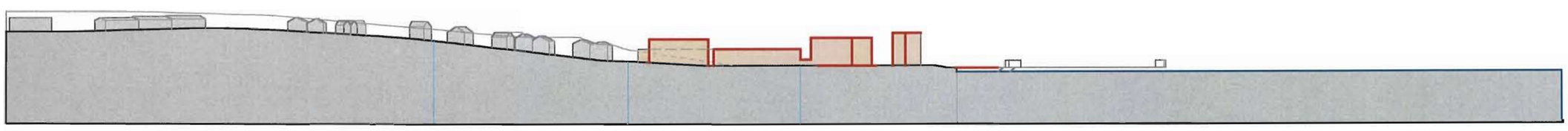
September 2004

MRLD, LLC

0' 100' 500'



SECTION B EXISTING - MOUNTFORT EXTENSION



SECTION B PROPOSED - MOUNTFORT EXTENSION

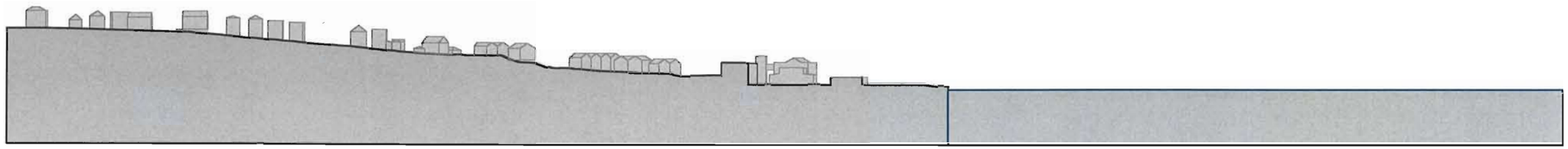
EASTERN WATERFRONT HEIGHT STUDY

Portland, Maine

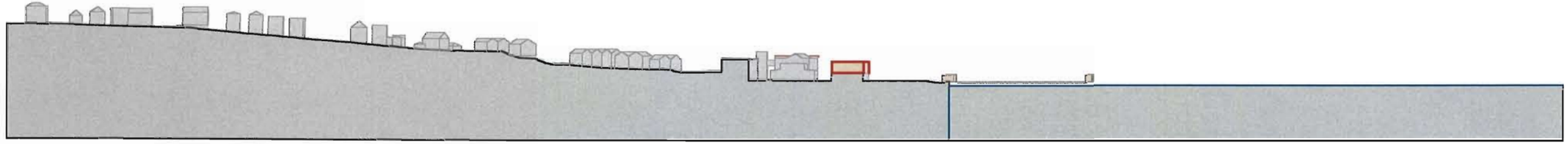
September 2004

MRLD, LLC

0' 100' 500'



SECTION C EXISTING - KELLOGG



SECTION C PROPOSED - KELLOGG

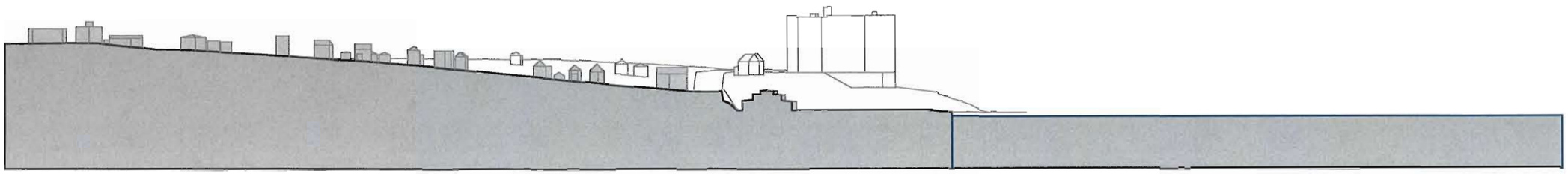
EASTERN WATERFRONT HEIGHT STUDY

Portland, Maine

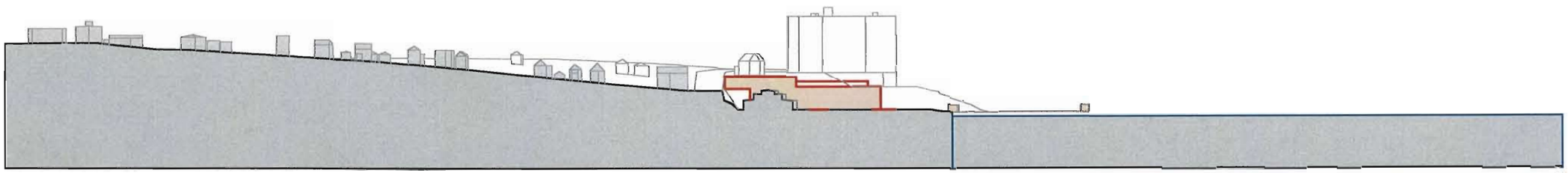
September 2004

MRLD, LLC

0' 100' 500'



SECTION D EXISTING - MID ST. LAWRENCE / ATLANTIC



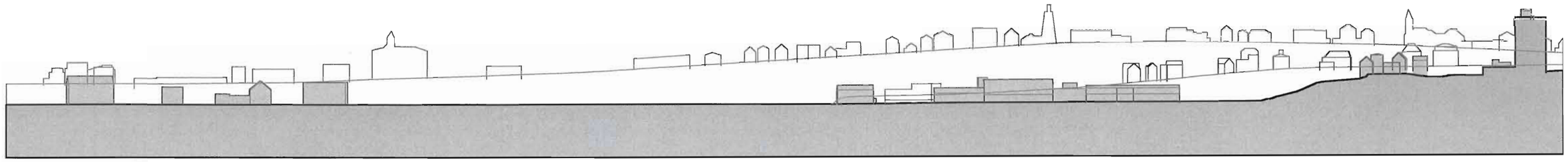
SECTION D PROPOSED - MID ST. LAWRENCE / ATLANTIC

EASTERN WATERFRONT HEIGHT STUDY

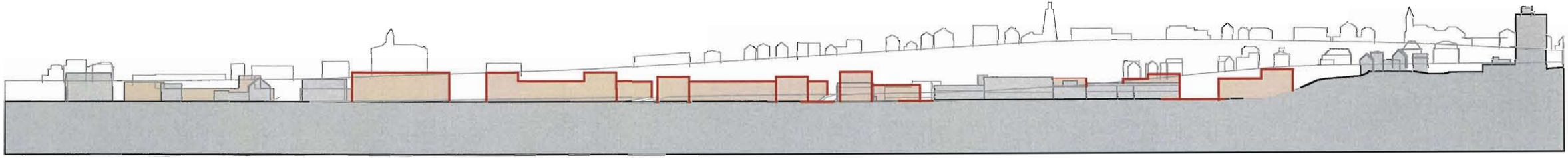
Portland, Maine

September 2004

MRLD, LLC



SECTION E EXISTING - EAST / WEST (with Congress Street and Fore Street Elevations)



SECTION E PROPOSED - EAST / WEST (with Congress Street and Fore Street Elevations)

EASTERN WATERFRONT HEIGHT STUDY

Portland, Maine

September 2004

MRLD, LLC