

A Port City

Amidst flux and challenges, the city's working waterfront is expanding.

WITH OVER 350 YEARS as a center for shipping, fishing, commerce, and travel, the Portland waterfront offers a unique mix of heritage, ecology, and innovation. Combining private and public piers in support of a full range of commercial marine activities, Portland's harbor boasts a true working waterfront in the heart of Maine's largest city. The waterfront also provides public access and invites tourism with dockside restaurants, historic architecture, harbor tours, and local and international ferry service.

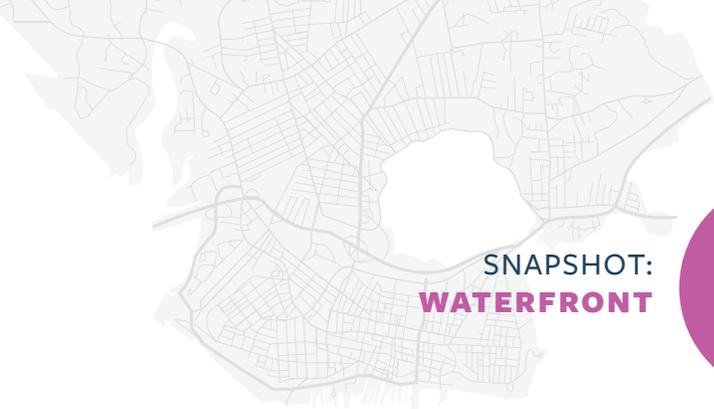
This largely successful balance of disparate uses, coexisting next to and sometimes overlapping each other, is the product of decades of policy work on the part of citizens, business leaders, marine industry, and local officials. Portland's waterfront policies seek to preserve marine uses, but also provide for a balance of non-marine uses which allow the waterfront to adapt to changing economic requirements and evolving infrastructure needs, and to spur needed investment. This has proved an iterative process, one necessary for Portland's waterfront to remain responsive and relevant to evolving conditions. As of 2016, Portland's is a vibrant port for international trade, lobstering, fish processing, aquaculture, vessel services, passenger

transportation and recreational boating. Today, amidst flux and challenges, the city's working waterfront is expanding.

Portland's interwoven and adjacent marine-related and compatible non-marine uses provide a unique bridge between the city's maritime activity and the commercial, tourist, and recreational city. Even so, finding a balance between these sometimes competing, sometimes mutually beneficial, always shifting waterfront environments is an ongoing challenge. The waterfront simultaneously faces issues associated with aging infrastructure, public access, development impacts, and climate change. It is clear that investing in initiatives that both directly and indirectly support the city's historic, marine-related industries while allowing the waterfront to adapt to new and emerging conditions is the path toward a sustainable, healthy waterfront in the future.



91% of survey respondents support continued protections for Portland's Working Waterfront.



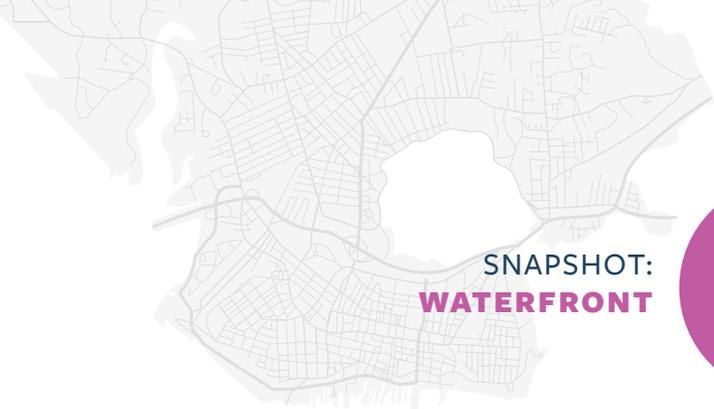
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WATERFRONT

STATE GOALS

To protect the State's marine resources industry, ports and harbors from incompatible development and to promote access to the shore for commercial fishermen and the public.

Coastal communities include the additional required goals:

- To promote the maintenance, development, and revitalization of the State's ports and harbors for fishing, transportation and recreation;
- To manage the marine environment and its related resources to preserve and improve the ecological integrity and diversity of marine communities and habitats, to expand our understanding of the productivity of the Gulf of Maine and coastal waters and to enhance the economic value of the State's renewable marine resources;
- To support shoreline management that gives preference to water-dependent uses over other uses, that promotes public access to the shoreline and that considers the cumulative effects of development on coastal resources;
- To discourage growth and new development in coastal areas where, because of coastal storms, flooding, landslides or sea-level rise, it is hazardous to human health and safety;
- To encourage and support cooperative state and municipal management of coastal resources;
- To protect and manage critical habitat and natural areas of state and national significance and maintain the scenic beauty and character of the coast even in areas where development occurs;
- To expand the opportunities for outdoor recreation and to encourage appropriate coastal tourist activities and development;
- To restore and maintain the quality of our fresh, marine and estuarine waters to allow for the broadest possible diversity of public and private uses; and,
- To restore and maintain coastal air quality to protect the health of citizens and visitors and to protect enjoyment of the natural beauty and maritime characteristics of the Maine coast.



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LOCAL GOALS

In order to support a healthy, diverse, and dynamic waterfront environment,

WE WILL:

Prioritize and promote Portland’s unique mix of water-dependent, marine-related uses and compatible non-marine uses.

Recognize and reinforce the respective roles of the Eastern, Central, and Western Waterfronts.

Celebrate, promote, and protect Portland’s lobster and fishing industry as a foundation of the region’s economy and a feature of civic pride.

Maintain and modernize infrastructure to support the working waterfront.

Anticipate and mitigate market trends that could compromise the balance between marine industries and competing development.

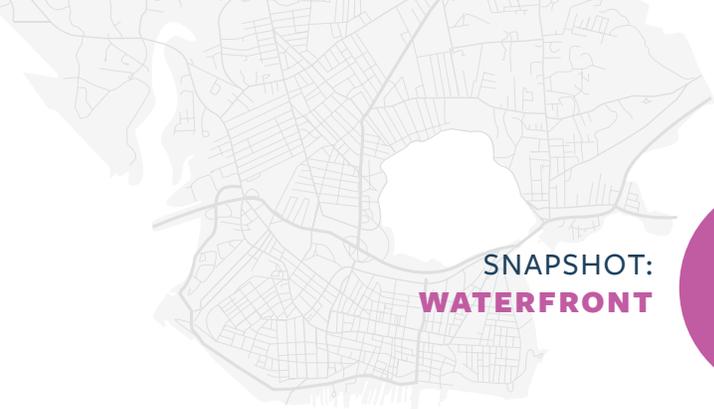
Recognize and reinforce waterborne transport of good and people as foundational to our community.

Promote passive and active recreational access to the waterfront.

Create a resilient waterfront in the face of sea level rise and increased storm frequency and intensity trends.

Develop effective public and private partnerships to promote the Port of Portland as an economic engine for the State of Maine.

FUTURE STRATEGIES



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1. INVEST IN INFRASTRUCTURE

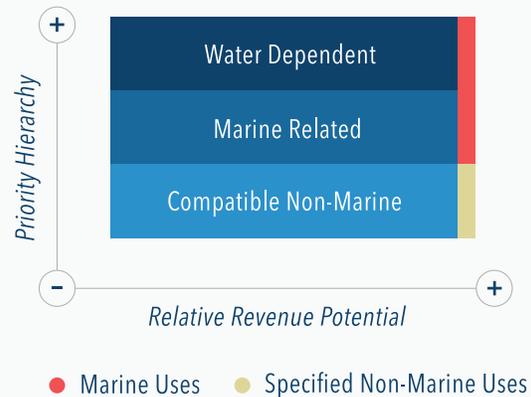
- Seek funds and create incentives to improve facilities for marine industries, including the maintenance and expansion of public and private berthing, dredging, and land-side infrastructure.
- Develop a capital improvement plan for the Eastern Waterfront, and invest in public facilities, including road and utility extensions, to facilitate planned and future development consistent with the Eastern Waterfront Master Plan.
- Continue to explore funding for pier maintenance in the Central Waterfront.
- Support private, federal, and state investment in the Western Waterfront.

2. ADOPT MEASURABLE OBJECTIVES

- Identify metrics, collect data, and adapt existing waterfront policies.
- Routinely evaluate the capacity of existing zoning and technical standards in all waterfront zones to address the shifting demands of changing economic drivers that result in new marine uses, dimensional requirements, and infrastructure needs.
- Inventory marine and non-marine use and occupancy in the waterfront, including the Central Waterfront, to regularly ensure future opportunities for marine use expansion potential.

Waterfront Use Hierarchy

Policy Basis for Waterfront Land Use: 1992 Priority of Uses



3. EXPAND PUBLIC WATERFRONT ACCESS

- Expand waterfront access for the public where possible and appropriate.
- Program, design, and transform the Amethyst Lot into a signature waterfront open space for community boating, recreation, and active marine use.
- Implement improvements to the East End Beach to expand facilities for non-motorized recreational boating.

4. IMPROVE FREIGHT FACILITIES

- Coordinate with Casco Bay Island Transit District for improvements to vehicle and pedestrian circulation on Maine State Pier for improved site layout and freight handling.
- Facilitate the development of the Western Waterfront as a 21st century logistics hub.



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5. VISUALIZE WATERFRONT POLICIES

- Develop tools to reinforce and clarify waterfront policies.
- Produce illustrated design guidelines for marine and non-marine pier compatibility to serve as accessible, visual guidance to inform development and application of marine protective performance standards.

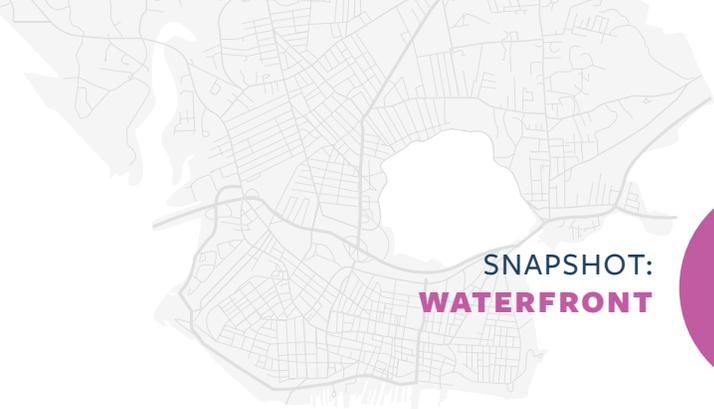
6. PLAN FOR CHANGING CLIMATE

- Enact policies and actions to support mitigation of and adaptation to rising sea levels, changing water chemistry, increased water temperatures, and escalation of storm frequency and intensity, particularly as they impact piers, wharfs, and low-lying infrastructure.
- Study the economic risk of increased storm frequency and sea level rise for all city-owned or managed infrastructure assets.
- Help property owners assess risk to other waterfront and near waterfront assets and use the risk assessment to direct investments into more resilient infrastructure.
- Integrate best practices for adaptive waterfront strategies, including adaptive construction techniques, stormwater infrastructure and utilities, site protection, floodproofing, and risk avoidance into the city's technical standards and land use code.
- Consider land use tools to incentivize exemplary construction practices for climate resilience.



WATERFRONT CHALLENGES

- Buildings, piers, and infrastructure require maintenance and investment over time, including private investment in waterfront property and businesses.
- Retaining public access in the context of a working port, through facilities like the Eastern Promenade, East End Beach, the existing trail network, the Amethyst Lot, and piers that can be accessed by foot or by water, requires active management on the part of the city.
- As the city's waterfront changes, maintaining neighborhood integrity while respecting the needs of a working port will need to be addressed through quality of design, traffic mitigation, street improvements and other performance standards.
- Change to water depths due to natural and human-influenced sedimentation requires dredging and responsible disposal of dredged sediments.
- Marine industries require new development forms and transportation systems as they change, with implications for both zoning and public infrastructure.
- Stormwater impacts that degrade harbor ecology and increase sedimentation necessitate robust stormwater runoff mitigation as redevelopment and infrastructure improvements occur.
- As climate change impacts are felt in rising sea levels and increased storm frequencies, Portland's waterfront faces new challenges to its infrastructure and economy that will require new tools and responses.



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7. DREDGE RESPONSIBLY

- Coordinate with the Harbor Commission, South Portland, and other appropriate stakeholders to find a financial mechanism to dredge public and private piers and to achieve a Contained Aquatic Disposal (CAD) site for the responsible disposal of sediments.

8. PLAN FOR CITY TERMINALS

- Develop a plan for re-use of the Portland Ocean Terminal property that includes evaluation of supporting infrastructure to attract increased and diversified commercial and marine tenant use.
- Implement a plan for reconfiguration of the queuing area at Ocean Gateway to allow for more diversified marine activity, such as support for reuse of the Portland Ocean Terminal.
- Explore the feasibility of a new pier between Ocean Gateway and Maine State Pier to support increased commercial use of the waterfront and support for the marine passenger industry.

9. BALANCE TRANSPORTATION NEEDS

- Address transportation and congestion issues on Commercial Street to balance the mobility needs of marine industrial uses with bicycle and pedestrian safety improvements.



CONSIDERATIONS FOR THE CENTRAL WATERFRONT

The Central Waterfront is located along the south side of Commercial Street from Maine Wharf to the east to Deake's Wharf in the west, and is characterized by privately held commercial piers running roughly perpendicular to Commercial Street into Portland Harbor and the Fore River. It represents the single largest resource of commercial vessel berthing in Portland Harbor and is an irreplaceable resource of state-wide significance. In addition to private commercial marine holdings, the zone is home to the Portland Fish Pier, the Gulf of Maine Research Institute, berthing for the United States Coast Guard, residential condominiums, retail and restaurant uses, two private marinas, and offices serving marine and non-marine interests. The goal for the Central Waterfront is to achieve a balance where non-marine economic development benefits the piers, Commercial Street, waterfront uses, and the city by sustaining marine infrastructure, protecting opportunity for commercial marine activity, and promoting appropriate access by the public to views and activities in Portland Harbor.

Since the 1990s, the waterfront economy generally, and the ground fishing industry specifically, which is based in the Central Waterfront, has undergone significant contraction - an over 50% loss of ground fishing vessels and an over 2/3 reduction in landings at the Portland Fish Exchange. The area has seen substantial privately-funded economic development, with much of the zone's land and pier area poised for additional development, but waterfront infrastructure repairs and maintenance remains costly and necessary. At the same time, decreasing water depth at the piers due to continual natural deposition of sediments exacerbated by storm water overflows into the harbor. Maintenance dredging will be needed to ensure quality commercial berthing opportunities for public and private piers and it is unlikely that berthing revenues alone will support these costs.



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10. EXPAND ALTERNATIVE FINANCING

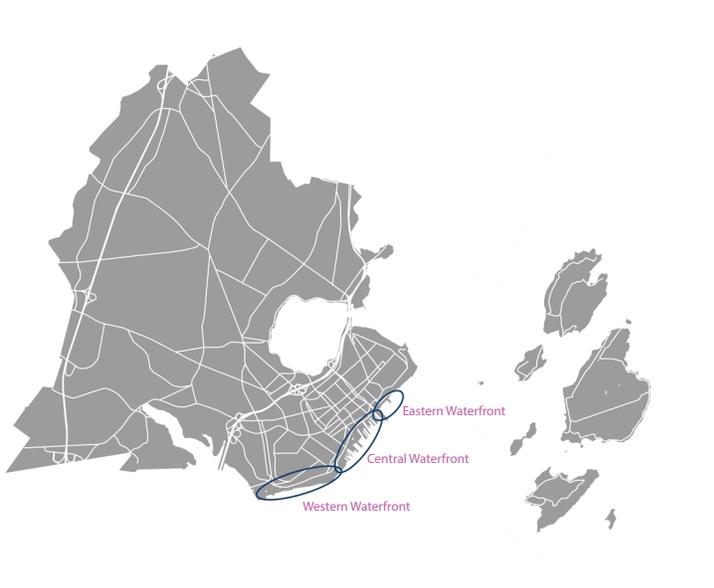
- Expand the Waterfront TIF district to include East and West Commercial Street to capture the value of planned private development and public infrastructure projects.

11. LOOK TO THE NORTH

- Capitalize on emerging trade patterns to the Arctic, Northern Europe, and beyond.

11. SUPPORT TRADITIONAL AND EMERGING MARINE INDUSTRIES

- Collaborate with private pier and waterfront property owners to implement waterfront policies and promote the marine economy.
- Continue to support the Portland Fish Pier and Fish Exchange as regional anchors of the seafood economy.



RECENT & ONGOING INITIATIVES

POLICY INITIATIVES

The foundational policy document informing waterfront land use policy for the City of Portland, the Waterfront Alliance Report to the City of Portland, was written in 1992. Following the 5-year moratorium on non-marine development initiated by a 1987 waterfront referendum, the report created the policy foundation that has underpinned Portland's waterfront resurgence. Though Portland's waterfront and supporting policies continue to evolve, the 1992 report provided a resilient framework for waterfront land use. That framework established a priority hierarchy of uses (water dependent, marine-related, and compatible non-marine), as well as identified areas east to west suitable for different activities.

Since the Waterfront Alliance report, Portland's waterfront is generally described with three sub-districts:

- **The Western Waterfront** The Western Waterfront is primarily dedicated to freight and industrial uses that need access to the deep water of the harbor's maintained dredged channel and significant uplands supporting larger scale transportation, warehousing, laydown, and storage needs.
- **The Eastern Waterfront** The Eastern

Waterfront is home to Portland's passenger port with Casco Bay Island ferry service, international ferry service, and cruise ship facilities. The area prioritizes marine passenger uses while allowing recreational boating and smaller vessel berthing needs where not conflicting with deeper water uses. Compatible mixed use development that integrates the waterfront with surrounding urban neighborhoods is also encouraged.

Development in or immediately adjacent to the water, generally described as no less than 75' from high water, is intended for compatible water-dependent and maritime uses.

- **The Central Waterfront** Between east and west, one finds the Central Waterfront. Geographically and functionally, the 19th century piers and wharves of the Central Waterfront form the heart of the harbor supporting traditional fishing, tourism, marine research, and compatible non-marine uses. The Central Waterfront is tightly connected, physically and economically, with Portland's historic Downtown, Arts, and Old Port shopping districts.

There have been subsequent studies, planning, and policy work since the Waterfront Alliance report,



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such as the Port of Portland Cargo and Passenger Study (1998), Investing in Our Waterfront (2000), and several zoning amendments following initial implementation of the current zones. There have also been significant policy and zone amendments building off this policy work, including a comprehensive inventory, policy study and zoning rewrite for the Waterfront Central Zone (WCZ) in 2010. The WCZ amendments provide the most recent articulation of policies and regulations promoting compatible development of non-marine uses, investment in marine infrastructure, and protection for opportunities and function of traditional water dependent and marine uses. These changes were spurred by a zoning amendment submitted by commercial pier owners, which prompted an extensive planning process. The process affirmed the basic policy structure and priorities identified by the Waterfront Alliance report, but also found a need for changes, based on insufficient re-investment and new activities in the area, a significant contraction of the ground fishing industry, deteriorated conditions of pier infrastructure, and changes to water depth due to sediment conditions. The result was zoning changes that sought to better incentivize private investment, including expanded possibilities for compatible non-marine uses, to help the central waterfront remain viable in support of a marine economy.

The Master Plan for Redevelopment of the Eastern Waterfront (2004), the product of an extensive, multi-year planning effort, includes a vision for redevelopment for the Eastern Waterfront, including design recommendations, policy goals, and a height

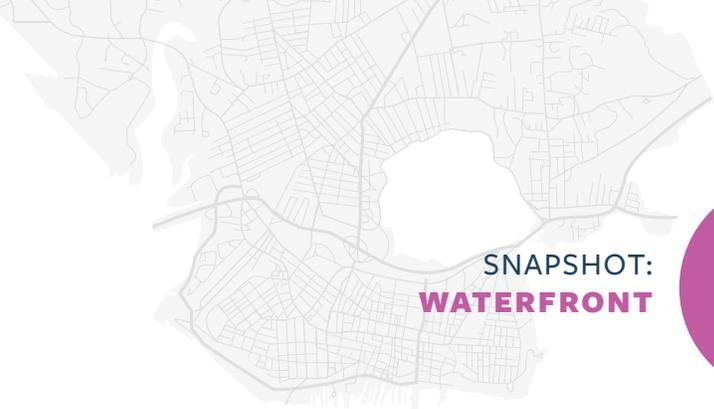


THE EVOLVING WATERFRONT ECONOMY

During the early 1990s, when modern working waterfront preservation policies were developed, Portland's waterfront was highly dependent on ground fishing as a foundational industry. Following the 1990s, the dominance of ground fishing declined dramatically, with the resulting void largely, but not entirely, filled by lobster harvesting, distribution, and support industries. The Portland Waterfront is now heavily dependent on the lobster industry.

While we celebrate our success as a lobster port and service center, history cautions against overreliance on a single fishery as the foundation of a community asset as important as the Portland waterfront. Fortunately, aquaculture, the farming of marine animals and plants for human consumption and utilization, provides tremendous opportunities for the marine economy and the future of our working waterfront. Currently, there are fewer than 10 aquaculture businesses operating on the Portland waterfront; but, significant growth is on the horizon. The State of Maine is investing in the industry with over \$20million in research and development grants. The number of aquaculture leases is expanding, as are the number of species being farmed. One need only walk the counter at a local seafood retailer to see the number and variety of mussels and oysters available from Maine farms to appreciate aquaculture's dramatic growth in recent years. The growing US market acceptance of seaweeds as food, nutritional supplement, and component of biotechnology dramatically increases the potential for aquaculture to transform the local marine economy.

All growing industries need space to evolve, experiment, and innovate. To foster this evolution, Portland needs to preserve the capacity within its waterfront to allow Maine aquaculture and its support industries to expand. By doing so, we create new sources of high quality seafood, and secure our place as a working harbor into the next generation.



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study adopted by reference. The Master Plan strives to provide a unified vision for compatible private and public investment in the area. Adopted a dozen years ago, the status of then existing conditions have changed, and some recommendations of the plan have been implemented. However, the Master Plan continues to provide a cohesive policy statement for the area. Amended in 2006 to include a policy statement for the redevelopment of the Maine State Pier, the Master Plan has been more recently used as the basis for applying the B-6 and Eastern Waterfront Port Zone across the Portland Company Complex.

RECENT WATERFRONT INITIATIVES

Ocean Gateway In 2006-2008 the Ocean Gateway Marine Passenger Terminal was constructed with new public streets intended to serve both water-side marine uses and land-side non-marine development of former industrial land.

Vehicle Ferry Operation In 2014 international ferry service to Yarmouth, Nova Scotia resumed, defining the upland needs of this edge of the Eastern Waterfront, including dedicated queuing, customs, and parking areas. Future success of this service will determine the extent of upland lands needed to support vehicle ferry operations in the Eastern Waterfront

Zoning Amendments Zoning amendments have been made to the Waterfront Central Zone several times in recent years, focused on calibrating details of the zone to allow for a balance of private investment in pier and wharf infrastructure, as well as continued support for

commercial vessel berthing and support activities. Prior to 2010, zoning limited new development almost entirely to marine uses while non-marine uses were restricted to certain existing buildings concentrated in upper floors and buildings located near Commercial Street. In 2010, zoning changes broadened the amount and types of non-marine uses allowed in new or existing space on the piers of Portland Harbor. Throughout all of these changes, the city reconfirmed the policies ensuring continued opportunities and functional autonomy for marine economic activity as the policy structure for the zone.

Waterfront Special Use Zone In June 2015, the eastern-most waterfront zone, the Waterfront Special Use Zone (WSUZ), encompassing the land area of the Portland Company (58 Fore Street) and adjoining parcels was eliminated through a rezoning of the WSUZ to the Eastern Waterfront Port Zone and the B-6 Eastern Waterfront Mixed-Use Zone, including a modification to the B-6 Height Overlay & Building Envelopes Map.

Enhanced Recreational Waterfront Access Plans for enhanced recreational waterfront access and support for community boating are underway in two locations:

- The East End Waterfront Access Project which is focused on improvements at the East End Beach and boat ramp area for non-motorized recreational boating
- The property currently known as the Amethyst Lot, approximately an acre of land between the Portland Company Complex and Ocean Gateway,



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is slated for a transformation into a newly designed and reimagined signature open space for recreation and active use of the water on the Eastern Waterfront.

Port Authority Grant In 2016, the Maine Port Authority was awarded a \$7.5 million grant for improvements to the International Marine terminal (IMT), which will assist in doubling the cargo freight capacity of the terminal. The recent award follows two previous phases of improvements to the IMT (2001 and 2015) that upgraded capacity of the yard, increased intermodal efficiency, and connected the terminal to the national rail system for the first time in decades.

Multi-Modal Corridor Study The West Commercial Street Multi-Modal Corridor Study, intended to design multi-modal improvements to safely accommodate all modes of transportation while sustaining marine-industrial uses and promoting mixed-use development along Portland's western waterfront, was completed in 2016.

Thames Street Extension The city is early in the process of planning a road extension of Thames Street and associated utility extensions to facilitate future development in the eastern waterfront that is consistent with the Eastern Waterfront Master Plan.