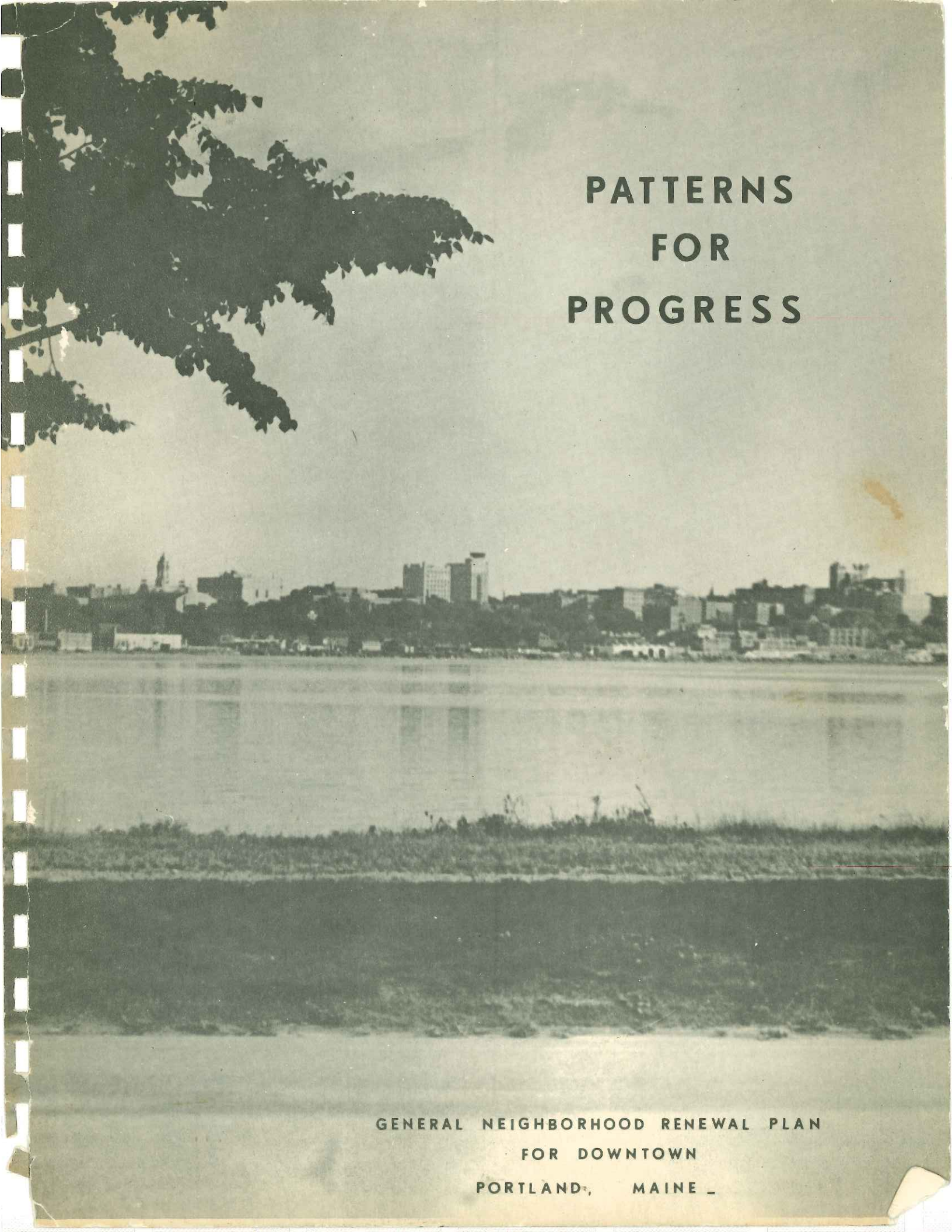

PATTERNS FOR PROGRESS

GENERAL NEIGHBORHOOD RENEWAL PLAN
FOR DOWNTOWN
PORTLAND, MAINE

DOWNTOWN PORTLAND, MAINE

GENERAL NEIGHBORHOOD RENEWAL PLAN

This Report is the result of a two-year planning effort by Victor Gruen Associates, Planning Consultants and Larry Smith & Company, Economic Consultants in cooperation with the Portland Renewal Authority; Portland City Planning Commission and the Greater Portland Chamber of Commerce.

Portland, Maine
January 9, 1967

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INTRODUCTION

This report is part of the General Neighborhood Renewal Plan for the Central Business District of Portland, Maine. An analysis of Portland as it exists today is followed by economic projections indicating the potential of future development in Downtown Portland. On the basis of the analyses and economic projections, planning objectives have been established and the plan concept developed. Finally, the plan itself is presented with a program for implementation.

FINDINGS

The principal findings derived from the economic and physical analyses of Portland are summarized as follows:

Economic Analyses

1. The population of the City of Portland which has been increasing at a moderate rate until 1950, declined by 6.5% for the period 1950 through 1960.
2. Current population of the City in 1965 estimate is approximately 72,400. Current population of the greater Portland region is approximately 157,100.
3. Total non-agricultural employment in the Portland SMSA has risen from approximately 52,600 in 1958 to 55,400 in 1964. This is a relatively small increase, since unemployment rates in 1958 were generally higher than they had been in the 1950's.
4. The City of Portland, with 7.5% of the total population of the State of Maine, accounts for 19.4% of the sales of general merchandise, furniture and apparel stores.
5. Downtown Portland is the place of work for approximately 14,000 persons and has almost 31% of all non-manufacturing employment within the Portland SMSA.

Physical Analysis

1. Portland's location at the northeastern corner of the nation severely limits its potential as a site for many types of industry and production.

2. The location of Downtown Portland on a Peninsula makes it especially susceptible to economic damage from any competitive commercial development elsewhere in the City that might offer ease of access and ample free parking.

3. The proposed Interstate Highway 295 will considerably improve access to Downtown Portland and will assist in removing much of the through traffic from local arterial streets on the Peninsula.

4. Housing conditions in the Downtown area and on the Peninsula present a serious long-range problem. According to the 1960 U.S. Census 28.8% of the housing units in the center of the Peninsula were not in standard condition (sound with all facilities).

5. Downtown Portland has several definable concentrations of dominant land use: a retail area along Congress Street between High Street and Monument Square; an office building concentration around the northern and eastern sides of Monument Square; an area of public buildings located south and northwest of Lincoln Park; a historical institutional centered south of Spring Street between State Street and High Street; and a hotel concentration around the intersection of High Street and Congress Street.

6. Downtown Portland has a compact core concentrated along Congress Street which is located on the crown of a ridge. The ridge slopes down moderately

immediately to the north and south of Congress Street and then slopes down very steeply north of Cumberland Avenue and south of Spring Street.

7. The traffic circulation in the Downtown area is inefficient. Traffic movement is hindered by narrow, discontinuous streets, unsynchronized traffic signalization, curb parking, steep topography.

8. There are insufficient parking facilities in the Downtown area to serve the large number of retail stores, offices and public buildings located there. In 1965, 5,724,000 square feet of floor area requiring parking in the Downtown area was served by only 4,242 parking spaces. Downtown Portland, therefore has an extremely low parking ratio of 0.81 cars per 1,000 square feet of floor area.

PROJECTIONS AND PROPOSALS

The principal projections and proposals for the Portland Downtown area are summarized as follows:

Economic Projections

1. Total employment in the Portland SMSA, which was 62,500 in 1964 is projected to increase to 65,200 in 1970 and to 69,200 by 1980.
2. The projected populations of the Greater Portland Planning Region in the City of Portland, reflecting the relatively modest rate of rate of increase of employment and the resulting out-migration, can be expected to achieve the following totals.

	1965	1970	1975	1980
Greater Portland Planning Region	157,100	161,000	167,000	174,000
City of Portland	72,400	73,000	74,000	75,000

3. If it is assumed that the Downtown area undertakes an ambitious expansion program enabling it to capture a larger share of the total market, comparison retail sales potential for the Downtown is projected as follows:

1965	1970	1975	1980
42,400,000	63,400,000	66,700,000	71,100,000

Recent statistical information has indicated the point of reference for 1965 is somewhat low, however the relationships between projected retail sales figures in succeeding years is still valid.

4. Projected land use requirements to accommodate future growth and to provide for the shopping, business and public needs are based on the past trends of moderate regional population growth and the assumption that the Downtown area undertakes an active development program that will increase its market penetration.

	1980 Accumulative Additional Requirements over 1965 (projected 1980 projected population 75,000)
Retail (Comparison goods)	430,000 square feet
Offices	428,000 square feet
Hotel-Motel	280 units
Government and Community facilities	316,000 square feet
Multi-family residential	815 units
Conventional financing	325 units
Subsidized	490 units

Planning Proposals

Based upon the existing needs of the community, its projected population and economic growth, and the future development requirements, the following proposals are made for the City and the Downtown area:

1. Coordination of highway improvements with the State of Maine in order to:

   a. create a new connection between Portland, the western portion of its metropolitan area and the White Mountain tourist-recreation areas to the west. This facility is to provide an extension to the Interstate 295 Expressway to form a limited access highway from Portland to the City of Westbrook and beyond.

   b. create an extension of this expressway around the western edge of the Portland Peninsula to the South Portland bridge. As waterfront redevelopment activity occurs this expressway will then be extended along Commercial Street around the Eastern Promenade and eventually interconnecting again with Interstate 295.

2. Coordination by the City with interested private groups and institutions to preserve and enhance the following attributes of the City of Portland: the historical area of Stroudwater, the historical area on the Peninsula located generally southwest of Congress Square and the boulevard characteristics of State Street, Baxter Boulevard and the Eastern Promenade.

3. Development of a general neighborhood plan with the Downtown business area to include:

   a. A compact business center to be developed along a pedestrian connector on Congress Street between major new development areas at Congress Square and Monument Square, both developments are proposed to have major retail store sites and public squares.

   b. Improvement of access to Downtown by completely rebuilding Franklin Street and by converting a renovated High Street and a renovated State Street to a one-way pair.

   c. Improved circulation within the Downtown area by means of a continuous ring road around the Downtown which would include the widening and extension of Spring Street to Middle Street and a major renovation and widening of Cumberland Avenue.

   d. Improved circulation within the Downtown area by establishing a traffic recirculatory connector in the vicinity of Preble-Elm Streets.

   e. Decked parking facilities located immediately off the ring-road and adjacent to the retail-office complexes along Congress Street.

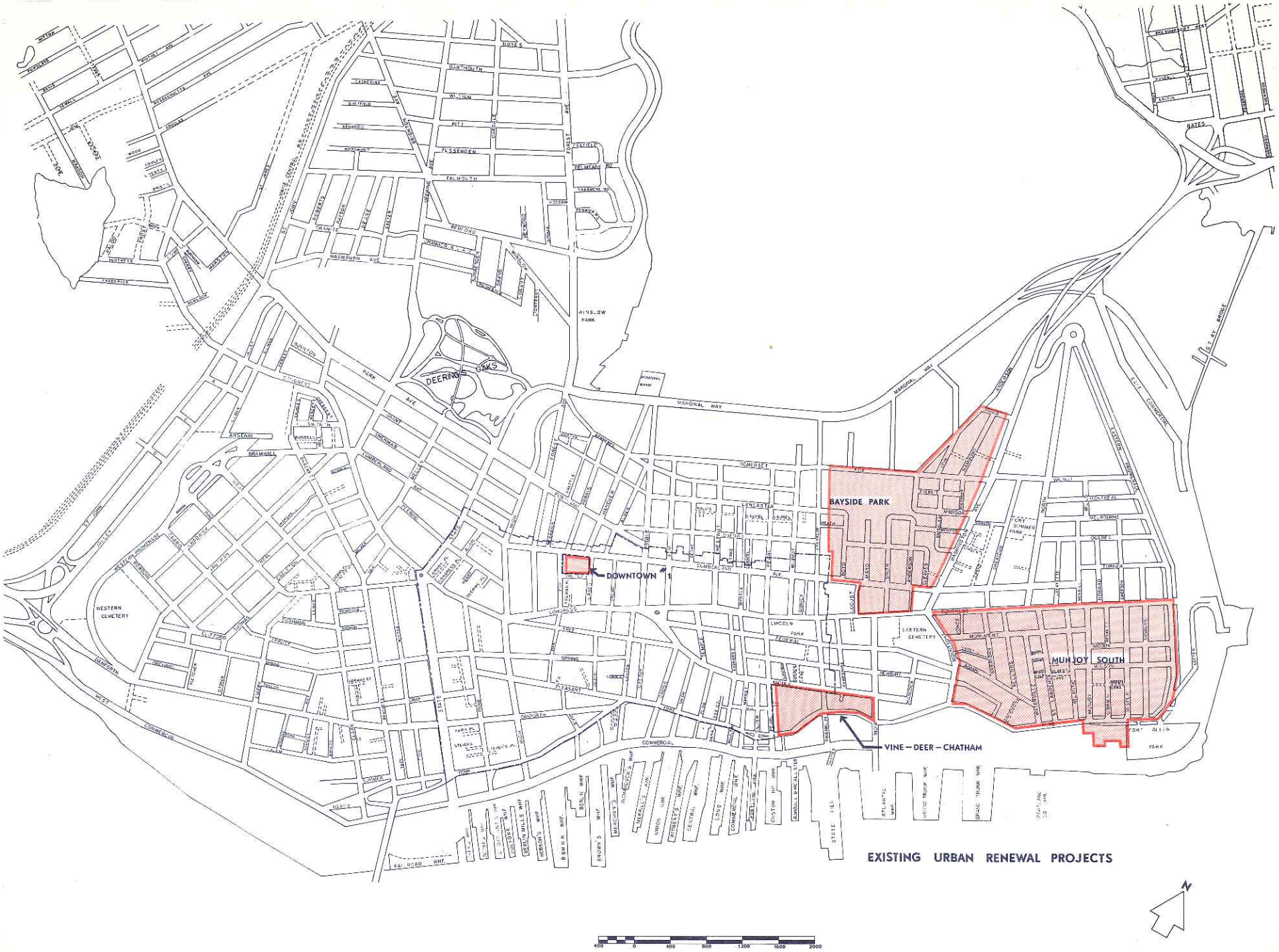
   f. Complete separation of pedestrians from vehicular traffic by taking advantage of the Peninsula's unique topography.

   g. Pedestrian connection between the Downtown areas and the new or redeveloped areas proposed for the fringe of the Downtown area.

   h. Reservation of approximately seven acres in the area of Deering Street for use as a site of a convention-civic center which would closely relate to Portland's existing hotel and motel complex.

i. Reservation of three areas Downtown for development as high density residential neighborhoods: the area immediately north of Lincoln Park, the area south of Spring Street, and the area south of Cumberland Avenue around the Downtown #1 Project.

j. Reservation of the area east of Pearl Street and south of Lincoln Park for development of a public office and public facilities complex.



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ANALYSIS

LOCATION

The City of Portland is the largest and most important city in the State of Maine. It is located in the southern part of the state, approximately 100 miles north of Boston. Because of its location at the northeastern corner of the United States, the City of Portland is not easily accessible to the majority of U.S. markets and therefore has limited potential for major industrial development. As a consequence, Portland and the State of Maine have experienced, and are likely to continue to experience, a population out-migration, with population increases of a modest size relative to the birth rate and natural population increase. Although the city is connected to the rest of the nation by a modern north-south Maine Turnpike, adequate forms of other transportation including rail, water, highway, and air have not kept pace. This results in a higher goods-shipment cost for products produced in Maine and in the City of Portland, which is the primary cause of the city's limited economic and development potential.

As a result of the long-standing economic evolution of the area, the State of Maine and the Portland area have experienced a long term out-migration of the younger segment of its population to the nearby industrialized states of Connecticut and Massachusetts. Opportunities in such industries as research and development, electronics, aviation, and machine tools, as well as opportunities within the major city centers in various forms of office employment, such as insurance, banking, government, wholesaling, transportation and communications, have drained a substantial potential skilled labor force from the State of Maine and from the Portland area. The long-term economic and population trends which are resultant from its location establish a basic framework for the future growth, evolution, and potential development of this part of New England and the City of Portland.

Nevertheless, the State of Maine, in coordination with its cities, can realize significent achievements in gradually building up its economic base through diversification, generous industrial site offerings, and improved transportation facilities. In fact, such a procedure is the only reasonable course of action which is open to a geographical area in such a locational economic position. But the extent of potential growth is modest in Portland, and this will be reflected in any community development or downtown development program. Within this circumstance, however, and given sufficient opportunities to locate in the downtown area, the major portion of business growth and commercial building construction can occur in the concentrated core of the principal urban area, downtown Portland.

TRANSPORTATION

The most important form of transportation serving the Portland area is the highway system. Interstate 95, which will eventually traverse the entire East Coast, is the major road in the State of Maine. Its alignment, which is generally northeast to southwest, closely parallels the more developed areas of the state. In the Portland area, the Maine Turnpike and the Falmouth Spur are routed as Interstate 95.

The Maine Turnpike is a toll expressway running north-south just west of Portland as shown on the State Highway Commission Route Map. The Turnpike has four interchanges within the Portland area:

1. Exit 7 is a major connector to South Portland and Portland via U.S. Route 1.

2. Exit 8 is a major connection to Portland and Westbrook via Brighton Avenue.

3. Exit 9 interchanges with the Falmouth Spur, allowing north-south traffic to bypass Portland via the Turnpike.

4. Exit 10 is a connection to Portland via State Route 100 and Forest Avenue.

Since the Maine Turnpike is a toll road, it has not displaced the function of Route 1, which continues to carry a large share of the north-south traffic directly into and through downtown Portland.

The most important road to Portland from the west is State Route 302, which is the major tie between the White Mountains recreational areas and Portland. Other important regional roads serving Portland include: State Route 25 from the Lake Winnipesaukee recreation area in New Hampshire and State Route 77 which links Portland with South Portland.

Three interstate bus lines serve Portland. As of June 1964, they offered 44 daily trips in and out of the city. Two smaller lines provide service between Portland and areas just outside the region. The PACTS[5/] report recommends that a new major bus terminal be provided to improve Portland's local, regional, and interstate bus service.

Within the Portland region, the Portland Coach Company provides the dominant share of the intra-regional bus service. It serves Portland, South Portland, Westbrook, and Cape Elizabeth. The route lines are predominantly radial, with over a dozen separate routes leading to downtown Portland, where all transfers are made. Although the number of people travelling by bus within the city has been decreasing since World War II, the rate of decrease has lessened recently and a level appears to have been reached at about 17,000 revenue passengers per day on an average annual basis.[6/] The volume of travel by bus is unusually high for a city of Portland's size.

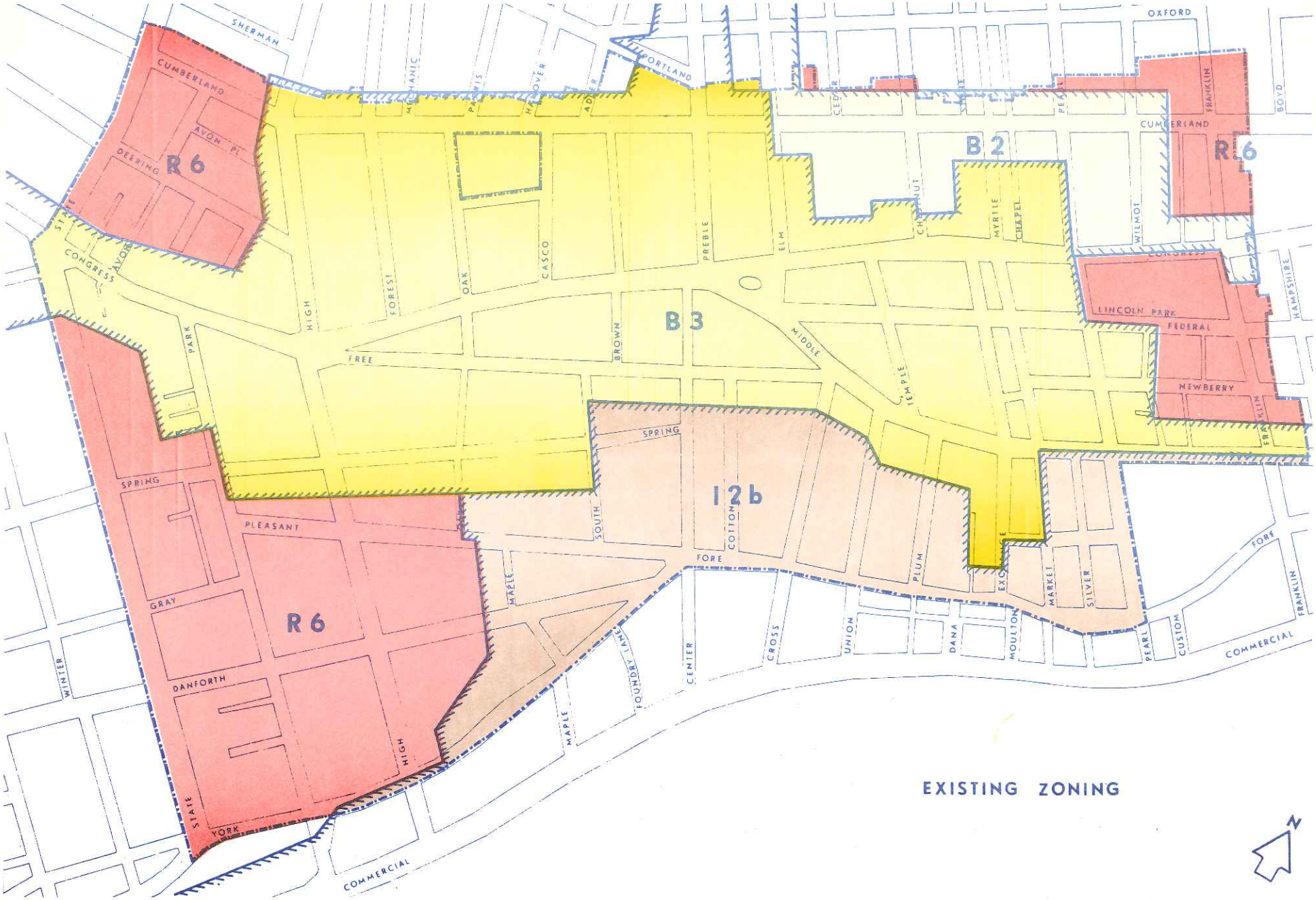
There are three major railroads serving the Portland region: the Boston and Maine, the Grand Trunk Line of the Canadian National, and the Maine Central. The Boston and Maine Railroad provides freight service south from Portland. The Grand Trunk Railway provides freight and very limited passenger service west via Canada and the Maine Central Railroad offers freight service to the north and west. Within Portland, the Portland Terminal Company makes connections between these three railroads. Portland's overall railroad service is adequate for freight, but the passenger service, which has been declining since the end of World War II, is almost nonexistent. The state of Portland's railroad passenger service is reflected by the fact that 2 passenger terminals have been torn down.

Airline service to Portland has been increasing steadily since 1948, according to PACTS. Northeast Airlines provides passenger and cargo service from Portland from both the north and south. The airport is owned and operated by the City of Portland. Unfortunately, it is difficult for ground transportation to reach the airport, and improved access between the airport and the urban area is required as an integral part of the proposed Westbrook arterial highway.

Fourteen hundred people live on the Islands in Casco Bay. They travel to Portland via the Casco Bay Lines Ferries, water taxis and private boats. None of these services has extensive growth potential unless the islands develop to their fullest potential.

GEOGRAPHICAL COMPOSITION

The geographical composition of the greater Portland area is characterized by a gently rolling coastal plain punctuated by numerous bays, inlets, rivers, and harbours along the generally rocky coastline. The City of Portland is comprised of two parts: the Portland peninsula is a 159 ft. high saddle-back hill with promontories to the east and west and with steeply sloping sides to the north and south; connected to it by a narrow neck of filled land is a generally flat, fan-shaped terrain to the northwest. This rock peninsula was the original center of population and economic development of the city and has continued to be the dominant physical and economic entity in the city's 250-year growth. Surrounded on three sides by water, the Portland peninsula is connected at only a limited number of points to the rest of its own city area and to other principal communities of its metropolitan area. This physical circumstance places a severe burden upon any renewal and development program for the present downtown area, and though this burden is not insurmountable, such a program will require a considerably greater effort and expenditure of funds than would otherwise be required for downtown revitalization and renewal. The major portion of such an effort, moreover, must be directed to the improvement of vehicular accessibility between the Portland peninsula and the surrounding metropolitan area. This means new expressways, bridges and arterial streets, not only within the City of Portland, but interconnecting the entire metropolitan area with a major city circulation system. It must be pointed out that, even with considerable effort expended and achievements realized in the improvement of vehicular accessibility to the Portland peninsula, the Portland peninsula will continue to be a basically isolated physical entity which is subject to competition from new business and commercial development sites around the mainland proper in locations tangential to, and more accessible to, the dominant regional highway system.



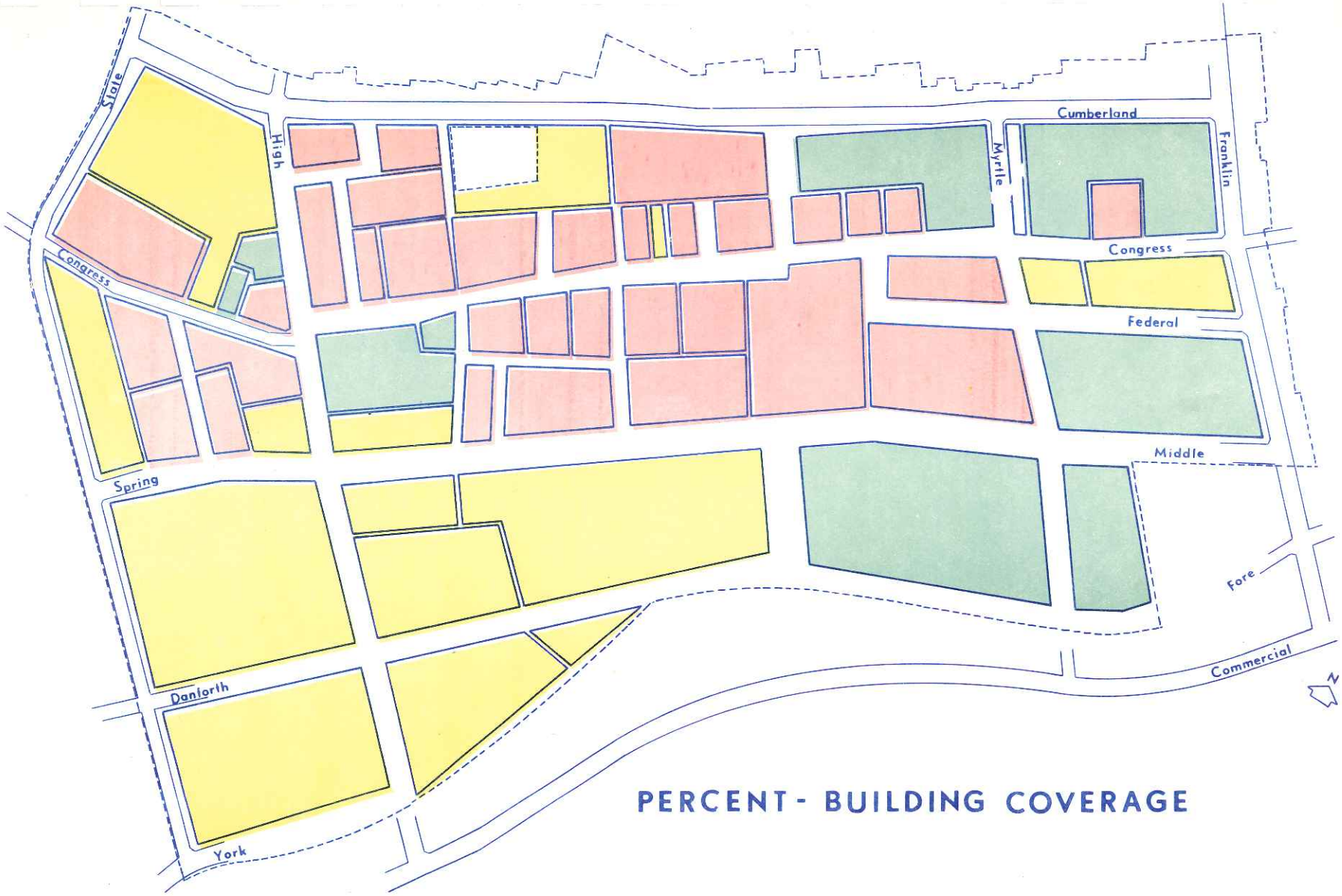
EXISTING ZONING

Thus whatever efforts are made to revitalize and renew the downtown area on the Portland peninsula must be so dramatic, so vigorous, and so unusually attractive that downtown Portland becomes the far superior and dominant potential business center in the entire metropolitan area, without question, and notwithstanding geographical locational considerations.

LAND USE

The Portland peninsula is the core of the city and is comprised of six major land use areas:

1. The Portland Central Business District, located in the geographical center of the peninsular hill along the ridgeline traversed by Congress Street, the traditional business and transportation artery;
2. A mixed wholesaling, warehousing and industrial area, lying on the southern slope of the peninsular hill, adjacent to Portland harbor and the historical site of water commerce;
3. A sizeable residential area on the western bluffs of the peninsula which contains two of the major hospitals of the metropolitan area;
4. A sizeable residential area extending eastward between the Central Business District and the eastern bluffs overlooking Casco Bay;
5. A smaller marginal residential area on the northern slope of the peninsular hill adjacent to the central business area toward Back Cove; and
6. An industrial-commercial area along the lower slope and filled land at the northern edge of the peninsula adjacent to Back Cove and Marginal Way.



PERCENT - BUILDING COVERAGE

0 - 50

50-75

75-100

CIRCULATION

The Portland peninsula is connected to the rest of the city and metropolitan area at six critical points:

the South Portland Bridge to the City of South Portland and the growing suburban area of Cape Elizabeth;

the relatively new Veterans Memorial Bridge to U.S. 1 southbound and to the suburban communities lying to the southwest;

Congress Street, the traditional vehicular entrance to the peninsula, extending westward toward the inland lakes and mountains;

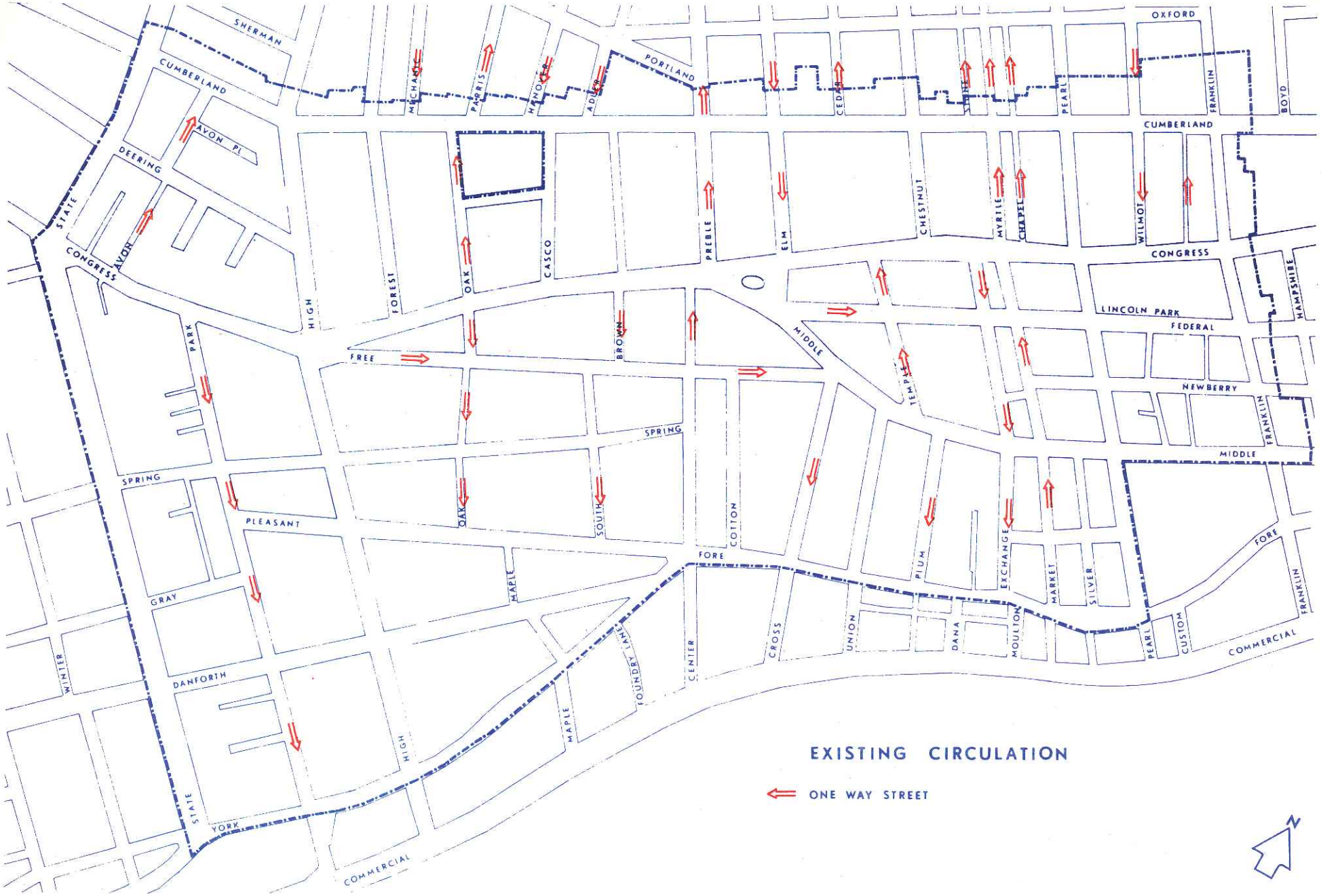
Brighton Avenue, closely parallels Congress Street and is the most direct connection to the Maine Turnpike and the City of Westbrook;

Forest Avenue, which is the principal access route to the peninsula from the bulk of the residential population within the City of Portland and in the Portland metropolitan area;

Tukeys Bridge, a relatively new facility at the northeast corner of the Portland peninsula connecting the city with the Maine Coast and the industrialized communities and population centers which lie between Portland and the Canadian border.

In addition to these principal traffic access routes to the Portland peninsula there is Deering Avenue and Park Avenue, which lie between Forest Avenue and Congress Street and which serve to filter traffic from the northwest portion of the City and from Brighton Avenue into the peripheral circulation facilities of the Portland peninsula.

In total, these existing external circulation contacts with the Portland peninsula provide only 12 inbound moving lanes of traffic and 12 outbound moving lanes of traffic to service the regional city center as well as a sizeable portion of the city's overall population for a metropolitan area of more than 150,000 people. This is an inadequate level of service in capacity alone, notwithstanding the generally unlimited access, on-street parking, and lack of signal synchronization which mark these routes to the Portland peninsula.


SHERMAN
CUMBERLAND
AVON PL
DEERING
STATE
CONGRESS
AVON
PARK
HIGH
FOREST
OAK
CASCO
MERCHANTS
PARRIS
HANOVER
ADELE
PORTLAND
PREBLE
ELM
CEDAR
CHESTNUT
MYRTLE
CHAPEL
WILMOT
PEARL
OXFORD
FRANKLIN
BOYD
CUMBERLAND
CONGRESS
HAMPSHIRE
LINCOLN PARK
FEDERAL
NEWBERRY
MIDDLE
FRANKLIN
MIDDLE
TEMPLE
BROWN
FREE
SPRING
SPRING
PLEASANT
OAK
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COTTON
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ONE WAY STREET
N

Important arterials on the peninsula itself include Commercial Street, which serves the waterfront area south of the downtown core and Marginal Way, which serves the industrial area along Back Cove. Although Commercial Street and Marginal Way follow the southern and northern edges of the peninsula respectively, they do not form a continuous loop around the edge of the peninsula. Commercial Street's effectiveness is reduced by unloading trucks and railroad grade crossings. Marginal Way has much industry along it which must be serviced and which interferes with its function as a major traffic carrier.

Within the downtown area, Congress Street follows the top of the peninsula saddle and is traditionally the main thoroughfare. Most of the large retail stores front on Congress Street. Cumberland Avenue is the only adjacent street parallel to Congress Street which is continuous. Cumberland Avenue's capability for carrying large traffic volumes is hindered by its narrow pavement width, its high-crowned, sloping roadbed and by the curb parking permitted along it.

There are three continuous streets crossing the peninsula near the downtown area. State Street, High Street and Franklin Street. Both State Street and High Street are west of the downtown area, while Franklin Street crosses the peninsula at some distance to the east of the downtown area. In addition, Pearl Street, although it is not continuous across the peninsula, is heavily used as a cross-town street. All four cross-town streets permit curb side parking and they all have two-way traffic. The result is that traffic recirculation within the downtown area is inefficient and disorganized.

The existing street pattern does not serve the Portland downtown adequately.

With two exceptions all vehicular access to the Portland peninsula is from the northern side of the peninsular hill. The South Portland Bridge approach is connected most indirectly with High and State Streets, yet is the only connection to the direct south. The Veterans' Memorial Bridge crosses the Fore River from the extreme southwest corner of the peninsula. The most direct connection to the downtown from the bridge is Danforth Street, which is inadequately designed for heavy traffic and is located in a residential area. Since traffic volumes in the Portland region are projected to increase 30-33% in the next twenty years,7/ the existing traffic pattern will become increasingly inaffective unless substantial improvements are planned, financed and constructed.

POPULATION

Past Trends of Population Characteristics

The City of Portland has a population of 72,400 8/ There has been no net population growth in the City in the last two decades and only moderate growth in the Greater Portland Planning Region in the last decade, as indicated on Table 1. The absolute population within the city declined by over 5,000 during the 1950-60 decade.

These trends of slow growth in the region and decline in the city are the consequence of outmigration. Estimates of the outmigration are derived in Table 2. There was considerable outmigration in the decade of the 1950's but the rate has decreased in the first half of this decade.

The outmigration consists mostly of young men, some with families, looking for better employment opportunities. Since this outmigration has been continuing for fifteen years, there are proportionately fewer young people and middle aged people in Portland than there are in the United States generally.

Table 3 presents a percentage distribution by age and sex, of the United States population and of the Portland population. A comparison between the U.S. and Portland in this table indicates that the outmigration has reduced the proportion of Portland's population under age 44 and has left it with a larger proportion of people 45 years of age and older.

The concentration of people over 65 years of age is especially great in Portland and becomes greater toward the center of Portland. U.S. Census Tract 7, a large part of the General Neighborhood Renewal Plan area, has 40.7% of the population aged 65 and over.[9/] For the downtown area, these people represent a potential close-in housing market. Senior citizens do not need as much space as families, thus apartments in planned development clusters which are economically feasible in downtown areas, are both desirable and possible.

The composition of the metropolitan Portland population is further indicated by tables 4, 5, 6, and 7. Table 4 indicates the employment composition and totals of the Portland metropolitan area labor force and compares them with the composition and totals of the City of Portland. The role of the city as a center for offices and stores is indicated by the high proportion of clerical and sales workers it employs. Table 5 is a graphic illustration of prevailing family median income levels among the communities of the metropolitan Portland area, compared to a national average and an average for two urbanized New England states. Clearly indicated is the predominant low-wage scale of this portion of the country as compared with more urbanized and industrialized areas. Table 6 is a presentation of the national origin of the metropolitan Portland area population. Portland does not have any large minority group; 87.6% of the population are natives of the United States or Canada.

TABLE 1

HISTORICAL POPULATION GROWTH

1930-1960

	1930	1940	1950	1960
Greater Portland Planning Region				
Total Population	114,875	123,796	143,260	150,999
% increase over previous census	-	7.8	15.7	5.4
City of Portland				
Total Population	70,810	73,643	77,634	72,566
% increase over previous census	-	4.0	5.4	-6.5

Source:

Larry Smith & Company Economic Review of the Portland Area, June 1, 1965

TABLE 2

ESTIMATES OF OUTMIGRATION 1950-1965

FOR THE GREATER PORTLAND PLANNING REGION

1950 Population			143,260
Births	1950-1959	30,053	
Deaths	1950-1959	-16,525	
Total Natural increase			16,528
Population for 1960 on the Basis of Natural increase			159,788
1960 Population			150,999
Net Migration 1950-1959			-8,789
Births 1960-1964		17,141	
Deaths 1960-1964		-9,071	
Total Natural increase			8,070
Population for 1965 on the Basis of Natural increase			159,069
1965 Population (Estimate)			157,100
Net Migration 1960-1964			-1,969

Source: Larry Smith & Company, Economic Review of the Portland Area, June 1, 1965

TABLE 3

PERCENTAGE DISTRIBUTION OF POPULATION BY AGE & SEX IN 1960
FOR THE UNITED STATES, THE GREATER PORTLAND PLANNING REGION & PORTLAND

Age Grouping	UNITED STATES Male	UNITED STATES Female	GREATER PORTLAND PLANNING REGION Male	GREATER PORTLAND PLANNING REGION Female	PORTLAND Male	PORTLAND Female
0-19	19.5	19.0	18.5	18.5	17.0	17.7
20-29	5.9	6.1	4.9	5.7	4.8	5.7
30-44	9.8	10.3	9.1	10.0	8.4	9.6
45-64	9.8	10.3	10.1	11.4	10.3	12.4
65 & Over	4.2	5.1	4.8	7.0	5.5	8.5

Sources: Portland Economic Region Population & Housing Data, 1960
Statistical Abstract of the United States, 1964

The median educational attainment of the Portland population is higher than either the United States or the Northeast, as indicated in Table 7. The percentage of college graduates among the population 25 years and older is 7.66%[10/] in the United States and 6.92%[11/] in the Portland region, indicating that the relatively high median attainment level is not the result of a large proportion of college graduates among the Portland population. The percentage of Portland's population that are high school graduates, however, is higher than the national average.

These graphic illustrations of the population composition characteristics of the citizens of the metropolitan Portland area and of the City of Portland provide additional insight into the potential market for goods and services which can be supplied by the Portland Central Business District and also indicate the general economic, social, and cultural attainment levels which are factors in not only the planning but in the undertaking of any downtown renewal and improvement program.

PUBLIC, CULTURAL, AND RECREATIONAL FACILITIES

Educational Facilities

Portland's 27 elementary schools have a capacity for 8,910 students. The number of rooms is more than adequate for the projected population growth through 1980, unless the current pupil-teacher ratios are reduced. However, population shifts and facility obsolescence will require some construction. There are four junior high schools and the present enrollment exceeds the design capacity of 3,050.

TABLE 4

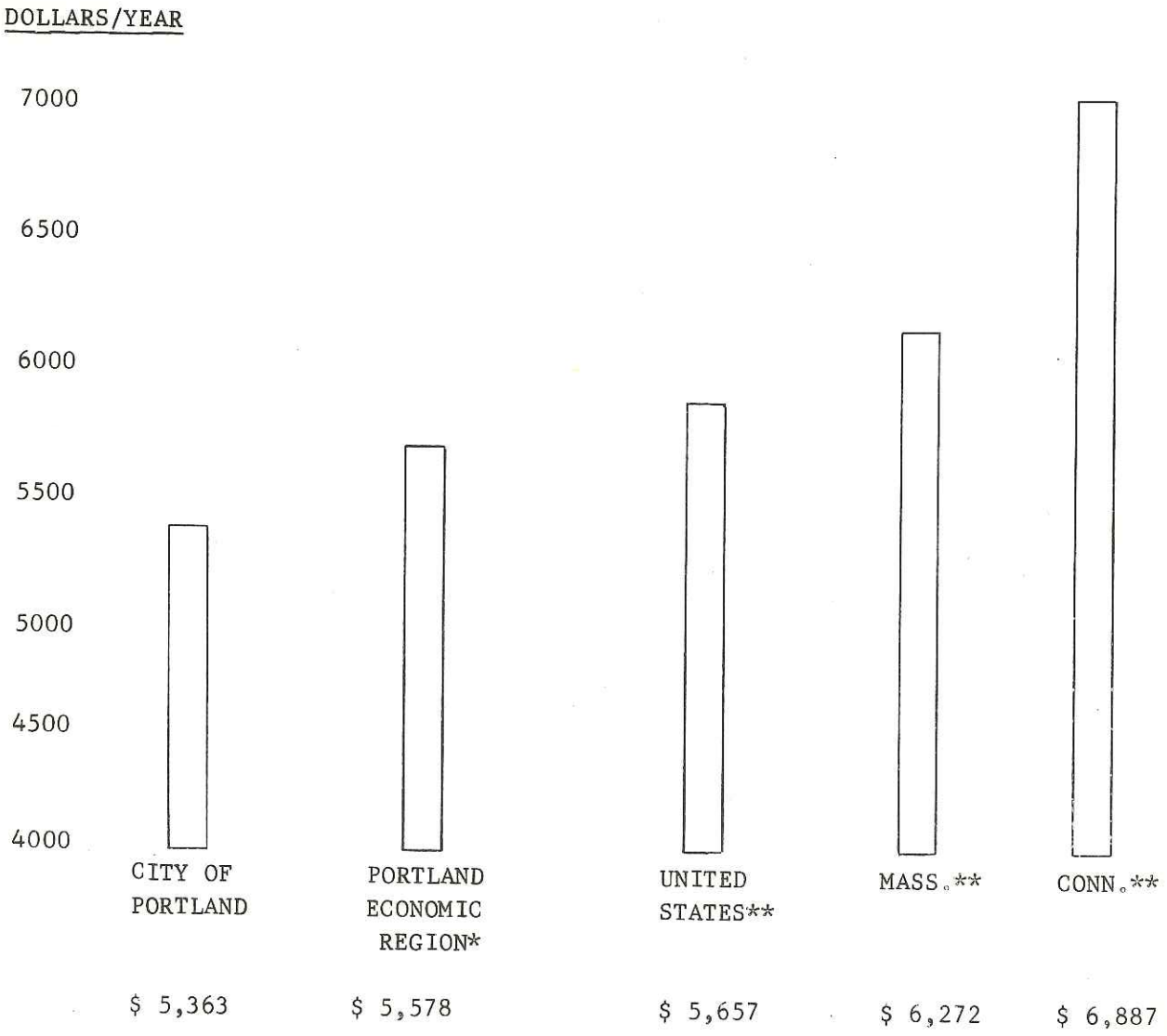
EMPLOYMENT COMPOSITION

	Portland Economic Region			City of Portland		
Rank	Occupation	No.	%	Occupation	No.	%
1	Operatives	10,521	18.7	Clerical	5,411	19.5
2	Clerical	9,435	16.7	Operatives	4,322	15.6
3	Craftsman	7,628	13.5	Craftsman	3,216	11.5
4	Sales Workers	6,259	11.1	Sales Workers	2,813	10.1
5	Professional	5,839	10.3	Professional	2,801	10.1
6	Managers	5,290	9.4	Managers	2,678	9.6
7	Service Workers	4,505	8.0	Service Workers	2,614	9.4
8	Laborers	2,787	4.9	Laborers	1,381	5.0
9	Priv. Household	1,326	2.3	Priv. Household	699	2.5
10	Farm Laborers	384	0.7	Farm Laborers	43	--
11	Farmers	329	0.6	Farmers	11	--
TOTAL		56,528	100%		27,796	100%

Source: Portland Economic Region Population and Housing Data, 1960

Table 5

MEDIAN FAMILY INCOME



* Portland Economic Region Population & Housing Data, 1960

** Statistical Abstract of U.S., 1959

TABLE 6

COUNTRY OF ORIGIN

PORTLAND ECONOMIC REGION*

Rank	Country	No.	%
1	Canada	19,582	12.9
2	Ireland	3,902	2.6
3	Italy	3,602	2.4
4	United Kingdom	3,045	2.0
5	U.S.S.R.	1,364	0.9
6	Poland	928	0.6
7	Germany	808	0.5
8	Norway	633	0.4
9	Sweden	629	0.4
10	Austria	118	0.1
TOTAL FOREIGN STOCK		38,236	25.3
TOTAL POPULATION		151,161	--

*Table II - Social and Economic Characteristics of the Population

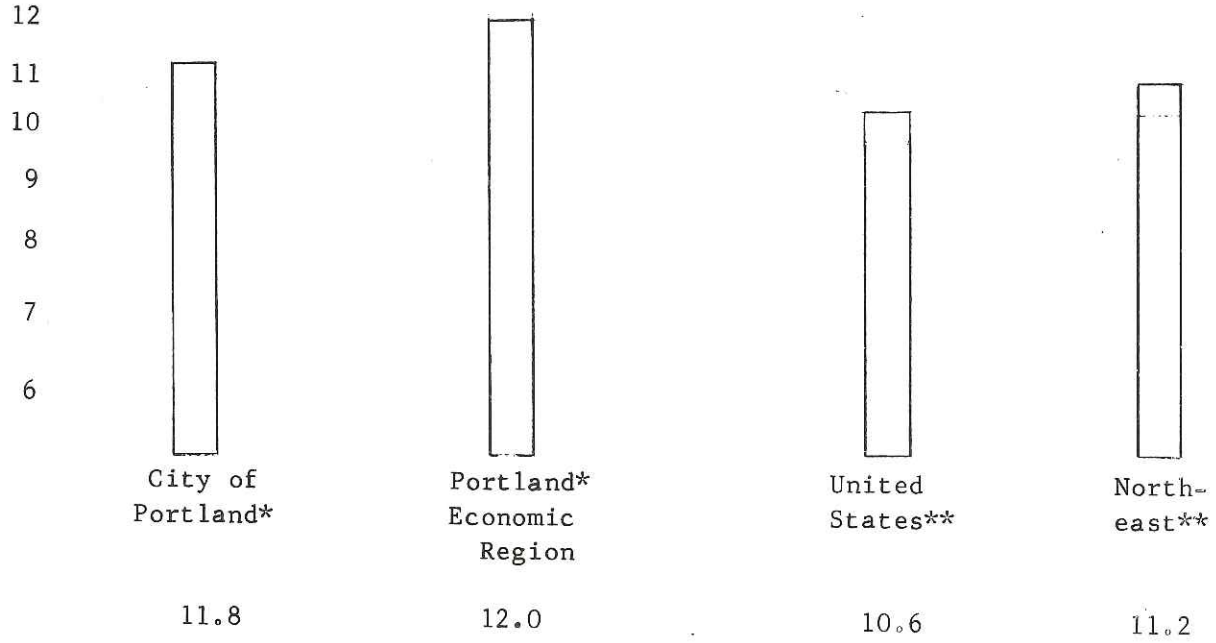
Portland, Maine Economic Region Population & Housing Data-1960

Total 1960 Negro Population - Maine = 3,318**

**Statistical Abstract of the United States - 1964

Table 7

MEDIAN EDUCATIONAL ATTAINMENT LEVEL



* Table 11 - Social and Economic Characteristics of the Population

Portland Maine Economic Region Population and Housing Data, 1960

** Statistical Abstract of the U.S., 1964

New rooms may have to be added to the Moore School in northern Portland (the fastest growing section of the city) to cope with projected growth in that area. The two high schools in Portland are large enough to handle population projections through 1980 with their joint design capacity of 3,000 students. Nevertheless, the revisions in the state law increasing the minimum age for mandatory attendance and the effects of the Economic Opportunity Act on drop-out may nullify recent enrollment forecasts. There are six public schools within the downtown area. Portland High School and its adjunct, the Walker Vocational School, are on Cumberland Avenue, and the Woolson Elementary School is just off Cumberland Avenue on Chestnut Street. Two other elementary schools, Jackson and True lie in the western half of the downtown area while Staples School, which has special classes only, is south of the downtown core. All of these schools, except Portland High School are old and deficient structures.

There are three institutions for advanced education in the Portland region and nine in the City of Portland itself. The institutions in the Portland region are St. Joseph's College in Standish, the Maine Vocational-Technical Institute (a two-year trade school in South Portland), and Gorham State Teachers College which has an enrollment of 700 undergraduate students.

The University of Maine is the largest institution in the City of Portland offering higher education. The main campus of the University of Maine is in Orono, in central Maine. The University of Maine in Portland has three separate branches: a 3-year law school, an undergraduate school of business administration, and a school offering the first two years toward a liberal arts degree. The law school is located in downtown Portland.

Westbrook Junior College for Women is a well accredited school which offers two-year programs in liberal arts, medical technology, and secretarial study. The School of Fine and Applied Arts, located within the historical area of downtown Portland, is operated by the Art Museum and offers four-year programs in art education and commercial art. The four other schools offering advanced education in Portland are Gray's Portland Business College, Northeastern Business College, the Maine Medical Center School of Nursing, and the Mercy Hospital School of Nursing. These last two schools are affiliated with two of the major hospitals in Portland. These hospitals employ over 1,400 people and both the Maine Medical Center and Mercy Hospital have a considerable economic impact upon the business district.

Cultural Facilities and Historical Buildings

The Human Resources Committee of the Portland Advisory Committee (PACE) released a report on November 1, 1964, stating that the physical facilities for every group they studied were "totally inadequate and outmoded". Their report included the Lyric Theater, Maine Historical Society, Portland Players, Portland Society of Art (School and museum), Portland Symphony Orchestra, the Society of Natural History and the Women's Literary Union. PACE recommended that a feasibility and financing study be undertaken for a cultural complex or arts center on the basis of the existing inadequate facilities. All of these organizations except one own or use facilities located in the downtown area, as indicated on the existing Community Facilities Map.

Other facilities located in the downtown area include the Boy's Club, the Public Library, the YMCA, and the YWCA. Of these, only the YWCA on Spring Street is in a new building.

The Historical buildings in Portland, although somewhat scattered, are mainly concentrated in Stroudwater and downtown Portland. Stroudwater offers an unusual concentration of 18th and 19th Century houses grouped in an area which has not been overrun by later development. Downtown Portland, in addition to the Wadsworth-Longfellow House on Congress Street, has many buildings dating from the 19th Century. They are in the southwestern part of the downtown area along Park, Danforth, High, Pleasant, and Spring Streets. The red brick sidewalks and fine elm trees lining these streets add greatly to the charm of these buildings.

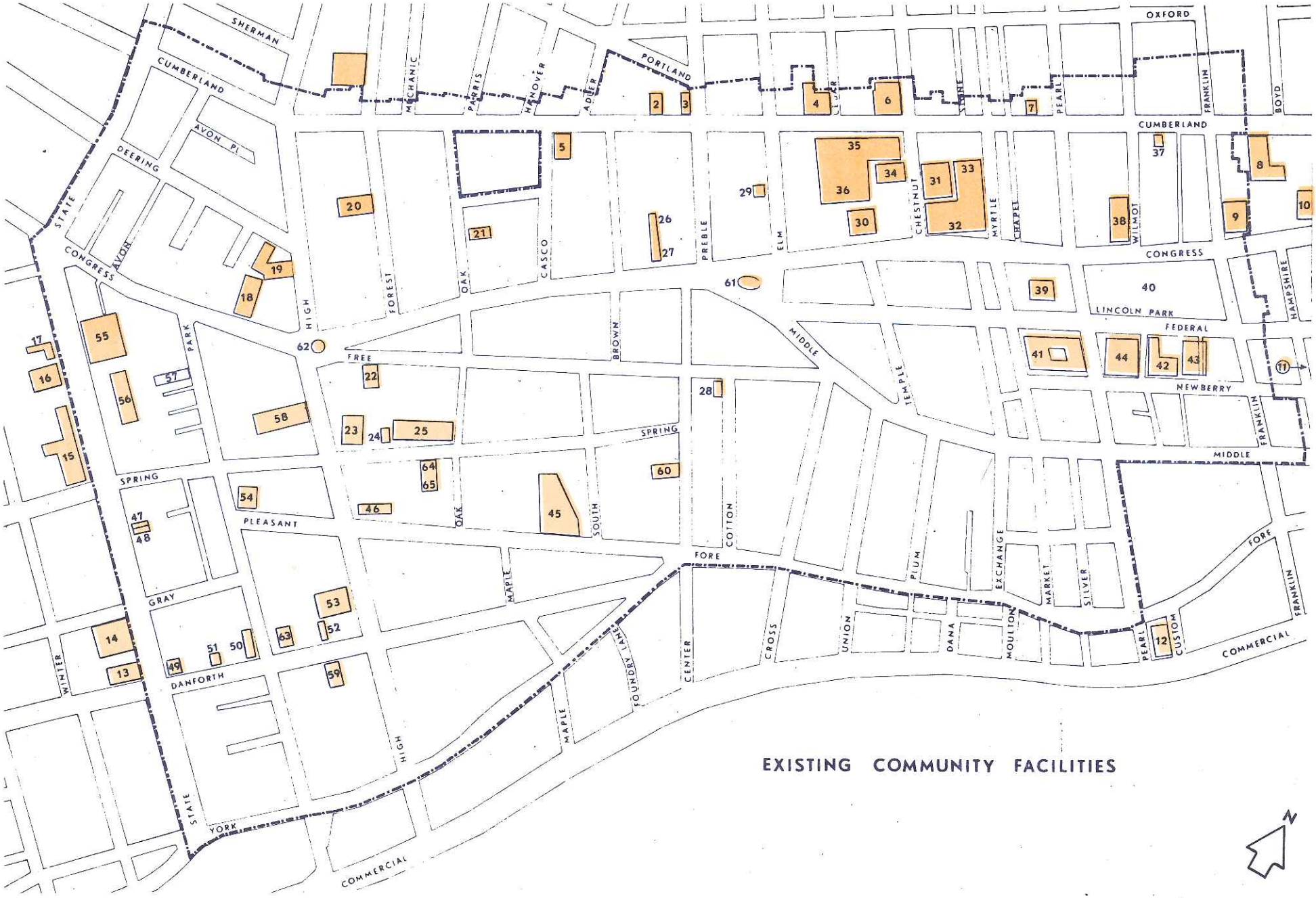
Recreational Facilities

The rocky coasts, mountain lakes, and extensive forests of Maine attract tourists from all parts of the nation. The Portland region has no recreational facilities comparable to Acadia National Park in Bar Harbor or the White Mountain National Forest in nearby New Hampshire. It does, however, have several areas which offer the potential for becoming attractive recreational areas. A State Park at Crescent Beach is being constructed, and if fully developed, the 5,400 foot shore line could provide accommodations for 350,000 people a season. It would be for day use only, with picnicking and bathing. Access from Portland to Crescent Beach is via State Route #77 through South Portland. Crescent Beach is especially important to Portland since no overnight facilities are planned there and it is only eight or ten miles from downtown Portland.

The National Recreation Association has recommended that Portland acquire land along the Stroudwater River for use as a natural park. This plan is well considered and the park might even include an outdoor museum, such as Sturbridge Village in Massachusetts, centered around the many 18th and 19th Century houses in the Stroudwater community.

Back Cove is presently an area of tidal flats into which chlorinated waste is dumped. There will be $7.5 million spent on collecting this waste and pumping it out to sea. The Portland Advisory Committee recommended to the City Council that Back Cove be dredged to allow sailboating, that Baxter Boulevard be extended along the southern and western shores to Diamond Street and that a marina be placed on the shore near Diamond Street. The extension to Baxter Boulevard would be placed on fill dredged from the Cove. These are ideas upon which the location of I-295 has a drastic effect inasmuch as it is proposed that the Interstate Highway will extend from Tukeys Bridge along the southern shore of Back Cove to a point on the western shore in the area of Winslow Street.

There are 17 parks within the city, including the 18-hole municipal golf course bordering the Presumpscot River in northern Portland. Portland's two most important parks on the peninsula are Deering Oaks and Eastern Promenade. Deering Oaks has well developed facilities placed among fine trees, including a large exposition building with indoor recreational facilities. Eastern Promenade with its splendid site of almost 54 acres, is located on the bluff overlooking Casco Bay. The Promenade can and should become an outstanding facility, although a more immediate need in the city is the provision of new parks and children's playgrounds throughout the city.



EXISTING COMMUNITY FACILITIES

ECONOMIC ANALYSIS

Population Trends and Projections

The population in the City declined considerably between 1950 and 1960 but the rate of decline has slowed down since 1960. This is indicated by a comparison of the 1965 (estimated) population with the historical population in Table 8. The projections indicate that a very gradual population gain will now commence with most of the growth concentrated in the 20-39 age group and the over 60 age group. The projected growth of these two age groups is significant for the downtown plan since they form the basis for a future market of multi-family housing that could be placed close to the downtown core.

Table 8*

Age Distribution of Population
City of Portland

Age Group	Historical		Change	
	1950	1960	Population	Percent
Under 20	23,385	25,201	1,816	7.8%
20-39	22,314	16,274	(6,040)	(27.1)
40-59	19,092	17,309	(1,783)	(9.3)
Over 60	12,843	13,782	939	7.3
Total Population	77,634	72,566	(5,068)	(6.5%)

Age Group	Projected			
	1965	1970	1975	1980
Under 20	25,400	26,000	26,500	27,000
20-39	16,100	16,000	17,400	18,800
40-59	16,800	16,500	15,000	13,600
Over 60	14,100	14,500	15,100	15,600
Total Population	72,400	73,000	74,000	75,000

Population growth in the Portland region is projected on the basis of a continuation of the gradual growth in the total number of people employed. Table 9 indicates the population projections for both the city and the region.

*Source: Part B, Projection of Downtown Portland Land Use Demands, Larry Smith & Company, January 24, 1966.

TABLE 9

POPULATION PROJECTIONS OF GREATER PORTLAND PLANNING REGION AND THE CITY OF PORTLAND

	Actual	Projections		
	1965	1970	1975	1980
Greater Portland Planning Region	157,100	161,000	167,000	174,000
City of Portland	72,400	73,000	74,000	75,000

Source: Economic and Real Estate Development Analysis, Larry Smith and Company, June 1, 1965

Employment Projections

A number of studies of the economic base of the City of Portland and the Portland metropolitan area have been undertaken over the past fifteen years, including those by Real Estate Research Corporation, Larry Smith and Company, A. D. Little Inc., Maine State Department of Economic Development and Greater Portland Chamber of Commerce. The economic base of the greater Portland area has been characterized by a mixture of declines and slight gains in various sectors of industry and commerce, although there has been very little change in the total number employed. The total work force in the Portland SMSA[12/] varied by less than 800, out of a total of 62,000, during the period 1954-1963.

During this same period, employment levels have declined in the lower-wage manufacturing industries for textiles and food products, while gains have been experienced in metal and machinery production, real estate, finance, insurance, government, and retail trade. Generally static situations have been experienced in agriculture and construction, and sharp declines have been experienced in transportation. Continued concentration of state financial and management activities in Portland have accounted for the strong growth in office employment in the finance, real estate, and government fields.

These economic trends represent a variety of occurrences, technological evolution, and regional economic changes. Abandonment of passenger service by regional railroads and sharp curtailment of railroad freight operations has not yet been counterbalanced by employment increases in the trucking and air transportation fields. The fishing industry has substantially declined, and wharves and dockage are now abandoned, vacant, and under-utilized. The Port of Portland, which was once one of the major ports on the eastern seacoast, now is primarily a terminus for handling petroleum and no longer makes a significant contribution to the economy of the City of Portland.

Against this background, Larry Smith & Company and projected total employment on the basis of recent trends in employment and the recent slow growth of the total regional population. Total employment in the Portland SMSA is projected as follows:

	1964	1970	1980
Total Employment	62,500	65,200	69,200

The slow employment growth projected is not inevitable. Industry must be attracted to Portland, however, to accelerate employment growth. The City of Portland administration, in the face of this difficult situation, is attempting to implement the suggestions for attracting industry that its economic consultants have recommended in recent years.

Land Use Projections

Downtown Portland has experienced a very significant decline over the past decade. Although the major retailers have experienced varying degrees of modest business increase, a large number of smaller firms have gone out of business or have had severe sales declines. Statistics compiled and tabulated by the U.S. Census of Retail Trade and presented in Table 10, indicate that comparison goods retail sales in the City of Portland increased modestly from $51.4 million dollars to $53.8 million dollars between 1954 and 1963. Comparison goods retail facilities were primarily concentrated in the downtown Portland area until 1958. Since 1958, two modest-sized shopping centers have been constructed outside of downtown Portland but within the city. Although the U.S. Census of Retail Trade does not tabulate downtown comparison goods retail sales separately from City of Portland sales, an assumption is made that comparison goods retail sales outside of the downtown area represented a generally constant level of approximately $1,000,000 per year throughout the early portion of this statistical period, and with the advent of the newer shopping centers outside of the downtown area that this figure increased from approximately $1,000,000 to the range of 10-12 million dollars at the present time. Therefore, the remainder between shopping center diversions from the downtown area and city-wide comparison goods retail sales indicates a declining comparison goods retail sales volume in the downtown area; 50.4 million dollars in 1954, 51.3 million dollars in 1958, and 41.8 million dollars in 1963. These sales, as derived in Table 11 represent not only a significant dollar decline in downtown comparison goods retail sales, but also a rapidly declining downtown share of the potential metropolitan retail market.

Total comparison goods retail sales in the Portland trade area as determined by the U.S. Census of Retail Trade indicate a total volume of 84.8 million dollars in

TABLE 10

RETAIL SALES IN THE CITY OF PORTLAND

1954, 1958, 1963

Type of Store	1954 Establishments	1954 Sales (000's)	1958 Establishments	1958 Sales (000's)	% Change in Sales 1954-1958	1963 Establishments	1963 Sales (000's)	% Change in Sales 1958-1963
Retail Trade Total	954	135,160	1,021	142,826	5.7	753	155,494	8.9
Comparison Goods	259	51,389	283	52,249	1.7	206	53,788	2.9
Variety	27	5,426	14	5,307	-2.2	10	5,771	8.7
Department Store[a]	18	16,269	17	15,617	-4.0	17	22,707	45.4
Apparel	95	10,377	91	12,451	20.0	61	8,086	-35.1
Furniture and Appliances	52	5,240	65	5,384	2.7	47	5,787	7.5
Other Comparison Goods[b]	67	14,077	96	13,490	-4.2	71	11,437	-15.2
Convenience Goods	312	32,223	296	36,794	14.2	205	40,054	8.9
Food	266	25,162	249	31,053	23.4	168	34,913	12.4
Hardware	7	1,150[d]	14	1,669	45.1	9	1,674	.3
Drugs	39	5,911	33	4,072	-31.1	28	3,467	-14.9
Other Retail	325	48,138	392	50,474	4.9	308	57,280	13.5
Eating and Drinking	138	7,134	171	6,295	-11.8	136	8,088	28.5
Gasoline Stations	72	4,623	79	5,520	19.4	60	5,585	1.2
Automotive Dealers	41	21,033	46	24,259	15.3	37	31,895	31.5
Lumber	19	3,831[d]	18	3,363	-12.2	17	2,354	-30.0
Miscellaneous Retail[c]	55	11,517	78	11,037	- 4.2	58	9,358	-15.2
Non-Store Retail	58	3,410	50	3,309	- 3.0	34	4,372	32.1

a) General merchandise group stores less variety stores.

b) Sporting goods, book, jewelry, florist, camera, liquor, gift, hobby and religious stores.

c) All stores not classified elsewhere.

d) Estimated

* Source: Part B Projection of Downtown Portland Land Use Demand, Larry Smith & Company, January 24, 1966

1954, increasing to 87.8 million dollars in 1958, and 95.7 million dollars in 1963. (See Table 11). However, of this total, the City of Portland was able to attract only 51.4 million dollars in 1954, slightly increasing to 52.3 million dollars in 1958, and slightly increasing again to 53.8 million dollars in 1963, or a declining share of from 60.6% to 56.3% over the ten-year period. During this same period of time, the downtown Portland share of the metropolitan comparison goods retail market is estimated to have declined from 59% in 1954 to 58% in 1958 and to 43.7% in 1963.

Interpreted from another viewpoint, downtown Portland has had a declining share of the total potential comparison goods retail market in the Portland metropolitan area. By multiplication of the average annual per capita expenditures for retail comparison goods times the estimated increasing metropolitan population, the total potential comparison goods retail sales market in the metropolitan Portland area can be derived. The total comparison goods retail potential has increased from 81.1 million dollars in 1954 to 91.2 million dollars in 1958, and to 108.4 million dollars in 1963. By comparing the comparison goods retail potential (Table 12) with the actual experienced comparison goods retail sales in the metropolitan Portland area (Table 11), it is indicated that in 1954 the Portland area was experiencing approximately 3.7 million dollars of additional comparison goods retail sales through imports of visitor expenditures and travellers, tourists, and other shoppers crossing the delineated retail trade area boundary. This situation had reversed by 1958, with a net export of approximately 3.4 million dollars, through transfer of comparison goods sales to retail stores outside of the Portland metropolitan trade area, probably in the direction of Portsmouth, New Hampshire, and Boston, Massachusetts. By 1963, this comparison goods retail export had increased to approximately 12.7 million dollars, or 11.7% of the total metropolitan Portland comparison goods retail sales potential.

TABLE 11

COMPARISON GOODS SALES - PORTLAND AREA
1954, 1958, 1963 and 1965

		Sales (000)				Percent			
		1954	1958	1963	1965*	1954	1958	1963	1965*
(1)	Trade Area	$84,800	$87,800	$95,700	$104,200	100.0	100.0	100.0	100.0
(2)	Trade Area Outside SMSA	24,710	26,780	28,581	31,260	29.1	30.5	29.9	30.0
(3)	Portland SMSA	$60,090	$61,020	$67,119	$ 72,940	70.0	69.5	70.1	70.0
(4)	SMSA Outside City	8,700	8,770	13,329	15,360	10.3	10.0	13.9	15.0
(5)	City of Portland	$51,390**	$52,250	$53,790	$ 57,310	60.6	59.5	56.2	55.0
(6)	City Outside Downtown Area	1,000	1,000	*** 11,990	*** 12,000	1.2	1.1	12.5	11.5
(7)	Downtown Portland	$50,390	$51,250	$41,800	$ 45,310	59.4	58.4	43.7	43.5

*Estimated on basis of past trends.
**For total City of Portland retail sales, consult Table 10
***Sales of Pine Tree and Portland Shopping Centers, estimated by Larry Smith & Company on basis of field survey.

Note: All sales rounded to nearest $10,000
Source: U.S. Census of Business Retail Trade, 1954, 1958 and 1963, Part B
Projection of Downtown Portland Land Use Demand,
Larry Smith & Company, January 24, 1966 (Revised 4/15/66)

TABLE 12

Estimated
Downtown Portland Comparison Goods Sales
and Trade Area Potential
(000)

	1954	1958	1963	1965
Trade Area Sales Potential	$81,100	$91,200	$108,400	$118,450
Downtown Portland Sales	$50,390	$51,250	$ 41,800	$ 45,310
Sales as % of Potential	62.1%	56.2%	38.6%	38.3%

Source: Table XI from Part B Projection of Downtown Portland Land Use Demand, Larry Smith and Company, January 24, 1966 (Revised 4/15/66)

Analysis of the individual changes which have been experienced in various categories of retail sales between these statistical checkpoints of 1954 and 1963 indicate a complex pattern of change which has occurred apparently as the result of the entrance of the two moderate sized shopping centers within the City of Portland but outside of the downtown area. Between 1954 and 1958, modest retail sales increases were experienced in comparison goods and other retail categories. Subsequent to the entrance of the shopping centers and within the period 1958-1963, Table 10 shows that substantial increases of 7.1 million dollars were experienced in the category of department store-type merchandise (the category into which the new shopping centers basically fall), but concomitant declines of 4.4 million dollars, or 35%, in retail apparel sales, thus indicating that the new shopping centers, though not substantially affecting the operational levels of major downtown department stores, have had a most severe impact upon the general apparel field, and in particular, the smaller specialty apparel shops and stores in the downtown area. Specifically, between 1958 and 1963, thirty individual apparel firms went out of business or otherwise disappeared from the City of Portland's list of retail establishments. At the same time, apparently, two department store operations went out of business somewhere in the City of Portland since two were added. In both cases, these declines in the number of retail firms probably occured in the downtown business area.

The impact of shopping center activities upon the downtown Portland area is further substantiated by surveys of downtown retail floor space which were conducted in 1958 and again in 1965 by the Portland Planning Board, tabulated in Tables 13 and 14. These studies indicate that over this 7-year period approximately 148,000 square feet of downtown comparison goods retail floor space went out of use and has either become vacant or has been transferred to other activities.

TABLE 13

DOWNTOWN PORTLAND BUILDING USES - 1965

Building Use	Survey Area Total Area (000 Sq. Ft.)	Survey Area Employees	GNRP Area Total Area (000 Sq. Ft.)	GNRP Area Employees
Retail	1,340	2,553	1,407	2,666
Comparison Goods	1,096	2,079	1,048	2,156
Convenience Goods	95	229	118	239
Automotive	48	108	77	125
Other Retail	101	137	164	146
Offices	832	3,402	861	3,456
General Commercial	688	2,911	713	2,959
Professional Offices	144	491	148	497
Transient Residential	590	525	590	525
Eating and Drinking	116	378	139	407
Personal Services-Repair	111	291	137	329
Indoor Amusements	112	67	120	75
Manufacturing	367	748	481	1,000
Transportation Communications, Public Utilities & Others	401	1,639	574	1,730
Wholesaling	276	306	516	656
Construction	59	144	66	156
Government-Community	851	796	1,169	1,219
Federal Government	18	52	75	231
State, County, City Govts.	107	301	154	433
Educational Services	324	168	399	203
Museums, Art Galleries	45	12	55	15
Non-Profit Organizations	206	157	287	202
Health Services	17	61	21	74
Churches	134	45	178	61
Parking	177	26	232	56
Garages	122	8	166	19
Lots	55	18	66	37
Miscellaneous Uses	11	15	19	27
Total	5,243	10,890	6,311	12,302
Residential Units	992		3,221	
Vacant Commercial Units	194		406	

Source: Table A-1 from Part B Projection of Downtown Portland Land Use Demand, Larry Smith & Company, January 24, 1966, from Portland Planning Board Studies.

TABLE 14

DOWNTOWN PORTLAND BUILDING USES - 1958

Building Use	1958 Survey Area Total Area (000 Sq. Ft.)	1958 Survey Area Employees	Changes from 1958 to 1965 Total Area (000 Sq. Ft.)	Changes from 1958 to 1965 Employees
Retail	1,534	2,709	-194	-156
Comparison Goods	1,244	2,166	-148	- 87
Convenience Goods	130	296	- 35	- 67
Automotive	45	94	+ 3	+ 14
Other Retail	115	153	- 14	- 16
Offices	805	3,407	+ 27	- 5
General Commercial	683	2,989	+ 5	- 78
Professional Offices	122	418	+ 22	+ 73
Transient Residential	647	581	- 57	- 56
Eating and Drinking	126	388	- 10	- 10
Personal Services-Repair	161	364	- 50	- 73
Indoor Amusements	161	106	- 49	- 39
Manufacturing	484	991	-117	-243
Transportation, Communications, Public Utilities & Others	457	1,607	- 56	+ 32
Wholesaling	532	568	-256	-262
Construction	70	189	- 11	- 45
Government-Community	952	893	-101	+101
Federal Government	31	65	- 13	- 13
State, County, City Govts.	159	237	- 52	+ 64
Educational Services	316	144	+ 8	+ 24
Museums, Art Galleries	45	12	0	0
Non-Profit Organizations	224	332	- 18	+ 23
Health Services	24	59	- 7	+ 2
Churches	153	44	- 19	+ 1
Parking	22	5	+155	+ 21
Garages	22	5	+100	+ 3
Lots	(Not included in 1958 Survey)		+ 55	+ 18
Miscellaneous Uses	4	4	+ 7	+ 11
Total	5,955	11,812	-712	-724
Vacant Commercial Units	106	--	+ 88 Units	--
Residential Units	1,202	--	-210 Units	

urce: Table A-2 from Part B Projection of Downtown Portland Land Use, Larry Smith & Company, January 24, 1966, from Portland Planning Board Studies

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All of these economic studies and statistics indicate a sharply declining trend in comparison goods retail sales potential for downtown Portland under the prevailing circumstances of physical conditions, access, and lack of renewal. These trends can be projected to the future on the basis of either of three assumptions:

1. that no downtown renewal and development program will be undertaken;
2. that a major regional-type shopping center will be located outside of the downtown area within the Portland trade area;
3. that a vigorous downtown renewal and development program is formulated and undertaken.

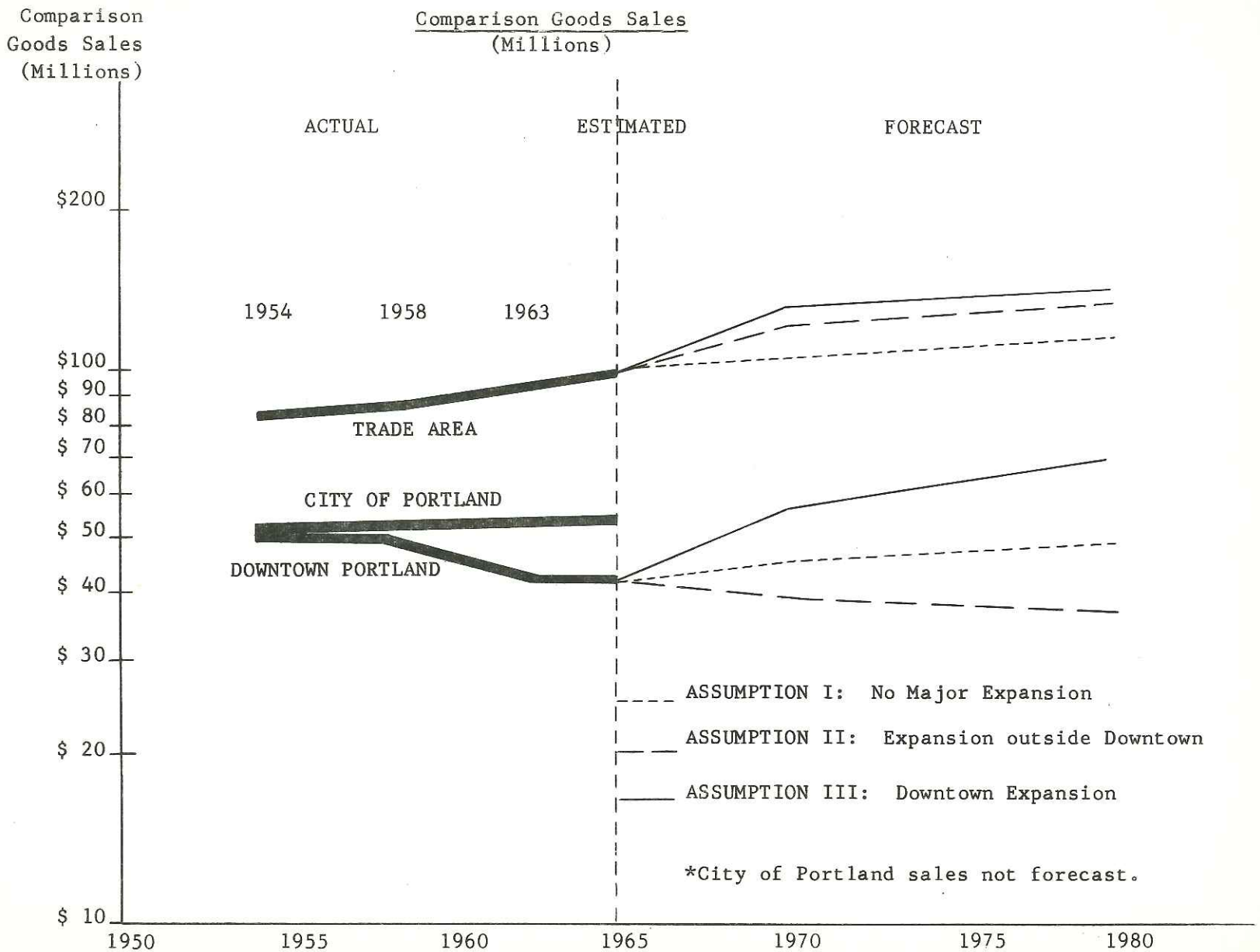
Under assumption #1 (illustrated by Chart 1), a continuing rapid decline in the downtown's share of the comparison goods retail sales in the Portland trade area can be anticipated. Projections indicate a very small increase in downtown retail sales volumes of from 45.3 million dollars in 1965 to 47.7 million dollars in 1980. Under Assumption #1 the currently experienced retail trade export would be anticipated to continue at a level of approximately 12% of the total market, although it is quite likely and even probable that this export figure would increase through lack of sufficiently attractive, modernized, and expanded retail sales facilities within the City of Portland and specifically within its downtown area.

Under assumption #2, where a major regional-type shopping center would recognize the untapped retail potential of the Portland trade area and locate at some highly accessible site within the Portland trade area, downtown Portland retail sales would be anticipated to decline at an extremely rapid rate, from a level of approximately $45,000,000 in 1965 to $38,000,000 in 1980, for an overall decline of 16% in a 15-year period.

CHART #1

PORTLAND

Comparison Goods Sales
(Millions)



Source:

Part B Projection of Downtown Portland Land Use Demands, Larry Smith & Company, Jan. 24, 1966 (Revised 4/16/66)

Because of the particular location, topography, and present means of access to downtown Portland, the construction of the new Interstate 295 expressway with its connections to the Maine Turnpike and to other highway improvements in the Portland trade area, sets the stage for the construction of two or more major department stores, plus the possible relocation of existing downtown retail stores, as the nucleii for a major shopping center ranging in size between 300,000 and 750,000 square feet of retail sales space. Such a shopping center, in all probability, would be located in a relationship to the evolving highway and expressway system that would effectively detour potential retail sales customers before their approach to the Portland peninsula. The resulting situation would not only have a sharp immediate impact, but it would be impossible to rectify through later renewal actions in the downtown area, regardless of the time, effort, money, and improvements that could be made in the downtown area.

Under Assumption #3, where a vigorous downtown renewal and improvement program is formulated and undertaken, the downtown area can be anticipated to reverse the trade area export to an import situation, and in addition, to increase not only its absolute retail sales volumes from a figure of 45 million dollars in 1965 to 71 million dollars in 1980, but also increase its share relationship in the total Portland trade area from 43.5% to 50% over the forthcoming 15-year period. Such a downtown revitalization, however, would have to be based not on a patch-up and paint-up program, but on a comprehensive, thorough reorganization and restructuring of the downtown area to fit contemporary vehicular circulation and shopping environmental requirements. In order not only to effectively compete against any possible outside retailing location, but to retain its present share of the total Portland area retail market, and thus remain the business center of southern Maine, a completely new and vital downtown city

environment is required. The change and the new environment must be so dramatic as to leave no doubt as to the policies and investment intentions of both the municipal government and the private business interests as to the future of their city center, and must be so attractive as to establish downtown Portland as one of the outstanding achievements in New England. Anything short of this conceptual goal for the downtown revitalization may only postpone the date of slow decline and future competitive dissemination.

It is upon the basis of Assumption #3, the implementation of a vital, comprehensive downtown renewal program, that the economic consultants have projected the potential additional downtown land use demands. Increases in downtown land use potential include 430,000 square feet of comparison-type retail shopping, 428,000 square feet of various types of office facilities, 280 hotel-motel rooms, 815 apartment units, and 316,000 square feet of floor space in various governmental and community facilities. These downtown land use projections, plus minor increases in transportation and eating-drinking space projections, represent a total potential market of almost 1.3 million square feet of floor space in addition to a potential for 1,095 new hotel rooms or apartment units. These land use demands, prepared by Larry Smith & Company, (presented in Table 15) represent the physical objectives of the downtown plan.

TABLE 15

DOWNTOWN PORTLAND

SUMMARY OF ADDITIONAL LAND USE DEMAND PROJECTIONS

(Building Areas in Gross Square Feet)

	1965 Inventory (a)	Cumulative Additional Requirements over 1965 (b)		
		1970	1975	1980
Retail (Square Feet)	1,407,000	280,000	360,000	430,000
Comparison Goods (c)	1,048,000	280,000	360,000	430,000
Convenience Goods	118,000	-----No Change, Or Decrease-----		
Automotive - Other Retail	241,000	-----No Change, Or Decrease-----		
Offices (Square Feet)	926,000	127,000	277,000	428,000
Transient Residential (Rooms)	750	140	210	280
Eating & Drinking (Square Feet)	139,000	7,000	14,000	21,000
Multi-Family Residential (Units) (d)	3,221	235	525	815
Conventional Financing		95	210	325
Subsidized		140	315	490
Personal Services - Repair (Sq. Ft.)	137,000	-----No Change, Or Decrease-----		
Indoor Amusements	120,000			
Movie Theatre		No Additional Seats - Replacement		
Bowling Alleys		20 Lane Facility, Plus Replacement		
Transportation, Communications, Public Utilities (Square Feet)	574,000	19,000	47,000	80,000
Manufacturing, Wholesaling and Construction (Square Feet)	1,063,000	-------Continued Decrease-------		
Government and Community Facilities (Square Feet)	1,169,000	82,000	189,000	316,000

Notes: (a) Building Use Inventory, provided by the Portland Planning Board

(b) Assumes an aggressive downtown renewal program.

(c) Refers to Assumption III, page 35

(d) Assumes that the environment necessary to develop multi-family housing will only be created through the implementation of the GNRP Program - expected sometime after 1970. The 1965 inventory of 992 units includes all housing in the survey area.

Source:

From Part B Projection of Downtown Portland Land Use Demand by Larry Smith & Company, January 24, 1966 - (Revised 4/15/66).

DOWNTOWN ANALYSIS

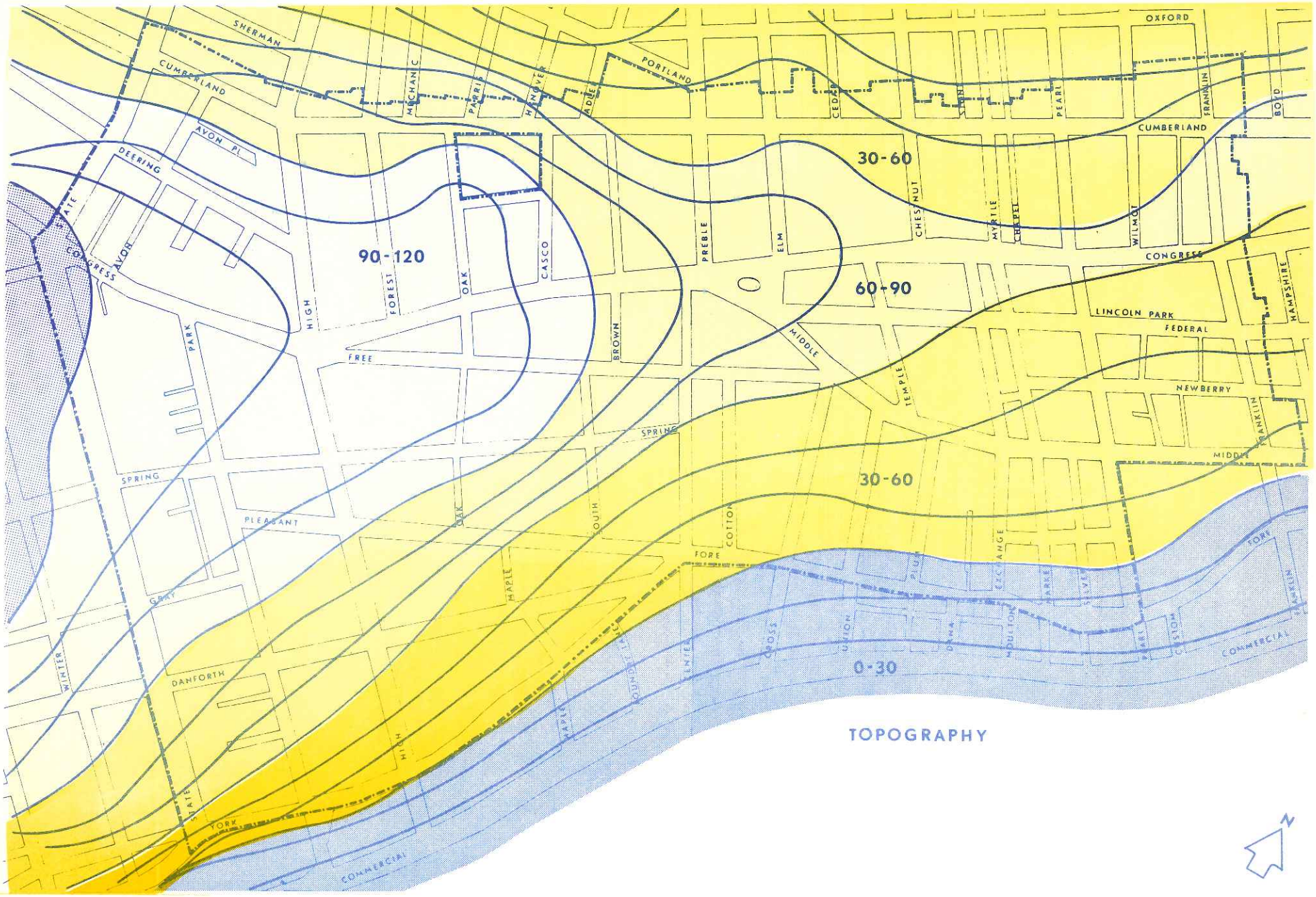
The Larger Context

Cities and downtowns throughout the country over the last two decades have been experiencing similar problems: limited downtown circulation and parking capacities; development of suburban shopping facilities; declining downtown building maintenance and reinvestment; declining inner area residential property maintenance; and population movements from inner areas to suburbs. Larger populations and increasing numbers of vehicles have increasingly required better roads between residential areas and business areas and substantial amounts of parking space at destinations. In addition, the comparative quality of pedestrian and merchandising environments has a direct effect on shopping patterns.

Portland is a smaller city in a metropolitan area of modest population growth which is experiencing downtown problems of inaccessibility, parking inadequacies, the threat of outside competition and market dilution, and environmental deterioration. These problems, although difficult, are not insurmountable. They can be overcome by the formulation and implementation of a bold, long-term development program.

Physical Factors

Downtown Portland lies in the center of the Portland peninsula along part of the ridge line which extends between Western Promenade and Eastern Promenade, more specifically defined by State Street on the west, Lincoln Park on the east, Spring Street on the south, and Cumberland Avenue on the north. The downtown area is characterized by a ridge line which declines gradually eastward from Congress Square to Lincoln Park. The sides of the ridge slope southward toward Portland Harbour and northward toward Back Cove. The difference in elevation along the ridge line is approximately 25 feet between Congress Square and Monument Square.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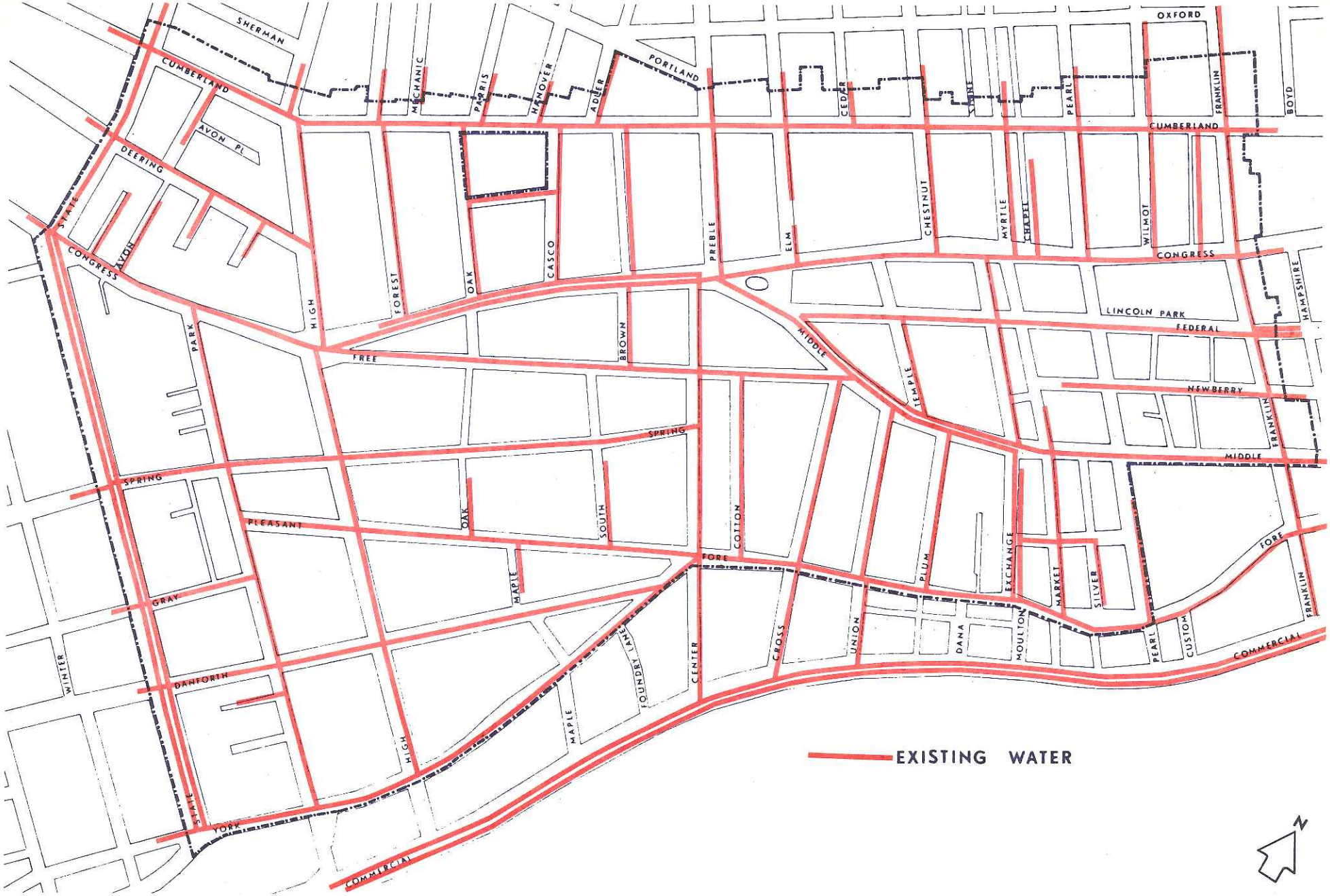
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From the apex of the ridge, there is a difference in elevation of between 20 and 30 feet northward to Cumberland Avenue and southward to Spring Street. Steep vehicular inclines exist along peripheral access streets within the downtown area and also between the downtown area and the arterial circulation system in the remainder of the city. This extreme topography, however, can be used to the advantage of new physical facilities, specificially multi-decked parking structures which would be directly accessible from boundary access streets and would rise to the prevailing elevation of the linear shopping and business area along Congress Street.

Circulation

The existing downtown circulation system and related parking system are the principal causes of the inaccessibility and decline of downtown Portland as a retail and business center. Access streets from arterials leading to the Portland peninsula and access streets within the downtown area are narrow, highly crowned, and congested with on-street parking, have unlimited access from abutting properties and side streets, and are ineffectively controlled because of a lack of synchronized traffic signalization. Cumberland Avenue is a narrow, sloping, congested facility which is the only clear traffic circulation artery, excepting Congress Street, which serves the downtown area along its entire length from State Street to Pearl Street. Congress Street itself is a heavily travelled traffic thoroughfare congested with buses and on-street parking, left and right-turn movements, and recirculating downtown traffic. The logical circulation connector on the south side of downtown, Spring Street, is incomplete, narrow, steeply sloping, and completely useless as a traffic circulation facility. Both State Street and High Street are continuous over the Portland peninsula from north to south, but are inefficiently utilized for two-way traffic movement to a maximum of two lanes inbound and two lanes outbound because of prevailing on-street parking, frontage access, and local street

intersections. On the eastern side of the downtown area, no single clear traffic circulator exists, and cross-peninsula traffic circulation occurs on a number of streets, including Pearl, Franklin, Washington, and other residential area streets in the Munjoy Hill area. The circulation system surrounding and servicing the downtown area as a whole is therefore lacking in clarity, efficiency, continuity, and capacity, not only in terms of the potential future downtown structure, but even measured against the existing requirements of downtown business and city center activities.

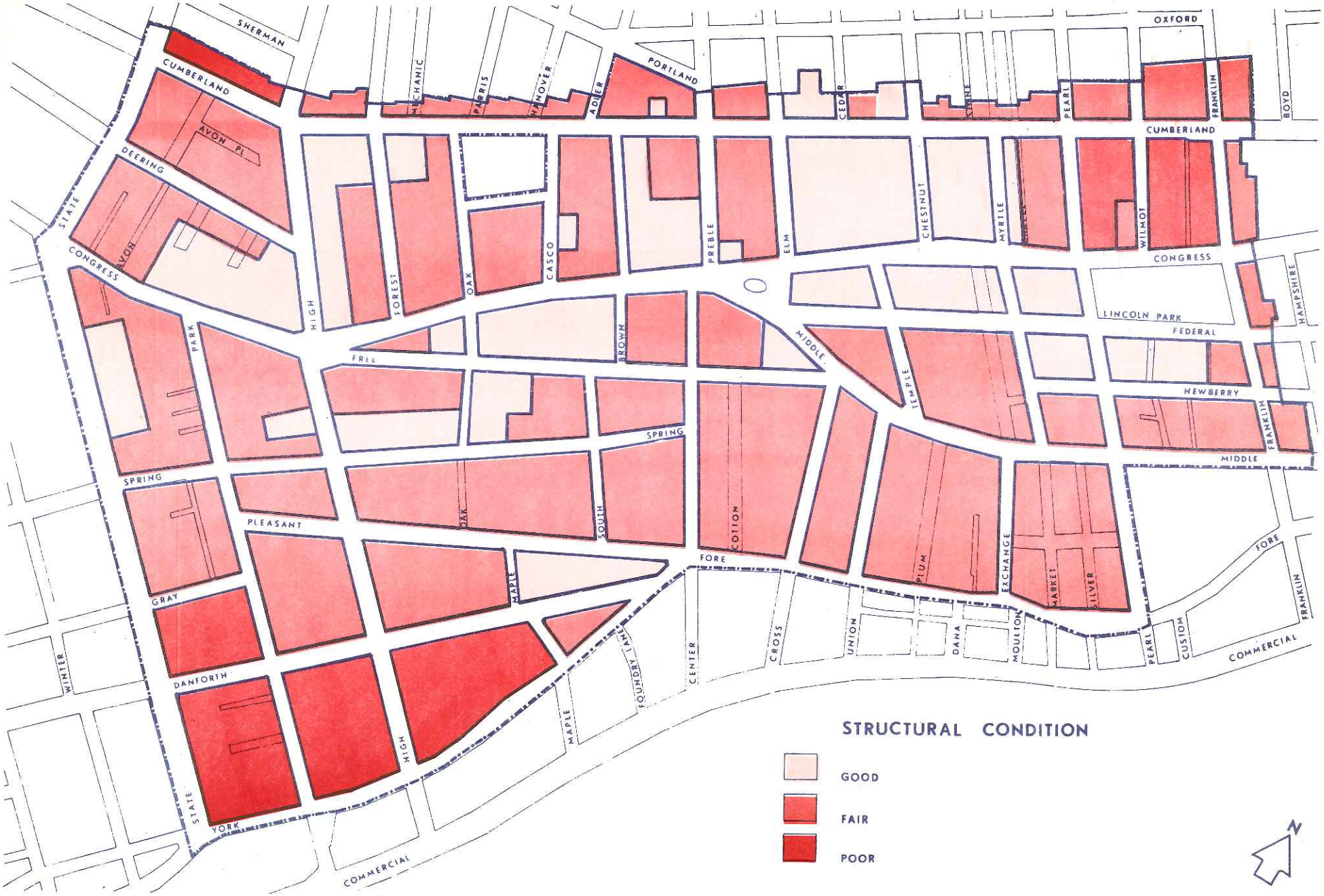
Building Conditions, Residential and Non-Residential

The 1960 U. S. Census of Housing provides the most complete data available concerning the housing in the GNRA. The U. S. Census Bureau utilizes a set of definitions under which housing could be classified.

Sound Housing - defined as that which has no defects or only slight defects which normally are correctible during the course of regular maintenance.

Sound housing lacking some or all plumbing facilities - deficient housing which is otherwise sound but for lack of a complete set of facilities (hot or cold running water, toilet, or bathtub or shower) for each housing unit.

Deteriorating housing - requires more repairs than would be provided in the course of regular maintenance. Such housing may or may not contain all plumbing facilities but has one or more physical condition defects of an intermediate nature that require correction if the unit is to continue to provide safe and adequate shelter. Such defects are signs of neglect which lead to serious structural deterioration or damage if not corrected.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HIGH
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YORK
COMMERCIAL
STRUCTURAL CONDITION
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FAIR
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Dilapidated housing - does not provide safe and adequate shelter. Such housing has one or more critical defects or has a combination of intermediate defects in sufficient number or extent to require considerable repair or rebuilding.

Based upon these definitions, "standard" housing refers to fully sound housing, and "substandard" housing represents deteriorating housing, dilapidated housing, and sound housing lacking some or all plumbing facilities. The housing conditions in the downtown area are summarized in Table 16.

Table 16

CONDITION OF HOUSING UNITS IN GNRP AREA*

		Substandard			
Total Units	Standard Units	Sound, Lacking Facilities	Deteriorating	Dilapidated	Total Substandard
#3107	1897	857	275	78	1210
% 100	61	27.5	9	2.5	39

*Does not include portions of blocks north of Cumberland Avenue and east of Franklin Street.

Source: U. S. Census of Housing 1960

This table indicates that only 6 out of 10 housing units in the downtown area are structurally sound and have all plumbing facilities. In some areas the percentage of substandard dwellings goes very high. The houses in the worst condition are concentrated north of Lincoln Park and are scattered throughout the wholesaling-warehousing area south of the downtown core. In these areas, there are blocks where 90-100% of the housing units are in substandard condition.

There is no census information available in Portland which comprehensively classifies the condition of non-residential structures. The Portland Planning Board, nevertheless, has utilized a field survey procedure to determine structural condition of all buildings within the General Neighborhood Renewal Area.

The original survey was conducted in 1958. At that time the Planning Staff developed a numerical rating method designed to reflect structural condition for frame structures, brick structures, stone structures, and store fronts unless covered elsewhere. The system is shown on the following four pages.

The total points for each building became that building's "score". Utilizing the total possible number of points for a building in comparison with the score that the building attained, a percentage figure was derived. In an analysis of these percentage figures, the clustering of the percentages led to a categorization as follows:

1. Excellent
2. Good
3. Satisfactory
4. Fair
5. Poor
6. Bad
7. Very bad
8. Dilapidated - uninhabited

Buildings in categories 1 through 3 were considered to be standard, and those in categories 4 through 8 were considered to be substandard. For mapping purposes the above eight categories were generalized into three: Good, Fair, and Poor. Recently exterior and interior field checks were made by both the Planning Staff and consultants from the architectural firm of Victor Gruen Associates. It was revealed that many of the structures that were classified as satisfactory in the numerical categorization

Brick	CODE 1	2	3	4	5	6	7 (8)
Brickwork	Sharp, Unstained	Sharp Some stains	Moderate Wear	Worn Minor Chip	Cracked Chipped	Severe Chipp'g Open cracks Uneven Courses	Severe Warps Sags
Mortar Joints	Tight Sound	Sound	Hairline Cracks	Separation	Separations Loose Mortar	Miss'g & Loose	Open Damage
Trim (wood)	Straight True Sharp	Straight True	Uneven	Separations Splint'g	Missing Loose	Broken Missing	Patched Badly
Sash and Doors (operations)	Perfectly	Correctly	Satisfactory	Operating	With Difficulty	Inoperative	Boarded, Missing
Roof	Straight	Straight	Even	Shingles Torn Uneven	Shingles Missing Sag	Sagging Patched	Damage
Appurt.	Straight	Straight	Uneven	Bent	Torn Gaps	Miss'g Lack	Out
Stairs & Escapes	Sound True	Sound True	Sound W/wear	Warped Loose	Loose Broken	Unsure Rotted	Missing Unsafe
Sills	Tight	Tight	Cracks (Unopened)	Open Cracks	Chips, Mortar Miss'g	Severe chips, Open Joints	Broken Loose
Glazing	Perfect	Sound	Sound	Loose	Cracked or broken	Broken	Broken Missing

(8) Uninhabited
(9) N/A

CODE

Stone	1	2	3	4	5	6	7 (8)
Stonework	Sharp Unstained	Sharp Some Stains	Moderate Wear	Loss Definition Cracks	Cracked Open Chips	Chipping Uneven Courses	Major Chipp'g & Unevenness
Mortar Joints	Tight Sound	Sound	Hairline Cracks	Separation	Loose Mortar	Missing Mortar	Open Damage
Trim (Metal)	Straight True	Straight	Even	Uneven (rust)	Bent, Minor tears	Broken (Deterioration)	Missing
Sills	Tight	Tight	Cracks (unopened)	Open Cracks	Chips, Mortar Missing	Severe Chips	Broken Loose
Sash and Doors (operation)	Perfectly	Correctly	Satisfactory	Operating	With Difficulty	Inoperative	Boarded Missing
Roof appurt.	Straight Bright	Straight	Even	Uneven	Bent Turn	Gaps (Deteriorated)	Missing
Glazing	Perfect	Sound	Sound	Loose	Cracked	Broken	Broken Missing
Stairs & Escapes	Sound True	Sound	Sound Worn	Rust Looseness Chips	Loose Chipped	Unsure	Unsafe

(8) Uninhabited
(9) N/A

GN 201 b

CODE

Frame	1	2	3	4	5	6	7 (8)
Siding	Like New	Good	Moderately Uneven	Uneven	Warped Breaks	Split Patches	Lack
Trim	Straight & True	Straight Even	Uneven	Separations	Missing Loose	Missing Split	Missing
Roof	Straight	Straight	Even	Shingles Torn, Uneven	Shingles Missing Sag	Sagging Patched	Damage
Appurt. (Metalwork)	Straight Bright	Straight	Some Uneveness	Bent	Torn Gaps	Missing Lack 8	Out
Water Table	Straight	Sound Unwarped	Moderate Warp	Warped	Rot Broken	Severe Rot Missing	Missing
Doors & Windows (Operation)	Perfedtly	Correctly	Satisfactory	Operating	With Difficulty	Inorperative	Boarded Missing
Glazing	Perfect	Sound	Sound	Loose	Loose Cracked or broken	Broken	Broken Missing
Paint	Perfect	Recent	Lack	Lack Peeling Raised Grain	Lack Rot Splinter'g	Lack; Severe Rot Splinter'g	None
Stairs (Exterior)	Sound True	Sound Straight	Sound w/wear	Warped Loose	Loose Broken	Unsure Rotted	Missing Unsafe

(8) Uninhabited
(9) N/A

GN 201 b

CODE

Store Fronts (Only if not Determinable By other Types)	1	2	3	4	5	6	7
Wood Trim	Straight True Sharp	Straight True	Even	Separations Uneven	Splinter'g Loose	Broken Miss'g	Damage
Metal Trim	Straight True Bright	Straight	Even	Uneven (Rust)	Bent (Deteriora-. tion)	Broken Miss'g	Damage
Glazing	Perfect	Sound	Sound	Loose	Loose	Cracked	Broken Boarded
Doors, Hardware	Perfectly	Correctly	Satisfactory	Operat'g	With Difficulty	Inoperative	Missing Boarded
Signs, Canopies	True Bright	Straight	Some Uneveness	Uneven (Rust)	Bent, torn (Deteriora- tion)	Damaged Unsound	Unsafe
Facing Materials	Perfect	Straining Dullness	Sound	Minor Looseness	Loose Cracked Bent	Broken Torn	Missing

(8) Vacant
(9) N/A

could actually be considered substandard due to obvious functional obsolescence. The structural condition of buildings within the General Neighborhood Renewal Area are tabulated as follows:

Table 17

CONDITION OF BUILDINGS IN THE GNRP AREA

	Buildings	Standard	Substandard
Number	756	189	567
Percent	100	26	74

Three out of four buildings in the downtown area are substandard. The Congress Street frontage, with many of its relatively few large buildings in standard condition, gives the impression that the majority of downtown buildings are in the same condition. But to the north and south of this screen of large buildings are the vast majority of the downtown's buildings. The warehousing-wholesale uses are in buildings which date back to the last century in many cases. The buildings have been inadequately converted from their original uses, and their maintenance has been at the minimal level that warehousing usage requires. Throughout the downtown area, there are buildings of commercial-residential use which need more "repair" than would be provided in the course of "regular maintenance", and are therefore classified as substandard.

Clearance is not necessarily implied by the large proportion of substandard buildings. The residential-institutional area in the southwestern part of the downtown could be substantially improved by implementing a policy of rehabilitation. The warehousing-wholesaling uses may continue to function adequately in substandard structures, albeit they are housed in functionally obsolete structures.

The general results of the building conditions tabulation, however, are indicative of the broader problems of the downtown area: middle-class population exodus, declining property values, higher tax rates, and depressing environment, problems which cannot be solved by superficial structural repairs.

Building Composition

The predominant area of business activity occurs around Monument Square, as represented by the Casco Bank building and the First National Bank Building, with higher building density extending eastward to City Hall and westward along Congress Street past the principal department stores and retail shops to Congress Square and the Eastland Hotel.

The predominant building type in the downtown area is four-story, non-fireproof brick construction in fair or marginal condition. Although the principal office buildings and retail stores are substantial structures in well-maintained condition, the majority of buildings surrounding them and scattered elsewhere throughout the downtown area do not indicate a long-term potential for efficient reuse for contemporary business purposes. The principal building groups around which downtown renewal and development can occur include:

a. Sheraton-Eastland Motor Hotel, State Theatre, Immanuel Baptist Church and Portlander Motel, and possibly, the Lafayette Hotel;

b. The area along the southern side of Congress Street, including Baxter Building, the Chamber of Commerce, Woolworth's, Grant's, PM&B, Lerner's, Sears, the YWCA, and the Portland Art Museum;

c. Longfellow House, Casco Bank, First National Bank, Clapp Memorial Building, Metropolitan Apartment Hotel, First Parish Church, City Hall, Masonic Building, Portland High School, and the new Press Herald Building.

d. The Union Mutual Building, the First National Bank Building, and the Press-Herald Building.

e. The Federal Building, the County Court House, the County Jail, and the Central Fire Station;

f. The two telephone company buildings;

g. The new Downtown Renewal Project No. 1 apartment building;

h. The structures north of Cumberland Avenue housing the Internal Revenue Department, the Boys Club, and the Salvation Army;

i. The existing First Baptist Church across Congress Street from Lincoln Park;

j. The existing Cathedral of the Immaculate Conception site between Congress Street and Cumberland Avenue east of Franklin Street;

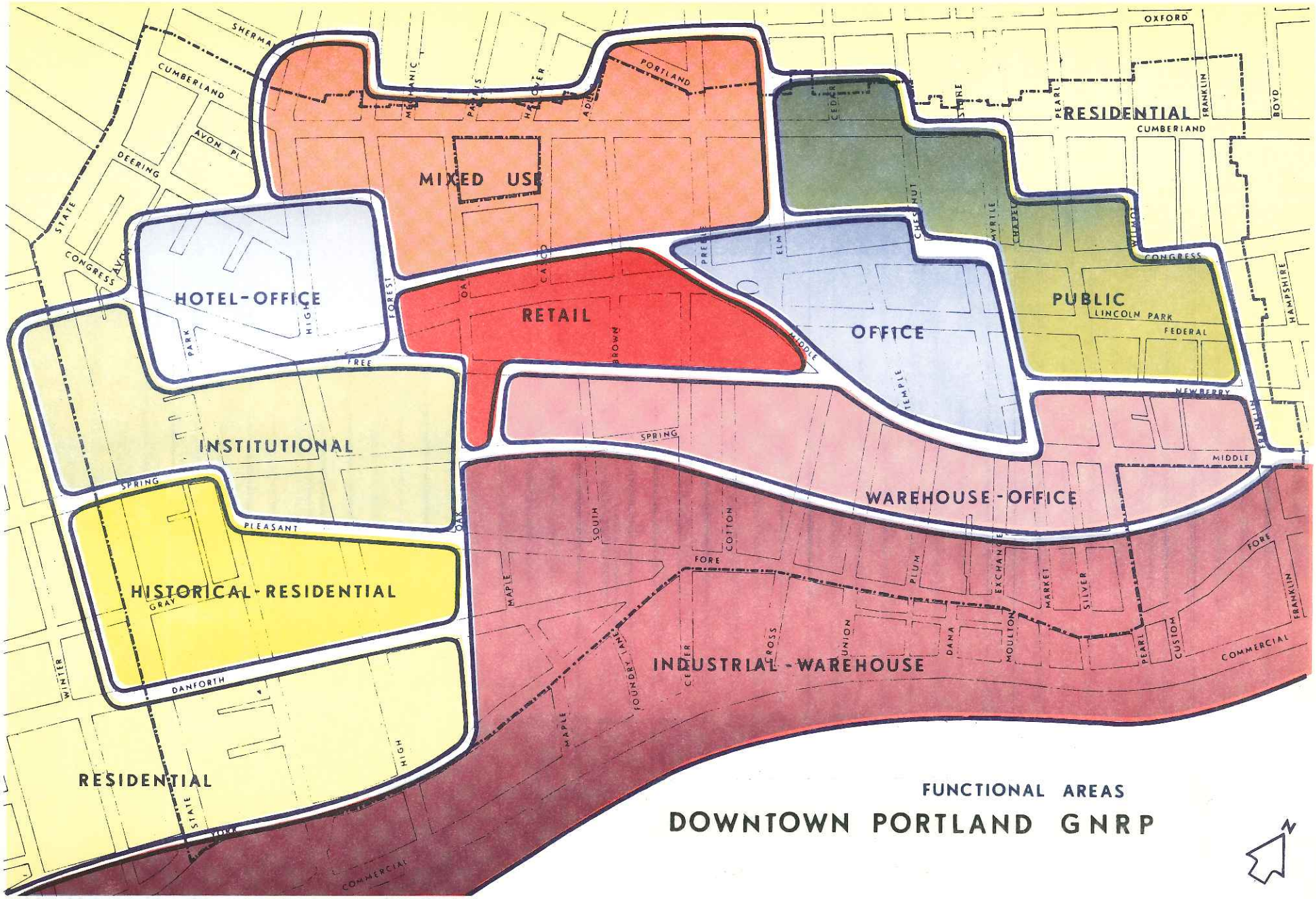
k. The cluster of institutional buildings along State Street, including Mercy Hospital, State Street Church, the Episcopal Church, and the Portland Club;

l. Other scattered individual buildings of unusual development significance to the downtown area, including the Cumberland Club on High Street, various historic buildings in the southwest quadrant of the downtown area along Spring, High and State Streets, and the existing Canal Bank headquarters on lower Middle Street;

m. Other buildings which of themselves, may not constitute a nucleus for development may, however, through rehabilitation and redesign be incorporated into a new development complex.

Functional Land Use Areas

The functional land use compositon of downtown Portland is dominated by the retail core extending from Congress Square to Monument Square, which is buttressed at its western end by a significant office and hotel concentration and at its eastern end by the most sizeable complex of office buildings in the city. In the southwestern quadrant of the downtown area, there are a significant number of historic buildings and community institutions which lie between the Western Promenade residential area and the retail



FUNCTIONAL AREAS

DOWNTOWN PORTLAND GNRP

core. On the northeastern and eastern edges of the downtown area is a concentration of the principal public buildings in the city: the Portland High School, City Hall, Central Fire Station, Federal Court House, County Court House, and County Jail. In the southeastern portion of the downtown area is a densely developed, older wholesaling and warehousing area which merges indistinctly with an old industrial area along the Portland waterfront. Directly north of and adjacent to the retail core along Cumberland Avenue is a large mixed-use area of residences, office buildings, off-street parking lots, apartment buildings, wholesaling lofts, small retail stores, and numerous rights-of-way. Surrounding the downtown area north of Cumberland Avenue, east of Franklin Street and west of State Street are residential areas of mixed single and multi-family frame dwellings.

The functional land use pattern of downtown Portland establishes a basic framework for the future organization of renewal and development. The retail core between Congress Square and Monument Square lends itself to visible and functional definition and more efficient operation, with service facilities and decked off-street parking immediately adjacent to the core accessible from peripheral thoroughfares along Cumberland Avenue and extended Spring Street. The office concentrations are well located at either end of the retail core and provide a sizeable walk-in trade for downtown stores and services. These office concentrations can be organized and expanded into comprehensive entities which provide parking and service facilities off of Cumberland Avenue and Spring Street which are directly connected to the retail office pedestrian-orientated spaces at a Congress Street level. The sizeable, but older, wholesaling and warehousing area which lies generally south of Spring and Middle Streets can be given, by deliberate downtown

circulation design, a firm, definite boundary within which future planning and renewal studies can be undertaken. The public building clusters at the east end of the retail core are close enough to the concentrated business area to be tied physically with the core as part of a compact downtown area and can be served from the same comprehensive downtown circulation system. The institutional-historic area to the southwest can be clearly defined adjacent to the retail core, without disruption, confusion, traffic and parking encroachment from the downtown business center, which would inhibit the potential rehabilitation of this important downtown functional area. The concentration of hotel and motel facilities at the western end of the retail core in close proximity to a sizeable area of obsolete and deteriorating housing offers an opportunity for the location of a future convention and/or civic center which would be directly tied in with transient accommodations and other convention facilities at one of the major potential downtown access points from the I-295 expressway.

The prevailing structure of downtown Portland measured in terms of topography, vehicular circulation, building conditions, building composition, and functional land use areas, clearly indicates the basic elements which must comprise the formulation and refinement of a single overall downtown planning concept:

a. Topography utilized for decked parking purposes immediately adjacent to the retail core and other land use concentrations;

b. A compact retail core lying between these off-street parking facilities and immediately adjacent to a downtown circulation system;

c. A concentrated hotel area adjacent to a potential convention and/or civic center at the principal entrance to the city center;

d. A public building concentration adjacent to the retail core;

e. Sizeable private office facilities to define the eastern and western ends of the retail core; and

f. Immediately adjacent areas for residential development with potential combinations of rehabilitation and redevelopment.

PLAN CONCEPT

The Downtown area of Portland must provide 4 basic requirements if it is to maintain and improve its position as a vital city center:

a. quick, clear access

b. ample parking located close to the retail-office complex

c. a pleasant, exciting environment

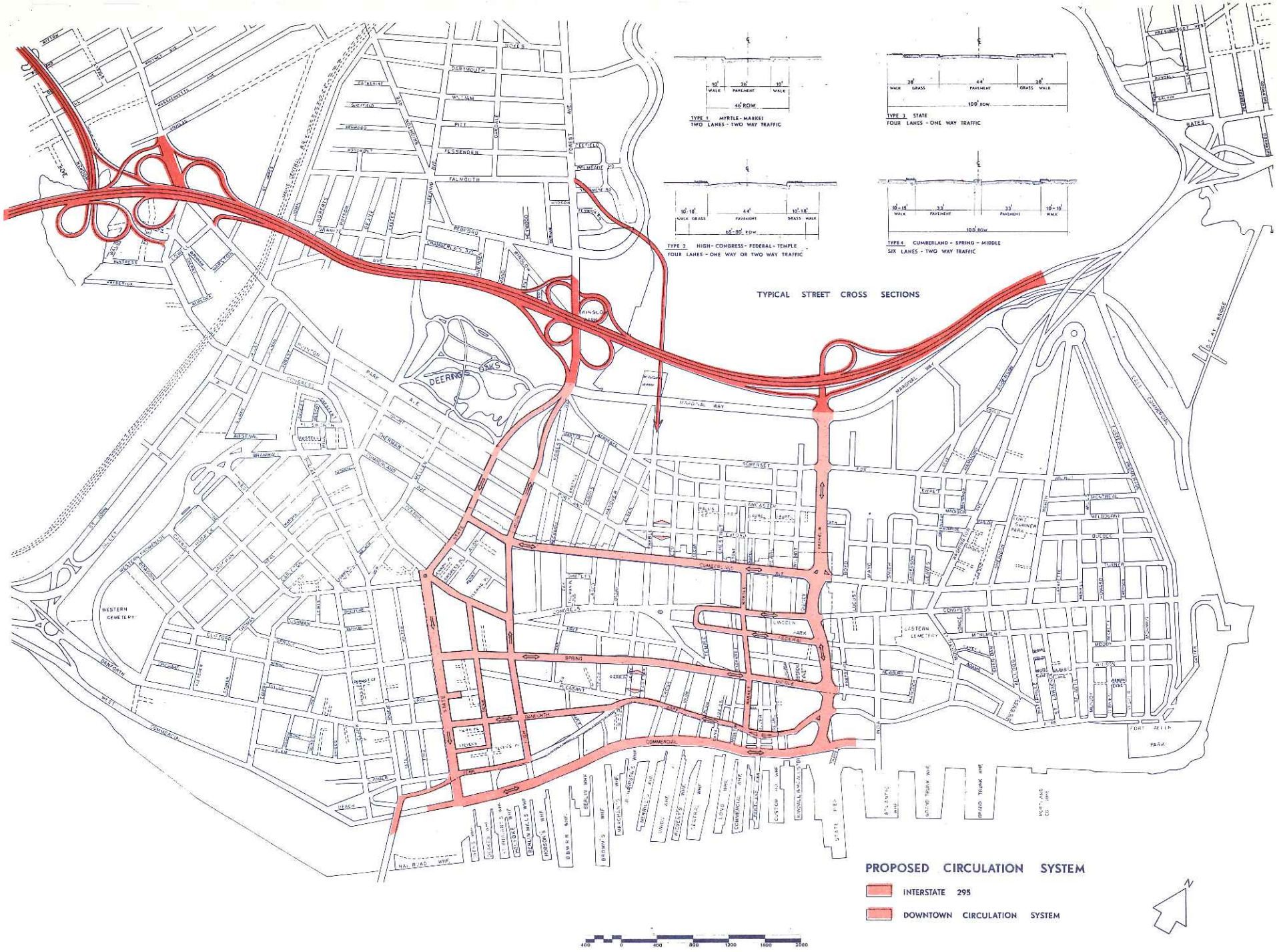
d. suitable areas for new development

Access

The Interstate 295 Expressway, when complete, will provide the opportunity for the metropolitan area population to drive quickly and conveniently to the Portland Peninsula. The Plan proposes the Downtown area have direct connections to this Interstate Expressway at two principal locations, with these two connected arterials forming part of the complete circulation ring-road around Downtown:

1. East of Downtown, Franklin Street will be widened and improved for its entire length across the Peninsula. There will be a trumpet interchange with Interstate 295 and improved intersections at Cumberland Avenue, Congress Street and Middle Street.

2. West of the Downtown, Forest Avenue will have a full interchange with I-295. The Interchange will be designed to allow traffic proceeding south on Forest Avenue to be guided directly into State Street which will serve as a one-way street into Downtown. State Street's entire length across the Peninsula will be improved providing a connection to the South Portland bridge.



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3. High Street pairing with State Street will be completely one-way northbound toward the Expressway and will lead directly into Forest Avenue and its interchange with Interstate 295.

4. Downtown orientated traffic entering via State Street, High Street, and Franklin Street may move immediately adjacent to the retail and office core along Congress Street, via the proposed ring-road encircling the entire Downtown. Cumberland Avenue is to be widened and improved to serve as a high capacity two-way street interconnecting State Street, High Street, and Franklin Street north of the core. Spring Street is to be extended to Middle Street and to be widened and improved to serve as a high capacity two-way street interconnecting State Street, High Street and Franklin Street south of the core. The extension of Spring Street and the improvement of Cumberland Avenue completes the loop around Downtown Portland and serves as the basic framework for traffic circulation.

5. Distance between High Street and Franklin Street is over a half-mile therefore traffic circulation interconnecting Cumberland Avenue and Spring Street to allow recirculation must be provided. The major recirculating cross street should be located in the area of Preble Street and Elm Street. This location not only allows for a direct connection to the proposed "Preble Street Extension", it is also the only location mid-way between High Street and Franklin Street designed for high capacity that will avoid the demolition of a large number of significant structures.

This cross circulator is to extend south of Spring Street in the area of Cross Street and Cotton Street so that a continuous Street is provided across the Peninsula through the heart of Downtown. This street is proposed to be depressed under Congress Street to avoid traffic congestion within the Monument Square development complex.

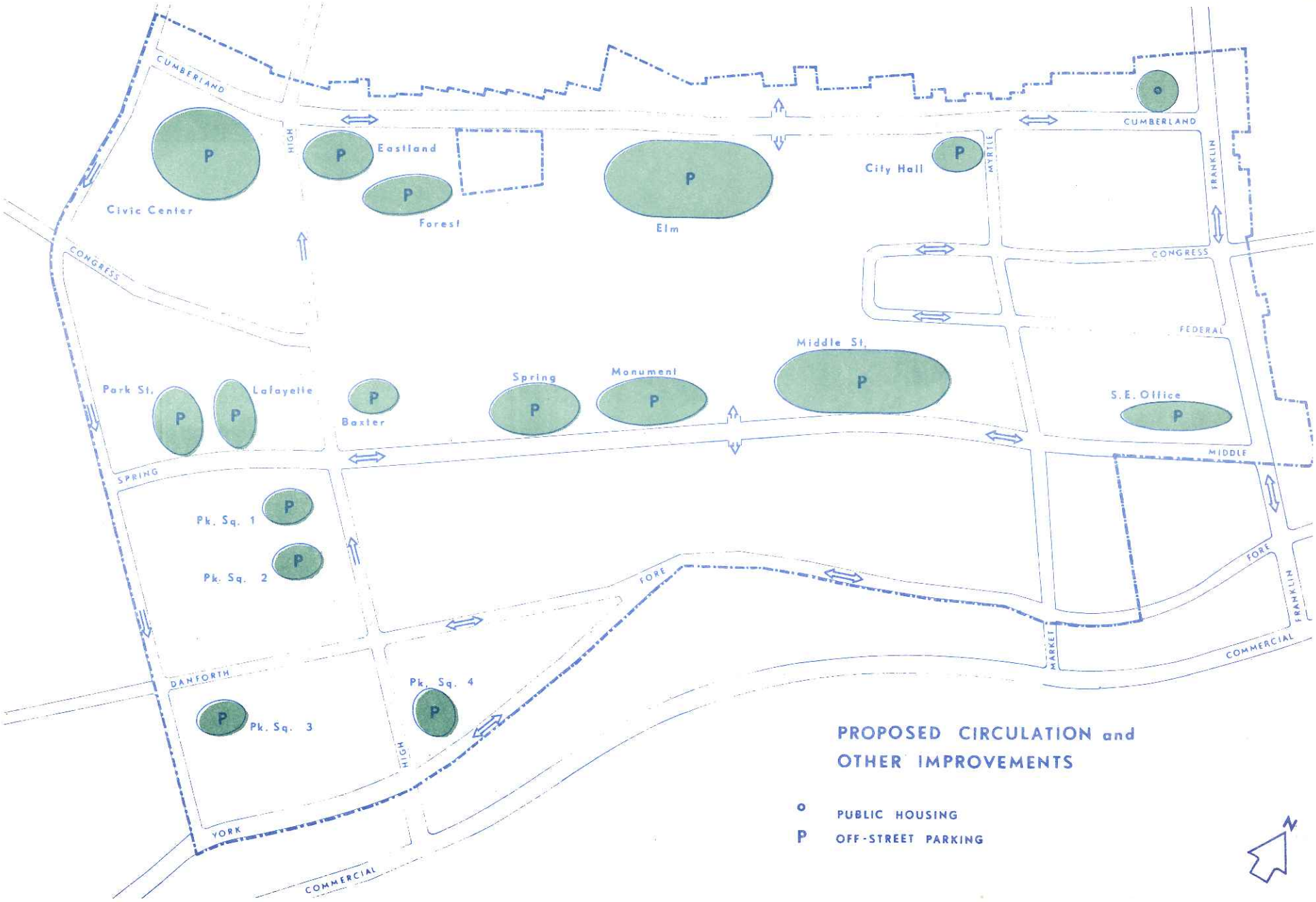
6. All other streets which are presently located within the ring-road will be either minor circulatory streets, service streets, pedestrian ways or will be abandoned.

B. Parking

The second requirement for Downtown redevelopment is the provision for ample parking in the proper location. There are approximately 4,200 on and off-street parking spaces existing in the Downtown area to service 5.1 million square feet of building floor space. Under these existing circumstances there is a parking ratio of parking spaces to floor area of 0.8 spaces for 1,000 square feet of floor area. Even under a minimal Downtown development and renewal program, a considerable increase in parking facilities must be realized if the Downtown area not only is to survive but is to provide additional opportunities for new development and realize the potentials generated by its metropolitan growth and expansion. Future parking requirements, therefore represent a combination of increasing the parking ratio to provide a greater availability of parking facilities, a gradual substitution of off-street parking for on-street parking which will necessarily be eliminated to clarify and improve Downtown traffic circulation, and additional new parking space required to provide service for the increasing amount of retail and business floor space.

Based upon (a) an increase in the total amount of Downtown floor space, as indicated by the economic consultants from 5.1 to 6.4 millions square feet, (b) a substitution of approximately 700 on-street parking spaces for off-street parking spaces, and (c) an increasing parking ratio from 0.8 to 1.5 spaces per 1,000 square feet of building area, the overall projection of Downtown parking requirements indicates a total required supply rising from 4,200 parking spaces in 1965 to 5,500 in 1970, 7,400 spaces in 1975, and 9,500 spaces by 1980. Taking into consideration the utilization of some existing surface parking lots as a part of the combined off-street parking sites under comprehensive renewal and redevelopment program for multi-deck parking facilities, a substantial amount of new parking facility construction will be required. It is obvious from observation of the increased building and parking requirements that envisioned, is the Portland of tomorrow must be based on multi-level utilization of available land resources. The net affect of all building and parking factors upon the Downtown area indicates an increase in off-street parking requirements for new construction over the levels of 1965 or at least 1,500 spaces by 1970, 3,900 spaces by 1975 and 6,000 spaces by 1980.

The projected downtown parking requirements to be translated into the Downtown Plan Concept through the creation of additional multi-decked off-street parking structures gradually and systematically, financed and constructed as an integral part of the Downtown business center. Major potential parking areas for multi-deck structures exist north of the retail core between Congress Street and Cumberland Avenue and south of the retail core between Congress Street and Spring Street-Middle Street.


CUMBERLAND
HIGH
Eastland
Forest
Civic Center
Elm
City Hall
MYRTLE
FRANKLIN
CONGRESS
FEDERAL
Middle St.
Spring
Monument
Park St.
Lafayette
Baxter
S.E. Office
MIDDLE
SPRING
Pk. Sq. 1
Pk. Sq. 2
FORE
MARKET
COMMERCIAL
DANFORTH
Pk. Sq. 4
Pk. Sq. 3
YORK
PROPOSED CIRCULATION and
OTHER IMPROVEMENTS
PUBLIC HOUSING
OFF-STREET PARKING

In a seven-acre potential civic-convention center area, the potential exists for the construction of approximately 800 off-street parking spaces beneath new building sites. In the southwest quadrant of the Downtown area, sufficient site space exists for the construction of two or three level parking facilities containing up to 700 new off-street parking spaces. South of the retail core along Spring-Middle Streets, the potential exists for the construction and creation of a two to three deck parking facility providing up to 2,500 parking spaces. North of the retail core, with immediate access from Cumberland Avenue, potential sites exist for the creation of a 3-level parking facility providing up to 2,000 additional off-street parking spaces. Under these modest structural arrangements of two or three parking stories around the retail core, sufficient sites exist, for the creation of up to 6,000 of the 9,000 off-street parking spaces which will be required to serve existing development and provide future development opportunities between 1965 and 1980.

C. Environment

The third and fourth requirement for Downtown revitalization are the creation of a pleasant environment and a provision of suitable areas for development. These requirements cannot be achieved unless convenient access and ample parking have already been provided or are under construction.

A pleasant environment must be safe, comfortable, and convenient. Proper access and parking would have already provided transportation ease and convenience to Portland's Downtown area.

Parking decks along Cumberland Avenue and Spring Street would place the shopper or business man within a few hundred feet of Congress Street. Traffic on Congress Street between High Street and Monument Square could be reduced when the planned improvements are made to the ring-road circulation system thereby allowing Congress Street to become a necessary pedestrian connector. The location of the parking facilities and the improvement of the circulation system would enable Congress Street to more adequately provide for separation of pedestrian and vehicular traffic. It is highly desirable that Congress Street provide the necessary pedestrian amenities to create a pleasant downtown shopping environment. The location of proposed and existing department stores at either end and along Congress Street will add a great deal of vitality and excitement and certainly stimulate additional pedestrian movement. The curb delineation of Congress Street, with public squares located at either end, will be ideally suited for pedestrian orientation and related improvements, creating a strong image for the regional city center. As detailed plans are subsequently developed, the relationship and magnitude of future pedestrian and vehicular usage on Congress Street will be analyzed and evaluated.

D. New development sites

The areas in Downtown Portland which are most suitable for new development stem from the plan's effort to reinforce the land use pattern which has developed historically. The four major site possibilities for development are:

1) Monument Square, 2) Congress Square 3) The Civic-Convention Center and 4) the Park Square area.

Each one of the four development complexes - Monument Square, Congress Square, the Civic-Convention Center and Park Square can be conceived as a complete development complex in their own right, representing multi-level platforms of parking, service, pedestrian areas, and building sites which can be directly and perfectly tied in with the existing developed areas of Downtown Portland. Each one of these development complexes is envisioned with 2 to 4 levels of parking under or adjacent to a pedestrian level directly related to the retail core along Congress Street, and with the buildings around the complex and enclosing the Square or plazas with a particular balance of facilities and building massing between new and old structures.

1. In the Monument Square area the potential exists for creating a public pedestrian space at the level of the existing Square, with connections westward onto the retail core, eastward toward City Hall, southward toward Exchange Street. Three levels of parking off Middle Street-Spring Street could be provided under and adjacent to the complex, with a central pedestrian square relating to the Bank of Commerce building, the Metropolitan Apartment Building, the Clapp Memorial Building, the existing Casco Bank Building, and the existing retail concentration along Congress Street, with sites for a new Casco Bank building and sites for three or more other principal office buildings and a new department store. New additional parking facilities would be built between Cumberland Avenue and the retail core and between the retail core and reconstructed Spring Street.

Potential also exists within the context of this development complex in Monument Square for the creation of a bus terminal and mass transit distribution point to serve the functions of interstate bus terminal and metropolitan transit service. This could be designed to be integrated with the parking facilities.

2. The Congress Square potential development complex includes a site for a major department store of up to 150,000 square feet in floor space, directly connected with an 800 car, multi-level garage immediately adjacent to Cumberland Avenue and directly interrelated with the pedestrian retail core and the Sheraton-Eastland Hotel, and a potential new office building, with additional retail store sites defining and closing the Square within the framework of the Sheraton-Eastland Hotel, Baxter Building, High Street and a possible new office building.

3. A potential civic center-convention center site of approximately seven acres exists in the Block between Cumberland Avenue, High Street, State Street, and the Congress Street frontage, immediately adjacent and interrelatable to the concentration of Downtown Portland's hotels and motor-hotels. Because of a topographical difference of 25 feet between Congress Street and Cumberland Avenue, the opportunity exists for the creation of two levels of parking off Cumberland Avenue, on top of which a platform of civic facilities could be constructed immediately adjacent to the Portlander Motel Inn, with an over-the-street connection directly into the facilities of the Sheraton-Eastland Hotel. In addition, the opportunity exists to tie this entire convention-civic center complex into either a rehabilitated and enlarged Lafayette Hotel, with a substantial measure of additional off-street parking sites available adjacent to the hotel with access from reconstructed Spring Street.

4. The Park Square area can be truly a fine place to live - one of the finest in any city. Unlike similar areas in other cities, it has retained some fine historic structures, has made institutional use of many of these, a few others are excellent private residences, and parking lots do not dominate the area. Although many large houses are being used as apartments and some are in poor repair, there is a significant number of sound structures that can be rehabilitated. Groups of predominantly frame buildings in poor repair can be torn down to make way for new construction. The area between Spring Street to the middle of the block between Gray and Danforth Streets, and from State to High Streets, seems to be an ideal neighborhood. This could be the finest neighborhood in the Downtown. The Greek Orthodox Church and Parish house face a handsome row of town houses on Park Street. There are several other sound and attractive houses and the J. B. Carroll Mansion is a fine house that shouldn't be allowed to deteriorate further. Along High Street, from the Law School to Spring Street, a group of new apartments and town houses in scale with the Park Street houses, could bring 130 to 140 new families in the area. By closing Pleasant Street to create a fine square, by developing an open area in the middle of the Block between State and Park Street enclosing Gray Street, a series of pedestrian walks, small parks and plazas could make this a splendid residential neighborhood. A few small shops at Gray and Park Street, designed as a residential street (leaving State and High Streets as the primary access to Downtown)would help make this the finest area - the most prestigious section. This neighborhood could set the stage for the entire residential portion of the City.

One day Danforth Street could well become a great "pedestrian" as well as vehicular avenue to the handsome Western Promenade, forming an arch of residential neighborhoods from the Mercy Hospital to the core of the City and on to the Eastern Promenade.

The Plan Concept is a clearly delineated objective. To obtain this objective, the full requirements of the plan must be achieved. This can occur only through joint planning and coordination between City redevelopment actions and private enterprise investments that will take place in the Downtown area. Monument Square is and will continue to be the keystone to Downtown Portland. It is especially important that redevelopment proposed for this area does not develop single independent sites based upon existing, outmoded street systems. Development in Monument Square must allow for future extension of Spring Street, for the provision of parking facilities off Spring Street and Middle Street, for the construction of a cross circulating street in the vicinity of Elm-Preble Streets, and for the establishment of a pedestrian square surrounded by the Monument Square complex and directly interconnected to an immediately adjacent retail core along Congress Street.

Nothing less than the complete fulfillment of the four basic requirements for access, parking, development sites, <u>and</u> environment will enable Downtown Portland to compete with the threat of potential outlying regional shopping centers. It is very important that a group be created with a membership of both public and private citizens, which will have the express purpose of directing and coordinating Downtown renewal and development in a manner to adhere to the fourth major

requirements of the Plan Concept. The Plan Concept is not a detailed, rigid proposal. It is a flexible framework within which individual development, such as the development of Monument Square and others, is free to take place in a form which directly reflects the basic principles of compact, comprehensive environmental design within the context of the four major requirements.

PLAN DEVELOPMENT

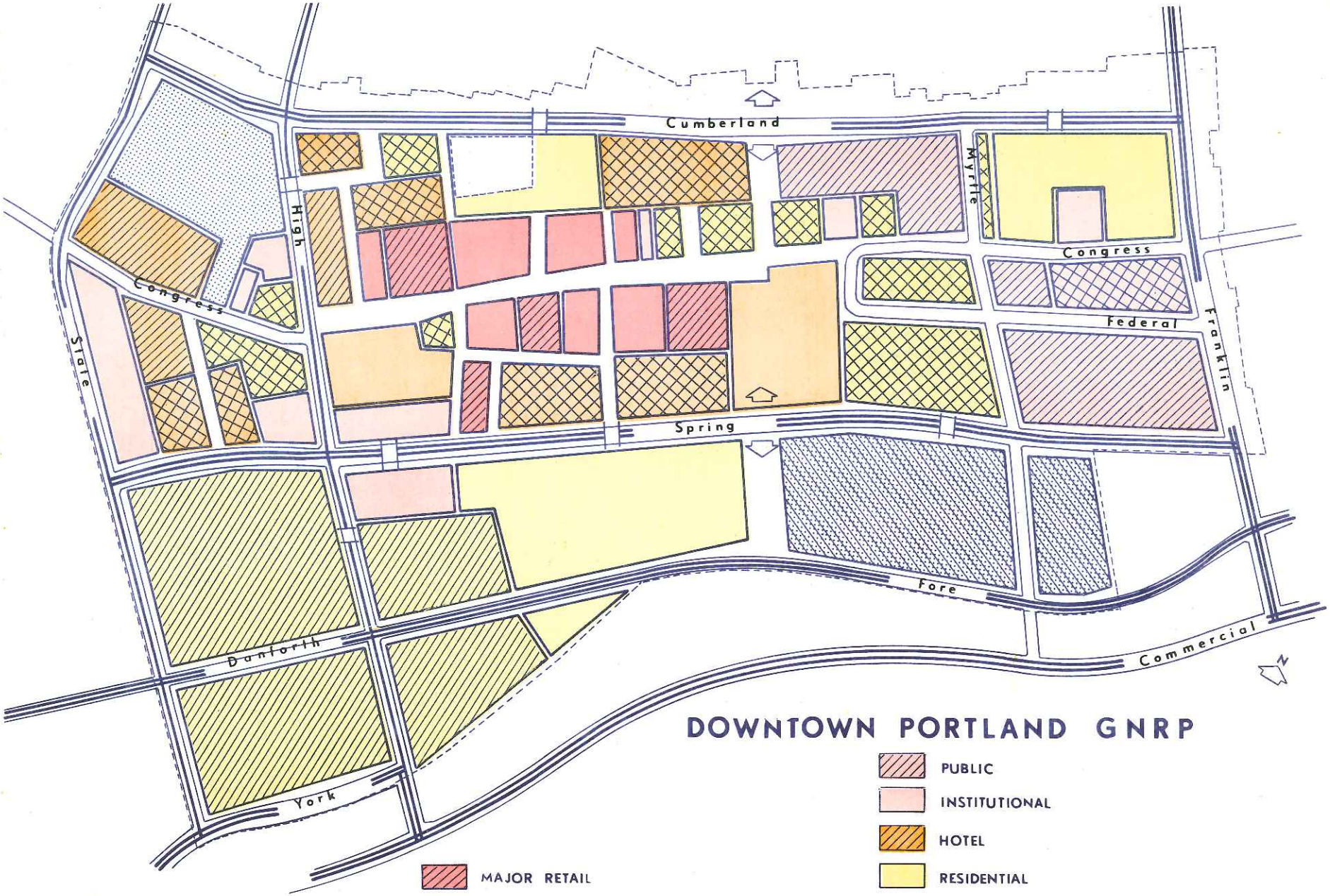
General Objectives

The proposed circulation system assures that the downtown area is made accessible to the entire region. Within this primary circulation framework, it is proposed that vehicular and pedestrian connections be established between the downtown and the peninsula itself.

Congress Street, which is historically the Main Street of Portland, is to continue to serve as the principal vehicular link between Downtown and the eastern and western residential areas of the peninsula.

At present, the street pattern on the peninsula is confusing and discontinuous. The entire peninsula could be unified by means of two boulevards running for the entire length of the peninsula. South of the downtown, Danforth Street and Fore Street are well located to perform the function of joining Eastern Promenade with Western Promenade. North of the downtown, a comparable function could be performed by Congress Street or Park Avenue interrelating with Cumberland Avenue in the central portion of the peninsula and Washington Avenue or North Street serving the Munjoy Hill - Promenade section.

Within the downtown area, a comprehensive system of pedestrian connections is proposed. It is the purpose of these pedestrian links to directly relate the retail-office complex to all the other functional areas of the downtown, such as the Civic Convention Center, the historical residential southwest quadrant, and the new public office and public facilities area in the southeast quadrant.



DOWNTOWN PORTLAND GNRP

- PUBLIC
- INSTITUTIONAL
- HOTEL
- RESIDENTIAL
- CIVIC CENTER
- PARK
- WHOLESALE - WAREHOUSING - INDUSTRIAL
- COMPOSITE DEVELOPMENT (RESIDENTIAL, INSTITUTIONAL & COMMERCIAL AREAS

- MAJOR RETAIL
- RETAIL
- OFFICE
- COMPOSITE DEVELOPMENT (OFFICE, RETAIL, PARKING & PEDESTRIAN AREAS)
- DECKED PARKING

- MINOR TWO-WAY ST.
- MAJOR ONE-WAY ST.
- MAJOR TWO-WAY ST.

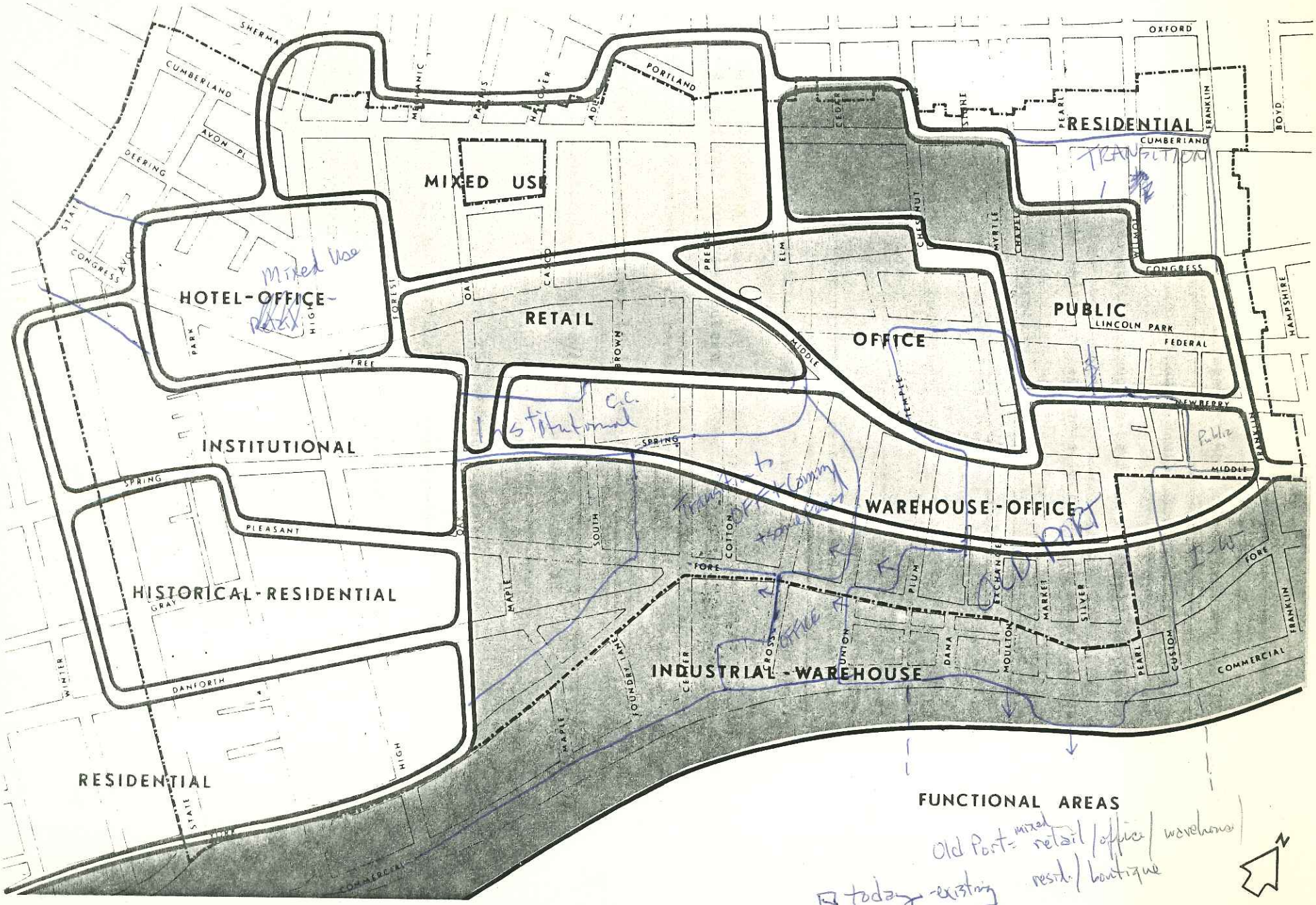
Since Congress Street will be the terminus for several pedestrian paths, it will become a very active pedestrian space itself. This pedestrian activity is to be heightened by the arrangement of land uses along Congress Street. It is proposed that the areas known as Congress Square and Monument Square be the sites for new retail-office complexes, each to be centered about its own individual pedestrian space, or public square. In this way, the new dense development at each of the squares will create centers of activity which will attract people. Congress Street lying between these two centers of attraction will benefit from all the people who are attracted from one square to the other.

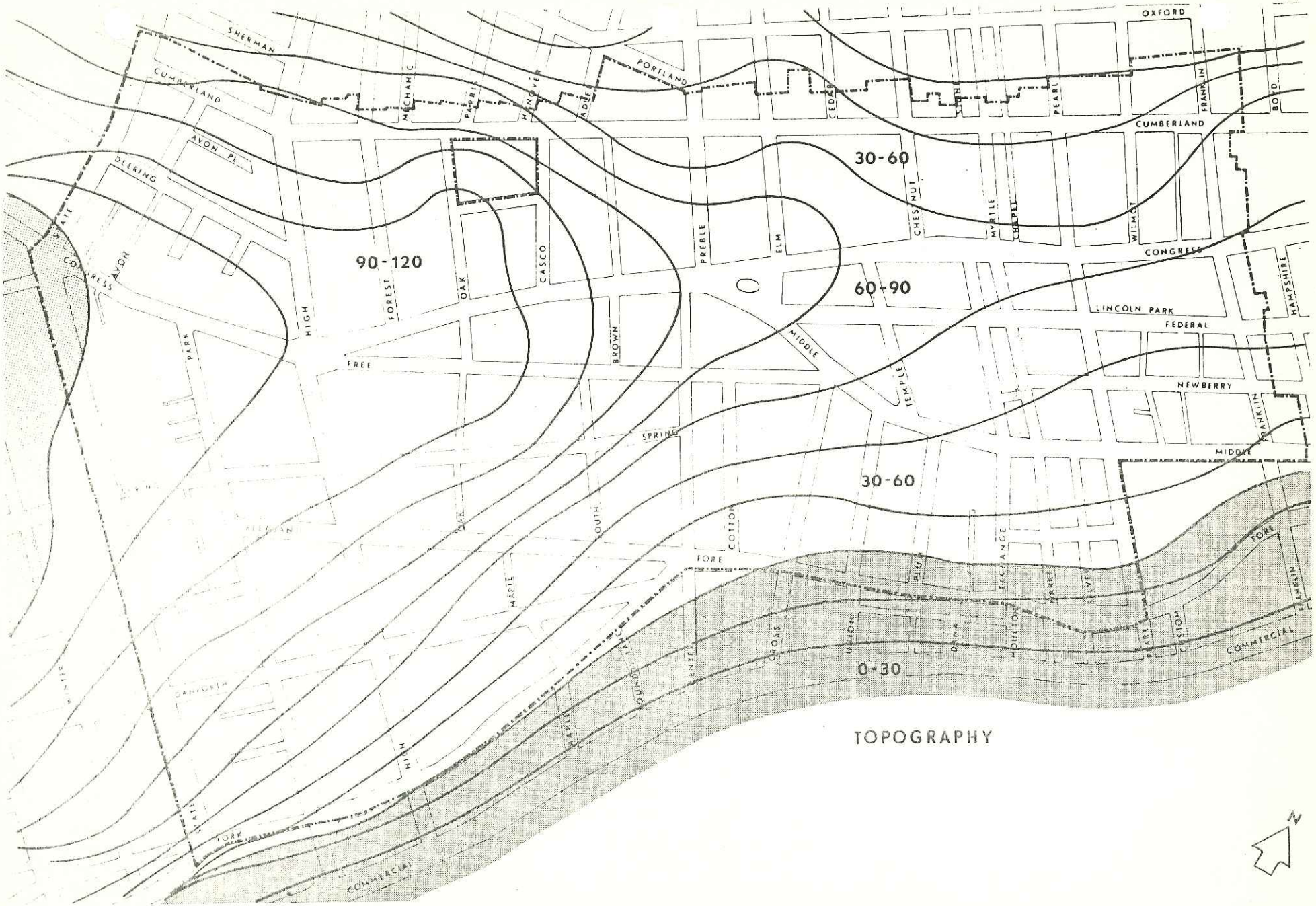
Monument Square

The following considerations are important to the development of the Monument Square area:

1. It is, and will continue to be the center of Portland.
2. Monument Square should terminate the eastern edge of the retail core so that the length of the retail complex is not over-extended.
3. As one terminal point for a linear shopping complex, Monument Square is the logical place for a department store.
4. Monument Square is the only area midway between High Street and Franklin Street where an adequate facility for vehicular recirculation can be placed.

Monument Square should be a pedestrian space, not only because it is the proposed site for one of the retail office complexes that will generate pedestrian traffic along Congress Street, but because it is the center of Portland. As a center


MIXED USE
HOTEL-OFFICE
Mixed Use
RETAIL
OFFICE
PUBLIC
RESIDENTIAL
TRANSITION
INSTITUTIONAL
Institutional
C.C.
WAREHOUSE-OFFICE
Transition to office/comm
Public
HISTORICAL-RESIDENTIAL
INDUSTRIAL-WAREHOUSE
Old Port
I-95
RESIDENTIAL
FUNCTIONAL AREAS
Old Port= mixed retail/office/warehouse
resth./boutique
today-existing
SHERMAN
CUMBERLAND
AVON PL
DEERING
STATE
CONGRESS
AVON
PARK
HIGH
FOREST
FREE
OAK
CASCO
BROWN
PREBLE
ELM
CEDAR
CHESTNUT
MYRTLE
CHAPEL
STONE
PEARL
WILMOT
FRANKLIN
BOYD
OXFORD
CONGRESS
HAMPSHIRE
LINCOLN PARK
FEDERAL
NEWBERRY
MIDDLE
TEMPLE
SPRING
PLEASANT
SOUTH
COTTON
FORE
MAPLE
GRAY
WINTER
DANFORTH
FOUNDRY
CROSS
UNION
DANA
EXCHANGE
MOULTON
MARKET
SILVER
PLUM
CUSTOM
COMMERCIAL
PORTLAND
MECHANIC
PARRIS
HALL
ADELE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60-90
30-60
30-60
0-30
SHERMAN
CUMBERLAND
PORTLAND
OXFORD
CUMBERLAND
AVON PL
DEERING
CONGRESS
CONGRESS
LINCOLN PARK
FEDERAL
NEWBERRY
MIDDLE
FREE
SPRING
FORE
FORE
YORK
COMMERCIAL
COMMERCIAL
MECHANIC
PARRI
HANOVER
ADDISON
CEDAR
PEARL
FRANKLIN
BOYD
HAMPSHIRE
CHESTNUT
MYRTLE
CHAPEL
WILMOT
PREBLE
ELM
CASCO
OAK
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HIGH
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TOPOGRAPHY

which is reserved for pedestrians, it could be used for a variety of community activities such as exhibits, bazaars or week-end recreational events. Proposed development at Monument Square will require a large, unbroken area. Thus, the exact alignment of the cross-circulation facility which is to be located at Monument Square must be selected so that a large site is left adjacent to the Congress Street retail core.

The northern leg of the proposed facility is either Elm Street or Preble Street. Both are wide, straight and in the right location for a junction with the proposed "Preble Street extension". South of Monument Square there are no existing right-of-ways which are aligned with either Preble Street or Elm Street. The best alignments are Preble Street with Cotton Street and Elm Street with Cross Street. A greater choice of possibilities for the location of the retail-office complex, the design of the Monument Square pedestrian space and the possible phasing of the construction of the cross connection facility is allowed if Elm Street is connected with Cross Street. It is highly desirable that this facility be cut into the ground and covered so as not to interfere with pedestrian activity above. If Preble Street is used as the cross connection, a sunken arrangement is essential since Preble Street's location is between Monumenet Square and the Congress Street Retail Core. The use of Elm Street as the recirculation facility, however, allows the facility to be placed at grade and still allow a Monument Square-Congress Street pedestrian connection and a much more reasonably sized site for the new retail-office complex development. Elm Street could be sunken

initially or at a later date. Elm Street is recommended as the site for the recirculation facility since it allows more flexibility in locating development sites and in the phasing and amount of capital expenditures.

Despite the flexibility offered by locating the cross-circulation facility at Elm Street, the long range objective of the plan should be to sink the facility below grade and develop a pedestrian plaza above it. By making this bridge, not only will the proposed Casco Bank be interrelated with the retail core, but the entire public facilities complex, including the Portland High School and the City Hall, will be directly related to the retail core as well as all of the proposed new office facilities to be developed south and east of the Casco Bank. Also, by bridging the connector facility with a plaza, the Square itself becomes larger and allows more development around it.

There are several other considerations concerning the development of the Monument Square area. There is a need for a new bus terminal in Portland; and the best location for this terminal is somewhere in the Monument Square area. This bus terminal could be located on either Spring Street or Cumberland Avenue and be directly connected to the Monument Square complex via pedestrian links. It should be located as close to the cross-connector facility as possible to allow for recirculation within the downtown area.

The configuration of the Monument Square development will have a decided effect upon future development to the southeast of Monument Square. This area consists

of old and deteriorating buildings and should be redeveloped. In order for this area to be a desirable locale for office structures, however, it is important that Monument Square does not cut it off from the retail core. Therefore, the development of Monument Square should in effect provide a connection between the retail core and this area. This should not be difficult, since the proposed Casco Bank Building is envisaged as a multi-story free-standing tower and will act as a focal point from all directions, not just along Congress Street. It is important, however, that this new development southeast of Monument Square is not a direct expansion of the Square, because the only way this could be done is to create another space southeast of the Casco Bank which would, in fact, create two large squares. There should not be two competitive squares in the Monument Square area. Two Monument Squares do not make sense from an historic, an economic or visual standpoint. There is the possibility for this new development of offices southeast of Monument Square to relate to City Hall, however. The existing right-of-way of Exchange Street is on axis with the City Hall Tower. Since the City Hall Tower in conjunction with the plaza in front of it already makes a focal point, it would be very desirable to create another focal point on axis with City Hall along Exchange Street. A location on Exchange Street is the logical locale for a concentration of office buildings and for the creation of a space.

There is much significant development between Elm Street and Pearl Street, including the Masonic Building, City Hall, First Parish Church, Union Mutual, Metropolitan Apartment House, and the First National Bank. It is important

that Congress Street and Federal Street be left open to vehicular traffic in this area to provide access to these buildings and bring mass transportation facilities to them. These streets are not a major part of the circulation loop. They are, however, needed not only to assure service to the existing frontage on Congress and Federal Streets, but in order to provide additional service to the Monument Square complex.

Congress Square

The following considerations are important to the development of the Congress Square area:

1. It is and will continue to be one of the more important well-known squares in Portland;
2. Congress Square should terminate the western edge of the retail core so that the length of the retail core is not overextended;
3. As one terminal point for a linear shopping complex, Congress Square is the logical place for a department store site.

The variations in the arrangement of the Congress Square complex are limited. High Street is a primary part of the circulation system and makes a logical definite western boundary to Congress Square. Furthermore, the Congress Square area has four building complexes that will remain. They are: (1) the two telephone buildings; (2) the Sheraton-Eastland Hotel complex; (3) the Baxter Office Building (4) the Portland Society of Art buildings and the YWCA on Spring Street. Consideration should also be given to retaining the Chamber of Commerce building. Within this context, the only site large enough for both a retail complex and an adjacent parking structure is north of Congress Street and east of

Forest Avenue right-of-way and, if necessary, the Oak Street right-of-way. Sites for smaller retail operations and office facilities would be made available between the Baxter Building and High Street. The existing Sears retail operation could be provided with a direct connection to Congress Street by converting Oak Street to pedestrian traffic only. A site for decked parking facilities would be provided directly east of Sears.

The function of the Square is to be similar to that of Monument Square, that is, it is to be a public open space and a transition point between automotive traffic and the retail core itself. The retail facility is proposed to front on the Square so as to be visible from passing traffic on High Street, but will be oriented toward Congress Street.

Activity will be generated within the Square by a pedestrian drop-off station on High Street, by the proposed retail-office complex west of the Baxter Building, and by a proposed retail arcade to be located east of the Sheraton-Eastland Motor Hotel to serve as the pedestrian link between Congress Square and the proposed Civic Convention Center west of High Street.

The south side of the Square will relate to a pedestrian path crossing the predominantly green space surrounding the Portland Art Society and the YWCA to the new museum site on the south side of Spring Street. Thus, not only would Congress Square derive considerable vitality from the hotel, retail arcade and direct pedestrian connection to the proposed Civic Convention Center but, this activity would be more effective by its direct contrast with the adjacent park-like environment provided by the green spaces surrounding the Portland Art Society and the YWCA.

Civic Convention Center

Although the civic convention center is a major development proposal for downtown

Portland, there is no proven potential economic basis for its becomeing a reality. No program has been prepared designating what uses or what quantity of uses would be contained in the proposed Civic Convention Center.

Furthermore, it is not known how such a civic-convention center would be financed. Unlike retail and office development where nationally based private enterprises might be expected to invest in Portland to develop or expand facilities, the civic-convention center's considerable financial investment will have to be raised through the efforts of Portland's own citizens.

Despite these circumstances, however, there is interest in a Civic Convention Center in Portland and the City is already a center for conventions. The Plan for downtown Portland reserves a site which is suitable to fulfill the basic needs of such a center. The site for the Civic Convention Center is delineated by State Street on the west, High Street on the east, Cumberland Avenue on the north, and Congress Street property frontage on the south. All of these streets are part of the proposed downtown circulation system and they all will provide direct automobile access to the Civic Convention Center except Congress Street.

The site's large unified configuration (over 7 acres) and sloping topography will allow a considerable amount of the necessary parking to be provided in an efficient multi-decked arrangement.

If the center is to contain a civic convention facility and a theater, it is desirable that it be near the hotel complex. The proposed site is satisfactory since the complex could easily be tied in with the Sheraton-Eastland Motor Hotel, the Portlander Motel and the Lafayette Hotel. Indeed, it is possible that a new hotel could be constructed on the site inasmuch as an additional 280 hotel-motel units are projected for Portland by 1980.

This site meets one other very important requirement for a civic convention facility. It is directly adjacent to the boulevard connections that join the downtown area with the proposed interstate highway; the proposed civic convention center would be located at the most important gateway to the city.

Public Office and Community Facility Development

The proposed circulation system gives the area referred to as the Southeast Quadrant the following definite boundaries: Myrtle Street on the west, Federal Street on the north, Franklin Street on the east, and Middle Street on the south. Since the area directly to the north is already used for institutional and public purposes, and inasmuch as Larry Smith & Company have projected an additional 316,000 square feet of public office and community facility uses by 1980, this is a suitable site for locating some of that potential land usage.

The following factors should be taken into consideration in development of the site:

1. Franklin Street, which is a downtown arterial, should not be used to provide direct access to the site.
2. A direct connection should be provided between the proposed development and the existing public buildings fronting on Lincoln Park.
3. A pedestrian connection should be provided between the proposed public facilities and the proposed office development west of Exchange Street.

Park Square Housing

The historic-residential area in the southwest quadrant of the downtown area is clearly delineated by the proposed circulation system: Spring Street on the north, State Street on the west, High Street on the east and York Street on the south.

PROPOSED COMMUNITY FACILITIES

PEDESTRIAN CONNECTOR

#8

The area contains many fine historic, architectural and institutional buildings. It should be developed so that its finer buildings and the charm of its 19th century street scapes are preserved. The primary land usages in this area should continue to be residential and institutional.

Although the area east of High Street is clearly a part of the expanded downtown area, it is not clear whether this area should be developed concurrently with the Park Square rehabilitation housing project. The fact that it is separated from the heart of this development by High Street and that Danforth Street bisects it suggests that substantial investment be withheld from developing this area until some future time. During a later phase of downtown development the northern half of this area can be related to the Spring-Danforth Housing Development and its southern half, below Danforth Street, can be related to proposed waterfront usages. Relation to the waterfront will be earier in the future since it is proposed that York Street east of High Street be closed to vehicular traffic during the last stages of downtown development.

Lincoln Park Housing

Factors to be considered in the development of the area north of Lincoln Park:

1. The site is essentially flat and is directly north of Lincoln Park.
2. Myrtle Street is proposed for use as a recirculation facility.
3. The new Press Herald Building and the First Baptist Church are significant structures that will remain.

The boundaries of this development site are clearly delineated by the proposed downtown circulation system: Cumberland Avenue on the north, Franklin Street on the east, Congress Street on the south and Myrtle Street on the west.

The most significant decision that has to be made in the development of this site is whether Myrtle Street or Pearl Street be used as a secondary downtown loop cross-connector. By using Myrtle Street, the development site between Myrtle Street and Franklin Street is 800 feet long. This is true not only for the housing development site north of Lincoln Park, but for the public facilities development site south of Lincoln Park. Also, the use of Myrtle Street as the vehicular facility enables Lincoln Park to be extended across and beyond the Pearl Street right-of-way. On the other hand, if Pearl Street were used as a vehicular circulation element, Lincoln Park would be surrounded by roads on all four sides and the development site north of Lincoln Park would essentially be cut into two halves, one of which would only be 200 feet wide and would already contain a commercial type usage in the new Press Herald Building. Thus, it is recommended that Myrtle Street be used as the recirculation facility.

In order to get a fairly high residential density close in the downtown area, it is recommended that the development be a mixture of high rise and low rise buildings. Furthermore, it seems desirable that the low rise buildings be concentrated in the southern part of the site near Park and the church. The high rise apartments, which require more service, could be off Cumberland Avenue, and most of the apartments in the upper floors would still offer a view of Lincoln Park. No access to the site should be provided off of Franklin Street, which is a primary arterial to the downtown area restricting property frontage access rights.

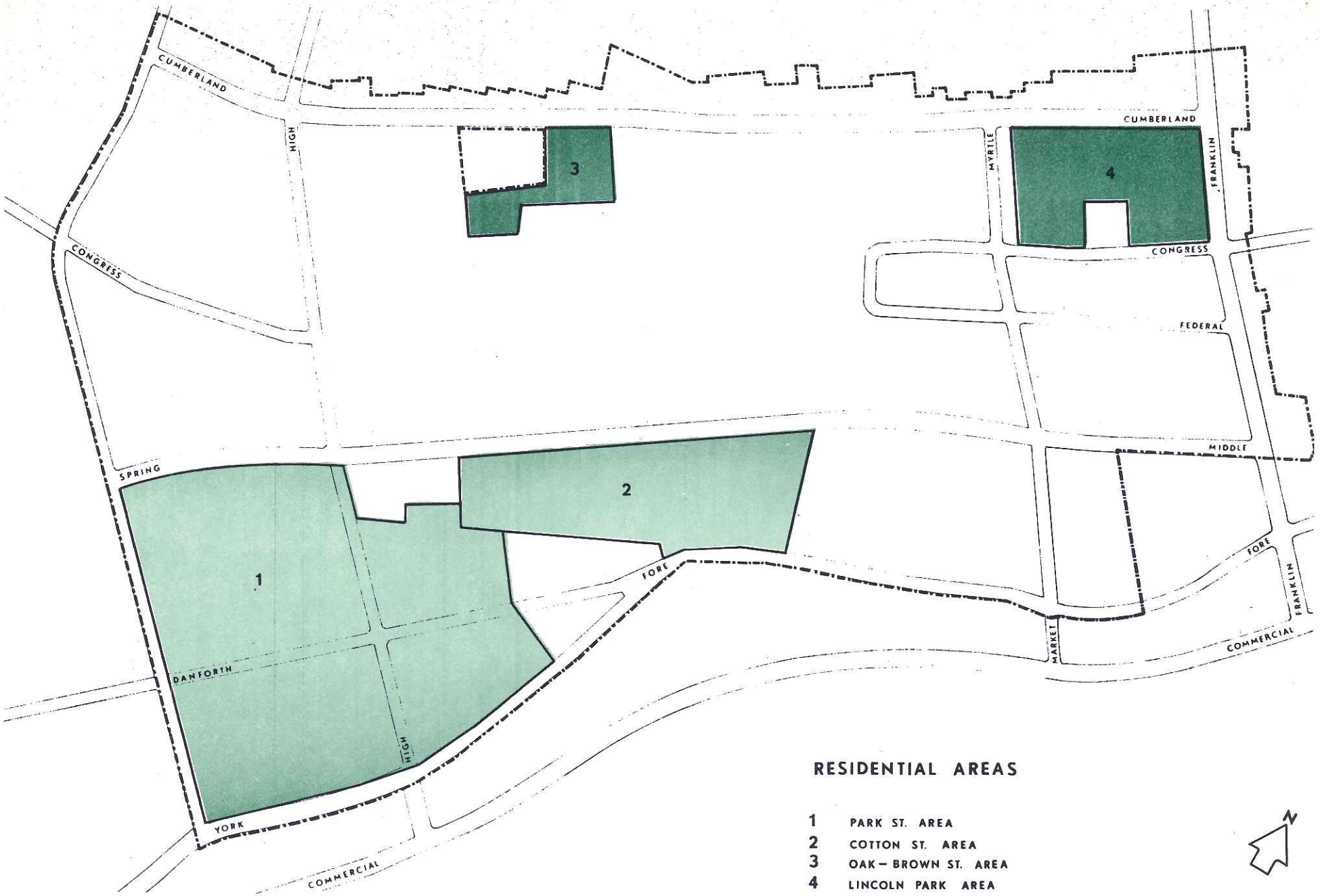
Oak-Brown Housing

The site is delineated by the Downtown 1 Urban Renewal Project on the northwest, Congress Street frontage on the south and the Casco Bank parking structure on the east. The development site is well located for one or two uses; either close-in high density housing or multi-deck parking. Since the Downtown 1 Project is already under way, and the site has been selected for a 15-story apartment house on Casco Street, it is reasonable to assume that the area will be developed for at least residential uses. In light of the fact that parking structures are proposed to the west of the site along Forest Avenue and to the east of the site in the vicinity of Brown Street and Preble Street, it is recommended that no public parking facilities be built on this development site. In addition, since the site is quite constricted, it is recommended that all development on the site be high rise and that large open green spaces be provided. Since the site slopes up from Cumberland Avenue it will be possible to provide resident parking facilities underneath the residential development. A pedestrian connection to the downtown core at the same elevation as Congress Street could be developed as part of the space created by the high rise apartments on the site.

Spring-Danforth Housing

The area south of Spring Street and directly adjacent to the downtown retail core is a clearly delineated development area: Spring Street on the north, the proposed cross connector on the east, Danforth Street on the south and High Street on the west.

The site has an ideal configuration for residential development, it slopes south toward the water. It is recommended that resident parking facilities be provided off of Danforth Street and that the parking be placed below the residential development so as not to obstruct a view to the water. A mixture of high rise and low rise residential structures is recommended for this site with the high rise buildings being placed closest to the downtown core to stimulate walk-in trade. The most suitable area for high rise development is adjacent to Spring Street at the extension of the Brown Street pedestrian link.



RESIDENTIAL AREAS

1 PARK ST. AREA
2 COTTON ST. AREA
3 OAK – BROWN ST. AREA
4 LINCOLN PARK AREA

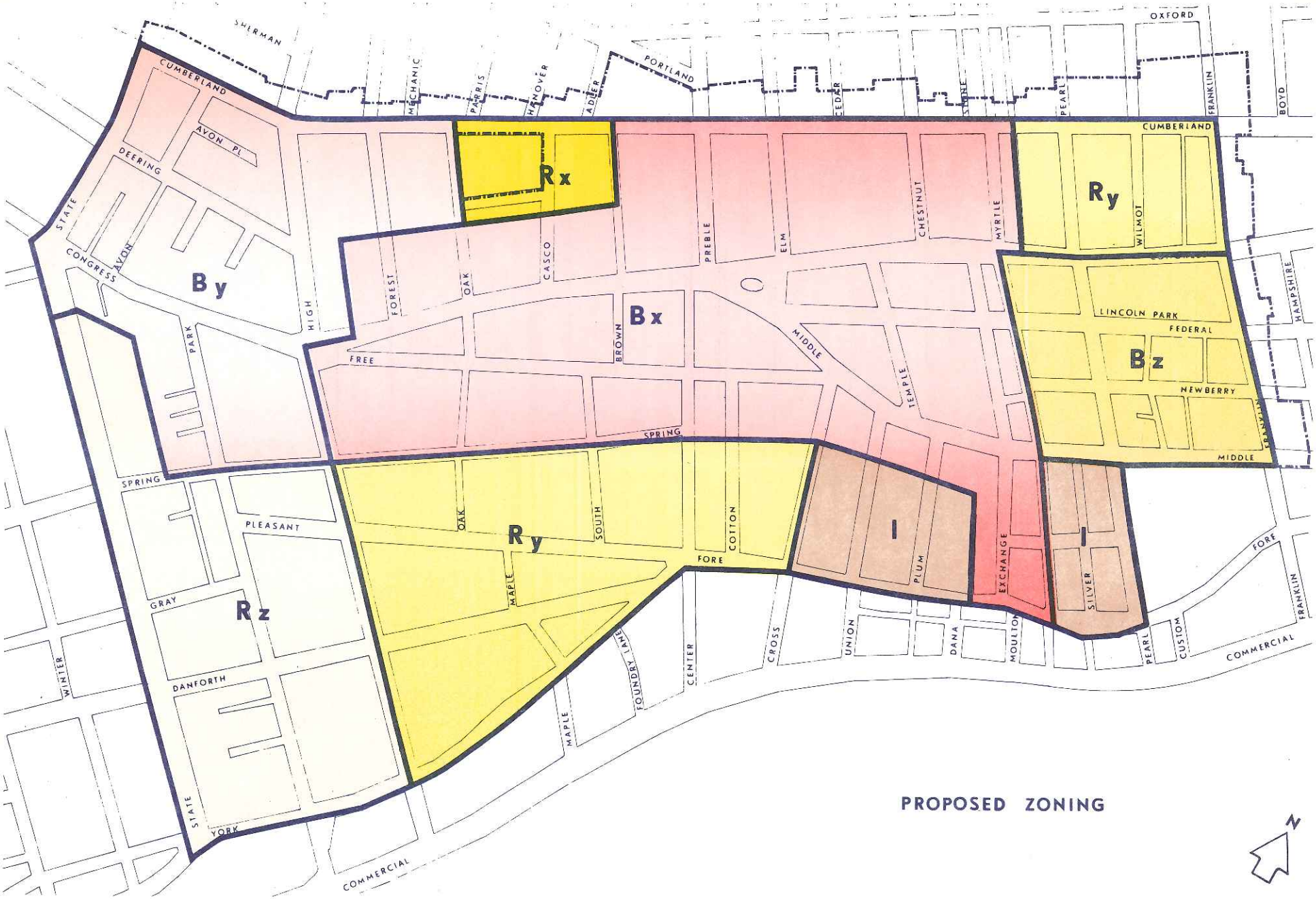
PLANNING REQUIREMENTS

The preparation of the General Neighborhood Renewal Plan is the first essential step in what should be a continuous process of implementation. The successful development of the downtown area depends upon the joint leadership and coordination of City government and private community, property and investment groups.

The plan has been developed in cooperation with the City government and with representative private organizations and thus already reflects the desires of the community to a considerable extent. The first steps of implementation will be a full and detailed explanation of the development program to the citizens of Portland, to demonstrate the benefits which will result to the city and citizens from the development program and emphasize the endorsement of the program by the City government and by private and civic groups. These efforts will help to create the necessary continuous public support prior to and subsequent to the official adoption of the plan.

Organization for Implementation

The basic framework for proceeding with the continuous task of plan implementation already exists. The City has an active staff engaged in both planning and urban renewal, and the Portland Chamber of Commerce has organized the Downtown Task Force for the specific purpose of revitalizing the downtown area according to a plan. The basic pattern of joint participation on the part of the government agencies and private enterprise should continue. Simultaneously with the public communications, both the government agencies and the representative private groups should be initiating the administrative measures for achieving the first urban renewal project. The essential and foremost task is the formation of a group to coordinate all downtown development, including private investment at Monument Square. The functions of the groups would



PROPOSED ZONING

include:

a. communication and negotiation with prospective downtown investment developers and major tenants;

b. The programming, design, financing, and construction of downtown parking facilities which are integrated into new development complexes and into the downtown development structure;

c. The planning, design, financing, and construction of major circulation improvements within the downtown area;

d. The continuing issuance of information to the public through the news media;

e. Continuous coordination with the many City departments implementing the various technical aspects of the downtown urban renewal process; and

f. The coordination of all downtown development construction scheduling and activities.

Such a downtown development administrative group could be created in any one of a number of forms: as an expanded renewal agency staff; as a joint planning-public works-renewal agency staff; as a Chamber of Commerce-created staff having communication liaison with City departments; or as some combination of all of these. Preferably this development body should have both public and private membership. Regardless of how such a development coordination group would be structured or established, its creation is essential to undertaking and achieving the comprehensive renewal and development of downtown Portland.

The City administration should begin to initiate several actions through its Planning Board and its Renewal Authority to assure that the plan will be implemented. They include: assurance that public parking is feasible through state enabling legislation, fulfilling the required administrative procedure for expanding the General Neighborhood Renewal Plan boundary; and reviewing and revising the zoning ordinance, subdivision regulations, and building code so that these regulations permit and encourage development which is orientated toward comprehensive planning rather than toward the haphazard development of single lots.

The Expansion of the GNRP Boundary

1. The Reasons for Expanding the GNRP Boundary North of Cumberland Avenue: Cumberland Avenue is an integral part of the proposed loop road which would serve downtown Portland. It is proposed that additional improvements be programmed for Cumberland Avenue at later stages which would orient Cumberland Avenue to principally serve only the downtown area for its length between State Street and Franklin Street. The residential area north of Cumberland Avenue, now served by it, would be reorientated to service from an improved Oxford Street. Thus, since Cumberland Avenue is to eventually serve only the downtown area, with the exception of a few institutional uses on its north side, the inclusion within the GNRP project area of the frontage properties to the north is justified to enable the Avenue to be adequately improved and expanded.

2. The reasons for expanding the GNRP Boundary East of Franklin Street:

   The institutional land uses east of Pearl Street, which extend all the way to

Franklin Street, are an integral part of the downtown institutional land use pattern and should be included in the GNRP area. Franklin Street itself is an integral part of the proposed loop road which is to serve downtown Portland. Also, Franklin Street is to be downtown Portland's only link to Interstate Highway 295 on the east. The inclusion of frontage properties east of Franklin Street is therefore justified to enable the Street to be adequately improved and expanded.

3. The Reasons for Expanding the GNRP Boundary South to York Street:

High Street and State Street are integral parts of the proposed loop road that is to serve downtown Portland. The institutional and historical-residential land uses between these two streets do not terminate at Pleasant Street on the south, but extend south to York Street. Therefore, if this historical, residential and institutional area is to be planned comprehensively, the GNRP boundary should be extended to York Street.

The triangle of land bounded by High Street, Fore Street and York Street is an area of deteriorating residential, wholesaling and warehousing land uses. It is an integral part of the larger area to the east having similar land uses and already included within the GNRP area. If this entire area of wholesale-warehousing and deteriorating residences is to be planned comprehensively, the GNRP boundary should be extended south from Pleasant Street to York Street so that all of the wholesale-warehousing uses are included which are not directly related to the waterfront.

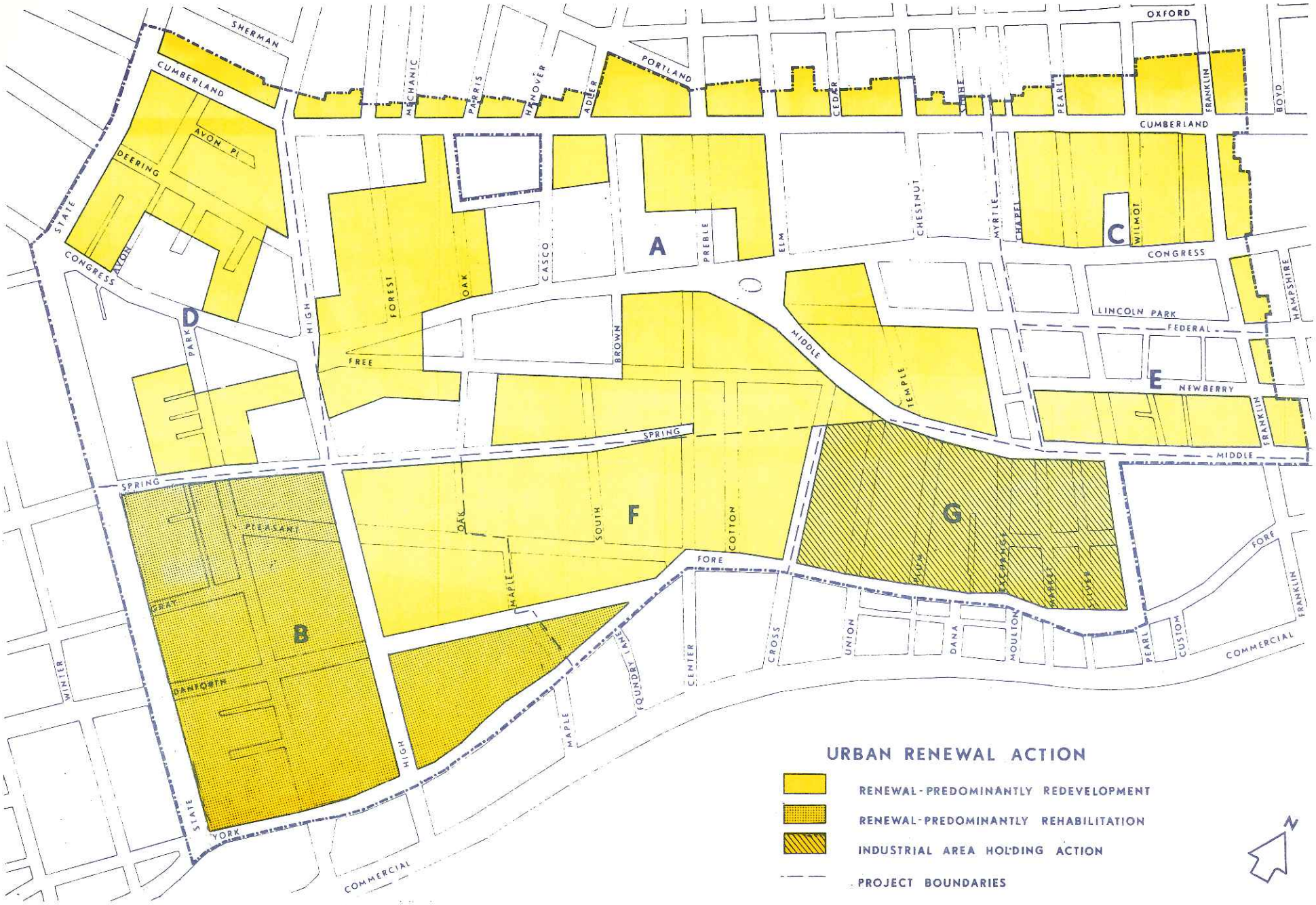
EXTENT OF RENEWAL AND DEVELOPMENT

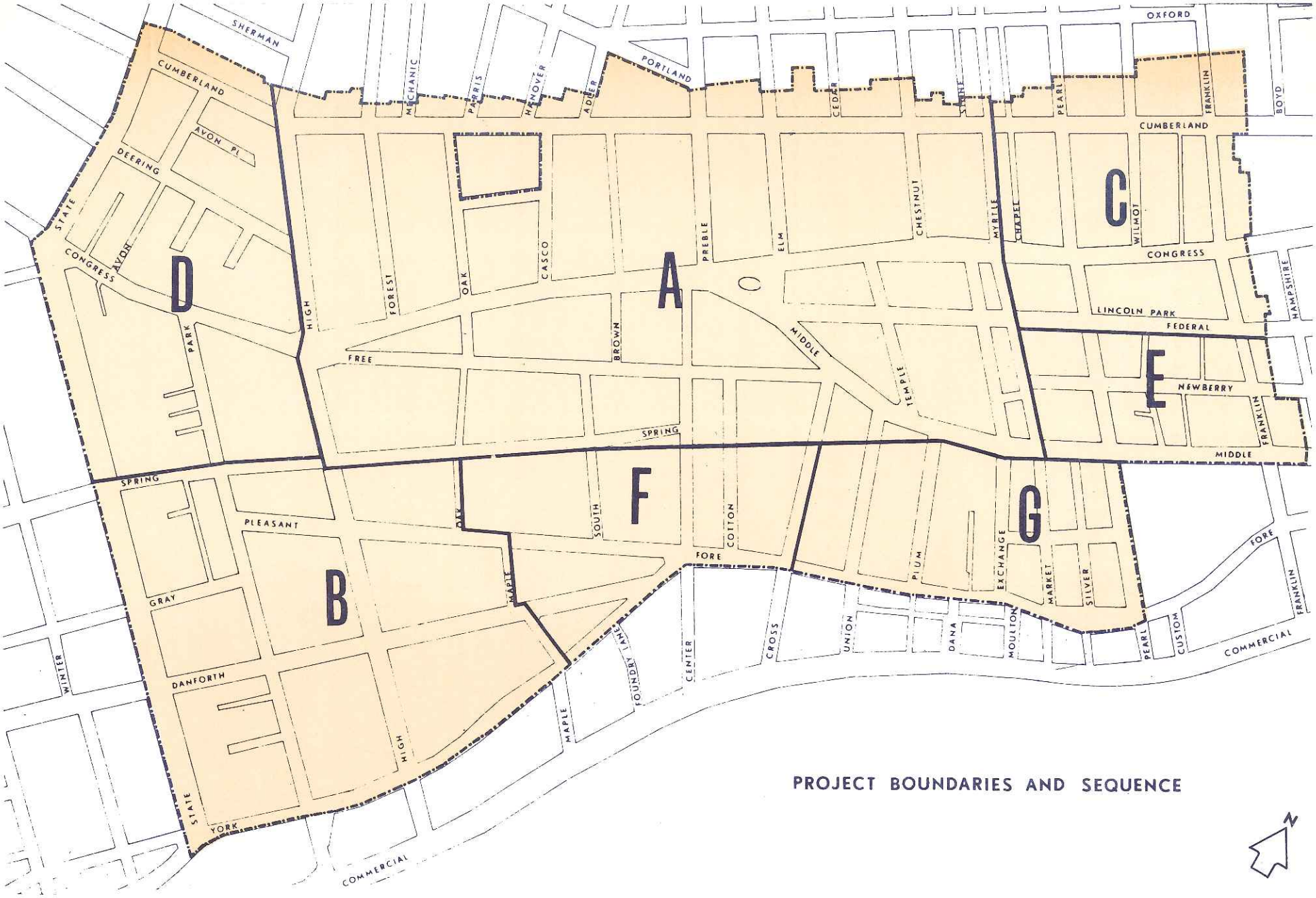
Urban Renewal Projects

The downtown area is composed essentially of a retail core and various other functional land use areas on its fringes. Since the retail core is the heart of the downtown area, it is proposed that the entire retail core be designated as the first urban renewal project. The delineation of the urban renewal projects are shown on Map entitled "Project Boundaries and Sequence". Seven urban renewal projects are proposed for the General Neighborhood Renewal Area. Letters within each project indicate the approximate priority. Projects A and B have already gained tentative investment commitments on the part of development groups and these projects are proposed for highest priority. Projects F and G are mainly non-residential areas at present and are fulfilling an economic role in the downtown area by providing space to warehousing, wholesaling, industry, and marginal commercial interests. Since many of these firms are orientated toward the Portland waterfront it is felt that these projects should not be developed until the City of Portland has developed a study and plan for the entire waterfront area. Projects C, D, and E have flexible timetables and should be developed in accordance with land use demands and investor interest rather than a rigid schedule.

Urban Renewal Treatment

The proposed treatment for each project area is as follows:


SHERMAN
CUMBERLAND
AVON PL
DEERING
STATE
CONGRESS
AVON
PARK
D
HIGH
FOREST
OAK
FREE
CASCO
A
PREBLE
BROWN
ELM
CHESTNUT
MYRTLE
CHAPEL
C
WILMOT
PEARL
FRANKLIN
OXFORD
BOYD
PORTLAND
MECHANIC
PARRIS
HANOVER
ADDER
CEDAR
CUMBERLAND
CONGRESS
LINCOLN PARK
FEDERAL
HAMPSHIRE
MIDDLE
TEMPLE
E
NEWBERRY
FRANKLIN
MIDDLE
SPRING
SPRING
PLEASANT
GRAY
B
DANFORTH
WINTER
HIGH
STATE
YORK
COMMERCIAL
OAK
SOUTH
F
COTTON
MAPLE
FORE
G
PLUM
EXCHANGE
MARKET
SILVER
FORE
FRANKLIN
MAPLE
FOUNDRY LANE
CENTER
CROSS
UNION
DANA
MOULTON
PEARL
CUSTOM
COMMERCIAL
URBAN RENEWAL ACTION
RENEWAL-PREDOMINANTLY REDEVELOPMENT
RENEWAL-PREDOMINANTLY REHABILITATION
INDUSTRIAL AREA HOLDING ACTION
PROJECT BOUNDARIES
N



PROJECT BOUNDARIES AND SEQUENCE

Project A - Retail Core

a. Predominantly, clearance of the area generally bounded by Brown Street, Congress Street, Exchange Street and Spring-Middle Street and development of the area as a Monument Square retail-office-parking complex, including a new department store site.

b. Clearance of the area between Cumberland Avenue and Congress Street frontage between Preble and Elm Streets and development of the area as a multi-decked parking facility.

c. Clearance of the area north of Spring Street around South Street to be developed as a multi-decked parking facility behind the Congress Street retail core frontage.

d. Predominantly, clearance of the area around Forest Avenue north of Congress Street to be developed as a Congress Square retail-office-parking complex, including a new department store site east of the Sheraton-Eastland Motor Hotel.

e. Clearance of the area around the Downtown #1 renewal project to be developed as a high-rise residential area.

Project B - Historic Residential Area ("Park Square Area")
* (Based on drawings provided by Spencer M. Hurtt Associates, Incorporated.)

a. Clearance of area fronting on York Street west of High Street for development of a convenience retail-office-parking complex.

b. Rehabilitation of the majority of remaining residential area, with selected spot clearance for institutional, parking garage, and multi-family residential development.

Project C - Lincoln Park Housing

Clearance for development of a multi-family residential area around the First Baptist Church between Cumberland Avenue, Franklin Street, Congress Street and the new Portland Press-Herald Building.

Project D - Civic Center, Hotel Complex

a. Predominantly clearance of the area generally bounded by State Street, Cumberland Avenue, High Street, and Congress Street frontage and development of the area as a civic-convention center, including a new motor hotel site.

b. Clearance of the area around Park Street between the Lafayette Hotel and Spring Street to be developed for multi-decked parking facilities.

Project E - Southeast Public Office Complex

Clearance of the area generally bounded by Newbury Street, Franklin Street, Middle Street, and Pearl Street to be developed as a site for expanded and additional public offices, community facilities, and parking.

Project F - Spring-Danforth Housing

Total clearance within the area bounded by York, Fore, Maple, Spring, and Middle Streets. Eastern boundary of project will depend upon the selected location of the required cross-loop connector. The area is to be developed as a multi-family residential area.

Project G - Wholesale-Industrial Area

a. Spot Clearance of selected marginal business concerns and dilapidated structures west of Exchange Street and north of Fore Street to provide sites for new light industries, wholesale firms, and related offices.

b. Conservation-rehabilitation area around Market Street until overall planning is undertaken for waterfront area.

Phasing

The scheduling of development in the General Neighborhood Area is expected to take place in four major stages. These stages are illustrated by the four attached drawings - Stage 1, Stage 2, Stage 3, and Stage 4 - and by Table No. 20.

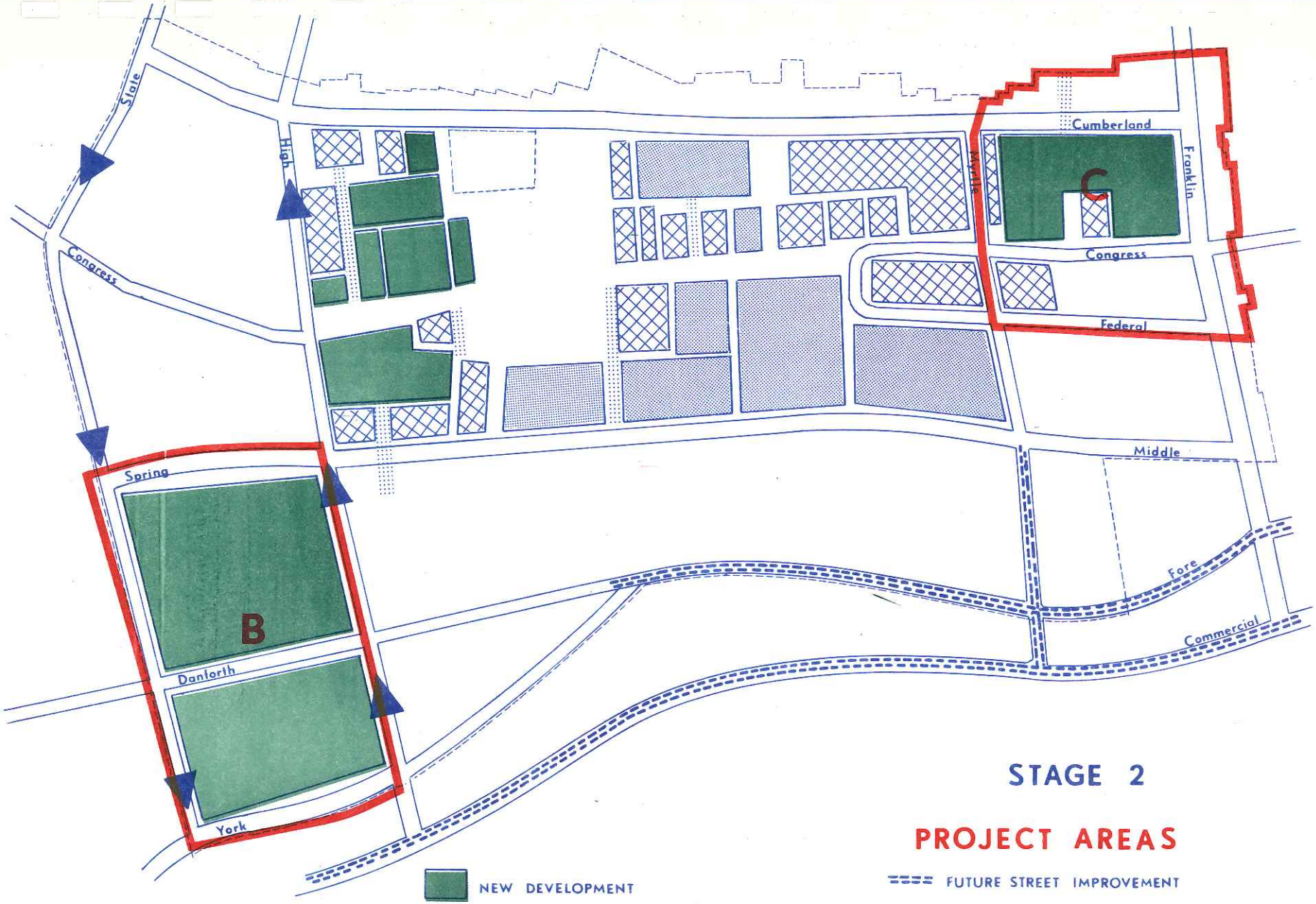
TABLE 20 PHASING OF URBAN RENEWAL DEVELOPMENT

Stage 1	1968-1973
Stage 2	1969-1978
Stage 3	1974-1980
Stage 4	1975-1980

Stage 1 Objectives:

a. To establish access arterials having major interchanges with Interstate Highway 295;

State
High
Congress
Spring
Danforth
York
Cumberland
Myrtle
Federal
Congress
Federal
Middle
Fore
Commercial
A
STAGE 1
PROJECT AREA
NEW DEVELOPMENT
EXISTING DEVELOPMENT
PEDESTRIAN CONNECTION
NEW OR REBUILT STREET
EXISTING STREET
FUTURE STREET IMPROVEMENT
N



STAGE 2

PROJECT AREAS

NEW DEVELOPMENT

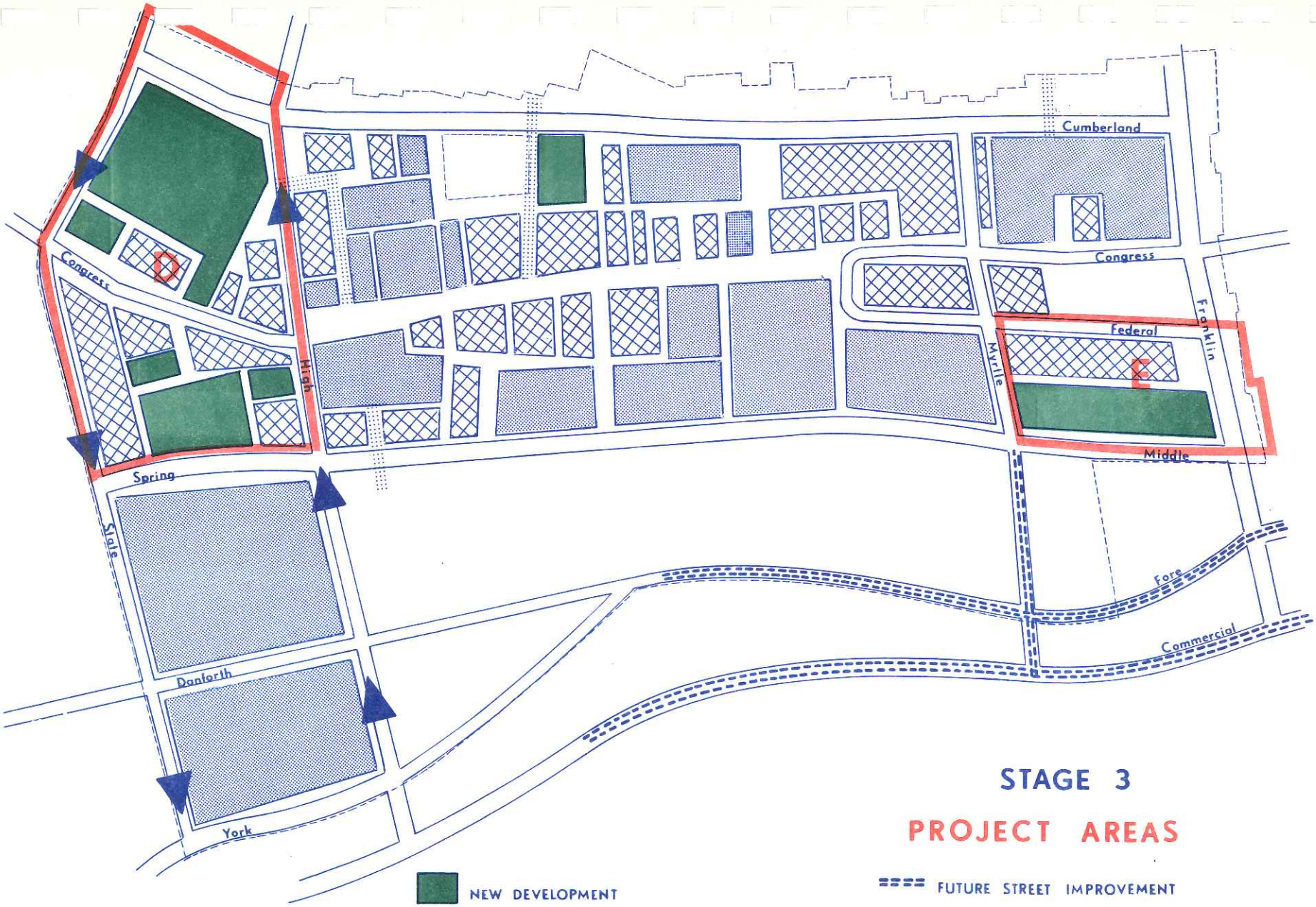
PREVIOUS DEVELOPMENT

EXISTING DEVELOPMENT

PEDESTRIAN CONNECTION

EXISTING STREET

FUTURE STREET IMPROVEMENT



STAGE 3

PROJECT AREAS

NEW DEVELOPMENT

PREVIOUS DEVELOPMENT

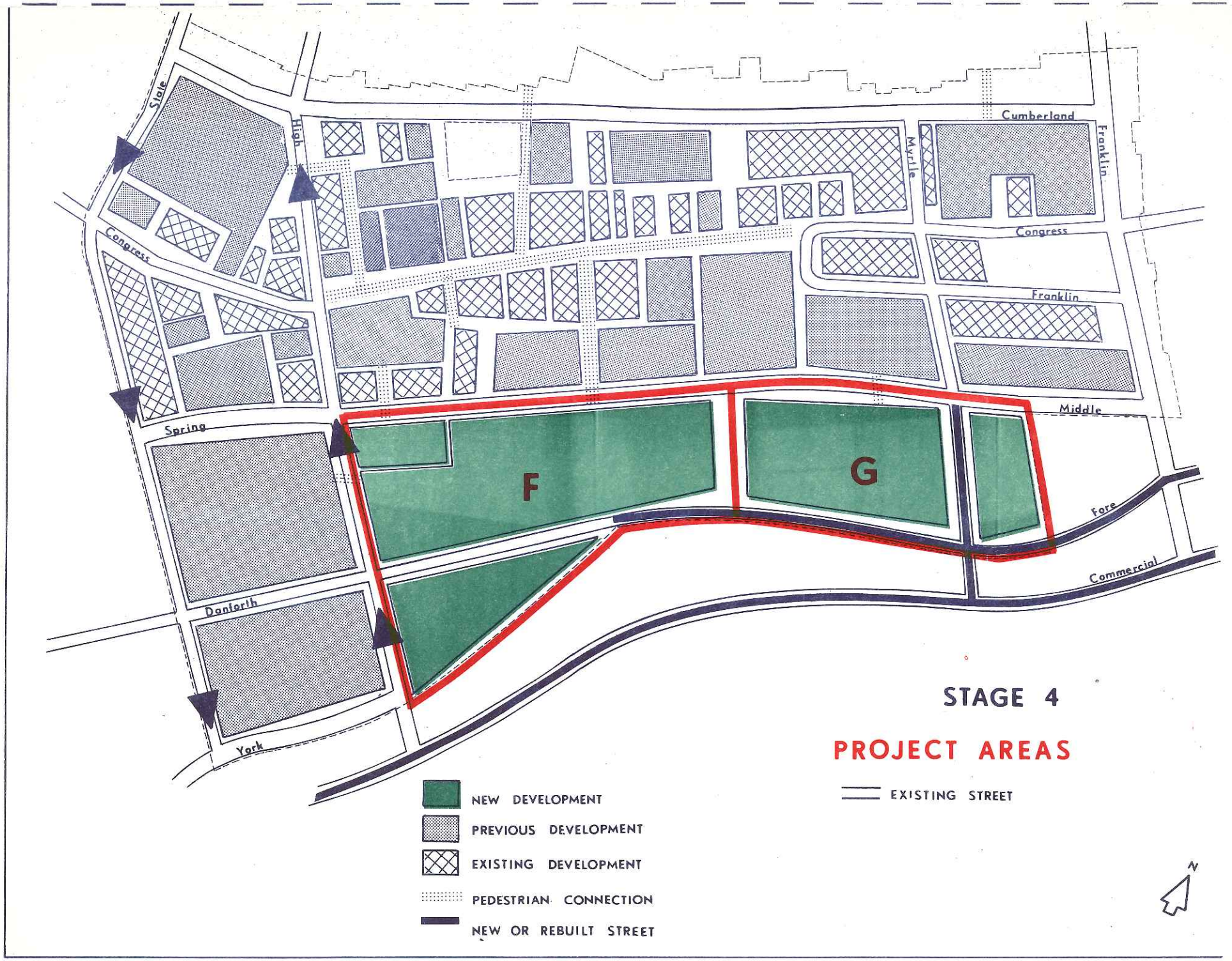
EXISTING DEVELOPMENT

PEDESTRIAN CONNECTION

EXISTING STREET

FUTURE STREET IMPROVEMENT

N


State
High
Congress
Spring
Danforth
York
Cumberland
Franklin
Myrtle
Congress
Franklin
Middle
Fore
Commercial
F
G
STAGE 4
PROJECT AREAS
EXISTING STREET
NEW DEVELOPMENT
PREVIOUS DEVELOPMENT
EXISTING DEVELOPMENT
PEDESTRIAN CONNECTION
NEW OR REBUILT STREET
N

b. To establish the circulation loop around the downtown area;

c. To establish the needed cross-circulation streets across this loop;

d. To establish a retail-office-parking comprehensive development at Monument Square;

e. To establish additional decked parking facilities directly off Cumberland Avenue and Spring Street which are related to Congress Street by pedestrian links.

Stage 2 Objectives:

a. To develop a retail-office-parking comprehensive development at Congress Square;

b. To rehabilitate the area referred to as Park Square for continued residential use and to redevelop selected areas for use as multi-family dwellings and a convenience retail-office complex;

c. To redevelop the area north of Lincoln Park for new residential use with a mixture of high-rise and low-rise dwelling units.

Stage 3 Objectives:

a. To develop the convention center-hotel-parking complex lying north of Congress Street between State Street and High Street;

b. To improve the facilities associated with the Lafayette Hotel and provide additional parking south of Congress Street between State Street and High Street;

c. To clear the deteriorating buildings from the area referred to as the southeast office area and replace with a development of community facilities which are

integrated with the existing similar usages now fronting on Lincoln Park;

d. To develop the area around the Downtown #1 urban renewal project with high-rise multi-family residential units which are completely coordinated and integrated with the proposed Downtown #1 apartment project.

Stage 4 Objectives:

a. To improve Fore Street between Danforth Street and Franklin Street as a collector road on the lower slope of the peninsula;

b. To develop the area south of Spring Street, referred to as Spring-Danforth with a mixture of high-rise and low-rise multi-family housing units;

c. To rehabilitate the warehousing-wholesaling-industrial area south of Middle Street so that this area functions adequately until a decision is made on the proposed usages of the Portland waterfront.

The phasing drawings indicate pedestrian overpasses as part of the development in Stages 2, 3, and 4. It is not necessary that pedestrian connectors be constructed within the specified time periods in all cases. It is highly recommended, however, that all of the downtown fringe area development be implemented in a manner which will eventually allow it to be connected to the downtown core by means of pedestrian paths complete with pedestrian overpasses over all major streets.

Project Rehabilitation

Rehabilitation will be the major consideration of two projects: Project B, the historical residential area, and Project G, the wholesaling warehouse area. The rehabilitation standards for Project B are being prepared by Spencer M. Hurtt Associates, Inc. Proposed rehabilitation in Project G will be of a minimal type.

It will be the intent to only make those repairs and additions in conjunction with improved circulation and service facilities, which would enable the area to function better than it now does. Whether a major effort will be made to rehabilitate this area for new industry, however, is a decision which should be postponed until Portland has prepared a comprehensive waterfront study and plan.

It is expected that there will be considerable private rehabilitation occurring in the retail core simultaneously with new urban renewal development. The general content and form of rehabilitation should be subject to the control of the Portland Renewal Authority as related to new development in the first urban renewal project. Regulations should be administered assuring that rehabilitation does not interfere with circulation, service facilities, proposed pedestrian connections, or the overall aesthetic objectives of the plan.

Data to supplement General Neighborhood Renewal Plan comprising:

a. Anticipated market absorption capacity of cleared land. The following table shows the square foot inventory of non-residential uses in the General Neighborhood Renewal Area in 1965, the additional floor space which will be needed by 1980 as projected in the report "Downtown Portland General Neighborhood Renewal Plan, Economic and Real Estate Development Analysis, Part B, Projection of Downtown Portland Land Use Demands", the inventory to remain after demolition, and the square foot floor space to be provided in new construction under the Land Use Plan.

Type of Use	1965 Inventory	Additional Requirements By 1980	Total Require-ment-1980	Inventory After Demolition	New Con-struction	1980 Inventory	Excess or Deficit
			(000 square feet)				
Retail	1,546	401	1,947	939	415	1,354	-593
Offices	861	428	1,289	610	565	1,175	-114
Personal Services	137	0	137	58	0	58	- 79
Indoor Amusements	120	466	586	46	540	586	0
Transportation Communications & Public Utilities	574	80	654	318	140	458	-196
Manufacturing, Wholesale Trades and Contracting	1,063	-381	682	484	198	682	0
Government-Community	1,169	316	1,485	1,072	97	1,169	-316
Vacant Non-Residential	406	- 49	357	163	0	287	- 70
Total	5,876	1,261	7,137	3,690	1,955	5,769	-1,368

The Land Use Demand Projections also include the need for 280 additional transient rooms. These are provided by an eighty room addition to one hotel and a new 200 room hotel.

The projections state a need for 815 additional residential units by 1980. The plan provides for 1,275 residential relocations and 1,797 new units for a net gain of 522 units.

The comparison of requirements and resources set forth above indicates that local market can absorb the contemplated construction.

ESTIMATES OF DEVELOPMENT COSTS

Development and renewal costs for the GNRP area have been calculated on the basis of unit costs for each type of project facility or improvement which is presently foreseen as being required for the successful renewal and marketability of land within each of the project areas. The total cost of the Downtown Portland GNRP has been calculated upon the basis of cost tabulations for each category of activity: administration, renewal, project improvements and various supporting facilities.

Local unit costs for the City of Portland were utilized wherever possible. Land acquisition costs for various public facilities, streets, and renewal activities were estimated by Victor Gruen Associates on the basis of information compiled by the Portland Planning Board. The total amount of land to be acquired for each use, streets, parking, or new development areas, was tabulated by coordinating the illustrative development plan and the existing property map. Actual acquisition cost then was obtained by multiplying the total land to be acquired by the unit cost figure estimated to be the average value of all the property acquired in each particular area. Street and sidewalk improvement and construction costs are interpolated estimates per linear foot based upon unit cost figures provided by the Portland Planning Board. Other public improvement costs such as traffic lights, street lights, and fire hydrants are based upon the planning consultant's past experience with similar facilities.

The unit costs applied to the GNRP are neither conservative nor liberal estimates of the future financial costs for renewal and development. They are derived on the basis

of current dollar values to represent as fair as possible current and evolving land, building, and facility costs. Tables 21 through 24 indicate the derivation of the total costs for public facilities, parking deck construction, and the acquisition and disposition of land for development of the entire GNRP area. Table 25 totals all these costs with the expected administrative costs to give the Gross and Net Project Costs. From these figures and based upon the assumption that 60% of all parking provided in the GNRP area is public, the Portland share of the total cost is calculated.

TABLE 19

PORTLAND G.N.R.P. - TABULATION OF PROPOSED NEW CONSTRUCTION

PROJECT	Location	LAND USE Retail (s.f.)	Office (s.f.)	Parking (cars)	Residence (units)	Hotel (units)	Other (s.f.)	
A.	Monument Square	368,000	520,000	3,260	-	-	160,000 govt-comm	
	Congress Square	345,000	80,000	1,300	-	-	-	
	Oak-Brown	-	-	230	200	-	-	
	Spring St.	15,000	-	900	-	-	-	
		728,000	600,000	5,690	200	-	160,000 govt-comm	A Total
B.	Park Square Area**	-	30,000	800	1,200	-	36,000 museum	B Total
C.	Lincoln Park	-	-	100	450	-	-	C Total
D.	Civic Center	-	-	980	-	280	300,000 convention civic ctr.	
	Lafayette Hotel	-	-	800	-	-	-	
				1,780		280	300,000	D Total
E.	Southeast Public Office Area	-	-	650	-	-	260,000 govt-comm	E Total
F.	Spring-Danforth	-	-	450	450	-	-	F Total
G.	Wholesale-Industrial Area	-	-	-	-	-	-	G Total
	G.N.R.P.	728,000	630,000	9,470	2,300	280	420,000 govt-comm 336,000 civic-convention	Total

* Does not include 150 units in the proposed Downtown #1 structure

** Figures derived from Spencer M. Hurtt Assoc., Inc., except museum

TAI 20

GNRP Public Facilities Improvement Costs

	Length (Ft.)	Width (Ft.)	Unit Impr. Cost ($ per lin. Ft.)	Improvement Cost
A. STREETS				
SPRING-MIDDLE STREET	4,300	66	70 rebuild	$ 301,000
CUMBERLAND AVENUE	3,900	66	70 rebuild	273,000
HIGH STREET	2,400	44	45 rebuild	108,000
CROSS LOOP CONNECTOR	500	44	45 rebuild	22,500
	1,100	44	275 rebuild	302,500
MYRTLE-MARKET	1,800	33	35 rebuild	63,000
CONGRESS STREET	500	44	20 resurface	10,000
FEDERAL STREET	500	44	20 resurface	10,000
TEMPLE STREET	300	44	45 rebuild	13,500
STATE STREET	3,000	44	45 rebuild	135,000
FRANKLIN STREET	1,200	66	500 rebuild	600,000
FORE STREET	1,800	44	45 rebuild	81,000
PARK SQUARE AREA (as estimated by Spencer M. Hurtt Assoc. Inc.)				1,500,000
				$3,419,000
B. PEDESTRIAN AREAS				
CONGRESS STREET	1,300	80	2.50/sq. ft.	260,000
CONGRESS SQUARE	250	200	2.50/sq. ft.	125,000
MONUMENT SQUARE	250	200	2.50/sq. ft.	125,000
PARK SQUARE PARK (estimated by Spencer M. Hurtt Assoc., Inc.)				196,000
				$ 706,000

TABLE 20 - Continued

	Length (Ft.)	Size or Amount	Unit Impr. Cost	Improvement Cost
C. SIDEWALKS	40,600	10 ft. width	$0.85/sq.ft.	$ 345,100
D. CURBS	40,600	-	$4.50/lin.ft.	182,700
E. STORM SEWERS	12,000	36 inches	$54/lin.ft.	648,000
F. MANHOLES		48 units	$350 ea.	16,800
G. CATCH BASINS		96 units	$350 ea.	33,600
H. SANITARY SEWERS	12,000	-	$18/lin.ft.	216,000
I. SANITARY MANHOLES		48 units	$350 ea.	16,800
J. FIRE HYDRANTS		42 units	$550 ea.	23,100
K. STREET LIGHTS		163 units	$500 ea.	81,500
L. TRAFFIC LIGHTS (major)		12	$20,000 ea.	240,000
M. TRAFFIC LIGHTS (minor)		11	$10,000 ea.	110,000
				$ 1,913,600

TABLE 21

GNRP Parking Deck Construction Cost

PARKING	Total Cars	Const. cost per car	Total Improvement Cost
FOREST	800	$ 3,000	$ 2,400,000
BAXTER	500	3,000	1,500,000
ELM	1,325	3,000	3,975,000
SPRING	900	3,000	2,700,000
CITY HALL	135	3,000	405,000
MONUMENT	1,200	3,000	3,600,000
MIDDLE STREET	600	3,000	1,800,000
PARK ST. & LAFAYETTE	800	3,000	2,400,000
SOUTHEAST OFFICE	650	3,000	1,950,000
CIVIC CENTER	800	3,000	2,400,000
			$ 23,130,000

TABLE 22

GNRP Public Buildings Construction Costs

PUBLIC BUILDINGS	Area (S. F.)	Const. Cost per Sq. Ft.	TOTAL IMPROVEMENT COST
Elementary School	($30,000 per classroom X 30 rooms)		900,000
Civic Center			
Exhibition	80,000	25	2,000,000
Theater	40,000	30	1,200,000
Convention	120,000	25	3,000,000
Plaza	300,000	3	900,000
			$8,000,000

TABLE 23

GNRP Land Acquisition Costs

PROPERTY ACQUISITION	Area (Sq. Ft.)	Unit Cost $/Sq. Ft.	TOTAL ACQUISITION COST
PARKING			
Forest	48,000	15	$ 720,000
Baxter	63,000	10	630,000
Elm	153,000	10	1,530,000
Spring Street	61,000	12	732,000
City Hall	24,000	3	72,000
Monument Square	34,000	12	408,000
Middle Street	80,000	8	640,000
Park St. & Lafayette	135,000	5	675,000
Southeast Office	37,000	3	111,000
			$ 5,518,000
STREETS			
Spring-Middle Sts.	626,000	3	$ 1,880,000
Cumberland Avenue	364,000	2	730,000
Cross Loop Connector (A Project)	33,000	15	495,000
Temple Street	18,000	5	90,000
Cross Loop Connector	21,000	3	63,000
Franklin Street	84,000	3	252,000
Fore Street	63,000	3	189,000
			$ 3,699,000

TABLE 23 - Continued

PROPERTY ACQUISITION	Area (Sq. Ft.)	Unit Cost $/Sq. Ft.	TOTAL ACQUISITION COST
NEW DEVELOPMENT			
Monument Square	325,000	15	$ 4,875,000
Congress Square #1	181,000	18	3,260,000
Congress Square #2	35,000	10	350,000
Civic Center	318,000	5	1,590,000
Oak-Brown	67,000	10	670,000
High School	27,000	10	270,000
Tel Company	16,000	5	80,000
Lincoln Park	242,000	3	726,000
Spring-Danforth	324,000	2	648,000
High Street Office	30,000	8	240,000
Southeast	58,000	3	174,000
Park Square Area (Estimated by Spencer M. Hurtt Assoc., Inc.)			2,745,000
			15,628,000
		STREETS	3,699,000
		PARKING	5,518,000
			$ 24,845,000

TABLE 24

GNRP Land Disposition Values

LAND DISPOSITION	Area (Sq. Ft.)	Unit Value $/Sq. Ft.	TOTAL DISPOSITION VALUE
CITY PARKING			
Forest	63,000	1.50	$ 94,500
Baxter	32,000	1.50	48,000
Elm	130,000	1.50	195,000
Spring Street	80,000	1.50	120,000
City Hall	24,000	1.00	24,000
Monument	110,000	1.50	165,000
Middle Street	100,000	1.50	150,000
Park St. & Lafayette	135,000	1.00	135,000
Southeast Office	37,000	1.00	37,000
OTHER CITY			
Civic Center	-		-
School	27,000	1.00	27,000
Bus Terminal	40,000	1.50	60,000
			$ 1,055,500

TABLE 24 - Continued

DISPOSITION

NEW DEVELOPMENT	Area (Sq. Ft.)	Unit Value $/Sq. Ft.	TOTAL DISPOSITION VALUE
Monument Square	321,000	6.00	$ 1,926,000
Congress Square #1	143,000	3.00	429,000
Congress Square #2	44,000	3.00	132,000
Oak-Brown	63,000	1.00	63,000
Tel Company	16,000	0.50	8,000
Lincoln Park	282,000	0.50	141,000
Spring-Danforth	551,000	0.30	165,000
High Street Office	30,000	2.00	60,000
Southeast Office	110,000	1.00	110,000
Park Square Area (According to Spencer Hurtt Assoc., Inc.)			620,400
			$ 3,654,400
	PARKING & OTHER CITY		1,055,500
			$ 4,709,900

TABLE 25

PORTLAND, MAINE GNRP

COSTS

Items	1st Project	Other Projects	Total GNRP
Survey and Planning	$ 648,000	$ 1,200,000	$ 1,848,000
Project Administration	1,595,600	4,500,000	6,095,600
Miscellaneous Expense	- 12,000*	- 10,000	- 22,000
Acquisition Expenses	149,000	240,000	389,000
Operation of Acquired Properties	10,000	10,000	20,000
Relocation Costs	78,000	78,000	156,000
Clearance Costs	1,500,000	1,957,000	3,457,000
Project Improvements	2,830,000	4,062,000	6,892,000
Disposition Costs	30,000	30,000	60,000
Real Estate Purchases	17,500,000	8,000,000	25,500,000
Interest	552,000	600,000	1,152,000
Contingencies	615,000	700,000	1,315,000
Inspection	159,900	160,000	319,900
ITEM I COSTS	$ 25,655,500	$ 21,527,000	$ 47,182,500
NON-CASH IMPROVEMENTS AND NON-CASH PUBLIC FACILITIES	16,856,500**	9,100,000	25,956,500
GROSS PROJECT COSTS	$ 42,512,000	$ 30,627,000	$ 73,139,000
DISPOSITION VALUES	3,386,000	-1,700,000	-5,086,000
NET PROJECT COSTS	$ 39,126,000	$ 28,927,000	$ 68,053,000
Portland 1/3 Share	$ 13,042,000	$ 9,642,333	$ 22,684,333
Non-Cash Grants in Aid	16,856,500	9,100,000	25,956,500
Credit Reserve	+3,814,500	(- 542,333)	+3,272,167
Project Capital Grant	$ 26,084,000	$ 19,284,667	$ 45,368,667
Relocation Payments	2,126,000	1,050,000	3,176,000
Rehabilitation Grant	15,000	25,000	40,000
TOTAL FEDERAL CAPITAL GRANT	$ 28,225,000	$ 20,359,667	$ 48,584,667

* Includes line items 4, 5, 12, and 14 on Form HUD-6220

** Includes 50% of Franklin cross circulator and High Street costs, 25% of State Street cost, and based upon 91.1% of off-street parking facilities constructed by public and 8.9% by private developers.

RELOCATION REQUIREMENTS
AND RESOURCES

Prelininary analysis of relocation requirements and resources to carry out projects in the General Neighborhood Renewal Area is as follows:

1. a. Residential requirements

The plan provides for the demolition of 292 residential structures. In these buildings and 22 other predominantly non-residential structures, there are 1,275 households which will require relocation.

At the time of the 1960 Census, only one unit in the area was occupied by non-white household; the present estimate is under ten units. There is no current data on family composition, but an estimate has been obtained by applying the 1960 ratio between single and multi-person households in the Census Tracts where the households to be relocated are located.

Census Tract	Households to Be Relocated	% 1 person Households	Estimated 1 person Households	Estimated Multi-person Households
4	73	19.5%	14	59
5	39	24.9	10	29
6	184	32.4	60	124
7	316	69.6	220	96
8	386	40.0	154	232
9	277	47.2	132	146
Total	1,275	--	589	686

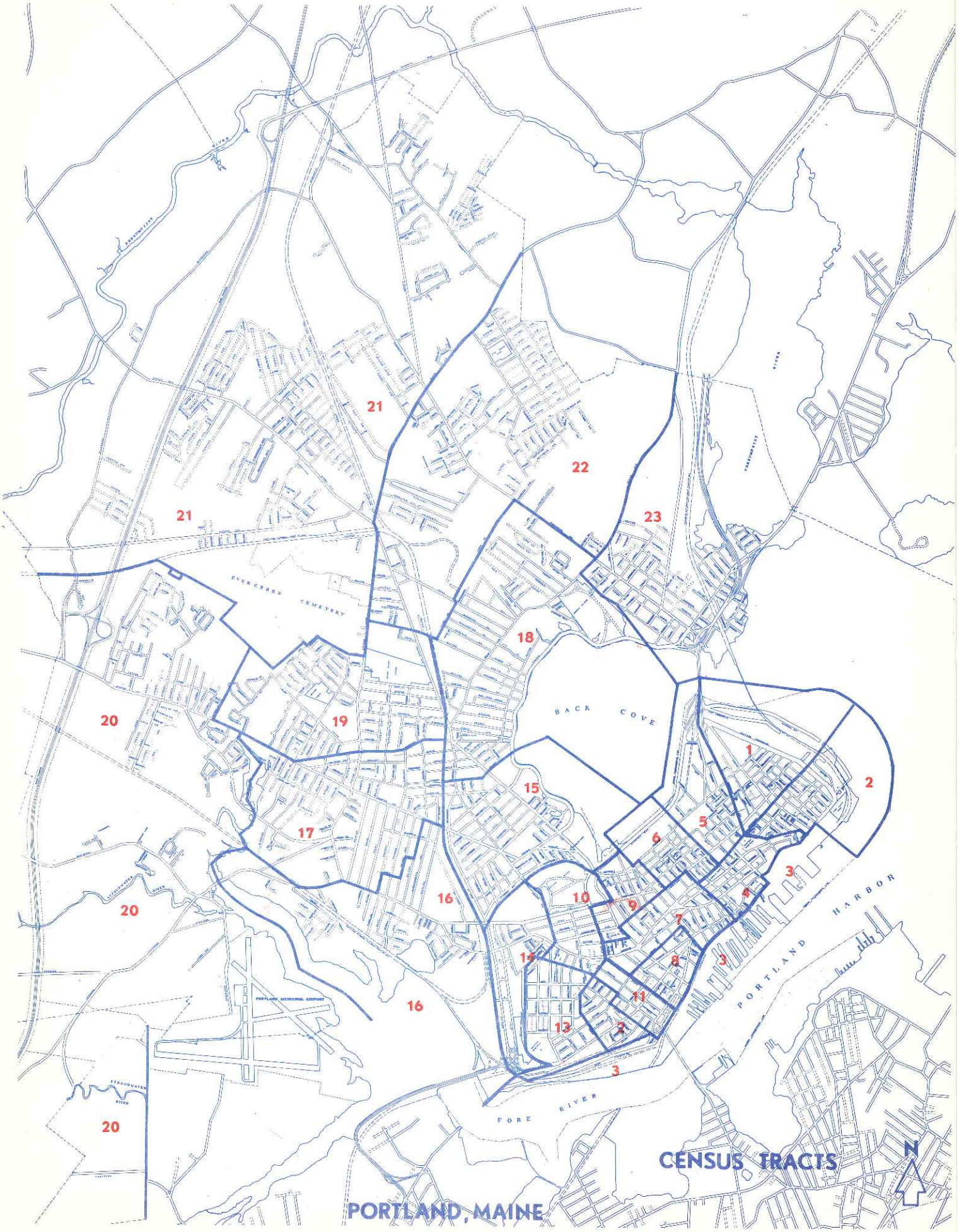
In addition there are approximately 12 Lodging Houses to be relocated For the purposes of this section, it is assumed that the Lodging Houses have an average of five persons per house, or a total of sixty people.

b. Residential resources

There are 2,132 new residential units proposed as part of the Land Use Plan. 1,121 of these would be in high-rise structures and 1,011 units would be in low-rise buildings.

While it is probable that many of these units have a rental or sales price in excess of the level which could be paid by many of those requiring relocation, it should be noted that:

(1) Portland and the Portland area have stable populations with any growth coming from "natural increase".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22
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23
EVERGREEN CEMETERY
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BACK COVE
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7
PORTLAND HARBOR
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PORTLAND MUNICIPAL AIRPORT
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12
3
FORE RIVER
20
CENSUS TRACTS
N
PORTLAND, MAINE

(2) A recent detailed relocation study for the 1966-68 biennium indicated Portland has a shortage of moderate to luxury rentals.

(3) Approximately 3,400 units of the City's existing housing supply becomes available through turnover each year.

(4) The City's voters have authorized through referendum 300 units of low rent public housing. One project, 200 units of housing for the elderly, is under Development Contract; the Housing Authority is currently selecting a site for the remaining 100 units.

(5) Sites have been chosen and approved by the Planning Board for two projects of 150 units each of 221-d-3 housing. One of these is presently under construction.

(6) In 1960 a survey of Downtown indicated that there was extensive demand for new apartment housing in or near the Central Business District by individuals and small families living at that time in single and two-family housing in the outlying sections of Portland and its suburbs.

2. a. Non-residential requirements

The Plan provides for the demolition of 265 structures predominantly in non-residential usage within the General Neighborhood Renewal Area.

Enterprise Type	Enterprises	Employees	Bldg. Area (000 Sq. Ft.)
Manufacturing	44	208	174
Transportation, Communications & Public Utilities	39	423	256
Retail	160	1,005	607
Offices	181	1,064	251
Personal Services	70	170	79
Indoor Amusements	12	49	74
Wholesale Trades & Contracting	51	595	405
Government-Community	50	111	97
Parking	22	26	48
	629	3,651	1,991

In addition, there were 121 vacant non-residential units with 406,000 square feet of floor area at the time of the survey in the structures designated for demolition.

2. b. Non-residential resources

Approximately 2,000,000 square feet of non-residential floor space will be demolished as part of the projects of the General Neighborhood Renewal Plan. The Land Use Plan will provide 1,973,000 of new non-residential construction.

The following table matches needs to resources by type of use.

	(000 Square Feet)		
Type of Use	Need (Demolitions)	Resources* (New Construction)	Excess (+) Deficit (-)
Retail	607	415	-192
Offices	251	565	+314
Personal Services	79	-	- 79
Indoor Amusements	74	540	+466
Transportation & Communications	256	140	-116
Manufacturing	174)		
Wholesale Trades & Contracting	) 405)	198	-381
Government & Community	97	115	+ 18
Parking	48	-	- 48
	1,991	1,973	- 18

*Does not include transient-residential and parking.

There is a certain degree of interchangeability among retail, office and personal service facilities. For instance, new office buildings have been counted entirely in the "office" category whereas the first floor could be used for retail purposes. The combined need for retail, office and personal service facilities is 937,000 square feet; proposed construction is 980,000 square feet. In addition, there is 163,000 square feet of vacant commercial space in buildings to remain.

Likewise Transportation, Communications, Manufacturing, Wholesale Trades and Contracting can be grouped with relation to requirements. The need is 835,000 square feet; resources, within the General Neighborhood Renewal Area, 338,000 square feet. The deficit of 497,000 square feet can be easily accommodated in other sections of the City. Basically most of these uses do not belong in the Downtown Area. The City has available four acres in Somerset Industrial Park and thirteen acres in Riverside Industrial Park which would accommodate manufacturers, trucking firms and wholesalers.

The 48,000 square feet of parking to be relocated refers mainly to one old garage and incidental buildings related to existing surface lots. There is no direct relationship between the loss indicated here and the some 3,270 spaces to be provided in parking structures as part of the Plan.