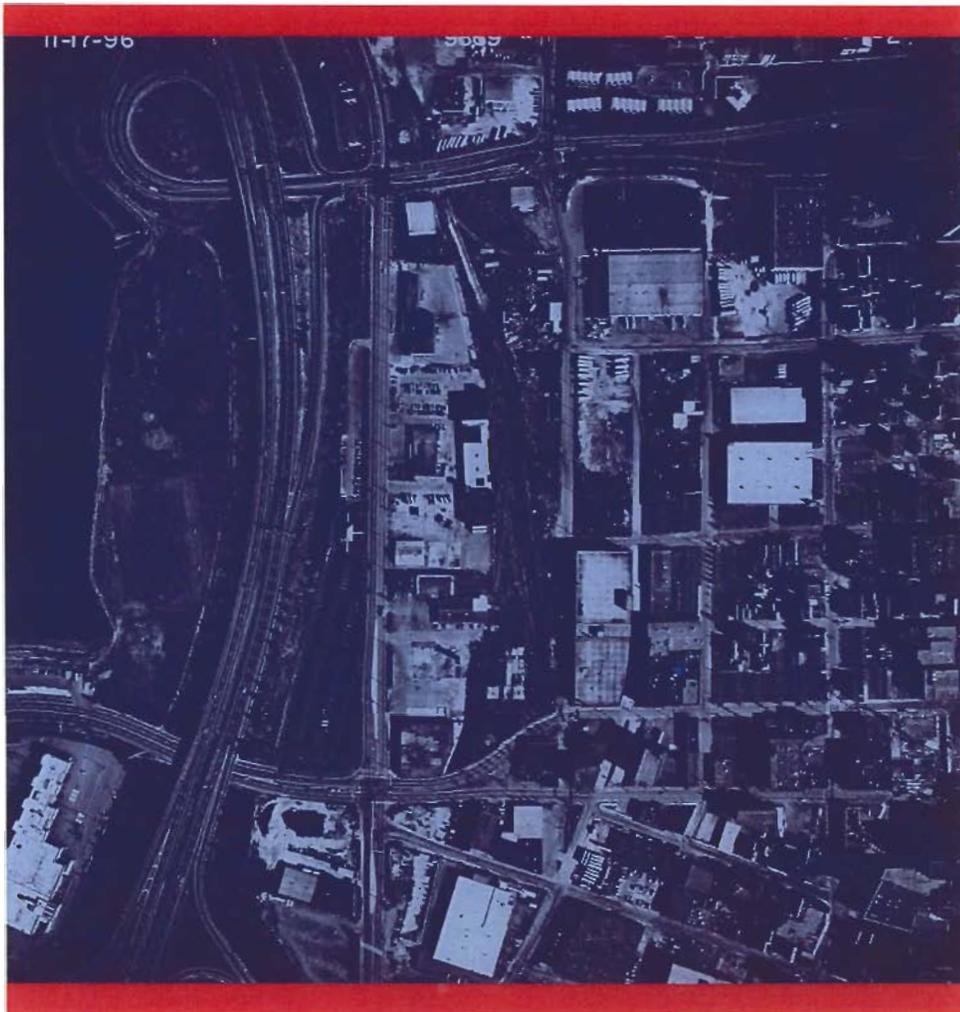


---

# A NEW VISION FOR BAYSIDE

---

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



## BOOK ONE: THE PLAN

April 2000

# B A Y S I D E

*Nicholas M. Mavodones, Jr.*  
Mayor



*City of Portland  
Office of the Mayor and Council  
Portland, Maine*

*Councillors*

*George N. Campbell, Jr.  
James F. Cloutier  
Philip John Dawson  
Karen A. Geraghty  
Jay M. Ribbard  
Tom Kane  
Cheryl A. Leeman  
Nicholas M. Mavodones, Jr.  
Nathan H. Smith*

Citizens of Portland

January 26, 2000

Dear Portland Citizens:

I am pleased to convey this final plan, *A New Vision for Bayside*. This plan envisions the transformation of Bayside from an area characterized by disinvestment and urban blight to a new urban gateway for the Portland Peninsula presenting a proud image for the community. The redevelopment of Bayside, a land area larger than the Old Port and core downtown area of Portland combined, is not only important for maintaining a sustainable and competitive local economy, but also to provide good jobs, adequate housing and a reasonable tax burden for Portland citizens. The report gives testimony to the fact that one of Portland's greatest assets is an informed and involved citizenry.

With or without this plan, change in Bayside will be inevitable. Now an official part of Portland's Comprehensive Plan, *A New Vision for Bayside* represents the culmination of the public phase of a process which had been started by the City Planning Department some years earlier under the aegis of the U.S. EPA, Brownfields program. Given the inevitability of change, the challenge for the community and for the City has been to bring forward a vision of how that change might be enable Portland to reach its full potential in the years to come.

In many ways this work has only just begun and its success will depend upon the active participation of this Council, the City Government in general, the business community, the Bayside Neighborhood Organization, the development community, social service providers and others, including the State and the Federal Government. This plan is ambitious and balanced in its scope. With the dedicated effort of all stakeholders, we can look forward to bringing this plan to fruition through combined public and private initiatives and developments.

Sincerely,

Nicholas M. Mavodones, Jr.  
Mayor

*City Hall, 389 Congress Street, Portland, Maine 04101 (207)874-8941*

## Acknowledgments

---

### **A NEW VISION FOR BAYSIDE**

is a product of many hands and minds. Over the course of more than two years, literally hundreds of participants have created and shaped this plan. The Bayside Task Force was convened in the summer of 1998 at the request of then Mayor, Thomas Kane. The Task Force grappled with many of the complexities presented by both the challenges and opportunities present in Bayside.

Subcommittee chairs Councilor George Campbell and former Mayor Peter O'Donnell deserve credit for their leadership in keeping the task force members focussed on their respective tasks. The task fell to the Brownfields Subcommittee to weave the various parts of this report into an integrated vision. As the plan neared completion, it had the benefit of input from the Community Development Committee under Councilor Cheryl Leeman and the Housing Committee under Councilor Karen Geraghty.

***This report has been shaped and informed by widespread public participation at many public hearings and meetings.***

Note the growth of the Bayside Neighborhood Association, which has become empowered by this process and has provided significant input into the final report. Special recognition is due their current chair, Sandy Elder, who has volunteered many hours and has contributed useful and positive critical input throughout the planning process.

***One of the critical charges of the Bayside Task Force was to evaluate the generous offer of the Libra Foundation to provide land for a proposed new Civic Center.***

While the possibility of a new Civic Center provided one avenue for an accelerated redevelopment of the Bayside area, it is not a necessary precondition of the redevelopment of Bayside. Consequently, because the City made a decision not to go forward with the Libra Foundation offer, this final report does not include the substantial amount of work that went into that evaluation under the able guidance of Councilor Campbell. Finally, the potential relocation of important social service agencies underscored the need for the Social Service Subcommittee under former Mayor O'Donnell to study carefully the future ability of "tier one" agencies to remain on the Portland peninsula. Their efforts are documented in the May 1999 draft of this plan.

It must also be noted that many dedicated City staff members orchestrated and ushered along the process, helping to craft the process and providing the research and backup analysis that allowed the Task Force and officials to carry on their work. Special recognition is due to Senior Planner, Rick Knowland, who secured for the City the original Brownfields grant and has provided instrumental staff support throughout the long planning process. The City's Chief Planner Alex Jaegerman and Sarah Marshall of Terrence J. DeWan & Associates played key roles in many ways, including drafting and redrafting the many versions of this report. Continued involvement in the

process by Joe Gray, Mark Adelson, and Wendy Cherubini ensured that the plan progressed in a thorough and coordinated manner. The committed involvement of members of the Bayside planning team including Anita LaChance, Donna Katsiaficas, Gloria Thomas, John Peverada, Lee Urban, Jack Lufkin, Dana Souza, Chris DiMatteo, Jerry Cayer, Bill Bray and Kathi Staples contributed breadth and depth to the plan, with detailed analyses of issues from all City departments. Lead consultant John Tewhey contributed his considerable technical knowledge and expertise to the effort.

*It is testament to the commitment and hard work of many that this exciting plan enjoys the widespread support that will be so necessary to its successful implementation.*

Nathan H. Smith  
Co-Chair Bayside Task Force



February 11, 2000

# BOOK I: A NEW VISION FOR BAYSIDE

## Bayside Task Force

### CHAIRPERSONS

*George N. Campbell, Jr.  
Peter O'Donnell  
Nathan H. Smith*

*Richard Aronson  
Nicci Bishop  
Chandrika Brown  
Douglas Cardente  
John Carroll  
Sharon Caulfield  
Mark Chase  
Randall Chasse  
Eliza Cope-Nolan  
Robert Duranleau  
Jeff Eisenberg  
Morris Fisher  
Ross Furman  
Don Harden  
William Hawkes  
Phil Helgerson  
Stephen Hirshon  
Nick Hodgkins  
Mary Eileen Kiniry  
Deborah Krichels  
Arthur Lerman  
David Littell  
Keri Lord  
Sue MacArthur  
Tim Marr  
Jane Morrison  
Nate Nickerson  
Peter Noyes  
Mary Saar  
Howard Sawyer  
Elena Schmidt  
Elizabeth Sheehan  
John Shoot  
Mark Swann  
Widgery Thomas  
Godfrey Wood  
Jay York*

## City Council

*Nicholas Mavodones, Jr., Mayor  
George N. Campbell, Jr.  
James F. Cloutier  
Phillip John Dawson  
Karen A. Geraghty  
Jay M. Hibbard  
Tom V. Kane  
Cheryl A. Leeman  
Nathan H. Smith*

## Planning Board

*John Carroll, Chair  
Jaimey Caron  
Kenneth M. Cole, III  
Cyrus Y. Hagge  
Deborah Krichels  
Mark Malone  
Erin Rodriguez*



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

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

## City of Portland, Maine

*Robert Ganley, City Manager*

*Anita LaChance, Assistant City Manager*

### Department of Planning and Urban Development

*Joseph Gray, Jr., Director*

*Alexander Jaegerman, Chief Planner*

*Richard Knowland, Senior Planner*

*Mark Adelson, Director, Housing & Neighborhood Services*

*Wendy Cherubini, HCD Program Manager*

### Economic Development Center

*Lee Urban, Director*

*John Lufkin, Business Development Representative*

### Department of Health and Human Services

*Gerald Cayer, Director*

*Nathan Nickerson, Program Manager*

### Department of Parks and Recreation

*Dana Souza, Director*

*Chris DiMatteo, Landscape Architect*

### Department of Public Works

*William Bray, Director*

*Katherine Staples, City Engineer*

### Parking Division

*Gloria Thomas, Director*

*John Peverada, Parking Manager*

## Brownfields Consulting Team

*John Tewhey, Geochemist*

*Tewhey Associates*

*Sarah Marshall, Landscape Architect*

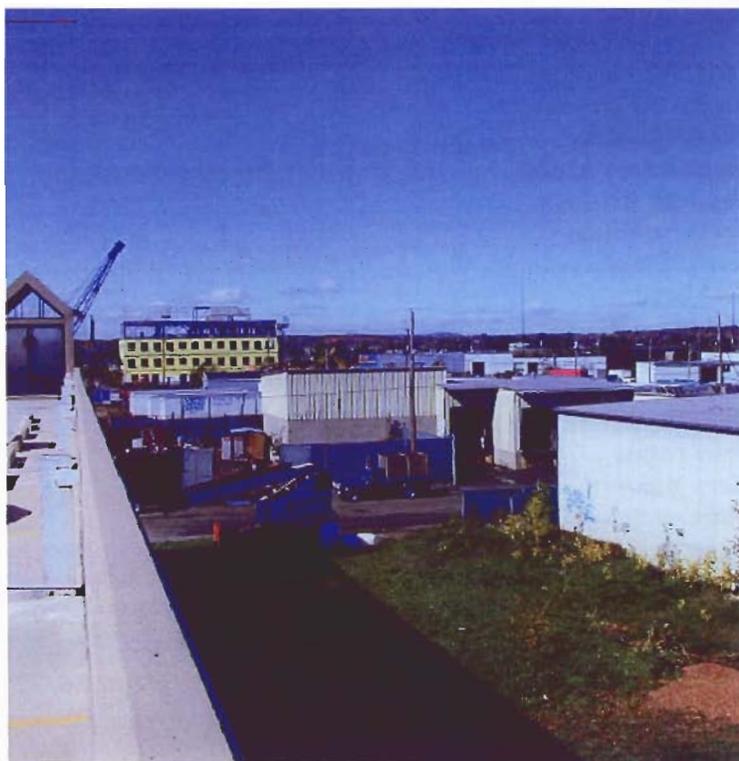
*Terrence J. DeWan & Associates*

*Kenneth Gray, Attorney*

*Pierce Atwood Attorneys*

*Gore Flynn, Financial Consultant*

*Enterprise Resources*



## Preface

This document, Book I, defines the visions that will shape the Bayside Plan. These ideas culminate in a specific set of Critical Action items (see pages 20-21). Book II, the accompaniment to this document, provides detail about how to implement these actions.

Currently, Book II is composed of five issue papers that map out strategies for making the action items a reality. It also contains other papers on subjects that affect all elements of the Bayside Plan, for instance, a paper on Economic Development and one on Regulatory Issues. While Book I lays the permanent foundations of the Bayside Plan, Book II is a practical appendix that will be altered and updated as the Bayside Plan is implemented.

## BOOK I

### TABLE OF CONTENTS

#### *Background & Overview*

- 6 *Background & Chronology*
- 7 *Mission Statement*
- 8 *Development Principles*

#### *Presenting the Vision*

- 11 *Bayside Vision*
- 12 *Bayside Avenue*
- 14 *Kennebec Crossing*
- 16 *Bayside Heights*
- 18 *Franklin Square*
- 20 *Government Center*

#### *Capturing the Opportunity*

- 22 *Action Plan*
- 23 *Implementation Plan*



## BACKGROUND

In 1996, the City of Portland obtained funding from the Environmental Protection Agency (EPA) to undertake a Brownfields Pilot Project. The City designated a ten-lot, 14-acre parcel between Oxford Street and Marginal Way as the Bayside Brownfields Project Area. This district has had a continuously industrial history, which has contributed to its current environmental condition, and led to this plan to bring about appropriate remediation (the clean up of contamination). It is also a key gateway to the city, and has enormous potential as a productive part of the City of Portland.

Since 1996, the City of Portland Planning Office has been working with a team of consultants on planning for the re-use opportunities of the Bayside land. In an extensive public participation process, literally hundreds of participants have been involved in community meetings, task forces, and public forums to discuss and debate the content of this plan. The Bayside Neighborhood Association and landowners have been involved as well, with ongoing presentations, meetings and informal points of contact. After the City and Libra Foundation / October Corporation decided not to pursue the development of an arena facility in the Bayside area, the Planning Office renewed its efforts to develop a comprehensive plan for the district. It is testimony to the commitment and involvement of so many community members that, despite the diverse perspectives of the participants, there is broad agreement about the essential principles of this plan.

This plan is a distillation of many reports and earlier documents that contain a significant amount of analysis and information about conditions in Bayside, and land use policies. Readers wishing for a higher level of detail or in-depth analysis of environmental conditions, financing incentives, or task force reports and neighborhood input should research these other documents. They are available in the Portland Planning Office, as well as the Portland Room of the Portland Public Library. A listing of the key documents and reports that comprise the foundation of this final report includes the following:

**Bayside: the Brownfields**

**Revitalization Project,**

July, 1998, Interim Report, Prepared by the Portland Planning Office with Tewhey Associates and Terrence J. DeWan & Associates;

**A New Vision for Bayside,**

May, 1999, Report prepared by the Portland Planning Office with Tewhey Associates and Terrence J. DeWan & Associates;

**Site Assessment and Environmental Analysis,**

April 1998, Prepared by Tewhey Associates;

**Environmental Remediation Plan,**

March 1999, Prepared by Tewhey Associates;

**Financing and Incentives for the**

**Portland Brownfields Project,**

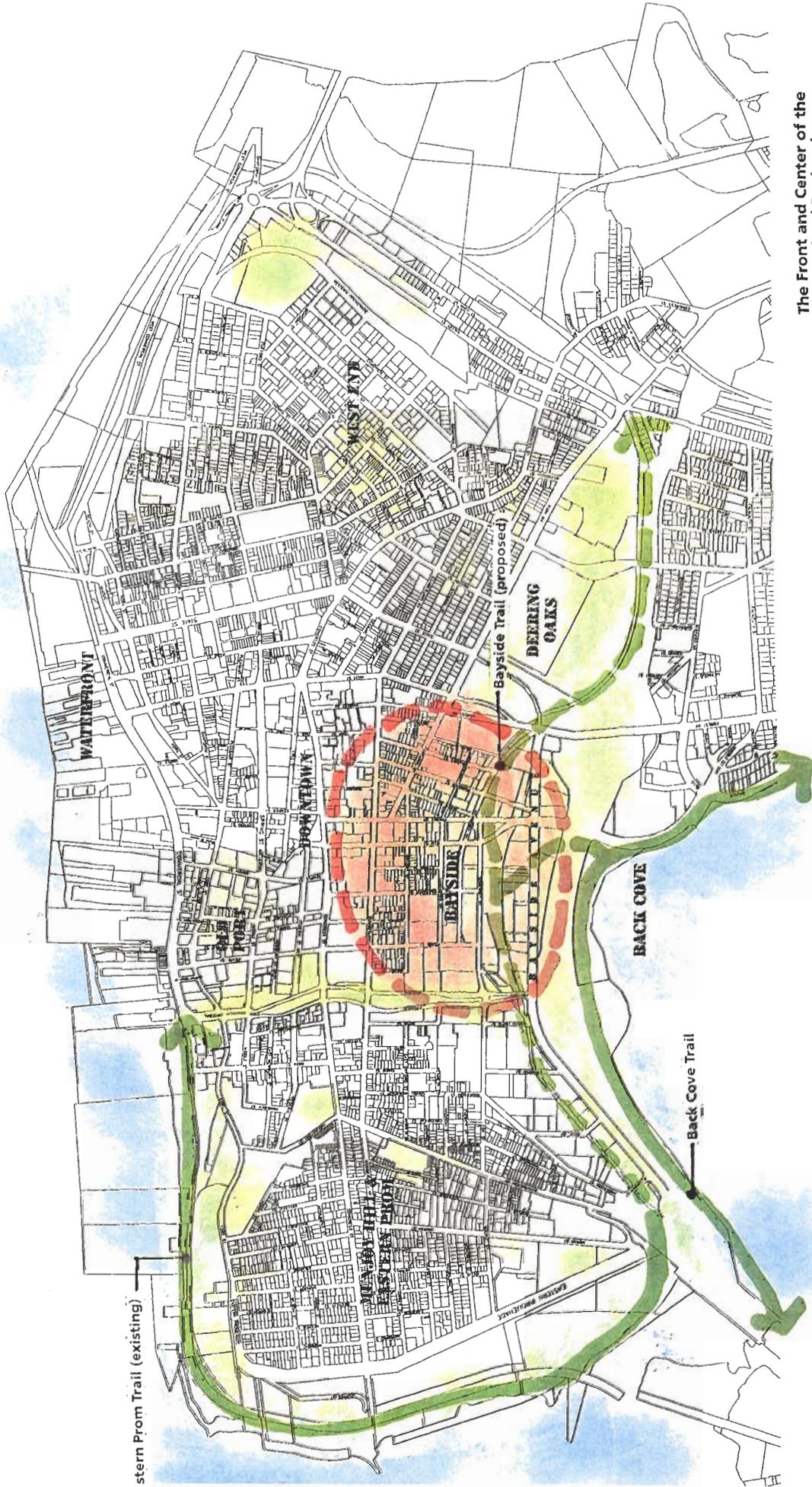
August 1999, Prepared by Enterprise Resources Corp.

**Bayside Infrastructure Assessment,** October 1999,

Prepared by Dept. of Public Works.

**Bayside Regulatory Issues, Discussion Paper,**

November 1999, Prepared by the Portland Planning Office



The Front and Center of the  
Portland Peninsula

# BAYSIDE

PORTLAND, MAINE

## BAYSIDE REDEVELOPMENT MISSION STATEMENT

*Bayside presents an opportunity to shape the last and largest land resource of the Portland Peninsula. Much of this land has an industrial heritage and is vacant or underutilized. Surrounding these parcels is a district with a multitude of uses ranging from industrial to commercial and residential.*



*Environmental conditions inhibit further investment, but can be overcome with reasonable and attainable remediation measures. Market forces are favorable, and the community is activated to seize the moment. The positive potential of this area will contribute to the future prosperity and quality of life for all Portlanders.*



*It is time to shed the back door image of Marginal Way, to recast Bayside as a productive and connected urban neighborhood, the front and center of the Portland peninsula. Bayside can support development of housing, commerce, and community resources, and represent the pride and the quality of the City of Portland.*

# Development Principles

## *Urban gateway...*

Bayside will be an attractive urban gateway and extension of the downtown business district for the City of Portland. This district will create a new front face of the City, and present the character of Portland which will encourage people to stop, visit, and enjoy all that the downtown and Portland peninsula have to offer. A fully functioning urban district and neighborhood will reconnect with and add to the fabric of the peninsula from downtown to the adjacent neighborhoods. A compact blend of uses fosters lively daily interaction and a sense of community spirit. A wide variety of housing, shops, workplaces, open spaces, centers of community and civic activity, and needed social services will comprise the future of Bayside.



## *Economic and employment opportunities...*

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

## *A walkable district...*

Bayside will contain housing, workplaces, services, transportation, recreation, dining and shopping, all within comfortable walking distance of each other and the downtown. Attractive lighted sidewalks, bicycle and pedestrian trail linkages will connect these uses, designed for full and maximum accessibility. Key features will include Bayside Avenue (currently Marginal Way) as a landscaped boulevard, with Chestnut, Elm, Oxford, and the rail-to-trail corridor forming major pedestrian axes.

### ***A critical mass of dwellings...***

An urban district must have a mix of residences to be truly vital. The Bayside plan will fill in, extend, and enhance the existing residential fabric with a substantial amount of new housing units. A diversity of dwelling types will enable citizens from a wide range of economic levels, age groups, and life circumstances to live in Bayside. Careful attention to design, scale, density and variety will strive to create a healthy and compatible neighborhood similar to other successful urban neighborhoods on the Portland peninsula.

### ***Transit-oriented development...***

Mixed use, compact and intensive land development, and quick and convenient transit service combine to make Bayside a neighborhood that has genuine mobility choice. This model for the peninsula and beyond will be designed from the ground up, free from dependence upon the automobile. Features including the trail connectors and frequent shuttle service throughout the peninsula area and to all major transportation centers will signify progress and commitment by the city to implement the 1993 *Portland Transportation Plan*.



### ***Multi-level parking structures...***

Ample parking is needed to serve the needs of the Bayside residents, visitors and workforce. Strategically located parking structures will serve multiple functions, connect with transit services, facilitate the flow of traffic with minimal impact on neighborhood residents, and avoid extensive land consumption by surface parking lots. The location and timing of development of parking structures

must complement and enhance the function of Bayside as a transit-oriented district and respond to the policies of the *Portland Transportation Plan*.

### ***A neighborhood center...***

The community centers at the Chestnut Street church, Boys and Girls Club, and Portland High School combine to form a significant center for the neighborhood with space for youth and family recreation and community gatherings.

### ***Recreation and open space...***

Development of a multi-use trail and bikeway on the abandoned rail corridor will be a significant cornerstone feature of the Bayside plan. The trail and open spaces such as squares, greens, parks and community gardens will be located and designed to encourage active use, and to link with the Eastern Prom Trail, Back Cove, and Deering Oaks Parks. The plaza at the base of Chestnut Street will provide a focal open space.

### ***A social service resource network...***

Bayside will continue to fulfill its role as the hub of a social service network of substantial recognized value to the city, the region and the State of Maine. The homeless, the disabled, and those in poverty rely on these services for survival and hope. Vital facilities such as the homeless shelters and related services will remain in this area. Service clusters will provide a permanent and stable working environment, integral to the fabric of the community, that builds upon new and established working relationships to best serve the needs of the community.



### ***Environmental Remediation...***

The USEPA Brownfields Program encourages the reuse of vacant and underutilized land by providing for practical cleanup standards that are based on the future use of the land. Bayside redevelopment projects will clean up the soil and recycle these underutilized parcels into productive resources for the future of the Portland community.

Redevelopment of brownfields in Bayside counters the trend toward sprawl development in this region, adding the vigorous urban center of Portland

### ***Scrapyard Redevelopment...***

Removal and redevelopment of the current scrapyards into more compatible and productive uses is another cornerstone to the Bayside redevelopment plan, that will spur private development and improve aesthetic, economic, and community character of the Bayside district.



**Total New Capacity**

**Retail: 230,000 sf**

**Office: 950,000 sf**

**Residential: 940 dwelling units, average 800 sf**

**Structured Parking: 5 garages, average 600 cars = 3000**

**Social Services:**

**offices & services: 75,000**

**youth & family shelters: 8,000**

**adult shelters: 15,000**

**day care centers: 6,400**

**city public health building: 25,000**

future envisioned buildings

existing buildings

**A New Vision: Illustrative Plan  
Showing Development Capacity**

# **BAYSIDE**

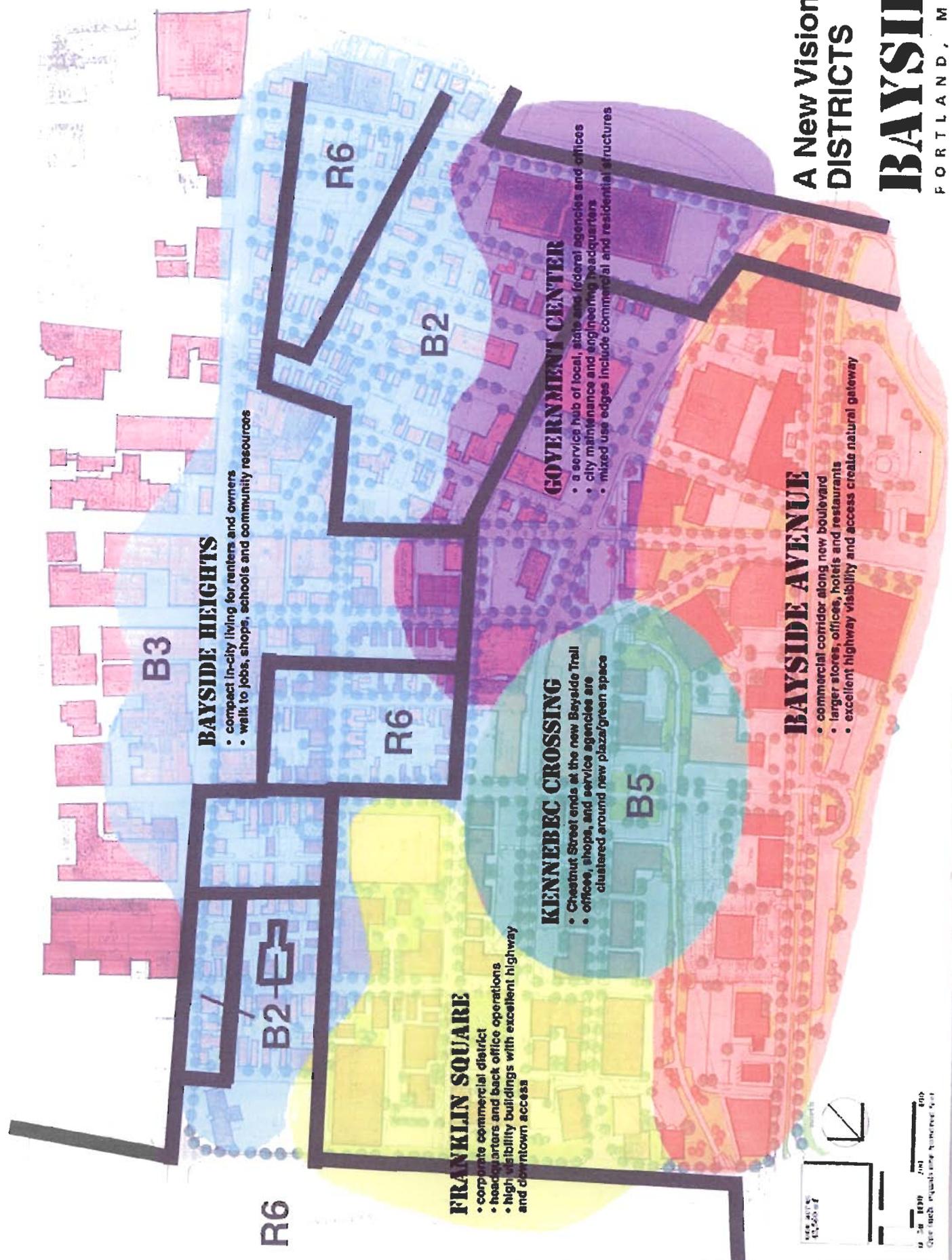
PORTLAND, MAINE



# A New Vision: DISTRICTS

# BAYSIDE

PORTLAND, MAINE



- Community Center**
- City Hall & Auditorium
  - Chestnut Street Church
  - Public Library
  - High School
  - Boys' & Girls' Club
  - Public Market

infill housing and neighborhood open space

Chestnut Street axis

recycled and new buildings at urban density

Public Open Space

multi-use trail linking Bayside to Eastern Prom and Back Cove trails

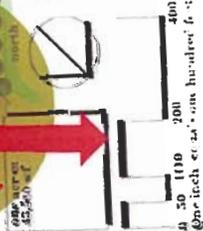
**GATEWAY:**  
Franklin Arterial

**GATEWAY:**  
Forest Ave.

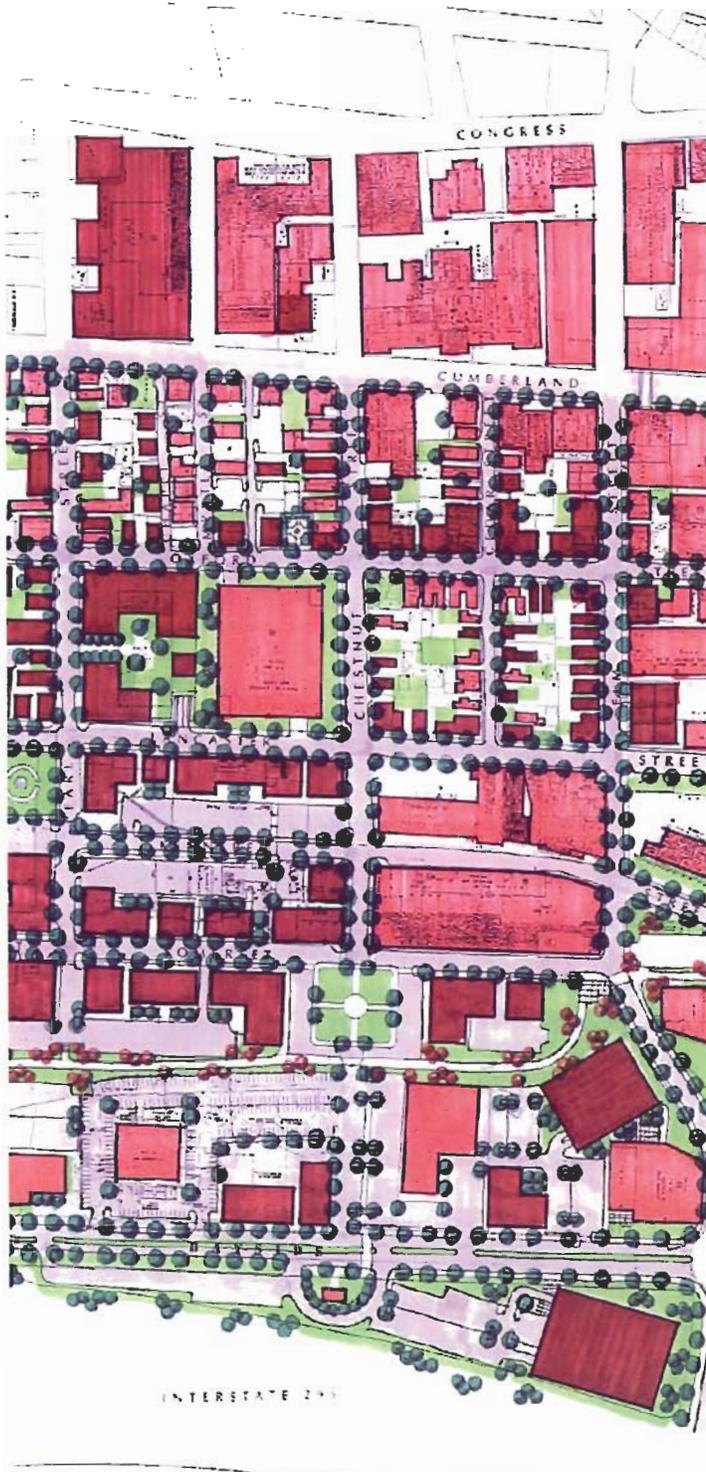
Proposed site for RR station, local bus hub, hotel & parking structure

Proposed Rail Line

**Key Elements of a New Vision**  
**BAYSIDE**  
PORTLAND, MAINE



# BAYSIDE VISION MAP



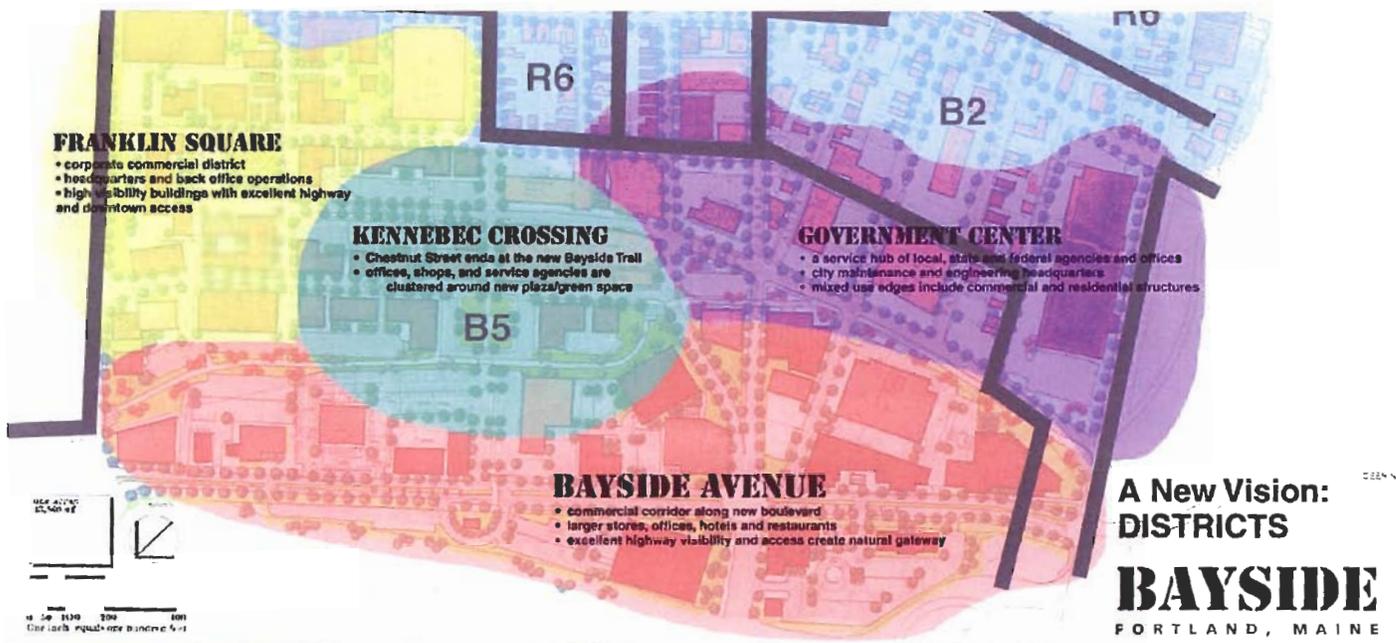
A New Vision for Bayside foresees an integrated mixed use urban neighborhood. The land use plan for Bayside presents this neighborhood as a composite of five overlapping districts.

Each district will have a predominant use pattern and identifiable function and character. These districts weave together to form the complex whole that is Bayside's potential future developed condition.

*In the narratives that follow, a description of Bayside's land use future is presented.*

This description is not written in technical or planning jargon, but instead suggests a story of what the experience of Bayside might be like for visitors, workers, or residents.

# Bayside Avenue



*The Bayside Avenue District is the gateway to Portland, a commercial corridor with larger stores, offices, hotels and restaurants which benefit from excellent highway visibility and access.*

**Bayside Avenue** is the front door, the portal to the Portland Peninsula land area. With excellent access from Interstate 295 and Baxter Boulevard, commercial traffic is organized for safe service to the Franklin, Preble, and Forest Avenue intersections with Bayside Avenue. Bayside Avenue, once known as Marginal Way, is now a tree-lined boulevard with esplanades and sidewalks that complement the strong architectural mass of buildings along the street.



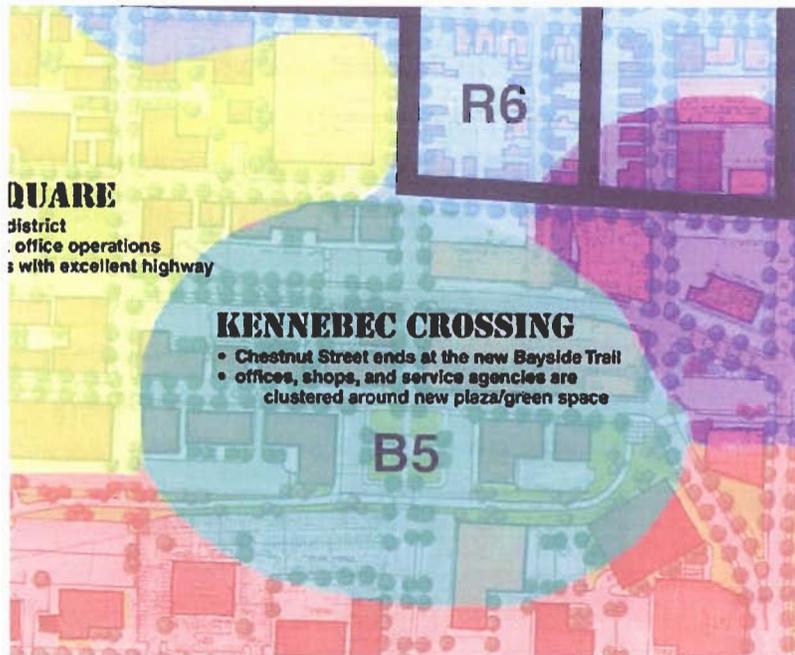
Between Bayside Ave. and the highway, several prime parcels of real estate totaling about twenty acres were quickly developed into highway-oriented hospitality ventures, including a mid-size hotel, parking facilities, and several restaurants.

On the downtown side of Bayside Avenue, parcels were combined and reformed with the City's acquisition of the railroad corridor and yards. This public-private partnership allowed all parties to maximize return on their land areas with more efficient, user-friendly layouts.

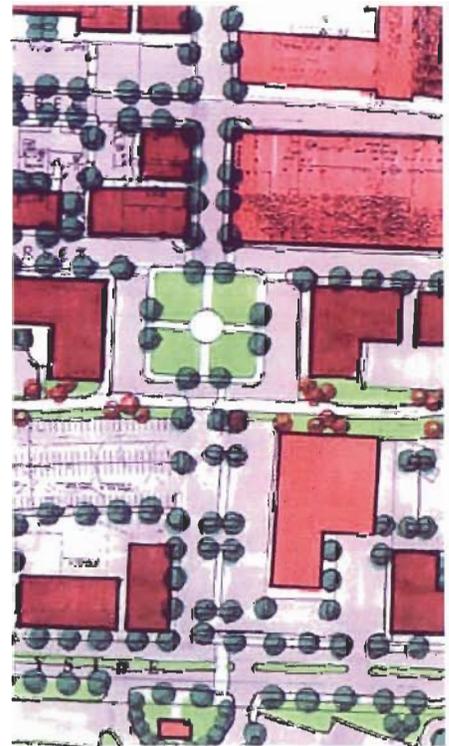
*Most of the parcels within this thirty-plus acre area have now seen redevelopment into mixed use retail and office space of two to three story buildings.*

Public transportation is provided but there are also several new large parking structures open for business in Bayside, which has encouraged both retail and office construction. Portland's streamlined Design Guidance process was able to persuade land owners and developers to adhere to urban livability standards and the results are in: the storefronts are bright and lively, window patterns and rooflines are representative of Portland's best, the architecture forms an impressive front door to the city, and more space is being planned to accommodate the growing demand.

# Kennebec Crossing



*The **Kennebec Crossing** District clusters offices, shops, service agencies, apartments, and cafés around the new plaza at the junction of Chestnut Street and the trail.*



**Kennebec Crossing** is the heart and soul of lower Bayside. Comprised of the blocks from Somerset Street up to Oxford Street on either side of Chestnut Street, this district of about eighteen acres is a rich blend of cultures, textures, businesses, and human activities. Along the streets one can see offices, social service agencies, entrances to apartments, shops and stores, all within walking distance.



At the center of Kennebec Crossing is a plaza that provides year-round open space and entertainment for workers and residents. The Bayside Trail goes right by the plaza, and some folks get to work by biking or running on the nearby trail. Others rent roller-blades or bicycles at the trail and ride over to enjoy the Back Cove or Eastern Prom trails. Children from the day care center are out playing in the sunshine. It is just a short walk down to the natural foods supermarket, over to the Forest Avenue/USM area, or up to the cultural attractions

of Congress Street (library, museum, auditorium, and high school.)

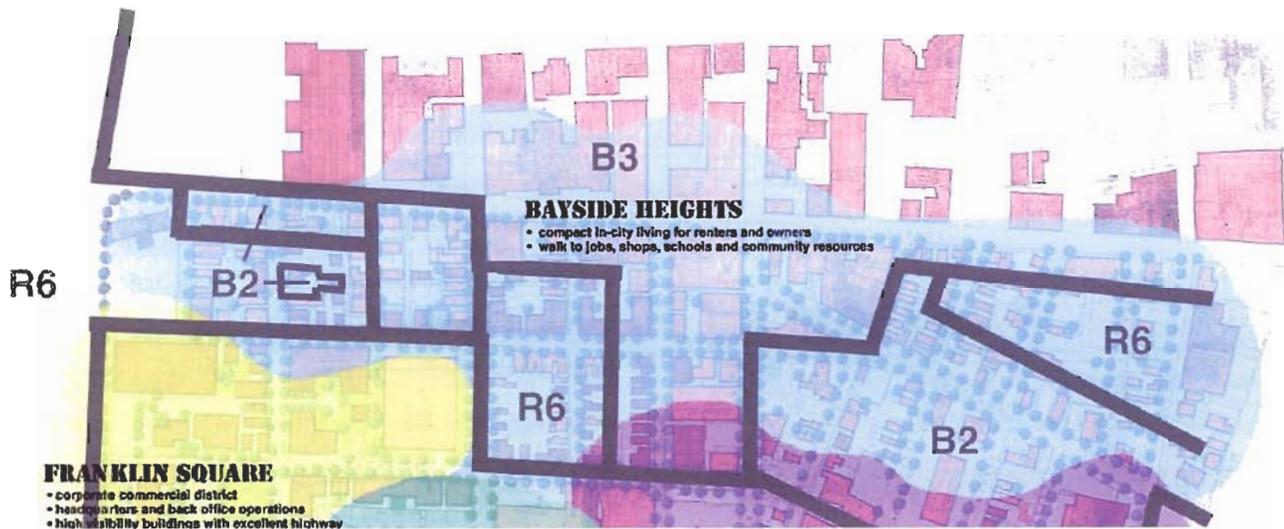
Kennebec Crossing has given new life and visibility to this neighborhood, which was once scrap metal and abandoned rail yards. Several professional and Class A offices have begun to rise among the original environmental enterprise and incubator businesses. While most of the recent residential development has taken place above Oxford Street, there are several mid-rise loft conversions and new apartment blocks. Artists have enjoyed the great northern light and the industrial aesthetic of the buildings, and now public art seems like a natural part of the landscape. There are sculptures and water features and murals and little pieces like colorful signs along the pathway which describe the history and the cleanup of the brownfields.

Families, senior citizens, and young professionals enjoy the funky urban village atmosphere made up of galleries, cafés, movies, ice cream, micro-breweries, and coffee houses for night and day life.

*Even in the winter there is color and life at the skating rink in the plaza.*

This is a place where visitors mingle comfortably with artists, entrepreneurs, and local residents.

# Bayside Heights



*The **Bayside Heights** neighborhood district provides compact in-city living options for renters and owners, within a short walk of jobs, shops, and community resource facilities.*

The **Bayside Heights** Neighborhood has made a big comeback, with over 500 new and rehabbed home units. By the year 2000, the neighborhood had sadly fallen from its pre-war strength as an in-city residential district and mixed use corridor. Many old houses were in severe disrepair, and landowners actually found greater gain by paving and leasing parking spaces than by maintaining or building houses. These trends have been completely reversed since then, with key developments and public-private partnership investments. The City of Portland got the ball rolling with its In City Housing Finance Program, addressing pent-up market demand for low-cost, affordable, and market rate housing units. Increased commercial development in the Bayside area also contributed to the City's ability to fund infrastructure improvements such as sidewalks, street trees, lighting, and playgrounds.

Today the Bayside Heights Neighborhood Association is proud of Bayside, a place where life styles and systems are sustainable. Residents clearly sense the high value of downtown living.

People living in old and new houses all through the forty-plus acre Bayside Heights really like being here. They value the closeness of community center

facilities such as the Merrill Auditorium, Library, Boys Club, Chestnut Street Church and Community Center, High School, and the Congress Square arts district. Children use the sidewalks and the Bayside Trail to get to playgrounds and school, or to visit friends.

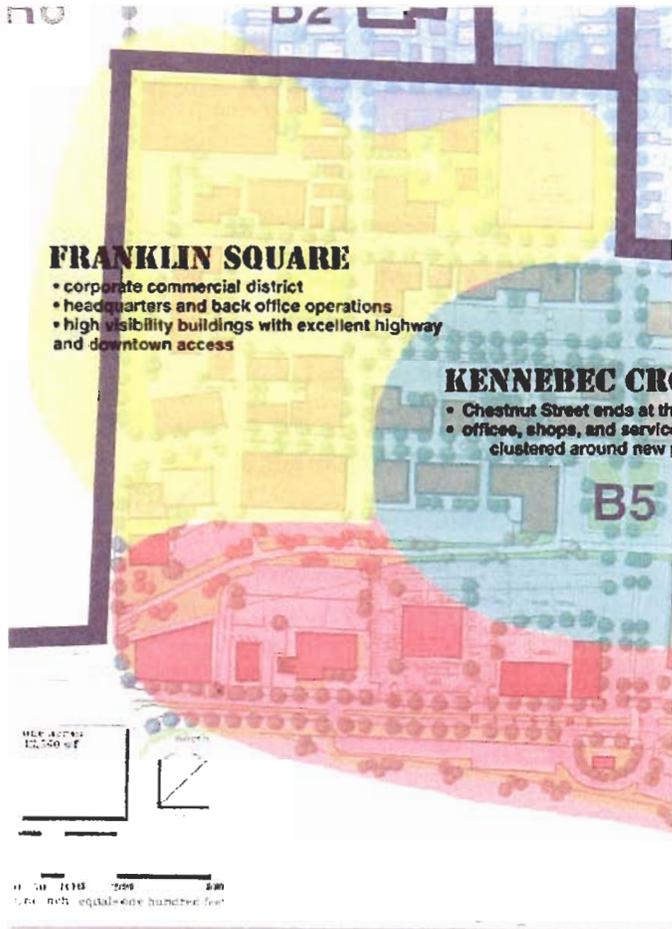
Families in Bayside Heights have access to ballet lessons at the Church, community gardens on Chestnut Street, political and social action forums at the High School, and performing arts events. Many who work in the Old Port and downtown have chosen to live here, to completely eliminate commuting from their lives.

*With the Bayside Trail at the foot of Chestnut Street it's easy to get on the transit loop or hop on a bicycle and commute quickly to other parts of Portland.*

Many folks just leave their cars in the parking lot, for they can walk to the public market for local produce or down to the Back Cove area for groceries or other shopping needs. Bayside is one of the most "livable communities" in Maine and even in New England.



# Franklin Square



*Franklin Square is a corporate commercial district housing sizeable headquarters and back office operations seeking high visibility buildings near downtown.*



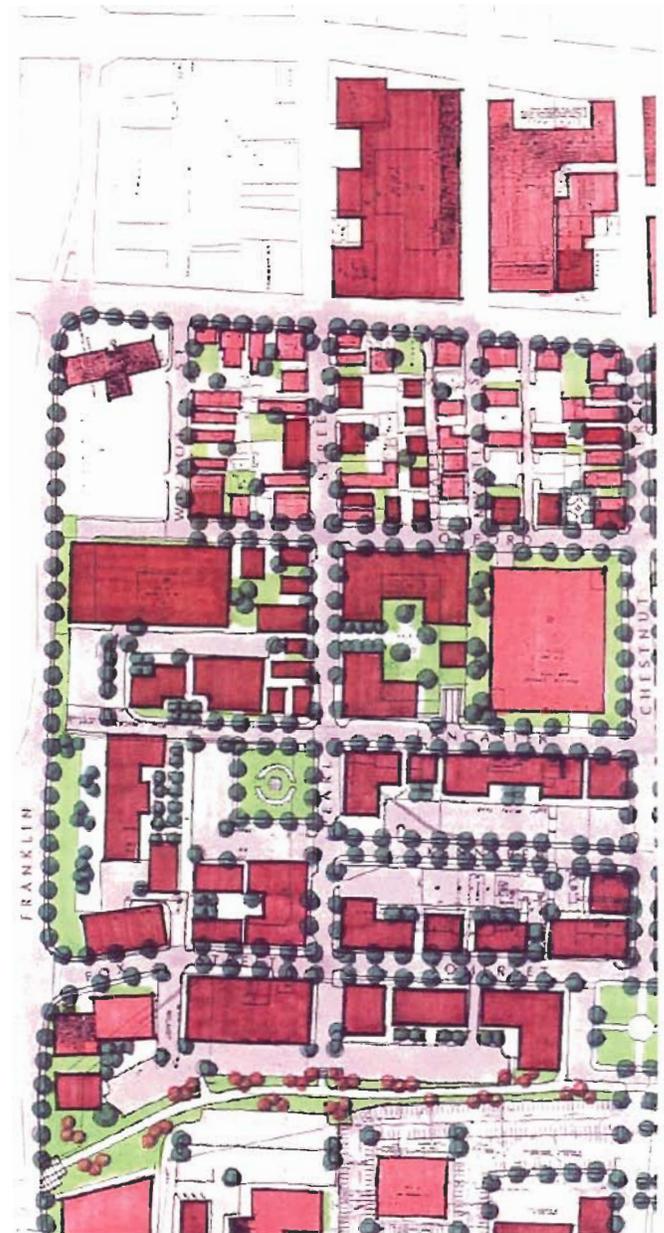
**Franklin Square** is a corporate commercial district within Bayside which continues to evolve: in the past few years three businesses have located their new headquarter facilities here, taking advantage of the location, location, location! Franklin Square is approximately an eight acre zone bounded by Franklin, Fox and Pearl Streets. The light-industrial service and trade commerce which existed here through the 1980s and 90s has slowly moved out to off-peninsula locations, and been replaced by medium density four and five story buildings which reinforce the architecture of the Bayside commercial corridor.

While the buildings look calm on the outside, the inside story is exciting: research & development (R&D), medical and bio-engineering technologies, and cutting edge communications businesses are at work here.

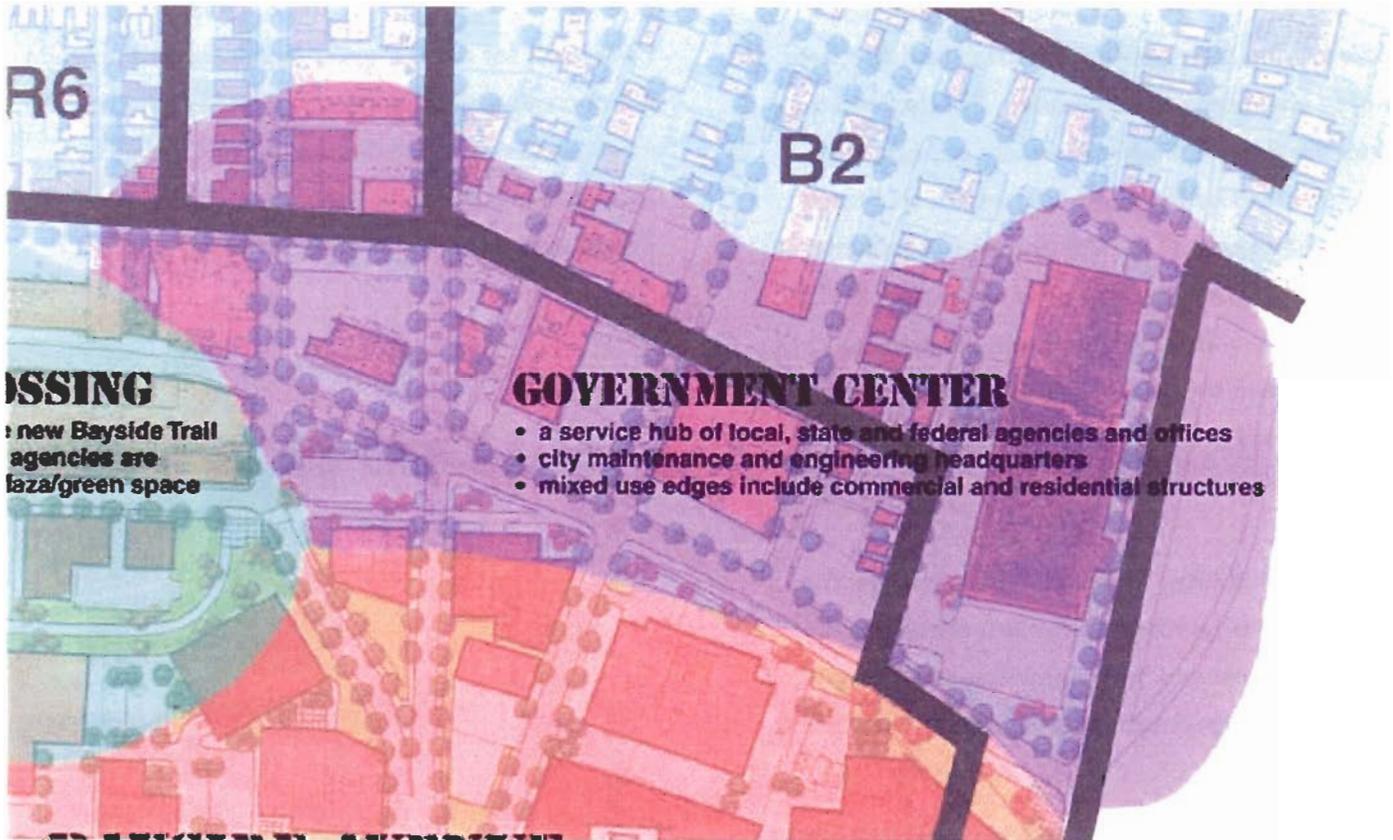
*The location works for these new businesses: prime highway interchange, transit loop stop, ample parking, good skilled employees from the neighborhood, and of course proximity to all that Bayside and Portland have to offer.*

The employees at Delta Financial's new fifty thousand square foot headquarters are prototypical Bayside employees. Quite a few of the managers live in the Bayside area, stating simply that they like being able to walk to work and be closer to their families. Almost every kind of home is available in the area, from single family house to triple-decker to walk-up flat to huge loft.

At lunch time employees will be found eating burritos in the sunshine, visiting the day care down Kennebec Crossing, or hitting the Bayside and Back Cove trails for a brisk walk. Shopping and errands are also convenient on nearby Bayside Avenue. The more workers and residents come out to eat, the more restaurants and cafés keep opening up. Franklin Square is a place that works.

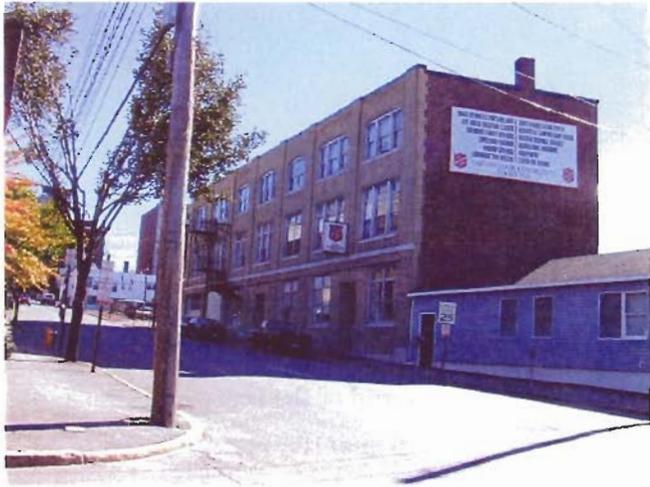


# Government Center



*Government Center is the nucleus of a networked service community comprised of local, state, and federal agencies and offices.*

The **Government Center** District is about twenty acres, roughly bounded by Forest Avenue, Portland, Kennebec, and Hanover Streets. While there is still a healthy sprinkling of well-kept residences and retail businesses in the area, it is predominantly non-profit and government offices. When the U. S. Postal Service moved its headquarters off the peninsula, it freed up huge amounts of good accessible building area. Within years the building was almost full again, with a busy mixture of public and private enterprise.



Workers and clients in the Government Center area find it makes sense to have all of these interrelated services all within walking distance of each other. And the Department of Human Services and Portland Public Health Building are a quick quarter-mile walk down the Bayside Trail. In bad weather the transit loop running around Bayside brings residents and workers right to the doors of the Government Center buildings and then back to their homes and offices again.



While the former Post Office yielded most of the floor area required by the social service community, many old buildings were also renovated and new infill structures were designed to house special uses such as homeless shelters. The streets that were once dominated by vacant lots and public works yards are now lined with trees, small quiet buildings and corner parks.

## Capture the Opportunity: ACTION PLAN

Policy choices, funding resources, and focused attention are needed to seize the initiative for the redevelopment of Bayside. There are some immediate and near term issues that must be addressed to realize the opportunities of the Bayside Plan. Detailed below are the highest priority “critical actions” needed to move the Bayside plan forward as envisioned.

### CRITICAL ACTION 1

#### *Acquire the railroad property*

The railroad property provides multiple opportunities to provide land and infrastructure to support the Bayside redevelopment plan. It is the best location for the multi-use trail and bikeway, which will signify the positive changes to come in Bayside. The trail provides direct linkages to parks and neighborhoods, structures development and circulation patterns, and provides a focal amenity to support other private and public developments. The real estate associated with the rail corridor is centrally located, and its future disposition for infrastructure and development purposes will be an important resource in bringing the plan to fruition.

### CRITICAL ACTION 2

#### *Redevelop the scrapyards parcels*

The single most inhibiting factor to the successful redevelopment of Bayside is the continued presence of the active scrapyards. This heavy industrial use occupies parcels that could support more productive economic development; the current use is an



incompatible neighbor to potential higher value neighboring uses, and the environmental impacts of scrap metal recycling is a concern. The City will need to effect the removal of the scrapyards to enable the quality and quantity of development envisioned in the plan.

### CRITICAL ACTION 3

#### *Build more housing*

A true urban district has a healthy mix of residences, and Bayside needs more housing to be a stable and vital neighborhood. Portland will have to revise zoning, provide infrastructure improvements, and create financial incentives to spur development of appropriate and compatible housing construction of the quantities, density, types, and design quality needed to meet the ambitious targets of the plan.

**CRITICAL ACTION 4*****Create Transit-Oriented Development***

Current access to I-295, planned connections to the Portland trail system, and existing and future links with bus, regional train, and ferry services can make Bayside a true 'transit-oriented' district.

Multiple benefits result from the creation of such a district, from increased pedestrian access and open space to greater economic diversity (more people without cars). To enhance its urban and multi-modal qualities, Bayside development should not rely primarily on surface parking lots for automobile storage. But, where necessary, appropriately placed parking garages should serve both the parking needs of new development in Bayside while serving as hubs for transit servicing Bayside, downtown Portland, and the greater region.

**CRITICAL ACTION 5*****Secure the future of Portland's social service network.***

Bayside will continue to be the heart of Portland's social services network, an important asset to our community. The City and providers must continue to work together to define and secure space that is sufficient in size, design, and location to serve their

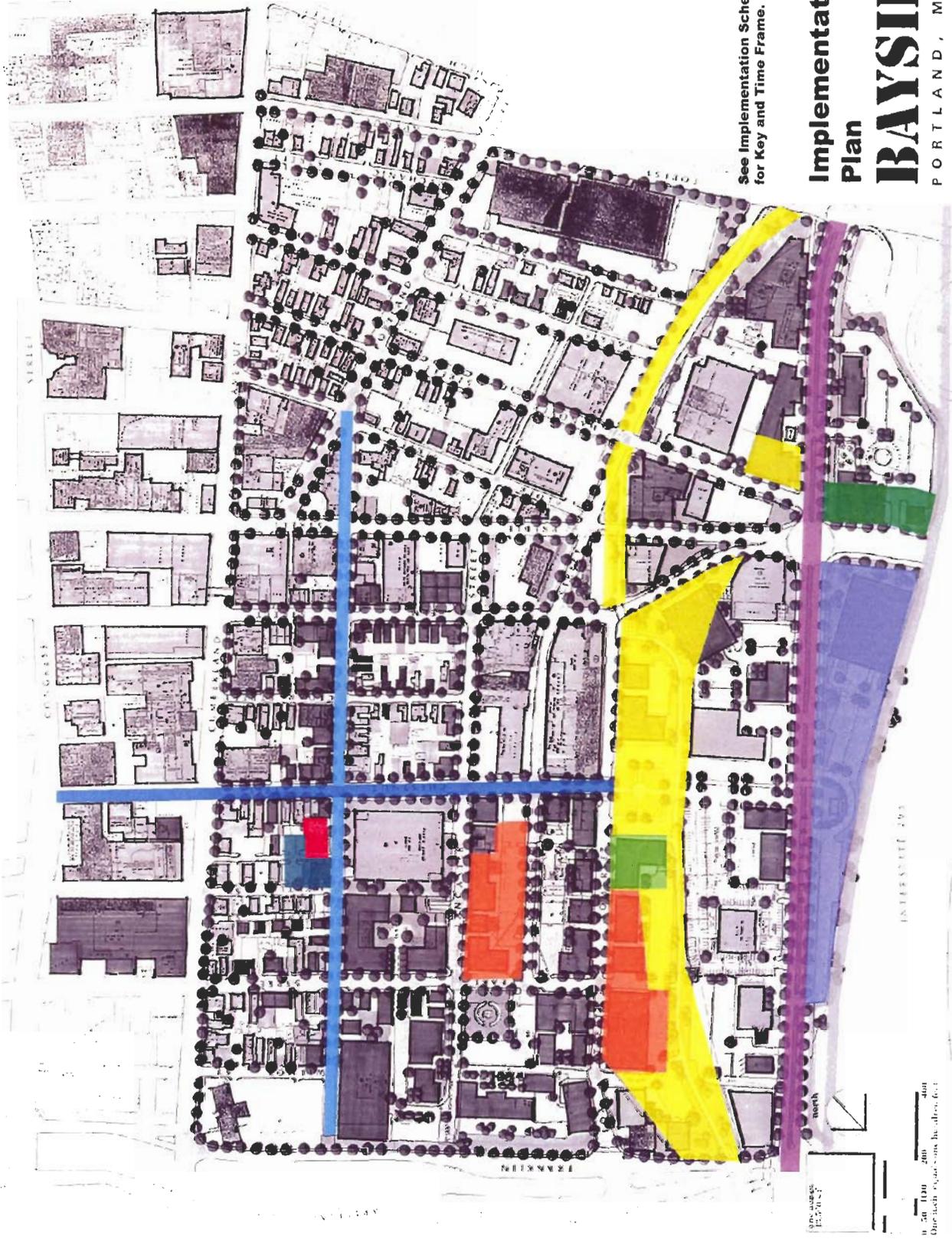
clients and the larger community. Concrete plans must be made for facilities to meet current and foreseeable future needs, and that will not be threatened by market or development forces. Priority attention should be given to developing a plan for emergency shelters and other services which must be located in Bayside.

**Putting the Plan in Place:  
IMPLEMENTATION  
STRATEGIES**

This document, Book I, defines the visions that will shape the Bayside Plan. These ideas were described above as a specific set of Critical Action items. Book II, the accompaniment to this document, provides detail about how to implement these actions. Currently, Book II is composed of five issue papers that map out strategies for making the action items a reality. It also contains

other papers on subjects that affect all elements of the Bayside Plan, for instance, a paper on Economic Development and one on Regulatory Issues. While Book I lays the permanent foundations of the Bayside Plan, Book II should be utilized as a practical appendix that will be altered and updated as Bayside continues to evolve.





See Implementation Schedule  
for Key and Time Frame.

# Implementation Plan

# BAYSIDE

PORTLAND, MAINE