

6-3-2002

# A Master Plan for the Redevelopment of the Eastern Waterfront

Follow this and additional works at: [http://digitalcommons.portlandlibrary.com/citydocs\\_documents](http://digitalcommons.portlandlibrary.com/citydocs_documents)

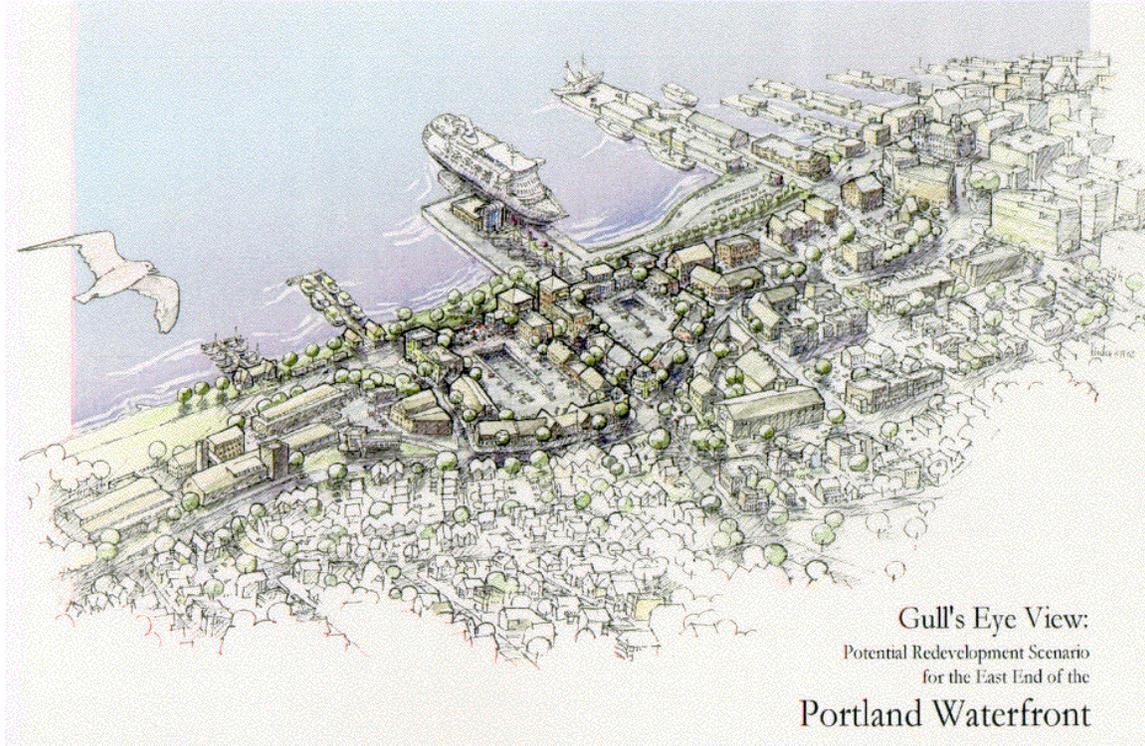
---

## Recommended Citation

"A Master Plan for the Redevelopment of the Eastern Waterfront" (2002). *Individual Documents*. 5.  
[http://digitalcommons.portlandlibrary.com/citydocs\\_documents/5](http://digitalcommons.portlandlibrary.com/citydocs_documents/5)

This Report is brought to you for free and open access by the City of Portland Documents at Portland Public Library Digital Commons. It has been accepted for inclusion in Individual Documents by an authorized administrator of Portland Public Library Digital Commons. For more information, please contact [campbell@portland.lib.me.us](mailto:campbell@portland.lib.me.us).

*Final Report of the*  
**Waterfront Development and Master Planning Committee**



***A Master Plan for Redevelopment  
of the Eastern Waterfront***

Prepared by the City of Portland  
Planning Office

With technical support from  
ICON Architecture, Boston, MA  
June 3, 2002  
Amended October, 2004  
Amended September, 2006

**Report of the  
Waterfront Development and Master Planning Committee**

**Master Plan for Redevelopment of the Eastern Waterfront  
Accepted June 3, 2002, Amended October 2004, Amended October 2006**

**Portland City Council**

Karen A. Geraghty, Mayor  
James F. Cloutier  
Philip J. Dawson  
Jill Duson  
Jay M. Hibbard

Cheryl A. Leeman  
Nicholas M. Mavodones, Jr.  
Peter O'Donnell  
Nathan H. Smith

Joseph E. Gray, City Manager

**Portland Department of Planning and Development**

Lee Urban, Director  
Alex Jaegerman, Planning Division  
Director

Alan Holt, Urban Designer  
William Needelman, Senior Planner

**The Waterfront Master Planning Committee**

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

James Cloutier,  
Councilor  
Jack Dawson, Councilor

Frank Akers  
Will Gorham  
Jack Humeniuk  
P.D. Merrill  
Ted Ney  
Paul Peck  
Erno R. Bonebakker  
Nan Cumming  
Cyrus Hagge  
Luke MacFadyen  
Donald W. Perkins, Jr.  
John Carroll  
Kris Clark  
David Fink

Jim Gilbert  
Mark Malone  
Joe Payne  
Michael Pizzo  
Tom Ranello  
Paul Sherr  
Barbara Vestal  
Steve Williams  
Charlie Poole  
G. Steven Rowe  
Phineas Sprague, Jr.  
Ron Ward  
Michael Quint  
Elizabeth Sheehan  
Ken Swanberg  
Barbara M. Whitten  
Lincoln Good

**With Technical Support  
From:**  
ICON Architecture, Boston  
Mass.

Wilbur Smith  
Engineers  
Norris and Norris,  
Architects  
Portscape  
FMX Associates  
Gorrill Palmer Engineers  
Annie Wadleigh, Greater  
Portland Council of  
Governments  
Woodard & Curran  
Engineers

# **Master Plan for Redevelopment of the Eastern Waterfront Portland, Maine**

**Amended September 2004**

## **Portland City Council**

Nathan H. Smith, Mayor

William Gorham

Karen A. Geraghty

Cheryl A. Leeman

James I. Cohen

Nicholas M. Mavodones, Jr.

James F. Cloutier

Peter O'Donnell

Joseph E. Gray, City Manager

## **City of Portland Planning Board**

Orlando E. Delogu, Chair

Leslie Lowry III, Vice Chair

Kevin Beal

Michael Patterson

Janice E. Tevanian

David Silk

John Anton

## **Portland Department of Planning and Development**

Lee Urban, Planning and Development Department Director

Alex Jaegerman, Planning Division Director

William Needelman, Senior Planner

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

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

Ken Swanberg  
Barbara M. Whitten  
Lincoln Good

James Cloutier,  
Councilor  
Jack Dawson, Councilor

Frank Akers  
Will Gorham  
Jack Humeniuk  
P.D. Merrill  
Ted Ney  
Paul Peck  
Erno R. Bonebakker  
Nan Cumming  
Cyrus Hagge  
Luke MacFadyen  
Donald W. Perkins, Jr.  
John Carroll  
Kris Clark  
David Fink

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

Jim Gilbert  
Mark Malone  
Joe Payne  
Michael Pizzo  
Tom Ranello  
Paul Sherr  
Barbara Vestal  
Steve Williams  
Charlie Poole  
G. Steven Rowe  
Phineas Sprague, Jr.  
Ron Ward  
Michael Quint  
Elizabeth Sheehan

# Master Plan for Redevelopment of the Eastern Waterfront

June 3, 2002, Adopted December 2004

Amended October 2004, September 2006

## Table of Contents

<b>I. Preamble</b>	<b>p. 2</b>
<b>II. Committee Objectives</b>	<b>p. 3</b>
<b>III. Existing Conditions</b>	<b>p. 4</b>
<b>IV. Principles for Redevelopment, Adopted 6-11-01</b>	<b>p. 12</b>
<b>V. Design Guidelines, Background and Policies</b>	<b>p. 14</b>
<b>VI. Build-out Scenarios</b>	<b>p. 17</b>
<b>Plan 1, Initial Street Layout</b>	
<b>Plan 2, Initial Development</b>	
<b>Plan 3, Possible Public/Private Build-out Scheme</b>	
<b>Plan 4, City Property Only Build-out Scheme</b>	
<b>VII. Challenges</b>	<b>p. 20</b>
<b>VIII. Next Steps and Implementation Measures</b>	<b>p. 23</b>
<b>IX. Policy Statement for the Maine State Pier</b>	<b>p. 26</b>
<b>X. Appendices</b>	

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

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

## **I. PREAMBLE**

### **“The water’s edge is the most precious resource we have”**

Waterfront Development and Master Planning Committee, 6-11-01

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

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

## **II. WATERFRONT DEVELOPMENT AND MASTER PLANNING COMMITTEE OBJECTIVES**

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

The Master Planning Process has conducted the following analyses:

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

The Study recommends strategies and actions to achieve the following:

- Establish a Development and Master Plan for the Eastern Waterfront area that complements, enhances and integrates with the Marine Passenger Terminal Project and the adjacent neighborhood. The Master Plan will provide the policy basis for future zoning amendments necessary to implement the plan.
- Insure good urban design by (1) identifying potential public improvements to complement and enhance development in the study area and (2) establishing design guidelines to inform public and private development in the Eastern Waterfront.
- Provide the basis for future land-use planning for the rest of Portland's Waterfront.

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

### **III. EXISTING CONDITIONS**

#### **STUDY AREA LIMITS**

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

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

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

#### **Current Zoning and Landuse**

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

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

The former Bath Iron Works facility, City controlled surface parking lots, and the State Pier are designated **Waterfront Port Development Zone (WPDZ)**, a zone dedicated to the retention and enhancement of deep water berthing uses. *(Note: In December of 2004, upland portions of the Waterfront Port Development Zone were incorporated into a new commercial district – the B-6, Eastern Waterfront Mixed Use Zone. In September 2006, the remaining balance of the WPDZ was rezoned into the Eastern Waterfront Port Zone as an implementation measure of this Master Plan. Please see Section IX, page 26, below.)*

The Portland Company, at 148 Fore Street, and the Farley and Marino properties at 144 Fore Street, are designated **Waterfront Special Use Zone**, which allows and encourages active water-dependent uses and discourages uses that are incompatible with the surrounding marine, residential, and park uses. The Waterfront Special Use Zone allows certain non-marine related activities within existing buildings, including exhibition space, museums, office and restaurant use.

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

The India Street corridor is dominated by the **B-2b, Community Business Zone**. The B-2b encourages commercial uses and services serving both the adjoining neighborhoods and the larger community. The Old Port district is a portion of the **B-3, Downtown Business Zone**. The purpose of the B3 zone is to promote Portland's downtown as the business and commercial center for the region by satisfying the retail, commercial and service needs of City and regional residents and visitors. Finally, the Shipyard Brewery site located between Fore, Middle, Hancock, Newbury and Mountfort Streets is dominated by the **B-5, Urban Commercial Mixed Use Zone**. The B-5 encourages under-utilized land on the peninsula to be developed into an efficient mix of uses utilizing an urban form. Light industrial, marine, commercial, and residential uses are all allowed and encouraged. *(Please note the December 2004, B-6 rezoning referenced above.)*

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

**Marine Passenger Terminal Project Area**

- A. Waterfront Port Development Zone (*Water side of the WPDZ – rezoned to EWPZ, Sept. 2006*)
- B. Additional Overlay Zones
  - 1. Shoreland Zone
  - 2. Flood Plane (as delineated on the Federal FIRM maps)

**Waterfront Land Use Study Area**

- A. WPDZ (*Land side of the WPDZ rezoned to B-6, December 2004*)
- B. Waterfront Special Use Zone (*Those portions of the WSUZ located west of the Portland Company complex - rezoned to B-6, December 2004*)
- C. Business-2 and 2b (Community Business Zones, B-2 and B-2b)
- D. Business-3 (Downtown Business Zone, B-3)
- E. Business-5 (Urban Commercial Mixed Use Zone, B-5)
- F. Additional Overlay Zones
  - 1. Shoreland Zone
  - 2. Flood Plane
  - 3. Waterfront Historic District
  - 4. Downtown Height Overlay

**Munjoy Hill Impact Area**

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

**India Street Impact Area**

- A. B-2b
- B. Recreation and Open Space (ROS, Eastern Cemetery)
- C. Additional Overlay Zones
  - 1. This area is currently being surveyed for possible designation as a Historic District.

**Old Port Impact Area**

- A. B-3
- B. Additional Overlay Zones
  - 1. Old Port Historic District
  - 2. Downtown Height Overlay
  - 3. Pedestrian Activities District (PAD)

**Commercial Street Impact Area**

- A. Waterfront Central Zone (WCZ)
- B. B-3
- C. Additional Overlay Zones
  - 1. Waterfront Historic District
  - 2. PAD
  - 3. Downtown Height Overlay

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

**VACANT, UNDERUTILIZED LAND**

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

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

## **1. Central Redevelopment Area**

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

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

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

### Development Considerations

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

## **2. India Street Corridor**

Moving west to India Street, the Eastern Waterfront transitions to a more consistently developed urban fabric, with an established business corridor flanking both sides of the India Street right of way. Historic brick structures, surface parking lots, and light industrial uses occupy the properties between India Street and Franklin Arterial. The Waterfront Historic District begins in this area, extending from the former Grand Trunk administrative building at the terminus of India Street, running west along Commercial Street and up Franklin to Middle Street. The India Street area has long

been considered for a potential historic district expansion, and the area is currently the subject of a building-by-building historic resources survey.

The Jordan Meats manufacturing plant dominates the block on the westerly side of India Street and the southerly side of the Middle Street. The interior of the blocks between Middle, India, Commercial, and Franklin contains large amounts of surface parking leased to resident and off-site commercial uses and island residents. Aggregating the parking into structures would provide opportunity for infill development and replacement of non-historic buildings in this portion of the study area.

#### Development Considerations

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

### **3. Portland Company Complex**

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

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

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

#### Development Considerations

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

- Expand recreational boating and active public use of the water.

#### **4. Ship Yard Brewery Complex**

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

##### Development Considerations

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

#### **5. PDOT Large Vessel Support Areas**

The Portland Department of Transportation will retain control of the majority of the former BIW ship repair facility as the Marine Passenger Terminal Facility. Two working deep-water piers are included within the large vessel support area. Maine State Pier (Pier 1) is a City owned structure and contains a 100,000 square foot cargo shed along its easterly perimeter adjacent to a 1000-foot deepwater berth. The shed is currently in need of considerable repair, but provides potential for continued use as deepwater berthing support and other uses. *(For a policy statement on the future of the Maine State Pier, adopted as an amendment to this document in September 2006, please see Section IX, page 26, of this report.)*

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

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

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

There is an area of filled land east of Pier 2 extending into the harbor that poses potential environmental risks. The “containment area” is composed of

contaminated dredge spoils retained within a wooden piling structure. The containment area has been capped under the “VRAP,” voluntary remediation action plan, program and is currently limited to pedestrian use. Any long-term development plan for the Pier 2 area will need to address the maintenance and safety of the containment area and work within the regulatory restrictions of the VRAP program.

#### Development Considerations

- Future home to marine passenger terminal and expanded cruise ship berthing.
- Potential for terminal building to provide significant architectural statement for Portland’s waterfront.
- Promote utilization of deep water berthing.
- Plan for the long-term utilization of Maine State Pier (*see Section IX, page 26.*)
- Plan for the long-term stability of the containment area.
- Retain and plan for the future safety and function of the Casco Bay Island Ferry terminal for the use of island residents and visitors.

### **6. Small Vessel Marine Support/Public Access Area**

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

#### Development Considerations

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

## **TRAIL, TRAIN**

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

The Eastern Promenade Trail is a multi-use pedestrian and bicycle corridor connecting Commercial Street to the East End Beach with further links to the Back Cove loop trail. The Trail consists of a stone dust jogging/walking path paralleled by a paved travel way for roller-blading, biking, or pedestrian use. The Eastern Prom Trail is extremely popular providing year-round activity and vitality to the eastern waterfront and is a pivotal link in Portland's recreational trail and alternative transportation system.

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

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

## **ISLAND PARKING**

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

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

## **IV. STATEMENT OF PRINCIPLES FOR REDEVELOPMENT OF THE EASTERN WATERFRONT**

*Adopted by the Eastern Waterfront Master Planning Committee, 6-11-01*

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

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

### **CHARACTER AND IMPACT OF DEVELOPMENT**

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

#### Objectives:

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

### **MIXED USE**

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

#### Objectives:

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

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

## MARITIME RESOURCES

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

Objectives:

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

## ECONOMICALLY RESPONSIBLE DEVELOPMENT

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

Objectives:

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

## **V. DESIGN GUIDELINES, BACKGROUND AND POLICIES**

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

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

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

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

### **Policies for Development Design Guidelines**

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

##### *Recommendation 1.*

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

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

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

*Recommendation 2.*

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

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

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

*Recommendation 1.*

Develop in phases that both stand alone and work together.

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

*Recommendation 2.*

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

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

## **Building Height Study**

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

## **VI. BUILD-OUT SCENARIOS**

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

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

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

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

### **Redevelopment Phasing**

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

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

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

### **Plan 1, Initial Street Layout**

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

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

### **Plan 2, Initial Development**

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

### **Plan 3, Possible Public/Private Build-out Scheme**

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

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

#### **Plan 4, City Property Only Build-out Scheme**

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

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

#### **Maine State Pier**

The build out scenarios described above are further informed by the September 2006 Maine State Pier Policy Statement amendment to this plan, as found in Section IX, page 26, below.

## **VII. CHALLENGES**

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

### **A. Traffic**

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

Through the ongoing work of the Community Development Committee of the City Council, the traffic impacts of the proposed build out of the Eastern Waterfront combined with the Marine Passenger Terminal project have been evaluated. Please refer to the *Traffic Assessment for Ocean Gateway and the Waterfront Master Plan* by Gorrill-Palmer Associates, attached to the 2002 Community Development Committee report and included by reference in this report. The purpose of the analysis was to understand the current state of traffic service as compared to future traffic service resulting from the proposed development in conjunction with expected background growth. The results of the study show that development in the Eastern Waterfront will require mitigating improvements to the existing street system, but the largest traffic impacts result from background growth of existing traffic.

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

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

## **B. Neighborhood Integrity**

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

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

## **C. Protection of Working Waterfront and Transportation Efficiency**

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

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

## **D. Open Space Development and Access to the Water**

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

reasonable. The challenge will be to allow maximum access to the water while providing security and functional autonomy for commercial marine uses.

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

## **VIII. NEXT STEPS AND IMPLEMENTATION MEASURES**

### **Steps to Complete the Master Planning Process for the Eastern Waterfront**

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

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

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

Having worked to develop zoning for the Master Plan, the Planning Board forwarded an amended report with a new zoning coverage for the Core Redevelopment Area and the Shipyard Brewery properties for the City Council’s consideration (*Adopted in December 2004 with the B-6 rezoning.*)

#### **Maine State Pier Policy Development**

In September of 2006, the City Council further amended this document through the addition of a policy statement for the Maine State Pier and the adoption of the Eastern Waterfront Port Zone. *Please see Section IX, page 26, below.*

### **Implementation Measures**

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

- Note: \* Indicates completed as of October 2004.  
\*\* Indicates October 2006 amendment.

**A. Establish an Implementation Work Group \***

The implementation of the Master Plan needs the attention and management of City Staff to realize the vision of the Master Plan and to coordinate the permitting and construction of the Marine Passenger Terminal. The Community Development Committee should oversee a staff work group comprised from members of the Departments of Planning and Development, Transportation, Public Works, Parking, Public Safety, and Parks and Recreation. The charge of the work group will be to coordinate the measures necessary to implement the Master Plan as integrated with the Marine Passenger Terminal project.

**B. Establish a Time Line for Implementation \***

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

**C. Zoning Recommendations \* Partially completed.**

The Waterfront Development and Master Planning Committee recommended adjusting the existing zoning to realize the vision established by the Master Plan. Adjustments to the waterside, marine zoning could be approached first to allow the construction of parking garages in what is now the Waterfront Port Development Zone. (\*\*Rezoned to Eastern Waterfront Port Zone, EWPZ, September 2006. Please see below.)

The B-6, Eastern Waterfront Mixed Use Zone, was adopted concurrently with adoption of this plan in December 2004. The B-6 zone covers the properties east of India Street, north of Commercial Street and its extension, west of the Portland Company complex, and south of Fore Street, as otherwise described herein as the "Central Redevelopment District."

\*\* In September of 2006, the City Council adopted the Eastern Waterfront Port Zone (EWPZ) in conjunction with a related policy statement for the Maine State Pier. Please see the Policy Statement for the Maine State Pier in Section IX, below.

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

The final design and permitting for the Marine Passenger Terminal Project is complete and as of September 2006, the project was under construction with an estimated completion of September 2007.

**E. Future of the Casco Bay Lines Terminal \*\***

Establish a process to plan for the future of the Casco Bay Lines Terminal Facility. As of October 2006, the CBITD Board is seeking funding to design and construct expanded freight handling facilities at the northerly end of Compass Park.

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

Utilizing design guidelines and development principles established in the Master Plan, the City should stimulate development in the Eastern Waterfront through an RFP process. RFPs for City parcels should be targeted and structured specifically to implement the vision of the Master Plan and serve the needs of the marine passenger industry. Please also see Section IX, below as related to the Maine State Pier.

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

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

**H. Future of the Maine State Pier \*\***

From April to September 2006, the City Council, through its Community Development Committee, conducted a policy development and rezoning process for the Maine State Pier. This process resulted in a new policy framework for the pier and related properties. The policy and related zoning (the EWPZ referenced above) were adopted by the City Council on September 18, 2006. The policy statement amends this report as a component of the City's Comprehensive Plan and provides the policy foundation for current and future zoning for the Maine State Pier.

## **IX. POLICY STATEMENT FOR MAINE STATE PIER**

*Adopted by the City Council as an amendment to Master Plan, September 2006.*

Maine State Pier is a City owned deep water marine facility located on the Portland waterfront at the intersection of Commercial Street with Franklin Street Arterial within the Eastern Waterfront planning district. While over the years several piers with various names have existed on this site, for the purposes of the following Policy Statement, the “Maine State Pier” includes all of the land, piers, and structures located south of Commercial Street and east of Maine Wharf (at 68-72 Commercial Street) extending to and including “Berth #1” along the easterly edge of the transit shed of the Portland Ocean Terminal. (Please see the attached map)

As stated above, the Maine State Pier is located within Portland’s Eastern Waterfront planning district. The following policy statement is intended to inform and amend the Eastern Waterfront Master Plan. One should look to the Eastern Waterfront Master Plan and other elements of the City’s Comprehensive Plan for policy and land use issues not otherwise addressed herein.

### **Statements of Fact for the Maine State Pier**

- The Maine State Pier is a regionally significant asset for the City of Portland. Throughout its long history, the Pier has served the harbor, the City, the State of Maine, and the region as a transportation hub and economic development generator.
- The Maine State Pier provides deep water and recreational connections between the sea and the City’s people – connections that exist nowhere else and that can exist nowhere else in Portland Harbor. The Pier’s long-term use and vitality as a marine passenger facility are primary goals for the City of Portland.
- Maine State Pier is, however, an aging facility in need of significant structural investment – specifically pertaining to the 1922 transit shed and the 1000 foot berth along the easterly pier edge. The City’s recent experience with marine industry has not provided the revenues needed to either maintain or rebuild the facility in a manner that ensures its long-term viability.
- The Portland Waterfront has developed over the centuries as an interface between marine and land-based commerce. While transportation technologies and economies have changed through time, the waterfront has always supported *both* marine and non-marine uses in a mutually beneficial relationship. The City’s extensive experiences with planning and zoning within the Eastern Waterfront Master Planning district and adjacent Waterfront Central Zone have demonstrated the wisdom of supporting mutually compatible uses to provide adequate revenue streams dedicated to stabilizing marine infrastructure.

## Policy Goals for the Maine State Pier

### 1. Preserve Deep Water Access and Marine Utility:

The Maine State Pier is an anchor of the Portland Waterfront. Functionally, the 1000 foot berth on the easterly pier edge provides an irreplaceable landing for ocean going vessels to access the City of Portland, the State of Maine, and the New England region. In addition to the easterly 1000 foot berth, the pier provides other deep-water berthing facilities that must be reserved for the support of deep-draft vessels. The preservation of the deep water berthing utility and full use of these unique resources are the highest priorities for future re-use or re-development of the Maine State Pier.

### 2. Create Economic and Structural Stability for the Pier through Appropriate Mixed Use Development

The extraordinarily high cost of marine infrastructure maintenance requires that the City promote the development of uses on the pier that generate revenues to support the facility. As an historic facility that will be needed for generations to come, the City must work to realize stability and longevity for this critical infrastructure. The City should explore finding an appropriate mix of mutually compatible uses to foster sufficient economic activity on the pier to pay for ongoing maintenance and redevelopment costs.

### 3. Respect and Enhance Other Vital Water Dependent Uses of the Pier:

The Maine State Pier is home to many uses that exist nowhere else in the City and require primary consideration as part of any re-use or re-development planning for the pier.

- *The Casco Bay Islands*  
The island ferry service provided by the Casco Bay Island Transit District (CBITD) facility is a crucial community asset to the City, the Islands, and the Casco Bay regional community. Six island communities within three municipalities depend on the pier for their daily needs. For five of these communities, Maine State Pier is the only public mainland facility serving their transportation requirements. Any re-use or re-development of Maine State Pier shall integrate the needs of CBITD regarding pedestrian and vehicular circulation, parking, water-side navigation, freight handling, and future expansion potential. (Note: Plans have been developed to improve the freight handling capabilities of CBITD, but this function remains deficient in the current facility.)
- *The Portland Ocean Terminal and Ocean Gateway*  
The Portland Ocean Terminal, which includes Ocean Gateway and Maine State Pier “Berth #1,” is designed for international ferry and cruise ship operations. As such, Ocean Gateway, currently under construction, has been designed to function as an integrated whole with the Maine State Pier and the entire facility is operated by the City under the regulation and control of United States Customs and Border Patrol Service and the United States Coast Guard. The re-use and re-development planning for the Maine State Pier must respect the unique needs of the

international ferry service and integrate with the circulation and security needs of the Ocean Gateway facility and cruise ship passenger operations.

- *Open Space and Public Access to the Water*  
Maine State Pier is home to two public parks, Compass Park and Buoy Park, and two public boat landings serving recreational, commercial, and water taxi vessels. For many visitors and citizens alike, Maine State Pier is their only point of vantage and access to experience the heart of the working harbor. The accessibility, size, and functionality of these public assets shall be protected to ensure the public's visual and physical connection to the harbor and the bay. Any re-use or re-development of Maine State Pier must improve the public's access to the water and reinforce the City of Portland as a city of mariners.
- *Emergency Response Vessel Support*  
The berthing of emergency vessels at Maine State Pier provides a critical security service for the harbor and the City of Portland islands. The existing emergency boat berthing is constrained and potentially conflicts with the existing public landing, water taxi, and CBITD ferry function. Any re-use or re-development planning for Maine State Pier should consider the crucial role emergency vessels play and must promote, and potentially improve, their continued existence and function on the pier.
- *Tug Boat Berthing and Support*  
Tug boats provide a critical harbor support service for the Port of Portland and currently berth at the Maine State Pier under a long-term arrangement with the City. The tug fleet additionally needs offices, warehousing and facilities in close proximity to berthing. The re-use and re-development of the Maine State Pier must include a suitable home for the Harbor's tug boat vessels within a reasonable distance to supporting facilities.

## **The Future of the Maine State Pier**

The City will approach the future of the pier by encouraging a mix of appropriate uses that both promote deep water berthing options and provide the revenues needed to maintain the infrastructure for future generations. The development of new uses is primarily anticipated for the site of the transit shed and Berth #1, though the City encourages new ideas and imaginative visions for consideration.

Given the magnitude of financial investment anticipated, and given the low expectation that sufficient State and Federal support will be available in the foreseeable future, the City will engage with the private development community to create a new development plan for the pier. Leveraging the resources and vision of a selected development partner, the future development plan for the pier shall promote the policy goals stated above for the benefit of Portland citizens, taxpayers and the local economy.

## **1. Minimum Requirements for a Development Plan for the Maine State Pier**

The expectation for the transit shed and easterly side of Maine State Pier is to allow private investment to develop compatible marine and non-marine uses according to a specific development plan that achieves the objectives listed below.

The re-development plan for the Maine State Pier will:

- Construct, maintain and utilize berthing infrastructure for ocean-going vessels including supporting infrastructure for marine operations and appropriate access, use, and control of the pier edge by the City.
- Provide signature architecture that will promote the City of Portland as a world-class seaport.
- Protect and, where possible, enhance the other vital pier uses listed in section 3 above including but not limited to:
  - Coordinated design with CBITD terminal including planned traffic enhancements and freight shed expansion.
  - Coordinated design with anticipated and future needs of the Ocean Gateway marine passenger facility.
- Meet all applicable Federal, State and local regulations for security, environmental protection, traffic movement and site development.
- Provide a permanent location for Tug Boat Fleet

## **2. Specific Considerations for a Development Plan for the Maine State Pier**

When evaluating and selecting a development partner, the City will look for a proposal that provides as many of the following opportunities as possible:

- Provides enhanced opportunities for public access to the water through:
  - Expanded and/or improved facilities for public landings.
  - Expanded and/or improved open space.
- Provides supporting facilities for both public and private water-dependent uses.
  - Expanded and/or improved facilities for emergency vessel berthing.
  - Preserved or expanded deep water berthing for oceangoing vessels.
  - Contribution toward or direct construction of expanded deep-water berthing facilities both on or off-site, including but not limited to Ocean Gateway, “Pier #2, Berth 2.” (Also known as the “megaberth.”)
- Creates linkages with sectors of the marine economy and facilities located both on and off Maine State Pier.

Note: The successful redevelopment of Maine State Pier provides opportunities for expanded facilities, visibility, and market for the broader harbor needs and economy. Examples of uses and activities located both on and off the Maine State Pier that could benefit the City's marine economy and social interests:

- New facilities for the promotion and distribution of local seafood (including day boat landings, product from the Fish Exchange...)
- New facilities for marketing and promotion of off-site harbor uses including excursion boats, CBITD, seafood retailers, yacht brokerages, boat yards.
- New facilities for visitor information
- Access for the public, small business, and not-for-profit communities to utilize and benefit from the facility, and to the extent compatible with large vessel use of the pier, promotes actual access to the water's edge (through leased space, shared infrastructure, advertising opportunities...)
- Shared parking, both on and off site, to allow the most flexible approach to parking in the area.
- Contribution to the City Waterfront Investment Fund.
- Contribution toward or direct construction of expanded public open space both on or off-site, including but not limited to the planned "Fisherman's Monument".

### **3. Spatial Relationships between Marine and Non-Marine uses**

The use of Maine State Pier in support of commercial marine enterprise requires ground floor space for vehicular and pedestrian circulation areas, pier space dedicated to the handling and supplying of vessels, and security areas. Compatible non-marine uses must be scaled and located around the functional marine necessities of transferring of passengers, goods and materials between the pier and berthed ships. The large size and width of Maine State Pier allows for adequate space to accommodate both marine and non-marine interests, but the following issues should be considered in the design and selection of re-development scenarios for the pier:

- The pier edge and deck adjacent to the pier edges must remain available for anticipated and future marine uses. Non-marine uses should step back from the pier edge as much as needed to retain the functional utility of the berthing resources.
- Non-marine uses should be concentrated on upper floors wherever possible.
- Circulation areas, for both vehicles and pedestrians, in support of non-marine uses should focus activity to the interior of the pier, away from the seaward edges.
- Where non-marine uses are proposed for the first floor, lobby areas, pedestrian entrances, vehicle drop off areas, and the like should respect the interior of the pier as an urban pedestrian space and create a welcoming, safe, and attractive extension of the city fabric onto the pier.

- In general, non-marine activity should concentrate toward the northerly end of the pier, leaving the southerly harbor-side end of the pier available for marine and open space uses.

#### 4. View Protection and Creation

Development in the area of Maine State Pier will be highly visible both to and from the water. Furthermore, changes such as the removal of old structures and the construction of new buildings create opportunities to enhance and protect public views to and from the harbor. The redevelopment of Maine State Pier and the surrounding area should be designed to strengthen the public's connection to the water through protection of critical view corridors and creation of new view opportunities. At a minimum, the following public view opportunities and corridors in the area of Maine State Pier must be considered and protected:

- **The Hancock Street right of way**, as extended and shown in the Eastern Waterfront Height Study.
- **The India Street right of way**, extended to the water from its terminus at Commercial Street.
- **The southerly end of Maine State Pier.** If the existing transit shed is to be removed in this area, public access to this portion of the pier and the public's views to the mouth of the harbor must be enhanced.
- **Other views**, as created by a revised architectural program for the pier and surrounding area. As an example, the existing transit shed creates a 1000 foot long un-interrupted view barrier between the interior of Maine State Pier and the water. New views of the water could be created between and through architectural elements of a new development program for the pier. Additional public view opportunities should be considered within new development through reasonable public access to interior spaces, observation decks, and the like.

## **X. Appendices**

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

## **Reference Documents**

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

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

## A. Definitions

**B. Public Process Narrative**

## **C. Design Guidelines for the Eastern Waterfront**

**D. Eastern Waterfront Building Height Study**