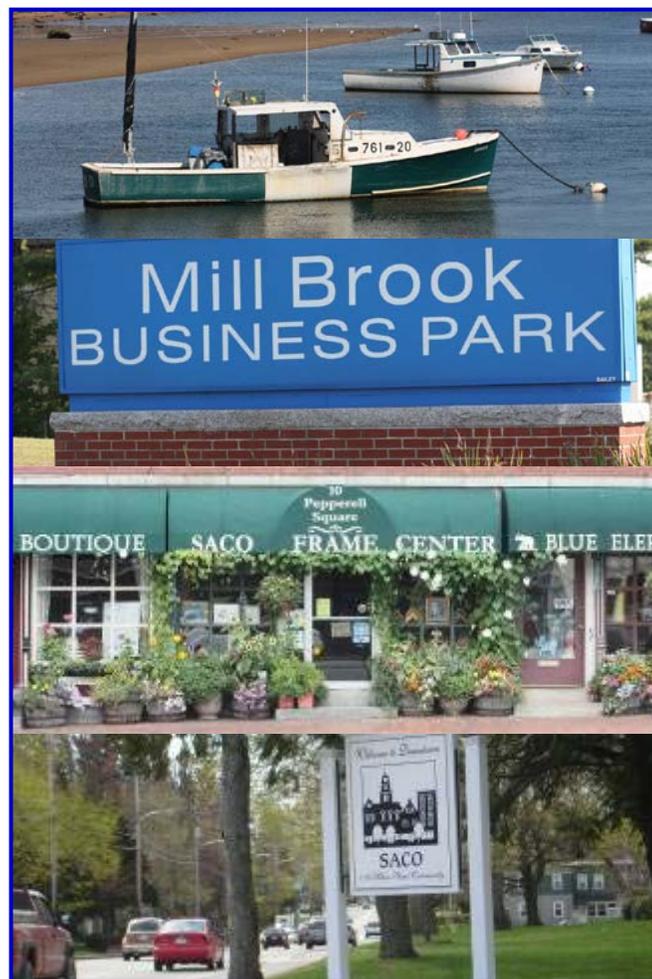


City of Saco, Maine Comprehensive Plan 2011 Update



March 7, 2011



City of Saco Comprehensive Plan 2011 Update

The Comprehensive Plan Update Committee

Bob Barris	Jeff Christenbury	Marty Devlin
Mike Eon	Don Girouard	Sandra Guay
Rene Ittenbach	Christina O'Brien	John Read
Neil Schuster	Don Sharland	Sandy Shaw



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City Staff

Peter Morelli, Development Director

Bob Hamblen, City Planner

Angela Blanchette, City Engineer

Emily Cross, Assistant Planner

Planning Decisions, Inc.

Mark Eyerman

David Versel

Antje Kablitz

Frank Zayac, Facilitator

City of Saco Comprehensive Plan 2011 Update

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INTRODUCTION

The City of Saco has a long history of planning for its future growth and development. Saco completed its first Comprehensive Plan in the mid-1960s, more than 20 years before the State of Maine enacted the Growth Management Act. In 1978 the City developed a new Comprehensive Plan that led directly to the implementation of its current land use regulation system. The City adopted a revised plan in 1987 and completed a full update of the Comprehensive Plan in 1999.

This 2011 Update of the City of Saco's Comprehensive Plan serves as a guide for the decisions the City must make about growth, development, redevelopment, and change over the coming decade. The Plan continues the City's established long range planning process, and creates a framework for managing future development. In many cases, the recommendations of the 2011 Plan continue the basic policy directions set by the previous Plan. In other cases, the 2011 Plan addresses emerging issues or provides a fresh look at ongoing issues.

The 2011 Plan is divided into three parts. Part 1 presents background information. Chapter One summarizes the key elements of the 1999 Plan and outlines planning activities conducted by the City of Saco since 1999. Chapter Two contains a detailed profile of the past ten years of residential and commercial development activity in Saco. Chapter Three offers summaries of the Plan's twelve inventory sections. Full versions of the inventories are contained in Appendices A through L.

Part 2 of the Plan sets out the Comprehensive Plan's vision, goals, and policy recommendations. Chapter Four discusses the City's existing vision statements and their relationships to the Plan's "mini-visions" for growth and development. Chapter Five presents goals and policies for addressing issues facing the community related to all plan elements aside from land use. Chapter Six contains goals and policies for land use, including a Future Land Use Map and a vision and detailed summaries of preferred use and development patterns for each land use designation.

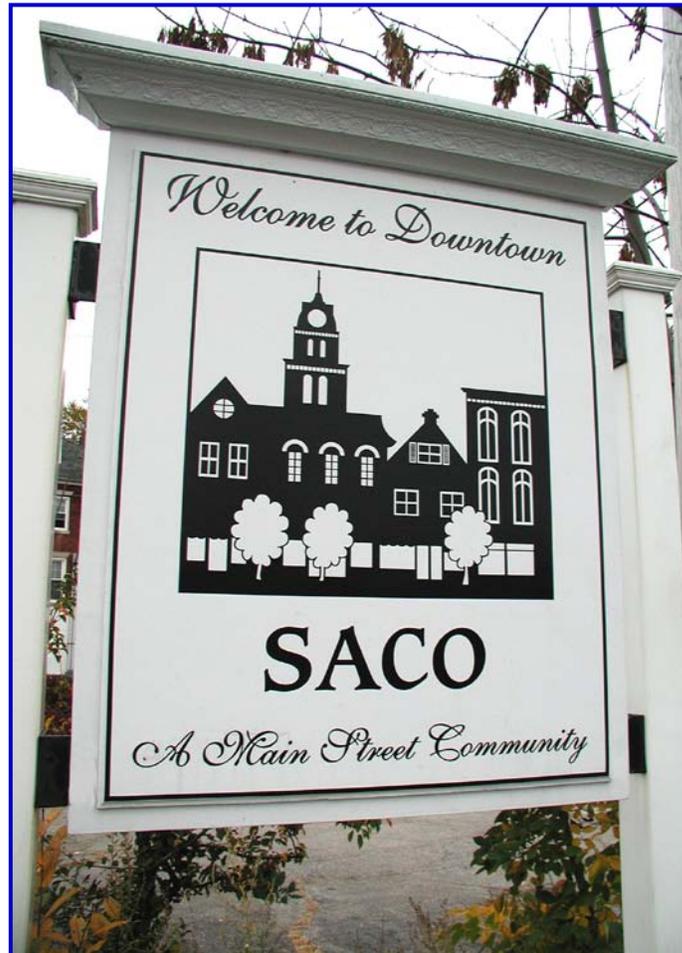
Part 3 lays out the actions needed to achieve the goals and policies proposed in Part 2. Chapter Seven addressed how Saco should coordinate its planning activities with neighboring municipalities and regional organizations. Chapter Eight sets out a detailed program for carrying out the various strategies, and assigns responsibility for the implementation of each strategy to a particular department, board, or agency.

Chapter Nine identifies the capital investments needed to both support future growth and development and to enhance the community's quality of life.

The appendices to the Plan include the full inventories for the twelve Plan elements, as well as an overview of Saco's historical growth and development, a copy of the City's present Capital Improvement Plan, and a summary of public participation in the development of the Plan.

The Comprehensive Plan is intended to conform to the requirements of the State's Growth Management Law for comprehensive plans. As provided by state law, the Plan will also serve as the basis for the City's zoning and land use regulations.

PART 1: BACKGROUND INFORMATION



Chapter One: Past Planning Activities

Chapter Two: Recent Development Profile

Chapter Three: Overview of Updated
Inventories

CHAPTER ONE: PAST PLANNING ACTIVITIES

The City of Saco has a long history of planning for its future growth and development. Saco completed its first Comprehensive Plan in the mid 1960s, more than 20 years before the State of Maine enacted the Growth Management Act. In 1978 the City developed a new Comprehensive Plan that led directly to the implementation of its current land use regulation system. The City adopted a revised plan in 1987 and completed a full update of the Comprehensive Plan in 1999.

The 1999 plan was developed in the midst of a major growth cycle, during which time both housing and commercial development were booming, and Saco was becoming increasingly attached to the Portland Metropolitan Statistical Area (to which it was officially added in 2002).

The following is a summary of the 1999 plan's key goals and policies and how the City fared in enacting them. The City successfully implemented many of them, but others were abandoned or have yet to be undertaken.

- *Establishing a coordinated program for redeveloping, managing, and promoting downtown Saco.*

The City was instrumental in establishing Saco Spirit, securing funding for downtown infrastructure improvements, and managing the revitalization of downtown.

- *Providing infrastructure to support redevelopment on Saco Island, including a rail station, parking, access, and visual improvements.*

Through the Island Point TIF, the City funded the construction of the Saco Transportation Center and related improvements to parking. Though the Island Point project is still far from completion, the groundwork has been put into place.

- *Reserving land in the Route One corridor north of I-195 for "retail, service, office, and light manufacturing" uses.*

Though there have been many commercial developments in this area, including the City's own Mill Brook Business Park, the approval of the 290-unit Park North development has dedicated a significant portion of land in the Route One corridor to residential use.

- *Work with local, state, and federal partners to find a solution to the erosion problem at Camp Ellis.*

The City and the Army Corps have made great progress in identifying causes and solutions for the problem, and developing funding to implement the solutions. Final agreement on design and future project management is a priority for the City.

- *Direct development to "vacant or underutilized areas within the built-up area or to designated development areas on the fringe of the built-up area and away from areas with natural constraints for development or in which public services are not available."*

Saco has largely succeeded at directing development into designated growth areas, as about 80% of housing units built between 1999 and 2009 were in growth areas.

- *Pursue an access management program to limit curb cuts, consolidate entrances, and encourage use of alternative access points to properties along Route One.*

The City has successfully reduced the number of curb cuts on Route One between downtown and I-195 and new commercial developments have constructed their entrances from side streets or existing driveways.

- *Address known public facilities needs, particularly the North Street interceptor sewer, the Central Fire Station, and Young School.*

These major projects have all been undertaken.

- *Develop the former Foss Road landfill site as a recreational facility.*

The first phase of this project has been completed, and future phases are being planned.

- *Considering the adoption of a growth cap "to protect the community from unusually high levels of residential development."*

This City Council considered a growth cap but decided not to enact one although Saco experienced very rapid residential development from 2000-2006.

Since the 1999 Comprehensive Plan, the City of Saco has undertaken a variety of plans and studies that have helped to shape the community's goals and policies for growth and development, including:

- Regional Beach Management Plan (2000)
- Bicycle-Pedestrian Plan (2004)
- Route 112 Study (2005)
- Main Street Access Study (2005)
- Downtown Market Study (2005)
- Destination Tomorrow Update (PACTS 2006)
- Twin Cities Cultural Plan (2006)
- Downtown Plan Update (2007)
- 2007 Comprehensive Economic Development Strategy (SMRPC 2007)
- Historic Survey Completion (2008)
- Saco Bay Management Plan (2008)
- Historic Design Review Guidelines (2009)
- Saco Housing Strategy (2009)
- Saco Economic Development Plan (2010)
- Tri-Town Transportation Plan (PACTS 2010)

CHAPTER TWO: RECENT DEVELOPMENT PROFILE

Saco's development profile identifies the patterns of residential and nonresidential development between 1999 and April 2009. The goal of this analysis is to identify where development has occurred in the decade since the 1999 Comprehensive Plan was adopted and to evaluate whether or not the recent pattern of development is in line with the goals of the Plan. This profile does not include development or project approvals that occurred after April of 2009.

For the purpose of this analysis, Saco is divided into two areas: Growth and Limited Growth (Rural area) based on the City's 1999 Future Land Use Plan designations (see Figure 2-1, page 3). The Growth Area includes about 200 acres in the rear of the Cascade Road-Route 1 quadrant which was classified as limited growth in the 1999 Plan, largely because of the lack of sewer service, but was effectively re-designated by the City Council as a Growth Area when it approved a sewer extension and contract zone in 2006.

Over the past decade, the majority of development in Saco took place within the designated growth areas including nearly 78% of all new residential units and almost 100% of the floor area of non-residential development. There are a number of large approved but as yet unbuilt projects in the City, including a 290 unit mixed-use condominium subdivision as well as over 200,000 square feet of commercial space in the Cascades-Route 1 area.

The following analysis of residential and non-residential development is presented in three parts:

Part A documents the number and location of new residential units built between 1999 and April 2009

Part B outlines recent subdivision activities including approved developments by type, location, and percentage built.

Part C documents the total square footage of new non-residential space built between 1999 and April 2009, including commercial, industrial, office, and

municipal and charitable buildings.

A. Residential Development: New Housing Units - 1999 - 2009

- An estimated 1,277 new housing units were built between 1999 and April of 2009¹. In addition to residential development, a group quarters project, the Thornton Academy 38-bed dormitory, opened in the 2009-2010 school year.

Table 2.1: RESIDENTIAL UNITS DEVELOPED 1999-April 1,2009					
	Growth Area	% of Total	Limited Growth Area	% of Total	TOTAL
1999-2004	539	71.2%	218	28.8%	757
2005- Apr 1, 2009	456	87.7%	64	12.3%	520
1999-2009 Total	995	77.9%	282	22.1%	1,277

- 77.9% of the new units are in the Growth Area and 22.1% in the Limited Growth Area
- Of the 995 new units within the Growth Area, 54% were single-family homes and 28% were in duplex or townhouse-style units. Assisted living units made up another 13% of the new housing stock within the Growth Area.
- Of the 282 new housing units in the Limited Growth Area, approximately 94% were single-family homes (264) while the remaining 6% of the units were in duplexes.

Table 2.2: RESIDENTIAL DEVELOPMENT BY TYPE 1999-April 1,2009						
	Growth Area	% of Area Total	Limited Growth Area	% of Area Total	TOTAL	% of TOTAL
Single Family Total	539	54%	264	94%	803	63%
Duplex/Townhouse	277	28%	18	6%	295	23%
Multi-Family Bldg.(3+ units)	49	5%	0	0	49	4%
Assisted Living Units	130	13%	0	0	130	10%
Total Units	995	77.9%	282	22.1%	1,277	100.0%

¹ Based on City of Saco assessing and GIS data through April of 2009.

Figure 2.1: NEW RESIDENTIAL UNITS BUILT 1999-2009

B. Residential Subdivision & Multi-Family Housing – 1999 - 2009

- Between 1999 and 2009, 52 new developments were approved in Saco. Of these, 23 were single-family subdivisions; 26 were duplex, townhouse, or multi-family projects; and three were assisted living/senior housing projects.
- The majority of the single and multi-family development has taken place in the Growth Area. This includes 16 approved single-family and 26 approved multi-family projects.
- Over 71% of the single-family subdivisions in the Growth Area have been built. There are currently 107 approved but unbuilt lots in single-family subdivisions within the Growth Area.
- There are 654 approved units in multi-family projects within Saco’s Growth Area. Currently, only 40% have been built. Of the remaining 397 approved but unbuilt units, 290 are part of the proposed Park North condo project in the Cascades-Route One area.
- In the Limited Growth Area, 52 lots were approved in seven single-family subdivisions. Only two developments, Hidden Fields and Mellina Meadows, have not been fully built-out, leaving a total of seven approved but unbuilt lots.
- All but two of the multi-family subdivisions developed in the last decade were condominium projects. The two apartment complexes built are the five-unit Autumnwood Apartments on Vivian Street and a four-unit complex on Mabel Avenue.
- Major completed condominium projects in the Growth Area include the Park Street Lofts (34 units developed in the Park Street Mill), the Shannon Woods Estates (43 townhouse units), and Stonegate (36 townhouse units).
- Nearly 68% percent of the Assisted Living units approved in the last decade have

Table 2-3: APPROVED SUBDIVISIONS 1999-2009

	Growth Area	Limited Growth Area	TOTAL
Single Family Subdivisions	16	7	23
Lots Approved	378	52	430
Lots Built	271	45	316
% Built	71.7%	86.5%	73.5%
Multi-Family Housing Projects	26	0	26
Units Approved	654	0	654
Units Built	257	0	257
% Built	39.3%	0.0%	39.3%
Assisted Living Projects	3	0	3
Units Approved	192	0	192
Units Built	130	0	130
% Built	67.7%	0.0%	67.7%

been built. The largest, Atlantic Heights/Village at Seal Rock, includes a 105 bed assisted living complex as well as a proposal for 46 cottage units. To date the 105 bed complex and 25 of the cottages have been built.

- Of the 62 unbuilt assisted living units in Saco, 21 are cottage units in the Atlantic Heights project, 11 are units in the approved VOA veterans housing complex on Lincoln Street, and 30 are approved apartment units in the Cascade Brook project located in the Cascades-Route One area.

Figure 2.2: RESIDENTIAL DEVELOPMENT PROJECTS APPROVED 1999-2009

C. Nonresidential Development - 1999 - 2009

- Between 2000 and 2009 roughly 979,000 square feet (SF) of new nonresidential space was created in Saco. 64.4% of the space was in industrial/ business parks and office and professional complexes. The hotel and retail and entertainment sector made up 17.9% of new development floor area and automobile sales and service development remained strong, making up 9.4% of new growth. Saco also saw significant municipal and charitable development (8.3% of the total new floor area).

	Growth Area	Limited Growth Area	TOTAL	% of Total
Industrial/ Business	540,369	3,800	544,169	55.6%
Office/ Professional	86,218	0	86,218	8.8%
Retail/ Entertainment	71,478	0	71,478	7.3%
Hotel	104,172	0	104,172	10.6%
Auto Services	91,682	0	91,682	9.4%
Municipal/ Charitable	81,435	0	81,435	8.3%
TOTAL SQ FT	975,354	3,800	979,154	100%

- Nearly 100% of the nonresidential space was developed within the Growth Area (see map on following page). This includes the development of the Saco Industrial Park (470,000 SF of industrial space) and significant auto sales/service as well as retail development along the Route One Corridor.
- Visible change took place on Saco Island with the development of the new train station and on-going mill building renovations, including 6,000 SF of new restaurant space.
- Charitable development includes the construction of five new churches within the community.

In addition to new development, the 2004 renovation of the Saco Valley Shopping Center revived 263,103 SF of retail space in the downtown including a new Shaw’s, the relocation of Reny’s (from Biddeford), and a new TD Bank North building.

There are also significant approved, but as yet undeveloped, nonresidential projects within Saco’s Growth Area including:

- 160,000 SF of retail/office redevelopment in the Saco Island mill redevelopment

- 17,000 SF of commercial development on Route One near I-195
- 16,000 SF of additional industrial/business park development
- Over 200,000 SF of new commercial space in conjunction with the Park North development in the Route 1/Cascades area
- Nine lots remain in the Mill Brook Business Park and two in the Spring Hill Business Park. Given existing development patterns, development of these lots could lead to an additional 120,000 SF of office/industrial space.

Figure 2.3: NEW RESIDENTIAL DEVELOPMENT BUILT 1999 - 2009

D. Data Tables

SUBDIVISION NAME	Year Approved	Approved Units	Built Units	LOCATION
Strawberry Fields	2004	50	46	FERRY RD
Egret Cove	2004/2009	11	2	WILDWOOD DR
Ferry Landing	2000	28	28	FERRY RD
Ross Ridge	2008	75	3	ROSS RD
Ryan Farm II	2003	15	15	MORGAN CIR
Saco Bay Estates	2002	5	3	BLUEWAVE LN
Sawyer Woods	2004	32	18	EVERGREEN DR
Warren Woods	2006	6	3	JACQUELINE DR
Wild Oats	2006	16	16	BUCKTHORN CIR
Willow Grove	2005	8	2	WILD BRIAR DR
Cori Acres	1999	13	13	CORI DR
Brookside II	1999	36	36	SOFIA RD
Meadow Sweet	2001	14	14	SWEET ST
Sierra Woods	2001	39	39	CHANTELLE WAY
Ocean Greens II	2002	20	17	OCEAN GREENS DR
Wildwood	1999	10	10	RICHARDS WAY
TOTAL – 16 developments		378	265	

SUBDIVISION NAME	Year Approved	Approved Units	Built Units	LOCATION
Hidden Fields	2004	9	4	STONEWALL LN
Mellina Meadow S	2007	4	2	BUXTON RD
Whisper Pine Sub	2003	5	5	SMUTTY LN
Riverside Estates	1999	6	6	BOOM RD
Fournier Farm	2000	3	3	BOOM RD
Hawthorne Woods	2000	7	7	HOLMES RD
The Clearing	1999	18	18	BOYNTON BROOK RD
TOTAL – 7 developments		52	45	

NAME	Year Approved	Approved Units	Built Units	LOCATION
Park North Condo	2008	290	0	PORTLAND RD
Saco Commons Condo	2005	12	12	OCEAN PARK RD
Bourque Condo	2007	4	2	COMMON ST
Shannon Woods Condo	2003	45	43	STABLES LN
No Name Condo	2008	2	2	LILLIAN AVE
Saco Island Condo	2007	77	0	SACO ISLAND
Macomber Condo	2007	6	6	ELM ST
No Name Condo	2005	2	2	SAWYER ST
Saco River Est Condo	2004	10	4	LINCOLN ST
Amber Brook Condo	2003	3	3	FOREST ST
Willows Condo	2003/2004	15	15	TASKER ST
The Birches Condo	2007	8	0	FRANLIN ST
Winfield Commons Condo	2005	16	10	NORTH ST
Park St Lofts Condo	2004	34	34	PARK ST
Sawyer Brook Condo	2001	13	13	NORTH ST
No Name Condo	2003	15	15	THERRIEN AVE
Cornforth Farm Condo	2006	12	10	PORTLAND RD
Oak Grove Condo	2006	13	13	GARFIELD ST
No Name Condo	2007	2	2	BRADLEY ST
Garfield Common Condo	2004	15	14	SHADAGEE RD
Brayley Est Condo	2003	8	8	NORTH ST
No Name Condo	2007	4	4	COLONIAL DR
Kaylee Condo	2008	3	0	SHADAGEE RD
Stonegate Condo	2001/2004	36	36	SHADAGEE RD
Apartment Complex	2009	4	4	MABEL AVE
Autumnwood Apartments	2003	5	5	VIVIAN ST
TOTAL – 26 developments		654	257	

NAME	Year Approved	Approved Units	Built Units
Atlantic Heights Cottages*	2003	46	25
Seal Rock Nursing Home*	2003	105	105
VOA Veterans Housing	2008	11	0
Cascade Brook Senior Apts	2009	30	0
TOTAL - 3 Developments*		192	130

* These projects are part of one approved development, Atlantic Heights/Village at Seal Rock.

CHAPTER THREE: OVERVIEW OF UPDATED INVENTORIES

The process of updating the Comprehensive Plan began with the development of 13 separate inventory chapters. This section summarizes the key issues identified in each inventory chapter and the implications of these findings for the goals and policies of the Comprehensive Plan. The full inventory sections are contained in the appendices.

A. Population and Demographics

- Changes in Saco's population, where residents choose to live and work, and what services they are likely to need or desire are important to the City's future. As Saco's population has increased, the City's role in the economic region has changes, as evidenced by Saco's incorporation into the Portland metropolitan area. Housing trends show a preference for locations that allow easy commuting, and Saco is more and more a bedroom community for Portland. However, the City still retains a strong commercial center. These dual roles need to be kept in mind as Saco looks to the future.
- As the economy rebounds, Saco is likely to see a resurgence of growth at a rate similar to the 1990's. Approximately 800 housing units could be added to the community's housing stock by 2020. Where and how that development occurs is a key issue for the community.
- As Saco has grown, the income level of its residents has increased as well, leading to rapid growth in housing prices for much of the past decade. Fostering housing with a range of prices is an important challenge for the City.
- As Saco's role as a commuting suburb has increased, the area west of the Turnpike has faced increasing residential development pressure because of its access to the regional road network. Maintaining the rural areas of the City could become more difficult.
- As more people are commuting to the Portland area than are working in Saco, Greater Portland has begun to replace Saco as the commuting population's center for commerce. Attracting these households into Downtown Saco will be important for the vitality of the City.
- School enrollment projections predict a slow annual decline. Existing school capacity

should be adequate to meet demand. However, if the decline becomes more pronounced, pressure to reevaluate and possibly consolidate school services may grow. As the state and the community grapple with the implications of school consolidation, the City will need to continue to evaluate the best ways to provide educational services for the community.

- Smaller household sizes coupled with a growing population have created more demand for housing. The number of younger households with children is decreasing. Maintaining a balanced population will be important to fostering a diverse population and vital community.
- Saco's population is aging. The oldest members of the Baby Boom generation are beginning to reach retirement age. Over the next decade this may create demand for additional retirement housing options with smaller units. In the twenty-year timeframe this will translate into a demand for additional elderly housing and eldercare facilities and increase the demands on certain of the City's services. Addressing these changing will be an important issue for the City over time.

B. The Local Economy

- Saco has had some success in diversifying its economy in recent decades after the earlier industrial decline in the region. Increasing the number and quality of jobs remains an on-going issue for the community.
- Over the past twenty years, Saco's economy has become much more entwined with the Greater Portland and Boston Metro economy. This changes the economic role of Saco businesses and increases Saco's desirability as a bedroom community.
- Saco continues to function as both a community retail center and as a niche regional center for certain types of goods and services. These roles will continue to evolve impacting the type and location of facilities needed to serve these markets. Downtown Saco and the Route 1 corridor can continue to serve these markets.
- Saco's downtown is a major economic asset for the region. The City should continue its efforts to strengthen it.
- The City should consider measures to maintain potential Interstate highway access.
- The City should continue to be selective in pursuing growth opportunities. It should emphasize the quality of the companies, the quality of the buildings and especially the quality of the jobs in encouraging growth.

C. Natural Resources

Surface Waters

- Saco has relatively clean water. Only a few sections of the many miles of streams and rivers in Saco do not attain their designated water quality classification standards. In many of the areas not meeting the standards, sources of pollution have been identified. The City should continue to work to improve the quality of the water in these segments.
- The Saco Combined Sewer Overflow Abatement Master Plan has been largely implemented. The City should put the finishing touches on this exemplary 10 year effort.
- A sizeable portion of the area west of the turnpike is tributary to the Saco River upstream of the public water supply intake. The Maine Department of Environmental Protection's (MDEP) Best Management Practices (BMPs) should be used to guide the City's efforts to protect surface water quality and minimize impacts on the public water supply. Likewise, sound practices should be encouraged to minimize impacts from residential yard runoff.
- As development occurs, runoff from impervious surfaces increases. Since passage of the Clean Water Act, control of point sources of pollution has increased dramatically. The City will continue to work with the MDEP on the NPDES permit. Saco should continue to enforce performance standards that control stormwater runoff, reduce erosion, and minimizes the migration of non-point pollution and rely on NPDES permit and Chapter 500 for areas one acre or larger.
- The cleaning and repainting of boats presents the potential for contaminated runoff. The City should monitor the compliance of boatyards and marinas with state requirements to control this runoff
- The Saco River Estuary does not meet Class SC water quality standards. The reasons for the estuary not meeting water quality standards are numerous and include several point sources of pollution, significant drainage areas of non-point pollution, and combined sewer overflows that make their way into the estuary. The estuary is an important and fertile ecosystem that plays a significant role in the health and diversity of the ecosystem within and beyond Saco's borders. But it can do more. Any reasonable actions that will reduce pollution entering the estuary should be supported. The City has already shown its commitment to this

objective with its near-completion of the Combined Sewer Overflow Abatement Master Plan.

- The Goosefare Brook is categorized as an impaired waterbody and requires a higher level of attention with regards to development and other non-point source pollution. Current regulations impose higher standards in this watershed and the City should continue to work to reduce contaminated runoff.

Groundwater

- Many Saco residents rely on groundwater and private wells for their drinking water. Groundwater recharges surface streams and wetlands. For the health of Saco residents and to maintain healthy ecosystems, it is important that groundwater quality be preserved.
- In areas reliant upon subsurface waste disposal systems, residential densities should be kept at levels and in configurations that ensure groundwater is protected.
- When reviewing subdivision plans that will utilize subsurface waste disposal systems, especially when the homes will be sited in close proximity to one another (i.e. cluster subdivisions among others), the cumulative impact of multiple septic systems should be accounted for in the subdivision design.
- Uncovered sand and salt piles can be significant contributors to groundwater pollution. As precipitation percolates through the pile, salt leaches into groundwater. Saco's sand and salt stockpile, located behind the public works garage, is uncovered and lies above a sand and gravel aquifer. To protect Saco's groundwater, the City should get the municipal sand and salt piles under cover.
- Saco's mobile home parks rely upon subsurface waste disposal. Blue Haven Mobile Home Park, the more densely developed of the two parks, has a mixture of private and community septic systems. The park is adjacent to Mill Brook. Because of the parks' density of development, its close proximity to a stream, and its location above a groundwater resource, its subsurface waste disposal presents a serious threat to water quality in this area. The 2009 sewer extension has brought capacity very near each park. Plans should be developed to sewer both mobile home parks
- Saco's industrial parks, and the region of the city zoned for further industrial development lie above a sand and gravel aquifer. The City should continue to

give consideration to protecting the groundwater within this aquifer when determining what industries to allow in industrially zoned areas.

- Most soils around Saco do not have the assimilative capacity to effectively handle the waste generated by large scale, or dense residential development. The availability of public sewerage is one factor that should play a role in determining which areas of Saco are designated as growth areas. The City should consider ways to ensure that residential development in designated growth areas is connected to the sewerage system.

Wetlands

- Wetlands play a critical role in the area's ecology.
- Wetlands filter sediment and pollutants from surface water runoff, playing a key role in keeping water clean. Critical wetlands should be given prime consideration and protection when reviewing development proposals. Data on the location and characteristics of wetlands submitted in conjunction with development reviews should be added to the City's GIS database.
- Wetlands with significant wildlife value are vulnerable to development in the upland fringe. The City should consider requiring that buffers are maintained around wetlands that are valuable wildlife habitat. The Beginning with Habitat Program is a starting point for identifying and protecting these important areas. Cluster zoning techniques might be appropriate to address the issue.
- While significant vernal pools have not been identified throughout the City, the presence of these resources should be considered in the development review process and appropriate protection provided consistent with state standards.

Soils

- Large areas of Saco have soil conditions that limit the installation of septic systems. The City should consider restricting new, unsewered development in these areas.

Wildlife and Fishery Habitat

- The riparian zone adjacent to rivers and streams plays an important role as fishery and wildlife habitat by providing food and maintaining water temperature. The City should consider working to retain naturally vegetated buffers along stream segments that have high or medium values as fishery or wildlife habitat.

- There are large, relatively undeveloped areas in Saco that serve as important wildlife habitat. The Heath, the Rachel Carson National Wildlife Refuge, and the Saco Tannery Pits site are permanently protected habitat areas. Horton Woods and the Prentiss parcel are more recent acquisitions that have added to these valuable places and provide additional examples of a pro-active approach to habitat protection. The Saco Land Trust owns or holds conservation easements on several other parcels. The City should continue to encourage preservation in areas of high natural resource value.
- While there are large sections of the City with high habitat value, they are non-contiguous. Deer that winter in the deer yard west of Bay View Road are unlikely to interact with the deer in the Heath or in the deer yard east of the turnpike and south of Flag Pond Road. The City should strive to not fragment wildlife habitat, and to maintain wildlife travel corridors. Doing so will help minimize conflict between people and wildlife.

Coastal Areas

- Erosion of the beach at Camp Ellis has been an issue for a century. Over 30 homes have been lost and the erosion problem has been aggravated in the past three decades. The City and the Army Corps have made great progress in identifying causes and solutions for the problem, and developing funding to implement the solutions. Final agreement on design and future project management is a priority for the City.

D. Marine Resources

- As Saco's population has grown, so has demand for recreational boat moorings. As of the 1999 Comprehensive Plan, there was no waiting list at any of Saco's private marinas; by 2009 Marston's had a waiting list of 100 people. Since there is no capacity to add parking at the City's existing public boat ramps, the City should consider how to improve recreational boating access and to ensure that it does not interfere with commercial fishing activity at Camp Ellis.
- Erosion of the beach at Camp Ellis has been an issue for a century. Over 30 homes have been lost over those hundred years and the erosion problem has been aggravated in the past three decades. The City and the Army Corps have made great progress in identifying causes and solutions for the problem, and developing funding to implement the solutions. Final agreement on design and future project management is a priority for the City.

- Inadequate parking is a seasonal issue at Bay View Beach and other beaches. The City has been working to expand the supply of beach parking but this remains an ongoing issue.
- The Thunder Island peninsula, jutting into the Saco River Estuary, is the last large, undeveloped parcel of land along the river between downtown and Camp Ellis. Much of it is privately owned and is currently enrolled in the Tree Growth Tax Program.
- The Goosefare Brook Estuary and associated wetlands are an outstanding natural area. The Rachel Carson National Wildlife Refuge has recognized the value of this resource by acquiring approximately 500 acres in the Goosefare Brook area to protect migratory bird habitat and coastal wetlands. The National Fish and Wildlife Service, in its long term plan for Rachel Carson, targeted acquisition of additional acreage at the Goosefare Brook Division. The City of Saco should support efforts for public acquisition of undeveloped parcels adjacent to Goosefare Brook.
- Saco's coastline, in the face of mounting development pressure in southern Maine, has managed to stay relatively undeveloped. Marine industries still have a foothold in Saco. To help maintain that foothold, commercial development should generally be limited to marine and tourism related uses at Camp Ellis. Development on the bulk of the beach area should be limited to primarily small-scale residential uses.
- As southern Maine and Saco continue to grow, demand for coastal beaches will increase. As residential development occurs along Saco's coastline, providing additional public access to beaches will become more difficult, and usage of existing beaches will increase. Saco should consider means to pursue expanded access to additional beach areas.
- The issue of sea level rise will need to be monitored in the future. Saco should continue to actively support regional efforts through the Sea Level Adaptation Working Group (SLAWG) to mitigate the potential impacts of rising sea levels.

E. Utilities

- The City of Saco's sewer system has an abundance of capacity. As Saco contemplates where to accommodate and encourage future housing and commercial growth, strong consideration should be given to areas of the city where infrastructure and excess capacity already exist. In addition, extensive development should be discouraged in remote areas where the length of the sewer lines increases

substantially, which leads to odor issues in the system. Furthermore, as development expands to the rural areas, additional pump stations will be necessary, putting the burden of the cost of operations, maintenance, and upgrades on the City.

- At this time, the only mechanism that exists for funding the extension of water mains is for a developer or other entity requesting the extension to pay the full cost of the project. The City needs to explore alternative approaches for funding the extension of the water system.
- Commercial and large scale residential development should be discouraged in areas identified by the Insurance Services Organization (ISO) test as having inadequate hydrant flow volumes until improvements are made.
- Over the next 10 years, additional sewer reconstruction will occur in downtown Saco as the CSO Abatement Master Plan recommendations are implemented including the elimination of the Wharf Street CSO. Care should be taken to coordinate complementary and auxiliary construction projects to most cost effectively accomplish the City's goals and to minimize the impact on downtown businesses.
- While the overall sanitary system has an abundance of capacity, there are a few pinch points in the system where aging infrastructure needs replacement or increasing the size of the lines is required. The City should schedule these improvements in the sanitary sewer lines before they become limiting factors in the size and type of development that can occur in specific areas in the City.
- The Bear Brook interceptor lines have had an ongoing problem with infiltration into sewer lines. During heavy rainfall, conveyance reaches capacity. City should implement a plan to reduce and/or remove all storm water from entering sewer systems.
- Rising sea levels have an impact on the Saco River and as a result there is an anticipated need for an effluent pump at the Wastewater Treatment Plant within the next ten years.
- Federal and State mandates related to nutrients and micro constituents in wastewater treatment and regulations have become stricter in recent years. The City will need to develop a plan to initiate increased standards and the financing associated with implementing these higher standards. Since Federal and State water quality mandates are becoming stricter, there is a potential for the treating of

stormwater to become a requirement, creating the need for a Stormwater Utility within the next ten years.

- There are areas with localized flooding and/or channel erosion during major storms or run-off. The City needs to continue to implement the proposals in the 2001 All Hazards Mitigation Plan to eliminate or reduce these hazards.

F. Transportation

- The Route 1 Corridor serves as the major local north-south artery in Saco. Though traffic volumes have remained stable in spite of growth, the City will need to ensure that traffic moves effectively and safely in this corridor over the next decade.
- The growth in residential development west of the Turnpike in both Saco and other communities has increased the volume of traffic on the City's rural roads. In many cases, they are inadequate for this function. The City will need to begin to upgrade these roads while maintaining their rural character.
- The ability to move between Routes 5 and 112 west of the Turnpike is limited. This results in commuters using intown and residential streets as the crossover. Connecting these two major routes should be a long term objective.
- The Flag Pond Road crossing of the Maine Turnpike offers the opportunity to develop an additional Turnpike interchange. This would improve access to the northern end of the Route 1 Corridor and the Industrial Park and provide alternative travel routes.
- Use of the former Turnpike Exit 5 to allow northbound traffic to enter the Turnpike offers that potential for alleviating some of the congestion problems associated with Turnpike access.
- The continued expansion of the Park North and Cascade Falls developments together with the potential for development on the west side of Route One will likely require the development of an interconnected internal road network in the area bounded by the Old Orchard Beach town line, the Scarborough town line, the Maine Turnpike, and the I-195 Spur. This network will need to provide access to the potential development sites while allowing traffic access to the arterial network.
- Development in the Route One corridor is increasing the need for pedestrian and bicycle facilities in this area.

- Though the City has made significant upgrades to several intersections, there are still many High Crash Locations in the urban core, particularly along Main, Elm, and North Streets. The city must continue to improve problem intersections and road segments in the future.
- Saco's development pattern allows for people to walk in much of the built-up area. The City needs to maintain its existing sidewalk network and to expand it to address areas that need sidewalks to improve pedestrian safety, especially Route 1 north of I-195, Stockman Avenue, and Cumberland Avenue.
- The perception of parking in Downtown is an important factor in its economic vitality. Even though the parking supply is sufficient, the City must improve signage and visibility of parking in order to overcome the conventional wisdom that parking is a problem.
- The establishment of better bicycle facilities along Ferry Road to Camp Ellis and then continuing along Seaside Avenue to Old Orchard Beach would be desirable.
- The ShuttleBus provides limited local bus service. Increasing the geographic coverage and frequency of its service is probably needed to expand its usage.

G. Housing

- Despite lower prices, first-time homebuyers still have a hard time buying in Saco, whether they are looking to buy a new or existing home. Affordable purchase options in Saco are limited.
- The housing needs of aging baby boomers are changing, with many looking to downsize. This may create continuing demand for condominium and similar smaller units.
- Some of the barriers to affordable housing are development costs. For example, the City's parking requirements can hinder the development of high-density housing. The City requires 2 spaces for each single family unit, and an additional 1 space per unit for 6-unit buildings.
- Saco has a large number of older houses. The cost for heating these houses is high. The City should consider expanded opportunities for weatherization programs.
- A substantial share of the City's rental housing stock is in older multifamily buildings of varying condition. The City should consider efforts to work with the

owners of these properties to assure that they are well maintained and offer desirable housing.

- Very little conventional rental housing has been built in the City in the last decade. The City should explore ways to enable the private market to develop additional market-rate rental housing especially in intown locations.

H. Public Facilities

- The dispersed pattern of residential development over the past two decades has stretched the City's ability to provide municipal services. Continued development in Saco's outlying areas may increase the need for investment particularly in the fire and public works departments.
- If growth continues, the City's central administrative facilities may need to be enlarged sometime after 2020.
- Continued residential growth in the north and west sections of Saco will likely result in the need to improve fire protection facilities and staffing at the North Saco fire station and in the Route 1 north of I-195. Cooperative agreements with Scarborough might also address these needs.
- The public works garage will need to be enlarged or replaced to accommodate the increasing need for services.
- Improved storage for the Public Works Department's salt and sand storage are needed.
- Continued residential growth will likely result in a gradual need to increase the Public Works Department's capacity for routine maintenance services.
- The newly-formed RSU #23 has no master plan for its facilities at this time. The City of Saco should advocate for such a plan so it can better plan for its capital needs.

I. Recreation and Open Space

- Saco's zoning ordinance requires developers to include passive open space in their site plan when submitting an application for subdivision approval. Citywide and regional perspectives should be considered when deciding where to include open space in order to maximize contiguous rather than fragmented open space.
- Parking is a seasonal problem in the Bay View Beach area. Ferry Beach State Park

does not charge for walk-in visitors. Consequently, many people park at Bay View and walk in to Ferry Beach. Expanded parking or off the coast parking with shuttle service, bicycle trails, or other alternative means of transport to the beach should be considered.

- Saco has abundant salt and fresh water resources. The lack of parking for boat trailers limits boater use of these resources. While some of the parking shortage is mitigated by parking at Camp Ellis Pier, that parking in demand for other uses as well. Parking at private marinas is limited to customer use. The City may need to consider expanding parking capacity at boat ramp sites as well as delineating mariner parking at Camp Ellis Pier and/or changing the fee structure for parking.
- The Saco River upstream of Cataract Dam is a valuable, underutilized resource. The dock at Diamond Riverside Park has facilitated use of this area by power boats. Canoes, kayaks, and other non-powered boats could make use of the entire stretch of river between the two dams. Efforts could be made to improve access and knowledge about these opportunities.
- Use of Clark's Hill as a public sledding hill is becoming problematic due to the lack of appropriate parking.
- The Saco Conservation Commission and Saco Bay Trails have identified areas in Saco worthy of protection. Likewise, the Rachel Carson National Wildlife Refuge has developed a Comprehensive Management Plan. The City should consider the findings and goals of these organizations when making land use decisions.
- Many of Saco's playgrounds include wooden play structures. These play structures require diligent maintenance to keep them safe. The City should include funding in the Parks and Recreation budget to ensure Saco's play structures are maintained and replaced when their safe, useful life ends.
- As Saco continues to grow, its need for parks and open space will increase as well as the need to rehabilitate some of its older fields and recreational areas. City regulations currently require that land in new developments be set aside for this purpose. The City should consider revising its regulations to create a workable system of land dedication, including payment in-lieu-of fee.
- The first phases of the Foss Road Recreation Complex are in operation and are successful. The City should continue to implement the master plan in order to improve accessibility and to maximize the site's potential for active and passive

recreational uses.

- The Saco Parks and Recreation Department has no access to a swimming pool for instruction purposes. The City should investigate alternatives for providing indoor swimming facilities
- Though there several open/green spaces around the edges of downtown Saco, there is not a true downtown park. The City should explore options and opportunities to dedicate and/or develop a park in the downtown.

J. Historic, Archaeological and Cultural Resources

- Saco has made considerable progress and significant investment in preserving its heritage. To foster greater understanding and appreciation of Saco's history and culture, as well as to strengthen support for the Historic Preservation Commission's work, public outreach and education efforts should continue. The historic walking tour of Saco has proven popular. Continuing efforts to highlight and celebrate Saco's history is one strategy among others that may be employed to help revitalize downtown Saco.
- While much historical preservation work has been accomplished, much remains. The City could consider identifying additional properties worthy of preservation and/or eligibility for the National Register, based on the survey work it has completed.
- To ensure that important archaeological resources are not lost, Saco could consider archaeological survey work.
- Funding for the provision of library services is very low by Maine peer city standards. The City should consider steps to assure the sustainable future of library and museum services and facilities provided by the Dyer Library Association.

K. Fiscal Capacity

- The recent economic downturn has slowed the City's growth in total assessed value, and, by extension, its ability to fund the short and long-term needs of the municipal government.
- The City has done well to limit its debt exposure. Its very low debt to valuation ratio allows the City to maintain the borrowing capacity to take on new projects in the future.

- The City's property tax rate is comparable to other full service urban communities in southern Maine. However, further significant increases in the property tax rate could become a deterrent to economic growth.
- The City's bond rating is a tremendous asset both for the public bond market and for private investors considering growing businesses in Saco.
- The presence of such a fiscally strong municipal government is an economic development tool in and of itself.

L. Land Use

- Saco's residential land use pattern is changing. Traditional small lots and walkable scale in the urban core gave way to larger lots, separated land uses, and a dependence on the automobile on the west side of the City. This pattern was reversed somewhat over the past decade but land for higher density residential development is limited.
- Municipal services such as police and fire protection have seen changes in the pattern of service demands. As development spreads, these services become stretched.
- Agriculture and forestry play a diminishing role in both Saco's economy and its landscape—since 1992 the amount of land enrolled in the state's Farmland and Tree Growth taxation programs in Saco has dropped by 40 percent. The state Growth Management Act requires comprehensive plans to designate rural and growth areas. Previous Saco comprehensive plans have called for farmland preservation. Maintaining the rural landscape is important but is becoming increasingly difficult.
- In earlier comprehensive plans and in Saco's zoning ordinance, cluster development has been put forth as a tool to preserve agricultural lands and open space. After Saco approved some cluster subdivisions in the 1990s, the effectiveness of cluster development was questioned in the 1999 plan and cluster development was prohibited in unsewered areas. The use of clustering should be re-evaluated to determine its appropriate use.
- There is continued pressure for both residential and commercial development in the Route 1 corridor north of I-195, as this area has good transportation access, public utilities, and is conveniently located to Portland. In planning for growth in this section of Saco, the city will need to consider many issues.

- The availability of land suitable for residential development that is served by public water and sewerage is very limited but it is difficult to finance the extension of these utilities. Providing additional serviced land may reduce the pressure for development in more rural areas of the City.

PART 2: GOALS AND POLICIES



Chapter Four: Community Vision

Chapter Five: Community Goals and Policies

Chapter Six: Land Use Goals and Policies

CHAPTER FOUR: COMMUNITY VISION

Saco's vision for the future of the City is incorporated into the Plan in two ways.

The City has three existing vision statements. The first one represents the global perspective of the elected officials; the second one represents the vision of constituents residing within the City of Saco. This citizen vision was vetted through a series of citizen focus group meetings; the third one represents the perspective of the city management in the delivery of city services. These visions are included as part of the Comprehensive Plan to provide a broad, overarching vision for Saco:

(1) City Council Vision

"Our vision is a high quality of life for Saco citizens. Central to this vision is a sustainable economy that offers an opportunity for everyone to have rewarding employment and for business to prosper, now and in the future. The people of Saco bring this vision into reality by working together and building on our tradition of hard work, dedication and ingenuity."

(2) Citizens statement that symbolizes the City of Saco:

"Saco is a city that provides families of all kinds with a community that values its heritage, cherishes its environment, balances its growth, and offers a concerned and caring spirit".

(3) Staff's statement of their vision for the city:

"To Enhance Our Community Through Exceptional Service".

In addition, in Chapter 6 Land Use Goals and Policies, detailed visions are set out for each geographic area of the City. While these mini-visions focus primarily on land use and development, they also address many of the related issues such as traffic, utilities, and the desired role and character of the different areas of the City.

CHAPTER FIVE: COMMUNITY GOALS AND POLICIES

The Comprehensive Plan is designed to be a guide in directing the growth, development, and change in the City of Saco over the coming decade. The goals and policies set forth in this chapter address the issues facing the City except for land use. Chapter Six addresses the City's land use goals and policies.

For each issue area, the chapter establishes the basic direction that the City should seek to achieve through its municipal programs, regulations, and expenditures. Goals and policies are established for each of the areas covered in the Inventory and Analysis sections in the appendices.

A. Population and Demographics

State Goal: To encourage orderly growth and development in appropriate areas of each community, while protecting the State's rural character, making efficient use of public services and preventing development sprawl. (Growth Management Act)

Local Goals: To accommodate growth in a manner that maintains the character of the City.

To assure that a diversity of people is able to continue to live in Saco.

Pursuant to these goals, the policies of the City of Saco are:

1. The City should assure that residential growth is accommodated in appropriate locations that are properly zoned and able to be provided with public services.
2. The City should continue to provide for the construction of a wide range of types of housing at a variety of densities and types to assure that a diversity of people can continue to live in the City including younger households.

B. The Local Economy

State Goal: To promote an economic climate that increases job opportunities and overall economic well-being. (Growth Management Act)

Local Goals: To increase the number and quality of jobs available in Saco.

To diversify the mix of firms and jobs to avoid dependence on single sectors.

To increase the commercial tax base of the City.

To strengthen Saco's role as a service center for the region, including the industrial, commercial, office, health and medical, tourism and hospitality, education and retail.

To maintain the vitality of Downtown Saco and expand its role as a commercial, office, retail, educational and cultural, residential, and service center.

To enhance Saco's role in the Southern Maine tourist economy and expand the range of recreational, entertainment, and cultural activities available in Saco to meet the needs of travelers and visitors.

To work cooperatively with Biddeford, Old Orchard Beach, Scarborough, Greater Portland, Dayton and other communities to the west, and regional groups to improve the economy of the region.

To assure that new commercial and industrial development occurs in a way that is visually and environmentally sound and that protects established residential neighborhoods.

Pursuant to these goals for the economy of Saco, the City's policies are:

1. The City should assure that there is an adequate supply of land in appropriate locations that are zoned to accommodate future growth in manufacturing, distribution, research, and similar high quality economic activities. Through its land use regulations,

the City should discourage the use of these areas for commercial activities and should restrict the construction of housing in these areas, except in areas designated for mixed-use development, to reduce the potential for future conflicts over industrial/economic development except in those areas that are specifically designated for mixed-use development in the Future Land Use Plan. The appropriate locations for these uses are identified in the land use policies.

2. Since there is a limited supply of well-located sites in Southern Maine for economic development that are or can be served with public water and sewerage, the City of Saco should continue its business park program to provide a continuous supply of suitable development sites that are serviced by public water and sewerage. As part of this effort, the City should consider acquiring and land banking suitable future development parcels as these sites become available on the market. In addition, the City should extend the current industrial park rail spur beyond its current terminus at Industrial Park Road to the first lot in the Spring Hill Industrial Park.

3. Attracting new businesses to Saco and accommodating the growth of existing businesses will require that the City continue to fund an economic development program. The City's effort should include the judicious use of tax increment financing (TIF) and other financial incentives when these are needed to make a project viable and will result in the creation or retention of good quality jobs.

4. Maintaining Downtown Saco as a prosperous core of the community will require that the City play an active role in revitalizing this area. To accomplish this, the City, in conjunction with Downtown business and property owners and Saco Spirit should continue a comprehensive and coordinated program to revitalize Downtown Saco as a viable specialty retail and service center as set out in the 2008 Downtown Plan. Among the activities which should be included in this effort are:

- a. The City should continue the public/private partnership with Saco Spirit to manage and improve the downtown.
- b. Saco Spirit should continue to operate with its four committee structure, modeled after the National Main Street program and to become recertified by the National Main Street Center.
- c. The Chamber of Commerce is now working with the state's tourism region program and local tourism-related businesses, including hotels and theme parks, to promote tourism in the region. Collaboration and weekend packages are among the

possible areas for improvement. The City and Saco Spirit should support these Chamber-led efforts. Heritage tourism and a “quaint downtown image” should be part of the effort.

d. The City should continue to improve the informational sign program for downtown Saco to include orientation and way-finding, welcome, information, and parking lot signs.

e. A new pedestrian bridge over the Saco River to Biddeford, from mill district to mill district, should be considered by the two cities and the mill district stakeholders and constructed if warranted.

f. Saco Island played a key role in the history of the City. Redevelopment and reuse of this area as a multiuse extension of the urban core is a very important objective of the City. As such, the City should support private efforts by the owners of Saco Island toward the revitalization of this area. The focus of the City’s involvement should be on providing the infrastructure needed to support private reuse and a mix of housing and commercial uses.

g. The Saco River adjacent to Downtown is a significant resource. The City should stabilize the riverbank along the river on the south side of Water Street east of Jubilee Park and create a walking trail along this section of the riverfront.

5. The Route One Corridor from Thornton Academy north to the I-195 Spur functions as a community commercial center. The City should work to improve the visual appearance of this area. In addition, efforts should be made to upgrade traffic flow and to improve access to and from adjacent properties and neighborhoods. This effort should be guided by the access management principles endorsed by the City in the Main Street Access Study, February 2005.

6. The Route One Corridor north of the I-195 Spur to the Cascades area currently plays a variety of economic roles and is the location of a number of car dealerships and commercial recreational facilities. This area offers significant potential for the future commercial growth of the City. As such, the City’s policy should be to reserve much of the land in this corridor as a commercial growth center to accommodate a wide range of retail, service, office, and light manufacturing uses. While the size of this area currently exceeds the demand for commercial land in the region, the potential for improved access to the Turnpike combined with the availability of public water and recent extension of sewerage makes this area the most desirable location in Saco for

commercial uses that require a large amount of area and are therefore inappropriate in Downtown Saco or other Intown locations.

7. The northern end of the Route One Corridor from the Cascades area to the City line offers the potential to accommodate commercial, office, and light industrial development in a high-quality mixed-use environment. The City's development standards should reserve this area for this type of development/redevelopment.

8. While the goal of the City is to accommodate good quality commercial development in appropriate locations, the City is also interested in discouraging commercial use in inappropriate locations. Therefore, it is a policy of the City to avoid the location of commercial activities within residential neighborhoods except for strictly regulated home occupations, day care, or others with minimum impact. In addition, the City discourages the establishment of commercial enterprises along major streets except in those areas specifically designated for commercial use in the land use policies.

9. Poorly designed and/or maintained nonresidential development can have an undesirable impact on the community. To assure that new or expanded commercial usage is a positive benefit for the community, the City now requires through its design review standards that proposals for nonresidential construction meet high standards of site design. In areas where there is existing development, the City should continue to work with property owners to reduce the amount of signage and to improve the visual appearance of the development.

10. Within the built-up area of the City, residential neighborhoods often abut commercial areas. The City should restrict the expansion of commercial activity into established residentially zoned neighborhoods, should limit the use of residential streets for access to commercial activities, and should require buffering along the transition from commercial to residential use.

11. The health of the Saco economy is closely tied to the economic health of the entire Biddeford-Saco region. Therefore, the City should continue to work cooperatively with the City of Biddeford and Towns of Old Orchard Beach and Scarborough, as well as with Greater Portland, Dayton and other communities to the west, and regional economic development organizations such as the BSAEDC, SMRPC, and the Chamber of Commerce to foster the economic prosperity of the region.

C. Natural Resources

State Goals: To protect the quality and manage the quantity of the State's water resources, including lakes, aquifers, great ponds, estuaries, rivers and coastal areas. (Growth Management Act)

To protect the State's other critical natural resources, including without limitation, wetlands, wildlife and fisheries habitat, sand dunes, shorelands, scenic vistas and unique natural areas. (Growth Management Act)

Local Goals: To protect and improve the quality of the surface waters within Saco.

To maintain the quality and quantity of the groundwater.

To protect significant wetlands and adjacent uplands from encroachment and degradation.

To manage the use of flood prone areas to reduce the risk of property and environmental damage.

To protect the beaches and other shorefront areas from erosion.

To protect significant wildlife and fisheries habitat and critical and unique areas.

Pursuant to these goals, the City of Saco's policies with respect to the management of its natural resources are:

Surface Waters

1. The Saco River serves as the source for the Biddeford Saco Water Company. As such, it is the primary supply of drinking water for the system that serves Saco, Biddeford, Old Orchard Beach, and a portion of Scarborough. To assure that the quality of this source is maintained, the City should work cooperatively with the water company. As part of this effort to maintain the river's quality, the City should continue to work with the other communities along the river to manage land use and development in the watershed through the Saco River Corridor Commission. In addition, the City's land use regulations should provide for the management of

stormwater quality in the area of the watershed upstream of the water company's intake. These regulations should require that Best Management Practices (BMPs) be used to manage stormwater runoff. The City should also work with the water company to acquire conservation easements along these waterways and should encourage the Saco Valley Land trust and other conservation organizations to give high priority to these areas in their acquisition programs.

2. Stormwater runoff can be an important source of contaminants for the City's streams and the Saco River. Federal regulations now impose additional requirements on the quality of stormwater discharges. The City should continue to require that new residential subdivisions and nonresidential developments manage the quality of their stormwater discharges to the drainage system to protect the water quality of the Saco River and other streams through the use of BMPs. The City should also assure local compliance with State requirements for boat maintenance. Saco should continue to participate in regional groups to meet the federal standards for stormwater management.

3. The natural resource inventory suggests that there are some areas in which inadequate septic disposal and/or surface runoff from developed areas may be adversely impacting the quality of the City's surface waters. The City should continue to work to identify both point and non-point sources of pollution. In addition, the City should work cooperatively with property owners to correct the causes of this contamination. This effort should include efforts to work with the owners of existing developed properties to improve the quality of their stormwater discharges.

4. The Goosefare Brook is categorized as an impaired waterbody by the Maine Department of Environmental Protection and requires a higher level of attention with regards to development and other non-point source pollution. The City should continue to impose higher standards for stormwater management in this watershed including the use of mitigation fees. The City should develop a plan for how any revenue from mitigation fees can be best used to improve water quality.

Groundwater

5. Much of the central area of the City is underlain by a large sand and gravel aquifer that extends on both sides of the Maine Turnpike. Most of the area that overlies this aquifer is serviced by public water. Therefore, the aquifer has only limited use as a source for drinking water. However, maintaining the quality of this resource is an objective of the community. To accomplish this objective, the City should:

- a. Maintain standards that manage the handling and storage of materials in those areas that have highly permeable soils or that overlie identified sand and gravel aquifers. The City should review its existing standards to assure that they provide adequate protection by assuring that the handling of potential contaminants occurs inside a building or in areas specifically designed to control spills.
 - b. Continue to strictly regulate the removal of earth materials. The City's requirements should require that removal operations maintain an adequate separation from the seasonal high groundwater table, that operations are conducted in a manner that minimizes the potential for groundwater contamination, and that the site is reclaimed in a timely manner.
 - c. The City's development standards should require that the design of subdivisions and nonresidential developments be sensitive to the need to protect the quality of the groundwater.
 - d. Continue to closely regulate and monitor industrial uses and other uses with the potential for contaminating the groundwater that are located in areas that overlie mapped sand and gravel aquifers.
 - e. The City should continue to prohibit the use of cluster septic systems except in those situations where the City determines that there is no viable option for providing sewage disposal and the system will serve a larger-scale project with a responsible management entity that owns and is permanently responsible for the entire system.
6. Uncovered salt and sand piles are a potential source of groundwater contamination. The City's sand and salt storage area is currently uncovered and lies above a sand and gravel aquifer. The City should get this storage under cover.

Wetlands

7. The Heath together with a buffer of upland surrounding the wetland should continue to be designated as resource protection and development or inappropriate use precluded. The width of the buffer should reflect the value of the resource. Since there is some uncertainty as to the actual extent of the wetlands associated with the Heath, the City should consider conducting a wetland assessment to determine the extent and value of the wetlands in this area. This assessment should then be used to review and revise the area subject to the resource protection designation. The final designation

should include all contiguous wetlands extending toward the Jenkins Road and the Buxton Road but should not include already developed areas.

8. Freshwater wetlands that have been identified by the Department of Inland Fisheries and Wildlife as having high or moderate wildlife habitat value together with an upland buffer should continue to be designated resource protection. The width of the buffer should vary reflecting the value of the resource.

9. The City should continue to cooperate with the Saco River Corridor Commission on the management of the wetlands along the Saco River.

10. The City should also consider acquiring conservation easements over high value wetland areas and should encourage the Saco Valley Land trust and other conservation organizations to give high priority to these areas in their acquisition programs.

11. The City should support efforts by conservation organizations to acquire, manage, and preserve high value wetlands in areas such as the Heath and the lower Goosefare Brook.

12. The City should require that applications for development review include information on significant vernal pools and provide for the protection of these resources.

Floodplains

13. The City should continue to manage use and development within identified flood hazard areas in accordance with State and Federal standards. Along the Saco River management should be coordinated with the Saco River Corridor Commission. The City should review its management in these areas to assure that it reflects the most recent delineation of flood hazard areas and considers the potential for sea level rise.

14. In areas of the City that are subject to flooding as a result of surface water drainage and/or the lack of adequate stormwater drainage systems, the City should undertake a program to improve the drainage system. As part of this effort, the City should seek outside funding as it is available to assist in funding these improvements.

Beaches

15. The City should continue to manage the reconstruction of property damaged by coastal storms in a manner that is consistent with state and federal Shoreland Zoning and Floodplain Management standards.

16. The City's policy is that it is not obligated to expend City resources to reconstruct damaged infrastructure in high hazard areas unless there is a public health or safety or environmental issue.

17. The City should continue to work with the Army Corps of Engineers to implement a long-term solution to minimize erosion at Camp Ellis.

Fisheries and Wildlife Habitat

18. The riparian zone adjacent to rivers and streams plays an important role in the value of a water body as fishery and wildlife habitat. Retaining a natural buffer along these resources can have water quality benefits as well as habitat benefits. Therefore, the City should work to maintain a naturally vegetative buffer along streams with high habitat value and that serve as travel corridors connecting large habitat blocks based upon the State's Beginning with Habitat program.

19. The City should continue to work with the Saco Land Trust and other conservation organizations to acquire or otherwise protect areas with significant habitat value.

Unique and Critical Resources

20. There are a number of rare plants and plant communities that have been identified in Saco. As part of the development review process for subdivisions and nonresidential developments, the City should require that these resources be identified and their protection addressed as part of the planning process.

Natural Disaster Mitigation

21. The City should continue its ongoing program of disaster planning including the designation of evacuation routes from coastal areas. The City should continue to work with the Federal Emergency Management Agency (FEMA) on Hazard Mitigation Plan updates and the Risk Map Program

22. The City should continue to participate in the regional Sea Level Adaption Working Group (SLAWG) program to identify the potential impacts of sea level rise and to plan for mitigation and adaptation actions.

D. Marine Resources

State Goals: To protect the State's marine resources industry, ports and harbors from incompatible development and to promote access to

the shore for commercial fishermen and the public. (Growth Management Act)

To promote and protect the availability of outdoor recreation opportunities for all Maine citizens, including access to surface waters. (Growth Management Act)

Local Goals: To assure that the commercial fishing industry remains a viable part of the community's economy.

To provide access to the shoreline for recreational use.

Pursuant to these marine resources goals, the City's policies are:

1. The City should assure that the commercial fishing industry and other marine interests have adequate access to the municipal facilities at Camp Ellis and that these facilities continue to meet the needs of these groups.

2. The City should continue to designate the Camp Ellis neighborhood as a marine business and residential area to allow traditional patterns of use in this area to continue.

3. The City should pursue possibilities for expanding the public parking available for people using the beaches to reduce the amount of parking along the road.

4. The City should pursue opportunities to provide additional access to the shorefront especially along the Saco River. The City should upgrade existing public areas along the Saco and assert the public's rights in old rights-of-way. If the opportunity arises to acquire land suitable for public use and/or access, the City should pursue this or work with conservation organizations to accomplish this. As part of the development review process, the City should encourage that provisions be made for public access to the shore front along the Saco.

5. The City should work to expand public access to the ocean. The City should, as part of this effort, maintain and expand the City's interest in rights-of-ways and paper streets leading to the beach and should improve these access points where appropriate. If the opportunity arises to acquire land suitable for public use and/or access, the City should pursue this or work with conservation organizations to accomplish this. As part of the development review process, the City should encourage that provisions be made for public access to the shore front.

6. The City should support efforts to preserve the undeveloped land along Goosefare Brook in conjunction with the Rachel Carson National Wildlife Refuge.

E. Utilities

State Goals: To encourage orderly growth and development in appropriate areas of each community, while protecting the State's rural character, making efficient use of public services and preventing development sprawl. (Growth Management Act)

To plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development. (Growth Management Act)

Local Goals: To assure that adequate water and sewer service is available in those areas of the community where the City desires to accommodate commercial and residential development.

To minimize the amount of residential development that occurs in those areas of the City where water and sewer service is not available.

Pursuant to these goals, the City's policies with respect to water and sewer service are:

Water Service

1. The City should become an advocate with the Biddeford Saco Water Company to encourage it to improve fire flows and provide adequate pressure for residential development in areas of the City that have identified deficiencies.

2. The City should allow residential development at higher densities in those areas where water (and sewer) service is available than in those areas where service is not available.

3. The City should establish a mechanism to facilitate the extension of water service in areas that are designated for residential growth at the fringe of the existing water service area. In addition, the City should initiate discussions with the water company to explore methods of paying for water main extensions. The City should also work with the Legislature, Public Utilities Commission, the Biddeford Saco Water Company,

and other groups to provide a mechanism for the City and water company to work cooperatively to upgrade and expand water service in a manner that is consistent with the City's growth and development policies.

4. The City should continue to require that nonresidential development proposals demonstrate that there is adequate water supply for both domestic and fire protection purposes.

Sewer Service

5. The City should allow residential development at higher densities in those areas where sewer (and water) service is available than in those areas where service is not available.

6. The City should establish a mechanism to facilitate the extension of sewer service in areas that are designated for residential growth at the fringe of the existing service area. This program should allow a developer who finances extensions or capacity improvements to recover some of those costs from other users as building or development occurs.

7. The City should upgrade the capacity of the North Street sewer and other under capacity interceptor sewers to assure that there is adequate capacity to accommodate future development in both the Industrial Park and in designated residential growth areas.

8. The City should complete its combined sewer overflow abatement program. This effort will both improve water quality and increase the useable capacity of the sewer system by removing stormwater from areas that currently have combined sewers or high rates of infiltration.

9. The City should continue to require properties located adjacent to sewer lines that currently have subsurface wastewater disposal to connect to the public sewer system if the system malfunctions. In addition, the City should encourage other properties to connect to the system. This is a particular priority for the Saco Mobile Home Park.

10. The City should begin planning for the impacts of sea level rise on the City's infrastructure including the possible need for an effluent pump at the sewage treatment plant.

11. The City should begin to explore the possible creation of a Stormwater Utility to

create a mechanism to fund the possible future need to treat stormwater under Federal and State stormwater mandates.

12. The City should continue to fund and implement the remaining projects identified in the City's 2001 All Hazard Mitigation Plan.

13. The City should acquire necessary easements for the future extension of the sanitary sewer to Boothby Park.

F. Transportation

State Goal: To plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development. (Growth Management Act)

Local Goals: To maintain and enhance the ability of the road network to move traffic safely and efficiently.

To minimize the impact of vehicular traffic on residential neighborhoods.

To expand the range of non-automotive transportation alternatives available to the City's residents, workforce, and visitors.

Pursuant to these goals, the City's policies with respect to transportation are:

The Maine Turnpike

1. The City should actively work with the Maine Turnpike Authority to explore the development of a new Turnpike interchange possibly in the vicinity of the Flag Pond and Cascade Roads to provide relief to Route One and the collector network and to improve access to major traffic generators such as the Saco Industrial Park, Mill Brook Business Park, and the Park North and Cascade Falls developments.

2. The City should continue to work with the Maine Turnpike Authority to explore ways to minimize the impacts of Turnpike-bound traffic on the City's streets and residential neighborhoods and to utilize the Turnpike to improve local traffic movement especially between Saco and Biddeford.

3. The City should work with the Maine Turnpike Authority and PACTS to explore the possible re-opening the northbound on-ramp of the former Exit 5 to allow its use by north-bound commuters with an E-Z Pass as a way to relieve traffic on local streets.

Route One

4. The City should continue to work with Maine Department of Transportation to improve traffic flow and safety in the portion of Route One north of I-195 Spur (Portland Road) through the construction of turning lanes or a center turn lane.

5. The City's development standards should continue to limit the creation of new curb cuts to provide access to abutting property along the entire length of the Route One corridor. These standards should require the creation of consolidated entrances where feasible.

6. The City should continue its successful access management program to work with the owners of existing developed properties along Route One to reduce the number access points onto Route One and to better define the points of access in areas that currently lack defined curb cuts.

7. The City should discourage the creation of new lots fronting directly onto Route One. Where feasible, the City's development standards should require that an overall access plan be instituted when new lots are created so that access to Route One is limited to internal streets or to combined access ways to minimize the number of access points

8. The City should work to improve access to the Main Street portion of Route One between Thornton Academy and the I-195 Spur through improvement of the traffic signalization at key intersections and better articulation of consolidated entrances and access ways.

Arterial Network

9. To preserve the capacity of the major road network to move traffic through the community, the City should avoid the expansion of commercial zoning outside of those areas specifically designated for commercial use in the Future Land Use Plan.

10. The City's subdivision and land use regulations should prohibit the creation of new residential lots fronting on arterials unless there is no other reasonable means of obtaining access to the property. New lots should be required to have primary vehicular access from another existing road or a newly created road.

11. The lack of major road connections between Routes 5 and 112 results in residential streets being used as cut-throughs by vehicles traveling towards the Maine Turnpike entrance at Industrial Park Road. The City should explore all possible routes for the establishment of a new connector road linking Routes 5 and 112. This road should be designed as an arterial with appropriate access controls if possible. The City should investigate the possibility of extending Foss Road through the new recreation complex or the development of a connector along the Turnpike at Shadagee Road.

12. The City's development standards should encourage the interconnection of residential streets that connect with arterials and collectors to allow for alternative traffic flows within neighborhoods. Similarly, the standards should require the interconnection of commercial sites along arterials where feasible.

Rural Road Network

13. The network of rural connector roads plays an increasingly important role in the movement of vehicles through the City. As a point of policy, the City should work to maintain the capacity of this rural road network while minimizing the impact on residential and rural uses. To this end, the City's subdivision and land use regulations should continue to prohibit the creation of new residential lots fronting on the principal rural roads unless there is no other reasonable means of obtaining access to the property. New lots should be required to have primary vehicular access from another existing road or a newly created road. This policy should apply to the following roads:

- Flag Pond Road
- Jenkins Road
- Louden Road
- Heath Road
- Mast Hill Road
- Holmes Road
- Ash Swamp Road
- Hearne Road
- Cascade Road
- Old Orchard Road
- Bay View Road

14. The City should require new subdivisions adjacent to these rural collectors to set aside land for the expansion or modification of the right-of-way of the existing collector road and to give the City the opportunity to purchase this land if the road does not meet current right-of-way standards or if realignment of the roadway will be required.

15. The City should develop standards for the improvement and reconstruction of rural collector roads to assure that the "rural" character of these roads is maintained as improvements are made. In addition, provisions for bicycle and pedestrian facilities

should be incorporated unless they are determined to be infeasible.

16. The City's development standards should encourage the interconnection of residential streets that connect with rural collector roads to allow for alternative traffic flows within neighborhoods.

Traffic in Residential Neighborhoods

17. The City should discourage the use of local, residential streets as short cuts for commuter and similar through traffic. This does not apply to the interconnection of adjacent subdivisions or other developments unless this will create a convenient travel path for motorists from outside of the residential neighborhoods. In addition to efforts to improve the arterial and collector road network to accommodate this through traffic, the City should actively discourage the use of residential streets through active enforcement of traffic rules and the judicious use of traffic calming technologies to slow speeds and discourage use.

18. The City should explore the reconfiguration of Water Street to enhance the residential character of the street while allowing for improvements to address environmental issues adjacent to the river. This might include providing for a single-travel lane except at the intersection with Elm Street and enhanced on-street parking.

Industrial Park Access

19. The City should begin planning for the construction of a roadway network to service the Industrial Park District between Portland Road (Route One), the Flag Pond Road, the Maine Turnpike and the existing Industrial Park street system. The objective should be to identify areas that are suitable for development and for the road system to service these areas so that the City can acquire this land if and when it becomes available on the market and protect the planned roadway system from inappropriate encroachment by other activities within the area.

Bridges

20. The City should continue to monitor the condition of the three locally-maintained bridges and include these bridges in its capital planning process.

Public Transportation

21. The City should continue to support the Shuttle Bus fixed route bus system and efforts to include Scarborough in the system.

22. The City should work to enhance all types of service at the Saco Transportation Center, including increasing the frequency of passenger rail and expanding local and regional bus service.

23. The City should work with ShuttleBus to provide bus shelters at key points in the system.

Sidewalks and Other Pedestrian Facilities

24. The City should continue to expand and upgrade its sidewalk system with a focus on areas where there is a demand for pedestrian movement. Priority areas for sidewalks should include the west side of the Portland Road from the I-195 Spur to Spring Hill Road, North Street from General Dynamics westward to Colonial Drive, Garfield Street, Stockman Avenue, and Cumberland Avenue.

25. The City should continue to work to improve pedestrian safety and convenience within the downtown area including consideration of the use of pedestrian crossing warning lights and physical protection such as bollards for people waiting to cross the street.

26. The City should continue to support the efforts of Saco Bay Trails to establish and maintain a trail system throughout the community.

Bicycle Facilities

27. The City should establish a practice of providing paved shoulders for use by cyclists when collector and arterial roads are upgraded. The City should continue to expand the bicycle provisions along Route One, Route 112, Route 9, and Route 5 in cooperation with the Maine Department of Transportation.

28. The City should continue to pursue the full build-out of the off-road Eastern Trail segment that traverses Saco, including the restoration of the railroad bridge over the Saco River into Biddeford.

29. The City should expand the supply of bicycle facilities and racks throughout the Downtown and Intown neighborhoods and at public destinations including municipal and school facilities, recreation areas, and commercial centers.

30. The City should require provisions for bicycles as appropriate as part of new development especially within designated Growth Areas (See Chapter 6).

Parking

31. The City should work with downtown property owners to improve the visibility and management of the available off street parking to maximize its availability for customer use and to improve the ability of customers to move between the various parking locations.

32. The City should review the parking requirements in the Downtown area and consider reducing the requirements if reasonable.

33. The City should investigate the possibility of expanding the parking available at Bay View for beach goers and explore other possible ways to transport people to the beaches to reduce the demand for beach parking.

Funding

34. The City should provide regular, on-going funding through the capital planning and budgeting process to allow for pavement maintenance of City streets on a 12-year cycle.

35. The City should seek outside funding for maintaining the bridges that are owned by the City.

Traffic Management and Enforcement Technology

36. The City should continue to upgrade its traffic control and management devices by utilizing new technology to increase the efficiency of the existing street system and to enhance the enforcement of traffic and parking regulations.

G. Housing

State Goal: To encourage and promote affordable, decent housing opportunities for all Maine citizens. (Growth Management Act)

Local Goals: To provide a diversity of housing to meet the needs of a wide range of residents.

To assure that as new housing is built in the City, there continues to be a supply of affordable housing available to meet the needs of lower and moderate income households.

To maintain the existing housing stock in the City and assure that it provides safe and sanitary housing.

Pursuant to these goals, the City's policies with respect to housing are:

1. The City should continue to provide for the construction of both single family and multifamily housing in a variety of locations at densities that are appropriate for the type of housing and the location. The Future Land Use Plan outlines these areas.

2. The City should continue to allow housing for the elderly to be built at higher densities than other types of housing in recognition of the lower impact that this type of housing has on the community.

3. The City should continue to work with nonprofit organizations and private developers to expand the supply of housing that is affordable to lower and moderate income households. The City should consider offering economic and/or regulatory incentives for such affordable housing developments and, if appropriate, continue using contract zoning and similar techniques to allow case-by-case consideration of proposals for new affordable housing.

4. To assure that existing Intown neighborhoods outside of the Downtown area remain desirable places to live, the City should continue to restrict the construction of or conversion to multifamily housing in older neighborhoods that have a predominantly single and two family pattern of development. In addition, the City should prohibit the encroachment of commercial or other incompatible uses into these established residential neighborhoods.

5. The City should continue to work to maintain and upgrade the City's older housing stock and Intown neighborhoods. The City should continue to seek state funding to provide financial assistance to property owners to maintain and improve their property and to upgrade the infrastructure such as weatherization and similar programs. The current efforts of the Code Enforcement Office and Fire Department to regularly inspect multifamily buildings should continue. In addition, the City should actively enforce City codes in these neighborhoods to assure that the quality of the housing stock does not diminish and that any problem properties are addressed in a timely manner.

6. The City should consider relaxing the standards for parking and other regulations governing housing development in Intown neighborhoods to ensure that these

requirements do not adversely affect development proposals.

H. Public Facilities

State Goal: To plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development. (Growth Management Act)

Local Goals: To provide an adequate level of public facilities to service the growing population of the City.

To assure that the City's public facilities are adequate to support residential and nonresidential development in areas where the City desires growth.

To guide growth, especially residential growth, away from those areas of the City in which it is difficult or more costly to provide municipal services.

Pursuant to these policies, the City's policies with respect to public facilities are:

1. The City should discourage intensive residential development in areas west of the Turnpike where public water and sewerage is not available and where public facilities are more expensive to provide. The Future Land Use Plan identifies areas within which residential development should be discouraged.

2. The City should continue to plan for the provision of capital facilities through an annual and long term capital improvements planning process that evaluates the need for improved or expanded facilities and the City's ability to pay for these improvements and establishes priorities for capital spending.

3. The City should assure that its public facilities can support residential and economic growth in designated growth areas

4. The City should pursue construction of covered storage for salt stockpiles at the Public Works facility.

5. The City should work with the Legislature, Public Utilities Commission, the Biddeford Saco Water Company, and other groups to provide a mechanism for the City and water company to work cooperatively to upgrade and expand water service in a

manner that is consistent with the City's growth and development policies.

6. The City should continue to use Tax Increment Financing (TIF) to pay for the City's cost for the construction of roads and utilities needed to expand the available supply of serviced sites within the Industrial Park and Business Park areas.

7. The City should work with RSU#23 and the Towns of Dayton and Old Orchard Beach to develop a master plan for managing school facilities throughout the RSU.

8. The City should undertake an outreach program with municipal, civic, and business leaders to raise public awareness and understanding of Saco's Emergency Management Services program.

9. The City should include the expansion or replacement of the Public Works garage in its long-term capital planning.

I. Recreation and Open Space

State Goal: To promote and protect the availability of outdoor recreation opportunities for all Maine citizens, including access to surface waters. (Growth Management Act)

Local Goals: To provide recreational facilities to meet the needs of the City's growing population.

To maintain the current level of public access to the ocean and Saco River and to improve and expand access as the opportunity arises.

To maintain areas west of the Turnpike as a rural environment.

Pursuant to these goals, the City's policies are:

1. The City should continue to require that new subdivisions address the need for recreation and open space resulting from the development through the payment of impact fees or the provision of appropriate land or facilities.

2. The City should complete the development of all planned active and passive recreational facilities at the Foss Road Recreation Complex as funding allows.

3. The City should investigate alternatives for making indoor swimming facilities and programs available to City residents.

4. The City should remove the last of the wooden playgrounds as they become unserviceable and replace them with more durable facilities.

5. The City should investigate the possibility of expanding the parking available at Bay View and other locations for beach goers.

6. The City should pursue opportunities to provide additional access to the shorefront especially along the Saco River. The City should upgrade existing public areas along the Saco and assert the public's rights in old rights-of-way. If the opportunity arises to acquire land suitable for public use and/or access, the City should pursue this. As part of the development review process the City should encourage that provision be made for public access to the shore front along the Saco.

7. The City should work to expand public access to the ocean. The City should, as part of this effort, maintain and expand the City's interest in rights-of-ways and paper streets leading to the beach and should improve these access points where appropriate. If the opportunity arises to acquire land suitable for public use and/or access, the City should pursue this. As part of the development review process the City should encourage that provision be made for public access to the shore front.

8. The City's land use regulations should designate much of the area west of the Turnpike as a Rural Conservation District in which the objective is to maintain the rural pattern of use.

9. The City should explore an alternative to the use of Clark's Hill as a "public" sledding site to provide a safer location for this activity.

10. The City should continue to support and work with Saco Bay Trails to develop and maintain a recreational trail/path system throughout the City. It should likewise work to complete the Saco portion of the Eastern Trail, including the railroad bridge over the Saco River into Biddeford.

11. The City should include the need for expanded indoor facilities for recreation programs in the long term capital plan.

J. Historic, Archeological, and Cultural Resources

State Goals: To preserve the State’s historic and archaeological resources. (Growth Management Act)

To plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development. (Growth Management Act)

Local Goals: To preserve the City’s historic buildings and neighborhoods.

To assure that the City’s archaeological resources are identified and protected from inadvertent damage or destruction.

To assist citizens and property owners in the preservation and maintenance of historic properties.

To provide cultural facilities to meet the needs of the community and reinforce Saco’s role as a core community within the region.

To encourage collaboration among the schools, library, museum, and community groups to meet the cultural needs of the community.

Pursuant to these goals, the City’s policies are:

1. The City should periodically review the boundaries of the Historic Preservation District and determine if there are any properties that should be included in or removed from the district.

2. The City should continue its ongoing program to document historical buildings and structures in areas outside of the designated Historic Preservation District and to assist property owners in applying for inclusion on the National Register of Historic Places if appropriate.

3. As part of its development review process, the City should require applicants for subdivision or site plan approval to investigate the potential archaeological significance of the site if it is located along the Saco River or within the Saco floodplain or if it is located in areas of early settlement.

4. The City should work with the Maine State Historic Preservation Commission to conduct professional surveys of the City's suspected prehistoric and historic archaeological sites/areas as funding from the Commission is available.

5. The City should continue to advise the owners of commercial buildings within the Historic Preservation District about the Historic Preservation Tax Credit program as a means of ensuring that rehabilitation projects are historically sensitive.

6. The City should undertake a beautification project on the east side of York Hill. An historic panel related to the Cutts Mansion might be included in this project.

7. In order to assist homeowners in the historic district, the City should explore possible forms of financial assistance to property owners such as an historic preservation tax rebate program or local funding of historic preservation grants and loans for residential historic district property rehabilitation.

8. The City should consider additional tree planting in the historic district.

9. The City should continue to work with the Dyer Library and Saco Museum to enhance services and facilities to meet the needs of the City and region's growing population.

10. The City should support private and public efforts to expand the range of cultural activities that are offered in the City and encourage the use of existing facilities.

11. The City should continue to support regional "creative economy" efforts that leverage cultural resources for economic development.

12. The City should support efforts to provide a new book room and other improvements at the Dyer Library in order to provide adequate space and to meet handicapped accessibility requirements.

13. Since funding for the provision of library services is low by Maine peer city standards, the City should consider steps to assure the future of library and museum services provided by the Dyer Library Association.

K. Fiscal Capacity

State Goal: To plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.

Local Goals: To maintain a stable property tax rate.

To assure that growth and development occurs in a manner that does not impose a financial burden on other property owners.

To provide the facilities needed to accommodate desired types of growth.

Pursuant to these goals, the policies of the City of Saco are:

1. The City should continue to pursue economic growth that expands the City's tax base.
2. The City should discourage residential development in outlying areas where service costs are higher and where development may result in the need for new or expanded facilities.
3. The City should continue its capital planning process to assure that needed facilities and improvements are provided on a timely basis and that the facilities are adequate to support growth in the areas designated in the Land Use Plan.
4. The City should explore the use of impact fees in addition to the existing sewer impact fees, CSO impact fees, recreation and open space impact fee to cover a portion of the cost of new or expanded public facilities needed to service growth and development in the community.

CHAPTER SIX: LAND USE GOALS AND POLICIES

The Comprehensive Plan is designed to be a guide in directing the growth and development of the City of Saco over the coming decade. This chapter focuses on the City's goals and policies dealing with the use of the community's land. The goals and policies set forth in this chapter establish the basic direction that the City should seek to achieve through its municipal programs, regulations, and expenditures. They also establish the general framework for the City's zoning and other land use regulations. The policies set out are intended to be a general guide for the City as it reviews and revises its land use ordinances.

State Goals: To encourage orderly growth and development in appropriate areas of each community, while protecting the State's rural character, making efficient use of public services and preventing development sprawl. (Growth Management Act)

To safeguard the State's agricultural and forest resources from development which threatens those resources. (Growth Management Act)

Local Goals: To foster a pattern of land use that respects and builds upon the established settlement pattern of an urban core surrounded by an outlying rural area.

To guide development to identified growth areas that are compatible with the existing settlement pattern and that enhance the desired pattern of land use.

To discourage suburban sprawl.

To accommodate the growth of commercial and industrial activities in designated growth areas where public services and facilities are or can be provided.

To encourage a pattern of land use that can be served efficiently and that does not impose an undue burden on the Town's financial resources.

To avoid promoting development in areas of Saco currently used for agriculture and forestry.

To permanently protect environmentally and ecologically sensitive and scenic areas through outright purchase or conservation easements.

Pursuant to these goals, the City's policies relating to land use are:

General Pattern of Development

1. The guiding principle of the City's effort to manage the use of land should be to encourage a development pattern which maintains the historical pattern of a built-up urban center surrounded by a rural outlying area. To facilitate this pattern, the City should focus on directing development to vacant or underutilized areas within the built-up area or to designated development areas on the fringe of the built-up area where public water and sewer service is or can be provided and on directing development away from areas with natural constraints for development or in which public services are not available.

2. To facilitate this general pattern of development, the City should play an active role in encouraging and supporting the redevelopment, reuse, and revitalization of the built-up areas of the City. The City should continue to support private development efforts to revitalize Downtown and Saco Island. In addition, the City should support the maintenance and improvement of the community's older residential neighborhoods and protect them from undesirable nonresidential incursions and traffic.

3. The City should allow reasonable infill residential development within the built-up area to accommodate some of the demand for residential growth within these parts of the City. The City's land use regulations should allow new development at a density and scale similar to established neighborhood patterns while assuring that new development does not adversely impact adjacent properties.

4. New development should be accommodated in designated growth areas where the City can provide municipal services and where development can occur in an environmentally sensitive manner. As a general principle, these areas should be served or should be able to be reasonably served by public water and public sewer service.

5. Intensive development should be discouraged in areas of the City that cannot be reasonably served by public water and sewerage in the foreseeable future. Within these

areas, the objective should be to maintain the rural character by limiting residential development and supporting the continuation of traditional natural resource uses including farming and forestry.

6. In those areas where there are significant natural constraints to development such as wetlands and floodplains, the City should restrict development and work to maintain the natural resource value of these areas.

7. Identified historic properties and historic districts should be protected, and an appropriate environment should be maintained for these historic properties including provisions for the appropriate siting of new buildings.

Architectural Design Standards

8. The City should continue to require that new non-residential and multifamily development as well as expansions to existing non-residential and multifamily buildings comply with architectural design standards to assure that they are positive additions to the community and are compatible with the local visual character. These requirements should apply city-wide except for buildings within historic districts that are subject to separate standards or buildings in the City's industrial and business parks that are subject to development covenants.

9. The design standards should address the scale of the building, the height of the building, the orientation of the building with respect to the street and adjacent buildings, the exterior materials, the roof shape, the treatment of exterior walls, windows, and doors, the use of awnings and canopies, and similar exterior features of the building. The design standards should also address the interrelationship of the proposed building(s) with buildings on adjacent lots. The standards should also address the requirements for private access roads serving condominium developments to assure that the requirements are appropriate for the particular site and size of the development. This is a particular concern for multi-unit residential projects or commercial projects where the proposed building(s) extends deeper from the street than the buildings on the adjacent lots. The City's current design standards should be reviewed and updated as necessary. In updating the standards consideration should be given to the differing design requirement of buildings in urban or in-town locations versus buildings in more suburban or highway locations.

Development Review Process

10. The City should review and revise the process used by the Planning Board for reviewing larger-scale residential development proposals as well as multi-unit infill

development in established neighborhoods to provide for additional public input into the process before detailed designs are under consideration by the Board. The “neighborhood meeting” process could also apply to commercial and other non-residential development in or adjacent to residential or mixed-use zones. This process could take the form of a “neighborhood meeting” which brings together the applicant/developer and the abutters and neighbors to the development site to review the applicable development standards and the development review process, and to discuss the basic concepts for the development. The objective of this session would be to allow any issues/concerns about the development concept to be identified so they can be addressed in both the design and review of the project.

Residential Development

11. The City should continue to allow the construction of new housing in a variety of locations within the community. The zoning regulations should allow the development/redevelopment of a range of housing within the urban core as well as the development of new multifamily housing in designated locations where water and sewer service is available. The Future Land Use Plan identifies those areas that are appropriate for this use.

12. Currently the City treats all dwelling units (except elderly housing and accessory apartments) the same for density and lot size purposes regardless of the size of the unit. The impacts of a dwelling unit vary depending on the size and type of the unit. This is somewhat recognized in the provisions for higher allowed densities for elderly housing. Typically smaller units with fewer bedrooms have fewer occupants, have less impact on the schools and municipal services, generate fewer vehicle trips, generate less sewage, etc. In revising the density and lot size requirements for residential uses especially for multi-unit housing, the City should consider using variable density provisions that are based on the size of the unit or intensity of the use such as using the number of bedrooms or a similar indicator of intensity of use in determining the allowed density or required minimum lot size. In the Future Land Use Plan, the allowed density of residential use is represented by units per acre. In some land use designations where multifamily housing is allowed, different densities are provided for different size units as a guide for developing variable density provisions in the Zoning Ordinance.

13. In its role as a regional service center, Saco is a desirable location for housing to meet the needs of many segments of the population including the elderly and disabled. The City should allow the construction of housing to meet the needs of these groups in designated residential areas of the City at densities that are compatible with the intensity of other development.

14. The establishment of new housing forms within the medium and high density Established Residential Neighborhoods designated in the Future Land Use Plan can be problematic. Many of the lots with development potential are non-typical lots – often irregularly shaped or deep lots that extend behind adjacent lots. Since these lots are often unique in both the neighborhood setting and physical characteristics, establishing a single-set of dimensional and development standards is difficult. The City should consider establishing an alternative approach for regulating infill development when it involves more than one single-family home or duplex on a lot. Under this approach – a mini-planned development approach, the applicant would be given the flexibility to propose a development concept and work out the details with the Planning Board with substantial input from abutters and neighbors. To obtain approval of the development plan, the applicant would need to demonstrate that the development plan meets objectives established by the City Council as part of the Zoning Ordinance.

15. The City should encourage new single family residential development to locate in areas where public water and sewer service are available or can be reasonably provided. The City’s zoning regulations should allow new development in these areas at a density of two to six units per acre. The Future Land Use Plan identifies areas that are appropriate for this use and the appropriate densities in various areas.

16. The area of the City on both sides of Route One north of Cascade/Flag Pond Roads offers the potential to develop new higher density mixed-use neighborhoods that include both nonresidential and a limited amount of residential use. The City should require that all new development in this area be “planned developments” that create high quality mixed-use neighborhoods.

17. In areas of the community where public water and sewer service is not reasonably available, the City should discourage intensive residential development. These areas should be designated as limited growth areas. Residential development should not be allowed at a density of greater than one unit per two acres. To minimize the potential for large scale development, clustered residential development should be permitted only if public water and sewerage are available or in those areas on the boundary between suburban and rural development patterns where utilities will be extended to serve the development or if clustered development will enable large, unfragmented habitat blocks to be preserved. Recognizing that large scale, suburban style residential development is both incompatible with the rural character of this area and increases municipal service costs, the City should consider enacting regulations to limit the number of housing units that can be built in its rural areas if the rate of rural

residential development significantly increases compared to recent trends. Areas designated as Limit Growth Areas are shown on the Future Land Use Plan.

18. Manufactured housing offers a cost efficient form of housing. The City should continue to allow multiunit manufactured housing that meets State standards and have a residential appearance including a pitched roof and residential siding to be located on any lot on which a conventionally built single family home can be located subject to the same requirements. In addition, single-unit manufactured housing meeting these requirements should be allowed on individual lots in the Rural Conservation Area. Mobile home parks in which the lots and/or mobile homes are rented from the owner of the park typically occur at higher densities. Therefore, mobile home parks should be restricted to designated areas. Existing parks should be included within these areas. The Future Land Use Plan shows those areas in which mobile home parks should be permitted.

Commercial Development

19. While development sprawl is usually associated with residential development, a similar pattern can occur with respect to commercial development in which new retail and service uses are developed in outlying areas that draw customers and sales from established business districts. The City of Saco desires to see its existing commercial areas remain healthy and Downtown Saco revitalized. Therefore the City should carefully manage the development of new commercial areas that might weaken the traditional downtown commercial center.

20. As discussed under the policies relating to the local economy, the City should continue to play a leading role in efforts to revitalize Downtown Saco and Saco Island. The City's land use regulations in these areas should provide a high degree of flexibility and should permit a wide range of uses to encourage creative use of the existing supply of space as well create incentives for the reasonable redevelopment of property.

21. The City should continue to designate the Saco Valley Shopping Center area as a commercial district and encourage the full utilization of this area as a community shopping center. The City should, however, resist attempts to expand the commercial district into established residential neighborhoods.

22. The City should also maintain the Route One Corridor from Thornton Academy north to the I-195 Spur as a commercial district recognizing the established pattern of commercial use in this area. The City should continue its efforts in this area to improve visual attractiveness, traffic flow, vehicular access, and pedestrian safety.

23. The Route One Corridor from the I-195 Spur to the Cascade Road represents a major potential for commercial growth. The availability of public water and sewer service combined with the possibility of expanded Turnpike access makes this area a highly desirable location for commercial uses that require large amounts of land. The basic policy of the City should be to designate most of the corridor as a commercial growth area recognizing that current demand cannot support all of this area being developed for commercial use. The City's strategy should be to think of this as a future commercial development zone to assure that commercial land is available as demand warrants. The Future Land Use Plan identifies the types and intensities of uses that are appropriate in various sections of the Corridor. The City's land use regulations for this Corridor should allow residential uses as part of mixed-use developments on the east side of Route One while precluding stand-alone residential developments that are not part of mixed-use projects or other uses that may be incompatible with future commercial development.

24. The area along the north side of North Street from Industrial Park Road west to the Maine Turnpike contains a number of commercial uses. This area should be designated for limited commercial use. The Future Land Use Plan identifies the types and intensities of uses that are appropriate in this area.

25. The City's policy should be to resist designating other areas along the City's major streets for commercialization. Even within those areas designated for commercial development, the City's development standards should control the number of access points along these arteries to maintain their capacity to move traffic as safely and efficiently as possible.

26. There are a number of existing neighborhood convenience stores located throughout the City. These stores provide a valuable service to the community and the neighborhoods in which they are located. The City's policy is to support the retention and modernization of these stores as long as the scale and intensity of activity is appropriate for the specific location. Currently many of these neighborhood stores are nonconforming uses since they are located in residential zones that do not allow retail sales. In addition, the City's current nonconforming use provisions preclude the expansion of these buildings.

The City's land use regulations should be revised to make these existing neighborhood convenience stores a conforming use in the appropriate residential districts. These regulations should allow for the modernization and limited expansion

of these facilities through a minor site plan review process to assure that the scale and intensity of the activity is appropriate and that the impacts on neighboring properties is minimized. The regulations should not allow the addition of gasoline sales to an existing neighborhood store.

Industrial and Office Development

27. The area in and around the Saco Industrial Park and the Mill Brook Business Park is one of the few locations in Southern Maine that offers businesses fully serviced development sites with good access to the Maine Turnpike and, in some cases, visibility from the Turnpike and Route 1. The City should reserve much of the undeveloped land in this area for future industrial and business park development. The Future Land Use Plan should designate this area as an industrial district within which a wide range of nonresidential uses should be allowed including light industrial uses, manufacturing, research and development, warehousing and distribution, offices, business services, and motels and hotels. Retail uses should be allowed only if they are accessory to another use. Residential uses should not be allowed in this area. The City's zoning regulations should continue to recognize that the type and intensity of uses may need to vary within this area creating the need for two or more zoning districts.

28. The area south of the I-195 Spur from the railroad R-O-W west to the Turnpike should continue to be an industrial district that accommodates a wide range of uses.

29. The area on the north side of the I-195 Spur from the railroad R-O-W west to the Industrial Park has begun to develop as more of a business or office park with office buildings and a hotel. This trend should be encouraged and reinforced by designating this area as an office park that includes a mix of better quality nonresidential uses and limited residential development. The City should work with the Sweetser Children's Services, the owner of much of this area, to develop a long range plan for the utilization of their land west of the Portland Road (Route One). This office park concept should also apply to the old Turnpike Exit 5 area.

Public and Institutional Uses

30. The City should continue to locate its principal municipal buildings and community facilities within the built-up area of the City. The City should resist efforts to move key facilities such as the post office to outlying locations.

Farm and Forest Land

31. The City's policy should be to work to retain the City's farm and forest land in natural resource use while allowing the owners of this land to have reasonable use of

this property. To accomplish this, areas with significant amounts of land in agricultural or commercial forestry use or that are enrolled under either the Farm and Open Space or Tree Growth Tax programs should be designated as limit growth in the Future Land Use Plan.

32. The City should work proactively and in cooperation with the owners of farm and forest land to keep this land in production where possible. As part of this effort, the City should actively encourage the owners of this land to make use of the Farm and Open Space and Tree Growth Tax programs. In addition, the City should develop and help fund a program to voluntarily acquire conservation easements/leases on farmland in which the property owner agrees not to develop or subdivide the property during the term of the agreement in return for an annual payment tied to the property taxes paid on the property.

33. Within areas designated as Rural Conservation Areas, the City's land use regulations should allow for the continued operation of traditional agricultural and forestry uses. The City's standards should permit reasonable signage and display in conjunction with uses related to agriculture and forestry. In addition, nonresidential uses that are compatible with a working rural landscape should be allowed as part of these active uses.

Resource Protection Areas

34. Areas with natural resource constraints that present significant barriers to development or intensive use without adversely impacting their natural resource value should be designated as resource protection areas in which development is severely limited and intense use restricted. This should include, but not be limited to, wetlands with significant value, undeveloped 100 year floodplains, and stream corridors. In addition, stream corridors that link large unfragmented wildlife habitat blocks and are potential "travel corridors" should be managed to maintain their value in expanding habitat range by linking larger blocks.

Future Land Use Plan

35. The Future Land Use Plan shows graphically how these land use policies apply to the land area of the City of Saco and where and how growth should and should not occur over the next decade. The Future Land Use Plan is not a zoning map. It is intended to show the desired pattern of land use and development. The boundaries shown on the Plan are intended to be general. The intention is that this Plan will guide subsequent reviews of the City's zoning ordinance and maps to assure that those land use regulations are consistent with the policies set forth in this Comprehensive Plan.

The area along the Saco River is also managed by the Saco River Corridor Commission. It is the policy of City to coordinate its land use planning and regulation with the activities of the Commission. The future land use designations are intended to be consistent with the Commission's plan and regulations for the corridor.

The Future Land Use Plan embodies the concept that the City should identify and designate three basic types of land use areas, "**growth areas**", "**limited growth areas**", and "**restricted or non-growth areas**":

Growth areas are those parts of the community where the City wants growth and development to occur (See Figure 6.1). The anticipation is that most residential and non-redevelopment over the next ten years will occur in these growth areas. Growth areas include three types of environments:

Development Areas – areas with undeveloped or underutilized land that is appropriate for residential or non-residential development,

Infill Development Areas – developed areas where the objective is to maintain the current pattern of land use but where infill development or redevelopment or intensification of use is desired, and

Transition Areas – developed areas where the City would like to see a change or transition in the basic pattern of land use to allow redevelopment or reuse to occur. In these areas, the zoning may not be changed until there is an active development proposal or redevelopment interest.

Figure 6.1: SACO GENERAL USE DESIGNATIONS

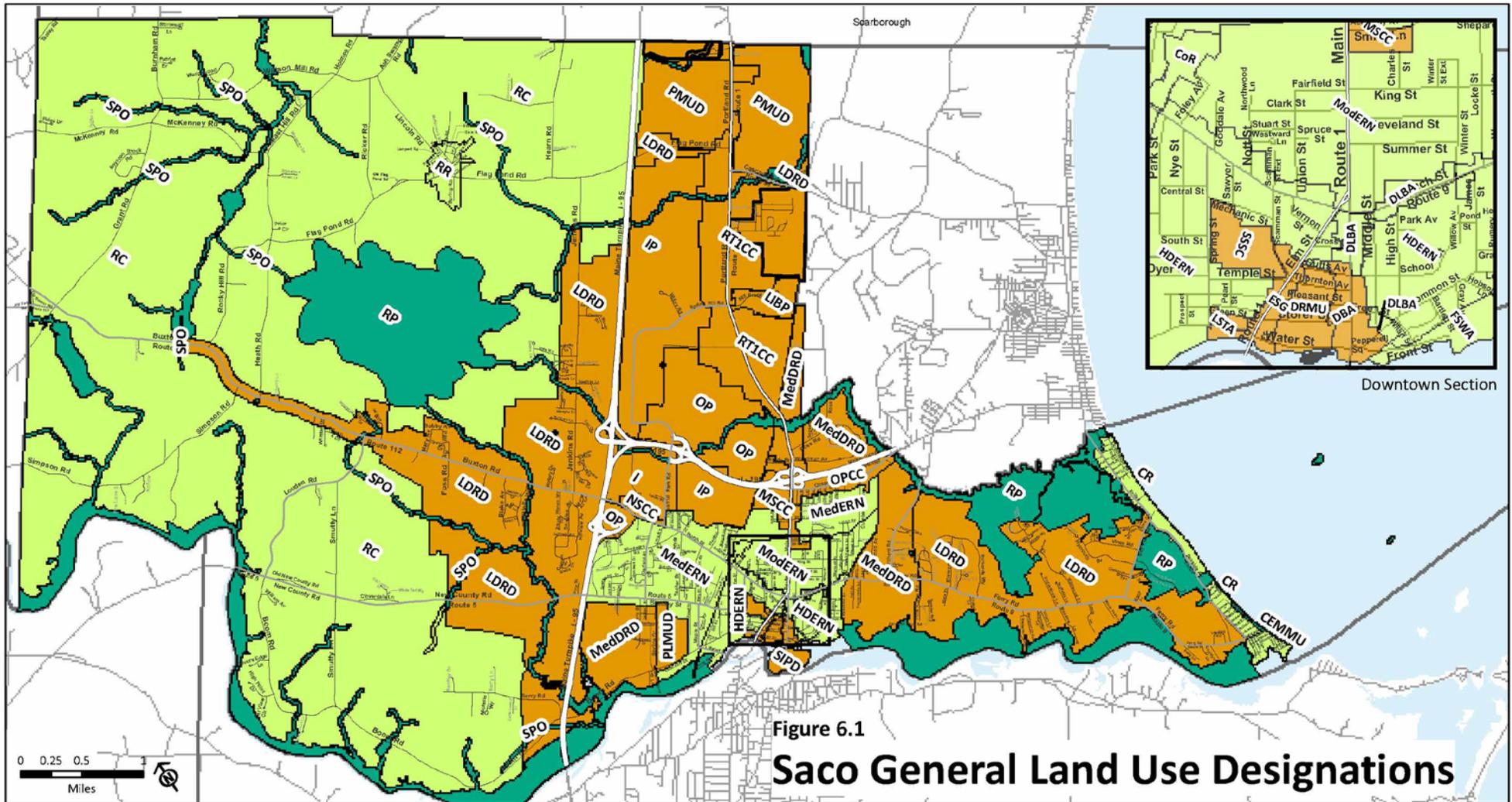


Figure 6.1
Saco General Land Use Designations

Legend Growth Areas Limited Growth Areas Restricted/Non-Growth Areas

Limited growth areas are the parts of the community where the City desires a limited amount of growth and development over the next ten years (See Figure 6.1). Limited growth areas include two types of environments:

Established Residential Neighborhoods – areas that are essentially fully developed and therefore have limited development potential where the City’s objective is to maintain the current land use pattern while allowing limited infill or redevelopment that is in character with the neighborhood, and

Rural Development Areas – areas that have vacant or underutilized land where the objective is to allow a limited amount of low-density development.

Restricted or non-growth areas are the areas in which the City desires to see little or no development over the next ten years (See Figure 6.1). Restricted or non-growth areas include two types of environments:

Resource Protection Areas – areas that are unsuitable for development due to natural resource considerations, and

Open Space Areas – areas that are permanently protected from development.

36. The Future Land Use Plans designates the following areas as **Growth Areas**:

Residential Growth Areas

Low Density Residential Development Area (LDRD)

Area: The Low Density Residential Development Area includes the areas outside of the traditional built-up areas of the City that are suitable for residential development and that are served or potentially can be served by public water and/or public sewerage. This includes much of the area east of the built-up area along Beach Street from the Saco River to Goosefare Brook, the area just west of the Turnpike including the Buxton Road/Jenkins Road/New County Road area, and a small area along Flag Pond Road east of the Turnpike (See Figure 6.2).

Vision: The Low Density Residential Development Area continues to develop as a high quality primarily single-family residential area. Development is well designed and open space is preserved to both protect significant natural resources and enhance the residential environment.

Figure 6.2: SACO DETAILED LAND USE DESIGNATIONS

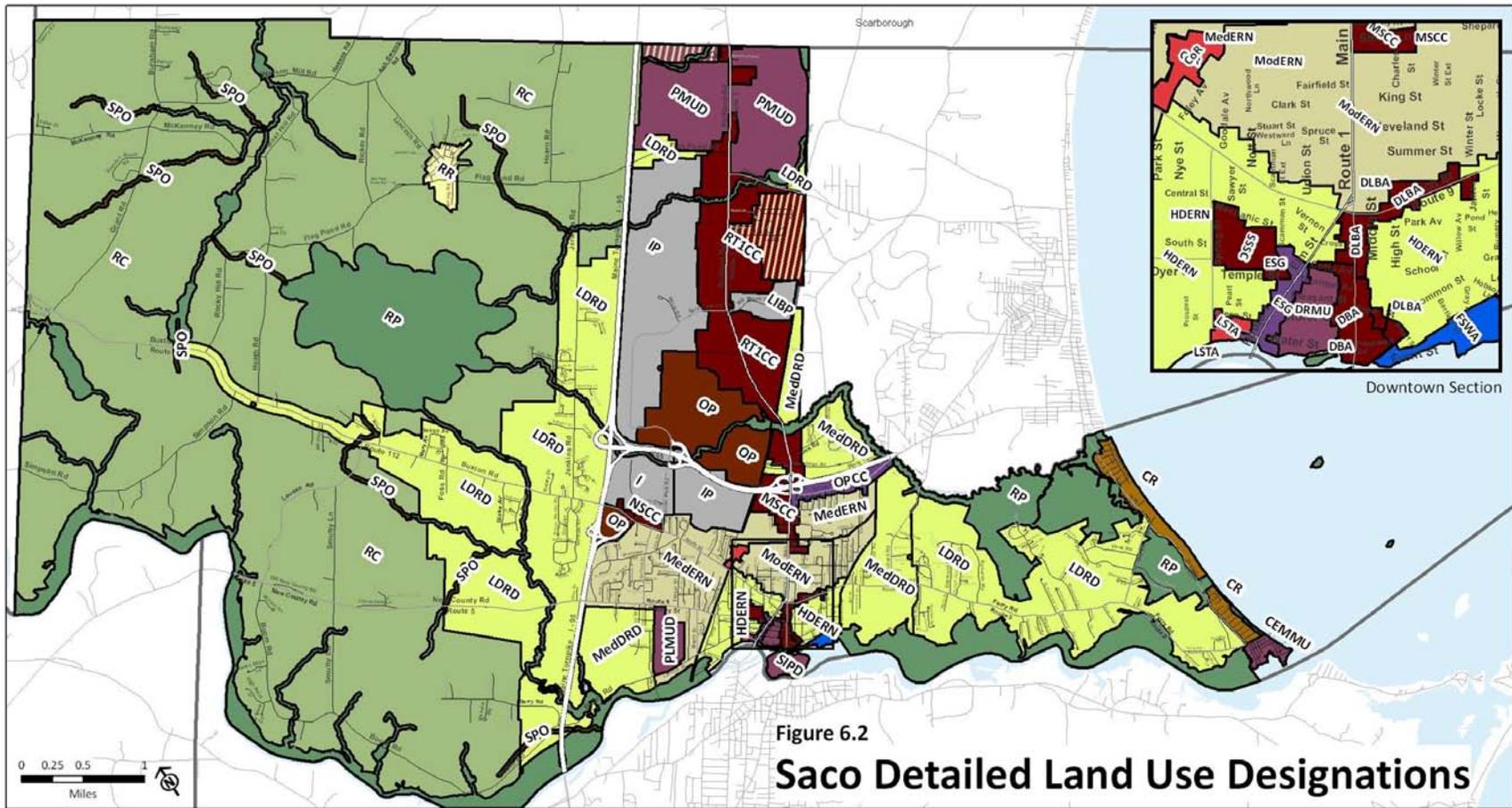


Figure 6.2
Saco Detailed Land Use Designations

Legend			
CR, Coastal Residential	DRMU, Downtown Residential Mixed Use	ESG, Elm Street Gateway	RT1CC, Route One Commercial Corridor
HDERN, High Density Established Residential Neighborhood	CEMMU, Camp Ellis Marine Mixed Use	CoR, Commercial Reuse	SSSC, Scamman Street Shopping Center
MedERN, Med Density Established Residential Neighborhood	PLMUD, Planned Limited Mixed-Use Development	LSTA, Lincoln Street Transition Area	OP, Office Park
Modern, Mod Density Established Residential Neighborhood	PMUD, Planned Mixed Use Development	MSCC, Main Street Commercial Corridor	I, Industrial
MedDRD, Medium Density Residential Development	SIPD, Saco Island Planned Development	NSCC, North Street Commercial Corridor	IP, Industrial Park
LDRD, Low Density Residential Development	Mobile Home Park Overlay	DBA, Downtown Business Area	LIBP, Light Industrial Business Park
RR, Rural Residential	OPCC, Ocean Park Commercial Corridor	DLBA, Downtown Limited Business Area	FSWA, Front Street Waterfront Area
			RC, Rural Conservation
			RP, Resource Protection
			SPO, Stream Protection Overlay

Allowed Uses: Uses in the Low Density Residential Development Area should be limited to single and two-family residential uses and low intensity community and service uses that primarily support the residential neighborhoods. The following types of uses are generally appropriate in this area as a permitted or conditional use:

- single and two family dwellings
- accessory apartments in single-family dwellings
- home occupations
- child and adult day care facilities
- municipal and educational uses
- places of worship and community uses
- agricultural activities including greenhouses, stables, and kennels
- parks and outdoor recreational areas including golf courses

Development Standards: The development standards for the Low Density Residential Development Area including the zoning requirements and subdivision regulations should require well-planned residential developments at a density of not more than two-three units per acre with public sewerage and one unit per acre with on-site sewage disposal. The provision of public utilities to serve new developments should be encouraged by requiring less street frontage (100 feet) for lots served by public sewerage. Clustered development should be allowed for development of parcels larger than five acres. The other development standards in this area should be similar to the current R-1a and R-1d Zoning Districts.

Medium Density Residential Development Area (MedDRD)

Area: The Medium Density Residential Development Area includes the areas on the fringe of the traditional built-up areas of the City that are suitable for residential development and that are served or potentially can be served by public water and/or public sewerage. This area includes the Old Orchard Road area, the Foss Road neighborhood, and the area between Boom Road and New County Road east of the Turnpike. (See Figure 6.2).

Vision: The Medium Density Residential Development Area continues to develop as a good quality residential area with a mix of single-family and two-family housing together with townhouse style multifamily dwellings. Development is well designed and is of an urban rather than suburban character to maintain the urban fabric of these areas. Special attention is paid to the design of infill developments to assure that they do not negatively impact existing residential uses.

Allowed Uses: Uses in the Medium Density Residential Development Area should be limited to single and two-family residential uses, manufactured housing units, small multifamily housing, elderly congregate housing, and low intensity community and service uses that primarily support the residential neighborhoods. The following types of uses are generally appropriate in this area as a permitted or conditional use:

- single and two family dwellings
- multifamily housing with not more than eight units per building except for the conversion of existing buildings
- elderly congregate housing
- accessory apartments in single-family dwellings
- home occupations
- child and adult day care facilities
- municipal and educational uses
- places of worship and community uses
- agricultural activities including greenhouses, stables, and kennels but only on larger lots
- parks and outdoor recreational areas
- small-scale office uses in converted residential structures that maintain the residential character of the building

Development Standards: The development standards for the Medium Density Residential Development Area including the zoning requirements, site plan review and design standards, and subdivision regulations should require well-planned residential developments at a density of not more than six units per acre for single-family homes with public sewerage and eight to ten units per acre for two-family and multi-family dwellings. The design standards for multifamily housing should assure that both the design of the buildings and the layout of the site results in developments that fit into the neighborhood and do not adversely impact adjacent residential properties. The other development standards in this area should be similar to the current R-4 Zoning District.

Mixed-Use Growth Areas

Saco Island Planned Development Area (SIPD)

Area: The Saco Island Planned Development Area includes both the former mill complex on the west side of Main Street and the east side of Main Street (Figure 6.2).

Vision: Saco Island evolves into a higher-density mixed-use, pedestrian-friendly neighborhood that capitalizes on its location adjacent to the river, the Saco Transportation Center, and the Downtown business district. Saco Island is an attractive, inviting “gateway” to the City. The island serves as an extension of the Downtown business district and hosts temporary activities and events such as the farmers market and festivals. The island’s pedestrian character is enhanced. The pedestrian connection to both downtown Saco and downtown Biddeford is reinforced by the development of pedestrian amenities along Main Street as well as the location of pedestrian-friendly buildings or facilities close to the sidewalk to eliminate gaps in the visual linkage to Downtown. Pedestrian movement within the island and along the river is expanded. The west side of the island is redeveloped into an “urban village” with a mix of residential and non-residential uses in a pedestrian environment. The east side of the island is developed as an urban residential and marine community that takes advantage of the access to the river.

Allowed Uses: A wide range of residential and non-residential uses should be allowed on Saco Island as part of a mixed-use planned development. The objective is to assure that the redevelopment of the island includes a balance of types of residential and non-residential uses and does not become primarily a residential or primarily a non-residential neighborhood. The following types of uses are generally appropriate as part of a planned development on Saco Island:

- business, professional, and government offices
- small-scale retail businesses
- personal and business services
- financial services
- restaurants
- community and government services
- recreation and entertainment uses
- cultural and educational uses
- small to moderate-scale inns and hotels
- residential uses including apartments on the upper floors of mixed-use buildings and multifamily housing

Development Standards: All development on Saco Island should be done as part of a planned development in which the City and owner/developer agree on the development standards. The standards should assure that development on the west side of the island maintains the established character while allowing for the creative

reused/redevelopment of the mill buildings and the construction of new buildings that are compatible with the older buildings. On the east side of the island, the development standards should assure that development is of an urban village character with higher-density uses. The development standards should assure that all development has a pedestrian character and incorporates provisions for pedestrian and bicycle movement within the development and along the river and to link Saco Island to both downtown Saco and downtown Biddeford.

Elm Street Gateway Area (ESG)

Area: The Elm Street Gateway includes both sides of Elm Street from the Saco River to the Cutts Avenue area (See Figure 6.2).

Vision: The Elm Street Gateway evolves as a mixed-use area that becomes an attractive gateway to the City. Its role as an auto-oriented commercial area diminishes over time as its residential and local service functions re-emerge. At the same time, the character of the area evolves into a more urban, attractive, pedestrian-friendly environment as existing properties are improved and redevelopment occurs. New buildings and changes to existing buildings are well designed. Buildings are located closer to the street. Where possible, the space between the sidewalk and the building is used for pedestrian amenities or landscaping rather than motor vehicle facilities or parking. Parking and vehicle service areas are located to the side or rear of buildings where this is feasible. The streetscape along Elm Street is more attractive with more trees. The area between buildings and parking and the sidewalk is landscaped where possible. Vehicular access to uses is from side streets rather than Elm Street and parking lots are interconnected where feasible. Appropriate walls or fences are created along the boundary between non-residential properties on Elm Street and residential uses on the side streets to minimize the negative impacts of these non-residential uses.

Allowed Uses: A wide range of residential and non-residential uses should be allowed in the Elm Street Gateway. The following types of uses are generally appropriate in this area as a permitted or conditional use:

- a wide range of residential uses including single-family homes and duplexes as well as apartments on the upper floors of mixed-use buildings and elderly housing
- small-scale retail businesses
- personal and business services

- financial services
- business, professional, and government offices
- restaurants
- community and government services
- recreation and entertainment uses
- cultural and educational uses
- bed and breakfasts.

New automotive repair and service activities including gasoline sales should not be allowed in this area but existing automotive service uses including gasoline sales as part of a convenience store or gas station should be allowed to continue and modernize. Drive-through services as part of financial uses should be permitted along Elm Street but only if they can be located and designed to maintain the character of the gateway. Drive-through restaurants and other retail drive-ins or uses that rely on large-volumes of traffic should not be allowed.

Development Standards: The development standards for the Elm Street Gateway including the zoning requirements and site plan and design standards should require that new buildings or substantial renovation of existing building re-establish a more urban character. This should include:

- limiting the size of buildings to assure that the scale of development is appropriate for the area
- locating buildings close to Elm Street with no parking or vehicle access between the building and the sidewalk
- revising the requirement for a landscaped strip along the street so that it is consistent with the size of lots and scale of development in the area
- locating parking and vehicle service areas to the side or rear of the building where the size and shape of the lot makes this feasible
- requiring buildings to be well designed with attention to good urban design principles
- encouraging multistory buildings especially those with residential uses on the upper floor(s)
- creating a buffer between non-residential uses on Elm Street and residential or mixed-use buildings on the adjacent side streets
- allowing flexible approaches for providing parking especially for residential uses including multistory mixed-use buildings that include residential units
- encouraging tree planting and other landscaping along the edge of the street right-of-way

Residential uses should be allowed at densities up to 20 to 30 units per acre for small units (one-two bedrooms) with special consideration for elderly or special needs housing with somewhat lower density for larger dwelling units.

Lincoln Street Transition Area (LSTA)

Area: The Lincoln Street Transition Area includes the land on both sides of Lincoln Street from the Elm Street Commercial Corridor to Spring Street (See Figure 6.2).

Vision: The Lincoln Street Transition Area continues to evolve over time as a location for good quality, low-impact office and business uses as well as multifamily housing in new or renovated buildings that capitalize on the area's riverside location. The City works cooperatively with property owners to encourage well-designed redevelopment and renovation of the area in addition to providing improved streetscaping including the planting of trees. New development on the riverside of Lincoln Street is limited.

Allowed Uses: The current R-3 Zoning should remain in place until there is a development proposal for the area. Revised zoning for the area could allow a wide-range of non-residential uses as well as multi-family housing and housing as part of a mixed use building. Retail uses as well as automotive services and activities involving the outdoor storage or sales of materials are generally not appropriate in this area. The following types of uses are generally appropriate in the Lincoln Street Transition Area as part of redevelopment or reuse proposal as a permitted or conditional use:

- personal and business services
- financial services
- business, professional, and government offices
- small-scale light manufacturing uses
- community and government services
- recreation and entertainment uses
- cultural and educational uses
- multifamily housing including residential units as part of mixed-use buildings

Development Standards: The City's current R-3 development standards should remain in place until there is a specific development proposal for the area. The

revised development standards to accommodate redevelopment or reuse including the zoning requirements and site plan and design standards should require that new buildings or the substantial renovation of existing buildings establish an urban character for the area. Additional development on the riverside of Lincoln Street should be limited consistent with the requirements of the Saco River Corridor Commission. The revised development standards should include:

- requiring that buildings be located close to Lincoln Street with no parking or vehicle access between the building and the sidewalk
- requiring a small landscaped strip along the street that it is consistent with the size of lots and scale of development
- requiring that parking and vehicle service areas be located to the side or rear of the building where feasible
- requiring buildings to be well designed with attention to good urban design principles
- encouraging multistory buildings especially those with residential uses on the upper floor(s)
- requiring the creation of a buffer including the use of walls or fences between uses on the north side of Lincoln Street and residential buildings on the adjacent street
- allowing flexible approaches for providing parking especially for multistory mixed-use buildings that include residential units
- encouraging tree planting and other landscaping along the edge of the street right-of-way

Residential uses as part of redevelopment or reuse proposals should be allowed at densities up to 15-20 units per acre for small units (one-two bedrooms) and 10-12 units per acre for larger units.

Downtown Residential Mixed Use Area (DRMU)

Area: The Downtown Residential - Mixed-Use Area includes the streets between Main Street (the Downtown Business Area) and Elm Street (the Elm Street Gateway) including Water Street, Storer Street, Pleasant Street, Thornton Avenue, and the south side of Cutts Avenue (See Figure 6.2).

Vision: The Downtown Residential - Mixed-Use Area evolves as a mixed-use neighborhood connecting Main Street and the Downtown Business Area to Elm Street and the Saco Valley Shopping Center. While the area remains predominantly

a residential neighborhood with a mix of housing types, the reuse of the existing buildings as well as limited redevelopment increases the amount of non-residential use in the neighborhood especially on the first floor of mixed-use buildings. Small-scale specialty retail uses, services, restaurants, and business and professional offices increasingly find this area to be a desirable location. Thornton Avenue, Storer Street, and/or the south side of Cutts Avenue become more of a “commercial street” linking Downtown and Elm Street while Water Street, Pleasant Street, and the north side of Cutts Avenue remain more residential. At the same time, the amount of residential use in the neighborhood is maintained or increased as a result of more intensive use of existing buildings and limited redevelopment. The overall scale and character of new or rehabilitated buildings is compatible with the established character of the neighborhood. The neighborhood is more attractive as a result of public investment in streetscape improvements and tree planting to complement private investment in the buildings. The City plays an active role in conjunction with property owners to assure that there is adequate parking to support more intensive use.

Allowed Uses: A wide range of residential and non-residential uses should be allowed in the Downtown Residential - Mixed-Use Area. Retail and service uses should be limited in size to not more than 4,500 square feet. The following types of uses are generally appropriate in this area as a permitted or conditional use:

- small-scale retail businesses
- small-scale personal and business services
- business, professional, and government offices
- restaurants
- community and government services
- recreation and entertainment uses
- cultural and educational uses
- bed and breakfasts
- residential uses including duplexes, multifamily housing, and apartments on the upper floors of mixed-use buildings
- existing single family uses may be maintained

Businesses that generate large volumes of traffic or that require drive-through service should not be allowed in this area.

Development Standards: The development standards for the Downtown Residential - Mixed-Use Area including the zoning requirements and site plan and design

standards should require that new buildings or renovated or enlarged buildings are compatible with the established character of the neighborhood. This should include:

- limiting the size of buildings to assure that the scale of development is appropriate for the neighborhood unless the building is designed to break up the massing of the structure
- locating buildings close to the street with no parking or vehicle access between the building and the sidewalk
- requiring buildings to be well designed with attention to good urban design principles
- requiring multistory buildings
- limiting the height of new buildings or the modification of existing buildings to three stories unless a taller building is designed to be visually compatible with the area through design techniques such as the massing of the building or stepping back of the upper floors
- generally providing parking areas to the side or rear of the building or under the building where feasible. If parking is provided under a building, the area of the ground floor adjacent to the sidewalk should be usable space
- allowing flexible approaches for providing parking including shared parking and reduced parking requirements especially for multistory mixed-use buildings that include residential units

Residential uses should continue to be allowed at densities up to 20 to 30 units per acre for small units (one-two bedrooms) with special consideration for elderly or special needs housing with somewhat lower density for larger dwelling units.

Planned Mixed Use Development Area (PMUD)

Area: The Planned Mixed-Use Development Area includes most of the land on both sides of Route One north of the Cascade/Flag Pond Road area except for existing commercial development directly along Route One which is included in the Route One Commercial Corridor designation. (See Figure 6.2).

Vision: The Planned Mixed-Use Development Area develops as high-quality, mixed-use neighborhoods on either side of Route One with a wide range of both residential and non-residential uses. Each neighborhood includes a mix of both residential and non-residential uses. Retail uses within these neighborhoods either provide for the day-to-day needs of residents or workers in the neighborhood or offer goods and services that complement the goods and services offered by the Downtown business

community or in other commercial districts. The character of the neighborhoods is more urban than suburban with higher density/intensity of use than in the Route One Commercial Corridor. The neighborhoods are organized around an internal street system rather than being primarily oriented to Route One. Major buildings are typically more than one story and often include a mix of uses. The neighborhoods are pedestrian-friendly and include a high level of pedestrian and bicycle facilities that serve the neighborhoods and link the area to the Eastern Trail and other areas of the City. A substantial portion of each neighborhood is set aside as open space, recreation areas, and conservation land. Development with direct access to Route One is minimized to enhance traffic flow and curb cuts on Route One are limited. An attractive Route One streetscape is created.

Allowed Uses: A wide range of retail, service, office, light industrial, entertainment, recreational, and community uses should be allowed in the Planned Mixed-Use Development Area as part of a planned development or on small existing lots. A range of residential uses should also be allowed in the area but only as part of a mixed-use development that includes a significant non-residential component. The following types of uses are generally appropriate in the Planned Mixed-Use Development Area as a permitted or conditional use:

- retail businesses with a maximum floor area of 40,000 SF
- personal and business services
- financial services
- business, professional, and government offices
- restaurants but not drive-thru service
- community and government services
- recreation and entertainment uses
- cultural and educational uses
- inns and bed and breakfasts
- low-impact light industrial uses
- residential uses as part of a mixed-use development

Development Standards: All new development in the Planned Mixed-Use Development Area except for the expansion of existing uses and the development or redevelopment of existing lots with less than two acres of area, should be part of a planned development which is served by public sewerage in which the overall development pattern, street and pedestrian networks, green infrastructure, and utility networks for the entire parcel or development are designed and approved by the Planning Board. Lot-by-lot development that is not part of a planned

development should not be allowed. The development plan should include a mix of residential and non-residential uses and types of non-residential activities and should demonstrate how the development will be consistent with vision for the Planned Mixed-Use Development Area outlined above. Residential uses should be allowed at a density of up to 10 to 15 units per acre with higher density for small units (one-two bedrooms) and should be developed in a compact manner. Special density provisions for elderly or special needs housing should be allowed.

Planned Limited Mixed Use Development Area (PLMUD)

Area: The Planned Limited Mixed-Use Development Area includes the area between Lincoln and Bradley Streets west of Forest Street. (See Figure 6.2).

Vision: The Planned Limited Mixed-Use Development Area develops as a high-quality, mixed-use neighborhood with a mix of higher-density residential uses and lower-intensity non-residential uses such as community services and professional offices. A large part of the development area is retained as open space. The character of the neighborhood is urban higher density/intensity of use on the limited portions of the area that are suitable for development while the significant areas with natural resource value are preserved as open space and conservation land. The buildings are typically more than one story and may include a mix of uses. The area is pedestrian-friendly and includes a high level of pedestrian and bicycle facilities that serve the neighborhood and link the area to the adjacent residential neighborhoods. A substantial portion of the neighborhood is set aside as open space and conservation land.

Allowed Uses: The primary use within the area is residential. A range of residential uses including multifamily housing and elderly facilities should be allowed in the area. Limited service, office, recreational, and community uses should be allowed in the Planned Limited Mixed-Use Development Area as part of a planned mixed-use development or for the reuse of existing buildings. The following types of uses are generally appropriate in the Planned Limited Mixed-Use Development Area:

- residential uses including multifamily housing
- elderly congregate housing and eldercare facilities
- health and human services and facilities
- recreational, cultural, and educational uses accessory to an another allowed use

Development Standards: All new development in the Planned Limited Mixed-Use Development Area except for the reuse of existing buildings, should be part of a planned development which is served by public sewerage in which the overall development pattern, street and pedestrian networks, green infrastructure, and utility networks for the entire parcel or development are designed and approved by the Planning Board. The areas with wetlands and other development limitations should be preserved as natural open space. Limited alteration of wetlands in this area should be permitted if necessary to allow reasonable development of the non-wetland areas and provisions are made to mitigate or compensate for the wetland disturbance. Lot-by-lot development that is not part of a planned development should not be allowed. The development plan should include a mix of residential units and a limited amount of non-residential uses and should demonstrate how the development will be consistent with vision for the Planned Limited Mixed-Use Development Area outlined above. Residential uses should be allowed at a density of up to 10 units per acre for those portions of the area that are developable with higher density (up to 15 units per acre) for small units (one-two bedrooms) and should be developed in a compact manner. Special density provisions for elderly or special needs housing should be included.

Non-Residential Growth Areas

Downtown Business Area (DBA)

Area: The Downtown Business Area includes the Pepperell Square area and the area on both sides of Main Street from the railroad crossing north to the City Hall area (See Figure 6.2).

Vision: The Downtown Business Area continues to be the City's community center – a vibrant mixed-use, pedestrian-friendly area that attracts and serves both residents and visitors. Specialty retail and service businesses thrive as a result of a strong commitment to promoting Downtown. The first floor space throughout the area is occupied by uses that are consumer oriented and generate foot traffic. Entertainment that attracts a diverse population to the Downtown in the evening and on weekends flourishes. The visual environment is enhanced – renovated and new buildings maintain the historic architectural character of the area while allowing increased intensity of use. The public realm is improved through ongoing streetscape improvements. Traffic flow on Main Street is improved while maintaining the pedestrian character of Downtown. Adequate parking is provided both on-street and in parking lots that fit into the character of the area.

Allowed Uses: A wide range of retail, service, office, entertainment, and community uses should be allowed in the Downtown Business Area as long as the scale of the activity is appropriate to the area. Residential uses should be allowed but should be limited to the upper floors of mixed-use buildings. In order to minimize interference with the pedestrian environment, drive-through services should not be permitted for retail and restaurant uses but may be allowed in conjunction with financial institutions which have more flexible siting options. The following types of uses are generally appropriate in the Downtown Business Area as a permitted or conditional use:

- small-scale retail businesses
- personal and business services
- financial services
- business, professional, and government offices
- restaurants
- community and government services
- recreation and entertainment uses
- cultural and educational uses
- small-scale inns and bed and breakfasts
- residential uses on the upper floors of mixed-use buildings

Development Standards: The City's development standards including the zoning requirements, site plan and design standards, and historic standards should require that alterations or expansions of existing buildings as well as new/replacement buildings complement the established pattern of development and architectural character of the Downtown Business Area. This should include:

- maintaining the established pattern of building placement at or near the sidewalk except where pedestrian use areas are established between the front of the building and the sidewalk
- requiring buildings to fill all or most of the lot width except for driveway access
- orienting buildings to the street with the street wall treated as the front of the building with an entrance from the sidewalk
- limiting the height of buildings to a maximum of three stories unless a taller building is designed to be visually compatible with the area through design techniques such as the massing of the building or stepping back of the upper floors

- requiring multistory buildings except for special uses such as places of worship
- encouraging the creation of pedestrian spaces and pedestrian and bicycle amenities
- generally providing off-street parking behind or under buildings. If parking is provided under a building, the area of the ground floor adjacent to the sidewalk should be usable space
- allowing flexible approaches for providing parking including shared parking and reduced parking requirements
- locating facilities for drive-through services in a way that does not interrupt the pedestrian environment of Main Street and Pepperell Square

Residential uses in mixed-use buildings should continue to be allowed at existing densities of up to 25 to 30 units per acre for small units (one-two bedrooms) with special consideration for elderly or special needs housing.

Scamman Street Shopping Center (SSSC)

Area: The Scamman Street Shopping Center primarily includes the existing shopping center between Scamman Street and Spring Street and a limited amount of adjacent land (See Figure 6.2).

Vision: The Scamman Street Shopping Center Area continues to be vibrant community/neighborhood retail and service center that complements Downtown and primarily serves residents of the community and neighboring areas. As improvements are made and redevelopment occurs, the visual environment is enhanced – renovated and new buildings are designed with more of an urban than suburban character. The center is better integrated into the larger downtown area through improved pedestrian access to and movement within the center. The edges of the center along public streets continue to be enhanced through cooperative efforts of the property owner and the City to provide improved landscaping and streetscaping including the planting of trees. Abutting residential properties are protected through enhanced buffering as redevelopment occurs.

Allowed Uses: A wide range of retail, service, office, entertainment, and community uses should be allowed in the Scamman Street Shopping Center Area. Residential uses should be allowed but should be limited to mixed-use buildings. Drive-through services should be allowed in conjunction with financial institutions and retail uses but not for restaurant uses. Automotive services and activities involving

the outdoor storage or sales of materials are not appropriate in this area. The following types of uses are generally appropriate in the Scamman Street Shopping Center Area as a permitted or conditional use:

- retail businesses
- personal and business services
- financial services
- business, professional, and government offices
- restaurants
- community and government services
- recreation and entertainment uses
- cultural and educational uses
- residential uses as part of mixed-use buildings

Development Standards: The City's development standards including the zoning requirements and site plan and design standards should provide for the ongoing modernization and redevelopment within the shopping center. The standards should require that alterations or expansions of existing buildings as well as new/replacement buildings establish a more urban character to the center that complements the development pattern of the Downtown area. This should include:

- requiring buildings to be well-designed with attention to good urban design principles
- encouraging the creation of pedestrian spaces and pedestrian and bicycle amenities that link the center to Downtown and the surrounding neighborhood
- providing additional landscaping including trees along street right-of-ways
- maintaining and enhancing buffers with adjacent residential neighborhoods

Residential uses in mixed-use buildings should continue to be allowed at densities up to 12-15 units per acre for small units (one-two bedrooms) and 10 units per acre for larger units.

Main Street Commercial Corridor (MSCC)

Area: The Main Street Commercial Corridor includes most of the existing commercial area along both sides of Main Street from the Thornton Academy to Goosefare Brook (See Figure 6.2).

Vision: The Main Street Commercial Corridor continues to be an attractive location

for retail and service businesses that need a high volume of traffic. As development and redevelopment occurs, the character of the Main Street Corridor evolves from a suburban character with buildings set back from the street to a more urban character in which buildings are located closer to the street with limited parking between the buildings and the street. The visual environment of the corridor is enhanced – renovated and new buildings meet high standards of both building and site design while the public realm continues to be upgraded through ongoing streetscape improvements. Traffic flow on Main Street is improved through continued management of curb cuts and the interconnection of individual lots including additional access drives at the rear of the lots.

Allowed Uses: A wide range of retail, service, office, entertainment, recreational, and community uses should be allowed in the Main Street Commercial Corridor but automobile service uses including gas stations are not appropriate in this area. Residential uses should be allowed even though there is limited potential for residential use in the area. The following types of uses are generally appropriate in the Main Street Commercial Corridor as a permitted or conditional use:

- retail businesses
- personal and business services
- financial services
- business, professional, and government offices
- restaurants including drive-thru service
- community and government services
- recreation and entertainment uses
- cultural and educational uses
- small-scale inns and bed and breakfasts
- residential uses

Development Standards: The City's development standards including the zoning requirements and site plan and design standards, should require that significant alterations or expansions of existing buildings as well as new/replacement buildings foster more of an urban development pattern. This should include:

- locating new or replacement buildings close to the street with a maximum of one row of parking between the building and the street while allowing larger buildings to be setback from the street as long as smaller buildings and/or pedestrian areas are developed close to the street to maintain the "urban character" of the street

- using the area of lot between the front of the building and the sidewalk as a pedestrian area where feasible and encouraging the creation of pedestrian and bicycle amenities
- orienting buildings to the street with the street wall treated as the front of the building with a pedestrian connection from the sidewalk to the building entrance
- creating a green space approximately 15 feet wide along the sidewalk to separate the building from the street
- generally providing off-street parking to the side or rear of buildings for buildings close to the street except for one row of parking between the building and the street
- locating facilities for drive-through services in a way that minimizes the visual impact on the corridor
- continuing to manage curb cuts and vehicular access from Main Street
- continuing to provide for the interconnection of parking lots and the creation of rear access streets

Residential uses in should be allowed at a density of 8 to 10 units per acre with higher density for small units (one-two bedrooms).

Ocean Park Commercial Corridor (OPCC)

Area: The Ocean Park Commercial Corridor includes the existing commercial area along both sides of Ocean Park Road from Main Street almost to the Old Orchard Beach line (See Figure 6.2).

Vision: The Ocean Park Commercial Corridor continues to serve its historic role as a gateway to Old Orchard Beach with businesses that serve both visitors and local residents. As development and redevelopment occurs, the existing pattern of use is maintained while the visual environment of the corridor is enhanced – renovated and new buildings meet high standards of both building and site design while the public realm continues to be upgraded through ongoing streetscape improvements. Traffic flow in the corridor is improved through continued management of curb cuts and the interconnection of individual lots where feasible.

Allowed Uses: A wide range of retail, service, office, entertainment, recreational, and community uses should be allowed in the Main Street Commercial Corridor as well as automobile service uses including gas stations and service/repair facilities. A range of guest housing uses should also be allowed. Residential uses should be allowed even though there is limited potential for residential use in the area. The

following types of uses are generally appropriate in the Ocean Park Commercial Corridor as a permitted or conditional use:

- retail businesses
- personal and business services
- financial services
- business, professional, and government offices
- restaurants including drive-thru service
- motor vehicle sales and service including gas stations
- community and government services
- recreation and entertainment uses
- cultural and educational uses
- hotels/motels, inns, and bed and breakfasts
- residential uses

Development Standards: The City's development standards including the zoning requirements and site plan and design standards, should require that significant alterations or expansions of existing buildings as well as new/replacement buildings continue to upgrade the visual environment of the corridor as the gateway to and from Old Orchard Beach. This should include:

- locating parking and vehicle service areas to the side or rear of the building where feasible
- requiring buildings to be well designed with attention to good urban design principles
- creating a buffer between uses on Ocean Park Road and residential buildings on the adjacent side streets
- encouraging tree planting and other landscaping along the edge of the street right-of-way
- orienting buildings to the street with the street wall treated as the front of the building with a pedestrian connection from the sidewalk to the building entrance
- continuing to manage curb cuts and vehicular access
- continuing to provide for the interconnection of parking lots

Residential uses should be allowed at a density of 8 to 10 units per acre with higher density for small units (one-two bedrooms).

Route One Commercial Corridor (RT1CC)

Area: The Route One Commercial Corridor includes the existing commercial area along both sides of Route One from the Goosefare Brook to north of the Cascade/Flag Pond Road area as well as the existing commercial development adjacent to the Scarborough Town line (See Figure 6.2).

Vision: While the Route One Commercial Corridor continues to serve primarily as a highway commercial area with a focus on automobile sales, the pattern of use diversifies to include a broader range of non-residential activity and even expanded residential use on the east side of Route One. Retail and entertainment activity increases in the corridor but retail uses are limited to a maximum of 40,000 square feet. As development and redevelopment occurs, the visual environment of the corridor is enhanced – renovated and new buildings meet high standards of both building and site design while the public realm continues to be upgraded through ongoing streetscape improvements. Facilities for pedestrians and bicyclists are improved. Traffic flow in the corridor is improved through continued management of curb cuts, the interconnection of individual lots where feasible, and the creation of interconnected internal streets in larger developments.

Allowed Uses: A wide range of retail, service, office, entertainment, recreational, and community uses should be allowed in the Route One Commercial Corridor as well as automobile sales and service uses including gas stations and service/repair facilities. A range of guest housing uses should also be allowed. Residential uses should be allowed on the east side of Route One especially on the rear of deep lots. The following types of uses are generally appropriate in the Route One Commercial Corridor as a permitted or conditional use:

- retail businesses with a maximum floor area of 40,000 SF
- personal and business services
- financial services
- business, professional, and government offices
- restaurants including drive-thru service
- motor vehicle sales and service including gas stations
- community and government services
- recreation and entertainment uses
- cultural and educational uses
- hotels/motels, inns, and bed and breakfasts
- light industrial uses
- wholesale trade
- residential uses (on the east side of Route One)

Development Standards: The City's development standards including the zoning requirements and site plan and design standards, should require that significant alterations or expansions of existing buildings as well as new/replacement buildings continue to upgrade the visual environment of the corridor. This should include:

- requiring buildings to be well designed with attention to good urban design principles
- encouraging buildings to be oriented either to Route One or to an internal street with the street wall treated as the front of the building
- creating a landscaped strip including tree planting and other landscaping along the edge of the street to separate the development from Route One
- locating parking and vehicle service areas to the side or rear of the building where feasible
- encouraging the creation of pedestrian and bicycle facilities both along Route One and within individual developments
- continuing to provide for the interconnection of parking lots and the creation of interconnected internal streets as part of larger developments
- continuing to manage curb cuts and vehicular access

Residential uses in should be allowed at a density of 8 to 10 units per acre with higher density for small units (one-two bedrooms).

North Street Commercial Corridor (NSCC)

Area: The North Street Commercial Corridor includes the existing commercial area on the north side of North Street from Industrial Park Road to the City's Public Works facility (See Figure 6.2).

Vision: The North Street Commercial Corridor continues to serve as a mixed-use area with a range of uses. The area continues to serve as retail and service center servicing both local residents in the western part of the City and commuters. As development and redevelopment occurs, the visual environment of the corridor is enhanced – renovated and new buildings meet high standards of both building and site design while the public realm continues to be upgraded through ongoing streetscape improvements. Facilities for pedestrians and bicyclists are improved. Traffic flow in the corridor is improved through continued management of curb cuts and the interconnection of individual lots where feasible.

Allowed Uses: A wide range of retail, service, office, light industrial, entertainment, recreational, and community uses should be allowed in the North Street Commercial Corridor as well as automobile sales and service uses including gas stations and service/repair facilities. A range of residential uses should be allowed in the area even though there is limited potential for residential use. The following types of uses are generally appropriate in the North Street Commercial Corridor as a permitted or conditional use:

- retail businesses with a maximum floor area of 20,000 SF
- personal and business services
- financial services
- business, professional, and government offices
- restaurants but not drive-thru service
- motor vehicle sales and service including gas stations
- community and government services
- recreation and entertainment uses
- cultural and educational uses
- inns and bed and breakfasts
- light industrial uses
- wholesale trade
- residential uses

Development Standards: The City's development standards including the zoning requirements and site plan and design standards, should require that significant alterations or expansions of existing buildings as well as new/replacement buildings continue to upgrade the visual environment of the corridor. This should include:

- requiring buildings to be well designed with attention to good urban design principles
- encouraging buildings to be oriented to North Street with the street wall treated as the front of the building
- creating a landscaped strip including tree planting and other landscaping along the edge of the street to separate the development from the street
- locating parking and vehicle service areas to the side or rear of the building where feasible
- encouraging the creation of pedestrian and bicycle facilities
- continuing to provide for the interconnection of parking lots
- continuing to manage curb cuts and vehicular access

Residential uses in should be allowed at a density of 8 to 10 units per acre with higher density for small units (one-two bedrooms).

Office Park Area (OP)

Area: The Office Park Area encompasses the area on the north side of the I-195 Connector between the Saco Industrial Park and the Route One Commercial Corridor and the area of the former Turnpike interchange on the south side of North Street (See Figure 6.2).

Vision: The Office Park Area provides attractive locations for high-quality economic growth in close proximity to the Maine Turnpike. Over time the areas develop as an attractive office park that attracts business and professional offices, research facilities, hotels and related services, and recreation/entertainment uses. A limited amount of residential use may be included within a development. The area has an attractive visual environment with well-designed buildings and attractive site design. The public improvements in the park create an attractive setting for this development. The park layout protects the natural environment and provides green space within the development. The park provides pedestrian and bicycle facilities to serve the development and to link the areas the developed areas of the City.

Allowed Uses: A range of service, office, hotel, recreational, and community uses should be allowed in the Office Park Area. Low-impact light industrial uses that are compatible with an office park environment should be allowed subject to stringent performance standards. Residential uses are generally not appropriate in the Office Park Area but a limited number of units should be allowed as part of a well-planned, mixed-use development. The following types of uses are generally appropriate in the Office Park Area as a permitted or conditional use:

- business services
- financial services
- business, professional, and government offices
- research facilities
- community and government services
- recreation and entertainment uses
- hotels
- low-impact light industrial uses subject to performance standards
- a limited number of residential uses as part of a mixed-use development

Development Standards: The City's development standards including the zoning requirements and site plan and design standards should focus on assuring that new development is well-designed and environmentally sound.

Light Industrial Business Park Area (LIBP)

Area: The Light Industrial Business Park Area encompasses the City's Mill Brook Business Park on the east side of Route One (See Figure 6.2).

Vision: The Light Industrial Business Park continues to provide attractive locations for good quality economic growth including a wide range of non-residential uses.

Allowed Uses: A range of service, office, light industrial, recreational, hotel/motel, and community uses should be allowed in the Light Industrial Business Park. Retail uses should be limited to automobile sales on lots close to Route One and accessory sales of materials produced on the premises. Automotive service and residential uses are not appropriate in the Light Industrial Business Park. The following types of uses are generally appropriate in this area as a permitted or conditional use:

- hotels/motels
- restaurants
- automobile sales
- business services
- financial services
- business, professional, and government offices
- community and government services
- recreation uses
- light industrial uses
- wholesale and distribution uses

Development Standards: The City's development standards including the zoning requirements and site plan and design standards should focus on assuring that new development and the expansion or modification of existing buildings is well-designed and environmentally sound. Where the Light Industrial Business Park is adjacent to residential neighborhoods, the development standards should assure the protection of those areas from impacts of the non-residential uses.

Industrial Park Area (IP)

Area: The Industrial Park Area encompasses the General Dynamics area south of I-195 and the existing Saco Industrial Park including the Spring Hill section as well as undeveloped land north of the park extending to the Flag Pond Road area (See Figure 6.2).

Vision: The Industrial Park Area continues to provide attractive locations for good quality economic growth. Over time the current industrial park is expanded to the north to provide additional development sites while protecting the natural environment. The City continues to invest in expanding the supply of serviced sites as demand warrants.

Allowed Uses: A range of service, office, industrial, recreational, and community uses should be allowed in the Industrial Park Area. Retail, automotive service, and residential uses are not appropriate in the Industrial Park Area. The following types of uses are generally appropriate in the Industrial Park Area as a permitted or conditional use:

- business services
- financial services
- business, professional, and government offices
- community and government services
- recreation uses
- industrial uses
- wholesale and distribution uses

Development Standards: The City's development standards including the zoning requirements and site plan and design standards should focus on assuring that new development and the expansion or modification of existing buildings is well-designed and environmentally sound. Where the Industrial Park is adjacent to residential neighborhoods, the development standards should assure the protection of those areas from impacts of the non-residential uses.

Industrial Area (I)

Area: The Industrial Area encompasses the existing industrial areas south of the I-195 Connector between the industrial park rail spur and the Maine Turnpike including the City's public works facility (See Figure 6.2).

Vision: The Industrial Area continues to provide attractive locations for a wide

range of economic activities.

Allowed Uses: A range of service, office, light industrial, recreational, and community uses should be allowed in the Industrial Area. Retail, automotive service, and residential uses are not appropriate in this area. The following types of uses are generally appropriate in the Industrial Area as a permitted or conditional use:

- business services
- financial services
- business, professional, and government offices
- community and government services
- recreation uses
- light industrial uses
- wholesale and distribution uses
- recycling facilities

Development Standards: The City's development standards including the zoning requirements and site plan and design standards should focus on assuring that new development and the expansion or modification of existing buildings is well-designed and environmentally sound.

37. The Future Land Use Plan designates the following areas as **Limited Growth Areas:**

Residential Limited Growth Areas

High Density Established Residential Neighborhood (HDERN)

Area: The High Density Established Residential Neighborhood includes the older, developed, residential neighborhoods adjacent to Downtown including the Middle/High/School/James Street neighborhood and the Spring/North Street neighborhood (See Figure 6.2).

Vision: The current urban residential character of these neighborhoods is enhanced. Limited infill development and redevelopment occurs over time in a manner that maintains and is consistent with the character of the neighborhood. Large older properties are renovated to create smaller dwelling units to expand the supply of housing to meet the needs of today's smaller households but this is done in a way

that maintains the neighborhood character and does not adversely impact adjacent properties or the overall neighborhood. Negative influences on these neighborhoods such as cut-through traffic and intrusion by nonresidential uses are minimized. The City's infrastructure, especially the sidewalks, is maintained and upgraded while the streetscape is enhanced with street trees

Allowed Uses: Uses in the High Density Established Residential Neighborhood should include a wide range of residential uses including single and two-family residential uses, multifamily housing, and elderly facilities. Low intensity community and service uses that primarily support the residential neighborhoods should be allowed. Limited commercial activities such as bed and breakfasts, offices in existing buildings, and medical facilities should also be allowed as long as the scale and intensity of use is appropriate for a residential neighborhood. The following types of uses are generally appropriate in this area as a permitted or conditional use:

- single and two family dwellings
- accessory apartments in single-family dwellings
- multifamily dwellings
- elderly congregate housing
- home occupations
- child and adult day care facilities
- municipal and educational uses
- places of worship and community uses
- parks and outdoor recreational areas
- small-scale office uses in converted residential structures that maintain the residential character of the building
- health care facilities including nursing homes
- bed and breakfast establishments

Development Standards: The development standards for the High Density Established Residential Neighborhood including the zoning and site plan review requirements and design standards should maintain the current pattern of development with a density of up to six units per acre for single-family homes and ten to twelve units per acre for two-family and multifamily housing with provisions for higher densities for buildings with small dwelling units such as one-bedroom units. The standards should carefully control infill development or the redevelopment or conversion of existing properties to assure that the design of the buildings and layout of the development on the lot is consistent with the pattern of

the neighborhood and minimizes adverse impacts on neighboring properties. The other development standards in this area should be similar to the current R-3 Zoning District.

Medium Density Established Residential Neighborhood (MedERN)

Area: The Medium Density Established Residential Neighborhood includes the developed, residential neighborhoods in the Lincoln Street/Bradley Street/North Street area west of the railroad R-O-W and the Stockman/Cumberland Avenue neighborhood (See Figure 6.2).

Vision: The current residential character of these neighborhoods is maintained and enhanced. Limited infill development and redevelopment occurs over time in a manner that maintains and is consistent with the character of the neighborhood. Negative influences on these neighborhoods such as cut-through traffic are minimized.

Allowed Uses: Uses in the Medium Density Established Residential Neighborhood should be limited to single and two-family residential uses, small scale multifamily housing, and low intensity community and service uses that primarily support the residential neighborhoods. The following types of uses are generally appropriate in this area as a permitted or conditional use:

- single and two family dwellings
- accessory apartments in single-family dwellings
- small-scale multifamily dwellings with eight or fewer units
- elderly congregate housing
- home occupations
- commercial greenhouses and kennels
- child and adult day care facilities
- municipal and educational uses
- places of worship and community uses
- parks and outdoor recreational areas
- small-scale office uses in converted residential structures that maintain the residential character of the building
- health care facilities including nursing homes

Development Standards: The development standards for the Medium Density Established Residential Neighborhood including the zoning requirements should

maintain the current pattern of development with a density of up to six units per acre for single-family homes and eight to ten units per acre for two-family and multifamily housing. The standards should carefully control infill development or the redevelopment of existing properties to assure that the design of the buildings and layout of the development on the lot is consistent with the pattern of the neighborhood and minimizes adverse impacts on neighboring properties. Different side and rear setback and coverage requirements should be established for multifamily housing or developments with multiple buildings on the same lot. The other development standards in this area should be similar to the current R-2 Zoning District.

Moderate Density Established Residential Neighborhood (ModERN)

Area: The Moderate Density Established Residential Neighborhood includes the developed, primarily single-family neighborhoods on both sides of Main Street north of Beach Street and North Street (See Figure 6.2).

Vision: The current high quality residential character of these neighborhoods is maintained and enhanced. Limited infill development and redevelopment occurs over time in a manner that maintains and is consistent with the character of the neighborhood. Negative influences on these neighborhoods such as cut-through traffic are minimized.

Allowed Uses: Uses in the Moderate Density Established Residential Neighborhood should be limited to single and two-family residential uses and low intensity retail, community, and service uses that primarily support the residential neighborhoods. The following types of uses are generally appropriate in this area as a permitted or conditional use:

- single and two family dwellings
- accessory apartments in single-family dwellings
- home occupations
- child and adult day care facilities
- municipal and educational uses
- places of worship and community uses
- bed and breakfast establishments
- small-scale home-based retail uses for properties fronting on Main Street
- the reuse of existing buildings for professional office use
- parks and outdoor recreational areas

Development Standards: The development standards for the Moderate Density Established Residential Neighborhood including the zoning requirements should maintain the current pattern of development with a density of up to four units per acre. The standards should carefully control infill development or the redevelopment of existing homes to assure that the placement of the house and parking on the lot is consistent with the pattern of the neighborhood. The other development standards in this area should be similar to the current R-1b Zoning District.

Coastal Residential Area (CR)

Area: The Coastal Residential Area includes the developed residential areas along Seaside Avenue from Kinney Shores to, but not including, the Camp Ellis neighborhood (See Figure 6.2).

Vision: The current seaside character of the Coastal Residential Area is maintained. Some expansion of existing homes occurs over time but the scale of enlargements and increases in impervious surface area are limited consistent with state shoreland zoning requirements

Allowed Uses: Uses in the Coastal Residential Area should be limited to single and two-family residential uses and low intensity community and service uses that primarily support the residential neighborhoods. The following types of uses are generally appropriate in this area as a permitted or conditional use:

- single and two family dwellings
- accessory apartments in single-family dwellings
- home occupations
- child and adult day care facilities
- municipal and educational uses
- places of worship and community uses
- parks and outdoor recreational areas

Development Standards: The development standards for the Coastal Residential Area including the zoning requirements and subdivision regulations should maintain the current pattern of development with a density of up to five units per acre in areas with public sewerage and one unit per acre with on-site sewage disposal. The standards should carefully control the enlargement of existing homes

and expansion of impervious surface area consistent with state shoreland zoning requirements. The other development standards in this area should be similar to the current R-1a and R-1c Zoning Districts.

Rural Residential Area (RR)

Area: The Rural Residential Area includes the Boothby Park neighborhood west of the Maine Turnpike (See Figure 6.2).

Vision: The Rural Residential Area consisting of the older Boothby Park neighborhood continues to evolve and improve as a desirable medium density residential island within the Rural Conservation Area of the City. The housing continues to be improved and the City continues to invest in infrastructure improvements to address identified deficiencies and promote a neighborhood environment.

Allowed Uses: Uses in the Rural Residential Area Uses should be limited to single and two-family residential uses and low intensity community and service uses that primarily support the residential neighborhood. The following types of uses are generally appropriate in this area as a permitted or conditional use:

- single and two family dwellings
- accessory apartments in single-family dwellings
- home occupations
- commercial greenhouses and kennels
- child and adult day care facilities
- municipal and educational uses
- places of worship and community uses
- parks and outdoor recreational areas

Development Standards: The development standards for the Rural Residential Area including the zoning requirements should maintain the current pattern of development. Recognizing the possibility that public sewage may be provided to this area in the future, new development should be allowed with a density of up to six units per acre for single-family homes and eight to ten units per acre for two-family housing provided that public sewerage or other adequate provisions can be made for sewage disposal. The standards should carefully control infill development or the expansion or redevelopment of existing properties to assure that adequate provisions are made for sewage disposal and that the design of the

buildings and layout of the development on the lot reinforces a neighborhood character while minimizing adverse impacts on neighboring properties. The development standards in this area should reflect the existing pattern of development to the extent practical.

Rural Conservation Area (RC)

Area: The Rural Conservation Area includes much of the area of the City west of the Maine Turnpike that is not included in the Resource Protection designation or within a designated Growth Area (See Figure 6.2).

Vision: The Rural Conservation Area continues to be a primarily rural landscape with agricultural and other natural resource activities. Limited very-low density residential development occurs over time in a manner that preserves both the rural character of this area and large blocks of unfragmented wildlife habitat. Large scale residential developments do not occur in this area.

Allowed Uses: Uses in the Rural Conservation Area are limited to agricultural and forestry activities, other natural resource related uses, and single-and two family homes including manufactured housing units on individual lots. Limited community and commercial activities that are compatible with a rural environment are also allowed. The following types of uses are generally appropriate in this area as a permitted or conditional use:

- agriculture and agriculturally related businesses
- forestry and natural resource uses including extractive industries
- outdoor recreational uses including campgrounds and golf courses
- adult and child care facilities
- bed and breakfasts
- medical services
- single and two-family dwellings including manufactured housing units on individual lots
- small clustered residential developments that preserve habitat blocks (See Development Standards)
- community facilities such as places of worship, cemeteries, and municipal facilities

Development Standards: The development standards for the Rural Conservation Area should focus on maintaining the rural character of this part of the City if

residential development occurs. This should include:

- restricting the creation of new residential lots along the designated Primary Rural Road Network (See Transportation policies)
- prohibiting most cluster developments
- requiring cluster development for small subdivisions (less than ten lots) if a traditional subdivision will have a significant impact on maintaining the integrity of a large habitat block and a clustered layout would permanently preserve key habitat areas
- requiring a naturally vegetated buffer twenty-five to fifty foot wide to be maintained/created along existing public roads when new lots are created that abut on these roads to maintain/create a green streetscape
- limiting the width of openings in the vegetation along existing public roads for new roads or driveways.
- requiring the preparation of a site inventory and analysis as part of an application for subdivision approval to assure that the design of the development is sensitive to the natural characteristics of the site. The analysis should identify the attributes of the site and the portions of the site that are better suited for development and those that are better suited for conservation or open space. the multistory buildings
- authorizing the Planning Board to monitor the rate of residential development in the Rural Conservation Area and to develop a mechanism to limit residential development if development exceeds an average of twenty units per year based on a three year moving average

Residential uses should continue to be allowed at a density of approximately one unit per two acres.

Mixed-Use Limited Growth Areas

Camp Ellis Marine Mixed-Use Area (CEMMU)

Area: The Camp Ellis Marine Mixed-Use Area includes the entire Camp Ellis neighborhood (See Figure 6.2).

Vision: The Camp Ellis Marine Mixed-Use Area continues to function as the City's primary deep water access for marine-related businesses including the commercial fishing fleet. The wharf and associated facilities are well-maintained and upgraded as needed to serve the marine community. The ongoing erosion is controlled

through modifications to the jetties and other improvements. The neighborhood continues to be a summer recreational/retail area with an improved business area. Minimization of the beach erosion results in re-investment in the neighborhood's residential properties that are not in areas susceptible to storm related damage.

Allowed Uses: Marine related businesses and support facilities should be allowed in the Camp Ellis Marine Mixed-Use Area including boat building and repair and fishing-related uses including wholesale sales. A range of residential uses including single and two-family dwellings should be allowed in the area. Other small-scale nonresidential uses including retail sales and restaurants should also be allowed in this area. The following types of uses are generally appropriate in the Camp Ellis Marine Mixed-Use Area as a permitted or conditional use:

- marine related businesses and facilities
- single and two-family housing
- accessory apartments in single-family homes
- home occupations
- community and government services
- recreation uses
- cultural and educational uses
- bed and breakfasts
- adult and child care facilities
- retail sales including artist/craftsman studios
- restaurants

Development Standards: The development standards for the Camp Ellis Marine Mixed-Use Area including the zoning and site plan review requirements and design standards should provide for the continued use of the area by marine businesses including reasonable provisions for the expansion of existing uses or the establishment of new marine-related uses. Residential uses should continue to be allowed with a density of up to six units per acre. The standards should carefully control infill development or the redevelopment or conversion of existing properties to assure that the design of the buildings and layout of the development on the lot is consistent with the pattern of the neighborhood and minimizes adverse impacts on neighboring properties. The standards should control development in areas subject to storm induced flooding. The other development standards in this area should be similar to the current B-5 Zoning District.

Commercial Reuse Area (CoR)

Area: The Commercial Reuse Area includes the area on the north side of North Street adjacent to the railroad tracks that has historically been used for non-residential purposes (See Figure 6.2).

Vision: The Commercial Reuse Area is upgraded and improved to provide a range of commercial and light industrial activities while protecting the surrounding residential neighborhood and maintaining an attractive “face” on North Street. As development and redevelopment occurs, the visual environment along North Street is enhanced – renovated and new buildings meet high standards of both building and site design. Adjacent residential areas continue to be protected from the impacts of the non-residential uses.

Allowed Uses: A range of retail, service, office, light industrial, and community uses should be allowed in the Commercial Reuse Area as well as automobile sales and service/repair facilities but excluding gasoline sales. A range of residential uses should be allowed to allow for possible residential development along North Street. The following types of uses are generally appropriate in the Commercial Reuse Area as a permitted or conditional use:

- retail businesses with a maximum floor area of 20,000 SF
- personal and business services
- financial services
- business, professional, and government offices
- restaurants but not drive-thru service
- motor vehicle sales and service excluding gas stations
- community and government services
- recreation and entertainment uses
- cultural and educational uses
- light industrial uses
- residential uses

Development Standards: The City’s development standards including the zoning requirements and site plan and design standards should focus on assuring that the reuse of existing buildings as well as new development or redevelopment occurs in a manner that is appropriate to the surrounding residential neighborhood while allowing economic use of the properties. If new buildings are constructed in close proximity to North Street, the buildings should be located close to the street with no parking or service area between the building and the street. Residential uses should

be allowed at a density of 8 to 10 units per acre with higher density for small units (one-two bedrooms).

Non-Residential Limited Growth Areas

Downtown Limited Business Area (DLBA)

Area: The Downtown Limited Business Area includes areas on the fringe of the Downtown Business Area that are appropriate for small-scale, low intensity non-residential activity. This includes the area on both sides of Main Street from the City Hall area to North Street/Beach Street and along Beach Street easterly to James Street, the north side of Cutts Avenue, and the area around Middle Street/Free Street/Common Street (See Figure 6.2).

Vision: The historic architectural character of the Downtown Limited Business Area is maintained and enhanced as the areas continue to evolve as mixed-use, pedestrian-friendly portions of Downtown. Office uses and small-scale, low-intensity specialty retail and service businesses that are compatible with the neighborhood character continue to locate in these areas increasing the intensity of non-residential use. The visual environment is enhanced – renovated and new buildings maintain the historic pattern of development. The public realm is improved through ongoing streetscape improvements and the planting of additional trees. Traffic flow on Main Street and at the intersection of Main/North/Beach Streets is improved while maintaining the pedestrian character of the area. Adequate parking is provided both on-street and in parking lots that fit into the character of the area.

Allowed Uses: A wide range of retail, service, office, and community uses should be allowed in the Downtown Limited Business Area as long as the scale and intensity of the activity is appropriate to the area. Residential uses should continue to be allowed and should be encouraged as part of mixed-use buildings. Drive-through services are not appropriate in this area. The following types of uses are generally appropriate in the Downtown Limited Business Area as a permitted or conditional use:

- small-scale retail businesses (<1,500 SF)
- small-scale personal and business services
- financial services
- business, professional, and government offices

- community and government services
- cultural and educational uses
- bed and breakfasts
- residential uses including residential units on the upper floors of mixed-use buildings and elderly housing.

Development Standards: The City's development standards including the zoning requirements, site plan and design standards, and historic standards should require that alterations or expansions of existing buildings as well as new/replacement buildings complement the established pattern of development and historic architectural character of these areas. This should include:

- maintaining the established pattern of building placement with respect to the sidewalk including requiring a landscaped area/lawn between the building and the sidewalk where that is the established pattern
- orienting buildings to the street with the street wall treated as the front of the building with an entrance from the sidewalk
- limiting the height of buildings to a maximum of three stories
- requiring multistory buildings except for special uses such as places of worship
- encouraging the provision of pedestrian and bicycle amenities
- generally providing off-street parking to the side or behind the building
- allowing flexible approaches for providing parking including shared parking and reduced parking requirements

Residential uses should continue to be allowed at densities up to 15 to 20 units per acre for small units (one-two bedrooms) with somewhat lower density (10 units per acre) for larger dwelling units with special consideration for elderly or special needs housing.

Front Street Waterfront Area (FSWA)

Area: The Front Street Waterfront Area includes most of the land along Front Street east of the railroad underpass (See Figure 6.2).

Vision: The Front Street Waterfront Area provides an area in close proximity to Downtown for uses and activities that need access to the waterfront or that serve marine-related activities. Opportunities for public access to the river are enhanced while marine uses flourish. Provisions to protect the river from the impacts of

stormwater runoff are upgraded.

Allowed Uses: The Front Street Waterfront Area should allow a range of nonresidential uses with a focus on activities that need a waterfront location. Residential uses should be limited to units on the upper floors of mixed-use buildings. The following types of uses are appropriate in this area as a permitted or conditional use:

- marine uses including marinas and yacht clubs, boat yards, and related sales of marine supplies and equipment
- business services
- business, professional, and government offices
- community and government services including the City's sewage treatment plant
- recreation uses
- restaurants
- marine related cultural and educational uses
- residential units as part of mixed-use buildings

Development Standards: The development standards for the Waterfront Area including the zoning requirements and site plan and design standards should focus on allowing development and use that is appropriate within a marine environment. The standards should reflect Shoreland Zoning requirements including provisions to maintain a green, vegetated edge along the riverfront except where marine-related facilities are located.

Residential uses as part of mixed use building should to be allowed at densities up to 15-20 units per acre for small units (one-two bedrooms) and 10-12 units per acre for larger units.

38. The Future Land Use Plan designates the following areas as **Restricted or Non-Growth Areas:**

Resource Protection Area (RP)

Area: The Resource Protection Area includes areas with significant natural resource constraints, areas along the streams that are tributary to the Saco River upstream of the intake for the Biddeford-Saco Water Company, and land that is owned by

conservation organizations (See Figure 6.2).

Vision: The Resource Protection Area is preserved in an essentially natural state with only very low intensity uses that are consistent with the lands natural resource value or open space use.

Allowed Uses: Allowed uses in the Resource Protection Area are limited to natural resource related activities, low-intensity recreational and educational uses, piers, wharves, and other marine facilities, and similar activities. Uses and activities involving significant development are not appropriate in this area. The following types of uses are generally appropriate in the Resource Protection Area as a permitted or conditional use:

- Agricultural and forestry activities
- Non-intensive recreational uses including low-intensity parks and picnic areas
- Trails
- Resource management activities
- Water recreation facilities
- Piers, docks, and wharves
- Aquaculture
- Small scale educational and scientific uses

Development Standards: The City's development standards including the zoning requirements and site plan and design standards should focus on assuring that the natural resource values of these areas are maintained and that any use or development within the area does not detract from these values.

Stream Protection Overlay Area (SPO)

Area: The Stream Protection Overlay Area includes areas along streams that serve or potentially could serve as wildlife travel corridors between large blocks of habitat in the western portion of the City (See Figure 6.2). The SPO should extend seventy-five feet on both sides of these streams.

Vision: The Stream Protection Overlay Area is preserved in an essentially natural state with any structures within the area designed so as not to impede wildlife movement along the stream an adjacent riparian habitat.

Allowed Uses: The Stream Protection Overlay is intended to be an overlay district that does not change the allowed uses in the underlying zoning district

Development Standards: The City's development standards including the zoning requirements should require that all buildings, structures, and paved areas be built outside of the Stream Protection Overlay Area where that is feasible given the configuration and natural characteristics of the lot. The standards should allow the portion of a lot that is within the overlay to be counted to meet lot size or density requirements if it could otherwise be used for that purpose. The standards should also require that the area be retained in a naturally vegetated state to and that any structures such as fences or walls within the overlay area be designed to allow movement of wildlife along the stream and adjacent habitat.

PART 3: IMPLEMENTATION STRATEGIES



Chapter Seven: Regional Coordination

Chapter Eight: Implementation Strategy

Chapter Nine: Capital Investment Strategy

CHAPTER SEVEN: REGIONAL COORDINATION

The City of Saco is part of the Biddeford-Saco region. In some cases, what happens in Saco influences the larger region. For example, expansion of the Saco Industrial Park will create economic benefits that extend beyond the City limits. In other cases, what happens in other communities can influence Saco. Residential growth in the towns along Routes 5 and 112 generates traffic that uses Saco's road network and changes the role and character of these facilities. In some cases, natural resource issues such as the management of the Saco River extend across municipal boundaries. In recent years, the City's interrelationship with Scarborough has increased with development in the Route One corridor in Saco and in the Dunstan area of Scarborough. While the focus of this Comprehensive Plan is on the City of Saco, this chapter looks at the regional issues facing Saco and how those can be addressed.

Saco cooperates in many regional efforts with many partners. Cooperation with Biddeford and Old Orchard Beach was formalized when the Councils of Biddeford, Saco and Old Orchard Beach adopted a resolution in February of 1998 encouraging the development of Operational Agreements and Joint Ventures between the three municipalities. The resolution stated, in part:

“Whereas, the three Communities have long standing mutual aid agreements for public safety, emergency rescue and local Shuttlebus services, and

Whereas, the three communities jointly provide adult education programs and technical and vocational education at the Regional Center of Technology, and

Whereas, the home rule charters of the respective communities allow Councils to enter into interlocal agreements to perform and finance governmental operations, and

Whereas, the State of Maine authorizes under the Interlocal Cooperation Act intergovernmental agreements for the delivery of services and the purchase of capital equipment, and

Whereas, the deregulation of the cable, phone, and utility industries makes regional cooperation and teamwork vitally important to the future success of their organizations,

Now Therefore, Be It Resolved that the Municipal Councils of Biddeford, Old Orchard Beach and Saco do hereby acknowledge and endorse the development of new interlocal

partnerships aimed at combining limited resources, manpower, and physical facilities. Further, we support the consolidation of programs and projects between the tri-Municipalities to promote cost effective delivery of services."

Among the three cities' stated objectives are:

- Enhance collaboration with surrounding jurisdictions on regional issues;
- Evaluate municipal services to maximize competitiveness and the efficient use of existing resources;
- Leverage the use of information technology to communicate with the public;
- Provide services expeditiously, improve operational efficiency, and support internal communications.

The following sections look at a number of regional issues facing the City as it plans for the future:

A. Regional Economic Development

Historically, the economies of Biddeford and Saco functioned as a single market. This is less true today with ties to Portland increasing. Nevertheless, the economic health of Saco is closely tied to the health of Biddeford and the larger region. Therefore, it is important that the community's economic development activities focus both on the community and region. The City should continue to work with Biddeford, Old Orchard Beach, and regional economic development organizations to improve the economy of the region.

The Biddeford Saco Area Economic Development Corporation (BSAEDC), a cooperative effort of the two cities and the Chamber, assists the two cities by providing public sector lending to businesses. BSAEDC cooperates with the Biddeford Saco Chamber of Commerce, Heart of Biddeford, and Saco Spirit on a Buy Local campaign. The two cities support downtown revitalization using the National Maine Street Center method by supporting the Heart of Biddeford and Saco Spirit. The City participates in a leadership role in the Southern Maine Regional Planning Commission (SMRPC) which assists York and Cumberland Counties in economic development issues and an EPA Brownfields initiative through the Southern Maine Economic Development District (SMEDD) and is supporting a current effort to reorganize the boundaries of SMEDD and the state's other EDDs.

An example of this type of cooperation was the City's Development Director participating on the Biddeford Mill District Plan committee.

B. Housing

Saco and Biddeford provide most of the subsidized housing and much of the moderate cost and rental housing available within the region. For the last three years the City Council has included affordable housing among its annual goals. The City works closely with regional housing providers such as AVESTA and Volunteers of America to develop affordable housing projects. In addition, it has participated in the regional "Keeping Neighbors Warm" program.

C. Transportation

Saco, Biddeford, Old Orchard Beach, and PACTS recently completed a draft of a transportation plan for the region, the first to follow the revised requirements of the Sensible Transportation Act. Interstate highway access and the volume of traffic from the west emerged as issues for the City.

As a result of population growth, in 2002 Saco and six other communities became a part of the Greater Portland Metropolitan Planning Organization -- PACTS, which plans transportation in the region. The City has held leadership roles in all of the key PACTS committees.

The City has experienced significant growth in the volume of traffic using the City's rural collectors west of the Turnpike. While some of this increase is the result of residential development in Saco west of the Turnpike, much of this growth in traffic is the result of residential development in the communities in the Route 5 and Route 112 corridors.

The City should support regional efforts to manage residential development in these communities west of Saco. In addition, the City should work with the State and regional organizations to assure:

- That available transportation funding is used to address the impacts of regional patterns of residential development, and
- That these communities and their residents together with the State of Maine share the cost of transportation improvements needed to accommodate residential growth in these communities to the west of Saco including consideration of a funding

mechanism such as a regional impact fee, and

- That the Maine Turnpike Authority considers additional access improvements in the City to reduce the impacts of this traffic on Saco including the possible use of former Exit 5 to allow northbound commuters to enter the Turnpike at that location.

As the host city for the region's Downeaster Amtrak service, and with its new Saco Transportation Center, Saco plays a major role in intercity public transportation within the region. The ShuttleBus provides public transportation in the three city area. The Transit Committee that operates the ShuttleBus was formed in 1979 by an interlocal agreement of Saco, Biddeford, and Old Orchard Beach. The Committee is currently working to expand the agreement to include Scarborough as a participant in the bus system.

D. Recreation

The City cooperates in several regional recreation efforts. It works with Biddeford and Old Orchard Beach to organize soccer, basketball, and tennis camps, as well as summer camps. It also works with Biddeford and with Thornton Academy by sharing specialized equipment for field maintenance activities.

The Eastern Trail in Southern Maine will provide a four-season, non-motorized, multi-purpose, recreational trail between Kittery and South Portland, and will require the cooperation of a number of groups and communities and the commitment of resources to its development. The Eastern Trail in the southern Maine region promotes trail-associated economic development in York and Cumberland Counties. From 2001 through 2009, member communities and the Eastern Trail Alliance have provided \$486,500 in membership fees, virtually all of which has been utilized for administrative costs required for federal funding. In return, over \$7.8 million in state and federal funds have been committed to the development of the Eastern Trail. Construction of 11 miles of trail from South Portland through Old Orchard Beach is complete except for a 1 mile gap of on-road trail. 6.2 miles of trail will be completed in early summer 2011 from Biddeford to Kennebunk, and design work will be completed and construction bids sought in Fall 2010 for a 4.3 mile section from Old Orchard Beach to Saco. The City should continue to support efforts to establish the Eastern Trail and to obtain state and federal funding for its development.

E. Marine Resources, Water Resources, Critical Natural Resources

Planning activities on a larger-than-local basis include participation in the Saco Bay Implementation Team, the Eastern Trail Management District, the Southern Maine Regional Planning Commission, the Saco River Corridor Commission, and the Saco Bay Management Plan. For stormwater planning and management (MS4), Saco participates in a Greater Portland group, as well as the interlocal working group with Biddeford and Old Orchard Beach.

Management of the Saco River Watershed

The Saco River is the source of drinking water for the Biddeford-Saco Water Company. It also is a major regional recreational resource. The watershed of the Saco encompasses a large geographic area extending into New Hampshire. Maintenance of the river's water quality requires the involvement and cooperation of a number of municipalities. Recognizing the importance of the Saco River and its resources to the communities along the river, the Saco River Corridor Commission, which is made up of representatives from each municipality involved, is a state chartered commission that exists to help manage and permit activities that may impact the public health, safety and quality of life the river supports. The City of Saco should continue to be an active participant in the Commission, to financially support its operation, and to coordinate the City's land use regulations with the Commission's.

Management of Saco Bay

Saco Bay extends from East Point in Biddeford Pool to Prouts Neck in Scarborough. The Bay is one of the most heavily used coastal recreational areas in the State. It has an intensively developed shoreline and much of its watershed is developed and continues to experience growth. This contributes significant stormwater to the Bay. In addition, the sewage treatment plants for Saco, Biddeford, and Old Orchard Beach are tributary to the Bay. Maintaining and improving the water quality of this resource will require a coordinated effort among the communities adjacent to the Bay as well as those in the watershed. The City should support regional efforts to study and manage the water quality of Saco Bay. Examples of three such efforts that were initiated or continued in 2010 include:

- Coastal Resiliency Project – The City is working with the Maine Sea Grant, the Maine Geological Survey, and the Southern Maine Regional Planning Commission to develop strategies for coastal landowners to utilize in responding to and managing coastal hazards such as rising sea levels, erosion, and storms.
- Sea Level Adaptation Working Group (SLAWG) – This effort is the result of a

regional grant awarded to Saco, Biddeford, Old Orchard Beach, and Scarborough, with the adoption of an inter-local agreement between the communities and the Southern Maine Regional Planning Commission. Work will progress in 2010-2011 to identify natural ecosystems, public and private infrastructure, and at-risk properties, then to develop regional solutions.

- Sustaining the Saco – Saco, Biddeford, and Old Orchard Beach have been invited to participate in a University of New England and Wells National Estuarine Research Reserve Initiative called “Sustaining the Saco”. This project is designed to increase understanding of the state of the science in the Saco estuary, identify management and policy challenges influencing sustainability of ecosystem health, and to identify and prioritize research needs for the coming four years of the National Science Foundation-funded project.

F. Historic and Archaeological Resources

The City is a CLG, a Certified Local Government for Historic Preservation. It has hosted training sessions for historic commissions and included Biddeford and Kennebunk commissioners in the training. In 2008 the City joined in the successful joint application with Biddeford for the two cities to join in a National Register Historic District in the two cities’ mill district.

G. Public Facilities and Services

The City cooperates with Biddeford and groups of municipalities on many management and public safety issues. Some of the agreements are formal mutual aid agreements, while others are less formal joint purchasing or coordination programs. An overview of such cooperative programs follows.

Public Safety and Emergency Management

The City cooperates with neighboring communities and York County on regional public safety and emergency management issues. The communities and County should continue to explore ways to regionalize public safety and emergency management services.

Due to regionalization efforts, Saco’s E-911 dispatching is provided through the Biddeford Public Safety Answering Point (PSAP). When the PSAP receives a 911 call for Saco, it transfers the call directly to Saco dispatch center where the call is handled from that point on.

Additionally, for all police and fire related calls, the Saco, Biddeford, and Old Orchard Beach departments use the same radio management software to manage the reporting system. Using the same software allows all of the departments to access each others' databases and simplifies the exchange of information. Additional department cooperation includes:

Fire Protection and Emergency Medical Services

- Automatic aid agreements with Biddeford, Old Orchard Beach (OOB), Scarborough, and Buxton
- Tri-Community emergency equipment bidding and purchase
- Training for recruits and firefighters, and instructor sharing
- Biddeford and Saco dive teams and response teams
- Juvenile fire setter County wide program
- Saco River flood and evacuation program
- Provision of Saco Bay emergency response through a coordinated program with Saco, Biddeford, OOB, and Scarborough

Police

- Mutual aid agreements with Biddeford, Scarborough, and OOB for emergency responses
- Maine Chief's Region 1 Training Council – training curriculum for all police officers is shared
- Biddeford-Saco Warrant Service Team
- Saco, OOB and Biddeford use the IMC dispatch and police record software packages
- River patrol is shared between Saco and Biddeford
- Participation in the York County Evidence Response Team. We combine resources and share personnel with a number of other law enforcement entities in this area so that when one of us has a large, complex crime scene we all contribute resources
- Participation in the Maine Drug Enforcement Agency. Truly a regional effort, with personnel from the State and other agencies working with each other
- York County Sexual Assault Response Team (YSART). We work regionally with Sexual Assault Response Services, MECASA, and other police agencies to assist victims of domestic assault
- York County Domestic Violence Response Team. This regional group brainstorms and lobbies for solutions to domestic violence in York County

Utilities and Public Works

- Tri-Community Utility Inspection System operations and training
- Solid Waste Management Team: Saco, Biddeford, OOB and Scarborough have been working together for years to address common needs
- Scarborough and Saco jointly employ a recycling educator
- Cooperatively purchased wastewater chemicals with numerous southern Maine communities – QC lab checks with Biddeford
- EcoMaine is the regional provider of MSW and Recycling transfer and disposal services
- The Department of Public Works has purchased some large equipment (specifically the VacTruck) using bids received by Biddeford and OOB. We continually work with the DPWs in OOB and Biddeford to compare and utilize each other purchasing power
- Saco and Scarborough jointly employ a director of GIS (geographic information systems)

Biddeford-Saco Water Company

The Biddeford-Saco Water Company is a private company that provides water service to Saco and a number of other municipalities. As a private business, the water company's interests can be different than the municipalities within which it provides service. Saco should work with Biddeford, Old Orchard Beach, and Scarborough to develop a regional approach for working with the water company to address issues of common concern including upgrading of the system and the establishment of a mechanism to finance service extensions. There is no mechanism exists for formal City involvement in the planning for the improvement of the system. Since the other communities served by this system face similar issues, this creates an opportunity for a regional approach for addressing this issue.

General Administration and Joint Provisions of Services

- Old Orchard Beach, Biddeford and Saco retained an expert Cable television attorney to assist in franchise renewal with Time Warner cable
- The Code Enforcement Departments have worked cooperatively to adopt the same editions of the Residential, Building, Existing Structures and Electrical Codes with the same local amendments in an effort to simplify the regulations for regional contractors and homeowners
- The Code Enforcement Officers have worked cooperatively with Deering Lumber to offer four educational seminars on the requirements of these codes.
- The Code Enforcement Departments in Biddeford and Saco provide

inspection services to each other when key personnel are away

- The Code Enforcement Offices have sponsored several training sessions on residential energy codes and landlord forums on lead based paint abatement
- Saco, Scarborough and OOB use the MUNIS financial software
- Saco, Biddeford and OOB annually jointly purchase heating and diesel fuel through a Cooperative Purchasing Program
- The assessors share a lister employee with two other towns. Vision software is used by Biddeford, OOB and Saco

H. Alternative Energy

The City has explored the provision and use of alternative energy including the exploration of expansion of the natural gas distribution system and the use of wind power. Successful use of alternative energy is likely to require a regional approach.

I. Conflicts With Neighboring Communities' Policies

The main areas of conflict is the growth of commuter traffic which results from the residential development and related population growth in towns to the west and the impacts of the MERC trash to energy facility in Downtown Biddeford on the City especially the Downtown area. The City should continue to work with the PACTS, the Maine Turnpike Authority, Maine Department of Transportation, and the towns west of Saco to address the commuter traffic issue. While Saco has withdrawn its support for the MERC facility, the City should continue to work with the owners of MERC, Biddeford, private and regional organizations, and the State to reduce or eliminate the negative impacts of this facility on the Intown areas of both Saco and Biddeford.

CHAPTER EIGHT: IMPLEMENTATION STRATEGY

Part 2 of this Comprehensive Plan lays out a wide range of actions that the City of Saco and its partners will need to undertake to carry out the identified policies. For this Plan to be successful, the City needs to systematically and comprehensively implement these recommendations. This chapter sets out an implementation strategy to guide that process.

A. Management of the Implementation Process

Successful implementation of the recommendations of the Comprehensive Plan will require that there be on-going oversight of, and responsibility for, the implementation of the Plan. In simple terms, some body or group must “own” the plan and be accountable for the progress in implementing the Plan. While the ultimate responsibility for implementing the Plan’s recommendations lies with the City Council, it is unreasonable to expect that the Council will manage the implementation of the various proposals. The Planning Board should be assigned the overall implementation responsibility.

Therefore, a key implementation strategy is for the Planning and Development Department (P&DD) as the Planning Board’s staff to have the primary responsibility for overseeing the implementation of the Update’s recommendations in conjunction with other City staff. This includes the following responsibilities:

- coordinating the submission of the Plan to the State Planning Office for review including consideration of any feedback from the state on the plan. If the SPO finds that changes in the Plan will be necessary for the state to find the Plan consistent with the state Growth Management Program, the City should consider whether changes should be made, and if so, staff should recommend revisions to the Planning Board and City Council to bring the plan into conformance with the state standards.
- coordinating the efforts of the City staff and other boards and commissions to implement the recommendations.
- providing the City Council with periodic reports on the progress of implementing the Plan together with proposals for revising the implementation strategy and/or amending the Plan if necessary.

- conducting periodic evaluations in conjunction with the City's established strategic planning process to review the progress in implementing the Plan and to identify implementation priorities for the coming year.

B. Policy References

The Implementation Strategy that follows in Section C lays out a strategy for implementing the proposals set out in Chapter 5, Community Goals and Policies and Chapter 6, Land Use Goals and Policies. Section C is indexed to the lettered headings for each plan element in Chapter 5 so the full language and context of the proposal can be easily referenced. References to the appropriate plan element and policy are indicated in the first column by a listing such as C.1. This means that the proposed activity is the first strategy under element C. Natural Resources. All actions from Chapter 6, Land Use, are identified in the first column by a listing such as L.9. This means that the proposed action relates to policy 9 in Chapter 6.

As a note, not all policies are referenced in the Implementation Strategy. Many policies in the Plan simply direct and encourage the City of Saco to maintain current regulations, programs, and partnerships. These ongoing activities are only included in the Implementation Strategy if they require active participation by the City in the future, and not simply leaving current ordinances or guidelines alone.

C. Implementation Strategy

The Implementation Strategy lays out a program for carrying out the various policies that are set forth in this Plan. The various strategies are assigned to a time frame for implementation as follows:

Ongoing Activities – These are actions that the City routinely does on an on-going or annual basis or that are already in progress.

Immediate Activities – These are actions that should be completed within one year of the adoption of the Plan.

Short Term Activities – These are actions that should be completed within two to three years of the adoption of the Plan.

Longer Term Activities – These are actions that will take more than two-three years to complete. In some cases these are initiatives that cannot be undertaken under present circumstances, and will need to put aside for a number of years.

For each action, the Implementation Strategy identifies the person, group, or organization that should have primary responsibility for carrying out that activity. The strategy recognizes that other people, committees, or organizations in addition to the designated primary implementer will be involved in many of the actions. The intent is to set out the person, group or organization that will be the “mover” for that strategy and will be responsible for seeing that it is carried out.

The Implementation Strategy is presented as a multi-page matrix beginning on the next page.

Policy Reference	Activity	Primary Responsibility
Ongoing Activities		
Regulatory Issues		
B.5, F.5 thru F.8., L.22.	Continue to improve the visual appearance, traffic flow and accessibility of the Route One corridor between Thornton Academy and I-195.	Planning Board, Planning and Development Dept (P&DD)
B.9.	Continue to improve visual appearance of existing non-residential development.	Planning Board, P&DD
C.5.d.	Continue to closely regulate and monitor uses with the potential for contaminating groundwater.	Planning Board, Conservation Commission
C.13.	Continue to manage development in flood hazard areas.	Conservation Commission, Shoreline Commission, P&DD, CEO
F.14.	Require new subdivisions adjacent to rural collector roads to set aside land for the expansion or modification of the right-of-way of the existing collector road and to give the City the opportunity to purchase this land if the road does not meet current right-of-way standards or if realignment of the roadway will be required.	Planning Board, P&DD
F.17.	Discourage the use of local residential streets as short cuts for commuter and similar through traffic through active enforcement of traffic rules and the judicious use of traffic calming techniques.	Traffic Safety Committee, Public Works Dept
I.8.	Amend land use regulations to designate much of the area west of the Turnpike as a Rural Conservation District that maintains the rural pattern of use.	Planning Board, P&DD
J.1.	Periodically review the boundaries of the Historic Preservation District and determine if there are any properties that should be included in or removed from the district.	Historic Preservation Commission, City Planner, Council

Policy Reference	Activity	Primary Responsibility
L.25.	Resist allowing commercial development along major streets not designated as commercial growth areas in the Future Land Use Plan.	Planning Board, P&DD
L.34.	Ensure that all areas with natural resource constraints that present significant barriers to development or intensive use remain designated as resource protection areas in which development is severely limited and intense use restricted.	Conservation Commission, Planning Board
Capital Projects & Funding		
B.2	Extend the industrial park rail spur	Council, Public Works Dept (PWD)
B.3.	Continue to fund economic development program.	Council, Administrator
B.4.f., L.20.	Continue to develop and maintain infrastructure to promote redevelopment of Saco Island.	Council, P&DD
C.10, C.11.	Acquire and support the efforts of partners to acquire properties/conservation easements to protect high value wetlands.	Council, Land for Saco’s Future
C.14.	Undertake needed stormwater drainage improvements in flood hazard areas.	Council, PWD
D.4., D.5., I.6., I.7.	Increase public access opportunities to the Atlantic Ocean and Saco River by asserting public rights in old rights-of-way and/or property acquisition.	Coastal Water Commission, Council, Land for Saco’s Future
E.8.	Continue implementation of the combined sewer overflow (CSO) abatement program.	Council, Administrator, PWD
E.12.	Continue to fund and implement the improvements identified in the 2001 All Hazards Mitigation Plan	Council, Administrator, PWD
F.24.	Continue to expand and upgrade the sidewalk system with a focus on priority areas where there is a demand for pedestrian movement.	Council, Administrator, PWD
F.27.	Provide paved shoulders for use by cyclists when collector and arterial roads are upgraded.	Council, Administrator, PWD
F.29.	Expand the supply of bicycle facilities and racks in downtown and other appropriate locations.	Council, Administrator, P&DD

Policy Reference	Activity	Primary Responsibility
F.34.	Provide on-going funding through the capital planning and budgeting process to allow for pavement maintenance of City streets on a 12-year cycle.	Council, Administrator, PWD
F.35.	Seek outside funding for maintaining the bridges that are owned by the City.	Administrator, PWD
F.36.	Continue to upgrade traffic control and management devices utilizing new technology.	Administrator, PWD
G.5.	Continue to seek state funding to provide financial assistance to owners of older homes.	Council Housing Comm, P&DD
H.2., K.3.	Continue to plan for the provision of capital facilities through an annual and long term capital improvements planning process to ensure that facilities are adequate to support growth in the areas designated in the Land Use Plan.	Council, Department Heads
H.6.	Continue to use Tax Increment Financing (TIF) to pay for the City's cost for the construction of roads and utilities needed to expand the available supply of serviced sites within the Industrial Park and Business Park areas.	Council, Administrator, P&DD
I.2.	Work towards completion of the Foss Road Recreation Complex as funding allows.	Council, Parks & Recreation Dept
I.4.	Continue to remove wooden playgrounds as they become unserviceable and replace them with more durable facilities.	Council, Parks & Recreation Dept
J.9 thru J.13.	Continue to fund and provide public support for the Dyer Library, Saco Museum, and other cultural and creative organizations in the area.	Council, PD&D
Partnerships and Other Initiatives		
B.4.a-b.	Continue partnership with Saco Spirit and maintain Main Street certification.	Council, Mayor, P&DD
B.4.c.	Support Chamber efforts to promote tourism and heritage tourism.	Council, Mayor, P&DD
B.11.	Continue to work with neighboring communities and development organizations to foster the economic prosperity of the region.	P&DD

Policy Reference	Activity	Primary Responsibility
C.1-4	Continue to work with local and regional partners to maintain good water quality for the Saco River and its tributaries.	Council, PWD, Conservation Commission
C.17.	Continue to work with the Army Corps of Engineers to implement a long-term solution to minimize erosion at Camp Ellis.	Council, Mayor, Administrator, Shoreline Commission
C.18-19	Continue to work with area conservation groups to acquire or otherwise protect fisheries and wildlife habitat.	Council, Conservation Commission, Land for Saco’s Future
C.22.	Continue to participate in the regional Sea Level Adaption Working Group (SLAWG).	Council, City Planner, City representative
E.1.	Advocate with the Biddeford Saco Water Company to improve fire flows and pressure in areas of the City that have identified deficiencies.	Fire Dept, Planning Board, PWD
E.9.	Encourage the Saco Mobile Home Park and other key properties with subsurface wastewater disposal to connect to the public sewer system.	Council, Administrator, PWD
F.1.	Explore the development of a new Maine Turnpike interchange in the vicinity of the Flag Pond and Cascade Roads	Council, Administrator, PD&D
F.2	Explore ways to minimize the impact of Turnpike-bound traffic on City streets	Council, Administrator, PWD, PD&D
F.3.	Explore possible re-opening the northbound on-ramp of the former Exit 5 as E-Z pass only entrance.	Council, Administrator, PWD, PD&D
F.4.	Continue to work with MaineDOT to construct turning lanes on Route One north of I-195.	Council, PWD
F.21. F.23.	Continue to support the ShuttleBus system and its efforts to expand service and amenities.	Council, Transit Committee
F.22.	Work to enhance all types of service at the Saco Transportation Center, including increasing the frequency of passenger rail and expanding local and regional bus service.	Council, Administrator, Transit Committee
F.31.	Work with downtown property owners to improve the visibility and management of the available off street parking.	PWD, P&DD

Policy Reference	Activity	Primary Responsibility
J.4.	Work with the Maine State Historic Preservation Commission to conduct professional surveys of the City’s suspected prehistoric and historic archaeological sites/areas as funding is available.	Historic Preservation Commission, P&DD
L.2., L.20.	Continue to support private development efforts to revitalize Downtown and Saco Island, as well as the maintenance and improvement of older residential neighborhoods.	Council, Mayor, P&DD
L.32.	Continue to encourage the owners of farm and forest land to make use of the Farm and Open Space and Tree Growth Tax programs.	Council, Mayor, Conservation Commission

Immediate Activities (Within 1 Year)

Regulatory Issues

B.7., L.16.	Revise development standards to encourage high quality mixed-use “planned developments” in the Route One corridor from the Cascades area north to the Scarborough line.	Planning Board, P&DD
F.32	Review parking requirements in the Downtown area	Planning Board, P&DD
G.6.	Consider relaxing the standards for parking and other regulations governing housing development in Intown neighborhoods.	Planning Board, P&DD
L.9.	Review and update site and building design standards as necessary. In updating the standards consideration should be given to the differing design requirement of buildings in urban or in-town locations versus buildings in more suburban or highway locations.	Planning Board, P&DD
L.10	Review and revise the process for Planning Board review of larger-scale residential and infill development proposals.	Planning Board, P&DD
L.12.	Consider the use of variable housing density provisions based on the size of the unit or intensity of the use in determining the allowed density or required minimum lot size.	Planning Board, P&DD
L.14.	Establish an alternative approach for regulating infill development in Established Residential Neighborhoods	Planning Board, P&DD

Policy Reference	Activity	Primary Responsibility
L.23.	Encourage large-scale commercial uses in the Route One corridor from I-195 to the Cascade Road and only allow residential uses as part of mixed-use developments.	Planning Board, P&DD
L.26.	Revise land use regulations to existing neighborhood convenience stores conforming uses in appropriate residential districts, to allow for the modernization and limited expansion of these facilities through a minor site plan review process to assure that the scale and intensity of the activity is appropriate and that the impacts on neighboring properties is minimized. The regulations should not allow the addition of gasoline sales to an existing neighborhood store.	Planning Board, P&DD
L.36 – L.38.	Revise the Zoning Ordinance to implement the land use designations set out in the Future Land Use Plan including creating/revising zoning districts as necessary. This includes revisions to the Established Residential Neighborhoods to better accommodate infill development, revisions to the downtown zones, and the creation of new mixed-use and non-residential districts as needed.	Planning Board, P&DD

Short Term Activities (Within 2-3 Years)

Regulatory Issues

C.1.	Require use of Best Management Practices for stormwater runoff in all areas upstream of the local drinking water supply intake.	Planning Board, Public Works Dept (PWD)
C.5.a-c.	Update existing land use standards to ensure that groundwater resources are effectively protected.	Planning Board, P&DD, Conservation Commission
C.12. C.20.	Revise land use controls to require new developments to protect significant vernal pools, rare plants, and plant communities.	Planning Board, P&DD, Conservation Commission
D.4	Revise development review standards to encourage public access to the Saco River.	Planning Board, P&DD, Coastal Waters Commission

Policy Reference	Activity	Primary Responsibility
F.15.	Develop standards for the improvement and reconstruction of rural collector roads to assure that the character of these roads is maintained as improvements are made.	Planning Board, P&DD
F.30.	Require provisions for bicycles as appropriate as part of new development especially within designated Growth Areas.	Planning Board, P&DD
J.3.	Require development applicants to investigate the potential archaeological significance of the site if it is located along the Saco River or within the Saco floodplain or if it is located in areas of early settlement.	Planning Board, Historic Preservation Commission, P&DD
L.15.	Ensure that areas identified in the Future Land Use Plan for new single family residential development allow densities of two to six units per acre.	Planning Board, P&DD
L.17. L.31.	Ensure that areas identified in the Future Land Use Plan as “rural” Limited Growth Areas do not allow residential development at a density greater than one unit per two acres.	Planning Board, P&DD
L.29.	Designate the area on the north side of the I-195 Spur from the railroad R-O-W west to the Industrial Park as an office park that includes a mix of better quality nonresidential uses and limited residential development.	Planning Board, P&DD
Studies and Plans		
C.4.	Develop a plan for using revenue from the Goosefare Brook stormwater mitigation fees to improve water quality.	Council, Administrator, Conservation Commission, Public Works Dept (PWD)
D.3., F.30, I.5.	Pursue possibilities for expanding off-street public parking near beaches and explore other possible ways to transport people to the beaches to reduce the demand for beach parking.	Council, Administrator, Coastal Waters Commission, P&DD
E.3., H.5.	Establish legal and funding mechanisms for extending water service in areas that are designated for residential growth.	Council, Administrator, P&DD

Policy Reference	Activity	Primary Responsibility
E.6.	Establish a mechanism for extending of sewer service in areas that are designated for residential growth, including provision allowing developers who finance improvements to recover some costs from end users.	Council, Administrator, P&DD, Public Works Dept
G.3.	Consider offering economic and/or regulatory incentives for affordable housing developments.	Council Housing Committee, P&DD
H.7.	Work with RSU#23 and the Towns of Dayton and Old Orchard Beach to develop a master plan for managing school facilities throughout the RSU.	Council, Mayor, School CIP Committee
I.3.	Investigate alternatives for making indoor swimming facilities and programs available to City residents.	Recreation Advisory Board, Parks & Rec Dept
I.9.	Explore an alternative to Clark’s Hill as a “public” sledding site.	P&DD, Parks & Rec Dept, Land for Saco’s Future
J.7.	Explore possible forms of financial assistance to property owners such as an historic preservation tax rebate program or local funding of historic preservation grants and loans for residential historic district property rehabilitation.	Historic Preservation Commission, P&DD
Capital Projects & Funding		
B.4.d.	Improve downtown orientation and wayfinding signage.	P&DD, Historic Preservation Commission
B.4.e.	Build a new pedestrian bridge between the Saco and Biddeford mill districts.	Council, P&DD
F.18.	Explore the reconfiguration of Water Street to enhance its residential character.	Administrator, PWD
F.28. I.10.	Complete the off-road Eastern Trail segment that traverses Saco, including the restoration of the railroad bridge over the Saco River into Biddeford.	Council, Administrator Recreation Advisory Board, City Planner
H.9.	Expand or replace the Public Works garage.	Council, Public Works Dept
C.6., H.4.	Construct a cover over the City’s sand and salt storage area at the Public Works facility.	Council, Public Works Dept

Policy Reference	Activity	Primary Responsibility
Partnerships and Other Initiatives		
H.8.	Launch an outreach program with municipal, civic, and business leaders to raise public awareness and understanding of Saco EMS.	Council, Office of Emergency Management
Longer Term Activities (Beyond 2-3 Years)		
Regulatory Issues		
L.17.	Consider enacting regulations to limit the number of housing units that can be built in rural areas if residential development significantly increases.	Planning Board, City Planner
Studies and Plans		
C.7.	Conduct a wetland assessment in the Heath area and revise the area subject to the resource protection designation accordingly.	Conservation Commission, Planning Board, P&DD
E.10.	Plan for the impacts of sea level rise on the City's infrastructure including the possible need for an effluent pump at the sewage treatment plant.	Council, Administrator, City Planner, Wastewater Dept
E.11.	Explore creation of a Stormwater Utility.	Council, Administrator
F.19.	Develop plans for the construction of a roadway network to service the Industrial Park District between Route One, Flag Pond Road, the Maine Turnpike and the existing Industrial Park street system.	Council, Economic Development Commission, Development Director
L.29.	Work with Sweetser to develop a long range plan for the utilization of their land west of Route One.	Council, Planning Board
Capital Projects & Funding		
B.2.	Acquire and land bank suitable parcels for future business park development.	Council, Economic Development Commission, P&DD

Policy Reference	Activity	Primary Responsibility
E.7.	Upgrade the capacity of the North Street sewer and other under capacity interceptor sewers to assure that there is adequate capacity to accommodate future development in both the Industrial Park and in designated residential growth areas.	Council, PWD
E.13	Acquire easements needed for the future extension of public sewerage to Boothby Park	Council, PWD
F.11.	Establish a new connector road linking Routes 5 and 112, designed as an arterial with appropriate access controls if possible.	Council, Administrator, PWD
I.11.	Expand indoor facilities for recreation programs.	Council, Recreation Advisory Board
J.6.	Undertake beautification project on the east side of York Hill, possibly including historic panel related to the Cutts Mansion.	Council, P&DD, Historic Preservation Commission
J.8.	Conduct additional tree planting in the historic district.	Historic Preservation Commission, Parks & Rec Dept
K.4.	Explore the use of impact fees to cover a portion of the cost of new or expanded public facilities needed to service growth and development in the community.	Council, Administrator, P&DD, Parks & Rec Dept
L.30.	Develop and help fund a program to voluntarily acquire conservation easements/leases on farmland in which the property owner agrees not to develop or subdivide the property during the term of the agreement in return for an annual payment tied to the property taxes paid on the property.	Council, Land for Saco's Future, P&DD

CHAPTER NINE: CAPITAL INVESTMENT STRATEGY

The capital investment strategy is intended to assist the City of Saco in planning for the capital investments needed to service the anticipated growth and development in the community and to implement the policies of the Comprehensive Plan in a manner that manages the fiscal impacts of those projects. The City has an ongoing capital planning and budgeting system that addresses the community's on-going needs for capital equipment and facilities. The City's current capital planning process serves as the basis for this capital investment strategy.

A. Capital Improvement Program

A Capital Improvement is defined by City ordinance as: "a major, nonrecurring expenditure that has a useful life of 8 years and costs in excess of \$8,000." The City conducts an annual capital planning process as provided for in the City Charter. In addition to the annual capital budgeting process, the City conducts an annual five year capital forecast. Closely related to these capital plans are the City's Asset Management Plan and its two-year strategic planning cycle.

The Asset Management Plan is an inventory and analysis of all capital facilities that is updated each year to evaluate conditions and determine when current assets will need to be replaced. In this process, all assets are assigned a life expectancy (e.g., a plow truck has a 12-year life cycle) and replacement plans are made based on these assessments.

The two-year Strategic Plan documents all goals and objectives in each planning period. The plan divides investments into ten separate categories: 1) downtown revitalization; 2) infrastructure and capital development and maintenance; 3) growth management; 4) environmental protection and sustainable development; 5) technological innovation and implementation; 6) human resource investment; 7) leisure services investment; 8) meeting the financial needs for City services; 9) public safety; and 10) traffic.

The City is revising its capital planning process to incorporate longer term capital need considerations. The core of this revised process will be a Ten-Year Capital Improvement Plan that identifies future capital needs over a ten-year time frame. A draft of the City's Ten-Year Capital Improvement Plan is included in Appendix N. This draft incorporates funding for a number of the projects identified in the Comprehensive

Plan including Route One sidewalk improvements, a new public works facility, bridge improvements, sewer and drainage improvements, and pedestrian improvements.

B. Projects Necessary to Accommodate Projected Growth

This Comprehensive Plan envisions that the City will again experience residential growth over the next decade, adding an estimated 800 housing units. The plan also envisions that the City will continue to encourage economic growth both through reinvestment in the downtown area and continued development of industrial and commercial activities in designated Growth Areas (see Chapter 6). As such, the primary focuses of the City's capital investment needs are:

1. Maintaining and upgrading the City's existing infrastructure and equipment
2. Modernizing public facilities to improve the efficiency of providing public services including consideration of shared services and consolidation
3. Providing the infrastructure needed to support continued economic and residential growth

The City's current capital planning processes address the first two categories of capital investment needs and cover all or most of the potential capital needs of these types related to the policies of the Plan. However, the current process does not fully address the funding of some of the activities related to long-term growth due to both the nature and timing of these activities. In many cases, these projects involve public/private partnerships and/or the use of outside funding such as grants or loans. The following projects will need to be considered in future capital planning efforts at the appropriate time:

- Land acquisition and infrastructure development for business and industrial park expansion.
- Acquisition of land and/or easements to protect key properties that have significant natural resource value or contribute to the quality of life of the community.
- Road and pedestrian/bicycle improvements in residential growth areas.
- Extending water and sewer lines into residential growth areas.

- Continued development of infrastructure to support ongoing reuse of Saco Island.
- Constructing a roadway network to service the expansion of the Industrial Park District between Route One, Flag Pond Road, the Maine Turnpike and the existing Industrial Park street system.
- Upgrading the capacity of the North Street sewer and other interceptor sewers with inadequate capacity to assure that there is adequate capacity to accommodate future development in both the Industrial Park area and in designated residential growth areas.

Table 9.1 summarizes capital investments needed to accommodate projected growth, including the expected timeframe and potential funding sources for each.

Table 9.1: CAPITAL INVESTMENTS NEEDED TO ACCOMMODATE PROJECTED GROWTH		
Investment	Timeframe	Potential Funding Sources
Land acquisition/infrastructure development for expansion of the industrial and business parks	Ongoing	TIF revenue, BSAEDC loans, State/ Federal grants, municipal bonding, partnerships with other municipalities
Land/easement acquisition to protect properties from development	Ongoing	Land for Saco’s Future, partnerships with conservation groups
Road and ped/bike improvements in residential growth areas	Ongoing	Private developers, State/Federal grants
Extension of water and sewer lines in residential growth areas	Ongoing	Private developers, Impact fees, State/Federal grants, partnership with Biddeford-Saco Water Co
Infrastructure development to support redevelopment of Saco Island	Ongoing	TIF revenue, State/Federal grants, partnerships with private developers
Roadway network to service expansion of the Industrial Park District	2-5 Years	TIF revenue, BSAEDC loans, State/ Federal grants, municipal bonding, partnerships with property owners

Upgrading sewer capacity to support Industrial Park and residential growth areas	Ongoing	Impact fees, revenue bonds, State/ Federal grants
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C. Other Capital Projects Necessary for Implementation

This Comprehensive Plan also calls for capital investments in a number projects that involve improving the delivery of community services and enhancement of the quality of life in the community. Funding for a number of these projects is included in the draft Ten-Year Capital Improvement Plan including Route One sidewalk improvements, a new public works facility, bridge improvements, sewer and drainage improvements, and pedestrian improvements. The following is an overview of the projects needed to implement the recommendations of this Plan:

1. Downtown Revitalization – The Plan calls for a variety of investments in downtown and the mill district to ensure future prosperity, including additional tree planting, bicycle racks, a new public park, a pedestrian bridge connecting to Biddeford’s mill district, extending downtown street lighting northward on Main Street, orientation and wayfinding signage, and a beautification project on York Hill.

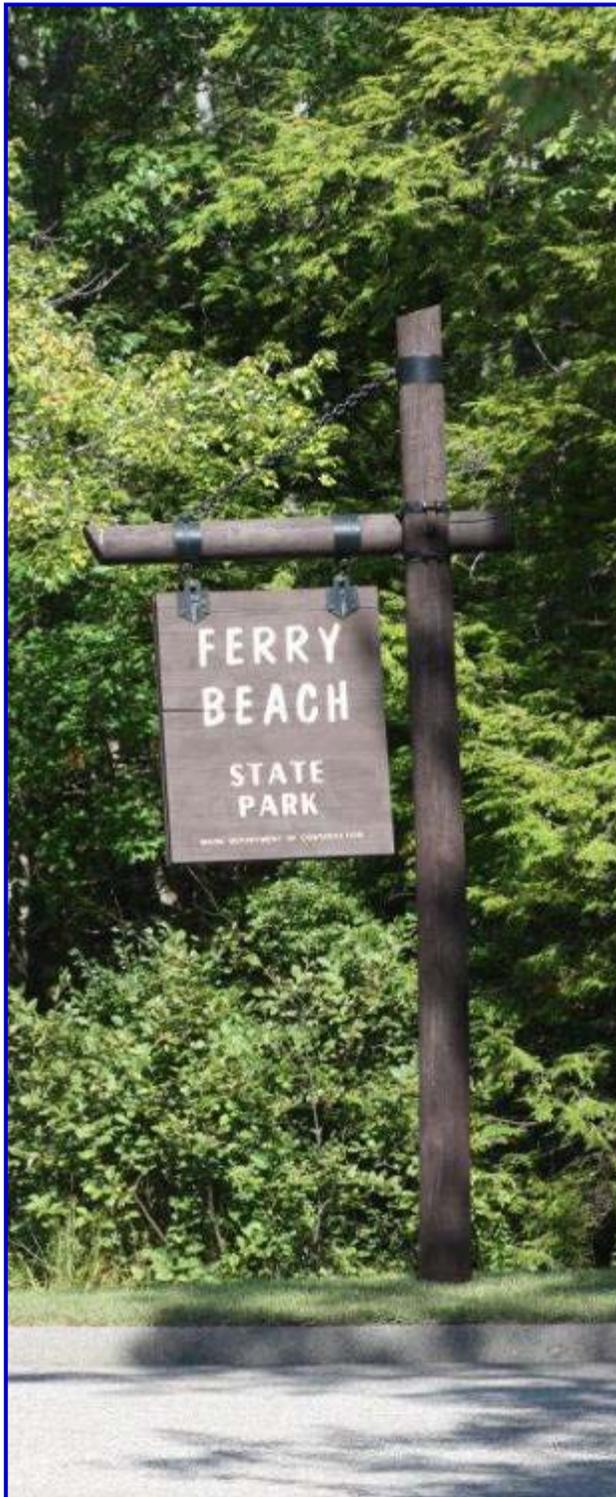
2. Utility Improvements – The Plan contains several recommendations to upgrade water, sewer and stormwater facilities to improve the quality of life throughout Saco, including: possibly extending sewer service along Flag Pond Road to the North Saco/Boothby Park area, improving water flows and pressure in areas with identified deficiencies, undertaking drainage improvements in flood hazard areas, completing the separation of combined sewer overflows (CSOs), implementing the All Hazard Mitigation Plan, replacing street lights in some subdivisions, and studying potential improvements needed to address sea level rise.

3. Transportation Improvements – The Plan lists several investments needed to maintain the functionality and appearance of Saco’s transportation network including: upgrading the sidewalk system in areas with demand for pedestrian movement including Route One, providing paved shoulders for use by cyclists when collector and arterial roads are upgraded, providing on-going funding through the capital planning and budgeting process to allow for pavement maintenance of City streets on a 12-year cycle, maintaining City owned bridges, adding turning lanes on Route One north of I-195, constructing the Eastern Trail, adding amenities to support public transit, developing additional parking facilities in beach areas, and building a new connector road linking Routes 5 and 112.

4. Recreation, Open Space, and Cultural Investments – The Plan proposed a range of investments and improvements aimed at preserving natural/cultural resources, enhancing recreational and cultural facilities, and broadening recreation programs. These include: acquiring properties/easements to protect high-value wetlands and habitat areas, acquiring properties/rights-of-way for public access to the Atlantic Ocean and the Saco River, completing the Foss Road Recreation Complex including the relocation of the transfer station, replacing wooden playground structures with more durable facilities, potentially building an indoor swimming facility, providing for expanded ice-skating opportunities for various users, completing the Eastern Trail segment that traverses Saco (including the railroad bridge into Biddeford), expanding indoor recreational facilities, and improving the library and museum facilities.

5. Public Facilities Investments – A handful of investments are needed to improve existing public facilities including: potentially renovating/replacing public school buildings based on the results of the RSU #23 facilities plan, expanding/replacing the Public Works garage, and constructing a cover over the sand/salt storage facility.

APPENDICES



- A. Population and Demographics
- B. The Local Economy
- C. Natural Resources
- D. Marine Resources
- E. Utilities
- F. Transportation
- G. Housing
- H. Public Facilities
- I. Recreation and Open Space
- J. Historic, Archeological, and Cultural Resources
- K. Fiscal Capacity
- L. Land Use
- M. Historical Overview of Saco
- N. Ten-Year Capital Improvement Plan
- O. Summary of Public Participation

APPENDIX A: POPULATION AND DEMOGRAPHICS

Population changes play a significant role in a community's development. Over the last three decades, while most Maine cities were losing population, Saco's population has grown steadily. At the same time, the City's demographics have changed. This section looks at how Saco's population has grown over the past century, and how it is likely to change in the coming decade.

A. YEAR-ROUND POPULATION

Saco lies in the center of southern coastal Maine, one of the fastest growing and most economically robust regions in the state. Historically, Saco and its sister city, Biddeford served as the economic and population center of this part of York County. This role was based largely on the mills located in the two communities. Until World War II, the Saco-Biddeford region consisted of these two urban communities and the surrounding rural and seasonal resort communities.

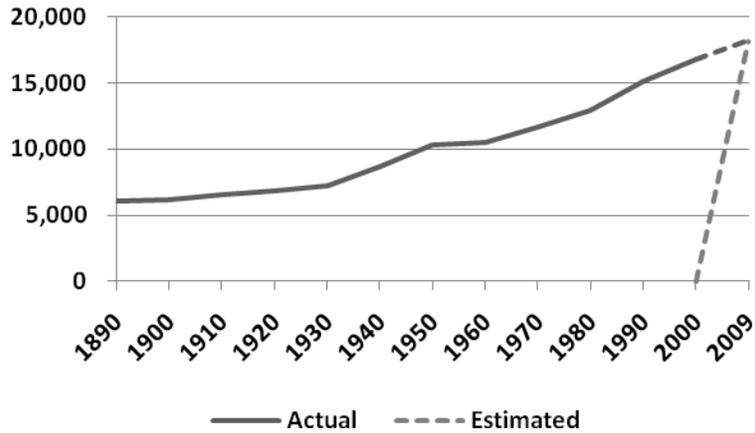
Over the past several decades, Saco and the larger region have changed. Rural and seasonal towns have become suburban bedroom communities for Saco, Biddeford, and Greater Portland. From an economic standpoint, Saco has become more closely aligned with Greater Portland. This has reduced the City's role as an independent economic center, and as a result, in 2000 Saco, Biddeford and several surrounding towns were added to the Portland metropolitan area by the U.S. Office of Management and Budget.

This section looks at how Saco's population has grown over the past century, with a focus on how things have changed in the last decade. It profiles the demographic characteristics of Saco's population and describes how those characteristics have changed in recent years.

1. Population Change 1890-2007

Figure A.1: POPULATION 1890-2009

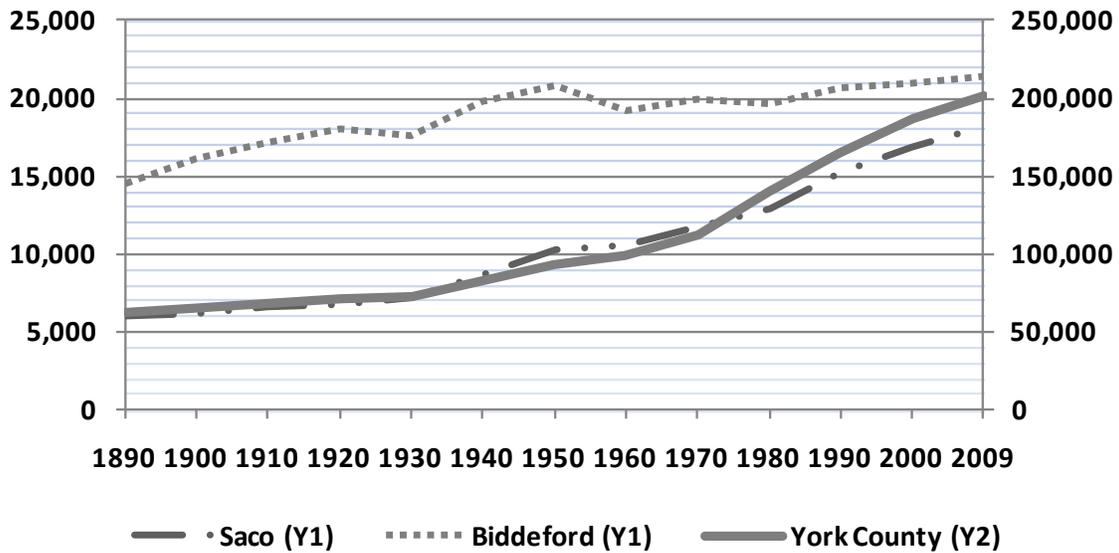
Saco’s population has grown steadily since the 1930s (see Figure A.1). Between 1930 and 1950, it increased by 20% each decade, from 7,233 in 1930 to 10,324 in 1950. Growth slowed in the 1950's, then resumed during the 1960's and 1970's. By 1980, Saco’s population had grown to 12,921; nearly double what is was in the early 1900s.



Population growth in Saco shows few signs of slowing down. Between 1980 and 2000, the City’s population grew by 30%, to 16,822. According to Census estimates, Saco continued to grow from 2000 to 2009, adding an estimated 1,382 residents. However, all of the growth since 2000 occurred between 2000 and 2006. From 2006 to 2009, the city’s estimated population actually fell slightly, from 18,234 to 18,204.

Despite being geographical neighbors and sister cities, Saco’s and Biddeford’s historical population changes have followed different patterns. Prior to World War II, both communities experienced relatively steady growth. Since 1950, however, the pattern in the two communities has diverged (see Figure A.2, following page). While Saco’s population has grown rapidly since 1970, growth in Biddeford’s population remained slow.

**Figure A.2: SACO, BIDDEFORD AND YORK COUNTY
POPULATION CHANGE 1890-2009**



Population growth in Saco generally mirrored that in York County until 1960 (see Figure A.2). Between 1950 and 1980, the City’s rate of growth was slightly slower than the county’s, reflecting a general trend toward suburban development. As households moved out of urban centers to more rural communities, Saco’s population as a percentage of York County’s total population declined, from 10.6% in 1960 to 9.3% in 1980 to 9.0% in 2000. Based on 2009 Census estimates, that percentage has held steady over the last nine years, and Saco’s population remains at 9.0% of the overall county’s. This stabilization may reflect recent changes in housing choices, as gas prices and cost of living factors reduce the number of households moving outside the urban core.

2. Population Change 1980-2009

From 1980 to 1990, both York County and Saco populations grew by more than 17%. The City and the county continued to grow in the 1990s, but at a slower rate. Saco’s population increased 10.8% during this time, while the county’s population increased 13.5% (see Table A.1, following page). As Saco grew from 15,181 to 16,822, a gain of 1,641 people, Biddeford’s population remained flat, increasing by just 282 residents. Between 2000 and 2009, population growth in Saco and York County continued at a slightly slower pace, both increasing by about nine percent. Biddeford’s growth rate remained slower than those of Saco or the county, as its population only increased by

2.1% from 2000-2009.

Table A.1: POPULATION CHANGES 1990-2009					
	1990 Population	2000 Population	% Change 1990 - 2000	2009 Population (est.)	% Change 2000 - 2009
Saco	15,181	16,822	10.8%	18,204	8.2%
Biddeford	20,710	20,942	1.1%	21,383	2.1%
2000 Biddeford LMA	63,259	71,757	13.4%	-	-
2000 Portland MSA	221,095	243,537	10.2%	-	-
York Country	164,587	186,742	13.5%	201,075	8.1%

Source: U.S. Census; Planning Decisions

**Figure A.3:
CHANGES TO THE CENSUS**

In 2000, Saco and Biddeford were incorporated into the Portland-South-Portland-Biddeford Metropolitan New England City and Town Area (NECTA)¹ (see Figure A.3). The new census area replaces both the Biddeford LMA and the Portland MSA. The change reflects increased economic and demographic ties in the region. In 2007, Saco was 5% of the total Portland-South-Portland-Biddeford NECTA population.



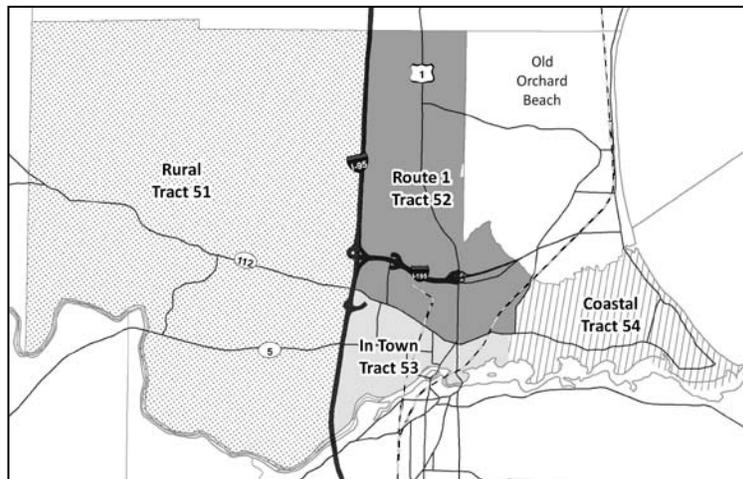
¹ A Metropolitan New England City and Town Area or NECTA is a geographic and statistical entity defined by the U.S. Office of Management and Budget, for use in describing aspects of the New England of the United States. A Metropolitan NECTA is a region that includes an urban core with a population of at least 50,000 and surrounding communities that have a high degree of social and economic integration as measured by commuting and employment patterns.

3. Where Did Saco Grow?

Saco is divided into four census tracts (see Figure A.4). Tract 51 is the predominantly rural area west of the Turnpike. Tract 52 is the Route 1 corridor, running east of the Turnpike and north of North Street. Tract 53 includes Saco’s downtown core, running north of the river, south of North Street, east of the Turnpike and west of the railroad right-of-way. Tract 54 includes the residential areas leading out to and including the coastal neighborhoods and Camp Ellis.

**Figure A.4:
MAP OF SACO CENSUS TRACTS**

During the 1980's, most of Saco’s population growth occurred in the rural area west of the Turnpike (41.5%) and in the intown area (38.6%). There was only modest growth in the Route One area (16.3%) and limited growth in the coastal tract (3.5%). This growth pattern resulted in a shift in the demand for public services, as a growing share of the population moved west of the Maine Turnpike where services were limited.



In the 1990’s, Saco’s rural area continued to see substantial growth, with more than 56% of the City’s population increase occurring there (Table A.2, following page). The intown and coastal areas saw the most significant changes in population growth during this time. While growth slowed substantially in the intown area (only 9.5% of the total increase), the coastal population had 19.4% of the total increase, making it the second largest growth area. Growth along Route One was modest, at 14% of the total.

Table A.2: POPULATION INCREASE BY CENSUS TRACT 1990-2000									
	Total Saco Population	CT 51 (Rural)		CT 52 (Route 1)		CT 53 (In town)		CT 54 (Coastal)	
		Pop.	% of total	Pop.	% of total	Pop.	% of total	Pop.	% of total
1990	15,181	3,106	20.5%	4,198	27.7%	5,910	38.9%	1,967	13.0%
2000	16,822	4,033	24.0%	4,427	26.3%	6,067	36.1%	2,286	13.6%
90-00 Change	1,641	927	56.5%	229	14.0%	157	9.6%	319	19.4%

Source: U.S. Census

Table A.3 shows the change in year-round housing units from 1980-2000. The rural area west of the turnpike accommodated the largest growth in population and accounted for the largest increase in housing units (65.4%), with a boom in single-family subdivision development. The Route One corridor lost housing units. This may be due in part to an increase in commercial and industrial development in the area and a decline in its desirability for residential development. The intown and coastal areas saw modest growth in the 1990s, adding 88 units and 126 units respectively.

Table A.3: HOUSING UNIT INCREASE BY CENSUS TRACT 1990-2000									
	Housing Units	CT 51 (Rural)		CT 52 (Route 1)		CT 53 (Intown)		CT 54 (Coastal)	
		# of units	% of total	# of units	% of total	# of units	% of total	# of units	% of total
1980	4,868	725	14.9%	1,440	29.6%	1,905	39.1%	798	16.4%
1990	6,826	1,059	15.5%	1,954	28.6%	2,650	38.8%	1,163	17.0%
2000	7,424	1,450	19.5%	1,947	26.2%	2,738	36.9%	1,289	17.4%
90-00 Change	598	391	65.4%	(7)	-1.2%	88	14.7%	126	21.1%
% Change in Units within Tract 90 -00		36.9%		-0.4%		3.3%		10.8%	

Source: U.S. Census

Saco’s residential growth pattern reflects larger regional development trends. The rural area saw the largest increase overall, due to the increased suburbanization and the City’s burgeoning role as a regional bedroom community. New unit growth in the in town area was low (3.3%), reflecting the limited amount of land available for development and a general population shift away from the urban center. Modest growth in the coastal area is due in part to year-round and seasonal single family

subdivision developments attracted by proximity to the ocean.

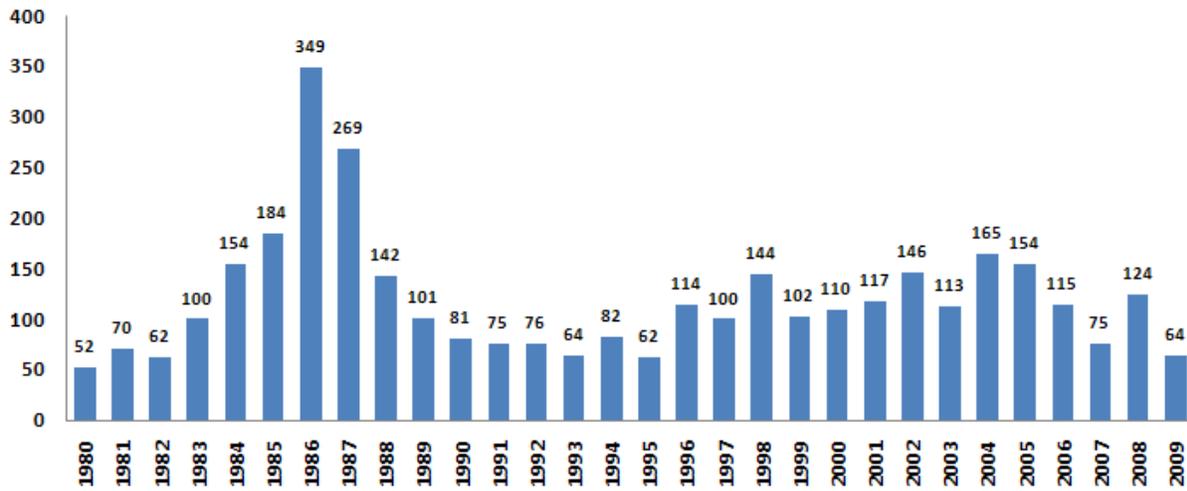
Though Census Tract level population figures beyond 2000 will not be available until after the 2010 Census results are released (expected in 2012), an examination of residential subdivision activity since 2000 offers insight into Saco’s population growth by area. A study of the locations of new development activity in Saco showed that most housing growth in the city since 2000 occurred in its growth areas east of the Maine Turnpike. About 79% of housing added between 1999 and 2009 was located east of the turnpike, and the majority (57%) was in Tracts 53 and 54, the intown and coastal sections of Saco.

	Housing Units	CT 51 (Rural)		CT 52 (Route 1)		CT 53 (Intown)		CT 54 (Coastal)	
		# of units	% of total	# of units	% of total	# of units	% of total	# of units	% of total
Units Built, 1999-2009	995	212	21.3%	214	21.5%	310	31.2%	259	26.0%

Source: City of Saco

A boom in economic development in Southern Maine from the mid-1990s through the mid-2000s resulted in increases in Saco’s residential development. In the decade between 1996 and 2006, the City saw on average 125 new building permits a year, peaking in 2004 at 165 permits issued. The number of permits dropped to 75 in 2007, rebounded to 124 in 2008 and fell off sharply to just 64 in 2009, the lowest level since 1995 (Figure A.5).

Figure A.5: SACO NUMBER OF BUILDING PERMITS ISSUED 1980-2009



Source: City of Saco

4. Population Projections 2000-2020

The Maine State Planning Office (SPO) projects that Saco’s population will increase to 22,798 residents by 2020, an increase of almost 6,000 residents from 2000. However, Planning Decisions estimates that the City’s population growth will be slower due to a slowdown in housing growth and a continued decrease in median household size.

Planning Decisions calculates a slower rate of population growth using the state’s modest projections for housing unit growth and the current rate of decline in the number of persons per household. The number of housing units in Saco is projected to grow steadily over the next 10 years (state estimates project 55 additional units per year); if household size continues to decline at the historical rate of .008 a person per year (as it did from 1990 to 2007), Saco’s population will grow to roughly 20,190 in 2020.

5. Population Assumptions 2009-2019

If the number of Saco housing units continues to increase at the same pace as between 2000 and 2009 (an average of 118 units per year), the City will have approximately 7,984 housing units and 20,984 people by 2019, assuming the same .008 decline in average household size. If the economy continues to slow, and the number of new housing units built annually drops to 55 units, Saco’s projected population in 2017 drops to about 19,497. This lower number of housing units is projected by the state and is

similar to the development rate during the recessionary years of the early 1990's. If economic and social forces converge to generate a level of sustained growth similar to what Saco experienced during 2004-2005, with 160 housing units built per year, the 2019 population could grow as large as 21,965.

Future household size, whether the national economy will continue to contract or begin to expand, and Saco's future role in the state economy are unknown. For the purposes of this plan, it is reasonable to project that Saco's population will be between 19,500 and 22,000 in 2019, with 21,000 used as the basis for planning.

B. SEASONAL POPULATION

Saco has a small seasonal population. According to the U.S. Census, in 2000 there were 366 housing units categorized as seasonal, recreational or for occasional use (based on April 1st occupancy). This is up only a fraction from a decade before (351 seasonal homes in 1990). The majority (approximately two-thirds) of these units is located in the coastal area (Census Tract 54). It is likely that many of the 366 housing units are either occupied by retired people (who travel to warmer climates during the winter months and return to Maine during the more temperate seasons) or are used as summer beach homes. Assuming that the typical profile of this population is a retired couple, the average household size would be two or fewer, resulting in a seasonal population of about 730 people.

C. HOUSING GROWTH

The rate of household growth in Saco continues to be faster than the rate of population growth, but the overall pace of household growth has slowed. Between 1980 and 1990, Saco gained 1,422 year-round households (from 4,556 in 1980 to 5,978 in 1990), a 31.2% increase. Between 1990 and 2000, Saco household gains were moderate, with 823 additional households, an increase of 13.8%. Growth continued in the early 2000s. An estimated 853 households were added between 2000 and 2007, an increase of 12.5%. Population growth during this period was only 10.5% (see Table A.5).

A decline in the average size of a Saco household is the major reason for the difference between the rate of population growth and the rate of household growth. During the 1980's, the average household size dropped from 2.79 to 2.52 persons. Since then, it has dropped further, to 2.44 in 2000 (see Table A.5). Current 2008 estimates by the Maine

State Housing Authority place Saco’s household size at 2.37, a .008 decline from 2000. This decrease is the result of a tendency toward single-person and small households among the “Baby-Boom Generation,” the increased longevity and independence of seniors who live on their own, and an overall trend toward smaller families.

Since 2000, the number of Saco households has continued to increase at a rate of about 1% a year. Claritas² estimates that there are 7,653 households in Saco in 2007, an increase of 853 or 12.5% from 2000. Planning Decisions expects this trend to continue, though at a slower pace than in previous decades. Based on state projections, housing units could increase by an average of 55 units a year for the next decade. This increase, along with continued declines in household size, will result in a continued rise in the number of households in Saco.

	Average Household Size			Household % Increase		Population % Increase	
	1990	2000	2007	90-00	00-07	90-00	00-07
Saco	2.52	2.44	2.35*	13.8%	12.5%	10.8%	7.7%
Biddeford	2.49	2.32	2.22*	8.5%	8.8%	1.1%	2.4%
2000 Biddeford LMA	2.53	2.51	-	16.7%	-	13.4%	-
2000 Portland MSA	2.49	2.38	-	15.2%	-	10.2%	-
York County	2.63	2.47	2.37*	20.6%	12.8%	13.5%	8.0%

Sources: U.S. Census, Claritas, *MSHA estimate

	1990 # of Households	Average Annual % Change 1990-2000	2000 # of Households	Average Annual % Change 2000-2009	2007 Est. # of Households 2009
Saco	5,978	1.3%	6,801	1.8%	7,986
Biddeford	7,956	0.8%	8,636	0.8%	9,278
Biddeford LMA	24,550	1.5%	28,652	-	-
Portland MSA	86,523	1.9%	99,706	-	-
York County	61,848	1.9%	74,563	1.2%	83,013

Source: U.S. Census, MSHA, *estimate by Planning Decisions, Inc.

² Claritas Marketing specializes in demographic projections

D. COMPONENTS OF POPULATION CHANGE

Saco's population changes are the result of births, deaths, and migration into and out of the community. Since 1970, more people have moved into Saco than have moved out. This is a reflection of the community's desirability as a place to live, the availability of housing, the revitalization of the City's economic base, and its accessibility to Portland, Boston, ocean and mountains.

Between 1980 and 1990, the decade in which Saco experienced its highest rate of growth since the 1940's, the City's population grew by 2,260. Natural increase (births minus deaths) accounted for 33.5% of the increase, and net migration for 66.5%.

From 1990 to 2000, the pace of growth slowed. Saco's population grew by 1,641, and the source of growth shifted slightly. Net migration and natural growth reached almost a balance: net migration accounted for 45.8% of the growth, while natural growth was 54.2%. This is due in part to a mixed economic market. Saco emerged from a recession in the late 1990s, but did not see as steep of a rise in the number of building permits issued as during the 1980s economic recovery (see Table A.7).

From 2000-2007, net migration boomed, making up 94% of Saco's population increase. The City's population grew by an estimated 1,382 in the nine years between 2000 and 2009, an 8% increase since 2000. This is due in part to the economic upturn experienced in the middle part of the decade, and an increase in new housing development throughout Southern Maine.

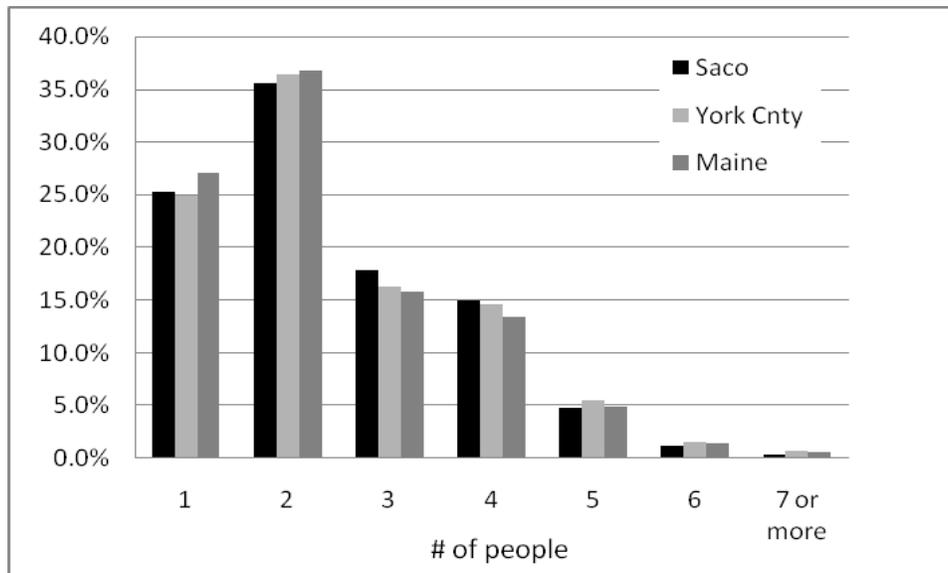
Table A.7: 1970 -2007 SACO COMPONENTS OF POPULATION CHANGE		
		% of population change
1970 Population	11,678	
Births	1,710	
Deaths	-1,220	
Natural Increase	490	39.4%
Net Migration 70 -79	753	60.6%
1980 Population	12,921	
Births	1,996	
Deaths	-1,240	
Natural Increase	756	33.5%
Net Migration 80 -89	1,504	66.5%
1990 Population	15,181	
Births	2,185	
Deaths	-1,296	
Natural Increase	889	54.2%
Net Migration 90 -99	752	45.8%
2000 Population	16,822	
Births 2000 - 07	1,526	
Deaths 2000 - 07	-1,451	
Natural Increase	75	5.3%
Net Migration 00 -07	1,337	94.7%
2007 Population	18,234	

Sources: Maine Department of Health and Human Services, U.S. Census, Planning Decisions, Inc.

E. HOUSEHOLD COMPOSITION

The composition of Saco households is changing. Family size continues to decline, and more people are living alone. The 1990 Census found that 58% of households in Saco consisted of only one or two people; the percentage rose to 61% in 2000 (see Figure A.6). This is also the pattern for York County and the State of Maine as a whole.

**Figure A.6:2000 HOUSEHOLD SIZE
PERCENT BY THE NUMBER OF PEOPLE IN HOUSEHOLD**



Families remain the most common household unit in Saco. In 2000, 53.3% of Saco households were married couples. Children under the age of 18 were present in 33.1% of Saco households. Non-family households accounted for 30.3% of households. Single parent households comprised 7% of households.

On average, Saco’s households are becoming older. In 2007, just 37% of Saco’s heads of household were younger than 45 years of age. The shift is attributable to the aging of the Baby Boom Generation. The change is most evident among households age 55 to 64 (see Table A.8).

Table A.8: 2000-2007 SACO AGES OF HOUSEHOLD HEAD							
	under 25	25 to 34	35 to 44	45 to 54	55 to 64	65 to 74	75+
2000	4.2%	17.8%	24.2%	20.0%	12.1%	11.0%	10.6%
2007 est.	4.2%	12.9%	20.2%	23.2%	18.8%	10.9%	9.9%

Source: U.S. Census, Claritas, Inc.

F. EDUCATIONAL ATTAINMENT

The level of education among Saco adults in 2000 was higher than in the Biddeford LMA and York County, but lower than in the Portland MSA (see Table A.9). A high percentage of people in Saco, Biddeford, and York County (13%-22%) did not complete high school. The percentage of people obtaining higher levels of education is slightly higher in Saco than in the Biddeford LMA and York County. In 2000, 32.1% of Saco adults had associate degrees or higher, compared to 24.2% in Biddeford and 31.1% in York County. The Portland MSA has significantly higher levels of education: 42.1% of adults have associate degrees or higher and 90% of adults graduated from high school.

Table A.9: 2000 SACO HIGHEST LEVEL OF EDUCATION COMPLETED						
POP AGE 25 +	Less than H.S. Diploma	H.S. Diploma	Some College	Associate Degree	Bachelors Degree	Graduate or Professional Degree
Saco	13.1%	33.7%	21.1%	8.8%	15.6%	7.6%
Biddeford	22.0%	36.8%	17.0%	7.6%	11.2%	5.5%
Portland MSA	9.8%	28.5%	19.6%	8.5%	21.6%	11.9%
York County	13.5%	35.0%	20.4%	8.2%	15.6%	7.3%

Sources: U.S. Census

Table A.10: 1990-2000 SACO EDUCATION LEVELS HIGHEST LEVEL ATTAINED BY POPULATION AGE 25+		
	1990	2000
< Than High School	19.4%	13.1%
High School Diploma	34.9%	33.7%
Some College	25.0%	30.0%
4 or More Years of College	20.7%	23.3%

Source: U.S. Census

The level of education of among Saco adults continues to increase (see Table A.10). In 1980, 67% of Saco adults had completed high school. In 1990, this had risen to 80.6%,

and by 2000, 87%. Between 1990 and 2000, the percentage of adults with some college education increased from 46% to almost 53%. A higher level of education attainment influences citizen expectations for municipal services, especially education.

G. AGE DISTRIBUTION

The composition of Saco’s population by age is changing. Saco’s elderly population is growing, especially those in the 65+ category (see Table A.11). In 1990, there were 2,011 people 65 years old or older in Saco. By 2000, that population had 2,342 people, a 16.5% increase. During the same time period Saco’s population as a whole increased by 10.8%.

Members of the Baby Boom Generation are currently in their mid-40's to early 60's, and many are beginning to reach retirement age. This group comprised 22.3% of Saco’s population in 2000. As the Baby Boom Generation ages, it will increase pressure on community health care and emergency response services, and influence land use and housing patterns. Baby boomers are nearing the end of their child rearing years, and as their children leave home, some may prefer to move to a smaller house, perhaps closer to town, with the associated amenities and services.

Table A.11: SACO AGE OF POPULATION				
	1990		2000	
Total Population	15,181		16,822	
	#	%	#	%
Under 5 years	1,050	6.9%	1,059	6.3%
5 to 9 years	1,014	6.7%	1,184	7.0%
10 to 14 years	995	6.6%	1,247	7.4%
15 to 19 years	980	6.5%	990	5.9%
20 to 24 years	1,098	7.2%	857	5.1%
25 to 29 years	1,407	9.3%	2,413	14.3%
30 to 44 years	3,869	25.5%	2,991	17.8%
45 to 54 years	1428	9.4%	2,352	14.0%
55 to 59 years	680	4.5%	804	4.8%
60 to 64 years	649	4.3%	583	3.5%
65 to 74 years	1151	7.6%	1,198	7.1%
75 to 84 years	679	4.5%	830	4.9%
85 years and over	181	1.2%	314	1.9%

Source: U.S. Census, State of Maine

Saco’s school age population (ages 5-19 increased during the 1990’s. In 2000, there were 3,421 school age residents, a 16.5% increase over the 1990 total of 2,989.

Historical enrollment information for schools in Saco shows that K-8 school enrollment has reached a peak and has begun to decline. In school year 1997-98 there were 1,974 K-8 students enrolled in Saco schools. Though this number increased through the first part of the decade, it began to decline. By the 2009-2010 school year, there were just 1,965 K-8 students in Saco’s schools. Enrollment projections by Planning Decisions indicate a continued decline in enrollment over the coming decade, with a total loss of 115 students between school year 2007-08 and 2017-18. This is similar to forecasts for communities throughout Maine, as household and family sizes continue to decline and the population ages.

H. OCCUPATIONAL CHARACTERISTICS

In 2000, Saco had a slightly higher percentage of white collar professional, managerial workers than York County as a whole. However, Saco ranked behind Portland MSA in its percentage of people employed in white collar occupations (see Table A.12).

A community’s education level is reflected in the employment of its population. Saco has a high percentage of skilled, well-paid workers. The high percentage of Saco people employed in service and sales likely reflects the trend toward a more service oriented workforce overall, as well as an increase in sales related jobs in the area (see the Economic Chapter of this inventory for more details).

Table A.12: 2000 SACO OCCUPATIONAL PROFILE OF EMPLOYED PERSONS 16 +

	Saco 9,026 workers		Biddeford LMA 30,056 workers		Portland MSA 130,313 workers		York County 95,016 workers	
	#of workers	%of total	#of workers	%of total	#of workers	%of total	#of workers	%of total
Managerial	2,830	31.4	3873	12.9	49,864	38.26	29,435	30.98
Service	1,364	15.1	9211	30.6	18,158	13.93	13,664	14.38
Sales	2,692	29.8	8809	29.3	37,503	28.78	24,906	26.21
Farming	77	0.9	236	0.8	620	0.48	639	0.67
Construction	842	9.3	1115	3.7	9,277	7.12	10,486	11.04
Production	1,221	13.5	6812	22.7	14,891	11.43	15,886	16.72

Source: U.S. Census; Maine Department of Labor

I. HOUSEHOLD INCOME

From an income perspective, Saco was a solidly middle class community in 1999. Household income can be represented several ways. Median household income divides households into two equal parts, the first half earning more than the median household income and the second half earning less. Average household income is calculated as total aggregate income divided by the number of households. Average household income is typically higher than median household income because households with very high incomes pull the average up. Median household income is therefore often a better indication of the prosperity of a community’s residents.

Among Saco, Biddeford, the Portland MSA, and York County (Table A.13), Saco had the highest median household income in 1999. Saco’s relatively low average income indicates that Saco household incomes cluster around the median. In 1989, Saco had the smallest percentage of households with incomes less than \$10,000 a year, and the second smallest percentage of households earning in excess of \$75,000 (just above Biddeford). In 1999, Saco’s percentage of households with incomes less than \$10,000 a year was slightly higher than that of York County, and nearly identical to the percentage in the Portland MSA. The percentage of Saco households earning in excess of \$75,000 remained the second smallest.

	Saco	Biddeford	Portland MSA	York County
Median Household Income	\$45,105	\$34,976	\$44,707	\$43,630
Average Household Income	\$50,092	\$43,153	\$58,253	\$52,821
under \$10,000	532	1,150	7,403	5,817
10,000-19,999	931	1,284	11,420	8,657
\$20,000-24,999	443	663	6,331	5,029
\$25,000-29,000	440	681	5,973	5,039
\$30,000-34,999	329	532	6,504	4,608
\$35,000-49,999	1,105	1,442	17,680	13,508
\$50,000-74,999	1,782	1,633	21,929	17,398
\$75,000 or more	1,211	1,231	22,486	14,471

Source: U.S. Census

Income estimates for Saco households show gains in prosperity between 1999 and 2007. Just over half of all households earn \$50,000 per year or more, and fewer households

earn less than \$20,000 per year. The median household income increased by an estimated 17.8%, to \$53,148 (see Table A.14). These numbers reflects the City’s higher education rates and white collar employment levels, as well as stronger economic ties to the Greater Portland area and Saco’s increased role as a regional “bedroom” community.

Table A.14:SACO 1999-2007 INCOME CHANGE		
	1999	2007 (estimated)
Median Household Income	\$45,105	\$53,148
Average Household Income	\$50,092	\$61,170
under \$10,000	7.9%	6.7%
10,000-19,999	13.7%	10.9%
\$20,000-24,999	6.5%	5.5%
\$25,000-29,000	6.5%	5.3%
\$30,000-34,999	4.9%	5.5%
\$35,000-49,999	16.3%	13.2%
\$50,000-74,999	26.3%	23.8%
\$75,000 or more	17.9%	29.1%

Source: U.S. Census; Claritas, Inc.

J. ISSUES AND IMPLICATIONS

Changes in Saco’s population, where residents choose to live and work, and what services they are likely to need or desire are important to the City’s future. As Saco’s population has increased, the City’s role in the economic region has changed, as evidenced by Saco’s incorporation into the Portland NECTA. Housing trends show a preference for locations that allow easy commuting, and Saco is more and more a bedroom community for Portland. However, the City still retains a strong commercial center. These dual roles need to be kept in mind as Saco looks to the future.

The issues and implications this review of Saco’s population suggests include:

- As the economy rebounds, Saco is likely to see a resurgence of growth at a rate similar to the 1990's. Approximately 800 housing units could be added to the community’s housing stock by 2020. Where and how that development occurs is a key issue for the community.
- As Saco has grown, the income level of its residents has increased as well, leading to

rapid growth in housing prices for much of the past decade. Fostering housing with a range of prices is an important challenge for the City.

- As Saco's role as a commuting suburb has increased, the area west of the Turnpike has faced increasing residential development pressure because of its access to the regional road network. Maintaining the rural areas of the City could become more difficult.
- As more people are commuting to the Portland area than are working in Saco, Greater Portland has begun to replace Saco as the commuting population's center for commerce. Attracting these households into Downtown Saco will be important for the vitality of the City.
- School enrollment projections predict a slow annual decline. Existing school capacity should be adequate to meet demand. However, if the decline becomes more pronounced, pressure to reevaluate and possibly consolidate school services may grow. As the state and the community grapple with the implications of school consolidation, the City will need to continue to evaluate the best ways to provide educational services for the community.
- Smaller household sizes coupled with a growing population have created more demand for housing. The number of younger households with children is decreasing. Maintaining a balanced population will be important to fostering a diverse population and vital community.
- Saco's population is aging. The oldest members of the Baby Boom generation are beginning to reach retirement age. Over the next decade this may create demand for additional retirement housing options with smaller units. In the twenty-year timeframe this will translate into a demand for additional elderly housing and eldercare facilities and increase the demands on certain of the City's services. Addressing these changes will be an important issue for the City over time.

APPENDIX B: THE LOCAL ECONOMY

During the 18th Century, Saco's economy was tied to lumbering, shipbuilding and farming, like much of seacoast Maine. The 19th Century brought industrial development to Saco. The Saco River supplied ample power for machinery, and the ocean provided access to markets. In 1800, there were 17 sawmills operating in the area. By the 1830's, Saco was producing 21 million board feet of lumber per year. In 1840, Saco mills employed 1,000 people.

The railroad came to town in 1842, expanding inland market opportunities. Lumber mills had created the critical mass necessary to broaden the manufacturing base. In 1850, there were blacksmith and machine shops, iron foundries, a nail factory, cigar factories, and cotton milling. Leather tanning as well as the manufacturing of shoes, leather belting, harnesses, and carriages prospered. Blessed with the power of the falls, and rail and ocean access to markets, Saco and Biddeford became the region's manufacturing and employment center.

Since the 1950's, Biddeford and Saco's role as a manufacturing center has declined. First came the closing of the textile mills, then the loss of the shoe industry, and more recently, defense downsizing. Precision machine shops are the remaining legacy of the mill economy.

In an effort to rebuild its economic base, the City of Saco has undertaken the development of multi-phase industrial and business parks, which have successfully attracted new businesses. The local economy has undergone a fundamental transition, from one based heavily in manufacturing to one more diversified. The following sections provide an overview of the various aspects of Saco's economy today.

A. THE SACO LABOR FORCE

Since 1990, the rate of growth of Saco's labor force has slowed from the booming pace of mid-1980s. During the early 1990's, the size of the labor force was relatively constant. It grew again in 1995 and 1996, reflecting Maine's economic recovery. In 2008, according to the Maine Department of Labor, Saco had a civilian labor force of 10,819 people, a 10.6% increase since 2000 (see Table B.1).

Saco is part of the Portland-South Portland-Biddeford-Saco Labor Market Area. In 2000 and 2008, Saco workers accounted for just over 5% of the area’s civilian labor force. As a percentage of the York County labor force, Saco’s work force remained a constant 9.5% during the same period.

In 2000, the City’s unemployment rate was just 2.4%, which is extremely low. In 2008, the unemployment rate was 4.2% (456 unemployed persons). This was significantly lower than the unemployment rate for the state as a whole, and is consistent with ‘nominal’ levels of unemployment. Since then, the rate has risen due to the national recession.

Table B.1: SACO CIVILIAN LABOR FORCE 1990-2008			
	Labor Force (#)	Employed (#)	Unemployed (%)
1990 (Annual)	8,540	8,078	5.4%
% Change '90-'00	14.2%	---	---
2000 (Annual)	9,751	9,517	2.4%
% Change '00-'08	10.6%	---	---
2008 (Annual)	10,819	10,363	4.2%
Saco as % of Portland-South Portland-Biddeford LMA ('00)	5.1%	---	---
Saco as % of Portland-South Portland-Biddeford LMA ('08)	5.4%	---	---
Saco as % of York County ('00)	9.5%	---	---
Saco as % of York County ('08)	9.5%	---	---

Source: Maine Department of Labor

B. EMPLOYMENT BY INDUSTRY

Over the past decade and a half, Saco residents have experienced a fundamental shift in employment. Between 1990 and 2000, employment in Saco’s manufacturing sector decreased significantly, reflecting the loss of manufacturing jobs. The number of residents and the percentage of local workers working in manufacturing declined (see Table B.2). At the same time, employment in the finance/insurance/real estate and services sectors increased. The services sector has continued to increase significantly. It now employs 1,500 more people than it did in 1990, providing work for more than one-

third of Saco workers.

Saco workers have moved away from manufacturing employment and towards service based work, a trend reflective of the nation as a whole. By the 2000 Census nearly 70% of the local workforce was employed in retail, finance/insurance/real estate, services, or public administration. The diversification of employment has strengthened the local economy. It is less susceptible to the fluctuating fortunes of one or two major employers than in the past.

Table B.2: EMPLOYMENT OF SACO RESIDENTS BY INDUSTRY 1990-2000				
Industry	1990		2000	
	#	%	#	%
TOTAL	7,698		9,026	
Agric., forestry, fishing, mining	147	1.9%	81	0.9%
Construction	466	6.1%	630	7.0%
Manufacturing	1,646	21.4%	1,232	13.6%
Transportation/utilities	465	6.0%	431	4.7%
Wholesale trade	226	2.9%	389	4.3%
Retail trade	1,394	18.1%	1,290	14.3%
Finance/insurance/real estate	621	8.1%	817	9.1%
Services	2,470	32.0%	3,993	44.2%
Public administration	263	3.4%	163	1.8%

Source: 2000 U.S. Census

The percentages of Saco residents employed in different sectors of the economy follows a similar pattern as the Portland New England County Metropolitan Area (NECMA), with some deviation (see Table B.3). Saco has higher proportions of manufacturing, construction, and transportation/utility employment. This is likely a reflection of Saco’s history as a regional manufacturing center.

Table B.3: EMPLOYMENT OF SACO RESIDENTS INDUSTRY SECTOR COMPARED TO

PORTLAND NECMA 2000				
Industry	SACO RESIDENTS		PORTLAND NECMA RESIDENTS	
	#	%	#	%
Total Employed Labor Force	9,026		138,612	
Agric., forestry, fishing, mining	81	0.9%	1366	1.0%
Construction	630	7.0%	7,647	5.5%
Manufacturing	1,232	13.6%	13,453	9.7%
Transportation/utilities	431	4.7%	5,404	3.9%
Wholesale trade	389	4.3%	5,372	3.9%
Retail trade	1,290	14.3%	20,335	14.7%
Finance/insurance/real estate	817	9.1%	13,590	9.8%
Services	3,993	44.2%	9,787	48.0%
Public administration	163	1.8%	4,867	3.5%

Source: 2000 U.S. Census & Maine Department of Labor

C. COMMUTING PATTERNS

Changes in Saco’s employment pattern have been driven by changes in the local economy and where City residents work. Increasingly, Saco residents commute out of the Biddeford-Saco area. However, many residents of neighboring towns commute to Saco for work (see Table B.4).

The 2000 U.S. Census reported 9,026 employed Saco residents. 55.5% worked in York County, and 25.3% worked in Saco. 38.7% of Saco’s workforce commuted to Cumberland County, and slightly fewer than 3% worked out of state.

According to the U.S. Census, the total number of people working in Saco in 2000 was 8,030. 5,748 Saco workers lived outside the City. Among this commuter population, 4,427 (83.5%) came from elsewhere in York County, including many from the surrounding towns: 1,152 workers came from Biddeford, 934 from Sanford, and 562 from Old Orchard Beach. 1,042 workers came from Cumberland County, including 253 from Portland, 220 from Scarborough, and 104 from South Portland.

Due to the significant number of workers that live outside of Saco, it is not surprising that 92.8% of Saco’s workforce drove a car, van, or truck to work in 2000. 82.4% of Saco’s workforce drove alone, and less than 11% carpooled. Only 25 residents utilized

mass transit to get to work (all 25 took the bus). 258 residents walked to work. No one rode a bike.

Commute times for Saco workers range from five minutes to over 90 minutes. The average commute time is 22.4 minutes. 30% of commuters travel between 15 and 25 minutes to work. This likely represents the 83.5% of commuters who live in York County. Only 11% of Saco’s workforce commutes longer than 35 minutes. Although the bulk of Saco’s workforce lives outside the City, the majority come from within the region.

The Maine Department of Labor has dissolved the Biddeford-Saco Labor Market Area distinction. Saco is now part of the Portland-South Portland-Biddeford Market Area, which is geographically the same as the Portland New England County Metropolitan Area (NECMA). The Portland-South Portland-Biddeford Market Area consists of three counties (Cumberland, Sagadahoc, and York), anchored by Portland and two smaller cities, South Portland and Biddeford.

Though once part of an independent Biddeford-Saco urban area, Saco is now part of a larger urban area centered on Portland. This suggests a very significant change in Saco’s economic role. Prior to 1990, Saco and Biddeford served as a somewhat self-contained urban center with a large number of people who lived and worked within their two communities. In 2000, Saco still had a large percentage of workers living and working in the Saco-Biddeford area; however, many people now travel to and from York, Cumberland, and other counties, as well as different states. Saco has become more involved in the larger regional economy.

Table B.4: SACO COMMUTING PATTERNS 1990-2000

	1990		2000	
Total # of employees <u>working</u> in Saco	5,373	%	8,030	%
From York County	4,670	86.9%	6,709	83.5%
Saco	2,098	39.0%	2,282	28.4%
Biddeford	1,167	21.7%	1,152	14.3%
From Cumberland County	595	11.1%	1,042	12.9%
Portland	145	2.7%	253	3.2%
Scarborough	97	1.8%	220	2.7%
South Portland	62	1.2%	104	1.3%
Gorham	46	0.9%	98	1.2%
Total # of workers <u>living</u> in Saco	7,584	%	9,026	%
Working in York County	4,580	60.4%	5,005	55.5%
Saco	2,098	27.7%	2,282	25.3%
Biddeford	1,474	19.4%	1,457	16.1%
Working in Cumberland County	2,645	34.9%	3,497	38.7%
Portland	1,225	16.2%	1,657	18.4%
Scarborough	413	5.4%	525	5.8%
South Portland	568	7.5%	643	7.1%
Westbrook	214	2.8%	222	2.5%

Source: 1990 and 2000 U.S. Census

D. SACO'S ECONOMIC BASE

From 1825 to the mid twentieth century, the textile and manufacturing industry, including machinery-making, was the foundation of the Saco-Biddeford economy. By 1958, most of the textile mills had closed, bringing an end to the industrial era that served the region for more than a century. The last downtown mill in Saco – a Nike shoe affiliate—closed in 1988. The last textile mill in the area closed in 2009, when West Point – Pepperell in Biddeford shut down. By developing fully-serviced industrial and business parks, the City has successfully attracted a diverse mix of businesses and manufacturing facilities to replace the textile and leather operations.

The City has reserved significant areas for industrial and commercial development near Route 1 and Maine Turnpike, and four business and industrial parks have been developed there in the last thirty years. All commercial and industrial development in Saco is governed by both the site plan review and architectural standards of zoning ordinance. In addition, the quality of recently developed business parks is assured by protective covenants.

Saco's economic base continues to evolve. During the late 1980's and into the 1990's, Saco suffered employment losses due mostly to defense industry downsizing. During this period, Saco Defense (now General Dynamics) lost more than 1,000 jobs. However, these losses were more than offset by growth in Saco's industrial parks: more than 1,000 people were employed in Saco's two industrial parks in 1997. Seven of Saco's twelve largest employers were in the manufacturing sector in 1997. By 2009 that number had dwindled to three (see Table B.5).

Service and retail businesses now comprise more than half of Saco's largest employers. Most of Saco's businesses are small businesses. The manufacturers that remain in Saco, with the exception of General Dynamics, employ fewer than 100 people in each establishment. In 2009, General Dynamics was operating at nearly full occupancy, with more than 400 employees producing armaments for Department of Defense contracts, up from just 179 employees four years earlier.

The emergence of Atlantic Heights, which is nursing home and residential health care continuum services, as a major employer is also indicative of a changing economy.

Table B.5: TOP 15 MAJOR EMPLOYERS IN SACO FOR 2009		
Company	Industry	# of Employees
General Dynamics	Manufacturing	400
Sweetser School	Children's Educational Services	351
Atlantic Heights	Nursing Facility	205
Hannaford Bros.	Supermarket	200
Shaw's Supermarket	Supermarket	160-180
Thornton Academy/Middle School	High School/Middle School	166
City of Saco	Public Administration/Municipal Government	164
Visiting Nurses Association	Health Care	137
Saco-Biddeford Savings Bank	Financial Institution	115
Aquaboggan	Amusement Park	87
Prime Toyota	Car Dealership	87
Casco Bay Steel	Manufacturing	54
Michaud Distributors	Distributor	54
Yale Cordage	Manufacturing	53
Reny's Department Store	Retailer	42

Source: Saco Planning Department

E. TOURISM/HERITAGE TOURISM

Due to its location on the Southern Maine coast, tourism is an important component of Saco’s economy. Saco’s beautiful beaches, the Saco River, historic downtown, and the shopping district provide visitors with many recreational and cultural opportunities. Several Saco businesses supply goods and services to tourists. Visitor services include motels, campgrounds, water parks, a theme park, the trail system, and other outdoor activities.

Little data is available about tourism’s specific impacts on Saco’s economy. Vacancy data is available from the U.S. Census for seasonal, recreational, and occasional use housing. In 1990, there were 388 (5.7%) seasonal, recreational or occasional use structures. This decreased to 366 structures (4.9%) in 2000.

The City and affiliated organizations have taken an increased role in heritage tourism. The City was able to obtain a \$47,500 from the Preserve America Program and other sources to support a major permanent regional history exhibition at the Saco Museum, with a small overview of the exhibit at the Saco Transportation Center. A colorful set of

historic panels along Main Street was another joint City and Saco Museum program. A revamped National Register district walking tour is now available, and another set of Main Street historic panels – these in 3-D – is forthcoming.

The state encourages a regional approach to tourism, and it organizes in several regions for tourism promotion. Southern Maine is called “The Beaches.” The Chamber of Commerce is considering affiliating with this regional promotion program.

F. THE RETAIL SECTOR

Together with Biddeford, Saco has historically served as the commercial center for the region. Saco’s retail community fulfills four economic roles:

1. Community Retail Center – a number of businesses (including the Saco Valley Shopping Center and Hannaford Plaza) provide for the day-to-day needs of residents in the Saco Trade Area.
2. Specialty Retail Center – a portion of the Saco retail community focuses on meeting the needs for specialty goods from a regional market. While some of these businesses are located in downtown, others are located in the Route One Corridor.
3. Automobile Sales – a significant portion of Saco’s economy is the sale of new and used automobiles. Typically, car dealerships account for more than half of Saco’s annual taxable retail sales. Saco’s auto businesses are clustered along the Route One Corridor.
4. Tourist Businesses – a group of Saco businesses are oriented to providing goods and services to meet visitor needs. A number are seasonal.

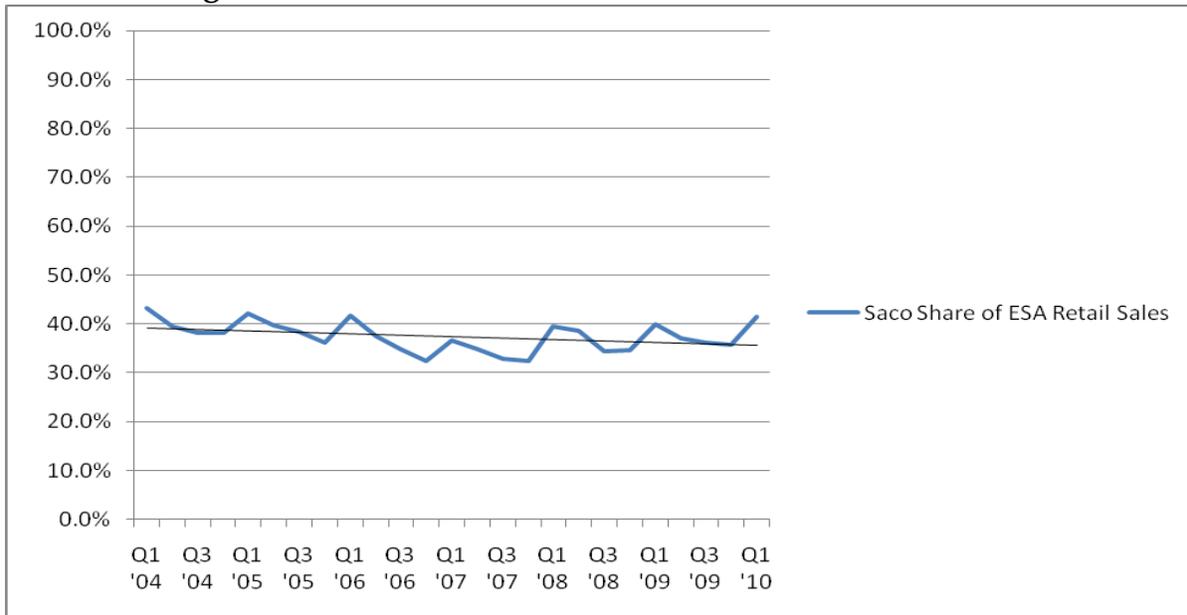
Within the Biddeford Economic Summary Area (Biddeford, Buxton, Dayton, Hollis, Limington, Old Orchard Beach, and Saco), Saco has lost some market share of total consumer sales, likely due to the growth of the Route 111 retail corridor in Biddeford. Despite this competition, however, Saco’s share has held relatively steady, with only a minimal downward trend (see Table B.6 and Figure B.1). From 2004 to 2009 Saco’s share of total consumer sales of the ESA has fluctuated. In 2004, Saco’s percentage of the

ESA was 39.5%. It reached a low of 34.0% in 2007; however it has increased since then to 37.1% in 2009. So while Saco’s share of the ESA has decreased since 2004, it has increased since 2007.

Table B.6: TAXABLE TOTAL CONSUMER SALES 2004-2009 (in thousands of dollars)			
	Saco	Biddeford ESA	Saco as % of ESA
2004	\$236,975	\$600,058	39.5%
2005	\$247,810	\$637,688	38.9%
2006	\$245,078	\$677,705	36.2%
2007	\$244,448	\$719,838	34.0%
2008	\$262,919	\$720,402	36.5%
2009	\$252,291	\$680,577	37.1%

Source: Maine Retail Sales Reports, Maine State Planning Office

Figure B.1: SACO SHARE OF REGIONAL RETAIL SALES



Source: Maine Retail Sales Reports, Maine State Planning Office

In most years, automobile sales are the single largest component of Saco’s total consumer sales. From 2004 to 2009, Saco’s percentage of ESA sales of automobiles has increased steadily from 76.8% to 83.7%. Automobile sales decreased from \$157,216 in

2005 to a low of \$149,259 in 2007. Following the low in 2007, automobile sales increased significantly to \$170,093 in 2008. There has been a slight decrease to \$165,591 in 2009; however Saco’s percentage of ESA sales has increased from 82.3% to 83.7% during this same time period.

Table B.7: AUTOMOBILE SALES 2004-2009 (in thousands of dollars)			
	Saco	Biddeford ESA	Saco as % of ESA
2004	\$151,974	\$197,831	76.8%
2005	\$157,216	\$198,113	79.4%
2006	\$149,904	\$190,405	78.7%
2007	\$149,259	\$185,520	80.5%
2008	\$170,093	\$206,596	82.3%
2009	\$165,591	\$197,897	83.7%

Source: Maine Retail Sales Reports, Maine State Planning Office

Table B.8 shows taxable sales for food stores, general merchandise, and other retail categories for 2004 to 2009. Taxable sales data provide information about everyday consumer purchases, which are less susceptible to large fluctuations than big purchases. Saco’s percentage of total retail sales for food, general merchandise, and other retail categories steadily declined from 26.6% in 2004 to 19.4% in 2009. Figure B.2 shows the decline.

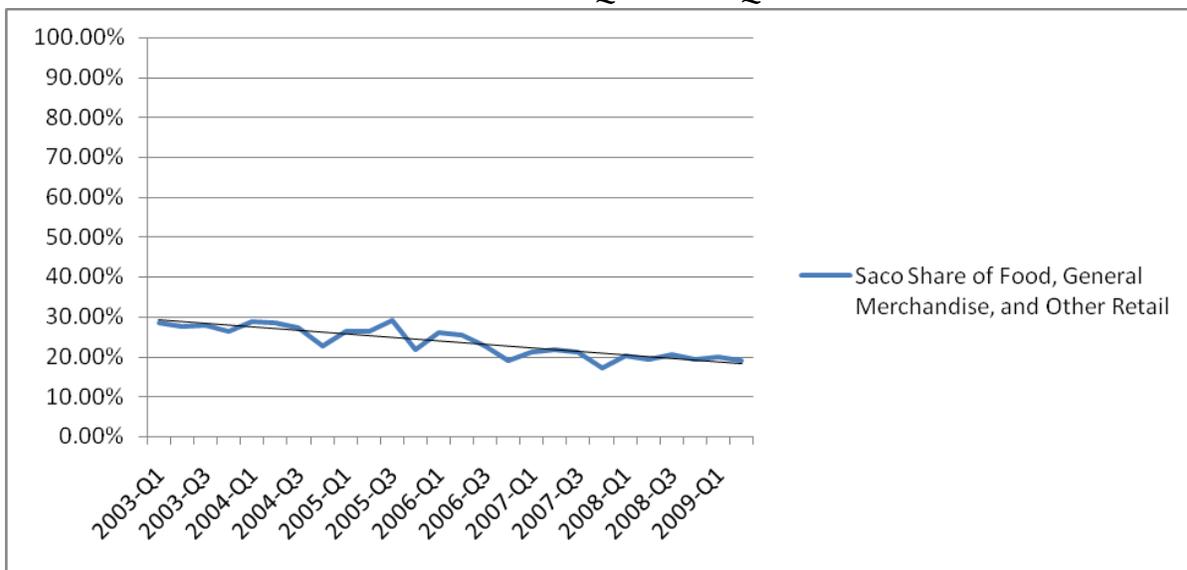
Table B.8: FOOD/GENERAL MERCHANDISE/OTHER RETAIL TAXABLE SALES 2004-2009 (in thousands of dollars)			
	Saco	Biddeford ESA	Saco as % of ESA
2004	\$43,025	\$161,781	26.6%
2005	\$48,158	\$184,678	26.1%
2006	\$47,458	\$207,688	22.9%
2007	\$46,526	\$230,060	20.2%
2008	\$46,203	\$231,448	20.0%
2009	\$42,813	\$221,087	19.4%

Source: Maine Retail Sales Reports, Maine State Planning Office

It is important to note that while Saco’s proportional share of the sales has declined, its

total sales volume has not. As Figure B.3 on the following page shows, Saco merchants have increased their sales volumes slightly. This suggests that Saco’s loss of proportional share is because of increased growth in other regional areas, such as Biddeford’s Five Points, rather than decreased sales in Saco. The City’s relatively steady share is also likely due to increases in its share of auto sales, especially in recent years. As general merchandise retailers develop their businesses in Biddeford, Saco is specializing in other areas.

Figure B.2: SACO’S SHARE OF FOOD/GENERAL MERCHANDISE/OTHER RETAIL SALES Q1 2003 – Q2 2009



Source: Maine Retail Sales Reports, Maine State Planning Office

**Figure B.3: SACO FOOD/GENERAL MERCHANDISE/OTHER RETAIL SALES
Q1 2003 – Q2 2009**



Source: Maine Retail Sales Reports, Maine State Planning Office

G. THE SERVICE SECTOR

Saco plays an economic role as a professional and financial services center for the region. It is an important aspect of the City’s economy. Saco shares this role with Biddeford. Expansion of Saco and Biddeford Savings Institution, which is based here, and the relocation of People’s Choice Credit Union’s main office to Saco, as well as new branches by other banks and credit unions, is indicative of growth in the last decade.

Health care is another area with new activity. Atlantic Heights, a health care provider, is now among the city’s largest employers.

H. DOWNTOWN

Saco’s bustling downtown is supported by the City and by Saco Spirit, a National Main Street affiliated organization. The City has invested more than \$3 million in Main Street improvements over the last five years, including the reconstruction of sidewalks and streets, the undergrounding of overhead utilities, and other changes in design, infrastructure, and physical condition. Additional municipal investments in the downtown include the \$2.4 million Saco Transportation Center, the Amtrak station which serves the Downeaster.

Living in downtown Saco is now perceived favorably and developers have noticed, not just on Saco Island but also in the approximately 300 condominiums built in a ring around the downtown in the past decade. The positive image for downtown Saco has been noted by the Saco Island developers and many others. “Saco” is a better “brand” than a decade ago to those who do not live or work here. Large scale new activity on Saco Island and in the Biddeford mill district will help provide additional local market supports for downtown businesses.

Saco completed a downtown plan in 1998 and updated it in 2007. The major recommendations from 1998 downtown plan:

- Encourage mixed use redevelopment of Saco Island using TIF and other incentives
- Create organization to manage downtown using National Main Street approach (Saco Spirit)
- Connect west side parking
- Add parking near Pepperell Square
- Improve parking, parking signage, parking management
- Build train station
- Rehab Main Street – Pepperell Square
- New signage, orientation signage.

Substantial progress has been made on all but the west side parking. Saco Island is being redeveloped. Saco Spirit coordinates much of the activity in the downtown. Parking has been added and improved. Main Street and Pepperell Square have been rebuilt beautifully and now the Main Street section from City Hall to Beach Street has also been completed. New signage and orientation signage has been designed and installed.

The 2007 plan emphasizes support of Saco Spirit’s efforts for the downtown. It also has long lists of detailed recommendations. Among them several seem particularly relevant to the Comprehensive Plan. The following are derived from that plan:

- Continue to reinvigorate downtown's "streetscape" and parking lots;
- Plan a pedestrian bridge to Biddeford, mill district to district;
- Plan for housing expansion and improvement in the downtown;
- Plan for Saco and Biddeford's role in the Creative Economy, which has led the revitalization of many downtowns. Saco's environmental leadership and heritage tourism may also have a role.

Streetscape work has continued in the City Hall to Beach Street section; a pedestrian bridge with Biddeford is the subject of a current grant application; housing growth continues downtown; heritage tourism has been addressed with an Amtrak Station, a major permanent makeover of the Saco Museum with a regional history exhibition; a Main Street history trail, a National Register District walking tour, and an upcoming 3-D historic panel program.

The relocation of the Central Fire Station and the Notre Dame church, as well as the mill space on Saco Island, provides significant opportunities for downtown redevelopment.

I. HOME-BASED EMPLOYMENT

While there are a number of home-based businesses in Saco, there is no 2009 data available on home-based employment. The U.S. Census reported that 268 people (fewer than 3% of the population) worked from home in 2000.

J. ECONOMIC DEVELOPMENT

1. Local and Regional Economic Development Plans

During the past five years, three economic development plans which include the City of Saco have been developed: the Southern Maine Economic Development District Community Economic Development Strategy (available from the Greater Portland Council of Governments); the City of Saco Downtown Plan; and the City of Biddeford Mill District Study.

2. Economic Development Incentive Districts

Tax Increment Financing Districts

Tax Increment Financing (TIF) is a tool that enables the City to reduce the tax burden on new developments while sheltering the City from potential losses in state education funding and revenue sharing as a result of the development. Saco has 7 Tax Increment Finance Districts.

Saco Island

The City established the Saco Island Tax Increment Financing (TIF) District in 1985. It was amended in 1986. The agreement required the developer to make certain improvements and required the City to establish a sinking fund. The developer and his successors were reimbursed for the improvements.

In March 1999, the Maine Department of Economic and Community Development (DECD) accepted the City's application to amend the Saco Island TIF District as part of the City's continuing revitalization effort of the downtown and Saco Island, and in response to the need for a train station. DECD authorized the City to capture the increased assessed value for 15 years, add approximately 7.5 acres to the District, and revise the program of public improvements to include parking areas within 500 feet of the district.

The Saco Island TIF was amended again in September 2007, and some land was removed from the district and placed in a separate district, the Saco Island Renaissance TIF district. This had no financial implications this fiscal year.

Saco Island Renaissance

The Saco Island Renaissance TIF district was approved in September 2008. The developer, Mattson Development, plans to complete approximately \$80 million in mixed-use mill rehabilitation projects over the next several years. This TIF is for 95% of the new value for 15 years, and 90% of the value for the following 15 years. 5% and 10% of the project respectively remains outside of the TIF agreement. TIF funds will be returned to the developer under a credit enhancement agreement (a contract between

the City and the developer). This development program was changing as this plan is being developed and is likely to be rewritten in the near future.

First Light Technology

In 1997, the City formed a TIF District to assist First Light Technology, Inc. in acquiring real estate and constructing a manufacturing and research building, and to assist the City to pay for or finance necessary public improvements. The benefits to the company are complete and now available for public improvements.

Spring Hill

In March 2002, the City established the Spring Hill Municipal Development TIF District in the Spring Hill section of the Saco Industrial Park and adjacent areas. The adjacent areas include a portion of the railroad right of way for the Saco Industrial Park, a portion of the proposed Saco 67 Business Park across Route 1 from the Spring Hill section, and a portion of the Route 1 right of way where the installation of a traffic light and a sewer are contemplated.

The goals of the TIF district are to:

- provide serviced business park lots
- permit the purchase of land
- provide for additional rail service to an existing industrial park
- provide for traffic improvements, such as a traffic light required by the industrial developments, and
- provide for the installation of a public sewer system in an area of industrial, business, and commercial zoning to enhance the facilities for business and industrial development.

During the first 10 years of the development program, the City will capture 100% of the increase in assessed value due to the real property improvements, allocating all 100% to the development program.

The Spring Hill TIF was amended on October 7, 2008. Boundary changes removed a 12-foot strip to the Scarborough line, and added one lot to the district: the site of a new

IMAX theater. The TIF revision creates a mitigation fund for a fifth lane on Route 1, which MDOT required for the IMAX Theater (\$118,000), and extends the end date of the TIF 10 years beyond the original 2012 expiration, to 2022.

Park North

The Park North TIF, approved September 12, 2008, is for 100% of the tax increment for 20 years, with 70% reimbursing the developer for a sewer extension. The developer has paid for the costs and financing of the sewer extension, and for a pump station serving the project (this includes only large sewer mains, not local service mains within the development). The sewer cost is estimated at \$3.5 million, although financing could double the cost. It is estimated that reimbursement to the developer could take up to 11 years. The remainder of the TIF --30% in the early years, 100% later -- will be used by the City for improvements in the district and the area of the project and for qualifying economic development projects.

Industrial Park Road

The Industrial Park Road TIF was approved March 16, 2008, and is for 100% of the tax increment through 2027. The entire increment will be treated in a special fund by the City and used for construction of roads and sewers and sidewalks, including improvements to a portion of North Street and a portion of Industrial Park Road. An agreement has been reached with People's Choice Credit Union to reimburse the company \$100,000 for intersection improvements by reimbursing 50% of its taxes each year.

Franklin Fuels

The Franklin Fuels TIF (Incon- Intelligent Controls) was approved on March 24, 2009. The TIF captures 100% of captured assessed value. The agreement returns 45% of taxes to Franklin Fuels, which has erected a new industrial building for manufacturing fuel tank monitoring equipment and other electronic detection devices. The TIF retains 55% for City public improvements and economic development programs through fiscal year 2019.¹

¹ City of Saco

Pine Tree Zone

Before LD1473 became law in 2009, Saco had designated areas in the mill district and industrial sections of the City as Pine Tree Zones. The new law expanded the Pine Tree Development Zone program from a limited location to a statewide program. The entire City of Saco is now a Pine Tree Zone.

K. ISSUES AND IMPLICATIONS

The review of Saco's economy suggests the following issues and implications that need to be addressed in the policies:

- Saco has had some success in diversifying its economy in recent decades after the earlier industrial decline in the region. Increasing the number and quality of jobs remains an on-going issue for the community.
- Over the past twenty years, Saco's economy has become much more entwined with the Greater Portland and Boston Metro economy. This changes the economic role of Saco businesses and increases Saco's desirability as a bedroom community.
- Saco continues to function as both a community retail center and as a niche regional center for certain types of goods and services. These roles will continue to evolve impacting the type and location of facilities needed to serve these markets. Downtown Saco and the Route 1 corridor can continue to serve these markets.
- Saco's downtown is a major economic asset for the region. The City should continue its efforts to strengthen it.
- The City should consider measures to maintain potential Interstate highway access.
- The City should continue to be selective in pursuing growth opportunities. It should emphasize the quality of the companies, the quality of the buildings and especially the quality of the jobs in encouraging growth.

APPENDIX C: NATURAL RESOURCES

This section describes the characteristics of Saco's physical landscape. A thorough understanding of Saco's environment, the relationships between its contributing elements, and the constraints and opportunities for development each presents is essential for making wise and informed land use decisions. In some cases, constraints can be overcome by careful design or the use of technology. For example, development in areas where soils are not suitable for septic systems may be instead served by public sewers. Informed by knowledge of Saco's natural resources and the issues associated with them, the community can make wise decisions about when technology should be employed, when natural limitations should be respected, and when the preservation of natural systems best serves the needs of the community.

A. GEOLOGY

The effects of glaciation are apparent in Saco. Fourteen thousand years ago, a continental ice sheet covered the region. The immense weight of the ice sheet depressed the land into the earth's mantle. As the ice sheet melted, the sea level rose. Depressed lowland coastal regions were covered with water. Glaciomarine sediments were deposited over the submerged landscape. As the glacier retreated, vast amounts of sand and gravel were left behind and redeposited across the plain by glacial meltwater. In the upland areas of Saco, pockets of glacial till and end moraine ridges remain where the glacier deposited heterogeneous sand, silt, clay, and stones.

B. LANDFORMS AND WATERSHEDS

Changes in topography are measured in elevation. Saco's landscape rises gently from sea level at Camp Ellis and along the coast to a height of approximately 60 feet in downtown Saco. West of the turnpike, the land rises from the river elevation of 50 feet to 100 feet. North toward the Saco/Scarborough municipal border, the land surface undulates between the elevations of 100 and 200 feet, with Berry Hill as the highest spot at 220 feet. Saco has no strongly pronounced ridge lines but rather hummocks and hills. The steepest slopes occur in drainages descending through the landscape rather than in hillsides rising prominently above it.

Slope affects land's suitability for development. As slope¹ increases, so does the cost of development, and the severity of potential environmental impacts. The Maine State Plumbing Code does not allow the installation of septic systems on slopes greater than 20%. Slopes in the 3% to 8% range are generally considered to have the fewest restrictions for development. Development on slopes of less than 3% may experience drainage problems, especially in areas with high water tables or clay soils.

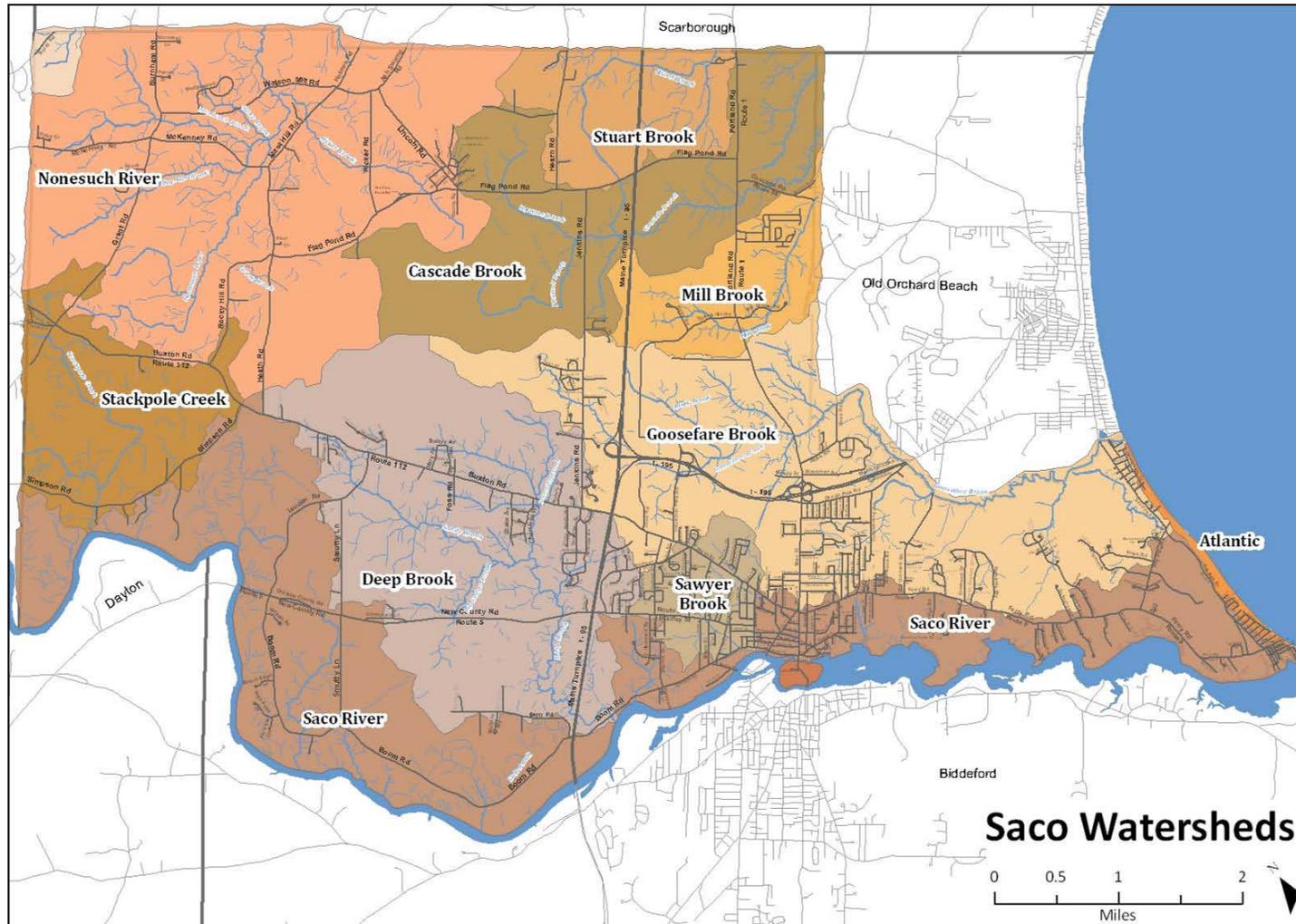
In most areas of Saco, slope is not a limiting factor for development. Much of Saco has slopes in the 0% to 8% range. There are a few areas in Saco where slopes exceed 8%. In most of these areas, steep slopes are associated with stream and river drainages that present other constraints to development as well.

The topography of the land defines Saco's watersheds (see Figure C.1). A watershed is an area of land within which precipitation drains to a single water body. High points of land define watershed boundaries. Saco has ten watersheds.

In this chapter, major watersheds are used to delineate the location of natural resources.

¹Slope is expressed as a percentage of rise over run. A 10% slope means that there is a 10-foot elevation difference over a horizontal distance of 100 feet.

Figure C.1: MAP OF SACO WATERSHEDS



1. Watersheds

Saco River Watershed

The Saco River flows out of the White Mountains of New Hampshire, draining a watershed of approximately 1,700 square miles on its journey to the Atlantic Ocean. The watershed is 75 miles long and extends 44 miles at its widest point.

Cole Brook, Stackpole Creek, and several short, unnamed tributaries drain into the Saco River between the Saco/Buxton municipal line and the Cole Brook/Saco River confluence. Most of the land within the Saco River Watershed lies south of the Buxton Road and west of Smutty Lane. Along this stretch of the river, most of the drainages are short, serving the hummocky topography north of the river.

Land upstream of Cataract Dam in Downtown was historically used primarily for agriculture and forestry. Residential development has increasingly occurred in the upper reaches of the watershed in recent years, primarily off Boom Road and Smutty Lane.

Below Cataract Dam, the Saco River becomes an estuary, and the tidal effects of the Atlantic extend to the base of the dam. Land use varies, with substantial commercial and residential development along the river in both Saco and Biddeford.

All land within 500 feet of the riverbank on either side of the Saco River is within the Saco River Corridor. Development within the corridor is subject to the requirements of the Saco River Corridor Commission.

Deep Brook Watershed

The Deep Brook Watershed drains into the Saco River a short distance downstream from the Maine Turnpike crossing. Big Ledge Brook, Sandy Brook, and Dennett Brook are all tributary to Deep Brook. The watershed is roughly bounded by Buxton Road to the north, the Turnpike to the east, and Smutty Lane to the west. The southern edge of the Heath flows into the watershed.

Much of the land within this watershed is forested or used for agriculture. Residential

use has been increasing along road frontages (see the Land Use Chapter of this inventory). Several sand and gravel quarries operate in this watershed along Route 5 and Berry Road.

Sawyer Brook Watershed

Sawyer Brook begins in the Tall Oaks/Shadagee Woods area and flows to the Saco River upstream of Saco Island. Land use in the Sawyer Brook Watershed is urban in character, comprised primarily of residential uses with a few commercial uses. In 2001, the City completed a \$2.6 million dollar flood mitigation project on Sawyer Brook in cooperation with FEMA. The combined sewer systems in this area were separated as part of the City's Combined Sewer Overflow (CSO) Abatement plan.

Goosefare Brook Watershed

The Goosefare Brook watershed is located in both the City of Saco and the Town of Old Orchard Beach. The lower reach of the Goosefare forms the boundary between the two communities. The majority of the watershed, approximately 4,000 acres, is in Saco; approximately 1,000 acres are in Old Orchard Beach. The headwaters, approximately 2,100 acres, are entirely in Saco. The brook drains directly into Saco Bay roughly midway between Old Orchard Beach and Ferry Beach State Park, two major beaches on the longest stretch of recreational sand beach in the State of Maine. Tributary to Goosefare Brook are Innis, Bear, and Branch Brooks, and several small, unnamed streams flowing northeast from Saco's urban core.

The Goosefare Brook watershed is a valuable ecological and environmentally sensitive resource threatened by increasing industrial, commercial and residential development and declining water quality. The watershed has a very diverse land use pattern, ranging from heavy industry to undeveloped land. Goosefare Brook flows under a turnpike interchange and two turnpike connector interchanges, and through the highly developed commercial and industrial Route 1 corridor.

Goosefare Brook discharges through a salt marsh estuary into Saco Bay in one of the state's prime seaside recreational areas. The Maine Department of Inland Fisheries and Wildlife has rated the Goosefare Estuary as a Coastal Wildlife Concentration Area of state significance (see Aquatic Habitat).

In Saco, the Goosefare Brook watershed represents approximately 16% of the City's total land area. It is located in the rapidly developing corridor between Portland and Saco. A majority of the City's planned industrial, commercial and residential development is in this area.

Mill Brook Watershed

Mill Brook is the smallest watershed in Saco. Its headwaters lie just west of Spring Hill Road, between the Turnpike and Route One. The two dominant land uses in the watershed are commercial development along Route One and Spring Hill Road, and a mobile home park located a short distance south of Cascade Road.

Cascade Brook Watershed

The Cascade Brook watershed is roughly bounded by Boothby Park and Lincoln Road to the west, and the Blue Haven Mobile Home Park just south of Cascade Road to the south. Harmon Brook flows from Boothby Park and converges with Foxwell Brook flowing from the Saco Heath just west of Jenkins Road to form Cascade Brook. Stuart Brook, which drains much of the land along the Saco/Scarborough line, flows into Cascade Brook a short distance upstream of Cascade Brook's confluence with the Scarborough Marsh.

Land use in the Cascade Brook watershed varies. Forestry and agriculture dominate west of Jenkins Road, while residential development (most not served by public sewer) predominates along Jenkins, Flag Pond, and Hearn Roads. The Turnpike crosses the watershed, as does Route One. A considerable amount of commercial development is located along Route One (see the Land Use Chapter). In 2007, the Park North and Cascades subdivisions were approved by the City. This major development project included the extension of public sewer nearly to the Scarborough town line.

Nonesuch River Watershed

The Nonesuch River watershed encompasses the northwest portion of Saco. Grant, Boynton, Ricker, Skilly, and Nonesuch Brooks are tributary to the Nonesuch River. The headwaters of the Nonesuch River start a short distance northwest of the junction of

Buxton and Rocky Hill Roads.

Historically, land in the Nonesuch River watershed has been used for forestry and agriculture. Over the last two decades, residential development has increased, and several large subdivisions were built in the area. There are one active gravel quarry and two former quarry sites in the watershed.

Other Watersheds

The Stroudwater River watershed clips the north-northwest corner of Saco around Tapley Road and extends south from the center of that road's length into the City for nearly one half mile. There is no development in this watershed.

The Stackpole Creek watershed is tributary to the Saco River. It occupies the westernmost corner of the City in the space between the Nonesuch River watershed and the Saco River watershed. It is loosely bounded by Buxton Road to the northeast, though it deviates northerly for 0.6 miles along Grant Road and 0.45 miles along Rocky Hill Road. To the south, the watershed is bounded by Simpson Road in the vicinity of Fire Lane 4. As the result of the 2009 update to Saco's zoning ordinance (Section 7.1 Natural Resources Districts/Shoreland Performance Standards), a Shoreland Overlay Zone and an expanded Resource Protection Zone provide greater safeguards to portions of Stackpole Creek.

The Stuart Brook Watershed is roughly bounded to the southeast by Route 1, to the southwest by Flag Pond Road, and to the west/northwest by Hearn and Fenderson Roads. It extends into Scarborough and is nearly bisected by I-95. Stuart Brook was rezoned as a resource protection zone in 2001. The possible expansion of the Country Village Mobile Home Park could mean significant changes to this small watershed. Public sewer will need to be extended to the project if it occurs.

C. SOIL ASSOCIATIONS

Saco's landscape is comprised of various soil associations, each with a distinct pattern of soil types, topography, and drainage. These major soil associations are a direct result of the area's geologic history.

Soils influence development potential. Each soil association has of a series of characteristics that are more or less suitable for different land uses. These characteristics include texture; mix of clay, silt and sand; depth to bedrock; height of the water table; percolation rate of water through the soil (drainage); and load bearing capacity. In general, moderately-well drained soils are well suited to development, while poorly drained soils are highly susceptible to erosion and flooding.

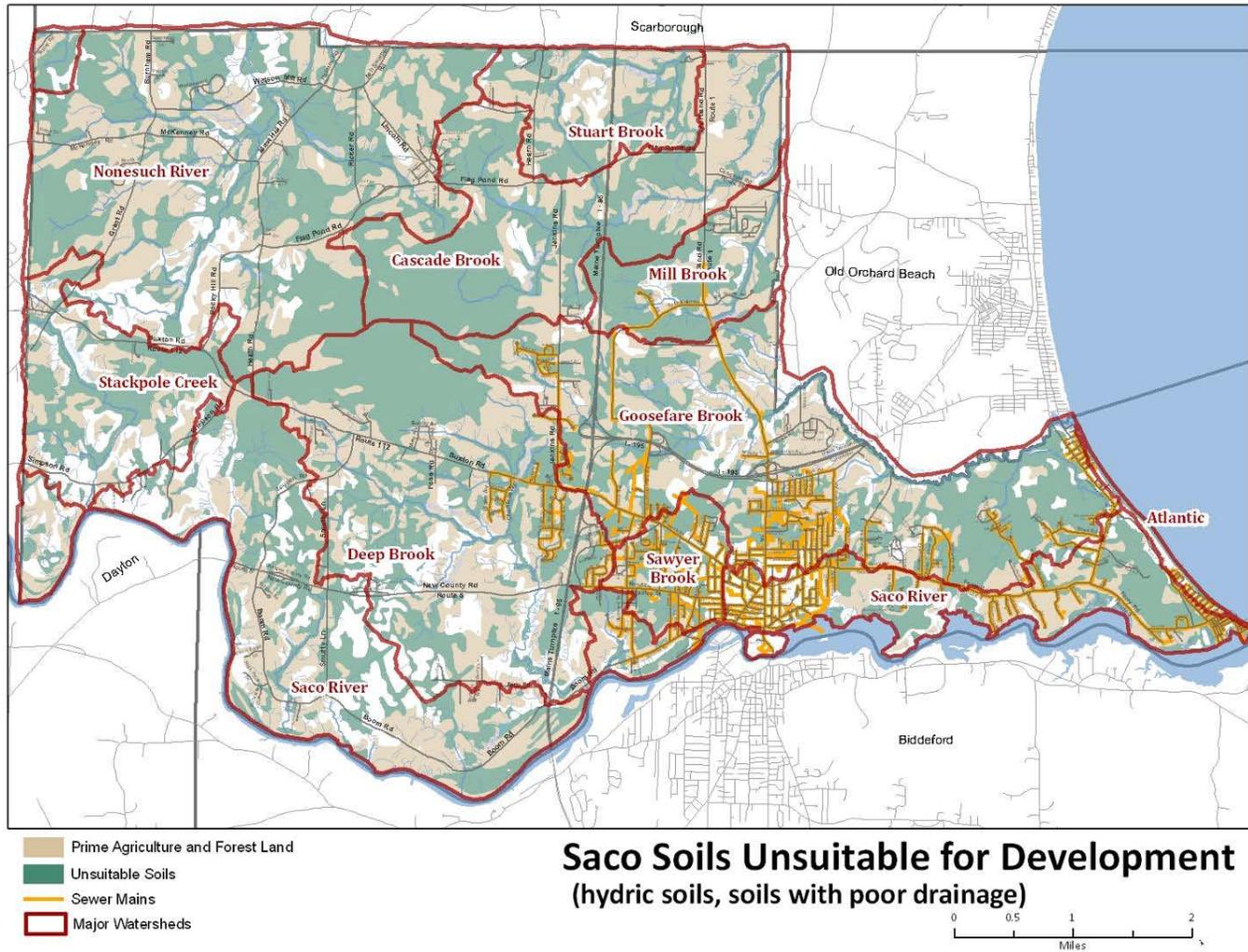
The following section considers the limitations and opportunities presented by the different soil types in Saco in relation to subsurface waste disposal, agriculture, and forestry.

1. Subsurface Waste Disposal Suitability

In areas of Saco not served by public sewer, subsurface sewage disposal or septic systems are the most common means of waste disposal. Septic systems consist of a septic tank and leach field. The leach field distributes effluent from the septic tank into the soil, where it is filtered as it percolates through the soil. The Maine State Plumbing Code does not allow new septic systems on slopes greater than 20%. The code requires a minimum of 12 inches (or more with some soil types) between the bottom of the leach field bed and the seasonal high water table, bedrock, or other restrictive layer.

The Soil Conservation Service (SCS), a branch of the United States Department of Agriculture, rates soils in York County for various land uses in two reports, "Soil Survey Data for Growth Management" and "Soil Potential Ratings for Low Density Development." Soils rated as unsuitable for subsurface waste disposal include Biddeford, Brayton, Chocorua, Ondawa, Podunk, Raynham, Rumney, Saco, Scantic, Sebago, Sulfihemists, Vassalboro, Waskish, Westbury, and Winooski. The limiting factors for all of these soils are that they are too wet, subject to flooding, organic (and poorly draining), or some combination thereof.

Figure C.2: MAP OF SACO SOILS



Five soil types may be unsuitable for septic systems or may require lot sizes ranging from 40,000 to 80,000 square feet (depending upon the specific conditions at the site) to keep from polluting groundwater. They are Adams, Allagash, Colton, Croghan, and Naumburg. The primary limiting factor on these soils is excessive permeability.

Figure C.2 on the previous page shows the location of prime agricultural/forest soils as well as soils not suitable for septic systems. Approximately 38% of Saco's land is considered prime agricultural soil. These soils could be highly productive for agricultural activities; they are also considered well-suited for development. Areas with hydric and/or highly erodible soils are considered not suitable for most development. These soils make up 47% of Saco. They are found near major waterbodies and streams and include coastal areas and the Saco Heath. Figure C.2 also indicates the relationship between soil groups and existing public sewer infrastructure.

Saco River Watershed

Rumney, Podunk, and Ondawa soils dominate in the Saco River floodplain. These soils are mostly organic, usually black in color with highly fibrous, visible plant remains. They are typically found in swamps, marshes, and bogs. Flooding and wetness are the primary limiting factors on these soils. None of the land in the Saco River watershed upstream of the turnpike is served by public sewer.

Moving away from the river, from Boom Road toward Buxton Road, there are a variety of soils. Scantic and Raynham soils are interspersed throughout this area. These soils are silty and have a high seasonal groundwater table, limiting their suitability for septic systems.

In the Buxton Road area, Croghan and Naumburg soils are dominant. A two-acre minimum lot size is recommended to build a septic system in Croghan soils. Naumburgs are highly permeable and need to be judged on a site specific basis. Some Naumburg soils are saturated and unsuitable for development. However, they are often found in association with other soils more suitable for subsurface waste disposal.

Deep Brook Watershed

The eastern portion of the Deep Brook watershed is served by public sewer. In the

unsewered portion of the watershed, many areas with soils unsuitable for development are located along streambanks that present other development constraints as well. Along the Buxton Road west of Jenkins Road is a stretch of Scantic soils. Further west, Croghan and Naumburg soils dominate. South of the Buxton Road, Raynham soils mix with a range of other soils that present fewer constraints to development. North of the Buxton Road, moving toward the Heath, Croghan, Naumburg, and Adams soils dominate. The Heath is primarily made up of Waskish soils.

Sawyer Brook Watershed

All land within this watershed is served by public sewer.

Goosefare Brook Watershed

The upper reaches of the Goosefare Brook watershed lie in the Waskish soils of the Heath. The Jenkins Road area consists of Adams, Croghan, and Naumburg soils. Most of the developed areas in this watershed are served by public sewer. The broad expanse of largely undeveloped land that lies between the Turnpike and Route One is served by public sewer in the industrial park and along Route One. The soils in this area are predominantly Naumburg, Croghan, and Scantic soils and are unsuitable for dense development. Future development in this area should be tied into the public sewer system.

Mill Brook Watershed

The soils in the Mill Brook watershed restrict development reliant on subsurface waste disposal. Except for a few small pockets of Buxton, Elmwood, Lyman and Scio soils, the rest of the watershed is comprised of Naumburg, Croghan, and Adams soils. Development within the watershed consists of a few homes and businesses along Route One and a mobile home park. Any future development should be at low densities or served by public sewer.

Cascade Brook Watershed

Much of the Cascade Brook watershed is served by public sewer with the 2008-2009 extension of service along Route One to the Park North and Cascade subdivisions. The

area south of Flag Pond Road between the turnpike and the Saco/Old Orchard Beach municipal border is dominated by Croghan, Adams, and Naumburg soils. Harmon Brook flows over Scantic soils and Cascade Brook over Saco and Podunk soils. There are reasonably large areas within this watershed with soils suitable for development (see Figure C.2).

Nonesuch River Watershed

The northwest corner of Saco, north of McKenney Road, has a heavy concentration of Raynham, Scantic and Saco soils, which present significant constraints to development. South of McKenney Road, Croghan, Allagash, Naumburg, Adams, and Colton soils dominate. This area has some residential development. Areas along major roads may have soils suitable for development.

2. Prime Farmland Soils

The U.S. Department of Agriculture defines prime farmland as the land that is best suited to producing food, feed, forage, fiber, and oilseed crops. Prime farmland has the soil quality, growing season, and moisture supply to produce a sustained high yield of crops while using acceptable farming methods. Prime farmland produces high yields with the least amount of external input. It is a valuable, limited commodity. In many areas experiencing growth and development, prime farmland is under siege. The same characteristics that make soil prime farmland make it desirable for development. Protection of prime farmland soils is worthy of consideration when making land use decisions. Saco does not have areas with large expanses of uninterrupted prime farmland soils. Rather, they are found in intermittent pockets surrounded by other soil types.

3. Prime Forestry Soils

The Soil Conservation Service defines prime forest land as land that has soils which are capable of growing wood at the economic productive growth rate for a given tree species. Soils with a productivity rating of medium, high or very high are considered prime forestry soils. Management issues, such as erosion hazard, equipment limitations, or seedling mortality, are not factored in when calculating the forest productivity of a soil. Rather, productivity is based on the total yield of wood per hectare of mature trees. The indicator species used for York County is eastern white pine. Large expanses of Saco have soils well suited to forestry.

All of the soils identified as prime farmland soils are also rated as prime forestry soils. Four additional soil types, Brayton, Westbury, Scantic, and Scio, are also identified as prime forestry soils. Scio has the highest tree growth productivity rating of all York County soils. Only two soil types, Naumburg and Saco, have low forestland productivity ratings. Naumburg soils are prevalent between Ferry Road and Goosefare Brook, and between Jenkins Road and the Saco/Old Orchard Beach municipal border. Naumburg soils are also a substantial part of the mix of soils present in the Nonesuch River watershed.

Forestry no longer plays the central role it once did in Saco's economy. Most of the land around Saco has been cut many times since the area was first settled. Natural constraints to timber harvesting in Saco include the steepness of the slope and the wetness of the soil. Other constraints include conflicts with residential neighbors and development pressure.

D. SURFACE WATERS

Water is the primary reason Saco came into existence. Cataract Falls in the center of town powered industry in the City. The Saco River transported raw materials from inland and provided access to world markets downriver of the falls. The Atlantic Ocean and the clam flats in the Saco River Estuary provided food and a livelihood for harvesters.

Water still plays a critical role in Saco. The community draws its drinking water from the Saco River. Cataract Falls generates power. Treated effluent from the wastewater treatment plant is discharged into the river. Abundant wetlands and estuarine areas provide habitat for wildlife. While the river and ocean no longer are a primary means of travel, they are still heavily used for recreational boating. Saco has a small commercial fishing fleet. The streams and rivers found throughout Saco are scenic and recreational resources.

The health of these resources should be protected. Public water supplies that depend on surface water sources are especially vulnerable to pollution. This section looks at the water quality of Saco's surface water resources.

The State of Maine has established a water quality classification system in accordance

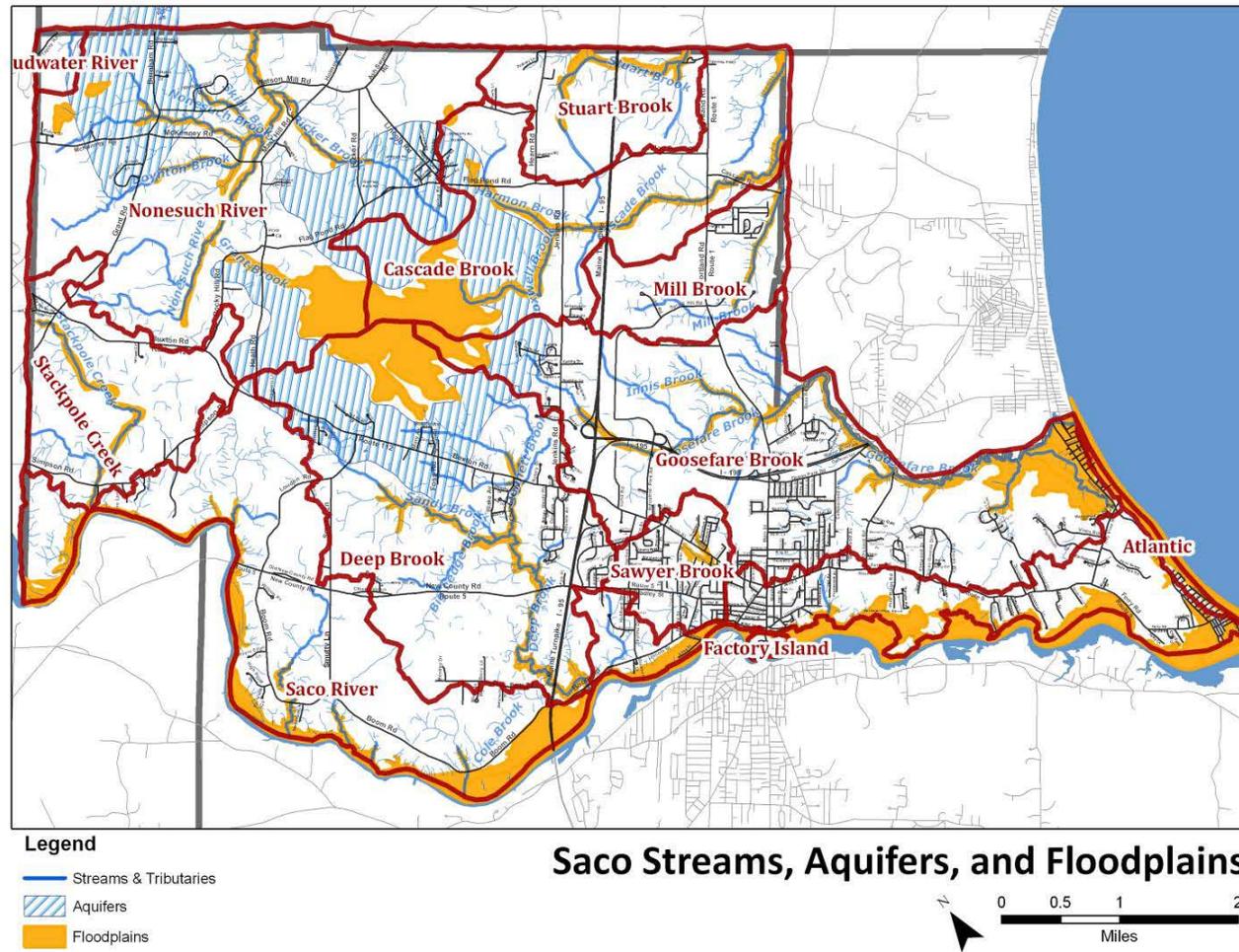
with Sections 305(b) and 106(a) of the Clean Water Act. The classification system is based on varying minimal attainment standards for designated uses such as drinking water supply, fishery habitat, and recreational uses. There are four classifications for river waters, ranging from the lowest quality, Class C, to the highest quality, Class AA. There is only one classification for lake waters, Class GPA. Estuaries and marine waters have three classifications, Class SC, Class SB, and Class SA. Classification is a legislative function and is not a report of water quality. Water quality is reported as “attaining” or “not attaining” the minimum standards stipulated by the classification.

Class AA waters are considered outstanding natural resources because of their ecological, social, scenic or recreational importance. Class AA waters are free flowing and natural, and are suitable for use as drinking water after disinfection. The aquatic life, dissolved oxygen, and bacteria content are as naturally occurs. No direct discharges of pollutants are allowed into Class AA waters.

Class A waters are also suitable for drinking after disinfection. The dissolved oxygen content should not be less than 7 parts per million or 75% of saturation, whichever is higher. The aquatic life and bacteria content will be as naturally occurs. Direct discharges are allowed only if the effluent is of equal or better quality than the existing water quality of the receiving waters and no other reasonable alternatives exist.

Class B waters are suitable for drinking after treatment. The dissolved oxygen standard is the same as for Class A waters, except for a period between October 1 and May 14 when the standard is raised to ensure levels suitable for spawning and egg incubation of indigenous fish species. The E. coli bacteria standard for Class B waters is lower than for higher classified waters. Discharges to Class B waters will be allowed so long as the receiving waters are of sufficient quality to support all indigenous aquatic species, and the discharge does not cause detrimental changes to the resident biological community.

Figure C.3: MAP OF SACO STREAMS, AQUIFERS, AND FLOODPLAINS



Class C waters are suitable for drinking after treatment. The dissolved oxygen content should not be less than 5 parts per million or 60% of saturation, whichever is higher. In identified salmonid spawning areas, water quality must be sufficient to ensure spawning, egg incubation, and survival of early salmonid life stages. The E. coli bacteria standard is the most permissive of the classifications. Discharges to Class C waters may cause some changes to aquatic life, if the receiving waters are of sufficient quality to support all indigenous fish species and can maintain the structure and function of the resident biological community.

Marine and estuarine water classifications follow a similar pattern of diminishing dissolved oxygen and bacteria standards from Class SA to Class SC. Designated uses for all three classifications include recreation in and on the water, fishing, aquaculture, propagation and harvesting of shellfish, navigation, and habitat for fish and other estuarine and marine life. Classes SB and SC also include industrial process and cooling water supply, and hydroelectric power generation as appropriate uses. No direct discharges of pollutants are allowed into Class SA waters. Discharges into Class SB waters cannot cause closure of open shellfish harvesting areas. Shellfish harvesting is restricted in Class SC waters. Discharges into Class SC waters may cause some changes to estuarine and marine life if the receiving waters are of sufficient quality to support all indigenous fish species and can maintain the structure and function of the resident biological community.

Saco River Watershed including tributaries west of the Turnpike

The Saco River, flowing out of New Hampshire's White Mountains, is the principal surface water in the Saco River watershed. Between the mountains and the ocean, the river passes through several dams and small impoundments. The Saco River has largely been spared the heavy industrial use and pollution that other Maine rivers have suffered. It has been designated by the Maine Department of Environmental Protection (MDEP) as a river of national significance and as the premier canoeing river in Maine. The Saco River attained this designation because of its clean water, easy accessibility, and scenic resources. Of the Saco's 81 miles in Maine, 99% have been ranked as fishable and swimmable.

The Saco River between the Saco/Buxton municipal line and the Cataract Dam impoundment is rated by MDEP as a Class B water body. Below Cataract Dam, water

quality diminishes. In 1996, the Saco River Estuary from head tide to Camp Ellis did not attain the Class SC bacteria standard for water contact recreation. Water quality sampling also indicates that this entire water body does not attain the Class SC bacteria standard for shellfish harvesting, nor does it attain the dissolved oxygen or aquatic life support standards of its classification. MDEP attributes the nonattainment of Class SC standards to the discharges of treated and untreated municipal and industrial wastewater from the wastewater treatment plants of Saco and Biddeford, and to hydrologic modification caused by the dams.

The communities of Saco, Biddeford, Old Orchard Beach, and a portion of Scarborough draw their public water supplies from the Saco River. The Saco River is also used to supplement local supplies in the Kennebunk-Kennebunkport-Wells Water District. Upriver of the public water intake, point sources of pollution are minimal. There are two Overboard Discharge Permits (ODPs) along the Saco River upstream of the City. The largest is held by Bonny Eagle High School that allows for up to 51,250 gallons of discharge per day. The other, the Yarumian ODP, covers five properties in Buxton and allows for 1,950 gallons of discharge per day. Overboard discharges are individual sewage treatment systems that discharge directly into the river. Although the design of overboard discharge systems varies, generally effluent will pass through a septic tank, a filtration bed, and a disinfection process before being released into the river. The Yarumian system is a septic tank and sand-field filtration system and MDEP describes it as “very good passive filtration.” Bonny Eagle High School recently retrofitted their system, replacing a poorly functioning UV system with a more effective chlorine injection process.

The State of Maine is working to reduce the number of overboard discharge permits. Two key conditions for being able to continue using a permit are 1) that no other feasible waste disposal alternative exists, and 2) that the water quality classification of the water body the effluent is being discharged is not adversely affected. The Saco River meets the standards for a Class A waterbody below the discharge point of the Bonny Eagle High School System.

MDEP reports that the only other sizable discharge permits upriver of the Saco water supply intake are hydroelectric dam water cooling discharges. These discharges change water temperature and dissolved oxygen levels but typically do not contain pollutants.

Several points along the Saco fail to attain their various ratings, usually due to *E. coli* bacteria levels or due to atmospheric mercury. Regional efforts to confront mercury levels in all surface waters are being implemented.

Below Cataract Dam, water quality decreases. In 1996, the Saco River Estuary from head tide to Camp Ellis did not attain the Class SC bacteria standard for water contact recreation. In 1998, MDEP found that the estuary failed to attain Class SC standards for Marine Life Use Support, due to “Toxicity, Copper, [and] Elevated Fecals.” This was attributed to municipal point-source polluters and Combined Sewer Overflow (CSO) activity. The Saco River Estuary failed to attain standards again in 2008 due to bacterial contamination attributed to “6 STP outfalls; stormwater; elevated fecals; [and] nonpoint source[s].” This recent sampling re-observes the toxicity and copper concerns discovered in 1998. Saco Bay has been removed from this area, but retains impairments for the same reasons⁵.

Area citizens recognize the Saco River’s natural beauty and respect its vulnerability. However, because the river is clean and flows close to metropolitan areas, it has seen a dramatic increase in recreational use, especially by campers and canoeists. It has also attracted the speculative eye of developers. The Saco River Corridor Commission (SRCC) was created to protect and preserve the natural attractions of the river and the valley and to prevent the encroachment of unplanned development.

The Saco River Corridor Commission tests annually for the following eight parameters of river health: pH, dissolved oxygen, turbidity, temperature, total Kjeldahl nitrogen, *Escherichia coli*, alkalinity, total phosphorus, and orthophosphate. Each year 15 weeks of testing on a bi-weekly schedule is completed. The monitoring seasons begin during the middle of April and conclude at the end of October. Testing occurs on Tuesday, Wednesday, Thursday, and Friday mornings before 9:00 a.m. Data from 2001 – 2007 can be viewed on the SRCC website, <http://www.srcc-maine.org/>.

The SRCC hopes that the collection of this data for use by towns in the corridor and the State of Maine will help to refine and/or reform regulations to meet the current needs of the river and the citizens in the corridor. The data creates a picture of the river systems. Over time, this picture will reveal trends in water quality, allowing for the

²Maine DEP 305(b) report. (<http://maine.gov/dep/blwq/docmonitoring/305b/2008/appendices.pdf>)

identification of problem areas along the river and a more informed decision making process.

Deep Brook Watershed

Deep Brook is the principal surface water in the Deep Brook watershed. Several smaller streams are tributary to Deep Brook. In 1996, Deep Brook did not attain the dissolved oxygen standard for Class C river waters. MDEP attributes most of the dissolved oxygen deficit to agricultural activities and residential development in the watershed. As of 2008, the brook is classified as a Class B waterway, although some diminished aquatic life due to dissolved oxygen deficits remains.³ The City requires a 75 foot buffer around the stream to protect water quality from encroaching land use hazards.

Sawyer Brook Watershed

Sawyer Brook is the principal surface water in the Sawyer Brook watershed. In 2001, the City completed the Sawyer Brook Mitigation project, which included the relocation of a sewer line from the Sawyer Brook area; drainage improvements to Spring Street, Park Street, Riverside Avenue, Ferry Lane, Roebuck Avenue, Boothby Park, Therrien Avenue, and Nye Street; and maintenance activities at Sawyer Brook. The \$2.6 million project was funded through the Federal Emergency Management Agency's Project Impact program and Section 404 grants (75%), and local funding (25%). In 2008, Sawyer Brook failed to attain its Class B standards due to *E Coli* bacteria levels.⁴

Goosefare Brook Watershed

Goosefare Brook is the primary surface water in the Goosefare Brook watershed. Goosefare Brook does not meet state Class B water quality standards for aquatic life due to toxins, including heavy metals from industrial stormwater discharge and polluted runoff. A Goosefare Brook Watershed Survey conducted in 2002 identified impairments and suggested improvements at each of 78 sites surveyed. In 2006,

³Maine DEP

⁴Maine DEP 305b Appendix. P 60. <http://www.maine.gov/dep/blwq/docmonitoring/305b/2008/appendices.pdf>

approximately 3.2 miles of the brook were listed as an urban impaired stream⁵ from downstream of the Maine Turnpike to below the Route 1 crossing. In 2008, Goosefare Brook failed to attain standards on seven heavy metal measures, including lead and cadmium. Industrial activity within the watershed was indicated as a contributor in the 2002 study, as were nonpoint pollution sources and runoff from the I-95 interchange.

The October 1995, the “Saco Combined Sewer Overflow Abatement Master Plan” (prepared by Deluca-Hoffman) identified Bear Brook (the primary tributary to Goosefare Brook) as the site of infrequent Combined Sewer Overflows (CSOs). Although infrequent, abatement of the CSOs at this location was deemed a high priority because of Goosefare Brook’s low flows and minimal assimilative capacity. In 2008, Bear Brook failed to attain Class B standards due to E. coli bacteria levels.

Mill Brook, Cascade, Nonesuch, and other Watersheds

The waterways associated with Saco’s other watersheds include Mill Brook, Cascade Brook, Ricker Brook, and the Nonesuch River, as well as their tributaries and adjoining wetlands and ponds.

Mill Brook is rated as Category 2, Class B water. It has been monitored and reached attainment of its class for some uses, but has not been monitored for all uses.

All brooks in the Cascade Brook watershed are rated as Category 2, Class B waters. They have been monitored and reached attainment of their class for some uses, but have not been monitored for all uses.

All brooks in the Nonesuch River watershed are rated as Category 2, Class B waters except for Phillips Brook. Phillips Brook failed to attain its Class B standard for aquatic life use.

In 2008, the Stroudwater River in the Stroudwater River watershed failed to attain Class B standards due to dissolved oxygen levels. Nutrient loading from non-point source

⁵DEP definition of an urban impaired stream: “A stream is considered impaired if it fails to meet water quality standards because of effects of stormwater runoff from developed land. Additional stormwater treatment controls are necessary in urban watersheds of impaired streams because proposed stormwater sources in urban and urbanizing areas contribute to the further degradation of stream water quality.”

pollution is often a contributor to this kind of issue, however, the portion of the watershed within the City of Saco has very little development or activity upon it. It is therefore unlikely that Saco's portion of the watershed contributes to this issue.

The Stackpole Creek and Stuart Brook watersheds are entirely identified as Category 2, Class B waters. They have been monitored and attained their standards for some uses, but have not been monitored for all uses. MDEP only performs more intensive monitoring if there is reason to suspect a threat to attainment.

E. GROUNDWATER

Groundwater includes all precipitation that percolates into the ground. Depending on local geology, 10% to 50% of annual precipitation becomes groundwater. Groundwater is contained by two types of aquifers: bedrock, and sand and gravel. A large portion of Saco is underlain by a sand and gravel aquifer (see Figure B.3).

Groundwater serves as a source of replenishment for surface streams and water bodies. Tapped through wells, groundwater in bedrock also meets the water needs of people not served by the public water system. In Saco, this includes most of the area west of the turnpike.

Groundwater, especially in sand and gravel aquifers, is susceptible to various sources of pollution. Possible contamination sources include leaking underground fuel oil and gasoline tanks, sand-salt piles, road salting, old landfills and dumps, septic systems, agricultural chemicals (both for commercial and domestic use), manure piles, and point and non-point discharges of hazardous substances. Once ground water is polluted, it is very difficult to clean up.

F. THREATS TO WATER QUALITY

Development and land use can affect water quality in several ways. Improperly functioning septic systems may cause bacteria to contaminate surface or groundwater. Poor agricultural practices can result in nutrient loading to ponds and rivers and chemical pollutants in groundwater. Construction and development create impervious ground surface that can result in faster runoff and erosion, increased transportation of point and non-point pollution to surface waters, and the lowering of the groundwater table. Toxic or hazardous substances can make their way into Saco's water if

improperly disposed of or spilled. An understanding of these potential threats informs wise decisions about land use.

Saco River Watershed including tributaries west of the Turnpike

Water quality in the Saco River watershed is critical to the well being of many citizens of Saco, Biddeford, Old Orchard Beach, and Scarborough. The water intake for the Biddeford-Saco Water Company is approximately 1 mile west (upstream) of the Turnpike. Fortunately, this watershed has had minimal development and is used primarily for agricultural purposes. Extra care should be taken to insure that environmentally responsible agriculture is practiced and that future development is designed to have minimal water quality impact. Homes in the region are dependent upon on-site water supply and septic systems. To protect the groundwater, the assimilative capacity of the soils in the region should be taken into account when considering what density of development to allow. Area businesses that use or store hazardous materials should ensure adequate containment to contain spills.

Deep Brook Watershed

The primary water quality threats in the Deep Brook watershed include gravel quarrying operations in the Berry Road area, agricultural practices, and the closed Saco Municipal Landfill located off Foss Road.

Gravel quarries increase erosion, and can contribute toxic chemicals to the water supply if care is not taken when refueling and maintaining equipment.

Agricultural practices can contribute to water quality deterioration. If soil is worked on too steep a slope, the result can be top soil loss and sedimentation in water bodies. Runoff from agricultural chemicals can cause algal blooms, and can bioaccumulate in fish and shellfish tissues.

The Saco Municipal Landfill opened in the early 1960's. Many local and out-of-state industries sent waste to the landfill in the late 1970's and early 1980's. In 1987, the landfill was closed. In 1989, the Maine Department of Environmental Protection (MDEP) and the Federal Environmental Protection Agency (EPA) investigated the landfill as a source of pollution. It was subsequently declared a Superfund site. In 1998,

the landfill was capped to reduce the potential for increased ground water contamination. Institutional controls to restrict the use of the site were finalized in 2000, and a five year review of the cleanup was performed in 2005.⁶ Approximately 700 people obtain drinking water from wells located within 3 miles of the site. Water and sediment in Sandy Brook, which flows through the site, and groundwater beneath the site, have shown elevated levels of various heavy metals and volatile organic compounds. The landfill is located on the edge of Saco's primary sand and gravel aquifer. Groundwater monitoring continues.

Sawyer Brook Watershed

Sawyer Brook is Saco's most urban watershed. Non-point pollution from Saco's streets and parking lots, and chemicals from lawns and gardens makes its way to the Saco River via Sawyer Brook.

Goosefare Brook Watershed

Goosefare Brook and its tributaries face several water quality challenges. While most homes and businesses within the Goosefare Brook watershed are served by the municipal wastewater system, much of the surface runoff can make its way into the streams and groundwater. All of Saco's industrial parks are in this watershed. Fertilizer and nitrates from Saco's recreational playing fields and the Biddeford-Saco Country Club Golf Course drain to Goosefare Brook, as does runoff from the I-95 interchange.

Mill Brook Watershed

Water quality threats to Mill Brook include inadequate septic systems in the mobile home park. Other residential development is limited. Auto dealerships, entertainment parks, and lodging facilities are the primary Route One commercial uses. Ensuring adequate treatment of water from the impervious surface associated with this development is a challenge.

⁶ US EPA website "Waste Site Cleanup & Reuse in New England" (www.epa.gov)

Cascade Brook Watershed

The Cascade Brook headwaters rise in the protected bog wetlands and forest of the Heath. From there, they flow through land used for agricultural, residential, and commercial purposes. Agricultural runoff and non-point pollution are the primary threats to water quality in the Cascade Brook watershed. In the past, septic systems from the dense residential development at the Country Village Mobile Home Park may have posed a threat to groundwater.

The 212-acre Saco Tannery Waste Pits EPA Superfund site is in the Cascade Brook watershed. Stuart Brook runs through the site. Between 1951 and 1981, more than 23 million gallons of process wastes, such as chromium sludge, acid waste, methylene chloride, and caustic substances, were disposed of in two lagoons and 53 disposal pits. Groundwater is the drinking water source for the 2,600 Saco residents who live within a 3-mile radius of the site. The groundwater was found to be contaminated with arsenic and chlorobenzene; however, the levels of contamination were within safety standards. By 1993, all construction and remediation projects were completed. Groundwater monitoring suggests that contamination is not migrating off site via the groundwater. Because the construction of the soil covers over the lagoons and pits resulted in the loss of 10 acres of wetlands, the EPA and the Maine Department of Environmental Protection purchased 247 acres of a unique ecological property 2 miles from the site. According to the EPA, this approach to wetlands compensation was one of the first in the nation for Superfund projects.⁶ In 1999, the Saco Tannery Waste Pits site was removed from the Superfund National Priorities List. The Finance Authority of Maine now owns all 225 acres. The site is not open to the public at this time.

Nonesuch River Watershed

Land use in the Nonesuch River watershed is primarily agricultural. However, residential use, and the associated demand on groundwater resources, has been increasing. The primary threats to water quality are improper agricultural practices and inadequate soils or septic systems for the density of development that is occurring. Boothby Park, with its relatively high density and poor soils, lies in this watershed, near

⁶ US EPA website Waste Site Cleanup & Reuse in New England (www.epa.gov)

the headwaters of Ricker Brook. Three sand and gravel quarries operating in the area may also have impacts on water quality.

G. FLOODPLAINS

Floodplains are the low, mostly flat areas adjacent to rivers, streams, ponds, and the ocean that are periodically covered by rising water or waves during times of rain or snowmelt. Coastal flooding is generally attributed to high wind and wave action caused by storm activity. The Federal Emergency Management Agency (FEMA) has mapped the 100 year flood plain (see Figure C.3). This area has a 1% chance of being flooded during any given year.

Improper use, filling, and development within a floodplain create the potential for increased flooding, property damage, and downstream contamination. Floodplains should be considered a severe constraint on development.

1. Coastal Flooding

Defining 100 year floodplains in coastal areas is an inexact science. Evidence of coastal flooding is temporal, and changes to the landscape are dynamic. Coastal flooding is caused by wind, wave, and tidal action driven by global forces. Nevertheless, FEMA has mapped a 100 year floodplain for Saco's coastline, subject to update in early 2010. Much of the developed area in coastal areas is in the floodplain, as are Ram and Eagle Islands. Projected sea level rise could potentially increase the size of the area subject to flooding.

H. BEACHES/EROSION/SAND DUNES

The jetty at Camp Ellis has caused erosion since shortly after its installation over 100 years ago. The jetty is 4,800 feet long to the south, and 6,600 feet long to the north. It was designed to protect the Saco River Federal Navigation Project which consists of an 8-foot deep channel that varies from 100 to 200 feet wide. Camp Ellis Beach is adjacent to the jetty.

Coastal storms, exacerbated by the jetty, have caused severe shoreline erosion along Camp Ellis Beach and the loss of over 30 homes. At the request of the City of Saco, the New England District of the Army Corps of Engineers, is conducting a study to find a remedy to this ongoing erosion. Alternative solutions are being analyzed using a

computer program model developed by Woods Hole Group under contract to the Corps. The model is examining the effects of structures, including jetty spurs, breakwaters and T-groins, on wave climate, currents and erosion. Subsurface borings have also been taken in the Saco Bay area to assess foundation conditions. Soft clay was found under a large portion of the study area and resulted in a reanalysis of alternative solutions.

Subsurface borings were completed in mid-November 2005, and modeling efforts were complete, including internal reviews, by early January 2006. The results of these efforts were provided to the City and State in January 2006, and at a public information meeting held in Saco on February 22, 2006. These studies have caused the Army Corps to favor a plan consisting of a 750-foot long spur jetty and periodic beachfill. The City and most coastal residents prefer a plan with a 500-foot spur jetty, two nearshore breakwaters and less frequent beachfill. Additional detailed modeling of these final alternative plans is nearly complete and design of project features is underway. As the total cost of either project will exceed the \$5 million federal cap under Section 111 authority, Congress provided specific authority in the Water Resources Development Act of 2007 to exceed this limitation. The Act authorized a maximum Federal expenditure of \$26,900,000 for work under Section 111 at Camp Ellis. The Army Corps plans to complete design efforts soon, and to prepare a draft decision document and environmental assessment recommending implementation of the final selected plan.

Remaining steps include: public, state and federal review of environmental assessment; detailed, final design; bidding and construction; and bidding and placement of beachfill. The final design and the project partnership agreement defining financial responsibility for future beachfill and other matters remain to be resolved.

I. WETLANDS

The ecological value of wetlands is now widely appreciated. Historically, wetlands were considered wasteland to be drained or filled. With increased understanding of their important ecological role, that perception has changed. Wetlands control erosion, store floodwaters, recycle nutrients, filter pollutants, and recharge ground waters. They provide open space and wildlife habitat. They are some of Maine's most productive areas, producing up to ten tons of nutrients per year.

Wetlands are defined by the Environmental Protection Agency (EPA), Army Corps of Engineers (COE), and the State of Maine as, “areas that are inundated or saturated by surface groundwater at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands usually include swamps, marshes, bogs, and similar areas.”⁷

Most wetlands can be identified by three characteristics: the presence of 1) water loving plants, 2) hydric soils, and 3) a very high water table for at least part of the year. Water loving plants are the dominant vegetation type, and can include plants typically associated with wetlands, such as cattails, as well as plants that grow equally well in wet or dry soils, such as red maple. Hydric soils are undrained and have colors and textures that indicate prolonged saturation during the growing season. Wetlands have water present at or near the surface for one week or more during the growing season.

Wetlands are found throughout Saco (see Figure C.4). Many are located along streams and intertidal areas, or function as the headwaters for streams. Other wetlands are small, noncontiguous, and isolated from surface water sources. The dominant wetland types in Saco are forested wetlands, shrub/scrub swamps, bogs, and coastal marshes and meadows.

Forested wetlands

Forested wetlands range from red maple swamps with pools of standing water early in the growing season, to dense stands of white pine and red spruce which grow in sandy soils with a fluctuating water table. Forested wetlands occur along sluggish streams, on flat uplands, and in shallow lake basins or potholes. The soils are normally waterlogged, but may be seasonally waterlogged with up to a foot or more of water. In Saco, the most common forested wetland is the coniferous variety.

Shrub/scrub swamps

Shrub/scrub swamps occur primarily along sluggish streams. Pockets of this wetland type can also be found within forested wetlands. Soil is generally waterlogged, but may

⁷ EPA, 40 CFR 230.3 and COE, 33 DFR 328.3; U.S. ACE, Northeast Regional Supplement, 2010

be covered with a foot or more of water. Vegetation typically consists of dense growths of alders, winterberry, high bush blueberry, or several species of viburnum. Shrub/scrub swamps frequently serve as a transition between marshes and forested wetlands.

Bogs

Bogs are nutrient-poor wetlands characterized by sphagnum moss and many species of the heath family, such as leatherleaf, labrador tea, bog laurel, cranberry, and rhodora. Insectivorous plants such as pitcher plants and *sudens* are also commonly found in bogs.

The Heath is the southernmost example of a raised coalesced bog in North America. The Nature Conservancy owns 1,223 acres of the bog. It is the largest wetland in Saco, and contributes water to three different watersheds: Cascade Brook, Deep Brook, and the Nonesuch River. Much of the Heath is forested, including stands of Atlantic White Cedar (at the northern edge of its range and locally endangered) and Pitch Pine.

Coastal marshes and meadows

Coastal marshes and meadows occur along tidal rivers and streams. Vegetation types are salt-tolerant. The marshes are inundated daily, to varying degrees, with saltwater. The meadows border the landward side of salt marshes or open water. Meadow soils are always saturated during the growing season, but are rarely inundated with saltwater. Coastal wetlands are important ecosystems that provide food and habitat for a broad spectrum of fowl, fish, mollusks and others.

Not all wetlands are created equal. Some have more value than others for cleansing water, providing flood control, maintaining stream flows, or as wildlife habitat. The Maine Natural Areas Program (MNAP) defines wetlands by their environmental benefit and the functions they serve. Functional value is based on six criteria: 1) sediment retention, 2) floodflow alteration, 3) finfish habitat, 4) plant and animal habitat, 5) shellfish habitat, and 6) educational and cultural value. For each function a wetland provides, it receives one point. The more benefit a wetland provides to the community, the more points it receives.

In addition to MNAP ratings, non-forested wetlands of greater than 10 acres in size are protected under state and local wetlands ordinances. Specific conditions apply to alteration, mitigation, and development within these areas.

J. Vernal Pools

Vernal pools act much like wetlands, but are typically smaller, do not have permanent inlets, and do not fall under the general protection of the Maine Natural Areas Program (MNAP). Vernal pools are created as winter runoff and spring rains collect in depressions in the landscape. Often the water dries up by summer or fall. Vernal pools are seasonal habitats for many amphibians, such as frogs and salamanders. They lack consistent water levels and do not provide for viable populations of predatory fish.

As of September 1, 2007, significant vernal pool habitats as defined by the Maine Department of Environmental Protection (MDEP) are protected under the Natural Resources Protection Act (NRPA). Any activity within 250 feet of the high water mark must obtain approval from MDEP through a permit by rule or individual NRPA approval.

Though vernal pools undoubtedly exist throughout Saco, to date they have not been cataloged or mapped. The City hopes to catalog and map whatever wetlands, including vernal pools, which are identified as part of subdivision and site plan applications, within its municipal Geographic Information System (GIS).

March 2011

Appendix C

Figure C.4: MAP OF SACO WETLANDS

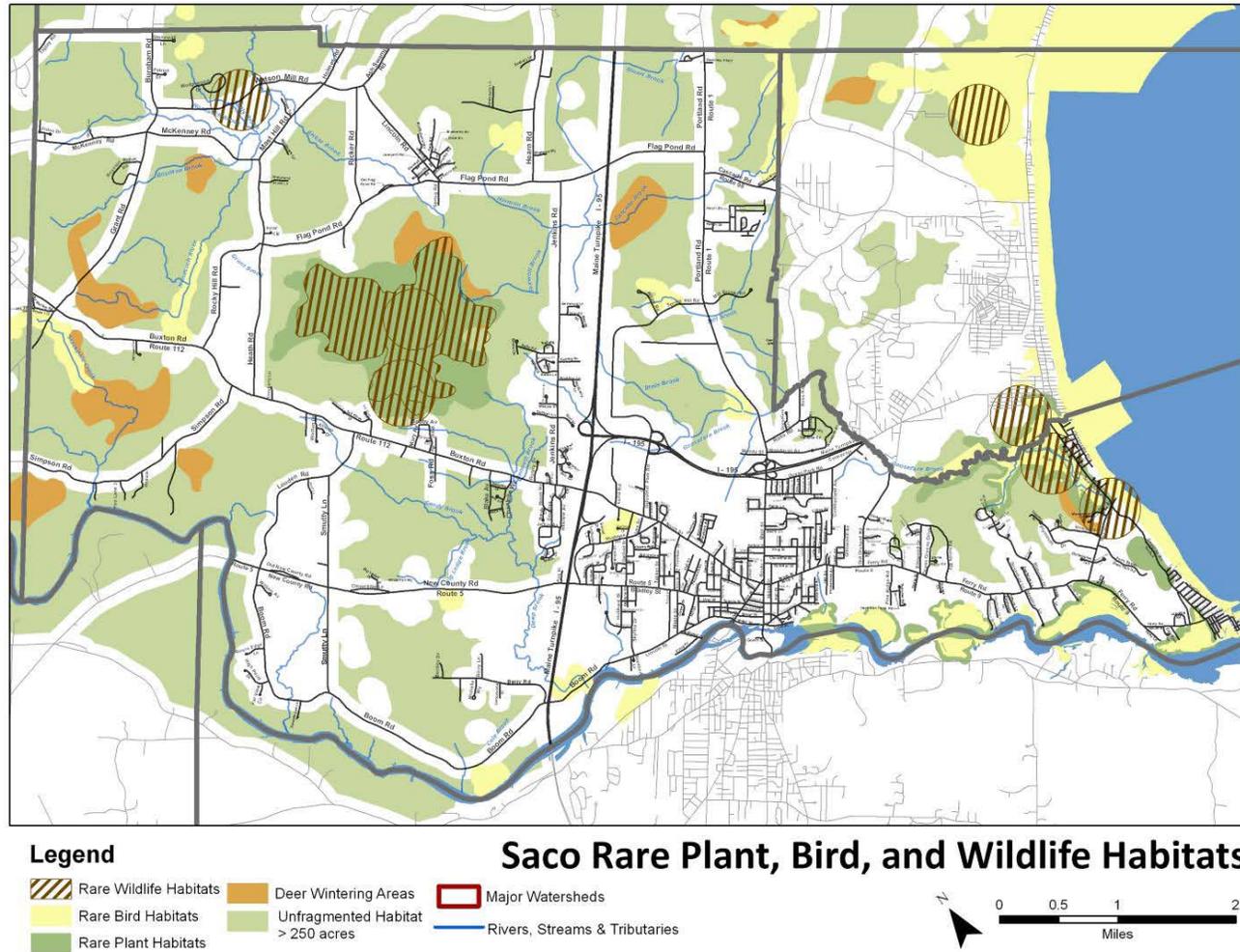
K. RARE AND UNIQUE WILDLIFE AND PLANT HABITATS

Wildlife habitat is a both tenuous and resilient resource. Often, as a community grows, wildlife habitat diminishes or is fragmented. Yet even as habitat grows smaller and is of lesser quality, it persists and adapts. The availability of high quality habitat for fish, wildlife, and plants is essential to maintaining an abundant and diverse population for both ecological and sport purposes. Saco has a number of areas that offer quality habitat for a variety of species.

The Maine Department of Inland Fisheries and Wildlife (IF&W) has assessed the value of habitats in Saco (see Figure C.5). IF&W has identified areas of special concern because of their importance as wildlife and fish habitat and as recreational resources to the community and state. Aquatic habitats and the areas immediately adjacent are among the most sensitive to change and are vulnerable to degradation. Wetlands, in addition to moderating flood waters and improving water quality, are also an essential and productive ecosystem for a broad variety of species.

The riparian zone is the upland area adjacent to wetlands, streams, and other water bodies. Riparian zones protect and improve water quality by filtering excess nutrients and sediment, maintaining water temperature, and contributing vegetation and invertebrates to the aquatic ecosystem food chain. Riparian habitats also serve as an important travel corridor for many species. Land clearing or other forms of development within the riparian zone can degrade water quality and diminish aquatic habitat value.

Figure C.5: MAP OF SACO HABITATS



Several areas in Saco have been identified by IF&W as Essential Habitats. Essential Habitats are areas that currently provide or have historically provided physical or biological features essential to the conservation of an endangered or threatened species in Maine and which may require special management considerations. Examples of areas that could qualify for this designation are nest sites or important feeding areas. For some species, habitat protection is vital to preventing further decline or achieving recovery goals. This habitat protection tool is used only when habitat loss has been identified as a major factor limiting a species' recovery. Before an area can be designated as Essential Habitat, it must be identified and mapped by IF&W, and adopted through public rule making procedures.

The following outlines the important wildlife, plant, and aquarian habitats in Saco.

1. Unfragmented Habitats

Unfragmented habitat blocks⁷ are important wildlife habitats. They are also popular areas for outdoor recreational activities, and reflect the community's rural character. The value of an unfragmented habitat block increases with size. Larger blocks can support a greater diversity of animal and plant populations. A block of 250 acres or more has the potential to be used by most species in Saco.

The Maine Natural Areas Program (MNAP) has identified the large unfragmented habitat blocks in Saco. Their locations can be used to help define the significant tracks and wildlife corridors that traverse the City (see Figure C.5).

In isolation, the value of unfragmented habitat blocks is limited. To function properly, habitat blocks must connect. Wildlife travel corridors⁸ link individual habitat blocks and serve as an avenue of connectivity for animal movement.

Ensuring a well-connected wildlife habitat network helps to maintain biodiversity. Development in rural areas fragments habitat blocks, reducing their value. Limiting development to the edges of these areas helps ensure that animals in the interior are protected from development activities and maintains the environmental integrity of the

⁷ Unfragmented blocks are large, contiguous areas of natural woodland with little or no human disturbance essential for maintaining a diverse and healthy population of wildlife.

⁸ A wildlife corridor is a linear area that connects two or more blocks of wildlife habitat.

habitats.

2. Deer Wintering Areas

Deep snow and frigid temperatures can put stress on the deer population. Deer wintering areas provide critical protection for deer herds during Maine's winters. They are usually located in evergreen forests, whose canopies reduce wind velocity, maintain warmer than average temperatures, and reduce snow depth by retaining snowfall above the forest floor.

Most deer wintering areas in Saco are found in the unfragmented habitat blocks primarily west of the turnpike (see Figure C.5). Two are located outside this area: one along the coast at the edge of the Rachel Carson Conservation Area, and another along Cascade Brook just east of the turnpike.⁹

Deer wintering areas identified within the City's Comprehensive Plan must be shown on subdivision plans, and the applicant must demonstrate that there will be no significant impact on the habitat.

3. Waterfowl and wading bird habitats

Waterfowl and wading bird habitats provide breeding, migration, and wintering grounds for a number of bird species. As of 2006, State of Maine regulations require that municipalities designate all Maine Department of Inland Fish and Wildlife (MDIF&W) designated inland waterfowl and wading bird habitats as resource protection areas.

MDIF&W designated inland waterfowl and wading bird habitats can be found around twelve Saco wetlands. Most are located in the rural portion of the community and in areas near the Saco River. Three are found in the highly developed urban core along North Street and Route One. As resource protection areas, these sites require 250 foot buffers, restricting development to protect critical habitat.

⁹ Figure X.X shows the deer wintering sites as recorded by the State Beginning with Habitat data. There may be additional local deer wintering sites not identified on this map.

4. Rare and endangered species habitats

Rare and endangered species in Saco include four turtle species (blanding’s turtle, eastern box turtle, spotted turtle, and wood turtle), four bird species (arctic tern, harlequin duck, least bittern, and saltmarsh sharp-tailed sparrow), two species of butterfly (hessel’s hairstreak and bog elfin), an aquatic snail (malleated vertigo), and the New England cottontail, a wild rabbit. These species have been identified as endangered, threatened, or of special concern based on their prevalence in Maine. Their habitats are listed as unique and critical natural resources by the State of Maine and are protected by various resource protection measures.

Rare Species	State Status
Blanding’s Turtle	Endangered
Eastern Box Turtle	Endangered
Hessel’s Hairstreak	Endangered
Arctic Tern	Threatened
Harlequin Duck	Threatened
Spotted Turtle	Threatened
Wood Turtle	Special Concern
New England Cottontail	Special Concern
Least Bittern	Special Concern

Source: Beginning with Habitat

5. Plant Habitats

The Maine Natural Areas Program (MNAP), a program of the Maine Department of Conservation, maintains information on the status and location of rare plants and exemplary natural communities in Maine. Recent advances in GPS and GIS mapping technologies have allowed for a greater accuracy in mapping the location of these resources (see Tables C.2 and C.3). Because of the rarity and sensitive nature of many of the plants and communities the Natural Areas Program keep records on, public information on the location of the resources is general.

MNAP has identified 10 natural community types and 16 rare plant species in Saco. Each community/species has been assigned a rarity rank of 1 (rare) through 5 (common), both within Maine (s - state rank) and globally (g - global rank). MNAP is particularly interested in example of communities/species ranked S1, S2, or S3, and outstanding examples (e.g., large, old growth stands) of S4 and S5 types.

¹⁰ State legal status for habitat

Rare Plants	Global Rarity	State Rarity	State Status
Beach Plum	G4	S1	Endangered
Clothed Sedge	G5	S1	Endangered
Long's Bulrush	G2/G3	S2	Threatened
Stiff Arrow-head	G5	S2	Threatened
Atlantic White-cedar	G4	S2	Special Concern
Hollow Joe-pye Weed	G5	S2	Special Concern
Horned Pondweed	G5	S2	Special Concern
Mudwort	G4/G5	S3	Special Concern
Parker's Pipewort	G3	S3	Special Concern
Saltmarsh False-foxglove	G5	S3	Special Concern
Sassafras	G5	S2	Special Concern
Small Reed-grass	G5	S3	Special Concern
Smooth Winterberry Holly	G5	S3	Special Concern
Spongy Arrow-head	G5/T4	S3	Special Concern
Swamp Saxifrage	G5	S3	Special Concern
Water Pimpernel	G5/T5	S3	Special Concern

Rare Communities	Global Rarity	State Rarity	Location
Pocket Swamp	G5	S2	Long and Short Ponds
Salt-hay Saltmarsh	G5	S3	Goosefare Brook
Brackish Tidal Marsh	GNR	S3	Saco River, Tidal Marsh
Brackish Tidal Marsh	GNR	S3	Chase Point Marsh
Atlantic White Cedar Bog	G3/G4	S1	Saco Heath
Pitch Pine Bog	G3/G5	S2	Saco Heath
Raised Level Bog Ecosystem	GNR	S4	Saco Heath
Coastal Dune-marsh Ecosystem	GNR	S3	Camp Ellis Back Marsh
Tidal Marsh Estuary Ecosystem	GNR	S3	Goosefare Brook
Salt-hay Saltmarsh	G5	S3	Camp Ellis Back Marsh

¹¹ A definition of Global and State Rarity as well as State Legal Status can be found at the end of the Natural Resource Chapter.

¹² A definition of Global and State Rarity can be found at the end of the Natural Resource Chapter.

6. Aquatic Habitat

Aquatic habitats in Saco include rivers and streams that provide habitat for fish, plants, and other species that live primarily in water.

There are numerous Coastal Wildlife Concentration Areas (CWCA) in Saco. They support an abundance of wildlife, including waterfowl, wading birds, shorebirds, and seabirds, which depend on the CWCAs for resting, wintering, breeding, and migration. CWCAs are rated Class A, Class B, and Class C. Class A delineates resources of national significance, Class B delineates resources of statewide significance, and Class C delineates resources of local significance. Two CWCAs are located on the Saco River below Cataract Dam, where the river becomes an estuary as fresh and salt water mix and water levels are influenced by the tide. The CWCA between the dam and Thunder Island is rated as a Class C Coastal Wildlife Concentration Area. Down the river from Thunder Island is a Class B CWCA.

Offshore, Eagle Island is a Class A Coastal Wildlife Concentration Area and has been identified as a seabird nesting island. Ram Island is a Class B Coastal Wildlife Concentration Area and has also been identified as a seabird nesting island. Goosefare Brook Estuary is rated as a Class B Coastal Wildlife Concentration Area, as is the coastline from the outlet from Goosefare Brook to Camp Ellis. Much of the Goosefare Brook Estuary is owned and protected by the Rachel Carson National Wildlife Refuge. Stratton Island provides Essential Habitat for roseate tern nest sites, and Goosefare Brook has been identified as providing Essential Habitat for piping plovers. It is imperative that water quality be restored, improved, and maintained to protect critical wildlife habitats.

Coastal Wildlife Concentration Areas are not considered by the IF&W to be “Significant Wildlife Habitats” per se. They may contain designated or candidate Essential Habitats and/or Significant Wildlife Habitats and most are protected under local shoreland and resource protection districts.

L. SCENIC RESOURCES

A community’s scenic resources give it identity and make it an appealing place to live. Scenic resources help define a community. They are not limited to natural areas. For some Saco residents, the buildings and places in Saco on the National Register of

Historic Places or in the Downtown Historic District (see Historic Chapter) may define their sense of place. For others, it may be the coast at Ferry Beach, open farmland in North Saco, or the serenity of Laurel Hill Cemetery.

M. CONSERVATIONS GROUPS AND RESOURCES

1. Local Conservation Organizations

Saco Conservation Commission

The Conservation Commission is an advisory board to the City Council, the Planning Board, and the Zoning Board of Appeals on issues dealing with the environment. The commission catalogs valuable natural features of the City, and works toward their protection. It provides environmental and technical assistance to the Planning Board during review of development proposals and the development of new land use ordinances. The Conservation Commission participates in coastal clean-up and conducts a beach profile study, a water quality testing program, and the Purple Loosestrife - Galerucella Beetle Project.

2. Regional Conservation Organizations

Saco River Corridor Commission

Established in 1973, the Saco River Corridor Commission (SRCC) is committed “to protect public health, safety, and the quality of life for the State of Maine through the regulation of land and water uses, protection and conservation of the region's unique and exceptional natural resources and through the prevention of impacts caused by incompatible development.”

The SRCC is made up of twenty municipalities within the Saco River watershed. Each has a position for a regular and an alternate member. The commission provides support services to permit applicants, and to municipal officials and private citizens concerned with the Saco River Corridor Act or other environmental matters.

Saco Valley Land Trust

The Saco Valley Land Trust (SVLT) is a non-profit organization dedicated to the preservation of open space, wildlife habitat, and water quality in Saco, Biddeford, and along the southern portion of the Saco River. The trust owns over 500 acres in Biddeford, Saco, and Buxton, as well as 200 acres of conservation easements.

N. SUMMARY OF NATURAL OPPORTUNITIES AND CONSTRAINTS

Saco has abundant and diverse natural resources. They range from roseate tern nesting sites on offshore islands, to the sandy shores and dune ecosystem along the coast, to the wetlands, surface waters and groundwaters of watersheds. Saco has fertile estuaries, abundant wetlands, prime fisheries, significant wildlife areas, active agriculture, and productive timber stands. The natural shape of the land— its topography, surface waters, soils, groundwater, wetlands, wildlife habitats, and other special natural areas—presents both constraints to, and opportunities for development. The constraints can be generalized as shown on Table C.4.

Too often, constraints are viewed as having negative effects or resulting in lost opportunities. A different perspective is that Saco will reap the benefits of abiding by the constraints outlined in this chapter. The City will continue to have clean water, healthy ecosystems, and diverse wildlife. Land will be used wisely, with respect for its assimilative capacities. Homes and businesses will be sited in areas where building costs are kept reasonable, and where there is little threat of erosion, mudslides, or flooding. Wetlands will continue to cleanse water and add vast quantities of nutrients to the ecosystem.

Table C.4: SUMMARY OF NATURAL OPPORTUNITIES AND CONSTRAINTS				
	Severe	Significant	Moderate	Least
Slope				
• 25% or greater	X			
• 15% to 25%		X		
• Under 15%				X
Soils				
• prime farmland			X	
• hydric Soils		X		
Septic Suitability				
• non-discharge	X			
• 80,000 square feet		X		
• 40,000 s.f. and below			X	
Floodways	X			
Floodplains		X		
Sand Dunes	X			
Groundwater				
• sand and gravel aquifers		X		
Special Areas				
• high value fisheries and wildlife areas		X		
• critical areas	X			
• high value stream corridors		X		
• wetlands	X			

O. ISSUES AND IMPLICATIONS

1. Surface Waters

- Saco has relatively clean water. Only a few sections of the many miles of streams and rivers in Saco do not attain their designated water quality classification standards. In many of the areas not meeting the standards, sources of pollution have been identified. The City should continue to work to improve the quality of the water in these segments.
- The Saco Combined Sewer Overflow Abatement Master Plan has been largely implemented. The City should put the finishing touches on this exemplary 10 year effort.
- A sizeable portion of the area west of the turnpike is tributary to the Saco River

upstream of the public water supply intake. MDEP's Best Management Practices (BMPs) should be used to guide the City's efforts to protect surface water quality and minimize impacts on the public water supply. Likewise, sound practices should be encouraged to minimize impacts from residential yard runoff.

- As development occurs, runoff from impervious surfaces increases. Since passage of the Clean Water Act, control of point sources of pollution has increased dramatically. The City will continue to work with the MDEP on the NPDES permit. Saco should continue to enforce performance standards that control stormwater runoff, reduce erosion, and minimizes the migration of non-point pollution and rely on NPDES permit and Chapter 500 for areas one acre or larger.
- The cleaning and repainting of boats presents the potential for contaminated runoff. The City should monitor the compliance of boatyards and marinas with state requirements to control this runoff
- The Saco River Estuary does not meet Class SC water quality standards. The reasons for the estuary not meeting water quality standards are numerous and include several point sources of pollution, significant drainage areas of non-point pollution, and combined sewer overflows that make their way into the estuary. The estuary is an important and fertile ecosystem that plays a significant role in the health and diversity of the ecosystem within and beyond Saco's borders. But it can do more. Any reasonable actions that will reduce pollution entering the estuary should be supported. The City has already shown its commitment to this objective with its near-completion of the Combined Sewer Overflow Abatement Master Plan.
- The Goosefare Brook is categorized as an impaired waterbody and requires a higher level of attention with regard to development and other non-point source pollution. Current regulations impose higher standards in this watershed and the City should continue to work to reduce contaminated runoff.

2. Groundwater

- Many Saco residents rely on groundwater and private wells for their drinking water. Groundwater recharges surface streams and wetlands. For the health of Saco residents and to maintain healthy ecosystems, it is important that groundwater quality be preserved.

- In areas reliant upon subsurface waste disposal systems, residential densities should be kept at levels and in configurations that ensure groundwater is protected.
- When reviewing subdivision plans that will utilize subsurface waste disposal systems, especially when the homes will be sited in close proximity to one another (i.e. cluster subdivisions among others), the cumulative impact of multiple septic systems should be accounted for in the subdivision design.
- Uncovered sand and salt piles can be significant contributors to groundwater pollution. As precipitation percolates through the pile, salt leaches into groundwater. Saco's sand and salt stockpile, located behind the public works garage, is uncovered and lies above a sand and gravel aquifer. To protect Saco's groundwater, the City should get the municipal sand and salt piles under cover.
- Saco's mobile home parks rely upon subsurface waste disposal. Blue Haven Mobile Home Park, the more densely developed of the two parks, has a mixture of private and community septic systems. The park is adjacent to Mill Brook. Because of the parks' density of development, its close proximity to a stream and its location above a groundwater resource, its subsurface waste disposal presents a serious threat to water quality in this area. The 2009 sewer extension has brought capacity very near each park. Plans should be developed to sewer both mobile home parks.
- Saco's industrial parks, and the region of the city zoned for further industrial development lie above a sand and gravel aquifer. The City should continue to give consideration to protecting the groundwater within this aquifer when determining what industries to allow in industrially zoned areas.
- Most soils around Saco do not have the assimilative capacity to effectively handle the waste generated by large scale, or dense residential development. The availability of public sewerage is one factor that should play a role in determining which areas of Saco are designated as growth areas. The City should consider ways to ensure that residential development in designated growth areas is connected to the sewerage system.

3. Wetlands

- Wetlands play a critical role in the area's ecology.

- Wetlands filter sediment and pollutants from surface water runoff, playing a key role in keeping water clean. Critical wetlands should be given prime consideration and protection when reviewing development proposals. Data on the location and characteristics of wetlands submitted in conjunction with development reviews should be added to the City's GIS database.
- Wetlands with significant wildlife value are vulnerable to development in the upland fringe. The City should consider requiring that buffers are maintained around wetlands that are valuable wildlife habitat. The Beginning with Habitat Program is a starting point for identifying and protecting these important areas. Cluster zoning techniques might be appropriate to address the issue.
- While significant vernal pools have not been identified throughout the City, the presence of these resources should be considered in the development review process and appropriate protection provided consistent with state standards.

4. Soils

- Large areas of Saco have soil conditions that limit the installation of septic systems. The City should consider restricting new, unsewered development in these areas.

5. Wildlife and Fishery Habitat

- The riparian zone adjacent to rivers and streams plays an important role as fishery and wildlife habitat by providing food and maintaining water temperature. The City should consider working to retain naturally vegetated buffers along stream segments that have high or medium values as fishery or wildlife habitat.
- There are large, relatively undeveloped areas in Saco that serve as important wildlife habitat. The Heath, the Rachel Carson National Wildlife Refuge, and the Saco Tannery Pits site are permanently protected habitat areas. Horton Woods and the Prentiss parcel are more recent acquisitions that have added to these valuable places and provide additional examples of a pro-active approach to habitat protection. The Saco Land Trust owns or holds conservation easements on several other parcels. The City should continue to encourage preservation in areas of high natural resource value.
- While there are large sections of the City with high habitat value, they are non-contiguous. Deer that winter in the deer yard west of Bay View Road are unlikely to

interact with the deer in the Heath or in the deer yard east of the turnpike and south of Flag Pond Road. The City should strive to not fragment wildlife habitat, and to maintain wildlife travel corridors. Doing so will help minimize conflict between people and wildlife.

6. Coastal Areas

- Erosion of the beach at Camp Ellis has been an issue for a century. Over 30 homes have been lost and the erosion problem has been aggravated in the past three decades. The City and the Army Corps have made great progress in identifying causes and solutions for the problem, and developing funding to implement the solutions. Final agreement on design and future project management is a priority for the City.

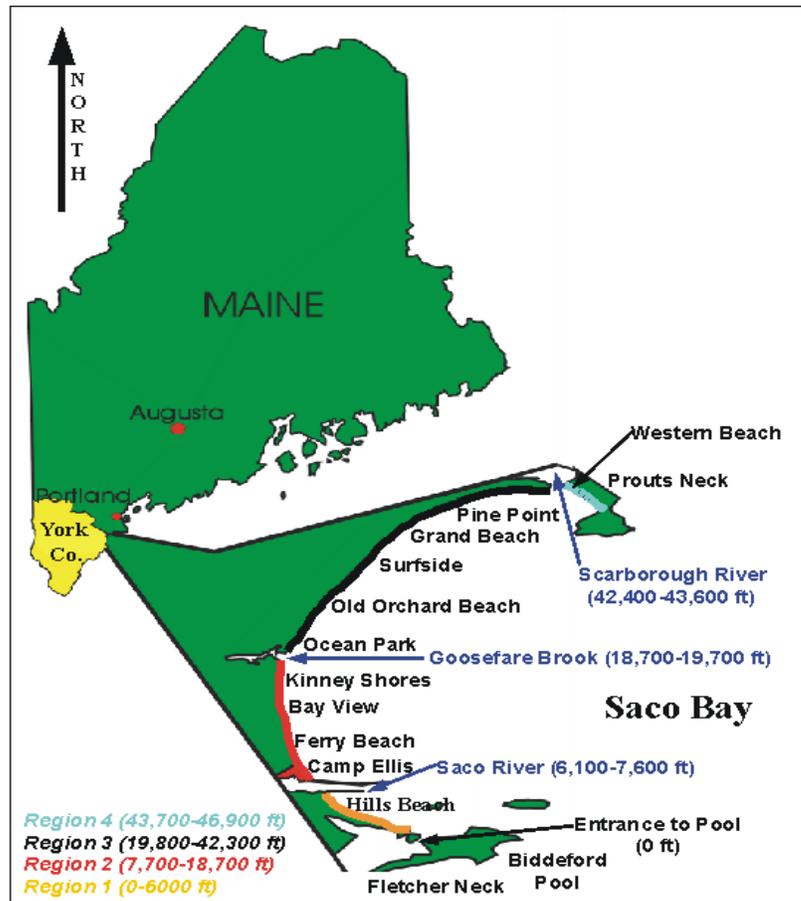
APPENDIX D: MARINE RESOURCES

Not so long ago, Maine’s coastline teemed with commercial activity. The ocean was the lifeblood of coastal economies. Fishing, shipbuilding, fish processing, and cargo operations dominated the landscape. In Saco, as in many coastal communities, tourism has partially replaced fishing and shipping as the foundation of the local maritime economy.

Saco has more than 2 miles of coastline (shown in red on Figure D.1). Along most of its length, land use is residential, light commercial, or recreational. Beaches suitable for swimming stretch from Kinney Shores to the rock jetty at Camp Ellis. Except for buildings encroaching onto the frontal dunes at Kinney Shores and Camp Ellis, Saco’s shoreline is relatively lightly developed. Residential and commercial land uses are at low densities. Absent are the large hotels and blocks of tourist related businesses that are prevalent in other regions of the coast. Saco’s traditional marine industries are concentrated at Camp Ellis.

This Chapter describes Saco’s marine industries and resources and the accessibility of Saco’s marine environment.

Figure D.1: MAINE BEACH AND SALT MARSH SYSTEM



A. Shoreland Land Use

The City's land use regulations divide the shoreland into four types of land use zones including shoreland and river overlay districts, a resource protection district, residential zones, and a marine business and residential mixed-use zone.

1. Shoreland Overlay District - SOD

Saco's Shoreland Overlay District (SOD) includes all land subject to shoreland zoning as mandated by the State of Maine Mandatory Shoreland Zoning Act 38 M.R.S.A. § 435 et. Seq. that is not included in the Resource Protection District or the Saco River Overlay District, whether or not such areas are shown on the zoning map.

The SOD is intended to ensure that activities that occur within close proximity to waterbodies are subject to state mandated shoreland zoning standards and are carried out in a manner that protects water quality, promotes wildlife movement, and preserves the scenic quality of the shoreland.

2. Saco River Overlay District - SR

The Saco River (SR) Overlay District includes all land subject to the jurisdiction of the Saco River Corridor Commission, whether or not such areas are shown on the zoning map. The SR district includes land adjacent to the Saco River for a distance of 500 feet (as measured on a horizontal plane from the mean high water line of the river) or to the edge of the 100-year flood plain (if the flood plain extends beyond 500 feet), up to a maximum of 1,000 feet from the mean high water line.

3. Resource Protection District - RP

The Resource Protection (RP) District is designed to protect fragile shoreline and other ecological systems, which, if disturbed, would reduce water quality, disrupt wildlife and aquatic habitat and biotic systems, or infringe upon areas necessary for natural flood protection or storage of storm waters.

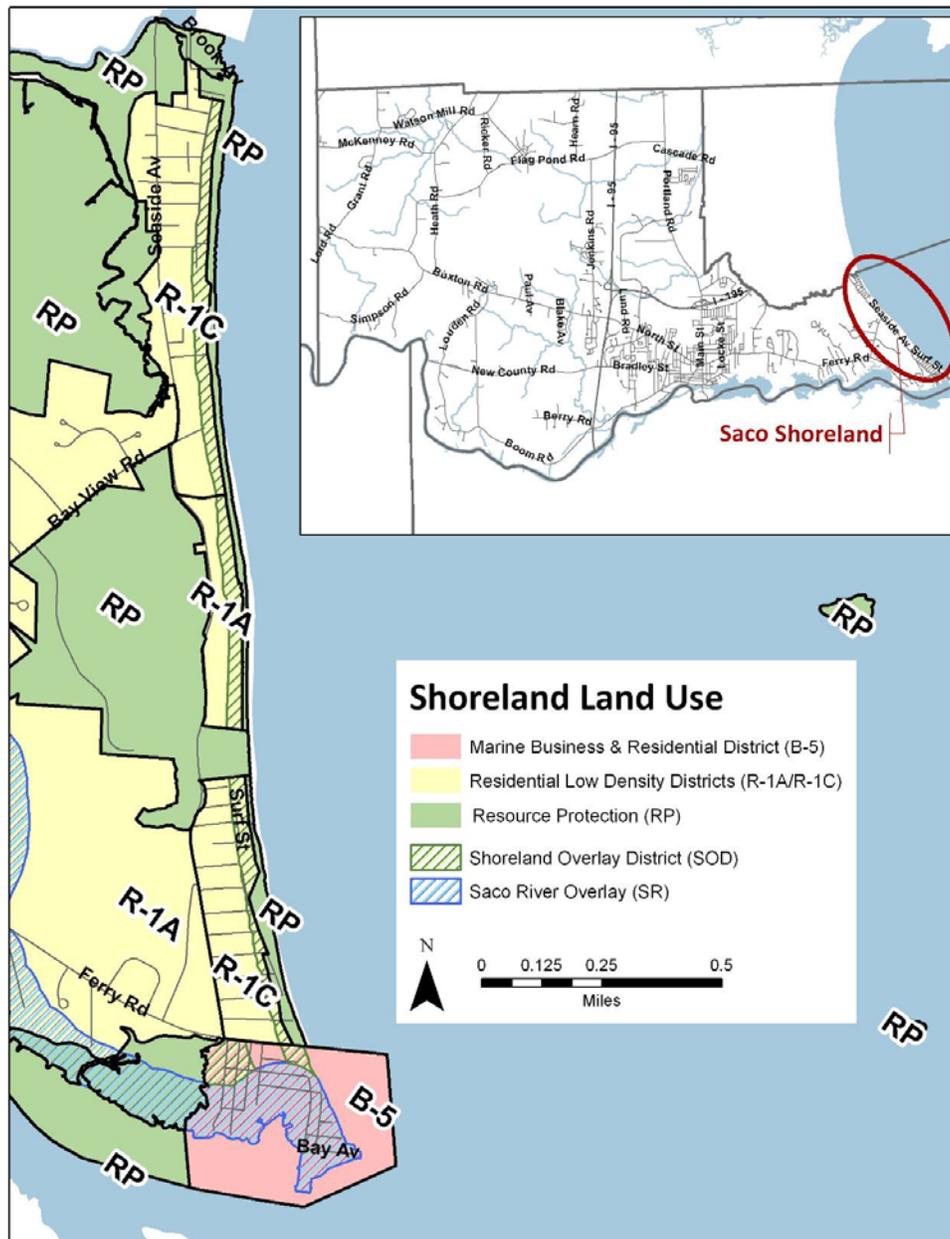
4. Residential Low Density District - R-1

The R-1 District is designated for areas which are predominately single-family residential in character. It includes both sewered and unsewered land, with appropriate lot size requirements for each situation. New land uses in this district are restricted to low-density residential and associated uses.

5. Marine Business and Residential District – B5

The Marine Business and Residential District (B5) is intended to encourage a mix of marine oriented , residential uses, and small scale tourist facilities in the Camp Ellis area.

Figure D.2: SHORELAND LAND USE DISTRICTS



B. Marine Resources

1. Port and Harbor Locations

Camp Ellis is a coastal neighborhood located at the mouth of the Saco River. Uses at Camp Ellis include residential, commercial, and marine. Camp Ellis is home to a small fishing fleet, a municipal pier, and a private marina. The Camp Ellis Pier, owned by the City of Saco, serves as an access point for both commercial and recreational vessels. Facilities at the pier include a 135-space parking lot, a derrick, three hoists, fuel service, a holding tank with pump out facilities, and a boat ramp. Boats are moored in the Saco River channel, with floats provided alongside the pier to tie up tender boats.

Work to improve Saco River navigation and to promote commercial ship traffic dates back as early as 1866. The United States Army Corps of Engineers (USACE) initially thought that the beach sand was coming from an underwater glacial deposit. Thus, in 1866 when they were called in to protect the navigable channel of the Saco River, they built rock jetties on both sides of the mouth of the river to protect the channel from accumulating sand. However, the primary source of sediment for the adjacent coastal beaches is the Saco River, which annually transports roughly 17,000 cubic yards of sand into Saco Bay. The jetties have resulted in severe erosion of the beach at Camp Ellis because sand is prevented from coming ashore naturally, and is instead distributed to the north via currents within the Bay, eventually accumulating at Pine Point and the mouth of the Scarborough River. The City and the USACE have worked for the past several years to identify a course of action for addressing the erosion problem and restoring the beach. The federal channel of the Saco River is eligible to be dredged by the USACE every eight years.

2. Commercial Fishing Pier ¹

The City has an active harbor and river operation supported by the City-owned pier, ramps, and dock facilities at Camp Ellis and Front Street. The Camp Ellis area has a pier, fueling station, boat launch, and parking lot. The pier is the focal point of the area and includes ramps and floats for easy access to the boating activities. There are three hoists on the pier to facilitate a variety of materials handling requirements. A fuel storage facility adjacent to the pier is City-owned but privately run, and provides fuel

¹ Saco Asset Management Plan. p 10.

service for several commercial fishing vessels.

The Camp Ellis facilities support approximately 25 commercial fishing vessels, more than 25 recreational boaters, and a small number of charter operations in the Camp Ellis region. There are also a number of transient boaters who visit the area. The boat ramp provides tidal access to the river as well as Saco Bay. The parking lot is open year round and is utilized by commercial fishermen, residents, and visitors. Between Memorial Day and Labor Day the lot is operated on a fee basis, and an average of 655 vehicles per week utilize it. This provides a dedicated revenue stream to support operations and maintenance activities. Sand has filled an area adjacent to the pier and is affecting one of the floats. This need to be dredged or otherwise removed. Sand has also filled in sections of the mooring field down river from the pier which has had some impact on the mooring locations.

The Front Street facilities include a boat launch with floats and parking area. This ramp provides access to the upper part of the estuary and for ocean goers.

3. Commercial Fishing

The size of Saco’s fishing fleet has fluctuated over the past 30 years. In 1978, there were 39 commercial fishing vessels operating out of Camp Ellis. The number of boats increased to a high of 47 in 1983, and then dropped to 35 vessels in 1988. The number declined to approximately 30 vessels in 1998. However, in 2007/2008, it had increased to 40 vessels. The

Table D.1:FISHING LICENSES ISSUED TO SACO FISHERMEN			
	1997	2006	2007
Finfish Licenses			
Single Operator	7	3	13
Captain and Crew	13	13	11
Lobster Licenses			
Single Operator	18	7	4
Captain and 1 crew	15	8	11
Captain and 2 crew	3	3	1

Department of Marine Resources reports a slight decline in the number of lobster licenses issued to Saco fisherman between 2006 and 2007 (Table D.1).

The number of vessels that anchor in Saco has declined in most license categories. Comparing Tables D.1 and D.2 suggests that some Saco fishermen do not use Saco as their primary anchorage site, and that there are fishermen who have their primary anchorage in Saco but do not live in Saco.

The volume of landings at Camp Ellis categorizes it as a small-to-mid size port by State of Maine standards. Camp Ellis does not have any fish or lobster brokers. The port does not generate enough landings to be considered individually for statistical purposes by the National Marine Fisheries Services. Finfish catches are typically taken to the Portland Fish Exchange and are counted as Portland landings.

	1997	2006	2007
Finfish Licenses			
Single Operator	5	7	5
Captain and Crew	21	20	16
Lobster Licenses			
Single Operator	20	11	9
Captain and 1 crew	14	17	21
Captain and 2 crew	3	5	2

Lobstering comprises the bulk of Saco’s commercial fishing. Most Saco lobstermen take their catch to either Pine Point Fisherman’s Coop or The Lobster Company in Arundel. To protect confidentiality, the Maine Department of Marine Resources (DMR) reports lobster landings by county, and statistics on lobster landings are not available specifically for Camp Ellis. Camp Ellis is one of 10 ports in York County. The other nine ports are Biddeford Pool, Cape Porpoise, Kennebunkport, Wells Harbor, Perkins Cove, Cape Neddick, York, Kittery Point, and Kittery. Commercial lobster landings in York County totaled \$11,225,257 in 2007, down 14% from \$13,045,972 in 2006.

4. Shellfish Areas

According to the Saco Bay Beach Management Plan, there are three types of shellfish of recreational or commercial value in Saco Bay: soft-shell clams, surf clams, and ocean quahogs. Each inhabits a distinctly different marine habitat. The soft-shelled clam is found in shallow mudflats within the ebb and flow of the tide. Surf clams are found in sandy areas just below the low tide line. Ocean quahogs are found further offshore in the deep waters of the bay.

It is difficult to place a value on the shellfish resources in Saco Bay due to limited data collection. The Maine Department of Marine Resources (DMR) does provide statewide landing statistics for soft-shell clams. Total statewide landings were roughly 9.4 million pounds in 2006 and 8.9 million pounds in 2007.

Unlike Biddeford and Scarborough, Saco does not have a shellfish management program. The intertidal flats in the Saco River Estuary and Saco Bay are closed and the

City of Saco does not issue any shellfish licenses. The flats are closed due to water quality issues caused by wastewater treatment plants in Saco, Biddeford, and Old Orchard Beach, Combined Sewer Overflows (CSOs), and several licensed overboard discharge systems releasing treated effluent into the river.

According to the Maine Department of Marine Resources, because of potential for pollution, it is unlawful to dig, take, or possess any clams, quahogs, oysters, or mussels from the shores, flats, and waters in the following areas:

Saco Bay

Inside and shoreward of a line beginning at the end of Walnut Street at East Grand Avenue (Old Orchard Beach); then running southeast to the south tip of Stratton Island (Saco); then running southwest to the north tip of Eagle Island (Saco); then running northwest to Curtis Road on the south side of the mouth of Goosefare Brook (Saco).

The Saco River, Saco Bay, and The Pool (Biddeford Pool)

Inside and shoreward of a line beginning at Fairhaven Avenue (Saco); then running east to the north tip of Ram Island (Saco); then running southeast to the east tip of Wood Island (Biddeford); then running southwest to the east tip of East Point, Fletcher Neck (Biddeford), and continuing southwest to the south tip of South Point, Fletcher Neck (Biddeford); and then north on a line beginning at the southeast corner of the mouth of the Saco River; then running southeast to the south tip of Basket Island; then continuing southeast to Fort Hill, and on across the mouth of Biddeford Pool to the west end of the Lester B. Orcutt Boulevard.

The only stretch of Saco coastline open to commercial or recreational shellfish harvesting is from Fair Haven Lane in Camp Ellis north to Goosefare Brook. This area is open for surf clam harvesting. Surf clams live in the subtidal zone and can only be harvested from shore during extreme low tides or when heavy seas push them on shore. Commercially they are harvested by boats dragging the bottom.

5. Essential Fish Habitat

According to the Maine Department of Conservation, sandy beaches comprise only 2 percent of Maine's 3,500 mile coastline. They provide numerous economic,

environmental, and recreational benefits. Saco Bay has been designated as "essential fish habitat" by the U.S. National Marine Fisheries Service for at least fifteen types of fish, including Atlantic salmon, Atlantic cod, halibut, ocean pout, Atlantic sea herring, and Atlantic sea scallops. Saco Bay is comprised of approximately 8 miles of curving shoreline and runs from Fletcher Neck and the Saco River in the south to the Scarborough River and Prout's Neck in the north. It comprises the largest sand beach and salt marsh system in Maine.

6. Municipal Fees and Revenues

The cost of a commercial pier permit at Camp Ellis is \$450. In the 2007/2008 (June-May) season, 39 commercial permits were issued (totaling \$17,550). The cost of a recreational permit is \$350. In the 2007/2008 season, 15 recreational permits were issued (totaling \$5,250). Parking permits are also required at Camp Ellis. The cost is \$10 for Saco Residents (free if a person is over age 62). In 2007, 706 parking permits were issued, 328 paid permits and 378 to individuals over 62.

The City of Saco issues state fishing licenses and receives an administrative fee for every permit issued.

7. Marina Uses (Boating)

Recreational boating has grown rapidly in Maine over the past 20 years. In Saco, that trend may be starting to reverse. In 1987, 720 boats were registered in Saco. In 1997, 972 boats were registered, but in 2007, only 907 boats were registered, a decline of 6.7% over those 10 years. During the current recession, it is likely that boat registrations have continued to decrease.

Approximately 5 small-scale seasonal tour boats operate in Saco Bay. They typically cater to groups of 6 or fewer for fishing or sailing excursions, and operate for approximately 10 weeks per year.

8. Small Harbor Improvement Program (SHIP)

The Maine Department of Transportation's Small Harbor Improvement Program (SHIP) helps protect critical commercial fishing infrastructure. The goals of the program are to promote public access, economic development, and a commitment to preserving infrastructure along the coast; help municipalities make improvements to public wharves, landings and boat ramps; protect a dwindling asset through a successful

state/local partnership; and preserve natural resource based industries.²

Since 1995, grants totaling \$4.9 million have been awarded to 59 different coastal municipalities for 93 projects. Examples of projects include pier reconstruction, float installations, boat ramp rehabilitation, new hoist installation, and gangway replacement. Saco has received funding from SHIP three times, in 1996 for Camp Ellis Fish Pier Improvements, in 2004 for new hoists and security cameras, and in 2010 for restroom facilities.

C. Public Access to Coastal Waters

1. Public & Private Facilitates Providing Water Access

Camp Ellis

Camp Ellis is owned by the City and serves as an access point for both commercial and recreational vessels. See Section B of this chapter for more information about Camp Ellis.

Riverfront Park

Riverfront Park is a City-owned recreational area on Front Street in downtown Saco. It has the only public boat ramp in the City that can be used at all tidal stages. There is parking for 10 boat-trailer combinations. No other services are available.

Saco Yacht Club

The Saco Yacht Club is located next to the Riverfront Park on Front Street. The club is a membership organization with slips and moorings for up to 80 boats. There is a boat ramp for members to use. Water, telephone, and ice are available.

Norwood's Marina

Norwood's Marina is located off West Street at the mouth of the Saco River. The marina has 35 slips and can accommodate boats up to 50 feet in length. There is no boat

² <http://www.maine.gov/mdot/freight/ship1.php>

ramp and no services are offered. In August of 2008 the marina had a few vacancies and did not have a waiting list for slip space.

Marston's Marina

Marston's Marina is located at 41 Glenhaven Circle, Map 12, Lot 43-2. The marina has 115 slips for boats up to 30 feet in length and 10 moorings for larger craft of both seasonal and transient customers. The marina offers wide-safe docks, gas and oil, a protected harbor, shore power and water on the docks, paved parking, security lighting, restrooms and shower, soda and ice. A boat ramp is available for marina customers. The ramp is usable through all tidal stages except for large boats at low tide. Some of the slips are wheelchair accessible. In August of 2010, Marston's Marina had a waiting list only for larger boats.

2. Public Beaches

Saco's beaches form an arc along the westerly side of Saco Bay. The sand is part of the glacial outwash from the most recent ice age which ended some 10,000 years ago. Sand carried down the Saco River is deposited at the mouth of the river and then picked up by ocean waves. As the sand is deposited on the shore, it moves along the coast in a process called littoral drift.

Much of the sand which finally settles on the beach is blown into berms and dunes running parallel to the beach. The dunes are effective barriers to coastal storms and high tides. The process is believed to be still continuing, although reduced somewhat by the construction of dams along the river and the jetties at the mouth of the Saco.

Bay View Beach

Bay View beach is located off Seaside Avenue. It is a public beach maintained by the City. Lifeguards are present during the summer season and there are restrooms and public parking.

Camp Ellis Beach

Camp Ellis Beach is located at the mouth of the Saco River, on the north side of North Ave. It is maintained by the City.

Ferry Beach State Park

Ferry Beach State Park is located off Route 9 on Bay View Road. The park offers a sweeping view of the miles of white sand beaches between the Saco River and Pine Point. The park consists of 117 acres. It has changing rooms, picnic areas, nature trails, and guided nature programs.

Kinney Shores

Kinney Shores is located off of Seaside Avenue. It is a public beach maintained by the City. Lifeguards are present during the summer season. There are no restrooms on site.

3. Public Parks**Ferry Beach State Park**

The natural landscape at Ferry Beach State Park includes hardwood, swamp, dune, and beach habitats. There is a stand of tupelo (black gum) trees that is rare at this latitude. Visitors are urged to become familiar with the park trail system before venturing out into it. Trails are color coded on the trail sign at the edge of the parking area and on the sign posts along the trails. There are several loops and combinations of walks. Trails are open to the public year-round; however, the trail signs are removed during late fall, winter, and early spring for storage and maintenance.

Riverfront Park

Located on Front Street, the 1.8 acre passive recreation Riverfront Park is primarily used by downtown residents, workers, and shoppers. The park offers benches, paths, and nature trails. A portion of the park is wheelchair accessible. Adjacent to the park, the City owns and maintains a 0.45 acre boat ramp facility. The park, which was developed in 1989, now serves as an anchor for the City's RiverWalk, which improved walkways in the park in 2009-2010.

Diamond Riverside Park

Diamond Riverside Park is located on Irving Street. It is 5.9 acres in size, 3.9 acres of

which are undeveloped. Facilities include a boat launch ramp (freshwater access to the Saco River), a parking area, picnic tables, two charcoal grills, park benches, and a playground. The park is used primarily during the warmer seasons for picnicking, boat launching, and nature walks. It is handicapped accessible.

Sandy Bottom

Sandy Bottom is a fishing area on the lower Saco River. Most of the area is privately owned but open to the public. The City used Land for Saco's Future funds to purchase the adjacent 10 acres in 2006. This provides access and helps protect the main fishing area.

Prentiss Park

Prentiss Park is a 30 acre parcel on the Saco River adjacent to Route 5 and Loudon Road. The City purchased the property in 2007 and hopes to use it to provide boating access to the upper portion of the Saco.

4. Scenic Opportunities

Visual access to the coast is widely available in Saco. Most people view the ocean and tidal waters from public roads. Seaside Avenue runs the length of Saco's coastline and roads off of Seaside Avenue run to the shore.

Riverfront Park

Located on Front Street, Riverfront Park offers a scenic view of the falls and river. It is owned in part by the City and by Florida Power and Light.

Laurel Hill Cemetery

Located off Beach Street, Laurel Hill is a 170-acre cemetery overlooking and bordering the Saco River. There are seven miles of paved roadway. Many people use the cemetery for walking, running, and bird and wildlife watching. The cemetery is handicapped accessible.

Camp Ellis

Camp Ellis is a scenic fishing port, breakwater area, and beach. A walk on the jetty offers complete views of Saco Bay.

D. Coastal Marine Geological Environments

Coastal marine geologic environments are located between the near shore uplands and shallow subtidal depths approximately 25-30 feet below the low-tide mark. Supratidal, intertidal, and subtidal environments include features such as sand dunes, salt marshes, beaches, channels, and mud flats. According to the Saco Bay Regional Beach Management Plan, there are 7 types of coastal marine geological environments in Saco: supratidal, intertidal, beach environments, mudflats, subtidal, estuarine waters, and drainage basins.

1. Supratidal

Supratidal areas consist of the environments immediately above the tide line. Dunes and vegetated strips, which in Saco lie between northern Ferry Beach and Kinney Shores, total about 35 acres. Fresh-brackish areas are found in the Long and Short Pond areas and total less than 5 acres. Fresh-brackish marsh is found west of Long Pond and occupies less than 1 acre. Altered or man-made supratidal areas include 20 acres in Ferry Beach/Camp Ellis and 20 acres in the northern part of Ferry Beach, Bay View, and Kinney Shores. The man-made supratidal areas have displaced dune and beach-ridge systems.

2. Intertidal

Intertidal areas are found between the high and low tide lines. The Goosefare Brook area and its tributaries contain 50 acres of high salt marsh. Another 55 acres of high salt marsh surround the lower Saco River. The intertidal areas also include less than 2 acres of salt pannes or ponds, which accumulate on the top of high salt marsh.

3. Beach Environments

The northern Camp Ellis area to the Goosefare Brook area consists of 35 acres of sand beach. Eagle Island off of Saco includes less than 1 acre of gravel beach, as well as 3 acres of boulder ramp. Ram Island, also off the coast of Saco, contains a small boulder ramp.

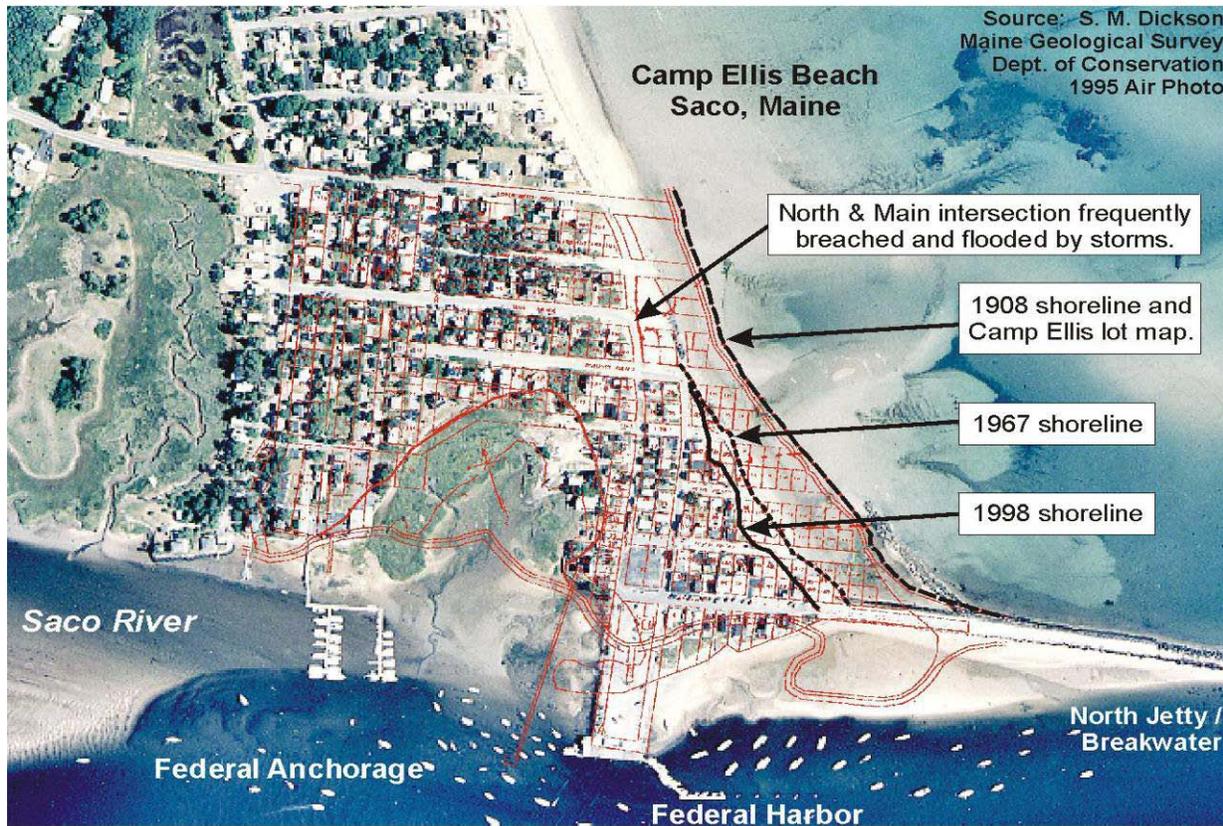
The jetty at Camp Ellis has caused erosion since shortly after its installation over 100 years ago. The jetty is 4,800 feet long to the south, and 6,600 feet long to the north. It was designed to protect the Saco River Federal Navigation Project which consists of an 8-foot deep channel that varies from 100 to 200 feet wide. Camp Ellis Beach is adjacent to the jetty.

Coastal storms, exacerbated by the jetty, have caused severe shoreline erosion along Camp Ellis Beach and the loss of over 30 homes. At the request of the City of Saco, the New England District of the Army Corps of Engineers, is conducting a study to find a remedy to this ongoing erosion. Alternative solutions are being analyzed using a computer program model developed by Woods Hole Group under contract to the Corps. The model is examining the effects of structures, including jetty spurs, breakwaters and T-groins, on wave climate, currents and erosion. Subsurface borings have also been taken in the Saco Bay area to assess foundation conditions. Soft clay was found under a large portion of the study area and resulted in a re-analysis of alternative solutions.

Subsurface borings were completed in mid-November 2005, and modeling efforts were complete, including internal reviews, by early January 2006. The results of these efforts were provided to the City and State in January 2006, and at a public information meeting held in Saco on February 22, 2006. These studies have caused the Army Corps to favor a plan consisting of a 750-foot long spur jetty and periodic beachfill. The City and most coastal residents prefer a plan with a 500-foot spur jetty, two nearshore breakwaters and less frequent beachfill. Additional detailed modeling of these final alternative plans is nearly complete and design of project features is underway. As the total cost of either project will exceed the \$5 million federal cap under Section 111 authority, Congress provided specific authority in the Water Resources Development Act of 2007 to exceed this limitation. The Act authorized a maximum Federal expenditure of \$26,900,000 for work under Section 111 at Camp Ellis. The Army Corps plans to complete design efforts soon, and to prepare a draft decision document and environmental assessment recommending implementation of the final selected plan.

The remaining steps include: public, state and federal review of environmental assessment; detailed final design; bidding and construction; and bidding and placement of beachfill. The final design and the project partnership agreement defining financial responsibility for future beachfill and other matters remain to be resolved.

**Figure D.3:
Past Shoreline Positions**



Over 30 properties have been lost in less than 100 years. Historical lot map modified from Appendix E of the Saco Bay Regional Beach Management Plan, 2000. Shorelines mapped in 1998 by the Saco Bay Beach Erosion Committee.

4. Mudflats

Saco has 55 acres of mudflats between the Camp Ellis jetty and Goosefare Brook. Rock ledges occupy about 15 acres, including around Eagle and Ram Islands. 20 acres of flood-tidal delta is found along the Saco River south of the first half of the rock jetty and Camp Ellis and west to Ferry Lane. There are 2 acres of flood-tidal delta in the mouth of the Goosefare Brook. 54 acres of ebb-tidal delta are located seaward of the Camp Ellis jetty, and another 5 acres at the mouth of Goosefare Brook, between Ocean Park and Kinney Shores.

5. Subtidal

The subtidal areas contain very poorly sorted sand that is underlain by coarse glacial debris, ranging from 4-21 meters. There are 2 acres of subtidal environments seaward

of Factory Island and another 2-3 acres between Chase Point and Glenhaven Circle. Seaweed communities encompass 30 acres around Eagle Island, 20 acres around Ram Island, and 5 to 10 acres on the ledges in between the two islands. The upper shoreface area contains about 80 acres of sand that lies seaward of the beach and jetty. The upper shoreface is subjected to constant wave action. The lower shoreface, between the sand of the upper shoreface and the mud of the offshore environment, is only affected during storm events.

6. Estuarine Waters

The Saco River contains estuarine waters in a channel roughly 200 feet wide and grades from high to low salinity in a landward direction. Goosefare Brook contains a similar estuarine channel.

7. Drainage Basins

Saco includes one coastal watershed, the Atlantic Watershed. The Atlantic Watershed includes the coastline from Old Orchard Beach to Camp Ellis. In addition, the Goosefare and Saco River Watersheds discharge into Atlantic. Development is heavy in these watersheds and issues of point and non-point pollution from residential, commercial and industrial development exist. (More information on these watersheds and waterways can be found in Chapter X Natural Resources.)

8. Coastal Barrier Resource System

Coastal barriers and the adjacent wetlands, marshes, estuaries, inlets and near shore waters contain resources of extraordinary scenic, scientific, recreational, natural, historic, archeological and economic importance that may be irretrievably damaged and lost due to development on and adjacent to those barriers.

Maine's coastal barriers provide habitats for migratory birds and other wildlife and habitats which are essential spawning, nursery, nesting and feeding areas for commercially and recreationally important species of finfish and shellfish, as well as other aquatic organisms. Maine's coastal barriers serve as natural storm protective buffers and are generally unsuitable for development because they are vulnerable to hurricane and other storm damage and because natural shoreline recession and the movement of unstable sediments undermine manmade structures.

The United States Congress has recognized the importance of coastal barriers through

the United States Coastal Barrier Resources Act of 1982, United States Code, Title 16, Section 3509, established a detailed process to identify coastal barriers and prohibited the expenditure of federal funds that support activities incompatible with the ability of these fragile areas to accommodate those activities.

The Maine Legislature has declared that certain areas of the Maine coast, because of their fragile nature, valuable habitat, and storm-buffering abilities, should be protected and conserved in their natural state and that it is inappropriate to use state funds to encourage or support activities incompatible with the ability of these areas to sustain these activities.

9. Islands

Stratton Island

Stratton Island is a wildlife sanctuary located off the coast of Old Orchard Beach, owned and managed by the National Audubon Society, chiefly for tern colonies. According to the Audubon Society, the island is home to numerous important bird species, including several species at the northern or southern limit of their range, such as the black guillemots and American oystercatchers; herons; and common, roseate, arctic, and least tern colonies. The birds nest on the island and feed nearby at Scarborough Marsh, Biddeford Pool, and other areas.

The state-endangered least terns began nesting at Stratton Island in 2006. By 2008, mainland predation pressures were so great that most of Maine's Least Terns moved to Stratton Island, where 59 pairs took up residence in one tiny patch of sandy beach. This number grew to 72 in 2009. There were 16 successful fledglings at the end of the 2009 season, down from 33 in 2008. Biologists attributed the decline to heavy rainfall, tidal flooding and gull predation.

Common terns continued their steady increase in 2009, with 1,037 nesting pair. Arctic terns were at 11 pair, up from 9 pair the year before. 76 pair of roseate terns nested on Stratton Island in 2009, up from 59 in 2008.

Bluff Island

Bluff Island is located next to Stratton Island and is also owned by the National Audubon Society.

Eagle Island

Eagle Island is located above Ram Island and is owned by the Saco Yacht Club.

Ram Island

Ram Island is located a mile off the tip of Camp Ellis and is privately owned. The island is a one-acre patch of grass rising 30 feet out of the Atlantic at its highest point. It has a three-room camp, but no utilities or municipal services.

E. Sea Level Rise

The City has embarked on a cooperative effort with neighboring communities to plan for the impacts of rising sea levels. Initiated jointly by the State Planning Office and the Southern Maine Regional Planning Commission (SMRPC), the project is intended to develop and implement regional climate change adaptation strategies in response to rising sea levels.

A steering committee made up of representatives from Saco, Old Orchard Beach, Biddeford and Scarborough is working on an interlocal agreement that would guide the long-term effort. Once the agreement has been accepted by the four communities, the Sea Level Adaptation Working Group (SLAWG) would commence its efforts. As stated in the draft agreement, the SLAWG would "...review the recent Coastal Hazard Resiliency Tools Project that has analyze the problem of sea level rise, and then develop an action plan that will estimate regional vulnerabilities, identify regional objectives to address such vulnerabilities, and provide recommendations for regional solutions."

Expert input will be provided to the SLAWG by the Maine Geological Survey, and the SMRPC. Topics that are anticipated to receive attention include shoreland zoning and floodplain management, infrastructure vulnerable to storm surges and flooding, federal or state beach nourishment efforts, local ordinances, and Saco's ongoing issues with Camp Ellis.

F. Issues and Implications

- As Saco's population has grown, so has demand for recreational boat moorings. As of the 1999 Comprehensive Plan, there was no waiting list at any of Saco's private marinas; by 2009 Marston's had a waiting list of 100 people. Since there is no capacity to add parking at the City's existing public boat ramps, the City should consider how to improve recreational boating access and to ensure that it does not interfere with commercial fishing activity at Camp Ellis.
- Erosion of the beach at Camp Ellis has been an issue for a century. Over 30 homes have been lost over the past hundred years and the erosion problem has been aggravated in the past three decades. The City and the Army Corps have made great progress in identifying causes and solutions for the problem, and developing funding to implement the solutions. Final agreement on design and future project management is a priority for the City.
- Inadequate parking is a seasonal issue at Bay View Beach and other beaches. The City has been working to expand the supply of beach parking but this remains an ongoing issue.
- The Thunder Island peninsula, jutting into the Saco River Estuary, is the last large, undeveloped parcel of land along the river between downtown and Camp Ellis. Much of it is privately owned and is currently enrolled in the Tree Growth Tax Program.
- The Goosefare Brook Estuary and associated wetlands are an outstanding natural area. The Rachel Carson National Wildlife Refuge has recognized the value of this resource by acquiring approximately 500 acres in the Goosefare Brook area to protect migratory bird habitat and coastal wetlands. The National Fish and Wildlife Service, in its long term plan for Rachel Carson, targeted acquisition of additional acreage at the Goosefare Brook Division. The City of Saco should support efforts for public acquisition of undeveloped parcels adjacent to Goosefare Brook.
- Saco's coastline, in the face of mounting development pressure in southern Maine, has managed to stay relatively undeveloped. Marine industries still have a foothold in Saco. To help maintain that foothold, commercial development should generally be limited to marine and tourism related uses at Camp Ellis. Development on the

bulk of the beach area should be limited to primarily small-scale residential uses.

- As southern Maine and Saco continue to grow, demand for coastal beaches will increase. As residential development occurs along Saco's coastline, providing additional public access to beaches will become more difficult, and usage of existing beaches will increase. Saco should consider means to pursue expanded access to additional beach areas.
- The issue of sea level rise will need to be monitored in the future. Saco should continue to actively support regional efforts through the Sea Level Adaptation Working Group (SLAWG) to mitigate the potential impacts of rising sea levels.
- There are no charter boats presently operating in Saco that serve groups of more than six people, and a need exists for larger charter boats (20-30 person capacity).

APPENDIX E: UTILITIES

Within the built-up area of the City of Saco, public water and sewerage are widely available. In the outlying, more rural areas of Saco, water supply and sewage disposal are generally an individual responsibility, based on private wells and septic systems. This section provides a basic overview of the current status of the public and private water and sewer systems in Saco as well as power and communication facilities.

A. Public Water Service

The City of Saco's water supply is provided by the Biddeford-Saco Water Company, a privately held company that supplies water to the municipalities of Biddeford, Saco, Old Orchard Beach, and part of Scarborough. The company operates independently from these municipalities. The system is financed by payments from customers to the water company. The City of Saco does not fund infrastructure improvements to the system except when the City is serving in the role of a developer, as when extending service to the industrial park area.

1. Supply

The Biddeford-Saco Water Company (BSWC) draws its water from the Saco River. The intake is located on the Biddeford side of the Saco River, approximately one mile west of the Maine Turnpike. The Saco River's headwaters are in the White Mountains of New Hampshire. The Ossipee River flows into the Saco at Cornish, Maine, and the Little Ossipee River just below Limington, Maine.

In addition to the intake, BSWC maintains a treatment and pumping facility at 466 South Street in Biddeford. Attached to this facility is a 7.5 million gallon storage facility. Additional storage at Pine Point in Scarborough (1mg) and Bradbury (1.2mg) Street in Biddeford provide an additional 2.2 million gallons of capacity. These storage facilities are part of the system that supplies Saco with water.

Saco's water supply is entirely dependent on a single main crossing the Saco River from the treatment facility. The existing main is 50 years old – still well within its operational lifespan – and in good condition. The company plans to work parallel to the existing transmission main project to complete the second half of the auxiliary water main to

supply Saco with water. The auxiliary main will provide Saco with additional water supply security when it is completed.

The Biddeford-Saco Water Company's water treatment facility has a capacity of 14.5 million gallons per day (mgd). Peak usage of 7.2 mgd occurs during the summer months when tourism within the service area increases. Saco represents "roughly one third" of BSWC's consumption¹.

2. Water Quality

Biddeford-Saco Water Company's website states, "The Saco River, just upstream from our intakes and extending for several miles upstream, is classified by the State Of Maine DEP as Class A & AA, which is the cleanest rating allowed."² Additionally, the water, at the intake itself, is classified as "B" quality by the Maine Department of Environmental Protection. Classification is, however, a legislative action. The attainment of the legislative standard is assessed by the Maine DEP in a 305b Report.

The intended uses approved for Class B water by the Maine DEP are: drinking water supply (after treatment), recreation in and on the water, fishing, industrial process and cooling water supply, hydroelectric power generation, navigation and an unimpaired habitat for fish and other aquatic life. The State of Maine has two higher water quality classifications, the primary distinction for a higher rating being: a more natural aquatic life habitat, and free flowing water with no impoundments.

Water quality is actively protected by the Saco River Corridor Commission (SRCC). The SRCC was created by legislative action in 1973 to preserve and protect the land and water quality within the Saco River Corridor. The Corridor includes all land in Maine within 500 feet, on each side, of the riverbanks of the Saco, Ossipee, and Little Ossipee Rivers. The SRCC is a regional land use regulatory agency made up of appointed citizen commissioners from each of the twenty communities within the corridor.

Within the Saco River Corridor, the land has been divided into three land use districts: Resource Protection, General Development, and Limited Residential Development. The

¹ Chris Mansfield, Biddeford-Saco Water Company Operations Manager. Telephone Interview Aug 3 2009.

² Biddeford Saco Water Company, "Water Information" accessed 8 Aug 2009.
<http://www.biddefordsacowater.com/water/index.html>

land uses allowed in each district vary, with some uses being allowed without permit, some by permit only, and some prohibited altogether. Land uses that existed at the time the Saco River Corridor Act was passed are allowed. New land uses and expansion of existing uses are subject to approval of the SRCC.

The SRCC has General Performance Standards and Environmental Standards for each of the districts which must be met to gain permit approval. All buildings, regardless of district, must be set back at least 100 feet from the normal high water line of the rivers included in the Corridor. Septic systems and structures are also prohibited within the 100 year floodplain. The Resource Protection and Limited Residential Development Districts prohibit the construction or placement of residences or any systems of underground sewage disposal within 100 feet of the normal high water line of the rivers, as well as having a 30-foot setback requirement from any accepted road.

The General Development District, which includes areas that were already intensively developed before the Saco River Corridor Act became effective, allows most land uses. It is the least restrictive of the three Districts. Permits are required for manufacturing and industrial uses; for sand, gravel and topsoil removal; and for alteration of wetlands. Auto graveyards, junkyards, smelting operations and dumps are prohibited. Currently, there are no major industrial polluters discharging into the river.

The Maine Department of Environmental Protection (MDEP) has a program for monitoring water treatment facilities compliance with state mandates for water quality. Water treatment facilities test their water on a regular basis and send the results to the MDEP. Intermittently, the MDEP will test the water independently for compliance. A review of MDEP records for the 2000-2008 period revealed no violations of water quality standards by the Biddeford-Saco Water Company. In 2007, however, BSWC did violate monitoring standards through insufficient coliform bacteria testing. The water company attributes the violation to intra-organizational miscommunication and announced an amended testing protocol. In 2008 it was once more in compliance.

3. Service Area

Figure E.1 maps the water mains and illustrates the areas of Saco that are served by public water. All of downtown Saco has city water as does the Industrial Park area. Beach Road and Ferry Road, along with many of the subdivisions and side streets have

public water. Camp Ellis, Kinney Shores and Ocean Park Road all have water, as does Route 1 out to the Scarborough line, including Cascade Road.

West of the Turnpike, the distribution network is limited. A water main runs from the primary filtration plant and pumping station parallel to the Turnpike on the west side of the highway. It crosses the Boom Road, Berry Road, and has a branch line connection at Pine Street. The water main crosses the Turnpike in the vicinity of Shadagee Road. A distribution network runs west along North Street/Buxton Road and into the Hillview Avenue, Paul Street, Mary Street, and Tall Pines areas.

The Biddeford-Saco Water Company is not averse to extension of service. The company has adequate treatment and pumping capacity to meet additional demand. At this time, the only mechanism that exists for funding the extension of water mains is for a developer or other entity requesting the extension to pay the full cost of the project. The lack of any other way of funding the extension of the water system makes expansion of the service area into areas where growth is desired problematic.

4. Adequacy of Service

Figure E.1 maps the water mains. The distribution system consists of 12" or larger diameter pipes serving as mains, with the pipe distribution network through neighborhoods with varying pipe diameters of 3" or less.

Residual pressure at the street meets the Public Utilities Commission standard of 20 pounds per square inch (psi) throughout the distribution network. The requirements of water supply for residential use, commercial use, and for firefighting needs are very different. For firefighting, both pressure and volume are needed. In 2003, an Insurance Services Organization (ISO) test of hydrants in Saco revealed several hydrants with a lack of adequate water supply for the fire response needs in the vicinity of the hydrant. Saco's ISO rating in 2003 was actually worse than the test in 1997 due to water supply and hydrant issues³. Figure E.1 shows the location of the hydrants with a lack of adequate volume, as well as the size of the deficiency.

³ Deputy Fire Chief Dube 10/21/2010

Figure E.1: SACO CURRENT PUBLIC WATER LINES

In 1999, BSWC explained that the deficiency was that the hydrants had insufficient flow because they are located in areas extremely remote from the primary pumping station. However, based on ISO data from 2003, hydrants throughout the City have insufficient flow. The lack of sufficient pressure can be amended by the construction of booster pumps, requiring that the desired 'enhanced pressure zone' be valved off from the remainder of the water network. In addition, large storage facilities, cisterns or fire ponds, would need to be constructed to ensure consistent pressure and flow. Users would draw water from the tank, and the booster pump would fill the tank as needed. Each geographic area would need its own booster pump, tankage, and isolation valve. There are currently eight (8) cisterns located throughout the City, including: Corey Acres, Boynton Brook Drive, Stonewall Lane, Holmes Road, Lincoln Road, Smutty Lane, Sofia Road, and Steeple Drive.

Related to this, BSWC is planning improvements to the water supply network around North Street which will increase supply and pressure in the Hillview area and beyond.

The remaining deficiencies are not considered critical by the Saco Fire Department, which provides ISO Class 4 service in areas of Saco not served by hydrants at all. The department has sufficient mobile tankage to operate in these remote areas.

The hydrants specified in Table E.1 do not include all hydrants with inadequate flows. The ISO did not test all hydrants in Saco, but rather a representative sampling of them. However, from the information presented in the table, conclusions may be drawn regarding the adequacy of the public water supply for future development in some parts of the city.

Table E.1: SACO FIRE HYDRANTS WITH INADEQUATE FLOW VOLUME

Hydrant Location	Gallons per minute needed	Gallons per minute available
Portland Road near Spring Hill Road	3000	2100
Saco Island at Main Street	3500	2500
Temple Street at Pearl Street	2500	2400
Central Street at Park Street	1000	900
Lund Road near North Street (a)	4000	2400
Lund Road near North Street (b)	2500	2400
Old Orchard Road near Victor Avenue	2500	1300
Portland Road near Country Village Road	2000	600
Portland Road near Pine Haven Drive	3500	1400
Main Street at Hutchins Street	2500	600
Lincoln Street near Forest Street	3500	550
Buxton Road near Wendy Way	1250	900
Buxton Road near Loudon Road	750	300
Bay Avenue at Beach Avenue	2500	250
Bay Avenue at Beach Avenue	2500	800

Source: 2003 ISO Report as conveyed by Deputy Fire Chief Dube

5. Capital Improvements

Because Biddeford-Saco Water Company owns and operates all infrastructure, the City is not responsible for infrastructure improvements except when acting as a developer. At this time there are no plans for the City to add improvements.

B. Public Sewer Service

The City of Saco operates the sewage collection, conveyance, and treatment system. Wastewater bio-solids are transported to the New England Organics Hawk Ridge

Facility in Unity Plantation where the bio-solids are composted and reused constructively.

Saco's wastewater collection and treatment system is the responsibility of the Public Works Department and is funded by user and impact fees. The user fees for sewer service are based upon the water bill issued to a given property by the Biddeford-Saco Water Company. The city currently has two sewer related impact fees: Combined Sewer Overflow (CSO) and Sewer Impact fee. These impact fees cover the cost of capital improvements to the collection system and the wastewater treatment plant respectively. In short, any use that contributes wastewater to the municipal wastewater system is subject to impact fees⁴. All fees are paid into and out of the City's Enterprise Fund. The wastewater treatment plant doesn't utilize general revenue to perform its duties. Rather, user fees adequately support operations and maintenance of infrastructure and facilities⁵. Infrastructure improvements are financed by tax revenue, bond issues, loans, and grants (including Community Development Block Grants (CDBG) and Federal Emergency Management Agency (FEMA) funds).

City of Saco Public Works estimated that 14,000 residents were served by the City's sewer system⁶. This translates to 77% of the City's estimated 2008 Population. The sewer system is connected to 4,141⁷ residential households (54% of Saco's households) and 236 commercial or industrial accounts.

1. Public Sewer System

The City maintains and operates a sanitary collection system consisting of both combined (storm and sanitary) and sanitary only waste sewers. The system is comprised of 6" to 72" diameter lines of various materials including brick, clay, concrete, PVC, and Orangeburg materials. The system contains 1,516 manholes, 338,902 feet of gravity lines, and 78,970 feet of pressure force main. Additionally the City recently accepted maintenance of approximately 125,000 feet of house services⁸ when the City Council adopted a new policy.

⁴ City of Saco Waste Treatment Plant Website, Accessed 10/18/2010

⁵ Annual Performance Report 2009

⁶ City of Saco Annual CSO Progress Report 2009.

⁷ City of Saco. CSO Abatement Program Implementation Schedule.

⁸ Saco Asset Management Plan. p 8.

There are 35 miles of separated sewer pipes ranging in size from a diameter of 6" to 60". The areas served by the sewer system are shown in Figure E.2. There are 30 wastewater pump stations which pump approximately 79% of the entire sewer service area tributary to the treatment plant⁹. The City of Saco is about 24,659 acres and the area served by public sewer encompasses approximately 8700 acres¹⁰.

The condition of the older sewers made of clay and brick varies in condition from good to poor. The inflow from sump pumps is an issue during storm events in the combined area. The condition of the house services is unknown and represents a large potential maintenance item for the City and there is no funding available or practical way to upgrade or inspect these services.

There are still five (5) combined sewer overflows in the City that will need to be mitigated or intercepted and treated (see Table E-2). The City has scheduled the elimination of the Wharf Street CSO for 2011 and plans to reclassify the remaining four (4)¹¹ CSOs as emergency overflows in the future.

The Municipal Wastewater Treatment Plant is located at 68 Front Street and discharges into the tidal portion of the Saco River Estuary. The treatment plant was constructed in 1971 and expanded in 1987. The 1987 expansion increased the plant's capacity from 1.57 million gallons per day (mgd) average flow to 4.2 mgd. The plant was designed to handle a peak capacity of 8.4 mgd. In 2009, the treatment plant had an actual daily flow of approximately 2.49 million gallons of wastewater that it treated, which was comprised of wastewater for residential and commercial sewers, and from storm water flow.¹²

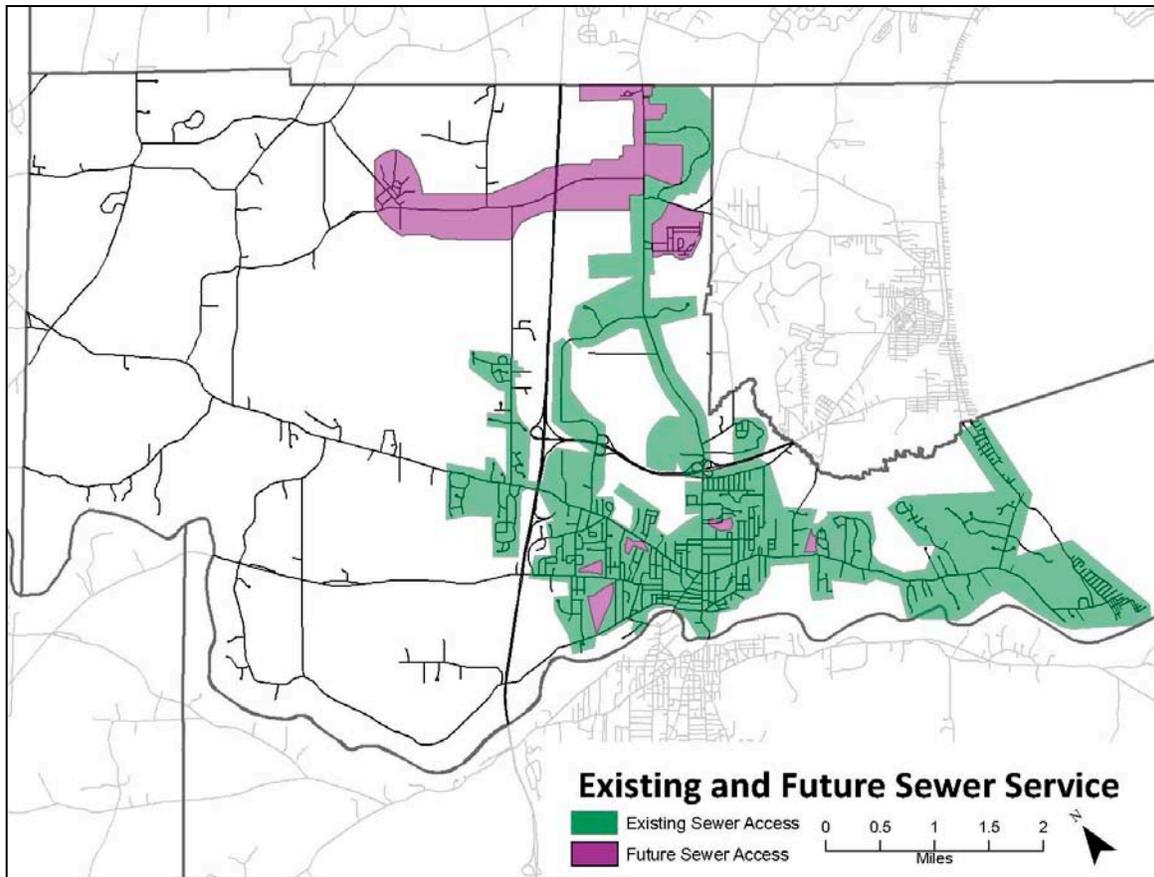
⁹ Including Park North and Ross Ridge which will be accepted in the near future

¹⁰ City of Saco Economic Development Department: 38.53 square miles which equals about 24,659 acres

¹¹ Future for Tappen Valley, Main Street, Bear Brook, and Front Street

¹² Annual Performance Report 2009

Figure E.2: EXISTING AND FUTURE SEWER SERVICE



In 2006, the Wastewater Treatment Plant underwent two separate upgrades with the goal to significantly enhance:

- Process Control
- Bio-Solids Processing
- CSO Treatment

Improvements included:

- Increasing the west side influent to 24 inch HDPE thus allowing additional flow into the facility,
- A flow control valve to limit flow through secondary treatment to its' designed maximum flow 8.4 mgd

- A CSO vortex separator to treat an additional 5.6 mgd to primary equivalence and provide disinfection
- The addition of a vortex grit system at the WWTP's headwork's facility
- Conversion of the existing conventional activated bio-solid process to BNR
- Two multi-stage centrifugal blowers
- The addition of an aerated bio-solid holding tank
- Replacement of the existing gravity belt thickener with a rotary screen thickener
- Upgrades to the bio-solid blending tank
- Replacement of the primary clarifier drive mechanism and rake arms
- A new main electrical feed and control panel

In 2010, the plant completed another project to address the structurally failed process building that houses bio-solid processing, chemical storage, electrical distribution, controls, and utilities. A garage will house maintenance and chemical storage¹³.

The average daily flow rate at the plant between 1999 and 2009 was 2.3 mgd. Flow rates remained roughly constant during that period; this is attributed to CSO separation projects removing treatment demand from storm waters at the same time as development was increasing demand from new households.

The plant is operating in 2009 at 54% of design capacity, handling an average daily flow rate of 2.49 mgd. As growth has added additional flow volume, the CSO mitigation plan has been decreasing volumes of stormwater sent to the plant. These two factors roughly balance. Consequently, average daily flow rates have increased only slightly since the major plant upgrade in 1987. Fluctuations in average daily flow are primarily influenced by significant rainfall and snowmelt, as well as variations in groundwater and general hydrologic conditions. Additional tank capacity was added as part of the CSO abatement strategy, further enhancing the wastewater treatment plant's storage capacity and minimizing bypass discharges from the plant.

The wastewater treatment plant is currently classified as a domestic facility rather than an industrial one. Service is provided to industrial and commercial users, but as of

¹³ Wastewater Treatment Plant Website Accessed 10/18/2010

October 2010, none of these other users generate wastewater of sufficient strength or flow to change the domestic wastewater classification.

2. Storm Water Collection

The City maintains an extensive system of open and closed stormwater collection systems. The closed system consists of 216,600 feet of piping from 8" diameter pipe to 10' by 10' box culverts, 1,796 catch basins, 381 drain manholes, and 29 water quality detention units. The open system consists of 312,561 feet of drainage ditches, 6,178 feet of cross culvert and 16,852 feet of driveway culverts.¹⁴

The maintenance of open ditches has been identified by Public Works as a neglected area that can provide cost effective benefits for drainage and improvement in road conditions. Detention ponds have not been maintained to the level necessary for long term functionality. Building construction on marginal sites has created water problems for the City and neighboring properties that are difficult and costly to address.¹⁵

Greater attention will be placed on the storm water systems as the City continues to develop and implement the best management practices required by the U.S. Environmental Protection Agency and the Maine Department of Environmental Protection. The City is operating the system under a permit issued by the Maine Department of Environmental Protection as promulgated under the Storm Water Phase 2 regulations. Additionally, the Inter-local Storm Water Group, which includes Saco, plans to focus on the construction, inspection, and maintenance of detention ponds.¹⁶

3. Combined Sewer Overflows

In many municipal sewer systems, wastewater effluent and storm water runoff utilize the same conveyance system. During periods of heavy rainfall or rapid snow melt, the combined flow of wastewater and runoff can exceed the capacity of the wastewater conveyance system. When this occurs, untreated wastewater is released into the environment. These occurrences are known as Combined Sewer Overflows (CSO).

Of the 8,700 acres that are served by public sewerage, approximately 125 acres contributed to combined sewer overflows in 1999. Since 1999, the city has reduced the

¹⁴ Saco Asset Management Plan pgs 7-8.

¹⁵ Ibid.

¹⁶ Doug Howard, Environmental Utilities Supervisor. Personal interview. 19 Aug 2009.

number of acres contributing to CSOs to 0.72¹⁷ acres.

The Clean Water Act initially focused on improving the sewage handling facilities of municipalities. The results of those early efforts have dramatically improved the quality of the nation’s waters. More recent regulations under the Clean Water Act have focused on reducing discharges from CSO’s. Deluca-Hoffman Associates, Inc., under contract to the City of Saco, in response to a mandate from the EPA, has produced a Combined Sewer Overflow Abatement Master Plan.

Saco has five (5) active CSO’s down from the original 9 CSO locations at the beginning of the abatement program. They are concentrated in the downtown area. Combined Sewer Overflows are points in the sewage conveyance system where effluent exceeds the capacity of the system during wet periods. At these points, untreated effluent flows over weirs and outfalls directly into the receiving waters. Four (4) CSOs discharge into the Saco River and the fifth discharges into Bear Brook. In a typical year, approximately 23.6 million gallons of untreated water overflow annually from the 5 CSO’s. CSO volumes are highly affected by periods of heavy precipitation. From 1996 to 2008, the City discharged a total of 531.5 million gallons of effluent over a total of 406 overflow events.

Table E.2: SACO CSO ACTIVITY AS OF DECEMBER 2009

CSO #	Location	Status of CSO
001	Elm Street	Eliminated in 2010
002	Main Street	Consider reclassifying to emergency overflow
003	Wharf Street	Eliminating in 2011
004	Front Street	Reclassifying as emergency overflow
005	Hobson Lane	Eliminated in 2009
006	Tappen Valley	Reclassifying as emergency overflow
007	Water Street	Eliminated in 2008
008	Spring Street	Eliminated in 1993
009	Bear Brook	Reclassifying as emergency overflow

Source: Combined Sewer Overflow Abatement Master Plan, Deluca-Hoffman Associates, Inc.

¹⁷ 2009 CSO Report number minus Elm Street tributary (1.35-0.63 acres)

In 2006 the City installed a Swirl Separator at the Wastewater Treatment Plant. Since then point storm water runoff is treated to primary standards and then disinfected before being released. This greatly reduces the harmful impact of storm runoff on the receiving waters and provides the treatment plant with the ability to accommodate spikes in demand due to storm waters.

The CSO Master Plan has plotted a course of action to eliminate CSO's over the course of 20 years, at an estimated cost of 12 million dollars¹⁸. Not included in this 12 million dollar estimate is the cost of increasing treatment facility capacities to meet increased flow demands and to maximize treatment options at the plant, or any upgrades to the existing conveyance system unrelated to CSO abatement. Grants and FEMA funds are also not included in the \$12 million cost of CSO abatement to date.

4. Sewer System Constraints

All areas of Saco currently served by public sewer have adequate capacity to provide services.

The City has identified surcharging of the sewer line on Beach Street during heavy rainfall events in the area between Lafayette Street and Lawn Avenue. The situation is aggravated when both Bear Brook pump station and Windy Point pump station are operating at the same time. City staff recommends an upgrade to the Beach Street sewer system for the 2011 fiscal year.

5. Service Area Expansion

In 2009, the City extended sanitary sewer service north along Route 1 to the Park North Development. There are long term plans to extend sewer service from Route 1, west along Flag Pond Road. This extension of the Cascade Brook service area could potentially service as far north as the Boothby Park neighborhood. As Saco develops additional industrial parks, a short extension to the conveyance system is anticipated. Depending upon tenants of the industrial park, substantial increases in wastewater could occur. No firm timeframe for completion has been established for either project.

6. Capital Improvements

Public Works rates equipment and assets on a 4 point scale where 1 represents 'good' condition equipment and 4 represents 'substandard.' Replacement is considered when the condition rating is above 3 ('poor'). Additionally, there are a series of failure codes which may inform City decision makers of the need to replace equipment that is in

¹⁸ Maine DEP Annual CSO Report for 2009

otherwise good repair. On average, the public sewer system is rated at 2 ('fair')¹⁹.

The treatment plant has been estimated to be at 1.5 ("Good to Fair"²⁰) condition as of October 2010. The recently completed four million dollar replacement of the Process Building which was the source of the low rating, has improved the overall quality rating.

Additionally, during the 2011 planning period, several of the pumping stations which service the sewer system will need to be rebuilt as they reach their 20 year mark. The costs of this maintenance are expected to be three million dollars²¹.

7. Hazard Mitigation

The City has an All Hazards Mitigation Plan that identifies hazards and needed improvements to reduce or eliminate the potential hazards. The Plan was developed in 2001 and the City has been working over the past decade to make the identified improvements. There are a number of projects that remain to be completed most of which relate to improvements in stormwater capacity to reduce the potential for localized flooding. These projects include:

- Foley Street and Goodale Avenue storm drain
- Ocean Park Road drainage system
- Simpson Road channel stabilization
- Route One channel stabilization
- North Street sanitary sewer relocation
- Sawyer Brook culvert replacement
- B&M box culvert replacement
- Cleveland and Summer Streets culvert and channel improvements
- Water Street floodway improvements
- Shadagee/Aspen/Rosewood drainage improvements
- Berry Road/Michelle Way drainage improvements

The current estimated cost of completing these improvements is approximately \$4.8 million

¹⁹ Doug Howard, City of Saco Asset Management Committee Member. Interview 19 Aug 2009.

²⁰ Howard Carter, City of Saco Treatment Plant Manager. Interview October 13, 2010.

²¹ Howard Carter, City of Saco Treatment Plant Manager

C. PRIVATE SEPTIC SYSTEMS

For the most part, Saco's private septic system rules follow the State of Maine Subsurface Wastewater Disposal Rules and the State Plumbing Code. In addition to these rules, City rules include a provision requiring a reserve area be identified and left un-built for future replacement of systems if the limiting factor is within 24 inches of the surface or for any community system. The septic system must be designed by a licensed soils evaluator.

Community systems must also show how they are financed, and provide for the accumulation and disbursement of funds. Single and two family homes are barred from using community systems.

D. POWER AND COMMUNICATIONS

1. Electricity and Natural Gas

Central Maine Power

Central Maine Power provides electrical distribution services for Central and Southern Maine, including Saco.

NextEra Energy Inc

NextEra Energy Inc., formerly Florida Power and Light (FPL), is responsible for electric generation for Central and Southern Maine, including Saco.

Unitil

Unitil is a distributor of electricity and natural gas in the states of New Hampshire, Massachusetts, and Maine. Unitil is the parent company of the three distribution utilities serving those states, including Northern Utilities, Inc. which provides natural gas service in southeastern New Hampshire and portions of southern and central Maine.

2. Communications and Entertainment

Time Warner Cable Inc

Time Warner Cable Inc provides communication and entertainment services, including: high speed data and digital phone, and high definition and enhanced television services.

Fairpoint Communications

Fairpoint Communications provides communication and entertainment services to both homes and businesses, including: telephone, internet, and television entertainment.

GWI

GWI is a telephone and internet service company headquartered in Biddeford providing services to both homes and businesses.

E. ISSUES AND IMPLICATIONS

- The City of Saco's sewer system has an abundance of capacity. As Saco contemplates where to accommodate and encourage future housing and commercial growth, strong consideration should be given to areas of the city where infrastructure and excess capacity already exist. In addition, extensive development should be discouraged in remote areas where the length of the sewer lines increases substantially, which leads to odor issues in the system. Furthermore, as development expands to the rural areas, additional pump stations will be necessary, putting the burden of the cost of operations, maintenance, and upgrades on the City.
- At this time, the only mechanism that exists for funding the extension of water mains is for a developer or other entity requesting the extension to pay the full cost of the project. The City needs to explore alternative approaches for funding the extension of the water system.
- Commercial and large scale residential development should be discouraged in areas identified by the Insurance Services Organization (ISO) test as having inadequate hydrant flow volumes (Table E.1) until improvements are made.
- Over the next 10 years, additional sewer reconstruction will occur in downtown Saco as the CSO Abatement Master Plan recommendations are implemented including the elimination of the Wharf Street CSO. Care should be taken to

coordinate complementary and auxiliary construction projects to most cost effectively accomplish the City's goals and to minimize the impact on downtown businesses.

- While the overall sanitary system has an abundance of capacity, there are a few pinch points in the system where aging infrastructure needs replacement or increasing the size of the lines is required. The City should schedule these improvements in the sanitary sewer lines before they become limiting factors in the size and type of development that can occur in specific areas in the City.
- The Bear Brook interceptor lines have had an ongoing problem with infiltration into sewer lines. During heavy rainfall, conveyance reaches capacity. City should implement a plan to reduce and/or remove all storm water from entering sewer systems.
- Rising sea levels have an impact on the Saco River and as a result there is an anticipated need for an effluent pump at the Wastewater Treatment Plant within the next ten years.
- Federal and State mandates related to nutrients and micro constituents in wastewater treatment and regulations have become stricter in recent years. The City will need to develop a plan to initiate increased standards and the financing associated with implementing these higher standards. Since Federal and State water quality mandates are becoming stricter, there is a potential for the treating of stormwater to become a requirement, creating the need for a Stormwater Utility within the next ten years.
- There are areas with localized flooding and/or channel erosion during major storms or run-off. The City needs to continue to implement the proposals in the 2001 All Hazards Mitigation Plan to eliminate or reduce these hazards.

APPENDIX F: TRANSPORTATION

Roads, rails, and trails are the links to the world beyond one's doorstep. From a home on Elm Street, a Saco resident could take the sidewalk to the corner to buy a gallon of milk or Route One to Key West to watch the sunset. Saco's transportation infrastructure provides access to destinations both within and outside of the City.

Changes in settlement patterns affect the demands placed on a transportation network. As people move away from town centers, they become more auto-dependent. The walk to the corner for a gallon of milk becomes a five mile road trip by car. As employment opportunities and work centers change, a short walk or drive across town becomes a drive up the turnpike to Portland. As the population increases in the communities west of Saco, the traffic passing through the City increases. This chapter identifies Saco's current transportation infrastructure and examines trends in its use.

A. VEHICULAR TRAFFIC

1. Road Classification

Saco is served by a road network consisting of 163 miles of roadway.

Arterial Roadways

25.07 miles are arterial roadways, defined by the Maine Department of Transportation (MaineDOT) as travel routes that carry high speed, long distance traffic. They usually have interstate or U.S. route number designations. The volume of traffic on arterial roads usually ranges from 10,000 to 30,000 vehicles per day. Saco's arterial roads, as identified by MaineDOT, are:

- I-95 (Maine Turnpike)
- I-195 (Turnpike Spur to Old Orchard Beach)
- Route One (Elm Street, Main Street, Portland Road)
- Main Street (Beach Street to Biddeford Line)
- Industrial Park Road
- Ferry Road (Old Orchard Road to Seaside)
- Ocean Park Road

- Spring Street (North Street to Bradley Street)
- North Street / Route 112 (Main Street to west of Rotary Drive)
- Cascade Road
- Beach Street (Main Street to Old Orchard Road)
- Bradley Street (Spring Street to West of the Turnpike)

Collector roadways

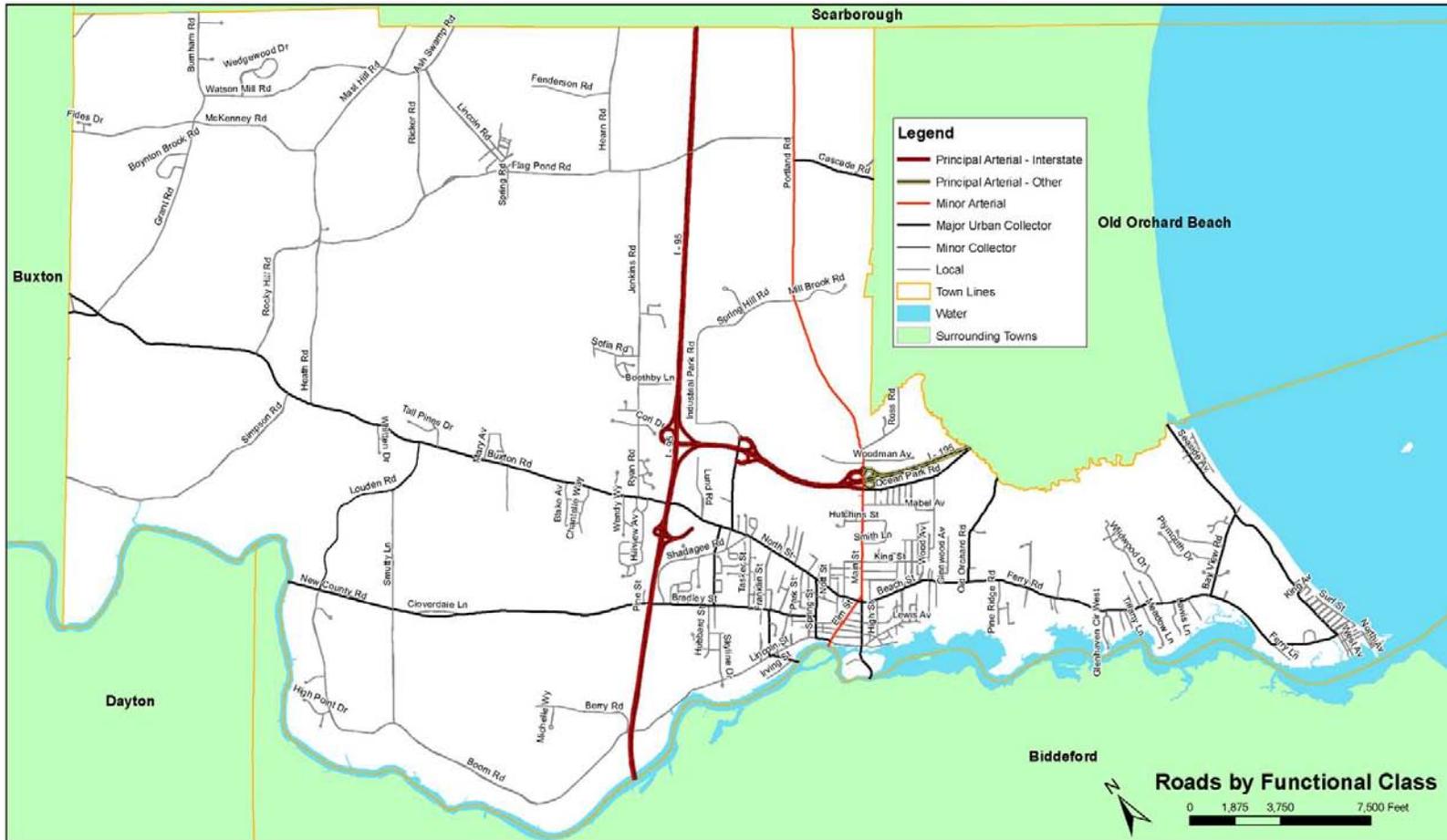
16.64 miles are collector roadways, defined by MaineDOT as travel routes that serve as conduits between residential neighborhoods and arterials (see Figure F.1). They typically have traffic counts ranging from 2,000 to 8,000 vehicles per day. Saco roads classified by MaineDOT as collectors include:

- New County Road (Route 5 from the Saco River east to Pine Street)
- Seaside Avenue (Route 9)
- Buxton Road (Route 112)
- Louden Road
- Common Street
- James Street
- Lincoln Street (from Boom Road east to Elm Street)
- Market Street
- Garfield Street
- Old Orchard Road
- Pepperell Square
- Scammon Street
- Spring Street (from Bradley Street to Lincoln Street)
- Water Street
- Bay View Road

Local roads

121.29 miles are classified as local roads. MaineDOT classifies any road not identified as an arterial or collector road as a local road. Local roads provide direct access to residential neighborhoods. Traffic volume typically ranges from 100 to 500 vehicles per day.

Figure F.1: SACO ROAD CLASSIFICATIONS



Source: City of Saco

2. Traffic Volumes

Route One

Traffic volume is measured as average annual daily traffic (AADT) counts. Between 1997 and 2007, traffic volumes have consistently decreased along much of Route 1 in Saco (see Table F.1). Traffic along the section of Route 1 south of the I-195 spur has declined overall by nearly 4.5%. The most significant decrease was along Elm Street (between North Street and the river). The Elm Street bridge has seen an overall 11.3% decline in traffic volume. North of the I-195 spur along Portland Road, traffic volume has remained relatively stable over the last decade, with a slight increase between the spur and the industrial parks and a decline north of Cascade Road toward the Scarborough line.

Table F.1: AADT TRENDS FOR ROUTE ONE 1992/1997 - 2007					
Road/Location	AADT (date)	AADT (date)	AADT Change	% Change	% Annual Change
Route One North of 195 Spur					
Portland Road just north of Cascade Road	20,190 (1992)	19,840 (2007)	-350	-1.73%	-0.12%
Portland Road just south of Cascade Road	16,600 (1997)	16,190 (2007)	-410	-2.47%	-0.25%
Portland Road just north of Ross Road	18,960 (1997)	19,600 (2007)	640	3.38%	0.34%
Route One South of 195 Spur to Town Line					
Main Street in front of Hannaford Plaza	27,180 (1995)	27,610 (2007)	430	1.58%	0.13%
Main Street just north of King Street	25,630 (1995)	24,220 (2007)	-1,410	-5.50%	-0.46%
Main Street just North Elm Street intersection	22,800 (1995)	21,460 (2007)	-1,340	-5.88%	-0.49%
Elm Street Bridge	18,160 (1997)	16,110 (2007)	-2,050	-11.29%	-1.13%

Source: Maine Department of Transportation

Rural Roads West of the Turnpike

Between 1997 and 2007, the volume of traffic traveling Saco's rural roads steadily increased. Route 112 experienced the largest increase in average annual daily traffic (AADT) counts (see Table F.2). Traffic volume on Route 112 in the vicinity of the Turnpike overpass increased at an annual rate of 4.57% between 1992 and 2007, with AADT jumping from 7,500 in 1992 to 12,900 in 2007. Along Route 112 near the Tall Pines Subdivision, traffic volume increased at an annual rate of nearly 4.0%. On Route 5 just east of Smutty Lane, traffic volume nearly tripled, increasing from 1,460 AADT in 1981 to 4,240 in 1995. Since 1995, the rate of traffic volume increase has slowed, and between 1995 and 2007 traffic volume increased by only 540 (from 4,340 to 4,830 AADT).

Road/Location	AADT (date)	AADT (date)	AADT Change	% Change	% Annual Change
Buxton Road (Route 112) just east of Buxton line	3,340 (1990)	3,810 (2007)	470	14.07%	0.83%
Buxton Road (Route 112) just west of Grant Road	2,900 (1997)	3,730 (2007)	830	28.62%	2.86%
Buxton Road (Route 112) between Mary Avenue and Tall Pines	6,270 (1997)	8,750 (2007)	2,480	39.55%	3.96%
Buxton Road (Route 112) between Jenkins Road and the Turnpike	7,560 (1992)	12,900 (2007)	5,340	70.63%	4.71%
Holmes Road just north of Watson Mill Road	1,600 (1997)	1,890 (2007)	290	18.13%	1.81%
McKenney Road just west of Heath Road	1,190 (1997)	1,370 (2007)	180	15.13%	1.51%
Jenkins Road just south of Flag Pond Road	1,540 (1997)	2,240 (2007)	700	45.45%	4.55%
Route 5 (New County Road) just east of Smutty Lane	4,240 (1995)	4,830 (2007)	590	13.92%	1.16%

Source: Maine Department of Transportation

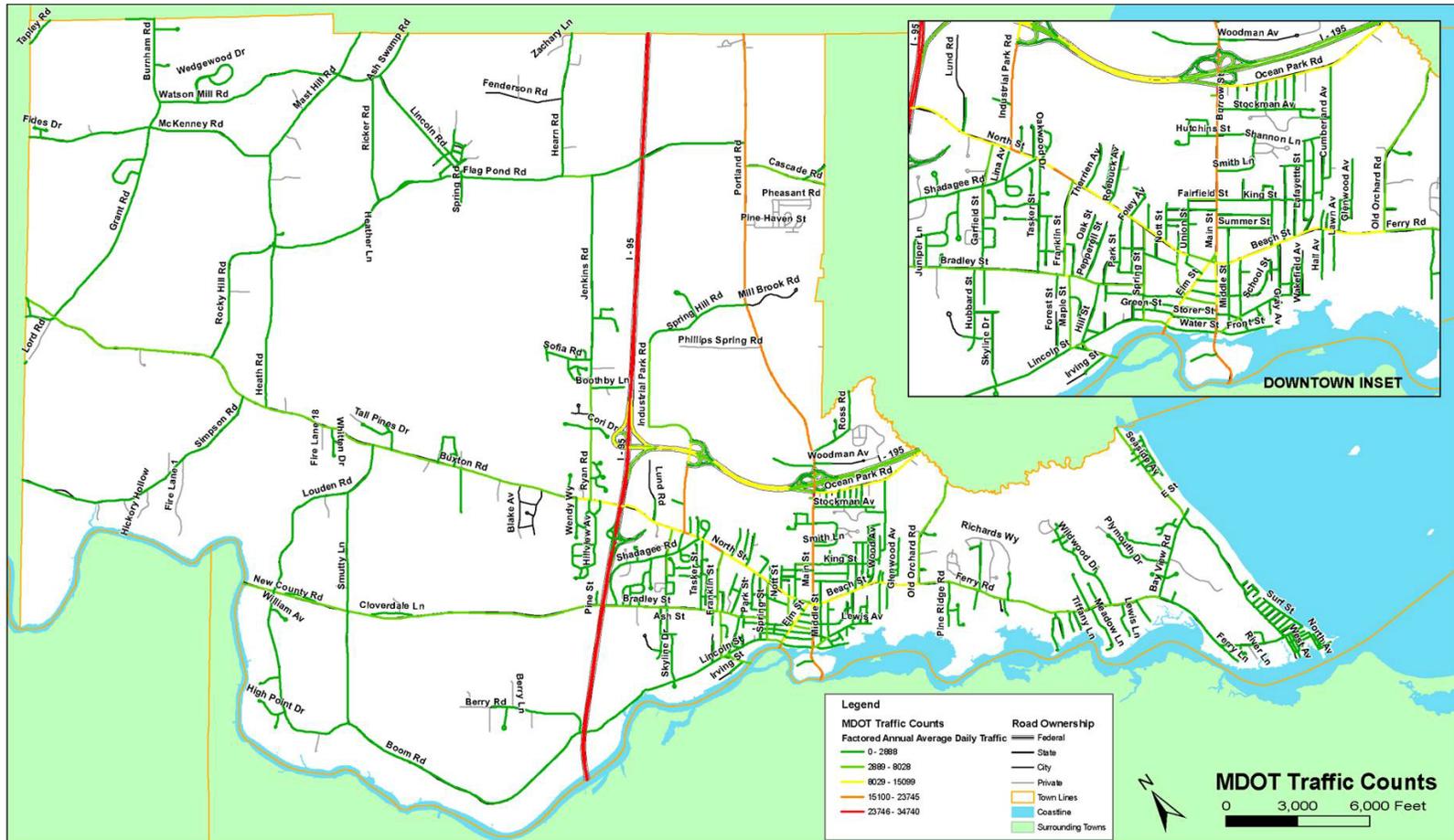
The total volume of traffic on Saco's rural collector and local roads is low compared to that on Routes 5 and 112. However, most of these roads have experienced steady double digit increases in traffic. Jenkins Road has seen a 45% increase in daily traffic over the last decade. These increases in traffic illustrate the changing settlement and commuting patterns in the region. Considerably more people are living in, and commuting through, the area west of the Turnpike, resulting in higher traffic volumes on these roads.

Urban Roads and Roads in the Eastern Area of Saco

As Table F.3 shows, between 1997 and 2007, traffic patterns within Saco's urban areas changed significantly.

Heading east toward the coast, Ferry Road has seen a modest 1.6% decline in annual daily traffic, while Old Orchard Road decreased more dramatically (3.3% annual decrease during the same period). This decline may be due to the reconfiguration of the North Street/Beach Street/Main Street intersection, which reduced the use of Old Orchard Road as a bypass to the town of Old Orchard Beach. Further east, away from Saco's downtown core, traffic volume has remained fairly stable. Traffic increased by only 130 AADT over the 10 year period at Ferry Road just east of Elmwood Drive.

Figure F.2: SACO TRAFFIC COUNTS



Source: Maine Department of Transportation (MaineDOT), City of Saco

Road/Location	AADT (date)	AADT (date)	AADT Change	% Change	% Annual Change
Old Orchard Road just north of Ferry Road	4,960 (1997)	3,410 (2007)	-1,550	-31.25%	-3.13%
Ferry Road just west of Old Orchard Road	10,700 (1997)	8,920 (2007)	-1,780	-16.64%	-1.66%
Ferry Road just east of Elmwood Drive	4,970 (1997)	5,100 (2007)	130	2.62%	0.26%
Stockman Avenue just east of Main Street	1,520 (1997)	800 (2007)	-720	-47.37%	-4.74%
Ross Road just east of Route 1 (Portland Road)	1,630 (1997)	2,200 (2007)	570	34.97%	3.50%
Garfield just south of North Street	1,425 (1985)	4,230 (2007)	2,805	196.84%	9.84%
Bradley Street just west of Shadagee Road	3,870 (1997)	5,300 (2007)	1,430	36.95%	3.70%
Shadagee Road just south of North Street	630 (1997)	980 (2007)	350	55.56%	5.56%
Industrial Park Road just north of North Street	10,010 (1992)	17,010 (2007)	7,000	69.93%	4.66%
Spring Street just south of North Street	6,980 (1997)	7,430 (2007)	450	6.45%	0.64%
Main Street at Saco Island/railroad crossing	23,360 (1997)	19,170 (2007)	-4,190	-17.94%	-1.79%
Lincoln Street/Boom Road demarcation	1,910 (1997)	1,500 (2007)	-410	-21.47%	-2.15%
Boom Road at Turnpike overpass	1,290 (1997)	1,140 (2007)	-150	-11.63%	-1.16%

Source: Maine Department of Transportation

The pattern and volume of traffic on streets around the I-195 interchange and Main Street/Portland Road have changed over the last decade. The previous comprehensive plan found significant increases in traffic volume on Stockman Avenue (62% in 15

years, from 940 in 1982 to 1,520 in 1997). In the decade since then (1997 to 2007), traffic declined by 47%. Likewise, Ross Road had seen a significant increase in traffic between 1982 and 1997, from an AADT of 630 to an AADT of 1,630, an increase of 159%. While the road continued to see an increase in traffic over the last decade, the rate of growth has declined. Between 1997 and 2007 the AADT increased by 34%, from 1,630 to 2,200.

The increasing importance of Route 112 as a traffic conduit to the rural areas is apparent in Table F.4. Route 112 also plays an important role in the pattern of traffic within Saco’s urban core. The use of Garfield Street as a connector road to North Street (Route 112), Industrial Park Road, and the Turnpike is clear. On Garfield Street between 1982 and 1985, the AADT increased 116%, from 660 to 1,425. In the subsequent two decades (1985 to 2007), average daily traffic has continued to increase by over 9% annually. The use of Industrial Park Road in combination with Shadagee Road and Garfield Street to gain access to the Turnpike is evident by the increase in AADT count on Industrial Park Road between 1992 and 2007 (10,010 to 17,010).

Road/Location	AADT (date)	AADT (date)	AADT Change	% Change	% Annual Change
I-195 onbound to Turnpike at tollgate	12,596 (2005)	12,890 (2008)	294	2.33%	0.78%
I-195 offbound from Turnpike at tollgate	12,496 (2005)	13,060 (2008)	564	4.51%	1.50%
Turnpike northbound just south of Exit 36	30,917 (2005)	30,160 (2008)	-757	-2.45%	-0.82%
Turnpike northbound just north of Exit 36	35,043 (2005)	33,670 (2008)	-1,373	-3.92%	-1.31%
Turnpike southbound just south of Exit 36	31,226 (2005)	29,740 (2008)	-1,486	-4.76%	-1.59%
Turnpike southbound just north of Exit 36	35,097 (2005)	33,400 (2008)	-1,697	-4.84%	-1.61%

Source: Maine Department of Transportation

Over the last few years, there has been a slight increase in daily traffic using Maine Turnpike Exit 36. This is consistent with the overall pattern of development in the region; with more residents living in Saco and commuting to other places in Greater

Portland for work (see the Population chapter of this inventory).

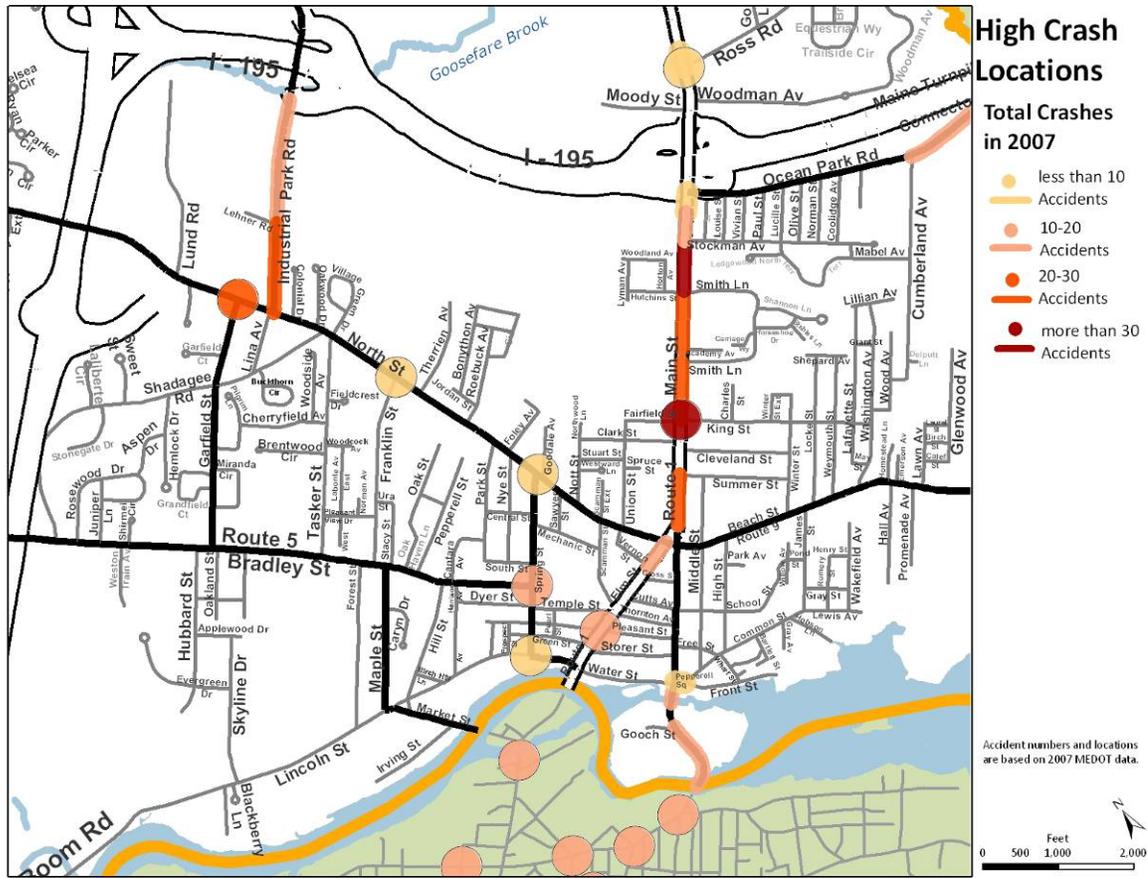
3. Accidents

The Maine Department of Transportation measures the potential for traffic safety problems by comparing the total number of accidents in a location to the number that may be expected given the type of roadway and its traffic volume. With this information, MaineDOT calculates a “critical rate factor” (CRF). Any location that has a CRF greater than one and that has had eight or more accidents over a three-year period is considered a high crash location. The state tracks both high crash intersections as well as specific road segments with high accident rates.

In 2007, there were 460 accidents in 19 identified high crash locations in Saco (8 intersections and 11 road segments) (see Figure F.3, following page). All were within the urban core, the majority along Main Street between I-195 and Saco Island. The highest number of crashes was reported along Main Street, between Smith Lane and Stockman Avenue (55) and at the intersection of Fairfield/King/Main Street (37).

One significant change to crash locations was the removal of the North/Elm/Main/Beach Street intersection from the high crash location list. In 2004, there were more than 30 accidents at the intersection, and it had a CRF rating of 1.37. As of 2007, the intersection is no longer listed as a high crash location. This is due in large part to the major overhaul and reconfiguration of the intersection. However, there are still significant traffic challenges on both Main Street and Elm Street leading up to the intersection.

Figure F.3: 2007 HIGH CRASH LOCATIONS



Source: Maine Department of Transportation; Planning Decisions

B. BRIDGES

Saco’s transportation network includes 29 road and railroad bridges. Eleven are owned and maintained by the Maine State Department of Transportation (MEDOT), nine by the Maine Turnpike Authority (MTA), six by the railroad, and three by the City of Saco.

Based on state standards, all of the bridges in Saco are considered to be in fair to good condition.¹

¹ Condition is based on the average deck, support structure, substructure, and culvert/retaining wall rating as applicable to the bridge.

Bridge Name	Year Built	Owner	General Condition**
Somesville	1972	MaineDOT	Fair
Goosefare	1948	MaineDOT	Satisfactory
Cataract	1943	MaineDOT	Good
Elm Street	1933	MaineDOT	Satisfactory
Jordan	1958	MaineDOT	Good
Cascade	1958	MaineDOT	Good
Ferry Beach	1980	MaineDOT	Good
I-195 WB / Industrial Spur	1982	MaineDOT	Good
New County Road	1997	MaineDOT	Good
I-195 WB spur / US Route 1	1982	MaineDOT	Good
I-195 EB spur / US Route 1	1982	MaineDOT	Very Good
I-195 EB / Industrial Spur	1983	MaineDOT	Very Good
Foxwell Brook	1935	City of Saco	Satisfactory
Watson Mill	1984	City of Saco	Good
Prescott	1995	City of Saco	Good
Wharf Street*	1928	Railroad	Fair
Common Street*	1928	Railroad	Fair
Old Orchard Road*	1927	Railroad	Satisfactory
Beach Street*	1928	Railroad	Satisfactory
James Street*	1928	Railroad	Satisfactory
Front Street*	1928	Railroad	Satisfactory
Saco River SB	1947	MTA	Satisfactory
I-195/BMRR Spur	1983	MTA	Good
Flag Pond Road	2001	MTA	Good
Boom Road	2000	MTA	Good
New County Road	2001	MTA	Very Good
Cascade Brook	1947	MTA	Very Good
I-195EB / ME TPKE*	1983	MTA	Satisfactory
I-195WB OVER MTPK*	1983	MTA	Good
Buxton Road*	2002	MTA	Good

Source: State of Maine Department of Transportation

*These bridges have been posted to indicate low clearance levels

**General condition is based on calculations made by Planning Decision using condition information provided by MaineDOT GIS Bridge Condition Data

C. PUBLIC TRANSPORTATION

The Biddeford-Saco-Old Orchard Beach Transit Committee is a quasi-municipal governmental entity that originated through interlocal agreement among the communities of Biddeford, Saco, and Old Orchard Beach. The Transit Committee was established in 1978 to provide a fixed-route, public transportation service to the three municipalities (the ShuttleBus). In partnership with Maine Department of Transportation (MaineDOT) and the Maine Turnpike Authority, the program also includes the ZOOM Turnpike Express from Biddeford and Saco to Portland.

The Transit Committee consists of nine governing members, including three appointed by each of the respective municipal councils. The Transit Committee employs an executive director, executive assistant, seven full-time drivers, twelve part-time drivers, three seasonal drivers, a full-time fleet manager, two full-time mechanics, and a part-time shop hand.

The Transit Committee is empowered to execute contracts and obtain and dispense funds for the purpose of providing public transportation. Local funding includes fares and operating subsidies provided by the municipalities (\$76,000 per year from each municipality). The system also receives assistance from federal and state government.

The ShuttleBus is a fixed route transit system that serves Biddeford, Saco, and Old Orchard Beach. The system operates both local service and service to Portland. The local route runs from the Biddeford Crossing Mall to the Old Orchard Beach Pier and serves all three municipal centers. The route from Biddeford to Portland serves Biddeford, Saco, Old Orchard Beach, Scarborough, South Portland, and Portland. It also provides service to the Maine Mall. The ZOOM Turnpike Express provides commuter service between the Biddeford and Saco park-and-ride lots and downtown Portland. In 2008, the Nor'easter Express route was established, providing service between the University of New England to downtown Biddeford and the Saco Transportation Center during the academic year.

York County Community Action Corporation (YCCAC) provides scheduled and on-demand service for eligible residents throughout York County. Programs include bus transportation, volunteer drivers, and the Wheels to Access Vocation & Education (WAVE) program. Bus transportation provides scheduled bus transportation for

shopping and medical appointments to York County residents on a weekly basis. Routes serve the closest regional shopping and medical destinations for each town. Volunteer drivers transport York County residents whose needs cannot be met by the bus program due to route or schedule conflicts. The Wheels to Access Vocation & Education (WAVE) program transports riders to training and job sites, and their children to day care. The vans operate for most first, second, and third shifts, 7 days a week.

D. PEDESTRIAN FACILITIES

The City of Saco has an extensive network of sidewalks within the built-up area of the City (see Figure F.4). Generally, these facilities meet most of the need for pedestrian movement.

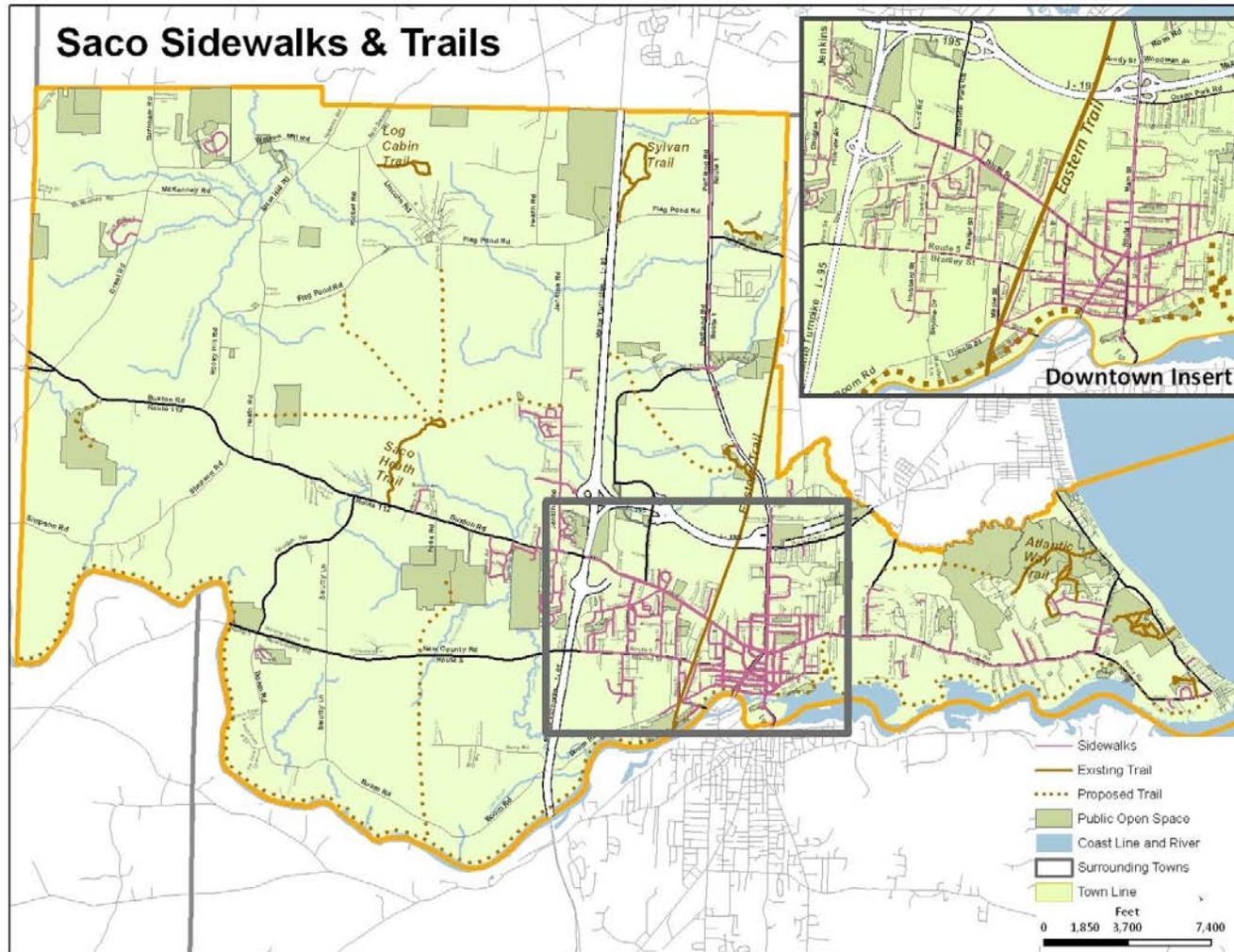
The *2004 Bicycle and Pedestrian Master Plan* outlined policies and projects to enhance Saco's sidewalk network. To date, the City has focused its attention on updating and expanding sidewalk connections within the urban core. Sidewalk development along North Street and Garfield Road promotes pedestrian safety and provides safe paths to schools. There has been extensive redevelopment of sidewalks in the downtown core along Main Street, Pepperell Square, and Beach Street. These projects included new pedestrian scale lighting, benches, and landscaping to promote a pedestrian-friendly environment.

In addition, Saco Bay Trails is actively developing a network of recreational trails in a number of locations. This is discussed in Appendix I: Recreation and Open Space.

There remain, however, a number of areas identified as needing attention. For example there are limited sidewalks along Portland Road north of the I-195 spur. This area has lots of pedestrians in the summer, particularly around entertainment venues such as Funtown and Aquaboggan and the surrounding motels and hotels. Additional sidewalks and pedestrian amenities would encourage walking and provide safety for pedestrians headed to and from these facilities.

The Police Department identified the need for sidewalks on Stockman Avenue and Cumberland Avenue as part of the 1999 Comprehensive Plan. No sidewalks have been built on these roads yet.

Figure F.4: SACO SIDEWALKS AND TRAILS



Source: Saco GIS Data

E. BICYCLE FACILITIES

Saco has a limited organized system of bicycle lanes and trails. In most cases, cycling is accommodated within the travel way of the road or on a paved shoulder where it exists.

The City is working with the Eastern Trail Alliance (ETA) to establish a bike path along the Boston & Maine rail right-of-way. The Eastern Trail is a 69 mile signed bike route from Kittery to South Portland. It is part of the East Coast Greenway bicycle trail that extends from Maine to Florida. In conjunction with the ETA, Saco is working to develop an Eastern Trail connection from Thornton Academy to Cascade Road where the trail enters Old Orchard Beach.

F. PARKING

The 2007 Saco Downtown Plan Update assessed the City's parking. The plan indicated that adequate parking was available most of the time in downtown Saco. However, there was a lack of knowledge about where to find parking in the area, particularly among out-of-town visitors.

At the time of the study, there were 433 public parking spaces available in the downtown. This includes 308 spaces located in six public lots and 125 on-street parking spaces primarily along Main Street and the adjoining side streets. The future of the Notre Dame lot is unclear, as the church has closed and the property is on the market.

The Downtown Plan suggests that local business in conjunction with City officials should work to educate the public about the availability of downtown parking, to improve parking signage, and to promote the use of the Amtrak lot. The plan also proposes redesigning the public and private parking areas west of Main Street from Water Street to Thornton Street as a means of consolidating public parking and making the area more accessible for downtown visitors.

Table F.6: SACO INTOWN PARKING	
Location	# of Spaces
On-Street Parking	
Main Street	79
RR to Water Street	6
Water St to Storer St	10
Storer to Pleasant	6
Pleasant to Thornton	6
Cutts Ave to Credit Union	8
Pepperell Sq to Free St	13
Free St to School St	15
School St to Gift Shop	9
Side Streets	97
Storer St	8
Thornton St	2
Cutts Ave	32
Pepperell Sq	24
Common St	10
Free St	3
School St	18
Parking Lots	
Municipal Lots	51
Notre Dame Church	18
Saco Biddeford Savings	123
Free St	20
Saco PD	10
Train Station	206
TOTAL SPACES	433

Figure F.5: POSSIBLE WEST SIDE PARKING SCHEMATIC



Source: 2007 Saco Downtown Plan

G. RAIL TRANSPORTATION FACILITIES

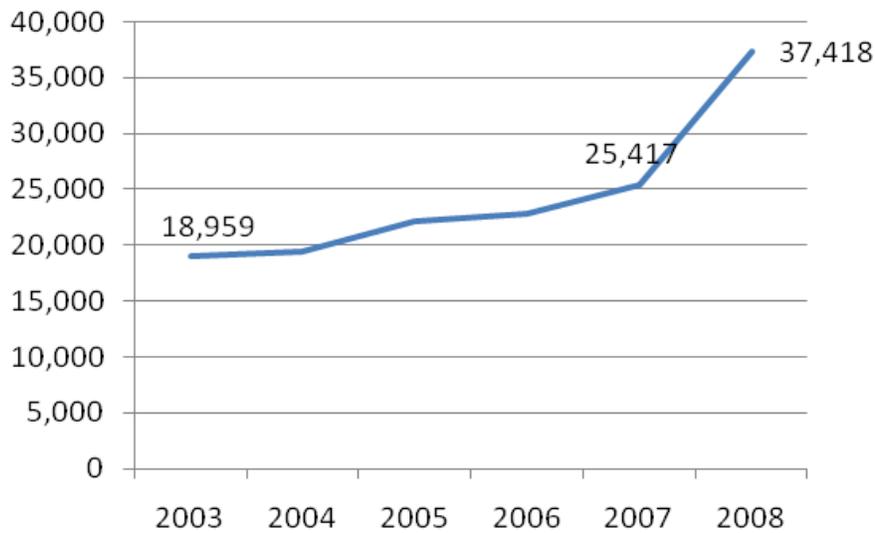
Saco is bisected by the main line of the Pan Am Railways system (formerly Guilford Rail and, historically, the Boston & Maine Railroad). Guilford provides freight service to local industries via the line that serves General Dynamics and the industrial park. The City maintains a common siding and staging yard in the industrial park for use by park occupants.

Saco is one of the stops on the Amtrak *Downeaster* passenger rail service between Portland and Boston. The Amtrak Station is located on Saco Island adjacent to Main Street. The train station was first proposed and approved in 1992. The 2001 construction of the parking lots and platform for the *Downeaster* prepared a serviced site. The 6,000 square foot passenger station opened on February 29, 2009. It includes a heated waiting room, a ticketing area with a ticket machine, a small tower and public bathrooms, with about 2400 sq. ft. for the Biddeford-Saco Chamber of Commerce and Industry office. The Chamber assists with the ticket machines and staffing the station

during business hours. Volunteers staff the station in the evening. It is open from 5:30 AM to 8:30 PM daily. The building incorporates a number of green and sustainable development features, including geo-thermal heating and cooling, a wind generator, locally built maple furniture, regionally produced materials, and special window and insulation designs. The \$2.4 million station was funded entirely locally. The City Council’s contract with the Saco Island developer dedicated \$500,000 from the sale of land for a parking lot, and additional funding came from the Saco Island-Main Street TIF, revised in 1999 to pay for the train station.

Ridership on the *Downeaster* has increased steadily since service began in April of 2002. Between 2003 and 2008, overall use of the Saco station (both passengers getting on and off at the Saco station) has nearly doubled. After construction of the passenger train station in Saco, Saco’s ridership began increasing faster than for the *Downeaster* as a whole. Annual ridership was at 40,000 at the Saco Station, according to the most recent figures.

Figure F.6 Saco Station Annual Passengers 2003-2008



H. ISSUES AND IMPLICATIONS

- The Route 1 Corridor serves as the major local north-south artery in Saco. Though traffic volumes have remained stable in spite of growth, the City will need to ensure that traffic moves effectively and safely in this corridor over the next decade.
- The growth in residential development west of the Turnpike in both Saco and other communities has increased the volume of traffic on the City's rural roads. In many cases, they are inadequate for this function. The City will need to begin to upgrade these roads while maintaining their rural character.
- The ability to move between Routes 5 and 112 west of the Turnpike is limited. This results in commuters using intown and residential streets as the crossover. Connecting these two major routes should be a long term objective.
- The Flag Pond Road crossing of the Maine Turnpike offers the opportunity to develop an additional Turnpike interchange. This would improve access to the northern end of the Route 1 Corridor and the Industrial Park and provide alternative travel routes.
- Use of the former Turnpike Exit 5 to allow northbound traffic to enter the Turnpike offers that potential for alleviating some of the congestion problems associated with Turnpike access.
- The continued expansion of the Park North and Cascade Falls developments together with the potential for development on the west side of Route One will likely require the development of an interconnected internal road network in the area bounded by the Old Orchard Beach town line, the Scarborough town line, the Maine Turnpike, and the I-195 Spur. This network will need to provide access to the potential development sites while allowing traffic access to the arterial network.
- Development in the Route One corridor is increasing the need for pedestrian and bicycle facilities in this area.
- Though the City has made significant upgrades to several intersections, there are still many High Crash Locations in the urban core, particularly along Main, Elm, and North Streets. The city must continue to improve problem intersections and road segments in the future.

- Saco's development pattern allows for people to walk in much of the built-up area. The City needs to maintain its existing sidewalk network and to expand it to address areas that need sidewalks to improve pedestrian safety, especially Route 1 north of I-195, Stockman Avenue, and Cumberland Avenue.
- The perception of parking in Downtown is an important factor in its economic vitality. Even though the parking supply is sufficient, the City must improve signage and visibility of parking in order to overcome the conventional wisdom that parking is a problem.
- The establishment of better bicycle facilities along Ferry Road to Camp Ellis and then continuing along Seaside Avenue to Old Orchard Beach would be desirable.
- The ShuttleBus provides limited local bus service. Increasing the geographic coverage and frequency of its service is probably needed to expand its usage.

APPENDIX G: HOUSING

A house or apartment is more than just shelter; it is where a life is built. It represents security, privacy, health, community, and all of the other things associated with “home.” Many would argue that safe, decent, affordable housing is a basic right that all Americans should enjoy. Unfortunately, that is not always the case. Construction costs, rising land values and sprawl (and the consequent demand for additional services that eventually increases taxes), contribute to housing affordability challenges. Higher taxes can make meeting expenses difficult for elderly residents on fixed incomes. Higher land prices, excessive lot sizes, lower zoning densities, and overzealous infrastructure requirements can drive up the cost of housing and exclude young people and families just starting out from the market. Low and middle income people wanting to stay in or to move to Saco may not be able to find an affordable place to live.

The cost and variety of housing help determine the diversity or homogeneity of a population; housing affordability contributes to the culture of a community; housing affordability influences Saco’s ability to attract business; and it determines whether or not families can remain in Saco from one generation to the next. Additionally, the cost of housing determines whether the people who serve the community, including Saco’s cashiers, food servers, plow truck drivers, police officers, teachers, and others can live in the community they work in.

This chapter examines the supply and condition of housing in Saco, its affordability in relation to local incomes, and its availability, especially for lower-income households.

A. HOUSING STOCK

Between 2000 and 2009, Saco added an estimated 1,741 year-round housing units, an increase of nearly 25.5% (see Table G.1). Single family homes accounted for 50% of the new year-round housing units built during this period. At the same time, the City lost 277 multi-family units (in buildings with 3 or more units) but gained 760 duplex and attached single family units, primarily as part of a boom in condominium development. 85 mobile homes were lost, decreasing the percentage of mobile homes in Saco from 3.0% in 2000 to 1.9% in 2009. As of April 2009, Saco had a total year round housing

stock of approximately 8,542 units.

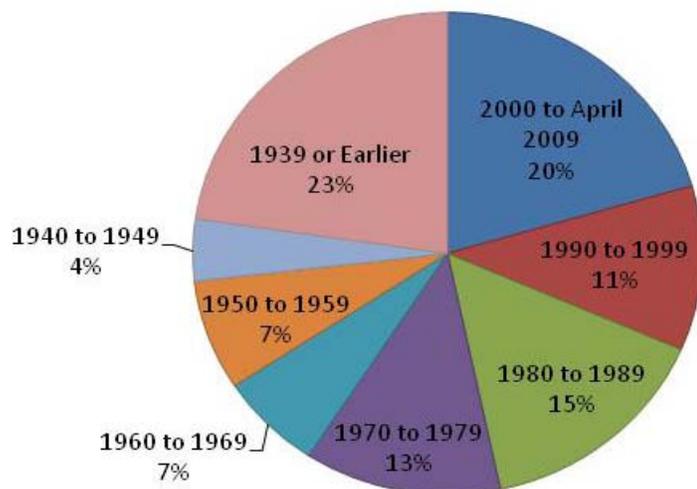
Table G.1: ESTIMATED YEAR ROUND HOUSING STOCK 2000 - 2009			
	2000	2009	Housing units as % of 2009 Total
Total Housing Units	6,801	8,542	100.0%
Single family, detached	3,875	5,225	61.2%
Single family, attached	240	772	9.0%
Duplex	834	1,062	12.4%
Multi-Family (3 + unit)	1,448	1,171	13.7%
Mobile home	397	312	3.7%
Boat, RV, van, etc.	7	n/a	n/a

Sources: 2009 Saco Housing Strategy Report

1. Age and Condition of the Housing

Of Saco’s approximately 8,542 total housing units in 2009, 20% were built after 2000. 11% were built during the 1990s, and 15% during the 1980's. Nearly 60% of Saco’s housing units were built since 1970. 23% were built in 1939 or earlier (see Figure G.1).

Figure G.1: AGE OF SACO’S HOUSING STOCK



While most of Saco’s housing stock built in the last two decades is in relatively good condition, there are issues with some of the older housing stock (built prior to 1960). Deterioration and sub-standard housing conditions are a concern. According to a recent City housing report, “The city assessing department has rated 87 properties in Saco rated as “poor quality.” The city uses Marshall & Swift’s definition, in which poor condition (worn out) means, *repair and overhaul needed on*

painted surfaces, roofing, plumbing, heating, numerous functional inadequacies, substandard utilities etc. (found only in extraordinary circumstances). Excessive deferred maintenance and abuse, limited value-in-use, approaching abandonment or major reconstruction, reuse or change in occupancy is imminent. Effective age is near the end of the scale regardless of the actual chronological age. 51 of these properties (59%) are single family homes, 23 are multi-family buildings (26%), and 9 are mobile homes (10%). The homes and apartments are scattered throughout the City, and are not concentrated in any specific neighborhood.”¹

B. AFFORDABILITY

Many consider having a dry, warm place to sleep a basic right. However for some Saco residents, housing can consume an inordinate amount of their income. Affordable housing for homeowners is defined in Maine’s Growth Management Act as housing in which the mortgage payment, taxes, insurance, condominium fees, and utilities do not exceed 33% of the homeowner’s gross income. For renters, the standard is 30% of gross income for rent and utilities.

According to the U.S. Census, 22.9% of renters, and one out of every six homeowners living in Saco was paying 35% or more of their income in housing costs in 2000 (see Table G.2). As a group, those earning less than \$10,000 were especially hard hit, with 56.7% of renters and 65.6% of homeowners spending more than 35% of their income on housing. Among renters, 52.7% of those earning between \$10,000 and \$20,000 exceed the

Table G.2: PERCENTAGE OF HOUSEHOLDS PAYING MORE THAN 35% FOR SHELTER 2000 CENSUS		
	Saco	Maine
Renters*		
< \$10,000	56.7%	60.1%
\$10,000 - \$19,999	52.7%	48.1%
\$20,000 - \$34,999	8.3%	12.0%
\$35,000+	0.0%	2.6%
All Renters	22.9%	27.4%
Homeowners**		
< \$10,000	65.6%	68.1%
\$10,001 - \$19,999	53.6%	39.6%
\$20,000 - \$34,999	37.5%	23.6%
\$35,000 +	21.8%	14.8%
All Homeowners	16.4%	14.7%

Sources: 2000 U.S. Census “Specified owner and renter occupied housing units (These units differ from total units in that they exclude properties with a housing unit on 10 acres or more and housing units with a commercial establishment or medical office on the property.)

* Renter costs are based on gross rent

** Owner costs are based on monthly expenses including mortgages, insurance, utilities, and ownership fees

¹ 2009 Saco Housing Strategy Draft Report

affordability threshold. For homeowners, the situation was similar, with just over half exceeding the threshold. Compared to state averages, a smaller percentage of Saco renters earning less than \$10,000 exceed the threshold (56.7% vs. 60.1%), but a larger percentage of homeowners do (68.1% vs. 65.6%). The higher rate of homeowners exceeding the threshold compared to state averages is likely a reflection of there being few very low cost homes in the Saco market.

Table G.3 compares changes in the median rent, the median home sales price, and the median household income in Saco between 2000 and the most recent housing cost and income estimates available. The changes reflect larger trends in the region over the last decade. From the initial housing boom years to the peak in the housing market in 2006, there was a significant jump in the price of housing. Lower home rental and sales prices in 2009 reflect the decline of the housing market in the last two years.

Table G.3: 2000-2009 SACO'S TREND IN INCOME AND HOUSING EXPENSE			
	2000	2006	2009
Median rent (2 bedroom incl. utilities)	\$886	\$934	\$923
Median home sales price	\$119,800	\$236,150	\$202,500
Median household income	\$45,105	\$53,148	\$55,072*

Sources: 2000 U.S. Census, Saco Housing Strategy Draft Report, State Planning Office

* 2008 estimate from Maine State Housing Authority

1. Definition of Very Low-, Low-, and Moderate-Income Households

A State of Maine objective is to ensure a supply of housing that is affordable to households in three income groups: very low-income (less than 50% of county median household income); low-income (51%-80% of county median household income); and moderate-income (81%-150% of county median household income).

Table G.4 on the following page provides the incomes for each of these groups in York County. The median household income in York County was \$53,366 in 2008. In Saco, a very low-income household earned less than \$26,683 per year. A low-income household earned between \$26,687 and \$42,693, and a moderate-income household earned between \$42,693 and \$80,049. Table G.4 also shows the rent and home purchase price ranges affordable to households in each of the income categories, as well as the estimated number of households in each in 2008. The estimated number of households

is:²

- 1,657 very low-income households (earning less than \$25,000)
- 1,096 low-income households (earning between \$25,000 - \$40,000)
- 2,373 moderate-income households (earning between \$40,000- \$75,000).

Table G.4: AFFORDABILITY SUMMARY FOR SACO BASED ON 2008 YORK COUNTY MEDIAN INCOME OF \$53,366			
	Very Low- Income	Low- Income	Moderate- Income
% of County Median Income	50%	51% - 80%	81% - 150%
Household Income	=<\$26,683	\$26,684 - \$42,693	\$42,693 - \$80,049
# of Households (est.)	1,657*	1,096 *	2,373*
Rental Market			
Affordable Gross Rent* (at 30% of income)	<\$667	\$667 - \$1,067	\$1,068 - \$2,001
Home Purchase			
Affordable Mortgage (inc. PITI and utilities at 33% of income)	<\$733	\$734 - \$1,173	\$1,174 - \$2,201
Minus property taxes, insurance and utilities	\$300 ¹	\$300 ¹ - \$380 ²	380 ² - \$410 ³
Affordable Principal and Interest Mortgage Payment	<\$483	\$484-\$713	\$713-\$1156
Affordable House Purchase Price with MSHA program 10% down, at 5.7% interest for 30 years (including PMI)	\$92,000	\$92,000 - \$136,000	\$136,000 - \$214,000

Sources: Planning Decisions, Claritas

- 1) assuming monthly costs of \$100 for taxes and insurance, \$200 for utilities
- 2) assuming monthly costs of \$180 for taxes and insurance, \$200 for utilities
- 3) assuming monthly costs of \$210 for taxes and insurance, \$200 for utilities

² Estimates are based on Claritas data for 2008 with ranges defined by standard income breakdowns provided by the company.

2. Housing Affordability

The maximum affordable rent for households in the very low-income group is below the median market rent in Saco (\$667 vs. \$763).³ Although Saco has 639 units with subsidized rents according to Avesta Housing, there are few non-subsidized apartments available for rent in Saco in this price range.

The elderly can be especially hard hit by a lack of affordable housing. Claritas⁴ estimates that 730 Saco households headed by a person age 65 or older have incomes of less than \$25,000 per year (46% of the total). Many may be living in homes in which the mortgage has been paid off, or in which the payment is low, based on purchase prices and interest rates prevalent in the 1970s. For others, or those for whom their single family home has become too much to care for, there are 200 subsidized senior rental housing units in Saco.

Opportunities for home ownership are limited for those in the very low-income bracket. In April 2009, the Multiple Listing Service (MLS) had just one property listed below \$92,500 (the affordable price for a very low-income household) in Saco, a 2-bedroom manufactured home.

3. Number of Households in Need of Affordable Housing

Not all households earning very low-, low-, and moderate-incomes have an unmet housing need. Some are renters in an acceptable unit at a price that is affordable for them, perhaps a subsidized unit or an older private market unit. Some are renters who because of their age or employment status would not choose to buy a home even if they had the opportunity. Some, including many senior households or people who inherit family property, may have a relatively low income but already own their home and are content where they are.

There are several specific groups that may have unmet affordable housing needs in Saco:

1. Moderate income households in their typical home buying years, including

³ Based on medium gross rent as calculated by the 2009 Housing Affordability Study by the Housing Affordability Initiative at the MIT Center for Real Estate.

⁴ Claritas is a marketing firm specializing in demographic projections based on U.S. Census data.

- Saco households headed by a person age 25-44, with a household income between \$40,000 and \$75,000. There are approximately 1,032 such households in Saco. The 2008 American Community Survey conducted by the US Census reports that 58.6% of Maine households inside urban areas own homes. This percentage suggests that there is a need for approximately 607 affordable owner homes in Saco.
2. Very low-income elderly households with a need/desire to rent. Approximately 46% households headed by a person age 65 or over in Saco have household income less than \$25,000. According to the Maine State Housing Authority (MSHA), about 99 seniors in Saco with incomes in this range (50% AMI) are in need of housing (Saco Housing Strategy Report, page 30).
 3. Low-income non-elderly households with a need/desire to rent. Saco has approximately 927 households headed by a person younger than age 65, with a household income of less than \$25,000. The Maine State Housing Authority estimates that approximately 341 of these households are currently in need of rental housing where the total monthly housing cost is less than \$667.

4. Supply of Affordable Housing

The City of Saco has a wide range of affordable housing opportunities, both rental and owner.

Over the past thirty years, a number of both market rate and subsidized rental housing units have been added to the City's housing stock. The availability of land served by public water and sewerage, combined with relatively liberal treatment of multi-family housing and reasonably high residential development densities, have helped keep housing relatively affordable.

The City's land use regulations (including the use of contract zoning) allow new multi-family housing to be constructed in a number of areas of the City at relatively high densities. Higher densities are also allowed for elderly housing. In 2008, Saco amended its land use ordinance to allow accessory apartments in all residential and most business zones. Two accessory units have been developed as a result.

5. Saco Housing Strategy Report

In December of 2008, the Saco City Council, as part of its annual strategic plan, established the goal of completing a plan for housing affordability in 2009. The Saco Housing Strategy Report assessed the current affordability of housing in Saco, Maine, and identified possible solutions. It also includes information and policies needed to satisfy State of Maine Growth Management standards, and is incorporated into this Update of the Saco Comprehensive Plan as an appendix document. Portions of the following sections are excerpted from the Saco Housing Strategy Report.⁵

Homes for first time buyers

Local realtors describe Saco as a desirable location, between Portland and Portsmouth, and with a nice downtown and nearby beaches. *The housing market in Saco is more expensive than in surrounding communities, so that people looking for less expensive homes to purchase often look out of the city. A home that would cost \$250,000 in Saco for example might be \$199,000 in Lyman, Arundel, or Dayton.* Right now, with prices a little lower and decent interest rates available, realtors report they are seeing people who already own a home elsewhere but who have family ties to Saco selling their homes and buying in the city.

Despite the lower prices, local observers say that first-time homebuyers still have a hard time buying in Saco, whether they are looking to buy a new or existing home. *For new homes, the cost of land is too high for housing to be affordable -- a lot would need to be available for less than \$50,000 to make a house under \$200,000 feasible. Of 65 lots currently available, the least expensive is \$64,000. The least expensive new home in a subdivision is \$225,000. High municipal impact fees -- which can run around \$17,000 -- also contribute to higher prices (though the ordinance has a provision that enables the Council to set aside open space and recreation impact fees on affordable houses -- sewer impact fees do not have this provision).* A York homebuilders study shows that for every thousand dollars that is added to the house price, hundreds of households are priced out of the market.

Local realtors describe that among existing homes, there are foreclosures available, but they are often in need of a lot of work, which first-time homebuyer loans from FHA don't allow. *Timing is also an issue, as foreclosure sales can drag on for many months. Few*

⁵ Saco Housing Strategy Report, Nov 6, 2009, pg 37-39.

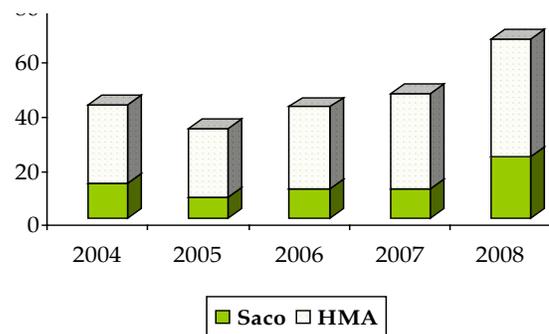
homes for sale in Saco are priced affordably. Of 122 single family homes currently for sale in Saco, just 22 are priced under \$200,000. Condos are another option for first-time buyers, with prices ranging from \$125,000 in mills to \$300,000. The realtors said they are appealing especially to single women because they are low maintenance, safe, and affordable on one income. There are currently 44 condos on the market, 22 of which are under \$200,000, all 2- bedrooms.

Despite these issues, Saco is attractive to first-time buyers, as is evidenced by the fact that Saco consistently attracts about a third of 1st-time regional buyers (Figure G.2).

Assisted rental housing for low- to moderate-income renters

The Maine State Housing Authority estimates that there are 2,337 families and 393 senior households in need of housing assistance within the overall market area.

Figure G.2: SACO FIRST TIME HOMEBUYERS



In 2009, the Massachusetts Institute of Technology conducted a major study of housing affordability in Maine.⁶ The study covered four different scenarios for low and moderate income households looking for apartments in Greater Portland. In Saco, only the two-parent, two-income family had the income necessary to afford an apartment (afford meaning that the households would pay only 30% of its income for gross rent) (see Table G.5).

	Needs	Can Afford	Median Gross Rent
Single elderly person earning \$13,320	1 BR	\$331	\$596
Disabled parent with one child earning \$7,356	2 BR	\$184	\$835
Single working parent, 2 teen children, earning \$28,350	3 BR	\$709	\$860
Two parent, two-income household with one child, earning \$45,360	3 BR	\$1,134	\$860

Source: [Housing Affordability in Maine](#)

⁶ [Housing Affordability in Maine: Taking Stock](#), MIT Center for Real Estate, for the Maine Affordable Housing Coalition, March 2009.

Assisted rental housing for very low-income renters

Saco has 14 housing projects with a total of 502 subsidized housing units designated for very low-income and special needs households. Of the total number of very low-income project units, 302 are for non-elderly and special needs households, and 200 are for elderly. In addition, the City provides 137 Section 8 Vouchers, which subsidize private rentals so that the tenant’s share of the rent is limited to 30% of their income.

	New Family housing	Senior housing	Special needs housing	Section 8 Vouchers	Total	Total Renters getting aid	% Subsidized
Market Area	653	863	139	555	2,210	11,973	18.5%
Saco	259	200	43	137	639	2,536	25.2%
<i>Saco Percent</i>	<i>39.7%</i>	<i>23.2%</i>	<i>30.9%</i>	<i>24.7%</i>	<i>28.9%</i>	<i>21.2%</i>	

Housing Complex	Population	Year Built	# Units
Golden Village	Elderly and People w/Disabilities	1977	12
Kallock Terrace	Elderly and People w/ Disabilities	1982	20
Ledgewood North	Families	1983	24
Ledgewood Terrace	Families	1980	30
Lincoln Apartments	Families	Pre-1960	21
Lord Pepperell	Elderly and People w/ Disabilities	1980	66
Maple Grove	Elderly and People w/ Disabilities	1977	8
Park Village	Elderly and People w/ Disabilities	1976	12
Pleasant St. Apartments	Elderly and People w/ Disabilities; Families	1982	45
Nottingham Woods	Families	1984	52
Pine Ledge	Families	1995	48
River View Apartments	Families	1985	61
Paul Hazelton House	Elderly and People w/ Disabilities	1999	36
Wardwell Commons	Elderly and People w/ Disabilities	1992	14

Source: Maine State Housing Authority

C. AFFORDABLE HOUSING GOAL

The State of Maine requires that each municipality, “seek to achieve a level of 10% of new residential development, based on a 5-year historical average of residential

development in the municipality, meeting the definition of affordable housing. Municipalities are encouraged to seek creative approaches to assist in the development of affordable housing, including, but not limited to, cluster zoning, reducing minimum lot and frontage sizes, increasing densities, and use of municipally owned land.”⁷

The average number of new housing units built annually in Saco between 2004 and 2009 was 104 units. Ten affordable units built each year would meet the 10% state requirement. To help reach this goal, the City has implemented contract zoning amendments to allow new elderly and affordable housing developments (Wardwell and Volunteers of America).

D. HOUSING ASSISTANCE

1. General Assistance

The City of Saco has a general assistance program to help residents having difficulty meeting basic needs. Basic needs assistance includes support for housing, utilities (electricity and heating fuel), and food. General Assistance provides "a specific amount and type of aid for defined needs during a limited period of time and is not intended to be a continuing 'grant-in-aid' or 'categorical' welfare program. The program is funded by local property taxes with a 50% reimbursement from the state.”⁸

2. Avesta Housing Development Corporation

The Avesta Housing Development Corporation (formerly known as the York Cumberland Housing Development Corporation), is a non-profit housing organization which manages 52 subsidized elderly housing units in Saco in three projects: Golden Pond Village, Maple Grove Apartments, and Kallock Terrace. They also manage Section 8 Vouchers on the City’s behalf. In May 2010 AVESTA received preliminary approval for a 30 unit elder housing project on outer Route 1.

3. Wardwell Home for the Aging

The Wardwell Home is a non-profit organization that has been providing housing for the elderly in Saco since 1890. They currently own and manage a total of 92 apartments. Sixteen of the units are full residential care facilities and are not federally subsidized. Wardwell Gardens includes thirty units of subsidized congregate/assisted living units

⁷ Saco Housing Strategy Report, Nov 6, 2009

⁸ <http://www.sacomaine.org/departments/generalassistance/generalassistance.shtml>

with a tenant income limit of \$27,300. The out of pocket rent expense for tenants of these units is between \$358 and \$877 per month. Wardwell Commons has 14 subsidized independent living units with a tenant income limit of \$22,750; the tenant's out of pocket income expense is limited to 30% of income. Wardwell Apartments and Terrace include 32 apartments without subsidies, but which are in the lower range of market rents in Saco: \$775 for a one bedroom (including utilities), and \$1,350 for a two bedroom unit.

E. ISSUES AND IMPLICATIONS

- Despite lower prices, first-time homebuyers still have a hard time buying in Saco, whether they are looking to buy a new or existing home. Affordable purchase options in Saco are limited.
- Furthermore the housing needs of aging baby boomers are changing, with many looking to downsize. This may create continuing demand for condominium and similar smaller units.
- Some of the barriers to affordable housing are development costs. For example, the City's parking requirements can hinder the development of high-density housing. The City requires 2 spaces for each single family unit, and an additional 1 space per unit for 6-unit buildings.
- Saco has a large number of older houses. The cost for heating these houses is high. The City should consider expanded opportunities for weatherization programs.
- A substantial share of the City's rental housing stock is in older multifamily buildings of varying condition. The City should consider efforts to work with the owners of these properties to assure that they are well maintained and offer desirable housing.
- Very little conventional rental housing has been built in the City in the last decade. The City should explore ways to enable the private market to develop additional market-rate rental housing especially in intown locations.

APPENDIX H: PUBLIC FACILITIES

A community's growth and development increase the demand on public services, infrastructure, and facilities. This chapter examines Saco's capacity to meet existing and future needs in the areas of:

- General Government Facilities
- Public Safety (Police, Fire, Emergency Medical Services, Emergency Management, and Emergency Communications)
- Public Works (Solid Waste Disposal and Recycling, Highways, Roads, and Sidewalks)
- School Facilities
- Healthcare Facilities.

The following sections describe current services in Saco (what is being provided, how, and by whom), and assesses the City's capacity to meet existing and future needs. In examining capacity to meet future needs, the impact of anticipated levels, types, and patterns of development is considered.

A. GENERAL GOVERNMENT FACILITIES

1. Existing Conditions

Two buildings serve the City of Saco's general administrative functions: City Hall and the City Hall Annex (see Figure H.1 on the following page).

Figure H.1: SACO'S CURRENT PUBLIC FACILITIES



Built in 1855, City Hall is listed on the National Register of Historic Places. Extensive renovations began in 1988 and were completed in 1995. The building is now fully ADA compliant.

In 2008, the physical layout of office space in City Hall was analyzed for program efficiencies and certain problems were identified. In response, the City re-organized some of its offices with the goal of improving customer services. This was done without major construction, expansion, or the use of outside contractors. The first floor now houses a combined customer service area for licenses, taxes, voter registration, and finance. The Assessor's Office is on the third floor, as are the personnel offices and break facilities. The computer systems were relocated to the City Hall Annex. The third floor is now utilized full-time.

The City Hall Annex is a separate building constructed in 1967 on the same lot as City Hall. It was originally built for use as the City's police facility. It currently houses the Information Technology Department as well as a records storage area. The building adequately meets current needs.

The general administrative functions of the City employ 25 persons on a full-time basis (not including seasonal or temporary assistance). They are: one city administrator, one human resources coordinator, one finance director, one tax collector, one assistant accountant, one information technology director, one city clerk, one deputy city clerk, one assistant registrar of voters, one assessor, one maintenance superintendent, one building inspector/code enforcement officer, one and a half assistant code enforcement officers, one city planner, one development director, six administrative assistants and department secretaries, and four customer service clerks.

2. Future Needs

According to the City Administrator, the 1995 improvements and the reorganization of City Hall, along with the continued use of the Annex building, will allow the City to meet current needs, and meet the City's needs into the future assuming normal levels of future growth. If growth increases significantly from levels experienced over the last few years, then existing administration facilities will likely be unable to meet future needs, particularly for storage space, meeting areas, and customer service areas. In order to meet significantly increased demands or incorporate additional uses, the annex building would likely require considerable improvements, the purchase of adjacent

land, and the construction of additional parking. This is not anticipated in the next 10 years.

Computer technology, in particular, has played a role in increasing the City's efficient use of space. Enhancements to the City's information technology infrastructure, such as document scanning and electronic archiving, have helped Saco better address the needs created by recent growth and development. In 2010 City Hall installed a Voice-over-internet-protocol (VOIP) phone system to replace the system installed in 1988.

B. POLICE

1. Existing Conditions

The Saco Police Department (PD) provides 24 hour, seven day per week protection and public safety services. Forty-seven full time employees, 34 of whom are sworn officers, currently staff the Police Department: one chief, two deputy chiefs, four sergeants, three corporals, one detective sergeant, three detectives, eighteen patrol officers, two school resource officers, one court officer, eleven dispatchers, and one secretary.

Staffing

The Police Department is adequately staffed to meet existing needs, but will need to consider adding additional personnel in the near future. According to Chief Bradley Paul, the need for more sworn officers is evidenced by increases in overtime and by increased workloads among patrol staff. Overtime is necessary to cover vacancies created by time off requirements, sick leave, training, and incidents requiring additional support. Compounding the staffing issues, the department has seen a steady increase in the number of calls each officer handles in a given year and is faced with new reporting requirements that increase the amount of time an officer spends on any given complaint. As officers spend more time handling complaints, they have less time to proactively patrol, make positive contacts with Saco residents, and engage in traffic details. These activities, necessary in any community, contribute to the increase in overtime costs, and cost savings may be available if additional officers are hired to provide this capacity. Chief Paul predicts the need to hire more officers over the next few years regardless, simply due to Saco's continued growth.

To provide full protection and coverage, the Police Department currently operates three shifts. Each shift is staffed by a minimum of three patrol officers, one supervisor (who

performs supervisory duties as well as responding to serious calls), and two communications personnel. Each shift requires a minimum of four police cruisers, three on patrol and one for the supervisor's use. Additional vehicles supply the department's need for replacements for marked vehicles down for repair; training needs; unmarked vehicles, and staff needs.

Each shift is separated into three geographic patrol areas: north, west, and east, and each officer is assigned a permanent patrol area. This allows officers to become more familiar with their area, which improves their ability to manage conflicts and incidents before they intensify or become chronic neighborhood problems.

The *North Patrol Area* includes the following areas: north of North Street and Buxton Road to the Loudon Road; north and south of the Buxton Road to the Buxton line; north from the corner of North and Elm Streets, including west of Main Street to the Corner of Ocean Park Road; and to the Scarborough line on both sides of Route One.

The *West Patrol Area* includes all of Saco Island; the area west of Main Street to the corner of Beach and Main Streets; and the area south of North Street and Buxton Road to the corner of and including Loudon Road.

The *East Patrol Area* includes everything east of Main Street, from the railroad tracks to Ocean Park Road, including Ocean Park Road.

During the school year, one officer is assigned to Thornton Academy during school hours. Another officer is assigned to the K-8 schools. The arrangements are identical. Thornton and RSU #23 both pay for 36 weeks of their school resource officer's salary, and the Police Department pays the remaining 16 weeks. (The Police Department assigns the officers alternative duties during the summer months).

Sweetser, a private special education school located in Saco, has considered a similar arrangement with the Police Department but has not established one. Based on the volume of calls related to the Sweetser, Chief Paul estimates that Sweetser would benefit from the presence of an officer.

Dispatch

All public safety communications and dispatching for the City of Saco (police, fire, and EMS) is provided by the Saco Police Department through a new public safety communications center at the Storer Street location. Saco's E-911 dispatching is through Biddeford due to state regionalization efforts. When the Biddeford Public Safety Answering Point (PSAP) receives a 911 call for Saco, they transfer the call directly to the Saco dispatch center and Saco dispatch handles the call from that point forward.

The Saco Police Department currently has nine dispatchers on staff. This permits the staffing of two seats, 24 hours a day, as well as two employees whose duties involve data entry and dispatch replacement. Data entry personnel are certified dispatchers, allowing them to fill in as replacements on an as-needed basis. Biddeford, Saco, and Old Orchard Beach all use the same radio management software (Information Management Corporation) to manage the reporting system, not only for the E-911 system, but for all police and fire related calls. This allows all of the departments to access each others' databases, simplifying the exchange of information and making it possible to obtain critical information even after normal business hours.

Facilities and Equipment

In June of 1997, the City of Saco dedicated a new 22,148 square foot police building (see Figure H.1) at 20 Storer Street. The building was built to meet current as well as anticipated future department needs. It does this well, except in the area of parking. The building is in good to excellent condition, according to the Chief.

The Police Department's main operations are carried out on the main floor, which contains communications, criminal investigations, patrol services, and booking. Vehicles are serviced in either one of two main bays. Prisoners are brought into the facility via a third bay, or sally port. Department administration functions take place on the second floor. Also located on the second floor is the classroom, a multi-function room that serves as a public meeting area and emergency operations center during major disaster events. The basement contains men and women's locker rooms, a fitness room, firing range, and auxiliary storage in the unfinished portion of the basement.¹

¹ Saco Asset Management Plan. p 11.

Since its opening in June of 1997, the police facility has:

- Added a pump station in the rear lot to backup the original pump station and provide failsafe protection against rising water tables and the nearby proximity of the Saco River (2005).
- Added radio and computer capability to the emergency operations center with federal Emergency Management Agency (EMA) funding, and improved the telephone system to allow all municipal departments to function in the event of a crisis (2006).
- Added records storage to the auxiliary storage area in the basement to store less used but still necessary police records (2009).
- Added secure evidence storage capacity to the auxiliary storage area in the basement to accommodate requirements that the police department store increasing amounts of evidence (2009).

The capacity of the facility to accommodate the needs of its employees is adequate. The men's and women's locker rooms could accommodate several more employees, and the situation room, where daily briefings are held, is sufficiently large enough to meet the needs of the employees without crowding.

Police radio traffic is transmitted to and from the 20 Storer Street location, aided by "voting stations"² strategically located in three separate areas of the City. Placing antennae at the North Saco Fire Station on the Rocky Hill Road, the Camp Ellis Fire Station located on the Bay View Road, and at a wastewater pump station located closer to Scarborough on the Portland Road, greatly enhanced both transmitting and receiving from portable radios used by officers.

The Saco Police Department currently utilizes eight marked cruisers and a variety of unmarked vehicles for detectives and staff. A four-wheel drive SUV was recently purchased with asset forfeiture funds, which improved the department's ability to respond to events in winter and other times when SUVs are needed. During each shift,

² A comparator "votes" on the strongest signal – hence the name - and whichever station is selected relays its signal to the main police facility via telephone lines.

four of the marked cruisers are utilized (three on patrol, one by a supervisor) while two remain in reserve at the station, or are used for traffic and other details. The two remaining cruisers are dedicated to the K-9 officer and to the K-8 school resource officer. The department purchases three new cruisers every year and uses them to replace the front line patrol cruisers. These patrol cruisers then serve as replacements in case a front line vehicle is being repaired. The three oldest vehicles are either traded in or used by other city departments.

Calls and Services

Overall, calls for police service have steadily increased, rising nearly 5% from 2007 to 2009. Despite the larger number of calls and increased reporting requirements, the Police Department maintains a low average response time.

Domestic violence is the most common violent crime in Saco. Since 2007, annual domestic violence calls have jumped 15%, to 250 calls in 2009.

Chief Paul identified traffic as one of the greatest challenges facing the Saco Police Department. The Main Street/Route 1 Corridor has become increasingly congested, impacting the department's ability to manage traffic flow, especially during busy commuter hours. Many of Saco's roadways were designed before the age of automobiles, and increasing congestion has mandated additional lanes and improved traffic signalization of intersections. Others were designed as country roads, but see hundreds of daily trips by tractor trailer trucks. Between 2007 and 2009 the number of reportable accidents fell 15%, but it remains to be seen whether this change constitutes a trend or is an anomaly caused by economic factors.

An additional challenge will be the cost of keeping up with ever-changing technology. As technology changes the face of the world, so it changes the face of crime and the need for the department to keep current in order to provide Saco with the services it needs.

2. Future Needs

The future needs of the Police Department reflect two primary challenges: the increasing role of technology in police work and Saco's growth. As new technology becomes available, personnel must be trained to work with new systems, new

techniques, and new regulatory requirements. As growth continues, traffic problems worsen, and traffic issues consume more and more of officers' time.

Technology

In the coming years, the Police Department will examine the necessity to digitize the radio system. Reviews are mixed as to whether this will be necessary, as the current analog system meets the City's needs. Narrow-band public safety frequencies will become federally mandated in January of 2013. Digitizing the system may improve the quality of reception overall, but concerns about transmitting through building structures have not been cost-effectively addressed.

Chief Paul predicts a need for two more officers in the next three to four years, one on the day shift and one on the evening shift, with an additional two officers needed within the next 7-10 years. Additionally, the Police Chief predicts a need for more staff in the criminal investigation section of the department, in particular additional investigative personnel and an evidence technician, within the next five to seven years. He considers this to be a conservative estimate.

Growth

According to the Chief, one of the biggest challenges to the Police Department's capacity to meet future demand for services is the impact of growth and development on traffic in Saco. Over the last 10 to 15 years, residential growth in three areas (west of the Turnpike within Saco, East Saco, and north/west of Saco in the communities of Buxton, Hollis, and Dayton) has led to a substantial increase in traffic incidents and complaints along several commuter and feeder roads. Specific areas of traffic concern for the Police Department include:

- The North Street-Buxton Road corridor, which is the greatest source of traffic issues
- The Main Street/Route 1 Corridor
- Ferry Road (Route 1 intersection to Ferry Beach)

- Western Saco, including the Buxton, Jenkins, and Flag Pond Roads.

Increased traffic in these areas necessitates additional police patrol, putting more miles on police cruisers which then require more frequent maintenance and replacement.

The Saco Police Department replaces vehicles after about 100,000 miles. Currently, the department accrues about 75,000 miles per year on each front-line vehicle. When vehicles are no longer primarily used for patrol, mileage drops off. Department vehicles may see 115,000 miles or more. Vehicles of this age are not considered safe when operated at the level demanded of police vehicles. If the growth and development experienced over the last 5 to 10 years continues at the same rate, the annual miles placed on vehicles will likely increase, and the department will need to pursue a more aggressive replacement schedule. If growth and development exceed recent levels, additional vehicles to support additional officers may also be needed.

With regard to the adequacy of the new police station, the Chief states that it was designed and built to meet the needs of the community for the next 50 years. Among the features that will allow the building to continue to meet the needs of the community are additional internal space for offices, records storage, and other uses; sufficient areas for vehicles, administration, holding area, crime lab, and interview room; and the ability to expand the second floor to create 4,000 additional square feet of useable space. Chief Paul estimates that this may become necessary in another seven to ten years, a possibility that will require additional analysis in coming years.

Additional parking will have to be obtained to maintain its desired versatility. Current limited parking occasionally creates a strain with abutters when meetings and classes take place and must be managed. Additional storage requirements may require conversion of auxiliary space to comply with Maine archive document retention schedules, or the police department may be forced to store older, less-used records offsite if secure storage can be located.³

³ Saco Asset Management Plan. p 11.

C. FIRE AND EMERGENCY MEDICAL SERVICES

1. Existing Conditions

The Saco Fire Department provides fire and emergency medical services within the City. As a combination department the average on-duty staffing of seven is supported by a 31-member on-call division. Saco maintains three fire stations Central Fire Station and two on-call sub-stations, one located in the Camp Ellis area and one located in the North Saco area (see Figure H.1).

Staff, Stations, and Equipment

The Central Fire Station is staffed by twenty four full-time firefighters, four captains, four lieutenants, two deputy chiefs, one chief, and one secretary. Coverage from the Central Fire Station is provided in four shifts. Each shift has four persons assigned to fire apparatus, four persons assigned to ambulance duty, and one captain. The shift schedule runs for one 24 hour day, followed by two days off, followed by another 24 hour day, followed by four days off.

On-duty staffing is supported by a 31-member On-Call Division with members assigned to the fire apparatus housed in each of the three fire stations. The Camp Ellis Station has four on-call firefighters. Camp Ellis also has three live-in students through a program with the Southern Maine Technical College. The students are studying fire and EMS safety and receive free room and board at the station in exchange for providing coverage when not at class. The North Saco Station has four on-call firefighters. Currently Central Fire Station has 20 on-call firefighter positions filled and 1 Junior firefighter (under the age of 18).

Overall, the Fire Chief describes the staffing level as just barely adequate to maintain current service requirements.

The Central Fire Station is located off Main Street on Thornton Avenue and is inadequate in many ways. On February 9, 2010, Saco voters approved a \$5.9 million bond to finance the construction of a new 22,000 square foot Central Fire Station on land purchased for this purpose in 1998 at 271 North Street. Construction of the new station began in June 2010 and it is expected to be completed in 2011. According to the department, this will allow for optimal access to all areas of Saco.

The Camp Ellis Station (built 1992) is located on Bay View Road. It has three apparatus bays, a dispatch office, two bedrooms, and a kitchen. According to the Fire Chief, the Camp Ellis Station is sufficient to meet current needs and can accommodate future needs because it has the facilities to accommodate 24 hour per day coverage.

The North Saco Station is located at the intersection of Rocky Hill and the Heath Roads. It has two apparatus bays, a small meeting hall, sleeping quarters, and a kitchen facility. The department experimented with placing students at this station as well but had difficulty finding sufficient qualified applicants.

The following table indicates the fire and rescue apparatus maintained by the department, the station where each is housed, its age, and scheduled replacement date.

Apparatus	Location	Make/Model	Model Year	Replacement
Rescue 1	Central	Ford F450 Braun	2007	2011*
Rescue 2	Central	Ford F450 Braun	2008	2012
Ladder 1	Central	103' Ferrara	2003	2028
Engine 3	Central	1500 gpm Ferrara	2006	2031
Engine 4	Camp Ellis	1250 gpm Ferrara	1996	2021
Engine 6	North Saco	2500gal Central State	1994	2014**
Engine 7	Central	1250 gpm Ferrara	1998	2023***
Engine 8	North Saco	1250 gpm Ferrara	2000	2025
Engine 9	Central	Ford F550	2005	2025
Car 1	Central	Ford Expedition	2010	2020
Car 3	Central	Ford F150	2006	2016
Car 2	Central	Chevrolet 1500	2007	2017

*Rescue vehicles are intended to be on staggered replacement schedules. The Department intends to retain the current Rescue 1 when it is replaced and use that vehicle as a backup rescue vehicle.

**Engine 6 is in excellent condition considering its age. At this time it is expected to be retained past its replacement date.

***Engine 7 currently has over 60,000 miles and should not be expected to remain serviceable until 2023. This vehicle will need to be replaced sooner than projected.

Overall, the Fire Department describes its fleet as being in excellent condition, and describes the physical facilities (with the exception of old Central Station) as in good condition.

Fire Service Rating

The Saco Fire Department responds to an estimated 63% of calls within four minutes.

ISO (Insurance Services Offices) ratings are used by property insurance companies to set insurance premiums. They are based on many factors, including the quality of the fire department, response times, and water supply and hydrant locations. ISO ratings range from 1 to 10, where 1 is the best rating and 10 is the worst. Saco's current ISO Fire Rating is 4. In 1997, it was a 4 in areas served by water, and a 9 in areas not served by water. In response, the department established a system of cisterns and developed tanking strategies to provide better service to areas west of the turnpike. ISO inspected the system and was satisfied that the department provides Class 4 service to all areas of Saco. The Fire Chief believes that Class 4 may be the best class Saco is able to attain due to water supply issues. ISO's scoring system penalizes Saco for having inadequate water supply at various fire hydrants, and in areas without access to the Biddeford-Saco Water Company (BSWC). BSWC does not have plans to expand its network so the water supply issue is expected to remain the same. If adequate water supply is brought to all of Saco, it is likely that another ISO inspection would result in an improved rating. However, the cost of such a project is high.

2. Future Needs

The Fire Department has experienced an increase in calls since 2001, and currently receives about 2800 calls per year. The overwhelming bulk of calls are rescue calls. The recent trend is for medical calls, as Saco's population ages. Although Saco has private ambulance coverage, private companies do not provide 911 response and do not provide transport on short notice or during the night. Saco's Fire Department is responsible for providing service in those situations.

Stations, Staff, and Equipment

At the current time (2010) the department has openings for 9 On-Call Firefighters and is having some difficulty in filling these part-time positions. The department is also using overtime to maintain eight on-duty firefighters from 7 A.M. until 5 P.M. to meet service demands. The requests for service, mainly in Emergency Medical Services, continues to increase annually by 55+ calls, while staffing has remained the same in the past seven years. At a minimum the department's on-duty staffing should be 8 24/7, and with 10-

member shifts by 2014 if growth continues, according to the chief.

The Fire Department currently houses two rescue vehicles at the Central Station and none at the two substations. Rescue calls are the most frequent type of calls. According to the Fire Chief, maintaining current service levels over the next ten years will require one rescue apparatus at each substation and two at the Central Fire Station. The North Saco Station currently lacks a rescue bay; therefore a bay at that station would also be needed.

The newly approved Central Fire Station, which is set to open in 2011, is expected to have a 70 year life, so this facility will be more than adequate for many years to come.

Saco's anticipated fire service needs are based on maintaining current service levels. According to the Fire Chief, if growth and development at levels similar to those experienced in the last ten years continue, the Fire Department will have additional needs, including:

- If residential development patterns persist and significant growth occurs west of the turnpike, there will be a need for full-time, professional coverage with two person shifts at the North Saco Station - this would require the addition of six professional staff positions.
- The Fire Chief sees the need for a new Fire Substation on Route 1 in response to the burgeoning growth going on in that area. This will require the addition of eight more firefighters to staff the station. A cooperative arrangement with Scarborough's Dunstan Station might also be explored.
- Improvements to the water supply in the area west of the turnpike will be necessary to accommodate continued growth in the area - only a few areas west of the turnpike currently have adequate or any fire suppression water supply. Some dry hydrants exist but they do not meet the need. If growth and development continues west of the turnpike, some combination of the following solutions will be necessary for fire protection: 1) extension of the public water supply, 2) placement of underground water storage tanks in new developments, and 3) an increase in the number of dry hydrants.

D. EVACUATION, TEMPORARY SHELTER, AND MANAGEMENT

1. Existing Conditions

Evacuation and Temporary Shelter

The Saco Office of Emergency Management has established formal Emergency Sheltering Agreements with the American Red Cross. In the event of a large-scale emergency or disaster within the City of Saco and/or the surrounding region, the following shelter locations may be opened as necessary and appropriate:

- Saco Community Center – 75 Franklin St. (primary evacuation center)
- Saco Middle School – 40 Buxton Rd.
- C.K. Burns School – 135 Middle St.
- Camp Ellis Fire Station – Bay View and Ferry Roads
- First Parish Congregational Church – Beach and Main Streets
- St. Demetrios Greek Orthodox Church – 186 Bradley St.
- United Baptist Church – 318 Main St.

In such an event, citizens will be notified by door to door notification, Reverse 911, the Emergency Alert System, radio or television, or newspaper publication. The Camp Ellis evacuation plan is maintained on the City of Saco website, along with additional information about evacuation scenarios and preparedness guidelines.

Emergency Management

In the mid 1990s, Saco was one of FEMA's first "Project Impact" communities. Saco received grant monies to conduct analysis and mitigation planning and pursued several projects under this project. In 2003, under direction from the State Department of Veterans Affairs and Emergency Management, Saco drafted an Emergency Operations Plan (EOP). This plan lays out the rough responsibilities, assets, and categories of likely emergency within Saco. The EOP has not been updated to cover the addition of new schools, nursing homes, or other areas where emergency management has become more complex. A revision effort is currently underway by the Saco Office of Emergency Management.

The Saco Office of Emergency Management is staffed by an on-call firefighter for a

small number of hours per week. This individual holds the title of Director of Emergency Management.

The Community Emergency Response Team, an all-volunteer group of individuals pledged to aid emergency workers during a disaster, bolsters Saco's police and fire emergency personnel.

2. Future Needs

Emergency Management

Since the 9/11 attacks on the World Trade Center, Hurricanes Katrina and Ike, and the more locally relevant 2008 Ice Storm, public understanding about the importance of disaster management has increased. The Federal Emergency Management Agency (FEMA) has distributed funds to counties and towns to conduct disaster preparedness and vulnerability studies, embark on mitigation projects, and develop emergency management frameworks consistent with FEMA's own.

National Incident Management System (NIMS) compliance is at the heart of FEMA compensation to communities for the costs of recovery and management of a disaster. It is incumbent upon Saco to ensure that it is maximally NIMS compliant so that, in the event of a disaster, the fiscal damage to Saco is minimized. FEMA's regulatory framework and specific requirements change from year to year, requiring constant vigilance and training on the part of emergency management personnel.

Public knowledge and understanding of Saco's emergency management system, even among members of City Government, is considered poor. FEMA's Incident Command System requires governing officials and municipal officers to be able to integrate seamlessly with county, state, and federal personnel. Public education will require the development of educational materials and outreach, neither of which fit within the department's current budget.

In particular, the Emergency Management Director is concerned about available technology not being used to communicate with the public in an emergency. Social media such as Twitter and Facebook could be used by the City to communicate with residents who may not be accessible by traditional measures such as Reverse 911. The development and maintenance of these technologies will require staff time.

FEMA has several grant programs, but tends to offer its grants in very short windows of opportunity. Improved grant-writing capacity would help the Office of Emergency Management meet deadlines to apply for grant funding to offset the costs of improving Saco's emergency preparedness.

E. PUBLIC SAFETY COMMUNICATIONS AND DISPATCH

1. Existing Conditions

Currently, the Biddeford Public Safety Answering Point (PSAP) receives E-911 calls for Saco and transfers them to the Saco Dispatch Center, which is part of the Saco Police Headquarters (see Section B.1 Dispatch). The Central Fire Station is connected via satellite to the new communications center for fire equipment dispatch as well as station monitoring if it is emptied for call response.

The City Administrator has raised the consolidation of Saco dispatch with Biddeford dispatch as a cost saving measure, but the City Council has expressed concern about the quality of dispatch service under that model and it has not been implemented.

2. Future Needs

The new Saco Police Department communications facility and staff will meet the City's needs well into the future, including additional demands from further growth and development. The Police Department will continue to examine the need for consolidation of dispatch services with neighboring communities. If an acceptable model can be agreed upon, savings and efficiencies may be realized.

F. PUBLIC WORKS

1. Existing Conditions

The City of Saco Public Works Department (PWD) is responsible for maintaining and operating city-owned infrastructure, including (but not limited to) roadways, traffic signals and signs, water treatment, sewer, street lights, landfill and transfer station, the commercial pier, and the Saco Transportation Center. The PWD has one public works facility located on North Street (Route 112) next to the Maine Turnpike (see Figure H.1).

Staffing

There are 35 full-time Public Works Department employees: one director, one assistant director, one environmental utility supervisor, one maintenance superintendent, one city engineer, four foremen, three heavy equipment operators, four light equipment operators, five mechanics, three general laborers, eleven truck drivers, and two administrative personnel. Two other positions (the GIS technician and the recycling coordinator) are filled by personnel who spend part of the week serving Saco and the remainder serving Scarborough. Nine additional personnel are employed by the wastewater treatment plant: one deputy director, one chief operator, two operators, three mechanics, one lab technician, and one administrative assistant.

At the present time, the Public Works Department is adequately staffed. Equipment and facilities are described as being in very poor condition and are rated a 4 on the department's four point scale where 1 is good and 4 is inadequate. Equipment has an overall rating of 2 and for the most part is in fair condition.

Services

All winter and summer road maintenance is done in-house by the Public Works Department. The PWD maintains approximately 119 centerline miles of roads, 45 miles of sidewalks, 15 signalized intersections, 3 city-owned bridges, and 1,610 streetlights. Major paving projects are contracted out. The PWD plows sidewalks within a one mile radius of public schools as well as in the downtown area.

The Public Works Department operates a central garage that provides most maintenance and repairs of municipal vehicles and equipment, including Regional School Unit 23 (RSU #23) buses, police cruisers, and fire department vehicles. The PWD contracts out some specialty work, including transmission work and painting. Its fleet management system inventories all vehicles and equipment to track the age, condition, and value of the fleet and to establish a replacement schedule.

The Public Works Department maintains a transfer station on Foss Road for bulky waste, yard waste, and recyclable fiber products. The City contracts for curbside collection of residential solid waste and single-stream recyclables. Presently the City's contract is with Blow Brothers Inc. (BBI). This contract expires in 2016. All residential

solid waste and recycling materials are disposed of and processed at Ecomaine, a non-profit waste management company owned and operated by 21 municipalities in Southern Maine and located in Portland. The City pays the tipping fee from its General Fund. The City does not subsidize the collection commercial waste.

Between 2005 and 2009, the City disposed of an average of 5,165 tons of municipal solid waste per year. On average, 35% was recycled. Beginning in 2008, the City switched to single-stream recycling, simplifying the process of residential recycling. This caused an increase in the recycling rate.⁴ The City predicts that the recycling rate will continue to increase.

Fiscal Year	FY05	FY06	FY07	FY08
Municipal Solid Waste (MSW)	5230.2	5445.26	5124.77	5062.78
Recycled Materials	1764.9	1782.25	1690.23	1884.68
Recycling Rate	34%	33%	33%	37%

Because many of the solid waste and recycling services in Saco are provided by private contractors, growth and development will not have a significant impact on these services except on cost.

Facilities

The Public Works Department facility is located at 351 North Street. The facility provides offices and operation space for public works administration, engineering, fleet services, roads, recycling, sanitary and stormwater collection systems, and school transportation systems. The facility’s main building (17,664 square feet) is occupied by office space, fleet operations, and equipment and materials storage. A portion of the recycling building (7,011 square foot) is used for material and equipment storage. The RSU Transportation Department building (3,000 square feet) is used for school bus operations and dispatch.⁵

The Public Works Department identified several issues with respect to its current facility that may impair its ability to meet future demands for services within the city.

⁴ <http://www.sacomaine.org/departments/publicworks/recyclingstats.shtml>

⁵ Saco Asset Management Plan. p 7.

The Public Works Department moved to its current site in 1985. The location is ideal. Its central position within the City allows quick access to all areas of Saco. As the department has grown, however, the site has become cramped. The current facility suffers from a lack of handicap accessibility, insufficient garage space to store vehicles that are not in use, a garage that is too small to perform repairs and maintenance on some city vehicles (such as Saco Fire Department ladder trucks, which do not fit inside the service garage), and inadequate fire suppression. In addition, the sand and salt storage area is very small (300 tons – roughly enough for one storm) and while the salt storage area has a roof over it, the sand/salt mix area does not. By 2011, the state will require sand/salt mix to be under a roof to prevent leaching. The small size of the sand/salt and salt storage areas also requires the City to purchase these commodities during the winter, when prices are at their highest.

The City owns land adjacent to the current site. However, much of this is wetlands. If the wetlands issue could be resolved, the Public Works Director would like any improvements or expansions to occur at the existing site or on adjacent land because of its ideal location. In 2006, Saco voters narrowly rejected a bond issue to renovate the site. Alternative plans for expansion are being considered. Some of these plans include seasonal use of the former Saco Steel site on Lund Road. In 2010 the Public Works Department sought and received a \$200,000 brownfields grant from the EPA to address environmental concerns at the Lund Road site.

According to the Public Works Director, the City fell behind on its vehicle replacement schedule during the late 1980s but has since become current again. A review of the replacement schedule for all municipal vehicles (except the Police Department and RSU #23) showed 61 vehicles under City ownership. Of these, four were listed in ‘poor’ or ‘substandard’ condition. All four are scheduled to be replaced at the end of Fiscal Year 2010.

2. Future Needs

Road and Traffic Maintenance and Improvements

Future growth and development will likely create additional need for road maintenance personnel and equipment. The Public Works Director estimates that rural roads require one unit (one truck and two people) for every ten miles maintained with plowing and sanding in the winter; urban roads require one unit for every six miles. With the

creation of new roads and increased wear and tear on existing roads, future growth and development will also increase demands for summer maintenance and re-paving. According to the Public Works Director, the roads west of the turnpike are the most vulnerable to future growth and development because many were not built to accommodate existing traffic levels.

Due to budget constraints, the City has not funded the pavement preservation program at sustainable levels since 2005. Dwindling funding and increasing costs have meant a steady and dramatic decrease in pavement tonnages. The average Pavement Condition Index, one of the primary level of service measures used by Public Works, began to deteriorate in FY 2008.⁶

The state road system has experienced similar and worse problems that have rendered some sections of road in poor condition, notably Route 9 (Ferry Road) and Route 112 (Buxton Road). The Simpson Road Bridge has deteriorated. The bridge on Route 9 in the tidal area of Camp Ellis is also in need of repair.⁷ The state has committed to fixing sections of Route 9, Route 112, and Route 1 in 2010.

There are 14 signalized intersections in Saco owned, operated, and maintained by the City. They include 124 signal heads for traffic and pedestrian control. All the signal head bulbs have been changed from incandescent to the more economical and longer lasting LED bulbs. All but a few of the signalized intersections have been equipped with preemption equipment to enhance emergency vehicle passage. Several signals have been equipped with video detection actuation equipment to replace the in-ground loop detection equipment. All but four intersections are equipped with pole and mast arm signals. The remaining four are span wire installations, one of which is being changed to pole and mast arms under a current construction contract. The intersection of Industrial Park Road and North Street is one of four wire span signals that are currently being replaced with mast arms and poles. At this time the department has a design for the replacement of the span wire signal at Elm and Water Streets, but does not have funding for the project. The remaining two spans wires at the Funtown entrance on Route 1 and the intersection of Hutchins and Main Street, which requires a more extensive redesign rather than simple replacement. Four new signalized

⁶ Saco Asset Management Plan. p 8-9.

⁷ Ibid.

intersections are scheduled to be installed in the near future in conjunction with development on Saco Island, the Saco Transportation Center, and development on Route One north of Cascade Road. The intersection of Route 1 with Mill Brook Road and Spring Hill Road also requires a traffic light under both business parks' permits. The intersection at Hutchins and Main Street is substandard and needs to be addressed.⁸

Central Maine Power owns and maintains 1,501 of 1,610 streetlights in Saco. These lights are of varying intensity and spacing and are generally attached to utility poles. Leasing arrangements may be for only the light, only the pole, or both. The location, frequency, intensity, and spacing of Saco's streetlights should be reviewed to ascertain if all are necessary and, conversely, if others are needed at specific locations. Current leasing arrangements are not favorable to the City and should probably be replaced by City ownership.⁹ The City owns the remaining 109 streetlights.

G. SCHOOLS

1. Existing Conditions

Regional School Unit #23 (RSU #23), created in 2009, provides public education for students in kindergarten through eighth grade in Saco and surrounding communities. RSU #23 consists of Saco, Old Orchard Beach, and Dayton. Its predecessor, School Union #7, included Saco and Dayton. At the high school level (grades 9-12), the RSU provides tuition for Saco students to attend Thornton Academy, a private school located on Route One in Saco, and continues to maintain Old Orchard Beach High School.

At the K-8 level, four public schools serve Saco students (see Figure H.1). Two are grade K-2 schools, the Governor John Fairfield School and the Young School. The Young School was razed in 2002 due to ADA and air quality compliance issues. It has been replaced by modular construction on the same site. The new 28,000 square foot building has art and music space. In 2008, Saco implemented all-day kindergarten at the Fairfield and Young Schools. Third party K-2 enrollment projections suggest that enrollment will fluctuate with a slight overall decline in the next ten years. RSU #23 has no building capacity assessment to compare current enrollment against.

⁸ Saco Asset Management Plan

⁹ Ibid

The C. K. Burns School serves Saco students in grades 3-5. It currently has about 650 students. The building is in the best shape of all the school system's buildings. A large addition was constructed in 1991. In 2001, the school was renovated to improve indoor air quality. RSU #23 has no building capacity assessment for the C.K. Burns School. Enrollment projections for grades 3-5 predict comparable or slightly decreased enrollment levels for the next ten years.

Saco students in grades 6-8 attend the Saco Middle School. It currently has about 720 students. The building was built in 1972 with an "open space" concept. The school has found the open space concept to be detrimental to educational quality, and in 2001 renovated the school to enclose classroom spaces in a more traditional fashion. These renovations were conducted in parallel with air quality updates. A multi-use/music room was also added. Space is a concern in the Saco Middle School, but as with other school facilities, RSU #23 has no official determination of this school's capacity. Enrollment projections are for moderate increases in the number of middle school students.

2. Future Needs

RSU #23 was established by voter action in 2008. At the time, the governing body rejected a state offer to provide consultant services to analyze the RSU's available resources and make recommendations. RSU #23 has no estimates of current capacity, and no master plan to identify needs that will require expenditure of funds or schedule long-term projects. Capital improvements are requested ad-hoc and added to a fluid to-do list.

H. HEALTH CARE FACILITIES

1. Existing Conditions

Public Health Care Providers

Saco residents are served chiefly by the Southern Maine Medical Center (SMMC) in Biddeford. The campus includes a 150-bed full-service medical center with emergency, inpatient care, and outpatient services. SMMC also has diagnostic and therapy centers in Saco and Kennebunk.

Home Health Care and Hospice Providers

Home healthcare services are offered by at least seven home health, nurse, and hospice service providers. The Visiting Nurses Association, with about 140 employees, provides home health aide services, nursing care, rehabilitation, counseling, and other home health services. The Visiting Nurses Association also assists families with the transition from hospital to home for illness recovery.

Living Innovations provides assistance for children and adults with developmental disabilities, children and adults with long term illnesses, as well as services for the elderly. Living Innovations is a home health care provider that tries to keep people in their homes since they are comfortable and familiar to them.

Able to Stay Home Care also offers home healthcare.

Current Private Healthcare Providers

There are a number of other private healthcare providers in Saco, including three chiropractors, two dentists, three doctors, two optometrists, one pediatric practice, four pharmacies, as well as several physical therapists, occupational therapists, massage therapists, and acupuncturists.

Social Service Providers

There are four private and three public counseling and social service providers in Saco. The Kimball Health Center, located on Lincoln Street, provides health and psychological services to low-income persons and the elderly. The facility recently became part of a veterans housing and support program, and provides care and shelter to homeless veterans. University Health Services, affiliated with UNE, is located on Main Street and also provides veteran outreach programs.

In addition to services offered to low income persons, the elderly, and veterans (including homeless veterans), Sweetser provides services to children. Sweetser Children Services offers behavioral and mental health counseling and services as well as crisis and family counseling.

Elderly Care

Atlantic Heights provides rehabilitation, long term care, and hospice services at the Seal Rock Healthcare facility. The Cottages at Atlantic Heights Association offers independent living with healthcare facilities onsite. Atlantic Heights also offers assisted living in apartment style housing.

The Wardwell Retirement Neighborhood offers both independent and assisted living. Winterhaven Assisted Living Community also offers assisted living.

Evergreen Manor, a Medicare and Medicaid program participant, is a nursing home that provides mental health, occupational therapy, daily nursing, and social work services for residents. The Monarch Center serves residents with memory impairments and offers daily nursing, social services, and a range of specific services for residents.

Aging Excellence offers non-medical elder care services to keep adults active and independent in their homes and communities. They provide assistance to the elderly and their families in the form of handyman services, home management tasks, meal preparation or shopping, transportation services, personal care services, and many other services.

2. Future Needs

Healthcare services in Saco are adequate to meet current needs. Additional social services, primarily those geared toward the care of the elderly, may be needed as the population ages.

I. ISSUES AND IMPLICATIONS

- The dispersed pattern of residential development over the past two decades has stretched the City's ability to provide municipal services. Continued development in Saco's outlying areas may increase the need for investment particularly in the fire and public works departments.
- If growth continues, the City's central administrative facilities may need to be enlarged sometime after 2020.
- Continued residential growth in the north and west sections of Saco will likely result

in the need to improve fire protection facilities and staffing at the North Saco fire station and in the Route 1 north of I-195. Cooperative agreements with Scarborough might also address these needs.

- The public works garage will need to be enlarged or replaced to accommodate the increasing need for services.
- Improved storage for the Public Works Department's salt and sand storage are needed.
- Continued residential growth will likely result in a gradual need to increase the Public Works Department's capacity for routine maintenance services.
- The newly-formed RSU #23 has no master plan for its facilities at this time. The City of Saco should advocate for such a plan so it can better plan for its capital needs.

APPENDIX I: RECREATION AND OPEN SPACE

This chapter identifies the City of Saco's recreational and open space resources and discusses their ability to adequately meet the community's needs. Additional public and private resources suitable for active and passive recreation are also identified.

A. MUNICIPAL RECREATIONAL RESOURCES

1. Parks and Recreational Areas

The Saco Parks and Recreation Department has 12 fulltime employees: a department director, a deputy director, a program director, two maintenance positions, a program leader, a program leader/ parks maintainer, two program coordinators, one part time janitor and one secretary and one administrative assistant. Additionally the department has over 100 seasonal employees in the parks, as lifeguards and as programming staff during the summer and 60-70 seasonal employees in programming throughout the remainder of the year. The Parks and Recreation Department makes excellent use of citizen volunteers in its sports programs such as basketball and soccer as well as senior tax program candidates with well over 100 participants.

Saco Parks and Recreation oversees 62 acres of city owned natural open space.¹ The department maintains approximately 65 acres of passive use parks, including playgrounds, picnic areas, nature trails, and multi-use sports fields. It maintains approximately 75 acres of active use recreation areas, including ice skating ponds, baseball and softball fields, soccer fields, and basketball courts.

The City also uses several privately owned facilities for its recreational programming, including Thornton Academy's fields, track and tennis courts.

The following section describes Saco's significant recreation areas.

¹ Fifth Annual Performance Report 2008

March 2011

Appendix I

Figure I.1: PARKS, TRAILS, AND OPEN SPACE

1. Diamond Riverside Park, Irving Street, Map 51, Lots 27 & 28

The Diamond National Company donated this park to the City of Saco in 1975. It consists of 6 acres, 3 of which are undeveloped. The park includes a playground, a boat ramp, picnic tables, and park benches. A dock was added in 1998. The dock was moved to the down-river side of the ramp to make it more handicapped accessible. Parking has been expanded to accommodate boat trailers. The land has fairly smooth, grassy terrain, but no paved pathways. A wide handicapped accessible gate leads into the park. There is some concern with the amount of water ponding that is being retained within the park boundaries and this is being investigated as it is leading to much wind throw of large trees.

The park is primarily used during the spring, summer, and fall for picnics, boat launches, and nature walks. There is a large play structure for children, located in this park.

2. Pepperell Park, 75 Beach Street, Map 32, Lot 65

Pepperell Park was named for Sir William Pepperell, who owned land in Saco and Kittery. In 1801, Charles Chauncey, Esq., an agent for Mrs. Elizabeth Spahawk, daughter of Lady Mary and Sir William Pepperell, made a 10-acre grant to Saco for the purpose of placing a meeting house, a training field, and a burial ground. A special one-acre lot was designated for the church at the corner of Main and Beach Street. The remainder of the grant was adjacent to town land. This area became the basis for Pepperell Park.

Today, Pepperell Park covers twelve acres. It is one of the oldest and most heavily used parks in the Saco area. In 1962, the Governor John Fairfield Elementary School was constructed in the middle of the park. The park now includes a large parking area, a stone water tower, a shelter, a playground, picnic tables, a picnic pavilion and park benches. A portion of the park is handicapped accessible via a paved path from Beach Street to the Fairfield school.

Pepperell Park is used in the evenings and on weekends by families, individuals, and groups for picnics, free play, and activities. Organized uses include Fairfield School recess and physical education classes; Saco Youth Football and Little League seasonal

practices; and the Saco Parks and Recreation Department summer day camp program for Kindergarten through 2nd grade. In 2000, an ice skating area was developed in the northwest side of the park but has been discontinued due in part to weather conditions for ice making.

3. Saco Middle School Recreation Area, 40 Buxton Road, Map 88, Lot 10

The Saco Middle School Recreation Area is located behind the school on Buxton Road. It encompasses 110 acres, 30 of which are developed. There are two tennis courts, four multi-purpose fields, benches, two softball fields, two regulation size three-wall handball courts with three external one wall courts, and a gymnasium in the school.

The recreation area is used for physical education classes, school recess, and after school athletic programs. The soccer fields are used by recreation youth soccer as well as by several youth travel teams and adult soccer leagues. Various youth and adult groups, including football, baseball, lacrosse and softball, use the facilities for practice areas during their respective seasons. During the summer, recreation programs are held at the facility daily.

4. Memorial Field, 135 Middle Street 73 Summer Street, Map 32, Lot 118

Memorial Field is located behind C.K. Burns School at the corner of Middle and Summer Street. It was built in the 1950s as the Saco War Memorial Field. Approximately 9.8 acres in size, the site includes a baseball diamond, softball field, Little League baseball field, two tennis courts (which are in need of capital repair), and a handicapped accessible playground (the wooden portion of the playground which was installed in 1992 needs to be replaced). Inside the school is a regulation size gymnasium.

Memorial Field is heavily used. The C. K. Burns School uses Memorial Field during recess and for physical education classes. The fields are also used by Saco Middle School baseball teams, the Women's Softball League, Babe Ruth baseball, Saco Little League, and Saco Youth Football. During the summer months, Memorial Field is utilized by the Saco Parks and Recreation Department for recreational programs.

5. Young School Recreation Area, 36 Tasker Street/North St., Map 54, Lot 73

The Young School Recreation Area is situated on ten acres on North Street. It includes a softball field, an open multi-use field, metal play structures, a traditional playground (which in need of capital expenditures for removal and replacement), two tennis courts, and a fifty-space parking lot.

The area is used by Young School for recess and physical education classes, by softball leagues, recreation youth soccer, and as a practice space for football, baseball and softball teams. Neighborhood children consider this their playground. During the summer months, the Parks & Recreation Department holds recreational programs here including the tennis program which is offered on these courts.

6. Haley Park (and Community Garden at Haley Park), King Street, Map 32, Lot 178

The descendants of John Haley donated this park to the City in 1961. It is approximately four acres in size and is located on King Street. The area is maintained as a passive park. There is a picnic table.

The Saco Community Garden (SCG) has completed its first season in Haley Park (2010). Forty 10 by 10 foot eight plots were planted and maintained, with a waiting list for plots. Startup of the community garden was entirely supported by business and individual donations. The cost for renting the plots was \$25 for Saco residents and \$30 for non-residents in 2010. Healthy soil, a sunny location, and a convenient, adequate water supply have been provided. A demonstration plot was created at the Dyer Library.

7. Jubilee Park, Water Street, Map 38, Lot 7

Jubilee Park is a 3/4-acre island located in the Saco River adjacent to Water Street. Its entrance is a covered bridge. The failing roof of this bridge was replaced in the summer of 2010. The gate is locked at night and during the winter months. The island was formed from concrete, bricks, and other forms of clean fill. It is owned by Florida Power and Light, which leases the land to the City for one dollar a year. The Park is mainly used in the spring, summer, and fall as a passive park for picnicking and open space. It has a paved pathway, several picnic tables, park benches, and an outdoor

chess set. The path through the park is handicapped accessible.

8. Riverfront Park, Front Street, Map 31, Lot 184

Located on Front Street, this 1.8 acre park is primarily used by downtown residents, shoppers, fishermen, and employees of downtown businesses. It is a passive park offering views of the Saco River and a quiet setting away from Main Street traffic. The park has benches, paths, and a scenic view of the falls and river. It is now part of the 3,500 foot Riverwalk trail along the banks of the Saco River. The land is owned by Florida Power and Light and leased to the City of Saco.

Adjacent to the park, the City owns and maintains a 0.45 acre boat ramp facility. The boat ramp provides recreational boaters ocean access from an in-town location.

9. Boothby Park Recreation Area, 24 Lincoln Road, Map 101, Lot 35

This 1.7 acre park is located on Lincoln Road. There is a 60' by 60' toddler playground, a swing set, slide, and a basketball court. Because of sand in the playground area, the park is not wheel chair accessible. There is no parking.

10. Plymouth Settlement, Plymouth Drive off of Bay View Road, Map 14

This neighborhood park is located on Plymouth Drive, off of Bay View Road. It is a 7-acre parcel of land turned over to the City by the developer in 1994. Six acres are maintained and the area is used extensively for youth practice fields and by the neighborhood for gatherings and family activities. It is handicapped accessible.

11. Ryan Farm, Ryan Road off of Jenkins Road, Map 88

This neighborhood park is located on Ryan Road, off Jenkins Road. It includes a small tot play structure, and a basketball court, and meets the needs of this small neighborhood. It was accepted by the City in 1991 and is not wheelchair accessible.

12. Shadagee Woods/Tall Oaks, Bradley Street

This recreation area is located in the Shadagee Woods Development off Bradley Street.

It is approximately 14 acres in size, of which 4 acres are maintained. It includes a tot lot, a retention pond used by the neighborhood for skating during the winter months, a basketball court, and several picnic tables and benches. This park was created by the developer to meet Saco's subdivision requirements and was turned over to the City in 1991. It is not wheelchair accessible.

13. Old Jordan School, 75 Beach Street, Map 32, Lot 65

Old Jordan School is a 100 year old former school building on School Street within Pepperell Park. It is leased to a nonprofit organization, the Oasis Club, which uses the space for meetings. The building is partially handicapped accessible.

14. Rendezvous Cemetery, Ferry Road, Map 12, Lot 45

This 0.5 acre park is one of the oldest cemeteries in New England. It includes tombstones of Saco residents born in the 1600s. Because of its small size, fragility, and historic nature, active public use of the park is allowed but not strongly encouraged. Access is off the Ferry Road.

15. Bay View and Kinney Shore Beaches, Bay View Road Ext. and Palmer Avenue

The City provides lifeguards at these two local beaches located between Camp Ellis and Goosefare Brook. One station is located at the end of Bay View Extension and the other is in Kinney Shores at the end of Palmer Avenue. Lifeguard protection extends for 200 yards along the coast at each beach. There is limited parking available.

16. Saco Community Center – Saco Armory, 75 Franklin Street, Map 53, Lot 107

The City of Saco purchased the Saco Armory located on 75 Franklin Street from the State of Maine for use as a community center. The building has a regulation gym, 7 offices, 3 program rooms, and 2 meeting rooms. Senior citizen activities and before and after school programs are held here. The community center is the base site for all Parks and Recreation Department programs that take place within the City. The Community Center also contains a full sized commercial kitchen and a regulation indoor gymnasium. It is currently the polling place of all voting for the whole community of Saco. There are 134 parking spaces located at the Saco Community Center. This site

also contains the Parks maintenance building, a 5 bay garage with a wash bay.

17. Cataract Park, Main Street, top of York Hill, Map 37, Lot 7

This is a half-acre passive park maintained by Saco Parks and Recreation. It overlooks Cataract Dam's fish ladder. Half of the site is leased from Florida Light and Power. It is currently under development in conjunction with the transportation center across Main Street.²

18. Horton Woods, 464 Buxton Road, Map 123, Lot 21

This 100-acre wildlife preserve was obtained by the City of Saco in 2007 under the Land for Saco's Future program. The sanctuary comprises a diverse confluence of ecological habitats, including upland softwood and hardwood forest, marsh, stream, vernal pools, bog, and fields. In the summer of 2008, a few trail segments totaling about two miles were completed. These are maintained by Saco Bay Trails.³

19. Sandy Bottom, Ferry Road, Map 8, Lot 5

The first purchase in the City's open space acquisition program was thirteen acres of land, sand, and marsh at the Ferry Road fishing area called Sandy Bottom. The land was acquired for conservation and recreation purposes.⁴ City-owned land is not the central portion of Sandy Bottom, but includes the beginning of the path to that area. Additional acquisition could secure this valuable fishing spot.

20. Riverwalk, Front Street, Pepperell Square, Hall Ave.

The Riverwalk is a 3,500 foot trail along the banks of the Saco River. The trail is intended for use by pedestrians and bicyclists. Access can be gained either at the top of Front Street, just off Pepperell Square, or at the end of Hall Avenue. The trail provides gorgeous views and ample wildlife, including a resident eagle, as it winds along the riverbank.

² This section was updated with help from Joe Hirsch

³ Saco Bay Trails, <http://www.sacobaytrails.org>

⁴ City website, Pepperell post, 5-2006, <http://www.sacomine.org/news/06051fsf.shtml>

21. The Foss Road Recreation Complex/Transfer Station, Foss Road, Map 97, Lot 9

Saco has begun to develop approximately 168 acres of fields, forests, wetlands, streams, and a pond at the former location of the City's landfill. The landfill has been stabilized, capped, and vegetated. The actual landfill caps, completed many years ago, occupy only a portion of the total site. The property abounds with wildlife and a variety of lush vegetation. It is not unusual to see deer, flocks of turkey, hawks, porcupine, or any of many wildlife species.

The landfill site currently has 12-15 fields that cover 10-12 acres. The fields host soccer and field hockey in the fall, and baseball, field hockey, and lacrosse in the spring. In the future, the Recreation Department will be developing a trail system, sliding hill, skating area, passive and active recreation areas, and new means of egress.

22. Prentiss Parcel, 160 Loudon Road, Map 105, Lot 12-3

In the fall of 2006, the City acquired 30.42 acres of open space that abuts the Saco River. Currently there is no development on the parcel, but the City envisions a boat launch and park in the future.⁵

23. Tarbox Parcel, 264 Boom Road, Map 85, Lot 4-6

The City acquired this 30.77 acre parcel in 2009. It is located off Boom Road and has approximately ½ mile of river frontage on the Saco River. There are no immediate plans for development of this parcel at this time.

24. Strawberry Fields, Ocean Greens Drive, Map 23

This 200' x 300' field with small parking area was completed in 2009 and came on line for use in 2010.

25. Cascade Falls Trail, Cascade Road, Map 48, Lot 9

This 17.32 acre passive recreation area is currently being developed by the Saco Parks

⁵ Saco Planning Department

and Recreation Department in conjunction with the Saco Bay Trails for passive trail use including handicapped accessible trails.

26. Eastman Park, Center of Main Street/Elm Street

Eastman Park is a small War Memorial Park located at the Corners of Main, North, and Elm Streets paying tribute to the soldiers from the Saco area who have served in military service.

27. Joe Riley Park, 349 Main Street, Map 32, Lot 99

Joe Riley Park is located diagonally across the intersection from Eastman Park and was dedicated to a former long time employee of the City. There are benches located there for sitting and relaxing.

28. Bruno Circle Field, 14 Sofia Road, Map 90, Lot 1-24

This is part of a development open space requirement located off the Jenkins Road. This field is 1.5 acres and is used throughout the sports season for practices of youth teams and neighborhood residents.

29. Patterson Parcel 24 Foss Road, Map 97, Lot 6

This parcel was acquired by the “Lands for Saco’s Future” bond funds to connect the Saco Transfer/ Foss Road Recreation Area fields. It may also be useful if Route 5 and Route 112 are connected.

2. Recreational Programs

Funding for municipal facilities and programs comes from tax revenues. User fees are charged for most programs and the use of some facilities, but the revenue generated goes into the general fund.⁶ Table I.1 lists the programs the Parks and Recreation Department offered in 2008, both on its own and in collaboration with various civic and volunteer groups.⁷

⁶ 1999 Comprehensive Plan

⁷ Fifth Annual Performance Report 2008

Table I.1: RECREATION PROGRAMS

SPRING	FALL CONTINUED
T-Ball	After School Camp Grades 1&2, 3-5, 6-8
Post Season Basketball Clinic	Before School Camp
Pre-Season Baseball Clinic	Grades 1-8
Vacation Camp Grades 1-8	Before School Breakfast Program
After School Camp	Grades 1-8
Grades 1&2, 3-5, 6-8	Vacation Camps
Intramurals	Grades 1-8
Dance, Dodgeball, Wiffleball & Soccer	British Soccer Camp
SUMMER	Intramurals
Day Camp	Volleyball, Dodgeball Soccer, Wiffleball
Pre School	Little Feet Soccer Camp
Pepperell	Mall Bus Trip & Kittery Bus Trip
Memorial	WINTER
Before Care After Care	Basketball Clinic
Teen Outdoor Summer Bonanza	Basketball
Teen Camp Companion program	Little Dribblers
Tennis	Kinder Basketball
Gymnastics	Grades 1&2, 3&4, 5&6
Women's Slow Pitch Softball	Travel Basketball Grades 5&6, 7&8, 9-12
Senior Barbeque	Intramural Soccer Grades 1&2, 3&4, 5&6
Field Hockey Camp	Recreational Cheerleading
Mini golf	Competitive Cheerleading
FALL	Tot Program 6 months - 2yrs old 2-3years old
Soccer	Women League Volleyball
Pre-School Soccer, Kinder Soccer	Indoor Batting - Pitching - Catching
Grades 1&2, 3&4, 5&6	Intramurals Volleyball, Dodgeball Soccer, Wiffleball
Field Hockey	Vacation Camps Grades 1-8
Open Over 30 Adult Men's Basketball	After School Camp Grades 1&2, 3-5, 6-8
Over 40 Men's Basketball	Before School Camp
Open Walk Program	Grades 1-8
Co-Ed Adult Volleyball	Before School Breakfast Program Grades 1-8
Pre School Arts and Crafts	Adult Field Hockey
Pre School Open Gym	Pre School Basketball
Pre School sports	Celtics Basketball Trip

B. STATE AND FEDERAL RECREATIONAL SPACE AND FACILITIES

1. Ferry Beach State Park, Bay View Road/Seaside Ave.

The 117 acre Ferry Beach State Park is located on both sides of Seaside Avenue (see Figure I.1). On the ocean side, there is a swimming beach. On the western side is the parking lot as well as woods with 1.4 miles of self-guided nature trails. The trails are wide, level, and provide boardwalks to cross wetlands. A detailed trail map is available from the parking lot attendant during the summer. Along the shoreline in the park is one of Maine's last remaining undeveloped natural sand dunes.⁸ The park also has a playground. Long Pond, located within the park boundaries, is utilized during the winter for ice skating. The park is currently developing a plan for a nature center building.

2. Rachel Carson National Wildlife Refuge, 95 Bay View Rd, Map 6, Lot 2; Map 9, Lot 2

The Rachel Carson National Wildlife Refuge is part of the National Wildlife Refuge System (NWRS). NWRS's mission is to "preserve a national network of lands and waters for the conservation and management of fish, wildlife and plant resources of the United States for the benefit of present and future generations." The NWRS is governed by the U.S. Department of the Interior and administered by U.S. Fish and Wildlife.

The Rachel Carson National Wildlife Refuge currently includes 5,300 noncontiguous acres along the coast between Kittery and Cape Elizabeth. One of its ten divisions is the Goosefare Division, located along Goosefare Brook in Saco. The Goosefare Division contains more than 500 acres of migratory bird habitat and coastal wetlands (see Figure I.1). A foot trail runs through the area.

NWRS owns some of the land that comprises the Goosefare Division. Other parcels are protected by conservation easements. Twenty-six acres were added in the last year to NWRS holdings in the area. Negotiations are currently under way to expand the NWRS's holdings in the Goosefare Division.

⁸ Saco Bay Trails website, <http://www.sacobaytrails.org>

3. Eastern Trail Alliance

The purpose of the Eastern Trail Alliance is to establish a four-season, non-motorized, multi-purpose, transportation and recreation trail between Portsmouth, New Hampshire and South Portland, Maine. The trail will serve as the southern Maine portion of the East Coast Greenway. It will promote trail-associated economic development in York and Cumberland Counties by directly serving the recreational, commercial, and social activities of residents and visitors to the southern Maine region. A section of this trail runs through Saco.

C. PRIVATE RECREATIONAL FACILITIES

Several nonprofit organizations and private entities have significant open space holdings around Saco. Some is open to the public; some is held primarily to preserve open space and habitat.

1. Laurel Hill Cemetery, Beach Street, Map 26, Lot 95

Laurel Hill Cemetery, located off Beach Street, is a 170-acre scenic cemetery overlooking and bordering the Saco River. While not strictly a trail, this beautiful cemetery offers plenty of peaceful paths for walkers to stroll along while observing the final resting place for many of Saco's historic families. Walkers are asked to park only in the parking lot adjacent to the chapel.⁹ There are seven miles of paved roadway. Many people use the cemetery for walking, running, and bird and wildlife watching. It is handicapped accessible.

2. The Heath, Buxton Road, Map 98, Lot 46

The Great Saco Heath Sanctuary is owned by The Nature Conservancy, a national nonprofit conservation and trust organization (see Figure I.1). The Nature Conservancy's mission is to protect endangered species and habitat in order to preserve and enhance the biodiversity of the planet. The Heath contains approximately 1,200 contiguous acres of raised bog and forested wetland. It includes endangered ecosystems and provides habitat for several endangered species. The Nature

⁹ Saco Bay Trails website, <http://www.sacobaytrails.org>

Conservancy would like to expand its acreage around the Heath. Because of the nature of the Heath's ecosystems, public access is limited. Currently there is a trail and boardwalk into the Heath that starts on Route 112.

3. Saco Valley Land Trust, Wedgwood Dr, Map 119, Lot 5; Ash Swamp Rd, Map 102, Lot 2; Tapley Rd, Map 126, Lot 2; 56 Mast Hill Rd, Map 110, Lot 28-4; Heath Rd, Map 108, Lot 4; Stonewall Lane, Map 119, Lot 1-3; Watson Mills Rd, Map 111, Lot 19; Watson Mills Rd, Map 111, Lot 6.

The Saco Valley Land Trust was founded in 1990 to "preserve scenic, historic, recreational and environmental resources by acquiring interests in land; protecting open space, scenic areas, water quality, and wildlife and plant habitat for the public good." To date, the Saco Valley Land Trust has protected a total of 175 acres. It holds title on three parcels totaling 19 acres, and has negotiated conservation easements on three other properties totaling 156 acres. Because of the structure of the conservation easements, public access is not allowed in all areas.

4. Saco Bay Trails

Saco Bay Trails was originally formed in 1996 as a subcommittee of the Saco Conservation Commission. They incorporated as a 501c non-profit organization in 1999 and have been tremendously successful envisioning and creating a network of trails in the Saco region. Saco Bay Trails' mission is to "acquire public access to recreational greenways in the Saco area by working in cooperation with private landowners, and in cooperation with adjacent communities." No motorized vehicles, all-terrain vehicles (ATVs), or snowmobiles are allowed on the trails. Some landowners do allow hunting, as specified in the descriptions below. Saco Bay Trails currently (2010) has 115 dues paying members and a 12 member Board of Directors.

Saco Bay Trails protects and maintains the following trails:

Log Cabin Trail is a 1.1 mile loop trail that wanders over a working wood lot maintained with wildlife habitat in mind. Lumber for the construction of two houses has been taken from the property, and about 15 cords of firewood are selectively harvested annually. The trailhead is located on Lincoln Road, Map 101, Lot 17, 35, 38 & 89, and has a parking area provided by Saco Public Works. The land

is privately owned.

Atlantic Way Trail is a 0.9 mile out and back trail that runs from the end of Atlantic Way, Map 19, Lot 5 and 23 through parts of the Rachel Carson National Wildlife Refuge to Seaside Avenue. The trail was cleared and a bridge constructed in 1997 with a grant to Saco Parks and Recreation from the Maine Department of Conservation. Saco Public Works and Saco Parks and Recreation Department provide maintenance. Hunting is allowed.

The Plymouth (0.45 mile) and Vines (0.38 mile) Trails were cut by developers to connect Plymouth Settlement with Atlantic Way, Map 4, Lot 36. They have since been donated to the Rachel Carson National Wildlife Sanctuary. Both trails pass through a fairly mature forest of hardwoods and evergreens. Signs on Plymouth Drive and Vines Road mark the entrance to each trail. Hunting is allowed.

The Middle Goosefare Trails consist of three separate trail sections that are located off Route 1, Map 42, north of downtown Saco. The first, Lew's Quick Stop (0.5 mile) is accessed from the trailhead on Route One just south of the Saco Inn and Suites. It is built on land that was donated to the Saco Valley Land Trust in memory of Karl & Elsie Brandt who raised their family on the land. Goosefare Brook has been dammed by beavers creating a small pond. A second parcel, Old Camp Loop (0.19 mile) is accessed by a trailhead behind the gas station on Route One or from the Sweetser Link Trail. This parcel was donated by Mobil Oil Corporation. The Sweetser Link (0.5 mile) connects the two sections and was added in 2005 through a license granted by the landowner, the Sweetser School.

Sylvan Trail is a 1.7 mile loop trail that is accessed by a trail on Flag Pond Road, Map 76, Lot 1. It follows a logging road through a mixture of deciduous and evergreen trees, and then along the edge of the Gay Farm field. The land is privately owned by the Leary Family and does allow hunting.

Cascade Falls Trails, Cascade Road, Map 48, Lot 9, are currently being redeveloped to include over two miles of trails. The first of these is the Trout Pond Loop (0.38 mile) of ADA compliant trail going from the parking lot towards the falls. The master plan calls for a bridge to the far side of the falls, two viewing platforms, and additional trails at the base of the falls. The land was donated to the City of Saco in

2008 by Elliot Chamberlain.

Horton Woods consists of a trail network that covers over five miles. The trailhead is located at 464 Buxton Road (Route 112) in Saco and the parking lot was built with funds from Don and Jean Horton, the former land owners. One hundred acres in all were sold by the Hortons to the City as part of the Land for Saco's Future program. The trails lead through a variety of habitats from deep hemlock forest to open marshland and hardwood uplands. A bridge was installed over Stackpole Brook in 2007 by an Appalachian Trail work crew with funding by Saco Bay Trails.

The Saco Heath Trail, Buxton Road, Map 98, Lot 46, is 1.8 miles in length and begins as a woodland path with occasional boardwalks providing drier footing. After a half mile, the floating boardwalk extends onto the open heath. The Heath was once a pair of acidic ponds. The acid bog water found in the ponds slows decay of the dead plant material, particularly sphagnum moss, also known as peat. Over centuries, the two ponds filled with partially decayed peat, and the peat mats eventually grew together forming what is known as a raised coalesced bog. The trail's boardwalk passes over a lake left by the last glacier, which receded about 9,000 years ago. The Heath also contains one of the most northerly stands of Atlantic White Cedar, a state-threatened species, and is perhaps the only known location in the world where Atlantic White Cedar grows on a raised bog. Insect eating plants such as the pitcher plant are common to the Saco Heath.

The Ferry Landing Trail, Landing Road, is a 0.7 mile trail that begins at a trailhead off Beach Street in Camp Ellis. The land was donated to Saco Bay Trails by Diane Doyle, the developer of the Ferry Landing subdivision. She also donated money to build the trail. There is an extensive boardwalk that winds through the woods in a loop configuration. The Walther Pond spur is a 0.1 mile spur off of the Ferry Landing Trail which leads to a set of stone benches overlooking a small vernal pool. The land was donated to Saco Bay Trails by Sandra Greenier Chipman and Tamera Devine in honor of their grandmother, Ina Walther.

5. Thornton Academy, 438 Main Street, Map 40, Lot 29

Thornton Academy is a private high school whose outdoor fields and facilities are utilized by the City. Thornton has two baseball diamonds, two softball fields, four

tennis courts, two multi-purpose fields, a football stadium, and a running track.

Saco's Middle School football team plays its games at Thornton Academy. Other than for football, demand for Thornton's facilities during the school year is light. During the spring and summer months, the fields are actively used by Little League teams for practice, and by Adult, Legion, Babe Ruth and Over-30 Leagues for games and practice. The track and tennis courts are open to the public.

6. Saco Little League

Saco Little League is a private youth baseball league. They currently have two little league baseball diamonds located off Industrial Park Road and one leased field (on land owned by the City of Saco) at the corner of Summer and Winter Streets.

7. Golf Courses

Biddeford-Saco Country Club, 103 Old Orchard Rd, Map 24, Lot 3 owns and operates an 18-hole private golf course located partially in Saco and partially in Old Orchard Beach on the Old Orchard Road. Additionally Deep Brook Golf Course is located on Route 5, 36 New County Road, Map 87, Lot 6.

8. Saco Sport and Fitness, 329 North Street

Saco Sport and Fitness is a privately owned health club on North Street. The club offers weight lifting equipment, an outdoor pool, basketball court, two racquetball courts, aerobics room, and stationary bicycles.

9. Route One Commercial Recreation

Route 1 north of downtown Saco is home to several family recreation enterprises. Open seasonally, these facilities capitalize on and add to the region's tourism draw. They include Funtown/Splashtown, 774 Portland Road, Aquaboggan, 980 Portland Road, a miniature golf course, a driving range, and other amusement oriented businesses.

10. Clark's Hill

Clark's Hill has historically been used as a sledding hill by Saco citizens. It is located off Ferry Road, approximately two miles east of Route 1. The sledding hill runs from Ferry Road toward the river. Parking is very limited. Clark's Hill is privately owned.

11. MHG Ice Centre Ice Skating Rink, 15 Lund Road, Map 69, Lot 7-1

Public skating sessions are one of the main attractions at MHG Ice Centre, which also offers figure skating and ice skating lessons, adult and youth ice hockey programs and leagues, and adult and youth pickup hockey.¹⁰

12. Southern Maine SportsZone, 400 North Street, Map 84, Lot 3

Southern Maine SportsZone is a 62,500 square foot indoor sports facility. During the indoor sports season, more than 3,000 athletes come each week to take part in soccer, lacrosse, softball, baseball, volleyball, basketball, and field hockey games in the building.

The main floor has three sports arenas of varying sizes and surfaces. On the second floor are several observation areas, a restaurant/lounge, and a day care room. During the school year, the SportsZone provides after-school care to more than one hundred area students grades K-6. In the summer, it hosts an all-day sports camp.¹¹

D. WATER ACCESS

Saco is bordered by the Saco River to the south and the Atlantic Ocean to the east. Although much of the land along the river and ocean is privately owned, several places offer public water access. While many of the parks and trails described in the sections above focus on the river as a passive resource, Saco also has numerous access points for those interested in active water recreation, such as boaters, swimmers, and fishermen. A more detailed description of some of these facilities is provided in the Marine Resources section.

¹⁰ MHG website, <http://mhgarena.pucksystems2.com/>

¹¹ SportsZone website, <http://www.smsportszone.com/>

1. Camp Ellis Pier

The City owns a municipal pier and a 135 space parking lot in Camp Ellis at the mouth of the Saco River (see Figure I.1). Use of the pier is shared by commercial and recreational boaters. There is a boat ramp and pump-out facilities. Boats are moored in the Saco River Channel, with floats alongside the pier to tie up tenders. There is a fuel house to service the commercial fleet. Parking is limited at Camp Ellis, and serves both marine users and shore-based users. Paid parking is available, and can be used by Saco residents without additional charge upon purchase of a resident parking sticker for a nominal annual fee.

2. Diamond Riverside Park, Irving Street, Map 51, Lot 27 & 28

The Diamond Riverside Park, located upstream from Florida Power and Light's Cataract Dam, provides boat access to the Saco River. It is 5.9 acres in size, 3.9 acres of which are undeveloped. Facilities include a boat launch ramp, dock, parking area, picnic tables, park benches, and a playground (see Section A.1.1 above).¹²

Between Cataract and Skelton Dams are five miles of lightly used river. There are several other access points along this stretch. Power boat travel upriver of the Route 5 bridge crossing is limited by shallow water.

3. Riverfront Park, Front Street, Map 31, Lot 184

The Riverfront Park offers saltwater access to the Saco River Estuary and the Atlantic Ocean. It is located in the heart of downtown Saco on Front Street. There is a boat ramp and parking for 11 vehicles with trailers, there are also benches and a picnic table and a seasonal restroom (see Section A.1.8).

4. Swimming Areas

Saco has three saltwater swimming beaches: Bay View, Kinney Shores, and Ferry Beach State Park. Detailed descriptions are provided in Sections A and B above.

¹² City of Saco website and Joe Hirsch, Parks and Recreation Department

Saco does not have municipal freshwater swimming beaches or pools. Saco Sports and Fitness has an outdoor swimming pool for member use only. An indoor swimming pool is located at the Northern York County YMCA in Biddeford, and is available for member use and for fee-based classes for both members and non-members.

5. Marinas

Saco has three active marinas. Marston's Marina is located at 41 Glenhaven Circle, Map 12, Lot 43-2. The marina has 115 slips for boats up to 30 feet in length and 10 moorings for larger craft of both seasonal and transient customers. The marina offers wide-safe docks, gas and oil, a protected harbor, shore power and water on the docks, paved parking, security lighting, restrooms and shower, soda and ice. A boat ramp is available for marina customers. The ramp is usable through all tidal stages except for large boats at low tide. Some of the slips are wheelchair accessible. In August of 2010, Marston's Marina had a waiting list only for larger boats.

Norwood's Marina is located off West Street at the mouth of the Saco River and has 35 slips. The marina can accommodate boats up to 50 feet in length. There is no boat ramp. No services are offered. In August of 2008, the marina had a few vacancies.

The Saco Yacht Club is located next to Riverfront Park on Front Street. The club is a member's only organization with slips and moorings for up to 80 boats. There is a boat ramp for members use. Water, telephone, and ice are available. Some of the slips are handicapped accessible.

E. RECREATION AND OPEN SPACE FUNDING

The 1999 Comprehensive Plan called for the creation of a system of recreation and open space impact fees. The City Council adopted a recreation and open space impact fee program in 2001. These fees have worked as envisioned to help provide recreation facilities for Saco's growing population. Specifically the recreation impact fees have been used to purchase the former armory on Franklin Street and to convert it to a Community Center. The impact fee fund has been leveraged by interfund borrowing which will be repaid from future impact fees, to complete renovations of the Community Center.

Voters have shown strong support for open space projects. In November 2002 voters approved by a vote of 4,302 – 2,070 a \$1.5 million open space acquisition fund, later renamed the Land for Saco’s Future fund, which has allowed the City to purchase four properties: Horton Woods, Sandy Bottom, the Prentiss parcel, and a small parcel adjoining the Foss Road area.

In 2007, voters approved a \$500,000 bond issue to help build the Eastern Trail.

As recreation programs have grown in the last few years, so has the self-supporting nature of the programs. The Parks and Recreation Department revenues from program fees have grown from \$75,930 in 2001 to \$592,788 in 2010, nearly enough to support the recreation programs as they currently exist. Recreation programs have reached the carrying capacity of all facilities in which they are currently housed and have been forced to apply caps to registrations on all indoor programs. However, these fees are only to be used for programs, not for maintenance. The department believes that while its recreation programs are now well-funded by fees, it lacks sufficient funding to maintain the city’s parks and open spaces.

F. ISSUES AND IMPLICATIONS

- The City has made considerable progress over the past decade in expanding its parks, recreational facilities, and open space as a result of the creation of impact fees and bonding. Maintaining these expanded facilities is a growing concern for the City.
- There is no central open/green space or park in downtown Saco.
- Saco’s zoning ordinance requires developers to include passive open space in their site plan when submitting an application for subdivision approval. Citywide and regional perspectives should be considered when deciding where to include open space in order to maximize contiguous rather than fragmented open space.
- Parking is a seasonal problem in the beach area. Many people park at Bay View and walk in to Ferry Beach. Expanded parking or off the coast parking with shuttle service, bicycle trails, or other alternative means of transport to the beach should be considered. This problem may be partially addressed with the redevelopment of the convent.

- Saco has abundant salt and fresh water resources. The lack of parking for boat trailers limits boater use of these resources. While some of the parking shortage is mitigated by parking at Camp Ellis Pier that parking is in demand for other uses as well. Parking at private marinas is limited to customer use. The City may need to consider expanding parking capacity at boat ramp sites as well as delineating mariner parking at Camp Ellis Pier and/or changing the fee structure for parking.
- The Saco River upstream of Cataract Dam is a valuable, underutilized resource. The dock at Diamond Riverside Park has facilitated use of this area by power boats. Canoes, kayaks, and other non-powered boats could make use of the entire stretch of river between the two dams. Efforts could be made to improve access to this section of the river from Diamond Riverside, and from the Prentiss parcel purchased under the Land for Saco's Future Program.
- Use of Clark's Hill as a public sledding hill is becoming problematic due to the lack of appropriate parking.
- The Saco Conservation Commission and Saco Bay Trails have identified areas in Saco worthy of protection. Likewise, the Rachel Carson National Wildlife Refuge has developed a Comprehensive Management Plan. The City should consider the findings and goals of these organizations when making land use decisions.
- Many of Saco's playgrounds include wooden play structures. These play structures require diligent maintenance to keep them safe. The City should include funding in the Parks and Recreation budget to ensure Saco's play structures are maintained and replaced when their safe, useful life ends.
- As Saco continues to grow, its need for parks and open space will increase as well as the need to rehabilitate some of its older fields and recreational areas. City regulations currently require that land in new developments be set aside for this purpose. The City should consider revising its regulations to create a workable system of land dedication, including payment in-lieu-of fee.
- The first phases of the Foss Road Recreation Complex are in operation and are successful. The City should continue to implement the master plan in order to improve accessibility and to maximize the site's potential for active and passive recreational uses. Separation of vehicle access for recreational users from the

transfer station access should be a priority.

- The Saco Parks and Recreation Department has no access to a swimming pool for instruction purposes. The City should investigate alternatives for providing indoor swimming facilities.
- The Parks and Recreation Department building – purchased in 2004 -- is often fully utilized by the department's burgeoning programs. Additional space for programs should be considered.

APPENDIX J: HISTORIC, ARCHAEOLOGICAL, AND CULTURAL RESOURCES

It is important for communities to remember and preserve their past. Doing so adds texture to the fabric of a community and helps create a sense of place. Examples of how people settled and lived provide context and an understanding of the past, and inform a community's perspective on the future.

Saco has a rich history. This chapter identifies the City's known historic and archaeological resources, identifies areas in need of further study, and describes existing preservation efforts.

A. ARCHAEOLOGICAL RESOURCES

The following sections are based on Saco historic narratives written by Dr. Emerson Baker in 1987 for the Saco Comprehensive Plan and by Thomas Hardiman, curator of the Saco Museum, in 1996 for a National Register of Historic Places nomination.

1. Prehistoric

From documentary evidence and preliminary archaeological work, it is clear that the lower Saco River was a center of Native American activity, both in prehistoric times and during the contact period (the time of initial encounters between Europeans and Indians in the late sixteenth and seventeenth centuries). From the writings of the French explorer, Samuel de Champlain, as well as other French and English observers, we know that there was a series of large native villages near the mouth of the Saco River in the first decade of the seventeenth century. A 1605 map drawn by Champlain shows a large Native American village near the present-day campus of the University of New England in Biddeford. The map also depicts Indian cornfields on both sides of the river. The name "Saco" itself is attributed to the Abenaki people's word for "flowing out" or "outlet" and to the word "Sawacotuck" meaning "mouth of the tidal stream."

The Saco Museum owns a collection of Native American artifacts which were discovered at various places throughout the City. Some of these artifacts may be as much as 4-5,000 years old. More recently, in the 1600's and 1700's, Indians lived in

several areas of Saco. The most notable location was Factory Island, which was known in colonial times as Indian Island. Few contact period sites have been found in Maine, so these sites along the Saco River may provide important data for understanding early Indian- European interaction.¹

The Maine Historic Preservation Commission (MHPC) has identified five prehistoric archaeological sites in Saco, including one in the Rachel Carson National Wildlife Refuge and several others on the banks of the Saco River. The MHPC suggests that further survey, inventory, and analysis work in Saco is needed. The banks and flood plain of the Saco River are identified by MHPC as the areas most likely to have archaeological sites.

2. Historic

English occupation began as early as 1618, when Captain Richard Vines and his expedition spent the winter at Winter Harbor (Biddeford Pool). Starting in 1630, just ten years after the landing of the Pilgrims at Plymouth, the mouth of the Saco became a center of English settlement which included fisherman, traders, lumberjacks, and farmers. By 1636 at least 37 families had settled in the area. Thus Saco became one of the first English settlements in northern New England.

The little settlement grew gradually throughout the seventeenth century, until it was abandoned in 1690 at the outbreak of King William's War. It was not until the Treaty of Utrecht of 1713 that any significant effort at resettlement was made in Saco. After 1713, the Saco side of the river quickly returned to prosperity as a farming, fishing, and lumbering community.²

The fortunes of the small settlement changed in 1716, when William Pepperell, a young merchant from Kittery, purchased 5000 acres and timber rights to an additional 4500 acres on the east side of the Saco River... The Eastern settlement's principal roads, Main Street and the Portland, Buxton, and Ferry Roads, were laid out in 1718.

The settlers on the eastern bank separated from Biddeford in 1762 and named the new village Pepperellborough in honor of the towns' benefactor. The town grew rapidly in

¹ Dr. Emerson Baker - <http://www.sacomaine.org/community/history/archaeology.shtml>

² *ibid*

size and wealth as farming, lumbering, and ship building bloomed and prospered. By the time of the revolution, the growth of international commerce in the town required the government to establish a customs house near the wharves.

In 1805, the town dropped the weighty and difficult to spell name, Pepperellborough, in favor of the simpler ancient name, Saco. The 19th century brought modern industrial capital development to Saco. The first corporation, a nail factory, was established in 1811. The factory was such a paying venture that it was soon followed in 1825 by the first of many cotton milling factories. In the next 25 years, Saco could boast of dozens of industries from cotton mills and machine shops, to iron foundries and cigar factories. With the development of massive cotton mills on the western falls of the river, the sister cities of Biddeford and Saco became leaders of manufacturing in the industrial age.³

According to the Maine Historic Preservation Commission (MHPC) there were 16 known historic archaeological sites in Saco as of June 2008 including a number of shipwrecks. While the shipwrecks appear in the state’s database, the lack of location data limits their pertinence.

Table J.1: HISTORIC ARCHAEOLOGICAL SITES IN SACO		
Site	Type	Date
Goosefaire Brook #1	American domestic	c.1800
York Hill	American domestic, mansion	1782 on
Mercy and Hope	American wreck, schooner	1869
Albion	American wreck, schooner	1869
Nellie Florence	American wreck, schooner	December 5, 1886
Lewis Avenue fill	American dump, industrial	ca. 1850-1930
Stratton's Island Settlement	English settlement	c.1630 - c.1676
Washington B. Thomas	American wreck, schooner	1903
John Scammon House	American domestic	ca. 1730-1780
Boom Road Farmstead	Anglo-American farmstead	1780s to 1850
Skilly Brook Campsite	American campground	second half of the 20th century
Alvin McKenney Farmhouse	American farmstead	ca 1850 to ca 1970
Foxwell Mill	English mill, sawmill	ca. 1636-1675
Cascade Slate Quarry	American quarry, slate	1870s
M.J. Soley	American wreck, schooner	December 26, 1899
Eva	American wreck, schooner	December 4, 1869

³Thomas Hardiman, former Saco museum curator, <http://www.sacomaine.org/community/history/introduction.shtml>

B. HISTORIC RESOURCES

Maine's Growth Management Act requires that, "the value of historic and archaeological resources is recognized and that protection is afforded to those resources that merit it." A community's historic properties provide a tangible link to the past and help create a sense of identity and stability. Saco has been active in preserving and sharing its history. This section enumerates those efforts.

1. National Register of Historic Places

The National Register of Historic Places is the official list of the nation's cultural resources worthy of preservation. The National Park Service, a part of the Department of the Interior, administers the program. Properties listed on the National Register include districts, sites, buildings, structures, and objects that are significant in American history, architecture, archeology, engineering, and culture. Among other benefits, inclusion on the list makes a site eligible for federal tax benefits, consideration in the planning of federal or federally assisted projects, and qualification for federal assistance for historic preservation when funds are available.

As of June 2009, Saco had eight sites and two districts included on the National Register. They are:

National Historic Sites

1. Thacher-Goodale House, 121 North St.
2. A.B. Seavy House, 90 Temple St.
3. Saco City Hall, 300 Main St.
4. J.G. Deering House, 371 Main St.
5. Jacobs Houses and Store, 11-17 Elm St.
6. Old Saco High School, 34 Spring St.
7. Grant Family House, 72 Grant Rd.
8. Way-Way General Store, 93 Buxton Rd.

National Historic Districts

1. Saco Historic District (Discussed in following section)
2. Biddeford-Saco Mills Historic District

In 2000, the First Parish Congregational Church at the corner of Main and Beach Streets was destroyed by fire and subsequently removed from the National Register. A new church was built on the same site in 2005.

In 2008, the City completed a seven year process of surveying historic buildings throughout Saco. The results of the survey were used to complete a historic design review manual.⁴

2. Saco Historic District

The Saco Zoning Ordinance includes a Historic Preservation section that addresses the need to preserve areas, sites or landmarks in the City which are historically, architecturally, or culturally significant. In 1991, the City designated much of downtown as a Historic Preservation District (see Figure J.1). The Saco Downtown Historic District occupies approximately 103 acres of land and includes 225 properties. Of these, 186 are considered to contribute to the historical significance of the district.

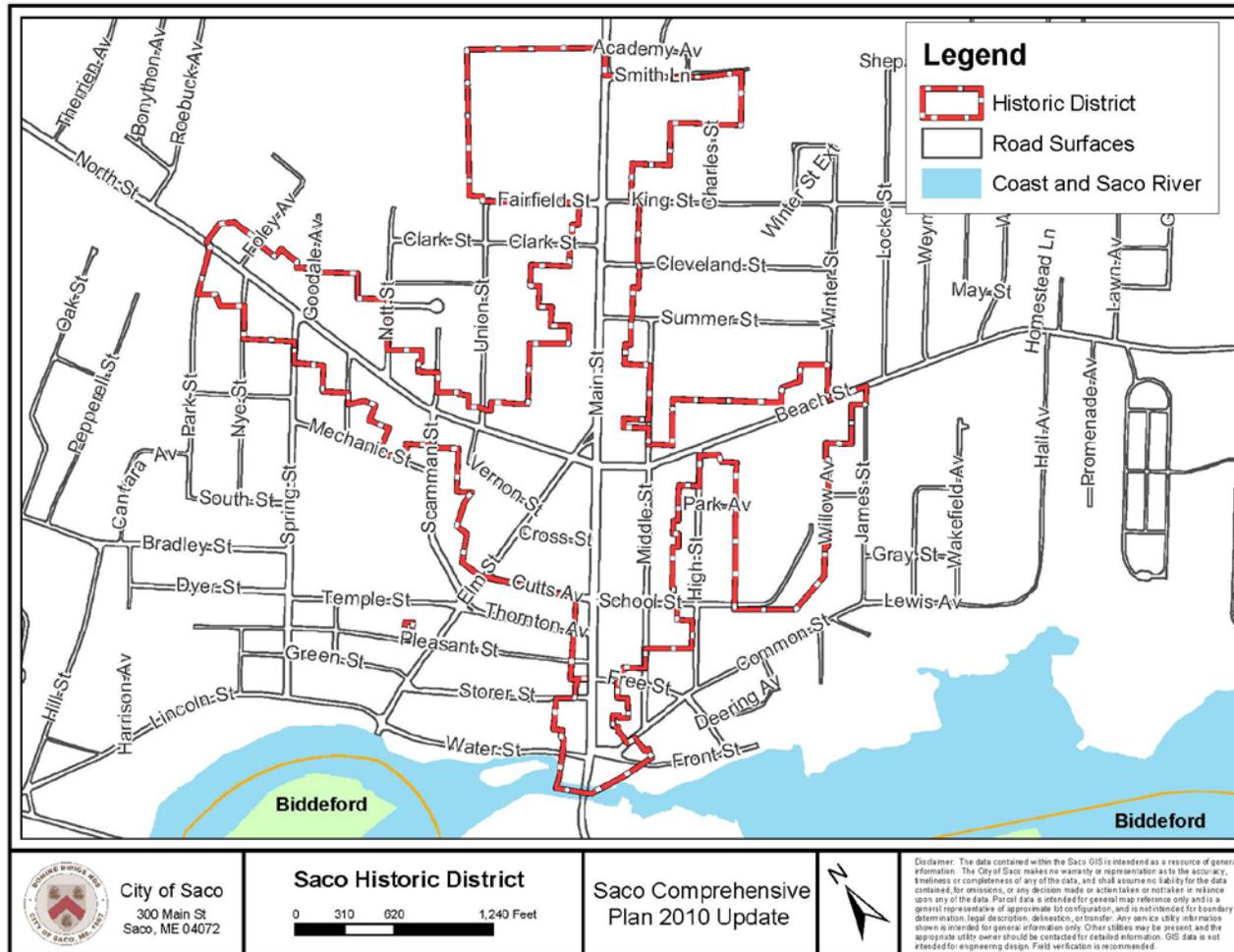
Buildings in the district date from 1785 to 1946. The majority were built during the 1800s. The 186 contributing buildings represent a broad diversity of architectural styles. They include 1 Late Georgian, 34 Federal, 69 Greek Revival, 21 Italianate, 6 Queen Anne, 5 Romanesque Revival, 1 Renaissance Revival, 4 Gothic Revival, 8 Second Empire, 18 Colonial Revival, 6 Bungalow, 3 Arts and Craftsman style, 3 Stick style, 3 modern commercial style, 1 French Provincial, and 3 vernacular structures.

The historic district includes examples of the homes and businesses of Saco as the City grew from an economy based on agriculture, lumber, and trade to an economy based on industry and commerce. The residences of workers, merchants, industrialists, and public figures are represented. The City's growing sense of permanence and prosperity is manifested in Saco City Hall, built in 1855.

The City was designated a Certified Local Government for Historic Preservation in 1991 (one of nine) and has been designated a Preserve America City. Saco supports a National Main Street organization called Saco Spirit, which utilizes the National Main

⁴ 2008 Annual Report Historic Review – Saco Planning Department

Figure J.1: SACO DOWNTOWN HISTORIC DISTRICT



Street 4-Point Approach⁵ to downtown economic revitalization. Saco's rapid growth has presented challenges in preserving its historic and archaeological resources. However, the City has recognized these threats, and established policies and ordinances to address them.

3. Other Locally Significant Resources

In addition to its archaeological resources and historic buildings, Saco's historic and cultural resources include cemeteries, a library, a museum, and several historic organizations.

Rendezvous Point Cemetery

Rendezvous Point Cemetery is one of the oldest in New England and includes headstones dating back to the 17th century. It is owned by the City and located off of Ferry Road.

Laurel Hill Cemetery

Laurel Hill Cemetery, established in 1844, is one of the earliest examples of a planned garden cemetery in New England. Laurel Hill is the resting place of many citizens important in Saco's history. The cemetery is 170 acres in size and keeps excellent records.

Dyer Library

The Dyer Library has 55,000 to 60,000 volumes, including two special collections. The Maine History Room is devoted to history on a statewide basis but with a special emphasis on southern Maine. Included in the collection, but with limited public access because of the fragility of the resource, are newspapers dating back to the 18th century. The library is caretaker for the City of Saco's collection of early documents, some of which date to the 1700s. More recent documents from both Biddeford and Saco are housed at the library as well. The library is considered an excellent resource about York County genealogy.

⁵ <http://www.preservationnation.org/main-street/about-main-street/the-approach/>

The Dyer Library is located in the former home of Joseph G. Deering, whose family founded Deering Lumber. The building was built in 1869 and is listed in the National Register of Historic Places.

There are some issues with the facility that will need to be addressed. There is shortage of space for the collections, so the library is currently removing books that have not been circulated for several years to address this issue.

Figure J.2: MAINE MID-SIZE LIBRARY COMPARISON 2008-2009

Town	Population Served	Budgetary					Collections				Staffing		
		Total Library Expenses	Municipal Support	Total Operating Revenue	Per Cap Municipal Support	Per Cap Operating Expenses	Per Cap Circulation	Per Cap Collection Size	Per Cap Coll. Exp	Collection Expenditures	Total Payroll	Full time Equivalent	FTEs/Cap
Saco	18,125	\$505,066	\$293500/ \$386000	\$459,388	\$16.19/21.29	\$27.86	8	2.72	\$2.46	\$44,667	\$316,937	8	0.00044
Auburn	23,177	\$1,057,051	\$936,657	\$1,126,311	\$40.41	\$45.60	9	2.89	\$3.33	\$77,411	\$758,234	20	0.00086
Augusta	18,282	\$632,668	\$632,668	\$632,668	\$34.60	\$34.60	10	3.17	\$3.33	\$61,000	\$521,968	11.5	0.00062
Biddeford	21,435	\$767,947	\$280,000	\$817,074	\$13.06	\$35.82	5	3.1	\$3.03	\$65,001	\$538,476	13.46	0.00062
Brunswick	26,953	\$1,423,074	\$1,188,807	\$1,454,521	\$44.10	\$52.80	15	5.03	\$4.40	\$118,781	\$977,284	18.3	0.00067
Kennebunk	15,513	\$591,317	\$436,365	\$581,628	\$28.12	\$38.11	11	3.08	\$3.48	\$54,027	\$421,455	11.05	0.001
Kittery	10,427	\$457,317	\$492,361	\$521,180	\$47.21	\$43.85	8	5.13	\$8.10	\$84,462	\$265,704	5.3	0.0005
Sanford/ Springvale	21,156	\$729,209	\$568,051	\$950,321	\$26.85	\$34.46	8	4.74	\$4.30	\$91,120	\$501,537	13.25	0.00062
Scarborough	19,054	\$844,133	\$760,556	\$858,993	\$39.91	\$44.30	11	3.29	\$3.59	\$68,411	\$487,051	12.44	0.00065
South Portland	23,803	\$898,038	\$716,471	\$746,539	\$30.10	\$37.72	12	3.57	\$3.01	\$71,713	\$746,206	11.63	0.00048
Westbrook	16,534	\$621,376	\$497,681	\$503,126	\$30.10	\$37.58	4	4.7	\$2.34	\$38,851	\$536,985	12.62	0.00076

The library's book rooms are not handicapped accessible, nor are the special collections located on the second floor. A large new bookroom would form the basis of a needed

library renovation. The existing bookrooms would then be restored to an accessible one story and used for several purposes. An elevator is also needed.

The library is funded primarily by the City, with support also from private funding and fundraising. The Dyer Library has compared operating cost, funding, staffing and circulation with other Maine libraries in a peer group (see Figure J.2 on previous page). The Dyer Library's per capita operating expenses are—by a significant margin—the lowest in the group. With the exception of Biddeford, Dyer also receives the lowest level of municipal funding. However, Biddeford's operating revenue, due to its endowment, significantly exceeds Dyer's. With the exception of Westbrook, Dyer spends the least of the group on its collection. In spite of that, circulation is close to (although below) the group average of 9.18. Dyer staffing is lower by far than the group average of .00065 FTEs, and is the lowest in the group. The DLA also operates the Saco Museum. Where there are two numbers in the table, they represent a proportional allocation to the library and museum.

Saco Museum

Founded in 1866, and formerly known as the York Institute, the Saco Museum is one of the oldest museums in Maine. Its collection of fine art, natural history, and historic artifacts contains more than 10,000 items and includes folk art, household items, historic memorabilia, papers, and personal items made or owned by people living in northern York County. Several items are of national significance. The museum continues to acquire present day artifacts for its collections.

The Saco Museum is open to the public and offers on-going programs for students, adults, and families. Its public outreach includes walking tours, art classes and workshops, visiting lecture series, musical events, and a biennial historic house tour emphasizing art, history, and culture. The museum's historic Main Street Walk begins at the museum and extends down Main Street to the Mill District. Brochures are available to guide the tour.

The museum is located at 375 Main Street in the Saco Historic District in a building built in 1926. The building was designed for the museum by one of Maine's most renowned architects, John Calvin Stevens.

The Saco museum is funded by donations, memberships, grants, and City funding. In 2008, the Dyer Library/Saco Museum was a recipient of a \$37,500 Preserve America Grant and a \$10,000 award from the Maine Humanities Council for a multi-venue exhibition project called, "Public History in Public Places for Saco Bay Cities," slated for 2010. This semi-permanent exhibition, focusing on the history and culture of Saco, Biddeford, and Old Orchard Beach, includes a major exhibition at the Saco Museum and a display at Saco's new Amtrak Downeaster station in the City's historic mill district. The project is designed to have a traveling element that will allow local schoolteachers to use original objects and artifacts in their classrooms.⁶

In 2009, the Saco Museum received two conservation grants from government agencies for projects that will help the museum care for its collections. With funds from the State of Maine's New Century Community Program, the Maine State Museum awarded the Saco Museum \$1,900 to improve facilities housing its historical documents and ledgers. The documents reflect everyday life in Maine from the 1700s through the early 1900s, including diaries, personal and business ledgers, church records, letters, ship records, and mill records. In addition, the Institute of Museum and Library Services (IMLS), through its American Heritage Preservation program, awarded \$2,972 for the Saco Museum to purchase equipment to monitor the environment of its exhibitions and storage areas, including new humidity and temperature data loggers, along with the necessary compatible software and equipment.

The Saco Museum and the Dyer Library share parking which is insufficient for larger events.⁷

Saco Historical Society

The Saco Historical Society actively promotes Saco's history. Its forty members typically meet at the Dyer Library five times a year and hold presentations every other month. The Saco Historical Society is currently editing a book on the history of Saco churches.

⁶ Saco Museum Website – posted October 31, 2008 <http://www.sacomuseum.org>

⁷ From Chapter 14 of the 1999 comp plan. This issue still remains true today.

Saco City Hall

Saco City Hall, originally built in 1855 and significantly modified a few years later, contains an auditorium on the second floor. The entire building, including the auditorium, was renovated between 1988 and 1995. The auditorium is used primarily for municipal public meetings, and occasionally for performances. The City does not have an established cultural program for the facility.

Historic Main Street Walking Tour

The Main Street Walking Tour features several historic buildings and sites along a 1/2 mile section of Main Street, Saco. The tour spans the area from the Dyer Library to Saco Island. The tour was prepared for the City of Saco by Thomas Hardiman, former curator of the Saco Museum, and includes markers at specific locations that inform walkers of specific historic events. Tour stops include:

1. James Fenderson House, 1914
2. Solomon Coit House, c. 1785
3. York Institute Museum (Saco Museum), 1926
4. Elizabeth and Henry B.C. Green House, 1827
5. Joseph G. Deering House, 1869
6. Jonas C. Tibbets House, 1860
7. First Parish Congregational Church, 1862, burned 2000, rebuilt 2005
8. York Manufacturing Company Agent's House, 1889
9. Emma Hall House, 1892
10. Thornton Hall, 1801
11. Dr. Jeremiah Mason House, 1856
12. James Curtis House, 1827
13. Daniel Page House, c. 1800
14. Old Dyer Library, 1893
15. Saco City Hall, 1855
16. Mutual Theatre, 1927
17. Cyrus King House, 1807
18. Masonic Block, 1907
19. Tristram Hooper Store, 1824
20. Saco House, 1837

21. Central Hall Block, 1828
22. William Pike Block, 1869
23. York National Bank, 1896
24. Pepperell Square
25. William Deering Block, 1894
26. Berry Block, 1869
27. Saco Island and Biddeford/Saco Mill District

Saco Museum Walk

Another public history project, the Saco Museum Main Street Walk, presents colorful historic interpretive panels along Main Street from the Amtrak Station to the Museum. The museum and the City are now working on a third heritage tourism/public history project, which will present 3D photos of Saco near the post office.

4. Local Historic Preservation Regulatory Structure

The Historic Preservation Section (413) of the Saco Zoning Ordinance establishes an Historic Preservation Commission with five members and up to five associate members to administer the regulations of the ordinance. The duties of the Commission are to designate and establish areas of Saco worthy of preservation, as defined in the ordinance, and to review and advise on all applications for construction, external renovation, and demolition projects within such designated areas. A proposed project must earn a Certificate of Appropriateness (which indicates compliance with ordinance regulations) from the Commission before work can proceed. The Commission also has jurisdiction over signage within designated historic districts.

Saco's historic districts are created as overlay districts and can be designated anywhere in the City. Land uses allowed in historic overlay districts are the same as the zoning in which the historic district is located. The exceptions to this rule are bed and breakfast establishments, which are allowed as a conditional use in Historic District R-1a and a portion of C-1 Districts.

C. ISSUES AND IMPLICATIONS

- Saco has made considerable progress and significant investment in preserving its heritage. To foster greater understanding and appreciation of Saco's history and

culture, as well as to strengthen support for the Historic Preservation Commission's work, public outreach and education efforts should continue. The historic walking tour of Saco has proven popular. Continuing efforts to highlight and celebrate Saco's history is one strategy among others that may be employed to help revitalize downtown Saco.

- While much historical preservation work has been accomplished, much remains. The City could consider identifying additional properties worthy of preservation and/or eligibility for the National Register, based on the survey work it has completed.
- To ensure that important archaeological resources are not lost, Saco could consider archaeological survey work.
- Funding for the provision of library services is very low by Maine peer city standards. The City should consider steps to assure the sustainable future of library and museum services and facilities provided by the Dyer Library Association.

APPENDIX K: FISCAL CAPACITY

The fiscal capacity of a community is a key factor in its ability to accommodate growth while providing the facilities and services needed by the community. This section looks at the current financial condition of the City of Saco and its ability to service new growth. The figures provided in this section refer to fiscal years (July 1st to June 30th) unless otherwise noted.

A. ASSESSED VALUATION AND TAX RATE

An important component of the City’s fiscal health is its taxable real and personal property or total assessed valuation. During the mid-2000's, the City saw its total assessed valuation as measured by the State’s equalized valuation grow steadily, reflecting the increase in property values occurring through the decade combined with new development (see Table K.1). The modest decline in total State assessed valuation shown in 2009 reflects the recent downturn in property values as well as the limited amount of development. The overall state valuation in Saco increased from \$1.55 billion to \$2.13 billion during this period, a growth of 37 percent.

Year	State Valuation
2005	\$1,553,400,000
2006	\$1,805,400,000
2007	\$1,987,550,000
2008	\$2,170,350,000
2009	\$2,121,100,000
2010	\$2,128,450,000

Source: Municipal Valuation Return Statistical Summary 05-10, Maine Revenue Service

Local assessed valuation grew at a far more modest rate from 2005 to 2010. According to the City Assessor, Saco’s overall assessment increased from \$1.79 billion to \$2.10 billion, an increase of 17 percent. As with the state figures, local assessments grew steadily from 2005 to 2008 during a strong the real estate market, but grew more slowly in 2009 and 2010(see Table K.2).

Year	Local Valuation
2005	\$1,789,765,800
2006	\$1,929,962,500
2007	\$1,995,056,900
2008	\$2,051,513,000
2009	\$2,070,327,000
2010	\$2,101,430,400

Source: City of Saco, Municipal Valuation Return Statistical Summary 05-08, Maine Revenue Service

Both the local and state property tax assessments grew at rates well above the rate of inflation during this period as measured by the Consumer Price Index (rate of inflation was 9.5%). This suggests that the City has some ability to take on new spending. During the period from 2005 to 2010, the amount of the municipal budget raised through property tax revenue (known as property tax commitment) grew from \$23.2 million to \$29.0 million (see Table K.3), an increase of 25 percent, or somewhat more than the rate of growth in local assessed valuation. As a result the City's property tax rate increased from \$12.96/\$1,000 in 2005 to \$13.80/\$1,000 in 2010 (see Table K.3).

Year	Tax Commitment	Tax Rate per \$1,000
2005	\$23,195,365	\$12.96
2006	\$24,568,423	\$12.73
2007	\$26,574,151	\$13.32
2008	\$27,530,902	\$13.42
2009	\$28,197,854	\$13.65
2010	\$29,041,768	\$13.80

Source: City of Saco, Municipal Valuation Return Statistical Summary 05-08, Maine Revenue Department

The City of Saco's property tax rate is in the middle of full service communities in York and Cumberland counties. (See Table K.4). For 2008, Saco's full value tax rate was lower than those of Portland, South Portland, Westbrook, Sanford, and Biddeford, but higher than the rates for Old Orchard Beach, Kittery, and Kennebunk.

Municipality	Tax Rate	Full Value Tax Rate
Kittery	14.04	11.02
Kennebunk	13.85	11.36
Scarborough	12.15	11.58
Old Orchard Beach	12.94	12.34
Saco	13.42	12.82
South Portland	14.00	13.77
Biddeford	14.78	13.96
Sanford	15.70	15.06
Westbrook	15.43	15.32
Portland	17.74	15.88

Source: Municipal Valuation Return Statistical Summary 2008, Maine Revenue Department

B. OPERATING REVENUES AND EXPENDITURES

The two primary sources of funding for operating the municipal government, including public schools, are the property tax and state aid to education (see Table K.5). Taken together, these two revenue sources account for approximately 80 percent of the revenues collected by the City. Property taxes typically comprise almost 60 percent of the total revenue available for operating the City.

Source	Amount	% of Total
Property Taxes	\$27,722,016	60.2%
Excise Taxes	\$2,684,427	5.8%
Other Tax Revenues	\$100,593	0.2%
Licenses & Permits	\$770,778	1.7%
State Education Aid	\$9,013,261	19.6%
State Revenue Sharing	\$1,444,817	3.1%
Other Intergovernmental Transfers	\$2,933,198	6.4%
Charges for Services	\$968,773	2.1%
Other Revenues	\$422,129	0.9%
Total	\$46,059,992	

Source: City of Saco Financial Report, June 30, 2009

Note: Does not include adjustment for change in deferred property revenues.

In recent years, the City has aggressively sought funding for major capital projects from state and federal agencies with great success. The use of these outside funds has helped

to limit the City’s use of capital borrowing for capital improvement projects.

For fiscal year 2009, it cost about \$49 million to operate the municipal government and the schools. Of this amount, about 55 percent went to school operations and 45% to the other municipal functions (see Table K.6). Within the municipal portion of the budget, public safety and public works services account for the largest shares of the budget (see Table K.7).

The share of local tax revenues spent on schools versus general municipal expenditures and county has remained consistent over the past five years, (see Table K.6).

	Schools %	General %	County %
2005	56.3%	41.9%	1.9%
2006	56.5%	41.5%	2.0%
2007	56.2%	41.9%	1.9%
2008	54.1%	43.9%	1.9%
2009	56.2%	41.7%	2.0%

Source: Saco Finance Office

Category	Amount	% of Total
General Government	\$2,270,911	4.8%
Public Safety	\$5,417,894	11.5%
Public Works	\$4,589,463	9.7%
Culture & Recreation	\$1,071,275	2.3%
Education	\$26,149,449	55.3%
County Tax	\$1,020,912	2.2%
Unclassified	\$3,284,077	6.9%
Debt Service	\$2,695,555	5.7%
Capital Improvements	\$775,107	1.6%
Total	\$47,274,643	

Source: City of Saco Financial Report, June 30, 2009

C. DEBT SERVICE

Saco, like many urban communities, uses long term borrowing to finance major capital expenditures. As of June 30, 2009, the City had \$14.5 million in outstanding debt (see

Table K.8). This debt obligation represents just 0.6 percent of the City’s total property valuation—this is far lower than the state’s suggested maximum threshold of 5.0%.

This debt is for a wide range of projects including sewer projects, school construction, open space funding and a general infrastructure bond. The principal and interest costs on this debt typically range between \$1.5 and 2.0 million per year (see Table K.9). Though a few smaller bonds will be retired in the next five years, most of the City’s long-term debt is tied up in bonds that will be retired in 2016 or beyond.

The City of Saco has continued to improve its bond rating over time. In 1993, Moody’s revised Saco’s general obligation bond rating upward from B1 to A. The rating was revised, according to Moody’s, as a result of a continuing trend of favorable financial performance, a modest debt burden with above average payout, and improving socioeconomic and wealth indices. Since then, Saco’s bond rating has continued its upward trend, reaching A+ in 2001 and then AA in 2004 and 2007. According to Moody’s, a rating of AA reflects “very strong capacity to pay principal and interest,” and that, “revenue sources are only slightly less secure than for highest grade bonds.”

In May 2010, the City’s bond rating was pegged at Aa2 by Moody’s and AA- by Standard and Poore’s. These ratings are expressed in revamped rating systems but are equal to the 2007 rating.

General Obligation Bonds	Interest Rate	Final Maturity Date	Balance End of Year
1989 Capital Improvement	7.25 - 7.30%	2009	\$155,000
1991 School Construction	7.40 - 7.50%	2010	\$470,000
1996 Route 1 Sewer Project	5.55%	2016	\$1,160,000
1996 Police Station	5.60%	2016	\$800,000
2002 School Renovation	3.25% - 5.00%	2022	\$3,840,000
2002 School Renovation (1)	None	2011	\$347,937
2002 Refunding Bond (50%)	2.00 - 4.50%	2014	\$470,000
2003 Refunding Bond	3.85%	2018	\$1,860,661
2006 Open Space Bond	4.00% - 4.50%	2026	\$1,275,000
2007 Infrastructure Bond	4.15% - 4.20%	2027	\$4,135,000
TOTAL			\$14,513,598

Source: City of Saco Financial Report, June 30, 2009

The City bonded \$8.799 million in 2010 for a new Central Fire Station on North Street, for road improvements, and for trail improvements. The rate was 3.77%.

Table K.9: ANNUAL DEBT SERVICE COST AS OF JUNE 30, 2009			
Year	Principal	Total Interest	Total Debt Service
2010	\$1,614,545	\$540,918	\$2,155,463
2011	\$1,452,045	\$478,704	\$1,930,749
2012	\$1,217,045	\$430,643	\$1,647,688
2013	\$1,098,566	\$391,013	\$1,489,579
2014	\$1,096,066	\$351,090	\$1,447,156
2015 – 2019	\$4,690,330	\$1,187,662	\$5,877,992
2020-2024	\$2,335,000	\$464,646	\$2,799,646
2025-2028	\$1,010,001	\$82,365	\$1,092,366
TOTAL	\$14,513,598	\$3,927,041	\$18,440,639

Source: City of Saco Financial Report, June 30, 2009

D. ISSUES AND IMPLICATIONS

- The recent economic downturn has slowed the City’s growth in total assessed value, and, by extension, its ability to fund the short and long-term needs of the municipal government.
- The City has done well to limit its debt exposure. Its very low debt to valuation ratio allows the City to maintain the borrowing capacity to take on new projects in the future.
- The City’s property tax rate is comparable to other full service urban communities in southern Maine. However, further significant increases in the property tax rate could become a deterrent to economic growth.
- The City’s bond rating is a tremendous asset both for the public bond market and for private investors considering growing businesses in Saco.
- The presence of such a fiscally strong municipal government is an economic development tool in and of itself.

APPENDIX L: LAND USE

A central goal of Maine's Growth Management program is to "encourage orderly growth and development in areas of each community, while protecting the State's rural character, making efficient use of public services and preventing development of sprawl." This chapter characterizes Saco's current land use pattern and analyzes development trends since 1990. An in depth analysis of the most recent development pattern (2000-2009) can be found in the Recent Development Profile.

A. GENERAL PATTERN OF DEVELOPMENT

Saco's traditional downtown core reflects its heritage as a regional center of industry and commerce. Downtown Saco is a compact mix of commercial and residential land use. Main Street (Route 9) is Saco's historical downtown, and serves as a local and specialty retail center. Elm Street, including the Saco Valley Shopping Center, is a community shopping area.

Surrounding this commercial core are densely developed residential neighborhoods. Immediately adjacent are mixed-use buildings and multifamily housing. Further out are traditional residential neighborhoods with compact single family and two-family housing.

Two commercial districts have developed north of downtown along Route 1. The I-195 Spur divides them. South of the Spur, a commercial strip functions as a convenience goods and service center. Behind it are multifamily housing subdivisions and mixed residential neighborhoods.

North of the I-195 Spur, land use along Route 1 is more varied. Prior to construction of the Maine Turnpike, Route 1 was the primary coastal travel route. Some of the motor courts, cabins, and cottages that served the tourist trade in that era remain, but the heyday of interstate tourism on Route 1 has long passed. Car dealerships, commercial recreation and entertainment facilities, and retail and service businesses have replaced lodging facilities. Two industrial/business parks host manufacturing, light industrial, wholesale, and warehousing businesses. Residential development is scattered, with a few low-density neighborhoods on roads off Route 1. Two mobile home parks,

developed at higher densities than other residential uses in the area, are located on Route 1, one just south of Cascade Road, the other adjacent to the municipal border. Plans for the Park North development, which was approved in 2009, call for a business park, retail/office development, and up to 290 moderate density housing units.

East of Old Orchard Road to the Atlantic Ocean, land use is primarily moderate density single family residential. There are a few commercial uses in the Camp Ellis area, primarily related to tourism and marine uses.

The area west of the Turnpike in Saco has historically been agricultural and forest land. Almost 96% of the land in Saco enrolled in the state Farmland Tax Program, and 86% of the land enrolled in Tree Growth Tax Program, is located in this area. However, the historical land use pattern is changing. 20% of the housing units built in Saco between 1980 and 1990 are located in this area. Between 1990 and 2000, an additional 391 housing units were built, 65.4% of the total new housing growth in the community (see the Population Section for more information).

The following detailed analysis of land use in Saco divides the City into four regions. They coincide with the census tracts used in the Population and Demographics chapter (see Figure L.1, following page). In total, the City of Saco encompasses approximately 38.5 square miles.

Rural Area West of the Turnpike (Census Tract 51)

25.4 square miles in size, this area includes all of Saco west of the Maine Turnpike.

Route 1 Corridor (Census Tract 52)

This area includes land north of North Street and east of the Turnpike to the Old Orchard Beach/Saco municipal border and Old Orchard Road. It is 7.3 square miles in size.

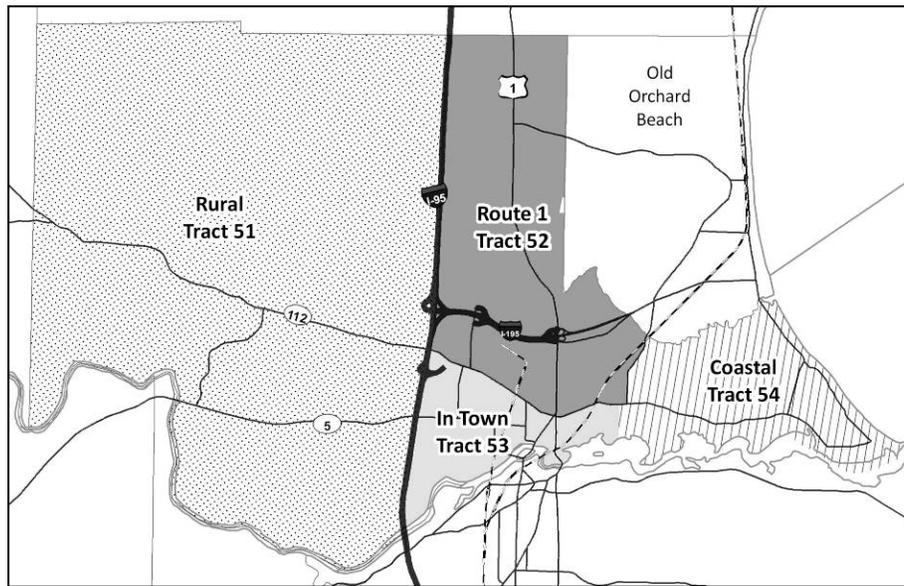
Intown Saco (Census Tract 53)

This is Saco's urban core. It includes the area east of the Turnpike to Old Orchard Road between North Street/Beach Street and the river. It is 2.2 square miles in size.

Coastal Area: Ferry Road/Camp Ellis (Census Tract 54)

This area includes all land east of Old Orchard Road. It is 3.4 square miles in size.

Figure L.1: SACO CENSUS TRACTS

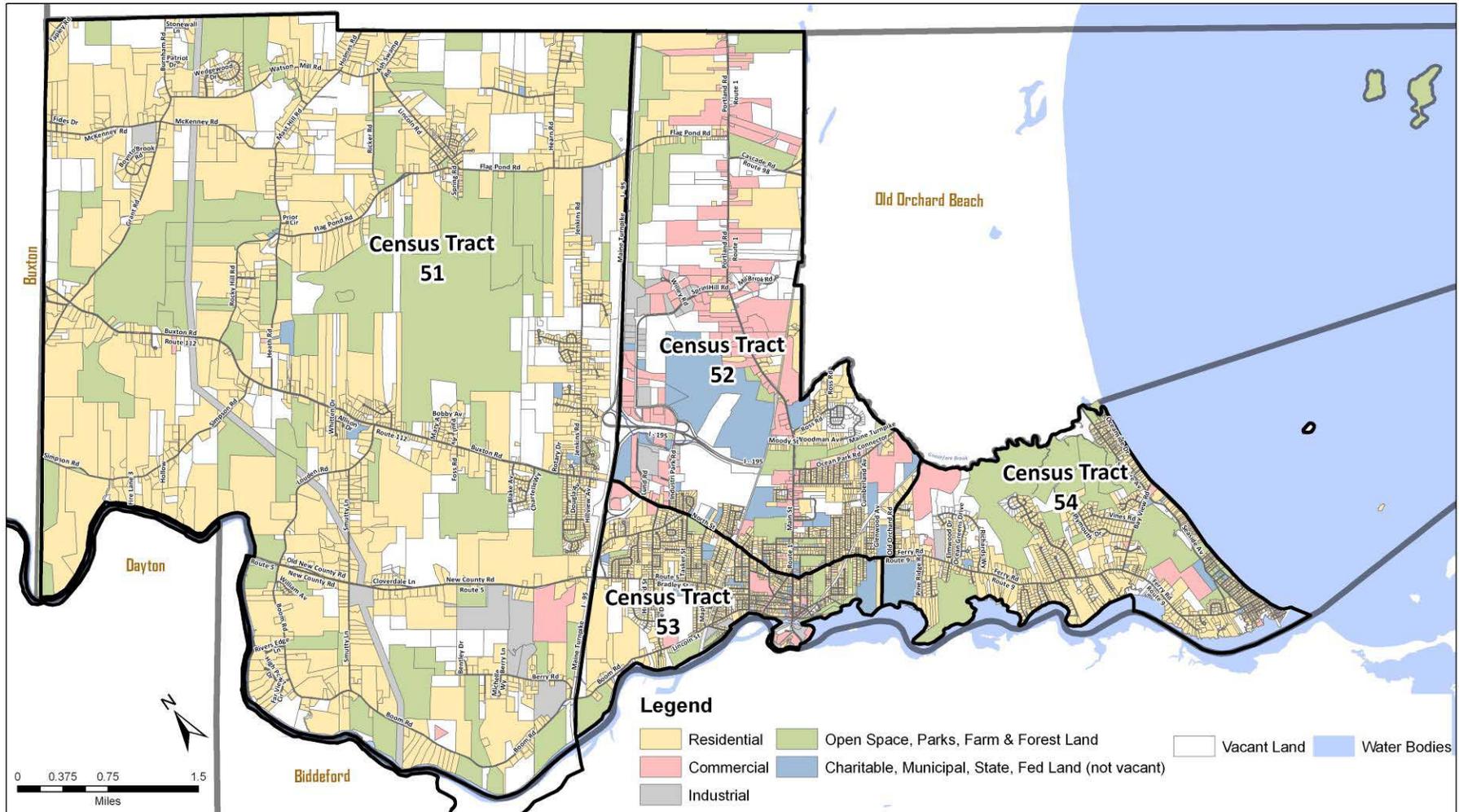


B. OVERVIEW OF RECENT DEVELOPMENT

Saco plays an important role in the region. Since its founding, Saco, together with Biddeford, has been a regional center for commerce, industry, and employment. As the country has shifted from a manufacturing to a service-based economy, and retail has moved from downtown to malls, commercial strips, and big box superstores, Saco has evolved. The City has invested in new industries, creating opportunities for job growth, while also embracing its role as a residential community for the Greater Portland area. As traditional downtowns have seen resurgences in popularity, Saco has invested in revitalizing Main Street and the Saco mills, attracting new retail businesses and residents to the City.

Residential development has been Saco’s largest growth sector in recent years. The City’s quaint, historic town center, small town sense of place, access to the river and ocean, location along the Turnpike, and proximity to Portland and Boston, make Saco an attractive place to live. Over the last two decades, Saco has seen impressive growth in the number of new residential units built.

Figure L.2: MAP OF SACO LAND USE



At the same time, Saco has avoided becoming primarily a residential community. By investing in business/industrial park development and downtown revitalization, Saco has maintained a diversified economic base.

Continued commercial development on Route 1 on both sides of the I-195 Spur has led to the expansion of auto related uses as well as new retail and office complexes. Efforts to revitalize Saco Island, including the country's first green train station, and continued reinvestment in the mills, promise continued opportunity for downtown residential and non-residential development.

C. Land Use Regulations

To help manage growth and promote its historic pattern of development, the City has implemented a series of zoning and land use regulations. The zoning code distinguishes between Saco's residential, commercial, and conditional areas and encourages compatible new growth that is complementary to existing uses. This includes setback and lot size requirements based on adjacent development. Higher density is promoted in the urban areas, consolidated growth that protects open space in the rural areas, and attractive commercial development in designated high traffic areas. In addition to defining where growth will take place, the City promotes appropriate design and land use with site plans, subdivisions reviews, and design standards. Historic standards help promote compatible design within the City's historic core (see Appendix J). Shoreland zoning, resource protection, and floodplain management regulations protect natural resources throughout the City (see Appendix C).

D. RESIDENTIAL LAND USE

Residential development in Saco follows a historic pattern. The downtown and surrounding urban neighborhoods are indicative of historic factory towns. They include high-density development with single and multifamily homes on relatively small lots set close together. The coastal area reflects an ocean cottage model, with small homes on small lots oriented toward the ocean and the Saco River. In the rural area west of the Turnpike, housing is more spread out, with historic large farms and recent suburban subdivisions made up primarily of single-family homes on large lots. These different residential development types are reflected in the lot size and setback requirements in Saco's land use code (see current table of lot and dimensional standards at the end of this chapter). For the most part, the City's residential zones promote and

preserve historic patterns.

The following sections examine Saco's current land use in more detail.

Rural Area West of the Turnpike (Census Tract 51)

This area of Saco has historically been mostly rural. A substantial portion of Saco's agricultural and forested lands are found here. Historic land uses include natural resource based activities, such as farming, logging, and sand and gravel excavation. The land use pattern has changed with increased residential development as Saco has become more of a suburban bedroom community.

Existing Pattern of Residential Development

While fields and trees still dominate the landscape, houses are becoming more dominant and visible. Proximity to the Turnpike (and access to the Greater Portland area), the area's rural character, and a trend toward suburbanization have fostered residential development.

Much of the development has occurred along the existing road network. House lots have been cut out along the road frontages of larger parcels, creating long strips of land with single family houses up front and agricultural or unused land behind. Development generally follows two patterns: single lots intermittently spread along the road and small lot subdivisions along the existing road network. Examples of single lot development are prevalent along Boom and Buxton Roads. Riverside Estates, on Boom Road, is an example of a small lot subdivision along existing road frontage.

Just west of the Turnpike, moderate density (1-2 units per acre) to low density (1 or fewer units per acre) subdivisions have been built. Lot sizes range from 20,000-30,000 square feet in the moderate density subdivisions to 40,000-60,000 square feet in the low density subdivisions.

Public sewer is currently available only in the Buxton Road/Jenkins road area just west of the Turnpike. New subdivisions include the moderate-density Brookside II and Sierra Woods developments as well as the low-density Cori Acres. A medium density subdivision, Willow Grove, has been established on Buxton Road. Willow Grove has

lots ranging in sizes from 15,000-30,000 square feet. Largely undeveloped, it has a potential for densities of up to 3-5 units per acre.

Boothby Park, on Flag Pond Road, is an older residential neighborhood with an internal road network and lot sizes ranging from 5,000-20,000 square feet. On average, Boothby Park has developed at a medium density of 3 to 5 units per acre.

A few cluster subdivisions have been established in the northwest corner of Saco, including the Clearing and Horton Woods. The lower road and infrastructure costs and smaller lot sizes resulting from cluster development have been attractive to developers. The City allowed cluster development in an effort to preserve agricultural land and open space but restricted its use in remote areas in 1999.

Rural Residential Development Trends Since 1990

Between 1990 and 2000, 56.5% of Saco's population growth occurred in the area west of the Turnpike. 391 housing units were built, 65.4% of Saco's total housing unit increase during that time (see the Population and Demographics Chapter of this inventory).

Recent development has included both substantial single home and subdivision development. In many cases, residential development occurred slowly, as part of incrementally developed projects and single homes built along existing roads.

Between 2000 and 2008, 133 housing lots in eleven subdivisions were approved in the area. The largest subdivisions approved during this time include Sierra Woods (50 lots) and Brookside II (36 lots). The majority of other approved subdivisions have between 13 and 18 lots (see the accompanying *Saco Development Profile*).

Route 1 Corridor (Census Tract 52)

This area includes all land north of North and Beach Streets, east of the Turnpike to Old Orchard Road in the south, and to Old Orchard Beach/Saco municipal border in the north. Land use varies considerably, from industrial parks on the western edge, to National Historic District neighborhoods in the southern section, to mobile home parks, car dealerships, and agriculture in the northern reaches.

Existing Pattern of Residential Development

Most of the area south of the I-195 Spur that is in residential use is developed at medium to high densities. Public water and sewer service are generally available throughout this area.

The southern section, just north of North/Beach Street, is a mixed-use neighborhood. Single and multifamily residences stand side by side with schools, churches, the Dyer Library, museums, parks, professional offices, bed and breakfasts, and funeral homes. Sections of this area are included in Saco's National Historic District. Lot sizes range from 6,000 to 10,000 square feet.

Directly south of Thornton Academy are older, medium density single family residential neighborhoods. Moving westward on North Street toward Industrial Park Road, medium density subdivisions have been built.

Along Route 1 between Thornton Academy and the I-195 Spur, the development pattern changes from a walkable scale to one dependent on the automobile. Fast food restaurants and shopping centers dominate the streetscape. Single and multifamily homes built on average at a density of 8 to 10 units per acre are located behind the commercial strip and on side streets.

Stockman Avenue and its side streets create a pocket of medium density residential development bordered on two sides by commercial development. Residences are primarily single family, with a few duplexes and some multifamily development.

North of the I-195 Spur, residential development is sporadic. Single family homes mix with car dealerships, gas stations, farms, movie theaters, and amusement parks. A relatively high density mobile home park is located off Route 1 in the northern third of the corridor and a second park is proposed adjacent to the municipal line.

Flag Pond Road between Route 1 and the Turnpike is lined with single family homes on the southern side of the road. Lot sizes range from 10,000 square feet to larger than an acre. The northern side is more sparsely developed, with an unbroken line of trees comprising half the length of the road.

There is moderate density single family residential development along Milliken Mills Road off Cascade Road.

Residential Development Trends Since 1990

The Route 1 Corridor is zoned for commercial use. Overall, there has been a decline in residential development. Between 1990 and 2000, the area lost seven housing units (see the Population and Demographics Chapter of this inventory). A number of small compact neighborhoods alongside the corridor have seen some residential growth.

Between 2000 and 2007, 10 subdivisions with a total of 489 housing units were approved in the area. Of these, two subdivisions are approved but not yet built - the 290 unit Cascade Falls development and the 30 Unit Cascade Brooks senior housing project. The Ross Ridge subdivision is approved for 75 units, of which 23 homes had been built as of 2010. All of the completed projects are condominium style subdivisions, including the 43 unit Shannon Woods townhouse project. Additionally, a 38-bed dormitory was built at Thornton Academy in 2009.

Intown Saco (Census Tract 53)

The Saco River is the reason Saco came into existence. The river powered industry and provided access to markets. The Saco River is the southern boundary of the Intown area, which includes the City's historic core.

Existing Pattern of Residential Development

As is typical of early New England settlement patterns, land use in the Intown area is mixed and compact, with an average of 10 housing units or more per acre. Apartments are located above retail shops and offices in the commercial district. Older multifamily housing projects are located near the river, near former mill sites. The fashionable homes of Saco's 19th century captains of commerce and industry are located throughout the Intown area. Many are included in the Downtown Saco National Register Historic District.

Residential Development Trends Since 1990

The Intown area experienced the smallest increase in housing units between 1990 and 2000. According to the U.S. Census, 88 units were added, accounting for 14.7% of the total housing unit increase in Saco. This represented a 3.3% increase in housing units within the Intown area.

From 2000 to 2009, 314 housing units were approved in 17 subdivisions. All but one is located west of Main Street in neighborhoods with easy access to both downtown and I-95. Of the approved units, 60% have been built (189 units). Three of the approved developments are single family subdivisions, and the remainder is condominium style projects. Major completed projects include the 36 unit Stonegate townhouse project, the 34 unit Park Street Loft development, and the 16 unit Wild Oats subdivision. Approved but not yet built projects include the 77 unit Saco Island redevelopment project and an 11-bed Volunteers of America nursing home project.

Coastal Area: Ferry Road/Camp Ellis (Census Tract 54)

Existing Pattern of Residential Development

Saco's immediately coastal neighborhoods are densely settled with single family homes on lots as small as 5,000 square feet. Many are used seasonally. Current zoning requires a minimum lot size of 7,500 square feet for new development with public sewerage, 20,000 square feet for development without.

Moving west, the settlement style changes. Moderate density single family subdivisions predominate. Many lots are 20,000 -30,000 square feet, although a few subdivisions have lots 40,000-60,000 square feet. Most subdivisions are serviced by public water and sewerage.

Roads into subdivisions tend to be single curb cuts branching from a collector road. Even though many subdivisions are side by side, there are no connections between them. All traffic is funneled to the collector roads. Ferry Road, lined with homes, is the primary collector route with many subdivisions. Bay View Road is a secondary collector road, also with several subdivisions.

Residential Development Trends Since 1990

Census data indicate that between 1990 and 2000, the coastal area of the City gained 126 housing units. This modest growth is similar to the previous decade (1980-1990) which saw an increase of 129 housing units. Growth has included both single family and multifamily developments, as well as some conversion from seasonal to year-round residences.

Since 2000, residential development has included six approved subdivision projects, with the potential for 114 new units. Five of the six projects are single family developments, including the 28 unit Ferry Landing project and the 10 unit Ocean Greens II development. There is one new group quarter project in this area, the 105 bed Harborview nursing home. Connected to this development is the approved 43 unit Harborview Cottage project. As of 2008, 25 cottages had been built (see Chapter Two of the Comprehensive Plan for more details).

E. COMMERCIAL/INDUSTRIAL LAND USE

Commercial and industrial sections of the City were identified for this section using two methods: Geographic Information System (GIS) analysis and a review of the Saco Assessor's records of properties used for commercial or industrial purposes. Most commercial and industrial uses in Saco are located in the Route 1 Corridor and Intown areas.

Historically, downtown Saco has been the center of commerce and community life. In response to suburbanization, tourism, changing commuting patterns, and alterations to the road network, two additional commercial areas have developed north of downtown. In addition, several smaller business centers cater to neighborhood service and convenience goods needs.

In response to the loss of the region's textile industry, Saco launched an aggressive economic development campaign, developing industrial parks and promoting its regional ties and assets such as proximity to the Turnpike and rail lines. The majority of Saco's industrial land is in the Route 1 Corridor area north of the I-195 Spur. Saco's industrial parks are located between the Maine Turnpike and the rail line and have public water and sewer access.

Rural Area West of the Turnpike (Census Tract 51)*Existing Pattern of Commercial Uses*

There is little land classified as commercial west of the Turnpike. There are a few scattered commercial uses in this area, including a golf course and home occupations.

Existing Pattern of Industrial Uses

Three sand and gravel operations on New County and McKenney Roads are the only active industrial businesses west of the Turnpike.

Land held for infrastructure use, such as Central Maine Power lines and telecommunications properties, is classified as industrial.

The area west of the Turnpike includes the vast majority of Saco's farmland and commercial woodlands, which have many of the same needs as industrial properties.

Non-Residential Development Trends

Land use west of the Turnpike is a mixture of agriculture, forestry, conservation land, sand and gravel extraction, and residential use. The majority is zoned Resource Protection (RP) or Conservation (C-1), both of which restrict commercial and industrial development. Over the last 25 years, no significant commercial or industrial development has occurred west of the Turnpike.

Route 1 Corridor (Census Tract 52)

As Saco's economy diversified, and its working and commuting patterns have changed, commercial development in the northern portion of the City has increased.

*Existing Pattern of Commercial Uses*Route 1 Corridor from the I-195 Spur south to Thornton Academy

Route 1 between the I-195 Spur and Thornton Academy is a commercial center for residents of Saco and Old Orchard Beach. The commercial strip includes many

national fast food restaurant chains as well as several full service restaurants and lodging facilities. Just south of the Spur is a suburban style strip mall anchored by a grocery store. Across from the mall is an auto parts/service superstore.

The area is zoned Highway Business District (B-2) and is intended for businesses that require large areas or volumes of traffic. The zoning ordinance encourages high traffic generating businesses to locate on arterial roads away from the City's downtown core.

Route 1 Corridor from Thornton Academy to Beach Street

Business use of property along Route 1 between Thornton Academy and Beach Street is considerably less intense than in the commercial strip to the north or the downtown core south of Beach Street. Land use is a mix of residential and commercial uses, including the Dyer Library, York Museum, several churches, two funeral homes, a bed and breakfast, a salon/day spa, and professional offices. There is a large drug/convenience store across the street from Thornton Academy at the southern edge of the commercial area.

Located between Saco's two primary retail/service areas, the area is zoned Low Density Residential District (R-1b) in an attempt to preserve its historic character. The lot size requirement for sewerred lots is 10,000 square feet. Land use is intended to be primarily residential, with schools, parks, churches and playgrounds also permitted. Appropriate conditional uses are few, limited to bed and breakfasts, offices in converted residential structures, home occupations, nursing homes, and elder and child care facilities.

Ocean Park Road

Prior to construction of the I-195 Spur, Ocean Park Road was one of the primary routes from Saco to Old Orchard Beach. Many of the businesses along it reflect that heritage. Single family homes mix with restaurants, lodging facilities, and a miniature golf course.

As tourist traffic declined, the nature of the businesses on Ocean Park Road began to change, with an increase in auto service-related businesses.

Ocean Park Road is zoned as a Highway Business District (B-2c). It is intended for businesses that require large areas or volumes of automobile traffic.

North Street

North Street west to the Turnpike is primarily residential. Limited commercial uses in this area include neighborhood convenience markets and sandwich shops, professional services, and medical and counseling offices. General Dynamics, a large scale armament and technologies industry and major regional employer, is located just off of North Street near Industrial Park Road. Residential uses include single and multifamily housing, as well as apartments over offices.

At the southern fringe of the industrial park at Industrial Park Road, the zoning changes to Industrial Business District (I-2), a transition zone between industrial and business uses. Several office buildings and a health club are located in a small area of the B-1 zone east of the Turnpike and north of North Street.

Beach Street

Beach Street from Route 1 east to Winter Street is zoned B-7, Limited Business/Residential. Commercial uses on Beach Street consist primarily of a few mixed-use buildings with professional offices at the street level.

Route 1 north of the I-195 Spur

The land north of the I-195 Spur to the Saco/Scarborough municipal line includes a broad mix of land uses, from agricultural production to car dealerships to commercial recreation enterprises. Commercial uses tend to be clustered together, interspersed with occasional single family homes, open agricultural land, and vacant commercial land. Most of the land north of the Spur is zoned Highway Business District (B-6).

I-195 Spur to Goosefare Brook—This area functions somewhat as an extension of the Route 1 strip south of the Spur. It is zoned B-2b, Highway Business. Just north of the I-195 Spur are a few retail and tourist related businesses.

Goosefare Brook to Phillips Spring Road—This section of Route 1 accommodates a range of commercial uses including Funtown Amusement Park, Cinemagic Theater, car dealerships and repair shops, and several motels.

Phillips Spring Road to Cascade Road —This is the most developed stretch of Route 1 between the Spur and the Saco/Scarborough line. It contains car dealerships and repair shops, a campground, several motels, and some mixed residential/retail and

residential/office uses.

Cascade Road to the Saco/Scarborough Municipal Line—This section of Route 1 is the least commercially developed area north of the Spur. Much of the commercial use is tourist oriented, such as the Saco drive-in movie theater and Aquaboggan Water Park. The land north of Aquaboggan is primarily used for agriculture and limited residential development. Retail/office use has grown in this area with the development of a small strip mall and the redevelopment of the former Cascades Inn site into a multi-phase commercial complex called Park North. This development includes a new credit union building and has been approved for a business park.

Existing Pattern of Industrial Uses

Although industrial land uses from earlier eras persist throughout the City, the majority of Saco's industrial land is located in the Route 1 Corridor, to the north and south of the I-195 Spur, as far south as North Street.

Industrial park occupants include manufacturers, warehouse, storage, and distribution facilities, and office uses.

Non-Residential Development Trends

With the expansion of Saco's industrial parks, this area of the City continues to experience substantial growth in manufacturing and office uses. Under current zoning, there is room to expand north of the Spur.

Commercial development has stayed close to Route 1. Many commercially used parcels have acres of vacant land behind the business. Public sewer extends as far north as Springhill Road.

Intown Saco (Census Tract 53)

Existing Pattern of Commercial Uses

Saco has a vibrant downtown commercial district. It includes a mix of retail and service businesses, professional offices, restaurants, City Hall, and a post office. Downtown

can be separated into three sub-areas: Main Street/Pepperell Square, Elm Street/Saco Valley Shopping Center, and Saco Island. Each serves distinct needs.

Main Street/Pepperell Square

This area includes the businesses along Main Street, its side streets, and in Pepperell Square. It has a mix of specialty retail, restaurant, service, and professional office uses, and serves as both a local service/retail center and as a regional specialty retail center. It is zoned Downtown Business District (B-3), a zone intended to concentrate high value businesses and services needed by the City's residents.

Elm Street/Saco Valley Shopping Center

Elm Street is the segment of Route 1 that runs through downtown Saco. Many of the businesses along it cater to the needs of the automobile and commuters. Elm Street is primarily zoned B-3.

One block west of Main Street, at the intersection of Temple, Elm, and Scamman Streets, is the Saco Valley Shopping Center, a suburban style strip mall. Tenants in and around the mall include Shaw's grocery store, several banks, a book store, Reny's department store, a UPS store, and a family restaurant. The mall was renovated in 2004.

The shopping center functions as a community shopping destination and primarily serves the residents of Saco and communities to the west along Routes 112 and 5. Having a chain grocery store and department store in a downtown location is both unique and valuable for maintaining the viability of the downtown district. In-town residents can readily walk to the center.

The Saco Valley Shopping Center is located in a General Business District (B-1), a zone intended to allow desirable businesses in need of more space than typically available in the central business district to locate near the urban core.

Saco Island

Saco Island, once the site of Saco's prosperous mill industry, is located at the City's southern entrance. Over the last two decades, a number of aggressive mixed-use redevelopment plans have been envisioned for the island, including residential condominiums, office and professional uses, restaurants, retail, and a hotel. Redevelopment has moved forward at a slow pace. A number of buildings are

occupied by office, retail, and residential uses. The constructions of the train station and renewed investment in the mills on both sides of the Saco River have led to resurgence in plans to renovate the island.

Existing Pattern of Industrial Uses

There are only a few industrial sites active in the downtown area. They are located on Lincoln Street near the intersection with Spring Street.

Non-Residential Development Trends

Over the last two decades, Main Street Saco has experienced significant revitalization. The City has invested heavily in streetscape renovation and provided support for building rehabilitation. As a result of these efforts, Main Street Saco is a model of downtown revitalization. Saco has been accepted as a *Main Street Maine Community* by the Maine Downtown Center under the guidelines of the National Trust for Historic Preservation's Maine Street Maine program.

While Saco's downtown is faring better than many downtown districts, it still faces stiff competition from the Maine Mall, Saco's Route 1 Corridor, the new Biddeford Crossing Mall, and expanded retail development along Route 111. There has been some interest in certain downtown locations by a representative of a national chain pharmacy, but the project was abandoned in the face of strong opposition by downtown residents. Concerns about scale and historic preservation dominated the debate.

The redevelopment of Saco Island continues to move forward and it is likely to include the rehabilitation of existing buildings for commercial and residential use. There are plans for new condominium and single family residential development in other portions of the island.

Coastal Area: Ferry Road/Camp Ellis (Census Tract 54)

Commercial Development Patterns

There are a number of commercial uses in the Camp Ellis area. Rental cottages, restaurants, gift shops, bed and breakfasts, inns, convenience stores, bait shops, the

municipal pier, a marina, and boatyard are the primary businesses. Many operate seasonally.

Ferry Road between Old Orchard Road and Camp Ellis has minimal commercial development. Moody's Nursery operates year round near the intersection with Elmwood Drive. A seasonal ice cream stand is located on the Ferry Road.

Industrial Development Patterns

There is only one property classified by the Assessor as industrial in this area, a warehouse distribution center on Old Orchard Road.

Non-Residential Development Trends

Commercial and industrial development east of Old Orchard Road has been minimal and focused on marine uses. With limited available commercial land, there is little room for expansion. However, there has been some growth in recreational marine and tourist related activities.

F. NATURAL RESOURCE USES

Farming

The State of Maine has four current use tax programs which offer the property owner a reduction in their assessed value: Tree Growth, Farm Land, Open Space and Working Waterfront.

To qualify for the farmland tax program, the land must be used for farming, agriculture, or horticultural activities. A parcel must contain at least 5 contiguous acres, and the tract must contribute at least \$2,000 gross income from farming activities, each year.¹ In 1992, there were 3,540 acres in Saco enrolled in the combined farm and open space program, of which 3,015 were enrolled as farmland (see Figure L.3, on the following page). Over a ten year period, the number of acres in the program declined by 40%, to 2,138 acres. The decline is due in part to reevaluation of the land due to reduction or conclusion of farm activities that resulted in a change from farmland to tree growth or open space tax status and/or the sale of land to owners who do not take part in the

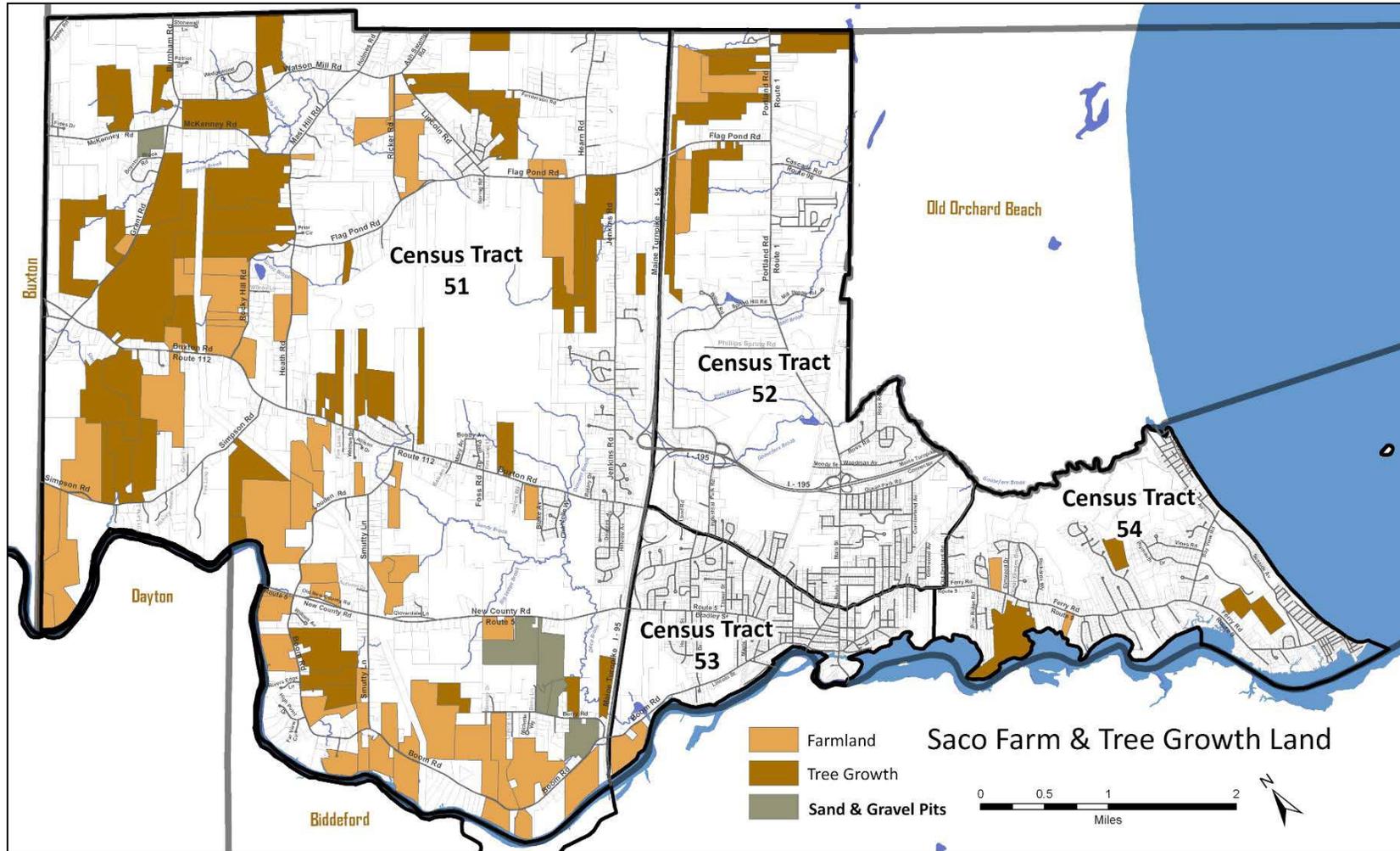
¹ <http://www.maine.gov/revenue/propertytax/propertytaxbenefits/CurrentUseLandPrograms.htm>

program.

According to the Census of Agriculture, in 2002 Saco had 45 farms. 27 were 50 acres or less in size. The market value of products sold was less than \$50,000 for 38 of the farms; only 6 farms sold agricultural products with a market value in excess of \$50,000. Of the 48 farm operators, 30 listed farming as their primary occupation.

In 2009, the total acreage of Saco farms enrolled in the farmland tax program is 2,138 acres. 1,258 acres are classified as cropland, pasture and orchard, and 880 acres are classified as hardwood, softwood, and mixed-wood. Soils considered prime for farming are also preferred for timber harvesting, so it is not surprising that a portion of farmland enrolled in the tax program is used as woodlands.

Figure L.3: MAP OF FARM, FOREST AND EXCAVATION LAND



Hay is the most common crop grown on Saco farmland. Leary’s Dairy Farm, located off Flag Pond Road, is the only remaining dairy operation in Saco. Vegetable and animal production is limited. At least one producer is farming sod. Horse pasturage and boarding are increasingly significant in Saco’s agricultural economy.

	1992	2002	2009
Total Acreage Enrolled	3,540	2,138	2,138
Number of Farms	48	45	65
Farms less than 50 Acres	18	27	49
Farms making less than \$50,000 per year	31	38	N/A
Farms making more than \$50,000 per year	17	7	N/A

Type	Acres
Softwood	223.3
Mixed wood	483.1
Hardwood	173.3
Cropland	592.8
Pasture	664.6
Orchard	0.5

Rural Area West of the Turnpike (Census Tract 51)

Nearly all (96%) of the acres enrolled in the farmland tax program are located west of the Turnpike, along the Boom Road, the western side of Loudon Road, east of Smutty Lane, between Buxton Road and New County Road, north of Flag Pond Road, at the northern end of Jenkins Road, and interspersed throughout the Grant, Burnham and McKenney Roads area (see Figure L.3).

Route 1 Corridor (Census Tract 52)

In 1999, there were 172 acres of farmland in the Route 1 corridor area. In 2009, there are 73 acres. They are located east of the Turnpike, primarily north of Flag Pond Road and east of Route 1, and along the Saco/Scarborough municipal border. The farmland east of Route 1 has been approved for the Park North development project.

Intown Saco (Census Tract 53)

There is one parcel of active agricultural land in the Intown area, off of Boom Road.

Coastal Area: Ferry Road/Camp Ellis (Census Tract 54)

Two parcels in the Coastal Area are enrolled in the farmland tax program, both on Ferry Road. Moody's Nursery is a commercial agriculture operation, operating a 14-acre nursery. The other is a private farm.

Community Farming*Community Garden*

On June 15, 2009, Mayor Ron Michaud and City Council members unanimously adopted a resolution supporting the Saco Community Garden Project. The Saco Community Garden (SCG) project was first proposed in 2008 by City Councilor Margaret (Peg) Mills. She suggested that many people living in Saco could benefit from a place to grow their own vegetables, especially during tough economic times. Interested local gardeners joined her in March 2009. The group has since grown into a steering committee with many other interested supporters who meet regularly to plan the community garden. The SGG's mission is to create a garden following organic practices, provide affordable garden plots for growing healthy food and flowers, support a community of gardener, and promote a green and sustainable Saco. The SCG selected Haley Park on King Street as the location for the community garden (see the Recreation and Open Space Chapter of this inventory for more information).

Farmers' Market

Organized as part of a downtown enhancement plan, the Saco Farmers' and Artisans' Market has been connecting local producers and consumers since 1975. It is now located in the parking lot of the Saco Valley Shopping Center through the generosity of the family that owns the center. The goods for sale must be the result of the vendor's own effort. The market spans three seasons: the spring plant season, summer with its vegetables and flowers, and the fall harvest season through the last of October, with glass bottled milk and bakery products for sale through all three seasons.²

² Saco Farmers' Market Website - <http://www.sacofarmersmarket.com/>

Forest Land

To qualify for the state tree growth tax program, land owners must have at least 10 acres of forested land that is used for commercial harvesting.³

There are 74 parcels of land totaling 2,681 acres in Saco enrolled in the Tree Growth Tax Program (see Figure L.3). Many of the parcels are relatively small: 40% are 20 acres or less in size, and 7% are 50 acres or less. The largest parcel is 185 acres and the next largest parcel is 95 acres.⁴ Approximately 541 acres are classified as softwood, 1,786 as mixed-wood, and 354 acres as hardwood.

	1999	2009
Total Acreage Enrolled in Program	3,835	2,681
Number of Forest Land Parcels	78	74
Farms less than 20 Acres	19	29
Farms less than 50 Acres	53	55

Classification	Acres
Softwood	541.2
Mixed-wood	1786.5
Hardwood	353.7

The parcels enrolled in the tree growth tax program are located in the following areas:

Rural Area West of the Turnpike (Census Tract 51)

In 1999, 86% (3,310 acres) of Saco’s tree growth acreage was located west of the Turnpike. In 2009, 82% (2,211 acres) is located in this area. In addition to the acreage protected under the tree growth tax program, a significant portion of land in this area enrolled in the farmland tax program is wooded, as is much of the Heath.

Route 1 Corridor (Census Tract 52)

In 1999, 373 acres in the Route 1 Corridor area were enrolled in the tree growth tax

³ <http://www.maine.gov/revenue/propertytax/propertytaxbenefits/CurrentUseLandPrograms.htm>

⁴ 2009 Tree Growth Program Report – Saco Assessing

program, primarily in the northern portion around Flag Pond Road and along the Saco/Scarborough municipal line. In 2009, there are 369 acres.

Coastal Ferry Road/Camp Ellis (Census Tract 54)

In 1999, three parcels totaling 152 acres in the Coastal area were enrolled in the tree growth tax program. The acreage has dropped to 136 in 2009. It includes 41 acres owned by the Camp Ellis Rod and Gun Club, just west of Seaside Avenue, which is part of a larger contiguous forest that includes lands owned by the State of Maine (Ferry Beach State Park), the Nature Conservancy, and the U.S. Fish and Wildlife Service (Rachel Carson National Wildlife Refuge). The largest tree growth parcel in this area is 90 acres in size, and located just east of Laurel Hill Cemetery, between the Ferry Road and Saco River.

Saco lies in the middle of the best White Pine timber belt in the United States. White Pine is a high quality wood, used for finish lumber and mill work. White Pine trees respond best to light, frequent thinning and require 80-100 years to grow to maturity. White Pine is no longer the preeminent species in Saco. Many of the City’s forests today are a mixed species forest type that can be cut on a 20-year cycle. While sawmills are no longer a significant portion of Saco’s economy, Saco forests continue to supply saw-logs to LaValley Lumber in Sanford, Limington Lumber in Baldwin, and other sawmills.

The Maine Forest Service has compiled data from year end landowners’ reports from 1991 to 2007 (Table L.5). The total timber harvest acreage in 1991 was 399 acres. This decreased to 319 acres in 2007. In 1991, there were 8 timber harvests. There were 15 timber harvests in 2007. Table L.5 shows the changes in land use as well as the annual share of three different types of timber harvest practice: selection, shelter-wood, and clear-cut.

Table L.5: SUMMARY OF TIMBER HARVEST ACREAGE, CITY OF SACO

Year	Selection HA	Shelter-wood HA	Clear-cut HA	Total HA	Change of Land Use, in Acres	# of Timber Harvests
1991	399	0	0	399	0	8
1992	489	0	30	519	14	11
1993	246	160	10	416	20	10
1994	446	40	25	511	29	19
1995	521	0	11	532	0	21
1996	185	0	9	194	9	6
1997	405	0	0	405	0	8
1998	233	65	18	316	0	15
1999	177	40	0	217	12	15
2000	120	0	0	120	68	14
2001	450	0	0	450	24	16
2002	115	0	0	115	21	9
2003	182	2	0	184	26	16
2004	230	90	0	320	22	12
2005	468	0	0	468	23	16
2006	212	40	0	252	4	15
2007	289	30	0	319	40	15
Total	5,167	467	103	5,737	312	226

Urban Forestry

Urban forestry is the care and management of trees to improve the urban environment. The air and water in Saco are cleaner because the trees and shrubs remove pollution from the air and reduce run-off. Trees define a sense of space and provide respite from the urban environment. They provide shade and protect neighborhoods from inclement weather. Trees help save energy, reduce noise, and soften the hard edges of structures and paved areas.

Saco residents have long recognized the importance of trees to their quality of life. People still talk about the American Elms lost to the Dutch elm disease over 100 years ago. The elms are gone, but the Red and Sugar Maples planted in response are still here. More recently, maples were planted as a part of the Trees for Saco program, a private effort that took place about 35 years ago. Many individuals have planted and maintained trees around their homes and properties.

Saco has had a tree ordinance and a Tree Warden since 1974. The tree ordinance is a very clear and concise set of rules in the City Code (Section 203). It designates

responsibility for the City's trees and provides a mechanism for protecting them from abuse and neglect. The Tree Warden has in recent years overseen the pruning or removal of about 50 trees per year, as well as a modest replanting program.

Since the Ice Storm of 1998, much of the Parks and Recreation Department budget designated for tree care has been used to remove dangerous trees. This preventative care minimized the areas of Saco that sustained extended power outages during the storm. Attention is just now turning back to preventative maintenance.

The City of Saco is both a rural wooded city and an urban center for commerce. Many residents consider north Saco "rural", and the trees there as forest assets. In downtown Saco, trees are considered ornamental. In new developments in western and North Saco, trees are being planted not only for aesthetics and function but to increase property values as well.

Saco's Planning Department has developed progressive guidelines requiring developers to invest in landscaping. The Planning Board has shown strong support for these ordinances.

The key goals of Saco's Urban Forestry program are:

- Ensure that the protection and management of the urban forest are citywide priorities. The urban forest is an essential part of the City's infrastructure.
- Maximize and expand the urban tree canopy and produce a multi-aged and diverse forest.
- Assure that the urban forest is sustainable.
- Develop a plan that is socially equitable, providing benefits to all the citizens of the City.

Program initiatives include:

- Inventory and assess the health and condition of the urban forest.
- Continue to identify planting opportunities and needs; promote and coordinate planting among private property owners, non-profit organizations and the nursery industry.
- Implement planting and design standards for all areas of the urban forest.

- Promote maintenance practices that foster the health and safety of the urban forest.
- Provide for systematic pruning and removal of hazard trees.
- Conduct regular scheduled maintenance of street trees.

Project Canopy

In 2007, the Parks and Recreation Department was awarded a Project Canopy tree grant for \$10,000 from the USDA Forest Service Urban and Community Forestry Program. This grant enabled the City to purchase Geographic Information System (GIS) computer software specifically designed to inventory trees and collect data in the field using GPS. The Parks and Recreation Department collaborated with the GIS Department to collect the tree information and make it accessible using GIS mapping software. Saco now has a comprehensive database of all city-owned trees. Being able to locate city trees using the GIS enables a more efficient response to tree questions and issues.

Earth Material Extraction

Five properties are actively used for sand and gravel extraction in Saco. They are clustered along Berry, New County, and McKenney Roads. All are located in the rural area west of the Turnpike. Table L.6 provides information on their ownership, size, and location.

Table L.6: ACTIVE SAND AND GRAVEL PITS			
Map/Lot	Owner	Acreage	Location
86/11	Picard	15	Berry Road
86/11-1	Tingley	15	Berry Road
87/7-1 & 87/8	Pullen Heavy Industries	57	New County Road
125/2	McKenney Rd LLC	26	McKenney Road
85/2	Cassette	53	Berry Road

Source: Saco Assessor

G. UNDEVELOPED LAND

Of the approximately 24,000 acres in the City of Saco, nearly 4,819 acres are enrolled in the farmland or tree growth tax programs. The Nature Conservancy owns 850 acres in the Heath, much of it protected by Resource Protection zoning. The Saco Land Trust holds protective easements on 165 acres, the Rachel Carson National Wildlife Refuge owns 500 acres, and the Camp Ellis Rod and Gun Club owns approximately 40 acres.

Ferry Beach State Park is 117 acres in size.

Much, but not all, of Saco's vacant land is west of the Turnpike. North of the I-195 Spur, development has occurred primarily along Route 1. South of Flag Pond Road between Route 1 and the Turnpike, there are many industrially zoned vacant parcels. East of Route 1 and north of Cascade Road is another.

East of Old Orchard Road, there are large expanses of federal, state, and private conservation and recreation lands. Residential development has slowly been encroaching. Land between the river and Ferry Road remains undeveloped.

Downtown, there are pockets of open land, many of them municipally owned and actively used for recreation. (See the Recreation and Open Space Chapter of this inventory.) The last large, privately owned vacant parcels in the Intown Area are located on either side of Skyline Drive.

H. MUNICIPAL LAND USE

Most of Saco's municipally owned land is located between the Turnpike, the I-195 Spur, and the Saco River. Saco's parks, schools, and playing fields are part of the fabric of the downtown. City Hall anchors Main Street, bringing people downtown. Schools are within walking distance for many students. The Public Works Department garage is on North Street, adjacent to the Turnpike. The wastewater treatment plant is on the Saco River just below the dam. Both the Police and Fire Departments are headquartered downtown, the police station on Storer Street, the fire station on Thornton Avenue.

Outside the downtown core, municipal land use is limited. West of the Turnpike, the City has a small recreational park at Boothby Park, a fire station at the junction of Rocky Hill and Heath Roads, the middle school and adjacent recreation complex, and the closed and capped Foss Road dump.

East of Old Orchard Road there are two fire stations, one at Camp Ellis (currently rented to a boat builder) and one at the intersection of Bay View and Ferry Roads. Camp Ellis Pier serves the commercial and recreational boating community and provides much needed parking. Bay View and Kinney Shore beaches provide ocean access to the ocean.

I. ISSUES AND IMPLICATIONS

- Saco’s residential land use pattern is changing. Traditional small lots and walkable scale in the urban core gave way to larger lots, separated land uses, and a dependence on the automobile on the west side of the City. This pattern was reversed somewhat over the past decade, but land for higher density residential development is limited.
- Municipal services such as police and fire protection have seen changes in the pattern of service demands. As development spreads, these services become stretched.
- Agriculture and forestry play a diminishing role in both Saco’s economy and its landscape—since 1992 the amount of land enrolled in the state’s Farmland and Tree Growth taxation programs in Saco has dropped by 40 percent. The state Growth Management Act requires comprehensive plans to designate rural and growth areas. Previous Saco comprehensive plans have called for farmland preservation. Maintaining the rural landscape is important but is becoming increasingly difficult.
- In earlier comprehensive plans and in Saco’s zoning ordinance, cluster development has been put forth as a tool to preserve agricultural lands and open space. After Saco approved some cluster subdivisions in the 1990s, the effectiveness of cluster development was questioned in the 1999 plan and cluster development was prohibited in unsewered areas. The use of clustering should be re-evaluated to determine its appropriate use.
- There is continued pressure for both residential and commercial development in the Route 1 corridor north of I-195, as this area has good transportation access, public utilities, and is conveniently located to Portland. In planning for growth in this section of Saco, the city will need to consider many issues.
- The availability of land suitable for residential development that is served by public water and sewerage is very limited but it is difficult to finance the extension of these utilities. Providing additional serviced land may reduce the pressure for development in more rural areas of the City.

Current City of Saco Lot and Dimensional Standards (Zoning Ordinance Article 4 – District Regulations, Table 412-1, pg. 4-14)

TABLE 412-1: MINIMUM LOT AND YARD REQUIREMENTS

	R-1a	R-1b	R-1c	R-1d	R-2	R3/B7	R-4	B-1	B-2a	B-2b	B-2c& B-2d	B-3	B-4	B-5	B-6	BP	I-1 I-2, I-2b, I-3	C-1	RP ³
A. MINIMUM LOT AREA (Sq. Ft.)⁸																			
(1) sewerd	20,000	10,000	7,500	15,000	7,500	7,500	7,500	7,500	20,000 ⁹	20,000 ⁹	7,500	7,500	*	7,500	20,000	40,000	40,000	40,000	40,000
(2) unsewerd	40,000	20,000	40,000	40,000	20,000	20,000	20,000	20,000	20,000	20,000	N/A	*	20,000	40,000	40,000	40,000	80,000	80,000	80,000
B. MINIMUM LOT AREA PER DWELLING UNIT (Sq. Ft.)^{7, 13}																			
B1. MINIMUM NET RESIDENTIAL ACREAGE PER DWELLING UNIT IN SUBDIVISIONS (SQ. FT.)^{7, 13} (Amended 3/07/05)																			
(1) Single Family																			
sewerd	20,000	10,000	7,500	15,000	7,500	7,500	7,500	7,500	10,000	7,500	7,500	7,500	N/A	7,500	20,000	40,000	N/A	N/A	N/A
unsewerd	40,000	20,000	20,000	40,000	20,000	20,000	20,000	20,000	40,000	20,000	20,000	N/A	N/A	20,000	40,000	40,000	N/A	80,000	N/A
unsewerd & on-lot water	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	N/A	N/A	40,000	40,000	40,000	N/A	80,000	N/A
(2) Two Family																			
sewerd	20,000	10,000	7,500	15,000	5,000	4,000	5,000	5,000	7,500	5,000	4,000	3,750	N/A	7,500	20,000	N/A	N/A	N/A	N/A
unsewerd	40,000	20,000	20,000	30,000	17,500	17,500	17,500	17,500	30,000	20,000	17,500	N/A	N/A	17,500	40,000	N/A	N/A	80,000	N/A
(3) Multi-family																			
sewerd	N/A	N/A	N/A	N/A	5,000	4,000	5,000	5,000	7,500	5,000	4,000	1,500	*	N/A	5,000	N/A	N/A	N/A	N/A
unsewerd	N/A	N/A	N/A	N/A	17,500	17,500	17,500	17,500	30,000	20,000	17,500	N/A	NA	N/A	N/A	N/A	N/A	N/A	N/A
C. MINIMUM STREET FRONTAGE⁴ (Feet)																			
(1) sewerd	100	100	75	100 ¹³	75	75	75	50	100 ¹⁰	200 ¹⁰	100	50	*	50	200	150 ¹²	150 ¹²	200	200
(2) unsewerd	150	100	75	150	100	100	100	100	100	200	200	N/A	N/A	50	200	150 ¹²	150 ¹²	200	200
D. MINIMUM DEPTH FRONT YARD (Feet)																			
	40	25	25	25	25	15	25	25	40	75/40 ¹¹	40	0	*	15	75/40 ¹¹	75/40 ¹¹	50	30	50
E. MINIMUM WIDTH SIDEYARD AND REARYARD (Feet)¹⁴																			
	20	15	15	15	15	10	15	15/0 ¹	20	20	20	100 ²	*	10	20	25	25	25	25
F. MINIMUM WIDTH SIDEYARD AND REARYARD OF THE FOLLOWING NON-RESIDENTIAL USES ABUTTING LOTS IN RESIDENTIAL OR CONSERVATION DISTRICTS (Feet)⁵																			
(1) Churches, day care centers, funeral homes, offices, quasi-public uses, religious conference centers, tourist homes																			
	25	25	25	25	25	N/A	25	25	25	25	25	25	25	25	25	25	25	25	25
(2) Commercial greenhouses and nurseries, hospitals and clinics for humans, hotels and motels, non-profit recreational uses, nursing homes, private clubs, private and public schools																			
	50	50	50	50	50	N/A	50	50	50	50	50	50	50	50	50	50	50	50	50
G. MINIMUM SETBACK FROM NORMAL HIGH WATER MARK OF FRESHWATER BODIES; MAXIMUM SPRING HIGH TIDE LEVEL OF TIDAL WATERS; UPLAND EDGE OF WETLANDS (Feet)⁵ (Amended 11/7/05)																			
	75	75	75	75	75	75	75	75	75	75	75	25	25	75	75	75	75	75	75
H. MAXIMUM LOT COVERAGE (%)																			
	20	30	30	25	30	40	30	50	50	50	50	90	*	40	50	40	40	20	N/A
I. MAXIMUM HEIGHT (Feet)																			
	35	35	35	35	35	35	35	35	35	35	35	60	*	35	60	60	60	35	35
	R-1a	R-1b	R-1c	R-1d	R-2	R-3	R-4	B-1	B-2a	B-2b	B-2c B-2d	B-3	B-4	B-5	B-6	BP	I-1, I-2 I-2b, I-3	C-1	RP ³

APPENDIX M: HISTORICAL OVERVIEW OF SACO

Adapted and updated from 1999 Comprehensive Plan

The history of Saco mirrors the history of many New England communities. The lower Saco River was a center of Native American activity in both prehistoric times and during the late sixteenth and the seventeenth centuries. By the early seventeenth century, the safe harbor and abundant natural resources attracted European visitors. The initial English occupation occurred in 1617 when Captain Richard Vines and his expedition wintered at Winter Harbor. Beginning in 1630, an English settlement developed at the mouth of the Saco River. The settlement grew gradually during the 1600s until it was abandoned in 1690.

The history of Saco changed in the early eighteenth century when William Pepperell purchased 5,000 acres and timber rights on the east side of the Saco River. The milling of lumber developed as a major industry of the community. In 1718, the principal roads of the community, Main Street and the Portland, Buxton, and Ferry Roads, were laid out. The community grew steadily in the eighteenth century and, in 1762, separated from Biddeford.

With the establishment of the Saco Iron Works in 1811, the Industrial Revolution arrived in Saco. In 1826, a seven story cotton mill was constructed followed by additional mills in both Saco and Biddeford. By 1850, the sister cities of Saco and Biddeford had become leaders of the new Industrial Age. During this first half of the 19th century, Saco acquired much of the urban form that remains today as the hallmark of the community. The second half of the 19th century saw an influx of European and French-Canadian immigrants that added cultural diversity to the community.

Saco and Biddeford's role as a major textile manufacturing center continued to grow during the late 1800s and early 1900s. By the turn of the century, Saco's population had grown to over 6,000 while Biddeford had over 16,000 residents.

In the early years of the twentieth century, Saco and Biddeford continued to grow slowly while maintaining their roles as manufacturing centers. The increased mobility

of the community's residents led to the spreading out of the City's residential neighborhoods. During this same period, the Camp Ellis - Kinney Shores area began to develop as a summer colony.

Following the Second World War, Saco underwent a second major transformation. The closing of the York Mills in 1958 brought the textile manufacturing era to a close. The increase in private automobiles brought further decentralization of the City's residential neighborhoods. Route One began to emerge as a commercial strip. And finally, in 1987, the City's role as a "mill town" disappeared with the virtual abandonment of Factory Island as an employment center.

During the 1980s, commercial development along Route One accelerated, efforts to revitalize Factory Island as a mixed use development were begun, residential development continued both as multifamily housing in the core and, increasingly, as scattered low density housing across the City, and the City continued to develop its Industrial Park to replace the jobs lost with the collapse of the region's traditional industries. Saco's proximity to the employment and retail centers of Greater Portland began to influence the pattern of residential development as the economic relationship between Saco and the Portland Metropolitan Area grew.

In the past two decades the area's economy has continued to grow and diversify. The City has successfully undertaken the development of multi-phase industrial and business parks. Downtown Saco has been fully revitalized and has again become a regional destination for dining and shopping. Factory Island is in the process of being reborn as Island Point, which will eventually be a mixed-use campus at the heart of the Saco-Biddeford region. In 2002, in recognition of the greater region's growth Saco was added by the federal government to the newly named "Portland-South Portland-Biddeford Metropolitan Statistical Area."

APPENDIX N: TEN-YEAR CAPITAL IMPROVEMENT PLAN

Project	Description	Type	Project Cost
2011 PROJECTS			
Annual Overlay	Various projects	Road & Infrastructure	\$1,150,000
Edgewater Outfall Project	Add outfall structure to eliminate erosion issue	Drainage	\$80,000
Industrial Park RR Maintenance	Annual Track Maintenance	Road & Infrastructure	\$10,000
Small Drainage Project	Cross Culvert Replacements	Drainage	\$35,000
Tri-Community Camera Reserve Fund	Annual Reserve Assessment	Sewer	\$4,000
Curbing on North Street	Replace the concrete curb from Elm St to RR	Road & Infrastructure	\$25,000
Hutchins Smith Signal Work	PHASE II - SIGNALS	Road & Infrastructure	\$70,000
PACTS Projects	PACTS match	Road & Infrastructure	\$428,833
Route 1 sidewalk grant match	Grant match Sidewalk and bridge overpass to Springhill Road	Road & Infrastructure	\$100,000
Sewer Easement Acquisitions	Acquire sewer easement for future cross country sewer to Boothby Park	Sewer	\$30,000
Public Works Facility	Capital Reserve for Building replacement	Facility	\$2,000,000
Sidewalks	Annual Capital Replacement Levels	Road & Infrastructure	\$25,000
Transfer Station Upgrade		Facility	\$400,000
Brownfield Remediation Site Grant match-Lund Road	Grant match for the Bf cleanup and reuse	Facility	\$60,000
Public Works Roof	Replacement of the roof at the existing Public Works Building	Facility	\$200,000
PW Facility Engineering	Permitting Preliminary Engineering	Facility	\$150,000
Sidewalks 2010 deferred	Annual Capital Replacement Levels	Road & Infrastructure	\$25,000
Subtotal, 2011			\$4,792,833

Project	Description	Type	Project Cost
2012 PROJECTS			
Sewer Easement Acquisitions	Acquire sewer easement for future cross country sewer to Boothby Park	Sewer	\$30,000
Sidewalks	Annual Capital Replacement Levels	Road & Infrastructure	\$25,000
Transfer Station Upgrade	Rebuild the Transfer Station on Foss Road	Facility	\$400,000
Brownfield Remediation Site Grant match -Lund Road	Grant match for the Bf cleanup and reuse	Facility	\$60,000
Public Works Roof	Replacement of the roof at the existing Public Works Building	Facility	\$200,000
PW Facility Engineering	Permitting Preliminary Engineering	Facility	\$150,000
Cumulative unmet sidewalk funding	Annual Capital Replacement Levels	Road & Infrastructure	\$50,000
Cardiac Monitoring units for FD	Replacement of the two cardiac monitoring units	Safety	
Road Bond 2010		Road & Infrastructure	\$1,150,000
PACTS Projects	Various projects	Road & Infrastructure	\$428,833
Industrial Park RR Maintenance	Annual Track Maintenance	Road & Infrastructure	\$10,000
Locke Street x-Country Sewer	Replace failed sewer	Sewer	\$65,000
Simpson Road bridge	Repair / Replacement	Road & Infrastructure	\$700,000
Public Works Facility	Capital Reserve for Building replacement	Facility	\$4,000,000
Sawyer Brook sewer lining	Pipe Bursting project for Cross country line	Sewer	\$178,750
Small Drainage Project	Annual Maintenance and replacement	Drainage	\$25,000
Tri-Community Camera Reserve Fund	Annual Reserve Assessment	Sewer	\$4,000
Beach Street Retaining Wall	Replace failing Retaining Wall on north and south side of RR overpass	Road & Infrastructure	\$65,000
Subtotal, 2012			\$7,541,583

Project	Description	Type	Project Cost
2013 PROJECTS			
Annual Overlay	Various projects	Road & Infrastructure	\$938,400
PACT Projects	PACTS match	Road & Infrastructure	\$100,000
Public Works Facility	Capital Reserve for Building replacement	Facility	\$2,000,000
Sidewalks	Annual Capital Replacement Levels	Road & Infrastructure	\$25,000
Lincoln Street Sewer Reconstruction		Sewer	\$175,000
Small Drainage Project		Drainage	\$25,000
Tri-Community Camera Reserve Fund	Annual Reserve Assessment	Sewer	\$4,000
Water Street Pedestrian and embankment Project	Mitigation of erosion Issue and extension of Riverwalk	Drainage	\$300,000
Subtotal, 2013			\$3,567,400
2014 PROJECTS			
Annual Overlay	Various projects	Road & Infrastructure	\$980,628
Industrial Park RR Maintenance	Annual Track Maintenance	Road & Infrastructure	\$10,000
PACTS overlay match	15-20% of Project Match	Road & Infrastructure	\$50,000
Middle Street Road Reconstruction		Road & Infrastructure	\$400,000
Sidewalks	Annual Capital Replacement Levels	Road & Infrastructure	\$25,000
Small Drainage Project	Annual Maintenance and replacement	Drainage	\$25,000
Subtotal, 2014			\$1,490,628

Project	Description	Type	Project Cost
2015 PROJECTS			
Annual Overlay	Various projects	Road & Infrastructure	\$1,024,756
Industrial Park RR Maintenance	Annual Track Maintenance	Road & Infrastructure	\$10,000
Ferry Road box Culvert	Replace bridge at Seaside end in Marsh	Road & Infrastructure	\$75,000
Public Works Facility	Phase 3	Facility	\$1,400,000
Wildwood drainage		Drainage	\$200,000
Sidewalks	Annual Capital Replacement Levels	Road & Infrastructure	\$25,000
Small Drainage Project	Annual Maintenance and replacement	Drainage	\$25,000
Subtotal, 2015			\$2,759,756
2016 PROJECTS			
Annual Overlay	Various projects	Road & Infrastructure	\$1,070,870
Shadagee/Aspen/ Rosewood Drainage System Improvement	Drainage system floods homes	Road & Infrastructure	\$200,000
Industrial Park RR Maintenance	Annual Track Maintenance	Road & Infrastructure	\$10,000
Sidewalks	Annual funding levels	Road & Infrastructure	\$25,000
Small Drainage Project	Annual Maintenance and replacement	Drainage	\$25,000
Subtotal, 2016			\$1,330,870
2017 PROJECTS			
Annual Overlay	(see list)	Road & Infrastructure	\$1,119,059
Industrial Park RR Maintenance	Annual Track Maintenance	Road & Infrastructure	\$10,000
Police Facility	Facility 2nd floor expansion	Facilities	\$950,000
Sidewalks	Annual funding levels	Road & Infrastructure	\$25,000
Small Drainage Project	Annual Maintenance and replacement	Drainage	\$25,000
Subtotal, 2017			\$2,129,059

Project	Description	Type	Project Cost
2018 PROJECTS			
Annual Overlay	(see list)	Road & Infrastructure	\$1,169,417
Industrial Park RR Maintenance	Annual Track Maintenance	Road & Infrastructure	\$10,000
Sidewalks	Annual funding levels	Road & Infrastructure	\$25,000
Small Drainage Project	Annual Maintenance and replacement	Drainage	\$20,000
Subtotal, 2018			\$1,224,417
2019 PROJECTS			
Annual Overlay	(see list)	Road & Infrastructure	\$1,222,041
Industrial Park RR Maintenance	Annual Track Maintenance	Road & Infrastructure	\$10,000
North Street Pan Am RR box culver		Drainage	\$400,000
Sidewalks	Annual funding levels	Road & Infrastructure	\$25,000
Small Drainage Project	Annual Maintenance and replacement	Drainage	\$25,000
Subtotal, 2019			\$1,682,041
2020 PROJECTS			
Annual Overlay	(see list)	Road & Infrastructure	\$1,277,033
Industrial Park RR Maintenance	Annual Track Maintenance	Road & Infrastructure	\$10,000
Sidewalks	Annual funding levels	Road & Infrastructure	\$25,000
Small Drainage Project	Annual Maintenance and replacement	Drainage	\$25,000
Subtotal, 2020			\$1,337,033
TEN-YEAR TOTAL, 2011-2020			\$27,855,621

APPENDIX O: SUMMARY OF PUBLIC PARTICIPATION

The preparation of the Update of the Comprehensive Plan was overseen by a twelve member Comprehensive Plan Update Committee that included the members of the Planning Board, a City Councilor, and representatives of development, conservation, and historic interests. This committee served as liaisons to various City and community groups including the Conservation Commission, Saco Bay Trails, the Economic Development Commission, and the Historic Preservation Commission.

Early in the process, the Planning Board conducted a full review of the City's 1999 Comprehensive Plan including the goals and policies to identify areas that needed to be addressed in the Update. In addition, the appropriate sections of the 1999 Plan were reviewed by the City's Conservation Commission, Economic Development Commission, and Historic Preservation Commission. These reviews focused on identifying the elements of the 1999 Plan that were still valid and which needed to be revised or updated, and on possible policy directions to address new or revised issues and concerns. Copies of each group's report relative to the 1999 Plan were provided to the members of the Update Committee and were used in updating both the inventory sections and the policy proposals.

During the process, the Committee held a public forum on June 3, 2010 to discuss draft land use proposals for the Downtown and Intown areas of the City. All property owners within these areas were notified of the forum by mail. The forum generated significant feedback on the draft proposals which resulted in modifications to the proposals that are included in this Update. All participants in the forum were provided with summaries of the session and the issues raised during the discussions.

Individual one-on-one contacts were made by City staff with property owners in a few areas where the Update proposes significant changes to current land use policy. The Committee felt that allowing these people to discuss the potential impact of the proposals on their property and to provide direct feedback was the best approach for providing meaningful feedback.

The City also conducted two focus groups on the City's policies and development

standards dealing with infill development in established residential neighborhoods. This was identified as a significant issue with respect to the 1999 Plan and the zoning amendments that had been adopted as a result of that plan. One focus group was held with property owners who live near or expressed concern about infill development that had occurred over the last decade since the zoning changes were adopted. The group was moderated by the City's consultant and was professionally videotaped to allow members of the Update Committee, staff, and City Council to view the discussion. The second group was held with people involved with residential development in Saco including developers, builders, and land planners/engineers. This group was also moderated by the City's consultant. As a result of the feedback obtained in the groups the recommendations with respect to infill development in established neighborhoods were revised. In addition, the concept of including a neighborhood meeting as part of the development review process for larger projects and infill development has been included in the land use recommendations. This concept came out of the second focus group.

The Comprehensive Plan Update Committee and the Planning Board held a joint public hearing on January 19, 2011 to get feedback on the plan. The hearing was originally scheduled for the 12th but was postponed due to snow. Notice of the hearing was published in the Journal Tribune including the preliminary notice thirty days prior to the original date of the hearing. Copies of the draft were available on the City's website and for inspection in City Hall. The City provided email notice of the availability of the draft of the Plan for review and the public hearing to over 1,900 residents. The comments and suggestions made in conjunction with the public hearing were compiled into a "punch list" and the committee reviewed each comment or suggestion. Most of the comments/suggestions have been incorporated into the final draft.