

City of Saco, Maine Comprehensive Plan 2011 Update



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The Comprehensive Plan Update Committee

Bob Barris
Mike Eon
Rene Ittenbach
Neil Schuster

Jeff Christenbury
Don Girouard
Christina O'Brien
Don Sharland

Marty Devlin
Sandra Guay
John Read
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

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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.

	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.

	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

	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

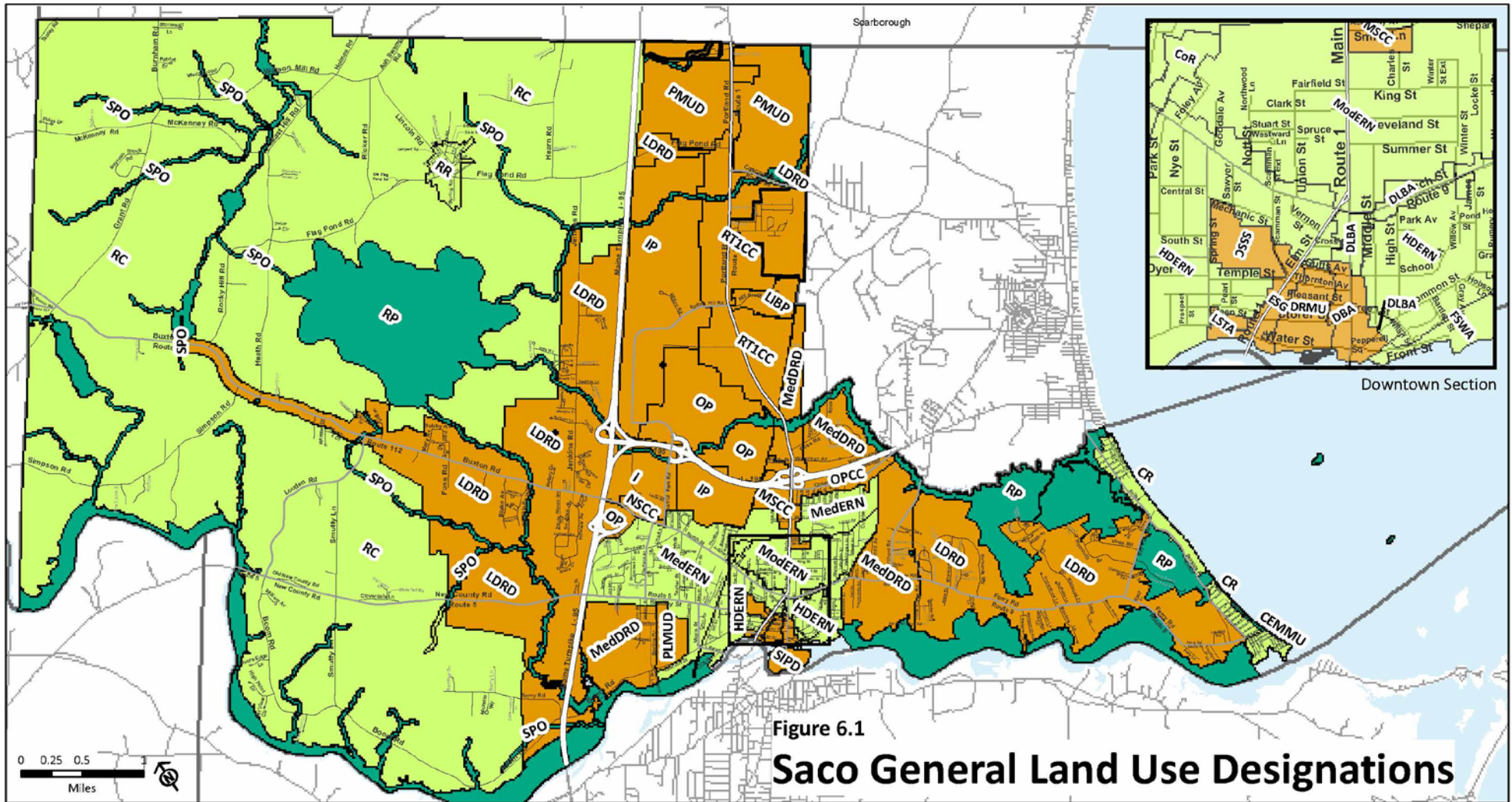


Figure 6.1
Saco General Land Use Designations

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

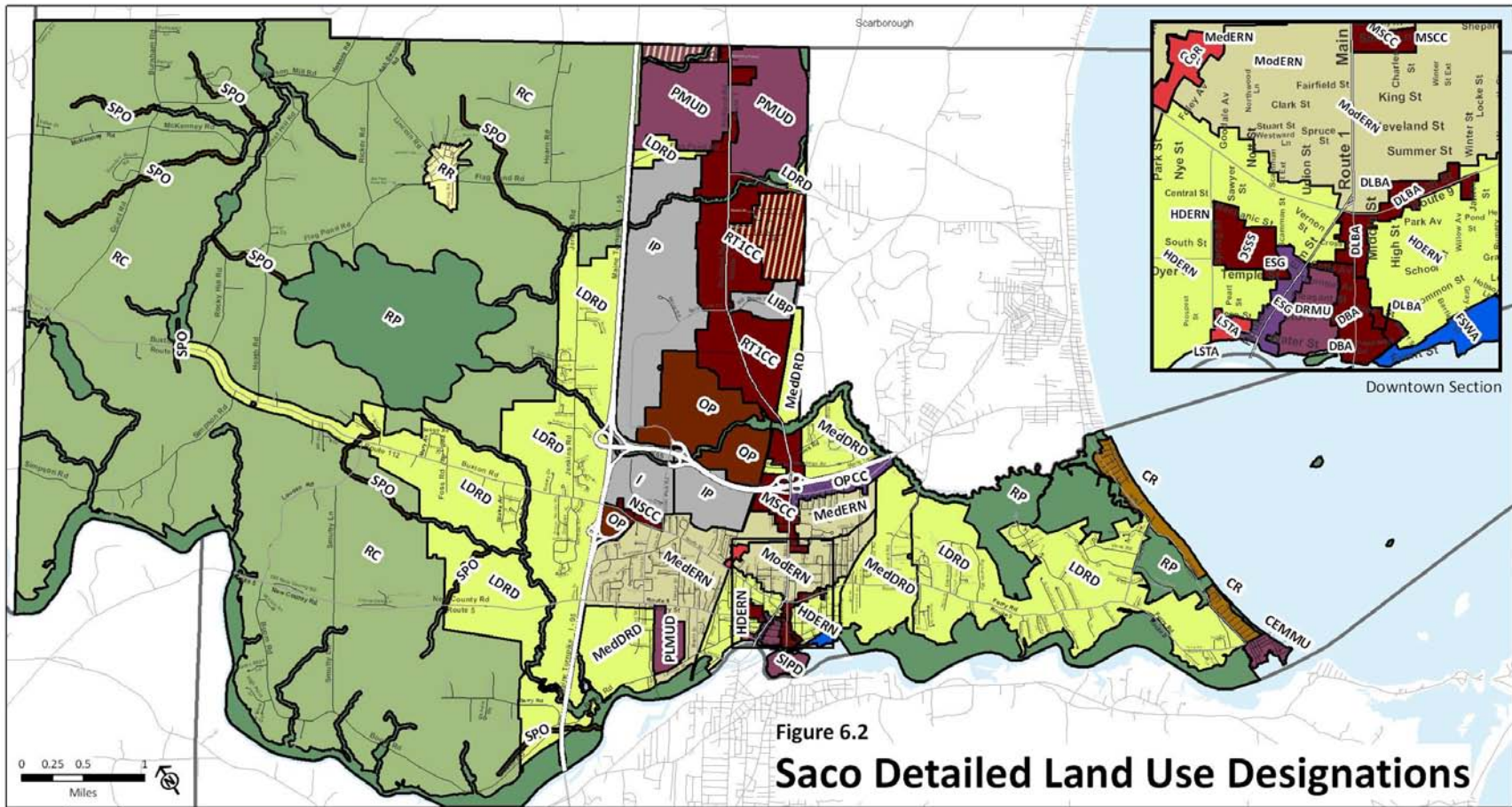


Figure 6.2
Saco Detailed Land Use Designations

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 Kennebec 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