

The City of Biddeford, Maine
Comprehensive Waterfront Plan

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September 1991

purpose

...like many Maine coastal communities, the City of Biddeford faces the challenge to manage the future of its harbor and waterfront resources. This study is conducted in response to the need to conserve, enjoy, and utilize these resources in a responsible way. Our intent is to satisfy this need for present and future generations who value these resources. The City of Biddeford has directed this plan in response to that need...

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The Maine Coastal Program

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the committee wishes to acknowledge the
following individuals and organizations in
response to their interest and contributions to
this plan...

The residents of Biddeford and Saco

Mayor Bonita Belanger and the Biddeford City Council

Members of the Biddeford Planning Board

Members of the Biddeford Harbor Commission

Biddeford High School

Biddeford Pool Community Club

Biddeford Pool Volunteer Fire Department

Tamara Risser, Maine Department of Community
& Economic Development

The Maine Department of Transportation

The Maine Department of Conservation

The Maine Historic Preservation Commission

The U.S. Army Corps of Engineers, Navigation Division

The Friends of Rachel Carson National Wildlife Refuge

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executive summary

Executive Summary

INTRODUCTION

The City of Biddeford is fortunate in that its waterfront area is comprised of a series of diverse physical and cultural regions. Biddeford residents have the opportunity to access and enjoy the freshwater and tidal sections of the River, as well as the coastal areas of the Atlantic Ocean. Cultural settings include rural farmland, urban neighborhoods, and seasonal coastal villages.

Within the past decade, these areas have witnessed significant growth and development, as well as increased demand for access and recreation to water resources. While this activity affects the character and image of the City, a delicate balance is sought between the fostering of economic vitality and the protection of Biddeford's scenic and cultural resources.

This plan is developed in response to waterfront planning policies set forth by State planning agencies and by the City's Comprehensive Plan, completed in 1989. The focus of the plan is placed upon the importance of shoreline and water resource management which retains the integrity of natural resources and the City's historic marine orientation.

In order to address the diversity of issues facing waterfront areas, the recommendations contained in the plan are organized by the identified sub-regions of the City. It is important to recognize that these recommendations are long-range goals for the City to implement over time. However, it is equally important that these needs are identified at this point in time, such that implementation can be phased in accordance with the resources available to the City.

The implementation strategy is comprised of a series of recommendations which are based upon the analysis and policy development section of this plan. The overall strategy is multifaceted as it involves the participation of private landowners and land developers, as well as the City itself. Furthermore, the strategy provides a framework for short-term redevelopment activity, as well as long-term control over waterfront and harbor utilization. Finally, it is important to recognize the context in which this plan has been developed.

The primary components of the plan are identified as follows:

REGIONAL and INTERLOCAL COORDINATION

The City of Biddeford is but one community situated within the watershed of the Saco River and adjacent to the southern region of Maine's coastline. Accordingly, political boundaries have been temporarily erased in order to conduct this study.

Future land use and water use planning coordination begins with looking at these resources on a regional and inter-local basis. The plan contains specific recommendations for a joint river commission, including participation of members from Biddeford and Saco. Under this structure, these two cities begin the process of future management of the river corridor.

FUTURE LAND USE MANAGEMENT

Historically, settlement patterns and development activity in the City has been focused upon waterfront and harbor areas. Dating back to pre-colonial times, the Saco River shoreline was host to significant native American activity. Biddeford Pool developed as a fishing community and later developed as a vacation resort community. In the present downtown Biddeford, mill development and shipping activity dominated the waterfront areas.

These historical development patterns are evident today, as the majority of waterfront areas are presently developed. The plan, therefore, addresses future "infill" development areas and the remaining natural resource base. Through inventory and analysis of existing conditions, future land use areas have been identified in the following categories:

- **DEVELOPED AREAS** - The plan documents the location, extent and nature of land use occurring within existing developed areas.
- **PROTECTED AREAS** - Based upon the incidence of sensitive natural resources, such as wetlands and floodplain areas, the plan identifies those areas which are protected from future development by Federal, State and local regulations.
- **DEVELOPABLE AREAS** - These areas represent the remaining natural areas suitable for future development. Identification of these areas allows the City of Biddeford to project where future development will occur and, in so doing, to plan for minimizing the impacts of future growth.

ECONOMIC DEVELOPMENT

This plan contains recommendations geared to promote economic development within waterfront areas. While market forces dictate the rate in which economic progress will occur, the City has many opportunities to prepare for this process.

Specific objectives pertaining to economic development within waterfront areas include the following:

- Concentration of economic growth within downtown areas, in association with City efforts to "recapture its waterfront" and the provision of waterfront access and parks to stimulate this activity.
- Maintain navigability and implement infrastructure improvements within the Saco River to promote the continuation of commercial activities dependent upon this waterway.
- Provide perpetual access to ocean waters and plan for the future needs of the commercial fishing industry within Biddeford.
- Encourage tourism while conserving natural resources and the character of existing coastal residential areas. Promote the concept and implementation of "eco-tourism" in coordination with the provision of environmental education facilities.

EDUCATION

Future management of harbor and waterfront resources can be greatly enhanced through achieving an understanding of what defines these resources and what they mean to the community. This understanding begins with the process of education. Education can take many forms; for example, education of children through school programs, activities organized by the City, and by the installation of interpretive signage and other interpretive features within the waterfront area. Identified objectives for this comprehensive education program include the following:

- **Natural Resources**
 - Upland environments
 - River environments
 - Coastal environments
- **Water Resources**
 - Water supply systems
 - Impoundment and hydroelectricity
 - Sewerage treatment systems
- **Cultural Resources**
 - Historic sites
 - Present facilities important to the community
- **Navigation and Boating Safety**
 - Saco River navigation
 - Boating safety and regulations

Linkage between these facilities is crucial to gaining an understanding of the harbor and waterfront as a whole. Only by experiencing these ranges of conditions may one develop a total understanding of these resources and their importance to the community and to the region.

WATERFRONT FACILITIES

Waterfront facilities provide access to the waterfront and support a variety of uses. The plan has identified specific sites, both existing and proposed, which comprise the framework for future utilization of the waterfront. A summary of these facilities includes their location, function, and ownership status:

	NAME OF FACILITY	PLANNING ZONE	NATURE OF USE	EXISTING / PROPOSED	OWNER-SHIP
1.	Upper river canoe launch facility	1	Recreation Education	Proposed	City
2.	Biddeford-Saco Water Company	2	Education	Existing	Private
3.	Rotary Park	2	Recreation Education	Existing	City
4.	Diamond International site	2	Recreation Economic Development	Proposed	City
5.	Water Street Mixed Use Site	2	Economic Development Recreation Education	Proposed	City/ Private
6.	Treatment Plant	2	Recreation Education	Existing	City
7.	Rumery's	2	Economic Development Recreation	Existing	Private
8.	St. Andres Site	3	Recreation Education	Proposed	City
9.	Historic Meeting House	3	Education Historic	Existing	City
10.	State Boat Ramp	3	Recreation Education	Existing	State/ City
11.	UNE Dock Facility/ Municipal Marina	3	Economic Development Recreation	Proposed	City/ UNE
12.	Hills Beach Swimming Area	4	Recreation Education	Existing	City
13.	Mile Stretch Beach	4	Recreation Education	Existing	City
14.	Fortunes Rocks Beach	4	Recreation Education	Existing	City
15.	Biddeford Pool Beach	4	Recreation Education	Existing	City
16.	Biddeford Pool Commercial Fishing Facility	4	Economic Development	Proposed	City
17.	Biddeford Pool Mini-Park	4	Economic Development Recreation	Proposed	City
18.	Biddeford Pool Yacht Club	4	Recreation	Existing	Private
19.	East Point Sanctuary	4	Recreation Education	Existing	Private

process: A Sequential Planning Approach

This section of the plan describes the approach taken by the Committee and the Consultants during the course of preparing this plan.

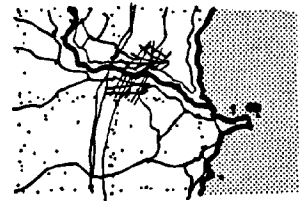
1. Facilitate Public Participation

- Utilize local media sources
- Hold neighborhood meetings
- Organize public participation



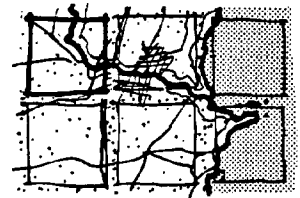
2. Identify the Study Area

- Include portions of Saco
- Identify limit of waterfront influence



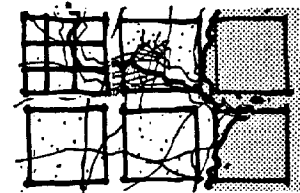
3. Determine Waterfront Zones

- Identify sub-regions within study area
- Consider physical aspects and character



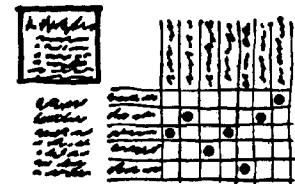
4. Examine Waterfront Zones

- Identify detailed patterns of existing conditions
- Issue identification



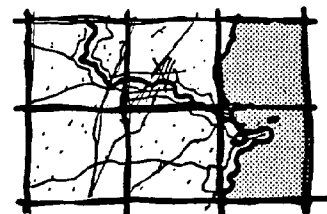
5. Analysis and Policy Development

- Regional Issues
- Study Area Issues
- Specific Concerns within Waterfront Zones



6. Plan Implementation Strategy

- Interlocal Management
- Implementation Strategies
- Technical and Financial Assistance



process:

1. Facilitate Public Participation

- Utilization of local media sources has provided the general public with an understanding of the purpose of the plan, as well as proposed recommendations. Local newspapers were contacted to carry feature articles and notification of public meetings.
- Neighborhood meetings were held within specific areas of the waterfront. Comments were provided at these meetings which have affected recommendations contained within the plan.
- Public participation was further organized by contacting numerous public and private interest groups in order to obtain their interest in the plan.

Waterfront plan proves popular

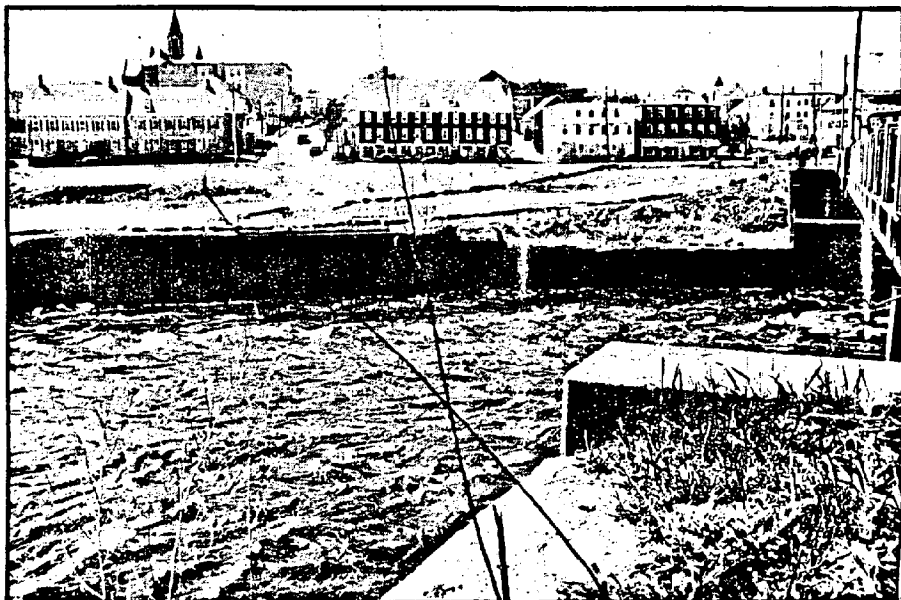
By MICHELE VALWAY
Staff Writer

BIDDEFORD — A downtown park and a commercial fishing wharf at Biddeford Pool generated the most support at a public hearing on waterfront uses Thursday.

Residents embraced the waterfront consultants' recommendation to retain open space and promote a maritime tourist center at the Saco River's edge on Water Street.

"I love the plan — no condominiums," Andy Frechette, of Biddeford Pool, said. "There's so little land on the river, it should be developed into a beautiful park. Keep the site open."

Few in the audience of 53 spoke in favor of developing the Water Street site according to an existing 10-year-old plan, which the consultants' recommendation contradicts. That master plan is for mixed uses — retail shops, condominiums, a marina and public access.

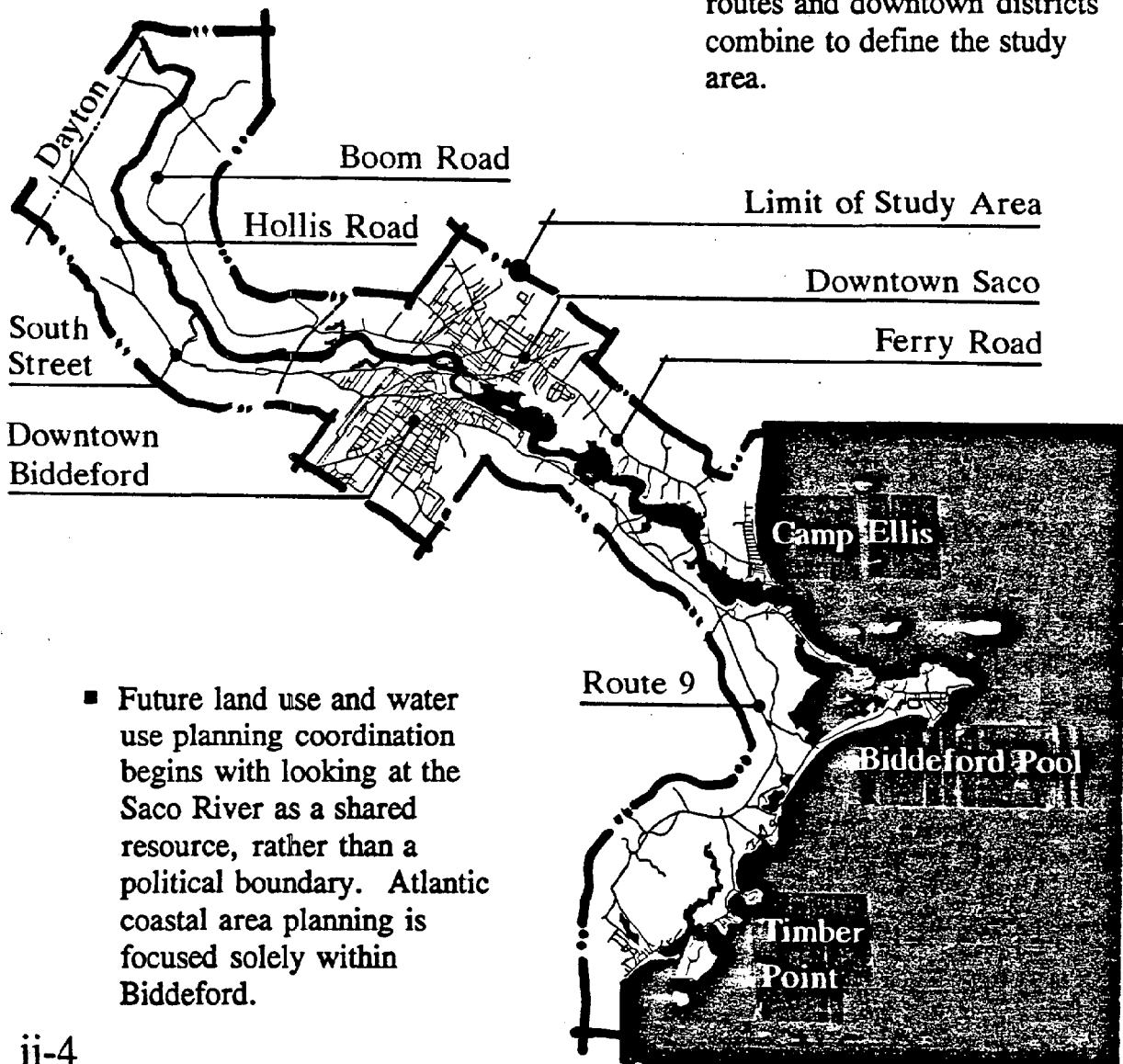


CARL G. WALBRIDGE photographer

process:

2. The Study Area

- The political boundaries between Biddeford and Saco have been temporarily erased in order to properly conduct this study.
- The study area may be described as all continuous lands between the Saco River or Atlantic Ocean and a continuous, definable "edge". As illustrated, historic travel routes and downtown districts combine to define the study area.

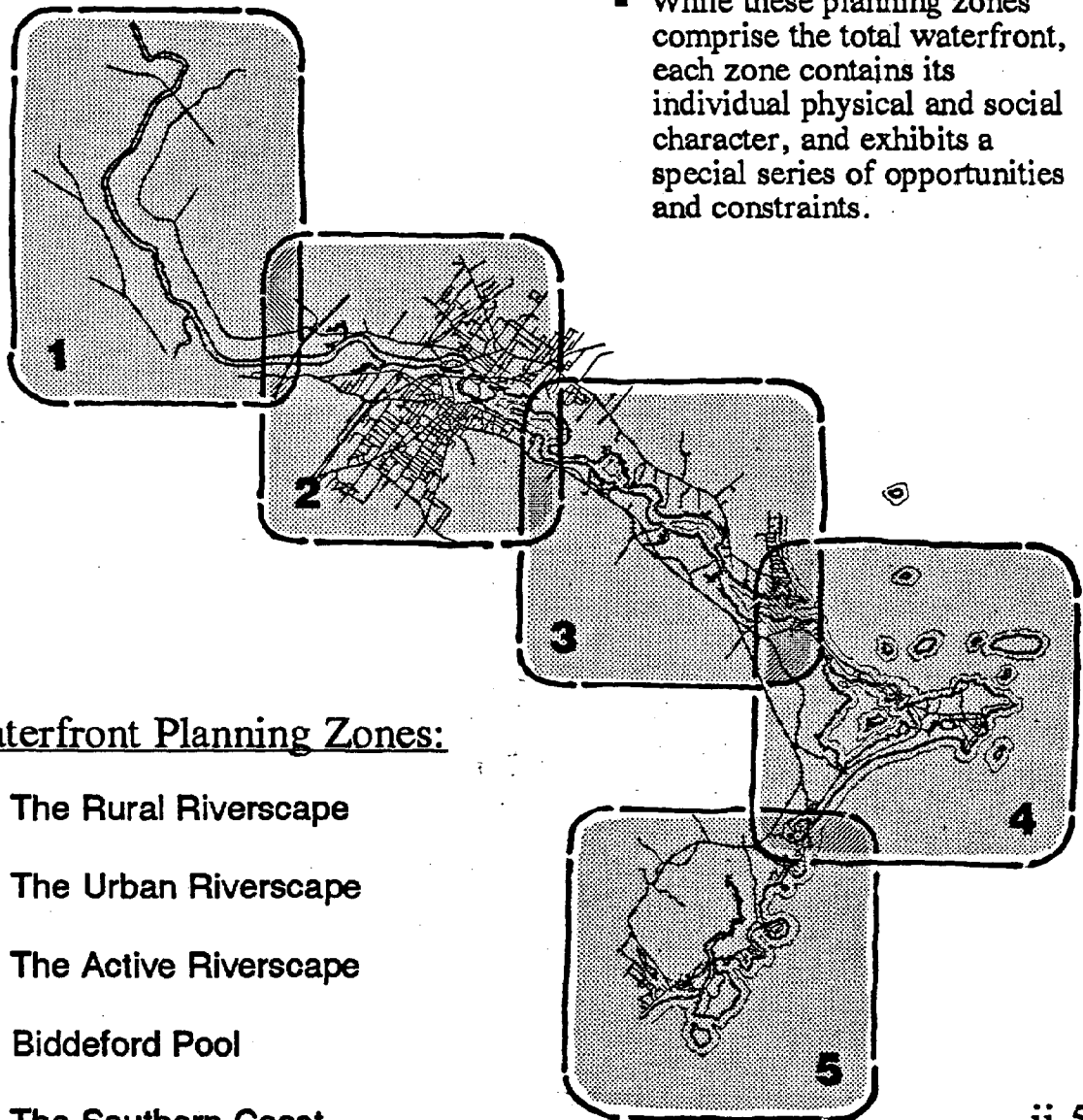


- Future land use and water use planning coordination begins with looking at the Saco River as a shared resource, rather than a political boundary. Atlantic coastal area planning is focused solely within Biddeford.

process:

3. Waterfront Planning Zones

- The analysis process begins with the identification of distinct sub-regions within the study area, which are referred to as "planning zones."
- There are no physical or social "lines" between these zones; therefore, we recognize that there is an overlap and transition area between each sub-region.
- While these planning zones comprise the total waterfront, each zone contains its individual physical and social character, and exhibits a special series of opportunities and constraints.



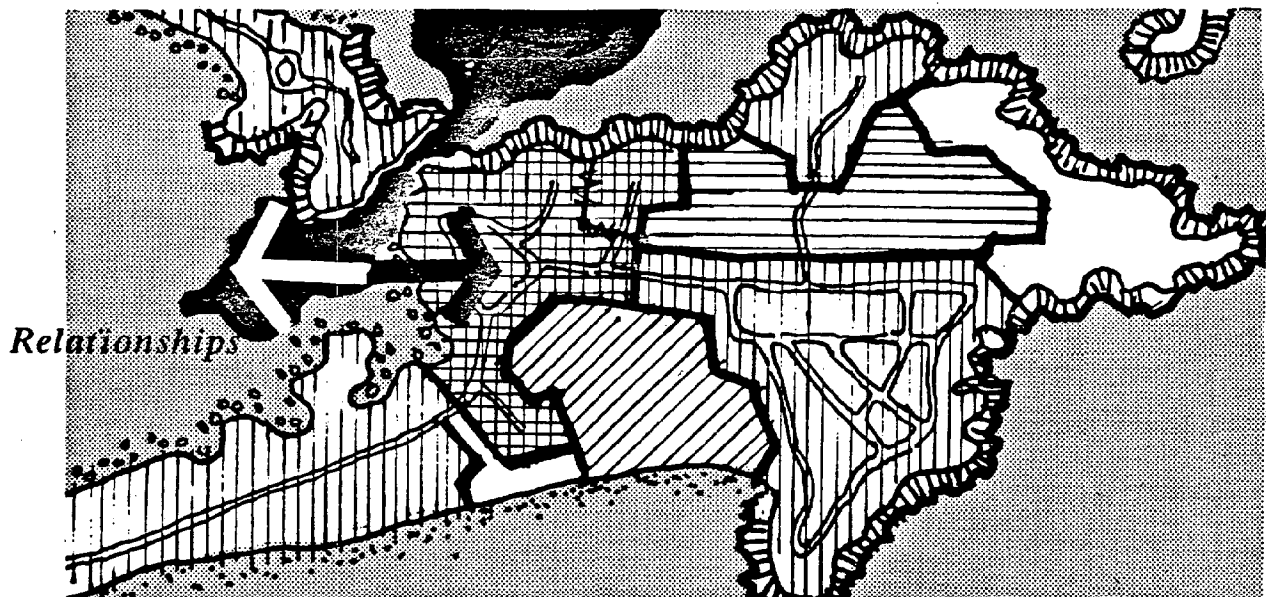
Waterfront Planning Zones:

1. The Rural Riverscape
2. The Urban Riverscape
3. The Active Riverscape
4. Biddeford Pool
5. The Southern Coast

process:

4. Define Planning Units

- Each waterfront planning zone is comprised of a number of different landscape types, water characteristics, and shoreline edge conditions.
- For example, Biddeford Pool contains the Audubon Sanctuary, seasonal residential subdivisions, and an historic fishing village. Water characteristics include freshwater ponds, a sheltered harbor, and exposed open water. Shoreline conditions range from rocky cliffs to sand beaches.
- Through Inventory and Analysis, these differing conditions will be identified and established as "planning units."
- Planning units, and their inter-relationships, define the visual character of Biddeford's waterfront. This level of understanding has allowed the Waterfront Committee to focus on specific areas and responsibly decide the future character of the waterfront region.



process:

5. Issue Resolution

- Through public participation and the involvement of numerous interest groups, the Waterfront Committee has developed a number of issues which require resolution.
- Organize a structure and process to allow the Committee to address these issues at regional, local and neighborhood levels.
- The process of understanding the whole by understanding its parts will provide the ability to focus efficiently on the issues at hand. For example, resolution of future moorings may be important at Biddeford Pool but not within the downtown waterfront area.
- Once the focus of each issue is understood, collective knowledge of existing conditions will allow us to properly answer any question.

<i>Opportunities & Constraints</i>	Biddeford-Saco Commission	Environmental Impact	Future Public Access	Economic Vitality	Urban Waterfront Development	Turnpike Widening	Rte 1 Bypass	Tidal Influence	Water Level Control (Dams)	Vessel Septage Disposal	Wildlife Habitat	Marine Habitat	Future Mooring Allocation	Future Land Use	Cultural Heritage	Waterfront Image & Character
The Study Area	○	●	●	●	○	○	○	○	○	○	○	○	○	●	●	●
1. Rural Riverscape	●	●	●	●		●	●		●		●			●	●	●
2. Urban Riverscape	●	●	●	●	●		●		●		○			●	●	●
3. Active Riverscape	●	●	●	●				●		●	●	●	●	●	●	●
4. Biddeford Pool		●	●	●				●		●	●	●	●	●	●	●
5. Southern Coast		●	●	●				●			●	●	○	●	●	●

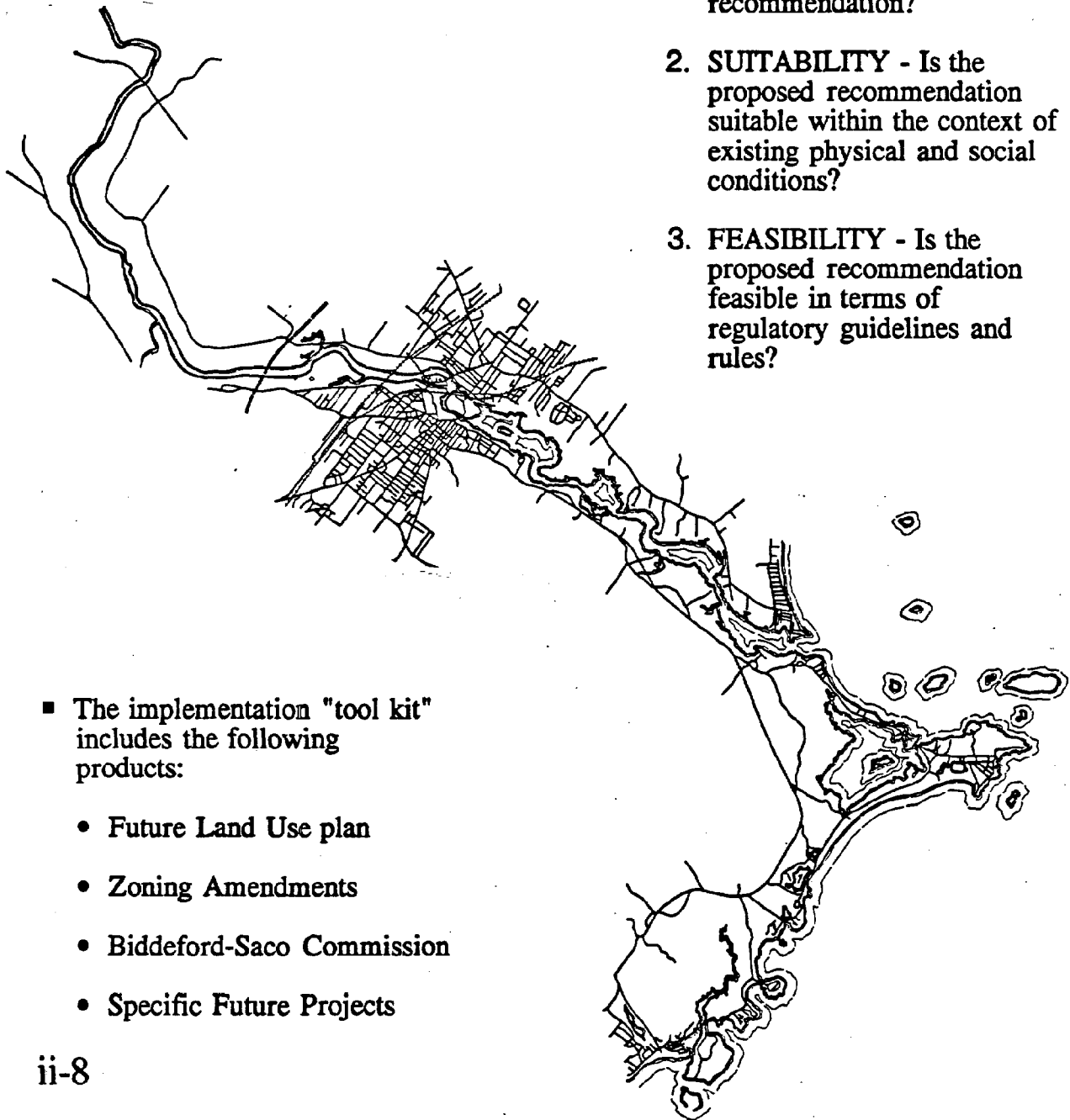
process:

6. Plan Implementation

- With the issues understood; policy decisions are made which are responsive to specific areas and are unified by an overall picture of the Future Biddeford Waterfront.

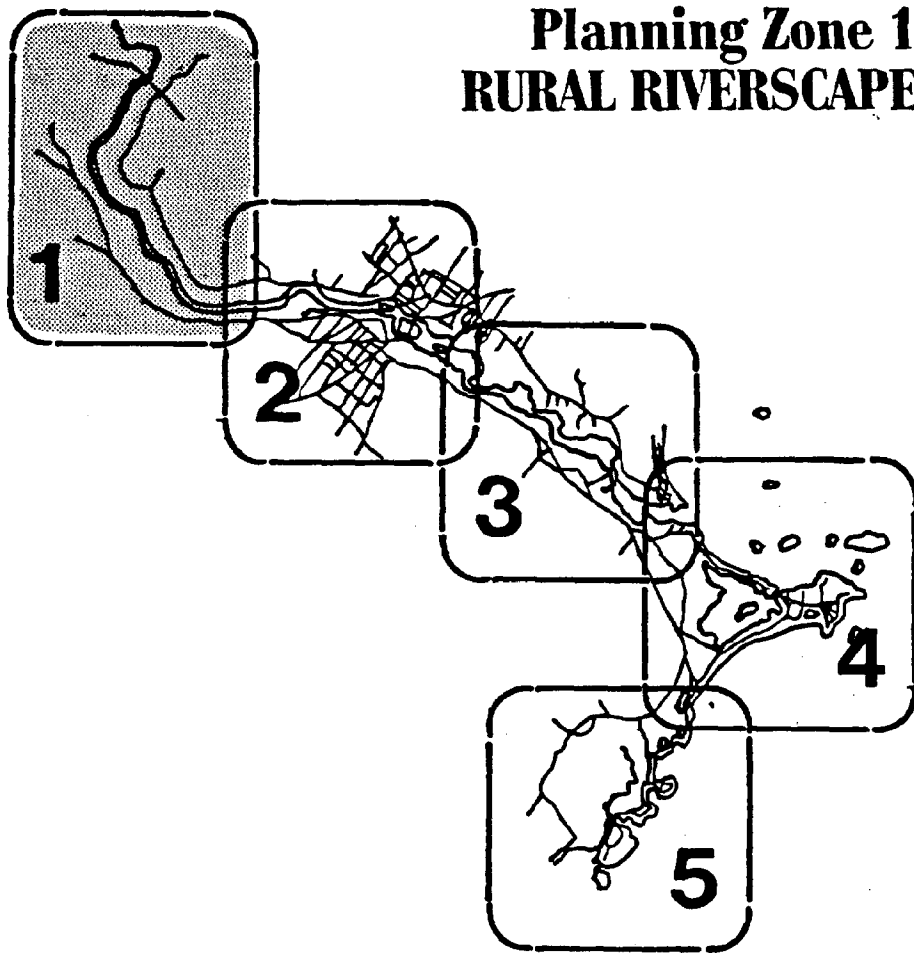
- Formulation of policy and implementation measures is based on three primary criteria:

1. **CAPABILITY** - Is the land or water resource capable of supporting the proposed recommendation?
2. **SUITABILITY** - Is the proposed recommendation suitable within the context of existing physical and social conditions?
3. **FEASIBILITY** - Is the proposed recommendation feasible in terms of regulatory guidelines and rules?



- The implementation "tool kit" includes the following products:
 - Future Land Use plan
 - Zoning Amendments
 - Biddeford-Saco Commission
 - Specific Future Projects

Planning Zone 1 RURAL RIVERSCAPE



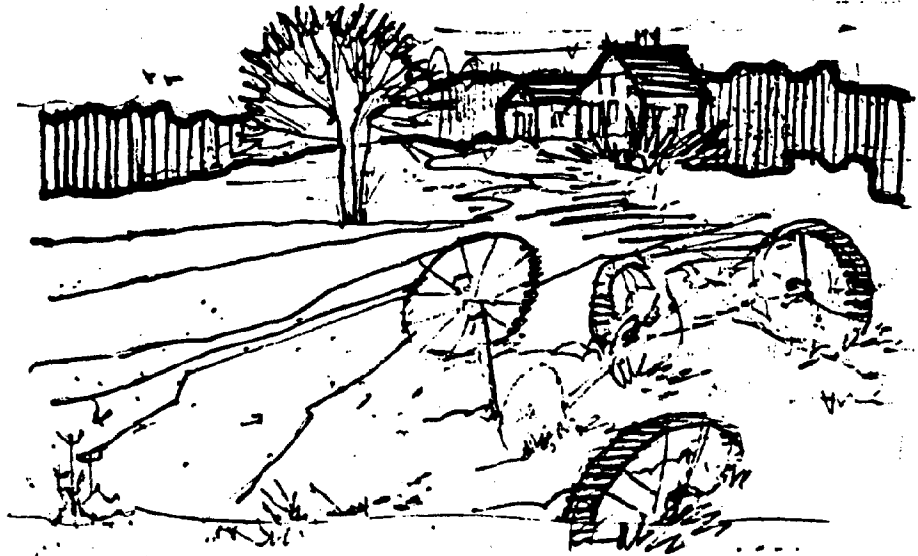
<div>Opportunities & Constraints</div>	Biddeford-Saco Commission	Environmental Impact	Future Public Access	Economic Vitality	Urban Waterfront Development	Turnpike Widening	Rte 1 Bypass	Tidal Influence	Water Level Control (Dams)	Vessel Seepage Disposal	Wildlife Habitat	Marine Habitat	Future Mooring Allocation	Future Land Use	Cultural Heritage	Waterfront Image & Character
The Study Area	<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>
1. Rural Riverscape	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>
2. Urban Riverscape	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>
3. Active Riverscape	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>
4. Biddeford Pool	<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>
5. Southern Coast	<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>

Planning Zone One

WATERFRONT LAND USE

The Rural Riverscape

This section of the waterfront along the Saco River is dominated by agricultural fields and wooded natural areas. Historically, residential homes were established along the primary travel routes known as South Street and River Road.



Local infrastructure and zoning support the existing land use pattern. South Street and River Road are local roads and do not experience significant traffic volumes. There is no public water nor sewer services, and septage disposal is based upon soil suitability criteria. Zoning in this area is "Rural Farm", which restricts permitted uses to those which are compatible with existing uses.

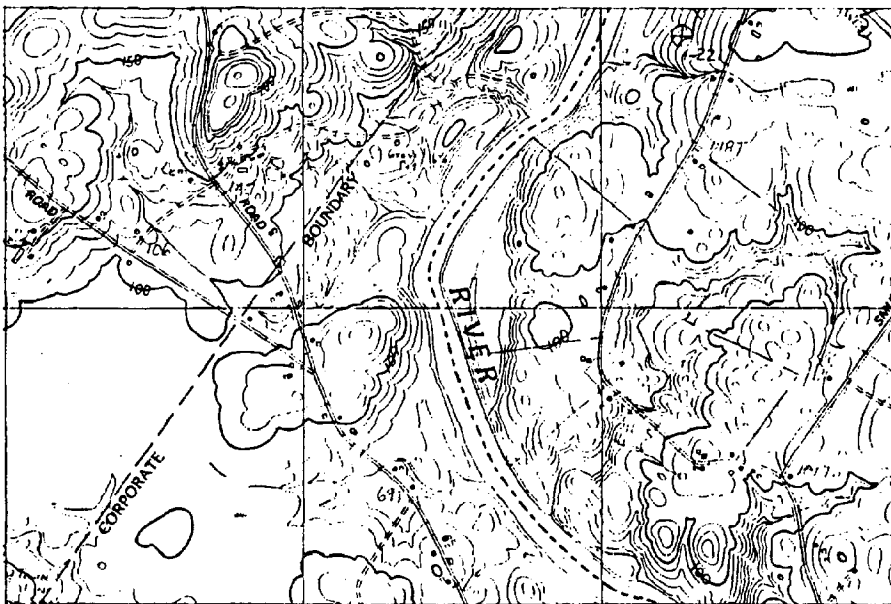
Over time, however, additional infill residential development has consumed frontage along these roads, thereby decreasing the rural experience when traveling through the area. More recently, planned residential subdivisions have been built between these travel corridors and the Saco River. In this process, agricultural areas are removed and existing vegetation cleared to make way for new homes. In so doing, a pattern of "rural strip development" is emerging along South Street and River Road. This activity threatens the natural character currently present within the river corridor.

Planning Zone One

NATURAL RESOURCES

Landform

Topographic conditions within this section of the study area are best described as a series of rounded hills which are separated by stream tributaries which drain to the Saco River. These conditions are similar on the Saco side across the river. Elevation here ranges from 50 feet to 100 feet above sea level, containing some of the highest terrain within the City of Biddeford. Along the river itself, the degree of topographic enclosure varies significantly, from terrain which is steeply sloping to the rivers edge to wide, level areas containing floodplain and wetland conditions.



The Topography of the Rural Riverscape

Riparian Habitat

"Riparian habitats are areas where land and water come together. These areas support a greater diversity of wildlife than nearly all other habitats.

In Maine, riparian areas are often associated with deer wintering areas and are primarily habitat for fur bearers. Riparian habitats are often used as travel corridors between forested areas. Development can cut off animals from winter or summer ranges if travel corridors are not maintained. Riparian areas also serve as natural water filtration systems and maintain suitable water temperatures for aquatic life."¹



**Swan Pond Brook riparian habitat
is important to wildlife.**

Within this planning zone, numerous riparian habitat areas exist and are associated with drainage or stream tributaries which feed the Saco River. The Maine Department of Inland Fisheries and Wildlife (IFW) rates the importance of riparian habitats within Maine. IFW has identified Swan Pond Brook as having a high value rating. While other unnamed drainage or stream tributaries were not rated by IFW, these riparian habitats represent a significant contribution to the overall Saco River watershed resource.

Planning Zone One

WETLANDS AND FLOODPLAINS

"The City of Biddeford has an abundance of coastal and freshwater wetlands. They provide habitat for many plants and animals, including fish, waterfowl, shellfish and many species at the base of the food chain. Wetlands can also serve as water purifiers, ground water recharge areas and water storage areas that reduce flooding by absorbing and dispersing excess rainfall."¹



"Flooding is a major hazard for many coastal areas as well as areas located along rivers, streams and ponds within the City. The National Flood Insurance Program has been designated to provide flood insurance and discourage development within the 100-year floodplain (the area where there is at least a 1% chance of a flood occurring within any given year). Floodplains are narrow in some areas due to the presence of steep slopes. In other areas they are quite wide due to relatively low banks and broad, flat adjacent areas. Flood plains are often the widest where one stream or river converges with another body of water."¹

Within the study area, most of the wetlands in this planning zone are concentrated along the edge of the river due to the topography which confines the river channel. All wetlands are freshwater wetlands and are most often associated with 100-year floodplains. The Maine Department of Inland Fisheries and Wildlife (IFW) has rated all wetlands associated with the Saco River as "high value" wetlands (1989 data)². IFW defines a high value wetland based upon the following characteristics:

- High value as feeding, nesting or cover habitat for waterfowl.
- Heavy use by ducks and/or geese.
- All coastal salt marshes.

Floodplain conditions along the upper Saco River are quite varied. On the Saco side, steep topography confines the 100-year floodplain to a narrow, linear area at the edge of the river. On the Biddeford side, floodplains are more extensive, and are prevalent in association with Swan Pond Brook and other river tributaries.

Planning Zone One

WILDLIFE HABITAT

Both the Saco River and Swan Pond Brook have been rated as "high value" fisheries resources by IFW (1989 data). IFW defines a high value fishery as having the following characteristics:

- Highly suitable habitat to support game fish.
- Contains fish species which are highly sensitive to changes in physical features, water quality, or temperature.
- Contains fish species which are rare within study area.
- Has a quality fishery in high demand.
- Habitat area of greater than 10 acres occurring within main stem of the stream.
- High economic importance.

In addition to fisheries resources, the upper Saco River provides significant wildlife habitat for many species.

Existing Federal, State and local regulatory laws fall short of protecting important wildlife habitats. To some extent, this has been due to the lack of information on the location, characteristics and sensitivities of these areas as wildlife habitat.

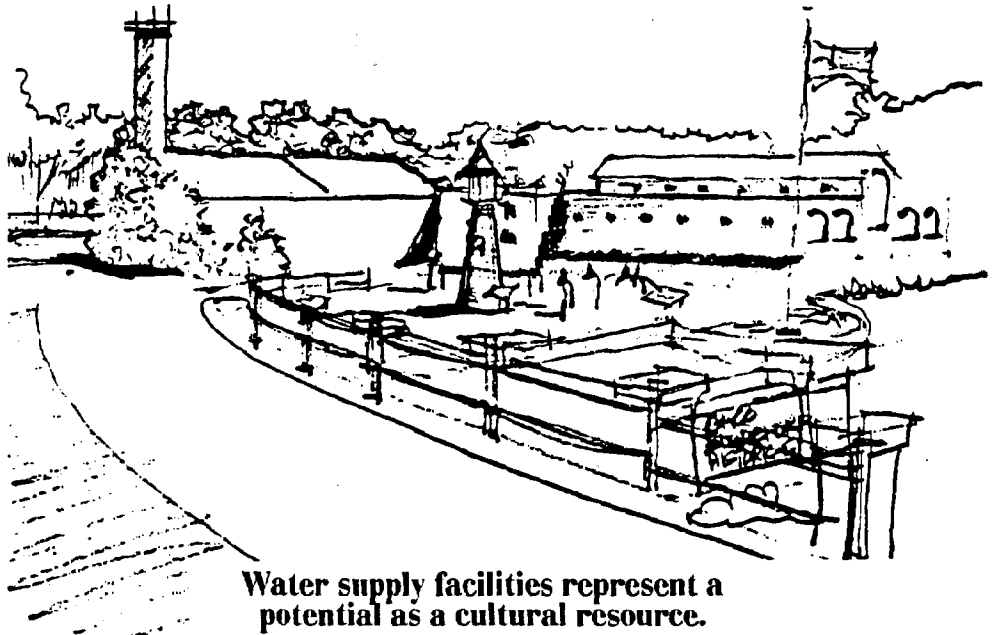
"Proper management of wildlife habitat assures that wildlife resources will survive and flourish. Wildlife is important for recreational enjoyment, including bird watching, sport fishing, hunting, trapping, and photography, as well as for maintaining species diversity and abundance."

CULTURAL RESOURCES

There are no known buildings of architectural significance nor public cultural sites within Planning Zone One. As a rural area, however, the older farm homesteads and agricultural fields represent a cultural resource for the City of Biddeford.

In addition, it is likely that the area contains significant archaeological resources. According to the Maine Historic Preservation Commission (MHPC), the river banks and floodplain of the Upland Saco River zone are sensitive for prehistoric archaeological sites.

The Biddeford and Saco Water Company facilities are located on South Street below the confluence of Swan Pond Brook and the river. These facilities, first established in the early 1800's, have great potential as a cultural resource. Although these facilities provide a crucial resource to residents of Biddeford, little is known about the facility and its operational characteristics.



Water supply facilities represent a potential as a cultural resource.

Planning Zone One

WATER RESOURCES

The importance of the Saco River as a regional resource, including public water supply, has been previously discussed within this study. Within Planning Zone One, the river exhibits exceptionally clean water. (Class B waters, the third highest rating in the state classification system.)

"Threats to water quality include soil erosion and stormwater runoff and point discharges of contaminants. Point source contamination can include sewage effluent, discharges from landfills, or toxic or hazardous materials spills.

"Stormwater runoff and soil erosion control standards can be developed to prevent excessive stormwater runoff and soil erosion and sedimentation. Sites left either permanently unvegetated or bare during construction are susceptible to soil erosion which can result in sedimentation of rivers, streams and waterbodies."¹

The State proposal to potentially establish a special waste landfill within the river's watershed is a good example of the regional aspects of water resources. Although located inland on the Biddeford/Arundel boundary, this potential site is located at the headwaters of Swan Pond Brook. The water supply intake is located immediately downstream from the confluence of Swan Pond Brook and the river. Currently, Biddeford and Arundel officials are coordinating their efforts to discourage the State from selecting this site as a landfill.

PUBLIC ACCESS AND RECREATION

On this upper section of the Saco River there are no public access sites nor recreation areas. There is a private campground site near the crossing of Route 45 at the river. Use of the river as a recreational resource is limited to boating and fishing. This navigational section of the river lies between Skelton Dam upriver and dams within downtown Biddeford. The lack of access sites, especially boat launch facilities, promotes a low-key utilization of this section of the river.

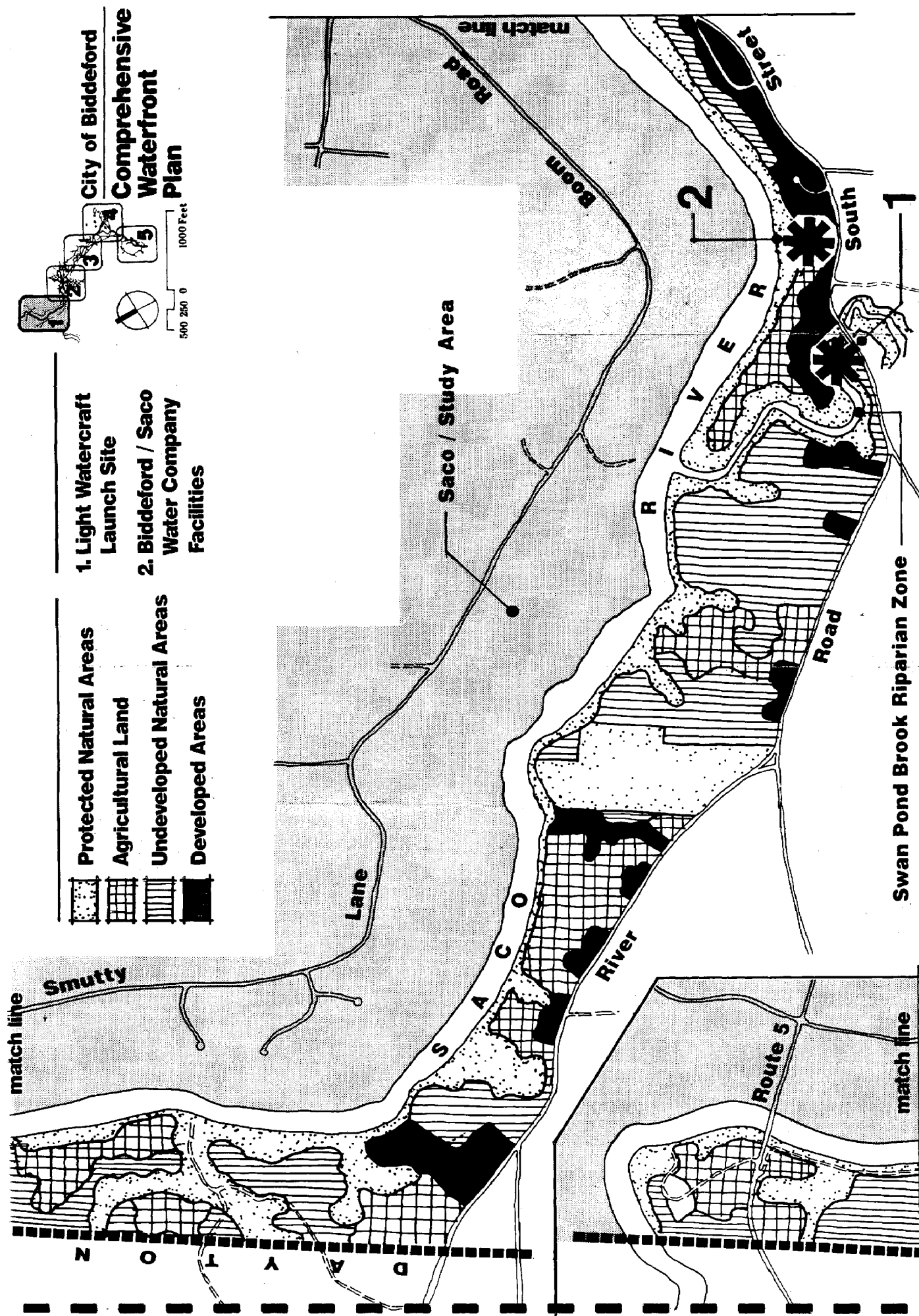


Planning Zone One

ANALYSIS AND POLICY DEVELOPMENT

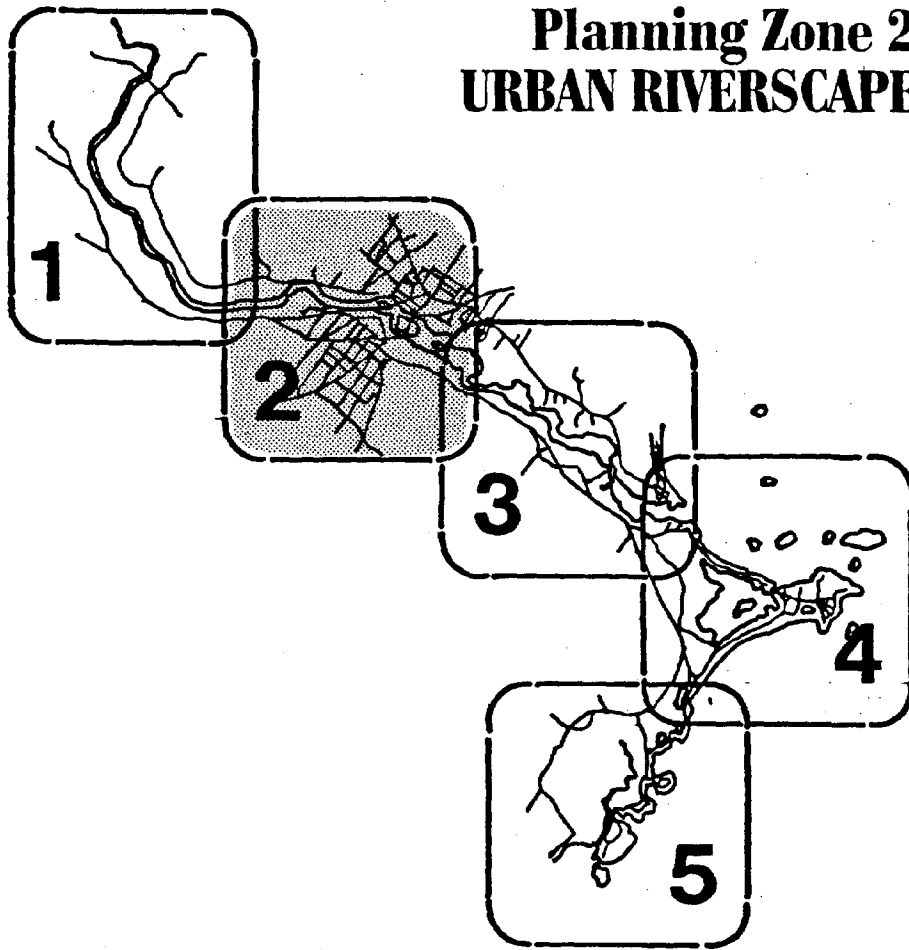
1. Control the visual impact of residential strip development within the South Street and River Road corridors.
 - This objective is formulated to preserve and enhance the quality of the existing rural character when traveling along these primary roadways. Specifically, the intent is based on the retention of naturally wooded areas adjacent to roadways and at the edge of agricultural fields.
2. Control the visual and environmental impact on existing and future development and activity within the Saco River watershed.
 - As a major source of public water supply, the protection of water quality is critically important. This objective can only be met through regional cooperation with municipalities "upriver" in order to control the cumulative effects of existing and future development and activity within the river watershed. Regional management may be coordinated through the Southern Maine Regional Planning Commission.
 - The Saco River Corridor Commission is a regional agency which exercises excellent control of development activities affecting the river. Locally, the City of Biddeford should encourage greater setbacks from the river, promote open space and buffer areas along the river, and should monitor sources of environmental impact upon the river, including riparian zones such as Swan Pond Brook.

- This section of the river affords the recreational boater, or those who may walk along the river, with an essentially natural river experience. The future assurance of this experience should be promoted by controlling the visual impact of development within the river corridor. Development projects should be controlled to minimize the disturbance of natural vegetation and to limit the encroachment of structures upon the riverscape.
3. Pursue the development of the Biddeford and Saco Water Company facilities as a site where residents can experience educational/interpretive activities.
- While privately owned, the facility has great potential for tours of waterworks and the water supply system. Increased knowledge of and exposure to these operations will enhance the appreciation of the importance of water supply and conservation.
4. Promote low-key recreational use along the river while limiting public access and discouraging intensive recreational uses.
- This objective is aimed at retaining the current natural river experience and promoting a limited increase in recreation on this section of the river. Rotary Park, at the low end of the river, is an active recreation site which provides access to the river for power boats that utilize this section of the river.
 - The Waterfront Committee feels that additional access for power boats should be discouraged in order to maintain the existing quality of experience on the river. A public access site should be developed, however, specifically for the use of canoes and other non-motorized light watercraft. A location should be sought on the upper section of the river, such that these recreational users are not mixed with those at Rotary Park. Additional public access to the river should be encouraged in the form of common open space associated with future residential development projects.



Swan Pond Brook Riparian Zone

Planning Zone 2 URBAN RIVERSCAPE



Opportunities & Constraints	Biddeford-Saco Commission	Environmental Impact	Future Public Access	Economic Vitality	Urban Waterfront Development	Turnpike Widening	Rte 1 Bypass	Tidal Influence	Water Level Control (Dams)	Vessel Septage Disposal	Wildlife Habitat	Marine Habitat	Future Mooring Allocation	Future Land Use	Cultural Heritage	Waterfront Image & Character
The Study Area	<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>
1. Rural Riverscape	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>
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4. Biddeford Pool	<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>
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Planning Zone Two

WATERFRONT LAND USE

Planning Zone Two is comprised of waterfront areas extending from the Maine Turnpike to the areas beyond Factory Island along the tidal section of the Saco River. This zone includes the central business district of the City of Biddeford at its interface with the river and the City of Saco. The entire area is served by public water and sewer services.

Rural Transition Zone

Beginning from the west side, near the Maine Turnpike, land uses comprise a "transition" from the rural riverscape to downtown districts. South Street is the major travel route from the west, which feeds into Main Street, which parallels the river and leads to the intersection of Route One. In this area, land uses are primarily residential. In the outer areas near the Turnpike, single family homes dominate the landscape. Moving closer to the City, density increases with smaller lot sizes and multi-family dwellings.



Planning Zone Two

WATERFRONT LAND USE

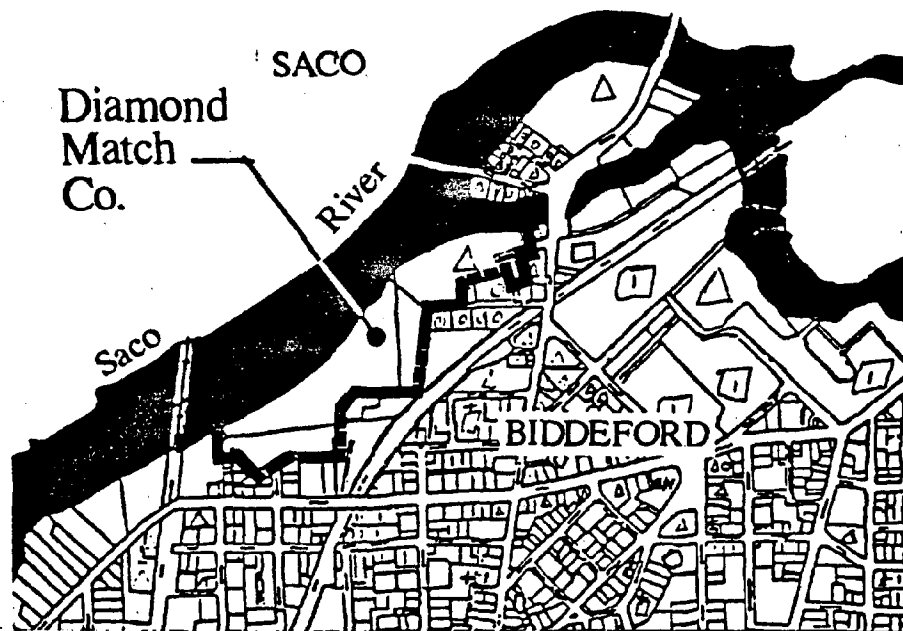
Rural Transition Zone

Rotary Park, a recreational area, and the Biddeford High School lend to the overall character of this "neighborhood oriented" section of the City between the Main Street/South Street intersection and Route One. Bisecting this area is the Kittery to Portland section of the Boston and Maine Railroad, as well as a spurline extending to the Saco Brick Company across the river.



The waterfront itself is comprised of three district conditions. Between the Maine Turnpike and Rotary Park, wetlands and floodplains define the rivers edge. Rotary Park, a former City landfill, contains approximately 3,000 linear feet of river frontage, as well as frontage on Thatcher's Brook as it enters the river. The third condition between Rotary Park and Route One, is a densely developed shoreline. Residential and commercial uses extend close to, or in some locations directly upon, the water.

The City of Biddeford is fortunate to own a significant waterfront parcel near Horrigans Court and Hooper Street between Main Street and the river. This undeveloped parcel, known as the Diamond Match Company site, contains approximately nine acres located directly on the waterfront, with 1200 linear feet of river frontage. The property is primarily vacant, with some areas of pavement and related site improvements remaining. This site offers great potential for future utilization, including access and recreation facilities.



Planning Zone Two

WATERFRONT

Central Business District

The waterfront section of the central business district extends easterly from Route One to Route Nine and Factory Island. Historically, development was concentrated on the waterfront and upon Spring and Factory Islands. These industrial mills, whose buildings exist today, were located to capture the hydropower generated by the rapids on the Saco River. The Saco River and Biddeford Pool served to export manufactured goods, as well as to import goods for residents of Biddeford and Saco. While these mills served as the catalyst for the establishment of the City of Biddeford, they exact a price upon the City today. Due to the proliferation and scale of these mill buildings, and their location directly upon the waterfront, the Saco River is substantially "invisible" and inaccessible from the City itself.



Mill buildings restrict access and views to the river waterfront

As redevelopment of the mills occurs, great opportunity exists for the provision of public access to and alongside the Saco River. The first floor of these buildings will eventually support pedestrian-related uses, including retail stores, shops and restaurants, accessible from the riverfront "public way." The upper floors will most likely develop as offices, residential units and possibly hotel accommodations, creating a significant population increase in the downtown area. Inasmuch, a riverfront walkway will provide passive recreation opportunities and linkage to the central business district and future waterfront parks. In this process, the City may "recapture the urban waterfront" and stimulate economic revitalization.



Planning Zone Two

WATERFRONT LAND USE

Waterfront Redevelopment District

This section of the City is located between the Saco River and Pool Street, extending from Main Street easterly to Lafayette Street. The waterfront itself is located on the Saco River just below the dams at Factory Island. In 1980, the City developed the "Waterfront Redevelopment Plan" which focused upon a three acre site on the river bounded by Main Street, Water Street and the sewage treatment plant. This property is locally referred to as the White's Wharf parcel. Goals and objectives identified in the plan include the following:

- Improvement of project area land values.
- Preservation and rehabilitation of key buildings.
- Removal of unsightly structures and blight.
- Improve Main Street/Water Street intersection.
- Develop mixed uses non-competing with existing uses.
- Improve waterfront edge condition and open space.
- Recapture views of river and first impression of City.



**An impressive view from Main Street to Saco River
September, 1991**

Planning Zone Two

WATERFRONT LAND USE

Waterfront Redevelopment District

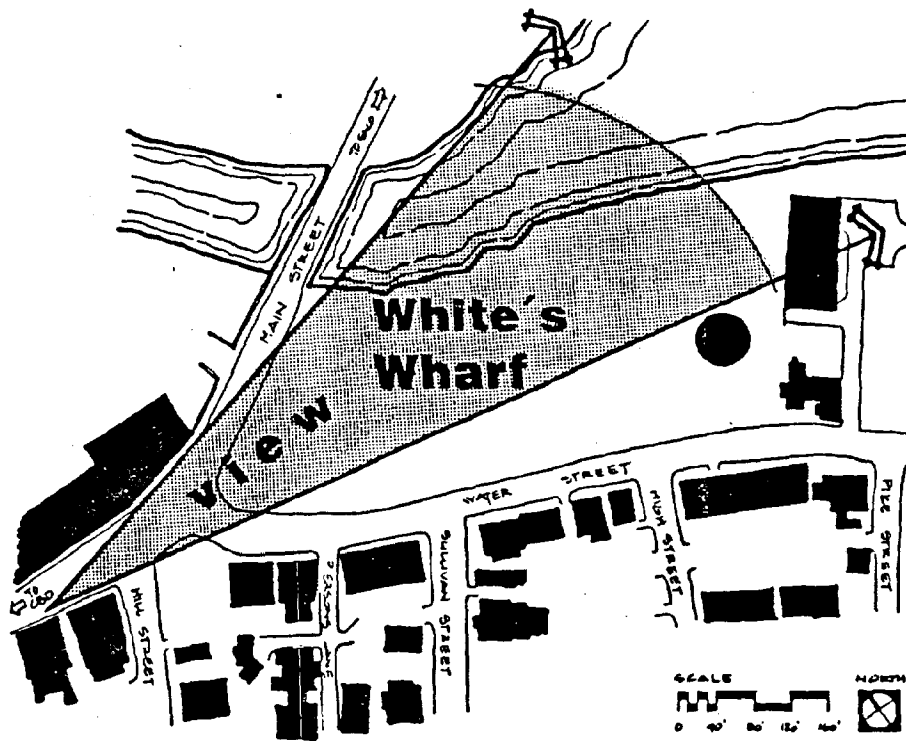
The City's 1980 "Waterfront Redevelopment Plan" includes recommendations for rehabilitation of several structures on the lower part of "the hill", on the south side of Water Street. These buildings include the Dudley Block/Green Wave Tavern which are listed on the National Register of Historic Places, as well as the Sullivan House and Mahaney buildings.



White's Wharf site and historic buildings across Water Street

As the City continues its redevelopment program, these buildings will play a key role in the revitalization process. If the White's Wharf site view corridor is maintained, building construction is accordingly less intensive than recommended in the 1980 Redevelopment Plan. Inasmuch, these historic structures harbor potential to accommodate mixed uses envisioned by the 1980 plan.

The City of Biddeford has demonstrated a commitment to this effort and has achieved many objectives outlined by the plan. In the last decade, the City has removed several unsightly structures and thereby recaptured views to the river from Main Street and Water Street. In this process, a view corridor has been established, and should be retained through proper future utilization of the site.

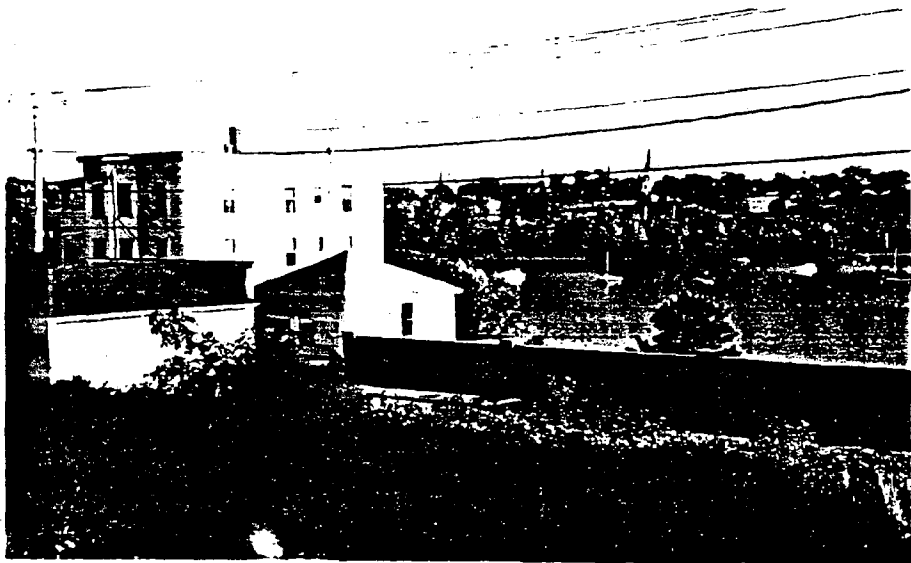


The City's 1980 Redevelopment Plan proposes structures proximate to the Main Street/Water Street intersection which threaten this view corridor. Accordingly, no structures should occur along the Main Street frontage, and structures along the Water Street frontage should be positioned away from the intersection to retain existing views.

Extending easterly from the three acre site known as White's Wharf, waterfront land uses include the sewage treatment plant, Rumery's Boatyard, and residential properties. Shorefront and river conditions between the Main Street/Route 9 bridge and the Rumery's site are suitable for water-dependent uses and activities. Beyond the Rumery's site, steep topography and shallow river depths preclude the opportunity to these uses. This waterfront section, between the river and Cleaves Street, is comprised of single family and multi-family residential uses. Opposite this area and within the river are Cow Island and Mouse Island, both of which are undeveloped and environmentally unsuitable for future development.

The Hill

The area between Water Street/Cleaves Street and Pool Street extending from Main Street to Lafayette Street is referenced to locally as "The Hill". While this area does not contain waterfront upon the Saco, existing and potential views of the river are dramatic. Land uses are primarily residential, including single family and multi-family dwellings. Existing views to the river are limited to streets which run perpendicular to the shoreline and are further limited by building heights and placement of structures.



Planning Zone Two

NATURAL RESOURCES

Riparian Habitat

Located at the east edge of Rotary Park on the Saco River is Thatcher's Brook, a major tributary which comprises a major sub-watershed extending inland to the Biddeford Airport. The Maine Department of Inland Fisheries and Wildlife (IFW) identifies Thatcher's Brook as having a high value rating as a riparian habitat.

Wetlands and Floodplains

Wetland areas within this planning zone are limited primarily to the Thatcher's Brook riparian zone. Remaining river shoreline areas are developed and contain urban soil conditions.

Flood hazard areas, including 100-year floodplain zones, are more prevalent than wetland areas in this zone. In addition to floodplains along the river between the Maine Turnpike and Rotary Park, two urban areas are affected. These include the City owned Diamond International site, as well as the Water Street area, including a portion of the sewage treatment plant site.



Thatcher's Brook riparian zone near Rotary Park

Wildlife Habitat

IFW has rated the Saco River as a "high value" fisheries resource and Thatcher's Brook as a "medium value" fisheries resource. IFW defines a medium value fisheries resource based on the following characteristics:

- Moderately suitable habitat to support game fish.
- Contains fish species which are moderately sensitive to changes in physical features, water quality, or temperature.
- Contains fish species which are moderately common within study area.
- Has a quality fishery in moderate demand.
- Habitat area of from 5 to 10 acres occurring within main stem of the stream.
- Moderate economic importance.

Although not rated by IFW as an important wildlife habitat area, it should be noted that local observance of shorebird nesting and other wildlife activity has been noted at Cow Island and Mouse Island. Inasmuch, the City should consider these islands as locally important wildlife habitat areas.



Cow Island is important as a wildlife habitat

Planning Zone Two

CULTURAL RESOURCES

The downtown portion of the City of Biddeford is rich in cultural resources available to City residents. These include the municipal offices and library, schools, financial institutions, theatres and playhouses, and numerous additional facilities. Specific to the immediate waterfront, however, there are no cultural resource facilities presently utilized. Analysis of existing conditions, however, reveals great opportunity for future cultural experience in downtown waterfront areas:

- Existing mill structures harbor potential for providing historical perspective on the City's history.
- Dam structures and hydroelectric facilities may provide educational experiences specific to water control and management.
- The City's 1980 "Waterfront Redevelopment Plan" perhaps understated the sites' potential for tourism and education pertinent to the City's maritime heritage and shipping industries.
- The sewage treatment plant and its crucial role in the environmental integrity of the Saco River should be recognized for its importance within the community.



Mill buildings offer perspective on the City's history



Sewage treatment is unrecognized for its importance to Biddeford residents.



Hydroelectric facilities provide educational experience specific to water control and management.

Planning Zone Two

PUBLIC ACCESS AND RECREATION

Rotary Park, located on South Street between downtown Biddeford and the Maine Turnpike, is a waterfront recreation area available to City residents. This park, established in the early 1970's, is located on a former landfill site on the Saco River. Facilities include the following:

- Swimming beach (90 linear feet).
- One changing facility.
- One boat ramp (unpaved).
- Downhill ski area (5 acres; lift).
- Outdoor ice skating area.
- Sledding area (2 acres).
- Playground (10,000 sq. ft.).
- Picnic tables.
- Lighted softball field.

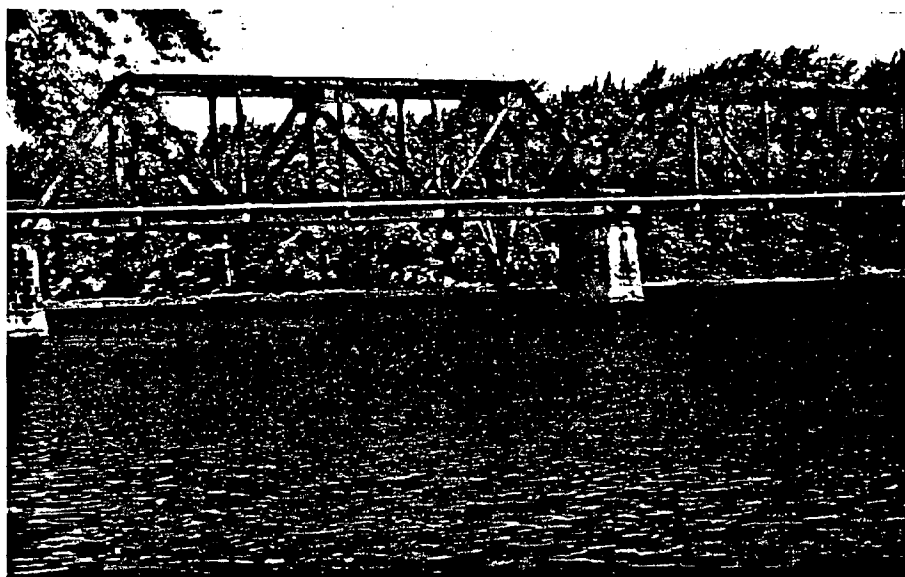
In 1978 the City developed a master plan for the expansion of existing facilities; however, the City has not, to date, undertaken expansion recommendations. In general, maintenance of existing facilities City-wide suffers from lack of funding and assigned personnel.



Picnic areas and swimming beach at Rotary Park

Linkage and Interlocal Opportunities

With the exception of Rotary Park, public access to and recreation facilities on the waterfront are nonexistent. Inasmuch, Biddeford residents have little opportunity to utilize the waterfront areas, particularly within the City business district. As identified herein, future opportunities exist for the development of waterfront parks and recreation areas. In this light, the City may strive for linkage between these facilities. Together with a linear access plan along the waterfront, provisions should be made for linkage between this linear system and downtown neighborhood districts.



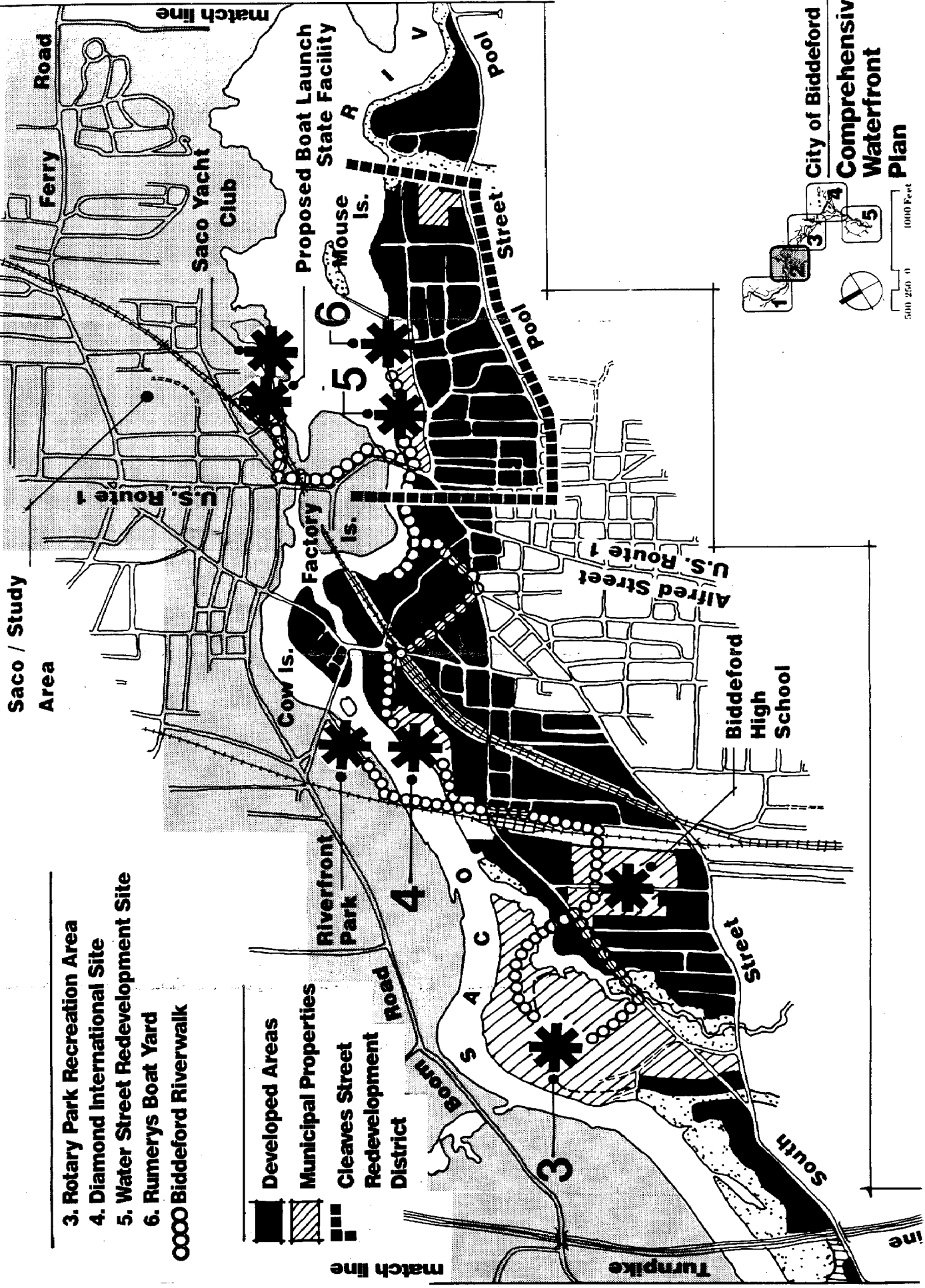
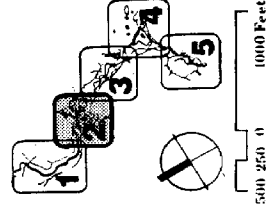
The Cities of Biddeford and Saco share the river and should coordinate inter-city access and recreation planning efforts. Particular emphasis may be given to the City of Biddeford's White's Wharf property and Factory Island on the Saco side. In addition to pedestrian ways and parks, planning objectives should include parking support facilities, complimentary rather than competing facilities, and the fostering of urban revitalization needs for both cities.

Planning Zone Two

ANALYSIS AND POLICY DEVELOPMENT

1. Develop waterfront open space and parks for the enjoyment of local residents, as well as a means for enhancing economic development and tourism within the City of Biddeford.
 - With the exception of Rotary Park, Biddeford residents have little opportunity to utilize the waterfront areas within the City business district. Future pedestrian linkages should be developed from urban neighborhoods to waterfront parks and open space.
 - The City should capture the opportunity to promote economic development and tourism by developing its waterfront and increasing public access to these areas. Biddeford and Saco should coordinate an inter-city program and master plan to achieve this objective.
 - The City has the opportunity to recover the riverfront which is presently inaccessible and "invisible" within the central business district.
2. Continue to address the adverse impacts on water quality created by effluent discharge into the river.
 - The City is currently engaged in a program to separate storm drains and sewer lines which are currently combined and discharge to the Saco River. These improvements will improve the efficiency of the sewage treatment plant, as well as the water quality in the river.
3. Capture the opportunity for educational/interpretive activities associated with the sewerage treatment facilities and hydroelectric dams on the river.
 - These sites play an important role on the waterfront and should be recognized for their importance in the community and the residents of Biddeford.

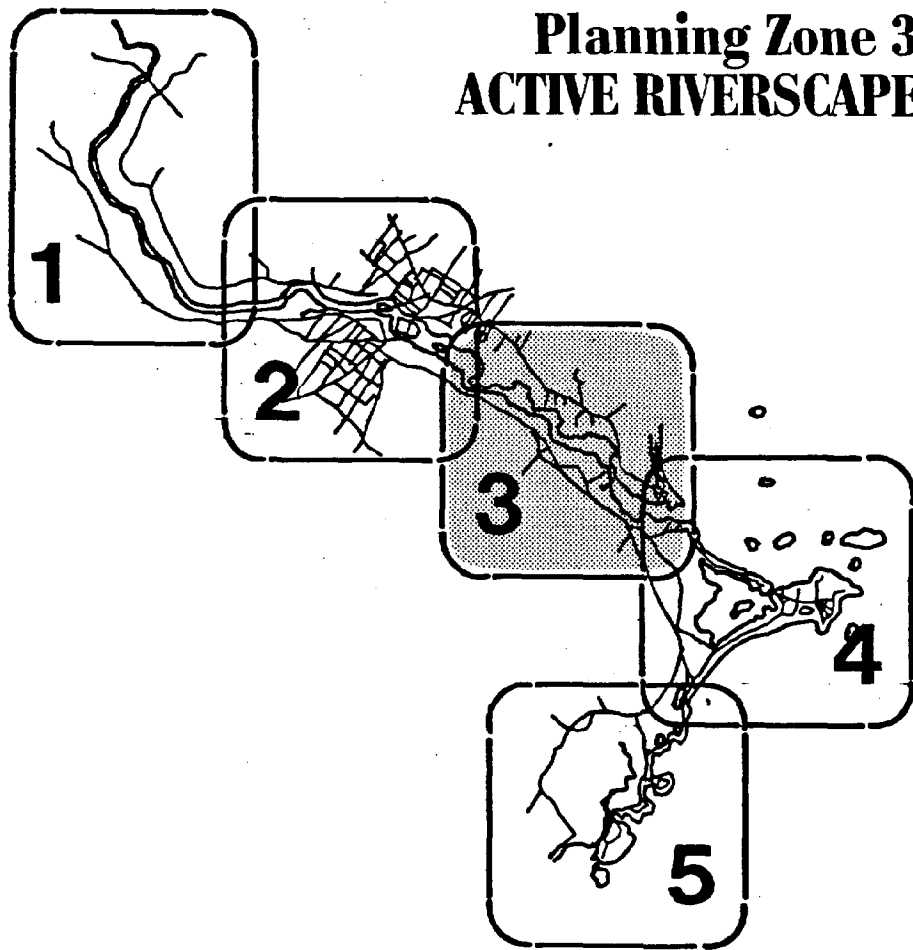
City of Biddeford Comprehensive Waterfront Plan



- 3. Rotary Park Recreation Area
- 4. Diamond International Site
- 5. Water Street Redevelopment Site
- 6. Rumerys Boat Yard
- OOOO Biddeford Riverwalk

- Developed Areas
- Municipal Properties
- Cleaves Street Redevelopment District

Planning Zone 3 ACTIVE RIVERSCAPE



Opportunities & Constraints	Biddeford-Saco Commission	Environmental Impact	Future Public Access	Economic Vitality	Urban Waterfront Development	Turnpike Widening	Rte 1 Bypass	Tidal Influence	Water Level Control (Dams)	Vessel Septage Disposal	Wildlife Habitat	Marine Habitat	Future Mooring Allocation	Future Land Use	Cultural Heritage	Waterfront Image & Character
The Study Area	<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>
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2. Urban Riverscape	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>
3. Active Riverscape	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>
4. Biddeford Pool	<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>
5. Southern Coast	<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>

Planning Zone Three

WATERFRONT LAND USE

Historically and within recent years, land use development has occurred in a linear pattern, concentrated within the Pool Street/Route Nine corridor. The First Parish Meeting House, the original City meeting place, is located on Pool Street at Meetinghouse Road. This structure, which was moved from the riverfront at Meeting House Eddy, is placed on the National Register of Historic Places.

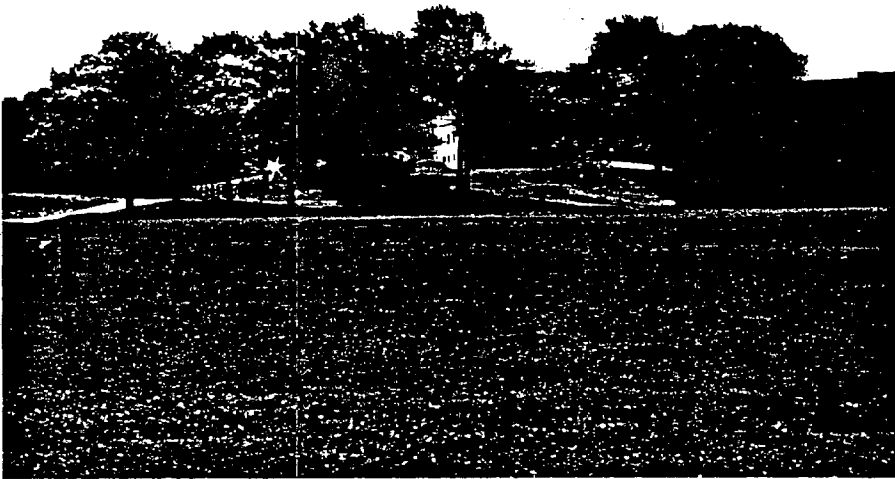
Land uses within the Pool Street corridor are predominately single family residential homes oriented toward Pool Street rather than the river. This pattern is created in part due to the steep terrain between Pool Street and the river. In recent history, the Route Nine realignment project served to create a series of neighborhoods along the river. As the new alignment straightened the route, the older road sections experience minimal traffic, fostering pedestrian activity and a sense of community within these residential areas.



Planning Zone Three

WATERFRONT LAND USE

Additional land uses along the river include the Riverwood Health Care Center and St. Andres Health Center and Convent. These quasi-public facilities exhibit a campus-like development pattern and contribute valuable open space to the river corridor. These facilities are located on high bluffs along the river and provide for views from Route Nine to the river across the river to Saco.



Presently, most of the land between Route Nine and the Saco River is developed. In the past ten years, numerous single family houses and residential developments have been established along the Route Nine corridor. As this pattern progresses, the sense of traveling along a natural river corridor is compromised and similar visual impact is occurring within the river corridor itself.

NATURAL RESOURCES

Landform

In early history, Pool Street was established as the route between downtown Biddeford and coastal areas, following parallel to the Saco River. The route follows a linear terrace landform with elevations ranging from 100 feet to 150 feet above the river. In most locations between Pool Street and the river, the land is relatively flat and, as it approaches the river, the topography slopes steeply to the water. In some locations, secondary "benches" occur between Pool Street and the river. In contrast to this basic land form pattern is the Moors Brook drainage basin, which enters the Saco near Meeting House Eddy.

Riparian Habitat

Moors Brook crosses Pool Street at the approximate midpoint between downtown Biddeford and the Hills Beach Road at the University of New England. The Maine Department of Inland Fisheries and Wildlife (IFW) has rated this brook as having medium value as a riparian habitat. The Moors Brook watershed extends inland along the Guinea Road to West Street. As it enters the Saco, the brook and river combine to create a diverse environment, including freshwater and saltwater wetland habitats.



Planning Zone Three

NATURAL RESOURCES

Wetlands and Floodplains

This section of the Saco River is prolific as an estuary system which includes significant freshwater and salt water wetland areas. IFW has related numerous wetlands along the river as having high value, primarily due to the wildlife habitat supported by these river environments. Expansive salt marshes along the river are particularly expressive of this estuarine environment. Dictated by topographic conditions within the river corridor, floodplain areas range from narrow strips along the river to broadly distributed flow areas. It is important to note the active erosion occurring today at the edge of the river's salt marshes. This erosion may be caused by intensive boating activity or by natural processes, including spring ice floods, or by a combination of these activities and events.



Expansive salt marshes adjacent to the Saco River

Wildlife Habitat

This tidal section of the Saco River provides extensive and significant, wildlife habitat for numerous species. IFW has rated this section of the river as having high value as a fisheries habitat. Fish species found in the Saco River include alewives, American Shad, blueback herring, rainbow smelt, Atlantic Salmon, and Striped Bass. "The Saco River supports the largest Striped Bass fishery in the State of Maine. All species except the Atlantic Salmon migrate to spawn as far as the head of the tide at Factory Island". Fish passage facilities are presently planned at existing dam barriers which will allow these species to expand their breeding.



In addition to its value as a fisheries habitat, the Saco River provides important wildlife habitat for shorebirds. These include shorebird staging areas and waterfowl wintering areas, which are concentrated within the rivers' salt marshes. Salt marshes provide breeding habitat for numerous marine species on a seasonal basis.

Planning Zone Three

WATER RESOURCES

Physical Characteristics

The State water quality classification of this section of the river is SC, the third highest classification for estuary and marine waters. These waters should be suitable for recreation in and on the water, fishing and aquaculture. From the mouth of the river at Camp Ellis, the channel extends six miles inland to downtown Biddeford-Saco. At each incoming tide, salt water intrusion into the estuary extends approximately four miles upriver. Mean high tide is 8.7 feet above the mean low water elevation and extreme low tide is 3.5 feet below mean low water, combining for a tide differential of 12.2 feet.

River Navigation

The Saco River channel is extremely irregular respective to its horizontal configuration, width and depth conditions. The river is classified as a navigable waterway. The U.S. Army Corps of Engineers is the primary regulatory agency controlling navigation upon the river. The Corps has undertaken numerous projects within the river, including channel dredging, establishment of mooring basins and the construction of the jetties extending into the ocean at Camp Ellis and Hills Beach.



Jetties at Camp Ellis, a U. S. Army Corps of Engineers project

The channel within the river is narrow with sharp bends; however, it is well marked and easily navigable. During the spring and summer of 1991, the Biddeford Harbor Commission placed several "no wake" buoys within the river. In accordance with State boating laws, these buoys require boaters to maintain headway speed within 200 feet of the shoreline. Placement of the "no wake" buoys resulted from irresponsible boating activity occurring within recent years.



In the summer of 1991, Federal funding was approved for a maintenance dredging of the Saco River channel. This project is extremely important to improve navigation and commercial utilization of the river. Currently, channel depths are marginal at the mouth of the river near Camp Ellis and at the head of the river near Factory Island. For the Federal dredging project to proceed, Biddeford and Saco must designate an area or areas for the disposal of dredged materials. The City of Biddeford is coordinating its White's Wharf property on Water Street for this purpose, and is considering alternative sites in coordination with the City of Saco.

Planning Zone Three

WATER RESOURCES

River Access Facilities

There are numerous public and private access facilities which provide for commercial and recreational use of the river. With the exception of the Camp Ellis area, waterfront land uses along the river are primarily residential. Inasmuch, there are numerous private docks on the river associated with these residential properties. Primary access sites include State, municipal and private facilities available for public use. A summary of these facilities is provided herein:

Facilities	Ownership	Location
Rumery's Boat Yard	Private	Biddeford
Saco Yacht Club	Private	Saco
Meeting House Eddy Boat Launch Facility	State	Biddeford
Riverside Anchorage Marina	Private	Saco
Norwood's Marina	Private	Saco
Camp Ellis Pier	Municipal	Saco

In addition to these facilities, the State is planning a boat launch facility at Front Street in Saco with a planned capacity for approximately 25 parking spaces. The University of New England is also planning an access facility in the near future. In a recent study, the State Planning Office conducted a State-wide mapping project which identified 26 potential access sites on the Biddeford side of the river alone. With respect to existing facilities, an approximation of access capacity may be reached. Exclusive of excursion boats at Camp Ellis and transient boats entering the river from Saco Bay, existing boat capacity is as follows:

Marina Slips	232
Point Moorings	165
Private Berthings	24
State Boat Launch	60

Total approximate boat capacity 481
(Source: Aerial photographic interpretation, 1990
photos dated 8-30-90)



Rumery's Boat Yard on Water Street, Biddeford



Planning Zone Three

WATER RESOURCES

Commercial Use of the River

In the early history of the Saco River, commercial enterprises included commercial towing, shipping of import and export goods, boat yards, ice cutting and lumbering activities. With changing times and the onset of recreational boating, these commercial uses have subsided; however, the river continues to provide vital economic support to the communities of Biddeford and Saco.

It is difficult to precisely determine the economic contribution to Biddeford and Saco afforded by commercial and recreational use of the river. Respective to the commercial fishing industry, economic value is normally measured by volume and pricing of landed catch; however, reliable data is not available specific to Saco River. Similarly, there is no specific economic data available pertinent to other commercial and recreational entities which depend upon the river for their livelihood.



Commercial fishing vessels at Camp Ellis, Saco

One measure of the economic value of the river is based upon employment. There are approximately 40 commercial fishing boats within the river, primarily located at Camp Ellis. With each boat including two working fishermen, this equates to 80 full time jobs. Honeycomb Systems, a major manufacturer in Biddeford, is dependent upon the river to export its products via Rumery's Boat Yard. Honeycomb Systems employs approximately 135 people. Rumery's Boat Yard itself provides approximately 15 full time jobs. Excursion boats of Camp Ellis provide approximately 12 jobs for 8 months during the year, equal to 8 full-time jobs, and marina businesses on the river contribute an additional 7 full time jobs.



Approximately 245 people in Biddeford and Saco are dependent upon the Saco River for employment.

In addition to personnel increase, those people support families, invest in property, and contribute to the remainder of the Cities' economic base. With the intense use of the river by local and non-local recreational boaters, additional economic value is created by support of local businesses by this boating population. Maintenance of the river's navigability and infrastructure improvements is critical to the present and future economic utilization of the river.

Planning Zone Three

WATER RESOURCES

Recreational Boating and Future Demand

Recreational boating activity on the Saco River has dramatically increased in recent years, raising a considerable concern pertaining to environmental impacts, safety, and creating uncertainty respective to the capacity of the river.

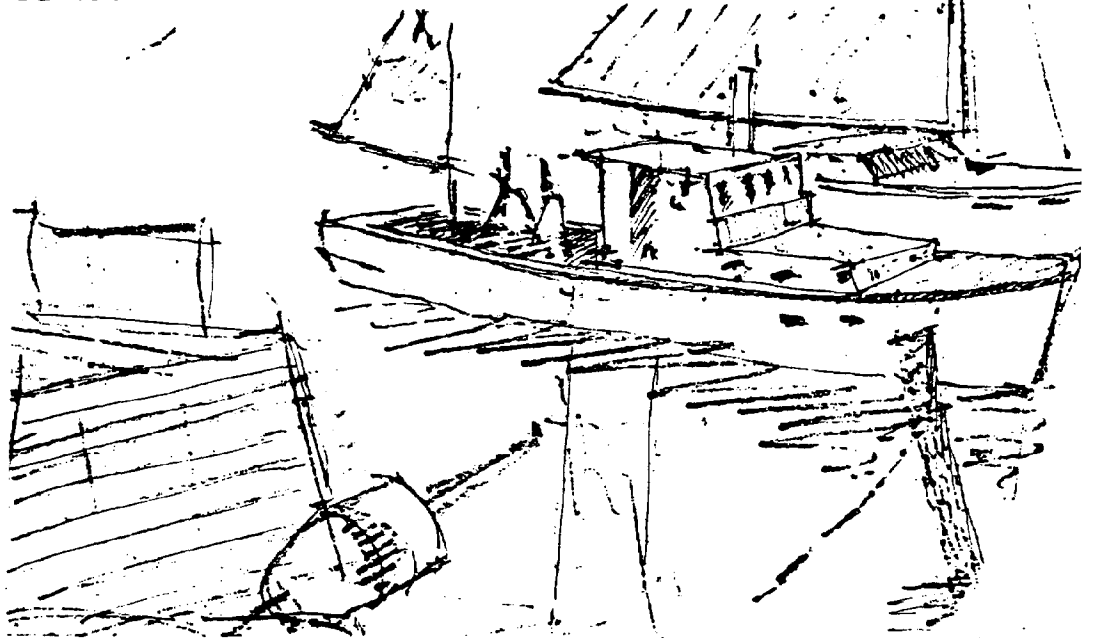
Current figures indicate there are approximately 421 boats berthed or moored within the river; of these, approximately 381 are recreational boats. Additional boat traffic is generated by ramp facilities at the State launch (Meeting House Eddy - 60 parking spaces) and at Camp Ellis. In addition, the river is a popular venue for transient boaters and sport fishermen. Finally, the City of Saco and the State are planning the construction of a new launch facility on Front Street (parking capacity is approximately 20 vehicles).



During the course of preparing this plan, numerous concerns were raised by area residents and local officials regarding recreational boating activity on the river. Many believe that excessive boat traffic is responsible for erosion of the shoreline, which is particularly evident within salt marshes along the river. Others attribute this erosion to natural processes, including flood events and spring ice floes; however, research studies which may shed light on this debate have yet to be undertaken. Additional environmental concerns include boat-generated water pollution, noise, and impact of wildlife habitat.

Another central issue on the river is boating safety. In recent years, Biddeford's harbormasters have witnessed increasing incidents of alcohol abuse, speeding, illegal water skiing, numerous accidents, and general neglect of regulations and responsible boating behavior. Enforcement of these violations is difficult due to limited physical and financial resources. The Biddeford Harbor Commission installed general "no wake" buoys within the river in 1991, which are reported to have improved enforcement efforts and general safety on the river.

While it is difficult to establish the precise demand which will be placed upon the river to accommodate future recreational use, it is clear that these demands will increase with local and regional population growth. Locally, new residents within Biddeford and Saco will continue to demand access and moorage/berthing within the river.



As a regional recreation resource, the river will continue to attract boaters from inland Maine communities, New Hampshire, and Massachusetts. The important question facing the Cities of Biddeford and Saco is not what the increased demand level will be in ten years, but rather, "What is the appropriate capacity within the river and the desired quality of experience on the river in the future?"

Planning Zone Three

WATER RESOURCES

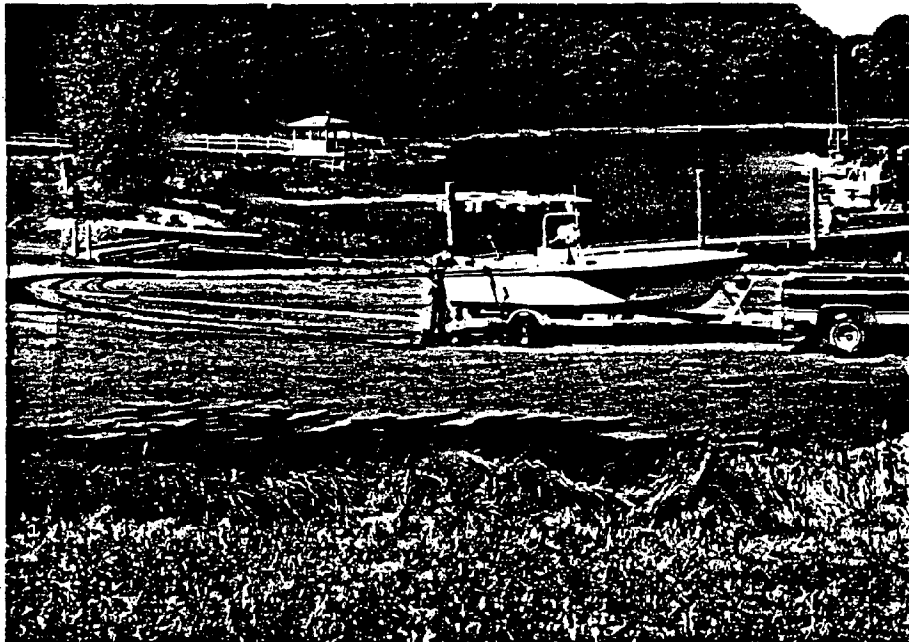
River Capacity and "Gain vs. Loss"

In order to determine the appropriate level of river capacity, consideration must be given to a complex series of factors. The process represents a classic example of the "gain vs. loss" method of decision making. What is gained and what is lost depends on the factors involved; key factors are illustrated as follows:

- The desire to regulate and limit future activities within and along the river vs. the loss of individual property rights and recreational activity.
- Physical alteration of natural river and upland environments to accommodate increased use vs. the loss of natural environments necessitated by this action.
- Recreational benefits derived from increased use vs. the impact of increased use upon the commercial fishing industry.
- Recreational benefits derived from increased use vs. the impact of increased use upon the quality of the recreational experience existing today.

Future use of the river must account for the physical and visual impact on the river environment and on adjacent land areas, as well as for the cultural and economic values associated with the river corridor. Increased use on the river requires access support and parking facilities which, in turn, require alteration of the riverscape and the predominantly residential waterfront. There is great cultural value inherent to the scenic beauty of the river, both to river residents and to recreational boaters using the river today. Finally, increased recreational use may adversely impact the ability of commercial fishermen to operate within the river and adjacent harvest areas.

Careful consideration must be given to the seasonal nature of recreational boating. Local harbormasters indicate that safety problems, created in part by over-utilization of the river, is limited to summer weekends and holidays. At these times, access and parking facilities exceed capacity, and transient boating use of the river is at its peak. During off-peak times, safety problems are marginal and access/parking facilities are readily available to local and non-local user groups.



Consideration must also be given to river configuration and its contiguity with Saco Bay. Heavy use of the river is problematic within "the narrows" where the channel widths are restrictive to boat traffic. While no studies have been conducted regarding traffic patterns within the river, its capacity may be in part defined by restricted channel widths. Also important is the generally accepted principal that most boaters navigate the river in order to reach Saco Bay and more distant open water. Inasmuch, increased use of the river may be more suitable on the lower sections of the river, below the narrows and proximate to the bay.

Planning Zone Three

WATER RESOURCES

Interlocal Management

The Saco River corridor is a singular natural resource bisected by a political boundary.

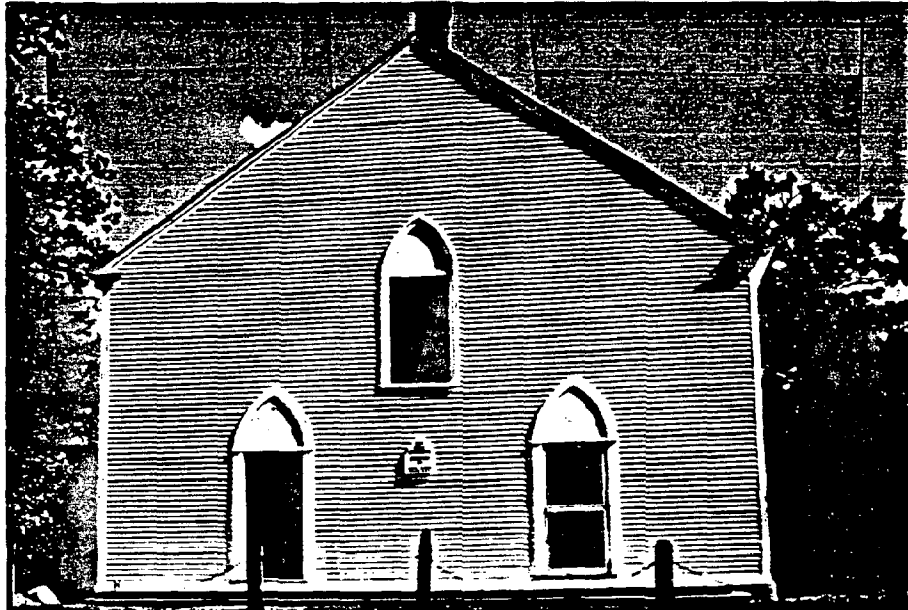
Unfortunately, there is little communication nor coordination between Biddeford and Saco respective to the management of activities within and adjacent to the river. Each city has its own harbormasters who manage their respective "sides" of the river within the framework of separate policies and objectives. Each city has its own harbor ordinance with separate regulations and procedures. The Biddeford harbormasters report to their Harbor Commission; in Saco, there is no such advisory capacity. In both cities, there is formal structure in which water-related issues are coordinated with land use development.

The communication problems are exacerbated by the overlapping jurisdiction of regional, State and Federal agencies which play a role in the future of the river corridor. They include the Saco River Corridor Commission, Maine Departments of Marine Resources, Environmental Protection, Conservation, Inland Fisheries and Wildlife, as well as the U.S. Coast Guard and the Army Corps of Engineers.

On the positive side of this equation is the opportunity for Biddeford and Saco to resolve their joint management challenges. Land use patterns and existing zoning provisions are essentially compatible within the river corridor. The scenic character of the corridor is largely intact and, through prudent interlocal efforts, can be maintained for future generations. The river continues to support a viable commercial fishing industry and harbors great potential for future economic support for both cities. Finally, both cities recognize the importance of interlocal management to the ensured continuance of the mutual benefits derived from a shared resource.

CULTURAL RESOURCES

The original meeting house of the City, originally situated on the shores of the river, is currently located on Pool Street. This facility has great potential for utilization by City residents interested in historical aspects of the community. In an historical context, this section of the river is rich with history dating back to the pre-colonial times. Prior to historical records, the Sokoki, a local indian tribe, inhabited the area near the mouth of the river. The first recorded European visit to the Saco occurred in 1603, which precipitated subsequent settlement of the Cities of Biddeford and Saco.



The original Biddeford Meeting House on Pool Street

Today, observable and "hidden" cultural resources exist within the river corridor. The scenic beauty of the river is valued by area residents as well as visitors. From Pool street, the river is visible from the higher terrain, most notably in the area adjacent to the St. Andres property. As development along Pool Street continues, these views to the river become increasingly more important. "Hidden" cultural resources are comprised by the history of activity upon the river, evidence of which is scarce today. Major floods and changing land and water utilization have combined to all but erase this historical evidence.

Planning Zone Three

PUBLIC ACCESS AND RECREATION

The public boat launch site at Meeting House Eddy is an impressive facility which provides for access to the Saco River and open ocean waters. Improvements were planned and implemented in coordination with the State Department of Conservation. As a State boat launch site, the ramp facilities receive heavy use by non-resident populations. Facilities include the following:

- Sixty parking spaces for vehicles with trailers.
- Dual access ramp facility with courtesy pier.
- Dinghy tie float system.
- Public restrooms and toilets.



Ramp Facilities receive heavy use by non-residents.

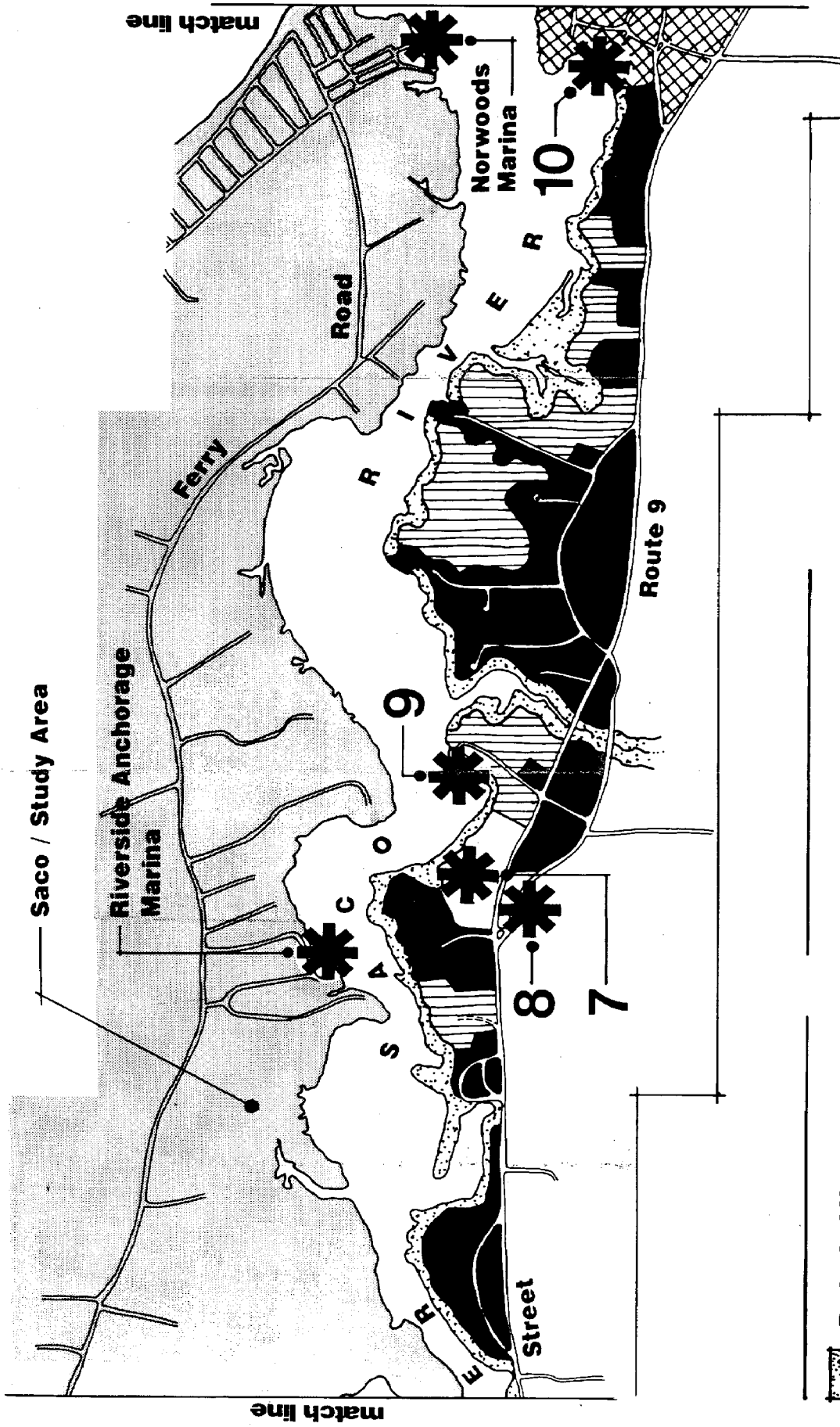
Since the opening of the facility, excessive use is normal during peak use periods. Over-flow parking has congested the Pool Street corridor, creating safety concerns and increased police enforcement. As one of the few launch sites in the region providing access to salt waters, it is certain that extensive use of the facility will continue.

Planning Zone Three

ANALYSIS AND POLICY DEVELOPMENT

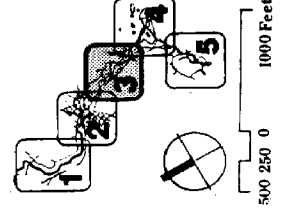
1. Control the visual impact of residential strip development with the Pool Road/Route Nine Corridor.
 - While this area is primarily developed to date, significant natural areas remain which contribute to the quality of the travel experience between downtown and coastal areas. These areas should be retained to the extent possible as future development occurs. A bicycle route should be planned to improve the safety of the presently popular use of this route for cyclists.
2. Control the visual and environmental impact of existing and future development and activity upon the Saco River.
 - Due to the topographic conditions along this section of the river, existing development is generally not intrusive upon views along the river. Future development projects should be controlled to minimize the disturbance of natural vegetation and to limit the encroachment of structures within the river corridor. In addition to controls exercised by the Saco River Corridor Commission, the City should encourage greater setbacks from the river, promote open space and buffer areas along the river, and should monitor the courses of environmental impact upon the river.
3. Implement the dredging of the entire federal channel in the Saco River location downtown and Camp Ellis.
 - The commercial use of this section of the river must be ensured; Honeycomb Systems, a major employer in Biddeford, is solely dependent on river navigability to export its products.

4. Discourage additional power boat access and use of the river between downtown and Camp Ellis.
 - Numerous public comments have been received regarding concerns for boating safety, erosion of the shoreline (especially marshes and flats), disturbance of wildlife habitat, and general over-use of the river. While mathematical calculations of the amount of use is inexact, the Waterfront Committee feels that increased boat traffic on the river is inappropriate. A significant impact was felt by the opening of the State boat launch at Meetinghouse Eddy, and a similar facility is proposed on the Saco side near Front Street.
 - During peak use periods, additional access would exacerbate existing congestion and safety problems. Furthermore, the river will be subject to uncontrolled future use of the river by transients entering the river from open ocean waters. Finally, during off-peak use periods, existing facilities provide adequate access for area residents and non-resident boaters.
5. Develop inter-local coordination of river management with the City of Saco.
 - The river corridor can only be managed properly by the two cities working together towards a common set of objectives for the future of the river.



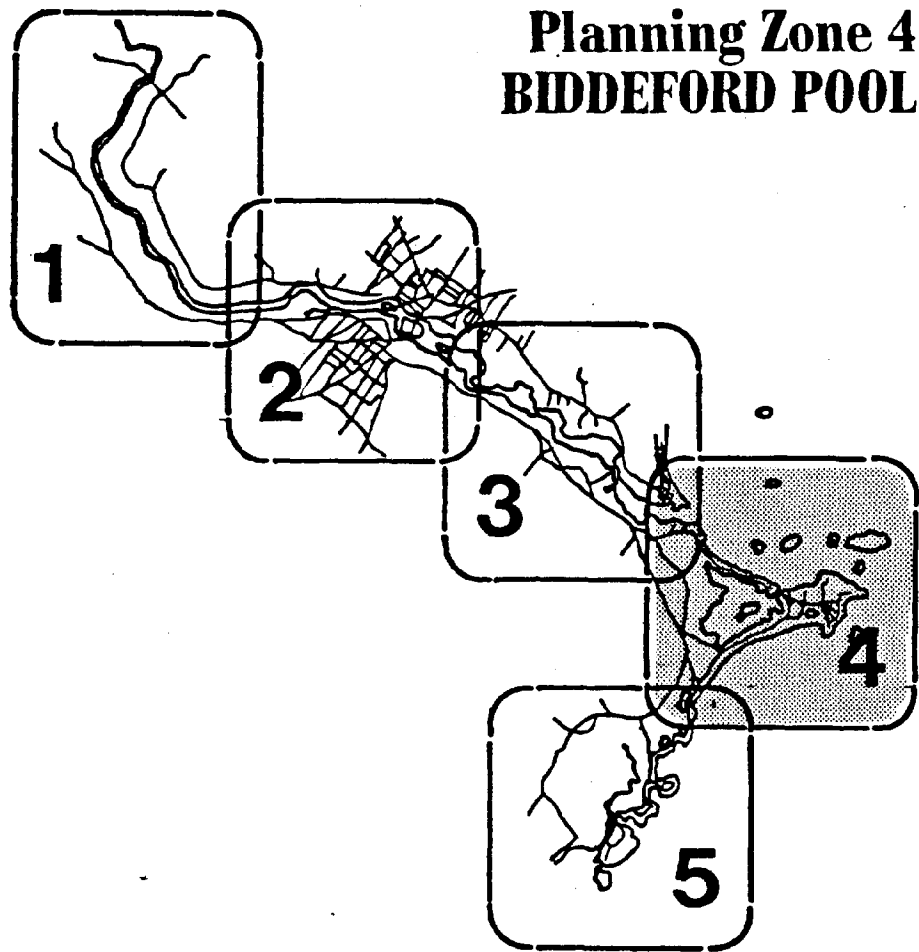
-  Protected Natural Area
-  Undeveloped Natural Area
-  Developed Area
-  University of New England

- 7. Pool Street Open Space Site
- 8. Historic Meeting House
- 9. State Boat Launch Facility
- 10. UNE Municipal Dock Facility



City of Biddeford
Comprehensive
Waterfront
Plan

Planning Zone 4 BIDDEFORD POOL



<div>Opportunities & Constraints</div>	Biddeford-Saco Commission	Environmental Impact	Future Public Access	Economic Viability	Urban Waterfront Development	Turnpike Widening	Rte 1 Bypass	Tidal Influence	Water Level Control (Dams)	Vessel Septage Disposal	Wildlife Habitat	Marine Habitat	Future Mooring Allocation	Future Land Use	Cultural Heritage	Waterfront Image & Character
The Study Area	<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>
1. Rural Riverscape	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>
2. Urban Riverscape	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>
3. Active Riverscape	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>
4. Biddeford Pool	<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>
5. Southern Coast	<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>

Planning Zone Four

WATERFRONT LAND USE

The University of New England

The University of New England (UNE) is an independent university specializing in biological sciences and health. The UNE campus, located on the coast at the mouth of the Saco River, includes significant water frontage and potential for river recreation and education oriented activities.



UNE's program in marine biology is augmented by numerous marine, estuarine, and fresh water habitats near the campus and available to study. The student deals with such subjects as marine and estuarine ecology, pollution, marine mammals, ocean currents and tides and fisheries management.

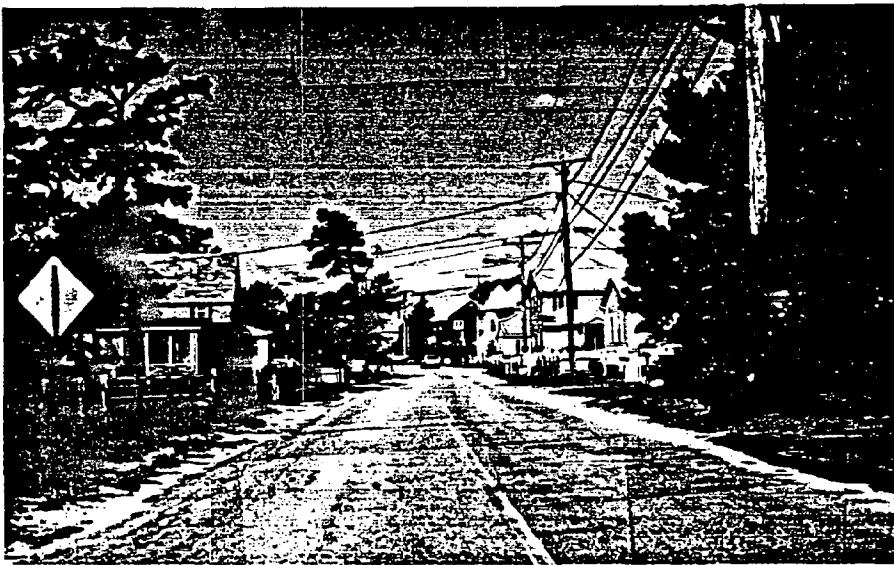
Land use issues pertaining to UNE include future expansion plans for university facilities and compliance with City zoning regulations. "UNE officials have suggested a special University Zone be created to permit them to carry out normal university operations". As Hills Beach Road bisects the campus, there are pedestrian safety issues created by traffic destined to and from Hills Beach. In recent years, UNE and City officials have explored bypass route alternatives from Route Nine to Hills Beach.

Planning Zone Four

WATERFRONT LAND USE

Hills Beach Peninsula

The peninsula is a narrow spit of land approximately $1\frac{1}{4}$ miles long, extending easterly and forming the west side of the channel entrance to Biddeford Pool. Hills Beach Road bisects the peninsula with densely populated residential development straddling the travel route. With the exception of the shoreline itself, the natural coastal landscape has been nearly entirely consumed.



Residential dwellings at Hills Beach support a significant seasonal population in summer months; however, recent years have brought an increasing number of year-round conversions to the peninsula.

Route Nine Corridor

While devoid of water frontage and somewhat isolated from the coast, the Route Nine corridor should be considered as part of the study area. This route is part of the primary travel corridor between downtown Biddeford and Biddeford Pool. Within the corridor, public water and sewer are not available, and much of the land is undeveloped. In recent years, however, sporadic residential development has occurred, and the corridor is increasingly vulnerable to strip development.

Old Pool Road/Bridge Street Corridor

Prior to the realignment and reconstruction of Route Nine, these roads formed the historic travel route between the coast and Biddeford/Saco. The Old Pool Road, winding through a rural landscape forming the west side of Biddeford Pool, contains numerous homes and farms constructed a century or more ago. The Bridge Road corridor also contains historic homesites and, until recent years, significant natural areas on the south side of the Pool.

The decade of the 1980's, however, witnessed significant development within the Old Pool Road/Bridge Road corridor. Residential subdivisions now encroach upon the salt marshes and tidal flats and have dramatically altered the visual and social character of this coastal area. In recent years, a major development proposal was defeated on issues including traffic, historical/cultural, and environmental impacts. As future development pressure within the area is certain to occur, however, the remaining rural character of this area will continue to be threatened.



Planning Zone Four

WATERFRONT LAND USE

Biddeford Pool Peninsula

Originally named "Fletcher's Neck", the Biddeford Pool peninsula extends approximately 2 miles into the ocean from the mainland, terminating at two major headlands at East Point and South Point. The "entrance" to the peninsula is afforded by a narrow sand spit forming a natural barrier between the sand dune/sand beach and Biddeford Pool estuary. Known locally as Mile Stretch Road, the route is lined with beachfront houses, most of which are occupied seasonally.

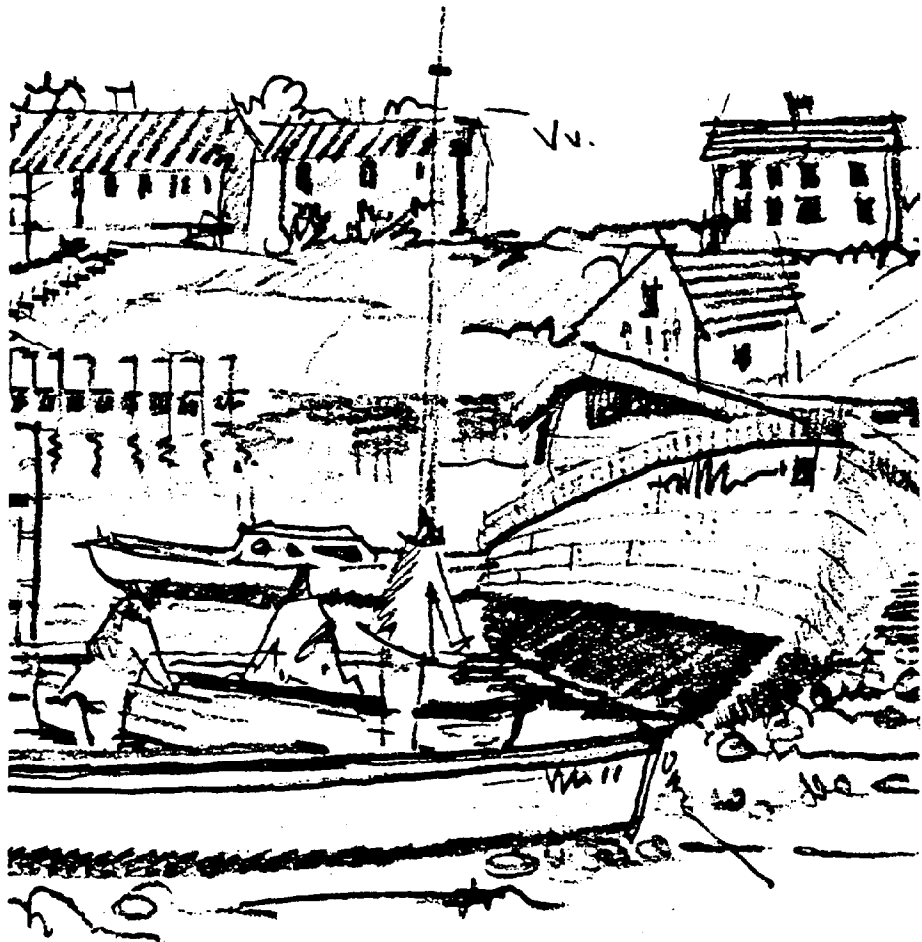


Upon reaching the main section and terminus of the peninsula, land use patterns become more diverse and distinct. Originally known as Winter Harbor, Biddeford Pool Village was established as a fishing community adjacent to the protected harbor.



Biddeford Pool Village, originally named Winter Harbor

Water-dependent land uses adjacent to the harbor include the Biddeford Pool Yacht Club, Biddeford Pool Fishermen's Association Pier; the remaining uses at the waterfront include a lobster pound, boat storage and repair shops, gifts shops, a general store and restaurant, post office, and residential homes and apartments. The remainder of the village is residential and includes the Biddeford Pool Community Club, the Biddeford Pool Volunteer Fire Department, a church, and the clubhouse facilities of the Abenakee Club, a private recreation club. While the activities within the village today are more diverse, settlement patterns and architectural details continue to exhibit the qualities and character of a Maine Seacoast community. The City should consider designation of portions of Biddeford Pool as an "historic district" in future zoning studies.



Planning Zone Four

WATERFRONT LAND USE

Land Use Districts within Biddeford Pool

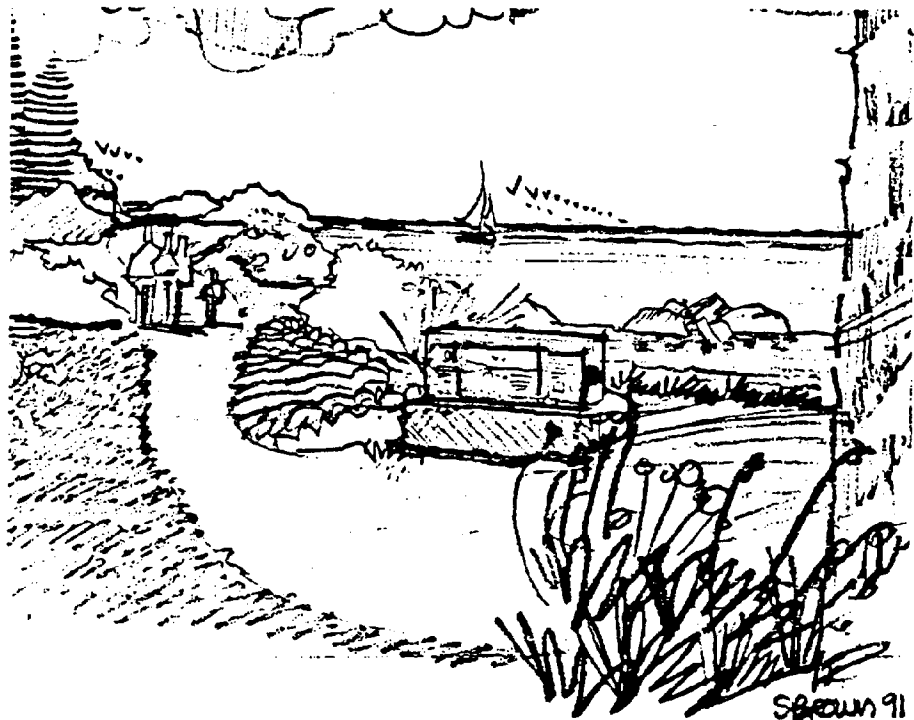
Extending easterly and southerly from Biddeford Pool Village to the remainder of the peninsula are five distinct areas, described as follows:

- A primarily natural area between the village and the sandy beach contains isolated residential properties sited adjacent to freshwater ponds and wetland areas.
- A large residential area designed in a gridded pattern, extended towards East Point and South Point. This neighborhood contains a mixture of permanent and seasonal single family homes, as well as a church and the historic Fletcher's Neck Life Saving Station.
- The Abenakee Golf Course is privately owned and contains approximately 50 acres of maintained grounds. Comprised of the highest terrain within the peninsula, the facility features excellent views of Saco Bay and open ocean waters. St. Martin's Church, located at the high point of land, is contiguous with the golf course.



The Abenakee Golf Course and St. Martin's Church

- Beyond the Abenakee Golf Course and forming a portion of the peninsula's north shore is a cluster of residential estates, including one built by former President Taft who frequented the area during his presidency.
- The East Point Sanctuary, a natural area owned and managed by the Audubon Society, is contiguous to the golf course and adjacent residential estates. Containing approximately 9 acres and located at the terminus of the peninsula at East Point, this significant natural area offers views to offshore islands, including the Wood Island lighthouse.



East Point Sanctuary offers great potential for educational experiences associated with the coastal landscape

NATURAL RESOURCES

Planning Zone Four is comprised of a series of geologic environments exemplary of the southern extremity of the Maine coast. The peninsula headlands, estuary systems, embayment systems and offshore islands combine to create a diverse waterfront landscape concentrated within a relatively small area. These major natural resource systems are significant regionally and, in some cases, on a Statewide level. These building blocks of the Biddeford waterfront include the following components:

- **Wave-Shoal Platforms** are submerged offshore glacial deposits found in water less than 30 meters deep, from which islands may or may not project. The major force acting on this depositional system is intense wave energy which is continually reworking and transporting the shoal sediments.
- **Barrier Beaches** exist where off-shore deposits of sand and gravel, now submerged, have provided sufficient sediments for their creation. Barrier beaches are maintained by wave and wind action, which cyclically deposits sand (spring and summer), then removes these deposits (fall and winter), continuously altering the slope of the beach in the process.
- **Tide Dominated Embayment** systems are shallow bays where tidal action is more important than waves in depositional processes. Tide dominated embayments characteristically contain a number of flat environments, estuarine marshes along their landward margins, and incised channels at their seaward margin.
- **Fine-Grained Estuaries** develop at the mouths of rivers that have moderate to large flows and relatively unprotected mouths at the ocean. Major sediments are silt and clay, transported as suspended sediments in the river or brought in by the tide from offshore deposits."³

Understanding these coastal geologic components is important as they form the underlying structure for natural processes. For example, barrier beaches are dependent upon the cyclical flow of sediments; activities which interfere with the normal onshore-offshore transport of sediments threaten the continued existence of the entire system.

Camp Ellis is another poignant example. Many experts believe that the man-constructed jetties at the Saco River mouth deflect sediment transport northward to Pine Point, starving Camp Ellis of the sediment it requires for stability. The problems here are certainly more complex and, as it should be, studies will be conducted in the near future to evaluate the impact of the jetties upon these geologic components and natural processes.



Planning Zone Four

NATURAL RESOURCES

Tidal Environments

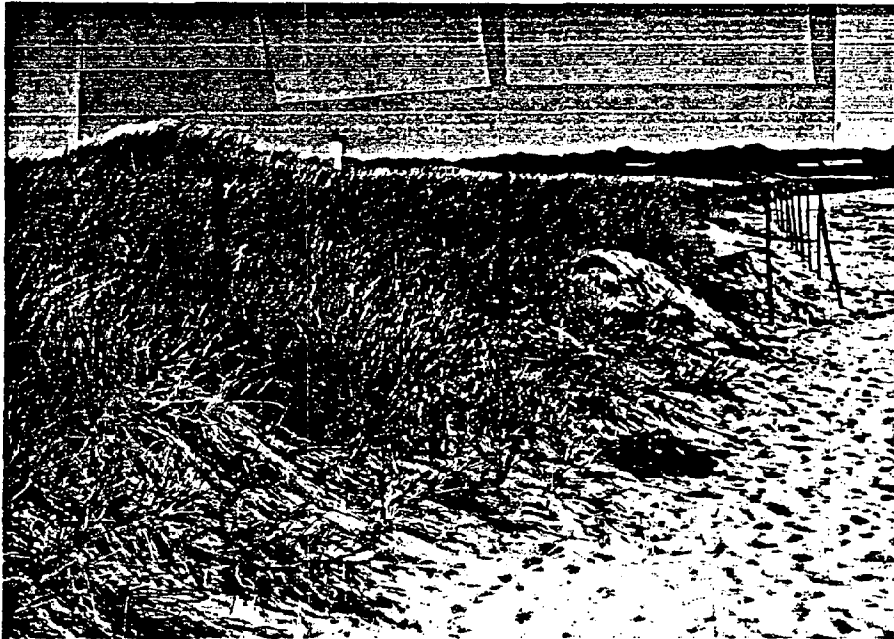
Tidal environments composing the Biddeford waterfront include sand dunes, sand beaches, cobble beaches, ledge, mud flats and salt marshes. As with understanding geologic systems, it is important to understand these basic tidal classifications. In the final analysis, the knowledge of a tidal environment is more valuable than knowing that a particular wildlife species which lives there is rated as "significant" or "protected." While awareness of an individual species may be important, one may overlook the planning considerations which are critical to survival of the other species and the tidal environment itself.

Supratidal Environments are located above the mean high water mark.

Example: Sand dunes along Mile Stretch Road, Biddeford Pool.

Habitat: Beach grass, beach plum, heather, herring gull, killdeer, sanderling, plover.

Planning Considerations: Protection of sediment transport function; retention of stabilizing vegetation.



Intertidal Environments are between the average low and highwater marks.

Example: High Salt Marshes associated with the Saco River.

Habitat: Salt marsh cord grass, black rush, snowy egret, osprey, redwing blackbird, mud snail, flatworm.

Planning Considerations: Important breeding grounds for marine species, flood storage, and sediment retention. Extremely sensitive to any form of activity.



Subtidal environments are located below mean low tide mark.

Example: Mud flats at the extremities of Biddeford Pool.

Habitat: Lobster, clams, marine works, bluefish.

Planning Considerations: Sensitive to dredging and subject to pollution.



Planning Zone Four

WILDLIFE HABITAT

These coastal environments provide habitat for numerous permanent and migratory species. Following is a presentation of information respective to significant habitat and wildlife species from the City's "1989 Comprehensive Plan". It is important to note that the information presented represents the level of research and study conducted to date and is not conclusive as to all aspects of wildlife habitat which may exist.

<u>Habitat Location</u>	<u>Significance</u>	<u>Description</u>
Biddeford Pool	Regional	Very important migratory shorebird flat and salt marsh for feeding and nesting. Popular place for bird watchers. Also, a large tidal flat that supports a number of marine invertebrate species. Algal diversity in rocky areas is high.
Wood Island	State	Nesting area for black crowned night herons, glossy ibis, snowy egrets, little blue herons, herring gulls, black backed gulls and eider ducks.
Libbyshears	Local	A large seaweed covered rock exposed at low tide that is used by migratory shorebirds as a resting place.
Stage Island	State	A coastal island attached to the mainland at low-tide and used as a resting area by harbor seals, seagulls and shorebirds.
Timber Point Salt Marsh	Local	Typical salt marsh which is managed by the Rachel Carson National Wildlife Refuge.
Beach Island	New England	A small rapidly eroding island of loose stones which is used by 200 pairs of common terns as a summer nesting site.
Boyt Neck	National	Made up of lumpy granite rock such that many points below upland vegetation do not get submerged. It is noted for its relatively high species diversity and the occurrence of several noteworthy species including brittlestars.

Following is an excerpt from a study entitled, "Significant Natural Resources of Biddeford Pool, Maine", prepared by John Lortie, Wildlife Biologist:

Special Status Species

The following table lists species that use Biddeford Pool yearly that have been accorded special status because of non-cyclical population declines.

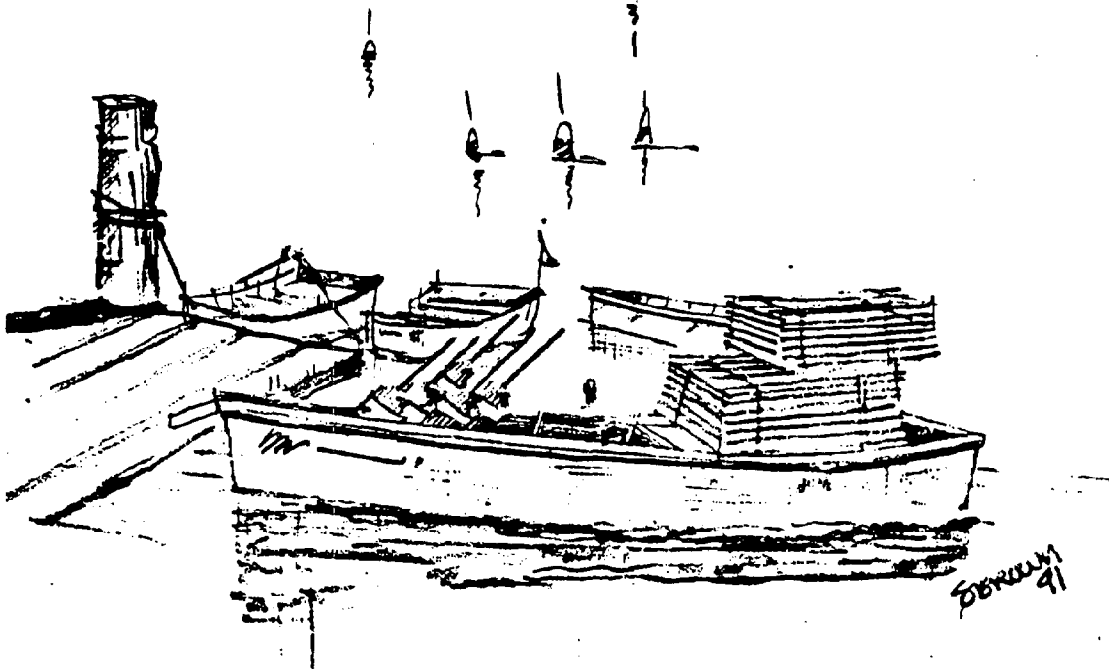
SPECIES	STATUS
Bald Eagle	Federally Endangered
Peregrine Falcon	"
Roseate Tern	"
Piping Plover	Federally Threatened
Least Tern	State Endangered
Common Tern	State Special Concern
Arctic Tern	"
Water Pipit	"
Black-crowned Night-Heron	State Indeterminate Status
Horned Lark	"
Snowy Egret	State Watch List
Glossy Ibis	"
American Black Duck	"
Cooper's Hawk	"
Semipalmated Plover	"
Black-bellied Plover	"
Ruddy Turnstone	"
Whimbrel	"
Greater Yellowlegs	"
Lesser Yellowlegs	"
White-rumped Sandpiper	"
Least Sandpiper	"
Dunlin	"
Short-billed Dowitcher	"
Semipalmated Sandpiper	"
Sanderling	"
Bonaparte's Gull	"
Black Tern	"
Sharp-tailed Sparrow	"

Planning Zone Four

WATER RESOURCES

Water Quality

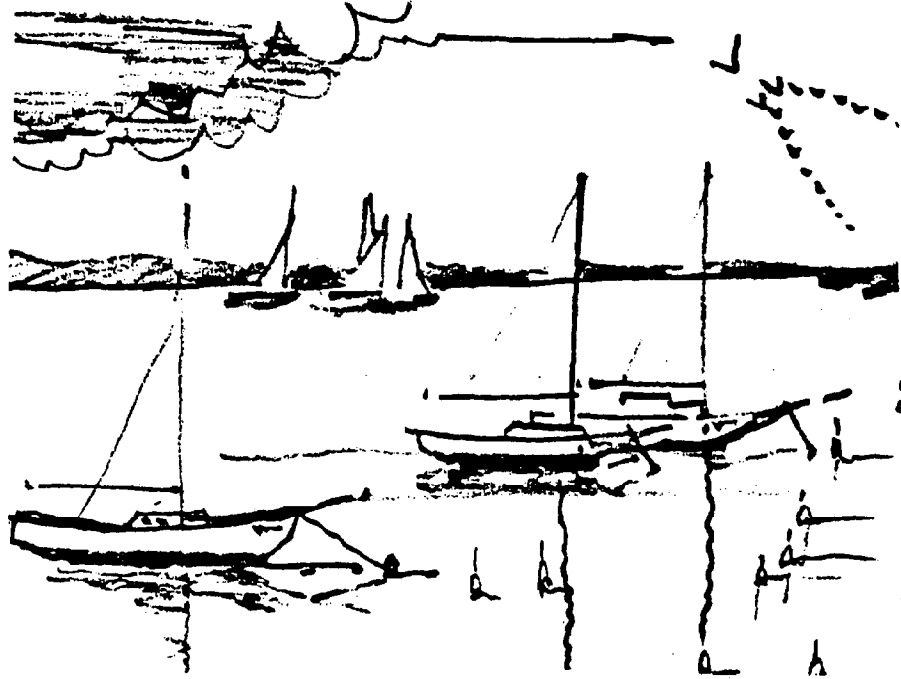
According to the State classification system for water quality, Biddeford Pool is rated as Class SB waters.



Water pollution from sewage effluent disposal is the primary issue relative to water quality. Biddeford Pool is currently a closed shellfish harvest area open only to digging requiring pretreatment and de-puration of clams. There are no septage pump-out facilities for boats within the harbor. During the 1980's, the City implemented a comprehensive sewerage treatment plan for the Biddeford Pool peninsula, combining treatment facilities with on-site disposal systems.

Biddeford Pool Harbor

In the year 1616, Captain Richard Vines, agent of Sir Ferdinando Gorges of the Plymouth Company, discovered the sheltered anchorage while sailing the coast. As cold weather descended, Vines and his company anchored their ships and spent the winter months at the place they named Winter Harbor. Today, Biddeford Pool is one of, if not the most protected harbor on the coast between Kittery and Portland.



"The Pool" is a shallow bay making southwestward from Wood Island Harbor inside Fletcher Neck, which is the south shore of Wood Island Harbor. The entrance, known as "the gut", is about 50 yards wide.

A dredged anchorage basin is southwestward of Fisherman's Wharf just inside the entrance to The Pool. Depths of six feet are available in the central part of the basin, with shoaling along the entire perimeter of the basin. Three stone ice-breakers along the northeastern side of the basin, constructed by the U. S. Army Corps of Engineers, have not worked as originally planned.

Small craft anchor just inside the inner end of the entrance, if there is room. No attempt should be made to anchor in the Gut as the tidal currents have considerable velocity and holding ground is poor.

Planning Zone Four

WATER RESOURCES

Harbor Access Facilities

The Biddeford Pool Yacht Club is a privately owned club for members only. This facility includes a main float with 200 feet of tie-up space, as well as a "T" wharf and gas dock with 60 feet of tie-up space. There is a gravel launching ramp next to the parking lot and well maintained clubhouse on the pier; the facility contains about 300 feet of shore frontage. The club operates a launch service and operates as the local center for transient boat mooring allocation and transient boater services.



The Biddeford Pool Fishermen's Association operates a wooden pile, wooden-plank decked pier about 25' x 150' with float landings. There are wooden piles along the long face and berthing space of about 200 feet. There is electricity on the dock, mechanical handling equipment and night lighting. There is a small one-story, wood-frame building abutting the pier that is used as a bait shed. This facility is leased from the yacht club for use by the fishermen of the area, so there are no improved public access facilities for commercial fishermen at "the pool".



Biddeford Pool Fishermen's Association Pier, 1991

Biddeford Pool Mini-Park, owned by the City, is a 2 acre parcel located at "the gut", the entrance to the inner harbor. The site is poorly maintained and underutilized as a park; however, this property provides the only public access to the inner harbor and to Wood Island Harbor. In addition, the site affords scenic views to Saco Bay and offshore islands. There is a gravel beach "launching area" utilized by area fishermen who are not members of the Biddeford Pool Fishermen's Association. Currently, the Biddeford Harbor Commission is pursuing permits to improve the launching facilities and to provide parking facilities at the site. Docking facilities are also planned to facilitate landings for both commercial and recreational boaters.



Planning Zone Four

WATER RESOURCES

Harbor Utilization and Capacity

Utilization and capacity of the inner and outer harbors at Biddeford Pool varies on a seasonal basis. In summer months, both moorage areas reach capacity. Harbor user groups include commercial fishermen, recreational boaters and transient boaters, most of which are recreational, sailing the coast and mooring at Biddeford Pool for an evening. In most years, during the month of August, President Bush frequents the waters with his entourage of Secret Servicemen and the U. S. Coast Guard.

During winter months, the inner harbor belongs to the commercial fishermen. The commercial harvest is primarily lobster; also operating from "the pool" are draggers and finfishing vessels. In the summer, the inner harbor swells to capacity with recreational boats which overflow into the outer moorage area in Wood Island Harbor. Recreational boaters, including transients, utilize the launch service provided by the Biddeford Pool Yacht Club. Based on aerial photographic analysis and discussions with Biddeford's harbor masters, harbor utilization may be approximated as follows:

	Inner Harbor	Outer Harbor	Total Moorings
<u>Winter Months:</u>			
Commercial Boats	15	0	15
Recreational Boats	0	0	0
			<hr/> 15
 <u>Summer Months:</u>			
Commercial Boats	20	5	25
Recreational Boats	50	75	125
			<hr/> 150

Currently, the Biddeford Harbormaster indicates that there are approximately 10 applications placed on the waiting list for new moorings. Based on physical harbor conditions, navigation requirements, and commercial fishing activities, there is no additional capacity in the inner nor outer harbors. Although maintenance dredging is performed in moorage areas, additional dredging is extremely difficult to implement due to possible environmental impact and stringent State policies respective to alteration of intertidal and subtidal zones.

In the future, the City may consider the use of float systems in lieu of moorings. As these floats do not rotate with wind and currents, utilization of moorage areas is more efficient. In considering the provision of increased harbor utilization, careful thought must be given to the adequacy of the adjacent shoreline to support increased parking and access facilities. At Biddeford Pool, there is little land available and suitable for these facilities. In addition, one must evaluate the environmental, visual and social impacts upon the village which may be associated with increased parking and access facilities.

Planning Zone Four

CULTURAL RESOURCES

Summary of Cultural Facilities: Planning Zone Four

University of New England:

Education opportunities and social programs.

**Daughters of the American Revolution Monument
(Bridge Road):**

Historic significance and maritime education.

Biddeford Pool Community Club:

Community awareness and social activities.

Fletcher's Neck Life Saving Station:

Historic and architectural significance.

East Point Sanctuary:

Environmental awareness and nature study.

Wood Island Lighthouse:

Maine coastal heritage and character.

Stage Island Monument:

Maine coastal heritage and character.

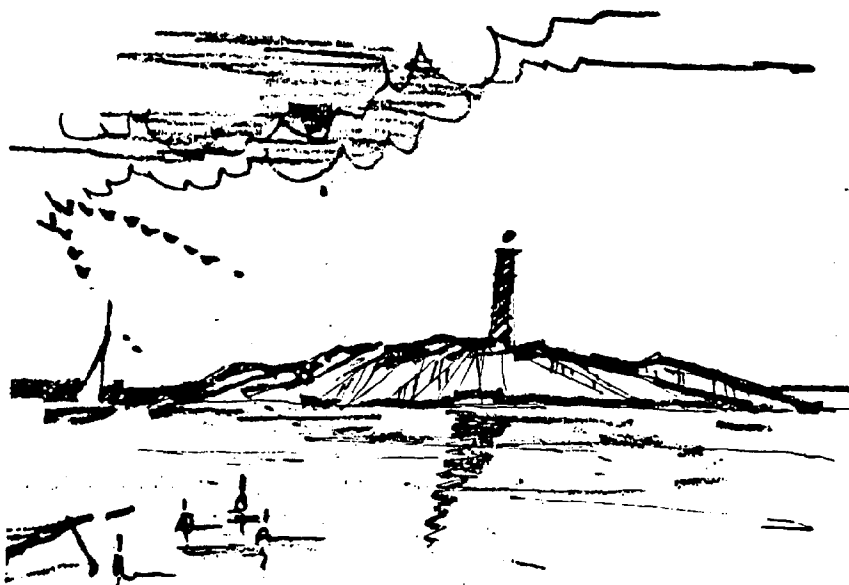
Fletcher's Neck Life Saving Station, pictured on the following page, was formerly operated by the U. S. Coast Guard. Stage Island Monument, located in Wood Island Harbor, was constructed in 1825 as a day marker for fishermen.

Planning Zone Four contains a wealth of cultural resources comprised of the historic maritime heritage of the coast, in addition to these present day facilities available to resident populations. More importantly, however, is the cultural value derived from the scenic beauty of the natural landscape and, to some extent, the interplay between this landscape and the built environment. There is great opportunity for educational experience associated with the natural and cultural which comprise the Biddeford waterfront.

Efforts to promote cultural experiences in the Biddeford Pool area may be attributed to the Audubon Society which manages the East Point Sanctuary. In addition, the Rachel Carson National Wildlife Refuge is active in its pursuit to preserve natural areas for educational purposes. The Biddeford Pool Improvement Association, a local organization, fosters the preservation and proper utilization of this special place known as "The Pool".



Fletcher's Neck Life Saving Station near South Point, 1991



Stage Island Monument in Wood Island Harbor

Planning Zone Four

PUBLIC ACCESS AND RECREATION

In addition to boating access facilities previously described, Planning Zone Four features numerous recreational facilities, highlighted by its extensive sandy beaches. At Hills Beach, the beachfront extends from the jetties at Camp Ellis to the headland of the peninsula. Several dead end streets provide public access to the beach; however, public parking facilities are not provided. Beachfront landowners are disgruntled with illegal parking on these dead end streets as "no parking" signs are posted in numerous locations. In the summer of 1990, privately operated parking facilities provided access to the beach for non-local residents.

The Biddeford Pool Public Beach, acquired by the City through eminent domain, is the primary access facility to local beaches. The 7 acre parcel includes a bath house, parking for approximately 97 cars, and 775 feet of sand beach.



Extending easterly towards South Point, the abutting property, containing the Marie Joseph Convent, features an undeveloped shoreline with a classic sand dune environment. To the west are private residential homes extending along Biddeford Pool Public Beach, Mile Stretch Road to Fortunes Rocks.

Parking capacity at Biddeford Pool Beach has reached its limit, as the City recently expanded the parking area. Local residents opposed the expansion, citing visual impacts and concern for the fragile wetland environment adjacent to the facilities. The remainder of the 7 acre property is unsuitable for expanded parking due to the presence of coastal wetlands. In recent summers, privately operated parking facilities have been provided at Hatties Deli, across Mile Stretch Road from the public beach.

The City also operates a small parking area with access to the beach (20 vehicles) at the intersection of Bridge Street and Mile Stretch Road.

Within the Mile Stretch Road corridor, it is reported that there are numerous pedestrian rights of way currently not utilized. Based on sensitive environmental conditions and impacts upon beachfront landowners, it would not be appropriate to suggest additional parking areas which could access these rights of way; however, they potentially have great value for landowners on "the pool side of the stretch", as well as for pedestrians, joggers and bicyclists.



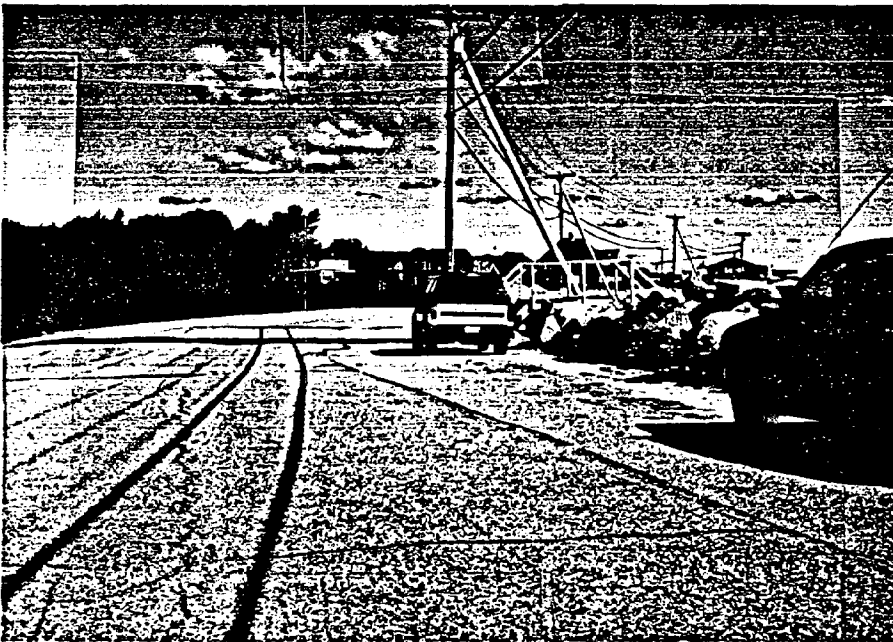
Planning Zone Four

PUBLIC ACCESS AND RECREATION

Fortunes Rocks Beach

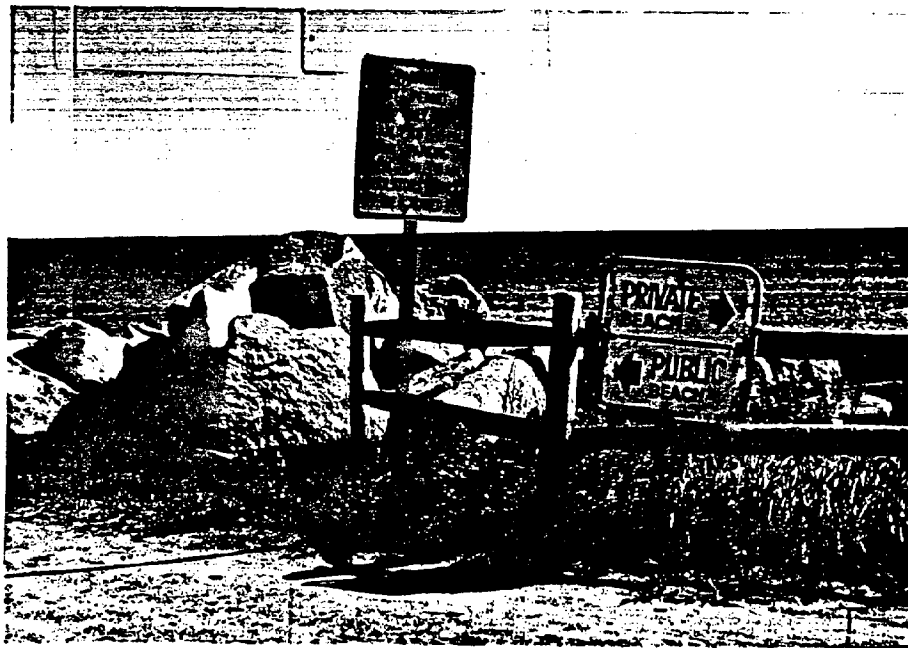
At the southern extremity of the arcuate sand beach extending to Biddeford Pool, the beach at Fortunes Rocks offers many opportunities for recreational activities. This beach is popular for its surf and is frequented by surfers during spring and fall months. Ice skating is popular here in the winter, as the rare occurrence of freshwater ponds exist within a few feet of the sand beach.

Public safety is a major concern at Fortunes Rocks. Fortunes Rocks Road is narrow as its width is physically restricted by the "seawall" on one side and the freshwater ponds on the opposite side. During summer months, this narrow area involves two-way traffic, beach parking, bicycle traffic and numerous pedestrians burdened with beach paraphernalia. The Fortunes Rocks Beach Association operates a small recreation facility here, creating additional pedestrian activity.



Public safety is a major concern at Fortunes Rocks

The seawall itself poses additional safety problems at Fortunes Rocks. Constructed of irregular granite slabs, there are many voids in the stones and broken glass is prevalent here. The City provides a few wooden stairs over the seawall; however, access to these locations is difficult as pedestrians are forced to utilize the linear, congested roadway. The other choice available is to unload the vehicle and scramble over the seawall to the beach. During this loading/unloading process, moving traffic is only a few feet away, creating particular safety hazards for children unaware of danger.



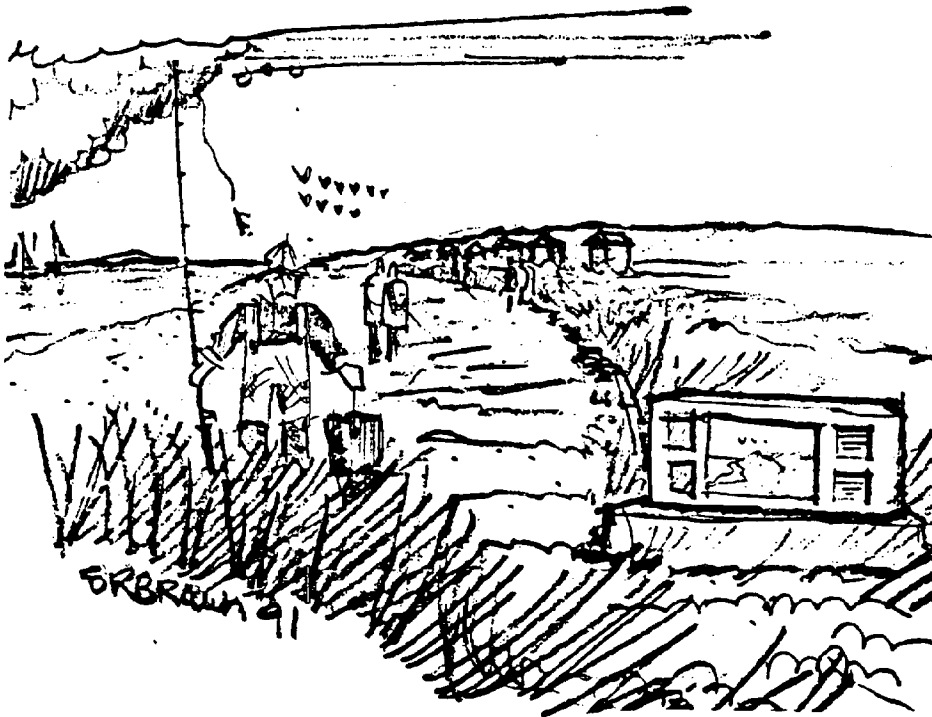
During winter months, Fortunes Rocks is an altogether different place. Major storms unleash tremendous power in wave action that effortlessly toss boulder-sized stones beyond the seawall onto the roadway. Following these events, the City must often remove the debris using heavy equipment. Inasmuch, any plans to improve summer safety conditions must account for the winter storms and power of the sea.

Planning Zone Four

PUBLIC ACCESS AND RECREATION

Beach Access and Capacity

It is clear that access to and parking facilities at Biddeford's public beaches is currently inadequate. The increase in local population and accelerated demand placed upon these resources by regional populations will exacerbate the current situation. As the City contemplates solutions to this problem, careful consideration must be given to impacts on the natural environment and coastal landowners. Most importantly, however, consideration must be given to the population capacity of beach areas. During high tides, how many people can the beach accommodate? Most importantly, the evaluation must be made between the amount of access permitted weighed against the quality of the recreational experience upon arrival.....



Access capacity effects the quality of the recreational experience

A Summer Playground

During summer months, Biddeford Pool is a popular destination for resident and non-resident populations. Alive with boaters, beachgoers, bicyclists, joggers and birdwatchers, "The Pool" provides spectacular scenery and ambience in which these people recreate. In addition to boating and beach access facilities in the area, the following sites provide for different forms of recreation:

Abenakee Club

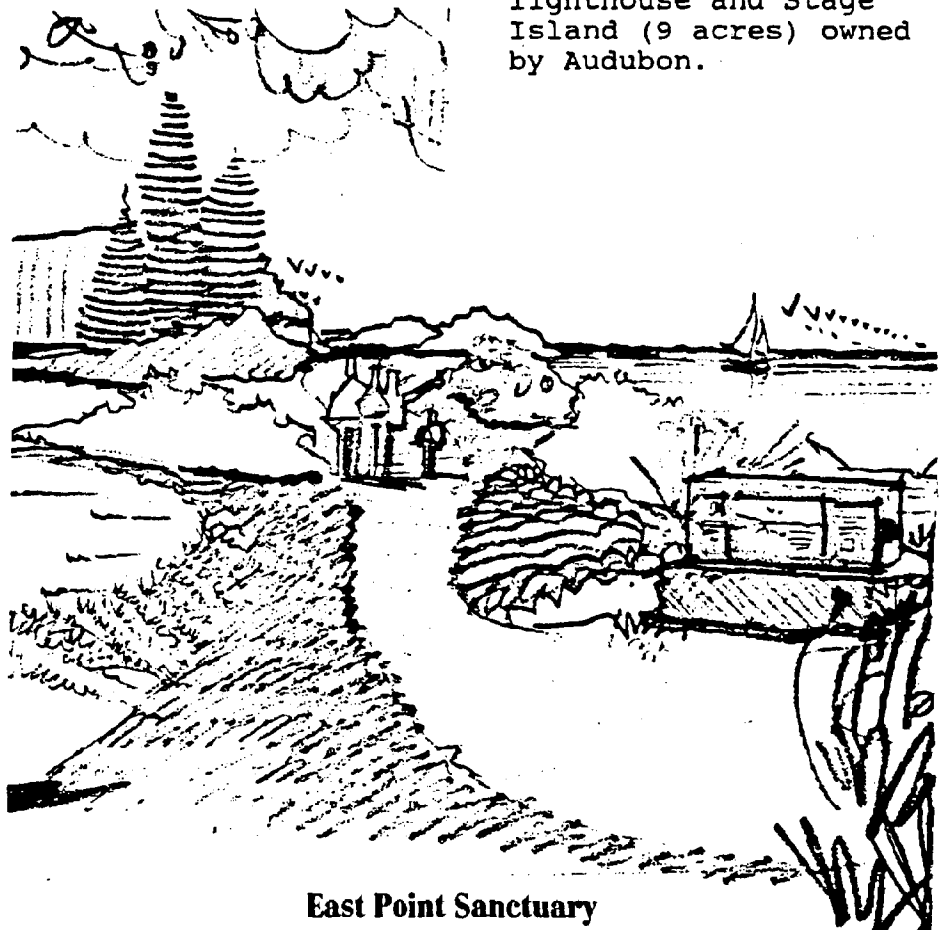
- 50 acre private club with 9 holes of golf, tennis courts and croquet lawns.

East Point Sanctuary

- 9 acre nature preserve owned by Audubon; no parking nor interpretive facilities provided.

Offshore Islands

- Wood Island (30 acres) with automated lighthouse and Stage Island (9 acres) owned by Audubon.

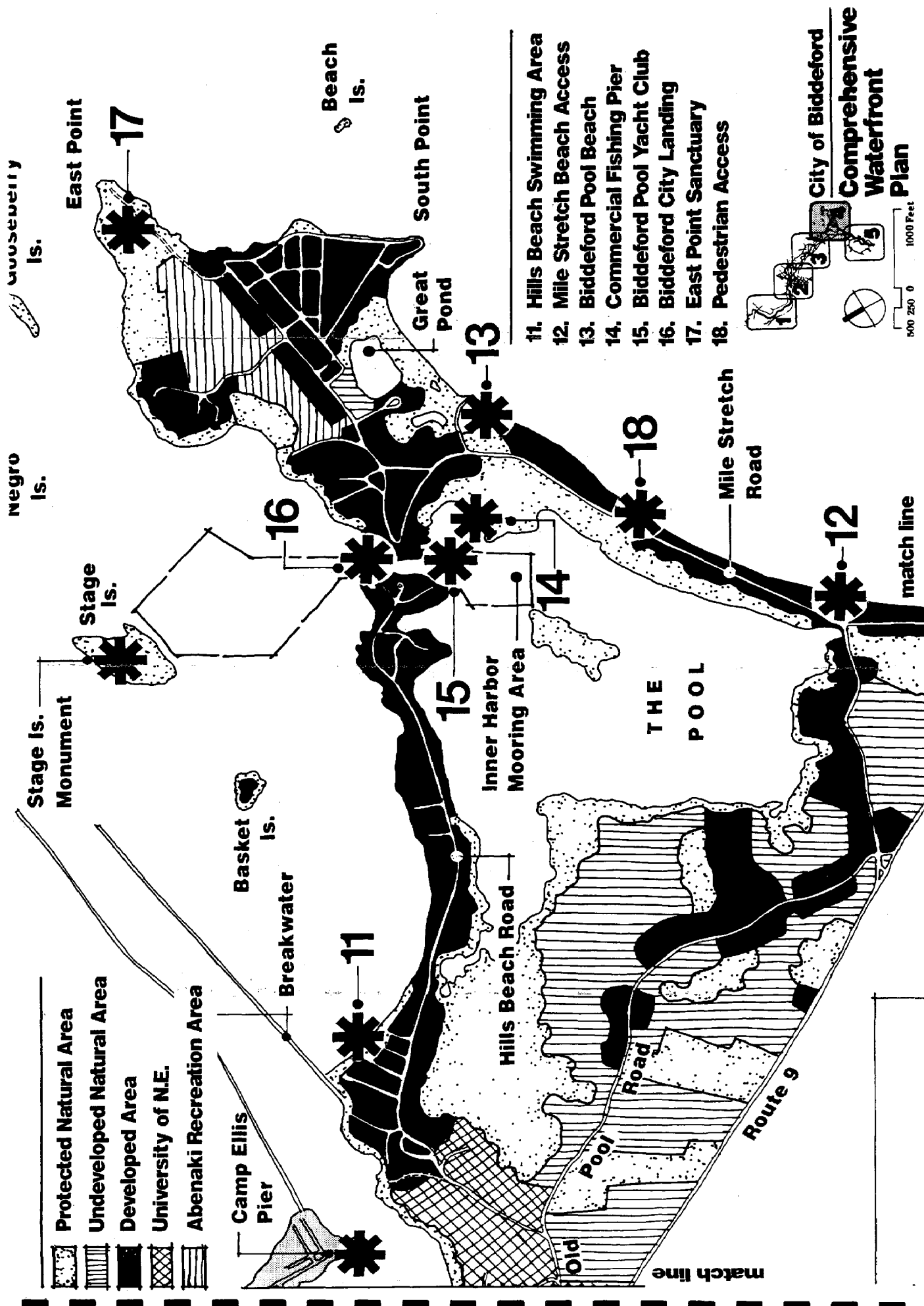


Planning Zone Four

ANALYSIS AND POLICY DEVELOPMENT

1. Ensure the perpetuity of access to coastal waters for commercial fishermen.
 - The Biddeford Pool Fishermens Association holds a long-term lease with the Biddeford Pool Yacht Club for access purposes. Facilities include a parking area, wharf and dinghy tie-up space. This lease, in effect until the year 2010, does not ensure the perpetuity of access for commercial fishermen; however, the lease relationship has been generally satisfactory to both parties.
 - A limited number of fishermen who are not members of the association currently utilize the City Landing at the Gut in Biddeford Pool. There are no facilities at the City Landing, and area residents have complained about the litter, odors, and lack of bathroom facilities at this location.
2. Plan for the future needs of recreation and public access to coastal areas, while minimizing the impacts associated with public access upon coastal villages and neighborhoods, environmentally sensitive areas, and coastal waters.
 - It is certain that the future demand for public access will continue to increase with population growth, both within Biddeford and within the New England region. It is equally certain that there is a limit to which the coastal areas can accommodate this increased demand.
3. Coordinate future planning efforts with the special needs and future plans of the University of New England (UNE). UNE is a valuable component of this section of the waterfront and its future needs should be addressed by the City, to the extent possible.
 - Respective to public access to the waterfront, recreation opportunities and educational experience activities, there is a great opportunity for the City and UNE to mutually benefit from planned coordination efforts.

4. Improve the utilization and management of harbor areas and navigation areas.
 - Adequate mooring areas at Biddeford Pool and within the Saco River are currently limited, and expansion potential is limited by regulatory constraints. The City should maximize the use of mooring areas by improving its mooring plans and should consider the use of moored floats and other systems which are more space-efficient than point moorings.
5. Promote the retention of open space and the protection of environmentally sensitive areas and water quality in coastal areas.
 - The Biddeford Pool area contains unique, natural resources of Statewide importance, including coastal and freshwater wetlands, migratory habitat, and numerous marine species. The City should continue to evaluate the importance of retaining these areas and measure the effectiveness of development regulations as future growth continues to threaten the loss of these resources.
 - The Rachel Carson National Wildlife Refuge has designated acquisition boundaries in this area and seeks to acquire land from willing landowners. The Refuge is currently in the preliminary planning stages of providing access to sites within the Refuge for environmental education facilities. As this objective is a key component of the Waterfront Plan, the City should coordinate its plans with those being planned by the Refuge.
 - Currently polluted shellfish beds and clamming areas should be managed so as to improve water quality and re-open these areas for recreational and commercial utilization.



11. Hills Beach Swimming Area
12. Mile Stretch Beach Access
13. Biddeford Pool Beach
14. Commercial Fishing Pier
15. Biddeford Pool Yacht Club
16. Biddeford City Landing
17. East Point Sanctuary
18. Pedestrian Access

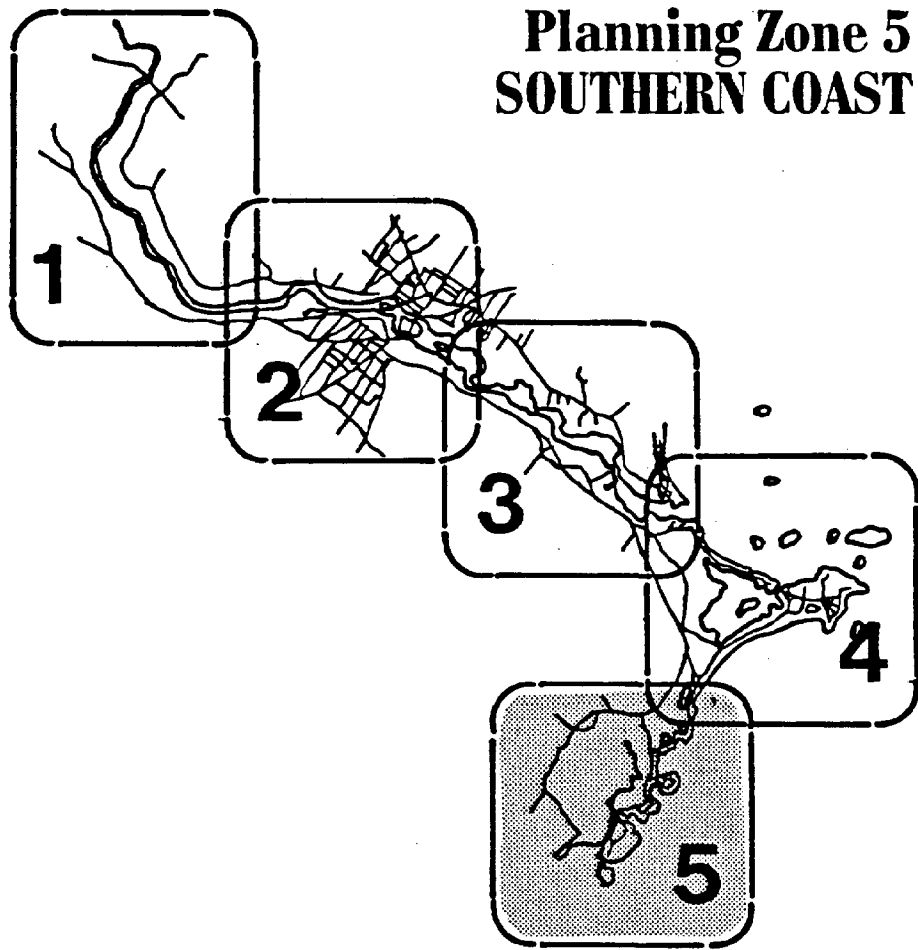
City of Biddeford

Comprehensive Waterfront Plan

Scale: 0 250 500 1000 Feet

Map of Biddeford showing the waterfront area with numbered locations 1 through 5.

Planning Zone 5 SOUTHERN COAST



<div>Opportunities & Constraints</div>	Biddeford-Saco Commission	Environmental Impact	Future Public Access	Economic Vitality	Urban Waterfront Development	Turnpike Widening	Rte 1 Bypass	Tidal Influence	Water Level Control (Dams)	Vessel Septage Disposal	Wildlife Habitat	Marine Habitat	Future Mooring Allocation	Future Land Use	Cultural Heritage	Waterfront Image & Character
The Study Area	<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>
1. Rural Riverscape	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>
2. Urban Riverscape	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>
3. Active Riverscape	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>
4. Biddeford Pool	<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>
5. Southern Coast	<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>

Planning Zone Five

WATERFRONT LAND USE

As much of this area is comprised of the Little River Estuary, land uses are limited to the three headlands which rise above the ocean. Hoyts Neck and Granite Point, the two northernmost headlands, are densely populated with year round and seasonal residential homes. Public water service is available; however, septage disposal is provided by individual on-site septic systems. Due to the limited areas suitable for construction, these neighborhoods are densely developed and enjoy their close proximity to the natural coastline.



The third headland, Timber Point, is mostly undeveloped as the majority of land is owned by a private individual. Timberland Island, offshore from Timber Point, is also undeveloped. The Rachel Carson National Wildlife Refuge owns and maintains significant conservation lands in this area and throughout the Little River Estuary.

Planning Zone Five

NATURAL RESOURCES

Little River Estuary

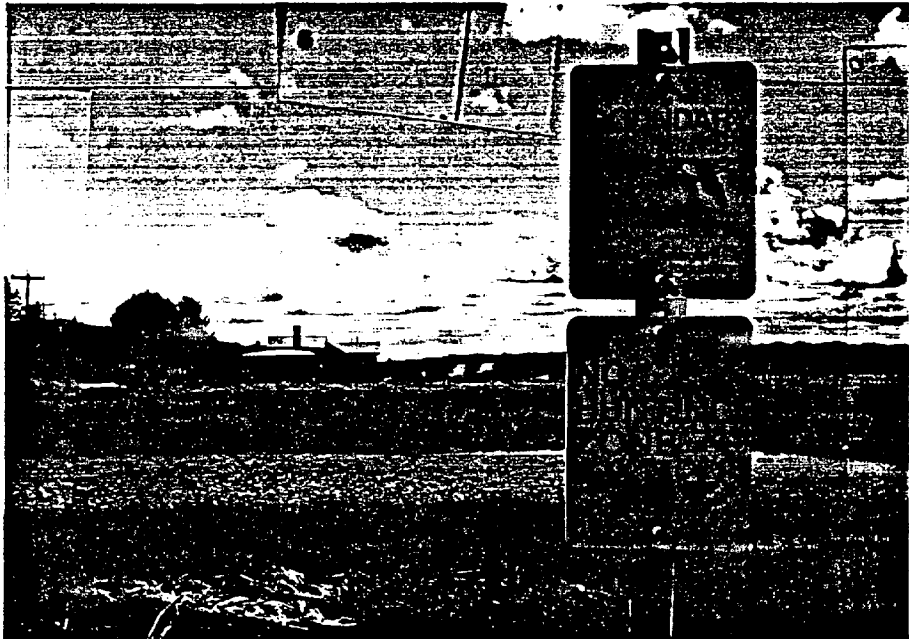
Differing from the Saco River with its large flow volumes which carry sediments to the ocean, the Little River is more influenced by tidal action which carries sediment deposits into the estuary. The Little River is characteristic of coarse grained estuaries which are composed of salt marshes, estuarine channels, barrier sand spits and flood-tidal deltas.

While densely populated with residential homes, Hoyts Neck is classified as a nationally significant natural resource area due to the occurrence of numerous unusual plant and wildlife species. "The Hoyt Neck Marine Invertebrate Area is comprised of dome-like granite rock formations wherein many points below upland vegetation do not get submerged."¹



Tidal action carries sediment into the estuary.

The supratidal, intertidal and subtidal natural resources within Planning Zone Five support a wealth and diversity of plant, marine, and wildlife species. The expansive salt marshes within the Little River Estuary are particularly significant in this capacity.



The Rachel Carson National Wildlife Refuge manages significant acres within the estuary. Similar to the organization's activities in the Biddeford Pool area, Rachel Carson Refuge has identified acquisition boundaries within Planning Zone Five. The acquisition boundary includes land owned by the Refuge and land to be purchased from willing sellers. The Friends of Rachel Carson are generally concerned with protecting coastal wetlands and estuarine systems. This involves not only protecting wetlands, but also the upland "critical edge."

Planning Zone Five

WATER RESOURCES

Marine resources in this area include numerous species, including lobster. These waters serve as an important commercial harvest area for local fishermen. The waters of Horseshoe Cove, Curtis Cove and New Bain Cove, however, are not suitable for access and mooring basins due to bottom conditions, wave action and currents, and exposure to open ocean waters.

Water quality data is not available for this area; however, it is probable that pollution results from on-site septic systems within densely populated areas, particularly at Hoyt's Neck and Granite Point.

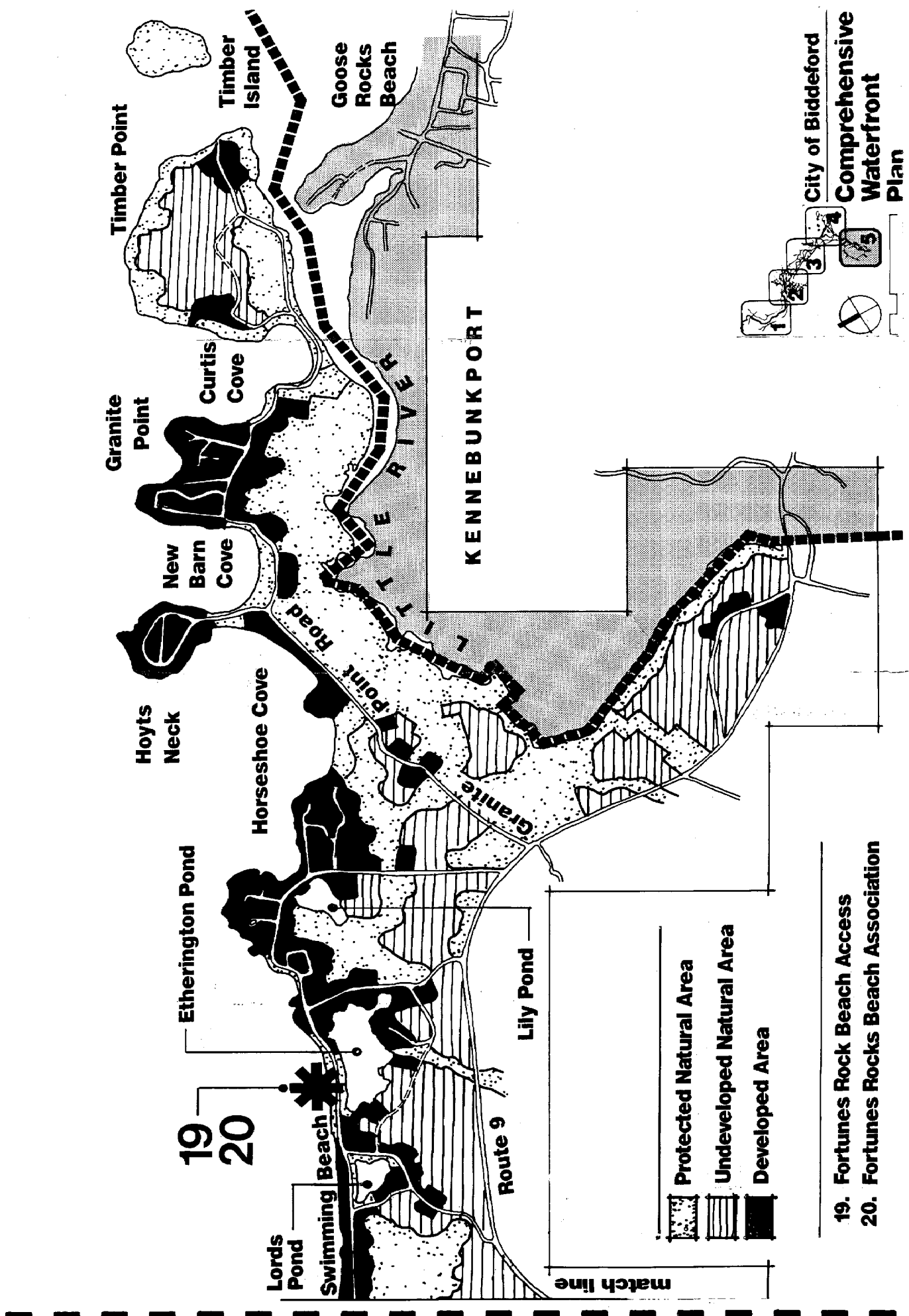
ACCESS, RECREATION and CULTURAL RESOURCES

Planning Zone Five does not contain public access to the coast, nor any public recreation or cultural facilities. This area, accessible only from Granite Point Road, an inconspicuous turn from Route Nine, is very much a "hidden secret" within Biddeford. Given the scarcity of these places within Maine and its remote location within the City, this secret is most appropriately kept to those who are aware of its existence.

Planning Zone Five

ANALYSIS AND POLICY DEVELOPMENT

1. Evaluate the impact of existing and future development upon environmentally sensitive areas and coastal waters.
 - Granite Point and Hoyts Neck have experienced substantial development in recent years. As a long range objective, the City should consider the impact from septage disposal as well as other impacts associated with increased development.
 - The Hoyts Neck Marine Invertebrate Area is nationally significant due to its unique geological formation and associated plant and wildlife habitat. This area is vulnerable to adverse impacts due to its proximity to developed areas.
2. Promote the retention of open space and protection of environmentally sensitive areas. The coastal areas and Little River estuary contain significant natural resources and wildlife habitat areas. Several area landowners have designated land as conservation easements and the Rachel Carson Refuge continues to seek additional property acquisition in these areas.
 - While the City strongly encourages landowners to designate conservation areas, it is cumbersome for the City to assume control of these lands, and prefers that such easements are dedicated to the Rachel Carson Refuge.
3. Limit public access to these areas and retain the existing "hidden" nature of these areas.
 - Because there are no public access destination points, and because most areas are comprised of residential neighborhoods or unique natural areas, access should be limited to low key activities.



- 19. Fortunes Rock Beach Access
- 20. Fortunes Rocks Beach Association

plan implementation

Implementation Strategy

INTRODUCTION

The implementation strategy is comprised of a series of recommendations which are based upon the analysis and policy development section of this plan. The overall strategy is multifaceted as it involves the participation of private landowners and land developers, as well as the City itself. Furthermore, the strategy provides a framework for short-term redevelopment activity, as well as long-term control over waterfront and harbor utilization. Finally, it is important to recognize the context in which this plan has been developed.

Acceptance of this plan does not ensure that the City can begin to immediately implement all of the recommendations contained herein. As this document is developed as a "tool kit" for future planning efforts and specific projects, many recommendations are based on a long range implementation process. In addition, many recommendations require further study and detailed design evaluation not afforded by this effort. Finally, zoning ordinance recommendations and fiscal budget expenditures will be further scrutinized prior to implementation and adoption by the City.

RECOMMENDATIONS

Recommendations presented herein are made in response to the policies set forth within the plan. Each recommendation is correlated to a specific objective established by the Waterfront and Harbor Management Plan Committee. In addition, sources for technical and financial assistance have been identified to support the implementation efforts by the City of Biddeford.

DESCRIPTIVE SUMMARY OF RECOMMENDATIONS

General Recommendations

- G-1 Develop a Joint Saco River/Harbor Authority with the City of Saco to coordinate interlocal management of the river corridor. (See Appendices for specific requirements of this Authority).
- G-2 Assign the City Planning Director with the responsibility of implementation of the recommendations contained herein, with support from additional City personnel and committees appropriate.
- G-3 Improve the maintenance of existing City facilities, including public access and recreation sites prior to the implementation of additional facilities.
- G-4 Require the retention of natural vegetation along waterfront collector roads and at the edges of agricultural fields, for all future development projects. In the case where no natural vegetation exists, the City should require a planted buffer strip utilizing mixed vegetation similar to local vegetation species. This requirement should apply to subdivisions of land, as well as individual development projects. To the extent possible, the City should assist landowners in cases where planted vegetation is required.
- G-5 Encourage the retention of natural vegetation and limited encroachment of structures along the Saco River and coastal areas, including associated riparian zones, wetlands and floodplains in excess of Shoreland Zoning setback requirements, for all new development projects. Consider the following provisions as a means of promoting this objective:
- A. Cluster development performance standards.

- B. Contract zoning incentives and agreements.
- C. Transfer of Development Rights between private landowners.
- D. Conservation easements from private landowners.
- E. Coordination with conservation land acquisition by Federal and State agencies and private interest groups.

G-6 Amend the zoning ordinances to require specific sedimentation/erosion control plans for all new development projects. Enforcement of the submitted plans should be implemented by the City; cost for inspection services should be borne by project applicants.

G-7 Coordinate water quality control and testing with the Saco River Corridor Commission, the Department of Environmental Protection, the City of Saco, and "upriver" municipalities through the S.M.R.P.C. Measure the cumulative future impact on water quality created by existing and future development, recreational power boats, and other activities on the river.

G-8 Coordinate tourism and economic development efforts with the City of Saco and with regional municipalities.

G-9 Implement a comprehensive program which promotes education and experience potential for Biddeford residents respective to the following:

A. NATURAL RESOURCES

- Upland environments
- River environments
- Coastal environments

B. WATER RESOURCES

- Watersheds and regional management
- Public water supply

- Water impoundment and hydroelectricity
- Sewerage collection treatment
- Navigation safety and boating regulations

C. CULTURAL RESOURCES

- Historic aspects of the City's waterfront
- Present facilities available to residents
- Commercial utilization of the waterfront

Implementation components include incorporation of the program within the school system, utilization of media and local forums, and construction of facilities providing access and interpretive signage. The City should coordinate these efforts with local, regional and State agencies and private interest groups sharing common objectives.

Planning Zone One

- 1-1 Conduct a detailed site selection study to identify a public access site for canoes and other light watercraft on the upper section of the river. The selected site should be easily accessible from South Street or River Road; should be located in an environmentally suitable area; and should be located so as to minimize the impact on adjacent landowners.
- 1-2 Once identified, obtain first rights of refusal or purchase option for the selected site.
- 1-3 Pursue funding assistance and secure professional design services to design the access facility. Construct, maintain, and enforce regulations salient to the use of the facility.

- 1-4 Contact the Biddeford-Saco Water Company to explore the potential for public access to this facility as part of the comprehensive education program for City residents. Develop a design program and use agreement with the Biddeford and Saco Water Company to implement use of the facility.

Planning Zone Two

- 2-1 Develop a master plan for the City-owned property on the River west of Elm Street. (This is a 9± acre site formerly owned by Diamond Match Company). If the City should consider this parcel for sale and redevelopment by private investors, however, the waterfront areas should be required to maintain public access and open space. The design program should include limited parking, should be oriented to the needs of the surrounding neighborhood, and should provide for linkage with Rotary Park and downtown waterfront parks in Biddeford and in Saco.
- 2-2 Snow dump areas west of the railroad (near the Diamond parcel) pose an environmental hazard to water quality; the City should locate a new site more acceptable for snow storage.
- 2-3 Update the Master Plan for the City's Water Street Redevelopment District in coordination with the City of Saco. Incorporate the following elements into the Master Plan:
- A. This site should serve as "the heart of the Biddeford Waterfront" and should be planned as the catalyst for improvement of the Biddeford Waterfront and surrounding urban areas.
 - B. Utilization of the site should include attracting tourism and the promotion of economic development; however, improvements should serve the needs of the surrounding neighborhoods, as well.

C. The City should consider development of this site with a theme such as "The Southern Maine Maritime Center" which should be advertised through Statewide tourist programs and the Biddeford-Saco Chamber of Commerce.

D. The design program for the site should include the following elements:

- 1) Retain the view to the river from Main Street traveling north.
- 2) Provide limited parking and retain the majority of the site as open space and for pedestrian activities.
- 3) Provide educational/interpretative exhibits or amenities which describe the history of the City and its relationship to the seacoast.
- 4) Promote seasonal events at the site where tourists and residents can witness or participate in activities which exemplify a Maine coastal community. Examples may include boat building, repair of fishing nets or lobster traps, or other activities historically appropriate to the City.
- 5) Include a tall ship or similar vessel to be moored at the site. If possible, retain a chartered vessel service where people could embark on cruises on the Saco River or further out to sea.
- 6) Develop a promenade at the water's edge, as well as boat slips on the water. Extend this promenade along the waterfront, including the land of the sewage treatment plant and connecting to Rumery's boatyard. Assign an agent to control and maintain boat slips.

- 7) A) Future planning of the sewage treatment plant should allow for pedestrian movement at the river's edge.

B) Dome covers should be planned for open treatment basins; architectural treatment should be compatible with neighborhood improvement projects.
- 8) Dredging of the river is necessary in the vicinity of the project site and Rumery's boatyard to ensure the safety of navigation in this area. The City should continue to pursue this matter with the U. S. Army Corps of Engineers. Consider the White's Wharf site as a dredge spoil deposit site; evaluate this consideration respective to the planned use of the property.
- 9) Implement a facade renovation/improvement program for the buildings on Water Street across from the project site. Through Community development Block Grants or other funding sources, restore the structures with respect for historical accuracy and style (28-35 Water Street buildings are currently on the historic register).

2-4

Encourage adjacent mill owners to work with the City in the future to provide for pedestrian access along the river. Because these structures directly abut the river, efforts should be made to alter existing buildings to allow public access to the waterfront edge. While this is a long-range and aggressive undertaking, the river would be no longer "hidden from the City". In so doing, these buildings could support future retail shops, restaurants, or other uses to capture economic benefit.

- 2-5 The City should encourage future development/renovation projects in the High Street area ("the hill") which preserves the view to the Saco River. Zoning amendments to increase density, establish building height restrictions and view corridors should be analyzed.
- 2-6 Develop an inter-city public access master plan with the City of Saco. The master plan should develop an overall strategy for parking requirements, public parks and open space, including pedestrian linkage. Within Biddeford, explore the potential to implement "The Riverwalk", a pedestrian/park route from Rotary Park to the Water Street site or "Southern Maine Maritime Center." Encourage the development of access from urban neighborhoods to the primary route and waterfront parks.
- 2-7 Identify the sewerage treatment plant as having opportunities supportive of the educational aspect of the plan.
- 2-8 Identify the hydroelectric dam and proposed fishways as having opportunities supportive of the educational aspect of the plan.

Planning Zone Three

- 3-1 Finalize negotiations with the U.S. Army Corps of Engineers for dredging of the Saco River Federal channel as this need is becoming critical for commercial goods exportation. Document this need with facts and figures associated with Honeycomb Systems and other existing and potential commercial users.
- 3-2 Obtain rights of first refusal or a purchase option for the open field adjacent to St. Andres Health Care Center on Route Nine. This property affords excellent views of the river and, if acquired, would preserve important open space and passive recreation opportunities.

- 3-3 Pursue funding assistance and secure professional design services to design the access facility. Construct, maintain, and enforce regulations salient to the use of the facility.
- 3-4 Identify the original City meetinghouse as an opportunity for the educational aspect of the plan. Encourage linkage via pedestrian walks between the old meetinghouse, proposed St. Andres acquisition site, and the State boat ramp.

Planning Zone Four

- 4-1 Pursue the development of a new public pier off of Hills Beach Road near the University of New England. The City has a public landing on the Saco River; however, additional land would be necessary for parking facilities. The City should investigate historical records pertaining to the exact configuration of its ownership boundaries. The City and the University should seek to develop this facility to the benefit of both parties. A portion of the site should be reserved for commercial fishermen. The City should accelerate this project as there are still remnants of old pilings in the river and, as such, permitting may be facilitated while these pilings remain.
- 4-2 Upon reaching agreement with UNE, the City should obtain professional design services to design the access facility. Construct, and maintain the facility; enforce regulations pertinent to the use of the facility.
- 4-3 Improve public access conditions at the City Landing at Biddeford Pool. The Biddeford Harbor Commission has developed plans to improve this site. These plans have been developed in advance of this planning effort; however, to the extent possible, proposed improvements should incorporate pedestrian access to the shoreline, as well as landscaped areas within the project site. Public restrooms should be provided and maintained by the City.

- 4-4 Implement the use of float berthing systems in lieu of point moorings to increase navigation capability within Biddeford Pool harbors. Continue to restrict additional use of the harbors in the absence of suitable waterfront sites for parking/support facilities.
- 4-5 The City should periodically communicate with the Biddeford Pool Fishermens Association, the Biddeford Harbor Commission, and local fishermen to ensure adequate access to Biddeford Pool for commercial fishermen.
- 4-6 In planning for the future demand for commercial fishing activity, the City should consider the development of a commercial fishing facility to ensure the perpetuity of water access for commercial fishermen. The facility should be located with access to the inner harbor at Biddeford Pool. Biddeford Pool, one of the few truly protected harbors between Kittery and Portland, will always attract commercial users for its area of refuge from severe weather.
- At this time, environmental regulations and property ownership, inhibit the potential for this facility to be implemented in the near future, however, these conditions may improve in the future. The Waterfront Planning Committee recommends that the City commit itself to ensuring the opportunity for this maritime industry to remain a part of Biddeford's heritage.
- 4-7 Restrict additional access to local beaches in accordance with the objectives to avoid negative impacts on the natural environment and existing residential neighborhoods, to avoid overcrowded beaches, and to promote the high quality of recreational experience available currently.

- 4-8 Improve conditions at Fortunes Rocks swimming beach in order to maximize pedestrian safety. The current congestion involves moving traffic in pedestrian areas and hazardous access to the beach over stone riprap. The Waterfront Committee has contemplated reorganization of parking areas and development of curbing and pedestrian sidewalks; however, specific studies must be undertaken respective to storm damage and possible destruction of these improvements.
- 4-9 Numerous pedestrian right-of-ways exist along Mile Stretch Road, within Biddeford Pool and in the Fortunes Rocks area, however, are not marked or signed. The City should undertake a study of property records and should establish increased public access to waterfront areas through utilization of these right-of-ways by pedestrians, bicyclists, and area landowners.
- 4-10 The City should contact the Department of Marine Resources to arrange for periodic testing for contamination of clam beds. Winter months should be included in the testing program, as contamination levels may decrease at this time of year.
- The City should work with D.M.R. on long range plans for the removal of contamination and re-opening of the flats for commercial and recreational clamming.
- 4-11 Identify the East Point Sanctuary, Wood Island and Stage Island as having opportunities supportive of the educational aspects of the plan. Coordinate this effort with the Audubon Society.

Planning Zone Five

- 5-1 The City should conduct a study of groundwater impact from septage disposal and should develop a long-range plan to provide sewage treatment for these areas.

- 5-2 The City should encourage additional conservation easements from landowners; however, should adopt a policy whereby the control of such easements would be assumed by non-City agencies, such as the Rachel Carson Refuge.
- 5-3 Identify the Hoyts Neck Marine Invertebrate Area and Little River Estuary as having opportunities supportive of the educational aspects of the plan. Coordinate this effort with the Rachel Carson Refuge.

appendices

Appendix A

TECHNICAL AND FINANCIAL ASSISTANCE

TECHNICAL ASSISTANCE

Coastal communities working to protect water dependent uses or develop other strategies to implement Maine's Coastal Policies can obtain technical assistance from the coastal planning staff at the Office of Comprehensive Planning, Department of Economic and Community Development, Station #130, Augusta, ME 04333. For information or assistance, please contact Francine Rudoff, Kirk Schlemmer, or Tamara Risser at 289-6800. Additional assistance may be obtained from the following organizations:

Southern Maine Regional Planning Commission
Box Q, 2 School Street
Sanford, ME 04073
Contact: Madge Baker at 324-2952

Other sources of technical assistance include the following organizations:

Maine Coast Heritage Trust (MCHT)
P. O. Box 416
Topsham, ME 04096
729-7366
or
P. O. Box 426
Northeast Harbor, ME 04662
276-5156

MCHT promotes conservation of Maine's coastline and islands by negotiating gifts of land and easements to conservation organizations. MCHT offers professional advice and assistance to land owners, land trusts, and municipalities.

Maine Municipal Association (MMA)
Community Drive
Augusta, ME 04330
623-8428

MMA provides assistance to towns in developing zoning ordinances, local code enforcement and legal affairs.

Financial Assistance

A number of sources also provide financial assistance to Maine communities to support projects which enhance opportunities for waterfront and harbor improvements.

Coastal Planning Grants are available for municipal waterfront and harbor planning activities. These activities should result in implementation strategies to further Maine's Coastal Policies. Contact the Office of Comprehensive Planning, Department of Economic and Community Development, 289-6800.

Coastal Implementation Grants are available for the development of zoning ordinances, harbor ordinances, detailed public access plans, and other implementation efforts. Contact the Office of Comprehensive Planning, Department of Economic and Community Development, 289-6800.

Community Revitalization Grants are available for downtown revitalization, housing rehabilitation public facility improvements, and other local programs that benefit low and moderate income people.

For further information, contact the Office of Community Development, Department of Economic & Community Development, 289-6800.

Land & Water Conservation Fund Grants are available to support the acquisition and/or development of outdoor recreation facilities, including waterfront parks.

For further information, contact the Office of Comprehensive Planning, Department of Economic & Community Development, 289-6800.

Boating Facilities Program award grants for the acquisition development and improvement of state, regional or local recreational boat access sites. Funds for the program are derived from the state gasoline tax.

For further information, contact the Bureau of Parks & Recreation, Department of Conservation, 289-3821.

The Maine Department of Transportation may have funding available as MDOT has conducted a State-wide study of port and harbor needs which places an emphasis on funding projects not traditionally funded by State and Federal programs. Contact MDOT, Division of Ports and Marine Transportation, 289-2841.

The Maine Department of Environmental Protection administers Section 205; water quality planning grants for projects determining the nature, course and extent of water pollution. A local match of funds is not required, but may be helpful in the approval process. Contact the Maine D.E.P., 289-3901.

The U. S. Army Corps of Engineers funds dredging projects, but requires a local match. For Congressionally authorized maintenance dredge projects, the Army Corps pays 100% of the cost of dredging, but the local government is responsible for locating, procuring and preparing the disposal site. For improvement projects (small-scale navigational dredging projects that occur outside of Congressional approval), the local government must share the cost of dredging as well as locate, procure and prepare the disposal site. Typically, the local share of dredging costs is between 20% and 50%, but it can be more. Contact the Maine office at 623-8367.

The Economic Development Administration administers public works grants, which in the past have included commercial fishing piers. EDA prefers to work in conjunction with development plans involving State participation. The limited financial resources of the agency may preclude use of this funding course at this time. Contact the EDA, 623-8367.

Appendix B

CITY OF BIDDEFORD COMPREHENSIVE WATERFRONT PLAN

Recommendation for a Joint Saco River/Harbor Authority

Introduction

Recognizing that the Saco River is an important natural resource bounded by the cities of Biddeford and Saco, and that the activities on the River and on the shoreland of each community affects the quality of this natural resource, and the benefits the River offers to the citizens of both communities, recommendations for a process for the unified and cooperative management of the River Corridor has been requested.

Recommendation

A joint Saco River/Harbor Authority shall be established.

Organizational Structure

The Saco River/Harbor Authority shall consist of seven (7) members. Three (3) members shall be nominated by the mayor's of each respective community and confirmed by their respective City Councils. These six (6) members shall serve three (3) year staggered terms. No member may serve more than two consecutive three (3) year terms.

The seventh member shall be elected by the six (6) member authority, by majority vote and shall serve a two year term. The seventh member's position shall alternate between the cities of Biddeford and Saco every two years.

The Authority shall annually elect a chairperson from among its members who shall preside at meetings of the Authority.

Qualifications

Every member of the Authority must reside in the city from which they were appointed and be at least eighteen years of age.

Among the three (3) members of the Authority nominated by each mayor, at least one (1) member shall have experience with, or knowledge of, the commercial fishing industry and at least one (1) member shall have significant interest or experience in the recreational boating community.

Relationship to Harbor Authorities

The seven (7) member Saco River/Harbor Authority shall have jurisdiction over the operation and management of the Saco River from its common boundary with the cities of Biddeford and Saco to the easterly terminus of the jetty extending from Camp Ellis (Sharps Ledge).

Outside of the common Saco River Corridor described above, the authority for the operation and management of the Harbors and shoreland in Biddeford or Saco shall reside with the three (3) members on the Authority in which the Harbor or shoreland exists.

Duties and Responsibilities of the Saco River/Harbor Authority

These duties and responsibilities shall be allocated to the Saco River /Harbor Authority or to the three (3) members on the Authority in which jurisdiction resides if the Harbor or shoreland is outside the Saco River Corridor, described above.

- o Hire the River Master(s)
- o Hire the Harbor Master(s)
- o Hire the Assistant Master(s)
- o Oversee the management of the Saco River Corridor
- o Oversee the management of the Harbor
- o Develop a mooring plan and policies for the placement of moorings, docks, piers, floats, navigational aids, etc.
- o Hear appeals to decisions made by the River Master or Harbor Master.
- o Recommend fees and charges for commercial and recreational moorings to the City Councils.
- o Make recommendations to the City Council's for other fees or charges as appropriate for the management and operation of the River or Harbor.

- o Establish no-wake zones.
- o Review applications for the placement of any docks, floats, piers, structures, etc. that will extend into the waters of the Harbor or River and make recommendations to the appropriate Planning Boards and City Councils before any permits are issued for these structures.
- o Make recommendations and advise the City Councils regarding the development of access areas to the River and Harbor.
- o Oversee and manage access areas to the Saco River and Harbor.
- o Develop policies for the marking and maintenance of channels on the River and Harbor.
- o Develop other policies and regulations, as necessary, to provide for the safe navigation of the River and Harbor.
- o Maintain, develop and update Comprehensive Plans for the River and Harbor (update at least once every five years).
- o Prepare and submit an annual budget each fiscal year, listing all expected revenues and expenditures by line item to both City Councils for approval.
- o Alternate the location of meetings between Biddeford and Saco.
- o Prepare Capital Improvements Plans (CIP's) to be submitted annually to both Planning Boards and City Councils. These CIP's shall be five year plans and must include the following information for each year of the plan: needed or desired capital improvement; estimated costs of the capital improvement; priority of the need; year to be undertaken/completed; and expected source(s) of funding. These CIP's should include plans for dredging and maintaining the channels in the river and harbor, wharfs, docks, piers, access points to the harbor and river, etc.

Budget Allocation

For the purposes of allocating the cost to each community for operating the Saco River/Harbor Authority, the authority shall annually with the submittal of the budget to each City Council for adoption, specify the percentage of the total budget for the Saco River/Harbor Authority to be funded by each community.

In determining the percentage of the budget to be allocated to each community, the authority shall make their best efforts to determine the use of the River by commercial and recreational boaters from each side of the River. In making this determination, the Authority shall tabulate the total number of boaters who use the Saco River from each side of the River. This will be determined by totalling all moorings and allocating a boat usage number for all other boat access points including: wharfs, piers, floats, docks, and other access points. The Authority may also use other data consistent with the intent of this section in determining usage by boaters and therefore costs to the Authority. The percentage will then be determined by taking that portion of the total attributed to each community and dividing it by the total for both communities.

If one or both city councils should fail to adopt a mutually agreed to budget for the Saco River/Harbor Authority by the beginning of the fiscal year of the Authority, the budget authorized for the previous fiscal year shall automatically become the approved budget for the Authority, and each city shall be responsible for funding the same percentage of the budget it funded in the previous year.

Appendix C

GUIDELINES AND
APPLICATION FOR THE
IMPLEMENTATION GRANT
AND COASTAL MANAGEMENT
GRANT PROGRAMS

OFFICE OF COMPREHENSIVE
PLANNING

JANUARY 1991

**GUIDELINES FOR THE
IMPLEMENTATION GRANT
AND COASTAL MANAGEMENT
GRANT PROGRAMS**

I. Introduction: =====

The Comprehensive Planning and Land Use Regulation Act (30-A M.R.S.A. Sec. 4301 et seq., hereafter, the Act) requires each municipality in the state, except those municipalities within the jurisdiction of the Maine Land Use Regulation Commission, to develop a local growth management program. Under the Act, a local growth management program is comprised of the following:

- a) a comprehensive plan that complies with the provisions of the Act, and
- b) an implementation program that is consistent with a complying comprehensive plan.

Having submitted your comprehensive plan for state review and comment, it is time to begin focusing your efforts on the preparation of an implementation program that will enable you to achieve the goals and strategies set forth in that plan.

As was the case in the preparation of your comprehensive plan, the Office of Comprehensive Planning (hereafter, the Office) is prepared to offer technical and financial assistance as you develop your implementation program. These guidelines are designed to provide you with information necessary to access this assistance. The following section (Section II) describes the Act's requirements for a local implementation program. Section III outlines the state funded and administered implementation grant program. Section IV outlines the federally funded coastal management grant program, a supplementary assistance program available to coastal municipalities.

II. Local Implementation Program: =====

In order for your local growth management program to be complete and effective, the comprehensive plan you have developed must be implemented through the application of specific policies, programs, regulations, ordinances, and other municipal actions. The mechanism by which the implementation strategies identified in your plan are to be

achieved is known as the implementation program. At a minimum, the Act requires that your implementation program include the adoption of a new or amended zoning ordinance that is consistent with your comprehensive plan. However, your implementation program may be much more encompassing and in addition to a zoning ordinance may include activities such as the development of a capital improvement program, ordinances and regulations to guide site reviews of development projects, housing and economic development programs or initiatives, community land banks or land trusts, or interlocal agreements designed to promote local and regional policies. The Office encourages you to be creative in the implementation of your comprehensive plan.

[FOR COASTAL MUNICIPALITIES] Local implementation programs developed by coastal municipalities will also consist of policies, programs, ordinances, regulations, and other activities that focus on the use and management of coastal resources. Under the Act, coastal municipalities are required to develop local policies and implementation strategies that specify the approaches that will be taken to address Maine's nine Coastal Management Policies. Moreover, the Act explicitly calls for the development of implementation strategies that ensure the preservation of access to coastal waters and that discourage new development that is incompatible with uses related to the marine resources industry. Thus, implementation programs for coastal municipalities may include, for example, the establishment of special waterfront zoning districts, development of a harbor ordinance, or preparation of a public access plan.

III. Implementation Grant Program: =====

The implementation grant program is a state administered, participative grant funding program (up to 25% of the project cost must be provided by the municipality) for the development and adoption of implementation strategies identified in your comprehensive plan, provided that your plan has been determined to be consistent with the Act. The following parameters have been established for the administration of this program.

- A. **Eligible Applicants:** All municipalities that have submitted a comprehensive plan for review by the Office are eligible to apply for an implementation grant. Although grant applications will be accepted and processed prior to local adoption of a plan, no payment will be made prior to the local adoption of a consistent plan.
- B. **Maximum Grant Amount:** The maximum state share available to each applicant is \$12,500. Dependent upon the amount of state assistance received, the required local match will be 0% (for requests of \$2,500 or less) or 33% of the state funds requested in excess of \$2,500.

<u>Grant Amount</u>	<u>Local</u> %	<u>Match</u> \$	<u>Required</u> \$
\$ 0 - \$ 2,500	0%		\$0
\$2,501 - \$12,500	33%	\$.33 - \$3,333	

- C. **Number of Applications per Municipality:** The program is designed to provide each eligible municipality with 1 implementation grant.
- D. **Reimbursement of Eligible Costs:** You may be reimbursed for eligible costs incurred after the date of your plan submission. You should, however, be prudent in incurring costs prior to receiving written comments on your plan from the Office. The written comments received will indicate whether your plan is consistent with the Act or what additional actions may be necessary to make it consistent. Recall from the introduction to this section that implementation grants can only be used to carry out the Implementation Strategies Section of a consistent plan. Therefore, a town would not want to invest a lot of time, energy, and finances in anticipation of reimbursement, to establish an implementation program for a plan which is not consistent with the Act. Municipalities that incur costs prior to the adoption of a consistent plan do so at the risk of not being reimbursed.
- E. **Eligible Costs:** As provided for in the Act, implementation grants can be used for costs directly related to the preparation of policies, programs, and land use ordinances directly related to the implementation of a consistent plan. This makes these funds available for a variety of different purposes. For example, you may want to hire or retain legal or other professional services to amend or develop a zoning ordinance or capital improvements program. Or perhaps you and a neighboring community could use your implementation grants to establish an interlocal agreement instituting procedures for joint planning board reviews of large subdivisions impacting a shared resource or facility. At a minimum, in order for a cost to be eligible it must have been incurred:
- 1) in the preparation of a program, policy, or ordinance designed to carry out the intent of the Implementation Strategies Section of a consistent plan, and
 - 2) after the plan's submittal to the Office for review and comment.

Please keep in mind that the implementation grant you may receive is intended to assist you in establishing an implementation program. It is not intended to finance the ongoing operation of such a program, and therefore recurring operational or maintenance costs will not be considered eligible. It is your responsibility as the applicant municipality to document that the costs associated with the proposed activities are eligible and that these activities will carry out the intent of the Implementation Strategies Section of the your comprehensive plan.

- F. **Application Procedures:** An eligible municipality wishing to apply for an implementation grant must fill out the required application materials as provided by the Office. This will include a narrative description of the activities to be undertaken, documentation that the proposed activities are consistent with the intent of the Implementation Strategies Section of the applicant's comprehensive plan, an itemized cost schedule for each activity to be undertaken, and documentation that the costs are eligible.
- G. **Payment Procedures:** Upon signing a contract with the Office and adopting your plan locally, you will be able to submit a request for payment for all or part of the eligible costs. No more than two requests for payment will be processed for each implementation grant. The first of these requests for payment may not exceed 90% of state share. Each request for payment must be accompanied by a narrative description of the work in progress. In addition, the final request for payment must include a copy of the completed activities. It is not necessary to submit invoices with requests for payment. Invoices must, however, be kept on file by the town.
- H. **Local Approval for Funding:** There are several local approvals which must be in place prior to your receiving implementation grant funds. These include the following:
 - 1) Approval for the appropriation of your local share, if any
 - 2) Pursuant to 30-A, MRSA, Section 5682, approval for the acceptance of State funds, and
 - 3) Authorization for your town officials to enter into a contract with the State.

Each of these approvals must be given by the local legislative action appropriate to your community, either a town warrant article or a council action. These approvals

can be issued by a single legislative vote incorporating all three approvals, or by a series of legislative votes, each one specific to one of the approvals listed above. In addition, the Town's approval for the acceptance of State funds must be on file with the Department of Finance in order for the Office to process grant payments.

- I. **Role of the Regional Councils:** Your regional council may be available to assist you in the preparation of your implementation programs. You should contact your regional council to determine what assistance they are able to provide in regard to your implementation program.
- J. **Hiring Consultants:** Project funds (state and local share) may be used to hire consultants to assist you in developing your implementation program. As was the case with your planning grant, if you plan to hire a consultant for more than \$1,200, you must do so by contract and preferably through a competitive selection process. You must send a copy of any anticipated subcontract to the Office for review and comment prior to its execution. In obtaining the services of a consultant, one of the following 3 approaches should be adhered to:
 - a) Request for Proposal,
 - b) Request for Qualifications, or
 - c) Sole-Source Procurement.

Refer to your Planning Grant Guidelines or contact the Office for information regarding these approaches to hiring a consultant.

- K. **Record Keeping:** The Office expects you to organize and keep all records, documents, reports, invoices, letters, or other material relating to the development of your implementation program. It is advisable to maintain a file of meeting minutes, advertisements of public meetings, and correspondence with your regional council, this Office, and consultants. These files shall be available at reasonable times for review, inspection, or audit by State personnel and other personnel duly authorized by this Office.

IV. Coastal Management Grant Program: =====

To assist each coastal municipality with implementation of the coastal elements of its comprehensive plan, the Office has established a federally funded coastal management grant program. Like the state funded implementation grant program, funds are available only if a local

comprehensive plan has been determined to be consistent with the Act. Cost sharing for the coastal management grant program will be on an equal basis (50% federal/50% local share). The following parameters have been established for the administration of this program.

- A. **Eligible Applicants:** All coastal municipalities that have submitted a comprehensive plan for review by the Office are eligible to apply for a coastal implementation grant. Although grant applications will be accepted and processed prior to local adoption of a plan, no payment will be made prior to the local adoption of a consistent plan.
- B. **Maximum Grant Amount:** The maximum federal share available to each applicant is \$5000. The required local match will be 50% of the total project cost. Thus, for example, a \$5000 federal grant would be matched with \$5000 of local funds for a total project cost of \$10,000.
- C. **Number of Applications per Municipality:** The program is designed to provide each eligible municipality with one coastal management grant.
- D. **Reimbursement of Eligible Costs:** Same as Section III(D) for implementation grant program.
- E. **Eligible Costs:** Coastal management grants can be used for costs related to the preparation of policies, programs, and land use ordinances directly related to the implementation of the coastal elements of a consistent plan. The Maine Coastal Program, together with the federal Office of Ocean and Coastal Resource Management, have identified four high priority implementation areas:
 - the development or improvement of local zoning or other land use ordinances to address coastal issues, such as protecting water dependent uses, encouraging public access to coastal waters, or protecting marine water quality;
 - the development of a local harbor ordinance consistent with Title 38 of the Maine Revised Statutes Annotated;
 - the development of a local harbor and waterfront management plan, including a mooring plan; and
 - the development of a detailed public access plan.

[Note: Municipalities that accept coastal management grant funds for the preparation of a harbor plan or ordinance will be required to consider the establishment of a mooring allocation policy that does

not discriminate based on residency status. Municipalities may, however, charge higher fees to nonresidents, limit boat size in certain areas, and favor certain types of uses (e.g. commercial fishing).]

While the Office recognizes that each comprehensive plan will contain its own unique set of implementation strategies and priorities, we strongly encourage coastal municipalities to use coastal management grant funds to address one or more of these four important areas. If, however, an applicant can demonstrate that these four areas have been adequately addressed or are not relevant, the municipality can use coastal management grant funds to work on other pieces of its implementation strategy related to Maine's Coastal Policies. Coastal municipalities are also encouraged to join together to address shared resources, such as a harbor, river, or bay.

As with implementation grants, in order for a cost to be eligible, it must have been incurred after the plan's submittal to the Office for review and comment. In addition, coastal management grants are not intended to finance the ongoing operation of an implementation program; therefore, recurring operational or maintenance costs will not be considered eligible.

- F. **Application Procedures:** An eligible coastal municipality wishing to apply for a coastal management grant must fill out the required application materials provided by the Office. This will include a narrative description of the activities to be undertaken, documentation that the proposed activities are consistent with the intent of coastal implementation strategy elements of the applicant's comprehensive plan, an itemized cost schedule for each activity to be undertaken, and documentation that the costs are eligible. If proposed activities are not related to the four priority areas listed in section IV(E) above, the applicant must demonstrate that these areas have been adequately addressed or are not relevant.

Municipal officials are encouraged to contact Coastal Program staff at the Office to discuss potential coastal management activities prior to submitting an application. The Office has worked with many coastal municipalities on waterfront zoning, harbor management and public access projects and can assist you with the preparation of a grant application.

- G. **Payment Procedures:** Same as Section III(G) for implementation grant program.
- H. **Local Approval for Funding:** Same as Section III(H) for implementation grant program, except that the municipality should approve the acceptance of federal funds as well.
- I. **Role of the Regional Councils:** Same as section III(I) for implementation grant program.
- J. **Hiring Consultants:** Same as section III(J) for implementation grant program.
- K. **Record Keeping:** Same as section III(K) for implementation grant program.

V. **Sample Warrant Article/Resolution: =====**

As described in Section H above, prior to receiving an implementation grant, your municipal legislative body must vote to accept these funds. Provided below and on the next page are a sample warrant article and resolution which you can use as a basis for your article/resolution.

**SAMPLE WARRANT ARTICLE
TOWN MEETING ACCEPTANCE OF IMPLEMENTATION GRANT FUNDS**

Art. _____. Shall the town vote to accept Implementation Grant funds as provided by the Maine State Legislature [or the Maine Coastal Program of the Department of Economic and Community Development], to raise* the local funds required as a match to the grant, to appropriate the grant and required local matching funds for the development of an implementation program pursuant to the Comprehensive Planning and Land Use Regulation Act, to authorize the selectmen to contract with the State Department of Economic and Community Development for the grant, and to authorize the selectmen to contract, as necessary, for materials and services needed to achieve the purposes of the grant?

INFORMATION: Estimate amount of grant: \$ _____
 Estimated amount of local match: • \$ _____

_____ *If the town does not plan to raise new funds for the local match, but rather plans to borrow the necessary funds or to transfer the necessary funds from an existing account, it should replace the word "raise" with "borrow" or "transfer from existing accounts."

**SAMPLE RESOLUTION
TOWN COUNCIL ACCEPTANCE OF IMPLEMENTATION GRANT FUNDS**

WHEREAS the Maine State Legislature, through enactment of the Comprehensive Planning and Land Use Regulation Act, has recognized that local comprehensive planning is necessary to guide the future growth and development of Maine municipalities so as to maintain and enhance the quality of life for Maine citizens, and has established programs to financially assist local comprehensive planning efforts, and

WHEREAS the Office of Comprehensive Planning, within the State Department of Economic and Community Development, has offered a matching grant to the Town of _____ to assist the Town's development of an implementation program in accordance with the Comprehensive Planning and Land Use Regulation Act,

NOW, THEREFORE, BE IT RESOLVED by the Council of the Town of _____ that the Council authorizes the Town Manager to accept an Implementation Grant of \$_____ as provided by the Maine State Legislature [or a Coastal Management Grant as provided by the Maine Coastal Program of the Department of Economic and Community Development], raise* \$ as the required local match to the grant, appropriate the grant and required local matching funds for the development of an implementation plan pursuant to the Comprehensive Planning and Land Use Regulation Act, contract with the State Department of Economic and Community Development for the grant, and contract, as necessary, for materials and services needed to achieve the purposes of the grant.

This the _____ day of _____, 19__.

*If the town does not plan to raise new funds for the local match, but rather plans to borrow the necessary funds or to transfer the necessary funds from an existing account, it should replace the word "raise" with "borrow" or "transfer from existing accounts."

Appendix D

LITERATURE CITED

1. Maine Tomorrow, CITY OF BIDDEFORD COMPREHENSIVE PLAN. Hallowell, ME (June 1988).
2. Maine Department of Inland Fisheries and Wildlife, SIGNIFICANT FISH AND WILDLIFE RESOURCES OF SOUTHERN COASTAL MAINE. Augusta, ME (January 1984).
3. Maine State Planning Office, THE GEOLOGY OF MAINE'S COASTLINE. Augusta, ME (June 1983).
4. John Lortie, Wildlife Biologist, SIGNIFICANT NATURAL RESOURCES OF BIDDEFORD POOL, MAINE. Portland, ME (May 1988).

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