



# Eastern Waterfront Integrated Work Plan

Presentation to the EDC  
April 2016

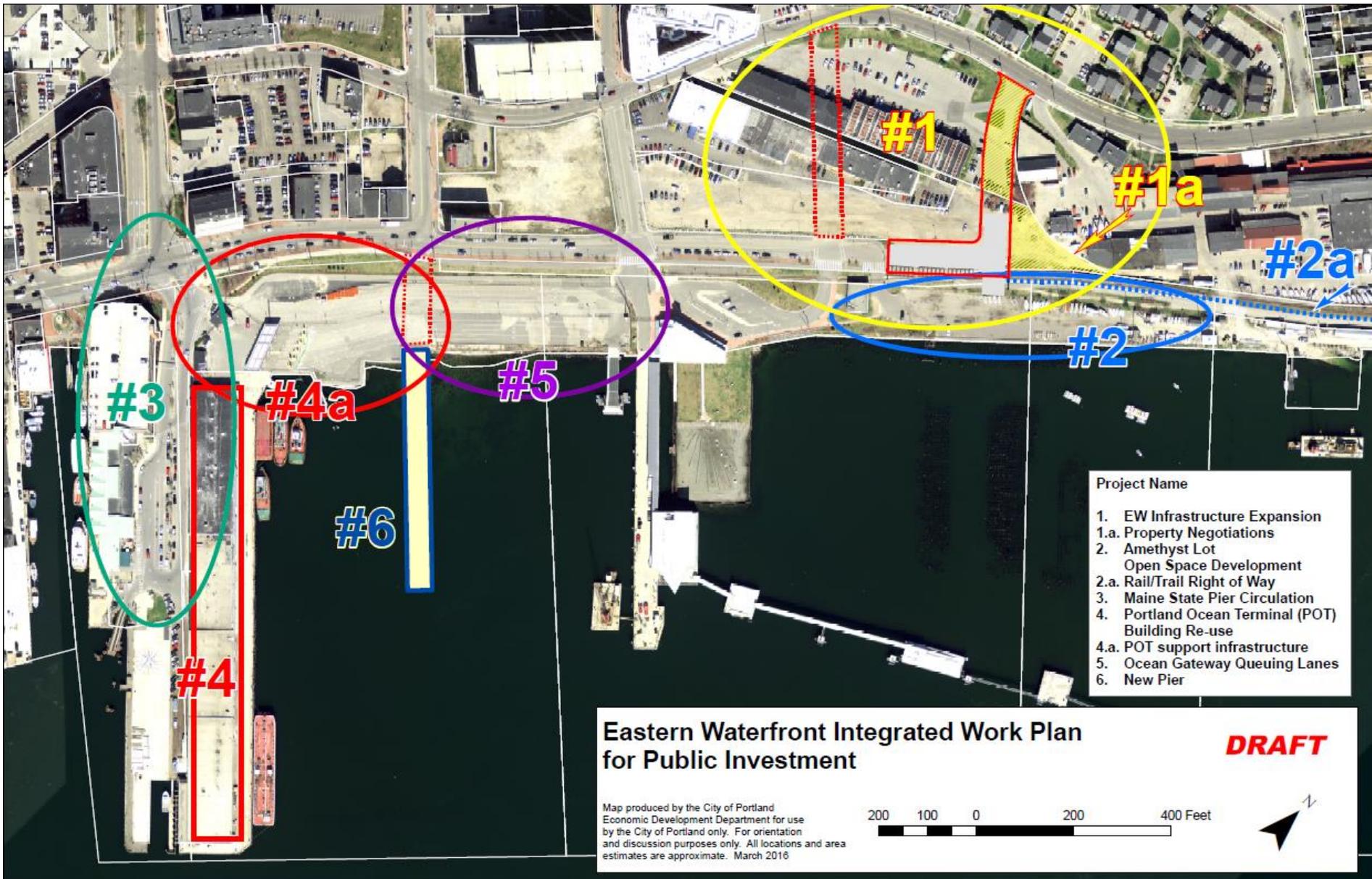
Prepared by the  
Economic Development Department

## **I. PREAMBLE**

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

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

**Eastern Waterfront Master Plan, Adopted 2004**



- Project Name**
- 1. EW Infrastructure Expansion
  - 1.a. Property Negotiations
  - 2. Amethyst Lot  
Open Space Development
  - 2.a. Rail/Trail Right of Way
  - 3. Maine State Pier Circulation
  - 4. Portland Ocean Terminal (POT)  
Building Re-use
  - 4.a. POT support infrastructure
  - 5. Ocean Gateway Queuing Lanes
  - 6. New Pier

**Eastern Waterfront Integrated Work Plan  
for Public Investment**

**DRAFT**

Map produced by the City of Portland  
Economic Development Department for use  
by the City of Portland only. For orientation  
and discussion purposes only. All locations and area  
estimates are approximate. March 2016

200 100 0 200 400 Feet

# Eastern Waterfront Integrated Work Plan for Public Investment: **DRAFT February 12, 2016**

## Projects Implementing Existing Plans and Polices

Project Name	Project Description	Lead Dept.	Team /Collaborators	Time Line	Est. Cost	Status	Notes/Funding
<b>1. EW Infrastructure Expansion</b>	City staff process to plan road and utility extensions in Portland's Eastern Waterfront planning district facilitating planned and future development consistent with the Eastern Waterfront Master Plan (EWMP.)	Economic Development	<ul style="list-style-type: none"> <li>Planning,</li> <li>DPW</li> <li>Parks &amp; Recreation</li> <li>Private property owners and development interests</li> </ul>	Initiated: 11-15 Ongoing	\$15,300	Negotiating right of way layout and sketch design with Woodard Curran	<p>Immediate needs are to integrate public infrastructure with development plans for the Portland Company redevelopment.</p> <p><u>Funding:</u> Waterfront TIF for sketch level Right of Way design. Private Developers to implement through master planning and site plan design</p>
<b>1.a. Property Negotiations</b>	Negotiations with private property owners over acquisition of private property for ROW and sale of residual public lands						
<b>2. Amethyst Lot Open Space Development</b>	Implementing EWMP for waterfront parcel. Define program and design elements for signature waterfront open space for recreation and active use of the water.	Economic Development	<ul style="list-style-type: none"> <li>Facilities</li> <li>Planning</li> <li>DPW</li> <li>Parks &amp; Recreation</li> <li>Private development interests</li> <li>Parks Commission</li> <li>Portland Trails</li> <li>Maine NGRR</li> <li>Community Boating MDOT</li> </ul>	Assumed spring 2016 start up	\$85,000	Pending Budget approval	<ul style="list-style-type: none"> <li>City has committed to work with Sail Maine and other Community Boating interests to integrate active marine use of site into open space design.</li> <li>Design will need to address MDOT ROW changes and potential change to rail/trail location.</li> <li>Design will need to integrate with roadway and private development</li> </ul> <p><u>Funding:</u> City CIP</p>
<b>2.a. Rail/Trail Right of Way</b>	Negotiate with MDOT, private developers, and Portland Trails over the location and use of rail and trail corridors though redeveloped areas.						
<b>3. Maine State Pier Circulation</b>	Work with Maine State Pier tenants and the public to improve vehicle and pedestrian circulation on Maine State Pier. Work to be coordinated with CBITD Phase II site improvements and freight handling.	Economic Development	<ul style="list-style-type: none"> <li>Facilities</li> <li>Planning</li> <li>DPW</li> <li>CBITD</li> <li>Pier Tenants</li> <li>MDOT</li> </ul>	TBD	<b>\$20,000-\$50,000</b> as 20% match to FTA funds managed by CBITD	Pending CBITD Phase II project	<ul style="list-style-type: none"> <li>Process to be informed by the Franklin Street Re-visioning Report at Commercial Street.</li> <li>Coordinated with private development Traffic Movement Permit designs.</li> <li>Coordinated with 4.a. and 5. Below.</li> <li></li> </ul> <p><u>Funding:</u> Waterfront TIF. Potential partnership with CBITD for expanded scope</p>

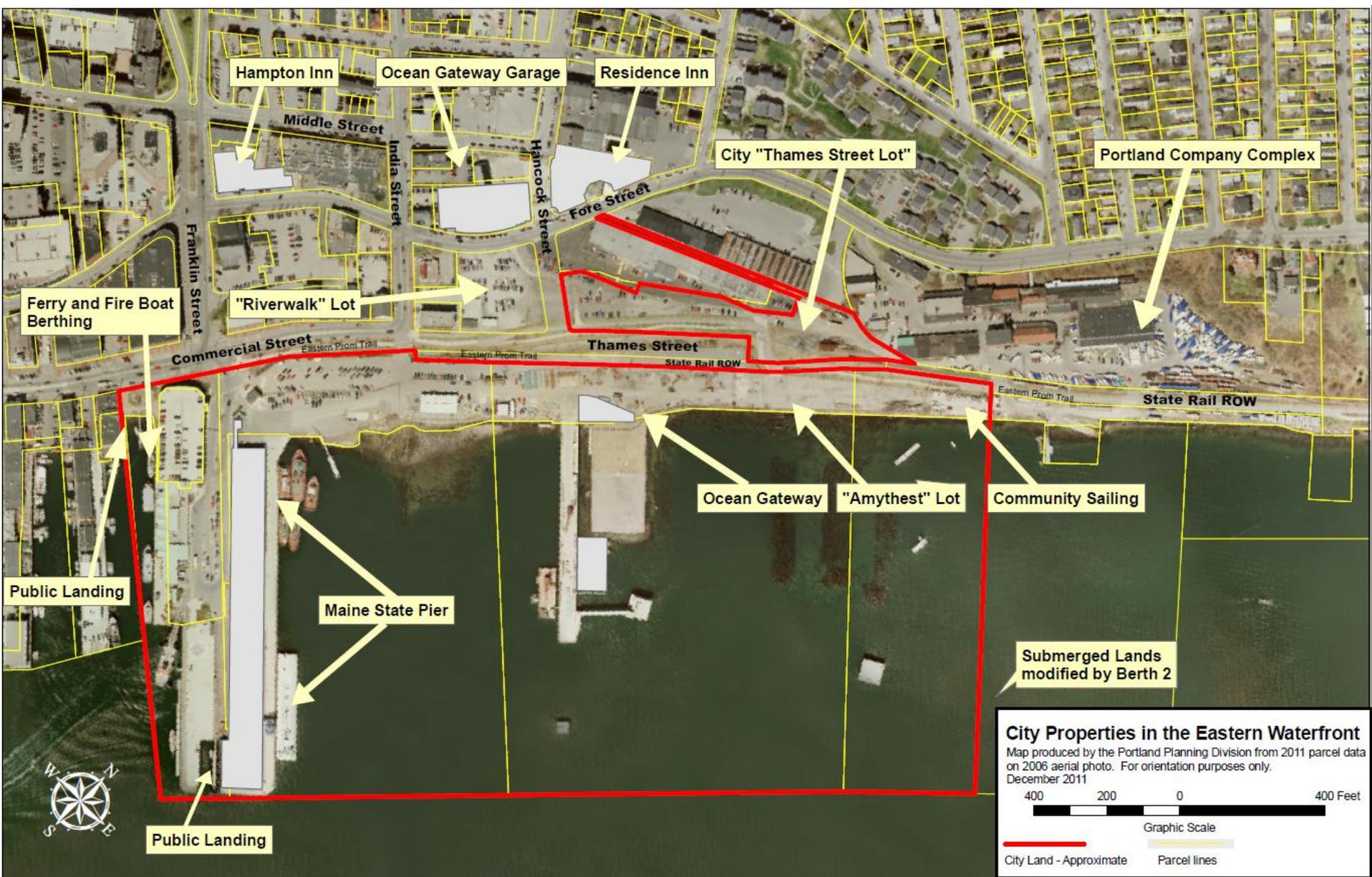
*Highlighted figures place holders subject to revision*

# Eastern Waterfront Integrated Work Plan for Public Investment: DRAFT March 2016

## Projects Establishing New Policy Direction for Infrastructure

Project Name	Project Description	Lead Dept.	Team / Collaborators	Time Line	Est. Cost	Status	Notes/Funding
<b>4. Portland Ocean Terminal (POT) Building Re-use</b>	Evaluate increased commercial and marine tenant use of available 25,000 +/- square feet of vacant second floor office space and over 50,000 square feet of vacant ground floor marine industrial space.	Economic Development	<ul style="list-style-type: none"> <li>Facilities Planning</li> </ul>	TBD	\$150,000	Pending EDC direction	<ul style="list-style-type: none"> <li>Mayor and City Council Goal</li> <li>Tightly aligned with potential Ocean Gateway queuing area changes contemplated below and Maine State Pier Circulation, above.</li> <li>Ideas for <i>incubator space - innovation center</i> have been explored with multiple entities expressing interest.</li> <li>Build off of 2010 planning process results.</li> </ul> <p><u>Funding:</u> Study funding, TBD. Project funding may rely on private partner.</p>
<b>4.a. POT support infrastructure</b>	Identify and design supporting infrastructure to facilitate 4. POT Re-use. Closely integrated with 3. Maine State Pier Circulation, and 5. Ocean Gateway Queuing.						
<b>5. Ocean Gateway Queuing Lanes</b>	Explore reconfiguration of the vehicle "queuing area" located behind the fence to free up property for more diversified marine activity, support for the Portland Ocean Terminal, and expanded access to the water for commercial and public uses.	Economic Development	<ul style="list-style-type: none"> <li>Facilities Planning</li> <li>Int'nal Ferry Operations</li> <li>Customs and Border Protection</li> <li>Pier tenants</li> <li>Cruise industry</li> </ul>	TBD	\$100,000	Pending EDC direction	<p>Queuing lane area reduction potential is tightly integrated with:</p> <ul style="list-style-type: none"> <li>Future Customs facilities design,</li> <li>Int'nal ferry size and schedule, and</li> <li>POT security and cruise ship support</li> </ul> <p><u>Funding:</u> TBD</p>
<b>6. New Pier (between Maine State Pier and Ocean Gateway)</b>	Feasibility and concept design for a third pier to expand marine passenger and cruise ship capacity	Facilities (TBD)	<ul style="list-style-type: none"> <li>Economic Development Planning</li> <li>Pier tenants (Portland Tugboat)</li> <li>Cruise industry</li> </ul>	TBD	\$75,000	Pending EDC direction	<ul style="list-style-type: none"> <li>Long-term opportunity that would likely require public/private partnership.</li> <li>Tightly integrated with projects 3, 4, and 5 above.</li> </ul> <p><u>Funding:</u> Study funding, TBD. Project funding may rely on private partner.</p>

*Highlighted figures place holders subject to revision*



**Wide range of activity on both public and private land**



# Project Area 1

## Eastern Waterfront Master Plan and Portland Company Integration



**1. EW Infrastructure Expansion**

Road and utility extensions consistent with the Eastern Waterfront Master Plan (EWMP.)

**1.a. Property Negotiations**

Negotiations with private property owners

# Project Area 2

## Amethyst Lot Program Definition and Open Space Design



<b>2. Amethyst Lot Open Space Development</b>		Implementing EWMP for waterfront parcel. Define program and design elements for signature waterfront open space for recreation and active use of the water.
<b>2.a. Rail/Trail Right of Way</b>		Negotiate with MDOT, private developers, and Portland Trails over the location and use of rail and trail corridors through redeveloped areas.

# Project Area 3

## Maine State Pier Circulation and CBITD Integration

### 3. Maine State Pier Circulation

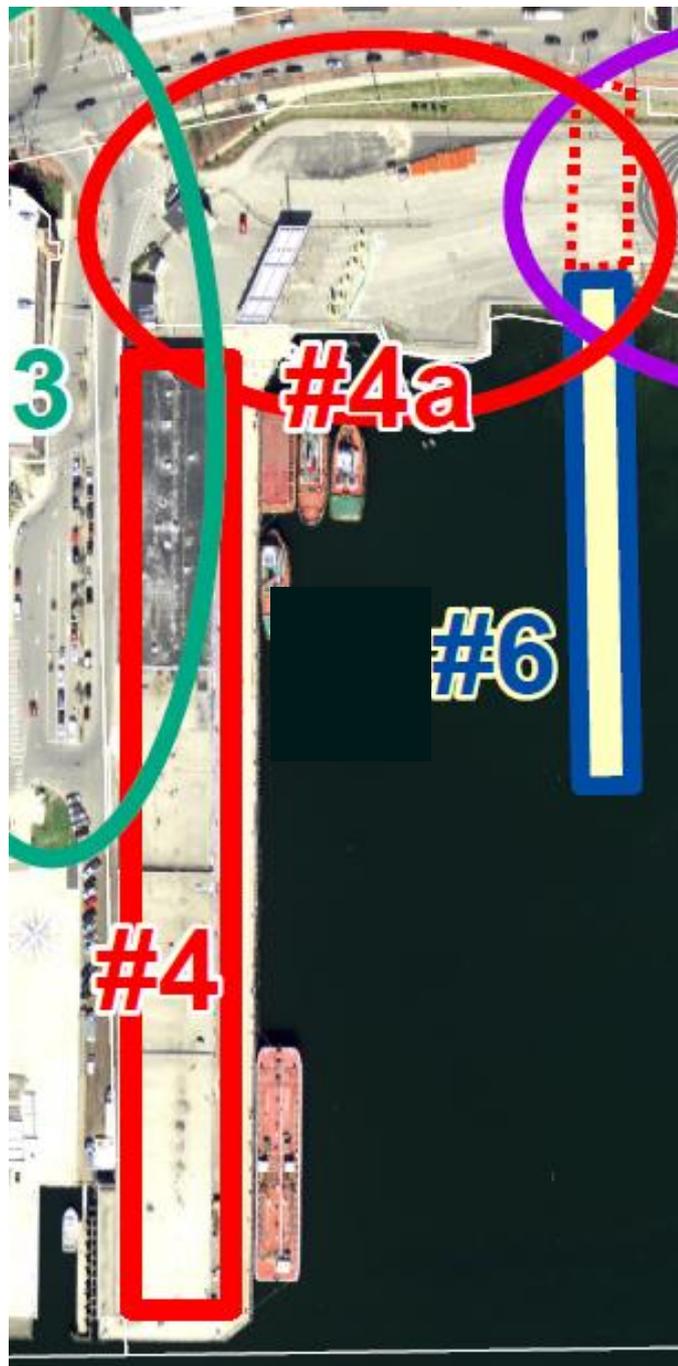
Improve vehicle and pedestrian circulation on Maine State Pier. Work to be coordinated with CBITD Phase II site improvements and freight handling.



## Project Area 4

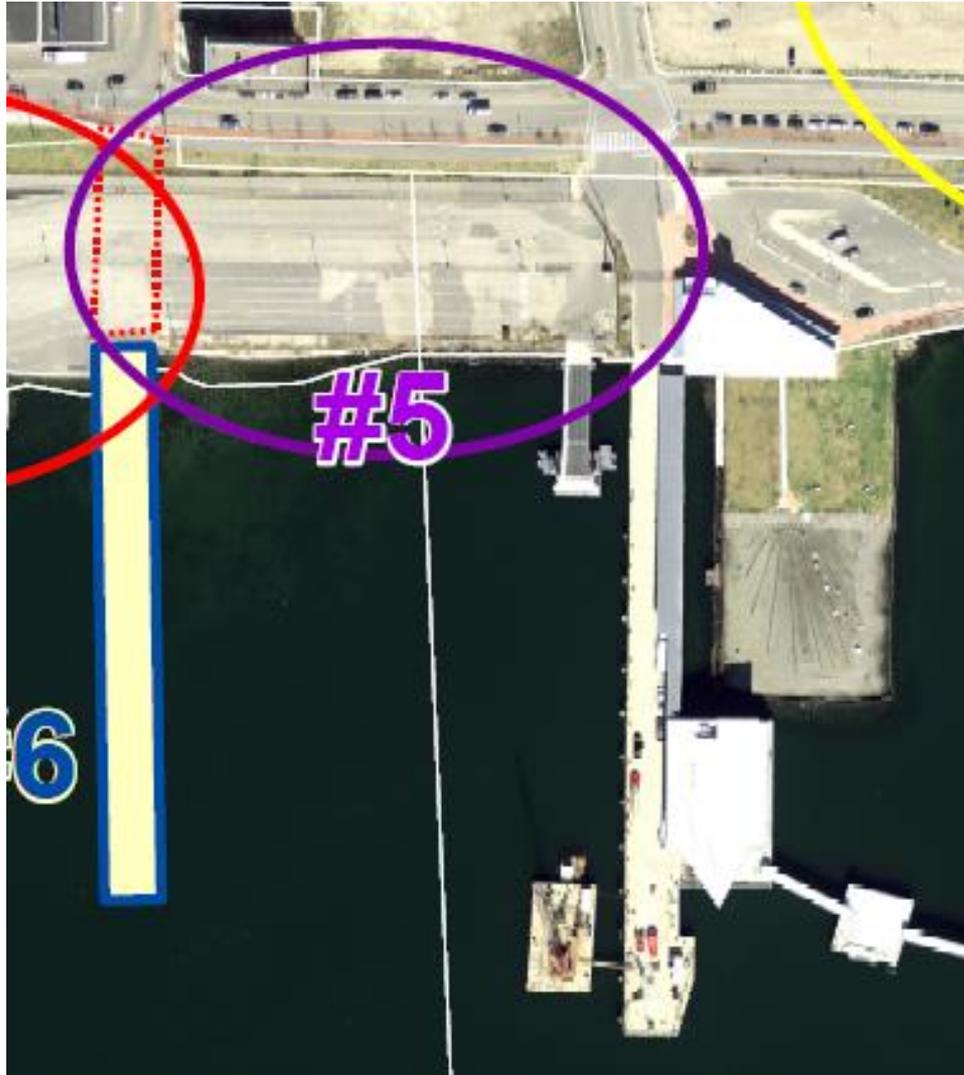
### Portland Ocean Terminal Building Re-use Planning and Supporting infrastructure

<b>4. Portland Ocean Terminal (POT) Building Re-use</b>	Evaluate increased commercial and marine tenant use of available vacant second floor office space and vacant ground floor marine industrial space.
<b>4.a. POT support infrastructure</b>	Identify and design supporting infrastructure to facilitate 4. POT Re-use.



# Project Area 5

## Ocean Gateway Queuing Lanes



### 5. Ocean Gateway Queuing Lanes

Reconfiguration of the vehicle "queuing area" to free up property for more diversified activity,

# Project Area 6

## New Pier – Tug Boats and Home Port Cruise Ships



<p><b>6. New Pier (between Maine State Pier and Ocean Gateway)</b></p>	<p>Feasibility and concept design for a third pier to expand marine passenger and cruise ship capacity</p>
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# Project Area 1

## Eastern Waterfront Master Plan and Portland Company Integration





**The Eastern Waterfront's relationship to the harbor -  
Functionally and visually – creates the context for Planning and  
infrastructure**

**Along the water, Marine Uses have priority**

**Port Operations**

- Island Transportation
- Cruise Ships
- International Ferry Service
- Tug and Barge
- Transient berthing
- Charters and Water Taxis
- Fisheries support

**Recreation**

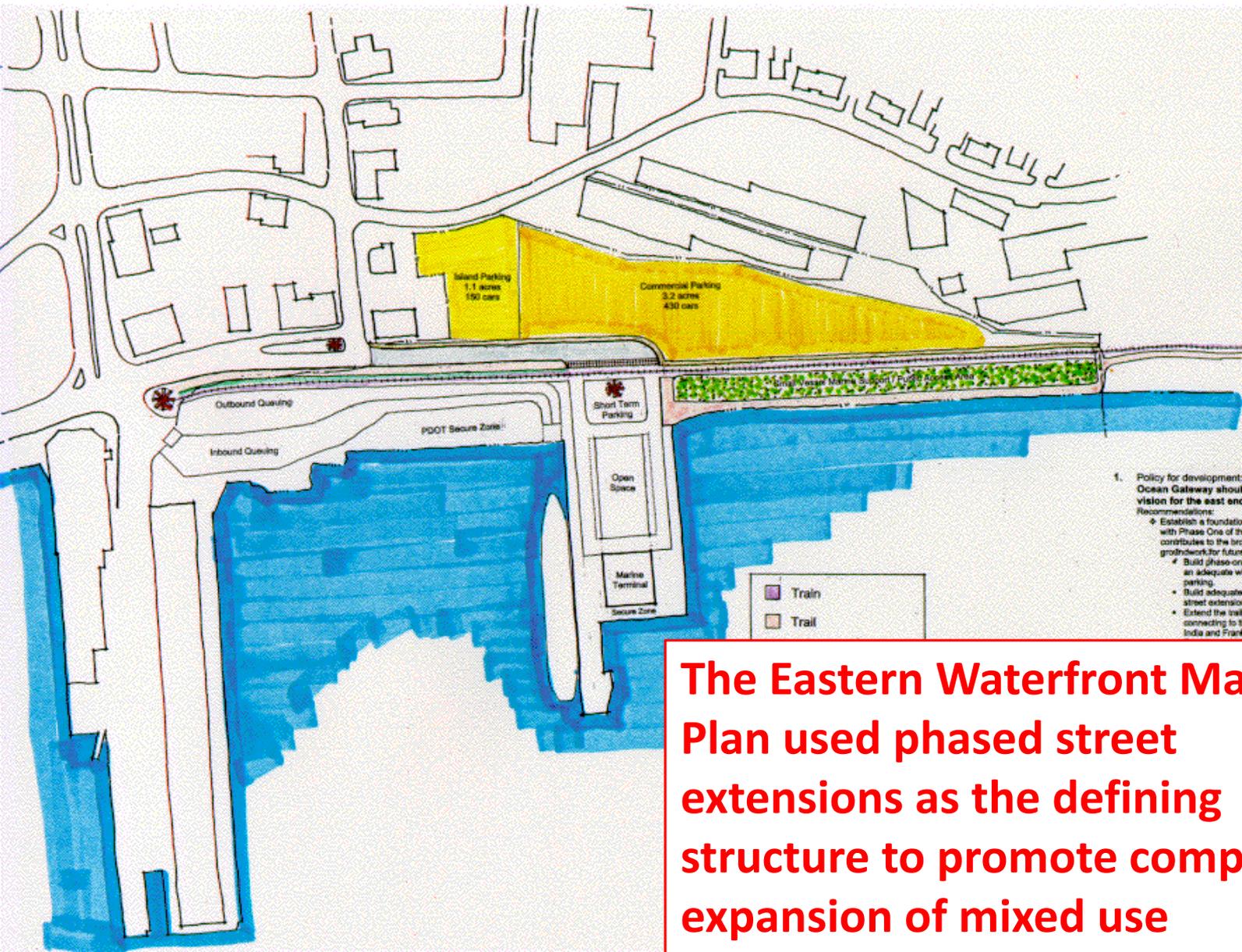
**Other uses adapt around and add value to marine uses**

**Away from the Water, policies promote Mixed Use development**

**Compatible with surrounding areas**

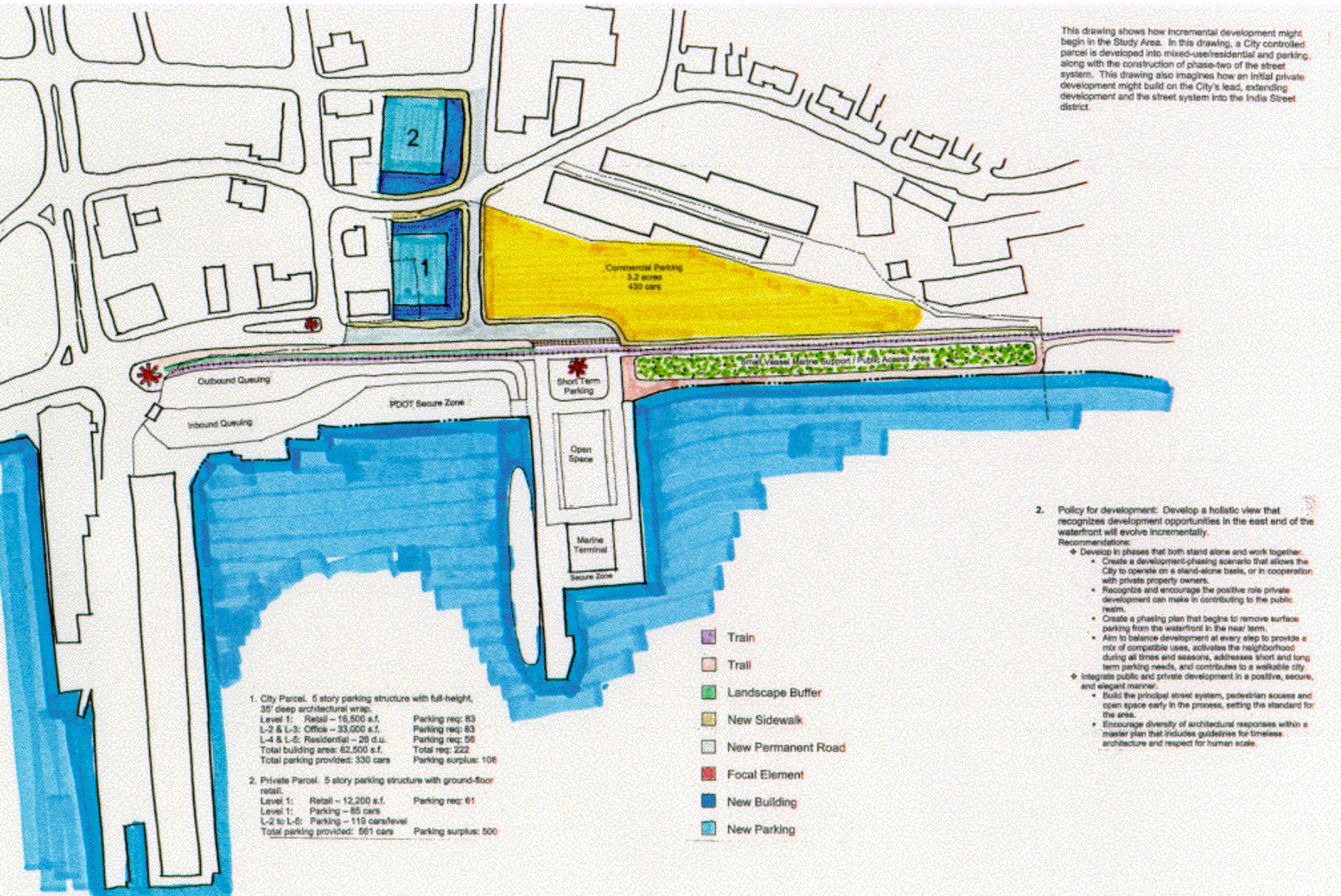
**Economically “Responsible”, i.e. beneficial to the City**

**The Goal is a new Urban District that connects  
the City to the Water**

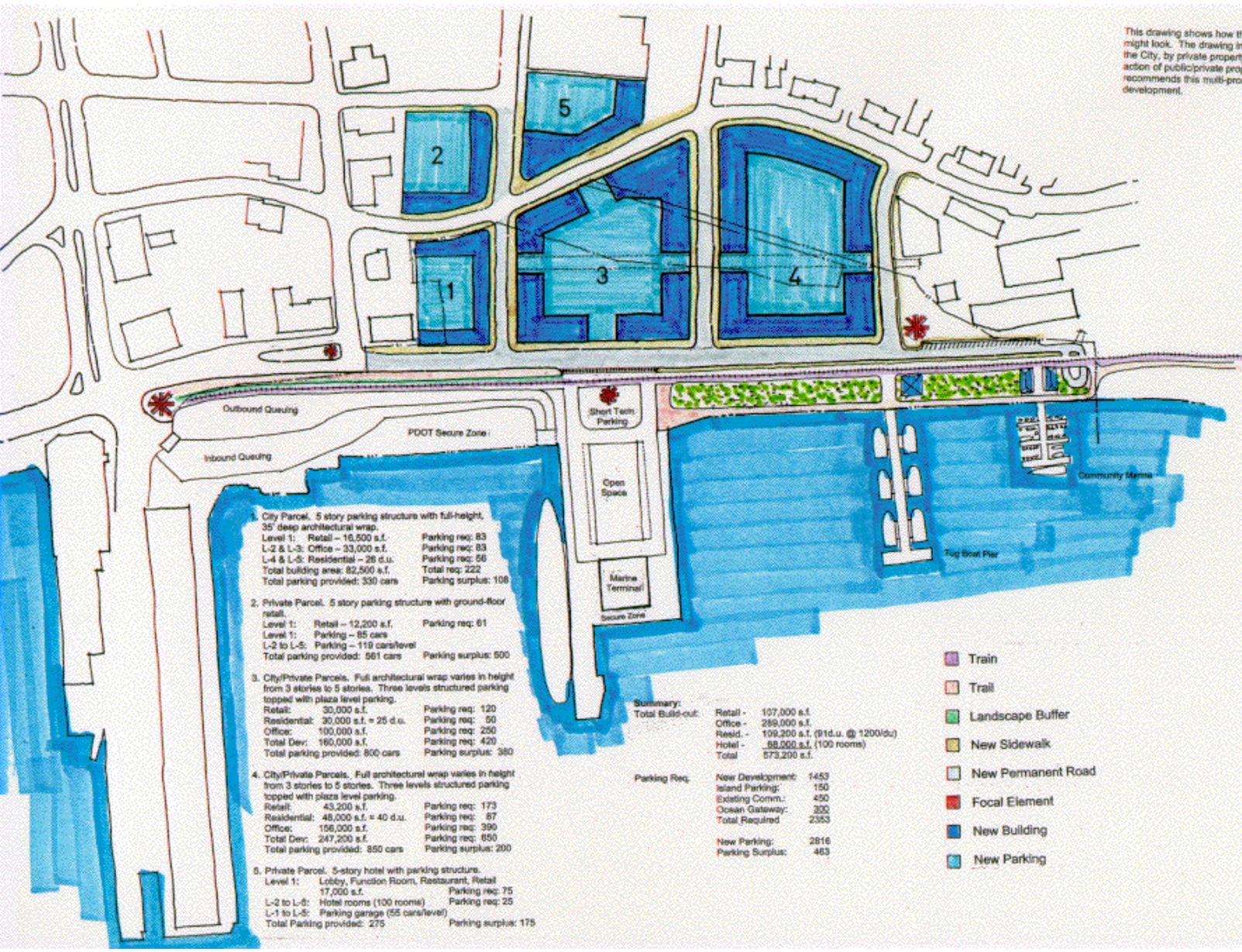


1. Policy for development: Initial development of phase-one, Ocean Gateway should set the stage for a long-term vision for the east end of the waterfront.
- Recommendations:
- Establish a foundation of public infrastructure in conjunction with Phase One of the Ocean Gateway Facility that contributes to the broader public realm and lays the groundwork for future development.
  - Build phase-one of the Commercial Street extension to an adequate width to accommodate traffic and on-street parking.
  - Build adequate sidewalks on both sides of the new street extension.
  - Extend the trail on the waterside of the new sidewalk, connecting to the existing pedestrian system between India and Franklin Streets.

**The Eastern Waterfront Master Plan used phased street extensions as the defining structure to promote compatible expansion of mixed use development**



This drawing shows how the ultimate build-out of the district might look. The drawing imagines development initiated by the City, by private property owners, and by cooperative action of public/private property owners. The Committee recommends this multi-pronged and integrated approach to development.



- 1. City Parcel.** 5 story parking structure with full-height, 35' deep architectural wrap.

Level 1: Retail – 16,500 s.f.	Parking req: 83
L-2 & L-3: Office – 33,000 s.f.	Parking req: 83
L-4 & L-5: Residential – 26 d.u.	Parking req: 56
<b>Total building area: 82,500 s.f.</b>	<b>Total req: 222</b>
<b>Total parking provided: 330 cars</b>	<b>Parking surplus: 108</b>
- 2. Private Parcel.** 5 story parking structure with ground-floor retail.

Level 1: Retail – 12,200 s.f.	Parking req: 61
Level 1: Parking – 85 cars	
L-2 to L-5: Parking – 119 cars/level	
<b>Total parking provided: 661 cars</b>	<b>Parking surplus: 500</b>
- 3. City/Private Parcels.** Full architectural wrap varies in height from 3 stories to 5 stories. Three levels structured parking topped with plaza level parking.

Retail: 30,000 s.f.	Parking req: 50
Residential: 30,000 s.f. = 25 d.u.	Parking req: 250
Office: 100,000 s.f.	Parking req: 420
<b>Total Dev: 160,000 s.f.</b>	<b>Parking req: 720</b>
<b>Total parking provided: 800 cars</b>	<b>Parking surplus: 380</b>
- 4. City/Private Parcels.** Full architectural wrap varies in height from 3 stories to 5 stories. Three levels structured parking topped with plaza level parking.

Retail: 43,200 s.f.	Parking req: 173
Residential: 48,000 s.f. = 40 d.u.	Parking req: 87
Office: 106,000 s.f.	Parking req: 390
<b>Total Dev: 247,200 s.f.</b>	<b>Parking req: 650</b>
<b>Total parking provided: 850 cars</b>	<b>Parking surplus: 200</b>
- 5. Private Parcel.** 5-story hotel with parking structure.

Level 1: Lobby, Function Room, Restaurant, Retail	
17,000 s.f.	Parking req: 75
L-2 to L-5: Hotel rooms (100 rooms)	Parking req: 25
L-1 to L-5: Parking garage (55 cars/level)	
<b>Total Parking provided: 275</b>	<b>Parking surplus: 175</b>

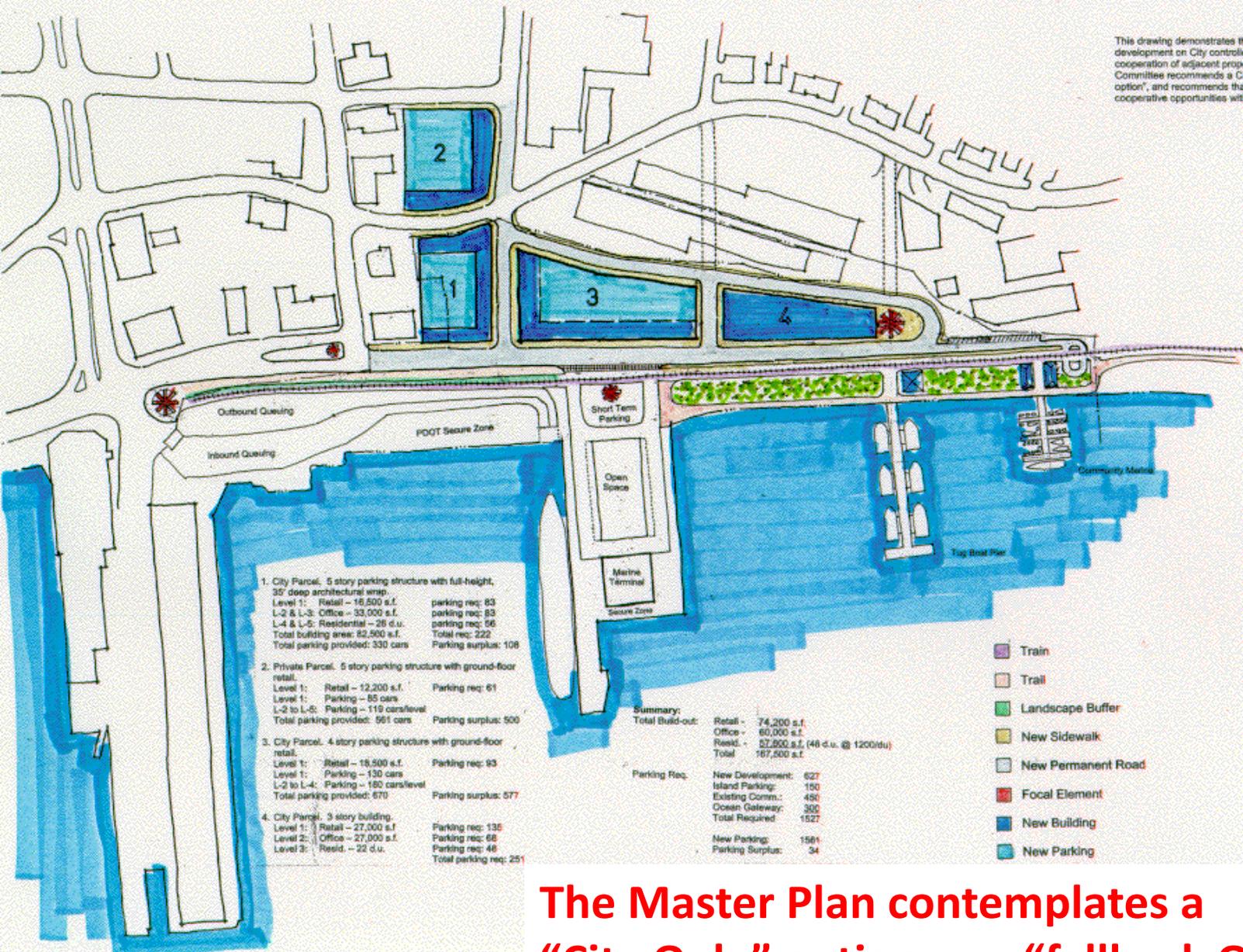
**Summary:**

<b>Total Build-out:</b>	Retail - 107,000 s.f.
	Office - 286,000 s.f.
	Resid. - 109,200 s.f. (91d.u. @ 1200/d.u.)
	Hotel - 68,000 s.f. (100 rooms)
	<b>Total 573,200 s.f.</b>

<b>Parking Req.</b>	New Development: 1453
	Island Parking: 150
	Existing Comm.: 450
	Ocean Gateway: 322
	<b>Total Required: 2383</b>
	<b>New Parking: 2616</b>
	<b>Parking Surplus: 463</b>

- Train
- Trail
- Landscape Buffer
- New Sidewalk
- New Permanent Road
- Focal Element
- New Building
- New Parking



This drawing demonstrates that the City could pursue development on City controlled parcels without the cooperation of adjacent property owners. However, the Committee recommends a City-only approach as a "fallback option", and recommends that the City pursue integrated, cooperative opportunities with private property owners.

1. City Parcel. 5 story parking structure with full-height, 35' deep architectural wrap.  
 Level 1: Retail - 15,500 s.f. parking req: 83  
 L-2 & L-3: Office - 33,000 s.f. parking req: 83  
 L-4 & L-5: Residential - 26 d.u. parking req: 66  
 Total building area: 82,500 s.f. Total req: 222  
 Total parking provided: 330 cars Parking surplus: 108
2. Private Parcel. 5 story parking structure with ground-floor retail.  
 Level 1: Retail - 12,200 s.f. Parking req: 61  
 Level 1: Parking - 85 cars  
 L-2 to L-5: Parking - 119 cars/level  
 Total parking provided: 330 cars Parking surplus: 500
3. City Parcel. 4 story parking structure with ground-floor retail.  
 Level 1: Retail - 15,500 s.f. Parking req: 93  
 Level 1: Parking - 130 cars  
 L-2 to L-4: Parking - 183 cars/level  
 Total parking provided: 670 Parking surplus: 577
4. City Parcel. 3 story building.  
 Level 1: Retail - 27,000 s.f. Parking req: 135  
 Level 2: Office - 27,000 s.f. Parking req: 66  
 Level 3: Resid. - 22 d.u. Parking req: 48  
 Total parking req: 251

Summary:	
Total Build-out:	Retail - 74,200 s.f. Office - 60,000 s.f. Resid. - 57,000 s.f. (48 d.u. @ 1200/du) Total 187,000 s.f.
Parking Req.	New Development: 627 Island Parking: 150 Existing Comm.: 486 Ocean Gateway: 300 Total Required: 1527
	New Parking: 1561 Parking Surplus: 34

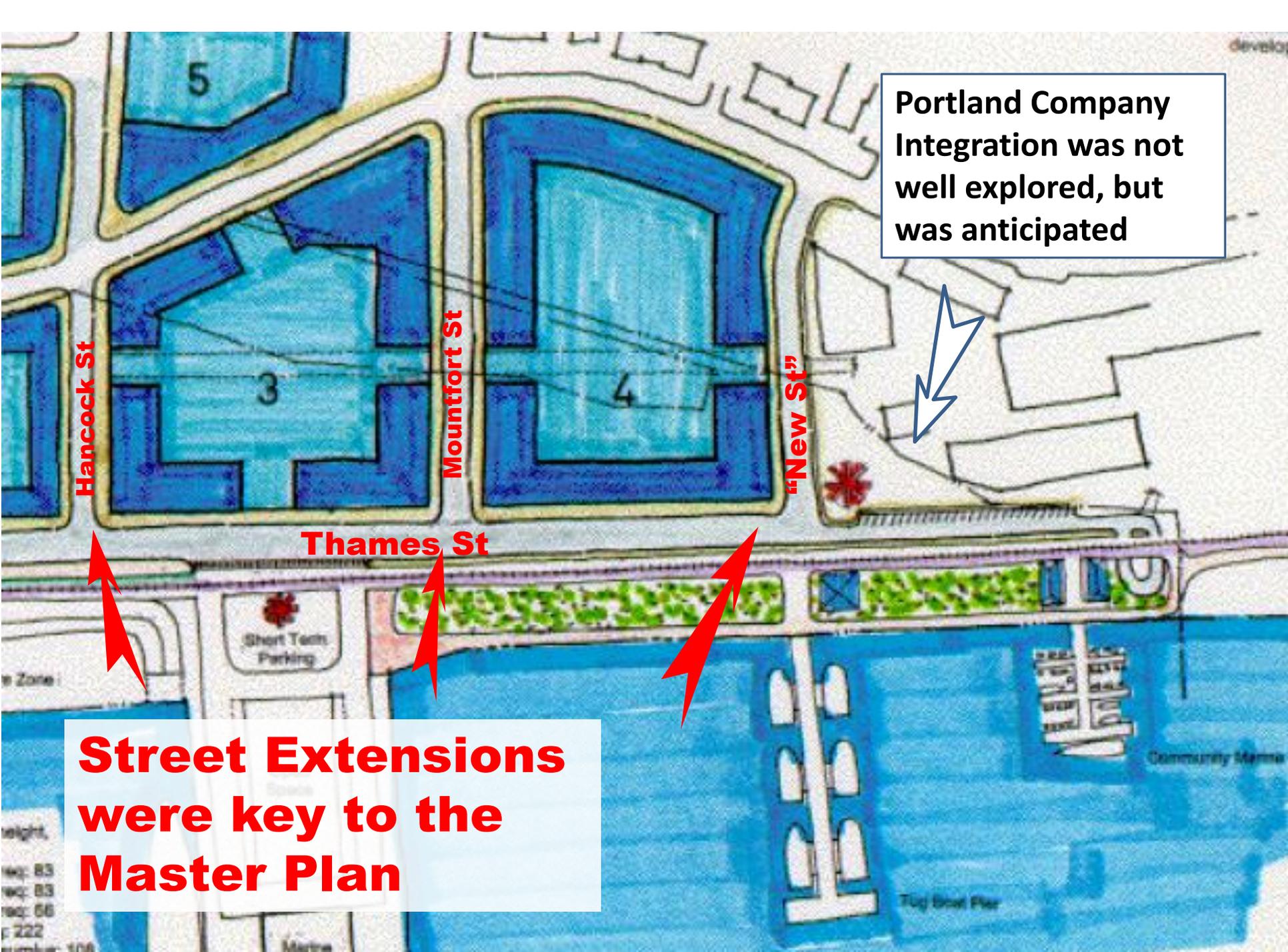
- Train
- Trail
- Landscape Buffer
- New Sidewalk
- New Permanent Road
- Focal Element
- New Building
- New Parking

**The Master Plan contemplates a "City Only" option as a "fallback Option"**



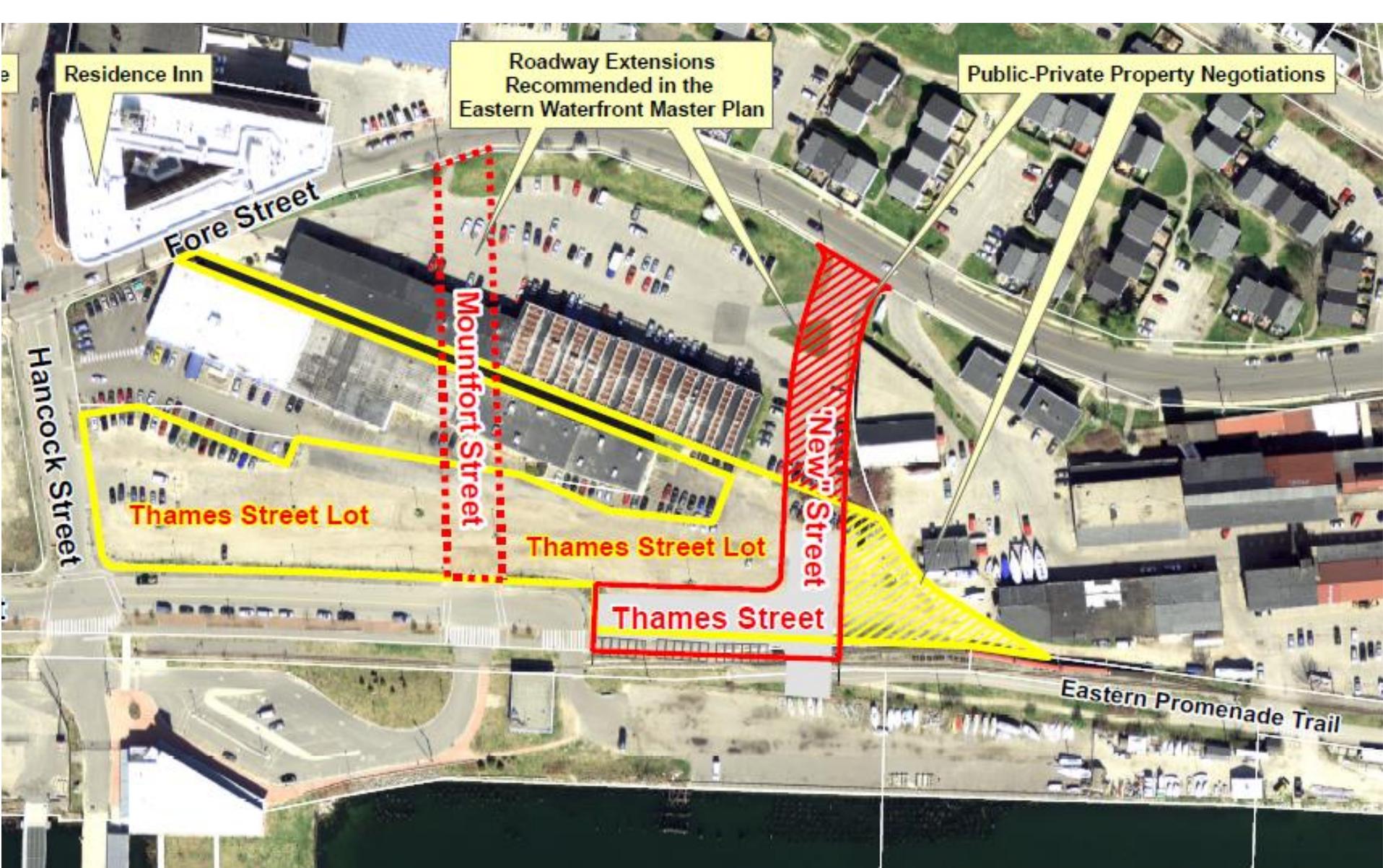


Gull's Eye View:  
Potential Redevelopment Scenario  
for the East End of the  
Portland Waterfront



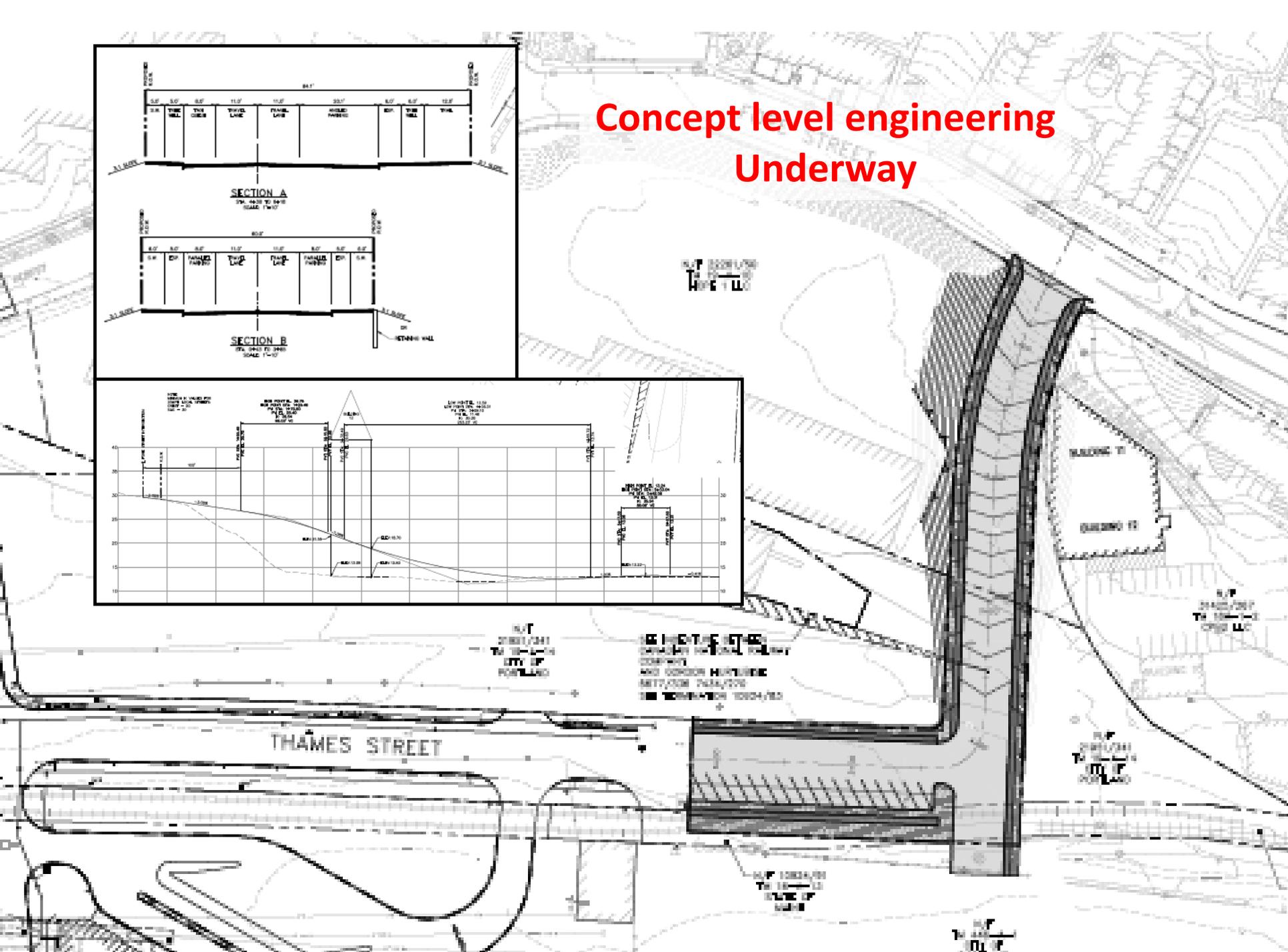
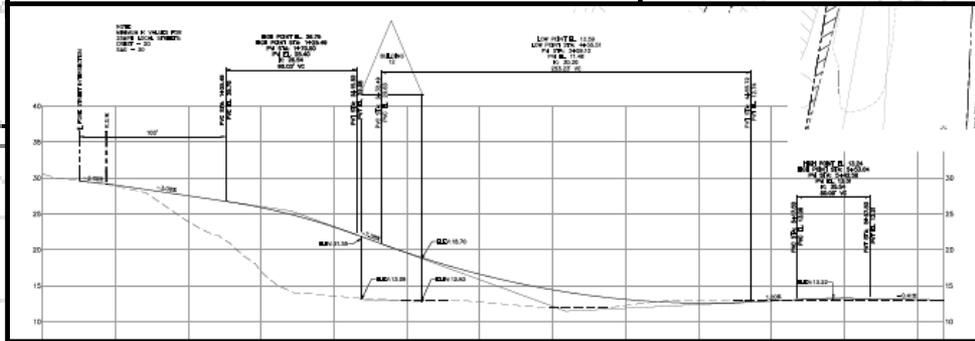
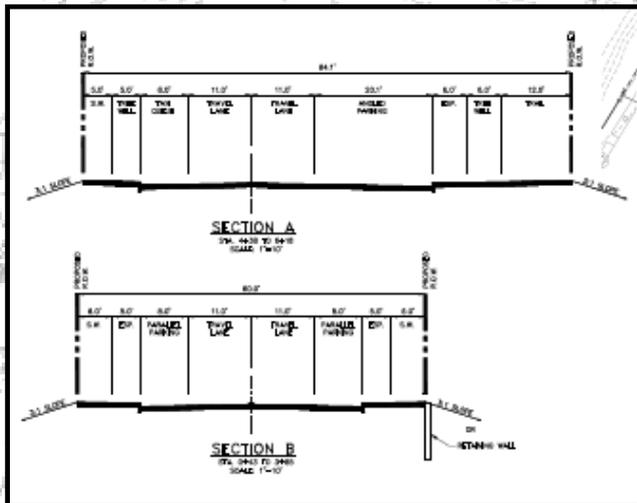
Portland Company Integration was not well explored, but was anticipated

**Street Extensions were key to the Master Plan**



**Street Extensions Imply Public/Private cooperation and negotiations**

# Concept level engineering Underway





**New Streets and open spaces provide opportunity to support green infrastructure**



**City will look to implement the Master Plan Policies of providing compatible parking structures in conjunction with development and street infrastructure**



# Project Area 2

## Amethyst Lot Program Definition and Open Space Design

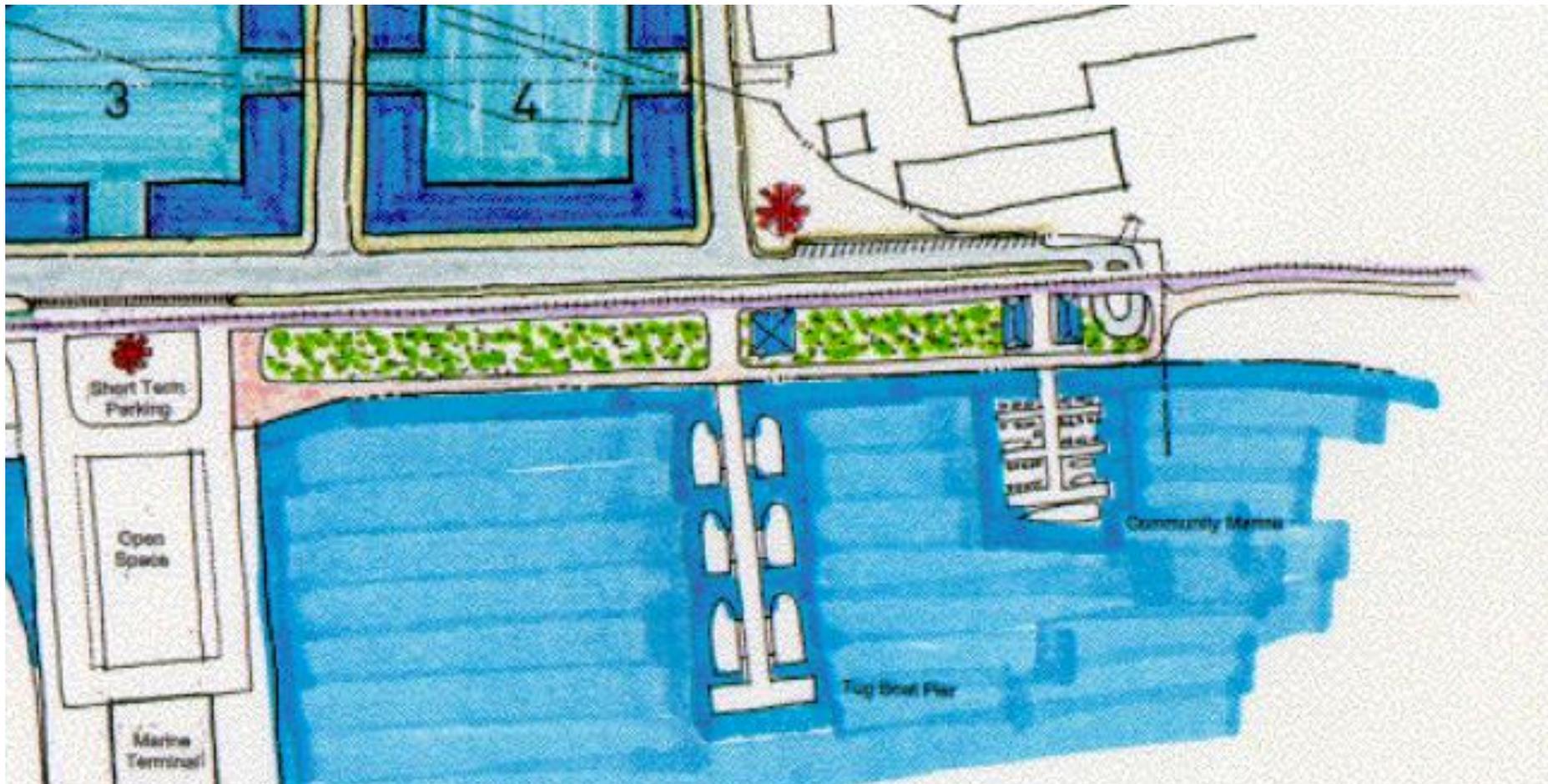




**With over 700 feet of quality water access, the Amethyst Lot offers the City's last significant opportunity to expand public access to the water**

Sail Maine and Taxi Queuing during Cruise Ship visits are the current primary uses of the Amethyst Lot





**The Master Plan suggests integrated active marine use and open space with low scale structures and limited vehicular access**

**Planning Board approvals restrict use of the lot for parking**



Street Section through Commercial Street extension at  
Small Vessel Marine Support / Public Access Area

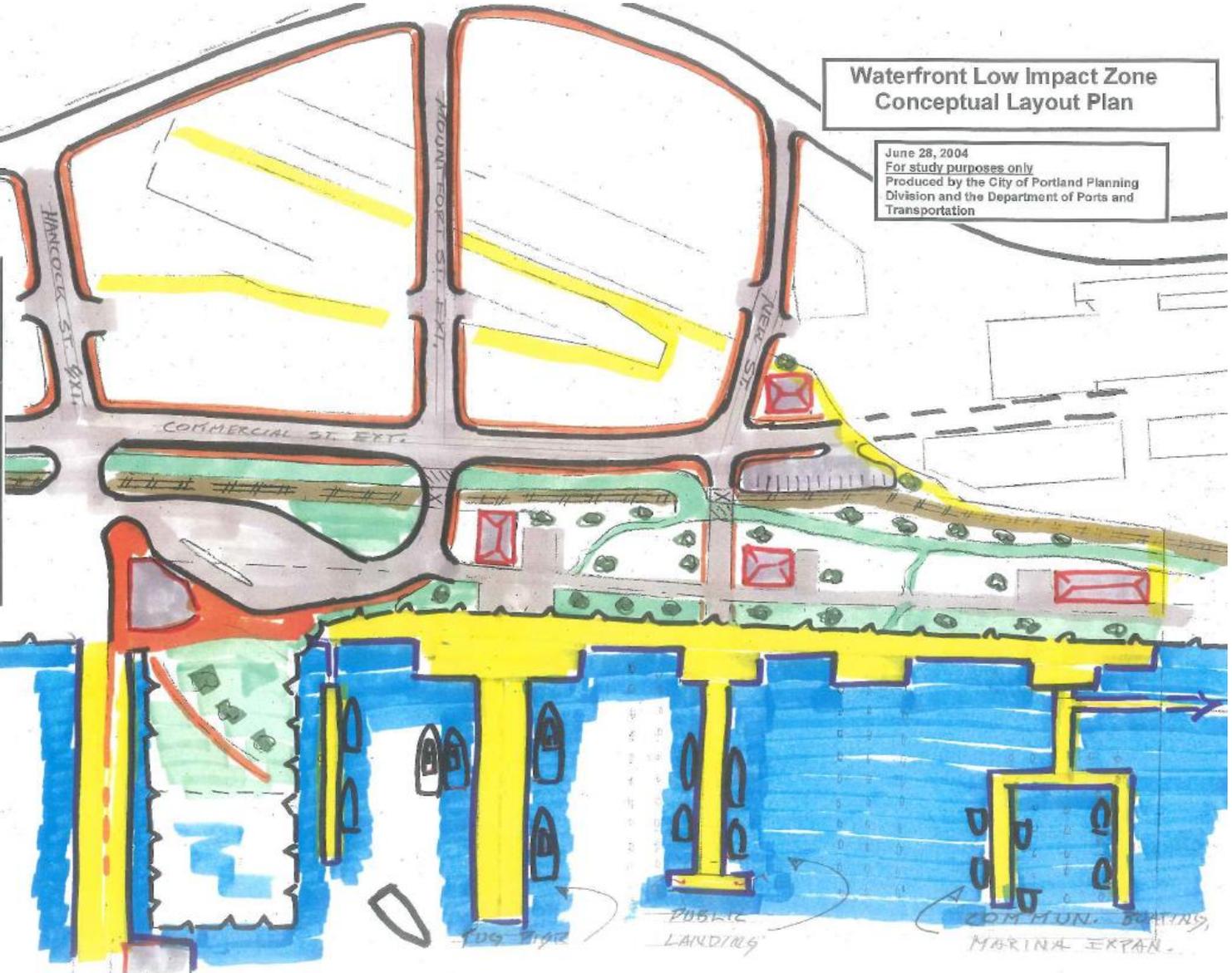
**Excerpt from the Eastern Waterfront Design Guidelines**

# Waterfront Low Impact Zone Conceptual Layout Plan

June 28, 2004  
For study purposes only  
Produced by the City of Portland Planning  
Division and the Department of Ports and  
Transportation

**Legend**

-  New or improved marine use building
-  New or improved pier
-  New pavement
-  Maine Narrow Gauge Rail
-  Trail or green space
-  Sidewalk or pedestrian plaza



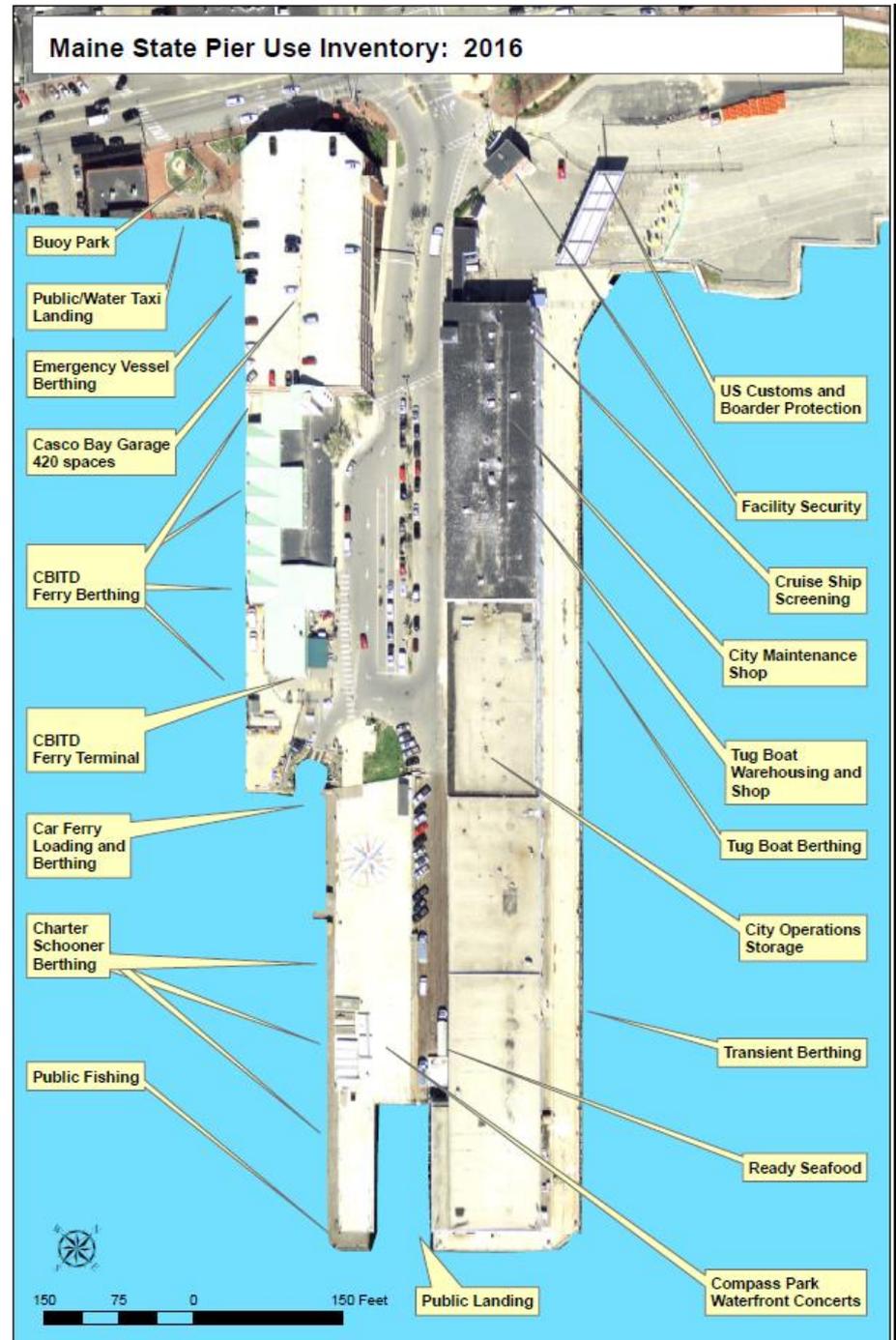
**Sketch level thinking from 2004**

Project Area 3  
Maine State Pier  
Circulation  
and  
CBITD Integration



Over 20 public and private operations share the Central roadway on Maine State Pier

Improved pedestrian and vehicular circulation is critical to serve existing and new uses

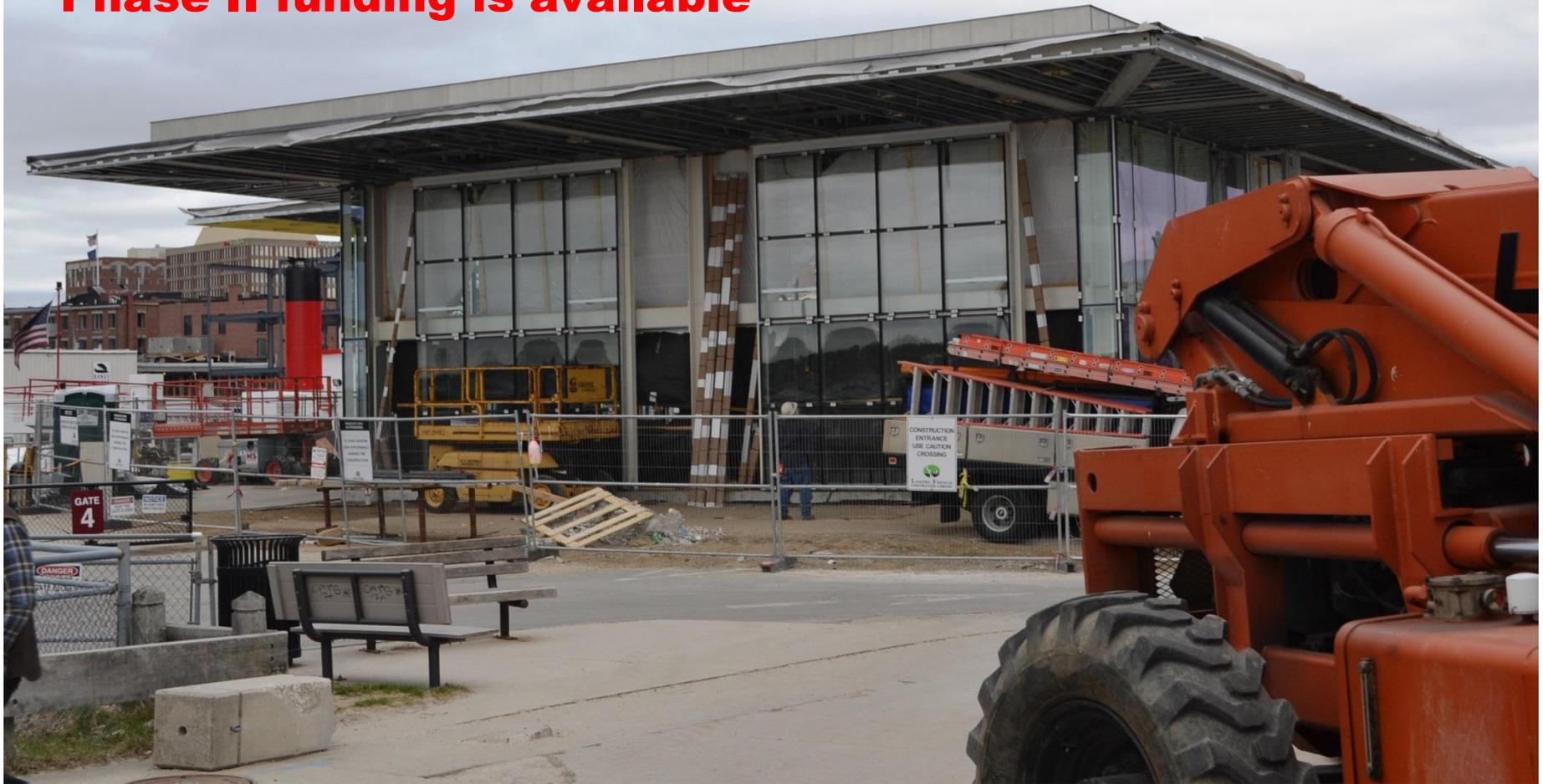




**The current roadway and sidewalk system is clearly inadequate**

**2014 Terminal work at Casco Bay Lines did not address  
Significant circulation concerns.**

**Phase II funding is available**





## Improved circulation is key to:

- Reducing congestions for existing Pier Tenants
- Retaining access to CBITD for Islanders
- Increasing events and concerts
- Expanding uses in the POT



## Project Area 4

### Portland Ocean Terminal Building Re-use Planning and Supporting Infrastructure

The Redevelopment of the Maine State Pier is informed by an adopted Policy Statement, approved by the City Council in Sept 2006 as an amendment to the Eastern Waterfront Master Plan



**The Portland Ocean Terminal:  
900 feet long  
95 feet wide  
Vacant space  
Significant condition issues**



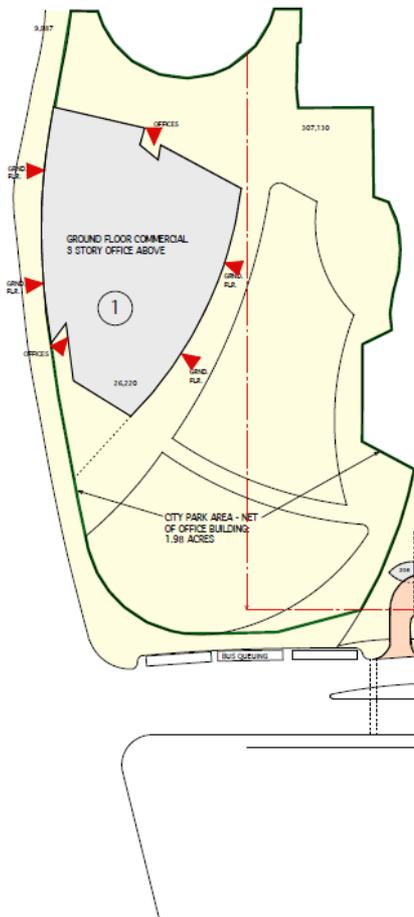
# 2006-2009 Maine State Pier RFP

## Olympia Companies



### Lease & Redevelopment of the Maine State Pier

BLDG. 9: 102' x 59.5'



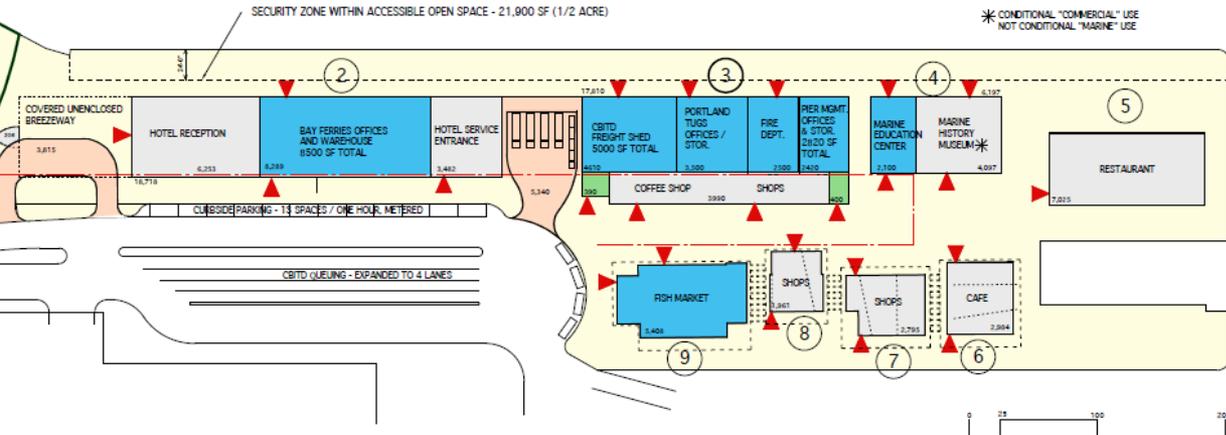
ZONING USES PROPOSED WITH			
BLDG. NO.	USE	TOTAL FOOTPRINT SF	SF / 100' x 59.5'
1	OFFICE	263,700	
2	HOTEL	18,718	1
3	MARINE	17,810	1
4	MIXED USE	6,197	
5	RESTAURANT	7,025	
6	RESTAURANT	2,984	
7	SHOPS	2,795	
8	SHOPS	3,861	
9	FISH MARKET	5,408	
		89,118	5

#### SUMMARY:

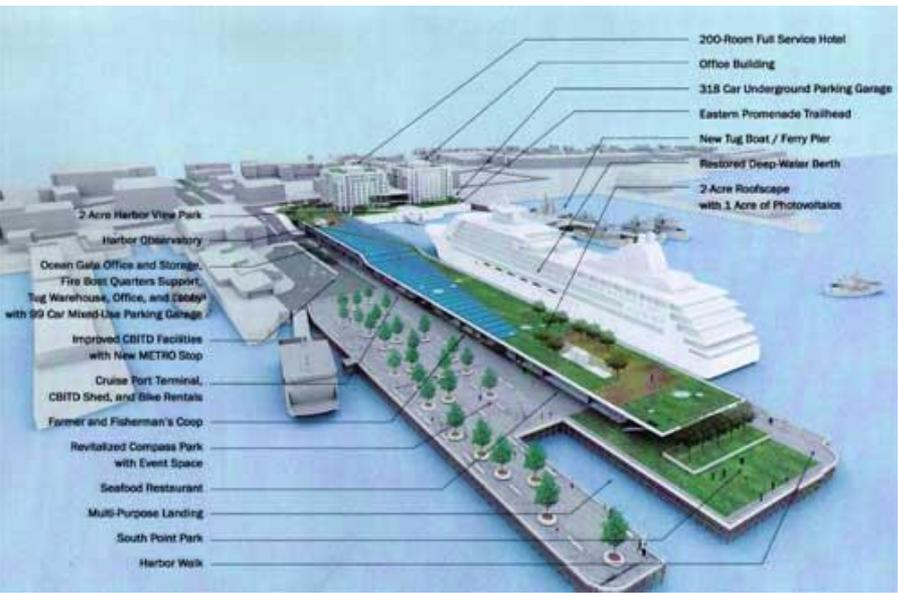
TOTAL SITE AREA  
PEDESTRIAN ACCESSIBLE OPEN  
PERCENT OPEN SPACE

TOTAL GROUND FLOOR AREAS  
W/IN 100' PIER FACE

AREA DESIGNATED  
MARINE USES (50% MINIMUM)



\* CONDITIONAL "COMMERCIAL" USE  
NOT CONDITIONAL "MARINE" USE



**2006-2009**  
**Maine State Pier RFP**  
**Ocean Properties**



Both proposals eventually walked away.  
 The Great Recession of 2008 didn't help



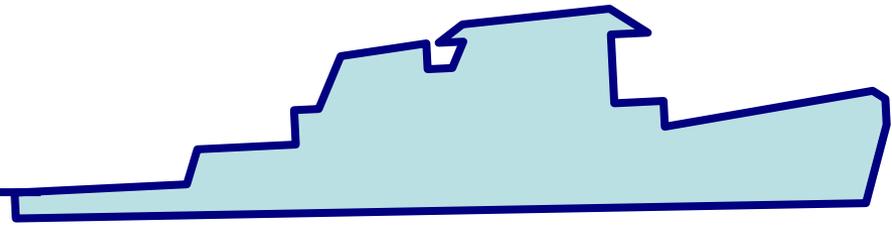
**Following the failed RFP process, the City engaged the Public in a Maine State Pier “development options” planning process to identify a future for the Pier**

# Uplands West Results

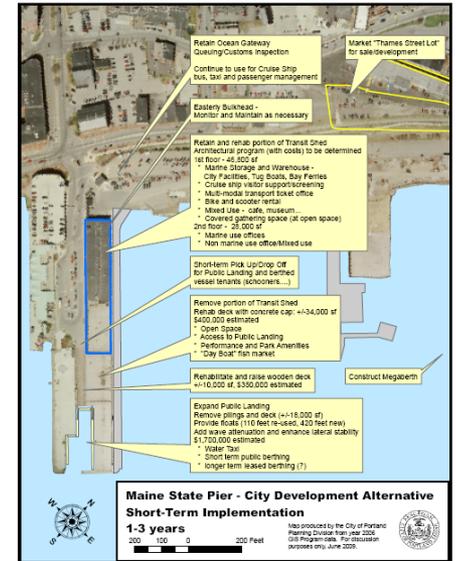
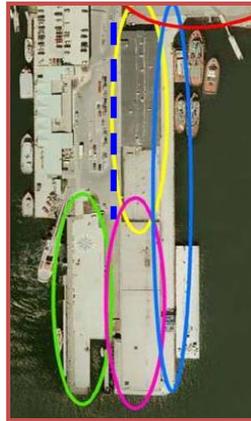
Example of results from 2009 process

Upland West	1	2	3	4	5	6	7	8	9	10	11	
<b>Policy Yes (Greatest potential for development)</b>		X				X	X				X	<b>4 out of 11</b>
<b>Option 1, Intense (mixe use) with Park</b>		X				X	X				X	<b>4 out of 11</b>
<b>Option 2, No Build</b>												<b>0 out of 11</b>
<b>Other, Minimal Development</b>										X		<b>1 out of 11</b>
<b>Other, Convention Center</b>								X				<b>1 out of 11</b>
<b>Other, All Park</b>			X	X	X							<b>3 out of 11</b>
<b>Other, Air rights over queuing, park use</b>									X			<b>1 out of 11</b>
<b>Expanded Park/ Open Space Use?</b>		X	X	X	X	X	X	X	X	X	X	<b>10 out of 11</b>
<b>Park/View Corridor at Franklin Intersection?</b>		X	X	X	X		X	X				<b>7 out of 11</b>
<b>Marine Industrial/Trans Use?</b>	X				X	X		X		X		<b>5 out of 11</b>
<b>Mixed Use?</b>		X				X	X	X		X	X	<b>6 out of 11</b>

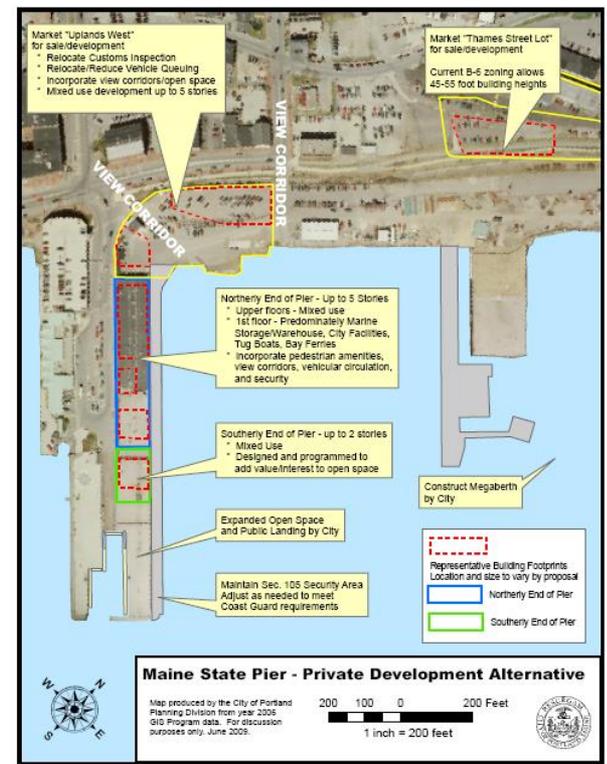
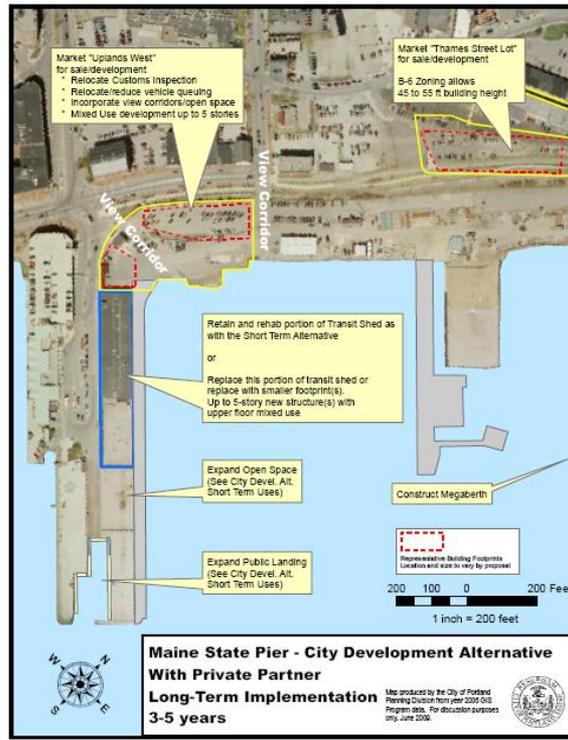
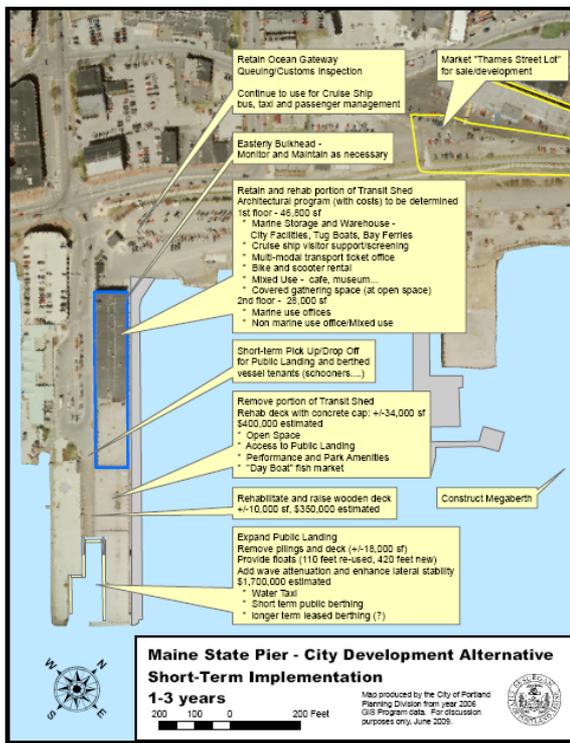
# MAINE STATE PIER



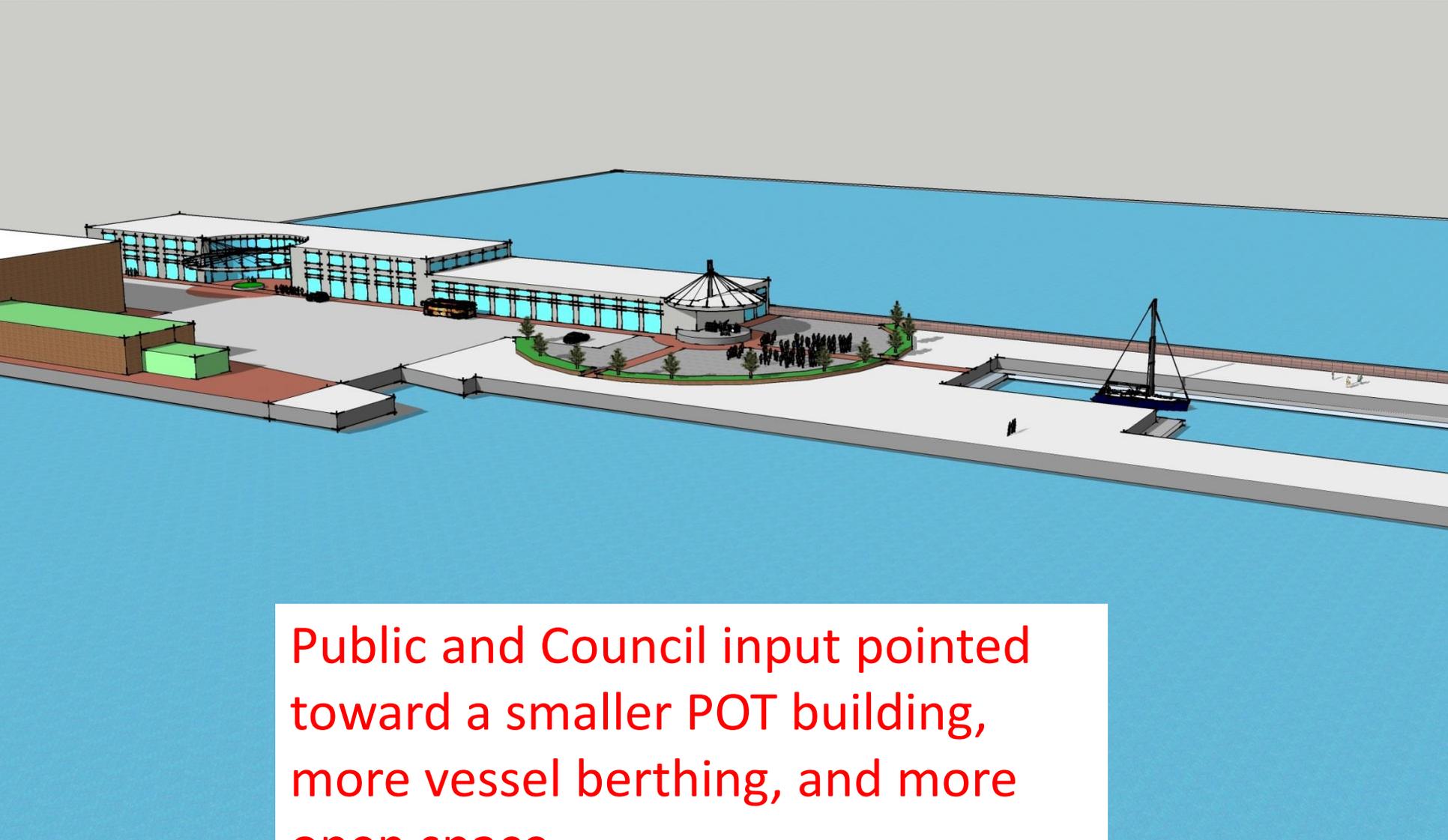
## Development Alternatives Analysis: June 8, 2009



Presentation to the City Council of Development Alternatives Reflecting City Council Direction, Public Input, and Staff Recommendations



**The Council adopted a phased redevelopment scheme based on the results of the public process**



Public and Council input pointed toward a smaller POT building, more vessel berthing, and more open space

While adopted by the Council as direction to staff, Industrial interest in the pier (specifically by Lobster Wholesaler, Ready Seafood) reoriented staff and Council focus onto Marine Industrial uses



**The future use and redevelopment of the Maine State Pier remains a complicated issue requiring policy direction**



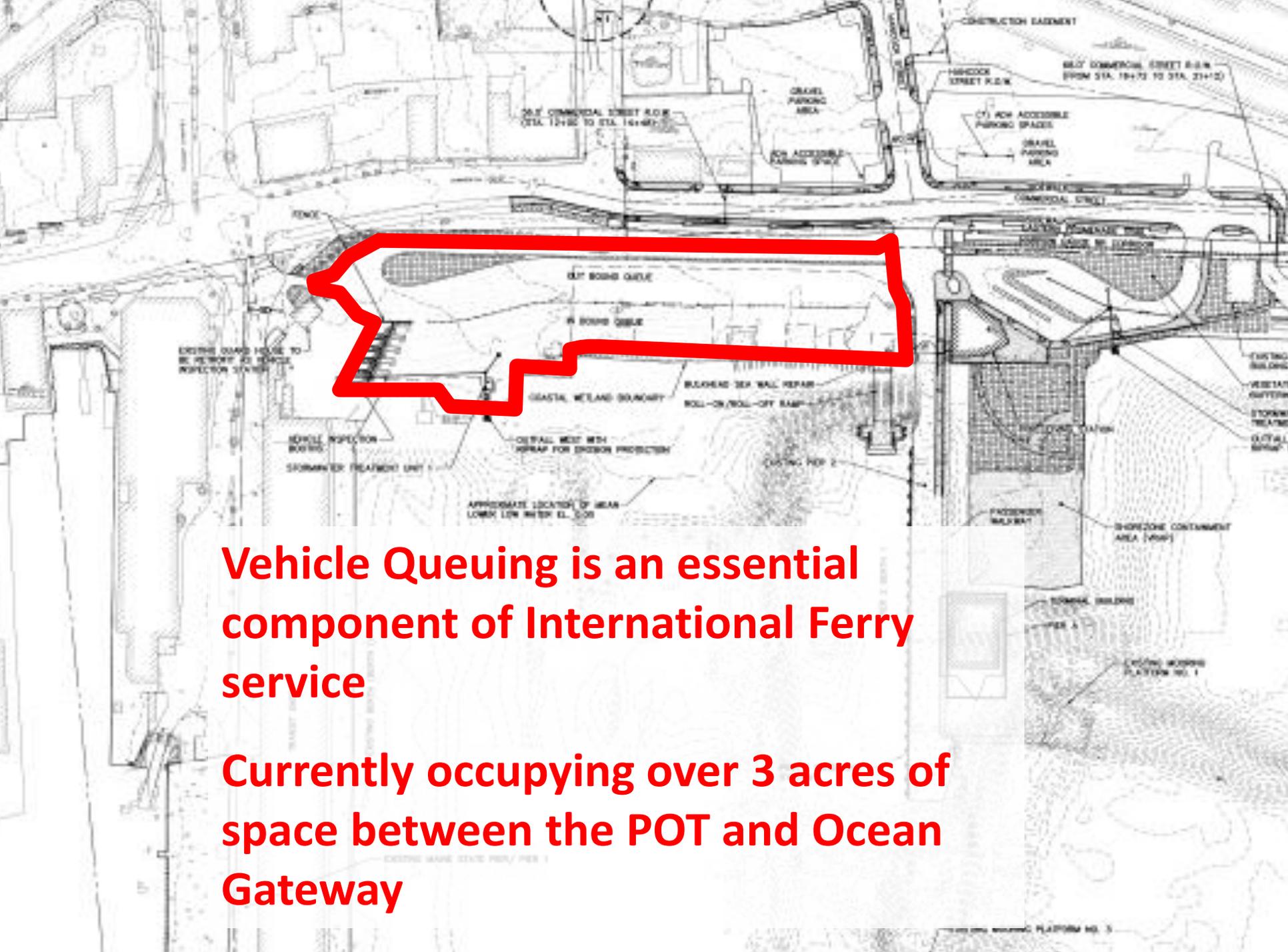
# Project Area 5

## Ocean Gateway Queuing Lanes





**Ocean Gateway queuing: current condition**



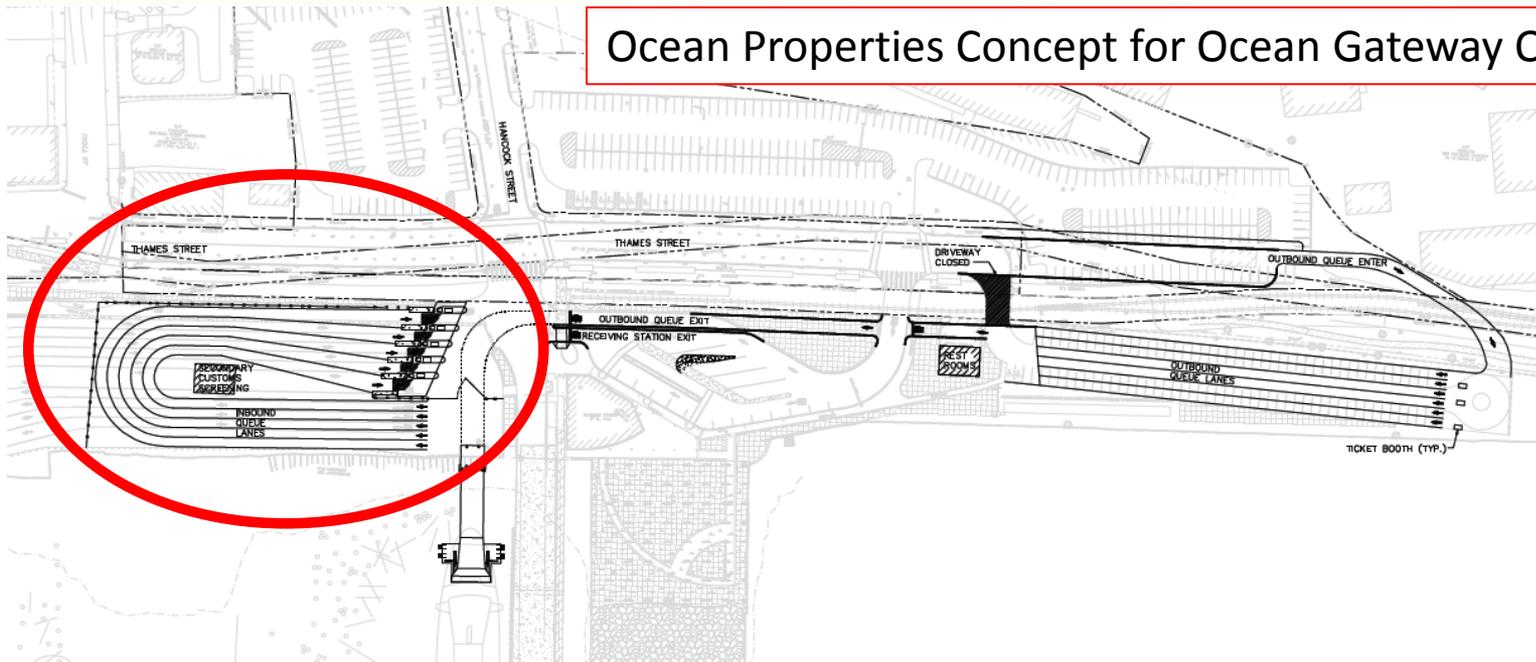
**Vehicle Queuing is an essential component of International Ferry service**

**Currently occupying over 3 acres of space between the POT and Ocean Gateway**

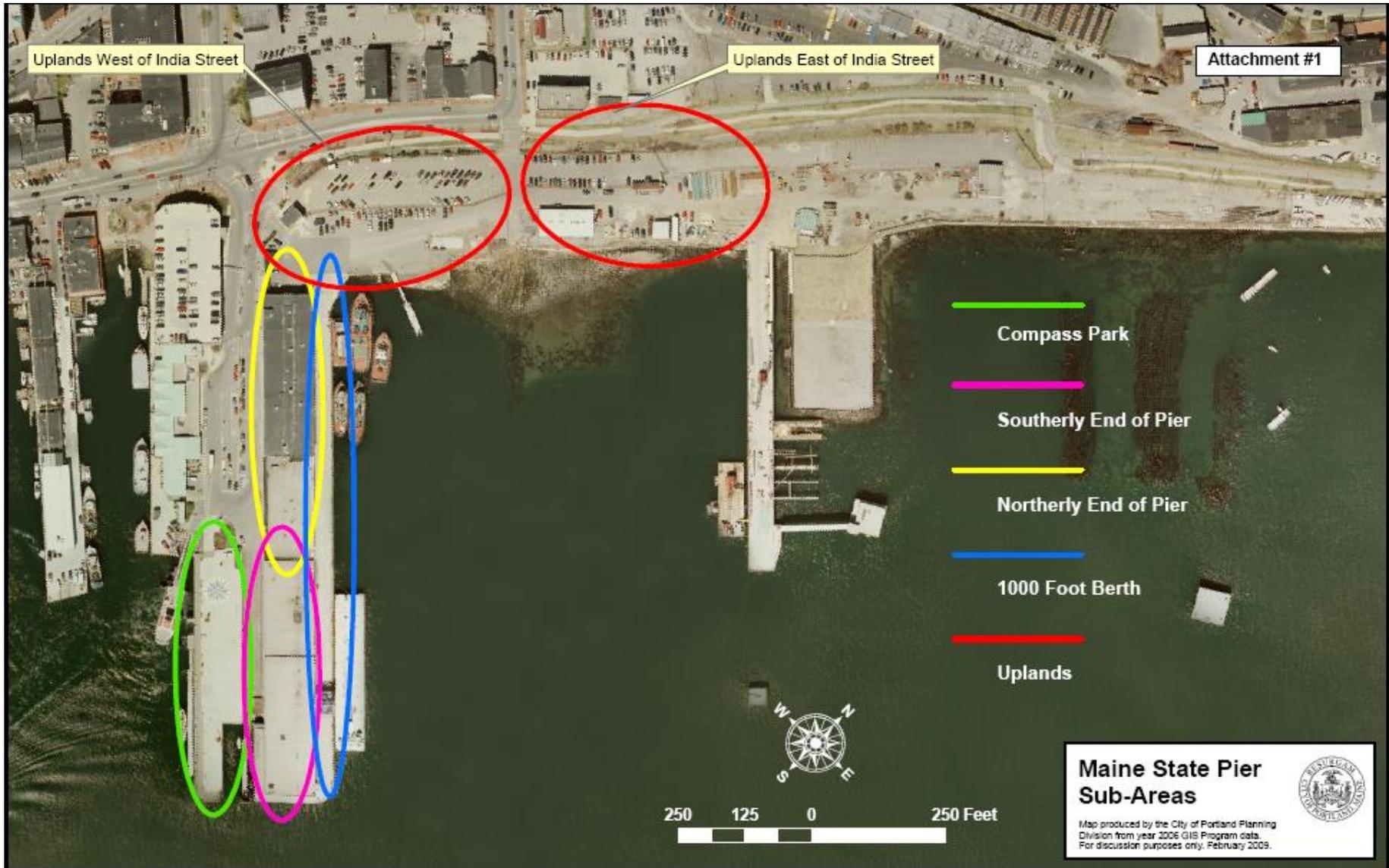
## Olympia Companies Concept for Ocean Gateway Queuing



## Ocean Properties Concept for Ocean Gateway Queuing



# The 2009 process asked the Council and the Public to evaluate uses of the Queuing areas



## Excerpt of approved Council Order

order 54-09/18  
Feb 19 9-9-09



5. Uplands West of India Street. Retain Ocean Gateway queuing , customs inspection and multimodal uses.
6. Uplands East of India Street. Retain Ocean Gateway queuing , customs inspection and multimodal uses.

# Project Area 6

## New Pier – Tug Boats and Home Port Cruise Ships







## Expanded berthing will:

- Accommodate growing Cruise Ship demand
- Expanded “home port” ship turn arounds
- Reduce relocation of tugs during cruise ship visits



**Environmental and Sediment conditions  
will make this project complex**



# Conclusions



**Integrated project planning within the Eastern Waterfront remains an ongoing and necessary program for the City**

OCEAN GATEWAY-PORTLAND, MAINE  
PREFERRED ALTERNATIVE



PREPARED FOR: CITY OF PORTLAND & MAINE DEPARTMENT OF TRANSPORTATION  
PREPARED BY: **BEA**  
WOODWARD CLIFTON  
A local and world-class partnership

IN ASSOCIATION WITH:  
HALEY & ALDRICH  
PARSONS BRINCKERHOFF  
STANTEC  
REBATROVICH, NOTTINGHAM & DRAGE

5 APRIL 2001

Figure 11-4

**We should be cautious of allowing the grand becoming the enemy of the achievable**

**Existing Policies and Previous Successes provide the  
framework moving forward**

**Questions?**

