

City of Biddeford
City Council
May 16, 2023 6:00 PM Council Chambers & Zoom

Please click this URL to join:

<https://biddeford.zoom.us/j/92876162812?pwd=eXpOWE5lR0tDTWFucjhWTHpUemF0Zz09>

Passcode: 922892

Webinar ID: 928 7616 2812

Or One tap mobile:

+13092053325,,92876162812# US

+13126266799,,92876162812# US (Chicago)

Or join by phone:

Dial (for higher quality, dial a number based on your current location):

US: +1 309 205 3325 or +1 312 626 6799 or +1 646 558 8656 or +1 646 931 3860

International numbers available: <https://biddeford.zoom.us/j/92876162812>

Status: In-Person and via Zoom; Council Chambers; 6:00 p.m.

- 1. Roll Call**
- 2. Pledge of Allegiance**
- 3. Adjustment(s) to Agenda**
- 4. Proclamation:**
 - 4.a. Kids to Park Day in the City of Biddeford- PROCLAMATION
[Kids to Parks Day -PROCLAMATION](#)
- 5. Presentation:**
 - 5.a. Moratorium on Seaweed Aquaculture - Presentation by Crystal Canney
[20230516 Moratorium on Large Aquaculture Development Projects - MEMO/WHITE PAPER](#)
[20230516 Draft Emergency Moratorium on Large Aquaculture Development Projects - REFERENCE](#)
- 6. Game of Chance Bingo/Beano Application**
 - 6.a. 20230516) Bingo/Beano Application - City Theater Associates
[20230516 City Theater Associates - Game of Chance - Bingo Application](#)
- 7. Public Hearing**
 - 7.a. Public Hearing - City of Biddeford Comprehensive Plan
[20230516 Comp Plan Update Presentation for the PUBLIC HEARING](#)
- 8. Public Addressing the Council...(3 minute limit per speaker for up to a total of 15 minutes)**
- 9. Consideration of Minutes:**
 - 9.a. City Council Meeting Minutes, May 2, 2023

City Council Meeting Minutes, May 2, 2023

10. Second Reading:

- 10.a. 2023.37) Amend Code of Ordinances, Part II-Utilities/Industrial Pretreatment Program, Chapter 71, Sec. 71-8 Local Limits
2023.37) Revise Chapter 71, Sec. 71-8 Local limits - ORDER - As Amended
20230516 Revise Chapter 71, Sec. 71-8 Local Limits as Amended - MEMO

11. Orders of the Day:

- 11.a. 2023.55) Approval/Lead-Based Paint Hazard Reduction Program - Education Agreement with University of New England
20230516 Lead-Based Paint Hazard Reduction Program - Education Agreement with UNE - ORDER
20230516 Lead Program Public Outreach and Tenant Education Svcs - MEMO
20230516 Lead Program Public Outreach and Tenant Education Svcs - AGREEMENT
- 11.b. 2023.56) Approval/Flag Policy Exception Request
20230516 Flag Policy Exception Request - RESOLUTION
20230516 City Council Flag Policy Exception Request - Memo
20230516 Flag Policy Exception Request - LETTER
20230516 Amended Flag Policy in Strikethrough Format
- 11.c. 2023.57) Amend/ Ch. 2 – Administration, Art. IV – Boards, Committees, Commissions, Div. 6 – Downtown Development Commission, Sec. 2-254 Functions and Purposes
20230516 Amend/Downtown Development Commission Ordinance - ORDER
20230516 Amend Downtown Development Commission Ordinance - MEMO
- 11.d. 2023.58) Adoption/First Reading of the City of Biddeford Comprehensive Plan

2023056 2023 City of Biddeford Comprehensive Plan Adoption - ORDER
20230516 Comprehensive Plan - MEMO
2023 City of Biddeford Comprehensive Plan
20230516 Comp Plan Support Letter - Biddeford Planning Board
- 11.e. 2023.59) Award/Consultant to Assist with Unhoused Services Analysis - WestEast Design Group
20230516 Authorization/Consultant for Unhoused Services Analysis - WestEast Design Group - ORDER
20230516 Consultant for Unhoused Services Analysis - MEMO
20230516 Unhoused Services Proposal - EastWest Design Group

12. Appointments:

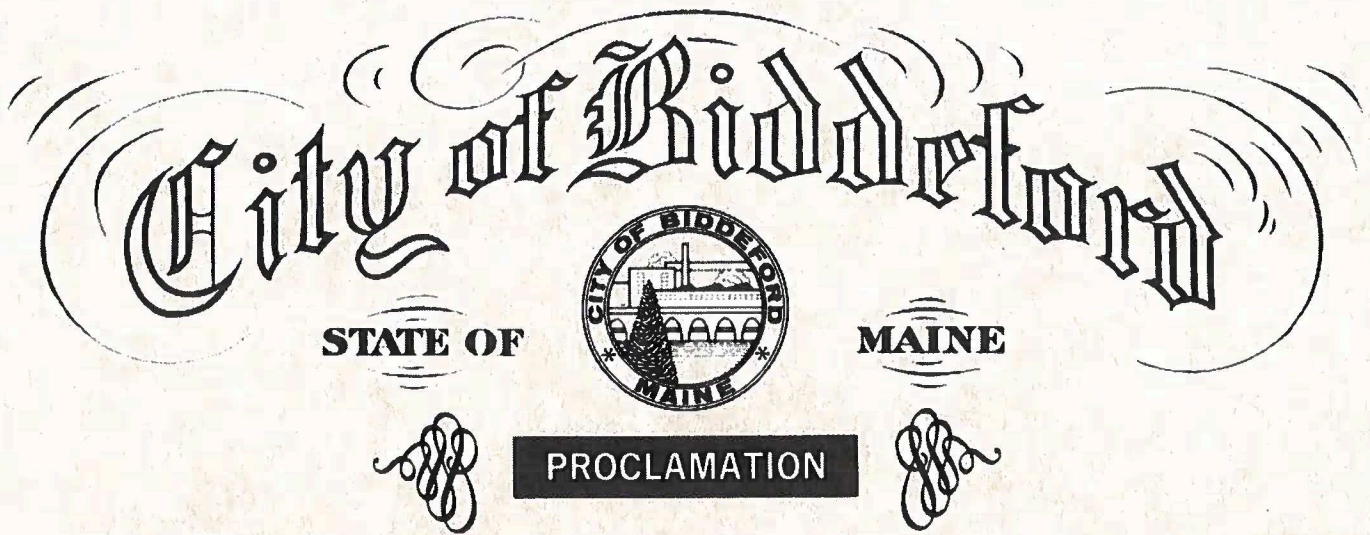
- 12.a. Carolyn Schmidtke- Zoning Board of Appeals
Carolyn Schmidtke- ZBA- Appointment-ORDER
Carolyn Schmidtke- Appointment to ZBA - APPLICATION
- 12.b. Marrick Auger-Downtown Development Commission
Marrick Auger- DDC- Appointments-ORDER
Marrick Auger - Appointment to DDC - APPLICATION

13. Public Addressing the Council..(5 minute limit per speaker)

14. City Manager Report

15. Other Business

- 16. Council President Addressing the Council**
- 17. Mayor Addressing the Council**
- 18. Executive Session**
 - 18.a. 1 MRS 405(6)(c)...Real Estate Matter
- 19. Adjourn**



Whereas Biddeford joins the National Park Trust in proclaiming May 20, 2023, as Kids to Parks Day in the City of Biddeford; and

WHEREAS, May 20, 2023, is the twelfth Kids to Parks Day organized and launched by the National Park Trust held annually on the third Saturday of May; and

WHEREAS, Kids to Parks Day empowers kids and encourages families to get outdoors and visit local parks, public lands, and waters; and

WHEREAS, we should encourage children to lead a more active lifestyle to combat issues of childhood obesity, diabetes, hypertension, and hypercholesterolemia; and

WHEREAS, Kids to Parks Day will broaden children's appreciation for nature and outdoors; and

WHEREAS, Kids to Parks Day will recognize the importance of recreating responsibly while enjoying the benefits of the outdoors; and

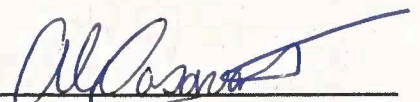
NOW THEREFORE, I, Alan Casavant do hereby proclaim May 20, 2023, as Kids to Parks Day.

*In Witness Whereof, We, the undersigned have herewith
affixed our signatures this 16th day of May 2023*



City Clerk





Mayor

MEMORANDUM

January 12, 2022

To: Protect Maine's Fishing Heritage Foundation
From: Agnieszka A. Dixon and David M. Kallin
Drummond Woodsum
Re: Model Aquaculture Development Moratorium

I. MODEL AQUACULTURE DEVELOPMENT MORATORIUM

At your request, we have prepared the enclosed Model Aquaculture Development Moratorium Ordinance (the "Moratorium"). Once adopted by a municipality, the ordinance will establish a 180-day moratorium on aquaculture development within the geographic boundaries of that municipality. Under the Moratorium, aquaculture development is defined as:

. . . the construction or operation of a commercial facility on, in, or over Maine's coastal waters (including submerged lands and intertidal lands) for the culture of finfish in nets, pens, or other enclosures or for the suspended culture of any other marine organism, that (i) is located in whole or in part on, in, or over the territorial coastal waters of the Town and (ii) exclusively occupies an aggregate surface area of coastal waters greater than five (5) acres. "Industrial-Scale Aquaculture Development" includes any onshore development and water access ways associated therewith or related thereto.

Thus, once enacted by a municipality, the Moratorium would temporarily defer all large-scale offshore commercial finfish aquaculture development within a municipality's geographic boundaries.

II. MUNICIPALITIES HAVE LEGAL AUTHORITY TO ADOPT THE MORATORIUM

You have asked whether a municipality has the legal authority to adopt the Moratorium. For the reasons explained next, in our view, a municipality does have the legal authority to adopt the Moratorium pursuant to express statutory authority to adopt moratoria and its broad municipal home rule powers.

A. A Moratorium is a Type of Local Ordinance That Is Expressly Allowed Under Maine Law.

A moratorium is a type of ordinance or regulation approved by a municipal legislative body (the voters with a town meeting form of government, or the city/town council in a municipality with a council form of government) that "temporarily defers" development by withholding local permits, authorizations, or approvals that are necessary for that development.¹

Under state law, a municipality is allowed to adopt a moratorium on the processing or issuance of local development permits and licenses so long as the municipality determines that (1) the moratorium is necessary to prevent a shortage or overburden of public facilities, and/or (2) the municipality's existing

¹ 30-A M.R.S. § 4301(11).

regulations are inadequate to prevent serious public harm from the development.² Accordingly, if a municipality presently has no ordinances or regulations affecting aquaculture development, it is likely that the municipality will be able to make one or both of these determinations. The enclosed Moratorium contains findings relevant to these two determinations, and any municipality contemplating adopting it should review and, as appropriate, modify these findings to reflect the specific circumstances affecting that municipality.

B. Municipalities Have Broad Power To Enact Local Ordinances (Including Moratoria), and Such Ordinances Are Presumed Valid.

Since the adoption of municipal “home rule” in 1969, Maine municipalities have had the power to enact ordinances—including moratoria—on most subjects without the necessity of state enabling laws. The Legislature intended home rule to be a broad grant of local authority: the home rule statute provides that the ordinance power granted to municipalities, being necessary for the welfare of the municipalities and their inhabitants, is to be liberally construed to effect its purpose, and there is a rebuttable presumption that an ordinance is a valid exercise of a municipality’s home rule authority. Thus, both the Maine Constitution and state law provide a strong basis for the adoption of ordinances by municipalities. As a result, courts favor upholding local ordinances if they are subject to legal attack, and the burden rests on the person attacking an ordinance to prove that it violates home rule (and not on the municipality to prove that it does not).

This general grant of ordinance power is circumscribed in three situations: (1) when state law expressly prohibits local regulation; (2) when state law provides for the Legislature and municipalities to share authority over a subject matter; or (3) when state law is silent with respect to local regulation and a court determines that the Legislature intended to prohibit local regulation because such local action would frustrate the purpose of a state law. Together, these limitations are known as the doctrine of preemption.³

The first category (express preemption) and the second category (shared authority) are usually obvious because the prohibitions to locally regulate a subject area or the division of regulatory powers are expressly written into state law.⁴ With respect to the third category (implicit preemption), the analysis is more complex. Although determining whether an ordinance is implicitly preempted by state law is nuanced, the lessons that can be drawn from the dozen or so Maine court cases on point can be summed up as follows: First, as noted above, the general rule is that a local ordinance is presumed valid. Second, it is not enough for a court to find that there is a conflict or an inconsistency between a state law and a local ordinance; rather, a court must find that the Legislature has enacted a comprehensive scheme for regulating the same subject matter and the local regulation is so inconsistent with the state law that it would frustrate the purpose or actual operation of the state law.⁵

² 30-A M.R.S. § 4356(1).

³ There are other bases for challenging the validity of a municipal ordinance, such as its constitutionality, but there is likewise a presumption favoring the constitutional validity of ordinances and courts are therefore reluctant to invalidate them on constitutional grounds. *See Britton v. Town of York*, 673 A.2d 1322, 1323 (Me. 1996); *see generally* 5 McQuillin Mun. Corp. § 19:6 (3d ed.) (constitutionality of ordinances; constitutionality favored). Indeed, successful challenges to moratoria on constitutional grounds are rare. This is because it is well-established that any party challenging an ordinance must prove “the *complete absence* of any state of facts that would support the need for the enactment.” *Tisei v. Town of Ogunquit*, 491 A.2d 564, 569 (Me. 1985) (citing *Gabriel v. Town of Old Orchard Beach*, 390 A.2d 1065, 1071 (Me. 1978) and *State v. Rush*, 324 A.2d 748, 753 (Me. 1974)) (emphasis added).

⁴ *See, e.g.*, 12 M.R.S. § 13201 (establishing express limits on local regulation of matters within the jurisdiction of the Maine Department of Inland Fisheries and Wildlife by stating that a municipality may not enact any ordinance regulating, among other things, hunting, trapping, or fishing or the operation of ATVs, watercraft, or snowmobiles); 22 M.R.S. § 2429-D (stating that a municipality may regulate certain medical marijuana operations and listing with specificity the subject areas that municipalities may not regulate).

⁵ *See Portland Pipe Line Corp. v. City of S. Portland*, 2020 ME 125, 240 A.3d 364; *Dubois Livestock, Inc. v. Town of Arundel*, 2014 ME 122, 103 A.3d 556; *State of Maine v. Brown*, 2014 ME 79, 95 A.3d 82; *Smith v. Town of Pittston*, 2003 ME 46, 820 A.2d 1200; *Sawyer Env'tl. Recovery Facilities v. Town of Hampden*, 2000 ME 179, 760 A.2d 257;

C. The Maine Legislature Left Room for Municipalities to Regulate Aquaculture Development.

There is no state law that expressly prohibits municipalities from regulating aquaculture development; thus, local ordinances regulating aquaculture development are not expressly preempted. State law does, however, confer leasing authority over such projects to a state agency—namely, the Department of Marine Resources (DMR). As explained next, in reviewing the relevant statutes and case law, it appears that the Legislature has left room for municipalities to enact local ordinances to regulate aquaculture development.

The state law governing DMR’s leasing authority (referred to here as Chapter 605)⁶ grants the Commissioner of DMR the exclusive authority to issue aquaculture leases “in, on and under the coastal waters, including the public lands beneath those waters and portions of the intertidal zone.”⁷ Just because a state agency has leasing authority over state-owned lands or waters, however, does not mean that those lands and waters cannot be subject to local regulation. Next, we discuss two cases in point—one concerning “functionally water-dependent uses” in the shoreland zone, and the other concerning the transportation and loading of crude oil onto marine vessels in Maine’s coastal waters.

1. Functionally Water-Dependent Uses

Functionally water-dependent uses are defined in state law to include uses that must be located on submerged lands or must have direct access to coastal waters, such as finfish and shellfish processing, fish-related storage and retail and wholesale marketing facilities, shipyards, boat building facilities, marinas, and industrial uses dependent on water-borne transportation or requiring large volumes of cooling or processing water that cannot be located or operated at an inland site.⁸ Under Maine’s mandatory shoreland zoning law, functionally water-dependent uses must be regulated by every Maine municipality having coastal waters within its territorial boundaries.⁹ Typically, a municipality will establish a “Maritime Activities District” within the shoreland zone that identifies which functionally water-dependent uses are allowed within its territory and sets standards that such uses must meet as part of a local permitting process.

It is not unusual for a municipality to impose additional local controls over these uses pursuant to its home rule authority by, for example, also requiring a functionally water-dependent use to secure local planning board site plan approval. Likewise, municipalities have clear authority to adopt environmental standards applicable to these and other uses. Indeed, under several of Maine’s environmental protection laws—including the Natural Resources Protection Act (“NRPA”) and Maine’s air quality law—the authority to

Perkins v. Town of Ogunquit, 1998 ME 42, 709 A.2d 106; *International Paper Co. v. Town of Jay*, 665 A.2d 998 (Me. 1995); *School Committee of Town of York v. Town of York*, 626 A.2d 935, 939 (Me. 1993); *Central Maine Power v. Town of Lebanon*, 5711 A.2d 1189 (Me. 1990); *Midcoast Disposal, Inc. v. Town of Union*, 537 A.2d 1149 (Me. 1988); *Tisei v. Town of Ogunquit*, 491 A.2d 564 (Me. 1985); *Ullis v. Town of Boothbay Harbor*, 452 A.2d 153 (Me. 1983); *Schwanda v. Bonney*, 418 A.2d 163 (Me. 1980); *Begin v. Town of Sabattus*, 409 A.2d 1269 (Me. 1979).

⁶ 12 M.R.S. ch. 605, sub-ch. 2 §§ 6071-6088 (hereafter, “Chapter 605”).

⁷ 12 M.R.S. § 6072(1).

⁸ See 38 M.R.S. § 436-A (defining functionally water-dependent uses for purposes of the mandatory shoreland zoning law). Although the mandatory shoreland zoning law applies only to shoreland areas (defined, *inter alia*, to include areas within 250 feet of the normal high-water line of any great pond, river or saltwater body), municipalities may extend the geographic scope of their shoreland zoning framework beyond shoreland areas pursuant to their home rule powers.

⁹ See 38 M.R.S. § 438-A (requiring municipalities to adopt zoning and land use control ordinances with respect to all shoreland areas, consistent with the Maine Department of Environmental Protection (MDEP) minimum shoreland zoning guidelines). In its guidelines, MDEP notes that municipalities may apply “many different techniques . . . to tailor an ordinance to reflect local goals and resources” with respect to regulating functionally water-dependent uses as part of its waterfront management strategy. See 06-096 C.M.R. ch. 1000 § 9 (note). The MDEP guidelines advise that municipalities may adopt ordinances that “may be much more specific [than the MDEP model guidelines] about what types of functionally water-dependent uses should be permitted,” and expressly allow municipalities to “make use of more than one type of waterfront district, [] include standards for assessing the impact of proposed development on water dependent uses, and [] include specific provisions to encourage certain types of public benefits.” *Id.*

regulate activities in order to protect natural resources and public health is expressly shared between the Maine Department of Environmental Protection (MDEP) and municipalities.¹⁰

Importantly, if a permanent structure associated with a functionally water-dependent use is located on submerged or intertidal lands, a lease from the Bureau of Parks and Land (BPL) must be secured. Much like the DMR leasing program, the state law governing the BPL submerged lands leasing program (referred to here as Chapter 220)¹¹ authorizes the Director of BPL to lease submerged and intertidal lands owned by the State for various functionally water-dependent uses, including offshore projects such as tanker ports, ship berthing platforms, and pipelines.¹² As with Chapter 605, Chapter 220 does not expressly prohibit municipalities from regulating any of the uses that are subject to the BPL leasing scheme. Indeed, any such interpretation would likely run afoul of the mandatory shoreland zoning law which, as discussed, requires municipalities to regulate functionally water-dependent uses in the shoreland zone.

Notably, Chapter 220 carves out an exception to BPL's leasing program for any aquaculture development project that secures a lease from the Commissioner of DMR under Chapter 605.¹³ Thus, it appears that the Legislature intended to assign to DMR the responsibility of issuing a subset of leases—namely, aquaculture development leases—that would otherwise have been within BPL's jurisdiction under Chapter 220. This division of labor among sister agencies makes logical sense, and it is a strong indicator that the Legislature intended to create a statutory framework where the state remains exclusively responsible for *leasing* state-owned lands for various water-based enterprises. Nothing about this statutory leasing authority, however, facially prevents municipalities from regulating those same enterprises under their home rule powers. As discussed above, municipalities may likely do so as long the local regulations do not frustrate the purpose or actual operation of these licensing statutes.

2. Oil Transport

Under the Maine Coastal Conveyance Act (“CCA”), the MDEP is authorized to issue licenses for the operation of oil terminal facilities located in state waters, including the operation of marine tank vessels used to transport oil to such facilities.¹⁴ In July 2014, the City of South Portland adopted a local ordinance under its home rule authority, known as the Clear Skies Ordinance, which effectively banned the bulk loading of crude oil onto any marine tank vessel in the City's harbor.¹⁵ Soon thereafter, the Portland Pipe Line Corporation, which had been unloading crude oil from vessels in the City's harbor for years pursuant

¹⁰ NRPA expressly provides that “[n]othing in [NRPA] may be understood or interpreted to limit the home rule authority of a municipality to protect the natural resources of the municipality through enactment of standards that are more stringent than those found in [NRPA].” 38 M.R.S. § 480-F(3). Similarly, the air quality law provides that “[n]othing in this chapter shall be construed as a preemption of the field of air pollution study and control on the part of the State” and further provides that municipalities may “adopt and enforce air pollution control and abatement ordinances, to the extent that these ordinances are not less stringent than this chapter or than any standard, order or other action promulgated pursuant to this chapter.” 38 M.R.S. § 597; *see also International Paper Co. v Town of Jay*, 665 A.2d 998, 1002 (holding that the Town of Jay Environmental Control and Improvement Ordinance, which prohibits emission of air pollutants without a permit issued by the Town of Jay Planning Board, is not preempted by state law because the Legislature clearly expressed its intention not to occupy the field of air pollution control and because the ordinance compels a more stringent level of emissions compliance than state standards and therefore advances the same purposes expressed by the state law).

¹¹ *See* 12 M.R.S. §§ 1862(2) (submerged lands leasing program).

¹² *Id.*

¹³ *See* 12 M.R.S. § 1862(10).

¹⁴ 38 M.R.S. §§ 545. The MDEP's jurisdiction under the CCA extends to 12 miles from the coastline. *Id.* § 544(1).

¹⁵ Specifically, the Clear Skies Ordinance is a compilation of amendments to the City's Zoning Ordinance, which prohibit the bulk loading of crude oil onto any marine tank vessel. *See* Zoning Ordinance of the City of South Portland, Maine, §§ 27-786, 27-922, 27-930.

to an MDEP oil terminal facility license, filed suit against the City asserting that the Clear Skies Ordinance is preempted by the CCA.¹⁶ The Maine Law Court, however, concluded that it is not.¹⁷

Not unlike NRPA and the air quality law, under the CCA, the authority to deal with the hazards and threats posed by oil transfers in Maine’s coastal waters is expressly shared between the MDEP and municipalities. Specifically, the CCA provides that “[n]othing in [the CCA] may be construed to deny any municipality . . . from exercising police powers” so long as the municipal regulation is not in “direct conflict” with the CCA or any MDEP rule or order adopted under authority of the CCA.¹⁸ Accordingly, the Court determined that the Legislature expressly recognized municipal authority to exercise local police power and in so doing made clear that it did not intend to “occupy the field” of oil pollution control for the purposes set out in the CCA, which include preserving the “seacoast of the State as a source of public and private recreation . . . and as a source of public use and private commerce in fishing, lobstering and gathering other marine life used and useful in food production and other commercial activities.”¹⁹

The Court also determined that nothing in the Clear Skies Ordinance is in “direct conflict” with the MDEP’s exercise of its licensing powers under to the CCA because the Clear Skies Ordinance “does not purport to require the MDEP to do anything that the CCA says it may not do, nor does it bar the MDEP from doing what the CCA says that it may do.”²⁰ In short, the Court reasoned that it is possible to comply with both the Clear Skies Ordinance and the MDEP oil terminal facility license because the Ordinance simply bars an activity that the MDEP license *allows*, but does not *require*—namely, loading crude oil from storage tanks onto marine tank vessels in the City’s harbor.²¹

The Portland Pipe Line case illustrates that a municipal ordinance may regulate the same subject matter as a state law without being preempted by implication.²² It also illustrates that, even when a municipal ordinance bans an activity that is authorized by a state license issued pursuant to a statutory licensing framework, the ordinance is not likely to be implicitly preempted because, as the Law Court stated, a “license” is a “permission to act”—and, consequently, the activities permitted thereunder do not have to occur.²³ Thus, a municipal ordinance that bars an activity for which a state license may be granted does not invariably “frustrate the purposes of a state law or prevent the efficient accomplishment of a defined state purpose.”²⁴

Much like the MDEP licensing framework for oil terminal facilities located in state waters, the licensing framework for aquaculture development is permissive: nothing about a DMR aquaculture license *requires* an operator to act on that license. Accordingly, a municipal ordinance that regulates or bans aquaculture development is not likely to frustrate the purpose or actual operation of Chapter 605, the DMR aquaculture licensing law.

¹⁶ *Portland Pipe Line Corp. v. City of South Portland*, 947 F.3d 11, 14 (1st Cir. 2020). Specifically, the company had been unloading crude oil from vessels in South Portland’s harbor, stored the oil in above-ground tanks, and then sent the oil via a pipeline to Canada—all pursuant to an MDEP oil terminal facility license originally issued in 1979. *Id.* at 13. In 2010, the company sought and secured a renewal license from the MDEP, which authorized it to reverse the flow of the crude oil and thereby transport the oil from Canada to the United States via the South Portland terminal. *Id.* at 13-14. On appeal, the First Circuit Court of Appeals certified three questions to the Law Court concerning state law preemption.

¹⁷ *Portland Pipe Line Corp. v. City of South Portland*, 2020 ME 125, ¶ 2; 240 A.3d 364.

¹⁸ *Id.* at 11 (quoting 38 M.R.S. § 556).

¹⁹ *Id.* ¶ 26; 38 M.R.S. § 541 (enumerating the purposes of the CCA).

²⁰ *Id.* ¶ 14.

²¹ *Id.* ¶ 17.

²² *Id.* ¶¶ 24-26.

²³ *Id.* ¶¶ 17-19.

²⁴ *Id.* ¶¶ 23, 25 (quoting *Dubois Livestock, Inc.* 2014 ME 122, ¶ 13, 103 A.3d 556).

III. CONCLUSION

In sum, the Legislature has enacted a comprehensive scheme for leasing state-owned submerged lands, but it appears to have left room within that scheme for municipalities to regulate aquaculture development located on or above those lands. For all of the reasons discussed above, in our view, Maine municipalities with coastal territory have the legal authority to adopt the enclosed Moratorium for the purpose of evaluating and, as appropriate, enacting permanent ordinances to regulate industrial-scale aquaculture development.

We trust this memorandum is responsive to your request. If you have any further questions, please do not hesitate to contact us.

TOWN OF _____
MORATORIUM ORDINANCE REGARDING
INDUSTRIAL-SCALE AQUACULTURE DEVELOPMENT

Section 1. Title; Authority.

This ordinance, duly enacted by the legislative body of the Town of _____ (the “Town”) and entitled the “Moratorium Ordinance Regarding Industrial-Scale Aquaculture Development,” is referenced herein as the “Moratorium.” This Moratorium is adopted pursuant to the Town’s home rule authority under Article VIII, Part Second, of the Maine Constitution and 30-A M.R.S. § 3001; 30-A M.R.S. § 4356; and any other enabling statutes.

Section 2. Necessity.

The Town makes the following findings:

- A. Developers have expressed interest in and are pursuing the development of an Industrial-Scale Aquaculture Development project within Maine’s coastal waters, which is on a scale larger than previously achieved in North America.
- B. The aquaculture leasing statutes and rules administered by the Maine Department of Marine Resources, which were established by the Maine Legislature in 1977 pursuant to Public Law P.L. 1977 c. 661, § 5, at a time when large-scale aquaculture operations were not contemplated, do not adequately address the risks to municipalities presented by the siting, construction, and operation of Industrial-Scale Aquaculture Development.
- C. The Town’s comprehensive plan, ordinances, and regulations are inadequate to prevent serious public harm that could result from the siting, installation, and operation of Industrial-Scale Aquaculture Development within the Town.
- D. In particular, without appropriate local regulation, the siting, construction, and operation of Industrial-Scale Aquaculture Development within the Town could result in substantial adverse impacts on the Town, including, but not limited to:
 - (1) A shortage or overburdening of public facilities such as roads, waste management systems, and water access sites;
 - (2) Adverse environmental and scenic effects;
 - (3) The lack of regulatory or financial assurances that such development will be properly sited, constructed, operated, and decommissioned;
 - (4) Incompatibility with existing and permitted functionally water-based uses;
 - (5) Loss of public and private access to Maine’s coastal waters, including to the intertidal zone; and
 - (6) The displacement of traditional public and commercial uses from Maine’s coastal waters, including lobstering and other heritage fisheries, water-based recreation, and other public trust uses.

- E. As a result, the siting, construction, and operation of Industrial-Scale Aquaculture Development within the Town has the potential to pose a serious threat to the health, safety, and welfare of the Town and its residents and visitors.
- F. The Town needs time to evaluate the need for and to prepare reasonable ordinances and regulations governing the siting, construction, operation, and decommissioning of Industrial-Scale Aquaculture Development within the Town and to secure voter approval for such ordinances and regulations.
- G. The Town, with assistance from its municipal reviewing authorities and other departments, intends to study its plans, ordinances, and regulations to determine the regulatory implications of siting, constructing, operating, and decommissioning Industrial-Scale Aquaculture Development within the Town, and to consider what additional or different ordinance provisions and regulations, if any, might be appropriate for such development.
- H. It is anticipated that such a study, review, and preparation of plans, ordinances, and regulations will take not more than 180 days from the Date of Applicability of this Moratorium.
- I. In the judgment of the legislative body of the Town, the foregoing findings constitute an emergency within the meaning of 30-A M.R.S. § 4356 requiring immediate legislative action.

Section 3. Moratorium.

The Town does hereby declare a moratorium on (a) the siting, installation, construction, operation and expansion of Industrial-Scale Aquaculture Development; (b) the acceptance or processing of any application, proposal, or request pending on or after the Date of Applicability for Industrial-Scale Aquaculture Development; and (c) the issuance of any development permit or other form of regulatory approval or any other action or decision by a board, officer, official, employee, agent, or department of the Town related to Industrial-Scale Aquaculture Development; provided, however, that this moratorium shall not apply to Industrial-Scale Aquaculture Development in existence as of the Date of Applicability unless or until such Development requires a new or renewed lease pursuant to 12 M.R.S. § 6072.

Section 4. Definition.

For purposes of this Moratorium, “Industrial-Scale Aquaculture Development” means the construction or operation of a commercial facility on, in, or over Maine’s coastal waters (including submerged lands and intertidal lands) for the culture of finfish in nets, pens, or other enclosures or for the suspended culture of any other marine organism, that (i) is located in whole or in part on, in, or over the territorial coastal waters of the Town and (ii) exclusively occupies an aggregate surface area of coastal waters greater than five (5) acres. “Industrial-Scale Aquaculture Development” includes any onshore development and water access ways associated therewith or related thereto.

Section 5. Effective Date.

This Moratorium shall become effective immediately upon its adoption by the legislative body of the Town (the “Effective Date”) and shall remain in full force and effect for a period of up to but no longer than 180 days from the Date of Applicability, unless extended, repealed, or modified pursuant to applicable law or until a new ordinance regulating Industrial-Scale Aquaculture Development or amendments to one or more existing Town ordinances or regulations addressing such development are adopted by the Town, whichever shall first occur.

Section 6. Date of Applicability.

Notwithstanding 1 M.R.S. § 302 or any other law to the contrary, and regardless of the Effective Date, this Moratorium shall govern and apply to all proceedings and applications for Industrial-Scale Aquaculture Development that were or are pending before any municipal reviewing authority on or any time after January 18, 2022 (the “Date of Applicability”) and, to the extent allowed by 30-A M.R.S. § 3007(6), shall nullify the issuance of any final approval of a municipal reviewing authority made on or at any time after the Date of Applicability.

Section 7. Conflicts; Savings Clause.

Any provisions of the Town’s ordinances that are inconsistent with or conflict with the provisions of this Moratorium are hereby repealed to the extent applicable for the duration of this moratorium. If any section or provision of this Moratorium is declared by a court of competent jurisdiction to be invalid, such a declaration shall not invalidate any other section or provision.

Section 8. Violations.

If any Industrial-Scale Aquaculture Development is sited, constructed, or operating in violation of this Moratorium, each day of any continuing violation shall constitute a separate violation of this Moratorium and the Town shall be entitled to all rights available to it pursuant to 30-A M.R.S. § 4452, including, but not limited to, fines and penalties, injunctive relief, and its reasonable attorneys’ fees and costs in prosecuting any such violations.

EMERGENCY DECLARATION

The Town declares the existence of an emergency because the Town’s comprehensive plan, ordinances, and other regulations are insufficient to prevent serious public harm that could be caused by the siting, construction, or operation of Industrial-Scale Aquaculture Development, as defined in this Moratorium, and because the Town needs time to review the potential adverse impacts that may be caused by Industrial-Scale Aquaculture Development and consider amendments to one or more of its ordinances or regulations to mitigate any such impacts on the Town and its residents and visitors. This Moratorium shall be effective immediately upon enactment and shall remain in effect for 180 days from the Date of Applicability, unless it is extended, repealed, or modified in accordance with applicable law.

Given under our hands this ____ day of _____, 2022.

A Majority of the Municipal Officers of the Town of _____, Maine.

Attest: A true copy of an ordinance entitled, “Moratorium Ordinance Regarding Industrial-Scale Aquaculture Development,” as certified to me by the municipal officers of the Town of _____, Maine, on the ____ day of _____, 2022.

Town Clerk
Town of _____

FOR OFFICE USE ONLY

Check # _____

Amount \$ _____



Application to Register Beano/Bingo

MGCU - 5000

****The application (to include the house rules) and registration fee must be received by the Gambling Control Unit at least ten business days prior to the Bingo Occasion****

Beano/Bingo: \$5.00 Special Per Game Registration; \$12 Calendar Week (Monday through Sunday); \$36 Calendar Month; \$400 Calendar Year

Make check payable to Treasurer, State of Maine

Return the completed and signed application to:

**Department of Public Safety
Gambling Control Unit
Central Maine Commerce Center
87 State House Station
45 Commerce Drive, Suite 3
Augusta, Maine 04333-0087
(207) 626-3900 – Office
(207) 287-4356 – Fax**

1. Organization Name: ____City Theater Associates_____

Organization Number (NPO or NCO): _____ Federal Tax ID # (EIN): 01-0351796_____

Business Address: ____205 Main Street_____

City: __Biddeford_____ State: __ME_____ Zip Code __04005_____

Mailing Address: ____PO Box 993_____ Phone: (207) 282-0849

City: __Biddeford_____ State: __ME_____ Zip Code: 04005

2. **Current** Officers:

Steve Ellis, President, Board of Directors 205 Main Street Biddeford 04005 (207) 282-0849 09/2024

NAME & TITLE	ADDRESS	CITY/ZIP	PHONE	DATE TERM EXPIRES
--------------	---------	----------	-------	-------------------

Mark Nahorney, Vice President, Board 205 Main Street Biddeford 04005 (207) 282-0849 09/2024

NAME & TITLE	ADDRESS	CITY/ZIP	PHONE	DATE TERM EXPIRES
--------------	---------	----------	-------	-------------------

Karen Gallagher, Treasurer, Board of Directors 205 Main Street Biddeford 04005 (207) 282-0849 09/2024

NAME & TITLE	ADDRESS	CITY/ZIP	PHONE	DATE TERM EXPIRES
--------------	---------	----------	-------	-------------------

Briana Chu, Secretary, Board of Directors 205 Main Street Biddeford 04005 (207) 282-0849 09/2024

NAME & TITLE	ADDRESS	CITY/ZIP	PHONE	DATE TERM EXPIRES
--------------	---------	----------	-------	-------------------

3. Location where Beano/Bingo is to be conducted:

City Theater 205 Main Street Biddeford, ME 04005

BUILDING	ADDRESS	CITY/ZIP
----------	---------	----------

4. Person responsible for conduct of Beano/Bingo:

Steven Ellis, President

513-907-1526

NAME

DAYTIME PHONE & EVENING PHONE

E-Mail Address: steven.ellis@citytheater.org

5. Circle the day(s) of the week you will be conducting Beano/Bingo:

Mon

Tue

Wed

Thu

Fri

Sat

Sun

6. What time do the doors open? 6:00pm What time does the game start? 7:00pm

7. Dates – Please specify the dates of the Bingo Occasion(s). If more space is needed, please attach a separate sheet of paper with this information on it.

Thursday, August 24, 2023

_____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____

8. Does the organization own all the equipment used in operating Beano/Bingo? Yes ☐ No ☒

If “NO”, Attach a sheet of paper to this application explaining the circumstances under which the equipment was acquired. Please write your organization name and number on the sheet.

9. Has any current officer of the organization or association ever been convicted of or have any charges currently pending for violating the gambling or lottery laws of the United States or the State of Maine?

Yes ☐ No ☒

If “YES” attach a sheet of paper to this application providing the person’s name, address, and date and place of conviction or date and location of pending charge. Please write your organization name and number on the sheet.

10. Does the organization have any delinquent / outstanding Disposition of Funds Reports? Yes ☐ No ☒

If “YES” include all reports with this application. If the reports are not included, this application is considered incomplete.

11. Fair Association Only: Attach a list of the names and home addresses of the persons operating or assisting in the registered activity. **Please write your organization name and number on the list.**

12. The following consent must be completed by the municipal officers of the city or town where the Beano/Bingo will take place unless a separate “Letter of Approval” is attached to this application.

- ☐ Check here if you have attached a “Letter of Approval.” Letters that have an expiration date of greater than five years from the issue date will not be accepted by this office.

Municipal Consent to Register

The undersigned municipal officers of the City/Town of _____ hereby certify that we consent to the registration by _____ to operate Beano/Bingo in accordance with the provisions of 17 M.R.S.A. Chapter 13-A and in accordance with the Rules promulgated by the State of Maine, Department of Public Safety, Gambling Control Unit governing the operation of Beano/Bingo.

Name: _____

Date: _____ Title: _____

Name: _____

Date: _____ Title: _____

Name: _____

Date: _____ Title: _____

Name: _____

Date: _____ Title: _____

13. The applicant agrees to obey Federal, State of Maine laws, and rules governing Beano/Bingo promulgated by the Department of Public Safety, Gambling Control Unit. The applicant warrants the truth of the foregoing statements on penalty of perjury.

Signed: Steven Ellis

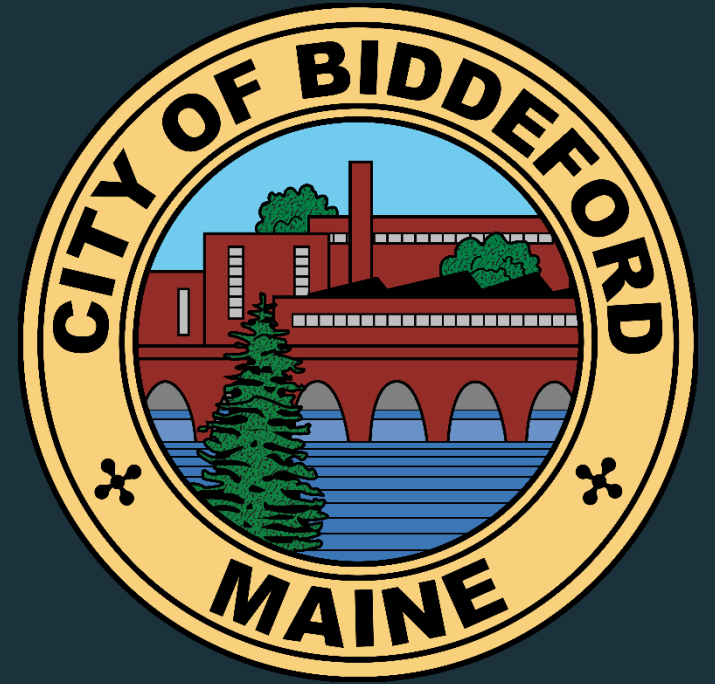
Print Name: Steven Ellis Title: President

Date: 05/08/2023 Age 18 or older: Yes ☒ No ☐

NOTE: Ensure a Copy of the House Rules for Bingo are attached to the application.

BIDDEFORD'S COMPREHENSIVE PLAN

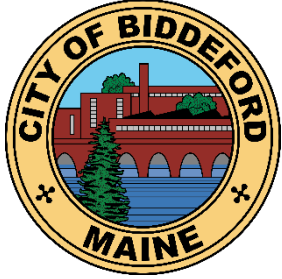
Spring 2023



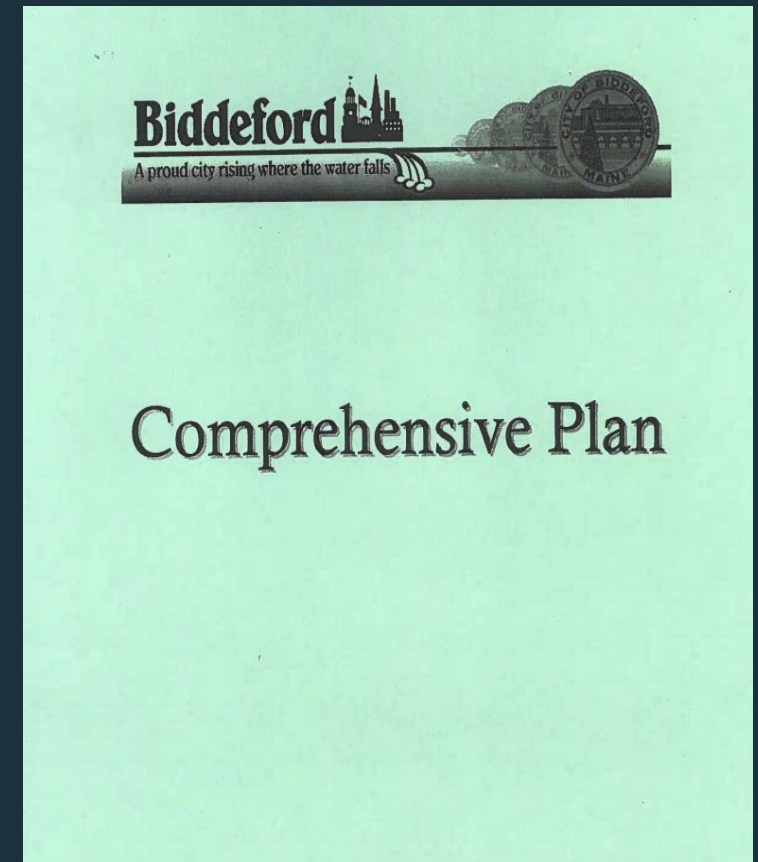
WHAT IS A COMPREHENSIVE PLAN?

- A requirement for every Maine community under the state growth management act
- Every ~10 years
- Long-Range and Aspirational
- Outlines current community needs and challenges
- Guides investment, growth and development
- Establishes priorities for land use and conservation

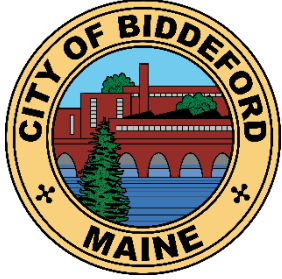
BACKGROUND



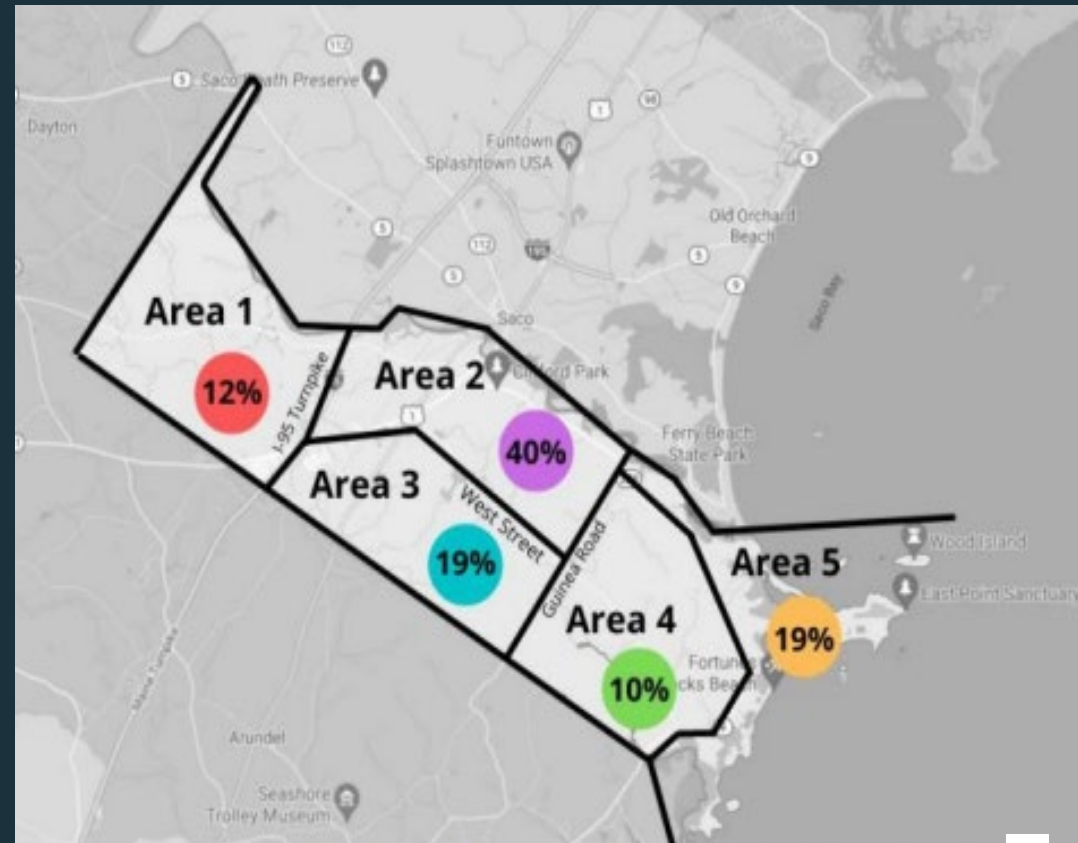
- Current Comprehensive Plan from 1999
- Work on the new Comprehensive Plan began in 2017
- Public engagement began in 2021
- Work on the Comp Plan resumed in Fall 2022
- Builds on previous draft and public engagement work



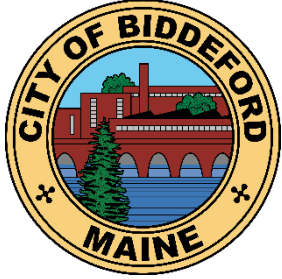
PUBLIC ENGAGEMENT



- Public Engagement Plan (PEP) and Public Engagement advisory Committee
- 25 PEP Advisory Committee members
- 1,200 responses to the community survey
- 1,500 community members engaged
- 40 + engagement opportunities
- Outreach conducted throughout 2021 and early 2022
- April 2022 Public sessions



Survey Response by Area



COMP PLAN TIMELINE

September:

- Planning Board workshop on chapter formatting and goals
- Draft Future Land Use Plan

October:

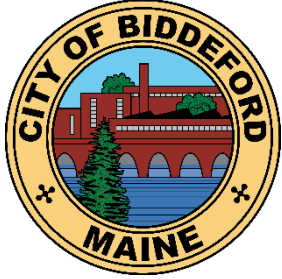
- October 11th: Joint Planning Board / City Council Future Land Use and goals Workshop

November:

- November 6th: Planning Board workshop on Future Land Use and MRSE Goals

December:

- December 14th: Planning Board workshop on First batch of Comp Plan Chapters
- December 15th: Conservation Commission Workshop
- First 6 chapters released for public comment



COMP PLAN TIMELINE CONT.

January:

- Planning Board workshop on chapter formatting and goals
- Review of Climate Change chapter by Climate Action Task Force
- Review of chapters by SMPDC staff

February:

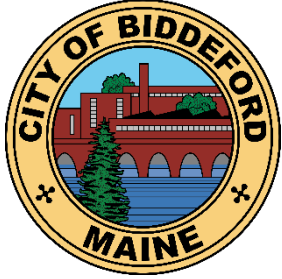
- February 1st: Planning Board workshop on second batch of chapters
- Second batch of chapters released for public comment
- February 15th: Planning Board Workshop on Public Facilities and CIP
- February 16th: Conservation Commission Workshop on Marine Resources & Ag/ Forest chapter
- Public Facilities and CIP released for public comment

March:

- March 15th: Planning Board workshop on Agricultural & Forest Resources
- March 16th: Conservation Commission workshop on Ag & Forest chapter

April :

- Public Hearing and approval with conditions by Planning Board
- Minor formatting and editing to final document.



WHAT COMES NEXT?

City Council (May 16th, June 6th)

- Plan will be sent to DACF for review
- Potential for further revision based on DACF feedback

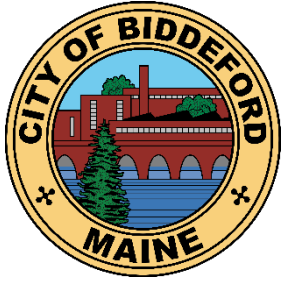
If the plan is deemed incomplete:

- Planning Board Workshop on sections deemed incomplete by the state
- Staff drafting and formatting of new content
- Planning board hearing on any changes or additions
- Relevant sections re-sent to DACF

If the plan is deemed complete:

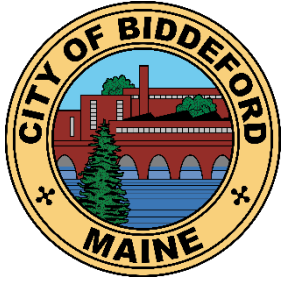
- Great! 😊

WHAT'S INCLUDED

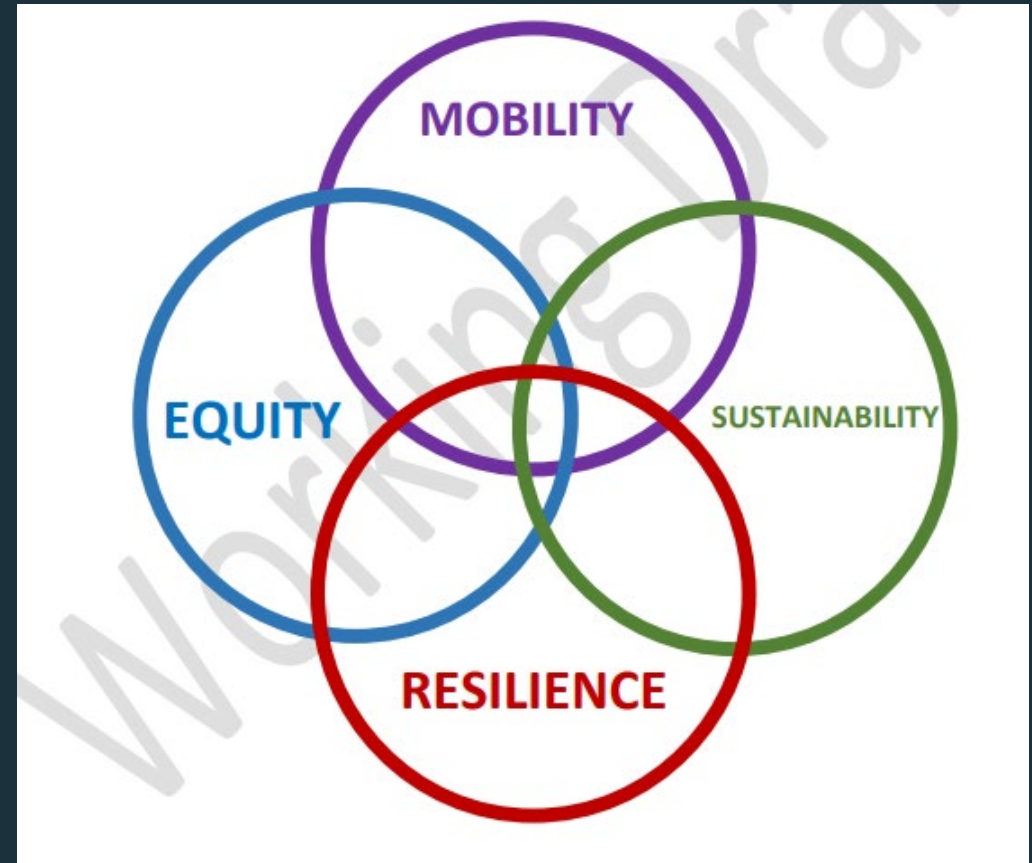


1. Vision Statement
2. Demographics
3. Community Engagement
4. Regional Coordination
5. Future Land Use
6. Economy
7. Housing
8. Transportation
9. Historic & Cultural Resources
10. Recreation & Open Space
11. Public Facilities
12. Agricultural & Forest Resources
13. Marine Resources
14. Climate Change
15. Fiscal Capacity & Capital Improvement
16. Appendices

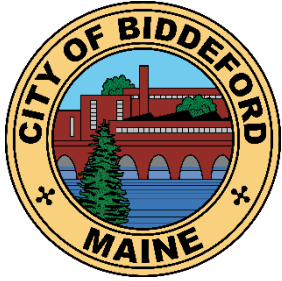
VISION AND PURPOSE



- An aspirational synopsis of the Comprehensive Plan
- Refers and relates to the **MRSE** Goals
- Emphasizes Biddeford's strengths and unique characteristics
- Sets the tone for the rest of the Comprehensive Plan Document

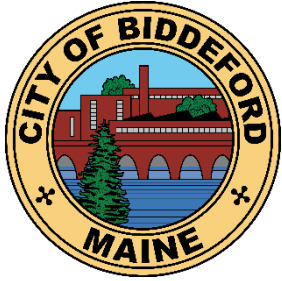


BIG PICTURE GOALS

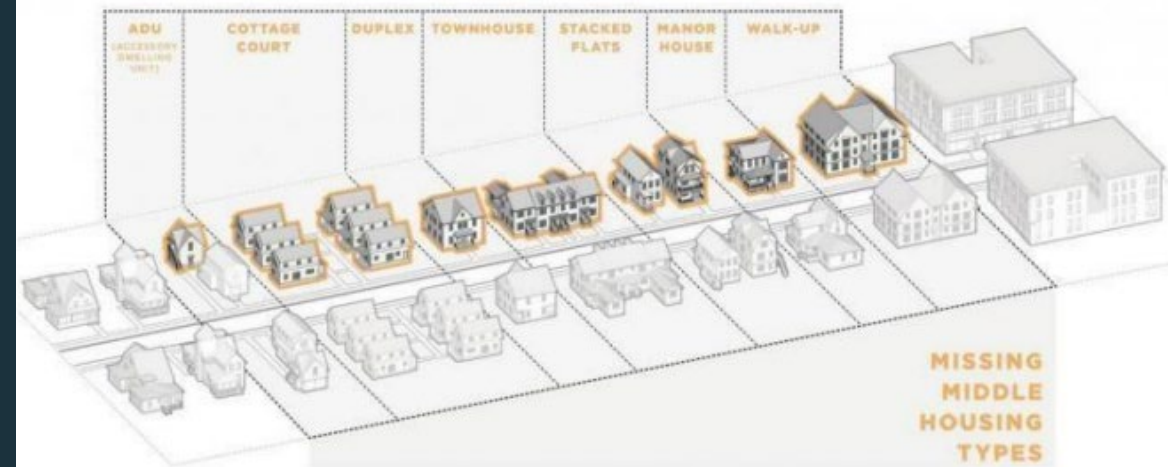


1. Enable Smart and Sustainable Growth
2. Work to protect open space, farmland and natural resources
3. Improve mobility and transportation for all
4. Anticipate and prepare for climate change impacts
5. Improve public access to the water (river and ocean)
6. Invest in our downtown and enhance existing neighborhoods
7. Plan for impacts of state-level policies (LD-2003)

HOUSING AND STRONG NEIGHBORHOODS

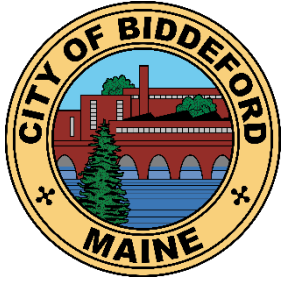


1. Encourage infill development
2. Embrace “missing middle” housing
3. Backlots and ADU's
4. Downtown Transit-Oriented Development
5. Small-scale neighborhood commercial in some zones (15 minute neighborhoods)
6. Preserving and enhancing historic neighborhoods



“Missing Middle” Housing Types

LD 2003

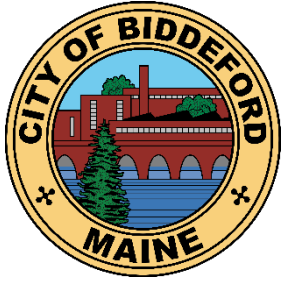


So What Does LD 2003 Mean for Biddeford?

LD 2003 is likely to have a notable impact on how our community grows. LD 2003 is intended to incentivize housing density in existing developed areas

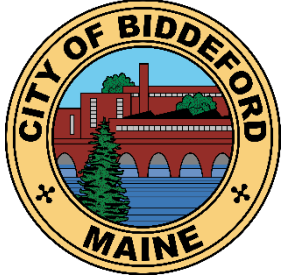
- Creates new allowances for Accessory dwelling units and multifamily homes (up to 4 units per lot) in existing residential growth areas, including areas currently zoned for single-family residential.
- Allows for two (2) units per lot by-right in many other non-growth areas
- Density bonuses for certain affordable housing projects

PUBLIC FACILITIES



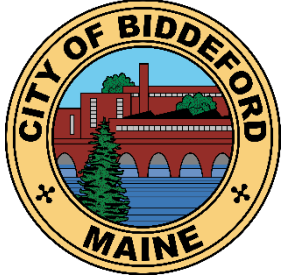
1. Prepare for the impacts of climate change and sea level rise
2. Invest in sidewalks and ADU compliance
3. Project Canopy
4. Explore the creation of a new playground
5. Small-scale neighborhood commercial in some zones (15 minute neighborhoods)
6. Electric vehicle charging and bike racks at public facilities

PREPARING FOR CLIMATE CHANGE



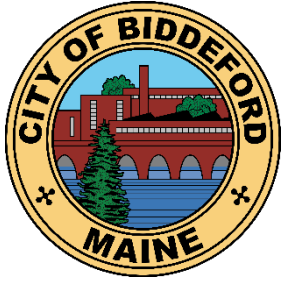
1. Adopt and incorporate Climate Action Plan
2. Assess vulnerability of public facilities and infrastructure
3. Removal Coastal Residential (CR) zone from growth area
4. Prioritize coastal resiliency
5. Educate citizens and property owners about threats and vulnerabilities
6. Improve and promote walking, biking and transit to reduce vehicle-miles traveled.

AGRICULTURE, FORESTRY AND CONSERVATION



1. Work to develop a “hierarchy of uses” for the Rural Farm zone to guide development and land-use goals
2. Promote landowner enrollment in current use taxation programs to make operating a farm viable.
3. Explore the creation of a land bank
4. Limit development in areas with identified prime agricultural soil
5. Develop an Open Space Master Plan.
6. Work with private landowners and nonprofits to put additional land into conservation

LD 2003



LD 2003 creates new allowances for different types of infill and “missing middle” housing including.....



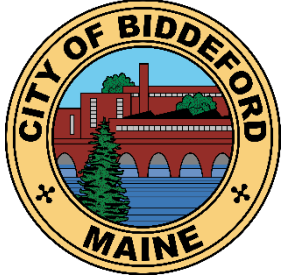
Accessory Dwelling Units



Duplex, Triplex and Fourplex Homes



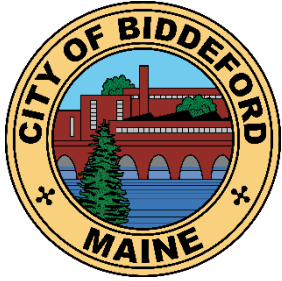
FUTURE LAND USE



What is a Future Land Use Plan?

- Creates goals and strategies for managing growth and development
- Identifies existing land uses and creates goals for each type of use
- Outlines areas where growth should be encouraged or restricted
- Creates a framework for future zoning and ordinance changes.

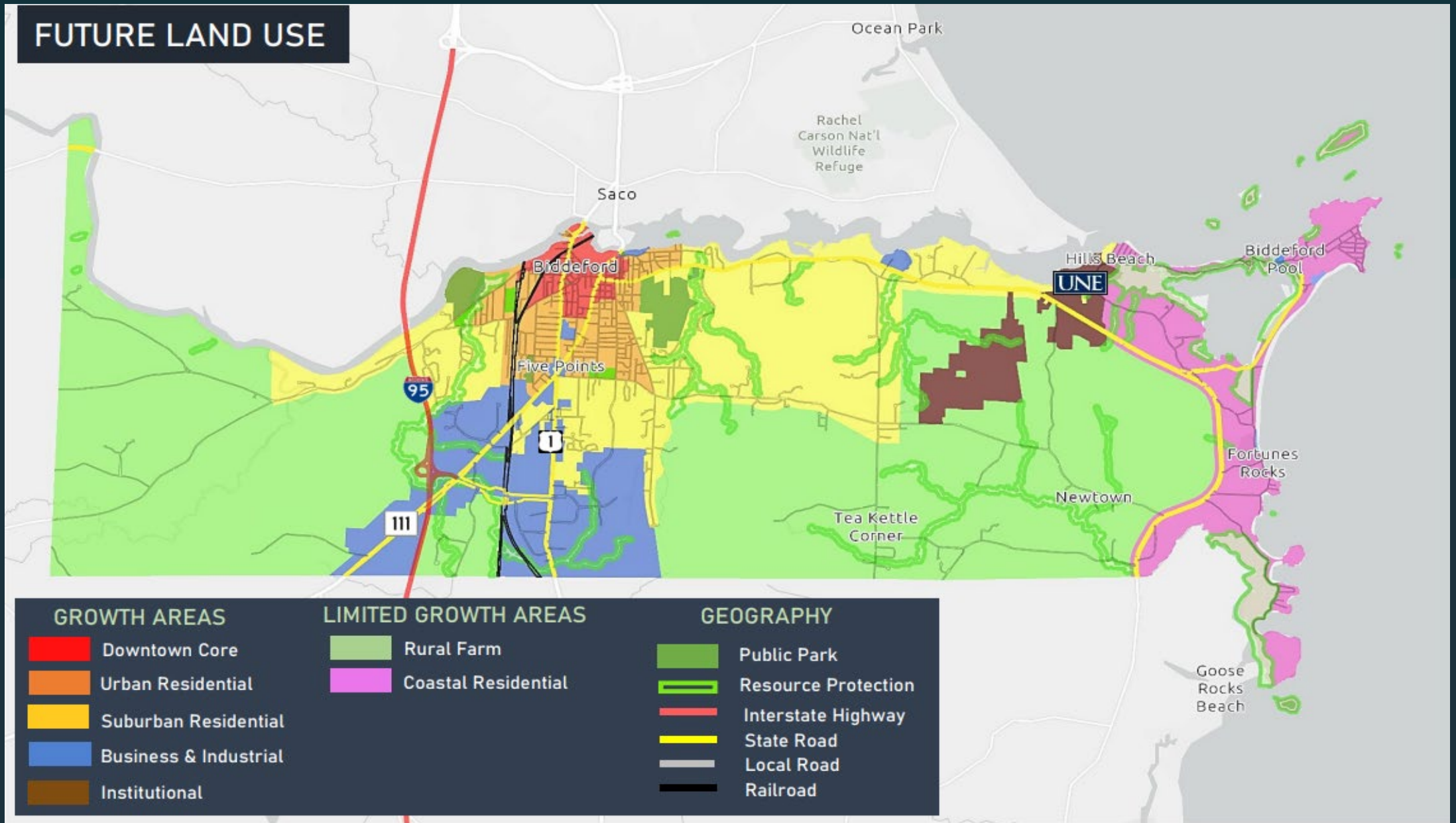
FUTURE LAND USE



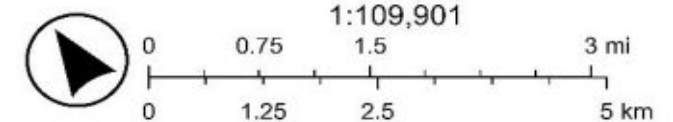
Goals of the new Future Land Use Plan:

- Promote Smart Growth and Infill Development
- Transit-Oriented, Mixed-Use Development
- Remove Coastal Residential areas from the Growth area
- Anticipate Impacts of LD 2003
- Explore new ways to protect the Rural Farm zone and limit low-density sprawl.
- Potential new uses for commercial and industrial areas.

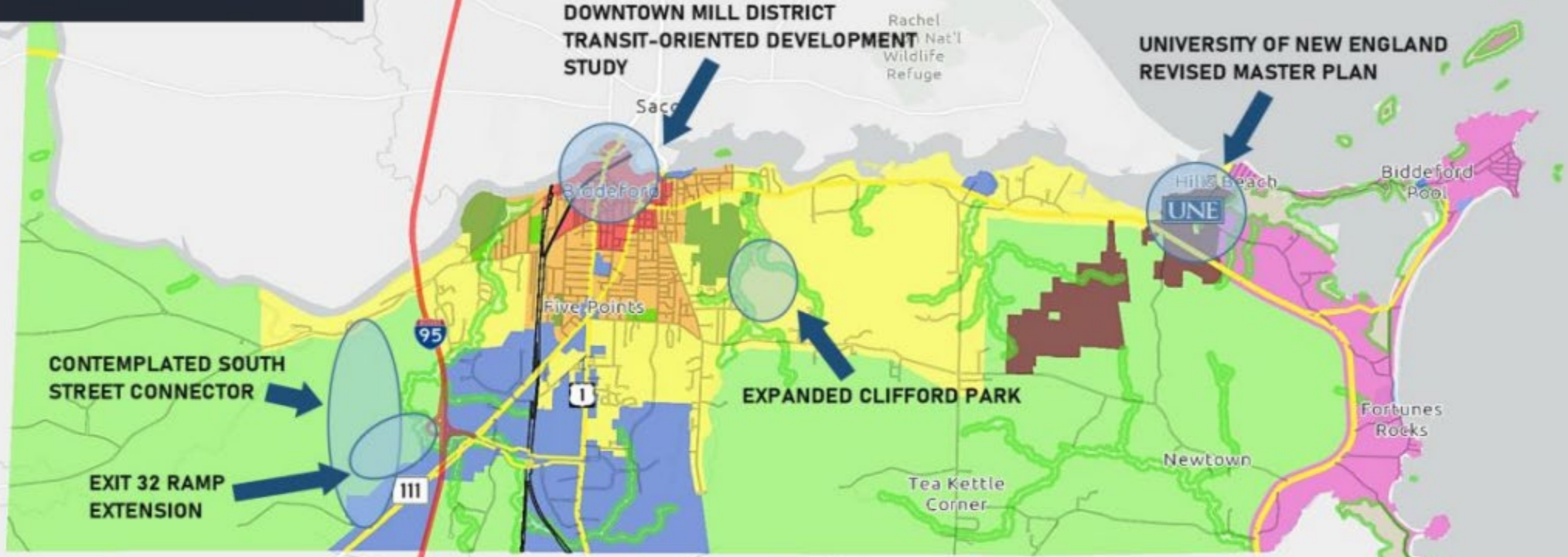
FUTURE LAND USE



3/27/2023



FUTURE LAND USE LOOKING AHEAD



GROWTH AREAS

- Downtown Core
- Urban Residential
- Suburban Residential
- Business & Industrial
- Institutional

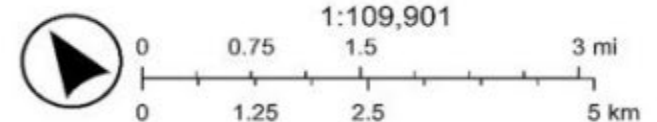
LIMITED GROWTH AREAS

- Rural Farm
- Coastal Residential

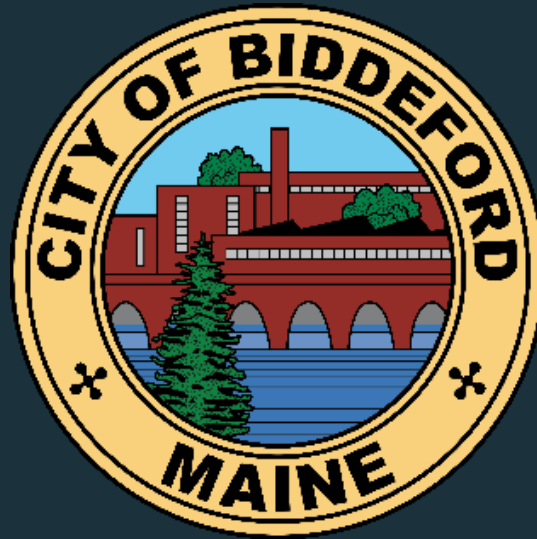
GEOGRAPHY

- Public Park
- Resource Protection
- Interstate Highway
- State Road
- Local Road
- Railroad

3/27/2023



DISCUSSION



COUNCIL MEETING

May 02, 2023

{The meeting was held in a hybrid model – in person and via Zoom}

Called to order by Mayor Casavant at: 6:00 p.m.

Roll Call: Norman Belanger, Doris Ortiz, Scott Whiting, Martin Grohman, Julian Schlaver, Liam LaFountain and Marc Lessard were present. Bobby Mills participated via Zoom. William Emhiser was excused.

The Council and all that were present recited the Pledge of Allegiance

Adjustment to the Agenda:

9g. 2023.28) Authorization RFQ/RFP Architect for the Eastern Fire/EMS Substation-
RESOLUTION

Motion by Councilor Belanger seconded by Councilor Whiting, to approve the resolution.

Vote: 8-0

Motion Passes

Proclamations: Read by Mayor Casavant

National Day of Prayer

Welcome to Ukrainian Delegation to the City of Biddeford

National Tennis Month

Game of Chance:

City Theater Game of Chance Beano/Bingo Application- Removed from Agenda

Presentations: None

Public Hearing:

Public Hearing on the FY24 Budget started at 6:08pm and ended at 6:14pm

Richard Rhames -Ward 3 -Supports additional funding for Conservation Commission

Jeff Cabral -Ward 5 Thankful for the library support

Jon Edstrom Ward 3- Biddeford Mills Museum- Thank you for the support for the Museum and appreciate support in the future

Public Addressing the Council:

Phil Laverrierre- Ward 5 – The condition of Fogg Road is very bad – They were told 4 years ago that it was being considered and two years ago they said it was going to be fixed but it hasn't been fixed yet and would like to be sure it's still be considered for repair

Consideration of Minutes: Council meeting Minutes from April 18, 2023

Motion by Councilor Whiting seconded by Councilor Grohman, to accept the minutes as printed.

Vote: 8-0

Motion Passes

Orders of the Day:

2023.30) Property Abatements

No discussion

Motion by Councilor Mills seconded by Councilor Lessard

Vote: 8-0

Motion Passes

2023.31) Waste Water Treatment Facility Membrane Roof

Councilor Lessard discussed the conditions of the roof as discussed during the Finance Meeting and the bids that were received and fully supports the order.

Councilor Grohman mentioned the reference of the roof drain.

Motion by Councilor Belanger seconded by Councilor Lessard

Vote: 8-0

Motion Passes

2023.32) Waste Water Treatment Facility Admin Roof

Councilor Lessard said the Public Works Director answered all the questions at the Finance Meeting and is in full support

Motion by Councilor Belanger seconded by Councilor Lessard

Vote: 8-0

Motion Passes

2023.33) Paving Contract

Councilor Lessard said the Public Works Director discussed the bids from the Finance Committee meeting and is in full support.

Councilor LaFountain asked that Fogg Rd be considered for the spring list and asked that the City be efficient in our paving and the need for bike lanes and pedestrian improvements

Councilor Grohman echoed the sentiments for bike lanes and pedestrian improvements

Motion by Councilor Belanger seconded by Councilor Lessard

Vote: 8-0

Motion Passes

2023.34) 4x4 Sign Truck

Councilor Lessard discussed the changes to the truck and said it is a safety issue and urges support. Councilor Grohman asked about the trucks use during the winter

Motion by Councilor Belanger seconded by Councilor Lessard

Vote: 8-0

Motion Passes

2023.37) Amend Code of Ordinances, Part II- Utilities/Industrial Pretreatment Program, Chapter 71, Sec. 71-8 Local Limits

COO Brian Phinney gave an overview of the Local limits and impacts of the change

Councilor LaFountain asked if facilities have asked for these changes and asked about the increased allowed amounts of certain substances - for example lead

Councilor Grohman questioned why the City would raise these limits- said he is not thinking it's a good idea to raise the level of pollutants

Councilor Belanger asked how the numbers are derived and COO Phinney answered his question about the calculations

Motion to amend the order to maintain the lower limits for the 9 pollutants by Councilor LaFountain and seconded by Councilor Whiting

Vote: 8-0

Motion Passes

Motion to approve the order as amended by Councilor Belanger and seconded by Councilor Mills

Vote: 8-0

Motion Passes

Committee of the Whole:

Motion to enter the Committee of the Whole at 6:50pm by Councilor Belanger and seconded by Councilor Whiting

Vote: 8-0

Motion Passes

Special Assessment District-Assessment Formula Options discussion

Greg Mitchell, Director of Planning gave an overview. Councilor Schlaver brought up the revenues from the parking garage as to whether there is a system wide shortfall or a shortfall specific to the Garage. COO Phinney clarified that it is system wide. Councilor Lessard asked about surplus/deficits scenarios years out. Mr. Mills asked a question about incentives for property owners and believes option 1 would be the way to go. Councilor Whiting noted that the map may need to adjusted as new construction happens. Councilor Belanger noted that the decision to use the Special Assessment District is different than the decision to create one. The use of the Special Assessment district is a second tier question.

Motion to leave the Committee of the Whole at 7:35pm by Councilor Grohman and seconded by Councilor Lessard
Vote: 8-0
Motion Passes

Appointments:

Change Susan Deschambault from Associate to Regular Member of the Planning Board

Motion to approve the order as amended by Councilor Grohman and seconded by Councilor Whiting
Vote: 8-0
Motion Passes

Public Addressing the Council:

Richard Rhames Ward 3 Discussed some history with MERC and the Wastewater treatment facility. Discussed the difference between public infrastructure and private infrastructure and contracts with private entities. Discussed the garage private operations and noted the decision to build the garage was correct.

City Manager Report:

Jim Bennet, The City Manager:

Excise Tax Issue – sent every person who has a hangar in the community a notice about the excise tax.

Website has been updated

No official report but the State is forecasting there may be a potential \$230 Million additional Revenue Sharing. Hoping to give a revised number and noted there has been discussion from moving reimbursement of GA from 70%-90%.

Other Business:

Councilor Ortiz- Shared a new report on Maine kids. The rate of child maltreatment in Maine rose and specifically LGBTQ kids were more likely to report more mental health issues. Councilor Ortiz and her wife are licensed Foster Parents and as someone who hosts kids in her home she didn't know the statistics were so high and that so many kids in the community felt so unsafe in the community. Last year the Pride Progress Flag raising made individuals feel more welcome. The last few years have shown meaningful progress towards helping those who feel isolated from the community. There have been significant attacks on social media towards the LGBTQ community centered around flag raisings. The Policy Committee shortened the flag flying to one week. It would be different if they were flown together. Proposes that the City Council makes an exception to fly the Progress Pride Flag for the month of June. Counsel deferred to the Mayor as Chair to do a motion now or push it to a new agenda. Generally they don't do new business and it would be wise to make a formal request for it to be on the agenda and would it need a second reading. It's not an ordinance, it's a policy.

Councilor Grohman- Thanked Councilor Ortiz for bringing up the flag raising. Thanks Councilor Schlaver and Roxie for the Biddeford ball. Thanked Public Works for the Granite St Culvert.

Noted the four Sundays that the Transfer station will be open for four Sundays coming up for spring clean up

Councilor Mills- Thanked Councilor Ortiz for bringing up the flag issue. Spoke to Mr. Rhames comments and noted previously that very simplistic things around maintenance not being in the contract and looks forward to discussing issues around the garage, Would like them to come in person.

Councilor LaFountain-Thanked Councilor Ortiz for the education on the issue and looks forward to it being on the agenda on the 16th. Thanks the Fire Dept / EMS for their work and specifically their service at the four recent Fires. Mentioned the tennis league in Biddeford through the Recreation Department. He would like to have a TIF District Workshop

Council President Addressing the Council:

Councilor Belanger- Thanked Councilor Ortiz and said his decision was purely procedural.

Transfer Station hours 7:00am-2:45pm 5/7, 5/14, 5/21, and 6/4

\$665k was the McArthur Library amount and there is still opportunity to change but the budget is now in the hand of the City Council. Thanked the Councilors for their work on the budget thus far.

Mayor Addressing the Council:

Mayor Casavant thanked Councilor Schlaver and Roxie for their work on the Biddeford Ball and it was a big boost for the community

The Biddeford Athletic Hall of Honor inducted several members.

Adjourn:

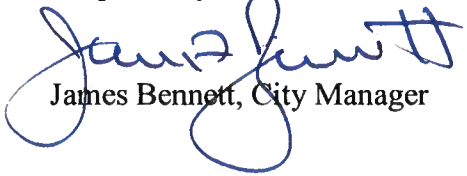
Motion made by Councilor Belanger, seconded by Councilor Ortiz to adjourn

Vote: 8-0

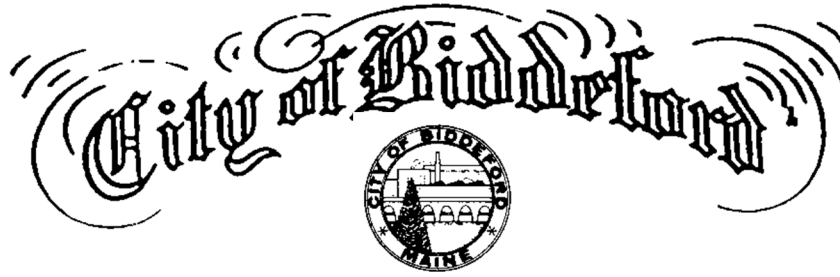
Motion Passes

Time: 8:06 p.m.

Respectfully Submitted,



James Bennett, City Manager



2023.37

IN BOARD OF CITY COUNCIL... MAY 2, 2023

BE IT ORDERED, that the City Council of the City of Biddeford does hereby amend the Biddeford Code of Ordinances, Part II, Chapter 71 *Utilities/Industrial Pretreatment Program*, Sec. 71-8 *Local Limits* as follows by adding or ~~deleting~~ text to read as follows:

Sec. 71-8. Local limits.

- (a) The Director of Wastewater or his/her designee is authorized to establish local limits pursuant to 40 CFR 403.5(c).
- (b) Local limits established.
 - (1) The following pollutant limits are established to protect against pass-through and interference. No person shall discharge wastewater containing in excess of the following local limits (daily maximum mg/l) unless otherwise stated:

Substance	Limit
pH (lower than 5.0 never, higher than 11.45 for five minutes only)	5.0 to 11.5 s.u
Ammonia	1480 593 mg/l
Arsenic	0.10 0.30 mg/l
BOD5	4218 3,756 mg/l
Cadmium	0.23 0.20 mg/l
Chromium (total)	5.39 6.00 mg/l
Copper	0.80 2.00 mg/l
Cyanide	0.54 0.70 mg/l
Lead	0.52 1.00 mg/l
Mercury	2180* <u>1,270</u> *ng/l
Molybdenum	1.66 mg/l
Nickel	4.79 <u>5.20</u> mg/l
Oil and/or grease	200 mg/l
Selenium	1.82 mg/l
Silver	0.99 <u>2.00</u> mg/l
Total suspended solids	2,426 <u>4,000</u> mg/l
Zinc	1.05 <u>2.00</u> mg/l
TTO (total toxic organics)	4.00 mg/l

NOTE:

- * Clean mercury is in ng/l and is set by the State of Maine for data collection. This limit is suggestive and is not subject to violation, however, corrective pollution control measures may be administered if the clean mercury is above suggestive limit.

- (2) The above limits apply at the point where the wastewater is discharged to the POTW. All concentrations for metallic substances are for total metal unless indicated otherwise. The Director of Wastewater or his/her designee may impose mass limitations in addition to the concentration-based limitations above.
- (c) The Director of Wastewater or his/her designee may develop best management practices (BMPs) by ordinance or in individual wastewater discharge permits to implement local limits and the requirements of Section 71-5.

May 2, 2023.

Motion by Councilor LaFountain seconded by Councilor Whiting to amend the Order by retaining the existing Local Limits for the nine pollutants proposed for Local Limit increases and confirm the Local Limits for the four pollutants proposed for reductions.

Substance	Limit
pH (lower than 5.0 never, higher than 11.45 for five minutes only)	5.0 to 11.5 s.u
Ammonia	1480 593 mg/l
Arsenic	0.10 0.30 mg/l
BOD5	4218 3,756 mg/l
Cadmium	0.23 0.20 mg/l
Chromium (total)	5.39 6.00 mg/l
Copper	0.80 2.00 mg/l
Cyanide	0.54 0.70 mg/l
Lead	0.52 1.00 mg/l
Mercury	2180* 1,270 *ng/l
Molybdenum	1.66 mg/l
Nickel	4.79 5.20 mg/l
Oil and/or grease	200 mg/l
Selenium	1.82 mg/l
Silver	0.99 2.00 mg/l
Total suspended solids	2,426 4,000 mg/l
Zinc	1.05 2.00 mg/l
TTO (total toxic organics)	4.00 mg/l

Vote: Unanimous (8/0, Councilor Emhiser excused)



City Council

Meeting Date: May 16, 2023

Meeting Time: 6:00 PM

Agenda Item No: 10.a

Item Description: 2023.37) Amend Code of Ordinances, Part II-Utilities/Industrial Pretreatment Program, Chapter 71, Sec. 71-8 Local Limits

Submitted by: Brian S. Phinney, COO

Supporting Information/Documentation:

N/A

Key Terms:

Technically-based Local Limits – Specific discharge limits established to prevent pollutant overload, pass-through, or upset at a wastewater treatment plant. The local limits are incorporated into industrial pretreatment program permits issued by the control authority (the City) to industrial users.

Executive Summary:

The City is obligated to review and revise if necessary industrial pretreatment local limits at least every 5-years or more frequently if industrial flow volume or quality changes. Staff requests approval of the revised technically-based local limits approved by the Maine Department of Environmental Protection.

At the first reading the Council voted unanimously to retain the existing limits for the nine pollutants proposed for limit increases and the accept the limits for the four pollutants with proposed limit decreases.

Detailed Review:

The City is required to periodically review and revise technically-based local limits to ensure industrial discharges do not contain pollutants at levels that could negatively impact the wastewater treatment plant. Local limits are calculated based on actual analytical testing following an established USEPA protocol. The calculations and revised limits are provided to the Maine Department of Environmental Protection (MeDEP) for review and acceptance. The MeDEP is required to make public notice, consider any comments, and issue final approval of changes to the technically-based local limits.

A reevaluation of the technically-based local limits was recently completed and subsequently approved by the MeDEP. The revised local limits must now be incorporated within the City's Industrial Pretreatment Program ordinance (Chapter 71). Each control mechanism - the

individual permits issued under Biddeford's Industrial Pretreatment Program – must be updated to reflect the revised limits once the Ordinance is amended.

The local limit revision resulted in an increase of the limit for 9 pollutants (total suspended solids, arsenic, chromium, copper, cyanide, lead, nickel, silver, and zinc), a reduction of the limit for 4 pollutants (biological oxygen demand (BOD₅), ammonia, cadmium, and mercury), and no change to 5 pollutants (molybdenum, selenium, oil & grease, total toxic organics). In relative terms an increase in a local limits means a greater range for industrial discharge compliance and a decrease in a local limit means a smaller range for compliance. The industrial users will benefit from the increases. The decreases for mercury, cadmium, and ammonia will likely have no impact on existing users based on the current discharge profiles. A decrease in BOD₅ will require reallocation of the loading but should not be an impediment.

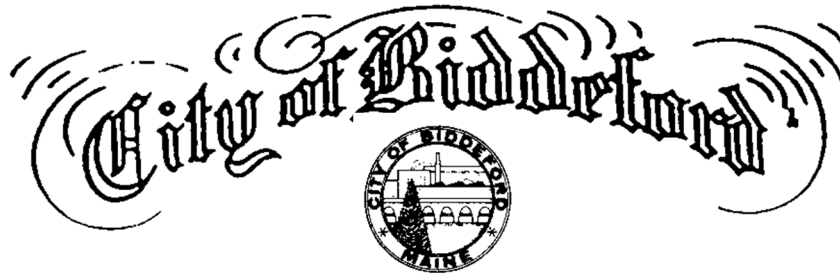
It should also be noted that the requirement to evaluate/reevaluate local limits, adopt the local limits, and then incorporate the local limits into each control mechanism is prescriptive, meaning by taking this action the City is fulfilling a regulatory requirement.

Funding Source:

N/A – no funding is required this is an administrative action.

Staff Recommendation:

Adopt the revised technically-based local limits as approved by the MeDEP and referenced in the Order 2023.37 as amended.



2023.55

IN BOARD OF CITY COUNCIL... MAY 16 2023

BE IT ORDERED, that the City Manager execute a three (3) year agreement with the University of New England for public outreach and tenant education services in support of the Biddeford Lead-Base Paint Hazard Reduction and Healthy Homes Program in the amount of \$160,000.

Attest by: _____



Finance Committee & City Council

Meeting Date: May 16, 2023

Meeting Time: 5:00 and 6:00 PM, respectively

Agenda Item No: 11.a

Item Description: 2023.55) Lead Hazard Reduction Program's Public Health Outreach / Tenant Education Services Agreement with University of New England

Submitted by: Gail Wilkerson, HUD Housing Programs Director

Supporting Information/Documentation:

Attached Public Health Outreach and Tenant Education Services Agreement

Key Terms:

N/A

Executive Summary:

Under the City's new \$3.5 million Lead Hazard Reduction & Healthy Homes grant from HUD, the Lead Program aims to continue its sole-source vendor partnership with the University of New England's Coastal Healthy Communities Coalition (CHCC). CHCC is the region's only approved provider of public health outreach and education services under the Childhood Lead Poisoning Prevention Program at the Maine Center for Disease Control and Prevention. The City's initial Lead Program contract with CHCC was approved by City Council in May 2020; this new agreement for \$160,000 continues the partnership for another 42 months.

Detailed Review:

CHCC delivers public health trainings, events, and presentations to families of Biddeford children under the age of six, who are most at risk of lead poisoning, as well as to community members who serve this population (e.g., healthcare providers, early childhood educators, etc). CHCC staff also work directly with Lead Program households whose units are abated, teaching them how to clean and maintain their homes in a lead-safe manner after existing hazards are removed. CHCC's goals under the contract are to: (1) deliver 1:1 training in lead-safe cleaning and maintenance practices to at least 95 households whose units are lead abated; and (2) deliver lead-poisoning prevention training to the families/healthcare providers/educators of the estimated 950 Biddeford children under age six.

Funding Source:

100% funded by the City's 2022 Lead Hazard Reduction & Healthy Homes Program.

Staff Recommendation:

Staff recommends approval to extend the Lead Program's critical partnership with CHCC.

**AGREEMENT FOR
Lead-Based Paint Hazard Reduction and Healthy Homes Program
Public Health Outreach and Tenant Education Services**

**BETWEEN the CITY OF BIDDEFORD and
The University of New England**

PREAMBLE

This Professional Services Contract (“Contract” or “Agreement”) is entered into this 1st day of June 2023 between the **CITY OF BIDDEFORD**, a body politic and corporate, located in the County of York, State of Maine, with a mailing address of 205 Main Street Biddeford, Maine 04005 (hereinafter “CITY”) and the **University of New England**, a Maine non-profit institution of higher learning, located in the County of York, State of Maine, with an address of 11 Hills Beach Road, Biddeford, Maine 04005 (hereinafter “UNE”).

WITNESSETH

WHEREAS, The CITY has received a lead-based paint hazard reduction grant and a Healthy Homes supplemental grant, both from the Office of Lead Hazard Control and Healthy Homes, a division of the U.S. Department of Housing and Urban Development (“HUD”); and

WHEREAS, The CITY established the *Safe Homes for Healthy Families Lead Hazard Reduction Program* (the “Program”) to reduce childhood lead poisoning and improve the quality and affordability of housing in target areas that have socio-economic and environmental risk factors consisting of high concentrations of lead hazards, unsafe infrastructure and systems, low-income populations, and high rates of lead-poisoned children; and

WHEREAS, UNE, as the local contracted public health partner of the Maine Childhood Lead Poisoning Prevention Program, is willing to deliver on the CITY’s behalf certain public health outreach and tenant education services to multi-unit property owners and their low- and moderate-income tenants; and

WHEREAS, the CITY is willing to contract with UNE to conduct such Program outreach and education services;

NOW THEREFORE in consideration of the above premises and the mutual covenants and agreements contained in this Contract, the CITY and UNE agree as follows:

1. **Scope of Services.** This Agreement covers the CITY’s Lead Hazard Reduction & Healthy Homes Program’s Public Health Outreach and Tenant Education Services in Biddeford, Maine, as further outlined below. Contractor represents itself to be experienced and agrees to perform the services under this Agreement as set forth in this section. This Scope of Services has shared responsibilities with the CITY, as further outlined herein.

The use of funds under this Agreement is subject to Federal regulations, as further outlined in Section 10 herein, as well as the *Terms and Conditions of the CITY’s Lead Grant* MELHB0788-22, hereto attached as **Appendix E**. UNE agrees to deliver the Scope of Services in accordance with the *Performance Benchmarks and Timeline* (**Appendix A**), the *Tenant Education and Public Health Outreach Budget* (**Appendix B**), the *Target Service Area* (**Appendix C**), and HUD’s *Section 3 Clause* (**Appendix D**).

UNE Responsibilities: UNE will perform certain Program-related activities, including, but not limited to, the following:

A. Public Health Outreach

UNE will develop a public health outreach strategy with input from the CITY's Lead Program Staff to connect with the estimated **950** Biddeford children under the age of six who are most at-risk of lead poisoning in the Program Target Area. **The overall purpose is to raise awareness of the dangers of lead-based paint poisoning in older homes and drive applicants to the Program's unit production pipeline.** Public health outreach strategies may include:

- i. Distributing Information Packets: In addition to lead poisoning prevention materials from UNE, the State of Maine, and other sources, packets will feature Lead Program flyers, Title X compliance information, Repair, Renovate and Paint (RRP) brochures, etc, all available in hard copy and/or electronic format.
- ii. Hosting Trainings/Presentations/Special Events: These in-person or virtual health efforts will be directed to children and families, Head Start staff and other educators of young children, Biddeford Recreation's youth program staff, primary healthcare providers, social/case workers, parent groups, child health advocates, library staff, and community groups (e.g., Kiwanis, Lion's Club, Chamber of Commerce, etc.). Additional audiences under UNE's contract with the Maine Center for Disease Control & Prevention are the Biddeford Area Landlords Association and other rental property associations.
- iii. Conducting Paid & Earned Media: Strategies may include social media, public service announcements, electronic newsletters, web campaigns, flier distribution, newspaper feature articles, etc. Wherever possible, the public health message will reference the Lead Program to assist with property applications.

UNE's performance of these activities will be monitored via monthly reports to the Lead Program that will include, among other data: the number of families with children under the age of six receiving information packets; attendance sign-in sheets from presentations, trainings, and special events; and the reach and/or distribution counts of earned or paid media efforts (e.g., direct mail and newspaper circulation figures). For Facebook, website, and other e-communication, social media analytics will be used to measure the reach of each message (i.e., page visits, click-throughs, etc).

B. Tenant Education

UNE will deliver lead-safe home cleaning demonstrations and lead-safe cleaning materials to 95 tenant households where lead hazards are reduced by the Program over the contract period. UNE will receive tenant household referrals from the Lead Program.

UNE's performance of tenant education will be measured via completion of a Household Education checklist, which will be signed by each head of household to acknowledge receipt of lead-safe cleaning kits and understanding of the lead-safe cleaning methods demonstrated by UNE staff.

Confidentiality: UNE shall not disclose nor permit the disclosure of any tenant's/household's personal identifying information except to its staff who need to know such information to properly perform the services required. No information about the Program shall be released by UNE for publication, advertising, dissemination, or for any other purpose without prior approval from the CITY. UNE shall be responsible for the acts and omissions of all its employees and all

its subcontractors, their agents and employees, and all other persons performing any of the work under a contract with UNE.

Target audience: During the term of this Agreement, UNE will provide Tenant Education services to 95 low- and moderate-income households in the CITY, with a special focus on those living in Census Tracts 252.01 and 252.02 (see **Appendix C**), such households defined as those earning no more than 80% of area median income (AMI) as published by the U.S. Department of Housing and Urban Development each April. The tenants to receive UNE's services shall be referred to UNE by the CITY.

C. Reporting requirements

With each monthly invoice, UNE shall submit a report of all Contract activities performed during the preceding month, such report due not later than the 10th of the following month. For Tenant Education, the report shall consist of a listing of the property addresses and unit numbers of each Program-assisted household that received a lead-safe cleaning demonstration and cleaning kit, along with a copy of the Education Checklist, signed by the head of household to acknowledge that training occurred. For Public Health Outreach, the report shall consist of the date, type of activity, venue (as applicable), topic of program/media/outreach material, and either the audience size (supported by a sign-in sheet of program participants in attendance) or the reach/circulation of the media and/or outreach material. For all campaigns, a unique QR Code shall be used in order to track the number of individuals who responded to the media message and thereby track campaign effectiveness.

CITY Responsibilities CITY staff shall assist UNE in meeting its Scope of Service requirements by performing certain Program-related activities, including, but not limited to:

- 1) Sharing the contact information of Tenants in Program-assisted units who will receive a lead-safe cleaning demonstration and cleaning supply kit;
- 2) Collaborating with UNE on Program-approved media campaigns, presentations, educational materials, etc; and
- 3) Sharing de-identified Program data for potential use in earned and paid media.

2. **Performance Expectations.** HUD has identified certain benchmark performance expectations that are required to keep the Program on track. As a Program partner, UNE agrees to attend regularly scheduled Program meetings hosted by the CITY, during which Program partners will discuss progress made towards their performance goals and any obstacles to reaching the goals. The number of Tenant Education sessions conducted and the number of individuals reached via Public Health Outreach activities were established in the CITY's grant application, and approved by HUD at the time of the grant award, to be UNE's performance benchmarks (see **Appendix A**). Both parties to this Contract may agree to renegotiate upwards the number of tenant education sessions and the reach of public health awareness activities, as grant funds allow. UNE's performance in relation to these benchmarks will be monitored by the CITY throughout this Contract, and performance improvement plans will be required when results deviate significantly from planned results.
3. **Period of Performance.** The Contract schedule shall commence **June 1, 2023**, and Contract work shall end on **November 30, 2026** or such earlier date as may be determined pursuant to the provisions contained herein. Within sixty (60) days of the Contract's end, a final report of UNE's Contract performance will be due to the CITY.

4. **Compensation.** In consideration of the Public Health Outreach and Tenant Education Services to be delivered by UNE under this agreement, CITY has budgeted and HUD has approved a 42-month lump-sum budget of **one hundred sixty thousand dollars (\$160,000) (see Appendix B).** Program-related expenses shall be paid by the CITY to UNE as indicated herein, provided UNE satisfies all requirements of this contract. **Note that no minimum/maximum amount of work is guaranteed under this contract. Fees will be paid only for services requested by the CITY and satisfactorily performed by UNE.**
5. **Payments.** The CITY will make monthly payments to UNE upon submittal of invoices for such payments directed to the CITY's Lead Hazard Reduction Program Manager in the Housing Office at City Hall. The CITY will process said invoices upon written acknowledgment from the Program Manager that the work for which said payment is requested has been satisfactorily completed and that related reporting requirements have been met. The CITY shall have authority to reject work that does not conform to the Contract. Payment normally will be made in the CITY's next-scheduled payment cycle. Payments may be withheld by CITY on account of unsatisfactory prosecution of the work by UNE.
6. **Failure to Perform.** If UNE is unable to perform any services outlined above within a reasonable time, it shall be considered in default of this Contract. Within ten (10) business days of written notice of default to UNE by CITY, UNE shall propose a resolution to the default. The CITY and UNE will work in good faith to determine an acceptable resolution. Final acceptance of the proposed resolution will be at the CITY's sole discretion. Delays or unacceptable default resolutions shall be reasons for termination of this Contract, which the CITY shall provide by written notice to UNE. Work eligible for payment under this Contract conducted after the notice of termination shall not be paid by CITY.
7. **Assurance.** UNE hereby assures that none of the fees paid to it under this Agreement will be used to influence or attempt to influence an officer or employee of any agency, a Member of Congress, an officer or employee of Congress, or an employee of a Member of Congress in connection with the awarding of any Federal contract, the making of any Federal grant, the making of any Federal loan, the entering into of any cooperative agreement, and/or the extension, continuation, renewal, amendment or modification of any Federal contract, grant, loan, or cooperative agreement. UNE further assures that, in acceptance of fees paid to it under this HUD-funded Program, it will abide by, among other federal regulations, the requirements of HUD's Section 3 Clause, which appears in **Appendix D ("HUD Section 3 Clause & Contractor Acknowledgment")**
8. **Indemnification.** UNE will indemnify and hold harmless the CITY from any and all losses, claims, costs, and expenses, including legal fees, actions, causes of action, suits, charges, damages, judgments, and obligations whatsoever that arise from UNE's performance or nonperformance of the services or subject matter called for in this Agreement caused by the negligent acts or omissions and/or any violations of applicable laws or regulations by UNE, its officers, employees, and agents, excepting such losses, claims, expenses, actions, causes of action or the violations of applicable laws or regulations by the CITY, its officers, employees or agents. For purposes of this Agreement, any officers, employees, or agents of UNE who act in an independent capacity are not officers or employees or agents of the CITY.

In any and all claims against the CITY or any of its agents or employees by any employee of UNE or its contractors or subcontractors, anyone directly or indirectly employed by any of them or anyone for whose acts any of them may be liable, the indemnification obligation under this Section shall not be limited in any way by any limitation on the amount or type of damages, compensation or benefits payable by or for UNE or any contractor or subcontractor under Worker's Compensation Acts, disability benefit acts, or other employee benefit acts.

9. **Insurance and Bonding.** UNE agrees to maintain adequate insurance at all times during the performance of services described in this Agreement. All policies and certificates of insurance shall carry a thirty (30)-day cancellation or expiration, and notice of such cancellation or expiration shall be sent to the CITY.

UNE shall furnish proof of coverage with adequate insurance of the types and to the limits specified below, naming the City of Biddeford as additional insured. Certificate of such insurance shall be filed with the Program Manager, City of Biddeford Lead Program, at the time of contract signing.

WORKER'S COMPENSATION: UNE will maintain Worker's Compensation coverage with Statutory Limits, and Employer's Liability for all UNE employees with limits of \$500,000 per incident. In case any work is sublet, UNE shall require its contractors or sub-contractors similarly to provide coverage for their employees unless such employees are covered by the protection afforded the Contractor.

AUTOMOTIVE LIABILITY INSURANCE: UNE will maintain Automotive Liability insurance with minimum limits of liability for bodily injury in the amount of \$1,000,000 for each occurrence and minimum limits of liability for property damage in the amount of \$50,000/\$100,000 aggregate.

GENERAL LIABILITY INSURANCE: UNE will maintain General Liability insurance with minimum limits of liability for bodily injury in the amount of \$1,000,000 for each occurrence and minimum limits of liability for property damage in the amount of \$50,000/\$100,000 aggregate, or a combined single limit of \$500,000 for each occurrence, including completed operations, shall be required.

10. **State/Federal Law.** UNE understands and acknowledges that the funds paid under this Agreement are derived from a grant to the CITY from HUD (**see Appendix E**), and that City of Biddeford, as recipient of such funds, and with the full assistance, cooperation, and compliance of UNE, is required to meet and comply with all applicable federal, state, and local governmental ordinances, laws, and requirements, including, without limitation, the following, which are hereby incorporated into this Contract by reference and made a part hereof (and which are collectively referred to herein as the "Rules"):

Employment Regulations Include:

- a) Executive Order 11246, entitled "Equal Employment Opportunity" September 28, 1965, 30 F.R. 12319 and Section 109 of Title 1 of the Housing and Community Development Act of 1974.
- b) Section 504 of the Rehabilitation Act of 1973: It is unlawful to discriminate based on disability in federally assisted programs.

- c) The Americans with Disabilities Act of 1990 (ADA): This Act modifies and expands the Rehabilitation Act of 1973 to prohibit discrimination against "a qualified individual with a disability" in employment and public accommodations.
- d) The Equal Employment Opportunity Act: (It also brings Federal, State, and local governments under the Civil Rights Act of 1964.)
- e) The Immigration Reform and Control Act (IRCA) of 1986. Under IRCA, employers may hire only persons who may legally work in the United States.
- f) The Uniform Guidelines on Employee Selection Procedures adopted by the Equal Employment Opportunity Commission in 1978.
- g) Section 3 of the Housing and Urban Development Act of 1968, as amended. (*See Appendix D for details.*)
- h) The Vietnam Era Veterans' Readjustment Act of 1974 (revised Jobs for Veterans Act of 2002): This Act was passed to ensure equal employment opportunity for qualified disabled veterans and veterans of the Vietnam War.
- i) Executive Order 11246: This Executive Order applies to all federally assisted construction contracts and subcontracts. It provides that no person shall be discriminated against on the basis of race.
- j) 24 CFR Part 85 (the Common Rule): This rule provides that the grantee and its contracted partners shall take affirmative steps to encourage contracting with small minority- and female-owned business enterprises, when possible, as sources of supplies.

No Use of Debarred, Ineligible or Suspended Contractors or Sub-recipients: Pursuant to 24 CFR Part 5, all recipients of federal funding are required to verify that they, their principals, or any/all persons, contractors, consultants, businesses, sub recipients, etc., that are conducting business with the recipient are not presently debarred, proposed for debarment, suspended, declared ineligible, or voluntarily excluded from participation in the covered transaction. The CITY and UNE will not award any of the funds under the CITY's HUD grant to Contractors that are debarred, suspended, proposed for debarment, declared ineligible, or voluntarily excluded from participation from federally assisted programs, as evidenced by a check of the System of Award (www.SAM.gov) website prior to executing any agreement with any such persons, contractors, consultants, businesses, sub recipients, etc.

Other Regulations Include:

- a) The Federal requirements set forth in 24 CFR §5.105(a), Nondiscrimination and Equal Opportunity; the Lead-Based Paint Poisoning Prevention Act (42 U.S.C. 4821 *et seq.*), 24 CFR part 35, and the lead paint provisions of 24 CFR §982.401(j); and the conflict of interest provisions set forth in 24 CFR §92.356.
- b) All applicable laws, ordinances, regulations, rules, policies, plans, handbooks, manuals, requirements, guidance and interpretations issued by HUD, the Cities and the State of Maine, including but not limited to any State of Maine Department of Environmental Protection Lead Hazard Regulations and any amendments thereto, including any such amendments enacted or issued during the term of this Contract.
- c) All applicable regulations, rules, policies and requirements of the Office of Management and Budget (the "OMB") Circulars.

d) The grant provisions and conditions placed on the CITY by HUD through its grant agreement number MELHB0788-22 (**Appendix E**), including any materials and information incorporated therein by reference; and other applicable procedures and regulations as the CITY or HUD may prescribe.

11. **Termination.** UNE's performance of the work or services under this Contract may be terminated or suspended by the CITY in whole or in part from time to time during the term of this Contract whenever the CITY determines, for any reason, that such termination is in the best interest of the CITY. Any such termination shall be effected by notice to UNE regarding the extent to which performance of work or services under this Contract is terminated or suspended, and the date on which such termination or suspension is effective. This Contract shall be adjusted and modified accordingly as determined by the CITY.

UNE may terminate or suspend this Contract upon sixty (60) days' written notice to the CITY, in accordance with Section 22 below, **provided** such notice is sent to the CITY's Lead Program Manager via certified mail with return receipt requested and such notice outlines in reasonable detail the reasons for such termination or suspension. The subject sixty-day period shall be deemed to have begun on the date on which such notice is received by the CITY. Prior to the expiration of such sixty-day period, the Contract shall remain in full force and effect and continue to be binding upon UNE and the CITY.

12. **Arbitration.** The CITY will be, in the first instance, the interpreter of the requirements of this Contract and will make decisions on all claims and disputes between the CITY and UNE. All decisions are subject to arbitration. All claims, disputes, and other matters in question between the parties to this Agreement, arising out of or relating to this Agreement or the breach thereof, shall be decided by arbitration in accordance with the then-most current rules of the American Arbitration Association, unless the parties mutually agree otherwise; provided that no such arbitration shall be binding if it would compromise or impinge on any insurer's policy rights to defend or settle any covered claims or suits.

13. **Litigation.** In the event of litigation or arbitration between the two parties to this Agreement, the non-prevailing party shall reimburse all reasonable costs and attorney fees to enforce this Agreement incurred by the prevailing party.

14. **Records.** UNE agrees to complete and maintain such documentation and records and supply such information on such forms as the CITY or HUD may prescribe in order to assure an effective financial audit and performance evaluation of the activities under this Contract. UNE shall properly maintain all books, documents, payrolls, papers, information, records, accounting records, and other material pertaining to this Contract and shall make such materials available at its offices for purposes of audit, inspection, and examination by the CITY or HUD at all reasonable times during the term of this Contract and for at least seven (7) years, as required by the CITY and HUD, and copies thereof shall be furnished, if requested.

UNE agrees to cooperate in whatever way necessary with the CITY or HUD to assure effective evaluation of UNE's performance under this Contract. Such records shall include, without limitation, records which fully disclose the amount and disposition of Program funds received by UNE under this Contract.

15. **Ownership of Documents.** All documents and work product(s) including but not limited to all field data and notes, reports, promotional materials, estimates, plans, surveys, drawings and maps prepared by or at the direction of UNE in connection with the service shall become the property of the CITY upon completion and final payment for services.

16. **Reporting/Audit Requirements.** UNE agrees to provide, in such format as may be prescribed by the CITY or HUD, such reports or written answers to specific questions, surveys, or questionnaires as the CITY or HUD may determine necessary. UNE agrees to submit reports to the CITY as the CITY may require in connection with the expenditure of Program funds.

UNE shall ensure that an A-133 audit of its financial statements and a Program compliance audit is conducted by an independent Certified Public Accounting firm after the close of UNE's fiscal year. These audits shall comply with all applicable regulations and shall be provided to the CITY yearly. UNE shall also cooperate with any other reasonable audit procedures and activities as required at the discretion of the CITY or HUD.

UNE shall meet with the CITY's Program administrators monthly and provide a written progress report if requested, indicating grant amounts with which Program work is in progress or has been completed.

17. **Scope of Work Changes.** The parties to this Agreement may request changes in the work to be performed under this Contract at any time during the term of this Contract. The Contract may be amended only by mutual agreement of the parties hereto and only in writing, provided that the CITY may unilaterally amend or change the Program policies as the CITY, in its sole discretion, determines necessary (See Section 23).
18. **Entire Contract/Severability.** This Contract constitutes the entire agreement between the CITY and UNE and supersedes any other contract or agreement, written or otherwise, which previously may have been entered into by and between UNE and the CITY for the provision of services and work described or contemplated herein for the term hereof. If any court determines that any provision of this Agreement is unenforceable, invalid or void, all other provisions of this Agreement not included in the court's determination shall remain in full force and effect, and both UNE and the CITY shall continue to be bound thereby.
19. **Independent Capacity.** It is understood and agreed by the parties hereto that UNE, its agents or employees are acting in an independent capacity in the performance of this Agreement, and not as officers, agents, or employees of the CITY.
20. **Subcontracts.** Unless otherwise provided for in this Agreement, UNE shall not enter into any contract with any other party for the performance of any work or services described or contemplated herein without prior written approval of the CITY. This provision shall not be interpreted as requiring the approval of employment contracts between UNE and its employees assigned to perform the work and services under this Contract.
21. **Assignment.** UNE shall not sublet, sell, transfer, assign, or otherwise dispose of this Contract or any portion thereof, or its right, title, or interest therein, without written request to and written consent from the CITY. No attempts to sublet, sell, transfer, assign, or otherwise dispose of this Contract or any portion thereof shall in any case release UNE of its obligations, responsibility, and liability under this Contract.
22. **Written Action.** Whenever any action is required by this Contract to be in writing, such action on behalf of the CITY shall be evidenced by the signature of the City Manager of the CITY or a duly authorized employee of the CITY.

23. **Amendments.** The provisions of this Contract may be amended only by mutual agreement of the parties hereto and only in writing, provided that the CITY may unilaterally amend or change the Program policies as the CITY, in its sole discretion, determines necessary.
24. **Governing Law.** This Contract shall be governed by, and construed under, the laws of the State of Maine.
25. **Notices.** Any notice required or permitted under this Contract shall be in writing and delivered in person or sent by registered or certified mail, return receipt requested, to the addressee as set forth below.
- The CITY: Program Director, City of Biddeford Lead Program
City Hall
205 Main Street, Biddeford, ME 04005
- UNE: Director of Research Administration
University of New England
11 Hills Beach Road, Biddeford, ME 04005
- with a copy to:*
- Cheri Anderson, Director
Coastal Healthy Communities Coalition
c/o University of New England
11 Hills Beach Road, Biddeford, ME 04005
26. **Waiver.** The CITY's failure to enforce any provision of this Contract or to exercise any right or seek any remedy against UNE for breach of this Contract, or the CITY's acceptance of any performance by UNE under this Contract during any such breach shall not be deemed to constitute a waiver of any rights, causes of action, or remedies available in law or equity to the CITY under this Contract against UNE.
27. **Extent of Agreement.** This Agreement, which includes the Contract Documents referenced, represents the entire Contract between the CITY and UNE and supersedes all prior negotiations, representations, or agreements, either written or oral. This Agreement shall supersede any terms and conditions set forth on the back of any purchase order or other document used by either party in the performance of this Agreement.
28. **Survival.** All obligations arising prior to the termination of this Agreement and all provisions of this Agreement allocating responsibility or liability between the CITY and UNE shall survive the completion of the services hereunder and the termination of this Agreement.
29. **Authorized Signatures.** Unless otherwise specified below, the following signatories are the authorized representatives upon whose decisions and information each party may rely in performance of this Agreement. Any information of notices required or permitted hereunder shall be deemed to have been sufficiently given to either party if given to these signatories or to such parties and/or addresses as they may subsequently designate.

IN WITNESS WHEREOF, the CITY and UNE have duly executed this Contract effective the date first above written.

SIGNATURES ON THE NEXT PAGE

SIGNATURES:

CITY OF BIDDEFORD

Witness: _____

By: _____

Print Name: James Bennett

Its: City Manager

UNIVERSITY OF NEW ENGLAND

Witness: _____

By: _____

Print Name: Nicholas Gere

Its: Director of Research Administration

Appendix A

UNE's Performance Benchmarks & Timeline for Completion

June 1, 2023-November 30, 2026		
Period of Performance	# Tenants Educated	# At-Risk Youth Reached via Public Outreach
Q1 June 2023	0	0
Q2 July-Sept. 2023	7	62
Q3 Oct.-Dec. 2023	14	124
Q4 Jan-March 2024	20	186
Q5 April-June 2024	26	248
Q6 July-Sept. 2024	36	310
Q7 Oct.-Dec. 2024	42	372
Q8 Jan-March 2025	48	434
Q9 April-June 2025	60	496
Q10 July-Sept. 2025	66	560
Q11 Oct.-Dec. 2025	72	625
Q12 Jan-March 2026	78	690
Q13 April-June 2026	84	755
Q14 July-Sept 2026	90	820
Q15 Oct-Nov 2026	95	885
Totals per Agreement	<u>95</u>	<u>950</u>

Appendix B

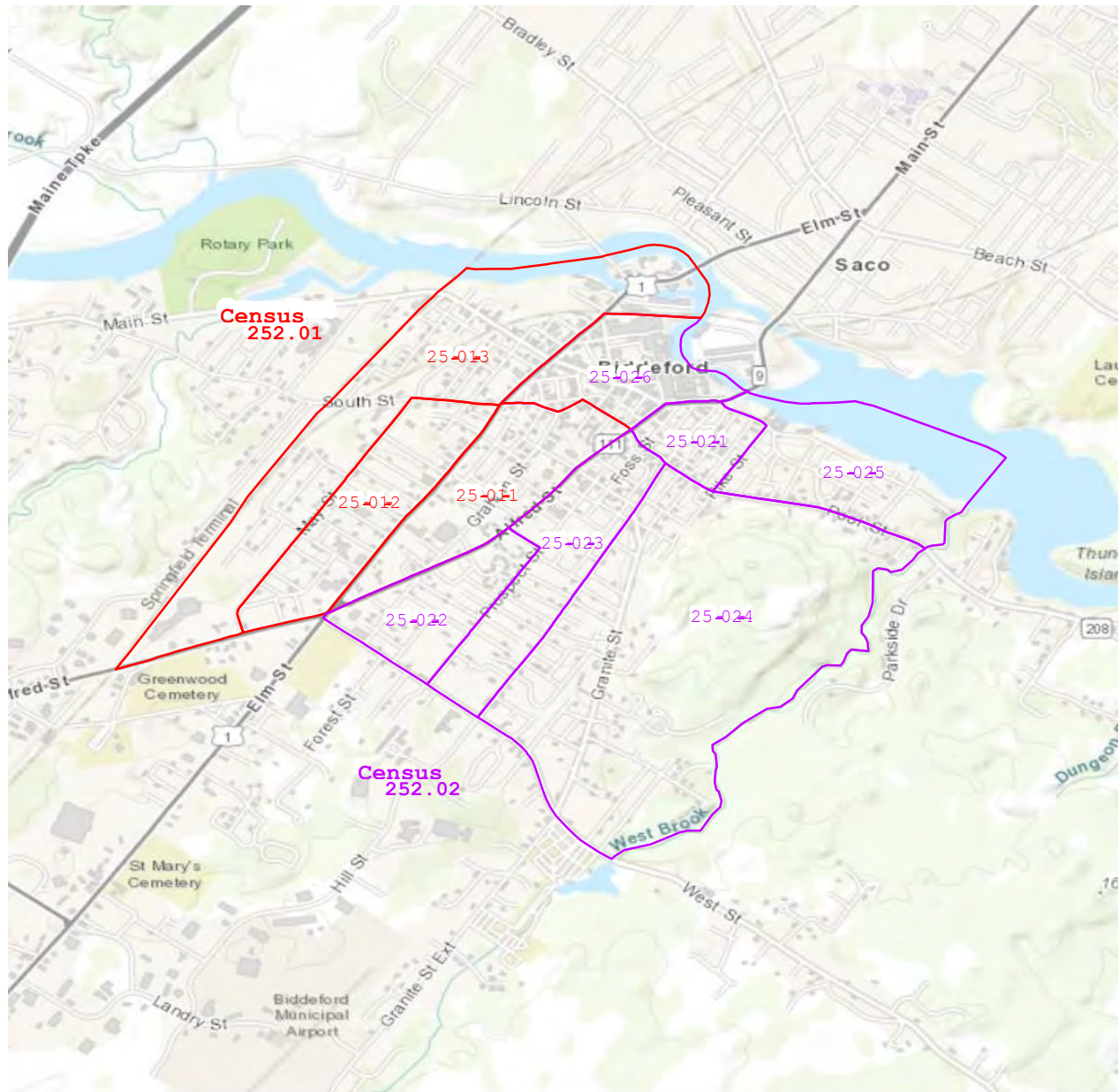
UNE

Coastal Healthy Communities Coalition**Public Health Outreach and Tenant Education Services Budget:****City of Biddeford Lead Program****June 1, 2023 thru November 30, 2026**

	6/1/23- 3/31/24	4/1/24- 3/31/25	4/1/25- 3/31/26	4/1/26- 11/30/26	Total 42- Month Budget
A. PERSONNEL	16,170	19,538	20,124	20,727	76,559
B. FRINGE BENEFITS 30%	4,851	5,861	6,037	6,218	22,967
C. TRAVEL	400	450	450	450	1,750
D. EQUIPMENT	-	-	-	-	
E. SUPPLIES	1,550	1,800	1,800	1,800	6,950
F. CONTRACTUAL	-	-	-	-	
H. OTHER	1,000	1,150	1,150	1,150	4,450
TOTAL DIRECT	23,971	28,799	29,561	30,345	112,676
TOTAL INDIRECT	10,067	12,096	12,416	12,745	47,324
TOTAL PROJECT COSTS	34,038	40,895	41,977	43,090	<u>160,000</u>

***"Other" line item includes: post-remediation resident education kits, direct mail campaign, printed materials/folders, and media costs including paid newspaper ads, public service announcements, and training/educational events**

Appendix C
City of Biddeford Target Area
with Focus on US Census Tracts
252.01 and 252.02



Appendix D

HUD Section 3 Clause & Contractor Acknowledgment

By signing this Contract, UNE acknowledges it has read and understands its responsibilities and the responsibilities of its contractors under this Agreement, to provide Economic Opportunities for Low- and Very Low-Income Persons, as required under Section 3 of the H.U.D. Act of 1968; 24 CFR 135, as further detailed below:

(a) The work to be performed under this Contract is subject to the requirements of Section 3 of the Housing and Urban Development (HUD) Act of 1968, as amended, 12 U.S.C. 1701u (Section 3). The purpose of Section 3 is to ensure that employment and other economic opportunities generated by HUD assistance or HUD-assisted projects covered by Section 3, shall, to the greatest extent feasible, be directed to low- and very low-income persons, particularly persons who are recipients of HUD assistance for housing.

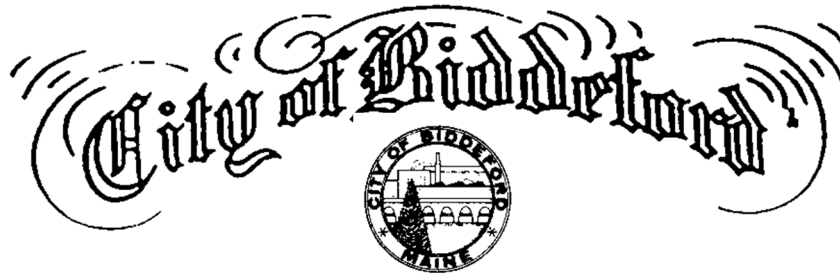
(b) The parties to this Contract agree to comply with HUD's regulations in 24 CFR Part 135, which implement Section 3. As evidenced by their execution of this Contract, the parties to this Contract certify that they are under no contractual or other impediment that would prevent them from complying with the Part 135 regulations.

(c) UNE and its contractors under this Agreement agree to send to each labor organization or representative of workers with which it has a collective bargaining agreement or other understanding, if any, a notice advising the labor organization or workers' representative of UNE/CHCC's commitments under this Section 3 clause, and will post copies of the notice in conspicuous places at the work site where both employees and applicants for training and employment positions can see the notice. The notice shall describe the Section 3 preference, shall set forth minimum number and job titles subject to hire, availability of Section 3 apprenticeship and training positions, the qualifications for each; and the name and location of the person(s) taking applications for each of the positions; and the anticipated date the work shall begin.

(d) UNE and its contractors under this Agreement agree to include this Section 3 clause in every subcontract flowing from this Agreement and subject to compliance with regulations in 24 CFR Part 135, and they agree to take appropriate action, as provided in an applicable provision of the subcontract or in this Section 3 clause, upon a finding that the subcontractor is in violation of the regulations in 24 CFR Part 135. UNE and its contractors under this Agreement will not subcontract with any subcontractor where UNE or its contractors under this Agreement have notice or knowledge that the subcontractor has been found in violation of the regulations in 24 CFR Part 135.

(e) UNE and its contractors will certify that any vacant employment positions, including training positions, that are filled (1) after UNE or its contractors are selected but before their contracts are executed, and (2) filled by persons other than those to whom the regulations of 24 CFR Part 135 require employment opportunities to be directed, were not filled to circumvent UNE/CHCC's or its contractors' obligations under 24 CFR Part 135.

(f) Noncompliance with HUD's regulations in 24 CFR Part 135 may result in sanctions, termination of this Contract for default, and debarment or suspension from future HUD-assisted contracts.



2023.56

IN BOARD OF CITY COUNCIL... MAY 16, 2023

**A RESOLUTION GRANTING EXCEPTIONS TO THE CITY OF BIDDEFORD
FLAG POLICY**

WHEREAS, The Biddeford City Council installed a public forum flag pole; and

WHEREAS, The display of “special flags and banners” is governed by the City of Biddeford Flag Policy as amended April 25, 2023; and

WHEREAS, The amended Flag Policy limits displays of the same flag to no more than twice per calendar year, requests can be submitted no more than ninety (90) days in advance, and a flag may be displayed for a period of no more than seven (7) consecutive days; and

WHEREAS, The amended Flag Policy is silent on processing of competing applications although in practice applications have been evaluated in the order received; and

WHEREAS, The City received a request in November 2022 under the previous Flag Policy to display the Christian Flag for the entire month of June 2023; and

WHEREAS, The City received a request in February 2023 under the previous Flag Policy to fly the LGBTQ+ Progressive Pride Flag for the entire month of June 2023; and

WHEREAS, The City of Biddeford Diversity, Equity, and Inclusion Committee voted to recommend the Biddeford City Council allow both flags to fly together for the entire month of June; and

WHEREAS, The City has received a request to grant an exception to the Flag Policy to allow the LGBTQ+ Progressive Pride Flag to be flown for the entire month of June 2023 or in the alternative to allow two flags to be flown at the same time in any order, or as a further alternative to allow the LGBTQ+ Progressive Pride Flag to be raised on June 3, 2023 at noon and have it fly for one (1) week; now therefore

BE IT RESOLVED, that the Biddeford City Council does hereby grant two exceptions to the Flag Policy allowing two (2) flags to be flown at the same time on the public forum pole for a period of not less than thirty (30) days beginning June 1, 2023, and

BE IT FURTHER RESOLVED, that the two flags shall be the Christian Flag and LGBTQ+ Progressive Pride Flag, with the order of the flags to coincide with the order in which the applications were received for the first fifteen (15) calendar days and the order reversed for the remaining fifteen (15) calendar days.



City Council

Meeting Date: May 16, 2023

Meeting Time: 6:00 PM

Agenda Item No: 11.b

Item Description: 2023.56) Approval/Flag Policy Exception

Submitted by: Danica Lamontagne, Assistant to the City Manager

Supporting Information/Documentation:

Flag Display Policy as Amended by Policy Committee on April 25, 2023

Request for Exception to fly Pride Flag for Month of June

Key Terms:

N/A

Executive Summary:

The Council has been asked to make an exception to the "Special Flags and Banners" display policy to display the Pride Flag for the month of June.

Detailed Review:

Background

The Policy Committee reviewed the City of Biddeford Flag Display Policy at their April 25 meeting. This policy dictates the criteria for displaying flags on City flagpoles. The policy includes a section guiding the display of "Special Flags and Banners". This section of the policy allows citizens to submit requests to use the City flagpole to display their own flag for a period of time.

The Policy Committee voted to adopt the following modifications to the policy:

- Flags can now be displayed for a maximum of seven days (previously, the policy allowed flags to be displayed for up to 30 days).
- The same flag cannot be displayed more than twice per calendar year.
- Requests can be submitted no more than 90 days in advance.

The strikethrough Flag Display Policy document included in your agenda packet shows the original policy language with the April 25 updates in red.

June Requests

The City has received two flag requests for the full month of June. One request is to fly the Christian Flag and was submitted in November 2022. The other request is to fly the LGBTQ+ Progressive Pride Flag and was submitted in February 2023. Under the revised policy, each of these flags would be able to fly for a maximum of seven days.

The citizen who requested the display of the Pride Flag contacted my office to ask for an exception to the newly revised flag policy. Their request is included in your agenda packet for review.

DEI Committee Recommendation to Council

At their meeting on May 8, the Diversity, Equity and Inclusion Committee made a motion to recommend to the City Council that both requested flags fly together on the City Hall flagpole for the entire month of June.

Funding Source:

N/A

Staff Recommendation:

Staff is neutral as this is a Council policy decision.

From: **Delilah Poupore** <delilah.poupore@gmail.com>

Date: Wed, May 10, 2023 at 3:38 PM

Subject: Letter from multiple residents

To: <contactallcouncilors@biddefordmaine.org>, <alan.casavant@biddefordmaine.org>

Dear Councilors and Mayor Casavant,

I am forwarding a request for an exception to the City's new flag policy (attached), on behalf of the following residents and business owners who are part of planning June Pride activities in Biddeford as we are all in favor of sending this request. (In sending this note I am wearing my "citizen/resident" hat, and am not speaking on behalf of Heart of Biddeford.)

1. Steve Ellis
2. Anne Morrissey
3. Jane Harrell
4. Doris Ortiz
5. Iris Watkins
6. Brienne Allan
7. Justin-Rose Desper
8. Micayla Bidd
9. Tim Boston
10. Amy Clearwater
11. Delilah Poupore
12. Jonathan Drummey
13. Scott McPheeters
14. Stephanie Edwards
15. Katie Pinard
16. Victoria Foley
17. Briana Campbell
18. Jon Phillips

We know that the Council has much to weigh (between politics and legal issues), but the group still felt it was important to share this attached letter and request.

If the exception cannot be granted, we hope to work in the next year with the city's DEI committee and policy committee to discuss best practices for the use of flags as part of inclusion efforts. Our group is also in favor of flying multiple flags at one time on the same pole, in any "order," if that helps solve logistical issues.

If no exception is granted, we will be pleased to raise the Progress Pride flag on June 3rd at Noon and have it fly for one-week, as allowed in the existing policy. You are most invited to attend!

Thank you for reading the attached letter.

Sincerely,
Delilah Poupore, Ward 5

Dear City Council of Biddeford,

Thank you for taking the time to review our group's appeal. Before going into the request, we'd like to revisit some of the new, Maine-focused data Councilor Doris Ortiz read to the Council at the last meeting.

This is from the Maine Children's Alliance 2023 Kids Count Report¹:

- "The rate of child maltreatment in Maine was the highest in the nation"
- This is "more than twice the national rate"
- Verified cases of child abuse and neglect raised in Maine by 30% from 2017 to 2021, the most-recently available year

While this is startling, the picture gets gloomier when looking at marginalized youth, specifically:

- LGBTQ+ youth received less support from adults and experienced more violence and discrimination compared to other students
- "62% of [Maine] LGBTQ+ students felt sad or hopeless compared to 36% of all students"
- Maine "LGBTQ+ students were twice as likely to report they purposely hurt themselves (50%) compared to all students (23%)"
- "Maine LGBTQ+ students were twice as likely to report they seriously considered attempting suicide (38%) compared to all students (19%)"
- "Suicide and suicidal behavior among youth and young adults is a major public health crisis. Nationally, among youth under age who died, one in four died from suicide. The pandemic caused an increase in social isolation, depression, and anxiety among youth, which led to an increase in suicides." Maine's teen suicide rates are significantly higher than national averages.
- **Just 36% of LGBTQ+ students in Maine reported feeling like they matter to their community – compared with 52% of other students. This is significant because students who feel they matter report better mental health overall.**

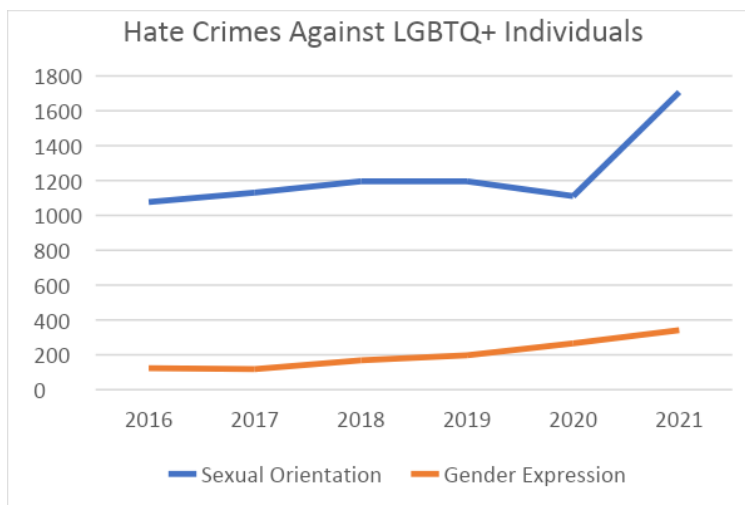
While many parents and schools are doing our best to support our youth and turn this mental health crisis around, it's increasingly hard. Our kids are smart – and in-touch with what's happening in the world – sometimes more-so than us busy adults. And when LGBTQ+ youth look out into the world, it can look pretty bleak.

1

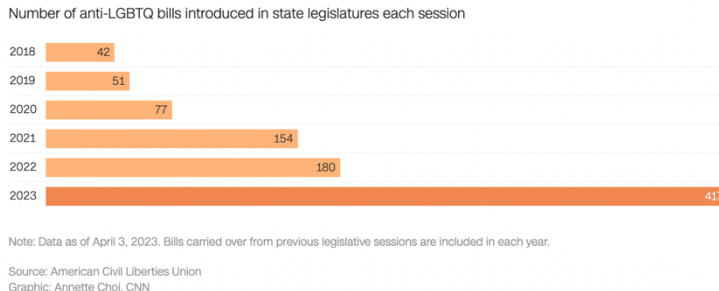
https://mainechildrensalliance.org/site/assets/files/2024/2023_kidscount_databook_interactive.pdf

HATE CRIMES HITTING RECORD HIGHS:

- Hate crimes in Maine are the second-highest they've been in a decade, with 21% of hate crimes being against LGBTQ+ people².
- Nationally, hate crimes against LGBTQ individuals have spiked, according to the U.S. Department of Justice and FBI database's most-recently available data³:



ANTI-LGBTQ+ LEGISLATION HITTING RECORD HIGHS:



As adults, it's a bit easier to bury our heads in the sand, say "it will get better," say "we just need some patience," because the truth is it will. But it's only through our years of lived experiences that we can know this. Our kids don't have this luxury. We need to show them they're safe – now.

²

<https://www.newscentermaine.com/article/news/crime/hate-crimes-in-maine-see-second-high-est-year-in-a-decade-criminals/97-872e9cc2-7d46-4f8c-95ce-80db54858aef>

³ <https://www.justice.gov/hatecrimes/hate-crime-statistics>

NO, A FLAG WON'T SOLVE IT ALL – BUT IT WILL HELP

More-than 50 years ago the LGBTQ+ community started a tradition of symbolism in the month of June which lives strong today. Starting as a memorial and remembrance of the Stonewall Riots, LGBTQ+ Pride month has a rich and long history of being a celebratory and welcoming way that LGBTQ+ people and allies can “refill their cup.” As politics and public opinion ebb and flow, the coming-together and visibility of the month’s events serve to show all that we are not alone – and our youth that they are supported. This message has power.

As Councilor Ortiz mentioned last week, the inclusion of the Pride Flag at Biddeford City Hall for the Month of June last year galvanized the community and youth. Despite the world around us, Biddeford felt like a safe bubble for all. The High School LGBTQ group approached Councilor Ortiz and Heart of Biddeford for help, and this year they’re working with our group of adult citizens and business owners to arrange several weeks of Pride events here in Biddeford.

This is in contrast to the year before, when the flag was only flown for one day. If you were unable to attend, you can view the public commentary at the [2021 flag raising here](#). We need to not step backwards -- especially at this point of crisis.

SCIENCE SHOWS US REPRESENTATION MATTERS

Maine’s own Bates College has hosted ground-breaking work on the value of representation, finding that minority children who see depictions of self are more-likely to have higher self esteem and majority children who see depictions of minority groups are more likely to have pro-social attitudes into adulthood.⁴

While this research has only debuted in the last 10 years, the original designer of the rainbow Pride flag understood it well after living through the U.S.’s bicentennial. Designer Gilbert Baker created the rainbow Pride flag in 1978 after seeing the impact of the symbolism of the American flag during the U.S. bicentennial. "I thought of flags in a new light. I discovered the depth of their power, their transcendent, transformational quality. I thought of the emotional connection they hold."⁵

He picked the rainbow as a universal and strong multi-cultural symbol, “A Rainbow Flag was a conscious choice, natural and necessary. The rainbow came from earliest recorded history as a symbol of hope. In the Book of Genesis, it appeared as proof of a covenant between God and all living creatures. It was also found in Chinese, Egyptian and Native American history.”

REPRESENTATION – IN FRONT OF CITY HALL – SHOWS OUR KIDS WE SUPPORT WHO YOU ARE

Help us show the 64% of LGBTQ+ youth who don’t think their community supports them that they matter. Please help us all show them we’re a safe and supportive community for the whole month of Pride by allowing this exception to the new Biddeford Flag Policy and flying the Progress Pride flag for all of June.

⁴

https://www.researchgate.net/publication/256976204_Acculturation_and_social_attitudes_among_majority_children

⁵ <https://gilbertbaker.com/rainbow-flag-origin-story/>

City of Biddeford Flag Display Policy

1. PURPOSE

It is the intent of the City of Biddeford to establish a citywide policy, which follows the United States and State of Maine provisions governing the display of flags, including the United States flag, the State flag, the City flag, and the POW/MIA flag. Any additions must be approved by the Biddeford City Council as per Section 4.

2. REFERENCE

United States and State of Maine provisions governing the display of flags. These can be found in the United States Code, Title 4, Chapter 1 and the Maine Statutes Annotated, Title 1, Chapter 9 (hereinafter “Flag Code and Protocol”).

3. APPLICATION

This Policy applies to all buildings owned or controlled by the City of Biddeford and all individuals employed by or who volunteer with the City of Biddeford, unless a provision of the policy conflicts with a contract or statute (e.g., Collective Bargaining Agreement, Civil Service Rule, or Memorandum of Understanding, etc.).

4. GUIDANCE

a. Display and Care of Flags:

The City of Biddeford follows the Federal and State of Maine Flag Code and Protocol governing the display and care of flags.

b. Display of Additional Flags Indoors or Outdoors:

- i. In addition to the above flags, other “Special Flags or Banners” may be displayed on either the flagpole located on the left side of City Hall directly outside of the Mayor’s office or other available flagpoles. Such Special Flags or Banners may only be displayed upon approval from the Biddeford City Council.

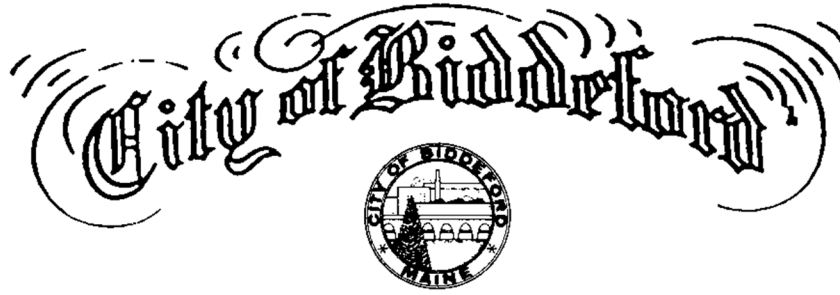
1. Examples of Special Flags or Banners include, but are not limited to, sister city flags, Heritage Month flags (e.g., Black History Month, Pride Month, Asian/Pacific American History, National Hispanic Heritage, and Indigenous peoples’ heritage), flags received in recognition of awards, flags received from visiting groups, or flags designating an event or accomplishment.

2. When selecting or approving a request for flying a Special Flag, the City Council shall consider and make a determination that the Special Flag meets at least one or more of the following criteria:

- a. Whether the United States or State of Maine has recognized the flag through statute or proclamation;

- b. Whether the flag represents an organization dedicated to the public good for the Citizens of Biddeford;
 - c. Whether the flag represents a National, State, or City interest;
 - d. Whether the flag is an historic American flag that has or continues to have a primary positive message of American history and unity;
 - e. Whether the flag promotes unity and community with another city, state, country, or other jurisdiction; or
 - f. Whether the flag represents a positive interest or value worthy of public recognition.
 - ii. Unless otherwise stated or determined by the City Council, all Special Flags or Banners shall be flown or displayed for a limit of ~~thirty~~ seventy (307) contiguous calendar days after a defined start date. Requests may be submitted no more than ninety (90) days prior to the defined start date.
 - iii. The same Special Flag or Banner may not be flown more than twice every calendar year. Special Flags or Banners will be considered to be the same if they have the same design and/or represent the same organization or interest.
 - iv. The Mayor has the discretion to fly an appropriate flag, as per the criteria listed in 4.b.i.2., above, for a single day if he or she determines that a public purpose is served by flying the flag.
 - v. Any Special Flag or Banner flown from a flagpole at City Hall must not be larger than the flag of the United States of America and must be located beneath the flag of the United States of America when flown on the same staff.
- c. Display of the Flags at Half-Staff
- 1. All flags shall be flown at half-staff as prescribed or consistent with this policy or as directed by the proper federal or state officials.
 - 2. In addition to any federal or state protocols or directions, the Mayor (or designee) or council president in the absence of the mayor, may order the City of Biddeford flag to be flown at half-staff for one week under the following circumstances:
 - a. On the death of any of the following individuals:
 - i. Biddeford Mayor, ex-Mayor, or Mayor-elect;
 - ii. Current member of Biddeford City Council;

- iii. Current head of any City Department or current employee;
 - iv. Any other local official, citizen, or other individual deemed by the Mayor to have made significant contributions to the benefit and welfare of the City and citizens of Biddeford.
 - b. Any instance where a City of Biddeford employee has been killed in the line of duty or has died as a direct result of injuries incurred while in the performance of official duties.
3. The Mayor shall state the reason or name of the individual in whose honor the flag or flags have been or are to be lowered to half-staff at the first available public meeting of the Biddeford City Council.



2022.57 **IN BOARD OF CITY COUNCIL... MAY 16, 2023**
BE IT ORDAINED, by the City Council of the City of Biddeford that *Ch. 2 – Administration, Art. IV – Boards, Committees, Commissions, Div. 6 – Downtown Development Commission, Sec. 2-254 Functions and Purposes*, be amended by adding or adding and ~~deleting~~ or ~~deleting~~ as follows:

Sec. 2-251 Established.

The Biddeford Downtown Development Commission is hereby established.

Sec. 2-252 "Commission" defined.

Unless otherwise indicated, the term "Commission," as used in this division, shall mean the Biddeford Downtown Development Commission.

Sec. 2-253 Composition; appointment of Commissioners; terms of office; removal of members.

(a) The Commission shall consist of 9 members, referred to in this division as "Commissioners." Such Commissioners shall be nominated by the Mayor and confirmed by the City Council.

(b) Commissioners shall serve for three-year terms. The terms of each Commissioner shall be staggered so that no more than three Commissioners' terms shall expire in the same year.

Any Commissioner appointed to fill a vacancy for which more than half of the unexpired term remains shall be deemed to have served one full term.

(c) A Commissioner shall automatically be removed from office in the event that he or she no longer is a resident of the City of Biddeford or is absent for three consecutive regular meetings without being excused by the Chair.

Sec. 2-254 Functions and purposes.

It shall be the function of the Downtown Development Commission to:

(1) Encourage and promote the expansion and development of existing commercial firms downtown and to promote and encourage the location of new commercial firms downtown.

~~(2) Through the Planning and Development Department, establish and maintain files of data and information of interest and assistance for downtown publicity and marketing.~~

~~(3)~~ (2) Review downtown ordinances and recommend revisions to the Policy Committee.

~~(4)~~ (3) Serve as coordinator for such boards, merchant groups, commissions and City departments as shall be established from time to time to provide analysis and make policy recommendations to City Council and other City committees, commissions and boards. relating, but not limited to downtown ~~parking, traffic circulation, historic districts~~ land use, ~~public utilities~~, landscape, streetscape and ~~a downtown comprehensive plan; hold downtown promotions and events;~~ to promote and implement downtown beautification and cleanup projects if needed. Generally, to enhance downtown as a desirable place to live, work or visit.

~~(5) Work with the Planning and Development Department to gather, correlate and preserve records, statistics, surveys and other data relating to downtown land classifications and uses, buildings, commercial firms, labor, and such matters that will enable it to carry out its functions and purposes.~~

(4) Promote downtown Biddeford as a destination for visitors, including but not limited to, emphasis upon the arts, history and cultural sectors, especially by cultivating a diverse downtown environment.

(5) Develop new policies to support the function and purpose of the Downtown Development Commission, for consideration by the Policy Committee and City Council.

(6) Perform such other functions as may be required or delegated by the Mayor ~~and or~~ City Council.

Sec. 2-255 Filling of vacancies.

Vacancies on the Commission shall be filled for the remainder of the term in the same manner as original appointments are made.

Sec. 2-256 Quorum.

A simple majority of Commissioners shall constitute a quorum.

Sec. 2-257 Required vote.

The Commission shall act by majority vote of those present and voting.

Sec. 2-258 Annual election of Chairman.

The Commission shall hold a meeting at the beginning of each calendar year for the purpose of electing a Chair. The Chair shall not vote except to break a tie.

Sec. 2-259 Management of Commission.

The management of the Commission shall be vested in the Commissioners appointed and confirmed in accordance with Section 2-253. The Commission shall be staffed by the Director of Planning and Development or designee.

Sec. 2-260through Sec. 2-261. (Reserved) [1]

[1] Editor's Note: Former Section 2-260, Nomination of Director, as amended, and former Section 2-261, Director to perform assigned duties, were repealed 3-21-2013 by Ord. No. 2013.13.

Sec. 2-262 Director to supervise Commission activities.

The day-to-day operation and administration of the Commission shall be under the supervision of a Director.

Sec. 2-263 Chair to submit budget, reports.

Annually, the Commission Chair shall, on or before January 1 of each year, submit a budget for the ensuing year and submit reports as requested to the Commission and Council.

~~**Sec. 2-264 Director, Chairman to execute contracts and agreements.**~~

~~All contracts, agreements and other matters entered into under the authority contained in this division shall be executed by the Director and Chairman of the Commission with Mayor and Council approval.~~

Sec. ~~2-265~~2-264 Authority to establish subcommittees.

The Commission may from time to time establish subcommittees composed of such persons as the Commission shall desire to provide advice and counsel on downtown matters.

Sec. ~~2-266~~2-265 Authority of Council to assign powers, duties.

The Council may assign additional powers and duties to the Commission as it deems necessary.

Sec. ~~2-267~~2-266 Designation as agent for City.

The Council may from time to time designate the Commission to serve as agent for the City in matters relating to other cities and towns, persons or corporations.

Sec. ~~2-268~~2-267 Expenditures.

All Commission expenditures shall comply with the City procurement policies established in the City Code of Ordinances, Procurement, Sec. 2-331 et seq.

Sec. ~~2-269~~2-268 through Sec. 2-280. (Reserved)

NOTE: Blue and green additions reflect Downtown Development Commission (DDC) comments and Policy Committee revisions, respectively. Red and orange deletions reflect DDC and Policy Committee revisions, respectively.

Attest by: _____



Downtown Development Commission

Meeting Date: May 16, 2023

Meeting Time: 6:00 pm

Agenda Item No: 11.c.

Item Description: 2023.57) Amend/ Ch. 2 – Administration, Art. IV – Boards, Committees, Commissions, Div. 6 – Downtown Development Commission, Sec. 2-254 Functions and Purposes

Submitted by: Greg Mitchell, Planning & Development Director

Supporting Information/Documentation:

Draft Revisions to Existing Downtown Development Commission (DDC) Ordinance

Key Terms:

N/A

Executive Summary:

The Downtown Development Commission was created by City Ordinance in 1975 to oversee economic growth in the downtown area of the city. At that time, there was little city staff to oversee such activities, but over the decades, the increase in city staff and the establishment of the Heart of Biddeford (HOB) has changed the role of the DDC. This new ordinance better reflects its function and purpose today.

Detailed Review:

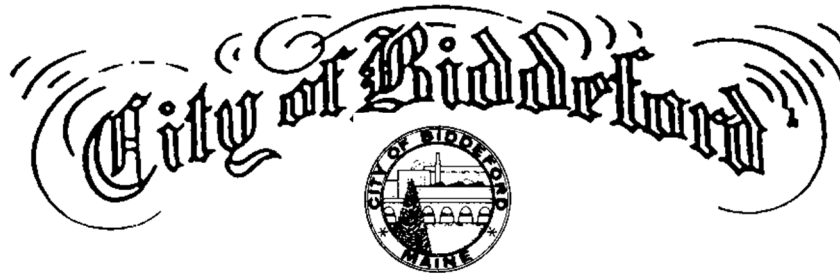
The administrative sections of this ordinance have remained intact from the original version. However, *Section 2-254 Functions and Purposes* has been revised. Functions that are no longer required of the DDC have been removed. In its place, broader functions have been inserted that allow the DDC flexibility to pursue a variety of projects or programs benefitting downtown as an attractive place to live, do business, or visit. These revisions allow the DDC to more easily carry out discrete projects, such as investigating the feasibility of a farmer's market in the downtown, and are better suited to the purview and authority of the DDC. This change has gone before the Policy Committee and approved with minor changes to the revisions. Additions requested by Policy can be seen in green. Deletions requested by Policy can be seen in orange.

Funding Source:

N/A.

Staff Recommendation:

The DDC has reviewed and approved these revisions at its November 21, 2022 meeting. Staff recommends approval of this draft ordinance revision. This draft was approved by the Policy Committee with changes on April 25, 2023.



2023.58

IN BOARD OF CITY COUNCIL... MAY 16, 2023

BE IT ORDERED, that the 2023 Biddeford Comprehensive Plan be adopted in its entirety as presented.

Attest by: _____



City Council

Meeting Date: May 16, 2023

Meeting Time: 6:00 pm

Agenda Item No: 11.d

Item Description: 2023.58) Adoption/2023 City of Biddeford Comprehensive Plan

Submitted by: Greg Mitchell, Planning & Development Director

Supporting Information/Documentation:

2023 City of Biddeford Comprehensive Plan with appendices

Key Terms:

N/A

Executive Summary:

- Review and adoption of the 2023 City of Biddeford Comprehensive Plan

Detailed Review:

The City of Biddeford has been engaged in an ongoing effort to create a new Comprehensive Plan for our community. The Comprehensive Plan is an important and influential long-term visioning document. It serves as the City's "blueprint" for the next 10 to 15 years, and provides policy guidance for a host of elements and goals from guiding growth and development to addressing ongoing local and regional challenges facing our community.

The development of the city's new Comprehensive Plan has been informed by a robust, year-long community engagement process as well as direct input from the Planning Board, City Council, City established groups (Climate Action Task Force, Historic Preservation Commission, Conservation Commission, Citizen Advisory Committee), local stakeholders and city staff. Additionally, the Southern Maine Planning and Development Commission planning staff reviewed and provided input on the City Comprehensive Plan Chapters to ensure compliance with State of Maine Growth Management law. Lastly, all Comprehensive Plan Chapters were posted on the Our Biddeford website providing opportunity for public input which has been incorporated throughout the drafting process.

The Comprehensive Plan was drafted in stages beginning in the fall of 2022. Each section of draft chapters was presented to the Planning Board for feedback and subsequent revision.

Presented here is the final draft of the Comprehensive Plan Document. This document includes 15 chapters:

1. Vision Statement
2. Demographics
3. Public Engagement
4. Regional Coordination
5. Future Land Use
6. Economy
7. Housing
8. Transportation
9. Recreation & Open Space
10. Historic, Cultural & Archaeological Resources
11. Public Facilities
12. Agricultural & Forest Resources
13. Marine Resources
14. Climate Change
15. Fiscal Capacity & Capital Improvement Plan

Each of these chapters has been built upon public engagement and drafting work done throughout 2020 and 2021. Each chapter has been reviewed and revised based on feedback and comments received from the Planning Board, city-sponsored groups and members of the public over a period of six months from September 2022 through March 2023.

In addition to Planning Board workshops, chapters of the Comprehensive Plan were presented to the Biddeford Conservation Commission on December 15th, February 16th, and March 16th, 2023.

Feedback received from the Conservation Commission, Historic Preservation Commission, Affordable Housing Task Force and Climate Task Force was incorporated into the final draft of the Comprehensive Plan.

On April 5th, 2023, the Planning Board recommended, to the City Council, adoption of the 2023 City Comprehensive Plan. Following City Council Plan adoption, it will be sent to the State Department of Agriculture, Conservation and Forestry for review to determine compliance with State of Maine Growth Management Legislation.

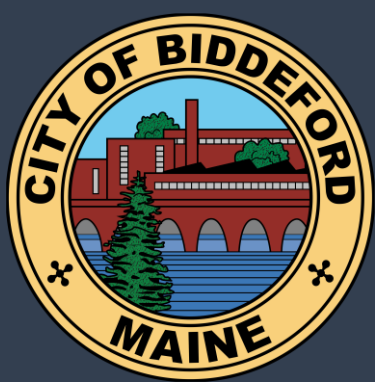
Funding Source:

The 2023 City Comprehensive Plan is a policy document. Financial appropriations will be handled, by the City Council, separate from City Council adoption of the Plan.

Staff Recommendation:

City staff recommends the City Council adopt the 2023 City Comprehensive Plan as presented and authorize staff to submit it to the State Department of Agriculture, Conservation and Forestry for review to determine compliance with State of Maine Growth Management Legislation.

BIDDEFORD'S COMPREHENSIVE PLAN



2023



TABLE OF CONTENTS

1. Vision and Purpose
2. Demographics
3. Public Engagement
4. Regional Coordination
5. Future Land Use
6. Economy
7. Housing
8. Transportation
9. Historic & Cultural Resources
10. Recreation & Open Space
11. Public Facilities
12. Agricultural & Forest Resources
13. Marine Resources
14. Climate Change
15. Fiscal Capacity & Capital Improvement Plan
16. Appendices
 - 6A. Economy
 - 7A. Housing
 - 8A. Transportation
 - 9A. Historic & Cultural Resources
 - 11A. Public Facilities
 - 12A. Agricultural & Forest Resources
 - 13A. Marine Resources
 - 14A. Climate Change



1 Vision and Purpose

Our City Today

From the scenic oceanfront to a historic downtown core to timeless farmland and forests, Biddeford is a diverse, growing and thriving city with a strong sense of community, rich history and high quality of life. Biddeford has seen many changes over its 400-year history. From its origins as a small seasonal logging camp, Biddeford grew to become one of the nation's preeminent industrial centers in the 19th century, with textile mills attracting immigrants from many different countries and cultures. Today, those same textile mills are once again bringing vitality and opportunity to Biddeford and have been a catalyst for our city to thrive in the 21st century.

The City of Biddeford adopted its current comprehensive plan in 1999, which has served as the guiding planning framework for our city for over 20 years. Since then, our city has seen a tremendous amount of growth and change, particularly in our downtown core and historic mill district. In addition, we have seen an increasingly urgent need to address emerging challenges and ensure that our city remains sustainable, equitable and resilient in the face of a statewide housing crisis, sea level rise and climate change.

To help meet those challenges, our city is moving forward with a new Comprehensive Plan that celebrates our past and creates a bold vision for our future.

What is a Comprehensive Plan?

The State of Maine regulates the manner in which communities plan for and regulate growth and development through the Growth Management Program (Title 30-A §4312 et seq.), that was adopted in 1988 along with the Comprehensive Planning and Land Use Act.

This law establishes the State's policies and establishes the rules by which communities may engage in land use planning and regulation. Through this law, the State overrides

each community's home-rule authority and mandates compliance with an overall set of goals, procedures and standards for community comprehensive plans. Aside from the requirement to have a plan, it just makes sense for towns to plan for the future. The process of preparing a comprehensive plan provides an opportunity for residents, community officials and other stakeholders to share ideas about what is important in the community, to identify issues and desirable responses, and to coordinate a town-wide approach to dealing with change. Ideally, the comprehensive plan will reflect consensus views about town policy.

As circumstances change and the community considers changes in its local policies, it is important to frame these considerations in terms of the comprehensive plan. New policies must strive to fit within current and future State requirements plus mesh with other local policies.

Our City Tomorrow

From the beginning, the goal of Biddeford's new Comprehensive Plan was to celebrate the city's many strengths and preserve what makes our city special while creating a strong vision for our community's future. The development of Biddeford's new comprehensive plan has been guided by extensive community engagement and collaboration. Well over 1,500 community members shared their thoughts on the future of our city throughout the year-long public outreach process.

Workshops and surveys engaged with the community on:

- **Housing**
- **Natural Resources**
- **Public Facilities**
- **University of New England**
- **The downtown and mill district**
- **Neighborhood**
- **Climate change**
- **Youth and schools**



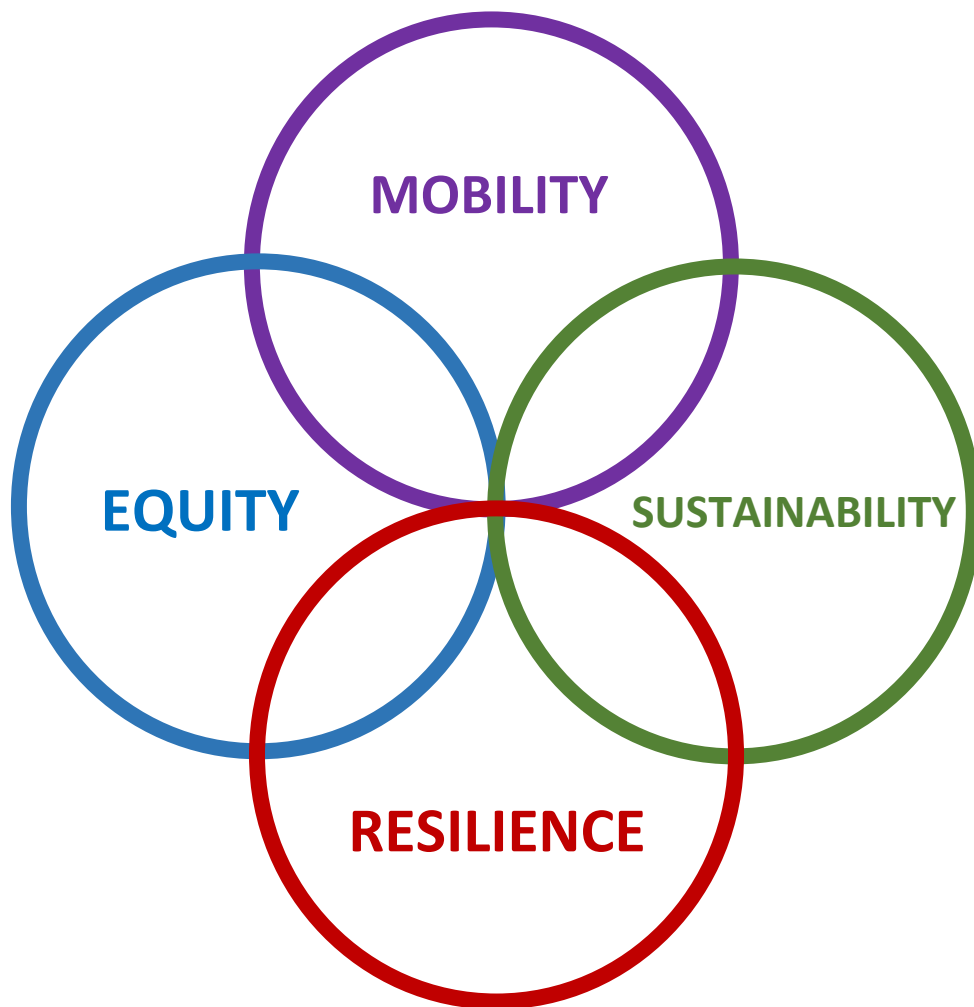
The 2023 Comprehensive Plan recognizes that Biddeford has many unique characteristics that our community values and wants to preserve. Community feedback strongly emphasized the need to protect and enhance access to open space, protect natural resources and respond to the increasing threat of climate change and sea level rise. There was also a strong emphasis on ensuring that our public facilities and services are able to meet the needs of a growing population.

The Comprehensive Plan respects the wide array of diverse environments and neighborhoods within Biddeford, each with their own unique set of characteristics and needs. The plan builds off of the voices of the community and aims to incentivize future growth in areas where it can be more easily accommodated. Additionally, the plan

emphasizes the need to ensure that more growth occurs in areas where it can be served by public transit, bicycle and pedestrian infrastructure. These steps will not only help ensure that future growth in Biddeford is forward-thinking and accessible, but will also help guide future growth to be more equitable, resilient and sustainable.

The 2023 Comprehensive Plan is built around four key goals to help guide planning, investment and decision making in the community.

BIDDEFORD STRIVES FOR...



Mobility

A city where residents are able to freely and easily access their basic needs throughout society regardless of income, wealth, occupation, class, race, religious, or personal belief

Resilience

A city that can resist and adapt to such risks as economic downturns, housing shortages, traffic congestion, disease, hunger, and natural phenomena such as coastal flooding and winter storms.

Sustainability

A city that can meet the needs of the present without compromising the ability for future generations to meet their own needs. For Biddeford to be sustainable, it must focus on maintaining and improving its environmental, economic, and social well-being today to ensure that Biddeford is in a better place in the future

Equity

A city where all people have the resources they need to access the same opportunities as others. For Biddeford, equity recognizes that each person or entity has different circumstances and needs, and that different policies and actions at the local level may be needed for different people in order for them to have the same opportunities as others

Using these key goals as a framework; The 2023 Comprehensive Plan establishes a vision for the future of our community which honors our past, embraces new opportunities and identifies ways to address local and regional challenges.

2 Demographics

1. What's happening?

Biddeford has seen substantial growth and change in recent years. A growing and evolving population is reshaping many aspects of our community as part of the ongoing story of change that has defined Biddeford throughout its history. To move forward as a community, it is important to fully understand how and why our city's demographics are changing, and how Biddeford compares to other communities in our region. This section of the Comprehensive Plan looks at both population and demographics for Biddeford as well as York County and Maine as a whole.

2. Population



Biddeford's population grew by **5.9%** between 2010 and 2020

Year	Population	% Change
1980	19,638	-1.7%
1990	20,710	5.4%
2000	20,942	1.1%
2010	21,277	1.6%
2020	22,552	5.9%

Although it grew slower than the rest of York County... Biddeford was one of the **fastest growing** communities in Maine between 2010 and 2020

Biddeford is the **7th Largest** Community in Maine

Biddeford has
9,198
Households

Average Household Size is
2.3 Persons

749
Population per Square Mile

88.3%
Of residents live in the same
home as 1 year ago

Community	2020 Population	% Change from 2010
Maine	1,385,340	1.7%
York County	211,972	7.5%
Biddeford	22,552	5.9%
Portland	68,408	3.3%
Lewiston	37,121	1.4%
South Portland	26,498	5.6%
Scarborough	22,135	16.8%
Sanford	21,982	5.3%
Saco	20,381	10.1%
Kennebunk	11,536	6.6%
Old Orchard Beach	8,960	3.7%

Source: 2020 Census

Biddeford has seen steady and consistent growth for over 30 years. However, the pace of population growth notably increased in both Biddeford and surrounding communities in Southern Maine between 2010 and 2020.

Biddeford's growth is a largely a result of both increasing migration into the region by out-of-state residents and regional population shifts as residents of the "core" of the Portland metropolitan area seek lower-cost living options in communities with high quality of life that are still close to regional centers of employment and recreation.

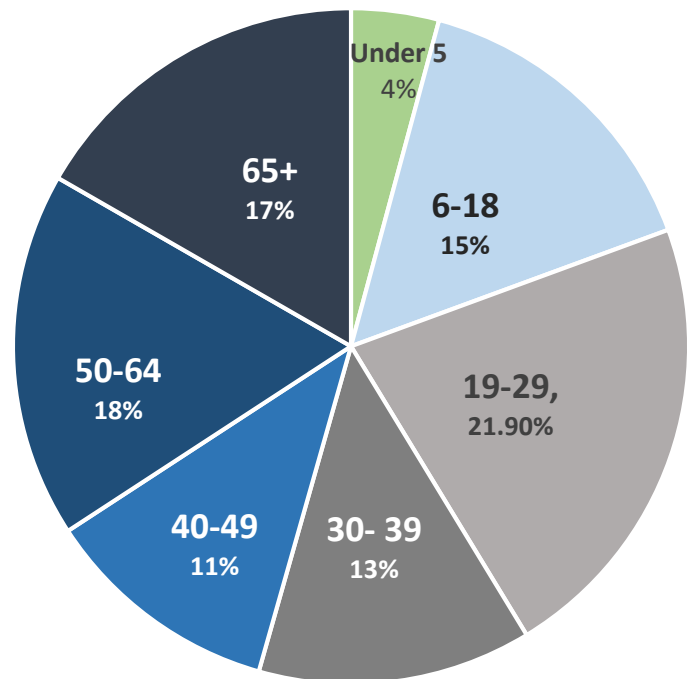
3. Age and Gender

50.4%
Female

36.2
Median Age

Biddeford is the **Youngest**
Community in York County

88.3%
Of residents live in the same
home as 1 year ago



**Biddeford's Age
Distribution**

Area	Median Age
Maine	44.6
York County	45.2
Biddeford	36.2
Saco	43.1
Portland	37.6

Source: ACS 5-Year Estimates 2016-2021

2011
Residents
over 65 **14.9%**

2021
Residents
over 65 **16.7%**

2011
Median Age - **37.1**

2021
Median Age - **36.2**

2-3

Biddeford has a relatively even distribution of ages living in our community. Biddeford is younger than both York County and the State of Maine as a whole, with the lowest median age of any community in York County. This can be partially attributed to the presence of the University of New England, which increases the number of younger residents. This may also be the result of increased in-migration by younger individuals and families moving into new residential space in the Mill District.

While Biddeford's median age decreased between 2011 and 2022, the percentage of residents over the age of 65 increased slightly. This is in line with regional and state trends of aging populations.

4. Race, Ethnicity and Language

Like many communities in Maine, the large majority of Biddeford's population is White. However, the demographics of the community and state have slowly shifted to become more diverse in recent years.

Community	% White	% Black or African American	% Hispanic / Latino	% American Native	% Asian
Maine	94.2	1.8	2.0	0.7	1.4
York County	95.1	1.2	2.0	0.3	1.5
Biddeford	91.8	1.3	2.7	0.1	2.6
Portland	83.0	8.9	2.4	0.2	4.1
Lewiston	83.4	7.3	2.2	0.2	2.0
South Portland	88.3	5.2	2.9	0.3	2.1
Scarborough	92.6	0.2	2.2	0.6	2.8
Saco	90.9	1.2	1.7	0.4	1.8
Kennebunk	93.4	0.1	3.4	0.1	2.7

Source: 2020 Census



Hispanic & Latino residents make up the 2nd largest ethnic group in Biddeford

3.6% of Biddeford Residents are Foreign Born

Biddeford is more diverse than York County and Maine as a whole

Language Spoken at Home

Language	Number of Speakers	% of Population
English	19,025	88.9
Spanish	212	1.1
Other Indo-European	1,853	8.7
Asian & Pacific Languages	302	1.5

59% Of residents who speak a language other than English at home are over the age of 65

Source: 2020 Census

Arabic is the second most spoken language among students in the Biddeford School System; followed by Spanish, Portuguese and French

Source: Biddeford School System

5. Education

2,308

Students Enrolled in Biddeford
Public Schools in 2022-23

8.8%

of Biddeford residents have a
Master's Degree or PhD

Biddeford has **lower** educational
attainment than the rest of York
County

Community	% with High School Diploma	% with Bachelor's Degree or more
Maine	93.7	33.6
York County	94.4	32.8
Biddeford	93.8	27.2
Portland	94.2	56.5
Lewiston	88.1	21.3
South Portland	95.9	46.3
Scarborough	97.8	55.0
Sanford	91.2	21.3
Saco	94.5	40.7
Kennebunk	97.7	45.2

Biddeford Public School Enrollment by Grade	
Grade	2022-2023 Enrollment
Pre-K	73
K	176
1	197
2	156
3	179
4	175
5	136
6	164
7	198
8	146
9	163
10	172
11	174
12	199
TOTAL	2308

Biddeford School System Enrollment by School	
Facility	2022-2023 Enrollment
Biddeford High School	708
Biddeford Middle School	644
Biddeford Intermediate School	354
Biddeford Primary School	353
JFK School	265

Source: Biddeford School System

6. Income and Economy

\$58,142

Median Household Income

63.3%

Population in Civilian
Workforce

\$278,350

Median value of owner-
occupied homes

13.3%

Population living below the
poverty line

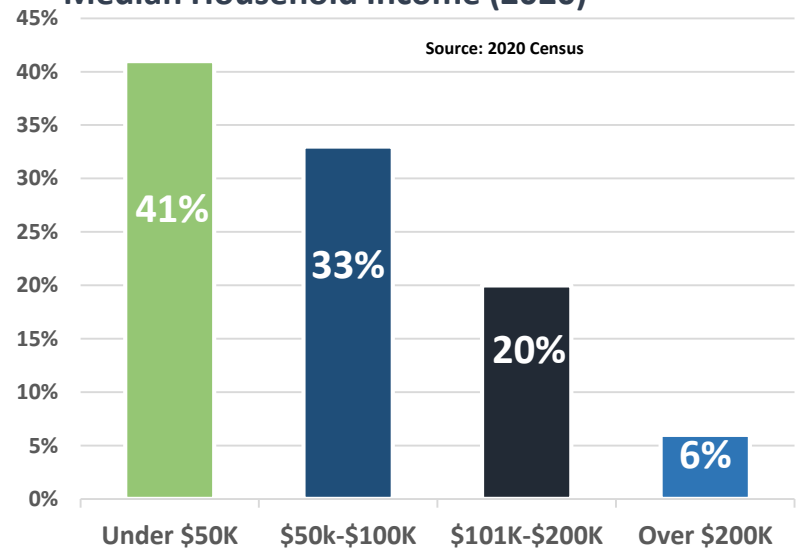
Although still lower
than the County
Average, Biddeford's
Median Income has
risen **faster** than the
rest of York County
from 2010-2020

Community	Median Household Income	Per Capita Income	% Below Poverty
Maine	\$63,182	\$36,171	11.5
York County	\$73,856	\$39,450	8.3
Biddeford	\$58,142	\$33,413	13.3
Portland	\$66,109	\$42,960	12.7
Lewiston	\$48,069	\$27,856	16.3
South Portland	\$73,899	\$42,822	6.1
Scarborough	\$105,960	\$56,863	3.7
Sanford	\$65,671	\$32,648	9.5
Saco	\$72,700	\$40,927	9.3
Kennebunk	\$88,865	\$47,197	6.2
Old Orchard Beach	\$55,766	\$45,572	10.6

Source: ACS 5-Year Estimates 2016-2021

Biddeford's Income Distribution

Median Household Income (2020)



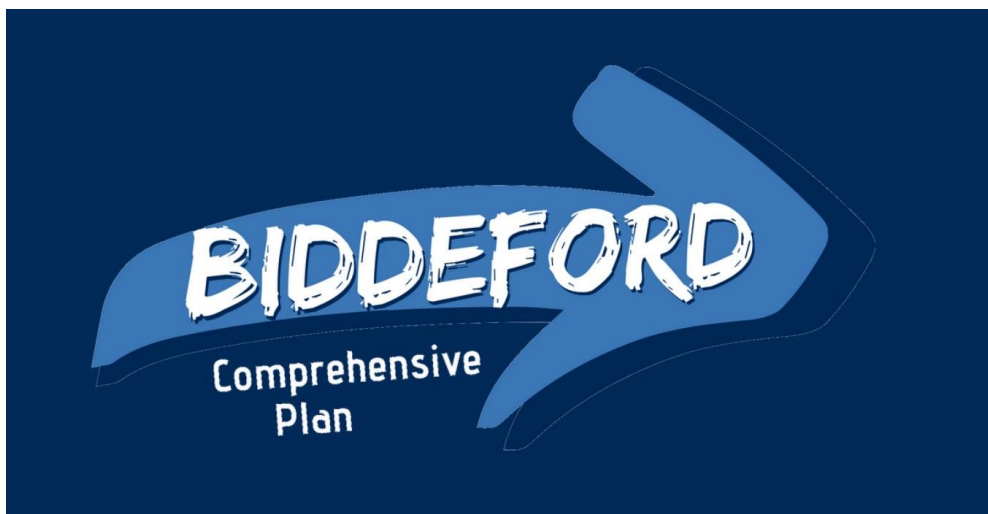
Biddeford's median and per-capita income is lower than Maine as a whole and notably lower than surrounding communities in both York and Cumberland Counties. Biddeford also has a higher overall percentage of the population living at or below the poverty line compared to surrounding communities.

However, Biddeford's overall per-capita and median income for families and households grew at a slightly faster than some other surrounding communities between 2010 and 2020.

3 Public Engagement

1. What's Happening?

Public Engagement is crucial to a Comprehensive Plan in order for the plan to be reflective of the community. City of Biddeford staff, Planning Board members, and members of other City committees and commissions worked together to pursue a robust public engagement process throughout 2021. The information received from the public was used to inform the content of the plan, particularly the Core Values and the Goals, Policies, and Strategies. As part of the development of the Comprehensive Plan, Biddeford pursued a robust, transparent, and inclusive civic engagement process. The Planning Board, with staff, developed a Public Engagement Plan (PEP), as well as a PEP Advisory Committee to facilitate the civic engagement program.



2. Community Engagement By the Numbers

1,500+

community members engaged
during the public process

53

residents participated in
focus groups

25

members on the
Advisory Committee

1,212

responses to the
Community Survey

30

participants in the April
2022 public sessions

40+

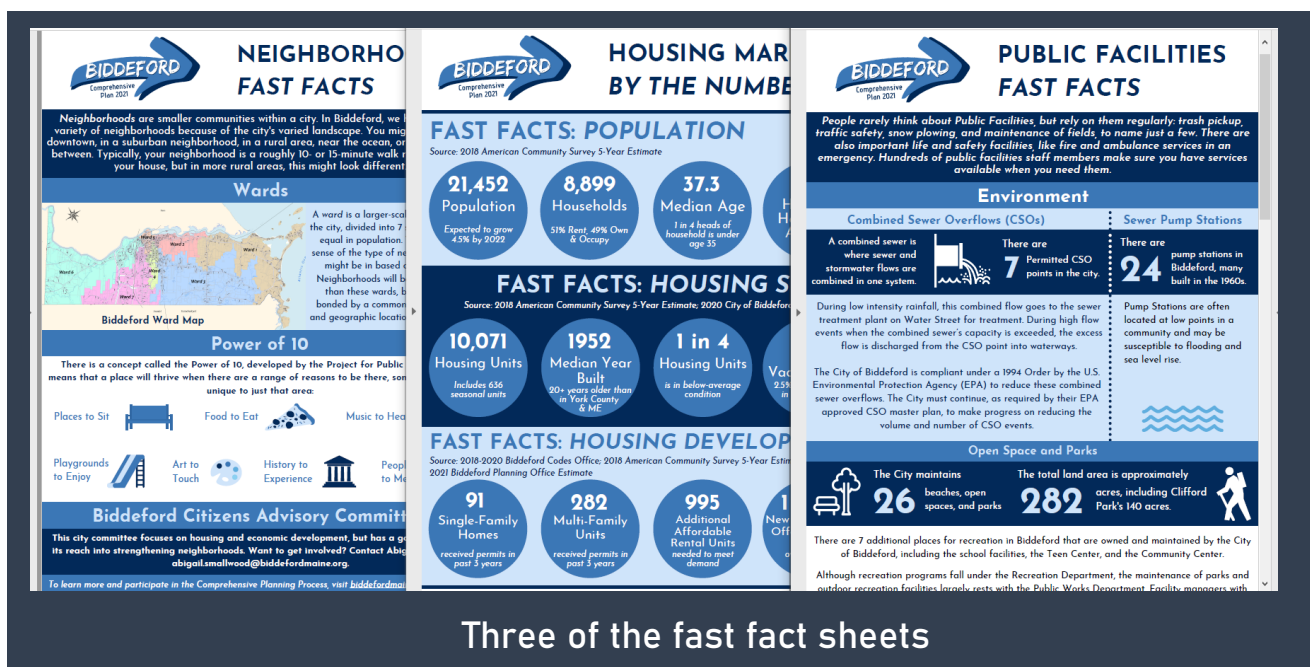
public engagement
opportunities

The Planning Board and staff identified eight major topics, and each topic was assigned a Planning Board member, a City staff member, and a member of a City Committee/Commission. The eight topics were Neighborhoods, Housing, Downtown Mill District, Climate Change, Natural Resources, UNE Integration, Youth and Schools, and Public Facilities.



Eight major topics for the Comprehensive Plan

For each topic, a fast fact sheet, an overview video, and a survey were developed. The Fast Fact sheets and the overview video gave a brief introduction to the topic, so community members had basic information before taking the survey.



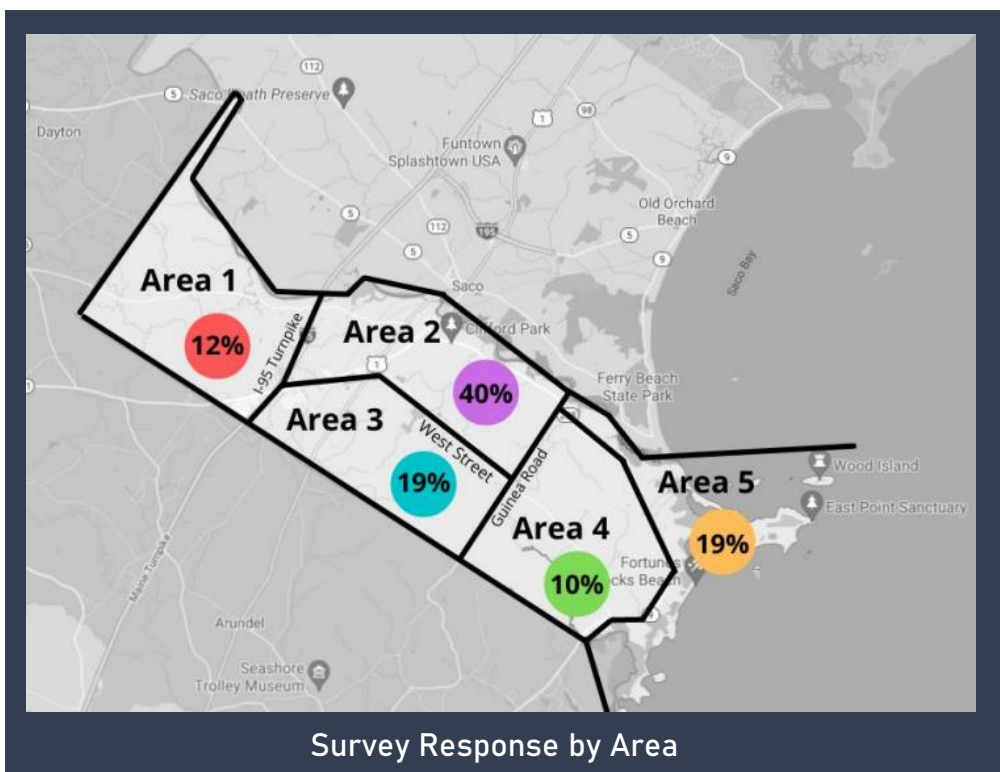
Three of the fast fact sheets

The surveys were released on a weekly basis on the MetroQuest survey platform, a platform designed specifically for municipal and transportation planning. Surveys stayed open for at least 3 weeks (average: 7 weeks), and there were 1,308 responses total over the eight surveys. We expect that some people took multiple surveys, so this number is not unique individuals. The highest responses were for the Neighborhoods, Downtown, and Housing surveys.

PEP Advisory Committee members reviewed and analyzed the results to determine major takeaways and to develop follow-up questions for focus groups. There was one focus group for each topic. The input received at these meetings was compiled into a summary sheet on each topic.

From all the feedback received on these topics, a Community Survey was compiled to go into more detail and to get feedback from a broader section of the community. The survey was available online and on paper in September 2021. Paper copies were mailed to every address in Biddeford. There were 1,212 responses to this survey. There was a follow-up presentation of the results, including an analysis of the differences between Biddeford's population and those who took the survey. The survey was not intended to be representative of the population, but the information was shared in order to contextualize the responses.

From all the information gathered, the existing Goals, Policies, and Strategies for each section were updated, and there were three public sessions in April 2022 to determine level of support and interest in the identified strategies.



In general, there was support for the strategies – nothing scored below neutral (3 on the 5-point scale), and 91% scored ‘somewhat support’ (4) or higher on average. Staff will look into the items that scored above a 4.5 on average and determine whether to prioritize some of these items in the implementation of the Comprehensive Plan.

Throughout the process, opportunities for engagement were promoted a variety of ways:

- Biddeford Beat, the City’s weekly email newsletter
- City of Biddeford Facebook and Twitter
- Our Biddeford, the City’s engagement platform
- Direct mail to Biddeford addresses
- Courier newspaper ads and articles
- Comprehensive Plan email list
- Updates on the front page of the website
- Partner organizations such as Heart of Biddeford

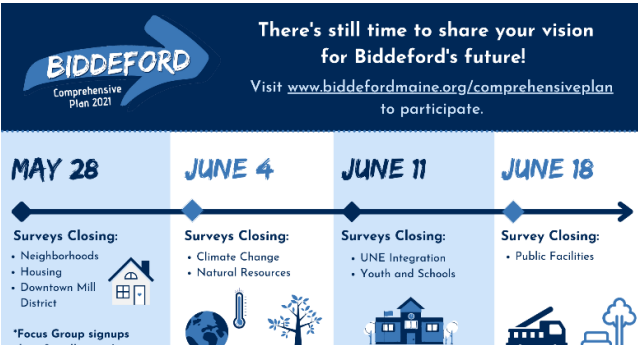


Biddeford Residents:
We want to hear from you as we develop a shared vision for the future Biddeford!

Please help us by taking a survey about
Neighborhoods

www.biddefordmaine.org/compplan
Call 207-284-9115 for paper survey

One of the advertisements posted in the Courier promoting the topic-based surveys



There's still time to share your vision for Biddeford's future!
Visit www.biddefordmaine.org/comprehensiveplan to participate.

MAY 28	JUNE 4	JUNE 11	JUNE 18
Surveys Closing: • Neighborhoods • Housing • Downtown Mill District	Surveys Closing: • Climate Change • Natural Resources	Surveys Closing: • UNE Integration • Youth and Schools	Survey Closing: • Public Facilities

*Focus Group signups close for all topics!

Timeline shared through social media



We want to hear from you! Tell us how you use Biddeford's public facilities and how we can improve them.

Step 1: Watch a [short video](#) to learn about the importance of public facilities. Public facilities include the many systems that few people think about but rely on daily: streets and pedestrian infrastructure, public safety systems, parks and beaches, and Public Works systems like trash pickup and snow removal, to name just a few.

Step 2: Check out this [fact sheet](#) to learn more about Biddeford's public facilities.

Step 3: Click [this link](#) to take a quick survey to share your priorities for protecting and conserving Biddeford's natural resources. The survey will be available until June 18.

Step 4: Stay involved! [Sign up for email updates](#) about future opportunities to participate.



Learn more about Biddeford's Public Facilities in this video.

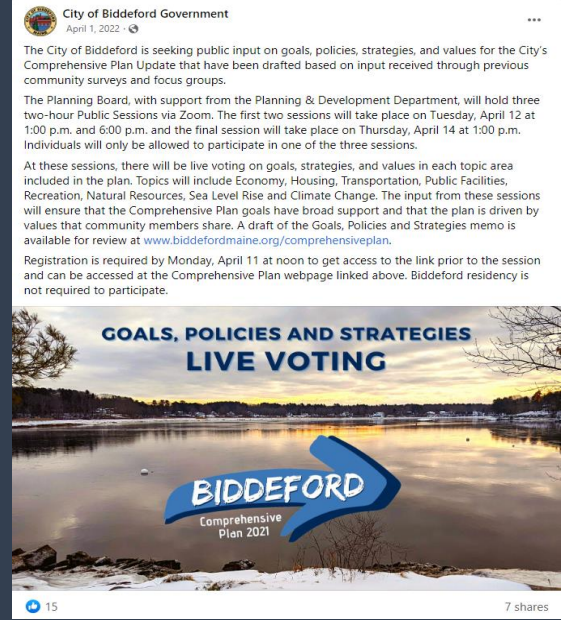
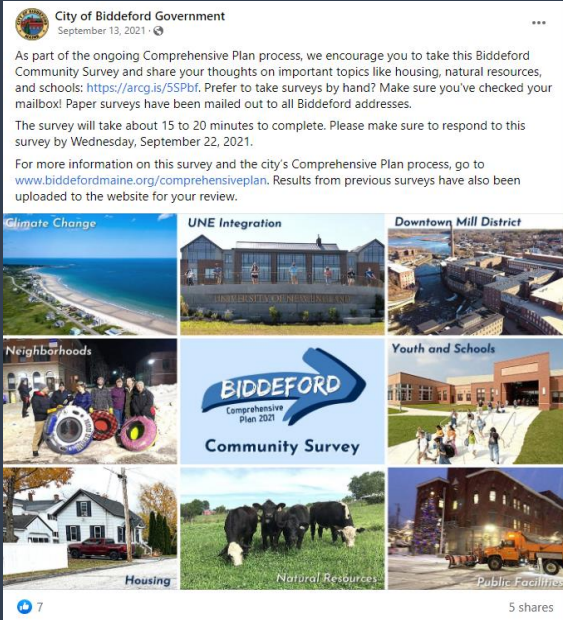
[TAKE THE SURVEY](#)



www.biddefordmaine.org/comprehensiveplan

Why should you participate in the Comprehensive Plan update? Members of our Public Engagement Process Committee, who have been working with City staff to prepare surveys, fact sheets, and videos about topics in the plan, will tell you!

Focus group recruitment in Biddeford Beat



Social Media Posts about the Comprehensive Plan

Additionally, due to high interest in affordable housing identified through the Comprehensive Plan process and regular citizen engagement with City officials and staff, the Mayor formed an Affordable Housing Task Force that met during 2022 to assess the current reality of housing in Biddeford, collect feedback from the community on affordable housing, and compile data. From this information, the Task Force made recommendations in a Final Report approved on January 4, 2023. The Report went to City Council for action on January 24, 2023, and implementation steps will follow.

Community Engagement:

What Comes Next?

The City of Biddeford is committed to continuing implementation and updates as necessary to the Comprehensive Plan during the 10 years that it is in effect. With Biddeford's rapid growth, it is vital that this plan is a living document. Residents are encouraged to contact the Planning and Development Department with questions and ideas and updates that would affect the information in the plan and the goals based on that information.

Civic engagement is vital to the community, so that this plan and the work of the City reflects the values and goals of those who live here.

Some specific projects moving forward are as follows:

In Fall 2022, City staff and the Citizens Advisory Committee (CAC), in partnership with the Mayor and City Councilors, launched a series of Ward meetings as a way to connect with residents in order to share updates and hear questions, concerns, and ideas.

Moving forward, staff and CAC, which is the designated committee to oversee the spending of Community Development Block Grant (CDBG) funds, plan to hold Ward meetings on a yearly basis, as well as more targeted neighborhood meetings and walks. Additionally, every five years, staff and the CAC put together a Consolidated Plan for CDBG funds, which sets goals for the next five years. CDBG funds are targeted toward low-to-moderate income residents in a variety of ways. Public engagement is a key component of creating the plan, so that funding goes towards projects supported by the community, particularly those who are low-to-moderate income. There is a new Consolidated Plan being written in spring 2023, which will launch in July 2023, and the next plan will be written for launch in July 2028.

The City is in the process of completing a Climate Action Plan. In October 2020, City Council passed a Climate Emergency Resolution, which led to the formation of the Climate Task Force. This group is tasked with creating an action plan that focuses on adaptation, mitigation, and sustainability strategies that address the real effects of climate change that threaten our coastal community. Southern Maine Planning and Development Commission (SMPDC), the regional council of governments focused on planning and development, is leading a cohort of communities to create their Climate Action Plans – Biddeford, Kennebunk, Kennebunkport, and Kittery. Public engagement is an important part of this process and there will be numerous opportunities to

participate in 2023. Biddeford's Climate Action Plan is expected to be completed in September 2023. At that time the City's focus will shift to implementation of strategies established by the plan to reduce carbon emissions.

Other public engagement efforts will develop based on needs in the community.

4 Regional Coordination

What's Happening?

As the largest city in York County, Biddeford serves as an important regional service center, employment center. Biddeford's needs are closely linked with those of its surrounding communities and the Southern Maine region. Biddeford works closely with a number of regional partners throughout York and Cumberland Counties on a wide range of issues including public safety, resource management, conservation, housing, economic development, climate change and transportation. Working closely with communities and organizations in our area helps Biddeford address regional challenges effectively and creates new opportunities for everyone in our region.

Biddeford is a key partner in these regional organizations and planning efforts:

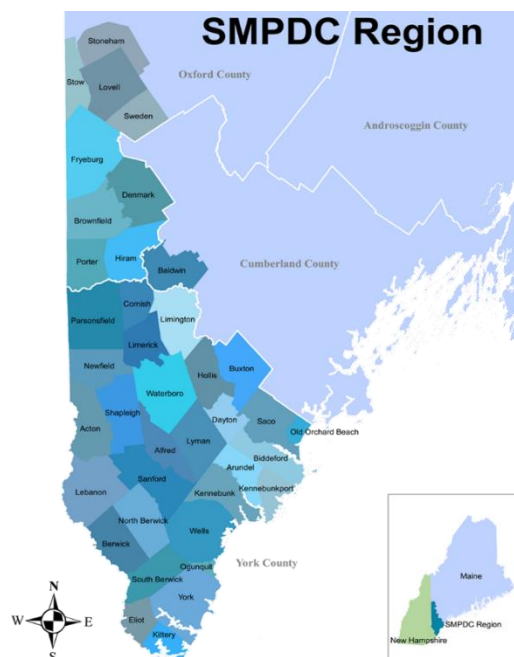
1. Regional Planning & Transportation

Southern Maine Planning & Development Commission (SMPDC)

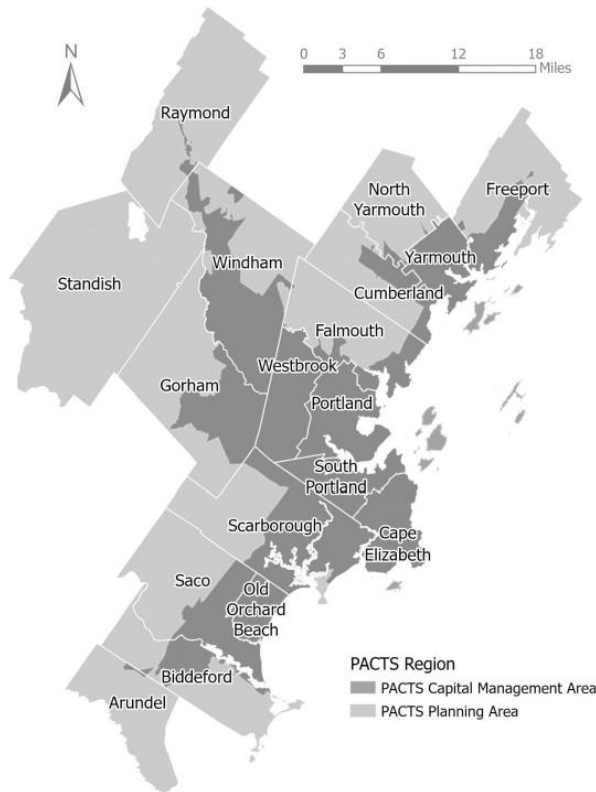
SMPDC is non-partisan nonprofit organization that cultivates thriving, sustainable communities and strengthens local governments by leading planning and economic development for 39 member towns in Southern Maine.

SMPDC Provides a wide range of planning services to communities in York and Southern Oxford counties.

The city of Biddeford works closely with SMPDC on a wide range of planning and Development issues including transportation, brownfield development, conservation and climate resilience.



4-1



PACTS Planning Area, PACTS Capital Management Area

Portland Area Comprehensive Transportation System (PACTS)

The Portland Area Comprehensive Transportation System (PACTS) is a federal metropolitan planning organization that coordinates transportation planning and investment decisions with the state, municipalities and public transportation partners. It directs the spending of more than \$25 million in transportation funding each year.

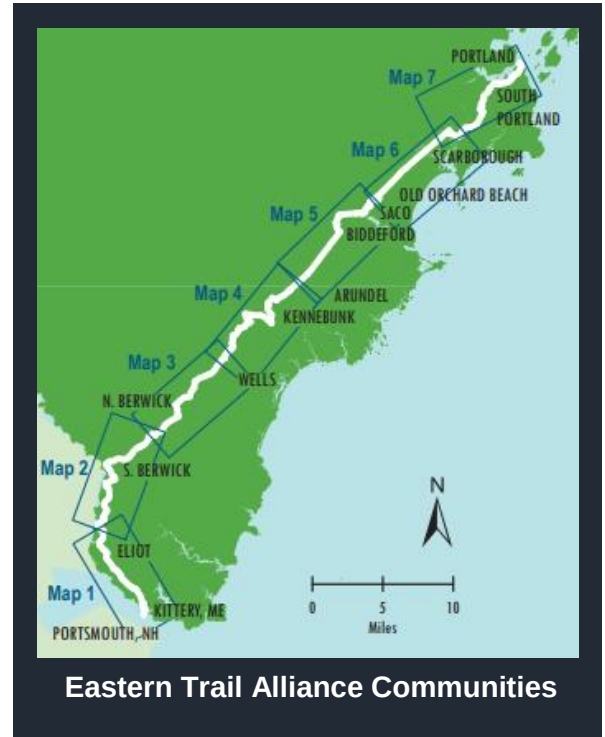
Since 2020, PACTS is fully affiliated with the Greater Portland Council of Governments (GPCOG) and utilizes GPCOG staff and resources.

Within the federally designated urban area, PACTS is also responsible for capital management and determining eligible locations for transportation capital improvements.

Eastern Trail Alliance

The Eastern Trail is a 65 + mile signed bike route that passes through Biddeford on its route from in Kittery to South Portland. It is part of U.S. Bike Route One. Although a majority of the trail is off-road, portions of the trail utilize local roads and streets.

Together with the Eastern Trail Alliance, the City of Biddeford has worked to explore opportunities for improving the corridor through Biddeford, which has significant segments of on-street trail through Biddeford's urban core. The Eastern Trail Alliance is advancing plans to create new off-street trail alignments and improve connectivity between the trail and local Bicycle & Pedestrian routes.



Biddeford-Saco-Old Orchard Beach Transit

Biddeford-Saco-Old Orchard Beach Transit (BSOOB) provides bus transit service throughout its namesake communities as well as intercity bus services to Portland. BSOOB Transit operates three fixed-route transit services within Biddeford serving key corridors and destinations.

City staff work closely with BSOOB transit on short and long-range planning and funding needs.

York County Community Action Corp. (YCCAC)

YCCAC provides fixed route and on-demand transit service throughout York County. YCCAC services Biddeford with its “Southern Maine Connector” service connecting the Saco Transportation Center with Sanford and Springvale along Route 111.

YCCAC Transit services carried over 62,000 riders in 2021

2. Conservation and Resource Management

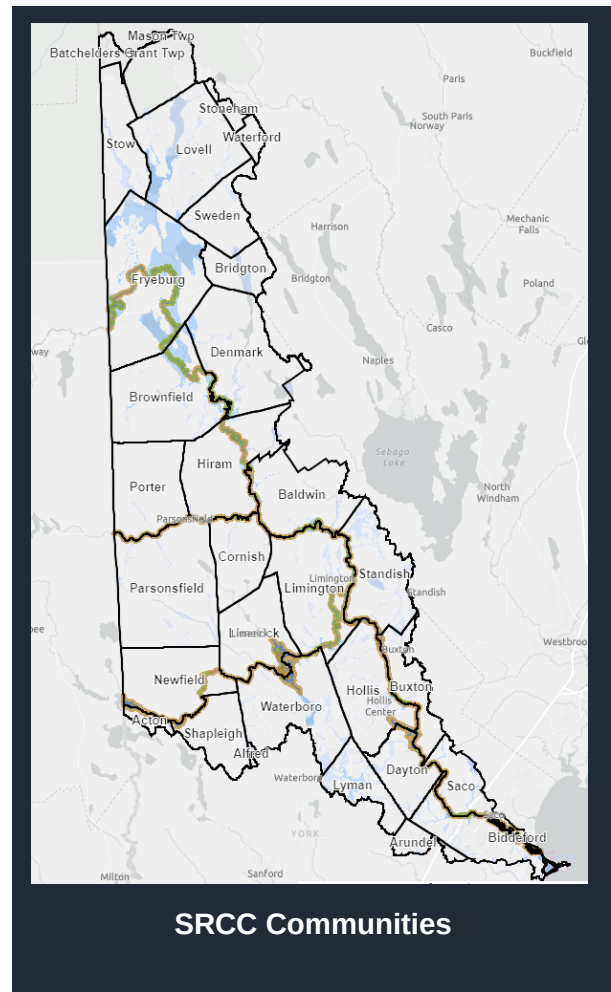
Saco River Corridor Commission (SRCC)

As the largest community along the Saco River, Biddeford works closely with the Saco River Corridor Commission on key issues impacting the Saco River.

The SRCC is responsible for managing water resources, land use and development along the entire 170-mile river corridor reaching from the White Mountains in New Hampshire all the way to the mouth of the river at Biddeford Pool. The SRCC’s direct jurisdiction includes the Saco River watershed and all development and land use changes within 250 feet of the river corridor.

York County Soil & Water Conservation District

York County Soil & Water Conservation District provides technical, educational, and financial resources to land users and communities in York County to promote sustainable land use practices and ensure the viability of the agricultural sector.



Maine Water

The majority of Biddeford is served by the Maine Water Company, which draws directly from the Saco River. In 2022, MWC opened a new, state-of-the-art water treatment facility on South Street to serve parts of Biddeford, Saco and Old Orchard Beach.



Kennebunk, Kennebunkport & Wells Water District (KK&W)

Coastal and eastern areas of Biddeford are served by the KK&W Water District.

Rachel Carson National Wildlife Refuge

Biddeford hosts approximately 244 acres of the Rachel Carson National Wildlife Refuge, a conservation trust which was established in 1966 in cooperation with the State of Maine to protect valuable salt marshes and estuaries for migratory birds. Scattered along 50 miles of coastline in York and Cumberland counties, the refuge consists of ten divisions between Kittery and Cape Elizabeth. It will contain approximately 7,600 acres when land acquisition is complete.

In addition, the city of Biddeford partners with a number of local and regional land trusts and organizations to manage public access to conserved land

3. Economic Development

Biddeford-Saco Chamber of Commerce

The Biddeford-Saco Chamber of Commerce and Industry works to promote local businesses and provide resources to foster growth for more than 400 regional members.

The BSCC also works to promote community engagement and education to strengthen our local economy.



Brownfield Redevelopment

Brownfield sites are abandoned or disused industrial sites with known contamination.

A SMPDC and the Maine Department of Environmental Protection provide funding assistance and technical guidance to assist communities in redeveloping Brownfield sites in York County.

4. Public Safety

Biddeford is one of the twenty-four Public Safety Answering Points (PSAP) in Maine. The PSAP serves all of Biddeford's public safety departments and six other communities 24 hours a day. The PSAP answers and transfers Saco's E-911 calls and dispatches Fire and EMS for Alfred, Arundel, Dayton, Hollis, Lyman, and Waterboro.

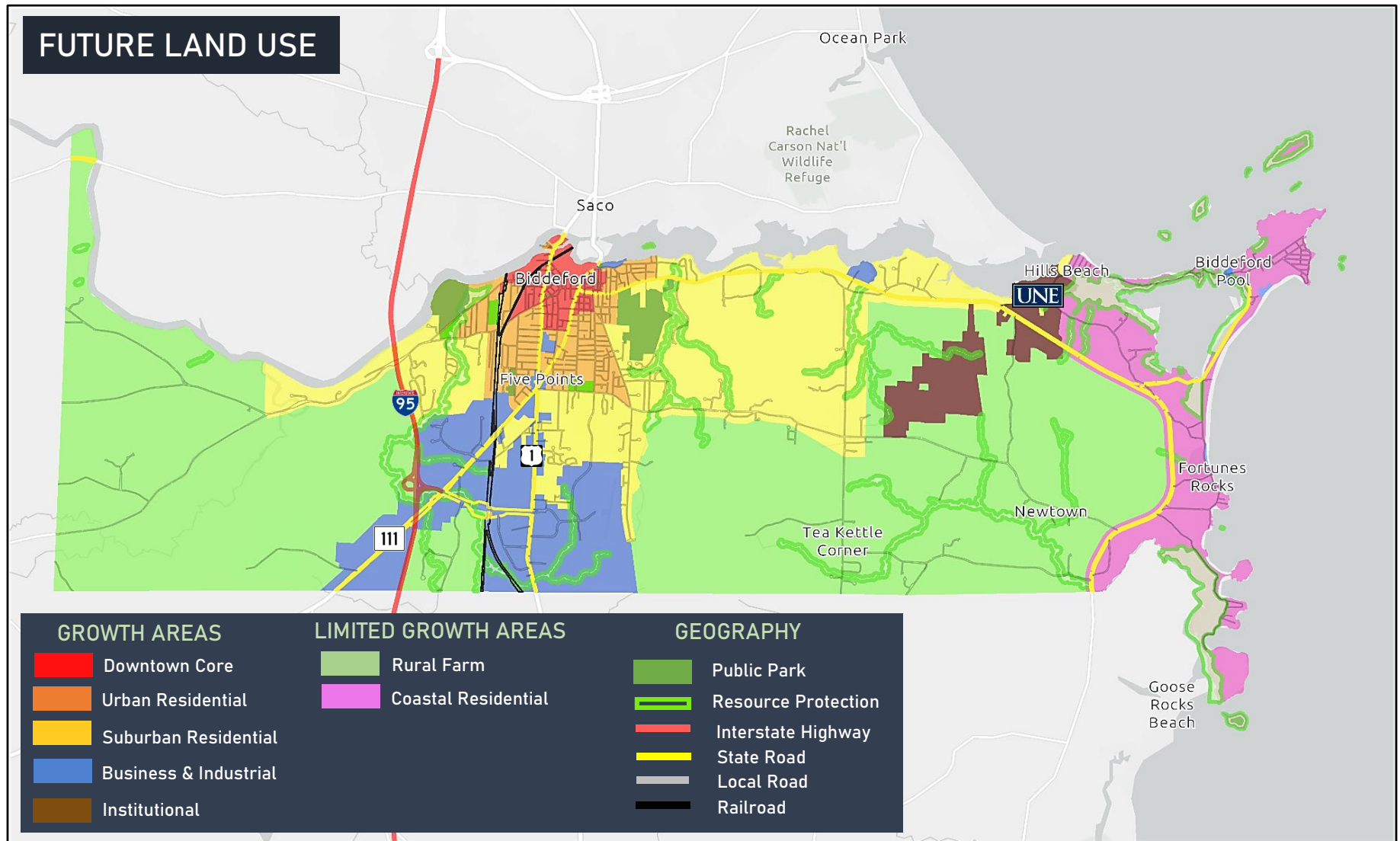
Police

Biddeford Police Department works closely with police departments in Saco, Arundel, Kennebunkport and Dayton. Biddeford is also a participant in the Regional Tactical Team, which serves all of York County.

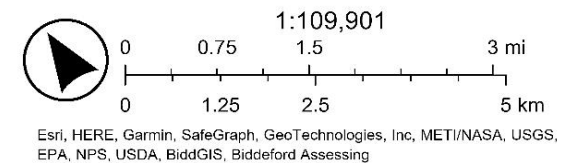
Fire / EMS

Biddeford Fire Department has automatic mutual aid agreements with Saco, Goodwin's Mills, Arundel and Kennebunkport to assist with needed personnel and resources in the event of emergency. Additional resource sharing and incident readiness coordination occurs with the Saco Fire Department

Biddeford also coordinates extensively with other communities in the region for training and emergency repose preparedness



3/27/2023



5 Future Land Use

1. What's Happening?

The Future Land Use plan identifies needs and opportunities for managing growth and development within the community. To align with the goals of the Comprehensive Plan, as well as ongoing local planning and development projects.

The Future Land Use Plan serves to:

- Identify areas where growth and development are encouraged (Priority Growth Areas)
 - Identity areas where growth should be limited or entirely prohibited (Limited Growth Areas)
 - Create a vision for land use, housing, and transportation
 - Determine what types of uses are appropriate where, and to what intensity.
-

2. Key Goals

The key goals of the Future land use plan have been laid out based on feedback from the community survey and workshops, as well as extensive input from the Planning Board and City Council.

The key goals of the 2022 Future Land Use plan are:

- Support higher density ‘missing middle’ infill housing proximate to downtown as naturally occurring affordable housing.
- Conserve Biddeford’s significant natural resources
- Concentrate housing, employment, services and amenities in close proximity to reduce automobile dependence and establish vibrant complete neighborhoods.
- Invest in developing a complete streets network, which allow for safer and more enjoyable experiences as pedestrians, bicyclists, and transit users.
- Account for the public infrastructure costs necessary to support new growth.

3. Challenges and Opportunities

LD 2003

LD 2003 is state legislation sponsored by Rep. Ryan Fecteau (D-Biddeford) and signed into law in April of 2022. LD 2003 aims to address Maine’s housing crisis by creating new allowances for housing density in designated growth areas.

A growth area is defined as:

- **Locally designed growth areas Identified within an adopted Comprehensive Plan**
- **An area served by public sewer with capacity for a growth-related project**
- **A Compact area of an urban compact municipality**
- **An area identified in the most recent census as a census-designated place**

LD 2003 requires Maine communities to increase housing density within many existing zoning areas in several ways:

- **Requires municipalities to allow additional units on lots zoned for single-family homes.**
- **It requires municipalities allow at least one accessory dwelling unit on lots with existing single-family homes.**

In some areas, including Biddeford, it requires municipalities to allow 2 1/2 times the currently allowed housing units, for developments where most of the units meet standard definition of affordability

So What Does LD 2003 Mean for Biddeford?

LD 2003 is likely to have a notable impact on how our community grows. LD 2003 is intended to incentivize housing density in existing developed areas

- Creates new allowances for Accessory dwelling units and multifamily homes (up to 4 units per lot) in existing residential growth areas, including areas currently zoned for single-family residential.
- Allows for two (2) units per lot by-right in many other non-growth areas
- Density bonuses for certain affordable housing projects

LD 2003 creates new allowances for different types of infill and “missing middle” housing including.....



Accessory Dwelling Units



Duplex, Triplex and Fourplex Homes



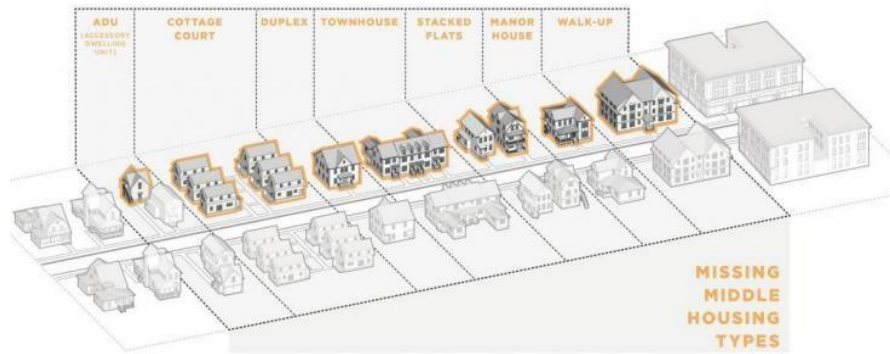
Infill

Creating new housing within existing urban residential neighborhoods through added density.

- **Duplex / Fourplex Homes**
- **Accessory Dwelling Units (ADUs)**
- **Other “Missing Middle” Housing types**

Infill housing allows communities to grow in a way that minimizes sprawl and helps preserve open space elsewhere.

Infill also helps to create vibrant, walkable neighborhoods and allows more people to access businesses and services without a car.



“Missing Middle” Housing Types

Downtown Smart Growth

“Smart growth” development ideas promote walkable, Mixed-use development that prioritizes creating a dense, accessible and vibrant urban core. In order to enhance our downtown and create these vibrant spaces, we can:

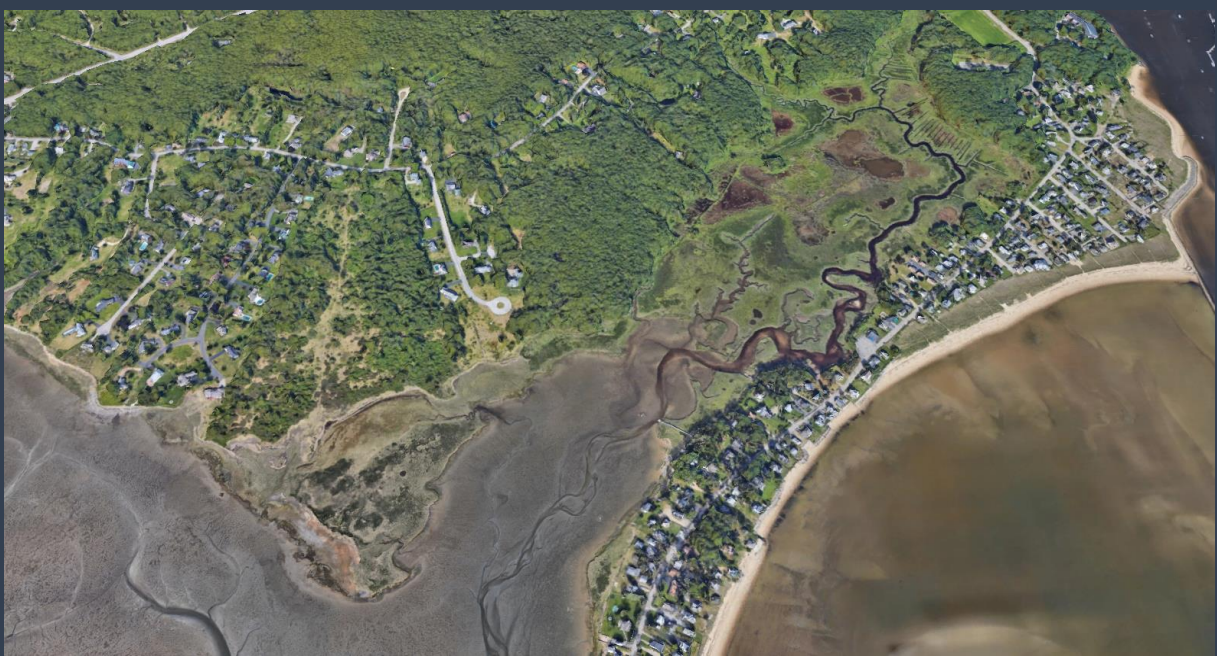
- **Continued redevelopment of the Mill District**
- **Transit-Oriented Development**
- **Reduce or eliminate parking requirements for some downtown projects.**

Focusing on higher-density, mixed-use development in Biddeford’s downtown core will help create a vibrant downtown that supports a wide range of local businesses and allows residents to access goods and services without needing a car. Emphasizing smart growth and urban infill also helps preserve open space elsewhere in the community by limiting low-density, land-intensive development.

Rural Areas and Open Space

Preserving Biddeford's significant and unique rural and undeveloped areas are a core component of the 2022 Future Land Use Plan. The current plan

- **Balancing the needs of working landscapes, conservation and development.**
- **Prioritize protection of prime agricultural soils and vulnerable ecosystems**
- **Identify areas within the Rural Farm zone where any new development should be strongly discouraged**
- **Explore creating a hierarchy of uses for the Rural Farm zone to guide future land use and development needs**



Limiting the impact of new development on rural areas and natural resources is a key goal of the Future Land Use Plan

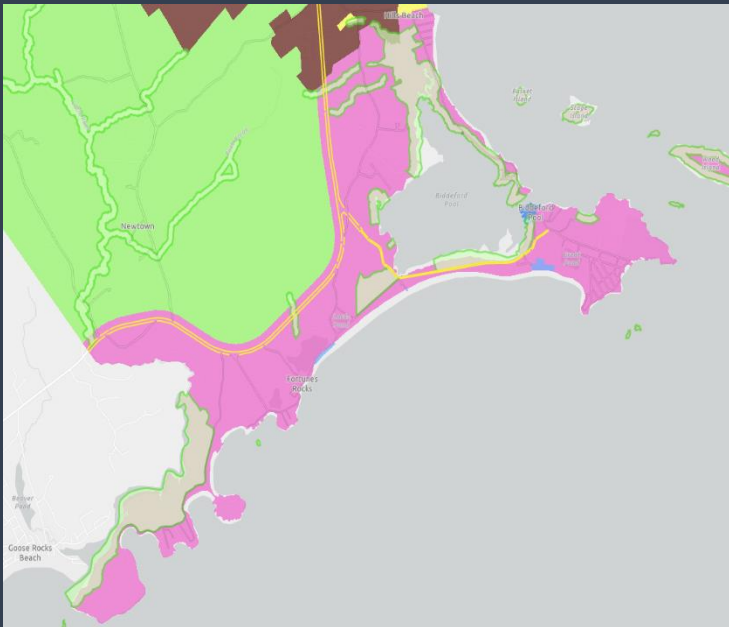
Coastal Areas and Coastal Residential Zone

Biddeford's Coastal Residential (CR) zone comprises most of Biddeford's Atlantic shoreline east of Route 9 including Hills Beach, Biddeford Pool, Fortunes Rocks beach, Granite Point and several islands. Biddeford's coastal area has a unique history and a distinct built environment consisting of close-knit beachfront neighborhoods built in the late 19th and early 20th centuries.

The Coastal Residential zone also faces a unique set of challenges and is the area most vulnerable to sea level rise and coastal flooding driven by climate change.

Biddeford's 1999 Comprehensive Plan included the Coastal Residential zone within the city's growth area boundary. However, as the threats and challenges posed by climate change have become increasingly clear, the 2023 Future Land Use Plan removes the Coastal Residential zone from the growth area in an effort to limit the scope of future development and ensure that vulnerable coastal neighborhoods are not excessively developed.

Removing the CR zone from the growth area will not expressly prohibit future development or redevelopment of existing properties, but it will ensure that future growth is limited in scope.



Biddeford's Coastal Residential zone (pink) has unique attributes and faces unique challenges

FUTURE LAND USE MAP

4. Growth Areas:

The 2022 Future Land Use Plan creates five land use categories within the growth area. The growth area boundaries are defined by existing zoning, land use patterns and infrastructure. The Future Land Use Plan envisions a majority of growth and development occurring within the growth area.

The five land use categories included in the growth area are:

DOWNTOWN CORE

High-Intensity, Mixed-Use Development

GOALS:

Continued redevelopment of the Mill District

Transit-Oriented Development

Multifamily Infill development in residential areas

Reduce or eliminate parking requirements for some downtown areas

Complete Streets and Shared Streets



URBAN RESIDENTIAL

Biddeford's dense, in-town residential. A mix of multifamily and single-family housing interspersed with commercial and retail

GOALS:

Focus on "Complete Neighborhoods"

Small-scale neighborhood retail and commercial

Improved bicycle and pedestrian accessibility



SUBURBAN RESIDENTIAL

A mix of multifamily and postwar single-family housing. Lower density

GOALS:

Focus on “Complete Neighborhoods”

Targeted density increases for multifamily housing

Improved bicycle and pedestrian accessibility



COMMERCIAL & INDUSTRIAL

Lower density, suburban commercial and industrial areas predominantly west of the Five Corners area

GOALS:

Higher density housing and mixed-use development along key corridors (Route 1, Route 111)

Plan for emerging commercial and industrial land uses

Improved transit access



INSTITUTIONAL

All land owned by the University of New England (UNE)

GOALS:

Work with UNE to better integrate the campus into the community

Improve transit access

Responsible campus growth



5. Limited Growth Areas:

The 2022 Future Land Use Plan creates two land use categories within the limited growth area. This area does not have the existing infrastructure or land use to support robust amounts of new growth. Future development in these areas is intended to be small-scale and low intensity. Development in these areas should also be closely examined for its impact on critical resources and conservation

The two land use categories included in the limited growth area are:

RURAL FARM

Biddeford's least-developed areas. Predominantly a mix of undeveloped forest and wetland, agriculture and low-density, single-family housing

GOALS:

- Identify areas where conservation should be prioritized
- Support working landscapes and limit ultra-low density sprawl
- Create a hierarchy of uses to guide future development



COASTAL RESIDENTIAL

Coastal residential areas between Route 9 and the ocean. Including the Biddeford Pool and Fortunes Rocks Beach area

GOALS:

- Prepare for the impacts of sea level rise and climate change
- Improve public access to the ocean and natural resources
- Promote climate-resilient redevelopment

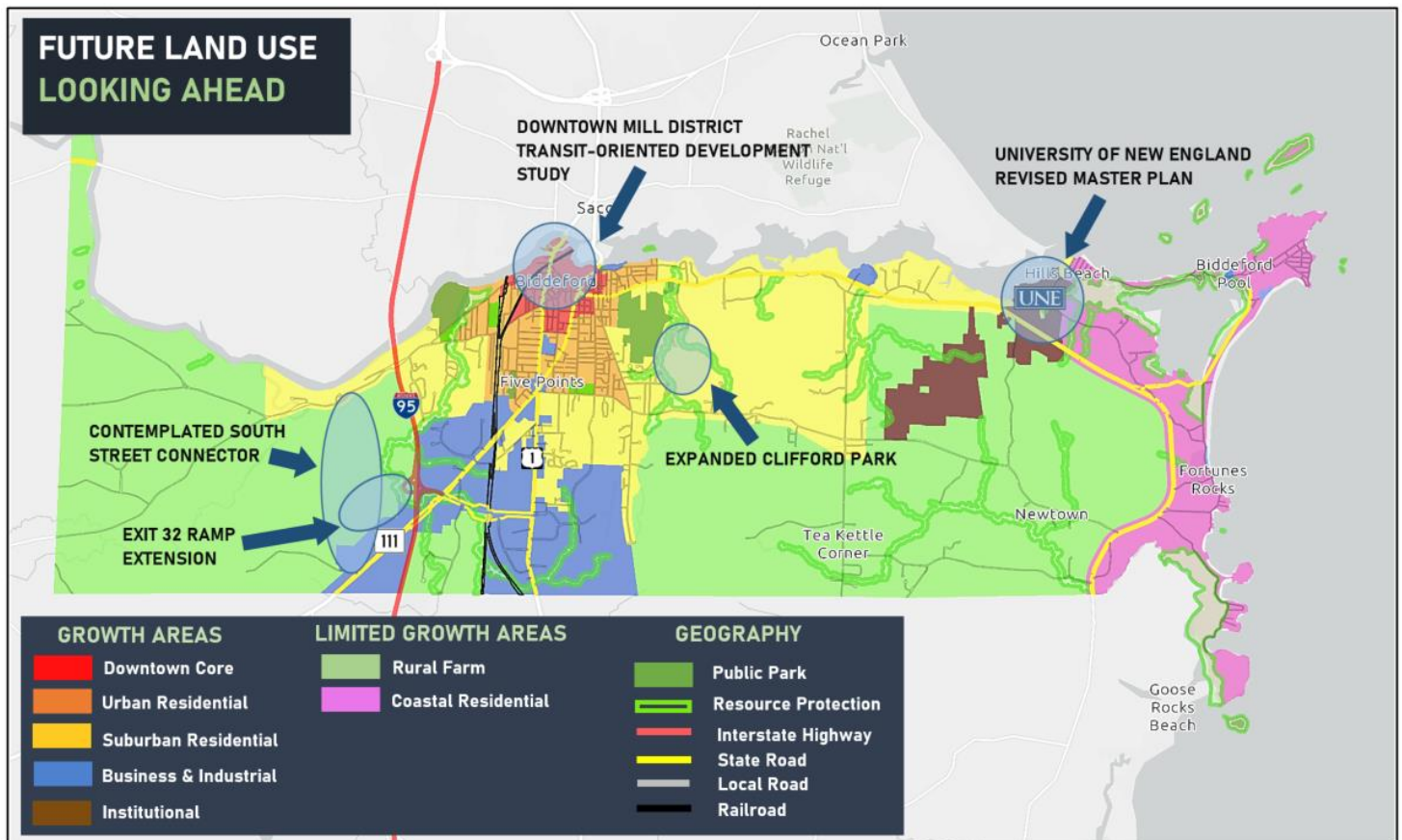


6. Looking Ahead

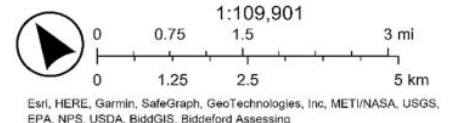
The 2022 Future Land Use plan serves as a foundation for guiding future growth and investment in Biddeford. Although the Future Land Use plan is **not** a zoning map, it will serve as a foundation for future zoning and ordinance changes that will allow our community to achieve the visions laid out in both the Future Land Use Plan and the Comprehensive Plan as a whole. As Biddeford continues to grow and develop, guiding growth is critical to preserving and enhancing our community's strengths and unique identity.

There are several key ongoing initiatives and planning processes that the Future Land Use plan incorporates and anticipates.

- **Downtown Transit-Oriented Development Study**
- **Exit 32 Changes**
- **LD 2003**
- **New conservation and recreation areas including an expanded Clifford Park and land in West Biddeford**
- **Potential South Street connector**
- **Revised University of New England Master Plan**



3/27/2023



This page is intentionally left blank

6 Economy

1. What's Happening?

The relationship between available raw materials and the labor force has always been an important factor in Biddeford's economy. Timber, waterpower and a safe harbor were the basis of the early shipbuilding and sawmilling industries. This drew farm labor from the surrounding area into the City. As America began to industrialize in the 1800s, Biddeford became a leading manufacturing center of textiles supported by the available waterpower and a coincident surge of immigrants, first from Ireland and later from Quebec, Canada and elsewhere.

Textile manufacturing continued to be part of Biddeford's economic base well into the next century but at a reduced scale. As the industry declined in the 1950s, Biddeford's unemployment rose and people left the City in search of other employment. Downtown Biddeford flourished with activity during its manufacturing heyday. With the decline in activity in the mills, a drop in population and the development of suburban shopping centers and commercial strip development, the downtown area experienced a decline from its high point in the 1950s and 1960s.

Since then, the City's economic well-being has varied, rising and falling with the times, between and within the following the sectors:

- Mixed-uses within the Downtown and the Mill District;
- Industry outside of the Mill District;
- Retail;
- Offices;
- Institutions;
- The Creative Economy; and
- Lodging.

2. What the Community is Saying

“Support and encourage locally owned and operated businesses within Downtown Biddeford.”

“Explore starting a “buy local” program, possibly with neighboring communities, to promote the purchase of locally-produced farm products in and around Biddeford.”

“Continue to support and fund efforts that enhance the Downtown and Mill Districts”

“Work to attract a large indoor space for downtown functions such as conferences, weddings, etc.”

“Ensure locally produced foods and goods are available in the Downtown through the creation and support of a farmers/makers market.”

“Develop a local network of partners to provide resources and guidance to emerging entrepreneurs/makers.”

3. Biddeford's Economy Today

11,700

Total Jobs

Sept., 2022

\$991

Avg. Weekly Wage

First Quarter, 2022

3.1%

Unemployment Rate

Sept., 2022

1,608,580

Total Square Feet

In Mill District

SMHC

Southern Maine Health Care

Biddeford's Largest Employer

60 +

New Businesses Opened

since 2018

KEY ECONOMIC DATA

Table 6-1 presents general housing characteristics for Biddeford between the years 2010 and 2020. For this period, the population of Biddeford has increased by 5.9%. While the overall population has grown, the number of housing units has grown at a slightly slower rate of 5%. For this same period, the number of households increased by 9.5%). As a result of relatively stable population increase and the number of households, with more units added as a percentage than either, the average household size has fallen slightly.

Table 6-1. Population and Civilian Labor Force, Biddeford, 2015 and 2020

	2015	2020	% Change 2015-2020
Population	21,277	21,502	6.0%
Population Age 16 and Over	17,745	18,755	5.7%
Civilian Labor Force	12,221	12,740	4.2%
Civilian Labor Force Percent	68.9%	67.9%	(1.5%)

Source: U.S. Census Bureau, American Community Survey 5 Year Estimates

Table 6-2. Employment and Wages, Biddeford, 2015 and 2020

	2015	2020	% Change 2015-2020
Number of Employers	726	723	(0.41%)
Number of Jobs (all industries)	10,677	11,097	3.9%
Avg Weekly Wage	\$738	\$900	22.0%

Source: Maine Dept of Labor, Center for Workforce Research and Information 2015 Q1 and 2020 Q1

Table 6-3. % Leading Employment Sectors by Jobs, 2015 and 2020

Sector	2015	% of Total Jobs	2020	% of Total Jobs	% Chg. '15 – '20
Health Care & Social Assistance	2,269	21.3%	2,473	22.3%	9.0%
Retail Trade	1,906	17.9%	1,855	16.7%	(2.7%)
Manufacturing	1,416	13.3%	1,592	14.3%	12.5%
Educational Services	1,314	12.3%	1,386	12.5%	5.5%

Source: Maine Dept of Labor Center for Workforce Research and Information

Table 6-4. Top Employers 2019

Employer name	Sector	Number of Employees
Southern Maine Health Care	Health Care	1,423
University of New England	Educational Services	606
Market Basket	Retail Trade	400
AVX Tantalum	Manufacturing	247

Fiber Materials, Inc.	Manufacturing	226
Wal Mart	Retail Trade	170
Hannaford	Retail Trade	160
Home Depot	Retail Trade	150
Target	Retail Trade	150
Southridge Rehabilitation	Health Care	100

Source: Biddeford Planning and Development Department

Figure 6-1. Inflow and Outflow of Labor for Biddeford

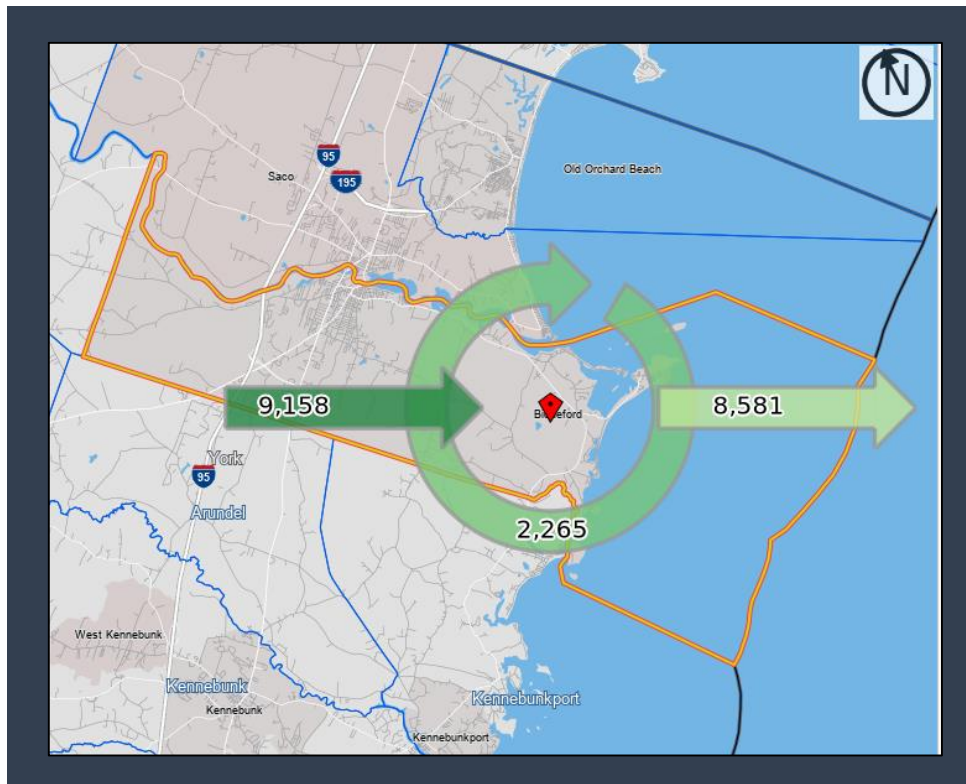


Figure 5-6 describes inflow and outflow of workers for Biddeford in 2019. Only 2,265 workers that live in Biddeford stayed in Biddeford for work. Almost 4 times as many (8,581) that live in Biddeford commute elsewhere for employment. As a service center community, Biddeford experiences a significant inflow in comparison, with 9,158 workers living outside of Biddeford coming to Biddeford for employment.

4. Challenges and Opportunities

Downtown and Mill District

The Downtown and Mill District have both experienced significant redevelopment over the past 10-15 years, but are both poised for significant further economic growth through such opportunities presented with the 3 Lincoln Street property (former MERC site) and vacant or underutilized mill and downtown space. The continued residential and mixed use development in these areas present perhaps the best opportunities for sustainable and resilient economic growth moving forward.

More and more companies around the world are embracing the work-from-home and work-remotely mentality to attract and retain new employees and provide some flexibility to employees. Biddeford, with its burgeoning development in the downtown and Mill District can attract workers from outside Maine who have this flexibility.



The Mill District has over 1 million square feet of space used for a wide array of uses including housing, retail, office space, light manufacturing, dining and more!

York County Consolidated Courthouse

the planned consolidated York County Courthouse on Route 1/Elm Street at the former Pate parcel, Route 1 between Five Points and the Arundel Townline is positioned well for significant redevelopment. Land uses to complement the Courthouse are a focal point of Biddeford's priority for this area. The land use ordinances should be updated to reflect this area as a redevelopment corridor and the potential for quality, higher density commercial, service, and mixed use development.

Arts and Culture Tourism

Tourism to this point has not been a major economic force in Biddeford. There are many seasonal homes on the Coast but they are just that – family seasonal homes. However, it is a goal to make the City more destination-oriented. There are a number of critical attributes that can serve that transition:

- The continued development of the Biddeford Mills Museum, with tours to take advantage of the tremendous history and experience of the canals;
- The expansion of the theater and its experience;
- The continued growth and housing of the cultural heritage experience here in Biddeford and York County;
- The growth of the arts and foodie industries within the downtown and mill district;
- The development of transit and trail systems to connect the downtown urban experience with the natural resources of the community; including:
 - **The Riverwalk,**
 - **The Eastern Trail,**
 - **Biddeford Pool and the preservation areas,**
 - **Rachel Carson**
- The growth and expansion of UNE as a division 1-2 University;
- The Recreation Section of this plan (Section 8) discusses many of the special events that occur in Biddeford, through the recreation department and the Ice Hockey Arena;
- See also the Historic, Archaeological, and Cultural Resources Section of this Plan (Section XX) for a detailed discussion of those resources contributing to economic growth and sustainability in Biddeford.

Industrial and Commercial Space

While industries in the Biddeford area are trending towards 5-6 clusters, the place to do that work is running out. The arts, creative economy and small manufacturing can continue to re-use the mill space. Industries that are growing or are in need of more modern commercial or industrial space, however, will not find much available in Biddeford. As mentioned above, the four parks are essentially full. The Robert G. Dodge Business Park is nearing capacity and the Airport Industrial Park (Phase 1 and 2), the Biddeford Industrial Park, and the Alfred Road Industrial Park are all fully built out. Most of the land available for future commercial and industrial development is marginal or is not currently serviced by public sewer and/or water (i.e., Alfred Road west of the Shops at Biddeford Crossing). The greatest potential for new industrial and commercial development is the redevelopment of existing built parcels along Route 1 and Route 111 south and west of 5-Points, where public utilities currently exist, as well as the development of the “Maggie Mae” parcels and the potential for new mixed use development off Andrews Road along the Turnpike towards South Street.

Public Facilities

Public Facilities in Biddeford are discussed in detail and Section 7 of this Plan. In general, as mentioned above, the B-2 Zone west of Biddeford Crossing is not currently serviced by sewer and water. Three-phase power runs throughout Biddeford as does broadband and fiber networks. The main lines for fiber include Elm Street from Precourt Street south, Hill Street, West Street, Route 111 and Alfred Street, and Elm Street from 5-Points north to the Saco City line. The community shares access to the “3 Ring Binder”. One real advantage that the community could make use of is the fact that the Mill District and hence a portion of the downtown, exist as a public utility in and of itself and exist off the grid.

Economy:

What Comes Next?

Biddeford remains the service center community for its labor market region and for this part of southern Maine. As such, it both imports and exports workers and is required to maintain an infrastructure in support of business development. In this role, the community houses six significant economic clusters from which to build (health and education, retail, manufacturing, arts, entertainment and food, and professional management (followed closely by construction). Each has a key role to play, whether at Biddeford Crossing, the four business parks, including the hospital, or with the downtown and Mill District.

This, of course, requires a financial commitment to maintain infrastructure support. The community does this through the creative use of TIFs, which will require monitoring and adjustments and the establishment of a capital improvement program. Outside of the community, both for-profit and non-profit development will continue and will, from time to time, need the assistance of the community to coordinate the acquisition of funds for future development.

Biddeford operates within the context of a larger regional center that includes the City of Saco. Together, Biddeford and Saco combine to make the third largest regional center in the state. They are in turn heavily influenced by the Portland and Portsmouth markets, who at this time are growing at phenomenal rates. As a result, Biddeford has become a very attractive, affordable solution to locating within those markets. At the time of this Comprehensive Plan update, Biddeford and Saco, together, can play a very crucial role in their regional success and the redevelopment of their respective downtowns and Mill Districts.

Goal 1

Promote an economic climate that increases job opportunities and overall economic well-being within the State and Biddeford, recognizing Biddeford's role in the region as a Service Center community.

How We Get There:

- Continue to promote and support Downtown Biddeford, including the Mill District, as the historic, cultural, commercial, and the mixed-use core of the City.
- Explore lowering or removing parking requirements for development and redevelopment projects in the downtown and Mill District while augmenting public transit connections and active transport (walking, biking) accommodations.
- Continue to promote and support the Route 111 Corridor from Five Points to Arundel as a regional commercial and service focus area of the City.
- Establish a “Tech Place” business incubator program that utilizes Biddeford’s existing institutional structure, manufacturing and development clusters, and City network to support Biddeford as a “maker” community to develop in.
- Encourage and support the redevelopment of the existing uses along Route 1 (Elm Street) from Five Points to the Arundel Town Line, especially in context of the new York Judicial Courts on Route 1/Elm Street.
- Focus economic development initiatives that support Biddeford’s capacity to continue to build upon and thrive as a regional service center community.
- Support the Biddeford Municipal Airport as a valuable infrastructure asset in the City.
- Support efforts to strengthen neighborhoods in and around the Downtown area (West Brook to May Street, and Downtown to Five-Points) and their relationship to the Downtown and Mill District. Examples being the Bacon Street area, May Street, and the Five-Points area.

- **Support Biddeford's Working Waterfront economy.**
- **Support the rural resource-based economy, including, but not limited to, forestry and agriculture.**
- **Enhance opportunities in the creative economy through the support of arts and culture throughout the community.**
- **Continue to engage in regional economic development and planning initiatives where regional approaches are most appropriate, such as through the work of the Southern Maine Planning and Development Commission (SMPDC) and/or neighboring towns and cities.**

7 HOUSING

1. What's Happening?

The home is the foundation of any community. It is the physical structure that ties people to place more than any other building type. The availability of decent and affordable housing, for people of all income levels, is a fundamental requirement of a thriving community. Assessing a community's housing stock in a comprehensive plan ensures that future housing needs are addressed before issues of supply, quality and cost become problematic. The availability of a wide diversity of housing types contributes to a community's vibrancy and economic success. The success

Housing is intricately linked to the local economy in several ways. Demographics help to determine the type and price range of a community's housing stock, but employment opportunities also play a key role. Prospective businesses seek new locations where good quality housing, contributing to the quality of life, is readily available. Also, people from outside a community are drawn in if available homes, either for sale or rent, are considered good values. Finally, a stable housing stock provides a stable property tax base upon which so many local services, like schools and infrastructure needs, depend. Some economic goals in the comprehensive plan that are tied to housing include supporting mixed-use redevelopment in the City's Mill District and supporting both market-rate and workforce housing initiatives.

Yet affordability continues to be a problem in Biddeford and throughout Maine. In recent years, housing costs have risen faster than household incomes, despite the fact that housing values (rent and ownership) remain below the regional market. Higher land prices, large lot sizes, low-density zoning, stringent infrastructure requirements and increasing housing value markets to the north and south of Biddeford have driven up the cost of housing, excluding many people of limited means.

This chapter examines the existing condition of housing in Biddeford, its affordability and availability, especially for lower-income households. The inventory of housing is divided into three sections: first, an overview of

Biddeford's demographic and housing tenure profile; second is a look at the number and type of housing units available, and third is an assessment of affordability.

2. What the Community is Saying

*"I've been looking for months
and I still can't find an
apartment"*

*"I would love to see more housing
for students and families"*

*"Seniors should be able to live close to
the services they need"*

*"We need more housing for families
to strengthen our school system"*

3. Housing Today

10,064

Housing Units

Includes 636 Seasonal Homes

3.7%

Rental Vacancy Rate

Lower than the rest of York County

1952

Median Year Built

Older than the rest of York County

1 in 4

Housing Units

are in below average condition

7-2

Housing Units and Household Size

Table 7-1 presents general housing characteristics for Biddeford between the years 2010 and 2020. For this period, the population of Biddeford has increased by 5.9%. While the overall population has grown, the number of housing units has grown at a slightly slower rate of 5%. For this same period, the number of households increased by 9.5%). As a result of relatively stable population increase and the number of households, with more units added as a percentage than either, the average household size has fallen slightly.

Table 7-1. Population, Housing Units, Households, Household Size, and Occupancy Characteristics, Biddeford, 2010-2020

	2010	2020	% Change 2010-2020
Population	21,277	22,552	5.9%
Housing Units	10,064	10,576	5.0%
Households	8,598	9,431	9.5%
Average Household Size	2.30	2.15	-6.2%
Owner Occupied Rate	49.2%	47.8%	-2.8%
Renter Occupied Rate	50.8%	52.2%	2.7%

Source: U.S. Census, 2010,2020

Table 7-2. % Housing Units per Structure for Biddeford, York County, and the State of Maine - Ranked by % Multi-family (3 or more units) - 2013-2017 5-Year Estimate

Municipality	Total Housing Units	1-Unit	2+ Units	Multi-family	Mobile Home	Boat, RV, Van, Etc.
Biddeford	9,815	49.1%	16.5%	30.8%	1.3%	0.0%
York County	108,609	72.7%	6.4%	14.1%	6.7%	0.1%
State of Maine	735,711	72.7%	4.9%	14.0%	8.4%	0.0%

Source: US Census: American Community Survey 2013-2017 5-year Estimates

Table 7-3. % Housing Occupancy by Type - 2013-2017 5-Year Estimates

Geography	# of Occupied Housing Units	Owner Occupied Housing Units	% Owner Occupied	Renter Occupied Housing Units	% Renter Occupied
Biddeford	8,545	4,196	49.1%	4,349	50.9%
York County	83,324	62,076	74.5%	21,248	25.5%
State of Maine	554,061	398,924	72.0%	155,137	28.0%

Source: US Census: American Community Survey 2013-2017 5-year Estimates

Table 7-4. Housing Vacancy Status – 2016-2021 5-Year Estimates

Type	# of Housing Units
Seasonal / Recreational Homes	655
Other Vacant	290
Sold, Not Occupied	15

Biddeford has a large number of seasonal homes which are not occupied year-round or which are rented as short-term rentals or vacation homes. The majority of these properties are concentrated in the Coastal Residential zone.

Biddeford Housing Authority

The Biddeford Housing was established in September 1985. In 2011, Biddeford was asked to take over as a management agent for Saco Housing Authority. In 2014, Saco & Biddeford Housing was consolidated to become one housing authority under the name of Biddeford Housing. The Housing Authority currently has 195 housing choice vouchers and also administers approximately 300 portability vouchers. Biddeford Housing Authority's local preference is Saco and Biddeford but it also covers Old Orchard Beach, Buxton, Arundel, Lyman, Dayton and Kennebunkport.

The Biddeford Housing Authority, combined with Southern Maine Affordable Housing (the development affiliate of BHA) owns 13 properties throughout Biddeford.

As of June 2022, BHA owns 141 housing units spread across 15 properties in Biddeford and Saco.

4. Challenges and Opportunities

Housing Demand

After decades of minimal population growth, Biddeford is now poised for noticeable increases in the number of people who live here. By 2022, Biddeford's population is expected to grow by more than 5%. This magnitude of growth is striking, since Biddeford has essentially the same population size as in 1950. This level of growth has not been experienced in Biddeford within such a short period of time since the mid-twentieth century.

The number of new housing units will likely grow accordingly, especially in the Downtown area and Mill District where conversions will add hundreds of new housing units in coming years. The number of new households created may nevertheless place strain on the availability of housing. The trend in recent decades is of smaller household size. One- or two-person households vastly outnumber larger households in Biddeford as elsewhere; therefore, more housing units may be needed to shelter Biddeford's growing population than ever before, especially for smaller household sizes. Anecdotally, housing in the Portland, Maine area is growing costlier and many households are being driven south to the Saco/Biddeford area by unaffordability. This trend will only drive demand for housing here, and the supply and demand of good housing will likely drive housing costs higher in Biddeford over the next five or more years.

Housing Affordability

"Affordable housing" means decent, safe and sanitary dwelling, apartment or other living accommodation of a household whose income does not exceed 80% of the median income for the area as defined by the United States Department of Housing and Urban Development under the United States Housing Act of 1937, Public Law 412, 50 Stat. 888, Section 8, as amended.

In simplest terms, affordability is a question of household income as compared to the cost of housing. A review of the issue in Biddeford must track and compare trends in income levels and the cost of housing, both owned and rented. For some Biddeford residents, the cost of housing can consume an inordinate amount of their income.

One of the more pressing policy level concerns regarding housing in Biddeford is affordability. In 2020 the city established an affordable housing task force to study Biddeford's housing landscape and develop recommendations on improving affordability and housing equity.

Affordable Housing Task Force

The Affordable Housing Task Force has worked since 2020 to study and analyze ways to preserve and improve access to affordable housing in Biddeford. In December of 2022, the Task Force released its interim report, which outlines a series of recommendations and policy actions to be pursued by the City Council. The Task Force has shared several key findings in its interim report:

Recommendations developed in the interim report include:

1. Unhoused Involvement: The task force considered the multiple of complexities that cause individuals to be unhoused. The nation-wide issue exists in Maine and in Biddeford. With the lack of a national, state and/or regional plan(s) to compliment local efforts, outcomes vary. The task force is recommending that the City Council:

- a. Take immediate action to change the existing policy of doing essentially the state minimum required; so that unhoused does not face a winter night on the street.
- b. Develop and implement a city wide unhoused strategy that provides complete services to assist the unhoused so they may break the cycle of being unhoused. With the complexity of the issue, the Task Force encourages community outreach and engagement during the process. The policy should be adopted by Spring of 2023.
- c. Seek additional technical assistance in developing options for the City Council to explore as they develop a new policy for unhoused

2. Adopt an Inclusionary Zoning (IZ) Ordinance: Inclusionary zoning will require new housing projects to actively participate in the creating of new affordable housing units. While the details are still to be worked out, IZ will require all projects over a certain size to build a percentage of the units to meet the City's affordable housing goals. In some cases, it will allow a cash payment into the affordable housing fund instead of creating the units.

3. Affordable Housing Fund: The Task Force will be making a recommendation to create a special account for affordable housing initiatives. Funds that are generated for affordable housing would go into the account. The account would include any affordable housing TIF proceeds, the donation from the Devine project, IZ payments, grants or other funds. Annually, the fund would seek proposals for affordable housing projects.

4. Rent Control: The TF will be making a recommendation that any sort of rent control is not a desired solution to address affordable housing units within the community.

5. Targeted Affordable Housing Definitions: The committee has identified that the main goal of affordable housing work will be at the 80% of AMI (annual median income).

6. Modify the amount of the affordable housing goal: The TF is recommending that the current Council goal of creating/preserving 450 affordable units over a five-year period (beginning in 2021). The new goal that the TF has voted on is to create and/or preserve 900 affordable rental units from 2023 to 2028. In addition, the TF is recommending an additional goal that 12.5% of all rental units will be affordable by 2028.

LD 2003

LD 2003 is state legislation sponsored by local Rep. Ryan Fecteau (D-Biddeford) that aims to address Maine's housing crisis by creating new allowances for duplex and fourplex homes in most areas.

- Allows for up to four (4) units per lot by-right in most existing growth
- Allows for two (2) units per lot by-right in other areas
- Density bonuses for certain affordable housing projects
- Signed into law in April of 2022

Phased Implementation LD 2003 is likely to have an impact on how our community develops and where growth occurs. At time of writing, the rulemaking for LD 2003 is ongoing.

Lead Paint

In 2019, the City of Biddeford received a \$3.2 million grant from HUD's Office of Lead Hazard Control and Healthy Homes to establish the Safe and Affordable Homes for Healthy Families Program. Designed to prevent lead poisoning in young children (Biddeford has Maine's 4th highest burden of lead-poisoned youth under age of 6), improve overall housing conditions for families, and maintain affordable rents for a period of at least 3 years, SAHHF pays to abate lead paint hazards and correct other health/safety issues in pre-1978 multifamily units where the majority of households qualify as low income. The Program's target area is the downtown core, which is home to the City's oldest multifamily housing stock, much of it built before 1950, often poorly maintained, and ranging in size from duplexes to 25-unit structures.

Transit Oriented Development

The City of Biddeford has worked in coordination with the City of Saco and the Greater Portland Council of Governments (GPCOG) to study opportunities for transit-oriented housing development for downtown Biddeford and the Mill District, as well as Factory Island and downtown Saco.

This study envisions a more dense, connected and mixed-use urban downtown supported by improved transit service by bus and rail, as well as safe, convenient bicycle and pedestrian connectivity.



Housing:

What Comes Next?

Like many other communities in southern Maine, Biddeford is at a critical juncture when it comes to housing access and affordability. Access to abundant and affordable housing of all varieties is vital to creating a healthy community, attracting new residents and developing a thriving local economy. In the coming years, Biddeford is well suited to leverage its location, historic mill district, and dense urban framework to create new housing opportunities that will make our community a vibrant and equitable place to live and work.

In coming years, we aim to work collaboratively to:

Increase housing availability of all types, with an emphasis on ensuring new housing is affordable and equitable. mixed-use housing in walkable and accessible neighborhoods.

Enable transit-oriented development and promote dense, mixed-use housing in key areas of the city.

Preserve Biddeford's existing housing stock and ensure that legacy housing is safe and resilient.

Goal 1

Increase the supply of safe and adequate affordable housing for low- to moderate-income persons (i.e., Biddeford's "workforce" population)

How We Get There:

- Consider revisions to the City's zoning and land use standards that would provide incentives (e.g. density bonuses) for the development of affordable housing, with a goal for at minimum 1 in every 10 units constructed to be affordable.
- Continue to re-examine growth area land use regulations to increase density and decrease lot size, setbacks and road widths to encourage the development of affordable/workforce housing.

- In partnership with other public/private entities, such as the Biddeford Housing Authority, explore the adaptive re-use and redevelopment of non-residential properties, e.g. mills and churches, into affordable and sheltered housing.
- Maintain and promote Biddeford's Accessory Dwelling Unit (ADU) Ordinance to provide affordable housing throughout Biddeford.

Goal 2

Enable Housing that allows residents to live car-free and easily access local businesses and services via walking, biking and transit

How We Get There:

- Consider revisions to the City's zoning and land use standards that would reduce or remove parking requirements for housing projects in certain zones.
- Maintain and promote Biddeford's Accessory Dwelling Unit (ADU) Ordinance to provide infill housing throughout Biddeford.
- Work with the City of Saco to implement elements of the 2021 Transit-Oriented Development plan for Saco Island and the mill district.
- Collaborate with other public/private entities such as BSOOB Transit to ensure new large-scale housing development can be served by transit.
- Work to enhance bicycle and pedestrian facilities downtown and create complete streets.

Goal 3

Preserve and upgrade the city's housing stock

How We Get There:

- Consider establishment of low-interest loan programs to help finance the rehabilitation of the City's downtown housing stock.
- Undertake a systematic and concentrated program of code enforcement to ensure life safety standards are met and to prevent blighting influences on neighborhoods.

8 Transportation & Mobility

1. What's Happening?

Roads, streets, and other means of transportation are often referred to as the city's circulation system. This system is necessary to move people, goods, and services from one part of the city to another, into and out of Biddeford and into the surrounding region and country as a whole.

Transportation and mobility may be thought of as the framework upon which the city is built. In addition to the basic functions of connecting residents, businesses and services, our transportation system is also the setting from which we view much of the city. The views from the roads in the city, including views of fields, forests, the ocean, and the places where people live and work all form the visual impressions of our community. The efficiency of our city, the value of our land, and how we view and experience our surroundings are all affected by our transportation system and how well it balances the needs of cars, commercial vehicles, public transportation, cyclists and pedestrians.

2. What the Community is Saying

“Crossing some streets can be challenging and dangerous”

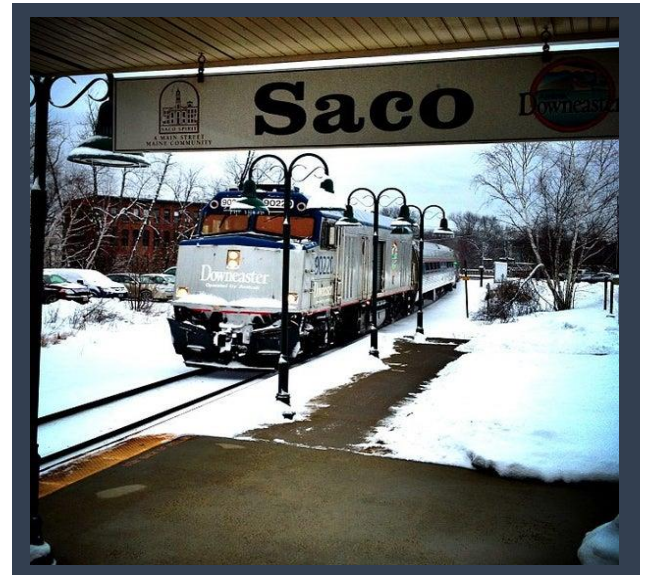
“More bike lanes and wider shoulders would be appreciated”

“So many people speed down residential streets”

“Bike racks downtown would make it easier to bike around the mill district”

“Traffic around Five Points can be a nightmare”

“Some of our Sidewalks are in bad shape”



3. Transportation and Mobility in Biddeford Today

60

Miles

Of Public Sidewalks

\$7.8 Million

Grant

To improve parts of Route 1 / Elm St

138

Miles

Of roads and streets in Biddeford

242,847

Riders

On BSOOB Transit (2022)

4. Roads and Streets

Types of Streets and Roads

Biddeford has almost 140 miles of streets and roads ranging from interstate highways to small local and private drives. Roads in Biddeford are categorized based on traffic volume, ownership and state or federal designation.

Interstate Highway

A Limited-Access Highway which is part of the national interstate highway system

Local Examples Include:

Interstate 95

State Highway

A major numbered road that is not part of the interstate highway system. Often maintained by Maine DoT

Local Examples Include:

Route 1, Route 111, Route 9

State-Aid Highways

Local collector roads not included in the state highway system that receive maintenance funding from Maine DoT

Local Examples Include:

Main St., South St. , Pool St. , May St.

Local Collector Road

Low-to-medium traffic local streets maintained by the City of Biddeford

Local Examples Include:

Granite St. , Union St., Prospect St.

Minor Local Connector Roads

Low-traffic local streets maintained by the City of Biddeford.

Local Examples Include:

Many local residential streets

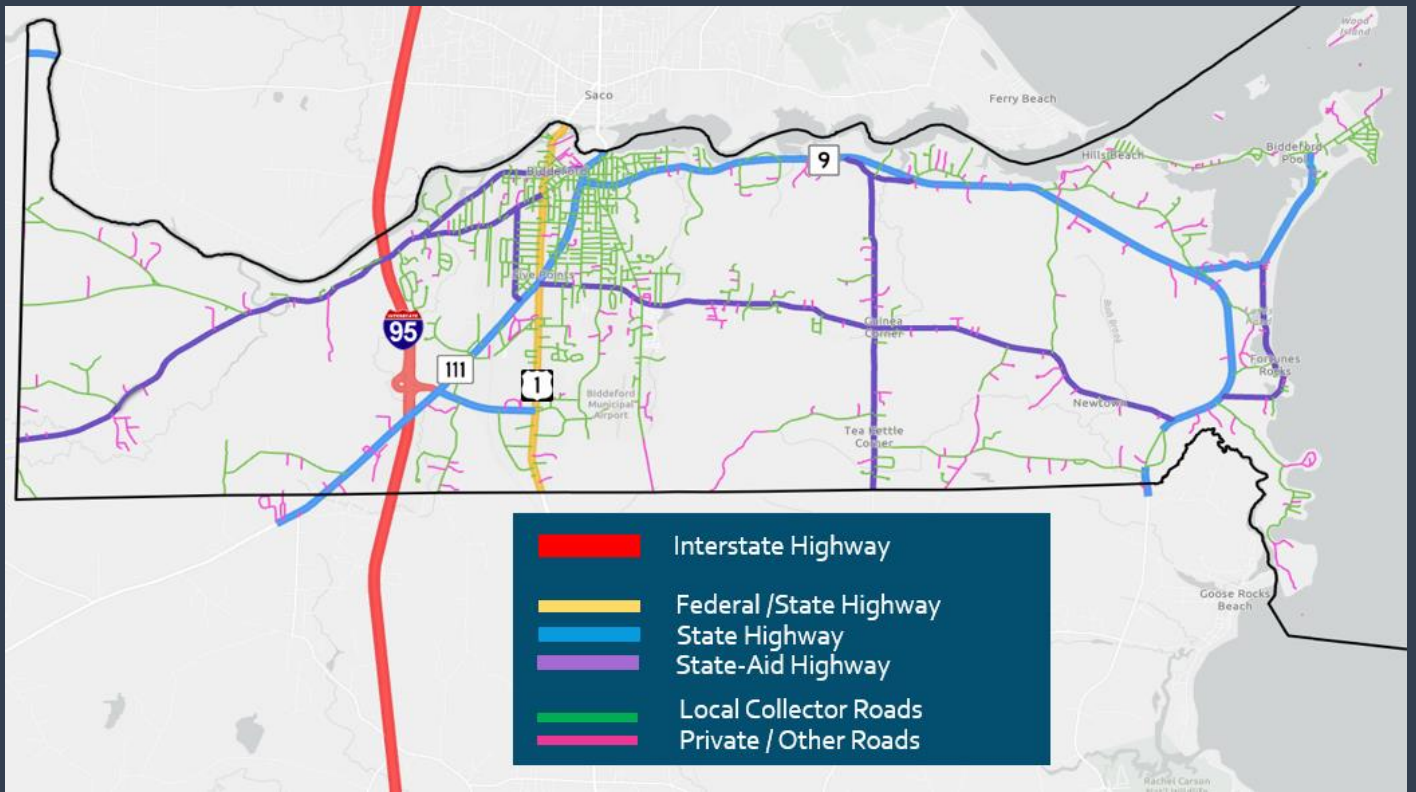
Private Roads

Privately owned roads and drives maintained by private property owners

Local Examples Include:

Many dead-end subdivision roads

Biddeford's Road Classifications

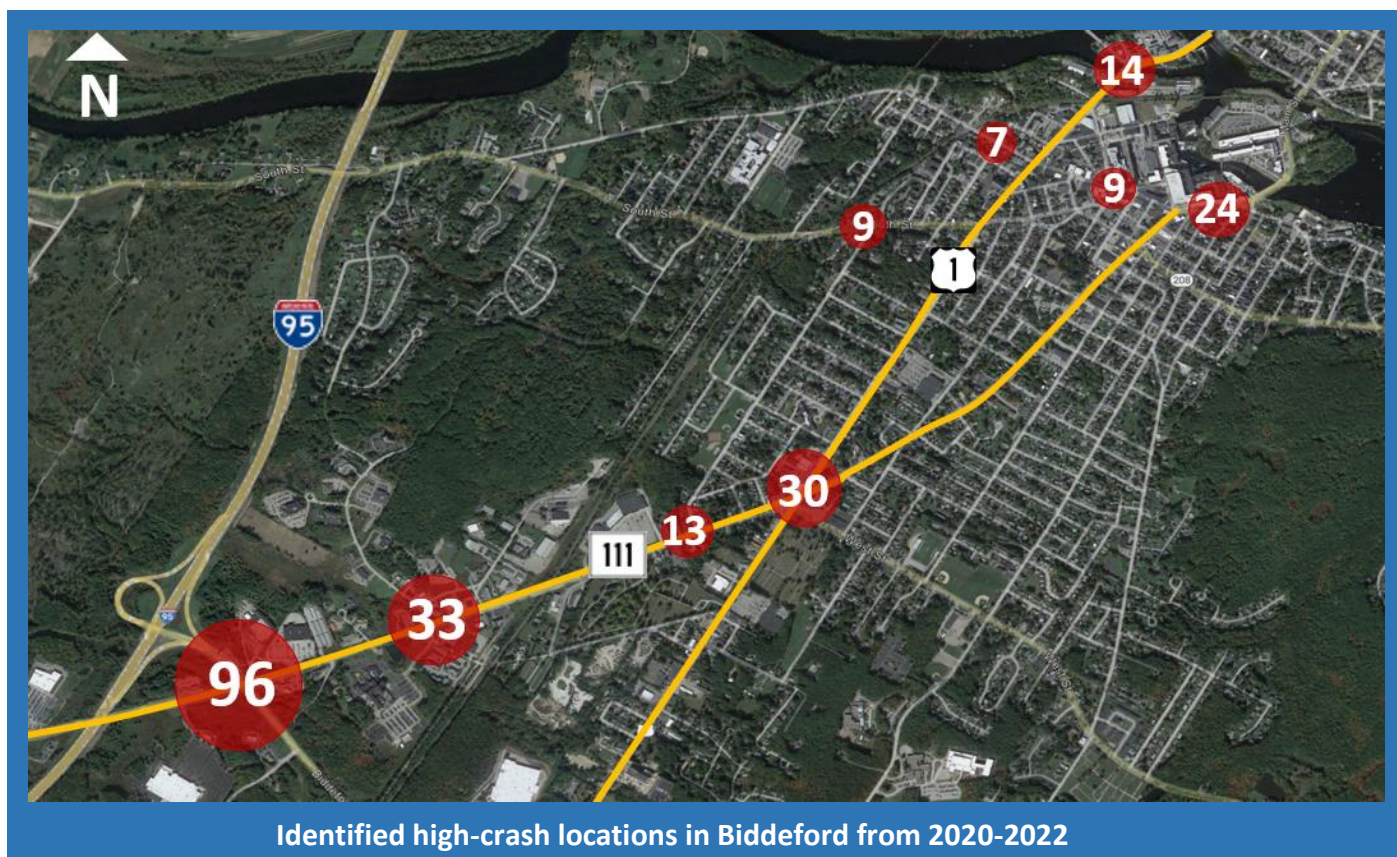


High Crash Locations

The Maine Department of Transportation identifies areas and intersections with a high number of accidents.

Table 8-2: Maine DoT High Crash Locations in Biddeford (2020-2022)

Street / Intersection	Number of Crashes	Injuries
Alfred St. / Biddeford Connector / Exit 32	96	40
Alfred St. / Bara Rd.	33	13
Five Points	30	8
Main St. / Hill St.	24	4
Elm St. / Pine St.	14	6
Alfred St. / May St.	13	2
May St. / South St.	9	1
Adams St. / Main St.	9	7
Bradbury St. / Main St.	7	3



Biddeford has a number of high-traffic areas and traffic-generators. These are locations which draw a large number of visitors and vehicles. Major traffic generators can create traffic and congestion at nearby intersections and along primary and secondary roads.

Generator	Peak Hours
Biddeford Crossing	Daytime Hours, peaks in the evening and on weekends
Walmart Plaza	Daytime Hours, peaks in the evening and on weekends
University of New England	September to May, peaks in morning (7-9) and afternoon (3-6)
Biddeford High School	September to May, peaks in morning (7-8) and afternoon (3-5)
Robert G. Dodge Business Park	Year-round, peak in AM (7-9) and PM (4-6)
Airport Industrial Park	Year-round, peak in AM (7-9) and PM (4-6)
Biddeford Industrial Park	Year-round, peak in AM (7-9) and PM (4-6)
Mill at Pepperell/North Dam Mill	Year-round, peak in AM (7-9) and PM (4-6), but steady throughout the day.

Table 8:3

5. Multimodal and Active Transportation

“Active transportation” refers to any form of mobility that is powered by human energy, primarily walking and bicycling. Active transportation enables communities to become healthier and more interconnected. Cities and transportation agencies can create opportunities for people to exercise for recreation and to build physical activity into their daily routine. This can be achieved by improving bicycle and pedestrian facilities and promoting mixed-use development which enables more people to safely and effectively bicycle or walk to work, school, businesses, and services.

Improving public transportation services produces similar results. Although public transportation is not typically defined as active transportation, studies have shown a higher level of physical activity among public transportation riders. This is because every public transportation trip is a multi-modal trip. Most people who use public transportation walk to or from stops and stations or make other trips by foot during the course of their day.

Transportation agencies can also support projects that enhance mixed-use neighborhoods where different destinations are within walking distance of one another. For example, improved public transportation service can foster new development near a stop or station that already has a variety of housing, jobs, shops, and services.

Biddeford-Saco-Old Orchard Beach Transit (BSOOB)

Biddeford-Saco-Old Orchard Beach Transit (BSOOB Transit) provides fixed-route and paratransit services throughout its namesake communities. BSOOB transit operates six fixed-route services which operate seven days a week. In addition, BSOOB transit provides intercity bus service to South Portland and Portland and offers direct connections to South Portland Bus Service and Greater Portland METRO.

BSOOB Transit carried 242,847 riders in 2022.



As part of the regional “Transit Together” project completed in Fall of 2022,

BSOOB Transit is working to realign its local fixed-route transit services to meet the changing needs of riders and better serve the community. These changes would streamline services along key corridors and improve frequency of service in many high-ridership areas.

BSOOB Transit has also obtained two new all-electric Proterra 40-foot buses. These buses are among the first electric transit vehicles in the state. BSOOB Transit may acquire more electric buses in 2024.

York County Community Action Corp. (YCCAC)

York County Community Action Corporation (YCCAC) provides fixed-route and on-demand transit service through Biddeford and Saco via the “Southern Maine Connector” which links the Saco Transportation Center to Sanford and Springvale on the Route 111 Corridor.

YCCAC provided 62,000 rides in 2021

Bicycle Connectivity

Bicyclists have the same mobility needs as any other road user. Increasingly, land use and transportation planners are recognizing bicycles as a viable transportation mode. While recreation is still the primary use of a bicycle, more people are beginning to cycle as a way to commute to work and run errands. Cyclists should be included in all phases of transportation planning including new road design, construction, and rehabilitation (for more on this, see the Complete Streets section below).

Maine bicycling laws generally give bicyclists the same rights and responsibilities as motor vehicle operators. Bicyclists may use public roads, and they must obey traffic laws such as stopping at red lights and stop signs, yielding to pedestrians at crosswalks, and yielding to traffic when entering a road from a driveway. Motorists are required to give at least three feet of clearance when passing bicyclists.

Any segment of roadway having a paved shoulder of at least four feet wide is generally considered a minimum adequate level of accommodation for bicycle travel. However, a six-foot striped or physically separated bicycle travel lane has become the preferred standard in recent years. A six-foot bicycle or wider dedicated travel lane greatly improves safety and comfort for cyclists and reduces potential choke-points which can create conflict between cars and bicycles.

As highways are improved and upgraded, the City will encourage adequate shoulder widths and striped or protected bicycle lanes when necessary in order to safely accommodate and encourage bicycle travel.

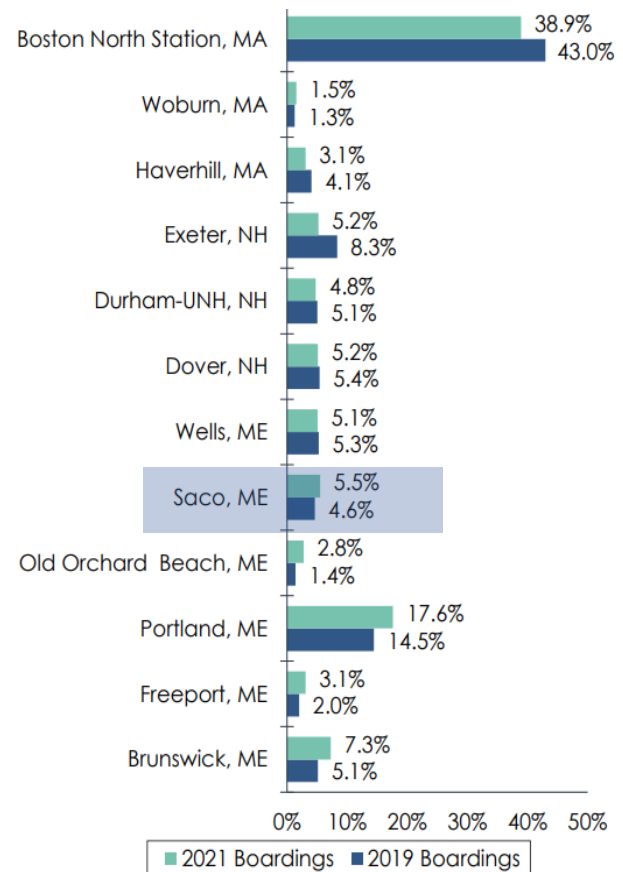
Amtrak Downeaster

The Amtrak Downeaster runs five round-trip trains per day from Boston, Massachusetts to Brunswick, Maine. The train stops within walking distance of downtown Biddeford at the Saco Transportation Center located on Saco Island. Nearly 22,000 people boarded the Downeaster at the Saco Transit Center in 2021.

In coming years, the Northern New England Passenger Rail Authority (NNEPRA) plans to enhance the Downeaster with new locomotives and passenger coaches, which will improve travel times and reduce emissions.



Table 8-3 : Downeaster Ridership by Station: 2019 & 2021



Biddeford Municipal Airport

The Biddeford Municipal Airport is owned and maintained by the City of Biddeford. It is located two miles south of the downtown area. The airport is open to the public and provides access for recreational and private aircraft. Aircraft are allowed to take off and land at no cost. There is one asphalt runway measuring 3,000 feet by 75 feet. Currently, there are no commercial or scheduled air services operating from the airport. Hangar facilities are available for private aircraft.

6. Challenges and Opportunities

Exit 32 and South Street Connector



Biddeford's only point of access to Interstate 95 is Exit 32, which connects directly to Route 111 and Route 1 via the Biddeford Connector road. As the population and economy of our region has grown, Exit 32's existing condition has created congestion and barriers to access for many Biddeford residents and residents of surrounding communities. These accessibility barriers are particularly notable for residents of West Biddeford and Dayton, who must cross Interstate 95 and use local streets to access Route 111 and Exit 32. Route 111 has also experienced increasing congestion from traffic traveling to-and-from Alfred and Sanford using Exit 32 to access Interstate 95.

To help address these challenges, the City of Biddeford has worked with Maine DoT and the Maine Turnpike Authority to study potential solutions to improve Exit 32 and create new connections which would improve regional connectivity and reduce non-local traffic using local streets to access Interstate 95.

The Maine Turnpike Authority has begun preliminary engineering and design for a reconstruction of Exit 32 which would extend some ramps to the west along a new right-of-way behind the Home Depot and connect to Route 111 at a new signalized intersection to the west of the Biddeford Crossing shopping center. This ramp extension would improve highway access to traffic traveling to and from Alfred and Sanford, and reduce traffic congestion around Biddeford Crossing.

In addition, the City of Biddeford has explored the possibility of constructing a new, limited-access connector road which would connect Exit 32 directly to South Street. This connector would dramatically improve highway access for residents of West Biddeford, Dayton and points west. As of Spring 2023, this project is still in a pre-design phase and future plans will be dependent upon funding, community support and environmental review.

Complete Streets

Complete Streets are designed and operated to enable safe access for all users: pedestrians, bicyclists, motorists, and public transportation users of all ages and abilities. Complete Streets make it easy to cross the street, walk to shops, and bicycle to work. They also allow buses to run on time and make it safe for people to walk to and from train stations. Cities and towns in Maine, large or small, can begin building a safer and more welcoming street network by adopting a Complete Streets Policy and then ensuring its full implementation.

As of 2019, eleven communities in Maine have adopted a local Complete Streets Policy.



A Complete Streets Policy does not dictate a one-size fits all approach. A Complete Street in a rural area will look quite different from one in an urban area. Both are designed to balance safety and convenience for everyone using the road. A Complete Street may include sidewalks, bike lanes, paved shoulders, comfortable and accessible bus stops, safe crosswalks, median islands, curb extensions (bump-outs), narrower travel lanes, and more.

Elm Street Rehabilitation and Intersection Change

As part of a Federal SS4A Grant, In 2021 The City of Biddeford was awarded \$7.8 Million for a reconstruction of portions of Elm St. / Route 1 in Downtown Biddeford. These enhancements will make the corridor safer and more efficient for all road users by improving and realigning intersections, rebuilding sidewalks and adding space for bicyclists where available. These improvements will allow Elm St. to better accommodate growth and development in Downtown Biddeford and support regional connectivity.



Transit-Oriented Development

The City of Biddeford has worked in coordination with the City of Saco and the Greater Portland Council of Governments (GPCOG) to study opportunities for transit-oriented housing development for downtown Biddeford and the Mill District, as well as Factory Island and downtown Saco. This study envisions a more dense, connected and mixed-use urban downtown supported by improved transit service by bus and rail, as well as safe, convenient bicycle and pedestrian connectivity.

This study is expected to be published in the Summer of 2023.



Five Points

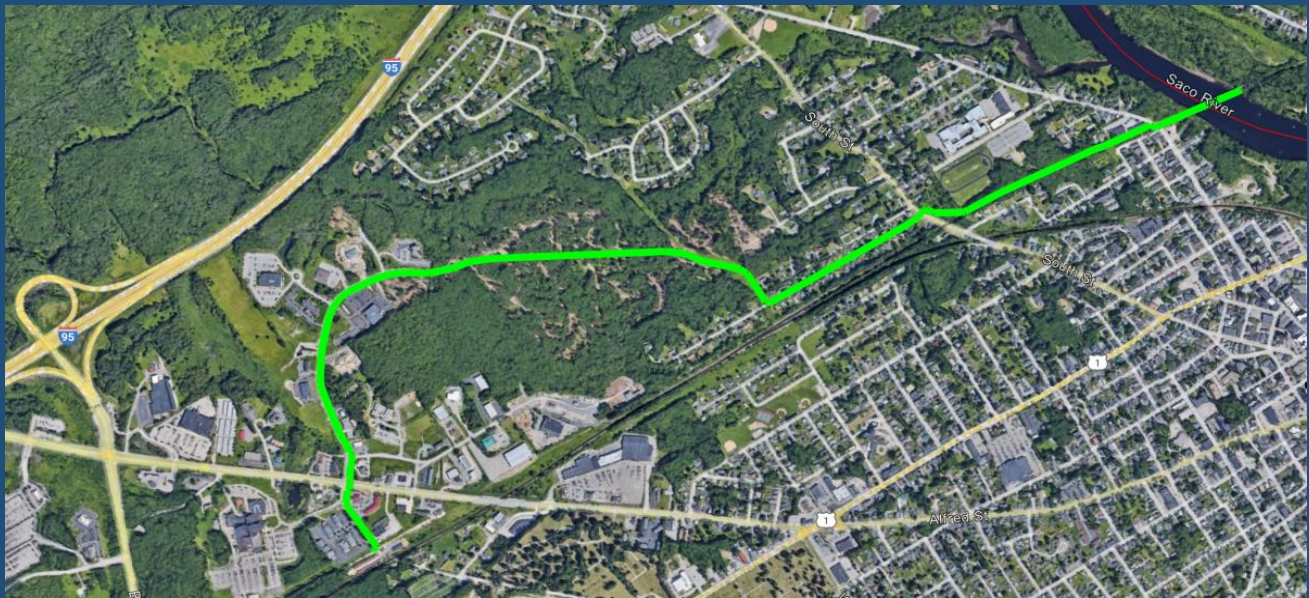
The “Five Points” intersection of Elm St, Alfred Rd and West St. sees very high traffic volume and an above-average number of vehicle accidents. The intersection has been identified as an area of concern and potential future study and redesign.

Riverwalk

The Biddeford Riverwalk is a series of interconnected walkways, plazas and bridges that form a cohesive 3-mile loop through the Mill District in Biddeford and Saco. The Riverwalk has been continually enhanced and expanded since 2015 with new wayfinding signage and public amenities. In coming years, the Riverwalk will be expanded along the edge of the Saco River from the NorthDam mill Complex to the new Pearl Point Park site and pedestrian bridge to the Saco Transit Center. The Riverwalk will continue onward across Elm Street. This extension will greatly enhance pedestrian connectivity throughout downtown Biddeford and provide car-free access to many residents and businesses in the Mill District.

Eastern Trail

The Eastern Trail Alliance works to maintain, and promote the use of the Eastern Trail, a recreation and transportation greenway from Kittery to Portland. The Eastern Trail Alliance is currently in the planning phase of developing a new, off-road alignment for the trail through Biddeford and Saco. The proposed alignment would create new shared pathways along portions of Bara Rd, Westmore Ave. and a “rail with trail” alignment following the Saco Industrial Railroad. This new alignment would greatly improve trail connectivity and user safety while creating new recreational opportunities for our community.



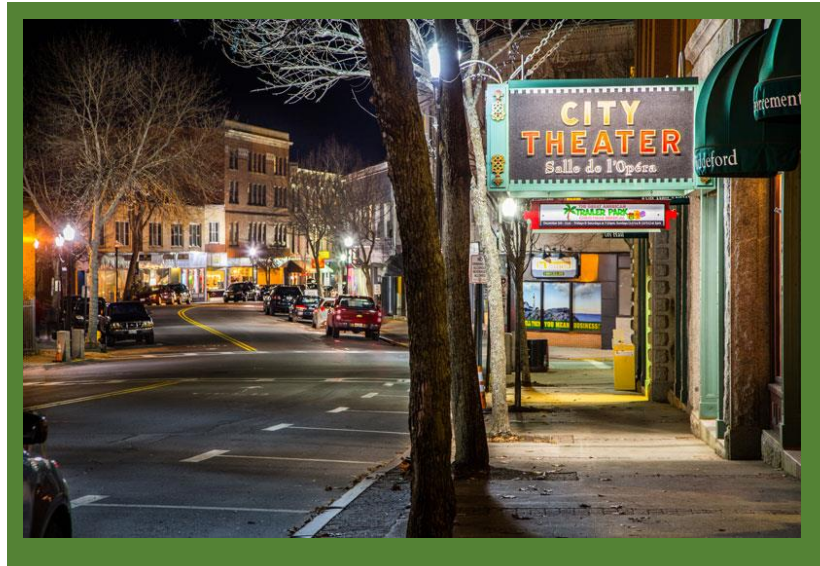
Proposed off-road Eastern Trail alignment through Biddeford

Transportation & Mobility

What Comes Next?

As our region grows and evolves, so too do our transportation needs and opportunities. In order to meet the ever-changing needs of our community, respond to the increasing threat of Climate Change and reduce dependence on single-occupancy vehicles, our community must continually evaluate and embrace new ideas and solutions that will make our city more equitable, sustainable and connected.

We will:



PRIORITIZE

Community and regional needs for safe, efficient and optimal use of transportation systems.

PRESERVE

And improve the transportation system.

PROMOTE

Public health and enhance livability by managing land use in ways that maximize the efficiency of the transportation system and minimizes vehicle miles traveled.

MEET

The diverse transportation needs of all residents by providing a safe, efficient and equitable transportation system for all types of users.

PROMOTE

Fiscal prudence by maximizing the efficiency of the state or state-aid highway network.

MAXIMIZE

Parking efficiency without compromising safety or maintenance efforts.

Goal 1

PRIORITIZE

Community and regional needs for safe, efficient and optimal use of transportation systems

How We Get There:

- Engage in regional and state transportation efforts through Maine Department of Transportation (MaineDOT), Portland Area Comprehensive Transportation Areas System (PACTS), Southern Maine Planning and Development Commission (SMPDC), Biddeford Saco Old Orchard Beach (BSOOB) Transit, Eastern Trail Management District, Northern New England Passenger Rail Association, and other appropriate agencies.
- Identify and prioritize the multi-modal capital improvements needed to maintain or upgrade the transportation system (with priority given to public transit and “active transportation” – i.e. biking and walking) to accommodate the community’s anticipated growth and changing demographics.

Goal 2

SAFELY

Preserve and improve the transportation system.

How We Get There:

- Maintain inventory of existing streets and their status.
- Continue to update and maintain the City’s 5-Year Capital Improvement Program (CIP) related to priorities for public expenditures on the City’s transportation network.
- Plan for increased demand for EV charging infrastructure.

Goal 3

PROMOTE

Public health and enhance livability by managing land use in ways that maximize the efficiency of the transportation system and minimizes vehicle miles traveled.

How We Get There:

- Maintain, enact or amend ordinance standards for subdivisions and for public and private roads as appropriate to foster transportation-efficient growth patterns and provide for future street and transit connections.
- Adhere to Smart Growth principles to guide development toward compact, walkable mixed-use neighborhoods.
- Partner with local and regional stakeholders to reduce peak period traffic congestion.

Goal 4

MEET

The diverse transportation needs of all residents by providing a safe, efficient and equitable transportation system for all types of users.

How We Get There:

- Maintain, enact or amend local ordinances as appropriate to address multi-modal transportation demands and needs, or avoid conflicts with the policy objectives of the Sensible Transportation Policy Act (23 M.R.S.A. §73), the State access management regulations pursuant to 23 M.R.S.A. §704, and State traffic permitting regulations for large developments pursuant to 23 M.R.S.A. §704-A.
- Prioritize the implementation of the recently completed “ADA Self-Evaluation and Transition Plan” to improve and ensure accessibility for persons with disabilities to city programs, services, activities, and infrastructure.

- Ensure future city expenditures on the transportation network are compliant with current Americans with Disabilities Act (ADA) requirements.
- Adopt and maintain a City of Biddeford Complete Streets Policy.

Goal 5

PROMOTE

Fiscal prudence by maximizing the efficiency of the state or state-aid highway network

How We Get There:

- Ensure local expenditures on the state or state-highway system are consistent with existing planned state transportation improvements on those highways.

Goal 6

MAXIMIZE

The parking efficiency without compromising safety or maintenance efforts

How We Get There:

- Maintain, and adjust as necessary, the City's Parking Demand Management strategy.
- Allow parking on Main Street overnight to give a presence of activity downtown and to take advantage of supply. Only prohibit parking on nights where maintenance is planned.
- Begin planning for a second parking structure next to the Police Station. Ensure it is designed with commercial uses on street level, public restrooms, EV

charging stations, and can be re-developed later for housing or other non-parking uses.

- Evaluate parking connections to destinations for sidewalk, lighting, and wayfinding improvements.
- Work with Premium Parking (the City's contracted parking management company) to ensure adjustments are made to maximize the effectiveness and efficiency of public parking in the City of Biddeford.

9 Historic, Cultural & Archaeological Resources

1. Biddeford's Story

Biddeford has a long and storied history dating back many centuries. Before Europeans first arrived in the early 17th century, Native peoples lived along the Saco River, taking advantage of its abundant fishing and easy transportation.

European explorers arrived in what is now Biddeford in 1603, one of the earliest European settlements in North America followed soon after in 1611. The Biddeford pool area was permanently settled in 1626, followed soon after by additional settlements further up the Saco River. For the next 100 years, Biddeford grew slowly as an important stop on the “Kings Highway” linking Falmouth (Portland) and Boston. By the time of the American Revolution, Biddeford was a thriving small community of about 1,000 people with an economy based largely on farming and forestry.

Beginning in the mid-19th century, textile mills became the dominant force in the city's economy and began to dramatically reshape the community. Thanks to the city's advantageous position near major markets, railroads and abundant hydropower, Biddeford grew to become one of the largest textile manufacturing cities in the country by the end of the 19th century. The textile industry employed thousands of people and was an economic engine for the city and the region. Migrants from Canada and Europe flocked to Biddeford to find work in the mills and start a new life in the United States.

The growth of the mills also led to the growth of Biddeford's downtown, as a number of business and shops emerged to cater to the large workforce in the mills.

However, after World War 2, the textile industry in New England began to decline as manufacturing moved to other states or overseas. Biddeford's once thriving mills began closing in the 1950's and the city's traditional urban core began to struggle as development and investment moved into the suburbs. In the 1980's, the community began to see a resurgence as new investment lead to redevelopment of the former Textile mills.

2. Historic and Cultural Resources Today

17

Buildings & Structures

On the NRHP

1758

First Parish Meeting House

Oldest surviving building in Biddeford

65,000+

Books and Media Items

Available at MacArthur Library

62

Historic Structures

In the Downtown Historic District

3. Biddeford's Historic and Archaeological Preservation

Historic Preservation

The Biddeford Historic Preservation Commission protects the historic and architectural heritage of our city and its historically significant areas, landmarks, and sites, while accepting compatible new construction as needed for the city to grow. Biddeford is home to dozens of historically significant buildings and structures, especially in the downtown. It is the duty of the HPC to protect and defend these structures, and to preserve the essential character of historic neighborhoods in such a way that enhances and improves the value of properties. Historic preservation can play a role in economic development of Biddeford by making it more desirable place to live and work, and by encouraging place-making and place-keeping that can help draw in new visitors to our city.

The Code of Ordinances of the City of Biddeford grants the Historic Preservation Commission the authority to review all construction projects in the three Main Street Revitalization District (MSRD) land use zones to ensure compliance with preservation practices. The HPC adheres to the standards set by the U.S. Department of the Interior's Standards of Rehabilitation while also taking into consideration the City's Code of Ordinances.

The HPC considers projects taking place within the MSRD-1, MSRD-2, and MSRD-3 Land Use Zones

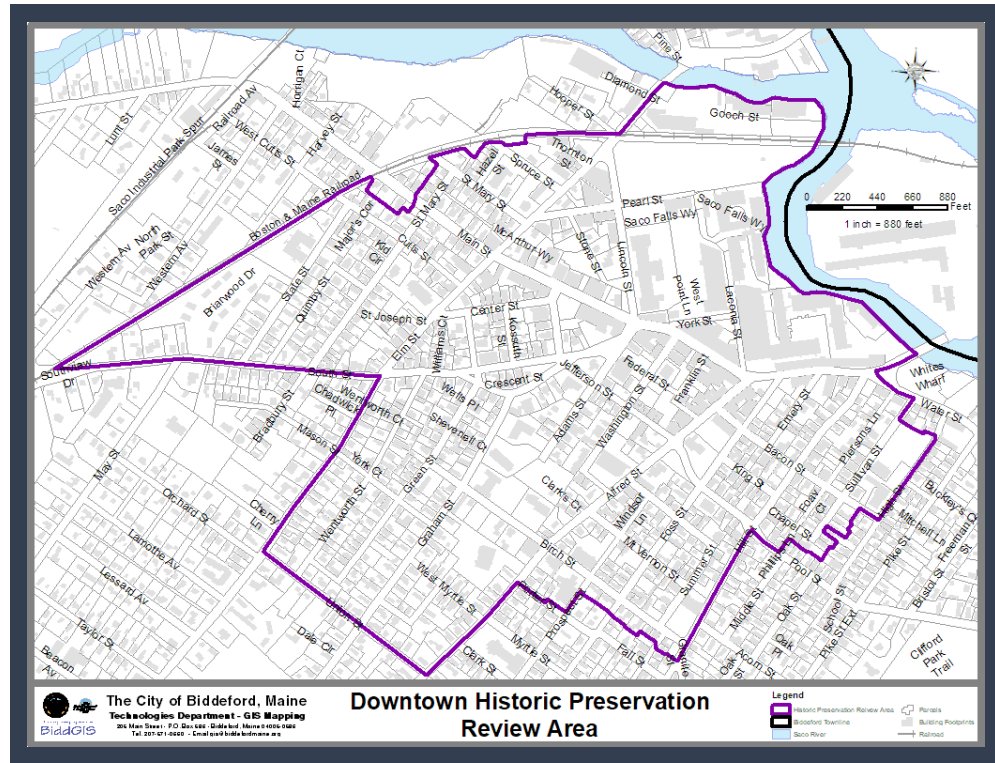


Table 9-1. Biddeford Historic Sites on the National Register of Historic Places, 2020

Name	Address	Approx. Year Built	Year Added to the National Register
First Parish Meeting House	Old Pool Road	1758	1972
Biddeford City Hall, Including City Theater	205 Main Street	1895	1973
U.S. Post Office	35 Washington Street	1914	1973
Fletcher's Neck Lifesaving Station	Ocean Avenue	1874	1974
John Tarr House	29 Ferry Lane	c. 1730	1980
Dudley Block	28-34 Water Street	1848	1982
St. Joseph's School	Birch Street	1887	1984
Wood Island Light Station	Wood Island	1808	1988

Biddeford-Saco Mills Historic District	See Map	Various	2008
Biddeford Main Street Historic District	See Map	Various	2009
Emery School	116 Hill Street	1912	2011
St. Andre's Parish	41 Sullivan Street	1900	2015
Timber Point	1-2 Timber Point Road	1931- 1954	2016

Source: *National Register of Historic Places.*

Archaeological Resources

Biddeford has a number of archaeological sites spanning centuries of human habitation. A large number of these sites can be found in the Biddeford Pool area, where both indigenous peoples and European settlers have fished, farmed and lived for many hundreds of years. The coastal area of Biddeford is also home to a number of shipwreck sites.

There are nine prehistoric archaeological sites known in Biddeford. Eight of these may be significant or are known to be significant. Several of the sites known to be significant are located on the campus of the University of New England (UNE). These sites are villages or farmsteads that were still present and inhabited when the area was visited by Samuel de Champlain in 1604.

The Maine Archaeological Society, Inc. published an article of interest in Spring of 2006 that reviews the "Chouacoet Site" which is located on the site of the present UNE campus. According to the article's author, Richard J. Lore, Samuel de Champlain visited the Chouacoet Site near the mouth of the Saco River and found an Armouchiquois Indian village.

During construction of several buildings on the University of New England Campus, a number of archaeological sites were monitored and some artifacts were recovered. In future surveys related to development projects it is noted in the University of New England Campus Master Plan that the majority of the rest of the site of proposed development on the campus as having been "extensively disturbed" and no further significant archaeological resources have been discovered.

Table 9-2. Biddeford Archaeological Sites

Site Name	Site #	Site type	Periods of Significance
Winter Harbour	ME 041-001	Settlement	1616-1617, 1630-1675, 1708-1775
Saco Fort	ME 041-002	Military, Fort	1676-1725 (1693-1708)
Fleetwing	ME 041-003	Wreck, Schooner	March 2, 1891
Anahuac	ME 041-004	Wreck, Screw	April 15, 1923.
George and Albert	ME 041-005	Wreck, Schooner	November 17, 1887
Marshall Perrin	ME 041-006	Wreck, Schooner	November 16, 1907
Fred Tyler	ME 041-007	Wreck, Schooner	October 27, 1920
Roger Drury	ME 041-008	Wreck, Schooner	January 12, 1918
Biddeford Pool Dugout Canoe	ME 041-009	Wreck, Canoe	c. 1630 to 1900
Biddeford Pool Wharf	ME 041-010	Wharf	c. 1750- c. 1800
Thomas Williams	ME 041-011	Domestic	c.1636 - c.1689
Richard Hitchcock	ME 041-012	Domestic	c.1636 - 1676 or 1689
Edward's Farm #1	ME 041-013	Domestic	c. 1636- c. 1689
Hitchcock's Point #1	ME 041-014	Structure, Unidentified	c. 1770
Hitchcock's Point #2	ME 041-015	Structure, Unidentified	c. 1850
Stackpole - Jordan	ME 041-016	Domestic	c. 1717 - present
'Hiawatha'	ME 041-017	Wreck, Schooner	November 1860
'William and Harris'	ME 041-018	Wreck, Schooner	November 1840
'Game Cock'	ME 041-019	Wreck, Schooner	1867
'Rara Avis'	ME 041-020	wreck, gas screw	1893-1918
'Washington'	ME 041-021	Wreck, Schooner	1856
'Nellie Grant'	ME 041-022	Wreck, Schooner	1869
'C.N. Gilmore'	ME 041-023	Wreck, Schooner	1876-1925
'Valetta'	ME 041-024	Wreck, Schooner	Wrecked on Wood Island on October 28, 1909.
'Queen of the West'	ME 041-025	Wreck, Schooner	1898
Wood Island Lighthouse	ME 041-026	Lighthouse	Original light house station built in 1808
'Livelihood'	ME 041-027	Wreck, Schooner	November 28, 1925
'Augusta'	ME 041-028	Wreck, Schooner	Information Not Provided
'Jessie Lena'	ME 041-029	Wreck, Schooner	March 13, 1912

4. Cultural Resources

McArthur Library

Founded in 1863, McArthur Library is one of the oldest publically funded libraries in New England.

The mission of McArthur Library is to connect the Biddeford community with materials, programs, services, and informational and cultural resources needed to lead fuller, better, and richer lives. McArthur Library is also home to the Biddeford Historical Society and the Franco-American Genealogical Society collections

Today, the library offers over **59,000** books and over 7,000 e-books, audiobooks and magazines. The library also has an extensive collection of audio-visual media.

Library services are available for free to residents of Biddeford and students at the University of New England

In 2019, McArthur Library Welcomed

115,000 Visitors

and circulated more than

120,000 items

McArthur Library hosts hundreds of programs and community events each year which are attended by over **10,000 people**

City Theater

Biddeford City Theater is located adjacent to Biddeford City Hall on Main Street. It is managed by City Theater Associates, Inc., which is a non-profit organization, housed with the Theater. Its mission is “to foster an appreciation for the performing arts by using creative avenues to increase community involvement.”

The City Theater has been in continuous operation for 125 years. Today, it hosts concerts, films, plays and performing artists throughout the year. City Theater serves as a venue for Heart of Biddeford events and seasonal downtown festivals such as Winterfest.



Biddeford Mill Museum

The Biddeford Mills Museum (BMM) was established in 2011. It is overseen by a dynamic board of directors who are devoted to seeing the Biddeford Mills Museum find a permanent space in Biddeford where they can display and care for their collections and offer interactive exhibits, classes and walking tours that tell the history of the mills and the pivotal role they played in shaping Biddeford.

Engine

Engine was established in 2010 and was “Founded on the belief that artistic expression and creative vibrancy are the gateway to cultural, social, and economic revitalization,

Engine’s Mission is “To make arts-driven programming, cultural development, and sustainable creative entrepreneurialism an explicit community value and civic priority in Biddeford.”

Engine partners with the UNE to hold student and faculty art shows at its Main Street gallery and also organizes an ArtWalk on the final Friday of every month. Engine also oversees the public art committee, which guides investment in public art throughout the community.

Biddeford Historical Society

The Biddeford Historical Society (BHS) works to preserve, promote and interpret Biddeford’s long and rich history.

BHS works to preserve historic sites and artifacts and maintains an extensive archive of historic materials. BHS also hosts classes, workshops and walking tours of Biddeford’s historic sites.

Biddeford Museum in the Streets

The Museum in the Streets is a walking tour of Downtown Biddeford and follows a series of signs highlighting important historical features in the heart of Biddeford. It was developed by the Biddeford Historical Society.

Heart of Biddeford

Heart of Biddeford (HoB) is a volunteer-driven organization that works in partnership with the City of Biddeford, the business community, property owners, and residents to foster economic development and improve quality of life in downtown Biddeford by supporting existing businesses, attracting new businesses, promoting the downtown through events, and working to beautify the urban core.

5. Challenges and Opportunities

Historic Preservation and Economic Development

In a 2011 economic impact report for Maine Preservation titled ***The Economic and Fiscal Impact on Maine of Historic Preservation and The State Historic Preservation Tax Credit Planning Decisions*** examined the impact historic rehabilitation projects had between 2007 and 2011. The report notes that this was a recession period of the economy which had a significant negative impact on the construction industry in Maine for this period. For example, unemployment in the construction sector rose from 6.5% to 14.2%, housing starts fell in half, and commercial construction activity severely declined.

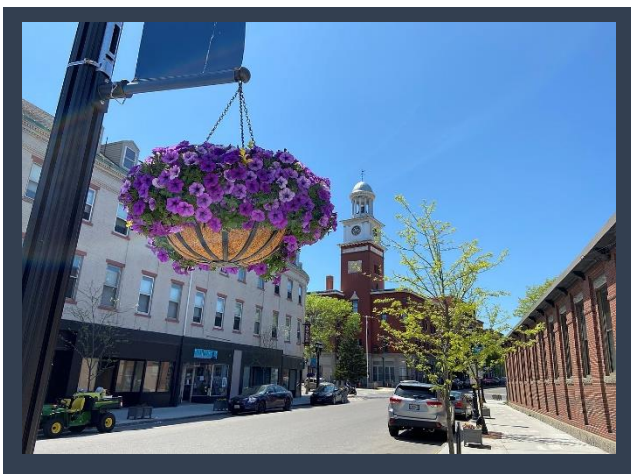
During the same period, however, the report notes that the value of historic rehabilitation activity increased from \$7 million in 2007 to \$40 million in 2011. Further, in 2011 alone, tax credit sponsored Historic Rehabilitation were anticipated to support nearly 800 Maine jobs and \$30 million of income.

Further, according to this same report 25, historic tax credit rehabilitation projects were anticipated to have been completed between 2007 and the end of 2011, with an anticipated increase in Maine's property tax base by \$135 Million. Further, these projects, although there will be an resulting in an estimated \$3.5 million lost to the State from through the tax credit, would add \$2.6 million in additional State income and sales tax revenues and an additional \$1.9 million in municipal property tax revenues.

- Every \$1 spent on Historic Rehabilitation goes in a higher proportion to Maine crafts people than those out of State, than \$1 spent on new construction (I.e., Maine workers benefits more)
- Another benefit is that since the Maine tax credit is typically coupled with the 20% Federal Historic tax credit, which can attract out of State investors thereby bringing money into Maine and promoting Economic Development

Biddeford Main Street Historic District

The Biddeford-Saco Mills Historic District was added to the National Register of Historic Places in December 2008. It is roughly bounded Pearl Street, Lincoln Street, York Street, Laconia Street, Main Street (Biddeford), and Main Street and Gooch Street in Saco. The buildings are generally characterized as being in good condition and that they retain adequate integrity so as to represent their significance as components of a mid-nineteenth to mid-twentieth century downtown. The downtown historic district also includes three parks.



The Main Street Historic District consists of over **50** structures built between 1846 and 1952.

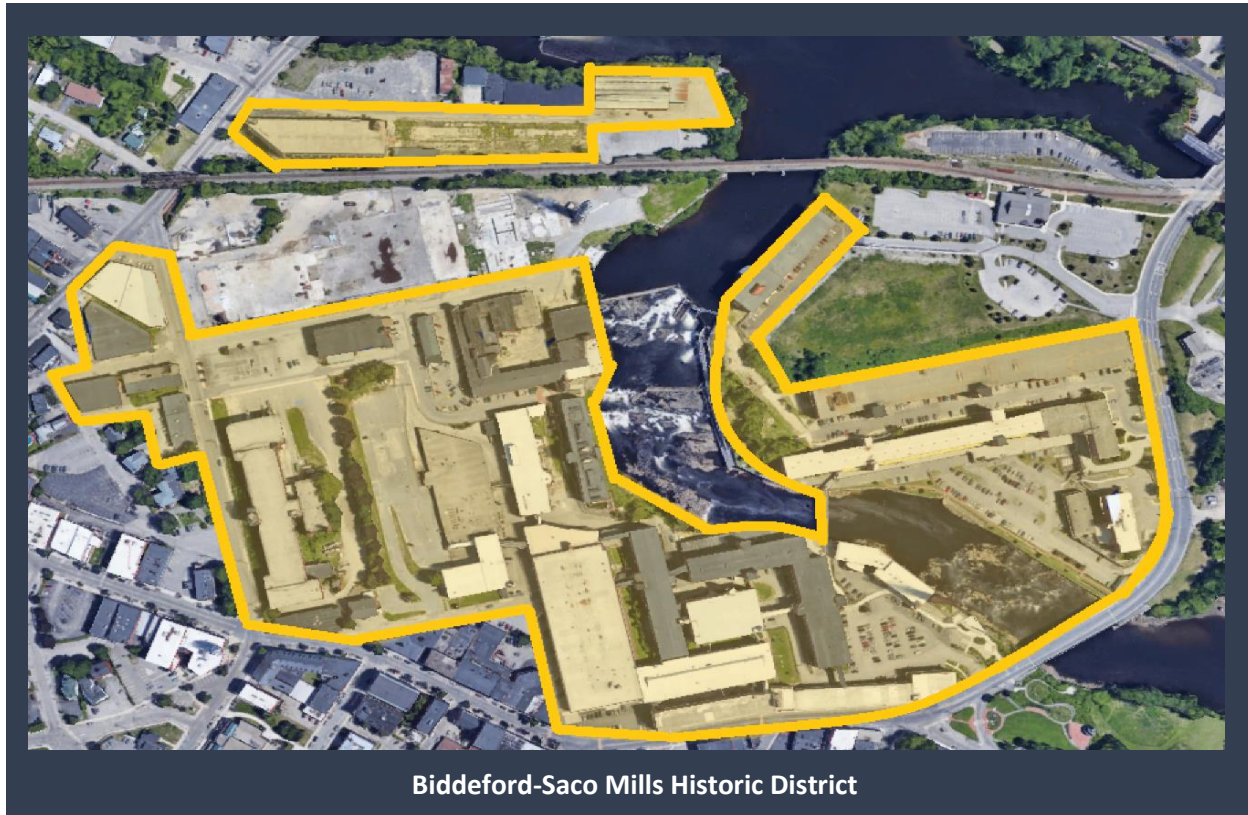
These buildings form a cohesive group that conveys the significance of the district as a social and commercial center of Biddeford.

Biddeford / Saco Mills Historic District

The Biddeford-Saco Mills Historic District was added to the National Register of Historic Places in December 2008. It is roughly bounded Pearl Street, Lincoln Street, York Street, Laconia Street, Main Street (Biddeford), and Main Street and Gooch Street in Saco. It is characterized by its significance in the industrial history of Biddeford and its architecture which is a mix of Mid-19th Century/Greek Revival, Late Victorian/Italianate, and Modern Movement/Tanate.

According to the National Register of Historic Places:

"The Biddeford/Saco Mills Historic District is a cohesive collection of historic manufacturing buildings situated on roughly 38 acres of land flanking the Saco River. The district includes 13 properties in the city of Biddeford and the entirety of, or portions of six properties within the Saco city limits and is located adjacent to the downtown commercial areas of both cities. The river, which separates the two municipalities, runs through the district roughly north to south, with Biddeford on the west bank and Saco to the east...."



Historic Architectural Survey

In Fall of 2022, The Biddeford Historic Preservation Commission embarked on a project to document historic buildings in the downtown and surrounding areas of the city. This project is called an Architectural Survey, and will be conducted by Kleinfelder, Northeast, Inc., a consultant the City hired through a competitive RFP process. Biddeford is fortunate to have a rich assortment of historic buildings, and this survey will record the wide range of buildings its history reflects, dating from the 1700s through the early 1970s.

The project will begin on or around November 1, 2022 and is expected to be completed by September 30, 2023. The Biddeford Architectural Survey is supported in part by a grant administered by the National Park Service, Department of the Interior and the Maine Historic Preservation Commission.

What Comes Next?

EDUCATE citizens and property owners about the value of historical, archaeological, and cultural preservation.

PROTECT Biddeford's historic, cultural and archaeological resources to the greatest extent possible

REDUCE The impact of climate change and sea level rise on Biddeford's historic, cultural and archaeological resources.

SUPPORT arts and culture facilities, events and the “creative economy” throughout Biddeford.

Goal 1

Educate Educate citizens and property owners about the value of historical, archaeological, and cultural preservation.

How We Get There:

- Promote and support Downtown Biddeford, including the Mill District, as the historic and cultural core of the City.
- Continue to support the efforts of the Biddeford Historical Society, the Biddeford Historic Preservation Commission, and other entities such as the Biddeford Mills Museum, in promoting Biddeford's history and historic resources
- Support the implementation of the Biddeford Cultural Plan, completed in November 2021.

Goal 2

Protect Biddeford's historic, cultural and archaeological resources to the greatest extent possible

How We Get There:

- Maintain Biddeford's accreditation as a Certified Local Government (CLG) community.
- Building on Biddeford's new CLG status, begin a comprehensive community survey of historic buildings and structures in Biddeford. priority areas most at risk to loss. Potential match funds are available as a CLG community through the State Historic Preservation Office (SHPO).
- Identify historic resources that are at risk of loss or damage due to climate change impacts.
- Amend the land development regulations to require that projects subject to Planning Board (or its designee) review incorporate maps, information, and comments available from the Maine State Historic Preservation Office (SHPO).
- Ensure the Land Development Regulations, including the subdivision review regulations, require known historic resources be identified and that developers take appropriate measures to protect those resources, including but not limited to, modification of the proposed site design, construction timing, and/or extent of excavation.
- Incentivize methods to increase adaptation of historic resources to climate change that is consistent with National Park Service Standards and protects the long-term stability of these structures.
- Continue to support efforts of the Biddeford Cultural Coalition, which advocates a strong role of arts and heritage in the city's social and economic fabric.
- Continue to support McArthur Library and its contribution to the arts and culture realm in Biddeford.
- Support the mapping of private cemeteries throughout Biddeford to better protect them from land use change and development.
- Ensure the Land Development Regulations, including the subdivision review regulations, require known archeological sites and areas sensitive to prehistoric

archeology be identified and that developers take appropriate measures to protect those resources including but not limited to, modification of the proposed site design, construction timing, and/or extent of excavation

Goal 3

Reduce The impact of climate change and sea level rise on Biddeford's historic, cultural and archaeological resources.

How We Get There:

- Conduct an assessment of existing historic, cultural, and archaeological resources that may be vulnerable to sea level rise and other climate change related weather events

Goal 4

Support Biddeford's historic, cultural and archaeological resources to the greatest extent possible

How We Get There:

- Continue to support and fund efforts that enhance the promotion and marketing of Downtown through festivals and events such as the Biddeford-Saco Art Walk and River Jam festival
- Support the adoption and implementation of a Biddeford Public Art Policy which will establish a Biddeford Public Art Program and the development of a Public Art Master Plan.
- Work with community partners, including Heart of Biddeford and Engine, to seek out financial and technical assistance opportunities to support the creative economy in Biddeford.
- Formally recognize the history and culture of Indigenous People who inhabited the area that is now Biddeford with the support of the Cultural Community.

10 Recreation & Open Space

1. What's Happening?

The City of Biddeford offers many recreational opportunities that are open to residents and visitors. With eighteen parks, including three saltwater beaches, seven recreational facilities, and many other trails, open spaces and athletic facilities, Biddeford supports a strong recreational environment that allows residents of all ages to live active, healthy lives and engage with their community.

In addition to managing public parks and open space, the City of Biddeford hosts a wide array of programs, events and resources for the community.

As Biddeford's population grows and demographics change, the recreational demands and needs of the community will also change.

Like many departments throughout the recreation field, the department transitioned from one that was entirely dependent on taxpayer funding to a hybrid model that has allowed for growth and experimentation with programs. This transition took place in the late 1990's and early 2000's. The department was able to make the transition successfully with the support of the community, volunteers and team members that dedicated a great deal of time and energy to support this growth.

As with many organizations offering recreational programming, the arrival of Covid-19 drastically affected the programs and services offered. The department continued to operate, providing what it could to help support the community during this period. As we continue to work around Covid, the department continues to work to bring its former services back into the fold. Programs have once again begun to flourish, being well received with so many looking to participate. Like many organizations and businesses, the challenge today is to find and retain full-time, part-time and seasonal staff to support the growth of these programs.

As a community agency, the Recreation Department collaborates with local agencies such as the Heart of Biddeford and the Coastal Healthy Communities Coalition to

provide opportunities for the community. These occur with local events such as the Family Fun Festival (former Bacon Street Festival), Winterfest and River Jam. The department also schedules activities in the parks with the Parks Department at Public Works working to maintain the cities fields, parks and playgrounds. The Recreation Department oversees the one freshwater and three ocean beaches, providing lifeguard coverage and maintaining public restrooms within the parks.

It is also important to share the work the department does in collaboration with the Biddeford School Department. The School Department is a strong supporter of the Recreation Department. The two departments share facilities; the Recreation Department utilizes the schools to provide after school care and summer camps along with youth and adult sports. The School Department utilizes the city fields for its sports programs such as baseball, softball and field hockey along with classroom space at the J. Richard Martin Community Center. It is also important to note the Center of Technology (COT) has provided a great deal of service for the city, constructing picnic tables, dugouts, the gazebo at Mechanics Park from the brick work up and recently the construction of a facility at Doran Field including restrooms, concessions, a press box and rehab of the dugouts.

The Recreation Department also works with a multitude of city departments. Some assist with daily operations, such as the Parks Department, and others assist with projects or help support events such as the Public Works Department, Police and Fire Departments, Codes, Clerks and Engineering offices, to name a few.

The department also works with area recreation departments and the University of New England to expand and enhance programming.

2. What the Community is Saying

“I love our open spaces. Thanks to all who keep our open spaces clean, free from trash and well maintained.”

“Recreational opportunities are important for tourism, and winter activities especially for locals. Need more dog friendly places in the city.”

“ Our farm and forest land should be preserved through conservation easements.”

“There are lots of opportunities to put more land into conservation.”

“Accessing the beaches can be difficult.”



3. Recreation and Open Space in Biddeford Today

26

Public Spaces

Parks, Beaches and Open Space

282

Acres

Of public open space

7

Recreational Facilities

Operated by the City

11%

Of Biddeford

Is Conserved as Public Open Space

The Recreation Department offers programs, activities and services for community members starting with preschool-age youth to those 80+. Below is only a sampling of those services, programs and activities. The department is always adding new programs to its offerings.

Youth sports offerings include:

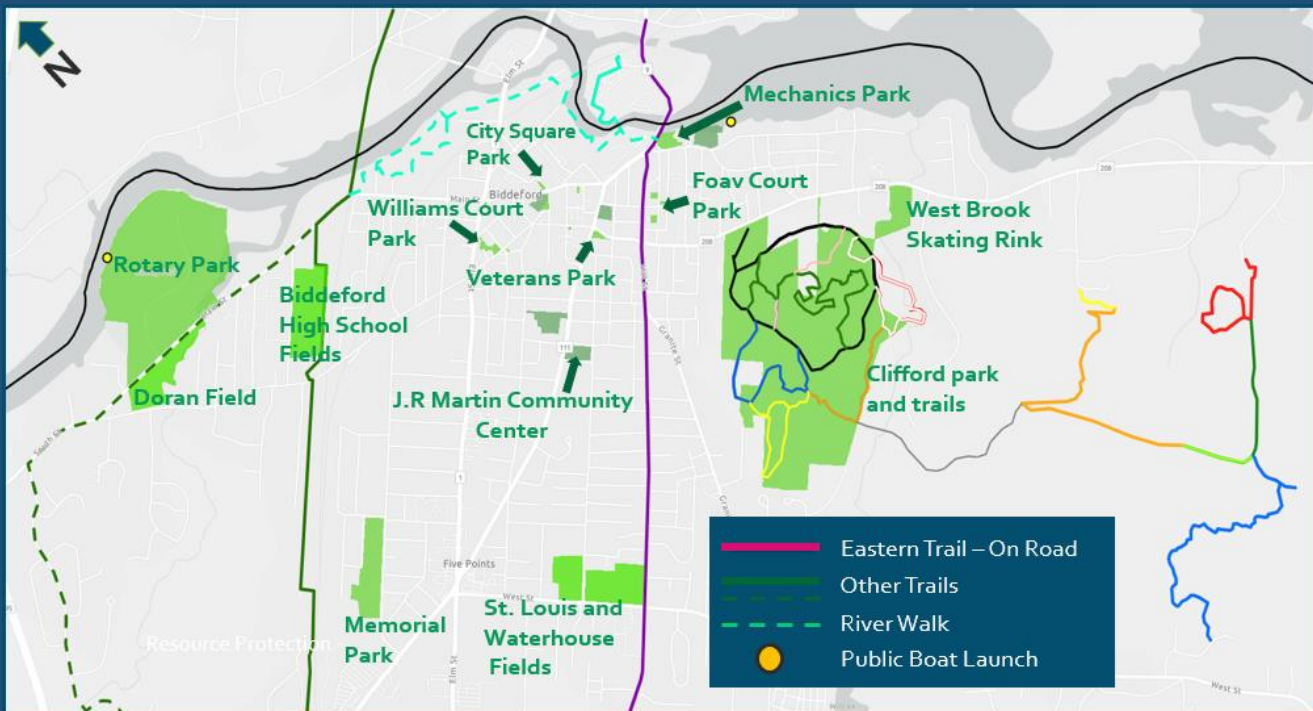
- **Basketball**
- **Soccer**
- **Cheering**
- **Tennis**
- **Wrestling**
- **Parent-Child pre-school gym**

Adult sports offerings include:

- **Basketball**
- **Softball**
- **Volleyball**
- **Pickleball**
- **Fitness classes**
- **Outdoor adventure trips**

The department offers an after school care program (Cub Care) serving grades K-5, vacation camps, summer day camp programs for youth and teens, a teen center, and special events such as the Community Halloween Party and Easter Egg Hunt. Adult activities include trips and wellness programs. The department also houses the 50 Plus Club Ross Center, which offers social opportunities for older adults.

The department also manages the J. Richard Martin Community Center, which houses organizations such as Adult Education, La Kermesse, the 50 Plus Club and St. Louis Alumni.



Parks and Community Facilities in Central Biddeford

Table 10-1: Park Conditions and Needs

Facility	Condition	Needs
Biddeford City Square / City Hall Plaza	N/A	None
Biddeford Pool Beach/Gilbert R. Boucher Memorial Park	Good	Additional Parking, Walkway Improvements
Biddeford River Walk	Excellent	Additional Seating
Cannon Park	Very Good	None
Clifford Park	Very Good	Trail Work, Signage
Diamond Match Park	N/A :Undeveloped	Work with private developer to enhance riverfront access
Fortunes Rocks Beach	Very Good	Additional Parking
Foav Court Park	Good	None
Liberty Park	Fair	General maintenance and rehabilitation
Mechanics Park	Good to Fair	Repairs and rehabilitation of lower level
Memorial Park Recreation Hall	Fair	New roof, New windows, interior renovation
Memorial Park Playground and Tennis Courts	Very Good	New playground equipment
Middle Beach	Very Good	Additional Parking,
Park in the Pines	Very Good	Additional water source
Pierson's Lane Playground	Good	New Fence, security cameras
Rotary Park Bathhouse	Good	Possible restroom expansion
Rotary Park Teen Center	Very Good	None
Rotary Park Fields	Fair	Dog park lights, invasive species control, security cameras, field improvements
Shevenell Park	Fair	Rehabilitation, security cameras
St. Louis Field	Good to Fair	New building doors, ADA compliant restrooms, fencing

Staples St. Beach	N/A	None
Town Landing	Fair	Signage
Vines Landing	Very Good	New boat ramp
Yates St. Park	N/A	None – Passive Park

4. Challenges and Opportunities

Regional Coordination and Partners

The City of Biddeford is fortunate to have a strong community of nonprofits, community groups and regional organizations that create and maintain public open spaces, trails and conservation areas. In total, over 700 acres of land in Biddeford is set aside for conservation and recreation.

Blanding's Park Wildlife Sanctuary

Blandings Park Wildlife Sanctuary was founded in 2006 as a public charity 501 (c) 3 grassroots land trust. It is located off Pool Street at Blanding's Way approximately one (1) mile east of Downtown Biddeford. The Sanctuary now has over 200+ acres of valuable wildlife habitat preserved which consists of a network of trails.

East Point Sanctuary

East Point Sanctuary is owned by the Maine Audubon and is located on the far eastern tip of Biddeford Pool - it is located directly North East of the Abanakee Golf Club. There is virtually no parking here and no restrooms but it is very well known for wildlife viewing, particularly birds.

Kennebunkport Conservation Trust

The Kennebunkport Conservation Trust owns .92 acres of land at 501 West Street and has a conservation easement over 99 acres of land at 880 Pool street (City of Biddeford Open Space Plan, November 2012).

Marblehead Boat Launch

Marblehead boat launch is a State of Maine facility located off Pool Street. It is heavily used particularly in the summer months. Restrooms are provided. There are two boat ramps and a pier at this location, which makes it an ideal location

for boat launching into the Saco River. There is parking for approximately 60 vehicles, including trailers.

Rachel Carson National Wildlife Refuge (U.S. Fish and Wildlife Service)

In Maine, the Rachel Carson National Wildlife Refuge was established in 1966 in cooperation with the State of Maine to protect valuable salt marshes and estuaries for migratory birds. Located along 50 miles of coastline in York and Cumberland counties, the refuge consists of eleven divisions between Kittery and Cape Elizabeth. It will contain approximately 14,600 acres when land acquisition is complete. The proximity of the refuge to the coast and its location between the eastern deciduous forest and the boreal forest creates a composition of plants and animals not found elsewhere in Maine. Major habitat types present on the refuge include forested upland, barrier beach/dune, coastal meadows, tidal salt marsh, and the distinctive rocky coast.

In Biddeford, there are two divisions of the Rachel Carson National Wildlife Refuge: the Biddeford Pool Division and the Little River Division. The Biddeford Pool Division controls property on the west side of Biddeford Pool off Old Pool Road. The Little River Division controls several properties on the east side of Little River in Granite Point including Timber Point and Timber Island. At the southernmost extent of Granite point Road, there is a small parking area that leads to what is referred to as Timber Point Trail which runs along the west side of Timber Point. At low tide, Timber Island can be accessed from the southernmost tip of this trail.

Rachel Carson's total acreage between the Little River Division and the Biddeford Pool Division is approximately 244.55 acres (City of Biddeford Open Space Plan, November 2012).

Saco Valley Land Trust

Saco Valley Land Trust owns or has easements on over 725 acres of land scattered throughout Biddeford (City of Biddeford Open Space Plan, November 2012).

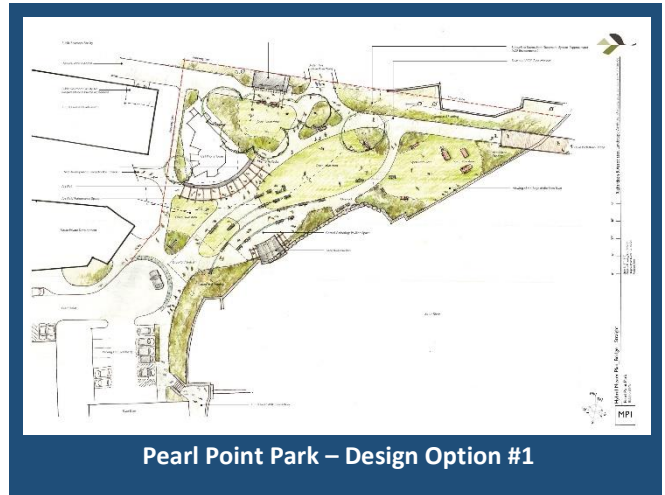
South Point Sanctuary

South Point Sanctuary includes a pathway that runs from 7th Street southwest and ultimately to Biddeford Pool Beach. The land is owned and maintained by the Biddeford Pool Land Trust.

Riverwalk & Pearl Point Park

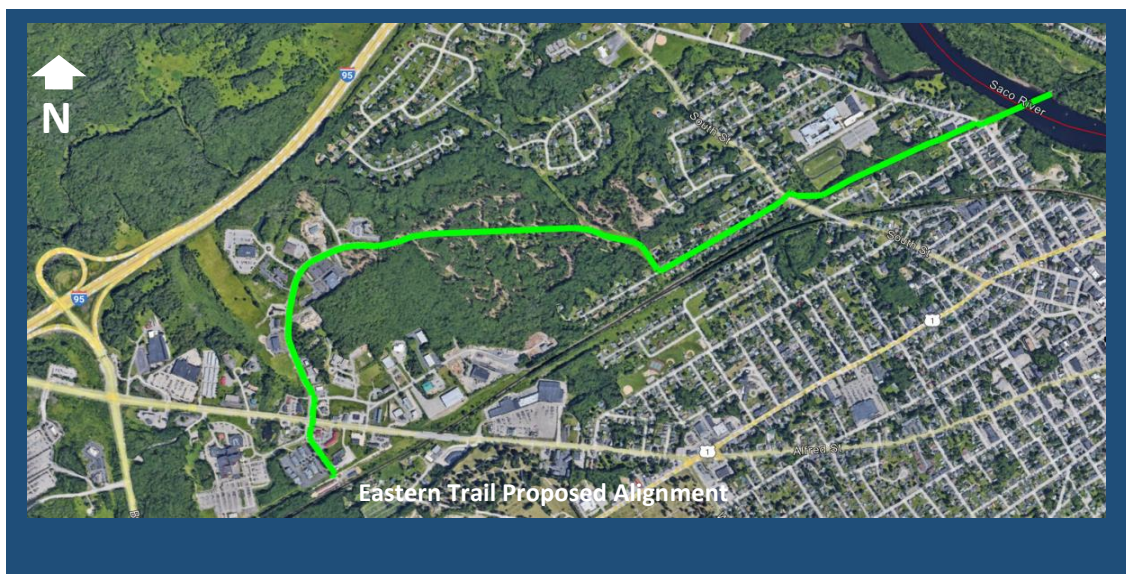
Working with private partners, the City is working to develop and expand the public riverwalk through the Mill District to connect the Diamond Match property, Pearl Point, and the Mill District. This expansion will greatly enhance public waterfront access and create enhanced connectivity to support new downtown development.

The Riverwalk will closely follow the Saco river, and will be anchored by a new signature downtown park to be named Pearl Point Park. This new park will connect Pearl Street with the riverfront, and will provide a direct connection to the Saco Transit Center via a new pedestrian bridge.



Eastern Trail

The Eastern Trail Alliance works to maintain, and promote the use of the Eastern Trail, a recreation and transportation greenway from Kittery to Portland. The Eastern Trail Alliance is currently in the planning phase of developing a new, off-road alignment for the trail through Biddeford and Saco. The proposed alignment would create new shared pathways along portions of Bara Rd, Westmore Ave. and a “rail with trail” alignment following the Saco Industrial Railroad. This new alignment would greatly improve trail connectivity and user safety while creating new recreational opportunities for our community.



New Conservation Areas

The City of Biddeford has worked with private land owners, land trusts and the community to set aside new areas for conservation and recreation. These partnerships will create approximately 350 acres of new open space in coming years.

- **~250 acres** of conservation land created as part of the Maine Water Company relocation project. This conservation easement will be publically accessible managed by the Maine Coast Heritage Trust.
- **~100 acres** of new publically accessible land added to Clifford Park as part of a private land exchange. This park expansion will be managed by the city

New Playground

The City is in the early stages of developing and planning for a signature playground facility for children in the community. This playground would be accessible year-round for children of all ages, backgrounds and ability levels. (e.g., mentally and/or physically challenged children) and would feature a wide variety of modern, safe and unique playground equipment.

Any new playground facility will be designed with equity and accessibility in mind to ensure that all children in the community are able to enjoy playground facilities regardless of background or physical and mental ability.

Open Space Master Plan

In order to fully understand the changing needs and opportunities for public parks, open spaces and community facilities in Biddeford, the City plans to develop an Open Space Master Plan in the near future. This plan would create a new framework for guiding investment in parks, trails, community facilities and recreation.

Improving Ocean and Water Access

Biddeford has a wide range of coastal and freshwater amenities open for public access including beaches, coastal wetlands, tidal estuaries and rivers.

However, accessibility remains an obstacle for some public shoreland areas, particularly beaches and coastal areas. Ensuring that our community has safe, easy and equitable water access is a foundation for building a healthy and attractive community.

In order to improve water access for our community, Barriers to access and how to address them need to be explored further.

Potential paths to improving water access include:

- Improving transit access to coastal areas
- Creating park-and-rides for beach access
- Creating new transient boat moorings and tie-up points
- New public boat launch points
- Installing bicycle storage facilities at beaches and boat landings to promote active transportation

Further exploration of the needs and challenges for community water access may be undertaken at a future point.

Recreation & Open Space –

What Comes Next?

Much of the programming the department offers is dependent on the wants and needs expressed by members of the community and feedback from the Recreation Commission. As the community changes, so will Recreation Department offerings.

Since the Covid-19 pandemic, there has been increased use of the public parks and trails as people search for options to stay healthy and active.



Goal 1

MAINTAIN AND UPGRADE

Existing recreational facilities and infrastructure as necessary to meet current and future needs

How We Get There:

- Develop a Recreation & Open Space Master Plan to address on-going maintenance needs as well as new facilities to meet current and future needs.
- Work with neighborhood groups to determine neighborhoods specific recreation needs and demands for consideration for future planning and implementation. Tie development requirements to these needs in the ordinance to best create an equitable distribution of recreation space.

- Identify one (1) recreational facility location for improvements to create a signature playground for children of all ages, backgrounds, and ability levels (e.g., mentally and/or physically challenged children).
- Support and fund needed renovations at the Rotary Park bathhouse to meet current needs, ADA requirements, and to ensure equitable access is available to all Biddeford residents.
- Explore combining the maintenance of School and City recreation facilities under one management unit.
- Identify and plan for either a replacement to the Westbrook Skating Rink (should one be necessary) or for a second outdoor public skating rink in Biddeford.
- Analyze and prioritize funding for lighting and Americans with Disabilities Act (mobility) improvements at existing City facilities for users and spectators
- Evaluate options to provide additional public restrooms in Biddeford, especially Downtown and within the city's park system. Consider composting toilets or other ecologically sound options.
- Ensure that potential upgrades to facilities include a consideration/assessment of environmental issues such as energy/resource usage, climate change, lighting and noise impacts, and wildlife/biodiversity.
- Ensure safe travel lanes and parking spaces for bicycles at beaches and other recreational areas, particularly where car parking is limited.

Goal 2

PRESERVE

Equitable access to open space for recreation and enjoyment

How We Get There:

- Provide educational materials regarding the benefits and protections for landowners allowing public recreational access on their property.
- Improve management, education and signage around Clifford Park trails and other City-owned areas to protect vernal pools, sensitive areas, and wildlife.

- Improve public transit to and from Biddeford's recreational areas and facilities.
- Develop a Recreation and Open Space Master Plan that includes opportunities for public access to farm and forest lands where appropriate (e.g., hiking, cross-country skiing, nature observation).

Goal 3

IMPROVE

Public access to the water for boating, fishing and swimming

How We Get There:

- Complete the RiverWalk and Diamond Match Park property to create better access to waterfront activities for the urban population of Biddeford. This includes the new park at 3 Lincoln Street.
- Seek funding to implement the Mechanics Park carry-in canoe/kayak boat launch already designed and ready for implementation.

11 Public Facilities

1. What's Happening?

People rarely think about Public Facilities, but rely on them every day: trash pickup, traffic safety, snow plowing, wastewater management and maintenance of fields, to name just a few. There are also important life and safety facilities, like police, fire and ambulance services in an emergency.

Hundreds of public facilities staff members make sure our community has access to vital and essential services. This chapter examines how Biddeford's public services work and how they meet the needs of our community now and in the future.

2. Public Facilities in Biddeford Today

24

Sewer pump stations

210,000

Feet

Of public sewer

131

Miles

Patrolled by BPD each day

6

Minutes

Average Fire Dpt. Response

3. Public Water

There are approximately 6,160 customers in Biddeford that are served by Public Water Supplies from either Maine Water (formerly the Biddeford and Saco Water Company) or by the Kennebunk, Kennebunkport and Wells (KKW) Water District.

Maine Water:

Maine Water (formerly the Biddeford and Saco Water Company) was established by Legislative Charter in the early 1980's. The system consists of a treatment plant, pump stations, distribution lines, fire hydrants, standpipes and a storage reservoir. In 2017 Maine Water constructed a new water supply facility south of South Street in Biddeford. According to its website, Maine Water supplies water to approximately 32,000 customers in Maine. This includes approximately 5,530 customers in Biddeford.

Table 11-1: MWD Customers

Type	# of Annual Customers (Accounts)
Residential Customers	4,548
Commercial Customers	983
Total Customers	5,531

Table 11-2: Maine Water Service Information

Information	Numbers
Water Customers	32,000
Water Treatment Facilities	11
Wells	14
Miles of Water Main	544
Public Water Systems (PWSIDs)	12
Employees	70

Source: Maine Water, Customer Service Supervisor, July 2018

Maine Water obtains its water from the Saco River. The two water intakes are located approximately 1 1/2 miles upstream from the dams in Biddeford and Saco. The Maine Water treatment plant is located approximately 1 1/2 miles west of the center of Downtown Biddeford. It was built in 1884, modernized in 1936. The facility was replaced in 2022 by a new state-of-the-art water treatment facility located on South Street. This new water treatment facility provides services for Biddeford, Saco and Old Orchard Beach.

Kennebunk, Kennebunkport and Wells Water District:

The Kennebunk, Kennebunkport and Wells Water District (KKWWD) was established in 1921 by the Maine Legislature. The District obtains its water from the Branch Brook in Kennebunk. The quantity of water which can be obtained from Branch Brook is limited and in the 1980's KKWWD installed a new line from Kennebunk to Biddeford. This enabled KKWWD to be able to bulk purchase treated water from Maine Water in times of peak water demand.

As of May 2018, KKWWD provided water to six-hundred and thirty-five (635) Biddeford customers ranging from Timber Point to Biddeford Pool (See Table 11-3). Of the 635 customers, 612 are residential customers and 23 are commercial customers.

KKWD service area is limited by charter and policy to the land areas east of Route 9

Table 11-3: KKWD Customers

	# of Annual Customers	# of Seasonal Customers
Residential Customers	390	222
Commercial Customers	9	14
Total Customers	399	236

Source: KKW Water District, June 2018

4. Sewer, Storms and Wastewater

The Wastewater Division within the Department of Public Works is responsible for collection and treatment of wastewater within the City of Biddeford (with the exception of the University of New England, which has its own Wastewater collection system and treatment plant and private septic systems). The Wastewater Division is responsible for the Water Street Treatment Facility, Combined Sewer Overflow (CSO) Tank located at Mechanics park on water street, Biddeford Pool Stone Cliff Road Wastewater Treatment Facility, 24 wastewater pump stations, seven (7) combined sewer overflows, over 200,000 feet (37 miles) of sanitary sewer lines and combined sewer/stormwater lines.

The City privatized the operation and maintenance of the wastewater treatment facilities in November 1991. In 2011 the City of Biddeford reassumed full responsibility for the operation and maintenance of the wastewater treatment facilities.

Table 11-4. City of Biddeford Wastewater and CSO Characteristics:

Current sewered population:	15,000
Current number of residential users (connections to sewer):	4135
Current number of commercial/industrial users (connections to sewer):	594
Current number of Combined Sewer Overflow (CSO) locations:	7
Total sewer footage (feet):	209,000
Current total combined sewer footage (feet):	118,294
Current percentage of combined sewer to total sewer (%):	56.6

Source: *Maine Department of Environmental Protection Annual Report for 2021*

Water Street Wastewater Treatment Facility:

The City's treatment plant on Water Street was originally constructed in 1964. The plant was designed for a treatment capacity of 2.64 million gallons per day (MGD) and provides secondary treatment with an activated sludge process. Its current capacity is 7.5 MGD. The Water Street Treatment Plant currently serves 15,000 customers, 4,135 of which are residential and approximately 594 of which are non-residential.

The Water Street facility is uniquely vulnerable to the impacts of sea level rise and climate change. Additional study will be needed to determine what, if any, investment is needed to prepare the facility for the anticipated impacts of climate change.

Biddeford Pool (Stonecliff Road) Wastewater Treatment Facility:

The City's treatment plant on Stonecliff Road was constructed in 1989. The plant was designed for 30,000 gallons per day (GPD) and provides secondary treatment with a Rotating Biological Contractor (RBC). In conjunction with the construction of the Stonecliff Road Treatment Plant the City constructed a new sanitary sewer collection system in the village area of Biddeford Pool. The RBC plant receives flow from this new sanitary collection system. There is a separate storm drainage system which collects street runoff water and discharges it directly to the ocean waters. The activated sludge is transported to the treatment plant on Water Street for processing.

The current volume of dry weather flow received at the RBC plant is well under its design capacity for biological treatment. Seasonal fluctuations in residential population in the Biddeford Pool area accounts for corresponding variations in flows received at the RBC plant. During the periods of heaviest residential population, the plant receives

flows that are approximately 60% of its design capacity. The condition of the plant is good and its performance has been excellent, consistently meeting permit requirements

Collection System:

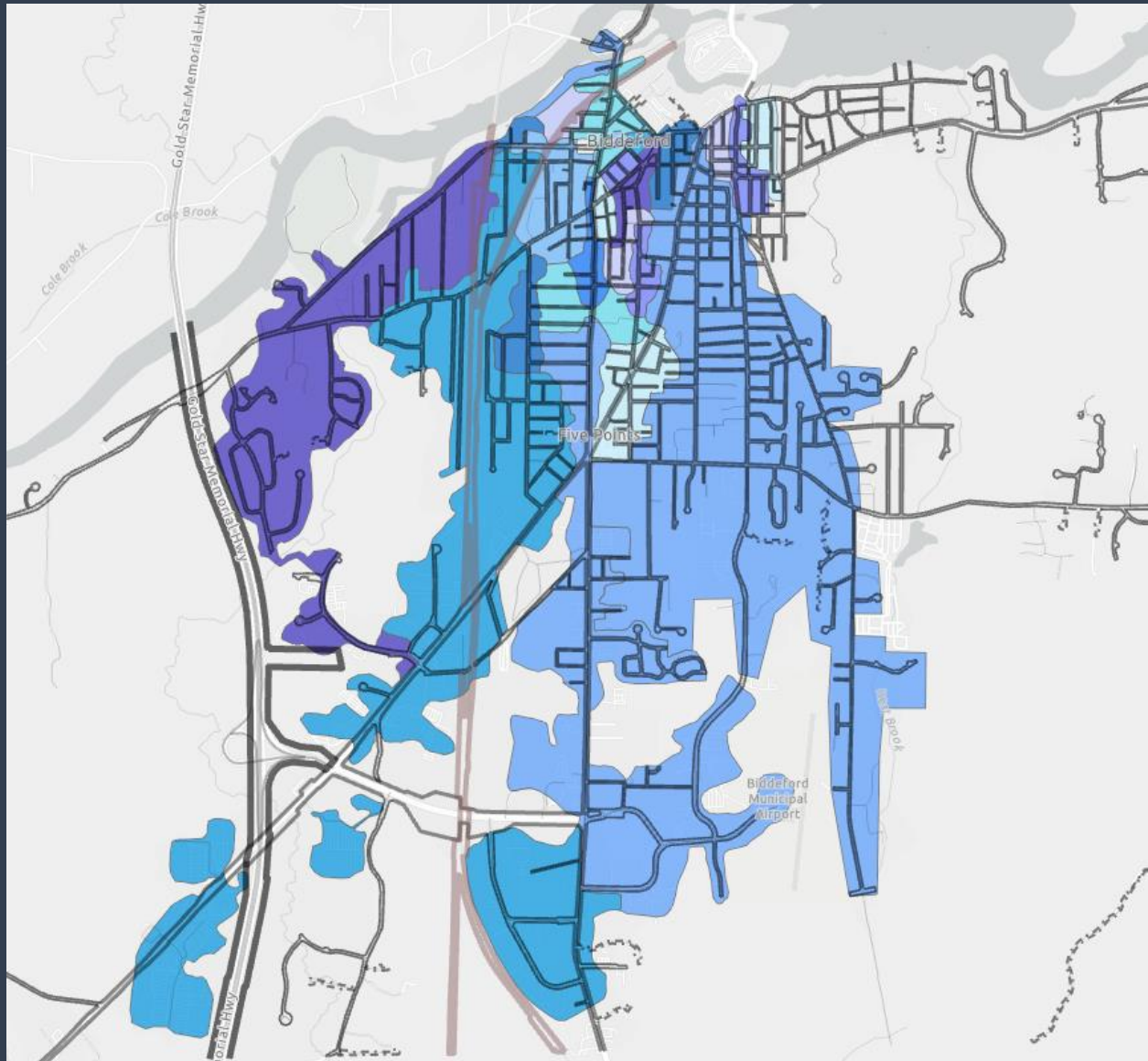
The City's collection system for wastewater is made up of sanitary sewers and combined sewers. Sanitary sewers carry only wastewater. Combined sewers carry wastewater and stormwater. The City's collection system is separated into two separate systems, one serving the central urban area discharging into the Water Street treatment plant and one serving the village area of Biddeford Pool discharging into the Stonecliff Road treatment plant.

Much of the collection system remains quite old and requires considerable maintenance to insure operability and to minimize impacts on other facilities such as the road surface above the system.

The Biddeford Pool sewer system is comprised of separate sanitary sewers which discharge into the Stone Cliff Road treatment plant. Until 1989, the system was an old combined system built from the 1800's on with discharges into the ocean. In 1989 the City constructed a new sanitary sewer collection system and turned the old system into a storm drain system. There is approximately 8,800 linear feet of sanitary sewers in this system.

Snow Removal

Biddeford Public Works operates a fleet of snow removal equipment and is responsible for clearing all public streets, sidewalks and pedestrian right-of-ways after snow events.



Where does your Wastewater go? Biddeford has 25 “sewersheds”.

5. Pump Stations and Storm Water

The City owns and is responsible for 25 pump stations located throughout the City. These stations collect and pump wastewater to the treatment plant sites from areas which cannot be served by gravity sewers. Many of these stations were originally built in the early 1960's when the Water Street Treatment Plant was constructed. Starting in the 1990's, the City began replacing older pump stations based on an established schedule.

Others have been built since that time as part of Industrial Park Developments, residential subdivision development, and through extensions of the sanitary sewer

system. The City of Biddeford is responsible for the operation and maintenance of these pump stations.

Stormwater

Stormwater Management issues within the City are not restricted to a specific geographic area of the City but are found citywide. Stormwater management efforts for the City are under the direction of the Manager of City Services. The Engineering, Wastewater, and Public Works Departments are responsible for the implementation of stormwater management practices, as directed by the Manager of City Services.

The City's existing stormwater management facilities consist of combined sewer/combined sewer overflows (CSO), storm drains, catchbasins/field inlets, culverts, ditches, and drainage ways. The central urban area between the Maine Turnpike and West Brook contains all of these facilities. The rural areas to the East and West of the central urban area contain storm drains, catch basins/field inlets, culverts, ditches and drainage ways but do not contain any combined sewers/CSO.

Table 11-5: CSO's

Combined Sewer Overflows (CSOs) - 2018	Environmental Protection Agency Number	Receiving Waters
Bradbury Street	004	Saco River
Western Avenue	005	Saco River
Horrigan Court	006	Saco River
Route One	007	Saco River
Water Street Treatment Plant	009	Saco River
Rumery's Boatyard	013	Saco River
Lafayette Street Pump Station	014	Saco River

6. Public Safety

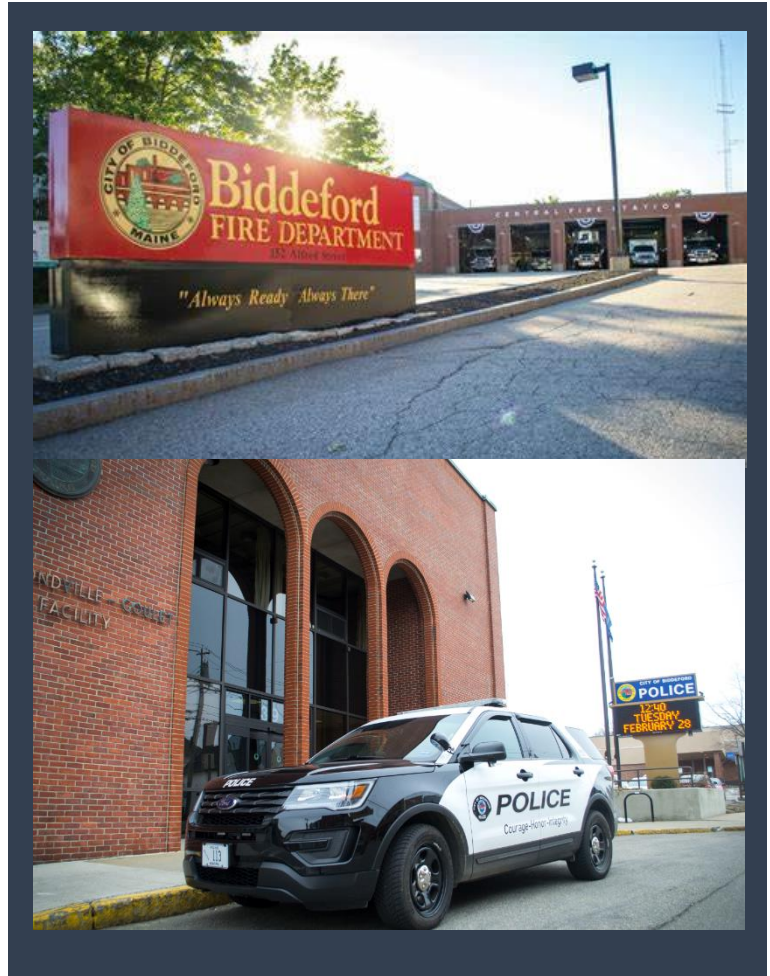
Biddeford Fire Department:

Fire protection in Biddeford is provided by the Central Fire Station. The station was built and completed in September 1990 and is located at 152 Alfred Street. It is manned 24 hours a day. There is a call force sub-station at Biddeford Pool. The Central Fire Station provides fire, EMS, and specialty rescue services to the community on a 24 hour basis.

In FY 2017, the Fire Department operated with an annual budget of 4.8 million dollars. There are 43 full-time firefighters, including a Chief, Assistant Chief, Deputy Chief and an Officer Manager. All full-time firefighters are cross trained on both fire and EMS; 31 of the members are paramedics. Career personnel are split over four separate shifts.

All fire, ambulance, rescue and emergency calls are received by the 911 Dispatcher located at the Biddeford Police Station. The average response time to in-town incidents from Central Station is about 4 minutes, although response times to some areas of the city are 10 to 14 minutes.

The City has automatic aid agreements with Old Orchard Beach, Goodwin Mills, Scarborough, Saco, Arundel and Kennebunkport. Additionally, the department has mutual aid agreements with other communities within the county and with Emergency Management.



Biddeford Police Department:

The Biddeford Police Department has a wide array of law enforcement roles and responsibilities in Biddeford, including traffic safety, criminal incident response, animal control, community welfare checks and more. The Biddeford Police Department is headquartered at 39 Alfred St. The Department has 57 law enforcement officers and 28 civilian employees. BPD also employs a full-time behavioral counselor.

The Biddeford Police Department is among only 5% of law enforcement agencies that are nationally accredited by the Commission on Accreditation for Law Enforcement Agencies, Inc. (CALEA).

In 2020, BDP responded to 3,073 criminal and non-criminal incidents.

7. Power and Gas

Central Maine Power

Electricity in the City of Biddeford is supplied by Central Maine Power. Three-phase power is currently supplied to the Robert G. Dodge Business Park, the Biddeford Industrial Park, and the Airport Industrial Park. Three-phase power may also be provided elsewhere in Biddeford, although exactly where it is currently located is somewhat unknown.

Unitil

Natural Gas in Biddeford is provided by Unitil. Unitil's Granite State Transmission Line runs through Biddeford from Arundel to the Saco River and is part of a major transmission line running through Southern Maine.

Local distribution lines convey natural gas throughout the downtown area from Highland Avenue to the west, down Graham Street to feed the Central Fire Station on Alfred Street (fed from Graham Street), the Mill District, and the Water Street Sewage Treatment Plant to the east.

Local distribution lines also supply natural gas to the Wal-Mart area, the Robert G. Dodge Business Park, the YMCA on Pomerleau Street, 5-Points Shopping Center across from Edwards Avenue, the Biddeford Industrial Park, and the Airport Industrial Park.



8. Challenges and Opportunities

Project Canopy

The Project Canopy Committee aims to promote and enhance the quality of life for citizens of Biddeford through an appreciation and knowledge of the value of trees in an urban landscape ecosystem. Its purpose is “to promote and enhance the quality of life by planting trees along our streets, in our parks, in our neighborhoods and developing new green space.” The Project Canopy Committee has an annual budget of \$5,000. The maintenance of all street trees falls under the purview of the Department of Public Works, Parks.

East Biddeford Fire Department

The Biddeford Fire Department is in the early stages of planning and constructing a new fire station to serve the eastern and coastal areas of the city. This fire station would decrease response times in Biddeford’s coastal neighborhoods. As of early 2023, an exact location has not been identified.

Complete Streets

Complete Streets are designed and operated to enable safe access for all users: pedestrians, bicyclists, motorists, and public transportation users of all ages and abilities. Complete Streets make it easy to cross the street, walk to shops, and bicycle to work. They also allow buses to run on time and make it safe for people to walk to and from train stations. Cities and towns in Maine, large or small, can begin building a safer and more welcoming street network by adopting a Complete Streets Policy and then ensuring its full implementation.

As of 2019, Nine communities in Maine have adopted a local Complete Streets Policy.

A Complete Streets Policy does not dictate a one-size fits all approach. A Complete Street in a rural area will look quite different from one in an urban area. Both are designed to balance safety and convenience for everyone using the road. A Complete Street may include sidewalks, bike lanes, paved shoulders, comfortable and accessible



bus stops, safe crosswalks, median islands, curb extensions (bump-outs), narrower travel lanes, and more.

Climate Change and Sea Level Rise

Biddeford's public infrastructure is uniquely vulnerable to the Impacts of sea level rise and other climate change impacts such as storm surges, flooding and increasingly frequent severe weather events. In particular, the city's water treatment and stormwater infrastructure has the potential to be damaged or overburdened by increasingly strong storms and sea level rise.

Understanding the needs and challenges posed by sea level rise is an ongoing process. In coming years, the City will work collaboratively with Southern Maine Planning and Development Commission, as well as state partners to better understand the vulnerabilities facing Biddeford's public infrastructure and develop a framework for investment and adaptation to anticipated future climate-related challenges.

Public Facilities -

What Comes Next?

Biddeford's' public facilities are continuously changing and adapting to meet the needs of our growing community. As our city, state and world change, so too must our infrastructure.

Adapting to a growing population, new technologies and the impacts of climate change are key to ensuring our community has safe and reliable access to vital services.



Goal 1

MEET

Identified Public Facilities and service needs.

How We Get There:

- Identify any capital improvements needed to maintain or upgrade public services to accommodate the community's anticipated growth and changing demographics.
- Continue to explore opportunities for collaboration with the City of Saco and with partners in the region for the provision of public services.

Goal 2

PROVIDE

Public facilities and services in a manner that promotes and supports growth and development in identified growth areas

How We Get There:

- Strive to locate new public facilities comprising at least 75% of new municipal growth-related capital investments in designated growth areas.
- Work with the Biddeford Public Works Department (Wastewater Division), Maine Water Co., and Kennebunk Kennebunkport-Wells Water District to coordinate planned service extensions with the Future Land Use Plan.
- Continue to update and maintain the City's 5-Year Capital Improvement Program (CIP) related to priorities for public expenditures on the City's transportation network.
- Ensure the RiverWalk and connections to the RiverWalk are maintained and open to the public year-round.
- Ensure parks and playgrounds are given the same priority as fields with respect to maintenance and improvements.
- Continue to support the Eastern Trail by membership on the Eastern Trail Management District (ETMD) and maintaining the trail as required.
- Create a policy to facilitate renewable energy infrastructure (rooftop solar etc.) at public facilities.
- Ensure climate-oriented infrastructure (e.g. EV charging stations, bike racks) is included at all public parks, playgrounds, trails, and playing fields

Goal 3

ENSURE

Downtown streets are prioritized in capital planning and public improvement projects.

How We Get There:

- Evaluate Downtown side streets for adequate lighting provisions and make improvements where warranted.
- Ensure routes to and from all public parking facilities are adequately lit and maintained for pedestrian traffic.
- Ensure transit stops and access to transit stops is adequate, safe, and clear during winter weather.
- Ensure city maintenance and street cleaning on side streets is given the same attention as that on Main Street.

Goal 4

DISCOURAGE

The location of new public facilities in areas that are vulnerable to sea level rise and other climate impacts.

How We Get There:

- Use tools such as TIF and impact fees to fund capital improvements in growth areas and away from vulnerable areas.
- Limit public funding of infrastructure in vulnerable areas.

12 Agricultural & Forest Resources

1. What's happening?

When one thinks of Biddeford, they generally think of the Downtown and Mill District, or the coastal region. However, Biddeford continues to feature a diverse agricultural sector made up of rich farmlands and forests that are home to various types of small agricultural producers. Approximately fifty-three percent (53%) of the City is zoned as Rural-Farm (RF) suitable for agricultural and residential uses. Much of this area is forest that projects off roadways along private and public roads in the RF zone.

Biddeford's rural landscape is a byproduct of farming and forestry. It contributes to our sense of place, is defined by our history and our culture, by our downtown, and by our open spaces and scenic landscapes. Agriculture is essential to our quality of life in Biddeford. Local farms mean local foods. Ensuring that Biddeford remains a "farming-friendly" community is critical to ensuring long term sustainability, especially with the foreseeable impacts of climate change.

The common perception is that agriculture in the state of Maine and our region is dying. However, this is not true. In 2016, the USDA reported 8,200 farms in Maine, an increase of almost 14%. Maine also leads the nation in growth of organic farms, adding over 100 new organic farms from 2008-2014. In Biddeford, although we've lost our dairy industry recently, we've seen growth of small-scale subsistence farming as people have become more interested in growing their own food, collaborating with their neighbors, selling their products via direct-to-consumer sales and farmers markets, and sharing their excess with the community.

This growth isn't a guarantee. Agricultural land use has economic and operational challenges, along with an aging population that often has limited options for what to do with their land, which can lead to the loss of agricultural land to development. So what are the benefits of agriculture? And why should the City focus on supporting agriculture in the future?

- Agriculture ensures a diversified economy.
- Farms support and serve a broad base of local businesses with equipment, supplies, mechanics, and more.
- Agricultural land and forests creates opportunities for agritourism and farmer's markets.
- Farmlands and forests help counteract environmental impacts of development and climate change.
- Agriculture and forestry support biodiversity and create opportunities for pollinators at a landscape level.

A strong, healthy agricultural economy comes from supporting farms of ALL types – traditional dairy and crop farms, and smaller-scale farms growing produce, herbs, flowers, seedlings, meats or other specialty products. Given the aerification of the American west, the depletion of its aquifers and reservoirs, and increasing transportation costs, local agricultural production is likely to become more of a strategic necessity in the near future.

2. What the Community is Saying

“Everyone thinks of Biddeford as a city. Very few understand that more than half of our city consists of beautiful, productive farmland and forests. ”

“Our community is capable of producing a tremendous amount of local, healthy food. Food doesn’t just miraculously come from the store – it originates from farmland and the efforts of a farmer. No farms – no food. It’s that simple.”

“Folks don’t seem to realize the value rural farmlands provide to our environment. Their ability to filter carbon and runoff from roads can’t be replaced.

“Our farm and forest land should be preserved through conservation easements and programs that keep the land as it is. Once it’s developed – it’s gone forever. We can’t make more land.”

“We have to do a better job educating the public about the importance of our agricultural lands in Biddeford. ”

“The reality of farming is that it’s really difficult to make a living at it. I want to be a full-time farmer but I can’t afford to do that. So I farm and work a night job in the winter months to make ends meet. ”

3. Agricultural & Forest Resources in Biddeford Today

53%

Of Biddeford

Is zoned Rural Farm (RF)

1,179

**Biddeford Residents
Have Fishing Licenses**

1,446

Acres

Of Farmland parcels (2016)

53.6

Acres

Average farm size



Did You Know?

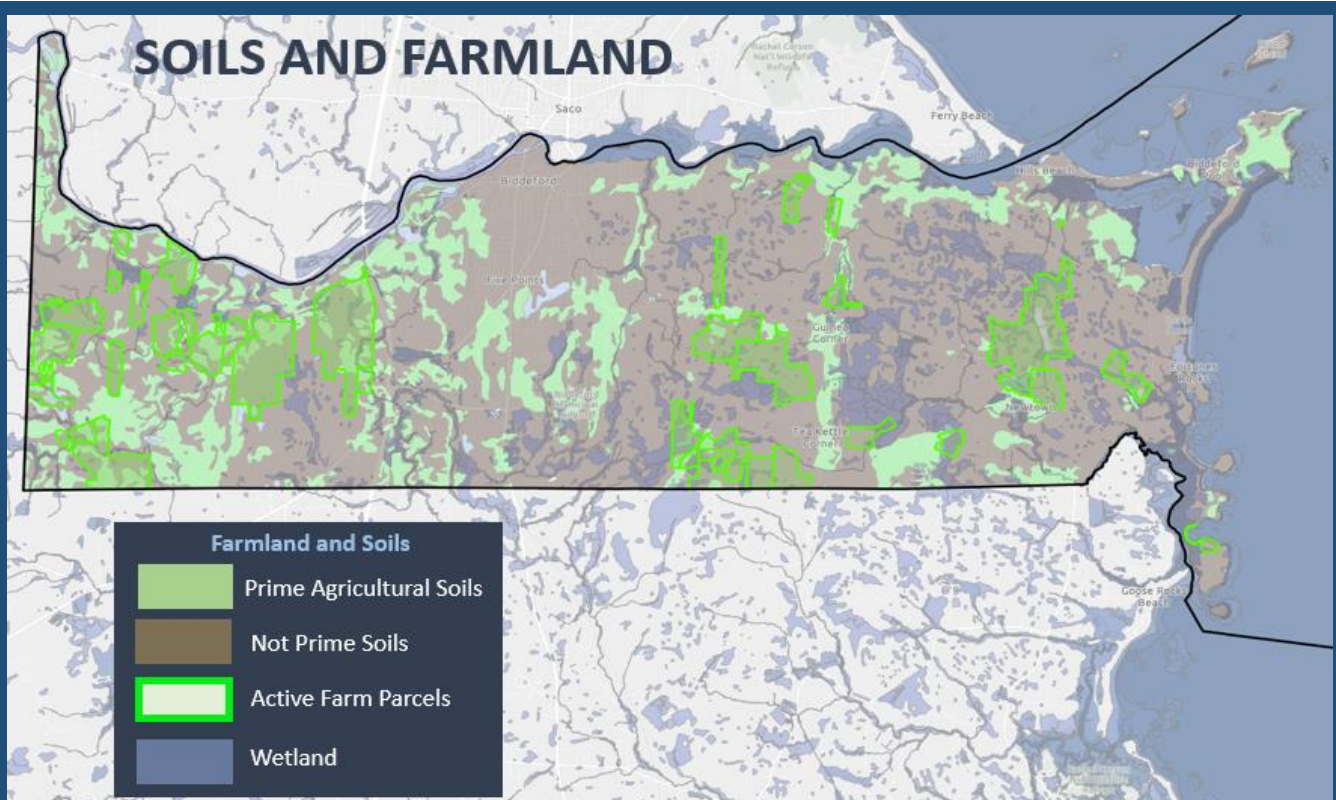
Farms in Biddeford produce a wide variety of products including beef, chicken, pork, milk and dairy products, corn, honey, maple syrup and a wide variety of fruits and vegetables.

Farmland in Biddeford

Farms in Biddeford once provided many of the foods that were consumed by local markets. Biddeford once was filled with dairy operations. However, that all changed with the introduction of new transportation methods and the expansion of grocery supply chains. As the world modernized and our economy grew, the economics of farming weakened over time, causing these operations to transition to other forms of production to remain viable, or sell off parcels of land to help pay the bills.

Biddeford is still home to several large multigenerational family farms where the older generation is retiring from farming. The next generation often must balance working a full-time job off the farm while maintaining a smaller farming operation and raising their families. These once large multipurpose farming operations have scaled back from large dairy or beef production to only a few head of animals to sell locally and feed their families. Several farms have transitioned to equestrian stables and hay production.

Because these farms are considered agriculturally important soils to the state of Maine, it is critical for them to remain available as open land in the event they are ever needed again for the purpose of producing locally available foods for our community and our state. Biddeford's farm and forest landowners also make it possible for residents of the city to partake in outdoor activities such as hunting and fishing, with landowner permission.



Soils and Farmland in Biddeford

Current State of Farming in Biddeford

The 26 parcels of farmland registered in Biddeford include the following properties with current uses. The pressure to sell land to developers for residential housing, energy production, or other higher value uses is significant because farming offers a very low return on investment. This puts Biddeford's rural farmlands and forests at great risk of being sold for large scale development.

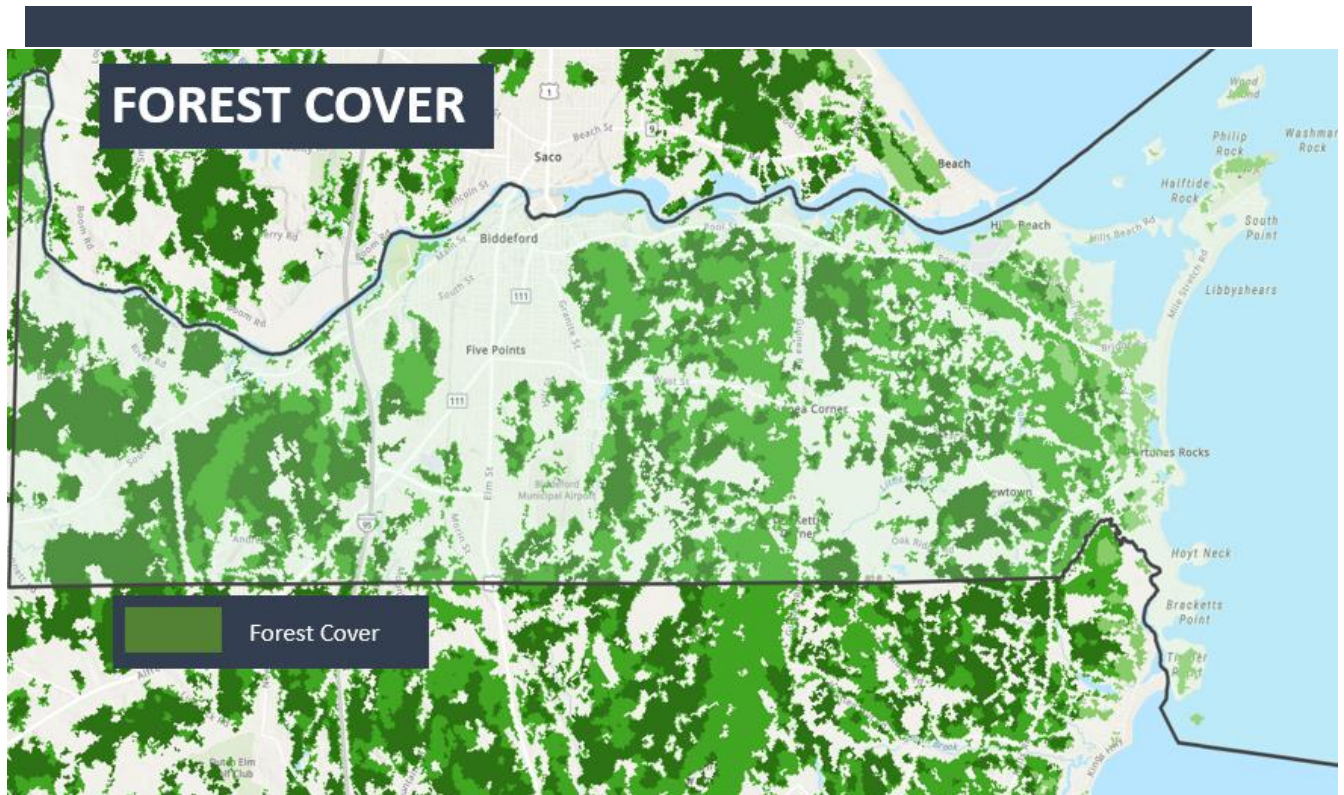
Table 10-1. Current Farmland Parcels in Biddeford (2016)

Owner's Last Name	Owner's First Name	Address	Current Use	Acreage
Jerome	Mona & Bradford	463 West St.	Horse farm	60.00
Labonte	Richard D. & Roger E.	697 South St.	Hay	22.50
Girard	Ryan R.	558 South St.	Beef/Hay	13.00
Girard	Ryan R.	570 South St.	Beef/Hay	57.00
Girard	Ryan R.	39 Wadlin Rd.	Beef/Hay	39.00
Sherman	Charles A. IV	36 Wadlin Rd. 16 Meetinghouse Rd.	Wood/Hay	94.47
Cote	Roger G. & Claire C.	677 South St.	Produce	45.50
Rioux	Denis E. & Daphne	731 South St.	Beef/Hay/Wood	96.00
Labonte	Richard D. & Jean E.	6 Wadlin Rd.	Hay	17.50
Boisvert	Norman R., Heirs Of	50 Buzzell Rd.	Hay	33.00
Hussey	Betty J.	43 Buzzell Rd.	Hay/Produce/Wood	4.50
Hussey	Betty J.	575 South St.	Hay/Produce/Wood	85.50
Girard	Raymond N.	10 West Loop Rd.	Hay	24.00
Rhames	Richard E.	95 River Rd.	Produce/Wood	88.40
Dutton	Jeffrey C. and Lois M.	23 Oak Ridge Rd.		5.40
Baker	David L. & Lisa C.	South St.	Hay / Wood	36.00
Clair	Michael S. Esther & Timber Point Trust	1-2 Timber Point Rd.		12.00
Ewing	Andrea	65 Proctor Rd.	Wood	13.16
Curro	Michael J. & Susan L.	538 South St.	Hay/Wood	192.07
Lowell	Michael J. & Susan L.	521 South St.	Hay/Wood	7.01
Lowell	Michael J. & Susan L.	501 South St.	Hay/Wood	37.34
Lowell	Kenneth A. & Sandra M.	134 River Rd.	Hay/Wood	5.40
Hussey	M.	551 South St.	Hay	16.14
Paquette	Stephen A. & Lynn M.	83 Oak Ridge Rd.	Hay	66.00
Brown	Alan C.	439 West St.	Hay/Wood	26.70
York	Miles S.	1 Moxie Ln.	Hay / Wood	330.00
Wing	Lisa M.			21.00
TOTAL				1,446.17

4. Forestry and Tree Growth

Forestry is a crucial sector of the green industry and continues to grow as a popular solution to both ecological and social issues in rapidly evolving urban landscapes.

As shown in the forest cover map, Biddeford has a significant amount of tree growth area that provides a wide range of economic, environmental and social benefits including air pollution removal, stormwater reduction and carbon sequestration, wildlife habitat, working woodlots and hunting ground. Half of the dry weight of wood is carbon that has been removed from the atmosphere. Maine's forests currently sequester an amount of carbon equal to at least 60% of the state's annual carbon emissions. Encouraging new growth and limiting soil disturbance keeps carbon in forests and out of our atmosphere.



5. Challenges and Opportunities

Current Use Programs

As is the case with all of New England, Maine has four (4) “current use” programs that offer landowners a reduction in their assessed value: Farm Land, Open Space, Tree Growth, and Working Waterfront. These programs create value for agricultural land beyond its development value to make farming and forestry more economically viable. Many agricultural producers already take advantage of these programs, but the City can increase awareness and support landowners in the application process. By having these lands under these programs, the City benefits by lowering its assessment value at the state level, which makes Biddeford more eligible for state aid for education, revenue sharing, etc.

Local Agriculture

Biddeford is home to small-scale agricultural producers who are involved in vegetable production, flowers, herbs, honey, beef, Christmas trees and maple syrup production. Local farms also support equestrian stables and lesson programs and small-scale goat and sheep farming.

The challenge with local agriculture is that farming is an expensive endeavor and never more so than in today’s economy when the price of feed, fertilizer, equipment, fuel and labor is at an all-time high.



With an average median age in Maine of 57, our farmers are rapidly aging out of the workforce and looking for ways to retire. To combat the aging out of farmers and attempt to attract a younger demographic to farming, the local, state and federal governments have made changes to their grant and loan programs to make it easier for small and mid-sized producers to access capital, manage risk, manage land, achieve food safety certification and access educational resources that help inform planning efforts to improve the long-term sustainability of their farms.

Climate Change

Farmers are especially affected by changing weather patterns caused by climate change and are constantly looking at climate trends to adapt to changing weather conditions. One of the most challenging parts of climate change is that it looks different almost every season. Most recently, Maine is experiencing periods of drought then periods of heavy precipitation, along with significant temperature shifts. Changing

temperatures is bringing more extreme weather to Maine, threatening the viability of crops and farming practices. Plants can grow faster up to a certain temperature, but growth declines with additional warming. Different crops have different ideal temperatures. USDA is warning Mainers that projected warming from climate change may reduce some crop yields by 25-35% in coming years.

Warmer temperatures also bring new pests that damage crops. Many of the plant diseases that used to be confined to southern states are making their way into Maine. Viruses that are transported by southern bugs that would normally be killed off by frost are gaining ground moving north. Warming temperatures and humidity also stress livestock, undermining their health, impacting their productivity and growth.

Climate change is also bringing more extreme weather with more intense, sporadic rainfall. During the growing season, intense rains wash out newly planted fields, damage growing crops, bring more soil erosion and nutrient run-off, and leave soil less fertile by washing away nutrients. This, in turn, causes significant challenges in our streams, rivers and the ocean as nutrients are washed into estuaries, negatively impacting fish and shellfish habitat. Intense rain also floods fields throughout the growing season, making it a challenge to get crops out of the ground at the optimum harvest time. Farmers are required to constantly adjust their agricultural practices based on changing weather patterns.

In order to help agricultural producers to adapt to the changing climate and plan for the future, the State of Maine has developed the Healthy Soils Program to connect farmers with key resources and equip them with the tools and knowledge they need to begin voluntarily using healthy soils practices – an important climate adaptation strategy. Information includes: healthy soils land management practices; technical assistance services offered by agricultural support providers to help them use these practices; connections to other farmers already using these practices successfully; and funding opportunities to support the use of these practices. The societal implications of climate change are compounded by agricultural needs for water, power, and other adaptations. Socializing the availability of new climate adaptation programs and services will be key to helping Biddeford's agricultural community adapt with our constantly changing climate.

Conservation Easements

Allowing landowners to limit the type or amount of development on agricultural or forestry land while retaining private ownership through easements placed on the property deed. There are multiple approaches to protecting agricultural land from development that include:

- Donated easements
- Purchased easements (through non-profit partnerships)

- Buy/Protect/Sell (through non-profit partnerships)
- Sale of Development Rights (landowner payouts)

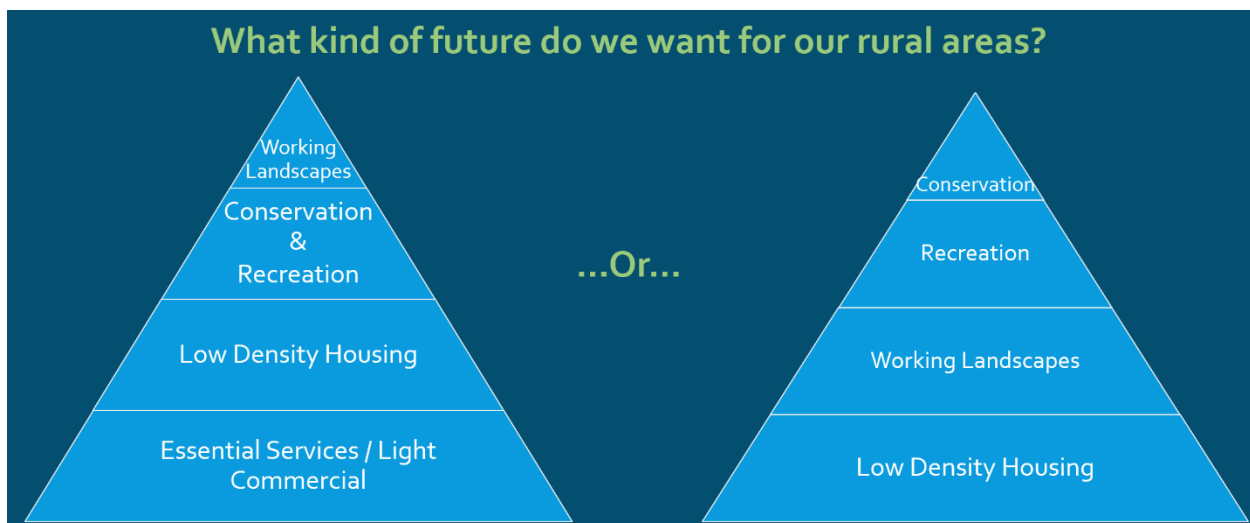
Placing an easement on property can provide permanent protection of natural resources and ensure good stewardship in perpetuity.

Rural Farm Zoning Changes

The City is exploring zoning and ordinance changes within the Rural Farm (RF) zone which would preserve farm and forest land and promote working landscapes. The City should choose to explore the possibility of creating a “hierarchy of uses” within the RF zone to promote working landscapes and conservation while limiting low-density residential or commercial development. Additionally, new open space and setback requirements should be created to minimize the impacts of low-density residential development on adjacent farmland, forests or open areas.

Developing a hierarchy of uses within the RF zone could be a tool to effectively manage competing and sometimes conflicting land uses and balance working landscapes, conservation, recreation and housing.

What could a Hierarchy of Uses in Biddeford’s Rural Farm areas look like??



Two hypothetical examples of what a hierarchy of uses could look like for our Rural Farm Zone

Protecting Forest and Farmland

Ensuring forest and farmland continue to be available within our city goes beyond cataloging the available land. There are pressures and threats on agriculture lands from environmental conditions (drought), invasive species (Japanese Knotweed, Hemlock

Woolly Adelgid), housing development, and the overall economic viability of operations for landowners.

Acknowledging the multitude of challenges landowners face and keeping these considerations top of mind when evaluating development proposals and efforts to conserve agricultural land will ensure better outcomes for Biddeford long into the future.

Agricultural & Forest Resources

What Comes Next?

Goal 1

SAFEGUARD

Lands capable of supporting agriculture and forestry from development which threatens those resources.

How We Get There:

- Consult with the Maine Forest Service district forester when developing any land use regulations pertaining to forest management practices as required by 12 M.R.S.A. §8869.
- Consult with Soil and Water Conservation District staff when developing any land use regulations pertaining to agricultural management practices.
- Conduct a city-wide agricultural and forestry resources inventory and create a farm and forestry overlay map to identify prime agricultural soils, active farmland and other active land uses
- Update the Cluster Subdivision and Net Density Performance Standards in the Zoning Ordinance to protect agricultural and forest lands in the Rural Farm Zone
- Continue to deduct prime agricultural soils and soils of statewide significant from net density calculations in the RF Zone.
- Conduct a Cost of Community Services (COCS) study to evaluate costs versus revenues for different land uses in Biddeford, and amend the Zoning Ordinance to require a fiscal impact analysis for any subdivision larger than 5 acres.
- Identify city owned parcels surrounding or adjacent to large conservation tracts with the goal to expand conservation land.
- Collect annual data to evaluate what percentage of development is built in designated growth areas in Biddeford, per the Future Land Use Plan, to enable

continual assessment of the effectiveness of policies and strategies toward protecting working and natural landscapes.

- Set a goal to increase conservation lands in the city of Biddeford, either in fee or through easement, by land trusts in Maine who work with willing land owners to conserve land for public use and enjoyment.
- Develop a Recreation and Open Space Master Plan that includes the preservation of prime agricultural lands and c-value commercial forest lands.
- Ensure agricultural and forest lands are included in design considerations for development projects located throughout the City of Biddeford.
- Consider a local Transfer of Development Rights and/or a Purchase of Development Rights program to direct development toward designated growth areas and away from agricultural and forestry operations.

Goal 2

SUPPORT

Agricultural land, farmland, and forests with incentives to improve economic viability and reduce pressures to sell land into development.

How We Get There:

- Promote and support landowner enrollment in the current use taxation programs.
- Leverage city staff to help with education and assistance in filing for conservation easements - creating fast-track programs to help landowners move land into conservation or other programs more easily.
- Create a City of Biddeford Land Bank to be administered by a land bank commission for the purpose of holding and managing agriculture or forest lands.
- Explore the development of revenue streams to establish a Land Bank Fund by creating a codified revenue stream to support funding for incentive programs or the purchase or partnership to acquire land by the City for select parcels of vital importance.
- Develop program(s) or tax incentives to encourage local restaurants or businesses to purchase local agricultural or forest products sourced in Biddeford.

Goal 3

SUPPORT

And promote farming and working forests through amendments to RF zoning ordinances.

How We Get There:

- Continue to deduct prime agricultural soils and soils of statewide significance from net density calculations and direct development away from such soils.
- Revise land use ordinance to discourage development of limited growth areas to help preserve forests, farmland, and other natural resources.
- Remove restrictive ordinance language and permitting processes for farm operations including changes to provisions relating to: setbacks, signs, commercial sale of products grown, and required parking for farm stores / stands.
- Prioritize and actively encourage and incentivize agriculture, forestry operations, and land conservation that supports them in local or regional economic development plans.
- Amend the Zoning Ordinance to allow additional permitted and conditional uses in the Rural Farm Zone on active farm properties to allow for supplemental incomes for farm operators. Ensure, at a minimum, that land use activities such as roadside stands, greenhouses, firewood operations, sawmills, log buying yards, and pick-your-own operations are permitted.

Goal 4

DEVELOP

Resources to support local agritourism and farmland or forest economies.

How We Get There:

- Promote resources to educate farmers and working forest owners on opportunities for agritourism.

- Create a fast-track program for City evaluation and any permitting required for agritourism.
- Promote agritourism operations within Biddeford through City-owned channels and outside partnerships to increase awareness within Biddeford and tourist communities.

13 Marine Resources

1. What's Happening?

Marine resources are a critically important natural resource for the City of Biddeford, providing a multitude of commercial and recreational opportunities to residents and surrounding communities. To provide context, Biddeford has a total area of 59.08 square miles, of which 28.99 square miles are covered by water. Our proximity to the Atlantic Ocean and Saco River makes Biddeford a highly desirable community to live, work and play.

The Saco River and Biddeford coast provide vital habitats for a variety of plant and wildlife species, and its miles of river frontage and coastline provide many recreational opportunities to local residents and tourists alike. Although the importance of Biddeford's marine resources has declined from a commercial perspective, there still exists a number of commercial operations that are resource dependent. As we look to the future, it will be critically important to balance commercial and recreational activities with the desires and goals of the community as we plan for anticipated climate related impacts to our marine environment. Although man plays an important role in securing and protecting the health and vitality of our community's marine resources, our greatest threat is coming from Mother Nature herself.

As defined in the Climate Change chapter, Biddeford's coastline is facing severe consequences of sea level rise and the rapid warming of the Gulf of Maine. Because storms tend to intensify over warm water, Maine is experiencing an increase in the severity and impacts of coastal storms. But it's not only the coastline that is potentially vulnerable. Heavy rainfall across the state impacts the Saco River, making our community more vulnerable to flooding and catastrophic impacts to municipal infrastructure. Some of our most treasured community assets, our beaches, parks, estuaries and water access points, and important, life-sustaining infrastructure, our water and wastewater and transportation infrastructure, are our most vulnerable.

2. What the Community is Saying

“The Saco River and the estuary is one of the best kept secrets in York County. Its abundance of birds and fish species make it a beautiful place to experience being on the water. We need to protect this resource for future generations.”

“Biddeford’s beaches are changing as the environment changes. Erosion is a huge challenge for homeowners and the city. We need to be more proactive about how we’re going to handle damage from future storms.”

“It would be nice to have easier access to Biddeford’s beaches. Parking is hard to find in the summer.”

“I’d like to see more access for kayaks and canoes on the Saco River”

“I’d love to see the City develop a Town Landing for boats to visit the downtown area. I think it would attract a lot of people who are curious about Biddeford’s new food scene”



“We need to ensure future generations have access to the water. Too many property owners think the beach is exclusively for them. They are public assets everyone should be able to enjoy”

3. What are Biddeford's Marine Resources?

In order to better understand the challenges that lie ahead, we must first understand how we define and categorize Biddeford's marine resources. Much of the detail behind each of the following uses may be found in the Appendices of this document.

A. Water Dependent Uses in Biddeford:

The following represent the major water dependent uses in Biddeford who gain economic benefit from the Saco River and the coastal waters surrounding Biddeford.

1. Shellfish Harvesting at Biddeford Pool
2. Commercial Boat Yard on the Saco River
3. Biddeford Pool Yacht Club
4. Biddeford Pool Fishermen's Association
5. University of New England – Department of Marine Sciences and Center for Excellent in the Marine Sciences
6. Brookfield Renewable
7. Commercial processors

B. Current Land Use Regulations On or Near the Shoreline:

The following are responsible for land use regulations near the shoreline. Virtually any activity or use must be reviewed and/or approved by the following list of organizations. Detailed descriptions of each entity may be found in the Appendices.

1. Saco River Corridor Commission
2. Maine DEP Site Law (Site Location of Development)
3. Natural Resources Protection Act
4. Biddeford's Shoreland Zoning

C. Marine Facilities

The following is a list of public and private marine facilities in the City of Biddeford and Biddeford Pool. Detailed descriptions may be found in the Appendices.

1. Biddeford Pool Beach/Gilbert R. Boucher Memorial Park
2. Biddeford Pool Yacht Club
3. Fortunes Rocks Beach
4. Marblehead Boat Launch
5. Mechanics Park
6. Middle Beach

7. Park in the Pines
8. Rotary Park
9. Town Landing
10. Vines Landing
11. Wood Island
12. Biddeford RiverWalk
13. Diamond Match Park
14. East Point Sanctuary
15. Staples Street Beach
16. Yates Street Park
17. Rachel Carson National Wildlife Refuge



4. Challenges and Opportunities

Biddeford has been actively engaged in coastal water quality monitoring, water pollution planning, restoration of the clam flats, protecting water dependent uses, addressing land-use conflicts, reviewing land use zoning for working waterfronts, participating in regional and local future land use planning efforts, working with the U.S. Army Corps of Engineers to dredge the Saco River and Biddeford Pool/Wood Island Gut, and ensuring that the public has access to Biddeford's marine waters for years to come. Much of this work is on-going and will be in-process for many years to come. A significant vulnerability to the completion of this work is public interest and engagement.

Ocean Acidification and its Impacts on Biddeford

Ocean and coastal acidification (OCA) presents a unique set of chronic sustainability challenges at the human-ecological interface along the coast of Maine. It threatens the livelihoods of coastal communities through its current and future negative impacts on commercially important species such as oysters, clams, and lobsters and the delivery of ecosystem services like controlling climate and disease.

Ocean and coastal acidification is primarily driven by global carbon dioxide emissions caused by human activity. However, recent evidence has made it clear that local-scale factors are also important: low alkalinity river runoff, excessive nutrients in water bodies, and the intrusion of deep ocean waters can exacerbate localized coastal acidification. Biddeford has made significant investments in municipal water and wastewater infrastructure to mitigate many of these challenges. Our goal is to be part of the solution, and reduce our contribution to the problem.

Maine is particularly vulnerable because of its position in the Gulf of Maine, which has a lot of freshwater inflow and is very cold. Both of those physical factors mean we're already close to the edge compared to other locations dealing with ocean acidification. From the social perspective, Maine has communities that are heavily reliant on fisheries like commercially important shellfisheries; shellfish are particularly susceptible to ocean acidification. Biddeford Pool's shellfish habitat is particularly vulnerable to coastal acidification and climate change. The community's participation in the Maine Sea Grant program and Maine Ocean and Coastal Acidification Partnership can help Biddeford integrate best practices for climate change adaptation at a local and regional scale.

Water Quality

Biddeford collaborates with the Maine Department of Environmental Protection to monitor water quality and protect public health. Section 303(c) of the federal Clean Water Act (CWA) as implemented in the Code of Federal Regulation ([40 CFR Part 131](#) federal rules, off-site) requires all States to develop and maintain Water Quality Standards. These standards describe the intended uses of a waterbody, for example recreation in and on the water, fishing, and as habitat for aquatic organisms. Standards also include narrative or numeric criteria and an antidegradation policy that ensures that those uses can be achieved. The Maine DEP's Marine Unit monitors and assesses the health of marine waters (estuarine and coastal areas) through the collection of physical, chemical, and biological samples as related to attainment of Maine's water quality standards. The Marine Environmental Monitoring Program monitors the extent and effect of industrial contaminants and pollutants on marine and estuarine ecosystems and to determine compliance with and attainment of water quality standards. Monitoring efforts are focused on ambient water quality, nutrients, and eutrophication indicators, in particular near wastewater discharges.

Beach Monitoring

The Maine Healthy Beaches Program (MHB) is a partnership between the Maine Department of Environmental Protection and local municipalities/state parks. The program is funded by the U.S. Environmental Protection Agency (EPA) through the Beaches Environmental Assessment and Coastal Health (BEACH) Act of 2000. MHB is a statewide effort to monitor water quality and protect public health at Maine's participating coastal saltwater beaches. There are over 60 participating beaches in the program spanning approximately 200 miles from Kittery to Acadia National Park. Biddeford has four beaches in this program: Hills Beach, Gil Bouche Park – Biddeford Pool, Middle Beach, and Fortunes Rocks Beach. Residents can check the status of Biddeford's beaches by visiting:

The Maine Healthy Beaches Program was established to ensure that Maine's saltwater beaches remain safe and clean. The program brings together communities to perform standardized monitoring of beach water quality, notifying the public of potential health risks and educating residents and visitors on what they can do to help keep Maine's beaches healthy.

Coastal Flooding and Resilience

Coastal Flooding is one of the most significant natural hazards impacting Maine's coast and is expected to become more severe with increasing precipitation, astronomically high tides, and sea level rise. Biddeford's coastline and low lying areas are already experiencing the effects of climate change as evidenced by coastal erosion, flooding, and inundation near critical infrastructure. But just how prepared is Biddeford for what is anticipated to come?

In order to prepare for these threats, local decision-makers need information and tools that allow them to better understand vulnerabilities and identify proactive steps to increase flood resistance. Biddeford is fortunate to have access to Southern Maine Regional Planning and Development Commission Coastal Resilience team. Their Senior Land Use Planner and Coastal Resilience Coordinator co-authored the Maine Flood Resilience Checklist, a voluntary, non-regulatory self-assessment tool designed to assist Maine communities to evaluate how well positioned they are to prepare for, respond to, and recover from flooding events and sea level rise. It offers an integrated and practical framework for examining local flood risk, evaluating vulnerability of the natural, build, and social environments, and identifying opportunities to enhance flood resilience. The Checklist can help Biddeford integrate sea level rise considerations into local floodplain ordinances, and incorporate resilience activities into capital improvement plans. The Checklist also provides direct links to helpful and informative state and federal resources that can inform the planning and decision making process.

Dredging of the Saco River and Biddeford Pool

Biddeford is home to two Federal Navigation Projects (FNP) that are maintained by the United States Army Corps of Engineers (USACE): the Saco River FNP and the Wood Island Gut/Biddeford Pool FNP. FNP's and their associated federal anchorages make it possible for safe marine navigation. USACE's DV Murden attempted dredging the head of the falls in the Saco River in 2017 but was forced to cease operations due to early icing in the river. A mechanical dredge completed the job in 2018/2019. USACE contracted a hydraulic suction dredge at the mouth of the river which provided beach nourishment to the beach at Camp Ellis in Saco. Wood Island Gut/Biddeford Pool FNP and anchorage were dredged in 2018/2019 by mechanical dredge. Biddeford Pool Yacht Club conducted a private dredge by USACE's contractor to increase water depth at the fishermen's wharf and anchorage.

Biddeford must compete with 64 other FNP's along Maine's coastline for maintenance dredging services. Communities that utilize their FNP's for commercial transportation have a stronger case for support than communities that utilize their FNP's for recreational purposes. Obtaining the necessary federal funding resources to survey, plan, design, engineer and contract dredging services is a constant challenge. Biddeford can improve its case for support by regularly conducting economic assessments at regular intervals to quantify the economic impact of the FNP's in the community.

Marine Resources

What Comes Next?

In order to best protect Biddeford's Marine Resources for future generations, the city will need to adopt policies, supported by strategies and tactics to accomplish specific goals. It will take hard work, but future generations are sure to be thankful for the efforts.

Goal 1

PROTECT

The State's and Biddeford's marine resources industry, ports and harbors from incompatible development and provide access to the shore for commercial fishermen and the public.

How We Get There:

- Identify needs for additional recreational and commercial access (which includes parking, boat launches, docking space, fish piers, and swimming access)
- Promote the maintenance, development, and revitalization of the State's ports and harbors for fishing, transportation and recreation.
- Foster water-dependent land uses and balance them with other complementary land uses.
- Maintain and, where warranted, improve harbor management and facilities.
- Provide information about the Working Waterfront Access Pilot Program and current use taxation program to owners of waterfront land used to provide access to or support the conduct of commercial fishing activities.
- If applicable, provide sufficient funding for and staffing of the harbormaster and/or harbor commission.

- Support shoreline management that gives preference to water-dependent uses over other uses, that promotes public access to the shoreline and that considers the cumulative effects of development on coastal resources.
- Work with local property owners, land trusts, and others to protect major points of physical and visual access to coastal waters, especially along public ways and in public parks.

Goal 2

PROTECT

Maintain and, where warranted, improve marine habitat and water quality.

How We Get There:

- Ensure that land use ordinances are consistent with applicable state law regarding important natural resources.
- Encourage owners of marine businesses and industries to participate in clean marina/boatyard programs.
- Manage the marine environment and its related resources to preserve and improve the ecological integrity and diversity of marine communities and habitats.
- Expand our understanding of the productivity of the Gulf of Maine and coastal waters and to enhance the economic value of the State's renewable marine resources.
- Encourage and support cooperative state and municipal management of coastal resources.
- Restore and maintain the quality of our fresh, marine and estuarine waters to allow for the broadest possible diversity of public and private uses.
- Support the implementation of local and regional harbor and bay management plans.

Goal 3

PROTECT

And manage critical habitat and natural areas of state and national significance and maintain the scenic beauty and character of the coast even in areas where development occurs.

How We Get There:

- Restore and maintain coastal air quality to protect the health of citizens and visitors and to protect enjoyment of the natural beauty and maritime characteristics of the Maine coast.
- Discourage growth and new development in coastal areas where, because of coastal storms, flooding, landslides or sea-level rise, it is hazardous to human health and safety.
- Expand the opportunities for outdoor recreation and encourage appropriate coastal tourist activities and development.
- Protect, maintain and, where warranted, improve physical and visual public access to the community's marine resources for all appropriate uses including fishing, recreation, and tourism.

14 Climate Change

1. What's Happening?

Climate Change is the most pressing issue of our time. It will dictate how we live and work over the coming decades. Mitigation and adaptation strategies to climate change will be essential to meet the challenges that lie ahead. The City of Biddeford recognizes the great work that must be done to meet these challenges, and is developing a Climate Action Plan for Biddeford that outlines specific vulnerabilities and recommends strategies to mitigate and adapt to the impacts of climate change.

Sea level rise is one of the most recognized consequence of climate change, and as a coastal community, Biddeford faces severe consequences if this issue is not addressed. Sea level has risen 7.4 inches since 1912, as measured in Portland.¹ The Gulf of Maine has warmed faster than 99% of the rest of the world's oceans.² But our coastline is not the only vulnerability we face as a community. Northern New England is becoming warmer faster than most of the United States, with the state of Maine already observing 3.2°F of warming since 1895.³ Our climate will become not only warmer, but less predictable and more extreme – with observed increases in heavy rainfall events and extended heat waves expected to worsen in the future.⁴ When we do experience droughts, higher temperatures may increase the chances of wildfires.⁵ These climate changes will impact our daily weather, the natural world, our health, and the economy.

¹ Barn dollar, Hadley. "NOAA Says New England's Temps are Warming, Sea Levels Rising Faster Than the Global Average." The Providence Journal, February 18, 2022. Accessed November 28, 2022.

² *Ibid.*

³ Maine Climate Council. 2020. Scientific Assessment of Climate Change and Its Effects in Maine. A Report by the Scientific and Technical Subcommittee (STS) of the Maine Climate Council (MCC). Augusta, Maine. pp 370.

⁴ *Ibid.*

⁵ *Ibid.*

The City first recognized the importance of taking action in October of 2020 when the City Council declared by Resolution a Climate Emergency. This declaration led to the immediate creation of the Biddeford Climate Task Force, which has a mandate to develop a Climate Action Plan for Biddeford. Through the Task Force, the City joined the international organization *ICLEI – Local Governments for Sustainability*, an organization that provides technical assistance to our action planning. Using ICLEI’s resources, the City conducted its first ever greenhouse gas emission inventory in the summer of 2021.

City Council again displayed leadership in climate action by approving a resolution in March of 2022 to participate in the Governor’s Office of Policy, Innovation, and the Future’s Community Resilience Partnership. This partnership supports community-driven leadership and action in Maine to reduce greenhouse emissions and build Biddeford’s resilience to the impacts of climate change.

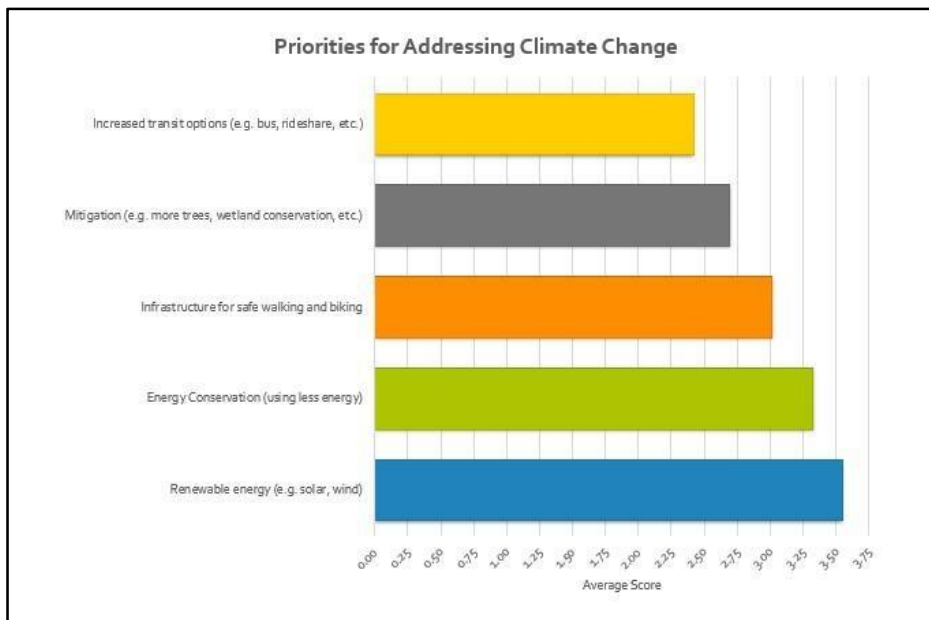
Participating in this partnership has allowed the City to join Southern Maine Planning and Development Commission (SMPDC) and the communities of Kennebunk, Kennebunkport, and Kittery to develop a climate action plan as a cohort. Creating a plan in this manner allows economies of scale, providing a resource-intensive, cost-efficient method of producing a plan that meets the specific needs and vulnerabilities unique to Biddeford.

But a completed climate action plan is just the beginning of the work that must be done in the coming years. Through rigorous public engagement, the plan will enumerate Biddeford’s vulnerabilities and present strategies for reducing greenhouse gas emissions and adapting to climate impacts that are already underway and expected to increase. Hard work and investment will be required to make Biddeford a resilient community as we move into the middle of the 21st century.

Biddeford’s Climate Action Plan is expected to be completed by December, 2023.

2. What the Community is Saying

The Comprehensive Plan public engagement survey asked several questions regarding climate change, including about residents' priorities for actions and investments toward addressing climate change. The responses are shown in graph form below.



Please rank the following ways to address climate change from 1 to 5, with 1 being the area the City should focus on first.

Based on this survey, residents' top three priorities for climate action are

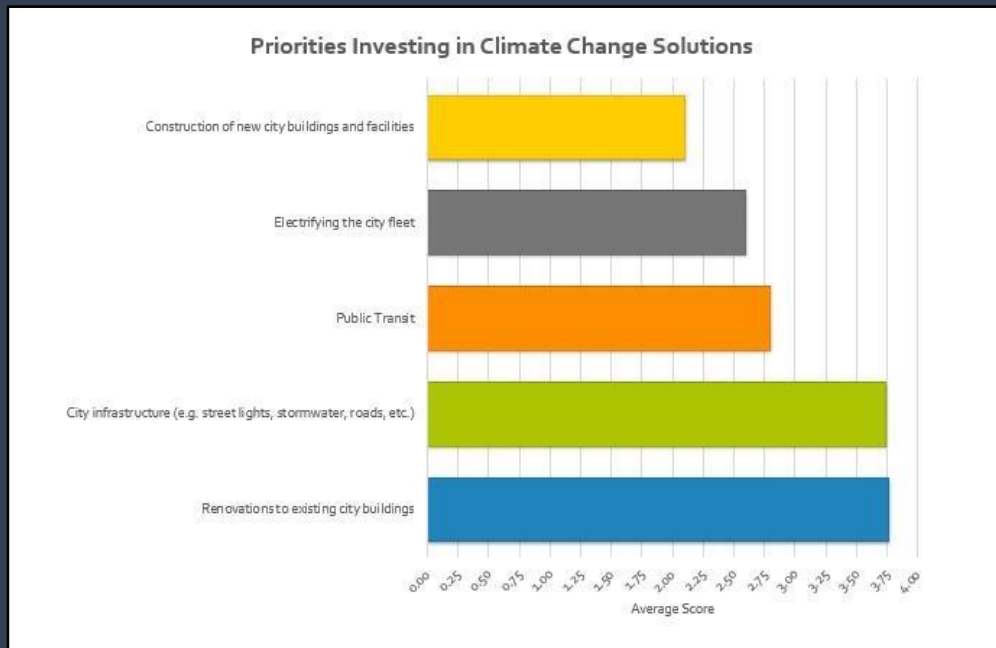
- **renewable energy**
- **energy conservation, and**
- **walking and biking infrastructure.**

The top three priorities for climate-related investments were

- **renovating existing city buildings**
- **city infrastructure, and**
- **public transit.**

In addition to the Comprehensive Plan survey, the Climate Task Force also conducted a public workshop in February 2022 as part of the State of Maine's Climate Resilience Partnership program at which residents were asked to share their perspectives on climate action priorities. During the workshop, attendees prioritized strategies for: enhancing renewable energy; reducing vehicle miles traveled; increasing access to electric vehicles and related infrastructure; and improving infrastructure, especially for stormwater, wastewater, and drinking water; and protecting public health.

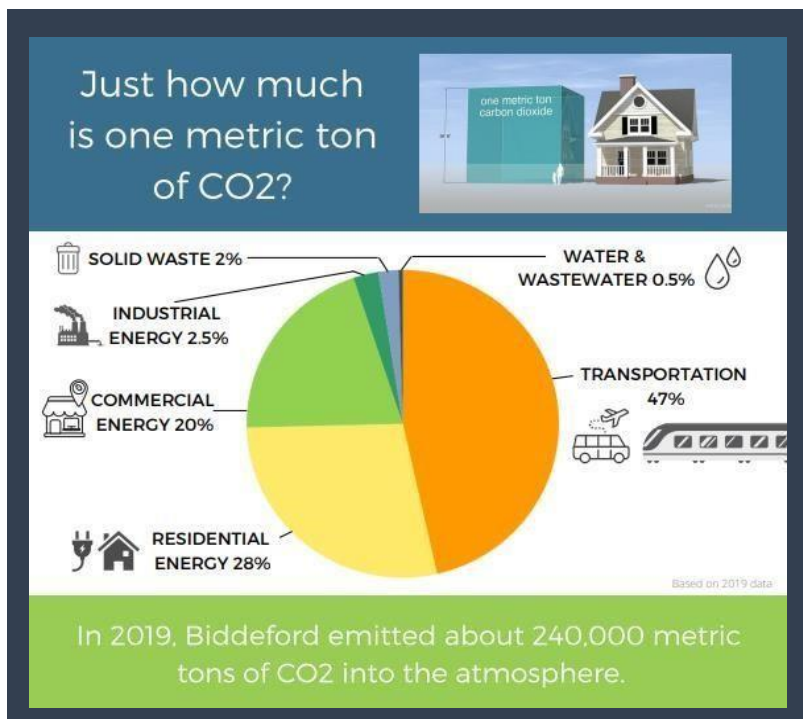
Through the Climate Action Plan process, the Biddeford Climate Task Force will undertake rigorous public engagement so that residents' perspectives and priorities are what drive the plan and its implementation. This will include a series of public workshops, as well as multiple interactive events that will be designed to enhance opportunities for harder-to-reach groups to participate in the planning process.



The city plans to invest in climate change solutions. Please rank these in order of important from 1 to 5, with 1 being the most important.

3. Biddeford's Greenhouse Gas Emissions

In 2019 the City conducted its first greenhouse gas emission inventory under the technical guidance of ICLEI. The results mirror those of the State of Maine overall: the greatest source of greenhouse gases is transportation (46%), followed by residential energy (28%). In total, the City emitted 240,000 metric tons of carbon dioxide (CO₂) into the atmosphere. To gain perspective, a metric ton is about equivalent to a small two-story house.



Conducting this inventory provides important information about how Biddeford can take the most effective action to reduce its carbon emissions, while also serving as a baseline dataset against which future progress in reducing emissions can be measured.

4. Challenges and Opportunities

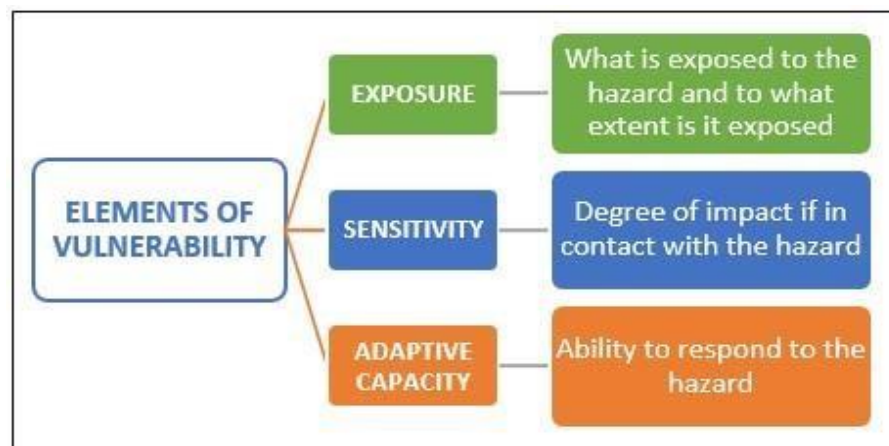
Public Engagement

Stakeholder and community engagement is a critical component of developing our climate action plan. Reaching groups of people that are often underrepresented in public decision-making is especially important, as these people may face the greatest vulnerabilities to climate change. But once the plan is completed, Biddeford residents must be involved in all aspects of climate mitigation and adaptation policy for successful implementation of the final action plan's goals and strategies. This work will be ongoing over the coming years as the effects of climate change become ever more apparent. Because climate change can be an overwhelming issue for some, it is important that public engagement focus on opportunities for action at both the individual- and community-level.

Biddeford's Climate Vulnerabilities

When completed, Biddeford's Climate Action Plan will provide a detailed outline of our climate-related vulnerabilities. Our city's vulnerability is determined not only by our physical exposure to climate hazards, but also by how sensitive people and places are to these impacts and the available capacity to respond (see figure below).

Our vulnerability analysis will include a comprehensive analysis of physical climate threats (exposure) resulting from flooding, extreme storms, extreme temperatures, drought, and changing marine conditions.



Importantly, some individuals and groups within Biddeford may experience greater vulnerability to the physical impacts of climate change due to socioeconomic factors. As such, the vulnerability analysis will also assess differing levels of susceptibility to climate hazards (sensitivity) and abilities to respond (adaptive capacity).

Some characteristics that can shape sensitivity and adaptive capacity to climate impacts include: income level, age, educational attainment, and level of linguistic isolation. For example, young children (below age 5) and elderly adults (age 65 or older) living alone may be more sensitive to floods and extreme heat events. Households with lower incomes or higher linguistic isolation may have less capacity to adapt to climate risks. Therefore, attention must especially be paid to Biddeford's low- to moderate-income residents, as well as other vulnerable groups, to ensure that they are not disproportionately affected by the impacts of climate change.

Transportation

The Greenhouse Gas Emission Inventory has shown that transportation is the leading sector of greenhouse gas emissions in Biddeford. In addition to encouraging transition to electric vehicles (EVs), reducing overall vehicle miles travelled (VMT) here is an important mitigation strategy. There are many opportunities to reduce VMT in Biddeford, and in turn reduce carbon emissions.

As outlined in the chapter entitled *Transportation*, adopting local Complete Streets policies is an important step toward emission reduction in the transportation sector. Too often, streets are designed primarily for motor vehicles, especially single occupancy vehicles. Employing Complete Street principles make streets safer and more accessible for all users: pedestrians, bicyclists, and bus riders.

New investment in mass transit infrastructure, especially, and incentives to encourage greater ridership is another important step toward reducing emissions in the transportation sector. Biddeford Saco Old Orchard Beach Transit is now transitioning to electric buses, with two electric vehicles in service now. An additional 2 electric buses are planned. BSOOB's goal is to have a zero-emission fleet in service by 2045. Continual improvement in mass transit service and infrastructure is both an opportunity and a challenge in the effort for emission reductions.

Mixed-Use Development and Redevelopment

Land use can have strong influence over reducing reliance on transportation. With a very dense downtown and adjacent Mill District, Biddeford is well positioned to take advantage of mixed uses development to lower carbon emissions. Over the past 15 years, former mill buildings have been redeveloped into mixed uses where residences and places of employment are in proximity.

With Main Street nearby, most daily activities can take place without reliance on a vehicle.

Continued redevelopment of mixed uses in the Mill District (i.e. Pearl Street and Upper Falls Road) and other development opportunities in the downtown will strengthen the walkability of Biddeford's urban core, and reduce dependence on single-occupancy vehicle use.

Climate Change:

What Comes Next?

Biddeford's upcoming Climate Action Plan will outline Biddeford's climate vulnerabilities and will propose actions that can be taken for mitigation (reducing greenhouse gas emissions) and adaptation (actions that can manage the risks of climate change impacts).

A robust and comprehensive public engagement process for planning climate action will achieve multiple objectives: it will educate the public about the causes and impacts of climate change, it will inform them of the work that the Biddeford Climate Task Force is doing with regard to this serious issue, and it will inform the final Climate Action Plan and help with implementation of the plan.

Climate Change will undoubtedly bring increased risk of flooding to the vulnerable coastal areas of Biddeford Pool, Hills Beach, and Fortunes Rocks, among other places. For these areas, it is important to strengthen existing infrastructure and make other improvements to protect and defend the coastal development from flooding. Also, discouraging new development in the most vulnerable coastal areas will improve Biddeford's overall resilience.

Other areas of the city will be affected as well. Situated along the Saco River, some parts of downtown are as vulnerable to flooding as the coast. Extreme storms, temperatures and drought can be expected to affect all parts of Biddeford. Working within the city, or in a regional capacity with other communities and/or organizations, there are many measures that can be taken to mitigate and adapt to climate change. This is long-term work.

Every resident, worker, or visitor of Biddeford bears some responsibility in the fight against climate change.

Goal 1

PLAN FOR, MITIGATE, AND ADAPT

To climate change impacts to Biddeford's natural and built environment, including its shoreline and adjacent land uses, from rising sea levels.

How We Get There:

- Adopt a Biddeford Climate Action Plan that recommends strategies to mitigate and adapt to the impacts of climate change, especially those related to sea level rise.
- Monitor available information from federal, State, regional (such as Southern Maine Planning and Development Commission) and local sources on rising sea levels along Biddeford's coastline.
- As part of the Climate Action Plan, develop a public engagement program to enhance the awareness of climate change and sea level rise impacts on particularly vulnerable populations and groups.
- Continue to support local and regional cooperation for emergency response, the protection of water supply and sewer systems, adaptation measures, and other climate related hazard prevention and preparedness.
- Implement strategies that protect Biddeford's shoreline and enhance Biddeford's resilience to impacts from sea level rise.
- Evaluate existing infrastructure located in vulnerable areas to reduce the potential impacts from sea level rise, including but not limited to, in-place improvements and relocation of infrastructure outside of vulnerable areas.
- Evaluate all proposed new infrastructure investments by the city within the context of climate change and sea level rise before design and implementation.
- Encourage private property owners to implement measures to protect against the impacts of climate change and sea level rise in vulnerable areas.
- Reduce Vehicle Miles Travelled in the City by internal combustion engine vehicles, particularly for single-occupancy personal vehicles.

15 Fiscal Capacity & Capital Improvement Plan

1. What's Happening?

In Maine and New England, local government serves as the primary deliverer of critical services for the citizens. Unlike the majority of the municipalities in the rest of the country, it is the municipality, not County government, that serves that role.

The annual exercise of balancing the collective needs and wants within the community with the ability of those that pay the bills is at the core of the budgeting process. Through this process, the community establishes that which it will address and that which it will defer. Community leaders will often focus on service delivery as the priority over the responsibility of maintaining the capital assets.

The financial viability of the City of Biddeford requires intentional attention to capital assets and planning for the maintenance and replacement of those assets. This Fiscal Capacity chapter provides information about the financial challenges that are foreseen over the next several years. It also provides information regarding the ability of the City to meet those challenges based on the information known at the time of adoption of the Comprehensive Plan.

2. Capital Assets

Annually, in accordance with Governmental Accounting Standards Board (GASB) Statement No. 34, every local government is required to publicly report the total capital assets of the municipality. On June 30, 2021 (the most current audit), the City of Biddeford reported the capital assets shown within.

This initial list does not include activities of the City that are considered 'enterprise accounts'. Simply stated, enterprise accounts are treated by GASB as business type operations. As such, the financial reporting is treated differently than the general operating fund. The enterprise activity of the City is the Waste Water Treatment Plant (WWTP). These capital assets are also listed after the municipal list. It should be noted while GASB requires some different reporting standards for enterprise activity, those reporting differences does not impact GASB 34.

In accordance with GASB Statement No. 34, the City has reported all capital assets, including infrastructure in the Government-wide Statement of Net Position.

Capital asset activity for the year ended June 30, 2021 was as follows:

	Balance June 30, <u>2020</u>	<u>Increases</u>	<u>Decreases</u>	Balance June 30, <u>2021</u>
Governmental activities:				
Capital assets not being depreciated:				
Capital assets not being depreciated:				
Land - City	\$6,408,776	-	(2,155)	6,406,621
Land - School	827,675	-	-	827,675
Construction in progress - City	2,074,030	-	(6,440)	2,067,590
<u>Construction in progress - School</u>	<u>166,188</u>	<u>-</u>	<u>-</u>	<u>166,188</u>
<u>Total capital assets not being depreciated</u>	<u>9,476,669</u>	<u>-</u>	<u>(8,595)</u>	<u>9,468,074</u>
Capital assets being depreciated:				
Buildings and improvements - City	10,698,505	91,120	-	10,789,625
Buildings and improvements - School	67,448,755	-	-	67,448,755
Vehicles and equipment - City	14,449,406	1,152,676	(172,729)	15,429,353
Vehicles and equipment - School	3,886,090	734,441	(156,411)	4,464,120
Infrastructure - City	69,018,171	256,352	(42,446)	69,232,077
<u>Infrastructure - School</u>	<u>526,959</u>	<u>-</u>	<u>-</u>	<u>526,959</u>
<u>Total capital assets being depreciated</u>	<u>166,027,886</u>	<u>2,234,589</u>	<u>(371,586)</u>	<u>167,890,889</u>
Less accumulated depreciation for:				
Buildings and improvements - City	6,884,371	275,385	-	7,159,756
Buildings and improvements - School	25,460,527	1,630,974	-	27,091,501
Vehicles and equipment - City	8,509,218	737,758	(165,321)	9,081,655
Vehicles and equipment - School	2,603,120	218,046	(156,411)	2,664,755
Infrastructure - City	33,382,200	1,678,395	(41,906)	35,018,689
<u>Infrastructure - School</u>	<u>402,108</u>	<u>12,847</u>	<u>-</u>	<u>414,955</u>
<u>Total accumulated depreciation</u>	<u>77,241,544</u>	<u>4,553,405</u>	<u>(363,638)</u>	<u>81,431,311</u>
<u>Total capital assets being depreciated, net</u>	<u>88,786,342</u>	<u>(2,318,816)</u>	<u>(7,948)</u>	<u>86,459,578</u>
<u>Governmental activities capital assets, net</u>	<u>\$98,263,011</u>	<u>(2,318,816)</u>	<u>(16,543)</u>	<u>95,927,652</u>

Depreciation expense was charged to functions of the governmental activities as follows:

General government	\$ 84,856
Public services	184,427
Public safety	360,375
Public works, including depreciation of general infrastructure assets	2,061,880
Education	1,861,868
<u>Total depreciation expense – governmental activities</u>	<u>\$ 4,553,406</u>

	Balance June 30, 2020	Increases	Decreases	Balance June 30, 2021
Business-type activities:				
Land	\$ 204,275	-	-	204,275
<u>Construction in progress</u>	<u>9,485</u>	<u>-</u>	<u>-</u>	<u>9,485</u>
<u>Total capital assets not being depreciated</u>	<u>213,760</u>	<u>-</u>	<u>-</u>	<u>213,760</u>
Capital assets being depreciated:				
Building and improvements	4,632,484	-	-	4,632,484
Vehicles and equipment	15,811,486	76,230	-	15,887,717
<u>Infrastructure</u>	<u>22,314,874</u>	<u>-</u>	<u>-</u>	<u>22,314,874</u>
<u>Total capital assets being depreciated</u>	<u>42,758,844</u>	<u>76,230</u>	<u>-</u>	<u>42,835,075</u>
Buildings and improvements	2,213,344	139,863	-	2,353,207
Vehicles and equipment	8,184,910	446,536	-	8,631,446
<u>Infrastructure</u>	<u>8,137,141</u>	<u>532,066</u>	<u>-</u>	<u>8,669,207</u>
<u>Total accumulated depreciation</u>	<u>18,535,395</u>	<u>1,118,464</u>	<u>-</u>	<u>19,653,860</u>
<u>Total capital assets being depreciated, net</u>	<u>24,223,449</u>	<u>(1,042,234)</u>	<u>-</u>	<u>23,181,215</u>
<u>Business-type activities capital assets, net</u>	<u>\$24,437,209</u>	<u>(1,042,234)</u>	<u>-</u>	<u>23,394,975</u>
<u>Total capital assets being depreciated, net</u>	<u>24,223,449</u>	<u>(1,042,234)</u>	<u>-</u>	<u>23,181,215</u>

Depreciation expense was charged to programs of the business-type activities as follows:

Wastewater Fund	\$ 1,118,464
-----------------	--------------

Total depreciation expense – business-type activities	\$ 1,118,464
--	---------------------

Funding To Replace and/or Maintain Capital Assets

The City of Biddeford has increased the annual allocation from the operating budget significantly since a low of \$176,098 in FY13. The Council established an annual allocation goal of \$2,500,000 in 2018 to be phased in over a five year period. Beginning with the FY18 budget, the City allocated \$1,500,000 with planned \$250,000 annual incremental increases. The City met the incremental FY19 goal.

COVID slowed the progress, reducing the FY20 allocation to \$1,595,547 and FY21 allocation to \$1,361,047.

Inflationary pressures, particularly in the construction industry, are causing the City to evaluate the need to increase the goal to \$4,500,000 by FY29. This is an ongoing discussion during the upcoming FY24 budget preparation.

In an analysis completed in January of 2023, it was estimated that \$7,935,281 is needed annually to maintain all capital assets. This estimate was arrived by applying the following replacement schedule to the total net assets of the City.

<i>Category</i>	<i>Replacement Basis</i>	<i>Book Value (FY22)</i>	<i>Annual Requirement</i>
<i>Buildings</i>	30 years	\$24,935,071	\$831,169
<i>Vehicles & Equipment</i>	12 years	\$49,030,169	\$4,085,847
<i>Infrastructure</i>	45 years	<u>\$135,822,630</u>	<u>\$3,018,281</u>
<i>Total</i>		<u>\$209,787,229</u>	<u>\$7,935,297</u>

It is rare for a municipality to meet its capital needs from annual appropriations within the operating budget. Like other communities, Biddeford makes up for the majority of the difference by the use of various methods to pay over time. The two instruments that the City uses are traditional bond issuance or lease/purchases. The City has also had a very good track record of securing grant funding to reduce the burden on property taxpayers and WWTP rate payers. Finally, it uses sheltered tax incremental financing (TIF) funds for capital needs as well.

The City has capacity to continue to use a mix of these historical sources to address the future needs of the City. The following current conditions and trends are provided to support the conclusion.

3. Conditions and Trends

Debt limits

The State of Maine has a statutory limit on the total amount of debt that a community may issue.¹ The total limit of all debt is 15% of a municipality's most recent full valuation.² Half of that limit (7.5%) is limited for general obligations. The balance is reserved for other uses, such as storm and sanitary sewers, educational purposes, airports and others. The total indebtedness of the City is significantly under the statutory limits, as shown by the chart below.

¹ Title 30-A MRSA §5702

² Biddeford's total 2023 state valuation is \$3,595,900,000 as reported January 18, 2023

CITY OF BIDDEFORD, MAINE
Ratios of General Bonded Debt Outstanding
Last Ten Fiscal Years

(amounts expressed in thousands, except per capita amount)

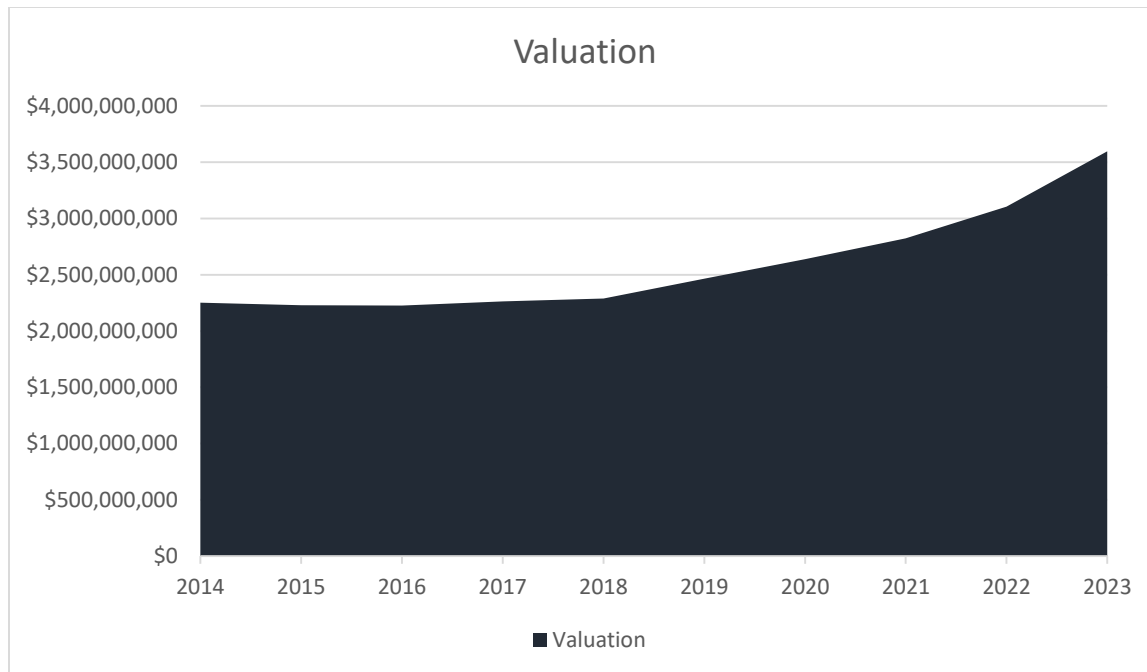
Fiscal Year	Total General Obligation Bonds/ Notes	Percentage of Estimated Actual Taxable Value of Property	Per Capita
2021	\$ 47,675	1.7%	2,114
2020	52,357	2.0%	2,441
2019	57,320	2.3%	2,664
2018	61,400	2.7%	2,857
2017	65,056	2.9%	3,045
2016	59,917	2.7%	2,813
2015	63,881	2.9%	2,994
2014	67,541	3.0%	3,172
2013	71,753	3.1%	3,367
2012	66,722	2.8%	3,120

Total Valuation of City

The local and state valuation of the City has grown exponentially in large part because of the economic development strategy employed by the City over the last decade. The following chart captures both the local valuation as well as the state valuation. It should be noted that the state valuation is determined by market conditions that are at least two years old.

Year Ending June 30	Local Valuation	State Valuation
2021	\$2,419,982,000	\$2,823,900,000
2020	\$2,417,771,000	\$2,639,350,000
2019	\$2,392,413,000	\$2,464,750,000
2018	\$2,280,812,000	\$2,288,700,000
2017	\$2,255,928,000	\$2,263,350,000
2016	\$2,257,633,000	\$2,226,350,000
2015	\$2,237,280,000	\$2,228,800,000

The most recent state valuation numbers demonstrate the rapid increase in the value within the community. The following chart captures these changes.



Communities increase in value in two ways. The most obvious is when land and property is improved. This form of economic development is beneficial. There are new net tax dollars that are being provided for every dollar of new value.

The second way that value increases is from appreciation of the existing properties. It is normally expected that the valuation increases because of appreciation would be at the same pace as other communities in the area. Expressed differently, the appreciation change because of general market conditions should be similar in an area regardless of a community's border.

Biddeford's appreciation is outpacing our neighboring communities. Recognizing that the growth is a concrete example of the improvement in the reputation and perceived value of living within the community, it does have downsides. Significant state tax policy is driven by state valuation. A higher valuation of a community is reflected in less state revenues to the community and an increased county tax burden. Over the next few years, the state valuation will continue to climb at a rate that is higher than that of the other communities in the area. This shift is likely to adversely impact the community because of Maine's tax policy.

Fund Balance

One of the primary focuses has been to meet the City goal of maintaining an unassigned fund balance equal to or greater than 12.5% of operating expenditures. Since this effort began in 2015, the City has increased this balance 575% from \$1,723,143 (FY14) to the current balance of \$11,636,817 (FY21). In FY21, the City reached the goal. Effective that year, the City has established the policy to use 100% of the funds above the goal exclusively for investments in capital assets.

The following chart provides the historical change in all general fund balances, including the unassigned fund balance discussed above.

	2015	2016	2017	2018	2019	2020	2021
General Fund							
Nonspendable	602,379	\$ 563,695	\$ 594,951	\$ 736,672	\$ 1,133,081	\$ 1,436,893	\$ 1,295,421
Restricted	2,351,559	2,858,214	2,285,096	2,408,164	2,394,089	3,451,767	3,946,564
Assigned	580,487	1,129,196	1,316,840	2,387,140	3,477,238	2,139,154	2,466,066
Unassigned	1,723,143	2,310,409	2,983,231	2,222,152	4,577,271	6,991,373	11,636,817
Total general fund	5,257,568	\$ 6,861,514	\$ 7,180,118	\$ 7,754,128	\$ 11,581,679	\$ 14,019,187	\$ 19,344,868

Revenues and Expenditures

The following is the most recent audited financial statement for the City's general fund. It captures the major revenues and the major expenditures for the community, as well as the capital investments.

CITY OF BIDDEFORD, MAINE
Changes in Fund Balances of Governmental Funds
Last Ten Fiscal Years
(modified accrual basis of accounting)

	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
Revenues										
Taxes	\$ 39,978,359	\$ 43,406,442	\$ 44,483,148	\$ 45,672,627	\$ 47,484,477	\$ 48,511,496	\$ 49,974,308	\$ 51,245,771	\$ 52,394,437	\$ 53,139,898
Licenses, permits, fees and charges for svcs.	3,663,434	3,550,933	3,576,888	3,980,054	3,862,824	3,715,708	4,090,855	3,842,118	4,669,305	4,512,519
Intergovernmental	20,814,410	18,797,612	18,454,544	19,153,635	18,980,848	19,953,890	22,397,047	24,113,760	28,504,343	44,827,691
Investment earnings	119,876	277,076	190,932	114,977	125,731	260,023	262,168	368,396	609,674	427,669
Other	1,235,803	754,995	1,134,349	1,229,823	896,986	1,995,719	1,303,436	889,364	1,174,982	4,043,627
Total revenues	\$ 65,811,882	\$ 66,787,058	\$ 67,839,861	\$ 70,151,116	\$ 71,350,866	\$ 74,436,836	\$ 78,027,814	\$ 80,459,409	\$ 87,352,741	\$ 106,951,404
Expenditures										
General government	3,948,051	4,233,407	4,454,329	4,417,062	4,556,574	4,700,174	9,158,195	9,536,842	10,641,164	11,353,917
Public services and libraries	1,567,639	1,653,722	1,686,415	1,651,031	1,610,272	1,687,658	1,523,494	1,975,653	3,254,974	8,101,574
Public safety	10,076,847	10,675,805	11,085,652	11,866,596	11,742,905	12,474,899	9,756,561	10,361,398	10,739,015	15,003,834
Public works	4,736,391	5,088,601	5,510,515	5,722,488	5,429,610	5,757,532	4,611,914	4,626,237	4,599,516	4,828,733
Education	29,201,826	30,235,540	30,705,072	31,982,549	32,088,859	33,452,802	35,983,638	35,794,180	40,620,541	48,668,997
County tax	1,281,101	1,303,501	1,896,950	1,250,633	1,228,999	1,217,090	1,235,647	1,221,062	1,282,292	1,323,152
Other	1,413,925	344,488	503,433	851,523	588,703	134,603	837,272	131,157	-	-
Debt service (including education debt service):										
Principal	4,121,378	4,180,705	4,197,644	3,921,765	4,321,073	5,448,700	4,430,357	5,108,556	5,319,405	5,757,885
Interest	2,395,263	1,971,850	2,306,996	2,439,097	1,950,048	1,171,200	1,516,124	1,591,507	1,462,125	690,038
Capital outlays	14,648,309	12,502,294	1,771,893	3,939,996	2,833,882	5,467,769	4,905,325	7,055,138	7,584,766	4,801,883
Equipment and Supplies, other than General Fund	906,405	794,809	896,144	968,394	793,311	906,221	739,071	905,131	-	-
Program expenditures, other than Gen. Fund	5,274,175	3,641,620	3,330,340	3,584,154	3,411,437	3,426,205	3,359,221	3,889,567	-	-
Contracted services, other than Gen. Fund	288,256	295,287	244,678	538,673	1,491,732	1,451,066	1,256,207	3,413,004	-	-
Total expenditures	\$ 79,859,566	\$ 76,921,629	\$ 68,590,061	\$ 73,133,961	\$ 72,047,405	\$ 77,295,919	\$ 79,313,026	\$ 85,609,432	\$ 85,503,798	\$ 100,530,013
Excess (deficiency) of revenues over (under) expenditures	(14,047,684)	(10,134,571)	(750,200)	(2,982,845)	(696,539)	(2,859,083)	(1,285,212)	(5,150,023)	1,848,943	6,421,391
Other financing sources (uses)										
Transfers - in	44,384	88,109	105,006	247,077	202,215	466,295	1,929,557	2,313,026	2,123,118	1,895,617
Transfers - out	(806,884)	(628,109)	(605,006)	(787,077)	(742,215)	(1,006,295)	(2,570,698)	(2,725,723)	(2,465,734)	(2,277,000)
Use of escrow funds	15,762	-	-	-	-	-	-	-	-	-
Payment to refunding escrow	-	-	-	-	-	(27,256,283)	-	-	-	(2,655,543)
Proceeds from bond/note sales	-	8,960,205	-	-	-	34,584,462	346,844	966,315	43,923	731,386
Proceeds from bond premium	-	106,207	-	600,000	-	3,450,402	-	-	-	-
Payment to refinance lease	-	-	-	-	(1,369,541)	-	-	-	-	-
Proceeds from capital leases	381,374	1,331,654	-	577,598	1,725,860	866,414	-	2,884,313	-	8,224,411
Sale of City property	-	-	-	-	-	-	-	30,817	100,000	4,963
Total other financing sources (uses)	(365,364)	9,858,066	(500,000)	637,598	(183,681)	11,104,995	(294,297)	3,468,748	(198,693)	5,923,834
Net change in fund balances	\$ (14,413,048)	\$ (276,505)	\$ (1,250,200)	\$ (2,345,247)	\$ (880,220)	\$ 8,245,912	\$ (1,579,509)	\$ (1,681,275)	\$ 1,650,250	\$ 12,345,225
Debt service as a percentage of noncapital expenditures	10.0%	9.6%	9.7%	9.2%	9.1%	9.1%	7.9%	8.7%	8.6%	6.9%

4. What is a Capital Improvement Program?

The Capital Improvement Program (**CIP**) is the City's long-range plan for spending on major infrastructure projects throughout the community. The CIP guides investment in streets, sidewalks, parks, sewer and stormwater systems, public transportation, public safety facilities and equipment and more.

The City of Biddeford maintains a five-year CIP that is updated annually. Although a long-term program does not necessarily commit the City to a particular expenditure in a particular year.

Why is a Capital Improvement Program Important?

Many aspects of the Capital Improvement Program can have profound impacts on the development of the City and the fiscal integrity of the government. Programs expanding or improving public services can influence the timing and location of new development while fostering preferred long-time growth patterns. In addition, the Capital Improvement Program represents the community's approach to implementation of the Comprehensive Plan.

WHAT IS A CAPITAL IMPROVEMENT?

A common definition of a capital improvement includes new or expanded physical facilities that are relatively large, expensive, and permanent. An extremely important fiscal planning principle underlying this definition is that capital improvements should include only those expenditures for physical facilities with relatively long-term basis or through grants acquired from other governmental agencies.

Capital improvements should not include expenditures for equipment or services that prudent management defines as operating budget items and which should be financed out of current revenue resources.

BENEFITS OF A CAPITAL IMPROVEMENT PROGRAM

An effective capital improvement programming process can:

- **Ensure that plans for community facilities are carried out**
- **Allow improvement proposals to be tested against the community's policies and objectives**
- **Better schedule public improvements that require more than one year to construct**
- **Provide an opportunity, assuming funds are available, to purchase facilities for future municipal use**

- **Help stabilize tax rates through intelligent debt management;**
- **Offer an opportunity for citizens and public interest groups to participate in decision-making**
- **Contribute to a better management of City affairs**
- **Permit a thorough technical evaluation of the justification for each improvement**
- **Enhance the orderly growth of the revenue base**
- **Provide a basis for-desired urban growth.**

FISCAL POLICIES

Careful fiscal analysis and the adoption of specific fiscal policies must be the foundation of the Capital Improvement Program. Long-range financial studies and forecasts must be made. At a minimum, such analyses should include the preparation of tables showing the amortization of all outstanding debts. These forecasts focus on the local general economic situation and the extent to which it may affect long-term local government revenues. Anticipated revenues must then be compared with anticipated expenditures for capital improvements and personnel services, and other costs must be projected to determine whether projected revenues and expenditures are in balance, or whether surpluses or deficits, and forecast the effect.

Fiscal policies address such issues as:

- **The maximum amount of debt the local government is willing to assume**
- **The type of revenue devices that will or will not be used**
- **The annual amount of debt service that the operating budget can absorb**
- **The specific types of projects or facilities that must be self-sufficient through user fees or other charges**
- **The degree to which the City will see State or Federal grant-in-aid.**

Fiscal policies may be related to strategic community objectives--such as expenditures Targeted in support of economic development objectives that are most likely to maintain or attract an industrial or commercial base, create new jobs, or generate private investments in neighborhood revitalization.

CHOICE OF PRIORITIES

The setting of priorities continues to be a vexing problem. Choosing what project will be built is the most crucial step in the Capital Improvement Program process. Projects should be evaluated with regard to their effectiveness in achieving community goals.

The evaluation should consider factors such as:

- How the proposal complements the Comprehensive Plan and desired long-term urban growth patterns
- Whether the proposal will help implement the Strategic Plan to be developed and adopted by the City Council
- The extent that the proposal will encourage capital investment, improve the City's tax base, improve job opportunities, attract consumers to the City, or produce public or private revenues
- Whether the proposal is be cost-effective in terms of capital and probable operating cost
- The extent that the proposal eliminates or reduces conditions detrimental to health, safety, and general welfare of the community
- How the proposal meets a community obligation to serve a special need
- If the proposal cost is justified in terms of number of persons to be benefitted;

2023-2027 5-YEAR CAPITAL IMPROVEMENT PLAN

Entry No.	Department	CIP Name	Est Total Cost	Description
1	Airport	Tile Floor Replacement - Lobby & Bathrooms	\$ 20,000	Tile (ASBESTOS?) floor in public area breaking up / free tile chips at entrance door threshold. If asbestos mitigation required, likely the largest part of replacement. If not, floor cost should be significantly less.
2	Airport	ADA Building Update	\$ 30,000	ADA update to airport "terminal" building for public use (offices/lobby/bathrooms.)
3	Airport	Apron Design and Reconstruction	\$ 800,000	Apron (aka - parking/movement area) design and reconstruction (phase 1 - west apron)
4	Airport	Aviation Gasoline System Replacement	\$ 400,000	Fuel farm replacement with current tank removal. SCHEDULE 2027
123	Economic Development & Planning	Second Pedestrian Bridge	\$ 5,300,000	Construct, in cooperation with the City of Saco, a second pedestrian bridge across the Saco River connecting to Pearl Point Park and the rest of the Riverwalk.
124	Economic Development & Planning	Riverwalk	\$ 3,000,000	Construction of the Riverwalk from Laconia Plaza to Pearl Point Park.
125	Economic Development & Planning	Pearl Point Park	\$ 1,500,000	Build out of Pearl Point Park, at the end of Pearl Street
126	Economic Development & Planning	Climate Change Action Plan	\$ 65,000	To build on the work of the Climate Change Task Force, the Task Force recommending a budget of \$65,000 to create a climate change plan.
127	Economic Development & Planning	Public Art Seed funding	\$ 100,000	The DDC will provide Council with a report in December for the establishment of an Arts Council. That Council will begin developing an action plan during the next fiscal year.

10	Engineering	Electrical-Lincoln Street	\$ 180,000	Complete underground Electrical
11	Engineering	Utilities/Re-construction	\$ 3,320,000	Street drainage improvements. Utilities, lights, storm water
12	Engineering	Bumps Outs and Cross Walks Lower Main St	\$ 510,000	Repair/replace/update downtown street scape from Alfred to Water St
13	Engineering	Hill/Main/Water	\$ 3,047,000	Intersection redesign and improvements at Hill, Main, Water
14	Engineering	Thatcher Brook 319 Phase III	\$ 220,000	Thatcher Brook Watershed 319 Grant implantation of phase #3
15	Engineering	Thatcher Brook Watershed Mgt Plan Phase-II	\$ 475,000	Thatcher Brook Watershed retrofit/improvement program
16	Engineering	Engineering Design/Inspection Services	\$ 800,000	Engineering design and inspection services for upcoming projects
17	Engineering	Intersection Elm & Pearl	\$ 2,049,125	Intersection redesign and improvements at Elm and Pearl St
18	Engineering	Green Infrastructure, Install LID Devices and Structures	\$ 1,000,000	Install Green infrastructure, storm water flow reduction devices
19	Engineering	River Wall Repair, Mechanics Park	\$ 400,000	Repair/replace river wall along Mechanics Park
20	Engineering	Sidewalks - Adams St	\$ 200,000	Sidewalk replacement
21	Engineering	Sidewalks - Alfred Street Phase I	\$ 1,261,390	Sidewalk replacement, new street lights, crosswalks. Main to Jefferson 600'long 6'wide
22	Engineering	Sidewalks - Alfred St Phase II	\$ 1,261,390	Sidewalk replacement
23	Engineering	Crosswalks/Lights/Sidewalks - Washington St	\$ 624,000	Sidewalk replacement, new lights, cross walks
24	Engineering	River Wall Repair Next to Zanton Property	\$ 2,000,000	Stones missing to river current do too heavy rains
25	Engineering	Harbor Access/Boat Launch - Vines Landing	\$ 425,000	Reconstruct boat launch at Vines Landing
26	Engineering	West Brook Skating Area Improvements	\$ 1,720,000	Repair/Reconstruct berm along West Brook to protect skating area
27	Engineering	Climate Resiliency Initiatives	\$ 300,000	Look at climate needs for the future of the plant
28	Engineering	Granite Point Culvert Replacement	\$ 469,000	Culvert replacement Granite Point Road
29	Engineering	Landry Street Culvert	\$ 150,000	Replace culvert Landry street Corrective action to resolve identified ADA deficiencies from 2021 ADA Self-Evaluation and Transition Plan document.
30	Facilities	Community ADA Compliance	\$ 21,277,700	

				Placeholder for future demolition of the communications tower at 3 Lincoln Street (former Maine Energy Recovery Company property)
31	Facilities	3 Lincoln Communications Stack	\$ 1,100,000	
32	Facilities	CC Community Center	\$ 1,677,790	Community Center renovations including heating.
33	Facilities	CH City Hall Renovations	\$ 1,000,000	City Hall renovations for building maintenance and ADA compliance
34	Facilities	DPW Replace Garage Doors	\$ 90,000	Replace large overhead doors over 3 year period.
35	Facilities	DPW Front Doors Replacement	\$ 15,000	Replace both front entry doors at Public works.
36	Facilities	DPW Hallway/Lunch Room Flooring	\$ 17,500	New flooring in Hallway and Break room.
37	Facilities	DPW Recycling Cardboard Storage	\$ 15,000	Recover Cardboard storage with stronger vinyl material.
38	Facilities	FD Rubber Roof Replacement	\$ 120,000	Replacement of rubber roof. It has reached its lifespan and has had multiple issues with leaking that have had to be repaired. The roof is original from when the station was built in 1990.
39	Facilities	FD Driveway Replacement	\$ 275,000	Our current drive way has not been replaced or sealed since it was installed in 1990. It currently has large cracks throughout and is sinking in front of the apparatus bay doors. Catch basins are also caving in. DPW has worked to try and do repairs over the last few years, but the driveway has multiple concerns and it at the end of its life span.
40	Facilities	FD Station Brick work	\$ 40,000	The fire station is 31 years old and the brick work is in need of repair. Water has caused damage and the station brickwork needs to be re-pointed.
41	Facilities	FD Duct Work Service	\$ 15,000	This request if for funding to service and clean the station duct work. This was done about 10 years ago, the duct work has been inspected and is in need of professional cleaning.
42	Facilities	FD Window Replacement Phase 1	\$ 30,000	This request is for phase 1 of a two phase project. This phase

				would replace the windows on the 2nd floor of the station.
43	Facilities	FD Window Replacement Phase 2	\$ 30,000	This request is for phase 2 of the FD window replacement plan. It would replace the windows on the first floor.
44	Facilities	FD Interior Floor Replacement	\$ 30,000	Replacement of the of the common areas flooring.
45	Facilities	FD Landscape Improvements	\$ 25,000	This request would provide funding to remove 8 large trees on the side of the building and install a lawn in that area.
46	Facilities	FD Apparatus Floor Re-Surface	\$ 18,000	This floor was originally resurfaced in 2012 because of slipping and safety issues. It is has become worn and it needs to be resurfaced to continue to offer the safety protection.
128	Facilities	FD Coastal Station Initial Development Cost	\$ 200,000	Initial development cost for a coastal station design
129	Facilities	FD Coastal Station	\$ 2,500,000	Construction of new coastal fire station.
47	Fire Department	Battery Extrication Tools	\$ 50,000	This would be used to update our vehicle extrication tools. Our current tools on SQ-28 are over 21 years old. These tools are used to extricate victims from vehicles at car accidents. Additionally, these new battery tools could be used for things like industrial accidents with people that may be trapped in machinery, building collapse incidents, and firefighter rescue. These new tools would be battery operated and not require the use of a large hydraulic pump like our current tools that do not allow us to operate them inside the building.
48	Fire Department	EMS CPR Compression Devices	\$ 30,000	This is a mechanical device that is attached to patients that are in cardiac arrest that delivers chest compressions. This device delivers compressions at a uniformed rate consistently to the patient allowing personnel to work on other needed medical

interventions. Additionally, this device improves on responder safety, often responders need to perform CPR compressions in positions that are not safe such as driving down the road in the back of ambulance. In addition CPR compressions could now be performed if needed while moving the patient, such as down a flight of stairs.

49	Fire Department	Rescue Boat	\$ 50,000	This request is to allow us to replace our current rescue boat. This boat is a 1964 aluminum boat that does not meet the needs of a rescue boat.
50	Fire Department	EMS Stretcher Lifting Device	\$ 50,000	This request is for two EMS stretcher lifting devices that would go into each of the two remaining ambulances that we have that do not have these devices. This device assists with lifting the stretcher with the patient on in into the ambulance.
51	Fire Department	Hydraulic Rescue Pump	\$ 15,000	This project is to replace our current hydraulic rescue tool pump. This pump operates our hydraulic vehicle extrication tools. This pump was purchased in 2003.
52	Fire Department	Replace Rescue Ropes and Harnesses	\$ 15,000	Replacement of much of our high angle, below grade, and rescue ropes and harnesses. These items have reached the end of their manufacturer recommended service life and need to be replaced.
53	Fire Department	EMS Equipment	\$ 75,000	Replacement program for EMS stretchers, stair chair, cardiac monitors. All three of our ambulances and our front line fire apparatus have cardiac monitors. These monitors are computers that get used often and need to be on a replacement plan to stay up with the latest technology and most advanced patient care. Monitors are circulated from

				ambulance to fire apparatus as they are replaced. This program would allow a cardiac monitor to be in service for about 18 years before it is taken out of service. EMS stretchers and stair chairs take a lot of abuse and need constant maintenance and repairs. This program would allow a stretcher and stair chair to be in service for 9 years before being taken out of service.
				This funding would replace our hydraulic rescue tool located on our 2nd Engine used in vehicle extrications.
54	Fire Department	Replace Hydraulic Rescue Tools	\$ 40,000	
				Erect stand-alone 200 foot telecommunications tower to service the western part of the City.
55	Police Department	Andrews Road Radio Tower	\$ 1,000,000	
		Modular Vehicle Barrier System	\$	Portable vehicle barrier system to prevent vehicle ramming events
122	Police Department		35,350.00	
		Vehicle Maintenance 5 Year Vehicle/Equip Replacement Program	\$	5 year vehicle/equipment replacement program
56	Public Works		5,875,000	
		Street Maintenance - Capital Paving Program	\$	Resurfacing of app 6 miles of roadway
57	Public Works		3,596,618	
		Sidewalks	\$	Sidewalk repair throughout city as needed.
58	Public Works		487,500	
59	Public Works	Granite Point Culvert		
				Install drainage syst. Sidewalks paving from the Spur to Arundel line
60	Public Works	Rte. 1 Improvements	\$ 845,000	
				Implementation of a multiyear program to manage and maintain a healthy tree inventory within the city. Focus on Main Street the year of 2023
61	Public Works	Tree Management Plan	\$ 200,000	
				Road widener will allow city staff to do all gravel shoulder work and loam placement after hot top has been completed. This will speed up projects and completions. Gives for a better quality finish product.
62	Public Works	Road Widener	\$ 67,500	
			\$	Put auto gate on Bus entrance side.
63	Public Works	Auto gate	55,000	

64	Public Works	Cemetery Software Program	\$ 40,000	Software program for burial inventory.
65	Public Works	Sign inventory	\$ 40,000	Supplies for new signage throughout the city.
66	Recreation	Clifford Park	\$ 72,000	Maine Conservation Corp projects, skate park repair, park shelters, trail work, court resurface.
67	Recreation	Community Center Playground	\$ 68,000	Community Center Playground upgrades and replacement.
68	Recreation	Doran Field	\$ 30,000	Field reconfiguration, facility completion, elimination of aged playground, relocation of batting cage, dugout repairs.
69	Recreation	Seasonal Ice Rink	\$ 30,000	Temp ice for Mechanics Park.
70	Recreation	Memorial Park	\$ 33,800	Improve Challenger Field dugouts (Middle Field), playground updates.
71	Recreation	Park Fence Repair	\$ 14,000	Clifford Park Fence repairs near parking lot and tennis court, St. Louis interior fence, Maintenance gate at Rotary Park.
72	Recreation	Park in the Pines Seawall	\$ 40,000	Engineering and repair work for seawall.
73	Recreation	Pierson's Lane Playground	\$ 30,000	Playground upgrades and fencing repair and addition of stockade fence between playground and Bacon Street Apt.
74	Recreation	Pool Beach Ramp	\$ 25,000	Ramp improvements for the bathhouse.
75	Recreation	Portable Stage	\$ 12,000	Portable stage for community events.
76	Recreation	Property Purchase- Gagne	\$ 150,000	Gagne Property Purchase.
77	Recreation	Rotary Park Complex	\$ 1,635,250	Work off master plan and replacing Martel Field Backstop.
78	Recreation	Shevenell Park	\$ 152,519	Park Renovation.
79	Recreation	Park Amenities-1	\$ 35,000	Addition and replacement of items such as grills, picnic tables, benches, kiosk and bike racks.
80	Recreation	Mobile Restroom	\$ 25,000	Use for special events.
81	Recreation	St Louis Field Complex	\$ 2,200,000	Field I seating, perimeter fencing replacement on Hill, South and Prospect Streets, Field II bleacher replacement, irrigation field I.

				Restroom renovation at St. Louis facility.
82	Recreation	Splash Pad	\$ 500,000	Recreational Splash pad.
83	Recreation	Community Center Myrtle Street Lot	\$ 75,000	Regrade and pave myrtle Street lot.
84	Wastewater Treatment Plant	Private I/I	\$ 1,500,000	Assist in removal of private I/I from flat roofs and sump pumps
85	Wastewater Treatment Plant	GIS Mapping	\$ 625,000	General improvement on sewer/storm map accuracy including field verification and data collection on elevations.
86	Wastewater Treatment Plant	Sewer Pipe Rehab	\$ 1,750,000	Trenchless lining projects to begin to rehabilitate the collections system
87	Wastewater Treatment Plant	Flow Monitoring	\$ 400,000	System flow monitoring
88	Wastewater Treatment Plant	CSO Phase III Master Plan	\$ 300,000	CSO Phase III Master Plan
89	Wastewater Treatment Plant	CSO Separation - Alfred St-1	\$ 1,560,000	Sewer separation on Alfred St. from Main to Pool
90	Wastewater Treatment Plant	CSO Separation - Alfred St-2	\$ 910,000	Sewer separation on Alfred St. from Pool to Summer
91	Wastewater Treatment Plant	CSO Separation - Summer St	\$ 650,000	Sewer separation on Summer St from Alfred to Foss
92	Wastewater Treatment Plant	CSO Separation - Alfred St-4	\$ 650,000	Sewer separation on Alfred St. from Porter to Myrtle
93	Wastewater Treatment Plant	CSO Separation - Center St	\$ 1,692,158	CSO Separation Project
94	Wastewater Treatment Plant	CSO Separation-Elm St	\$ 1,190,000	Elm Street sewer separation work. Cutts to South
95	Wastewater Treatment Plant	CSO Separation-Pool and Foss Road	\$ 900,000	CSO Separation Project
96	Wastewater Treatment Plant	CSO Storage Tank-Horrigan's Court/Gooch St Area	\$ 3,000,000	CSO Storage Tank
97	Wastewater Treatment Plant	FMI Pump Station	\$ 450,000	Replacement of Morin St FMI pump station
98	Wastewater Treatment Plant	Horrigans Court Pump Station	\$ 6,000,000	New pump station to replace existing station at Horrigan's Court
99	Wastewater Treatment Plant	Bypass Pump	\$ 60,000	Replacement of 6" bypass pump for emergency backup pumping
100	Wastewater Treatment Plant	Bidd Pool WWTF Disinfection Upgrade	\$ 80,000	Replace sodium hypochlorite disinfection with UV system
101	Wastewater Treatment Plant	Effluent Pump Station	\$ 1,260,000	Install new Effluent Pumping Station at WWTF

102	Wastewater Treatment Plant	CSO#9 Tank Pumps	\$ \$50,000	Replacement of pumps at CSO#9 capture tank and automate pumps/valves
103	Wastewater Treatment Plant	Biotower Media Replacement	\$ 1,050,000	Replace media in bio-reactor
104	Wastewater Treatment Plant	Concrete Repair on Aeration Basins	\$ 60,000	Repairing concrete, Sandblasting and painting of two (2) aeration tanks at WWTF
105	Wastewater Treatment Plant	WWTF Modifications for Nitrogen Removal	\$ 300,000	Baffles, Mixers, Recirculation pumps and instrumentation for two aeration tanks at WWTF to allow the facility to better remove nitrogenous wastes
106	Wastewater Treatment Plant	CSO Separation-South St	\$ 1,690,000	South St. sewer separation. Wentworth to Adams
107	Wastewater Treatment Plant	Grit Removal System	\$ 242,000	Replacement of grit washing units
108	Wastewater Treatment Plant	Updating PLC	\$ 30,000	Replacement of remaining PLC5 with new Allen Bradley PLC
109	Wastewater Treatment Plant	WWTF Roofing	\$ 75,000	Replacement of Admin. Building 1, 2, 9 roofing
111	Wastewater Treatment Plant	Sewer Upgrade - Diamond Match Park	\$ 1,300,000	Replacement of cross country pipe that runs along the river on the east side of the Horrigan's pump station.
112	Wastewater Treatment Plant	Effluent Flow Meter	\$ 40,000	Replacement of 24" effluent flow meter at WWTF
113	Wastewater Treatment Plant	CSO Separation - Alfred St-3	\$ 2,080,000	Sewer separation on Alfred St from Summer St. to Porter St.
114	Wastewater Treatment Plant	WAS/RAS Pump Replacement	\$ 82,000	Replacement of two waste pumps and one return pump
115	Wastewater Treatment Plant	9th St Drainage	\$ 750,000	French drain causing flooding during heavy rain. Needs new drainage run to connect to. Home owners keep calling to complain.
116	Wastewater Treatment Plant	CSO Separation - Cutts St	\$ 432,000	CSO Separation Project
117	Wastewater Treatment Plant	CSO Separation - Mason/Bradbury	\$ 1,056,000	CSO Separation Project
118	Wastewater Treatment Plant	Expand Capacity on Water St	\$ 150,000	New pipe on Water St to increase capacity to CSO tank and WWTF.
119	Wastewater Treatment Plant	CSO Separation - Lower Main	\$ 422,500	Pipe repairs on lower Main
120	Wastewater Treatment Plant	CSO Separation - Main St	\$ 800,000	Sewer separation from Lunt to Highland
110	Wastewater Treatment Plant	Elm St Pumps Station	\$ 3,000,000	New pump station on Elm St at river

121	Wastewater Treatment Plant	Supervisor Vehicle	\$ 40,000	Replacement of Wastewater Supervisor vehicle
5	Biddeford Ice Arena	Bleachers	\$ 245,000	Replace Bleachers
6	Biddeford Ice Arena	Right Side Wall Repair	\$ 38,502	Repair existing damage to East Wall.
7	Biddeford Ice Arena	New Roof	\$ 149,621	Repair existing damage to roof an upgrade.
8	Biddeford Ice Arena	Replace old Baxi Boilers	\$ 84,920	Replacement of existing Baxi boilers that have exceeded life expectancy.
9		Community Gateways		
			\$ 114,942,133	

APPENDIX

6A. Economy

Mixed-uses within the Downtown and the Mill District:

Until the 1950s, Downtown Biddeford, including the Mill District, was truly a mixed-use environment. As industry thrived in the Textile and Manufacturing Mills, Downtown was busy with retail and banking, and employees (much of the population) lived in either Downtown itself or in close proximity to Downtown. Beginning in the 1950s, however, several things began to influence Biddeford Downtown and Mill District towards decline. Manufacturers such as the Saco-Lowell Shops and York (Bates) Manufacturing began looking south for cheaper labor and materials and by 1960 both had closed their shops.

A few manufacturers did remain, however. Most notably the WestPoint-Pepperell Mill that produced the Vellux blanket finally shut its doors and in 2009, the last of the large manufacturers in the Mill District, was gone.

As the decline in manufacturing and textiles was occurring, other things were occurring both within Biddeford and beyond. Within Biddeford, the rise of the automobile from the 1950s on increased citizen mobility and both residential and commercial suburbanization began to occur. Strip retail plazas began to develop along Routes 1 and 111, and subdivisions were built to attract families to locations outside of the Downtown area, as did employment opportunities.

In 1970, the United States Post Office relocated to Alfred Street where it remains today. Aside from the Biddeford Pool Post Office, the Alfred Road Post Office is the only Post Office in Biddeford and draws a considerable amount of activity into the Downtown Area.

In 1975, the City re-established attention to its Downtown and established the Downtown Development Commission (DDC) which had a principal function to “Encourage and promote the expansion and development of existing commercial firms downtown and to promote and encourage the location of new commercial firms downtown”. The DDC has and continues to be a City Commission, members of which can only be Biddeford Residents.

In 1978, a Downtown Action Plan was adopted which took into consideration such issues as parking, aesthetics, historic preservation, economic trends and revitalization, traffic and building conditions.

As early as 1990, Biddeford's Zoning Ordinance contained provisions for a Biddeford Historical Zone and established a Biddeford Historic Zone Commission which reviewed and approved projects that needed a "building or another permit" within that zone.

Sometime between 1990 and 1999, however, the Historical Zone Commission's role had become only that of an Advisory Body and the Commission itself had effectively been dismantled. In 1999, the City's new Comprehensive Plan outlined that Historic Zones should be created and that a new Historical Zone Commission should be appointed. By early 2002, a new Historic Preservation Commission was appointed, but the Historic Preservation Ordinance still only gave the Commission advisory powers when reviewing projects that needed building or other permits.

In December of 2003 Biddeford Blankets, in what is now known as North Dam Mill, closed its doors leaving approximately 200 people out of work. The closure, however, did make available approximately 230,000 SF of vacant mill space available for purchase and re-use, which subsequently has redeveloped into a nearly fully occupied mixed-use development.

In 2004, Reny's, Biddeford's last downtown department store, announced it would be relocating to a shopping plaza in Saco, a signal to many of an end to what had once been a vibrant retail center serving the workers and residents of Downtown and the Biddeford Mills.

In many ways, however, the loss of Biddeford Blankets and Reny's served as a launching pad for the retooling of Biddeford's Downtown into a growing place with modern residences, unique restaurants, boutiques, artists, and niche (boutique) manufacturing.

In 2004, the Heart of Biddeford (HoB) was founded as a 501(c)(3) devoted to revitalizing Downtown Biddeford. In 2006 HoB was designated a *Main Street Community* by the Maine Downtown Center (a program of the Maine Development Foundation). The HoB is managed through a four-pillar system that includes design (Historic Preservation), economic change, events, and organization. A principal characteristic that distinguishes HoB from the DDC is that members of the HoB do not have to be Biddeford residents, allowing building and business owners who live elsewhere a way in which to influence downtown efforts. The DDC also tends to focus on physical improvement projects that are developed and funded by the City.

In June 2004, the City adopted the Alfred-Andrews Road Municipal Development and Tax Increment Financing District and adopted a development program under that District directing future property taxes generated by "The Shops at Biddeford Crossing" and other nearby development projects (see

“Retail” below) to the Biddeford Downtown Area for economic development related activities.

In December 2008 the Biddeford-Saco Mills Historic District was added to the National Register of Historic Places thus enabling eligible properties to access Historic Tax Credits as a financing tool for redevelopment projects within the District. Subsequently, in December 2009 the Biddeford Main Street Historic District was added to the National Register of Historic Places.

In June 2009 West Point Stevens, Inc., the last large textile manufacturer in Biddeford’s Mill District, closed its doors, leaving approximately 120 more mill workers suddenly jobless. Similar to the closure of Biddeford Blankets, the West Point Stevens closure made available a significant amount of floor area (approximately 674,055 SF) vacant and available for redevelopment, which is currently occurring under the name of the Pepperell Mill Campus.

In 2009, Biddeford completed a Mill District Master Plan, funded in part by the U.S. Economic Development Agency. This Plan was timely in that as noted above, West Point Stevens, Inc., ceased operating that same year. The Plan was created in order to develop significant City and private redevelopment initiatives in the Mill District. Numerous state and federal grants have been awarded for various community development projects, many of which were offspring from the 2009 Mill District Master Plan.

In summer 2011, a 4-year process was completed resulting in an end product *Downtown Master Plan*. The plan was a joint project of the City of Biddeford, the Heart of Biddeford, and the Orton Family Foundation. Although the Plan covers many elements that are discussed throughout this Comprehensive Plan, the overarching Vision for Downtown is of a center where people live, work, and shop.

In 2014, the City of Biddeford purchased and closed the Maine Energy Recovery Facility (MERC), located in the Mill District since the 1980s, which had long been seen as an impediment for further Downtown and Mill District redevelopment. Following its closure and demolition, the City enlisted *Camoine Associates* to conduct a Market Analysis and Feasibility Study for the redevelopment of 3 Lincoln Street, which formerly housed MERC.

Currently, Biddeford is experiencing a resurgence of what could be considered niche or boutique manufacturing in the Mill Buildings. Textiles, for example, has returned to the Mills in *Angelrox*, a clothing design and manufacturing firm that has relocated from Brooklyn, NY. As another example, *Hyperlite Mountain Gear* has also located in the Mills, manufacturing ultralight backpacks, shelters, tents, and equipment.

Industry Outside of the Mill District:

As discussed above, from the 1800's on, aside from farming and forestry and related industries such as shipbuilding, industry in Biddeford was largely focused within the large mills in Downtown Biddeford along the Saco River. With a decline in the Mills beginning in the 1950s, Biddeford began to adjust and look for ways to attract other industries. In the 1960s, Biddeford formed an Economic Improvement Commission to encourage new industrial activity in the City. This Commission is still active today (2017).

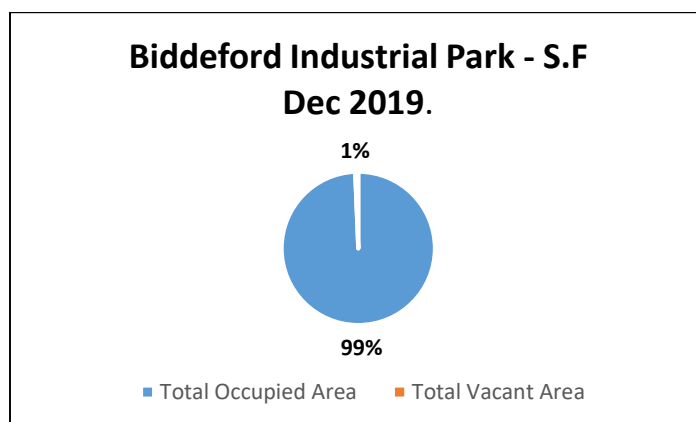
The first City-owned industrial park was established in 1967 (the Biddeford Industrial Park). Two other Industrial Parks were constructed through the 1970s: The Alfred Road Industrial Park and the Airport Industrial Park (constructed in 3 phases). Currently, all 3 Industrial Parks are nearly fully built out, without much available space to accommodate new industrial and business uses. Currently, the bulk of Biddeford's industrial uses and employment are located in the Industrial Parks, although other industrial uses do exist in areas, generally in close proximity to these Parks.

The Biddeford Industrial Park:

The Biddeford Industrial Park (BIP) is the City's first industrial park and comprises approximately 92 acres of land. As of December 2019, the status of the BIP was as follows:

- 13 buildings
- 16 business firms
- Approximately 400 full or part-time jobs
- 1% vacancy rate

Figure 6-1. Occupied and Vacant Floor Area (Square Feet) in the Biddeford Industrial Park as of December 2019.



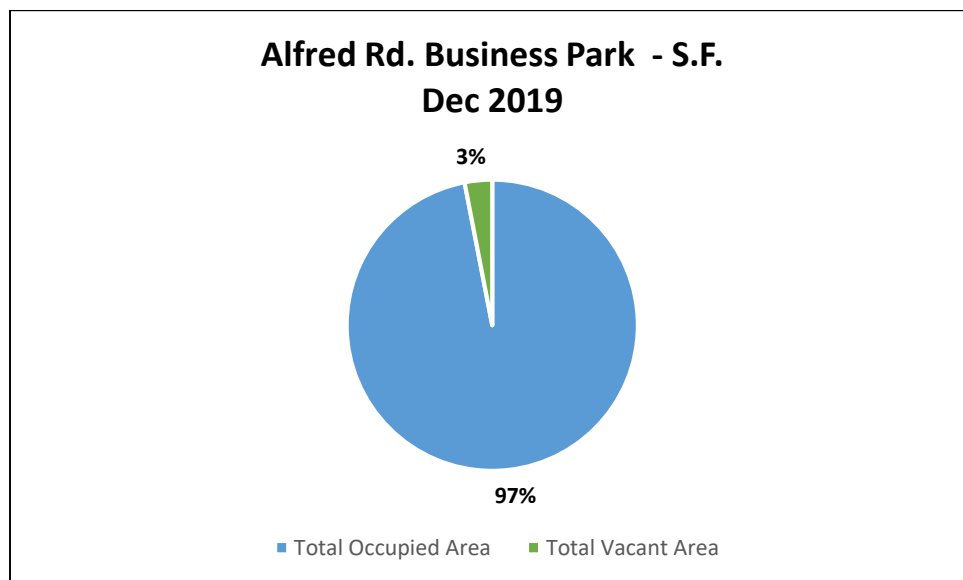
Source: Biddeford Economic Development Department, December 2019

The Alfred Road Industrial Park:

The Alfred Road Industrial Park is primarily composed of properties on Pomerleau Street, off Barra Road and Arena Drive. It is built on approximately 34 acres of land and houses a mix of uses, not all purely “industrial”. For example, the Biddeford-Saco-Old Orchard Beach Transit Committee’s (Shuttlebus-ZOOM) offices, maintenance facility, and bus yard are located in the Park. The current status of the Alfred Road Industrial Park is as follows:

- 13 buildings
- 20 business firms
- Approximately 225 full or part-time jobs
- 3% vacancy rate

Figure 6-2. Occupied and Vacant Floor Area (Square Feet) in the Alfred Road Industrial Park as of December 2019.



Source: Biddeford Economic Development Department, December 2019.

Retail/Services outside of the Downtown (including Restaurants):

Until the 1950’s Downtown was the center of retail activity in Biddeford. With the rise of the automobile, suburbanization, and the beginning of the decline of the Mills, retail began to move outside of Downtown in the typical form of strip plazas along the Route 1 (Elm Street) and Route 111 (Alfred Street) corridors. In chronological order, major retail centers/business that came into Biddeford include: Five Points Shopping Plaza at the corner of Elm Street and

Alfred Street (1950), Mardens (1967), Five Points Shopping Center on Alfred Street (1978), Hannaford (1983), Shaw's (1997), Wal-Mart (1995) Biddeford Gateway Plaza (Home Depot, Kohl's, and Applebee's) (2000) and the Shops at Biddeford Crossing (2007). The following is a detailed list of the larger retail centers constructed in Biddeford from 1950 on, including each centers floor area and assessed value (Table 5-1).

Table 6-1. Larger Retail Centers/Facilities in Biddeford constructed between 1950 and 2014 (approximately).

Commonly Known As Name	Address	Approximate Year Built	Assessed Value (2016)	Approximate Square Feet (Gross)
Five Points Shopping Plaza	380 Elm Street (Corner of Elm St. and Alfred St.)	1950	\$ 2,124,100	23,539
Mardens	435 Elm Street	1967	\$ 2,757,700	65,800
Five Points Shopping Center	416-420 Alfred Street	1978	\$ 9,634,000	153,000
Hannaford	313 Elm Street	1983	\$ 5,180,200	62,025
Home Depot	50 Gateway Plaza	2000	\$ 9,004,800	119,500
Kohl's/Applebee's	25-75 Gateway Plaza	2014/2000	\$ 8,587,000	71,015
Target	430 Mariner Way	2007	\$11,349,700	136,033
Biddeford Crossing	Shops Way and Mariner Way	2007	\$40,761,700	351,303

Indicating the relative strength of these commercial centers and retail in the City of Biddeford, some of the above have undergone significant renovations/redevelopment since their initial construction:

- In 2008-2009 Five Points Shopping Plaza went through a major face-lift renovation project, including some demolition, and made way for the construction of a new CVS Pharmacy pad site.
- In 2004 Five Points Shopping Center added a Ninety-Nine Restaurant pad in its parking lot. Similarly, in 2008 a Tim Horton's pad site and a Kennebunk Savings Bank pad site were also constructed within the center's parking lot adjacent to Route 111 (Alfred Street). Both of these pad sites are now occupied by different tenants than those that originally occupied the buildings.
- Following a general recession in 2008 Biddeford Crossing saw several stores and restaurants close, including the major anchor Lowe's, as well as secondary anchors Best Buy and Linen's N' Things. However, in 2013 the Shops at Biddeford Crossing saw a significant change as Demoulas purchased the center from the existing owners and filled the vacant Lowe's space with Maine's first Market Basket Supermarket. Market Basket opened in August 2013 and currently has approximately 315 full and part-time employees (55 Full-time, 260 Part-time).

Other smaller retail projects have occurred from 2000 on. Examples include:

- Advance Auto Parts on Alfred Street
- NAPA Auto Parts off Route 1/Elm Street at Digital Drive
- Party Plus/Taylor Rental on Elm Street
- Biddeford Savings Bank/Ply It again Sports on Alfred Street
- Taco Bell/Jiffy Lube on Alfred Street
- The reconstruction of Rite Aid at the corner of Elm Street and Alfred Street (Five-Points)
- CVS Pharmacy at Five-Points
- Starbucks at Five-Points
- Five Star Auto Sales on Alfred Street (Biddeford's largest Auto Sales business)
- Cumberland Farms and Town Fair Tire on Alfred Street across from the Shops at Biddeford Crossing
- Biddeford Savings Bank plaza located at the corner of Alfred Street and West Cole Road.

In 2016, a new strip plaza, called Biddeford Shoppes, opened on Alfred Road across from Biddeford Crossing and now offers Dunkin Donuts, Five Guys restaurant, Mattress Firm, Firehouse Subs, U.S Cellular, GameStop, and SportsClips.

Offices:

Downtown Biddeford has traditionally been the focal point for businesses including financial and insurance institutions, law offices, and other professional offices. In fact, unlike the shifts in industry and retail to more suburban locations, with recent adjustments back into the Mill District and Downtown, the downtown area remains the center of office activity with one exception: medical offices.

Although many of the financial institutions have changed names over time, in Downtown Biddeford there remains Biddeford Savings Bank, Bangor Savings Bank, People's United Bank, and Ocean Communities Federal Credit Union. Just outside of Downtown is TD Bank, at Five Points (the corner of Alfred Street and Elm Street) is People's Choice Credit Union, and on Alfred Street near Southern Maine Health Care (formerly Southern Maine Medical Center) Biddeford Savings Bank has a branch office.

Downtown Biddeford is the home of York County District Court, which continues to draw the legal profession to Downtown due to its proximity. Currently, there are approximately 15 persons employed in Downtown Biddeford working in the legal sector. This will be changing as the State

moves forward with anticipated plans to consolidate all York County Courthouse operations onto Elm Street at the former Pate parcel recently purchased from the City of Biddeford by the State of Maine:

In 2017, the Maine State Administrative Office of the Courts completed a purchase and sale agreement with the City of Biddeford for a 12.7-acre parcel of land located at 511 Elm Street. This parcel, along with a 15-acre adjacent parcel at 384 Hill Street will be used to construct a new consolidated York County Courthouse, a \$65 million project. When completed, the new courthouse will employ approximately 70 workers. More than 500 persons will visit the courthouse each workday. These parcels have now been sold for the York County Courthouse project.

Another particularly notable professional office in Downtown Biddeford is Oak Point Associates, an Engineering and Architectural design firm that employs approximately 75 workers in Downtown Biddeford. Oak Point Associates has been in Biddeford since 1979.

Southern Maine Health Care:

As noted above, the medical field employment cluster has moved out of the downtown, for the most part, and has consolidated out in the Route 111/interchange area. It has, in turn, driven the development in the Robert Dodge business park. In Biddeford, the largest of these medical offices is Southern Maine Health Care (SMHC) who is Biddeford's largest employer with approximately 1,887 jobs (1,478 Full-time, 409 Part-time). Taken from their website (<http://www.smhc.org/about-smhc>), SMHC's history dates back to 1906 when Webber Hospital was originally formed.

Southern Maine Health Care (SMHC) is a nationally accredited, award-winning not-for-profit healthcare system based in Biddeford offering a comprehensive array of services including:

- A full-service medical center and 24-hour emergency department in Biddeford;
- A full-service medical center and 24-hour emergency department in Sanford;
- More than 20 offices located in Biddeford, Kennebunk, Old Orchard Beach, Saco, Sanford and Waterboro;
- An active medical staff of 172 physicians and an affiliated medical staff of 122 physicians;
- A multi-specialty physician services group, SMHC Physicians, comprising more than 125 physicians providing comprehensive primary and specialty services in communities throughout southern Maine;

- Non-emergency Walk-In Care centers in three communities – Kennebunk, Saco, and Waterboro;
- Centers for Breast Care, Sleep Disorders and Wound and Ostomy Care;
- Behavioral health services;
- Eldercare services;
- A full range of diagnostic services, including radiologic, nuclear medicine, interventional radiology, ultrasound, computerized chromatography scanning, and MRI; and
- Extensive rehabilitation services from physical, occupational and speech therapy to sports performance enhancement.

SMHC was formed on January 1, 2014, when Southern Maine Medical Center in Biddeford, which has provided medical care to the Biddeford communities since 1906, merged with Goodall Hospital in Sanford to become Southern Maine Health Care, the fifth largest healthcare system in Maine. SMHC is a member of MaineHealth, a family of leading high-quality healthcare organizations working together to make Maine communities the healthiest in America.

Today, SMHC has an extensive footprint in the Biddeford community with the Biddeford Medical Center at 1 Medical Center Drive, SMHC Physicians at 9 Healthcare Drive, the new Edward J. McGeachey Medical Office Building at 46 Barra Road, the Partial Hospitalization Program at 235 Main Street in downtown Biddeford, SMHC Dermatology at 26A West Cole Road and TravelWell at 2 Medical Center Drive.

SMHC has a significant economic impact on Biddeford and the communities of southern Maine, paying more than \$154 million annually for salaries and wages and employing 2200 people, many of them residents of Biddeford. With total operating revenues of almost \$249 million, SMHC is the largest employer in York County, Maine's southernmost county.

SMHC's care has been recognized as among the state's and nation's best, achieving the state's highest rating for patient safety, and national recognition as the Top Performer on Key Quality Measures® by The Joint Commission. SMHC's nurses were nationally recognized for nursing excellence by the American Nurses Credentialing Center. SMHC's Cancer Program also achieved Accreditation with Commendation, the highest level awarded.

Robert G. Dodge Business Park:

Many other medical offices and services have chosen to locate in close proximity to SMHC, located at 1 Medical Center Drive, close to the Maine

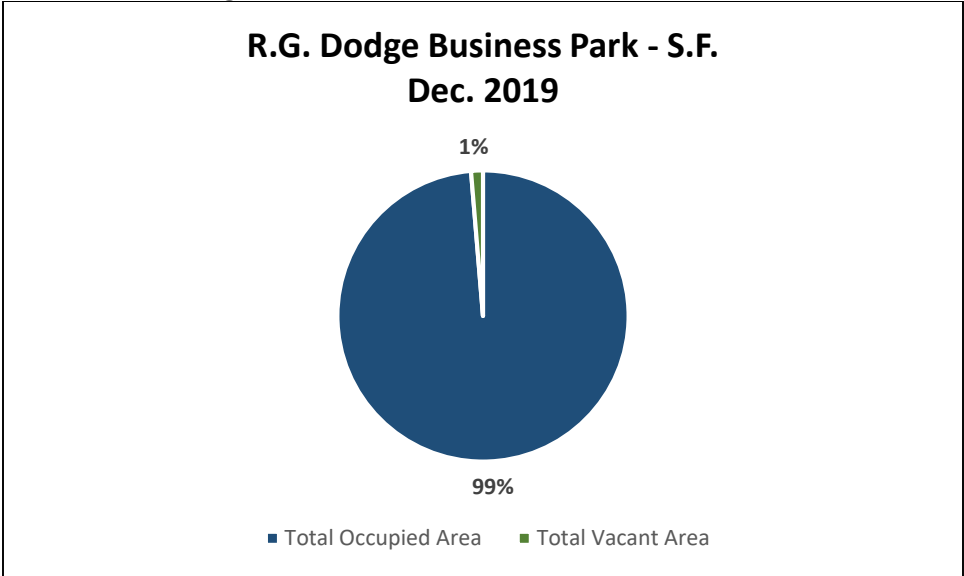
Turnpike (I-95). Of particular interest has been the development of the Robert G. Dodge Business Park (RGDBP), named after the late longtime Economic Development Director for the City of Biddeford. The RGDBP is located on 51 acres of land off Alfred Road and is convenient to the SMHC hospital itself that is on the south side of Alfred Road. The RGDBP was built in in the early 2000s and was envisioned as a multi-sector higher-end business park. Instead, aside from the Holiday Inn Express, all development so far has been medical-related.

SMHC has recently opened a 42,000 SF medical office facility in the RGDBP and leases another 51,000 SF facility in the Park. Counseling Services, Inc. occupies a 14,000 SF medical office building and owns another vacant lot for possible future expansion. Martin’s Point Health Care has constructed a 7,800 SF facility in the RGDBP as well. Finally, another lot in the park houses a 12,000 SF medical office with four (4) separate medical office spaces.

What was originally envisioned as a multi-sector business park has turned into a medical office park, seemingly in large part to its proximity to SMHC’s facilities.

- 7 buildings
- 8 firms/organizations
- Approximately 250 full or Part time jobs
- 1% vacancy rate (of built property)

Figure 6-3. Occupied and Vacant Floor Area (Square Feet) in the Robert G. Dodge Business Park as of December 2019.



Source: Biddeford Economic Development Department, December 2019

The Creative Economy

What is the “Creative Economy”? Although there are varied definitions for the term, this section will focus on the “Creative Economy” as it pertains to cultural resources. The New England Foundation for the Arts commissioned a research paper entitled *The Creative Economy: A New Definition* in 2007¹. This research paper redefined the Creative Economy to represent what the authors refer to as “the cultural core”:

*Therefore, our definition of the creative economy is represented by the “cultural core”. It includes occupations and industries that focus on the production and distribution of cultural goods, services and intellectual property. Excluded are products or services that are a result of non-culturally-based innovation or technology.*²

The authors break down the cultural core into occupations and industries. The report Appendix provides an extensive list of what they deem qualifies as core occupations, those being occupations that directly produce and/or distribute cultural goods, regardless of industry. For example, core occupations include architects, historians, history teachers, librarians, craft artists, fashion designers, actors, dancers, musicians and singers, music directors and composers, editors, photographers, desktop publishers, watch repairers, bookbinders, jewelers, makeup artists, and radio operators.

Industries include those that are involved in the production and/or distribution of cultural goods and services. The report Appendix provides an extensive list of what they deem qualifies as core industries, but by way of example this category includes: screen printing, book printing, audio and video equipment manufacturing, jewelry manufacturing, jewelry wholesalers and stores, radio and television stores, bookstores, art dealers, museums, newspaper publishers, sound recording studios, interior design services, architectural services, commercial photography, dance companies, historical sites, and theater companies.

In 2018 the Maine Department of Labor estimated that of the total employment in Maine (605,550 employed), 11,300 were employed in the Creative Economy if using the Standard Occupational Classification (SOC) Codes identified as reflecting the Creative Economy.

¹ DeNatale, Douglas and Gregory H. Wassall. “The Creative Economy: A New Definition”. New England Foundation for the Arts. 2007.

² Ibid. Page 10.

Table 5-3 provides the latest estimates data for those employed in the Creative Economy (using the above SOC codes) as estimated by the Main Department of Labor for 2018. Although employment in the Creative Economy in the Portland-South Portland (including Biddeford) Metropolitan Area and Cumberland County as a proportion of total employment are fairly consistent with those for the State of Maine as a whole (2.0%, 2.2%, and 1.9% respectively). York County appears to have a relatively low proportion (0.8%) of estimated Creative Economy employment.

Table 6-3. Occupational Employment Estimates based on Standard Occupational Classification (SOC) Codes for Creative Economy Employment, 2018.

2018 Maine DOL Estimates	Total Employment	Estimated Employment in Creative Economy	% Estimated Employment in Creative Economy
State of Maine	605,550	11,300	1.9%
Bangor Metropolitan Area	65,080	850	1.3%
Lewiston-Auburn Metropolitan Area	48,540	320	0.7%
Portland-South Portland-Biddeford Metropolitan Area	208,520	4,150	2.0%
Cumberland County	186,700	4,100	2.2%
York County	73,460	610	0.8%

Source: *Maine Department of Labor. "Occupational Employment and Wage Estimates, 2018". <https://www.maine.gov/labor/cwri/oes.html>. Accessed 06/18/2019.*

At this time City Staff has been unable to locate data for the City of Biddeford alone in order to provide a relative comparison in order to place Biddeford in context with these other geographic areas. It is suspected that Biddeford's contribution to the Creative Economy may be higher in terms of employment than that estimated for York County as a whole.

When examining employment clusters, a key sister of this industry is the emerging food-based industry. This industry, in conjunction with arts, culture, and entertainment, is actually a key part of the workforce. Programs that encourage their joint marketing and cooperation are critical to downtown's future.

Labor Force

The size of the labor force (civilian), those persons working or seeking work, can be used to shed in light into the relative proportion of a total population that is participating in the workforce. It can also be used to gauge unemployment

levels. The following section uses American Community Survey 5-Year Estimates to information to describe both of these conditions, comparing Biddeford to York County and State, comparing Biddeford to its 15-Mile Labor Market Area, and comparing Biddeford to its Peer Group. The 15-Mile Labor Area communities and the Peer Group communities were defined in Section 4: Population and Demographics, of this Plan.

1. Civilian Labor Force as a Percent of Total Population:

According to the U.S. Census American Community Survey Biddeford estimated Civilian Labor Force 16 years old and over for the years 2013 - 2017 at 12,278 (Table 5-4). The total population for Biddeford considered "working age" (16 years and over) is estimated at 18,126 for 2013-2017. This translates to 67.7% of Biddeford's working-age population in the Civilian Labor Force. This is a higher percent compared to both York County (66.3%) and the State of Maine (63.0%).

For comparison purposes, the Civilian Labor force rate for the United States estimated for 2013-2017 was 63.0%, which coincidentally is the same as for the State of Maine.

Table 6-4. Civilian Labor Force Estimates Compared to Total Population Estimates for Biddeford, York County, and the State of Maine – 2013-2017 5-Year Estimate

Geography	Estimated Total Population	Population 16 Years and over	Civilian Labor Force	% of Pop. 16 years and over in the Civilian Labor Force
Biddeford	21,413	18,126	12,278	67.7%
York County	201,454	167,015	110,674	66.3%
State of Maine	1,330,158	1,104,528	695,483	63.0%

Source: U.S. Census, American Community Survey 2013-2017 5-Year Estimate

Table 5-5 compares the Civilian Labor force as a percentage of those people 16 years old and over for Biddeford (67.7%) and the LMA communities and the LMA as a whole (68.5%). As shown, Biddeford's labor participation rate is lower than that of the LMA as a whole, but not by much. Biddeford is near the median within the LMA at 67.7%. The span between the highest (Hollis at 80.9%) and the lowest in the LMA (Wells at 56.3%) is pronounced with a spread of 24.6%.

Table 6-5. Civilian Labor Force Estimates Compared to Total Population for Biddeford's 15-Mile Labor Market Area Communities – Ranked by Percent of Population 16 Years and Over in the Civilian Labor Force – 2013-2017 5-Year Estimate

Geography	County	Estimated Total Population	Population 16 Years and Over	Civilian Labor Force	% of Pop. 16 years and over in the Civilian Labor Force
Dayton	York	1,961	1,564	1,191	76.2%
Buxton	York	8,158	6,794	4,972	73.2%
Gorham	Cumberland	17,147	13,766	9,925	72.1%
Saco	York	19,127	15,549	11,079	71.7%
South Portland	Cumberland	25,431	21,399	15,141	70.8%
Portland	Cumberland	66,715	56,825	40,715	70.7%
Hollis	York	4,473	3,827	2,660	69.5%
Scarborough	Cumberland	19,620	15,788	10,912	69.1%
Waterboro	York	7,747	6,001	4,093	68.2%
Biddeford	York	21,413	18,126	12,278	67.7%
Westbrook	Cumberland	18,156	15,252	10,265	67.3%
Kennebunkport	York	3,548	2,973	1,997	67.2%
Cape Elizabeth	Cumberland	9,235	7,442	4,997	67.1%
Arundel	York	4,186	3,439	2,284	66.4%
Old Orchard Beach	York	8,745	7,949	5,116	64.4%
Sanford	York	20,920	16,724	10,709	64.0%
Kennebunk	York	11,223	9,493	5,948	62.7%
Lyman	York	4,396	3,571	2,222	62.2%
Alfred	York	3,060	2,614	1,603	61.3%
Wells	York	10,048	8,719	4,910	56.3%
Total LMA		285,309	237,815	163,017	68.5%

Source: U.S. Census, American Community Survey 2013-2017 5-Year Estimate

Finally, Table 5-6 compares Biddeford (67.7%) to its Peer Group of Service Center Communities. Based on Table 5-6, the indication is that Biddeford has a higher percentage of the total population in the Civilian Labor Force than does the Peer Group average (64.1%). There are two Peer Group communities that have higher percentages than Biddeford, being Saco (71.7%), South Portland (70.8%).

Table 6-6. Civilian Labor Force Estimates Compared to Total Population for Biddeford's Peer Group Communities – Ranked by Percent of the Population 16 Years and Over in the Civilian Labor Force – 2013-2017 5-Year Estimate

Geography	County	Estimated Total Population	Population 16 Years and Over	Civilian Labor Force	% of Pop. 16 years and over in the Civilian Labor Force
Saco	York	19,127	15,549	11,079	71.7%
South Portland	Cumberland	25,431	21,399	15,141	70.8%
Biddeford	York	21,413	18,126	12,278	67.7%
Westbrook	Cumberland	18,156	15,252	10,265	67.3%
Auburn	Androscoggin	22,941	18,341	12,119	66.1%
Sanford	York	20,920	16,724	10,709	64.0%
Lewiston	Androscoggin	36,211	29,883	18,453	61.8%
Brunswick	Cumberland	20,523	17,629	10,813	61.3%
Bangor	Penobscot	32,237	27,406	16,723	61.0%
Augusta	Kennebec	18,626	15,640	9,478	60.6%
Waterville	Kennebec	16,374	13,974	7,521	53.8%
Total Peer Group		251,959	209,923	134,579	64.1%

Source: U.S. Census, American Community Survey 2013-2017 Estimate

Civilian Labor Force Estimates and Employment:

According to the U.S. Census American Community Survey, Biddeford's estimated Civilian Labor Force was at 12,278, of which 11,621 were employed and 657 were unemployed. This represents a noticeably larger unemployment rate compared to York County, but virtually the same as for the State of Maine as a whole (Table 5-7).

Table 6-7. Civilian Labor Force Estimates for Biddeford, York County, and the State of Maine – 2013-2017 5-Year Estimate

Geography	Civilian Labor Force	Employed	Unemployed in Labor Force	% of Labor Force Unemployed
Biddeford	12,278	11,621	657	5.4%
York County	110,674	105,307	5,367	4.8%
State of Maine	695,483	658,693	36,790	5.3%

Source: U.S. Census, American Community Survey 2013-2017 Estimate

Table 5-8 presents Biddeford's 15-Mile LMA communities. Biddeford, with estimated unemployment of 5.4%, falls slightly higher than that of the LMA as a whole (4.9%). The LMA percentage unemployment ranges greatly, from a high of 7.1% in Waterboro to 0.9% in Cape Elizabeth. The two communities with the highest estimated percentage unemployed are Waterboro and Sanford (7.1% and 6.7% respectively).

Table 6-8. Civilian Labor Force Estimates for Biddeford's 15-Mile Labor Market Area Communities – Ranked by % Unemployed – 2013-2017 5-Year Estimate

Geography	County	Civilian Labor Force	Employed In Labor Force	Unemployed In Labor Force	% of Labor Force Unemployed
Waterboro	York	4,093	3,804	289	7.1%
Sanford	York	10,709	9,994	715	6.7%
Hollis	York	2,660	2,497	163	6.1%
South Portland	Cumberland	15,141	14,223	918	6.1%
Portland	Cumberland	40,715	38,265	2,450	6.0%
Old Orchard Beach	York	5,116	4,824	292	5.7%
Alfred	York	1,603	1,514	89	5.6%
Westbrook	Cumberland	10,265	9,714	551	5.4%
Biddeford	York	12,278	11,621	657	5.4%
Buxton	York	4,972	4,712	260	5.2%
Kennebunk	York	5,948	5,648	300	5.0%
Lyman	York	2,222	2,120	102	4.6%
Wells	York	4,910	4,715	195	4.0%
Saco	York	11,079	10,641	438	4.0%
Gorham	Cumberland	9,925	9,604	321	3.2%
Dayton	York	1,191	1,164	27	2.3%
Scarborough	Cumberland	10,912	10,748	164	1.5%
Arundel	York	2,284	2,250	34	1.5%
Kennebunkport	York	1,997	1,971	26	1.3%
Cape Elizabeth	Cumberland	4,997	4,953	44	0.9%
Total LMA		163,017	154,982	8,035	4.9%

Source: U.S. Census, American Community Survey 2013-2017 Estimate

When comparing Biddeford to the Peer Group (Table 5-9), however, Biddeford at 5.4% estimated unemployed civilian labor force is relatively low compared to the Peer Group as a whole (5.9%). Waterville, with a much higher rate than other Peer communities, significantly skews the Peer Group total higher and there is no community with an exceptionally low rate (Saco being the lowest at 4.0%) which can balance the overall Peer Group rate.

Table 6-9. Civilian Labor Force Estimates for Biddeford's Peer Group Communities – Ranked by % Unemployed – 2013-2017 5-Year Estimate

Geography	County	Civilian Labor Force	Employed In Labor Force	Unemployed In Labor Force	% of Labor Force Unemployed
Waterville	Kennebec	7,521	6,898	623	8.3%
Bangor	Penobscot	16,723	15,493	1,230	7.4%
Augusta	Kennebec	9,478	8,789	689	7.3%
Sanford	York	10,709	9,994	715	6.7%
South Portland	Cumberland	15,141	14,223	918	6.1%
Lewiston	Androscoggin	18,453	17,413	1,040	5.6%
Westbrook	Cumberland	10,265	9,714	551	5.4%

Biddeford	York	12,278	11,621	657	5.4%
Brunswick	Cumberland	10,813	10,308	505	4.7%
Auburn	Androscoggin	12,119	11,581	538	4.4%
Saco	York	11,079	10,641	438	4.0%
Total Peer Group		134,579	126,675	7,904	5.9%

Source: U.S. Census, American Community Survey 2013-2017 5-Year Estimate

A. General Description of Major Employers in Biddeford and Local Area:

The top employers in Biddeford reflect industry by employment as shown in the previous tables. As of 2019, the top ten employers here (shown above) are all in the three industries, 'Education Services, Health Care and Social Assistance', 'Manufacturing', and 'Retail Trade', which employ the greatest share of the total Civilian Labor Force in Biddeford.

Table 6-13. Largest Biddeford Employers (non-City), September 2019.

Employer Name	Type of Employer	Total Number of Employees
Southern Maine Health Care	Health Care	1,423
University of New England	Institution	606
Market Basket	Retail	400
AVX Tantalum	Manufacturing	247
WalMart	Retail	170
Hannaford	Retail	160
Southridge Rehabilitation	Health Care	100
Fiber Materials Inc.	Manufacturing	226
Home Depot	Retail	150
Target	Retail	150

Source: Telephone Survey by Brad Favreau the week of June 30, 2019

With approximately 726 workers, the City of Biddeford employs approximately 5.7% of the labor force, as broken out in Table 5-14.

Table 6-14. Biddeford Employees by Location as of November, 2022.

City of Biddeford	Total Number of Employees
City Hall (Includes Cable Access)	68
School Department	388
Public Works	72
Recreation	5 FT/ Seas/P/T 95
Police	83
Fire	45

Source: Human Resources Department, November 2022

B. Taxable Retail Consumer Sales:

Figure 5-4 on the following page provides an indication of Taxable Retail Sales for Biddeford for the five-year period from fourth-quarter 2011 to the third quarter of 2016. Figure 5-4 clearly indicates that Personal Taxable Retail Sales far exceed any other category of retail sales for every quarter. It also indicates a clear pattern in lower sales in the 1st quarter than in any other quarter.

Figure 5-5 removes Personal Retail Sales from the chart in order to allow better visualization of the other categories. For most quarters within this time period, General Retail Sales surpassed Building Retail Sales and has remained the strongest since (other than Personal Retail Sales).

7A. Housing

Housing Data

Table 7-2 demonstrates that compared to the State (75.3%) and York County (76.7%), Biddeford has a relatively high occupancy rate of estimated housing units in the City at 87.1%. a relatively stable population increase of 2.8 % percent is expected to be noted within the observed period of time

Table 7-2. Occupancy Rates for Biddeford, York County, and the State of Maine, 2020 Census Estimates

Geography	# of Total Housing Units (Margin of Error +/-)	Occupied Housing Units	% Occupied Housing Units	Vacant Housing Units	% Vacant Housing Units
Biddeford	10,576	8,545	87.1%	1,270	12.9%
York County	113, 413	86,919	76.7%	23,274	23.3%
State of Maine	745,334	554,061	75.3%	181,650	24.7%

Source: U.S. Census, 2020 Estimates

Table 7-3 presents estimated data regarding the proportion of occupied housing units that are either owner-occupied or renter-occupied. The Biddeford rate of renter-occupancy is significantly higher than that of the State of Maine and York County. More than half of Biddeford occupied housing units are estimated to be renter-occupied.

Table 7-3. Occupancy Characteristics (Housing Tenure) for Biddeford, York County, and the State of Maine, 2013-2017 5-Year Estimate

Geography	# of Occupied Housing Units (Margin of Error +/-)	Owner Occupied Housing Units	% Owner Occupied	Renter Occupied Housing Units	% Renter Occupied
Biddeford	8,545 (348)	4,196	49.1%	4,349	50.9%
York County	83,324 (818)	62,076	74.5%	21,248	25.5%
State of Maine	554,061 (2,330)	398,924	72.0%	155,137	28.0%

Source: U.S. Census, American Community Survey 2013-2017 5-Year Estimate

Table 7-4 compares owner-occupied units to renter-occupied units for Biddeford 15-Mile Labor Market Area (LMA). Within Biddeford's LMA, Biddeford has the lowest percentage of owner-occupied units compared to renter-occupied units other than Portland.

Table 7-4. Housing Tenure % for Biddeford's 15-Mile Labor Market Area Communities – Ranked by % Owner Occupied - 2013-2017 5-Year Estimate

Municipality	County	% Owner Occupied	% Renter Occupied
Lyman	York	92.9%	7.1%
Waterboro	York	90.1%	9.9%
Dayton	York	89.9%	10.1%
Cape Elizabeth	Cumberland	88.5%	11.5%
Alfred	York	87.5%	12.5%
Hollis	York	85.7%	14.3%
Kennebunkport	York	85.3%	14.7%
Gorham	Cumberland	84.6%	15.4%
Buxton	York	83.6%	16.4%
Wells	York	83.1%	16.9%
Arundel	York	81.8%	18.2%
Scarborough	Cumberland	79.9%	20.1%
Kennebunk	York	76.6%	23.4%
Old Orchard Beach	York	66.9%	33.1%
Saco	York	66.2%	33.8%
Westbrook	Cumberland	62.5%	37.5%
South Portland	Cumberland	61.6%	38.4%
Sanford	York	59.6%	40.4%
Biddeford	York	49.1%	50.9%
Portland	Cumberland	44.00%	56.0%

Source: U.S. Census, American Community Survey 2013-2017 5-Year Estimate

Compared to the other Peer Group Service Center Communities in the State (Table 7-5), Biddeford also has a low percentage of owner-occupied units.

Table 7-5. Housing Tenure % for Biddeford's Peer Group Service Center Communities – Ranked by % Owner Occupied - 2013-2017 5-Year Estimate

Municipality	County	% Owner Occupied	% Renter Occupied
Brunswick	Cumberland	69.1%	30.9%
Saco	York	66.2%	33.8%
Westbrook	Cumberland	62.5%	37.5%
South Portland	Cumberland	61.6%	38.4%
Sanford	York	59.6%	40.4%
Auburn	Androscoggin	56.5%	43.5%
Augusta	Kennebec	52.8%	47.2%
Lewiston	Androscoggin	50.2%	49.8%
Biddeford	York	49.1%	50.9%
Bangor	Penobscot	47.4%	52.6%
Waterville	Kennebec	46.3%	53.7%

Source: U.S. Census, American Community Survey 2013-2017 5-Year Estimate

Housing Stock.

Tables 7-6, 7-7, and 7-8 present housing unit data by structure. As can be seen, Biddeford has a relatively high percentage of multi-family housing structures compared to the State, York County, its LMA communities (other than Old Orchard Beach and Portland), and a majority of its Peer Group of Service Center communities.

Table 7-6. % Housing Units per Structure for Biddeford, York County, and the State of Maine - Ranked by % Multi-family (3 or more units) - 2013-2017 5-Year Estimate

Municipality	Total Housing Units (Margin of Error +/-)	1-Unit	2 Units	Multi-family	Mobile Home	Boat, RV, Van, Etc.
Biddeford	9,815 (381)	49.1%	16.5%	30.8%	1.3%	0.0%
York County	108,609 (236)	72.7%	6.4%	14.1%	6.7%	0.1%
State of Maine	735,711 (452)	72.7%	4.9%	14.0%	8.4%	0.0%

Source: U.S. Census, American Community Survey 2013-2017 5-Year Estimate

Table 7-7. % Housing Units per Structure for Biddeford's 15-Mile Labor Market Area Communities – Ranked by % Multi-family (3 or more units) - 2013-2017 5-Year Estimate

Municipality	Total Housing Units (Margin of Error +/-)	1-Unit	2 Units	Multi-family	Mobile Home	Boat, RV, Van, Etc.
Portland	33,785 (490)	43.1%	10.4%	46.3%	0.1%	0.0%
Old Orchard Beach	6,854 (284)	52.2%	7.2%	32.1%	8.1%	0.2%
Biddeford	9,815 (381)	53.2%	13.1%	32.0%	1.7%	0.0%
South Portland	11,346 (350)	62.5%	9.4%	28.1%	0.0%	0.0%
Westbrook	8,566 (308)	57.8%	11.6%	27.5%	4.0%	0.1%
Sanford	9,982 (332)	58.3%	13.1%	22.4%	6.1%	0.0%
Saco	8,429 (317)	63.4%	11.6%	21.5%	3.6%	0.0%
Kennebunk	6,044 (247)	79.5%	3.4%	16.8%	0.3%	0.0%
Scarborough	8,584 (256)	81.8%	4.4%	10.9%	2.8%	0.0%
Wells	8,930 (327)	70.4%	5.2%	10.6%	13.6%	0.2%
Alfred	1,263 (125)	69.7%	2.1%	7.7%	20.4%	0.0%
Cape Elizabeth	4,116 (160)	91.4%	2.2%	6.3%	0.0%	0.0%
Gorham	6,499 (253)	81.5%	7.8%	6.0%	4.7%	0.0%
Hollis	2,127 (140)	84.4%	3.4%	4.6%	7.7%	0.0%
Buxton	3,430 (195)	82.1%	2.5%	4.4%	11.0%	0.0%
Kennebunkport	2,944 (162)	91.6%	4.0%	3.3%	1.1%	0.0%

Arundel	1,927 (128)	77.7%	3.9%	2.8%	15.6%	0.0%
Dayton	793 (81)	87.9%	1.6%	1.5%	9.0%	0.0%
Waterboro	3,857 (198)	88.2%	3.1%	0.0%	8.8%	0.0%
Lyman	2,096 (187)	87.4%	0.0%	0.0%	12.6%	0.0%

Source: U.S. Census, American Community Survey 2013-2017 5-Year Estimates

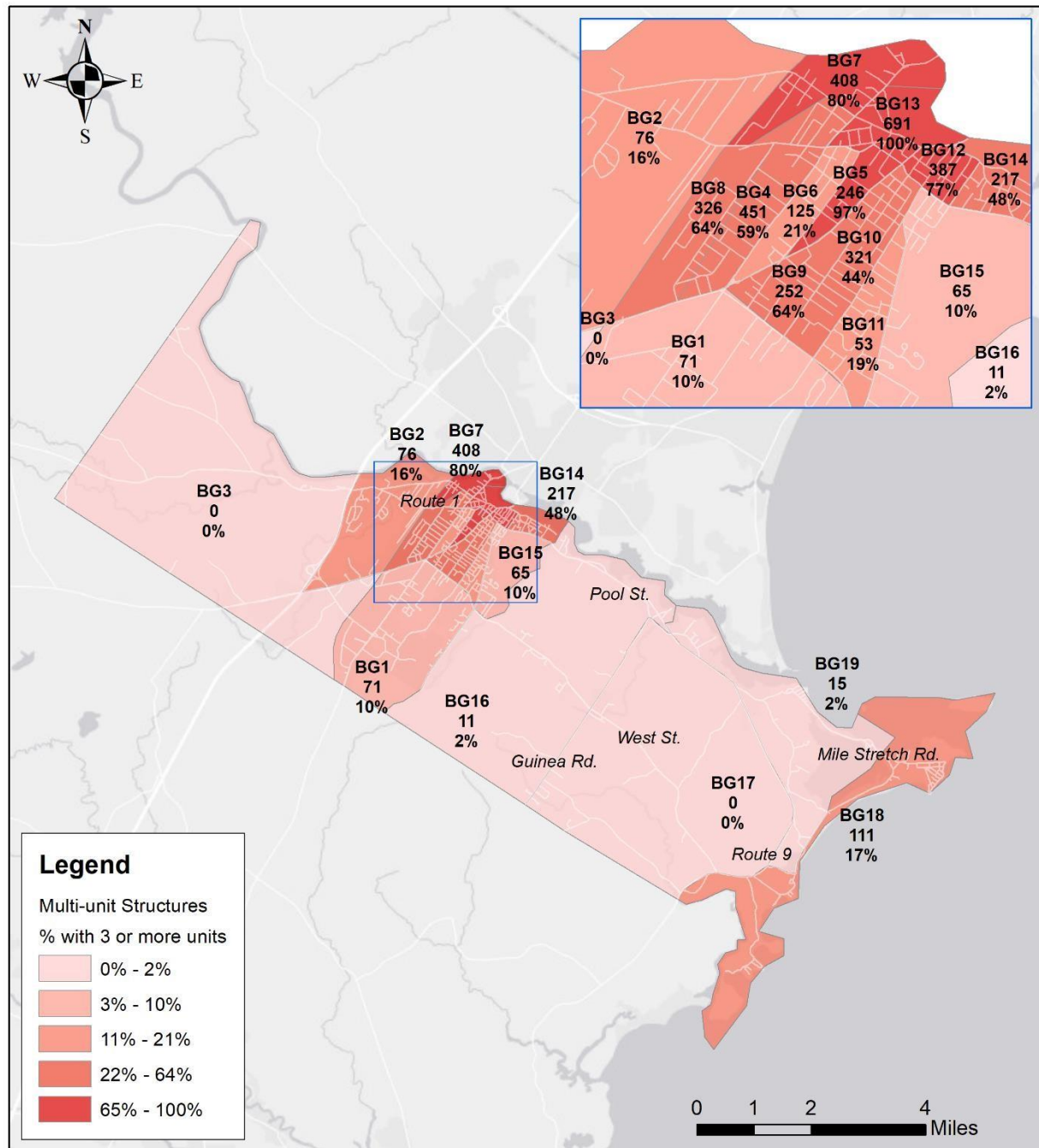
Table 7-8. % Housing Units per Structure for Biddeford's Peer Group Service Center Communities – Ranked by % Multi-family (3 or more units) - 2013-2017 5-Year Estimate

Municipality	Total Housing Units (Margin of Error +/-)	1-Unit	2 Units	Multi-family	Mobile Home	Boat, RV, Van, Etc.
Bangor	15,709 (559)	46.9%	8.6%	39.2%	5.3%	0.0%
Lewiston	17,231 (474)	46.4%	12.0%	38.5%	3.2%	0.0%
Augusta	9,836 (384)	52.0%	6.0%	37.8%	4.3%	0.0%
Waterville	8,112 (342)	48.1%	15.6%	33.5%	2.8%	0.0%
Biddeford	9,815 (381)	53.2%	13.1%	32.0%	1.7%	0.0%
Auburn	10,857 (310)	55.9%	12.5%	29.7%	1.8%	0.0%
South Portland	11,346 (350)	62.5%	9.4%	28.1%	0.0%	0.0%
Westbrook	8,566 (308)	57.8%	11.6%	27.5%	4.0%	0.1%
Sanford	9,982 (332)	58.3%	13.1%	22.4%	6.1%	0.0%
Saco	8,429 (317)	63.4%	11.6%	21.5%	3.6%	0.0%
Brunswick	9,235 (371)	63.3%	6.0%	17.5%	13.2%	0.0%

Source: U.S. Census, American Community Survey 2013-2017 5-Year Estimate

The 2013-2017 5-year estimates indicate that approximately 1/3 of the housing units in Biddeford are estimated to be in multi-family housing sites (Table 7-8). Although single-family housing construction continues in Biddeford at a relatively slow pace, multi-family housing development continues steadily. As many as 200 new multi-family units in the Mill District may become available by 2020-2021 based on the Biddeford Planning and Development Department estimates. Further, a proposed 250-unit residential project on Barra Road is also positioned to add a significant number of new residential rental units to the City's housing stock.

Multi-unit Housing Structures Biddeford



Data source: U.S Census Bureau 2021 American Community Survey
Map created by SMPDC

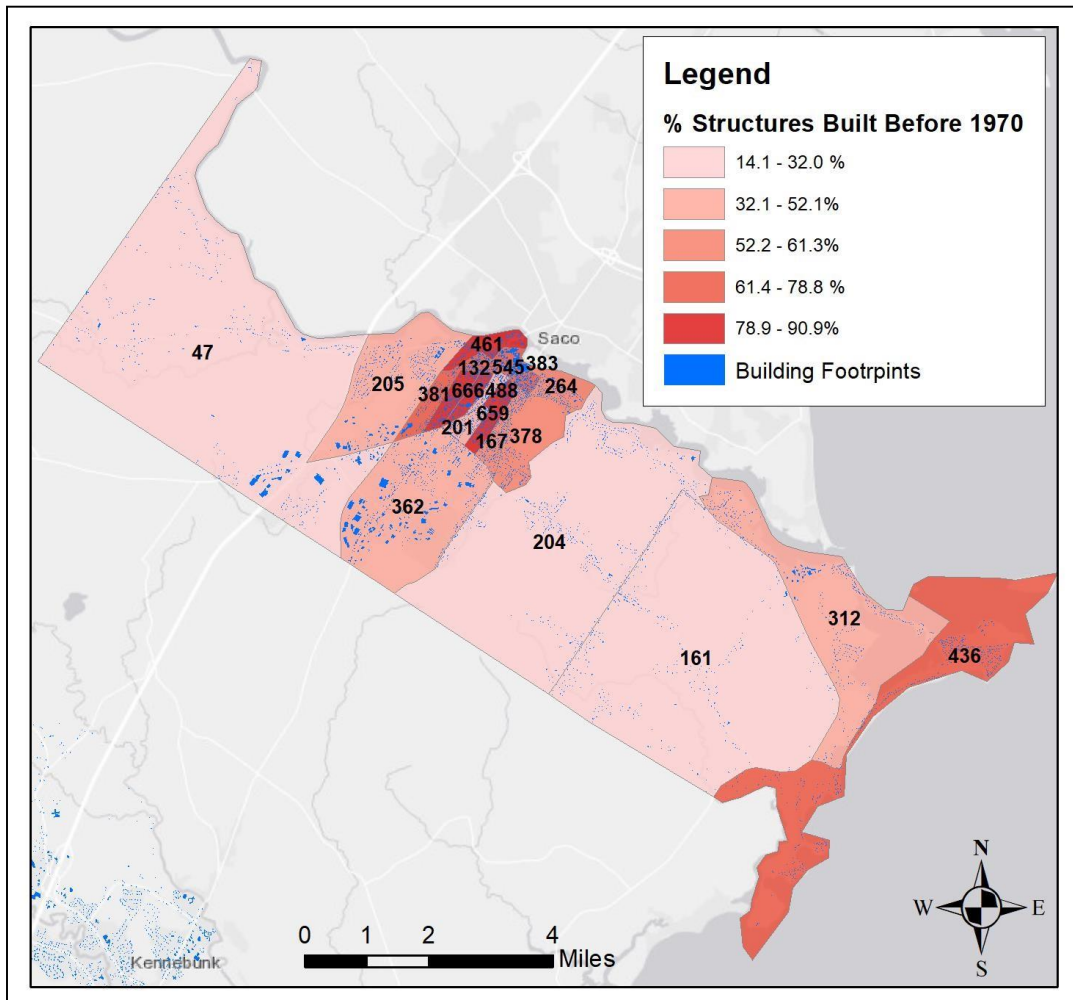
Breakdown of multi-unit (3 or more units) housing units in Biddeford by block group. Housing units include occupied households as well as vacant units and represent the total housing stock in Biddeford. The block group is labeled (BG#) as well as the total number of multi-unit housing

A24

units in the block group and the percent of total housing units within the block group that are multi-unit.

Data source: U.S. Census Bureau 2021

American Community Survey



Percent and actual number of structures built before 1970 presented at the block group level.

The block groups are color-coded by the percentage of structures built before 1970 and are labelled with the number of structures built before 1970.

Housing Age and Condition.

According to Table 7-9, of Biddeford's 2013-2017 5-Year estimate of 9,815 total housing units, 2% were built in or after 2010 and only 6.7% were built in the 2000s. A great deal of new residential development created within the past five years, however, which may not be reflected in the most recent estimates available (Table 7-9). Of particular note, much of the recent development not accounted for in the American Community Survey 5-Year estimate has taken place downtown within the Mill District.

The same table (Table 7-9) also indicates that Biddeford has a relatively high proportion of older housing stock than does York County and the State of Maine as a whole. Biddeford sees an estimated 43.3% of its housing stock built before 1940, whereas York County estimates at 22.1% and the State of Maine estimates at 24.5%. Newer housing stock (constructed in 2010 and after) is only slightly below as an estimated percentage of total housing stock for Biddeford (2.0%) compared to York County (2.6%) and the State of Maine (2.3%).

Table 7-9. Age of Housing Stock 2013-2017 5-Year Estimate, Biddeford, York County, and the State of Maine.

Year Structure Built	# Housing Units Biddeford	% of Total Units	# Housing Units York County	% of Total Units	# Housing Units State of Maine	% of Total Units
Built 1939 or earlier	4,254	43.3%	24,009	22.1%	180,455	24.5%
Built 1940-1949	854	8.7%	5,638	5.2%	35,472	4.8%
Built 1950-1959	676	6.9%	6,382	5.9%	52,079	7.1%
Built 1960-1969	757	7.7%	6,281	5.8%	53,402	7.3%
Built 1970-1979	946	9.6%	14,826	13.7%	102,983	14.0%
Built 1980-1989	960	9.8%	18,764	17.3%	106,230	14.4%
Built 1990-1999	512	5.2%	13,038	12.0%	89,559	12.2%
Built 2000-2009	662	6.7%	16,865	15.5%	98,634	13.4%
Built 2010-2013	183	1.9%	2,099	1.9%	13,011	1.8%
Built 2014 or later	11	0.1%	707	0.7%	3,886	0.5%
Total	9,815	100.0%	108,609	100.0%	735,711	100.0%

Source: U.S. Census, American Community Survey 2013-2017 5-Year Estimate

As an indicator of "substandard" housing, the American Community Survey 2013-2017 5-Year Estimate provides an estimate of the presence of complete bathrooms and kitchens (Table 7-10). Compared with York County and the State of Maine, Biddeford does not have a significant issue with substandard

housing if substandard housing is considered to be that which lacks complete kitchen and/or plumbing facilities.

Table 7-10. Condition of Housing Stock 2013-2017 5-Year Estimate, Biddeford, York County, and the State of Maine

Substandard Indicator	Biddeford	% of Total Units	York County	% of Total Units	State of Maine	% of Total Units
Lacking complete plumbing facilities	9	0.1%	291	0.3%	4,000	0.7%
Lacking complete kitchen facilities	9	0.1%	740	0.9%	5,535	1.0%

Source: U.S. Census, American Community Survey 2013-2017 5-Year Estimate

Homelessness

In 2019 a point-in-time homelessness survey was conducted in the City of Biddeford. This information is presented in the City of Biddeford Consolidated Plan and Action Plan under the Community Development Block Program.

The results are presented as follows:

POINT IN TIME SURVEY OF BIDDEFORD'S HOMELESS 2019

The Point in Time Survey of the homeless in our nation is conducted annually on a specific night in January. The U.S. Department of Housing and Urban Development uses the count to establish data on homelessness in our region and across the country, and then determines the needs in solving this issue.

Historically, Biddeford has participated in the count for the past four years and the data collected is included in our Consolidated Plan and Annual Action Plan. In 2016 there were a total of 13 unsheltered persons in Biddeford and 21 couch surfers, or people who had no shelter of their own but were staying with friends, relatives, in hotels, motels, etc. In 2017, the number of unsheltered persons increased to 17 and those couch surfing to 26. In 2018 there were 18 people unsheltered and 22 people couch surfing.

In Biddeford, the survey took place on January 23rd, 2019. At the end of the day on January 23rd the survey revealed that 11 people are currently unsheltered in Biddeford and 21 people are couch surfing. Approximately 2 people refused to fill out the survey and it was suspected that they are also chronically homeless and do not want anyone to discover where they are sheltering. The survey was conducted at the Stone Soup Food Pantry, Biddeford Food Pantry, Seeds of Hope Neighborhood Center, In a Pinch, Bon Appetite Soup Kitchen, and on the street. The Sanford Vet Center brought their mobile van and assisted veterans, and passed out blankets, clothing, and other items. In addition, resources and information were provided for people in need. The following is some important data from the survey:

11 adult unsheltered

- 9 Male and 2 Female
- 2 stayed in their vehicles
- 2 in church, or hallway of building
- 5 in the street
- 1 under bridge or overpass
- 1 other
- Of these 11 people who answered:
 - 4 had physical disabilities
 - 3 had chronic health problems
 - 5 had mental health problems
 - 2 had developmental problems
 - 6 were victims of domestic violence at some time in their lives
 - 1 had or in the past had alcohol abuse problems
 - 3 had or in the past had drug abuse problems
 - 6 were between the ages of 33 and 41
 - 4 were between the ages of 47 and 57
 - 1 were between the ages of 64

18 adults including 3 youths are couch surfing or are in unstable housing

- 12 Male and 5 Female and 1 Bisexual
- There were 8 children staying with adults (young children are in addition to the number of total homeless)
- *1 stayed at motel/hotel*
- *0 at emergency shelter*
- *16 at a friend or relative's house*
- *0 Other/undefined*
- *Of the 18 Adults and Youths that answered:*
 - *5 had physical disabilities*

- 6 had chronic health problems
- 10 had mental health problems
- 5 had developmental problems
- 8 were victims of domestic violence at some time in their lives
- 4 had or in the past had alcohol abuse problems
- 7 had or in the past had drug abuse problems
- 9 were between the ages of 20 and 33

6 were of 37 plus years of age

8A. Transportation

Road Maintenance and Responsibility

Table 8-1. Urban Compact Maintenance Responsibilities

City of Biddeford	MaineDOT
Winter Snow and Ice Control	Route and Designation Signs
Pothole Repair	Bridge and Minor Span Maintenance
Pavement Markings per MUTCD (Centerline, Arrows, Words, Symbols, Crosswalks, and Edge Lines)	Speed Limit Signs on State or State Aid Highways when first installed or when changed due to MaineDOT Review
Traffic Signs per MUTCD (Regulatory, Warning, and Advisory)	Pavement overlays greater than 1 inch thick and do improve strength
Ditching	Reconstruction of roadways
Driveway and Cross Culvert Cleaning, Repair, and Replacement	
Catch Basin Cleaning and Repair	
Surface Treatments i.e. Sand Seals, Chip Seals, Crack Sealing, Asphalt Shimming, Thin Overlays (typically less than 1 inch thick and do not improve strength)	
Traffic Signal Maintenance	
Guardrail Installation or Repair	
Railroad Signs and Pavement Markings	
Brush Cutting, Erosion Control, Mowing, Herbicide Application	
Tree Pruning or Removal	
Retaining Walls	
Sidewalk Maintenance	
Dust Control, Street Sweeping	

Access Management.

For improved safety and speed preservation along the state's highways, the MaineDOT has developed a set of access management rules in response to legislation concerned with arterial capacity, poor drainage, and the high number of driveway-related crashes. Access Management balances safe access to property with “mobility,” or traffic flow. In order to achieve this balance, anyone installing a driveway or entrance along a roadway must get a permit from MaineDOT. State law mandates that even if the intention is to “change use” of an entrance (i.e. from strictly residential to residential and small business) a permit must be obtained from MaineDOT and the City of Biddeford. Further, recent amendments to the law state that local building permits (including subdivisions) involving access to property on a state or state-aid highway may not be issued without first having a MaineDOT permit approved. Additionally, any new or changed driveways or entrances on state or state-aid highways located outside of urban compact areas must meet specifications described in MaineDOT’s set of rules in order to obtain a permit. The rules regulate sight distance, corner clearance, spacing, width, setbacks, parking, drainage, and mitigation requirements.

The rules define mobility corridors as corridors that connect service centers (towns/cities that provide consumer services for surrounding, typically smaller communities) and/or urban compact areas and carry at least 5,000 vehicles per day for at least 50% of the corridor's length.

In Biddeford, the mobility corridors include the non-urban compact portions of the following roads:

- Basic safety standards apply to all State Highways and State-Aid Highways. This includes the non-urban compact area portions of South Street, Pool Street, and West Street.
- Major collector and Arterial standards provide more detailed design standards for entrances to major collector and arterial roads. Entrances are points of access that serve 50 or more trips per day. This includes the non-urban compact area portions of Pool Street.
- Mobility corridors connect service centers and/or urban compact areas and carry at least 5,000 vehicles per day for at least 50 percent of the length of the corridor. There are no mobility corridors in Biddeford.
- Retrograde arterials are mobility corridors where the number of crashes related to a driveway or entrance exceeds the statewide average for arterials with the same posted speed. There are no retrograde arterials in Biddeford.

MaineDOT Customer Service Levels

Similar to the Highway Corridor Priorities, the Customer Service Level is prioritized on three criteria: safety, condition, and service. Each criterion has several factors that are included in the overall rating of each category. Roads and road segments are given an A-F rating with A being the best and F being the worst. To get a better idea of the customer service levels for each road/node, including specific sections of roadways listed below, visit the MaineDOT Customer Service Level webpage at <http://maine.gov/mdot/about/assets/hwy/#undefined2>.

Customer Service Level – Safety:

Most roads in Biddeford are classified in the A or B category. There are small sections of Route 111, Route 208, and Main Street in the C category. This is primarily due to crash history, pavement width, and pavement rutting. Sections of South Street and West Street are in the D category. This is primarily due to crash history and pavement width on these roads. A significant portion of South Street is in the F category. This is primarily due to crash history and pavement width.

MaineDOT uses the following criteria to rate Customer Service Level – Safety:

Table 8-3. MaineDOT Customer Service Level Criteria for Safety.

Customer Service Criteria	Category	Definition
Crash History	Safety	This measure includes the two types of motor vehicle crashes most likely related to the highway- head-on and run-off road crashes. The A-F scale compares these crash rates with the statewide average.
Paved Roadway Width	Safety	This measure compares total paved width (lane plus shoulder) with minimum acceptable widths by Highway Corridor Priority (not new design standards). If a highway segment fails this minimum, the Safety Customer Service Levels for that segment is decreased one letter grade.
Pavement Rutting	Safety	This measure looks at wheel path rutting, since excessive rutting holds water and contributes to hydroplaning and icing in winter. The A-F scale set points vary by Highway Corridor Priority, and are based on hydroplane tests.
Bridge Reliability	Safety	This measure is pass/fail. If a highway segment contains a bridge with a Condition Rating of 3 or less (excluding non-overpass decks), the Safety Customer Service Level is decreased one letter grade. These bridges are safe, but may require increased inspection or remedial work that could affect traffic flow.

Customer Service Level – Condition:

Most roads in Biddeford are classified in the A or B category. There is a section of Route 208 in the C category. This is primarily due to ride history. There is a very small section of Route 1 in the D category. This is primarily due to ride quality. A small section of Route 9 in the downtown is in the F category along with small sections of Route 1. This is primarily due to ride quality.

Table 8-4. MaineDOT Customer Service Level Criteria for Condition:

Customer Service Criteria	Category	Definition
Pavement Condition	Condition	This measure uses the Pavement Condition Rating (PCR), a 0-5 scale that is composed of International Roughness Index, rutting, and two basic types of cracking. The A-F scale varies by Highway Corridor Priority.
Roadway Strength	Condition	This measure uses the results of the falling weight deflectometer, a device that estimates roadway strength. The A-F scale is uniform across Highway Corridor Priority, since even low-priority roads must support heavy loads in Maine's natural resource-based economy.
Bridge Condition	Condition	This measure converts the 0-9 national bridge inventory (NBI) condition ratings to pass or fail; it is uniform across Highway Corridor Priority.
Ride Quality	Condition	This measure uses the International Roughness Index (IRI), which is expressed in inches per mile of deviation. IRI is the nationally accepted standard for passenger comfort, and the A-F scale varies by Highway Corridor Priority.

Most roads in Biddeford are classified in the A or B category. There are sections of Route 1, Route 9, Route 111, the Biddeford Connector, West Street, and Pool Street in the C category. This is primarily due to congestion. Small sections of Route 111 and May Street are in the D category. This is also primarily due to congestion on these roads. There are small sections of Route 111, Route 1, and Route 9 in the downtown in the F category. This is primarily due to congestion as well.

Table 8-5. MaineDOT Customer Service Level Criteria for Service:

Customer Service Criteria	Category	Definition
Posted Road	Service	Each year MaineDOT posts more than 2,000 miles of road during spring thaw to protect their longevity, but some posted roads directly affect Maine's economy. Road segments that are permanently posted get a D, those with seasonal postings get a C.
Posted Bridge	Service	This measure uses load weight restrictions to arrive at an A-F score that varies by Highway Corridor Priority.
Congestion	Service	This measure uses the ratio of peak traffic flows to highway capacity to arrive at an A-F score for travel delay. Peak summer months are specifically considered to capture impacts to Maine's tourism industry. This scale is uniform across Highway Corridor Priority, since tourist travel is system-wide and sitting in traffic affects customer service similarly on all roads.

9A. Historic, Cultural & Archaeological Resources

Biddeford's Historic Places

First Parish Meeting House

The First Parish Meeting House is located on Old Pool Road. Built in 1759, the first Parish Meeting House was constructed for the purposes of holding public meetings. In 1840, it underwent remodeling. The belfry was removed, the galleries along the sides were taken down, the pulpit lowered and the sounding board removed. The Meeting House has remained unchanged since this time. It is owned by the Biddeford Historical Society and is used for public and private meetings. The Meeting House is in serious need of repair as the structure is plagued with dry rot and the foundation continues to deteriorate.

Biddeford City Hall, including City Theater

Biddeford City Hall is located at 205 Main Street and is the most prominent building in the downtown. Originally built in 1860 it was destroyed by fire and rebuilt in 1894, when rebuilt the building was designed by John Calvin Stevens a noted Maine architect. The building was added the National Historic Register in 1973 and is part of Biddeford's Main Street Historic District.

City Hall is a large three and a half story brick building with a clock tower and belfry. The first floor is faced with granite which was saved from the original 1860s building. Each floor features different window structures and décor. The tower is built in three sections. The first section rises from the ground to two stories above the roof of the building. This section is topped with a heavy dentil cornice which in turn is topped with a balustrade. The next section is the clock housing which is constructed of wood over timber framing, this section as well was decorated with heavy dental cornice and balustrade. Above this is an open belfry which is topped with 10 12 foot high columns which support the dome. It should be noted that all of the balustrades have been removed because of their poor condition and so they would not fall to the street.

City Hall and its clock tower are a significant part of Biddeford's skyline and an icon of the city.

City Hall is also home to City Theater, which originally opened in 1860 as an opera house within City Hall. After the fire that destroyed City Hall, it was decided by the city to rebuild City Theater as well. Over the years as entertainment had changed and opera gave way to vaudeville, minstrel shows, and community pageants. The introduction of talking movies in the late 1920's began the transition from opera house to Movie Theater. In 1955 improvements were made to enhance movie going and the name of the opera house was officially changed to Biddeford 's City Theater. In the 1990's City Theater began a full interior restoration project which was completed in the early 2000's and is a popular venue for the Performing Arts, drawing crowds locally, regionally and beyond.

The building is owned by the City and is in poor shape. Although the heating system has been replaced major work is needed to repair the clock tower. In 2009 stabilization work was done to the tower to keep water from deteriorating more of the structure framing of the tower and to shore up the bell. The building is also in need of new windows throughout, re-pointing of the brick work, and upgrades to the electrical and fire alarm systems as well as installing a sprinkler system. An effort should be made to bring the interior back to a historically correct look as part of any renovation work.

Former U.S. Post Office

The former U.S. Post Office is located at 35 Washington Street and was built in 1914. It is an excellent example of period (20th Century) architecture utilizing masonry construction of brick with granolithic quoins, lintels and arches. The original tin roof was replaced with copper in 1939. The main entrance and secondary entrance were also remodeled in 1939 to eliminate the original revolving doors and to replace them with swinging doors, vestibule and vestibule doors. For the most part, however, the building remains as originally built. The building was used by the Maine District Court while it was building a new facility across the street. Following use by the Maine District Court, it was used off and on by various small businesses, but has largely been vacant.

Fletcher's Neck Life Saving Station

Located at 18 Ocean Avenue, Biddeford Pool, Fletcher's Neck Life Saving Station was built in 1874 and served as one of the first five life-saving stations established in Maine and New Hampshire by the Revenue Marine Bureau. It is a small one and a half story gable roofed building of fram construction. Most of the first story was used for storage of the 1,000 pound life boat. There was a room behind this area where seamen could sit during off-duty hours. The half story contained a room for the keeper and a dormitory for six men. The building is privately owned and being restored. It has been moved off its original site, closer to the road. Biddeford Pool's Life Saving Station remains as a small scale example of stick-style architecture as well as a coastal landmark of considerable maritime significance.

James Montgomery Flagg House

The James Montgomery Flagg House **was** located on St. Martin's Lane, Biddeford Pool. It was built in 1910 and as of 1999 was identified as having been completely unaltered, privately owned, and in good condition. The house was of frame construction, with one and a half stories, gabled roof, two brick chimneys, stucco finish and a field-stone foundation. The house served as the summer residence for illustrator, James Montgomery Flagg (1877-1960) who became best known for his illustration of the "I Want You" Uncle Sam recruiting poster.

By 2013 the house had fallen into significant interior and exterior disrepair. The principal reason the house was on the Historic Register was due to the preponderance of murals located on the interior of the house painted by Flagg. The owner of the house was represented by a Maine architect who had determined that the house would cost more to renovate than to build new, and that the owner intended to preserve the murals and include them in the design of a new house on the property. The house was demolished on November 15, 2013.

John Tarr House

The John Tarr House is located at 29 Ferry Lane and was built around 1730. It is one of the State's earliest surviving dwellings. Its exterior displays characteristics typical of the low-posted Cape Cod style house with central chimney, central entrance and five-bay facade. Another entrance of indeterminate date faces south. The most significant feature of the house is the kitchen which has completely wainscoted walls and ceiling and internal sliding wooden shutters. Presently, there are very few other examples of this type of work. The house is privately owned and is in good condition.

Dudley Block

The Dudley Block is located between 28 -34 Water Street. It was built in 1848 and is a large, substantial commercial building in the Greek revival style. The three and a half story block is of brick construction with gable roof, 6/6 fenestration and granite trim and foundation. Each shop has its own single-door entrance between two store windows. The windows above the first story carry simple granite lintels typical of the period. The block is privately owned and despite minor storefront and internal alterations over the years, the original architectural theme is still there.

St. Joseph's School

St. Joseph's School is located at Birch Street. It was built in 1882 and served as a parochial school for a large Franco-American population. It is a rectangular three-story red brick building with a full fourth story contained beneath a steeply-pitched mansard

roof. There is a one story brick shed-roofed exterior projection, rectangular in plan, appended to the southwest corner of the building. A four story rectangular brick stair tower at the north end of the building was added in 1916. The structure is set on a cut granite foundation and is characterized by a sparse Romanesque detailing. Over time, the entire building has been renovated. It is privately owned and utilized as an apartment building. The school is one of the principal monuments of the French-Canadian immigration to the State and the City of Biddeford.

Wood Island Light Station

Wood Island Light Station is located on the east side of Wood Island. It was built in 1808 and consists of a conical granite light tower connected via a long narrow passageway to a two story frame, gambrel lightkeeper's house. The light tower is 47 feet tall and supports an iron walkway with railing and a centrally placed ten-sided lantern. The original keeper's house was built in 1858 and was a one and a half story, three bay frame dwelling sheathed in clapboards. In 1890, the roof was raised, a porch added and the ell height increased to from today's keeper's house. There is a stone oil house to the southwest of the Station, built in 1903, which consists of a gable roof and a door surmounted by a narrow ventilator opening at one end. The property is owned by the U.S. Coast Guard and the light station has been equipped with an automatic beacon. The property and buildings are in good shape.

The Friends of Wood Island Lighthouse (FOWIL) was formed in 2003 and is a Chapter of the American Lighthouse Foundation. It was formed specifically to preserve and restore the Wood Island Light Station. Although Maine Audubon Society owns most of Wood Island, the Coast Guard still owns the lighthouse. FOWIL became involved when the Coast Guard was looking for a nonprofit group to repair, maintain, restore and preserve Wood Island Lighthouse, which it still actively does today.

11A. Public Facilities

Solid Waste

1. Municipal Solid Waste (i.e., “trash”):

From 1987 through 2013 municipal solid waste (MSW) in Biddeford was disposed of at Maine Energy Recovery Company (MERC) which was located at 3 Lincoln Street in Downtown Biddeford. In 2013 MERC was closed through a negotiated deal with the City of Biddeford. Since MERC's closure, the City of Biddeford has disposed of its solid waste (other than recycling) through the Casella Transfer Station in Westbrook, ME. The City of Biddeford still pick ups the MSW curbside at qualifying properties defined as:

1. All single family residential properties;
2. All residential properties with apartment buildings having 5 or less units; and
3. Grandfather commercial apartment buildings.

To be grandfathered the following two (2) conditions must be met:

1. The City was picking up solid waste (trash) at that property prior to July 1, 2013; and
2. The property is still owned by the same owner that owned it on July 1, 2002

Upon a change in ownership, the grandfathered status of qualifying properties is lost and the City will no longer service that property.

Also in 2013 the City engaged Casella and implemented a curbside zero-sort recycling program throughout Biddeford. Between 2013 to current solid waste tonnage has significantly decreased as recycling tonnage has increased

Recycling:

Before 2013, Biddeford's recycling center was only located at the Department of Public Works on 371 Hill Street in the Airport Industrial Park. It was a drop-off, volunteer program that operated seven days a week from 7 am to 5 pm, Monday through Friday and 8am-4 pm, Saturday and Sunday. In 1994, 35.7% of the total municipal solid waste (MSW) stream was recycled by the City of Biddeford. The following items were eligible for recycling: green, clear and brown glass, newsprint, office and computer paper, cardboard, corrugated cardboard, aluminum, tin, #1, #2 and #3 plastics, scrap metal, motor oil, leaves, Christmas trees and small shrubs, bushes and tree limbs.

In 2013, the City engaged Casella and implemented a curbside zero-sort recycling program throughout Biddeford.

Acceptable recyclables for the zero-sort curbside recycling program (blue recycling containers) include:

- Newspaper
- Junk mail
- Tissue paper
- Cardboard and paper board
- Glass
- Plastics #1-7
- Aluminum cans
- Bi-metal cans
- Office paper
- Wet-strength paper board
- Milk / juice cartons
- Brown paper bags
- Aluminum containers

The City of Biddeford still operates the Recycling Center and Transfer Station at 371 Hill Street. Materials accepted there include the following:

- Cardboard
- Newspaper
- Milk jugs
- Office paper
- Plastics #1 & #2
- Tin cans
- Metal
- Batteries
- Brush

- Leaves
- Grass clippings
- Motor oil
- Tires
- Furniture
- Bulky waste
- Carpeting
- Mattresses
- Wood debris
- Televisions
- Computers
- Computer monitors
- Computer accessories.

The City also had a curbside leaf collection for residents that is done for one week in November. The leaves are taken to the local landfill for leaf composting.

12A. Agricultural & Forest Resources

Farmland:

The Program provides for the valuation of land which has been classified as farmland based on its current use as farmland, rather than its potential fair market value for uses other than agricultural. In 2006 Biddeford had 25 parcels amounting to 1,304.23 acres of land enrolled in the Farmland Program (Table 12-1). In 2022, however, Biddeford had 29 parcels of land registered in the Farm Land Program totaling 1479.94 acres (Table 12-2). As such, between 2006 and 2022 an additional 175.71 acres were added to the Farmland Program in Biddeford. The average size of the 27 parcels in the Farmland Program in 2022 is 51.03 acres.

Under the Program, tax reduction rates vary depending on the different types of farmland classifications.

To be classified as "Farmland", the following requirements must be met:

- Minimum Size - The tract must contain at least five (5) contiguous acres. An application can be made for more than one tract of property as long as one of the tracts contains five contiguous acres.
- Use - The tract must be used for farming, agriculture, or horticultural activities, but may include woodland and wasteland within the farm unit. (Horticultural means land which is engaged in the production of vegetables, tree fruits, small fruits, flowers, and woody or herbaceous plants.)
- Income Requirements - The tract must produce a gross income per year of at least \$2,000.00 in one (1) of the two (2), or three (3) of the five (5) calendar years preceding the date of application for classification. Gross income includes the value of commodities produced for consumption by the farm household.
- Annual Income Report - The owner must file annually by April 1st with the assessor a determination of the gross income realized the previous year from acreage classified as farmland.

Table 12-1. Current Use Farmland Parcels in Biddeford, 2006

Owner's Last Name	Owner's First Name	Address	Map	Lot	Acreage
Jerome	Mona & Bradford	463 West St.	4	35-1	60.00
Labonte	Richard D. & Roger E.	697 South St.	1	44	22.50
Girard	Ryan R.	558 South St.	1	17-1	13.00
Girard	Ryan R.	570 South St.	1	23	57.00
Girard	Ryan R.	39 Wadlin Rd.	1	40	39.00
Sherman	Charles A. IV	36 Wadlin Rd.	1	39	96.50
Cote	Roger G. & Claire C.	16 Meetinghouse Rd.	8	37	45.50
Rioux	Denis E. & Daphne	677 South St.	1	43	96.00
Labonte	Richard D. & Jean E.	731 South St.	1	49	17.50
Boisvert	Norman R., Heirs Of	6 Wadlin Rd.	1	33	33.00
Hussey	Betty J.	50 Buzzell Rd.	6	1	4.50
Hussey	Betty J.	43 Buzzell Rd.	1	2	85.50
Girard	Raymond N.	575 South St.	1	25	24.00
Rhames	Richard E.	10 West Loop Rd.	3	36	88.40
Dearborn	Jere L. & Sally S.	9 Buzzell Rd.	1	5	149.54
Dearborn	Jere L. & Sally S.	9 Buzzell Rd.	6	4	15.40
Baker	David L. & Lisa C.	23 Oak Ridge Rd.	4	89	36.00
Desjardins	Gerard	707 South St.	1	45	12.00
Ewing	Esther & Timber Point Trust	1-2 Timber Point Rd.	5	2	93.00
Curro	Andrea	65 Proctor Rd.	3	17	194.00
Lowell	Michael J. & Susan L.	538 South St.	1	79	7.01
Lowell	Michael J. & Susan L.	521 South St.	1	15	37.34
Lowell	Michael J. & Susan L.	501 South St.	2	82-2	5.40
Hussey	Kenneth A. & Sandra M.	134 River Rd.	6	24	16.14
Paquette	Stephen A. & Lynn M.	551 South St.	1	16	66.00
TOTAL					1,304.23

Source: Biddeford Assessing Office

Table 12-2. Current Use Farmland Parcels in Biddeford, 2022

Owner's Last Name	Owner's First Name	Address	Map	Lot	Acreage
Jerome	Mona & Bradford	463 West St.	4	35-1	60.00

Labonte	Richard D. & Roger E.	697 South St.	1	44	22.50
Girard	Ryan R.	558 South St.	1	17-1	13.00
Girard	Ryan R.	570 South St.	1	23	57.00
Girard	Ryan R.	39 Wadlin Rd.	1	40	39.00
Sherman	Charles A. IV	36 Wadlin Rd.	1	39	94.47
Cote	Roger G. & Claire C.	16 Meetinghouse Rd.	8	37	45.50
Rioux	Denis E. & Daphne	677 South St.	1	43	96.00
Labonte	Richard D. & Jean E.	731 South St.	1	49	17.50
Boisvert	Norman R., Heirs Of	6 Wadlin Rd.	1	33	33.00
Hussey	Betty J.	50 Buzzell Rd.	6	1	4.50
Hussey	Betty J.	43 Buzzell Rd.	1	2	85.50
Girard	Raymond N.	575 South St.	1	25	24.00
Rhames	Richard E.	10 West Loop Rd.	3	36	88.40
Dutton	Jeffrey C. and Lois M.	95 River Rd.	6	4	5.66
Baker	David L. & Lisa C.	23 Oak Ridge Rd.	4	89	36.00
Clair	Michael S.	South St.	1	45-1	11.00
Ewing	Esther & Timber Point Trust	1-2 Timber Point Rd.	5	2	13.16
Curro	Andrea	65 Proctor Rd.	3	17	192.07
Lowell	Michael J. & Susan L.	538 South St.	1	79	3.36
Lowell	Michael J. & Susan L.	521 South St.	1	15	37.34
Lowell	Michael J. & Susan L.	501 South St.	2	82-2	5.40
Hussey	Kenneth A. & Sandra M.	134 River Rd.	6	24	16.14
Paquette	Stephen A. & Lynn M.	551 South St.	1	16	66.00
Brown	Alan C.	83 Oak Ridge Rd.	4	66	26.70
York	Miles S.	439 West St.	4	25	330.00
Wing	Lisa M.	1 Moxie Ln.	77	22	21.00
Dutton	Jeffrey C & Lois Mae	9 Buzzell Road	1	5	25.13
Cyr	Robert & Diane	20 Buzzell Road	6	46	10.61

TOTAL				1,479.94
--------------	--	--	--	-----------------

Source: *Biddeford Assessing Office*

According to the United States Agricultural Census the average size of the 8,173 operating farms in Maine in 2012 was 167 acres. For York County the average size of the 779 farms was 83 acres in 2012. The closest comparison available for Biddeford's agricultural activity is that of the 29 parcels registered in the Farmland Taxation program which had an average size of 51.03 acres.

1. Open Space:

There is no minimum acreage requirement with this program. However, minimum areas and setbacks must be excluded from classification.

The tract must be preserved or restricted in use to provide a public benefit. Benefits recognized include public recreation, scenic resources, game management or wildlife habitat.

The municipal assessor is responsible for determining the valuation placed on Open Space land. In determining the value of open space land, the assessor must consider the sale price that particular parcel of open space land would command in the open market if it were to remain in the particular category or categories of open space land for which it qualifies.

If an assessor is unable to determine the valuation of a parcel of open space land based on the valuation method above, the assessor may use the Alternate Valuation Method. Using this method, the assessor reduces the fair market value of an open space land parcel by the cumulative percentage reduction for which the land is eligible according to certain categories. Those categories are as follows:

- Ordinary Open Space: 20% reduction
- Permanently Protected: 30% reduction
- Forever Wild: 20% reduction
- Public Access: 25% reduction

In other words, if the property met all of the above requirements, the owner would see a cumulative reduction of up to 95% on the classified land. If the property no longer qualifies as Open Space, then a penalty would be assessed using the same methodology as is used for removal from Tree Growth classification.

In 2006 Biddeford had 12 parcels amounting to 308.96 acres of land enrolled in the Open Space Program (Table 11-3). In 2022, however,

Biddeford had 18 parcels of land registered in the Open Space Program totaling 313.73 acres (Table 12-4). As such, between 2006 and 2022, although there were 6 more parcels added to the Program, the increase in acreage was less than 6 acres.

The average size of the 18 parcels in the Open Space in 2016 is 17.43 less than half that of those in the Farmland Program.

Table 12-3. Current Use Open Space Parcels in Biddeford, 2006

Owner's Last Name	Owner's First Name	Address	Map	Lot	Acreage
Henaire	Robert R.	481 West St.	4	35	8.74
Fortin	Renald A. & Lynn M.	620 South St.	1	27-3	13.00
Cote	Jenney C Et. Al.	1 Cape View Dr.	4	10-1	10.60
Southern Coast Development		Blandings Way	8	39	44.96
Smith	Charles Jr. & Susan	1 Little River Rd.	5	6-1	14.13
Rheult	Elizianne, Heirs Of	46 Meetinghouse Rd.	9	37	17.54
Drumney	Michael P. and Kathleen	390 Pool St.	8	37-3	44.46
Carrier	Susan H. & Peter E.	95 Oak Ridge Rd.	4	59	18.75
Hutchins	Dana B. and Susan M.	Oak Ridge Rd.	4	59-3	30.80
Hutchins	William J.	15 Hutchins Dr.	4	61	11.06
Hutchins	William J. and Lorraine L.	Oak Ridge Rd.	4	59-4	39.45
Davis Farm Estates		Oak Ridge Rd.	4	82-11	55.51
TOTAL					308.96

Source: Biddeford Assessing Office

Table 12-4. Current Use Open Space Parcels in Biddeford, 2022

Owner's Last Name	Owner's First Name	Address	Map	Lot	Acreage
Henaire	Robert R.	481 West St.	4	35	8.74
Fortin	Renald A. & Lynn M.	620 South St.	1	27-3	13.00
Cote	Jenney C. Et. Al.	1 Cape View Dr.	4	10-1	10.60
Smith	Charles Jr. & Susan	1 Little River Rd.	5	6-1	14.13

Rheult	Albert R.	46 Meetinghouse Rd.	9	37	17.50
Drumney	Michael P. and Kathleen	390 Pool St.	8	37-3	3.42
Carrier	Susan H. & Peter E.	95 Oak Ridge Rd.	4	59	15.89
Hutchins	Dana B. and Susan M.	Oak Ridge Rd.	4	59-3	30.80
Hutchins	William J. & Lorraine L.	15 Hutchins Dr.	4	61	9.86
Hutchins	William J. & Lorraine L.	Oak Ridge Rd.	4	59-4	39.45
Denning-Bole	Sara J.	West St.	8	15	8.00
Hussey	Roy C.	54 River Rd.	6	29	3.00
Hussey	Roy C.	62 River Rd.	6	27	56.30
Drumney	Kathleen D.	Pool St.	8	37-10	41.04
York	Miles	724 Pool St.	5	28	32.00
Woodman	Norman Jr. Et. Al.	Ferry Ln.	49	1-1	1.00
Woodman	Norman Revocable	15 Ferry Ln.	49	1	7.00
Kelley	Sue Ellen & Woodman	Ferry Ln.	49	1-2	2.00
TOTAL					313.73

Source: Biddeford Assessing Office

2. Tree Growth :

This program provides for the land owner with at least 10 acres of forested land used for commercial harvesting. A Forest Management and Harvest Plan must be prepared and a sworn statement to that effect submitted with the application. Applications include a map of the parcel indicating the forest type breakdown as well as all other areas not classified as tree growth. Each year, the State Tax Assessor determines the 100% valuation per acre for each forest type by county and by year. If the forestland no longer meets the criteria of eligibility or the landowner opts to withdraw from tree growth classification, then a penalty would be determined. Depending upon the length of time that the parcel has been enrolled, the penalty would be an amount between 20 and 30% of the difference between the 100% tree growth value and the fair market value.

As of 2022, there were twenty-seven (29) parcels totaling 1,646.53 acres registered in the Tree Growth Taxation Program in Biddeford, an increase of two (2) parcels from 2006 and 436.26 decrease in acres as property owners have removed portions of their land out of the program (Tables 12-5 and 12-6). The 29 parcels in 2022 had an average size of 56.78 acres. Collectively the parcels in the Program in 2022 represent 9.8% of the City's total area.

Table 12-5. Current Use Tree Growth Parcels in Biddeford, 2006

Owner's Last Name	Owner's First Name	Address	Map	Lot	Acreage
Rhames	Richard E.	West St.	3	32	166.00
Clairs Inc.		475 South St.	2	38	19.00
Haas	Matthew & Sandra	36 Meetinghouse Rd.	9	38	3.00
Hotin	Henry & Maguire Lorraine	46 Old Pool Rd.	9	8-2	22.50
Haas	Matthew & Sandra	Meeting House Rd.	9	38-1	21.00
York	Miles	Pool St.	5	28-1	12.00
Kroll	James J. and Cathy L.	30 Wadlin Rd.	1	38	17.40
Wilson	Heather L.	19 Wadlin Rd.	1	37-1	16.59
Wilson	Diana	Wadlin Rd.	1	38-3	27.50
Rhames	Richard E.	Newtown Rd.	9	18-2	32.90
Rhames	Richard E.	West St.	4	111	58.00
Rhames	Richard E.	50 Proctor Rd.	3	14-4	11.30
Rhames	Richard E.	Pool St.	5	13-3	110.00
Rhames	Richard E.	Proctor Rd.	3	36-1	166.80
Rhames	Richard E.	Proctor Rd.	3	17-3	16.65
Rhames	Richard E.	80 Newtown Rd.	9	18-3	27.20
Rhames	Richard E.	Newtown Rd.	9	18-1	19.20
Rhames	Richard E.	Proctor Rd.	3	10-2	60.00
Rhames	Richard E.	Proctor Rd.	3	40-3	25.30
Clairs Inc.		South St.	1	14-1	370.00
Clairs Inc.		413 South St.	7	8	300.00
Sleeper	Breece E. and Kressey Jane	20 Wadlin Rd.	1	38-1	15.00
York	Miles	724 Pool St.	5	28	20.00
York	Miles	West St.	4	110	37.00
Hayes	Susan & Berg Howard	840 Pool St.	5	13	52.45
Grose	Roger H.	880 Pool St.	5	13-4	99.00
York	Miles	Newtown Rd.	9	18	126.00
York	Miles	439 West St.	4	25	207.00
Payeur	Lisa	Guinea Rd.	77	22	24.00
TOTAL					2,082.79

Source: Biddeford Assessing Office

Table 12-6. Current Use Tree Growth Parcels in Biddeford, 2022

Owner's Last Name	Owner's First Name	Address	Map	Lot	Acreage
Rhames	Richard E.	West St.	3	32	150.6
	South St. Village	475 South St.	2	38	16.7

Haas	Matthew & Joyce Cecilia	36 Meetinghouse Rd.	9	38	2.00
Haas	Matthew S. James J. and Cathy		9	38-1	17.40
Kroll	L.	30 Wadlin Rd.	1	38	14.00
Rhames	Richard E.	Newtown Rd.	9	18-2	32.90
Rhames	Richard E.	West St.	4	111	58.00
Rhames	Richard E. (Include with 3/14-3)	50 Proctor Rd.	3	14-4	11.30
Rhames	Richard E.	Pool St.	5	13-3	110.00
Rhames	Richard E.	Proctor Rd.	3	36-1	166.80
Rhames	Richard E. (Include with 3/17-6)	Proctor Rd.	3	17-3	21.00
Rhames	Richard E.	80 Newtown Rd.	9	18-3	27.20
Rhames	Richard E.	Newtown Rd.	9	18-1	19.20
Rhames	Richard E.	Proctor Rd.	3	10-2	59.50
Rhames	Richard E.	Proctor Rd.	3	40-3	25.30
Maine Water Co.		South St.	1	14-1	237.00
South Street Village		413 South St.	7	8	226.70
Tilley/Boone	Steven E & Patricia A	175 West St.	8	9	15.70
Wellesley Group, LLC		840 Pool St.	5	13	43.50
Grose	Roger H.	880 Pool St.	5	13-4	83.98
Gosnell	Annette Et. Al.	781 Pool St.	5	17-2	25.00
Rhames	Richard E.	Proctor Rd.	3	14-3	0.57
Rhames	Richard E.	80 Proctor Rd.	3	15-2	7.21
Hussey	Roy C.	62 River Rd.	6	27	46.30
Rhames	Richard E.	Proctor Rd.	3	17-6	53.10
Schaub	Thomas & Janet	Old Pool Rd.	9	8-7	20.00
Dutton	Jeffrey C & Lois M	Buzzell Rd.	1	5-5	109.87
Rhames	Richard	100 Proctor Rd	3	15-1	45.70
Total					1,646.53

16.4Source: Biddeford Assessing Office

Harvest Data:

Year	Selection Harvest, Acres	Shelterwood, Harvest, Acres	Change of land use, acres	Clear cut Harvest, Acres	Total Harvest, Acres	# of Reports
------	--------------------------------	-----------------------------------	------------------------------------	-----------------------------------	----------------------------	-----------------

1990-1994	50	0	0	0	50	3
1995-1999	1176	0	0	0	1176	17
2000-2005	145	0	66	0	211	10
2006-2010	36	0	41	0	77	7
2011-2015	180	75	20	0	275	9
2016-2020	993	778	46	25	1842	32
TOTAL	2580	853	173	25	3631	78
Average	430	142	29	8	605	13

Data compiled from Confidential Year End Landowner Reports to Maine Forest Service, Department of Agriculture, Conservation and Forestry. NOTE: To protect confidential landowner information, data is reported only where three or more landowner reports reported harvesting in the town.

Discussion (Current Use):

As can be seen in Table 12-7, the total acreage change in the current use programs in Biddeford between 2006 and 2022 was -255.78 acres. This change represented a decrease in acreage of 6.92%. It should be noted that in some cases like that of Miles York where land was removed from the Tree Growth Program and put into Open Space.

Collectively, the total acreage in 2022 represents 18% of the zoned acreage in the City.

Table 9-7. Current Use Program Changes in Biddeford, 2006-2022

Current Use Program	Acreage 2006	Acreage 2022	Acreage Change 2006-2022	% Change 2006-2022
Farmland	1,304.23	1,479.94	+175.71	+13.47%
Open Space	308.96	313.73	+4.77	+1.55%
Tree Growth Working	2,082.79	1,646.53	-436.26	-20.90%
Waterfront	0.00	0.00	0.00	0.00%
TOTAL	3,695.98	3,440.20	-255.78	-6.92%

Source: Biddeford Assessing Office

1. What does it mean for Biddeford? (Analyses)

A. Regulatory and/or non-regulatory protection measures.

1. Regulatory:

The City of Biddeford is not currently engaged in any regulatory or non-regulatory steps to protect farming or forest lands except through its Zoning Ordinance.

Cluster Developments (Subdivisions)

In Biddeford rural, non-growth areas are defined as being the Rural-Farm (R-F) Zone. The R-F Zone constitutes approximately 52% of Biddeford. Residential subdivisions in the R-F Zone are required to be developed under the “Cluster developments” provisions of the Zoning Ordinance (Article VI, Section 16). The provisions of this section identify the following purposes:

- *The purpose of these provisions is to allow for new concepts of residential, commercial and industrial development where variations of design and dimensional requirements may be allowed, provided that the new net density shall be no greater than that normally permitted in the zoning district in which the development is proposed;*
- *These provisions may be used when considering affordable housing projects; and shall be used when parcels of land sustain significant wildlife habitats or other significant natural features that would be destroyed if ordinary development approaches were used.*
- *Clustered development shall be encouraged as a means of preserving open space and land of value due to the natural resources found on it, limiting the costs and impacts of development, lowering maintenance costs, and reducing impervious surfaces.*

Soils of statewide significance and prime agricultural soils are a consideration under these provisions. Lots in cluster developments may be smaller than that which would otherwise be permitted in the zone, and the corresponding amount of area reduced is required to be put into open space. Under the terms of the Ordinance, “The open space that is preserved as described herein shall be considered for agriculture and natural resource-based uses where appropriate.”

When calculating net density in the R-F Zone these soils are backed-out from the lot size when determining how many lots may be created (Article VI, Section 44). As far as protecting these soils, however, the only provision is that “To the greatest extent possible, buildings shall not be located on these soils.” Forest land is not a factor in calculating net density.

Overall the City’s current cluster subdivision provisions may do little to protect viable farmlands and keep them in production since often the open space created is held by a Land Trust or a Homeowner’s Association which do not actively farm or manage the

forests on these lands. Further, often cluster subdivisions reduce and/or fragment what otherwise may have been viable tracts of land for productive farming and forestry. The City may wish to revisit these standards and evaluate how well they are achieving the stated goals of the Ordinance.

b. Farmland Preservation (Article VI, Section 31)

The Performance Standards in the Zoning Ordinance pertain to “Farmland preservation”:

In an effort to promote harmony between agricultural activities and other land use the State of Maine has passed special legislation concerning the proximity and compatibility of land uses (7 M.R.S.A. § 41 through 49). The City of Biddeford understands the importance of agricultural activities to the local economy and the conflict that sometimes arising between residential and other uses in close proximity to working agricultural activities. Therefore the following standards are specified:

A. Structures designed and intended for use as dwelling units, schools and playgrounds/athletic fields, establishments selling or dispensing food such as, restaurants, campgrounds and public picnic areas shall be set back 150 feet from the boundary of land registered with the State of Maine as "farmland."

B. Wherever possible structures as indicated in A above shall be set back from farms not registered with the community or the state at least twice the normal distance.

Net Density Calculations (Article VI, Section 44)

These performance standards apply to subdivisions in Biddeford and reduce the net developable acre of parcels of land that contain certain characteristics. Related to agriculture, the following are subtracted from the gross parcel area of a subdivision before calculating the net developable area of the parcel of land:

Soils in the rural farm zone identified by the soils conservation service as being of statewide significance, as prime agricultural soils, and/or as unique soils. These soils are identified on a map prepared by the Southern Maine Regional Planning Commission based on soil conservation service data and available in the City Planning Office, and are listed below:

Soil List

(Taken from map showing soils as developed by SMRPC from OGIS and SCS Data)

<i>Prime agricultural:</i>	<i>On, EmB, BcB, SkB, MaB, AIB</i>
<i>Prime if not flooded:</i>	<i>Po</i>
<i>Prime if irrigated:</i>	<i>CoB, LnB, CrB, AdB</i>
<i>Prime if drained:</i>	<i>Ra, BuB, Ru</i>

Primed if drained and irrigated: Na
Soils of statewide importance: BuC, SeB, AIC, EmC

Soil Legend

The first letter, always a capital, is the initial letter of the soil name. The second letter is usually a small letter but is a capital letter if the unit is broadly defined. The third letter, A, B, C, D, or E is the slope class. Most symbols without a letter for slope class are for nearly level soils but four are for units containing miscellaneous areas. The number 2 shows that the soil is eroded.

Symbol	Name
AdB	Adams Loamy sand, 0 to 8% slopes
AlB	Allagash very fine sandy loam, 3 to 8% slopes
AIC	Allagash very fine sandy loam, 8 to 15% slopes
BcB	Becket fine sandy loam, 3 to 8% slopes
BuB	Buxton silt loam, 3 to 8% slopes
BuC	Buxton silt loam, 8 to 15% slopes
CoB	Colton gravelly loamy coarse sand, 0 to 8% slopes
CrB	Croghan loamy sand, 0 to 8% slopes
EmB	Elmwood fine sandy loam, 0 to 8% slopes
EmC	Elmwood fine sandy loam, 8 to 15% slopes
LnB	Lyman fine sandy loam, 3 to 8% slopes
MaB	Madawaska fine sandy loam, 0 to 8% slopes
Na	Naumburg sandOn Ondawa fine sandy loam
Po	Podunk and Winooski soils
Ra	Raynham silt loam
Ru	Rumney loam
SeB	Scio silt loam, 3 to 8% slopes
SkB	Skerry fine sandy loam, 0 to 8% slopes

If this map indicates the presence of said soils on a parcel proposed for development, or if in the opinion of the York County Natural Resources Conservation Service such soils are likely to be present, the Planning Board shall require a high-intensity soils survey, or a report by a registered soils scientist or a registered professional engineer experienced in geotechnics, in order to determine the location and extent of said soils. To the greatest extent possible, buildings shall not be sited on these soils.

Local or Regional Land Trusts

Although not solely protecting agricultural and/or forest lands, the Biddeford Open Space Plan completed in 2012 identified the following “conservation partners” who are either purposefully or indirectly involved in agricultural and/or forest land protection:

- Saco Valley Land Trust;
- Blandings Park Wildlife Sanctuary;
- Rachel Carson National Wildlife Refuge; and
- Maine Coast Heritage Trust;

B. Incompatible uses (i.e., residential) effect on normal farming and logging operations?

There have been some complaints from abutting land uses to agriculture and forestry operations over time. Forestry operations, for example, generate noise that abutting land uses have raised concerns about. Some agricultural operations have modified their fertilizer methods (e.g., manure) in response to odor complaints as well.

C. City or public woodlands under management, or that would benefit from forest management.

The City owns a parcel of land adjacent to Clifford Park formerly referred to as the “Boutin” piece. The City acquired it several years ago, with help from The Nature Conservancy, and a forest management/maintenance plan was required.

City owned parcels that could benefit from Forest Management Plans include the Diamond Match parcel, a large parcel of land off Andrews Road, Clifford Park itself, and to a lesser extent Rotary Park.

Other Information:

Biddeford Residents who bought an Inland Fish and Wildlife (IFW) Hunting, Fishing or Trapping License in 2020:

Resident Fishing	1179
Resident Hunting & Fishing Combo	350
Resident Hunting	259
Resident Archery Hunting	82
Expanded Archery Either Sex	46
Resident Junior Hunting	30
Resident Superpack (all licenses included)	29
Expanded Archery Antlerless Deer	26
1-Day Fishing	26
Resident Apprentice Hunt	25
Resident Archery Hunting & Fishing Combo	13
Resident Small Game Hunting	12
3-Day Fishing	7
Resident Apprentice Archery	2

In addition to the 2020 license counts:

Lifetime Fishing License holders = 581

Lifetime Hunting License holders = 331

Boats Registered = 711

ATVs Registered = 282

Snowmobiles Registered = 228

Trapping License Holders = 15

13A. Marine Resources

Water Dependent Uses in Biddeford:

1. Shellfish Harvesting:

The Maine Department of Marine Resources used to (up until approximately 10-12 years ago) issue shellfish licenses. Currently licenses are issued by the City Clerk's Office and are valid from June 1 to May 31.

In terms of shellfish, the primary shellfish harvested in Biddeford is clams. Up until the 2010/2011 shellfish season, there were eight (8) available shellfish permits in Biddeford (seven (7) resident commercial license holders and one (1) non-resident commercial holder). As noted above, currently there are ten (10) commercial shellfish license holders within Biddeford (nine (9) resident commercial license holders and one (1) non-resident commercial holder). Of the nine (9) resident commercial licenses, 2 are reserved for persons 62 years and older. Current commercial license holders have first rights to those permits in a subsequent season.

In terms of recreational shellfish licenses, there is an unlimited number of shellfish licenses available for residents of Biddeford. For non-residents since the 2010/2011 there have been only sixty (60) recreational shellfish permits available, all of which have been issued. Recreational shellfish licenses limit possession at any one time to 10 gallons (approximately a peck).

As seen in Table 14-1, the number of resident recreational shellfish permits has generally increased over the past twelve (12) shellfish seasons.

Recreation Resident Shellfish Licenses, 2006/2017 Season through 2017/2018 Season (At End of Season)

Season	# of Recreational Resident Shellfish Licenses
2006/2007	89
2007/2008	84
2008/2009	81
2009/2010	86
2010/2011	110
2011/2012	135
2012/2013	161
2013/2014	141
2014/2015	122
2015/2016	126

2016/2017
2017/2018

163
156

1. Rumery's Boatyard:

Rumery's Boat Yard. Rumery's Boat Yard is located on Cleaves Street in Biddeford. It operates year-round primary activity is repair, service and electric boat rental. In 2022, Rumery's Boat Yard employed 10 people. The location is also home of Maine Electric Boat Company and Marine Solar Technologies.

Rumery's is a full-service facility that can support vessels up to 55 feet in length. There is a 25 ton travel lift and storage inside for about 50 boats and outside for another 40 boats. The facility cannot provide wet storage because the Saco River freezes over in this area. There is an earth-filled, stone bulkhead with access to the floats. There is a large brick building used as an office and repair shops. There is also a large metal building and two wooden boat sheds. There is about 900 feet of shore frontage on a Federal Turning Basin of the Saco River.

Plans: Rumery's is investing in electric propulsion and autonomous water monitoring buoys for near-shore research.

2. Biddeford Pool Yacht Club.

The Biddeford Pool Yacht Club (BPYC) is located at 17 Yates Street in Biddeford Pool Village. BPYC is privately owned, and according to its website (www.biddefordpoolyachtclub.org) has been in existence for over seventy-five (75) years (incorporated on August 13, 1934) and offers its members opportunities for sailing, fishing, and racing. Sailing lessons are available for both members and non-members and Biddeford youth can obtain free lessons through its Maryann Beaudry Memorial Scholarship. BPYC also works with the Fisherman's Association to promote fishing in Biddeford's waters. The BPYC also has five (5) transient moorings for guests for \$35 a night, which, according to the website, includes showers, two round-trip launch rides, and wireless internet access.

3. Biddeford Pool Fisherman's Association.

The Biddeford Pool Fishermen's Association operates a wooden pile, wooden-plank decked pier with float landings. 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. The facility is leased from the BPYC (see above) use by the fishermen of the area.

4. University of New England.

The University of New England (UNE) has nearly 4,000 feet of shore frontage on the Saco River. Aside from the scenic qualities of its riverfront environment, UNE also uses the Saco River for rowing and sailing activities.

More importantly, UNE's Department of Marine Sciences and Center for Excellence in the Marine Sciences program utilizes the Saco River and coastal areas of Biddeford for academic and research purposes.

UNE researchers recently completed the Saco River Estuary Project which touted itself as "A unique collaboration between UNE scientist, students and community partners to study a biologically unique body of water and the rich assemblage of species adapted to its dynamic conditions"

(<http://www.une.edu/sacoriver>). See below for more information about this project.

5. Brookfield Renewable:

Brookfield Renewable owns two hydroelectric dams on the Saco River from which they generate electricity. They were acquired from Central Maine Power in 1999.

6. Commercial Wharves:

There are no active commercial wharves in Biddeford.

Current Land Use Regulations On or Near the Shoreline:

1. Saco River Corridor Commission: The Saco River Corridor Commission, created by legislative action in 1973, is a regional level land use regulatory agency made up of a member and an alternate from each of the twenty Corridor communities. The Corridor includes all lands within 500 feet of the riverbank on each side. If the 100 year floodplain extends farther than 500 feet, the Corridor follows the flood line up to 1000 feet from the river bank. The purpose of the Saco River Corridor Act and the Commission is to protect and preserve land and water quality within the Corridor. In order to accomplish this purpose, the Act provided a permit procedure and established three land use districts: resource protection, general development and limited residential. In each of the three different districts, the Act specifies those types of uses which are allowed without a permit, allowed with a permit or prohibited altogether. All buildings regardless of the district, must be setback at least 100 feet from the normal high water line of the Ossipee, Little Ossipee or Saco River. The permit procedure is the main stay of the Saco River Corridor Act. Through its system of permits and variances, the Commission is able to safeguard the Corridor lands and waters.

2. **Maine DEP Site Law (Site Location of Development):** Large development projects are required to obtain a permit through the Maine Department of Environmental Protection (Maine DEP) under this law. The purpose is to ensure that these larger projects are subject to an increased level of review regarding their potential to have an impact on the environment. There is an opportunity also that community can obtain “Delegated Authority” to review projects within a communities own boundaries under this law instead of Maine DEP if they receive the authority to do so. Biddeford has been identified as having the “Capacity” to have Delegated Authority, but has not requested this designation from the Maine DEP.
3. **Natural Resources Protection Act:** Through the Maine DEP activities in, on, or adjacent to protected natural resources, including rivers, streams, brooks, great ponds, coastal wetlands, freshwater wetlands, and sand dunes require a permit. Standards within the Act spell out what is and is not permitted.
4. **Biddeford’s Shoreland Zoning Ordinance:** In an attempt to protect Biddeford's streams and waterways and the land abutting these areas, a Shoreland Zoning Ordinance was adopted by the City Council in December of 1990. It was recently updated in 2016. Shoreland zoning's goal seeks to preserve the quality of local surface waters, preserve wildlife habitat areas and preserve the general quality of life factors such as scenic vistas and open space. See Section 12: Water Resources for more information about Biddeford’s Shoreland Zoning Ordinance districts.

Marine Facilities (boat launches, piers, etc.)

Biddeford Pool Beach/Gilbert R. Boucher Memorial Park. Located off Beach house Lane this is a large sandy beach that offers opportunities for swimming general beach activities. Small boats may also be able to be launched at this location via hand-carry. There is a bathhouse for changing and restrooms. The City of Biddeford provides lifeguards in the summer months. There is a substantial amount of parking available (approximately 100 cars). Seasonal beach parking permits are required for the summer months.

Plans: None.

Biddeford Pool Yacht Club. The Biddeford Pool Yacht Club (BPYC) is located at 17 Yates Street in Biddeford Pool Village. BPYC is privately owned, and according to its website (www.biddefordpoolyachtclub.org) has been in existence for over seventy-five (75) years (incorporated on August 13, 1934) and offers its members opportunities for sailing, fishing, and racing. Sailing lessons are available for both members and non-members and Biddeford youth can obtain free lessons through its Maryann Beaudry Memorial Scholarship. BPYC also works with the Fisherman’s Association to

promote fishing in Biddeford's waters. The BPYC also has five (5) transient moorings for guests for \$35 a night, which, according to the website, includes showers, two round-trip launch rides, and wireless internet access.

Plans: None.

Fortunes Rocks Beach. Located approximately 1 mile southwest of Biddeford Pool, this large two (2) mile long sandy beach offers opportunities for swimming general beach activities. Small boats may also be able to be launched at this location via hand-carry. Many people also use this area for surfing. There are seasonal portable bathrooms and the City of Biddeford provides lifeguards in the summer months. There is some on-street parking available (approximately 50 cars). Seasonal beach parking permits are required for the summer months.

Plans: None

Marblehead Boat Launch. Marblehead boat launch is a State of Maine facility located off Pool Street. It is heavily used particularly in the summer months. Portable restrooms are provided. There are two boat ramps and a pier at this location which makes it an ideal location for boat launching into the Saco River. There is parking for approximately 60 vehicles including trailers.

Plans: None.

Mechanics Park. Mechanics Park is located at the corner of Main Street and Water Street.

Plans: Through a State grant the City has a fully-designed and ready for construction canoe/kayak launch for the eastern limit of Mechanics Park.

Middle Beach. Middle Beach is located opposite of Bridge Road at its intersection with Mile Stretch Road. Is a flat sandy beach and the City of Biddeford provides lifeguards in the summer months. There are no restrooms at Middle Beach. There is a limited amount of parking available (approximately 25 cars) on Beach Avenue directly across from Bridge Road. Seasonal beach parking permits are required for the summer months.

Plans: None.

Moorings. A mooring is a means in which to secure a vessel to a particular location in Biddeford's waters.

Park in the Pines. Park in the Pines is a small passive park located at 194 Hills Beach Road. It offers tremendous views of Biddeford Pool and its wildlife. It also provides access to the pool for hand-carried boats such as canoes and kayaks. Park includes a Bocce Ball Court. There are no parking or restroom facilities at this park.

Plans: None.

Rotary Park. Rotary Park is a popular park located at 550 Main Street on the Saco River. It is 72 acres in size and features walking trails, two playgrounds, the softball field with lights, youth football field, the teen center, a dog park, Skate Park, picnic tables and grills, a sand volleyball court, and a beach for access for swimming in the Saco River. It also features a boat launch for access to this non-tidal portion of the Saco River. Further, Rotary Park is a popular location for winter sledding with its hilly terrain.

Plans: Although there are no current plans, the following should be implemented, including but not limited to:

- Bathhouse expansion to add a family restroom and changing area.
- Dog Park-lights should be installed.
- Certain sections of the swimming area need to be addressed as the clay has become a hazard.
- Security Cameras are needed.
- Martel Field backstop needs replacing.
- Minor fence repairs are also needed.
- Invasive species located throughout the park (2016 report) need to be dealt with.

Rumery's Boatyard. Rumery's Boatyard Inc. is located on Water Street in Biddeford. It operates year-round primary activity is repair, service and dockage rental. In 1999 Rumery's Boatyard employed 16 people. In Spring 2018 it employed 10 people.

Rumery's is a full service marina that can build craft up to 55 feet in length. There is a 17-ton travel lift and storage inside for about 45 boats and outside for about 100 boats. The facility cannot provide wet storage because the Saco River freezes over in this area. There is an earth-filled, stone bulkhead with wooden pile, wooden-deck access piers to the float landings. There is a large brick building used as a marine supply store, office, repair shop, storage building. There is also a large metal building used as a boat shed. There is about 480 feet of shore frontage.

Plans: Rumery's is currently exploring the establishment of a pump-out station, but this may be 1-2 years out. It is also considering starting sailboat tours out of its facility in June 2018.

Town Landing. Town Landing is a laid out city street, approximately 15 feet wide, that provides access to the Saco River from Hills Beach Road within the UNE campus.

Plans: None.

Vines Landing. Vines Landing is located at the westerly end of Lester B. Orcutt Boulevard at what is locally referred to as “the gut”. It is a passive park with a gravel boat launch and features great scenic views of Biddeford Pool, the Atlantic Ocean, and Wood Island Lighthouse. There is limited parking available at Vines Landing.

Plans: None.

Wood Island. Wood Island is home to a Maine Audubon Nature Preserve as well as the U.S. Coast Guard’s Wood Island Lighthouse. The Nature Preserve is approximately 30 acres in size and offers opportunities for walking and nature viewing including wildlife. There is a small boat launch/ramp located at the west end of the Island. No public restroom facilities.

Plans: None.

Public access points to marine resources.

Biddeford Pool Beach/Gilbert R. Boucher Memorial Park. Located off Beachhouse Lane this is a large sandy beach that offers opportunities for swimming general beach activities. Small boats may also be able to be launched at this location via hand-carry. There is a bathhouse for changing and restrooms. The City of Biddeford provides lifeguards in the summer months. There is a substantial amount of parking available (approximately 100 cars). Seasonal beach parking permits are required for the summer months.

Condition: Bathhouse - Good; Walkways - Good

Needs: Additional Parking is needed. Walkway improvements to reduce the grade from the sea wall to the beach are needed.

Biddeford RiverWalk. The Biddeford RiverWalk is an evolving project intended to connect Mechanics Park on Water Street to the Diamond Match Park project (future) and points west including the Eastern Trail. To date the RiverWalk project connects Mechanics Park to the City of Saco via a concrete walkway 135-foot pedestrian bridge over the Saco River to Saco Island, thus connecting to Saco’s RiverWalk. The RiverWalk also continues through the North Dam Mill complex to Laconia Plaza located on the Saco River. The City

of Biddeford's recently completed a master plan that conceptually lays out the future RiverWalk from Laconia Plaza to the Diamond Match site via alternate routes along the river, with potential further connections to the City of Saco via two additional pedestrian bridges. In 2016 the City completed, with the assistance of Wright-Pierce Engineers, a RiverWalk Master Plan Update.

Condition: Excellent. No boat access. No public restroom facilities.
Needs: Seating on the Overlook by Main Street. Implementation of the 2016 Master Plan Update.

Diamond Match Park. This park is not yet constructed but a Master Plan was completed in July 2010. The parcel of land is owned by the city of Biddeford now comprises approximately 9.8 acres of land that is undeveloped. Visual access to the Saco River is available here.

Condition: N/A. Undeveloped Vacant Land. No boat access. No public restroom facilities.
Needs: Implementation of the July 2010 Master Plan.

East Point Sanctuary. It's point sanctuary is owned by Maine Audubon and is located on the far eastern tip of Biddeford Pool - it is located directly North East of the Abenaki Golf Club. There is virtually no parking here and no restrooms but it is very well known for wildlife viewing, particularly birds, and its visual access to the Atlantic Ocean.

Condition: N/A. No boat access. No public restroom facilities.
Needs: None known.

Fortunes Rocks Beach. Located approximately 1 mile southwest of Biddeford Pool, this large two (2) mile long sandy beach offers opportunities for swimming general beach activities. Small boats may also be able to be launched at this location via hand-carry. Many people also use this area for surfing. There are seasonal portable bathrooms and the City of Biddeford provides lifeguards in the summer months. There is some on-street parking available (approximately 50 cars). Seasonal beach parking permits are required for the summer months.

Condition: Very Good
Needs: Additional Parking

Marblehead Boat Launch. Marblehead boat launch is a State of Maine facility located off Pool Street. It is heavily used particularly in the summer months. Portable restrooms are provided. There are two boat ramps and a pier at this location which makes it an ideal location for boat launching into the Saco River. There is parking for approximately 60 vehicles including trailers.

Condition: N/A – State Owned
Needs: Unknown

Mechanics Park. Mechanics Park is located at the corner of Main Street and Water Street. It features a walking path down to a River Overlook and great views of the Saco River. It also contains a gazebo where events such as weddings occasionally occur, picnic tables and feeding seating, bicycle parking, and a fitness station. Parking is available on Water Street as well as at what is referred to as the Gas House parking lot adjacent to the Wastewater Treatment Plant. It is a fairly well used passive park with quite a bit of open green space. Future plans include additional walking trails along the river and a possible carry-in canoe and/or kayak launch.

Condition: Upper level - Very Good; Lower Level - Fair to Poor. No boat access. No public restroom facilities.
Needs: Lower Level is in need of major repairs to the wall between the park and river. A sink hole has developed making one section of the lower level hazardous. The remainder of the park needs a solution to overgrown vegetation creating potential unsafe areas for visitors. Purchase of a piece of property between the Current Park and former CMP piece is desirable to create a singular park along the river. Security cameras are needed.

Middle Beach. Middle Beach is located opposite of Bridge Road at its intersection with Mile Stretch Road. Is a flat sandy beach and the City of Biddeford provides lifeguards in the summer months. There are no restrooms at Middle Beach. There is a limited amount of parking available (approximately 25 cars) on Beach Avenue directly across from Bridge Road. Seasonal beach parking permits are required for the summer months.

Condition: Very Good. No boat access. No public restroom facilities.
Needs: Additional parking and the control of invasive species.

Park in the Pines. Park in the Pines is a small passive park located at 194 Hills Beach Road. It offers tremendous views of Biddeford Pool and its wildlife. It also provides access to the pool for hand-carried boats such as canoes and kayaks. Park includes a Bocce Ball Court. There are no parking or restroom facilities at this park.

Condition: Very Good. No public restroom facilities.
Needs: Volunteers have requested a water source to maintain plants and flowers within the park.

Rachel Carson National Wildlife Refuge (U.S. Fish and Wildlife Service). In Maine the “Rachel Carson National Wildlife Refuge was established in 1966 in cooperation with the State of Maine to protect valuable salt marshes and estuaries for migratory birds. Located along 50 miles of coastline in York and

Cumberland counties, the refuge consists of eleven divisions between Kittery and Cape Elizabeth. It will contain approximately 14,600 acres when land acquisition is complete. The proximity of the refuge to the coast and its location between the eastern deciduous forest and the boreal forest creates a composition of plants and animals not found elsewhere in Maine. Major habitat types present on the refuge include forested upland, barrier beach/dune, coastal meadows, tidal salt marsh, and the distinctive rocky coast.”

Source: https://www.fws.gov/refuge/rachel_carson/about.html.

In Biddeford there are two divisions of the Rachel Carson National Wildlife Refuge: the Biddeford Pool Division and the Little River Division. The Biddeford Pool Division controls property on the west side of Biddeford Pool off Old Pool Road. The Little River Division controls several properties on the east side of Little River in Granite Point including Timber Point and Timber Island. At the southernmost extent of Granite point Road there is a small parking area which leads to what is referred to as Timber Point Trail which runs along the west side of Timber Point. At low tide Timber Island can be accessed from the southernmost tip of this trail.

Condition: N/A. No formal boat access. No public restroom facilities.
Needs: None Known

Rotary Park. Rotary Park is a popular park located at 550 Main Street on the Saco River. It is 72 acres in size and features walking trails, two playgrounds, the softball field with lights, youth football field, the teen center, a dog park, Skate Park, picnic tables and grills, a sand volleyball court, and a beach for access for swimming in the Saco River. It also features a boat launch for access to this non-tidal portion of the Saco River. Further, Rotary Park is a popular location for winter sledding with its hilly terrain.

Condition: Bathhouse - Good;
Needs: Bathhouse expansion would be helpful in order to add a family restroom and changing area. Dog Park-lights should be installed. Certain sections of the swimming area need to be addressed as the clay has become a hazard. In general the projects laid out in the 2009 Master Plan should be addressed. Invasive species located throughout the park (2016 report) need to be dealt with. Security Cameras are needed. Martel Field backstop needs replacing. Minor fence repairs are also needed.

South Point Sanctuary. South Point Sanctuary includes a pathway that runs from 7th Street southwest and ultimately to Biddeford Pool Beach. The land is owned and maintained by the Biddeford Pool Land Trust.

Condition: N/A. No boat access. No public restroom facilities.

Needs: None Known

Staples Street Beach. Staples St., Beach is located at the end of Staples Street in Biddeford Pool is a small rocky beach that is maintained by the Biddeford Pool Improvement Association. There is no parking available so access is pedestrian only.

Condition: N/A. No formal boat access. No public restroom facilities.
Needs: None Known

Town Landing. Town Landing is a laid out city street, approximately 15 feet wide, that provides access to the Saco River from Hills Beach Road within the UNE campus.

Condition: Fair. Carry-in boat access only. No public restroom facilities.
Needs: For the public to be able to access this location signage/demarcation is needed.

Vines Landing. Vines Landing is located at the westerly end of Lester B. Orcutt Boulevard at what is locally referred to as “the gut”. It is a passive park with a gravel boat launch and features great scenic views of Biddeford Pool, the Atlantic Ocean, and Wood Island Lighthouse. There is limited parking available at Vines Landing.

Condition: Very Good. No public restroom facilities.
Needs: Boat ramp.

Wood Island. Wood Island is home to a Maine Audubon Nature Preserve as well as the U.S. Coast Guard’s Wood Island Lighthouse. The Nature Preserve is approximately 30 acres in size and offers opportunities for walking and nature viewing including wildlife.

Condition: N/A. There is a small boat launch/ramp located at the west end of the Island. No public restroom facilities.
Needs: None Known

Yates Street Park. Each Street Park is located next to Vines Landing in Biddeford Pool. As a park that was established by the Biddeford Pool Land Trust upon donation of the land from its former. It is a passive park with great views of Biddeford Pool is suitable for picnicking and birdwatching. Parking is very limited in the area.

Condition: N/A. No boat access. No public restroom facilities.
Needs: None Known

G. Working Waterfront Current Use Lands:

"Working waterfront land" means a parcel or portion of a parcel of land abutting tidal waters or one that is located in the intertidal zone (located between the high and low water mark) the use of which is more than 50% related to providing access to or in support of the conduct of commercial fishing (including commercial aquaculture) activities. Working waterfront land used predominantly (more than 90%) as working waterfront is eligible for a 20% reduction from just value. Working waterfront land used primarily (more than 50%) as working waterfront is eligible for a 10% reduction from just value. Working waterfront land that is permanently protected from a change in use through deeded restriction is eligible for the aforementioned reduction plus an additional 30% reduction. If the property no longer qualifies as Working Waterfront, then a penalty would be assessed using the same methodology as is used for removal from Tree Growth classification.

Biddeford did not have any acreage in the Working Waterfront Current Use Program in 2006 and 2016.

14A. Climate Change

2023 Climate Change Vulnerability Assessment (SMPDC)

Climate Change Vulnerability Assessment Summary

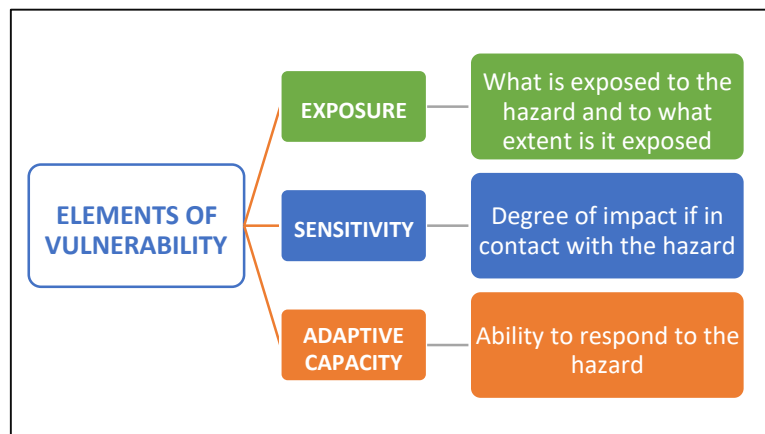
BIDDEFORD

Introduction

One of the first steps to understanding how communities can plan for and address climate change impacts is to assess climate hazards that are projected to impact an area as well as the things, people, and places that are vulnerable to those hazards. **Climate vulnerability is**

commonly defined as the product of **exposure** to climate hazards, **sensitivity** of the built, social, and natural systems to those hazards, and the **adaptive capacity** of those systems for responding to change and stressors. The more sensitive something or someone is to a hazard and the lower their adaptive capacity to respond to the hazard, the greater their vulnerability. Vulnerability also increases as exposure to the hazard does.

Evaluating vulnerabilities, including what will be impacted by climate hazards, and to what extent those impacts will occur, provides a baseline for developing targeted strategies, measures, and solutions for reducing vulnerabilities.



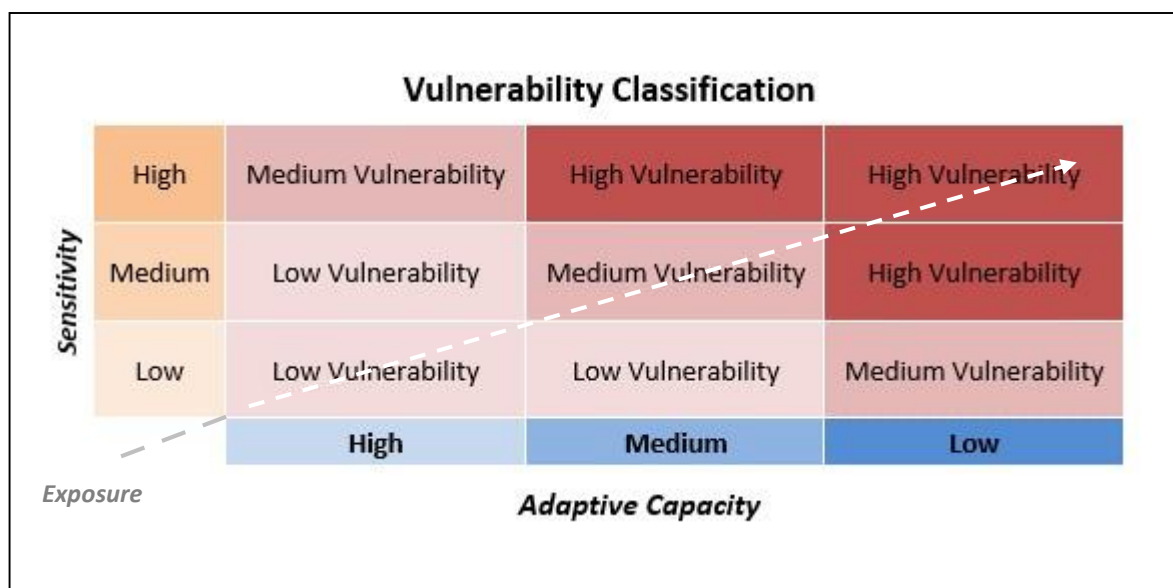


Figure adapted from NOAA. 2022. *Implementing the Steps to Resilience: a Practitioner's Guide*.

This draft vulnerability assessment summary presents an overview of climate hazards and associated impacts and vulnerabilities for the community of Biddeford. The assessment uses local, regional, state, and national data pertaining to climate hazards, historical conditions, trends, and future projections to assess impacts of and local vulnerabilities associated with the following:

- Flooding from sea level rise and storm surge
- Precipitation and extreme storms
- Extreme temperatures
- Drought
- Changing marine conditions

The assessment evaluates impacts of those hazards to the built, social, and natural environment; public health; and the economy. The 'desktop' vulnerability assessment generated quantitative-based information about climate hazard exposure within each Cohort community. Information about adaptive capacity and sensitivity, which is usually more qualitative in nature and not readily captured by state or national datasets or numeric data, as well as information about what/where/who is of greatest concern to the community, will be added to this document over the next several months. The project team will support the gathering of that information through input and feedback from the community Task Force and the broader community through engagement activities. **This assessment will be updated and refined by the project team throughout the CAP process.**

Key Takeaways

- Biddeford's downtown area has the highest social vulnerability compared with all other areas of the community. This vulnerability is driven by the prevalence of

people/households with low annual incomes, without a vehicle, no internet access, living alone, are disabled, renters, or are age 65+ and living alone.

- The downtown area also is designated as 'disadvantaged' by the US Council on Environmental Quality due to the area's low life expectancy, elevated rates of asthma, and low household income relative to national conditions and co-occurring climate and/or environmental hazards, including heat and flooding. Biddeford is the only community in southern Maine with a designated 'disadvantaged' area and the designation carries priority for certain federal funding programs.
- Extreme heat and temperatures are increasing in Biddeford and areas of the community with existing social vulnerabilities, such as the downtown, are already urban heat islands. Increasing air temperatures will exacerbate existing vulnerabilities, especially for the elderly, young, people with existing health conditions, and those with limited access to air conditioning, and will pose a risk to people and the natural environment.
- Coastal areas of Biddeford, especially Biddeford, Pool, Fortunes Rocks, and Granite Point, as well as low-lying areas along the Saco River, are extremely vulnerable to the increasing impacts of flooding, storm surge, and sea level rise. Some of the areas most exposed to flooding also have a relatively high percentage of older individuals and structures built before modern building codes, making them more sensitive to flood hazards.
- Drought is becoming a hazard of increasing concern, particularly in the more rural regions where there could be negative impacts to private wells and agriculture, and could lead to increased wildfire risk.
- Compounding climate change vulnerabilities will impact all areas of life, including public health, natural areas, the local economy, municipal fiscal health, and community well-being.

Social Vulnerability

The impact of climate change will not be felt evenly across the community and will not be uniformly distributed among population groups. Individuals who already have increased social vulnerability will be disproportionately affected by climate hazards, as they generally have lower capacity to prepare for, respond to, and recover from hazard events and disruptions. Demographic information can help determine local populations' adaptive capacity, or the ability to adapt and respond to a disaster.

The following demographic information summarizes indicators of social vulnerability and adaptive capacity at the community level and US Census-designated block group level, which is the smallest geographic unit at which this demographic data is available. Information about the community's social vulnerability will be supplemented and contextualized with information gathered from the Task Force and community members through engagement approaches.

Demographic Profile

Table 1 outlines 17 demographic indicators of social vulnerability at the community-wide and block group levels, which align closely with those used in the Maine Social Vulnerability Index.³ These data are from the 2021 American Community Survey (ACS), which is conducted by the U.S. Census Bureau. The 2021 ACS is the most current demographic data available because the results of the 2020 Decennial Census have not been released yet. Block groups are the small geographic unit for which the U.S. Census provides demographic data. Block groups are delineated based on population and contain between 600 to 3,000 people. There are a total of 19 block groups in Biddeford. The locations of Biddeford's 19 block groups are shown in Figure 1.

The ACS is conducted annually on an ongoing basis throughout the year to collect information about changing socioeconomic characteristics of communities. Unlike the Decennial Census which surveys every household, the ACS only surveys a portion of households in the community and uses the results to estimate demographic characteristics across the community. In small communities, like many of those along the coast of Maine, that accuracy of ACS estimates may be imperfect due to the small sample size. In larger communities the estimates tend to be more accurate because the sample size is more statistically robust. The ACS also surveys seasonal residents which can make it difficult to understand the characteristics of the year-round population in seasonal communities. The task force can use the 17 demographic indicators to begin thinking about which parts of the community may be more socially vulnerable to the impacts of climate change. However, qualitative anecdotal information from the Task Force and City staff can improve the accuracy of this information.⁴

Demographic data are presented at the population and household level. The U.S. Census Bureau defines a household as a group of people who live within the same housing unit regardless of whether or not

they are related. A housing unit is a room or group of rooms that is designed to be separate living quarters such as a house, apartment, or condo.⁵

There are three income thresholds referenced in Table 1. These thresholds were selected because they approximate the US EPA climate change and social vulnerability income threshold (\$51,500), the State median income (\$64,767), and the York County median income (\$73,856).

³ Johnson et al., 2018, A lifeline and social vulnerability analysis of sea level rise impacts on rural coastal communities

⁴ Johnson et al., 2018, A lifeline and social vulnerability analysis of sea level rise impacts on rural coastal communities

⁵ U.S. Census Bureau, Subject Definitions: <https://www.census.gov/programs-surveys/cps/technicaldocumentation/subject-definitions.html#household>

Key Takeaways

- Downtown Biddeford (block groups 4-14) is the most socially vulnerable area based on the 17 demographic indicators. This area has elevated social vulnerability across all indicators except for the percent of the block group population that is over the age of 65.
- The neighborhood around the downtown USPS Post Office (block group 5) has the highest percentage of the population and households within the block group that have a disabled person, are below the national poverty level, have an annual income below the EPA climate change and social vulnerability threshold, are below the County and State median incomes, have no vehicle, are living alone, and are age 65 or older living alone. This block group also has an elevated percentage of households with no internet access compared to the rest of the community.
- The neighborhood around Springs Island, east of Biddeford High School (block group 7) has an elevated percentage of households within the block group that have a disabled person, are below the national poverty level, single parent households, below the EPA climate change and social vulnerability income threshold, below the County and State median incomes, and have no vehicle or internet access compared to the rest of the community.
- The neighborhood around the old mill buildings between Main Street and Elm Street (block group 13) has an elevated percentage of the population within the block group that are minorities, speak English less than well, have no high school diploma, and are unemployed compared to the rest of the community.

Extreme Storms & Precipitation

Key Takeaways

- Since 1895 annual precipitation in York County has increased 6.9 inches, and extreme precipitation events (greater than 2 inches in a day) have become more frequent. Future

projections indicate that annual precipitation will likely continue to increase and extreme precipitation events will become even more frequent.

- Flooding events are the most common type of disaster in York County and the most destructive. In the last quarter century, flooding events have caused nearly \$45 million in property damage across coastal York County, and coastal floods alone have caused about \$22 million in property damage.
- Downtown Biddeford is particularly vulnerable to flooding and stormwater overflow during extreme precipitation events because of a high degree of impervious surfaces.

This area is also the area of highest social vulnerability in the community.

- The Biddeford Pool and Fortunes Rocks Beach also have a high degree of impervious surfaces and are more vulnerable to the combined impacts of extreme precipitation and coastal flooding during severe storms.
- Increases in extreme storms are likely to cause more frequent and longer duration power outages in Biddeford.

Background Info, Trends, & Projections

Storms and heavy rainfall are becoming more frequent and intense with climate change. From 1895 to 2022 total annual precipitation in York County has increased 6.9 inches (Figure 8), which is slightly higher than the statewide trend of about 6 inches. Shifting weather patterns are causing more precipitation to fall as rain rather than snow,⁶ and extreme precipitation events (greater than 2 inches in a day) are becoming even more frequent. Coastal communities like Biddeford are experiencing even more frequent extreme storms and precipitation events because of the influence of Atlantic storm tracks.⁷ Hurricanes and tropical storms are tracking further northward and there is a high increase in the probability of lower category storms impacting the East Coast. A recent national study found that the Northeast is expected to see the largest increases in the annual probability of at least tropical storm wind conditions or higher, as hurricanes are expected to move further up the Atlantic coast in the future. This may have a significant impact on buildings not built to a code that considers the wind speeds they will likely face over the next 30 years.⁸

⁶ ME Climate Council, Scientific Assessment of Climate Change and Its Effects in Maine, 2020:

<http://climatecouncil.maine.gov/reports>

⁷ University of Maine, Maine's Climate Future, 2020: <https://climatechange.umaine.edu/climate-matters/mainesclimate-future/>

⁸ First Street Foundation. 2023. Embargoed: The 7th National Risk Assessment: Worsening Winds

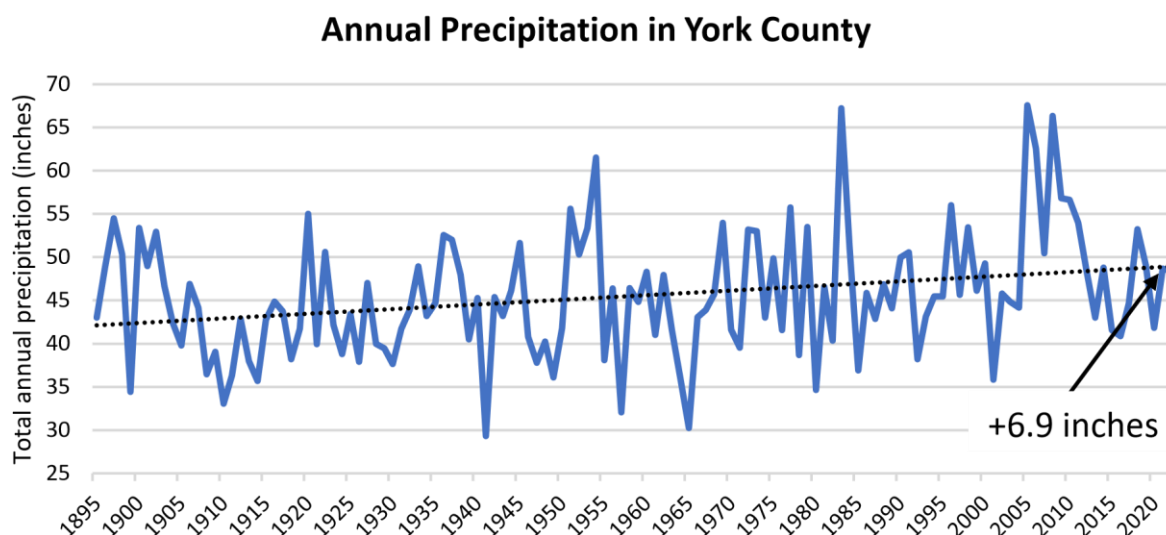


Figure 8. Total annual precipitation in York County from 1895 to 2022 based on monthly data from the [NOAA National Centers for Environmental Information](#). Over this time period total annual precipitation has increased by 6.9 inches.

Since 1970 there have been 34 federally declared disasters in York County related to storm events. Severe storms with heavy rains, strong winds, and coastal flooding have been the most common type of event and have occurred most frequently during the months of February and March followed by October.⁹ NOAA maintains a database of all reported storm events, including storms that did not qualify for a disaster declaration. Since 1996 there have been a total of 361 storm events in coastal York County, and 122 events that caused significant property damage totaling about \$54 million (Table 4). Flooding events alone, including coastal flooding, have caused nearly \$45 million in damage across the region.¹⁰

Table 4. Cumulative storm events and property damage in coastal York County from 1996 to 2022 based on data from the [NOAA Storm Events Database](#).

Storm Events in Coastal York Co. from 1996-2022		
Event Type	Number	Property Damage
Coastal Flood	58	\$21,659,000
Flash Flood	8	\$12,625,000
Flood	10	\$10,653,500
Ice Storm	2	\$7,930,000
High/Strong Wind	28	\$537,500
High Surf	8	\$229,000
Lightning	8	\$145,000
TOTAL	122	\$53,779,000

⁹ FEMA Disaster Declarations Summary, as of 2022: <https://www.fema.gov/openfema-data-page/disasterdeclarations-summaries-v1>

¹⁰ NOAA Storm Events Database, as of 2022: <https://www.ncdc.noaa.gov/stormevents/>

Historically, flooding has been the most common type of disaster in York County, particularly coastal flooding caused by nor'easters.¹⁵ Storm tides cause extensive coastal flooding and occur when a storm surge coincides with an astronomical high tide. The highest water level recorded at the Portland tide gauge (the closest gauge to Biddeford) occurred during the Blizzard of 1978 and exceeded 14 feet MLLW (Figure 9). The 2018 nor'easter and 2007 Patriot's Day Storm also caused storm tides within the top 20 water levels recorded at the Portland tide gauge. During the recent December 23rd storm (which is not displayed on the graph) a water level of 13.72 feet MLLW was recorded in Portland, about an inch lower

than the 2018 nor'easter storm tide.¹¹ In Biddeford, coastal neighborhoods like the Biddeford Pool and Fortunes Rocks Beach have experienced the most coastal flooding impacts.

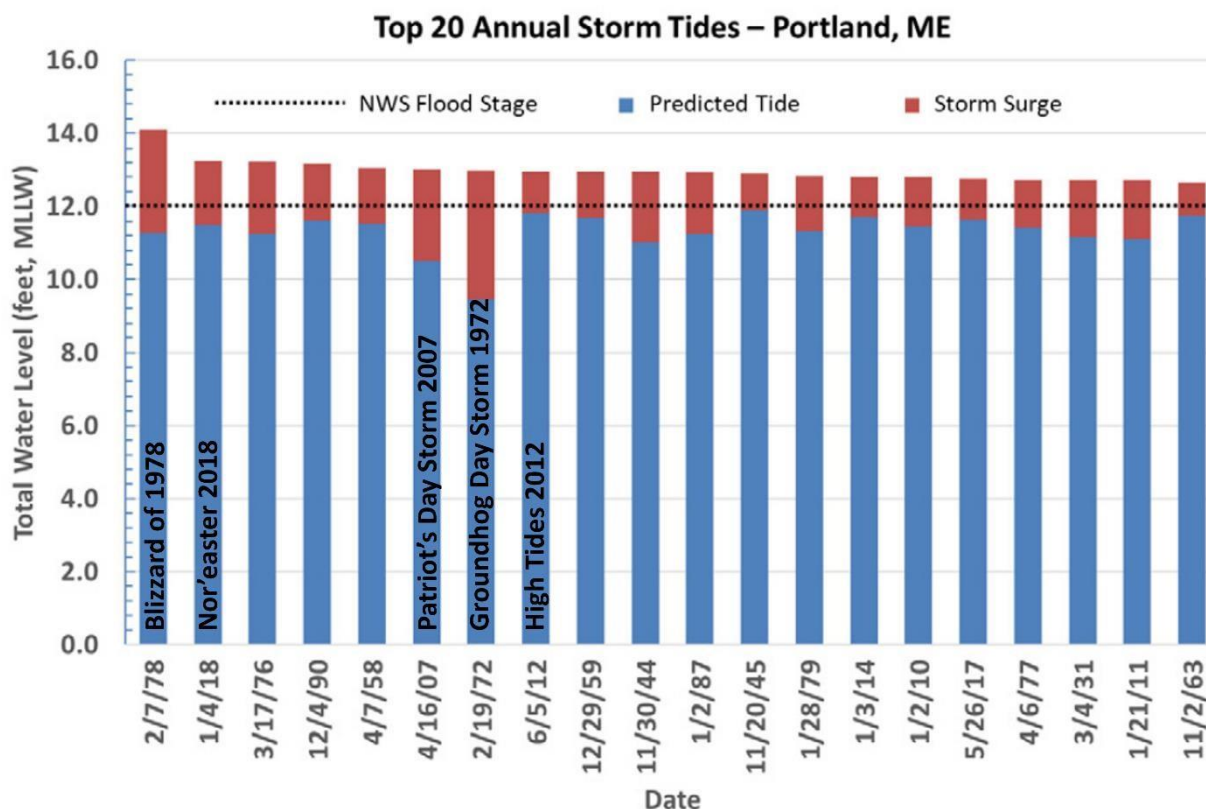


Figure 9. Major storm events and top 20 annual storm tides recorded at the Portland, ME tide gauge from 1912-2019. The National Weather Service Flood Stage of 12 feet MLLW is shown as a dashed line. This threshold indicates when elevated water levels begin to create a hazard to public safety, property, and infrastructure. Graph was created by Pete Slovinsky at the Maine Geological Survey for the [ME Climate Council, Scientific Assessment of Climate Change and Its Effects in Maine, 2020](#).

¹¹ NOAA Tides and Currents <https://tidesandcurrents.noaa.gov/waterlevels.html?id=8418150>

¹⁷ York County Emergency Management Agency, Hazard Mitigation Plan, 2022:

Intense storms and heavy precipitation can cause inland flooding along rivers and streams and exacerbate coastal flooding. Developed areas with lots of impervious surfaces such as roads, parking lots, sidewalks, and buildings experience more flooding during heavy rainfall because the water has nowhere to go. Stormwater systems can overflow because of limited capacity to handle high water volumes, causing runoff into lakes and rivers. Inland and urban flooding poses a threat to public safety, infrastructure, and property. Runoff also increases the risk of contaminated drinking water supplies and degraded water quality in coastal areas, making it unsafe to swim.¹⁷ *(Note: Local information about beach closures due to poor water quality is forthcoming and will be included in the final version of the assessment)*

Like coastal flooding, inland and urban flooding may occur during winter nor'easters, but also occur during summer and fall tropical storms or intense thunderstorms. Flash floods are historically uncommon in Maine, but in October 2021 a flash flood dropped 6.7 inches of rain on Biddeford in 6

hours. It caused extensive damage, especially along the developed areas of the Saco River. Inland flooding is difficult to predict but changing weather patterns and more frequent and intense hurricanes in the southern U.S. have the potential to cause more inland and urban flood events in coastal communities like Biddeford.¹²

Biddeford's proximity to the Saco River and its tributaries increases the community's risk of inland flooding. Furthermore, Biddeford's downtown is highly impervious as are the corridors along Alfred Road and Route 1 (Figure 10). There is also a higher degree of imperviousness along the Saco River east of the downtown, in the Biddeford Pool neighborhood, and along Fortunes Rocks Beach. There is an elevated risk of flooding from extreme precipitation and stormwater overflow in these areas, and in the coastal areas of the Biddeford Pool and Fortunes Rocks Beach may exacerbate the impacts of coastal flooding. In the future, with more intense storms and extreme precipitation events these areas will be at a higher risk of flooding.

Storm Surge and Sea Level Rise

Sea level in Maine has been rising in the long-term, but over the past few decades the rate of rise has accelerated. That rise is increasing the frequency of nuisance or high tide flooding, with southern Maine seeing 4 times as many nuisance flooding events over the last decade compared with the average of the past 100-years. According to a recent State assessment, there is a 67% probability that sea level will rise between 1.1 and 1.8 feet by 2050, and between 3.0 and 4.6 feet by the year 2100 under intermediate global greenhouse gas emissions scenarios, with higher sea level rise amounts possible. With that rate of sea level rise, not accounting for increased intensity and frequency of storms, Maine will see a 15-fold increase in coastal flooding by 2050. Those scenarios do not account for more intense rainfall that climate change is bringing to the region, which will exacerbate flood risk.

As sea level rises in the future, normal high tides will be higher and storms, and accompanying storm surge, will be more impactful, causing extensive coastal flooding to roads, homes, and businesses. Storm surge is the abnormal rise in ocean water level during a storm event, measured as the height of the water above the normal predicted astronomical tide. It is caused

¹² York County Emergency Management Agency, Hazard Mitigation Plan, 2022:

primarily by storm winds pushing ocean water onshore. This rise in water level can cause extreme flooding in coastal areas, especially when storm surge coincides with normal high tide. While future sea level rise will occur gradually over time, extreme storm events can cause damaging flooding episodically in the short-term.

In addition to rising seas, storm surge, and more nuisance flooding events, southern Maine's coastal areas are seeing more frequent and intense precipitation events. Further, the intensity and frequency of precipitation is expected to increase in the future with climate change. Stormwater runoff from rainfall events combined with surge and future sea level rise will lead to more extensive flooding in coastal areas.

Coastal flooding threatens public health and safety by putting transportation corridors, evacuation routes and provision of emergency services at risk; disrupts economic activity through lost business and reductions in tourism; reduces property values; and imperils municipal revenue and budgets. Additionally, individuals who already have increased social vulnerability will be disproportionately affected by sea level rise and climate change as they have less capacity to prepare for, respond to, and recover from coastal hazard events.

Sea level rise threatens not only the landscape above ground, but also the below-grade environment. Along the coast, groundwater and saltwater are naturally separated by the seaward movement of groundwater. As seas rise, landward intrusion of seawater pushes groundwater levels up and shifts the interface of fresh groundwater and saltwater inland. Low-lying coastal communities and critical infrastructure are at risk of impacts including intrusion of saltwater into groundwater and drinking water resources, increased flooding from higher coastal water tables, and water damage to pavement from below.

To plan for sea level rise and associated impacts, the Maine Climate recommends an approach of committing to manage for a higher probability, lower risk scenario, but also preparing to manage for a lower probability, higher risk scenario. That concept involves building flexibility into designs and decisions so that adjustments can be made to address more extreme sea level rise. It accounts for some of the variability and uncertainty regarding global emissions reductions efforts and evolving science about potential future melting of land-based ice. The State recommends that Maine commit to manage for 1.5 feet of relative sea level rise by 2050, and 3.9 feet of sea level rise by the year 2100, but prepare to manage for 3.0 feet by 2050, and 8.8 feet by 2100, all in relation to 2000 local sea level.

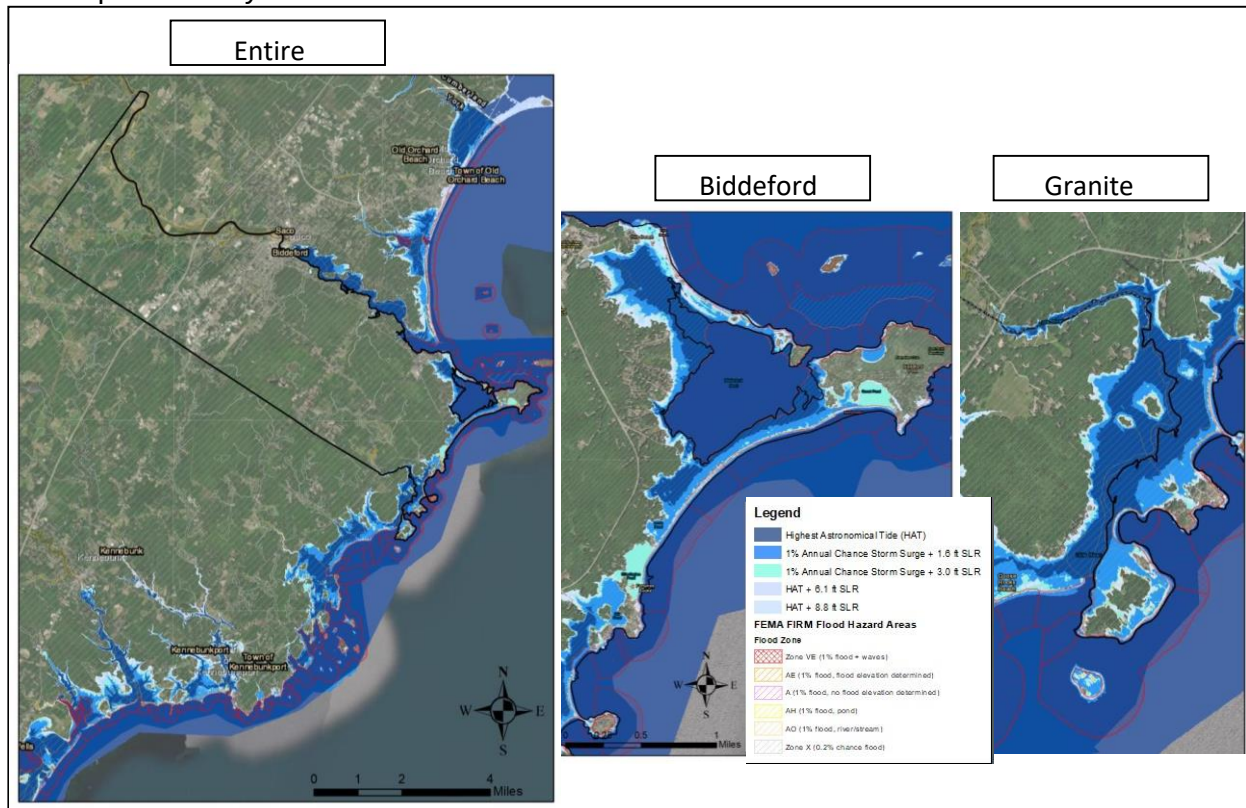
In Biddeford, future sea level rise will cause regular inundation of low-lying coastal areas during high tide, leading to contamination of groundwater aquifers and wells from saltwater intrusion, and increased erosion of sandy beaches, dunes, and salt marshes.

This section presents assessment results of the impacts of modeled flooding from storm surge combined with sea level rise to represent what flooding from storm events could look like in the future. The two flooding scenarios, listed below, align with the Maine Climate Council's planning recommendation of committing to manage 1.5 feet of rise by 2050 and preparing to manage 3.0 feet by 2050.

Flooding scenarios used for assessment¹³:

- Storm surge from 1% annual chance storm event (*i.e.* 100-year storm) + 1.6 feet of sea level rise
- Storm surge from 1% annual chance storm event + 3.0 feet of sea level rise

The assessment results presented below use the terms ‘vulnerable’, ‘impacted’, and ‘at-risk’ to describe impacts. All three terms mean that the parcel, asset, or area is touched by water under the given inundation scenario. It is important to note that the modeled flood scenarios show inundation at high tide, so not every area or thing that is directly impacted by the flood scenarios will be permanently inundated.



¹³ The sea level rise scenarios were developed by the Maine Geological Survey and do not account for wave action or precipitation. The storm surge values were provided by Ransom Consulting, LLC, and consist of storm surge and static wave set-up, without additional wave action due to crests or wave runup.

Property Impacts

Where and how we choose to develop land profoundly impacts the resilience of our community. Buildings located in areas exposed to natural hazards like flooding are at greater risk of climate change impacts. Biddeford's municipal budget, like most southern Maine coastal communities, is highly dependent on revenue from local property taxes and coastal development provides a substantial portion of the municipal tax base, generating vital funds that sustain community operations, services, and programs. However, it is that same development that is most susceptible to coastal flooding, placing residents, visitors, and municipal fiscal health at risk. Studies have shown that coastal hazards and climate change diminish the value of impacted properties¹⁴. Municipal fiscal health could be negatively impacted if coastal properties, which generate a large portion of local tax revenue, are exposed to flooding and if development in vulnerable areas continues. In addition, the coastal areas and resources, especially sandy beaches, that serve as the economic engine for towns, the region, and state are particularly vulnerable to storms and rising seas as increasing water levels reduce the area of dry beach available.

Error! Reference source not found. 14 shows the locations of buildings and facilities that are critical for community safety, function, and well-being, and the location of historic properties. It also shows parcels that are vulnerable to, or 'impacted' by, projected flooding from the two modeled scenarios.

- There are designated historic properties along the Saco River and in Biddeford Pool that are located in areas that are vulnerable to flood hazards, including sea level rise, storm surge, and flooding from the 1% annual chance event.
- Parcels that are expected to be impacted by flooding with the 1.6 ft. sea level rise scenario total slightly more than \$391 million in assessed property value, representing 11.1% of the city-wide assessed property value (Table 5).
- Road access to 56 parcels will be cut off by flooding with the 1.6 ft. scenario and 260 will be cut off with the 3.0 ft. scenario, putting the people who live there and emergency access to them at risk.
- Properties along Hills Beach, Biddeford Pool, Fletcher Neck, Fortunes Rocks Beach, Granite Point, and Timber Point are vulnerable to flooding from the open Ocean and the tidal Little River from both the 1.6 ft. and 3.0 ft. scenarios. These areas also have elevated social vulnerability and a high percentage of structures built before 1970, meaning that they are likely not constructed to modern building codes increasing sensitivity to flooding.
- The Timber Point walking trail, an important recreational area for residents and visitors, is vulnerable to flooding from both the 1.6 ft. and 3.0 ft. scenarios.

¹⁴ Shi, L., Varuzzo, A. M. (2020). *Surging seas, rising fiscal stress: Exploring municipal fiscal vulnerability to climate change*. Cities 100 (2020) 102658.

Table 5. Assessed value of parcels impacted by flooding from storm surge combined with sea level rise (Source: SMPDC. 2022 coastal economic resilience assessment, phase 2. Unpublished.)

	Parcel Value: Only Land Impacted	Parcel Value: Buildings & Land Impacted	Total Assessed Value Impacted	% of City- Wide Assessed Value (2022)
Storm surge + 1.6 ft. SLR	\$45,475,401	\$345,621,800	\$391,097,201	11.1%
Storm surge + 3.0 ft. SLR	\$47,957,468	\$492,041,100	\$539,998,568	15.3%

Infrastructure Impacts

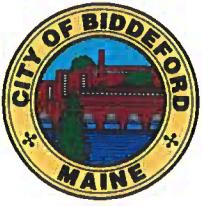
- Stormwater and sewer infrastructure:** Storm and sewer infrastructure vulnerable flooding are located along Mile Stretch Road, Pool Street near the UNE campus, at the end of Lafayette Street, in the downtown area along the mill buildings adjacent to the Saco River, and at the wastewater treatment facility (Table 6, Figure 12.).
 - The Yates Street pump station in Biddeford Pool is vulnerable to flooding from the 1.6 ft. scenario.
 - The wastewater treatment plant is vulnerable to flooding the 3.0 ft. scenario.
- Water infrastructure:** Biddeford is served by Maine Water and public water infrastructure (mains, hydrants, etc.) around Biddeford Pool, especially along Hills Beach Road, Channel Cove Lane, and Ocean view Drive, are located in areas that are vulnerable to flooding from the 1.6 ft. scenario.
- Critical facilities:** The Biddeford Pool Fire Department is not exposed to flooding from the two modeled scenarios, but access from the Department to other locations along the coast is impacted by extensive flooding of Mile Stretch Road.
- Almost 25,000 linear feet of road are vulnerable to flooding from storm surge plus 1.6 feet of sea level rise. Vulnerable roads include **Route 208/Mile Stretch Road, Granite Point Road, Fortunes Rocks Road, Hills Beach Road** and **Timber Point Road**. These road impacts make the coastal area of Biddeford particularly vulnerable to coastal flooding and sea level rise because they are the only access roads to their associated coastal neighborhoods and homes (Figure 13).
- Route 208/Mile Stretch Road** is a designated evacuation route that is vulnerable to flooding. The road is projected to be flooded in the modeled scenario of storm surge plus 1.6 feet of sea level rise. Mile Stretch Road is the only access route in and out of the

Biddeford Pool neighborhood, which is a block group of elevated social vulnerability based on the percentage of the population over the age of 65 living alone and percentage of households with an annual income of less than the state and county median income as well as the EPA climate change and social vulnerability income threshold.

- There are three **tidal road crossings (culverts)** that are restrictions and vulnerable to sea level rise along the coast on Lilly Pond Road, Bridge Road, and Granite Point Road. There is also one on Pool Street near Tattle Corner.
- Based on an assessment by the Maine Geological Survey, coastal engineered structures (e.g., seawalls, bulkheads, jetties, etc.) in the following areas are vulnerable to overtopping by flooding from the modeled current 1% annual chance storm event, not including sea level rise.
 - Most rip-rap areas along Granite Point Road.
 - Most rip-rap in front of residential properties along Old Kings Highway.
 - The majority of structures along Fortunes Rocks Road.
 - Rip-rap along Bridge Road near its intersection with Mile Stretch and Fortunes Rocks Roads.
 - Most structures along the back marsh side of Mile Stretch Road and on the ocean side of residential properties.
 - The majority of structures along Ocean Avenue, Biddeford Pool, and the middle and southern portions of Hills Beach.

Table 6. Storm and sewer infrastructure vulnerable to storm surge plus 1.6 feet and 3.0 feet of sea level rise. (SMPDC. 2022 coastal economic resilience assessment, phase 2. Unpublished)

Infrastructure Type		Vulnerable to Surge + 1.6 ft. SLR Scenario	Vulnerable to Surge + 3.0 ft. SLR Scenario	Not vulnerable to 1.6 ft. or 3.0 ft. Scenarios
Storm and Sewer	Wastewater Treatment Facility	-	Yes	-
	Pump Stations	1 (Yates Street Pump Station)	1 (Yates Street Pump Station)	35
	Gravity Force Mains	13,121 ft.	14,503 ft.	628,158 ft.
	Other storm and sewer infrastructure points (manholes, grates, etc.)	63	86	4,377



CITY OF BIDDEFORD

Planning and Development Department

PLANNING BOARD MEMO

TO: Mayor Casavant and Members of the Biddeford City Council

FROM: Larry Patoine, Planning Board Chair

DATE: May 1st, 2023

RE: **2023 City of Biddeford Comprehensive Plan**

Mayor and City Councilors

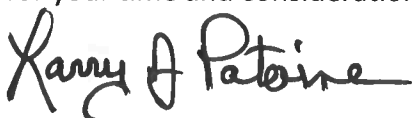
I am writing on behalf of the Biddeford Planning Board to express my confidence and support of the 2023 City of Biddeford Comprehensive Plan being presented to you today. Based on the extensive work, outreach and engagement that has been done to develop this plan, I can confidently say that this document represents a thoughtful, in-depth and forward-thinking vision for our City.

The development of the 2023 Comprehensive Plan has been a truly collaborative effort. Members of the Planning Board, City Staff, City-Supported groups and community leaders have put in countless hours of hard work and dedication to develop a Comprehensive Plan that reflects the uniqueness and strengths of our community. As a member of the original Comprehensive Plan Committee and as the Chair of the Planning Board, I have seen this document grow and evolve based on engagement and feedback from hundreds of community members and City-supported groups. The Planning Board has also worked collaboratively with Planning staff to build and shape the Comprehensive Plan into the document presented before you.

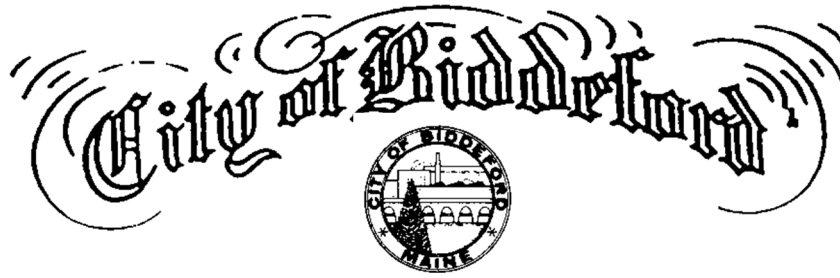
I am particularly impressed with the document's emphasis on sustainability, resiliency and long-term planning to meet the challenges and changing needs of our community and our region. The 2023 Comprehensive Plan recognizes the importance of preserving our natural resources and maintaining a high quality of life for future generations while also embracing growth and change.

I believe the goals and vision outlined in the 2023 Comprehensive Plan have the potential to make a significant positive impact on our city, and I would encourage the Council to adopt the 2023 Comprehensive Plan. I have no doubt that the Comprehensive Plan presents a bold and forward-thinking vision for our city that, if implemented, it will lead to a more vibrant, prosperous, and sustainable community.

Thank you for your time and consideration.

Sincerely, 

Larry Patoine
Planning Board Chair



2023.59

IN BOARD OF CITY COUNCIL... MAY 16, 2023

BE IT ORDERED, that the Biddeford City Council hereby authorizes the City Manager to enter into an agreement with WestEast Design Group in the amount of \$20,000 for consulting services to assist the City with an unhoused services analysis as per the WestEast proposal and scope of work dated April 13, 2023.

Attest by: _____



Finance Committee & City Council

Meeting Date: May 16, 2023
Meeting Time: 5:00 PM & 6:00 PM, respectively
Agenda Item No: 11(e)
Item Description: 2023.59) Award/Unhoused Services Consulting Contract to WestEast Design Group
Submitted by: Gail Wilkerson, HUD Housing Programs Director

Supporting Information/Documentation:

Attached Proposal from WestEast Design Group.

Key Terms:

N/A

Executive Summary:

[WestEast Design Group](#) of San Antonio, TX, was the sole respondent to the City's RFP for Unhoused Services Policy Consulting. Based on their proposal and budget, the experience and training of the project leads, references from communities where WestEast has performed similar work, and a lengthy interview with the project team leaders, staff recommends awarding the consulting contract to WestEast Design.

Detailed Review:

The primary consultants for the project are: Scott Ackerson, LMSW, a master's-prepared social worker with experience in direct service to vulnerable populations, healthcare consulting, and affordable housing and healthcare systems improvement; and Katherine Dillard Gonzalez, PhD, a public and urban policy expert with background in HUD housing counseling programs and mental health and homeless service systems analysis and improvement. The two have 30 years of combined direct practice in homeless services and national consulting to help communities design and improve service systems for the unhoused and those with behavioral health/substance use challenges. They have helped communities nationwide create short- and long-term plans for care networks that serve vulnerable populations using an holistic, multi-sector approach to align the many systems impacting homelessness, including law enforcement, criminal justice, healthcare, workforce readiness, and city, county, and state governments. Their work includes systems change efforts in Bexar County, TX, which resulted in the creation and ongoing improvements at the [Haven for Hope](#) Transformational Campus. They have also worked with communities of a size similar to Biddeford, including Boerne and New Braunfels, TX. It is important to note

that though WestEast is an architectural/design engineering firm, the project leads do not necessarily recommend communities adopt bricks-and-mortar solutions.

During their interview with City staff, Scott and Katherine demonstrated deep knowledge in the following domains, which are specifically relevant to the requested scope of work:

- Reviewing the unhoused services system for obvious gaps, based on City-collected data
- Analyzing the impact of land use ordinances on unhoused services policy
- Dollarizing the true cost of serving the unhoused and offering strategies for how those dollars might be redirected for greater impact
- Reviewing the City's affordable housing development toolkit (e.g., affordable housing tax increment financing, Housing Trust Fund, HUD grants, etc.) to optimize affordable unit growth
- Providing examples of how other cities with similar housing occupancy rates are serving the unhoused utilizing the evidence-based Housing First and Rapid Re-Housing service models, both of which require the availability of affordable units to implement
- Sharing knowledge of financial resource strategies that help support affordable housing development (e.g., tourism taxes, bond issues, etc.).

Funding Source:

Council Order #2023.21 dated March 7, 2023 authorized a solicitation for a qualified vendor to support unhoused policy analysis at an amount of \$20,000 payable from the General Fund.

Staff Recommendation:

Based on their proposal and budget, qualifications, holistic/systems approach to service delivery for the unhoused and other vulnerable populations, and their demonstrated ability to deliver actionable results, staff recommends awarding the consulting contract to WestEast Design Group.

Policy Consultant -- Unhoused Services RFP #2023-03-20PC

City of Biddeford, Maine

April 13, 2023



WestEast Design Group, LLC
200 E. Grayson Street, Suite 207
San Antonio, Texas 78215
T 210.530.0755



April 13, 2023

ATTN: JAMES BENNETT
OFFICE OF THE CITY MANAGER
205 Main Street - PO Box 586
Biddeford, ME 04005

CONTACT PERSON:
SCOTT ACKERSON
DIRECTOR, SOCIAL IMPACT STUDIO
D 210.298.9619 | M 210.385.0892
scotta@westeastdesign.com

Section 1, Cover Letter

RFP: Policy Consultant–Unhoused Services (RFP #2023 03 20PC)

Dear Mr. Bennet,

WestEast Design Group is pleased to present our qualifications to the City of Biddeford's Request for Proposal #2023-03-20PC. Upon reviewing the knowledge and skill sets requested in the RFP, we believe WestEast is uniquely positioned to be the consultant/partner you seek. Two years ago, WestEast created the Social Impact Studio (SIS) to focus on endeavors that create impactful and sustainable changes in the communities we serve. The SIS is led by Scott Ackerson, a licensed master's degree social worker, and focuses on holistic projects for human service endeavors including homeless consulting, child advocacy centers, community centers, early childhood learning centers, and affordable housing communities. The SIS has also led research projects to study trauma-informed design, which included conducting focus groups with existing consumers of affordable housing to bring the consumer perspective into the design and function of these communities. We integrate best practices for human services into all aspects of every project we undertake, from planning and purpose to function and design.

The two primary consultants who will lead this project, Scott Ackerson and Katherine Dillard Gonzalez, have over 30 years of direct practice in homeless services and national consulting to assist communities in homeless services system design and improvement. They have worked with communities across the nation in developing both short and long-term plans for homeless systems of care, always utilizing a multi-sector and holistic approach. Scott and Katherine have helped communities align all systems impacting homelessness including law enforcement, criminal justice, healthcare systems, workforce readiness, and city and county governments. Their expertise was instrumental in the systems change efforts in Bexar County, TX, which included the creation and on-going improvements at the Haven for Hope Transformational Campus.

WestEast's multi-disciplinary team has the experience and expertise to successfully complete the analysis and resulting policy options for the City of Biddeford. Our consultants have not only the capacity to do a comprehensive strength and gap analysis to create new and innovative solutions for your system of care, but also the ability to assess, potentially redesign, or create the physical facilities needed to serve the people of Biddeford experiencing homelessness. We want to work on this project because we are impressed with Biddeford's initiative in addressing homelessness before it is at a crisis level. The obvious care and compassion Biddeford has for the community's unhoused people aligns perfectly with the Social Impact Studio's goals and values. Thank you for your time and consideration. Please contact me if you have questions or would like additional information.

Sincerely,

Katherine Kimm
Co-owner and General Manager

Section 2, Skills and Experience of the Team

WestEast Design Group is a small, minority owned business located in San Antonio, Texas. WestEast has provided consulting and design services for 27 years. The WestEast team will be led by Scott Ackerson, a licensed social worker and Director of our Social Impact Studio. He will be accompanied by primary consultant, Dr. Katherine Dillard Gonzalez, and research consultant Gabriela Esquivel.



27 Years in Business

35 Employees



200 E. Grayson Ste. 207
San Antonio, TX 78215

27 Years at Local Office

0

Claims or Lawsuits

Project Lead: Scott Ackerson, LMSW

Team Lead Scott Ackerson oversaw services and strategic relationships on the Haven for Hope Campus and went on to consult with communities across the U.S. on improving and redesigning their homeless systems of care. He also has served as a Board member for The South Alamo Regional Alliance for the Homeless, the local Continuum of Care, for over 10 years. Scott has also provided consulting for several similar sized communities as Biddeford, including Boerne, Texas and New Braunfels, Texas.

Prior to joining WestEast Design Group, Scott served as EVP of Strategic Relationships for Prospera Housing Community Services, the largest non-profit affordable housing provider in the state of Texas. In this role, Scott pioneered innovative programming working with Managed Care Organizations in addressing Social Determinants of Health and lead efforts for a third-party evaluation demonstrating the efficacy of the programs.

Before Prospera, Scott worked as a Principal for Health Management Associates, a national healthcare consulting firm. In that role, Scott worked across the United States doing work related to homeless systems of care, Social Determinants of Health, supportive housing and infant mortality.

Prior to HMA, Scott provided clinical and programmatic oversight for Haven for Hope, a campus for homeless services with over 1,000 beds in Bexar County. Scott coordinated services and resources among continuum of care organizations and sat on the Continuum of Care Board. He oversaw social service operations, workforce development, and supportive housing programs. Scott piloted a peer support integration program and conceptualized a jail diversion program for people experiencing homelessness.

While working for Haven for Hope, Scott was also vice president of community transformation services at the Center for Health Care Services (CHCS), a community mental health center in San Antonio. He managed behavioral health services on the Haven for Hope campus, as well as an innovative integrated care clinic that provided care to chronically homeless individuals.

Scott championed addiction and mental health recovery programs for both Haven for Hope and CHCS. He oversaw partner relations and strategic community development – particularly in the areas of permanent housing and healthcare for people experiencing

homelessness. Scott also created the In-House Recovery Program, an addiction recovery for people experiencing homelessness and the first treatment program that focused solely on people experiencing homelessness.

Prior to his career in homeless recovery services, Scott worked for 20 years in child welfare services, including opening a trauma-informed residential treatment center in San Antonio. He received the inaugural Rama Ramanathan National Commitment to Service Award for his innovative work with young adults emancipating from foster care.

Scott is an adjunct professor of social work specializing in cultural competency and macro-level social work practice. He continues to serve on local and national non-profit boards including the South Alamo Regional Alliance for the Homeless, Street2Feet, Project Red (El Salvador), and Urban Vision Alliance (San Francisco). Scott received a master's degree in social work from Our Lady of the Lake University and a bachelor's degree in social work at St. Cloud State University in Minnesota. He is a licensed Master of Social Work.

Primary Consultant: Dr. Katherine Dillard Gonzalez

Dr. Katherine Dillard Gonzalez has been a national housing and homeless consultant for 18 years and contracts with Haven for Hope to manage the local HMIS system, as well as develop research and system reports.

Over the last 18 years, Dr. Dillard Gonzalez has worked with government agencies and non-profit organizations in many states across the country related to the intersection of homelessness, behavioral health, housing, and community development. Since 2014, her client work has led her to develop system reports for the following:

- City of San Antonio- Mental Health System Analysis
- City of San Antonio- Trauma Informed Care Consortium System Analysis
- Bexar County- Substance Use System Analysis
- LISC- Housing System Analysis
- Haven for Hope- Homeless Services Response System

The results of this work are documented in her dissertation submitted to The New School for completion of her doctoral degree. Katherine's dissertation Systemic Strategies to Address Homelessness: A Situation Analysis of the Response in San Antonio, Texas, demonstrates the need for a systems-approach in addressing the complex

issues associated with homelessness. Her work and research underscore the fact that homeless intervention systems by themselves cannot and will not end homelessness, rather what is needed is an approach that is cross-sector and systemic and addresses upstream interventions and downstream interventions.

Dr. Dillard Gonzalez has worked alongside the local continuum of care (CoC) through consulting with the local HMIS Lead. This portion of her consulting portfolio includes developing governance documents between the collaborative application, board of directors, and HMIS Lead. Such governance documents include: the governance charter for HMIS, the MOU between the board of directors, HMIS Lead, and collaborative applicant, contributing HMIS organizations, as well as local policies and procedures. This work was presented at a 2019 conference sponsored by HUD's Community Planning and Development Department in collaboration with Mike Lindsay from ICF.

[The presentation can be found here.](#)

Through her work, Dr. Dillard Gonzalez has deep understanding of the various funding structures that relate to homelessness beyond just the dedicated CoC funds including law enforcement costs, hospitals and healthcare systems, criminal justice systems, and other public and private investments. Her other areas of expertise include organizational assessments, government relations, project management, data analysis and performance trends, and systems improvement. Dr. Dillard Gonzalez is also bilingual in English and Spanish.

Research: Gabriela Esquivel

Gabriela Esquivel conducts research for WestEast's Social Impact Studio. She is skilled at synthesizing complex topics, developing research frameworks, and identifying key themes in qualitative data. Her research experience covers a variety of topics ranging from auditory and vestibular disorders to art history and urban studies. In addition to her research experience, Gabriela also has experience with web design and development, drafting a SWOT analysis, and navigating data sharing processes across various organizations.

**SCOTT ACKERSON** LMSW**PROJECT LEAD | WESTEAST DESIGN GROUP**

Scott has more than 30 years of non-profit and consulting experience, including community organization, program development/management, and direct social work practice. Scott's expertise includes: homeless systems of care, affordable housing, social determinants of health, social service operations, education/workforce development, partner organization strategies, addiction recovery, and mental health. Scott is also an Adjunct Professor of Social Work and serves on several non-profit boards.

EXPERIENCE**Strategic Consulting, Albuquerque & Santa Fe, New Mexico**

Subject matter expertise to address Albuquerque & Santa Fe's increasing homeless and affordable housing challenges. Both cities have struggled with a lack of knowledge, experience, and funding support to develop effective solutions. Scott's expertise is helping both cities develop a strategic framework to address these growing issues.

Strategic Consulting, Los Angeles, California & Rapid City, South Dakota

Scott worked with the Hospital Association of Southern California to develop a region-wide, five county plan to strengthen homeless systems of care and develop strategies to decrease high-utilization rates of health care services by people experiencing homelessness. He also worked with a foundation in Rapid City to develop and implement a homeless transformational campus.

Haven for Hope, San Antonio, Texas

Scott worked with Bill Greehey and San Antonio City leaders were dedicated to developing a successful program for San Antonio. The \$60 million development was funded through a combination of public and private funds, of which over 60% came from the private sector. The team took 18 months to research over 200 homeless shelters across the country to define and develop the Haven for Hope facility. Once the campus was open, Scott led efforts to transform programming from behavior modification to evidence-based practices of recovery-oriented systems of care, trauma-informed care, person-center planning, and peer support integration.

Prosperemos Juntos / Thriving Together, San Antonio, Texas

Prosperemos Juntos / Thriving Together is a grant program developed by Methodist Healthcare Ministries to support local communities. Prospera Housing Communities partnered with WestEast to win a first-round grant from the program. The design team, with Scott serving as a subject matter expert, is working to develop a set of strategies for renovating several Prospera affordable housing projects. Design strategies will focus on trauma-informed design principles and deep listening of the experiences of residents.

EDUCATION

Master of Social Work,
Our Lady of the Lake
University

REGISTRATIONS

Licensed Master of Social
Work

YEARS OF EXPERIENCE

30



KATHERINE DILLARD GONZALEZ PH.D.

PRINCIPAL CONSULTANT | WESTEAST DESIGN GROUP

Dr. Katherine Dillard Gonzalez has focused her 18-year career on fostering relationships that enhance the quality of life for community residents. Her experience engaging government agencies at the federal, state, and local level creates a platform to leverage structural change and shift service delivery practices. The intent is to strengthen organizational capacity to improve client outcomes, promote a culture of innovation, and encourage shifts in systemic practices.

EXPERIENCE

Haven for Hope of Bexar County, San Antonio, Texas

Since 2014, she has provided consulting services to improve structure and efficiency within the agency. Such services include organizational development assessment/capacity building, government relations, project management, data analysis and performance trends, and systems improvement.

Mental Health System Assessment, City of San Antonio, Department of Human Services

The purpose of the system assessment was to review historical reports, along with other key documents that detail the operation of the San Antonio Mental Health System. It included the analysis of the interactions between critical community stakeholders, their organizational structures, and the limitations of such structures to effectively execute critical community mental health needs.

Project RED, San Salvador, El Salvador

Conduct an organizational assessment to observe and document the current operational structure. The assessment included conducting individual interviews, observing staff processes, and reviewing organization documents. Subsequent work has included training for the board of directors, revision of organizational bylaws, and on-site strategic planning.

UnidosUS, Department of Housing and Community Development, Washington, DC

Managed a portfolio of 20 non-profit organizations nationwide participating in HUD's Housing Counseling Program through the UnidosUS Intermediary status. Developed customized strategies to increase the efficiency of the service delivery to increase the volume of clients served. Analyzed efficiency models based on the variety of services offered by such organizations.

Publication

Dillard Gonzalez, K. "Systemic Strategies to Address Homelessness: A Situation Analysis of the Response in San Antonio, Texas." (2022) The New School Pro Quest Dissertations Publishing.

EDUCATION

PhD, Public and Urban Policy, The New School

MS, Public and Urban Policy, The New School

MAA, Organizational Development, University of the Incarnate Word

BA, Government and Mexican American Studies, The University of Texas at Austin

YEARS OF EXPERIENCE

18

**GABRIELA ESQUIVEL MA****RESEARCH | WESTEAST DESIGN GROUP**

Gabriela Esquivel conducts research for WestEast's Social Impact Studio. She is skilled at synthesizing complex topics and identifying key themes in qualitative data. Her research experience covers a variety of topics ranging from auditory and vestibular disorders to art history and urban studies.

EXPERIENCE**Trauma Informed Design in Affordable Housing, Prosperemos Juntos—San Antonio, Texas**

Prosperemos Juntos is a grant program developed by Methodist Healthcare Ministries to support local communities. Prospera Housing Community Services partnered with WestEast and was awarded a grant to study affordable housing and trauma informed design. Gabriela has helped coordinate focus groups with affordable housing residents across three properties. The goal of these focus groups is to collect data on residents needs and ways to improve each community.

Design Overlay for Older Adults at Hemisfair Tower Park—San Antonio, Texas

Hemisfair Conservancy recently selected WestEast to develop a design overlay for older adults at Tower Park. Gabriela was responsible for researching strategies to develop public spaces for people over the age of 60. Her research focused on understanding the physical, psychological, and social needs of older adults, who have historically been excluded from urban design conversations. The design team is using this research to develop the design overlay and ensure the end users' needs are met.

Arthur Greenberg Curatorial Fellow—St. Louis, Missouri

Curated Neither Here Nor There: Borders and Mobility in Contemporary Art for the Mildred Lane Kemper Art Museum. The exhibition examined the effects of globalization, which holds out the promise of free circulation, but has also been accompanied by a tightening of national and political boundaries and growing socioeconomic inequality. Gabriela was responsible for conducting extensive historic, political, and artistic research as well as writing an exhibition essay that was published by the museum.

Scotty's House—Bryan, Texas

Scotty's House is a non-profit child advocacy center that provides comprehensive medical, legal, and counseling services for victims of child abuse and their families. Gabriela assisted with demographic research to support the facility assessment team in making recommendations to the organization's board. The final report helped the organization's board understand how to plan for future case load increase.

EDUCATION

MA, History of Art, The
Courtauld Institute of Art

Bachelor of Design in
Architecture, Washington
University in St. Louis

YEARS OF EXPERIENCE

6

Past Projects Relevant to the Scope of this RFP

Below is a comprehensive list of relevant projects completed by the proposed project team. Project descriptions with more information on projects from this list can be found on page 9.

- The Bridge Homeless Assistance Center - Dallas, TX
- Haven for Hope Homeless Transformational Campus - San Antonio, TX
- ChildSafe Child Advocacy Center - San Antonio, TX
- American GI Forum Heroes Lodge - Austin, TX
- Ella Austin Community Center - San Antonio, TX
- Redemption City Church - Austin, TX
- Scotty's House Child Advocacy Center - College Station, TX
- National Grocer Permanent Supportive Housing - San Antonio, TX
- One Rise Behavioral Health Campus - Wichita, KS
- Gateway Gibson Health Hub - Albuquerque, NM
- OneHeart Homeless Transformation Campus-Rapid City, SD
- Homeless consulting CA- Los Angeles, Riverside, San Bernardino, Santa Barbara, Ventura
- Homeless consulting- Santa Fe, NM; Albuquerque, NM
- Homeless consulting TX- Bexar County, Austin, TX, Boerne, TX, New Braunfels, TX
- Strategic consulting- Columbus, OH; El Salvador; Washington, DC; San Antonio, TX

References

OneRise Health Campus, Wichita, Kansas

Matthew Tannehill
matthewt@lange.us.com
316.644.9893

South Alamo Regional Alliance for the Homeless

Katie Vela
katievela@sarahomeless.org
210.394.5045

City of San Antonio

Mark Carmona,
mark.carmona@sanantonio.gov
210.965.4765

OneHeart Transformation Center, Rapid City, South Dakota

Charity Doyle,
charity@oneheartrc.org
605.791.3034

Point-In-Time Coordinator, Boerne, Texas

Robin Stauber,
stauber@boernelibrary.org
210.827.8885



April 7, 2023

Dear Mr. Bennet,

I was first introduced to the work of Scott Ackerson in 2018, as our community began to recognize and coalesce around the need for social services for our unhoused neighbors. As you are likely aware, opinions on how to best deploy community assets to serve this marginalized demographic are strong and vary widely, which can often make community consensus challenging. A group of citizens, including myself as the adult services librarian, formed a loosely based community group working to address these issues. Scott came highly recommended to us by a board member for the San Antonio Housing Coalition, and we brought him to our suburban community on the outskirts of that city to work with us on building a plan.

Scott has deep knowledge regarding homelessness and the issues that drive it. He is generous with his time and adept at managing the politics that can surround this often-divisive community issue. Through his work, advice and counsel, we were able to begin to set a foundation in place for homeless services and proactively engage those, mainly law enforcement officers, who are often at the forefront of working with this population. Scott's knowledge and counsel single-handedly brought around our County Sheriff, who recognized the intersection between his rotating prison population and the mental health challenges, among others, deeply embedded in the homeless demographic.

Through the years, Scott has been generous with his time, network and advice, and we are forever grateful to have him as an advocate as we continue to build out these services. Since this time, we have built a larger community mental health initiative, developed warming and cooling centers for extreme weather conditions, and participate annually in HUD's Point in Time survey count, which has provided baseline data to assist us in both educating our community on these issues. Local nonprofits most closely associated with these social services work also use this data to build more capacity as Texas, and our county, continue to experience explosive growth.

Scott is a valuable asset to any team, and I cannot thank him enough, or offer a stronger endorsement of his work. He has helped us move the needle considerably in the 6 years since he first picked up my phone call. I'm happy to answer any questions you may have, and can be reached at either the library, 830-249-3053, or my cell at 210-827-8885. Thank you.

Sincerely,

A handwritten signature in blue ink that reads 'Robin Stauber'. The signature is fluid and cursive, with the first name 'Robin' and last name 'Stauber' clearly legible.

Robin Stauber
Adults Services Librarian
Point in Time Community Coordinator



The Bridge Homeless Assistance

The Bridge Homeless Assistance Center was developed as a new model to address chronic homelessness in Dallas,

Texas. The goal was to develop the center as a point of pride for the community and create a place for the many invested civic groups to work together.



Ella Austin Community Center

Ella Austin is a multi-social service community center that provides services from early childhood to senior services in the

Dignowity Hill neighborhood on San Antonio's East side. The community center is housed in a historic Middle School owned by the City of San Antonio that dates back to the 1920's



Haven for Hope Homeless Transformational Campus

San Antonio was faced with a homeless population nearing 25,500 individuals in 2003. Looking to

eradicate this issue, numerous organizations came together to create Haven for Hope to provide all the services necessary to address the root causes of homelessness.



Redemption City Church

Redemption City Church recently acquired 12 acres in Round Rock to develop a church campus, but they have chosen to master plan the project with a

unique approach. In their words, Redemption City is where you belong first, then you believe and become a follower. Because belonging is their first priority, they want to develop a campus that welcomes Round Rock in and becomes a center for the community to grow and worship together.



ChildSafe Child Advocacy Center



National Grocer Permanent Supportive Housing

The National Grocers building is an out-of-use historical building located three blocks from San

Antonio's award-winning homeless services center and shelter. This project will transform the 60,000 SF building into 50 permanent supportive housing units for women and children, along with space for in-house support services.



American GI Forum Heroes Lodge

The American GI Forum's Heroes Lodge project mission is to assist and serve veterans and their families. Heroes Lodge

will focus on providing the opportunity for success to all Texas Veterans by meeting them where they are, providing a one-on-one program for restoring a healthy and productive life.



One Rise Behavioral Health Campus

OneRise is an integrative, state-of-the-art behavioral healthcare campus coming to South central Kansas.

This 70-acre campus will offer a comprehensive approach to mental health care and substance abuse needs affecting Wichita and the region. Using traumainformed design, we are creating architecture that not only functions, but promotes healing and wellbeing.

Haven for Hope: A Transformational Model for Homeless Services



Since opening in April of 2010, Haven for Hope has provided housing, transformational, and life-saving services for thousands of men, women, and children experiencing homelessness in Bexar County, Texas. The Haven for Hope campus has become a national model for homeless services delivery systems, combining a person-centered, humanistic approach for the unhoused and a comprehensive, multi-sector system approach in the delivery system.

89% success rate

After one year, 89% of people that exited with a housing placement did not return to homelessness. Since opening, over 5,820 people have exited the transformational campus and moved to permanent housing.

50 thousand lives saved

Over 50,000 individuals have received life-saving services.

\$96.7 million in cost avoidance

Approximately \$96.7 million in documented cost avoidance for City & County jails, emergency rooms and court rooms in first eight years of operation (2008-2015).

300+ services

184 partners provide over 300 services.

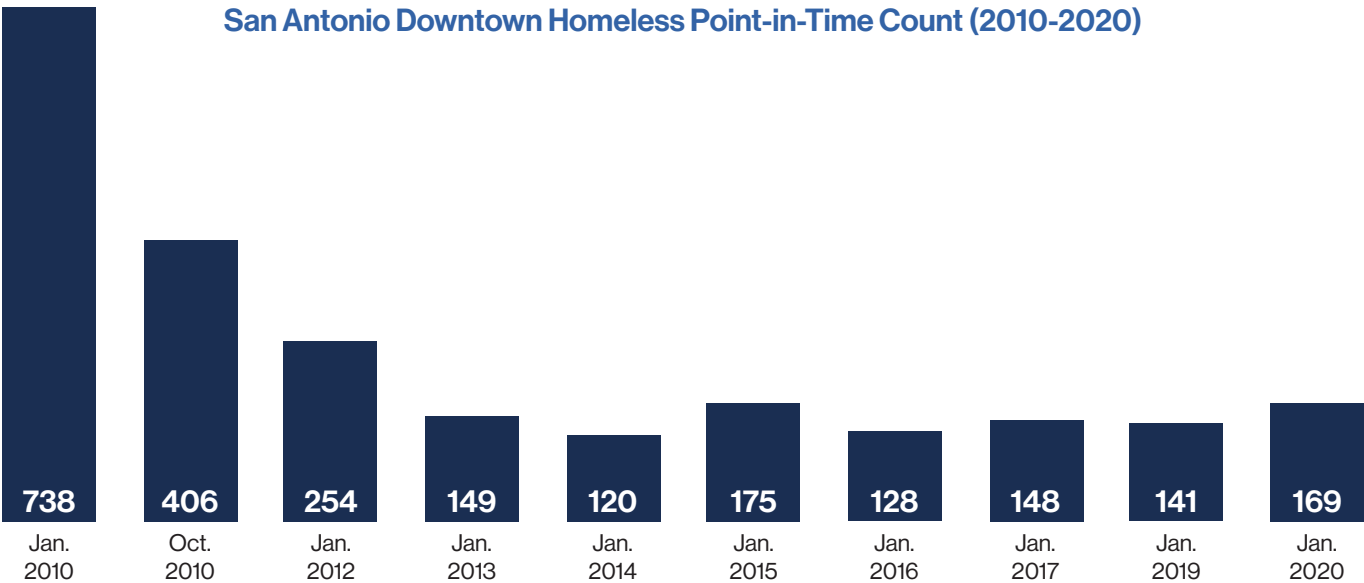
40 thousand medical services

Over 40,000 medical, dental, and vision care services are provided annually to Haven for Hope and the public.

A national model

More than 300 different U.S. cities have visited the campus from various states.

San Antonio Downtown Homeless Point-in-Time Count (2010-2020)



Understanding of the Scope of Work & Timeline of the Project

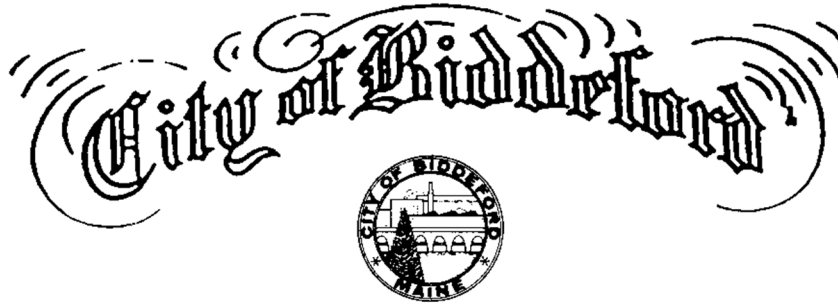
The WestEast team proposed in this RFP fully understand the scope of work in this solicitation, and propose the following work plan to achieve the project’s objectives.

Project Phase	RFP Scope of Work Project Responsinilities	Consultant Activities	Established Timeframe	Format
Phase I: Independent Review of Population, Support Network, and Service Gaps	• Establish scope of work activities between consultant and local stakeholders	Conduct an initial meeting to determine the information gathering tasks, timelines, and the responsible party.	Month 1	Remote
	• Provide a demographic profile of the unsheltered population	Local government and providers will provide information to consultants to review.	Month 1-2	Remote
	• Develop forecast for increase in unsheltered population in 5 to 10 years	Gather and utilize existing local and regional data and emerging demographics to develop predictive analytics for homelessness estimates in the next 5-10 years.	Month 1-2	Remote
	• Map and analyze the existing support services network within the City	Conduct 12 broad stakeholder interviews to ascertain and map the current existing multi-sector support services network in the City and develop a strength and gap analysis.	Month 1-2	Remote
	• Summarize existing and / or gap services/capacity challenges for which a regional/statewide approach could help improve outcomes			
	• Make recommendations for potential best-practice solutions	Drawing from past experiences and data from stakeholder interviews, develop best-practice/evidence-based practice recommendations.	Month 1-2	Remote
	• Analysis of each city’s local ordinances impacting homeless services. Such ordinances should include, but are not limited to, overnight camping, shopping carts, and aggressive panhandling	With assistance from the City staff, identify all existing ordinances impacting homelessness and conduct critical analysis.	Month 1-2	Remote
Phase II: Develop Range of Policy Options and Related Cost	• Summarize key findings in a written report	Prepare report(s)	Month 3-4	Remote
	• Develop a range of policy options to assist the City in addressing the needs of the unhoused and those at risk of becoming unhoused in Biddeford to include the costs associated with not implementing the policy options.	Based on research, develop comprehensive policy options and a predictive cost-modeling report associated with not implementing recommended changes.	Month 3-4	Remote
	• Deliver a written report of the range of policy options	Prepare and deliver report including a systems map.	Month 3-4	Remote
Phase III: Public Presentations on Report Findings and Policy Recommendations	• Prepare and present information and findings at public meetings;	Prepare and present findings.	Month 3-4	TBD
	• Attend meetings of significance to the city staff;	Attend meetings as needed/requested.	Ongoing	TBD

Costs

We propose to provide the scope of work described in Section III, Scope of Work, as a fixed price contract not to exceed \$20,000. This includes an estimated hours of professional services, travel expenses, transcription services, and consumer incentives. Monthly invoices will be issued for billing. WestEast Design Group is committed to performing the work on this project for the City of Biddeford at the fixed price identified above. This price is fixed unless there is a change in the scope of work negotiated between the parties through a bilateral modification to any subsequent agreement. The estimated hours of professional services by task are as follows, though we expect those to be flexible.

Activity	Expected Hours	Expected Costs
Phase I: Independent Review of Population, Support Network, and Service Gaps		
Virtual meeting with City team to identify key stakeholders and begin to coordinate virtual stakeholder meetings.	2	\$400
Virtual stakeholder interviews (12) and data collection	24	\$4,800
Compile and analyze data and create report	20	\$4,000
Subtotal	46	\$9,200
Phase II: Develop Range of Policy Options and Related Costs		
Research and develop policy options, cost model, and systems map	20	\$4,000
Create Report	24	\$4,800
Subtotal	44	\$8,800
Phase III: Public Presentations on Report Findings and Policy Recommendations		
Prepare and present findings virtually at public meetings/ attend city meetings	10	\$2,000
Subtotal	10	\$2,000
Total Hours	100	\$20,000



IN BOARD OF CITY COUNCIL...May 16, 2023
ORDERED, that I, Alan M. Casavant, Mayor of the City of Biddeford, do hereby
appoint:

Carolyn Schmidtke
Ward 7

to the *Zoning Board of Appeals* for a term to expire December 2025.

Attest by:_____

Committee, Board, and Commission Application Form

Application

Name Carolyn Schmidtke

Ward 7

Need to find your Ward?

[Click here](#) to find your Ward on a map or a list of streets.

(Section Break)

Which City Committee, Board or Commission do you request to be appointed to? Zoning Board of Appeals

If other, please list below. And the Recycling & Waste Management commission

Why are you interested in serving the City of Biddeford? I am passionate about, and dedicated to, civic engagement. I value our community and city and feel this is an important way I can contribute to Biddeford's vibrant and healthy future.

Please list any experience that may be pertinent to the Board or Committee in which you are requesting to serve. I am a community member who utilizes the recycling center/transfer station personally and have a vested interest in how Biddeford manages its waste. I'm also very interested in the zoning board of appeals, though my scope of direct experience is more limited in this area.

Please list any prior experience serving on any public Boards, Commissions or Committees (and approximate dates). Field not completed.

Contact Information

Street Address 15 Amherst St

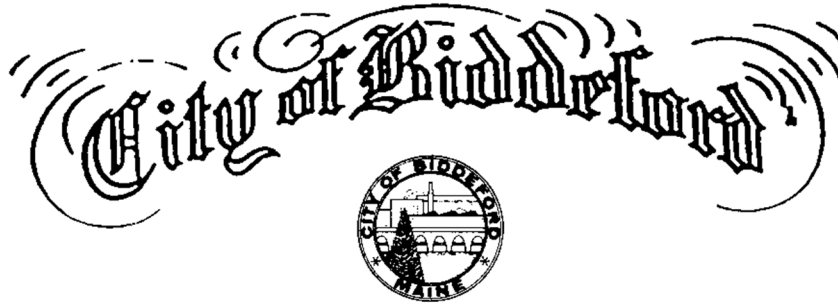
Mailing Address (If Different) Field not completed.

Phone Number(s)

6033594483

Email Address

CarolynSchmidtke@gmail.com



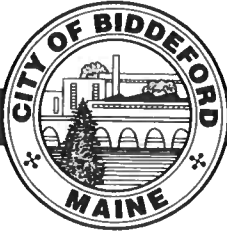
IN BOARD OF CITY COUNCIL...May 16, 2023

ORDERED, that I, Alan M. Casavant, Mayor of the City of Biddeford, do hereby appoint:

Marrick Auger
Ward 5

to the *Downtown Development Commission* for a term to expire December 2025.

Attest by:_____



CITY OF BIDDEFORD

Application for City Committees, Commissions and Boards

Date: May 2nd 2023

Name: Marrick Auger

Street Address: 105 Main St
Biddeford

Mailing Address: _____
(if different) _____

Phone Number(s): 6037314812

Email Address: marrick@live.com

Which City Committee, Board or Commission do you request to be appointed to:

- | | |
|---|--|
| ☐ • Airport Commission | ☐ • Harbor Commission |
| ☐ • Biddeford Citizens Advisory Committee | ☐ • Historic Preservation Commission |
| ☐ • Biddeford Fire Advisory Committee | ☐ • Planning Board |
| ☐ • Biddeford Housing Authority | ☐ • Policy Committee |
| ☐ • Biddeford Police Advisory Committee | ☐ • Project Canopy Committee |
| ☐ • Board of Assessment Review | ☐ • Recreation Commission |
| ☐ • Cable T.V. Committee | ☐ • Recycling & Solid Waste Management Commission |
| ☐ • Capital Projects Committee | ☐ • Shellfish Conservation Committee |
| ☐ • Conservation Commission | ☐ • Wastewater Management Commission |
| ☐ • Diversity, Equity and Inclusion Committee | ☐ • Zoning Board of Appeals |
| ☒ • Downtown Development Commission | ☐ • Other: |
| ☐ • Economic Improvement Commission | |

CITY OF BIDDEFORD
Committee Application

Please list any prior experience serving on any Public Boards, Commissions or Committees (and approximate dates)

None

Please list any other experience that may be pertinent to the Board or Committee in which you are requesting to serve on.

I helped run the Saco River Market 2012-2016. Exclusively ran the Biddeford Farmers Market from 2016-2019. In the past year I have taken over Confetti, a Biddeford based makers market focused on Maine growers and makers.

Please provide a brief statement describing your interest in serving the City of Biddeford.

I am not local, I stumbled into Biddeford Maine in 2006. Since then I have repeatedly returned. I currently live down town Biddeford, I am raising my children here, I run my business here, I am connected to the community and artists that thrive here. I would love nothing more than to be a part of the growth and promotion of downtown Biddeford.

Attach any additional information to this application and return it to the City Clerk's Office.