



**City of Biddeford
City Council**

January 13, 2026 at 5:30 PM
City Hall Council Chambers & Zoom

[Click to Join Zoom Meeting Online](#)

Or call in by phone: +1 312 626 6799

Meeting ID: 916 0337 4256

Passcode: 682671

1. Roll Call
2. Pledge of Allegiance
3. Presentation
 - 3.a Tax Increment Financing (TIF) 101 Presentation by Philip R. Saucier - Shareholder Attorney,
Bernstein Shur
Municipal & Governmental Services Practice Group Leader
 - 3.b City Development Overview - David Galbraith, City Planner
 - 3.c Review of Staffing Vacancies and Organizational Discussion
4. Adjourn

Tax Increment Financing

January 13, 2026– Biddeford City Council Presentation

Philip Saucier, Esq.
Municipal and Governmental Services Practice Group



Agenda

1. What is a TIF District?
2. Types of TIF Districts
3. How Can TIF Revenues be Spent?
4. Tax Shift Benefits
5. City of Biddeford and TIFs

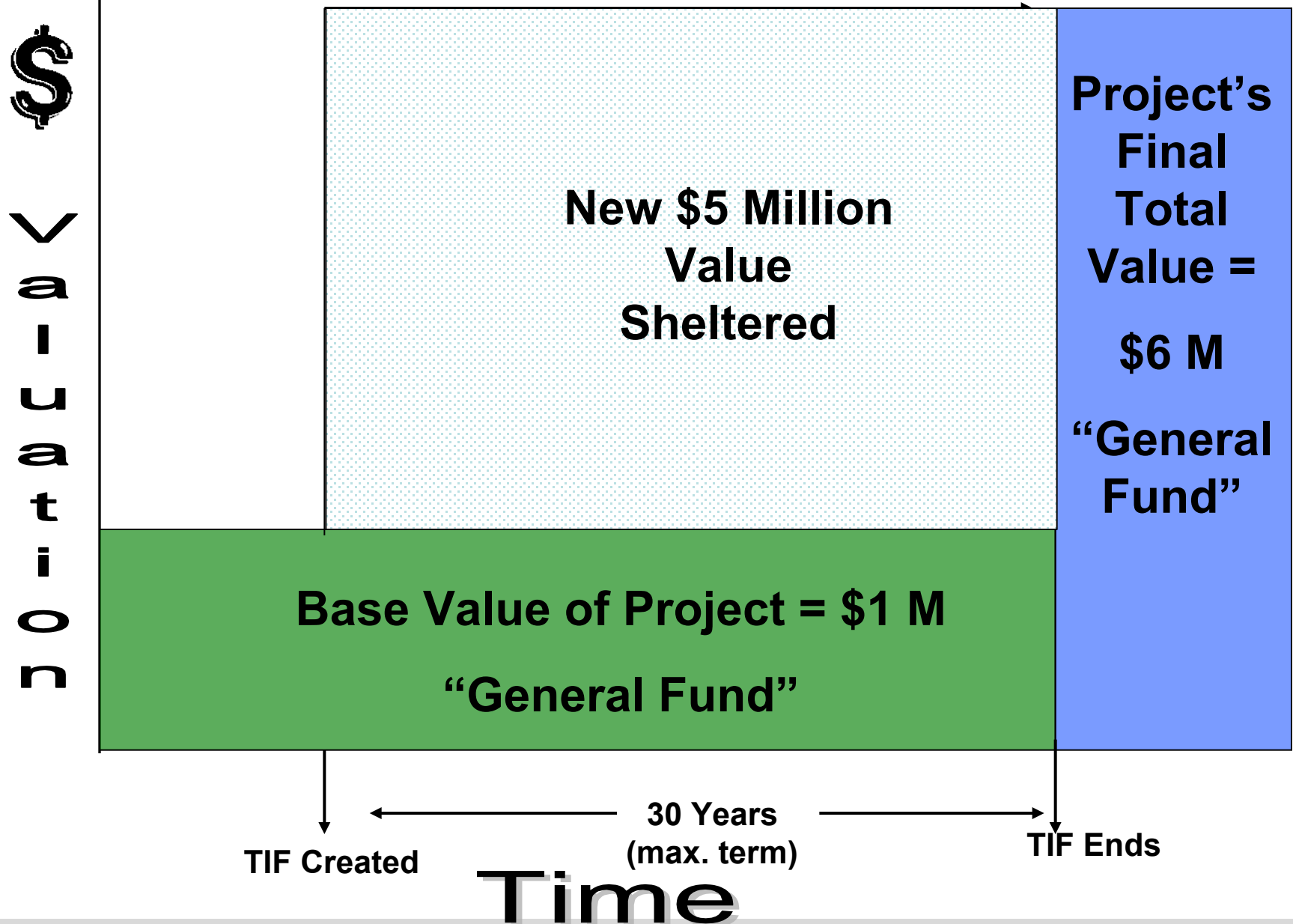
1. What is a TIF District?

- Economic Development Tool that allows municipality to capture new property tax value
- Geographic boundary
- Original Assessed Value
- Development Program
- Applications reviewed for statutory compliance by:
 - Maine Department of Economic and Community Development, or
 - Maine State Housing Authority

Potential Benefits of TIFs

- Assist in achieving economic development goals of comprehensive plan, or other planning/vision documents.
- Attract new investment (i.e., tax dollars), jobs, improve local economy.
- Accomplish significant infrastructure projects.
- Tax shift benefit.

How TIFs Work (Illustrative Purposes Only)



Criteria and Program Limits

At least 25% of area must be blighted, need of rehabilitation, redevelopment or conservation, or suitable for commercial or arts district uses

Acreage Cap

- Single district cannot exceed 2% and total area of all districts cannot exceed 5% of total acreage;
- Exclusions include Downtown, Transit-Oriented, and Community Wind Power TIFs

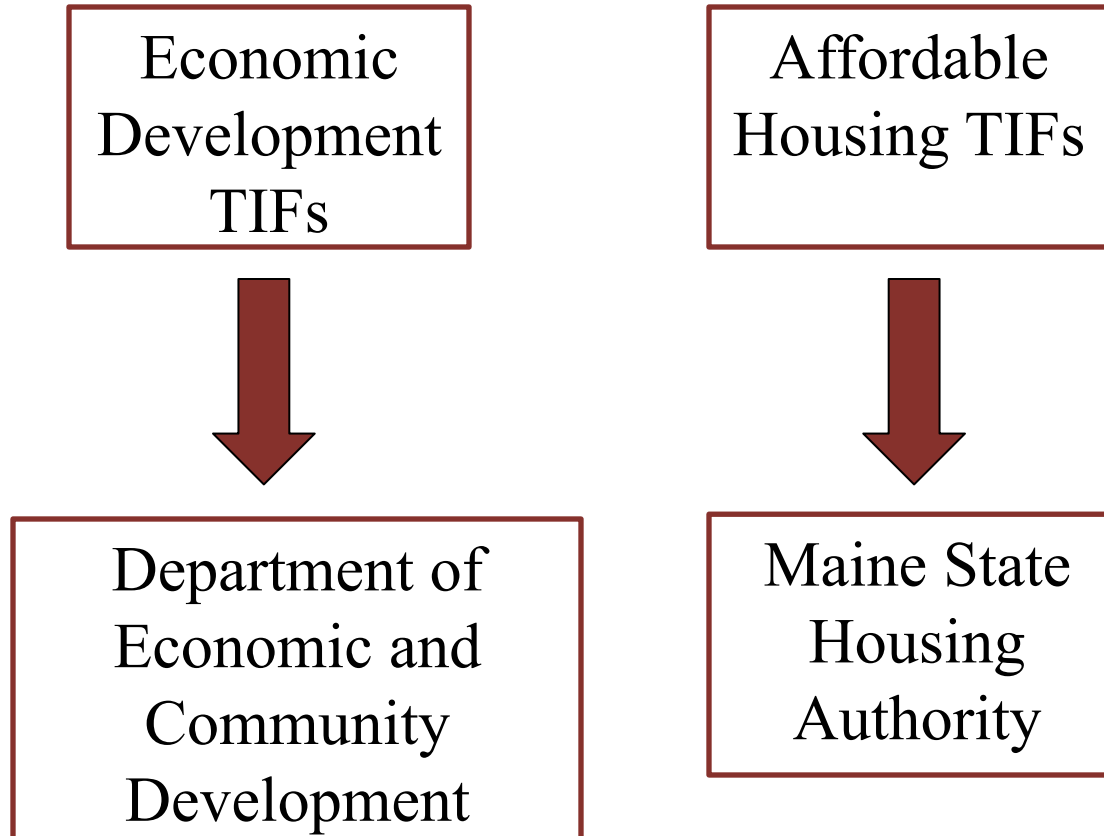
Value Cap

- 5% of total municipal valuation
- Exclusions above also apply to value cap as well as single taxpayer/high valuation districts; AHTIF OAVs are subject to separate cap

Term Limits

- TIF Districts can have a maximum term of 30 years
 - New law allows for extension of an additional 20 years for DECD TIFs if the district uses at least 75% of TIF revenue for affordable housing projects or transit-oriented development.

2. Types of TIF Districts



Other Types of Economic Development TIFs

- **Downtown TIF**

"Downtown" means the traditional central business district of a community that has served as the center of socioeconomic interaction in the community, characterized by a cohesive core of commercial and mixed-use buildings, often interspersed with civic, religious and residential buildings and public spaces, that are typically arranged along a main street and intersecting side streets and served by public infrastructure.

Requires "Downtown Redevelopment Plan"

- **Transit-Oriented TIF**

"Transit" means transportation systems in which people are conveyed by means other than their own vehicles, including, but not limited to, bus systems, street cars, light rail and other rail systems.

- **Omnibus TIF**

Allows municipality to measure the increment of individual parcels within a District separately and enter into multiple CEAs.

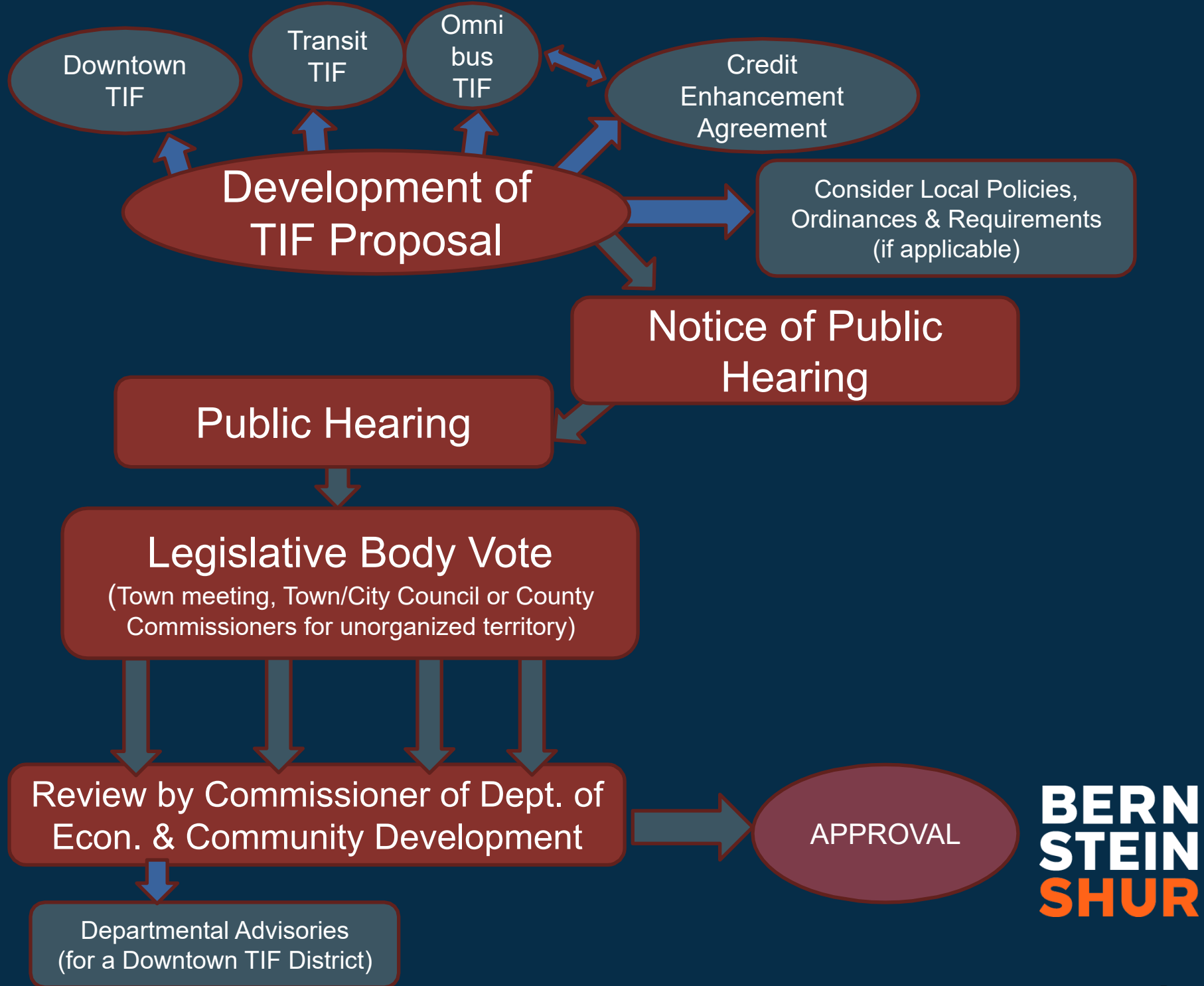
Affordable Housing TIF Districts

- Qualified Allocation Plan for Federal Low Income Housing Tax Credits - Maine State Housing Authority

- Affordable Housing:

A decent, safe, sanitary dwelling, apartment or other living accommodation for a household whose income does not exceed 120% of the median income for the area as defined by the United States Department of Housing and Urban Development.

Note: Most of the presentation relates to economic development TIFs



3. How Can TIF Revenues Be Spent?

Authorized “Project Costs” for Economic Development TIFs:

- Tier 1: Project costs inside the TIF district
- Tier 2: Project costs outside the TIF district, but “directly related to or made necessary by” the TIF district
- Tier 3: Project costs unrelated to location of TIF district

Funding “Project Costs”

Credit enhancement agreements

Municipal bonds

Setting aside TIF revenues

Credit Enhancement Agreements

- Some TIFs include a Credit Enhancement Agreement (CEA) whereby a developer or business receives a property tax reimbursement out of the TIF revenues.
- Approximately 400+ active DECD TIF districts in Maine.
- Majority include at least one CEA.

4. Tax Shift Benefit

- TIFs shelter new assessed value from a municipality's state valuation.
- The “state valuation” = equalized total assessed value in a municipality.
- The state valuation impacts:
 - state education subsidies,
 - county taxes,
 - state revenue sharing subsidies

State Valuation Impacts

General Purpose Aid For Education

A statewide education mil rate is applied to the Town's last three years' state valuation to arrive at the portion of the "Essential Programs and Services" budget paid for by the Town vs. the State. The higher the state valuation, the more funds that need to be raised locally.*

County Taxes Paid by the Town

County taxes are calculated by dividing up the amount the County must raise among member municipalities based on each Town's percentage share of the County's state valuation. The higher the Town's share of the County's state valuation, the higher the County Tax obligation.

Municipal Revenue Sharing Received by a Municipality

Revenue Sharing formula is based on population, taxes raised, and state valuation in two subcomponents. The higher the state valuation, the less subsidy is available under the Revenue Sharing formula.

*Additional local education budgets may also result in additional financial impacts.

Lost Revenue in Every New Tax Dollar



Lost Revenue

Available to City

5. City of Biddeford TIFs

DECD TIFS

1. Adams Point TIF (ends 6/30/2052)
2. Marble Block TIF (ends 6/30/2054)
3. Riverdam TIF (ends 6/30/2040)
4. Route 111-Mill Redevelopment Transit-Oriented TIF (ends 6/30/2054)
5. Saco-Lowell TIF (ends 6/30/2044)
6. Saxon Partners TIF (ends 6/30/2048)

City of Biddeford TIFs (cont.)

AHTIFS

1. Trailside Way AHTIF (ends 3/31/2055)
2. Thatcher Brook AHTIF (ends 3/31/2055)
3. Mission Hill Municipal AHTIF (ends 6/30/2031)
4. The Lofts at Saco Falls AHTIF (ends 6/30/2043)
5. Laconia House AHTIF (ends 6/30/2028)
6. Emery School AHTIF (unknown)

TIF Guidelines and Application Process

- Municipalities can create their own local policies, procedures and guidelines to provide context, standards and standard procedures for the local approval process.
- An application form is also helpful to give potential applicants for credit enhancement agreements a way to initiate the process for consideration.

Thank You!

Philip Saucier

psaucier@bernsteinshur.com

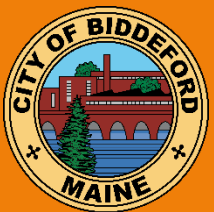
207-228-7160



City of Biddeford Development Overview

City Council Presentation

January 13, 2026



City Downtown Investments

Past, Present & Future



Past

- Purchasing and removing MERC

- Public Parking Garage

- Laconia Plaza

• Ongoing

- Riverwalk/ Mill District Pedestrian/Bike Plan

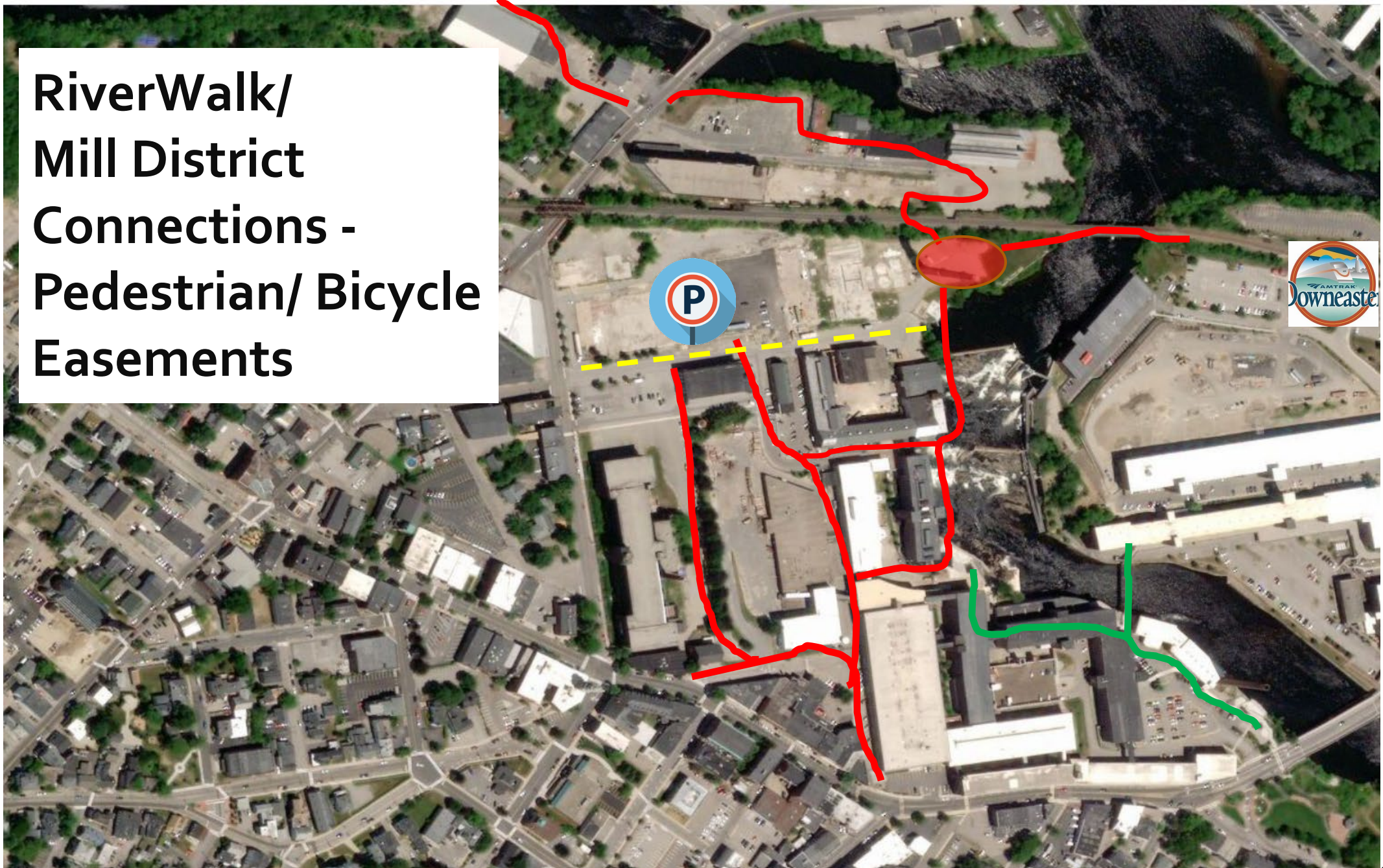
- Pearl Point Park

- Second Saco River Pedestrian Bridge

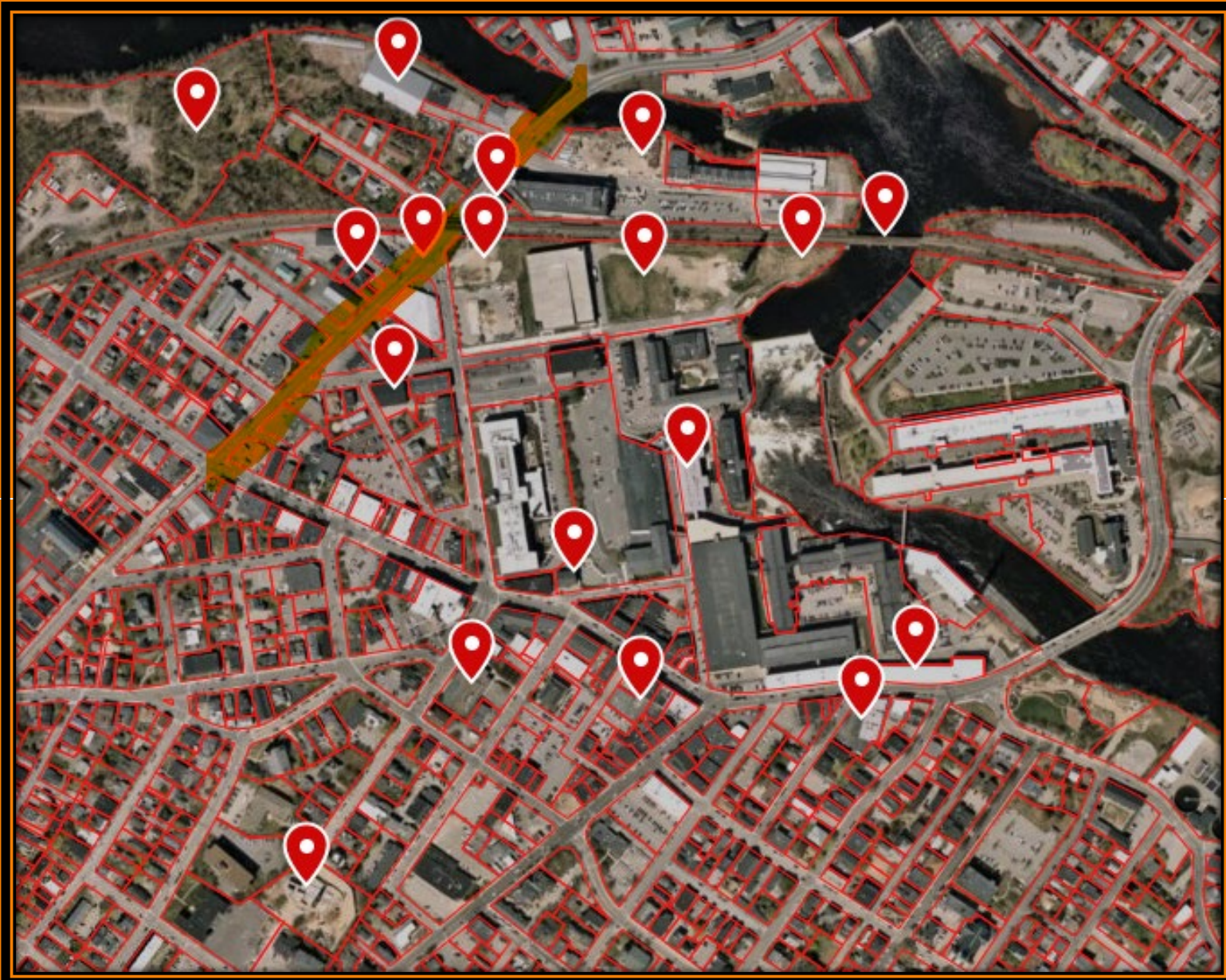
MAINE ENERGY RECOVERY COMPANY (MERC) 1985-2012



RiverWalk/ Mill District Connections - Pedestrian/ Bicycle Easements



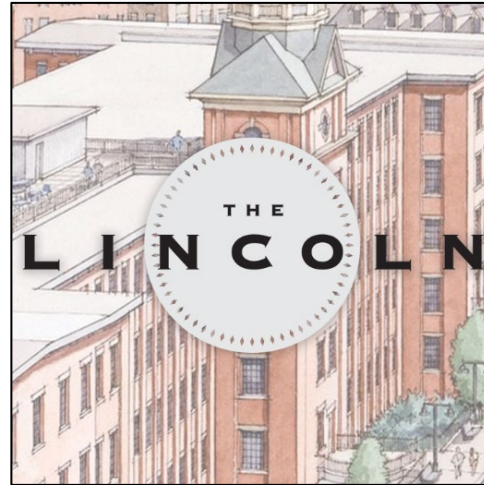
DOWNTOWN DEVELOPMENTS



Lincoln Mill

Lincoln Lofts

Opened Spring 2022
140 Residential Units



Lincoln Hotel

35 Hotel Units
Opened Fall 2022

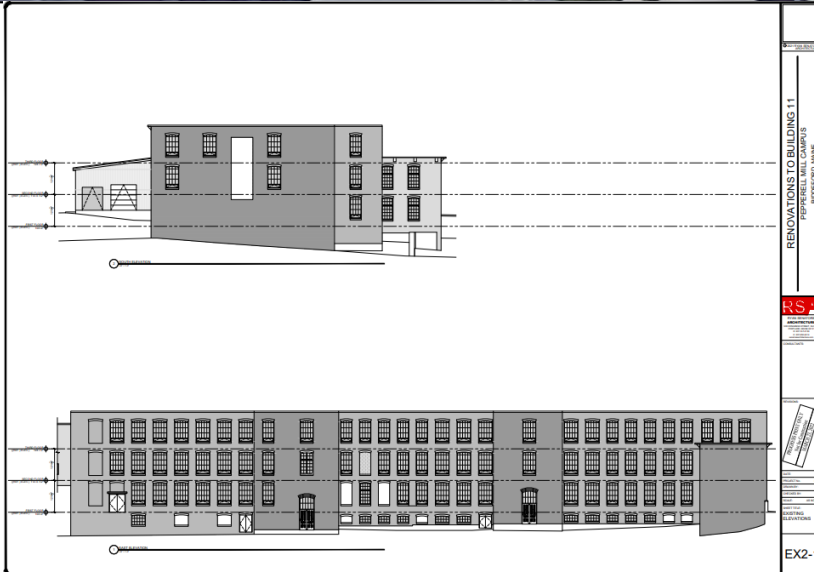
Phase II
Conceptual





Pepperell Building 11 Laconia House

76 market-rate residential units
Under Construction



Saco Lowell - Upper Falls Road (UFR)

1 UFR = 96 housing units & 320 Self storage units

10 UFR = 51 Residential Units

20 UFR = 20 Residential Units

26 UFR = 11 Residential Units

30 UFR = Convention Center

Project Status: 95% +/- Complete

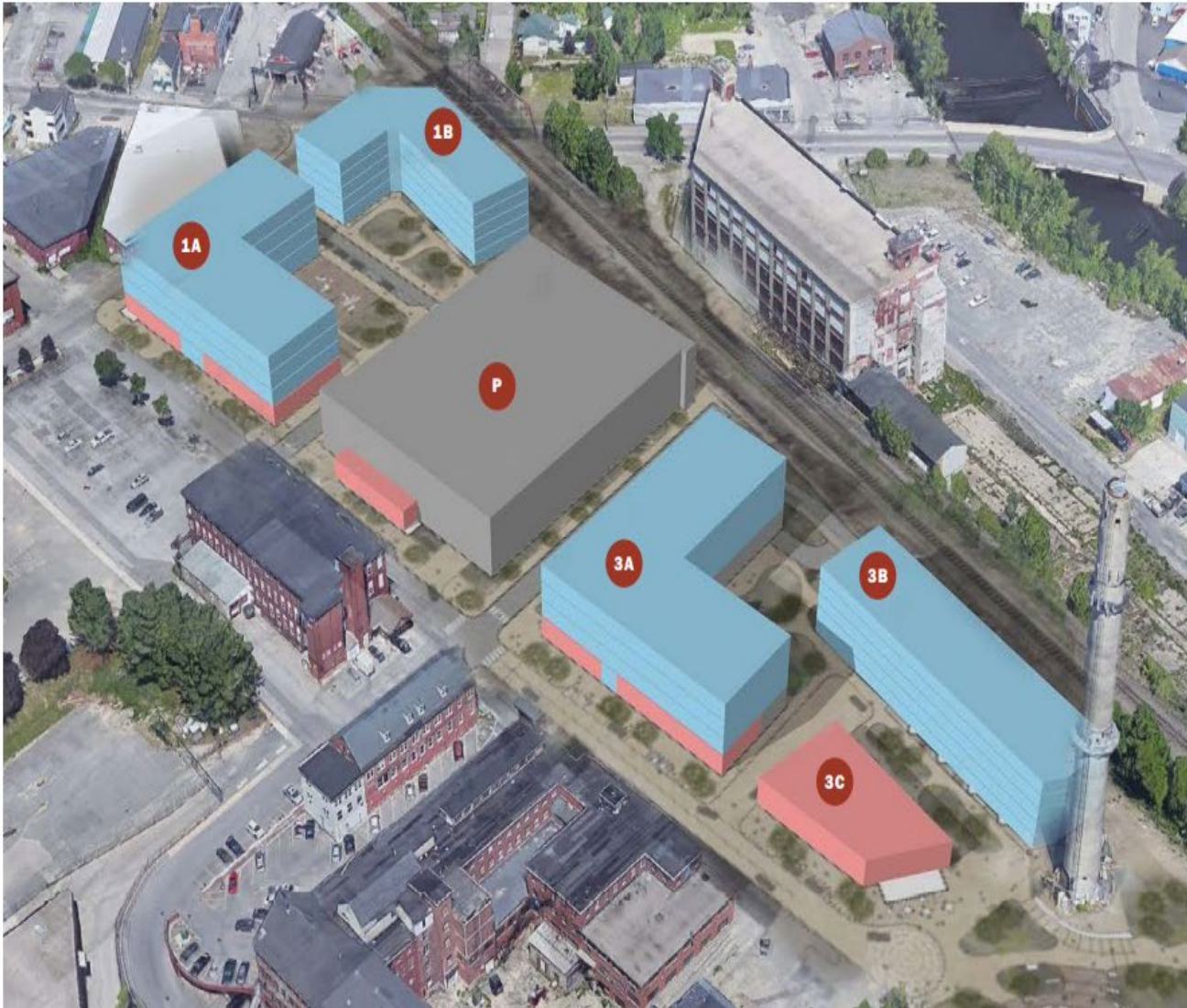




Site Plan

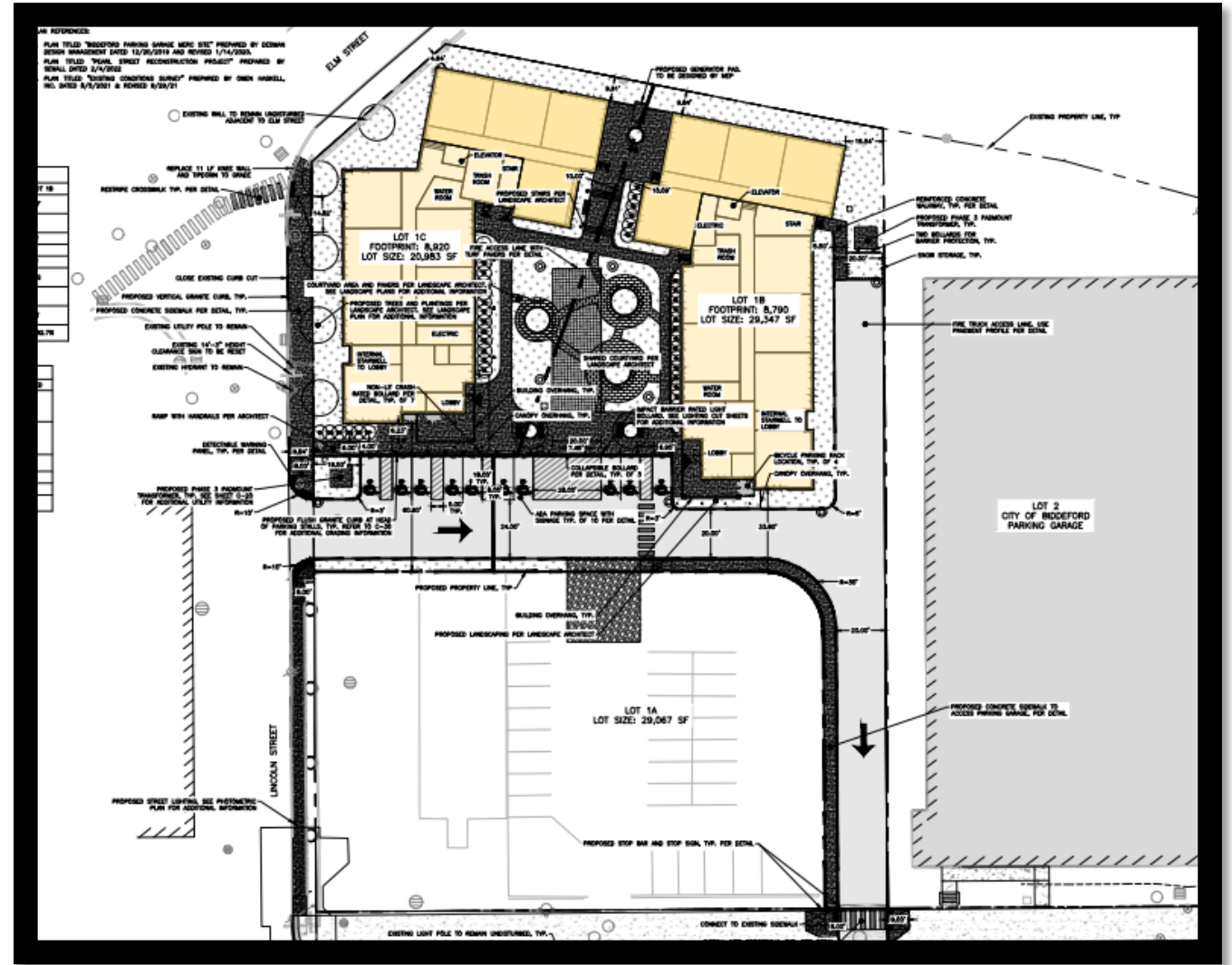
Potential Development Program

- 1A Building 1A**
Floorplate 21,000SF; 3-5 stories; 60,000-100,000SF gross
- 1B Building 1B**
Floorplate 14,500SF; 3-5 stories; 43,500-72,500SF gross
- P Public Parking Structure & Transportation Hub**
Retail, bike parking; 1 story; 1,000-1,500SF gross
- 3A Building 3A**
Floorplate 22,500SF; 3-5 stories; 67,000-112,500SF gross
- 3B Building 3B**
Floorplate 12,500SF; 3-5 stories; 37,000-62,500SF gross
- 3C Building 3C**
Retail/Dining Floorplate 6,500SF; 1-2 stories; 6,500-13,000SF gross



Westbrook Development Corporation (WDC)

1. Joint Development Agreement
2. Two (2) buildings – 90-units (2 Phases)
3. 2 Lots = 45-units per building
4. 80-units Senior LMI Housing
5. 10 units “Market Rate”
6. Project Approved 2025
7. 2026 Funding / Construction Phase 1
8. 2027 Funding Construction – Phase 2?



Lincoln LLC. / Fathom – PB Approved 12-17-25

1. Master Plan Development Agreement
2. Four Buildings / 3 residential & 1 restaurant.
3. 5 Townhomes
4. Building A = “up to 52-units”
5. Building B = “up to 85-units”
6. Building C = 154+/- seat restaurant
7. Status: Approved December 2025
8. Pre-construction Meeting to be scheduled.



69 ELM STREET – 14 LMI-UNITS CONSTRUCTED / OCCUPIED





One Diamond Redevelopment

Joint Development Agreement (JDA) 12-9-2021

Prior Plan: 480 housing units

14,125 sq. ft. Commercial

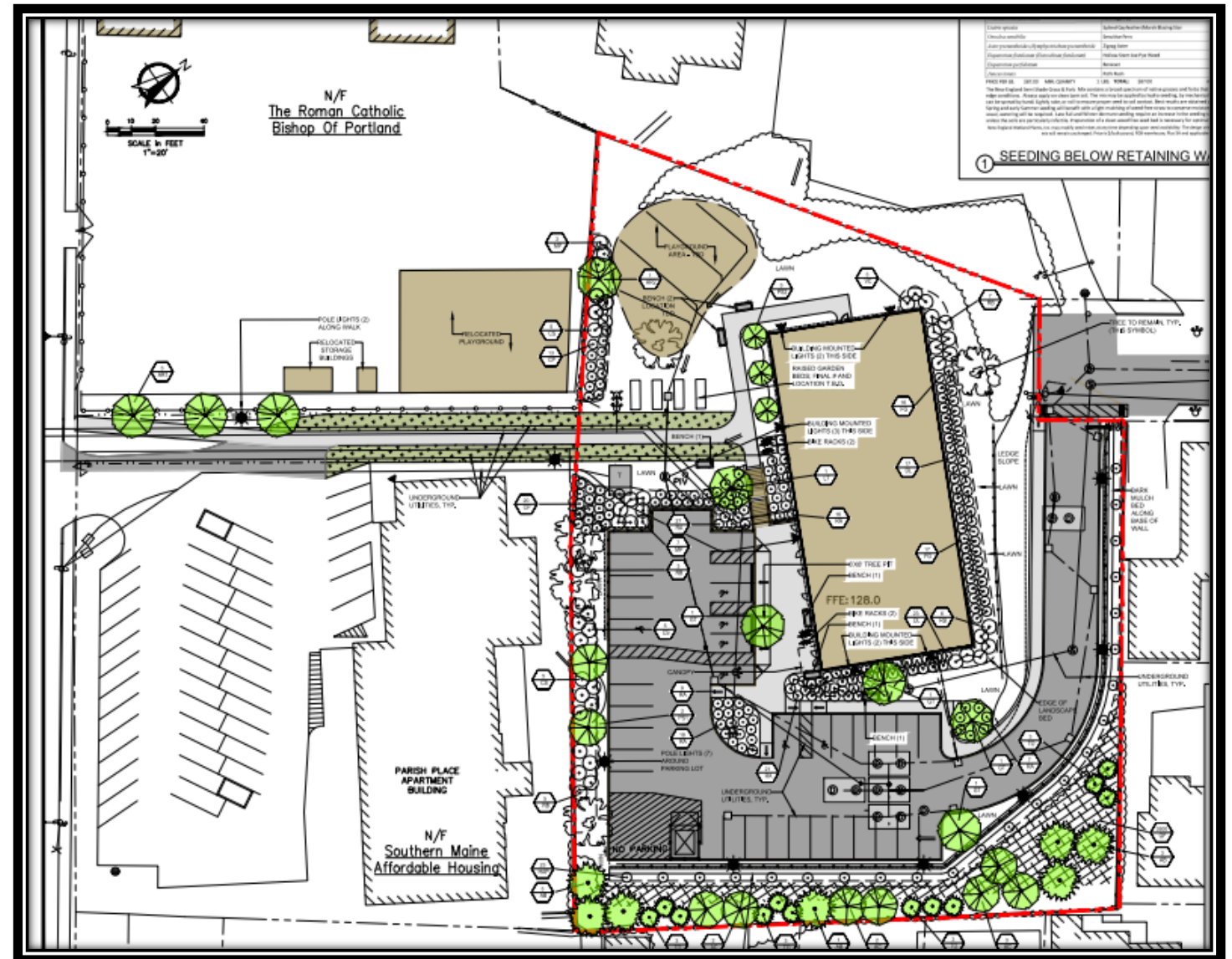
Preliminary Approval: 7-12-23

FUTURE PLAN?

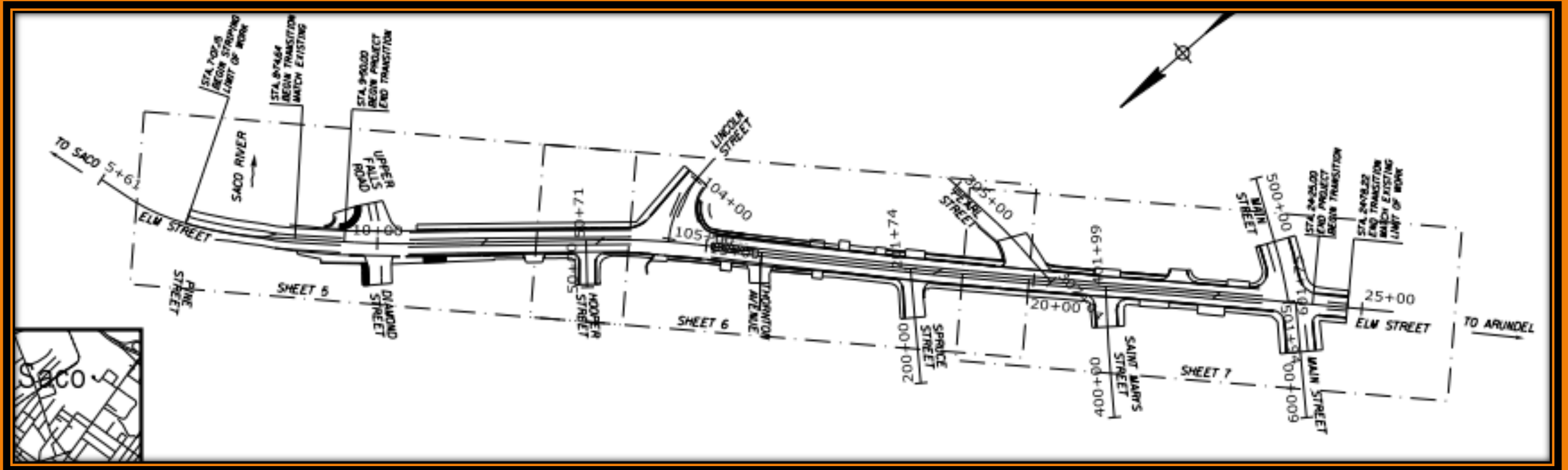


Adam's Point LMI Housing Biddeford Housing Authority (BHA) 69 Adams Street

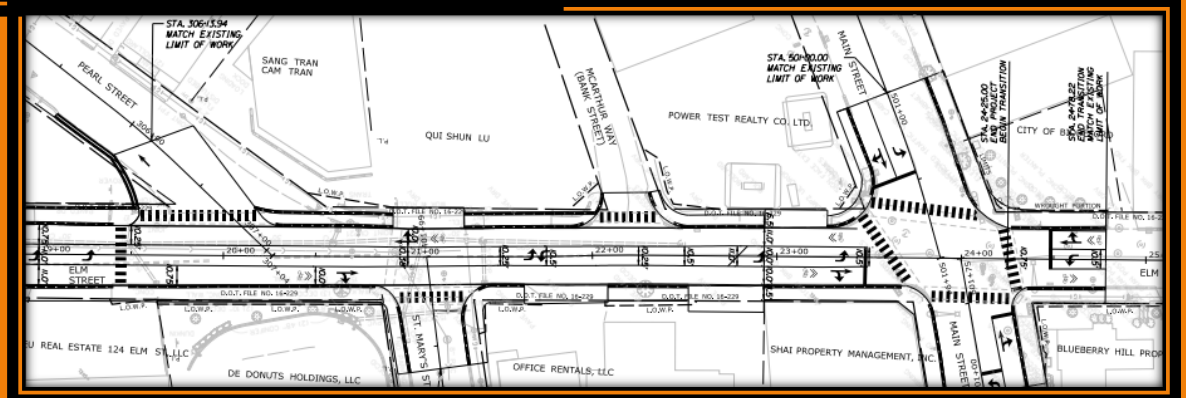
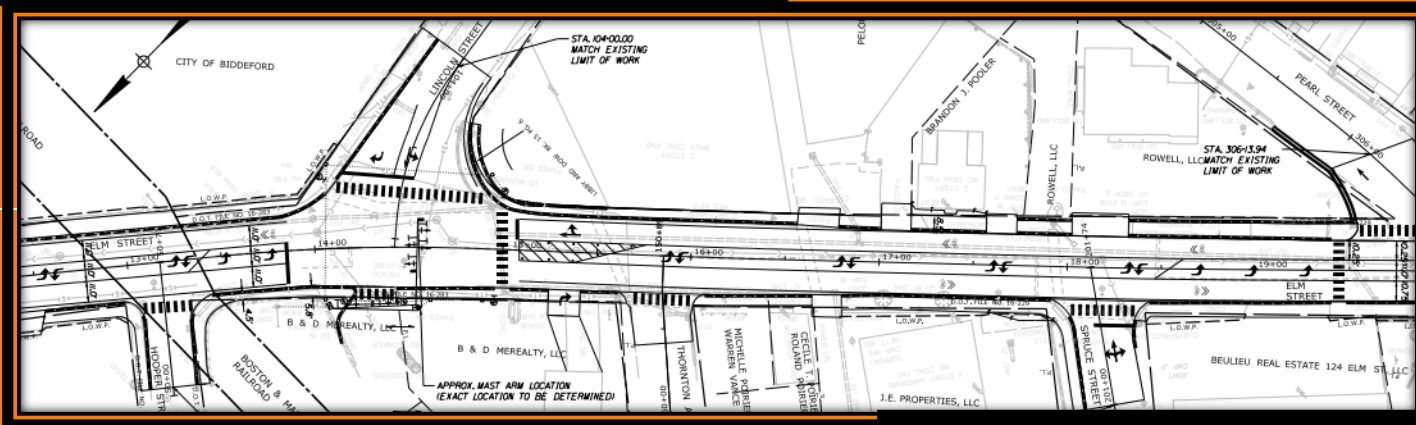
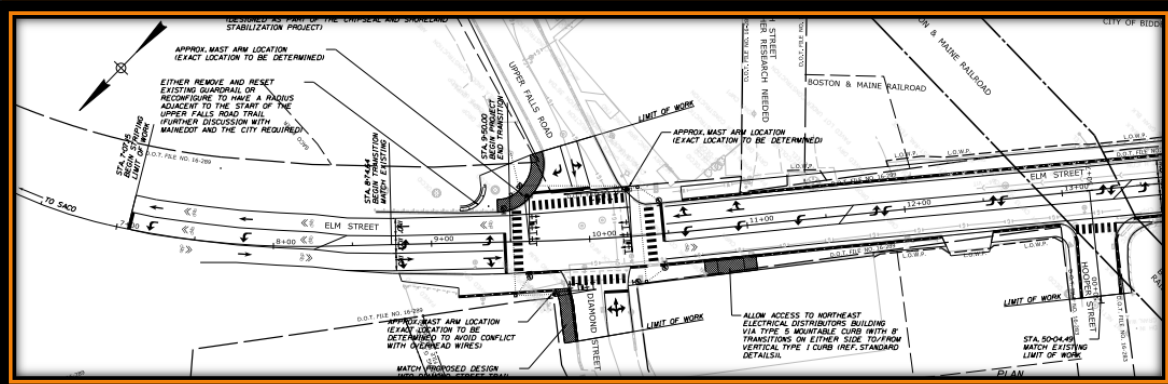
1. Contract Zone #20 – October 5, 2021
2. 39-units Low/Moderate Income Housing
3. 9,024 square foot footprint four and partial 5th story.
4. Status: Under Construction
5. Funding: Utilized \$490K Housing Trust Fund
6. Project 80% +/- complete



ELM STREET CORRIDOR IMPROVEMENTS PINE STREET TO MAIN STREET

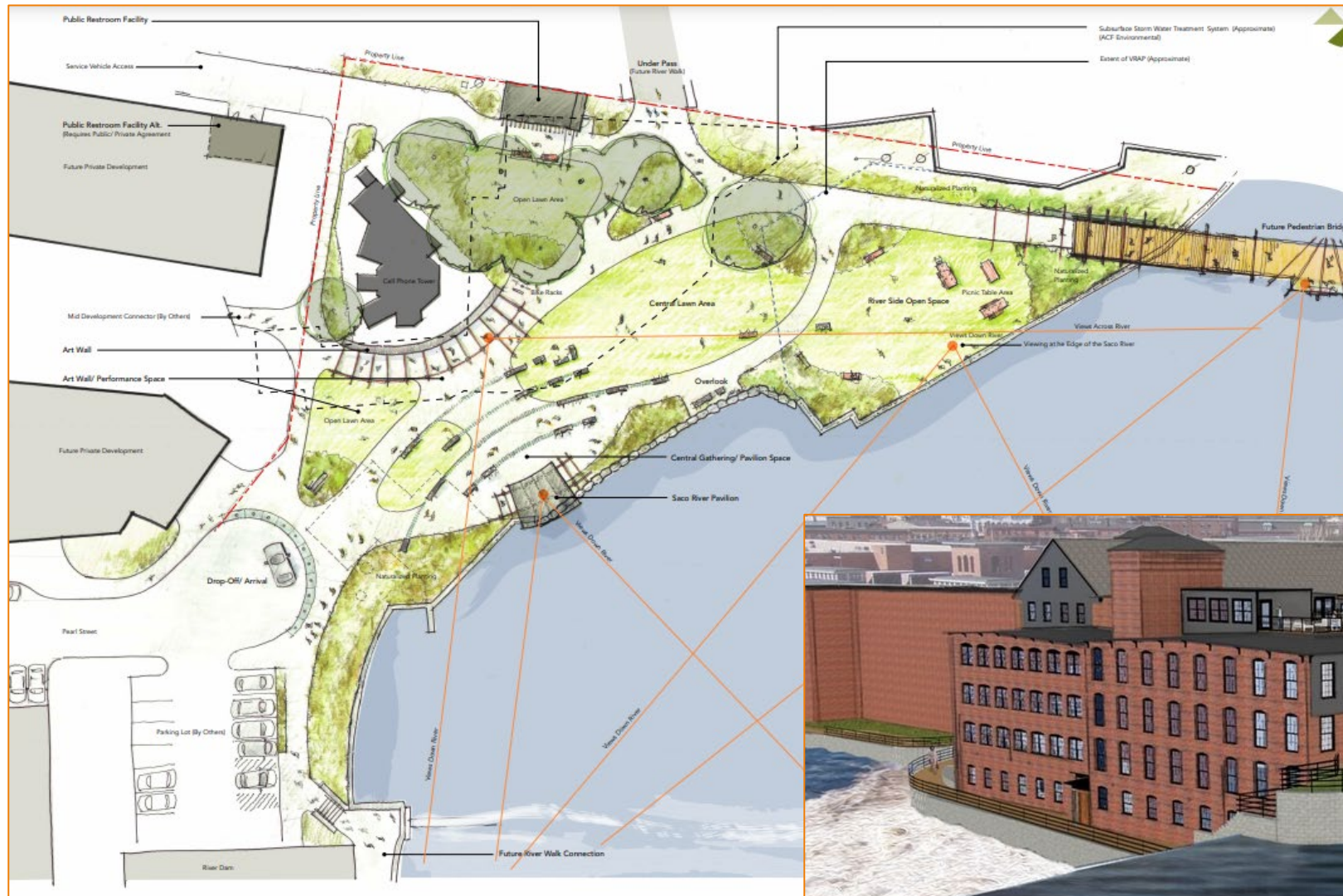


ELM STREET CORRIDOR





Proposed Second Pedestrian and Bike Bridge



Pearl Point Park



Pepperell Mill Redevelopment

Building 36 Self-storage – Status Complete

Buildings 19 & 20: 64-Residential Units

Status: Approved 2025 - Preconstruction Meeting to be scheduled



**2 YORK STREET – 11-UNITS
PEPPERILL MILL - BUILDING 30
PROJECT STATUS: UNDER CONSTRUCTION**



Adaptive Re-use / 8 Apartments & Bar/ Restaurant and Bowling Lanes (95% Complete)

MARBLE BLOCK

PHASE 1

129 MAIN STREET

BIDDEFORD ME, 04005

DATE OF ISSUE

NPS PART 4 SUBMISSION - 2023, OCTOBER 31

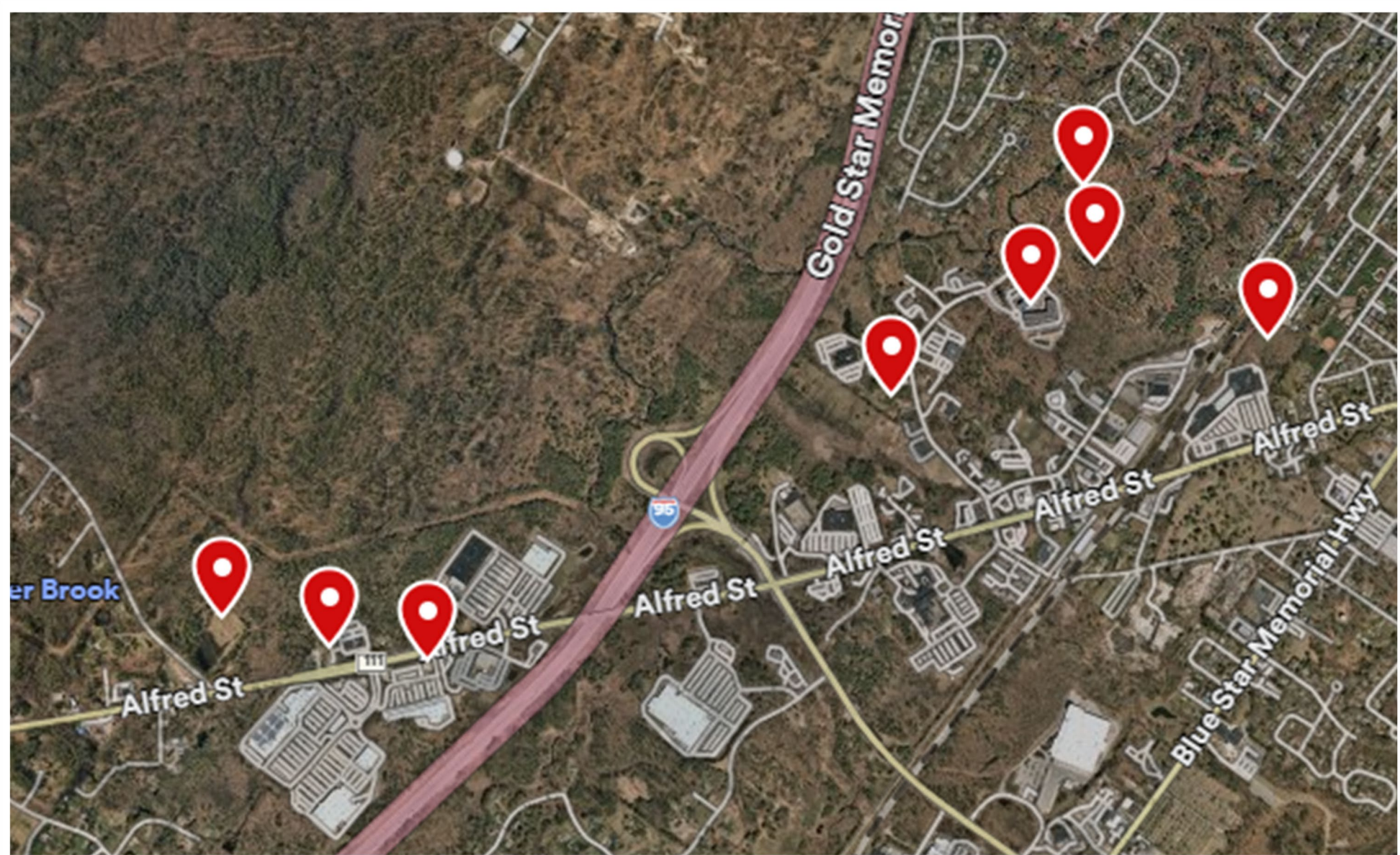
ARCHETYPE
architects



12 Pearl Street / 20 Apartments: Status - Planning Board & HPC Review

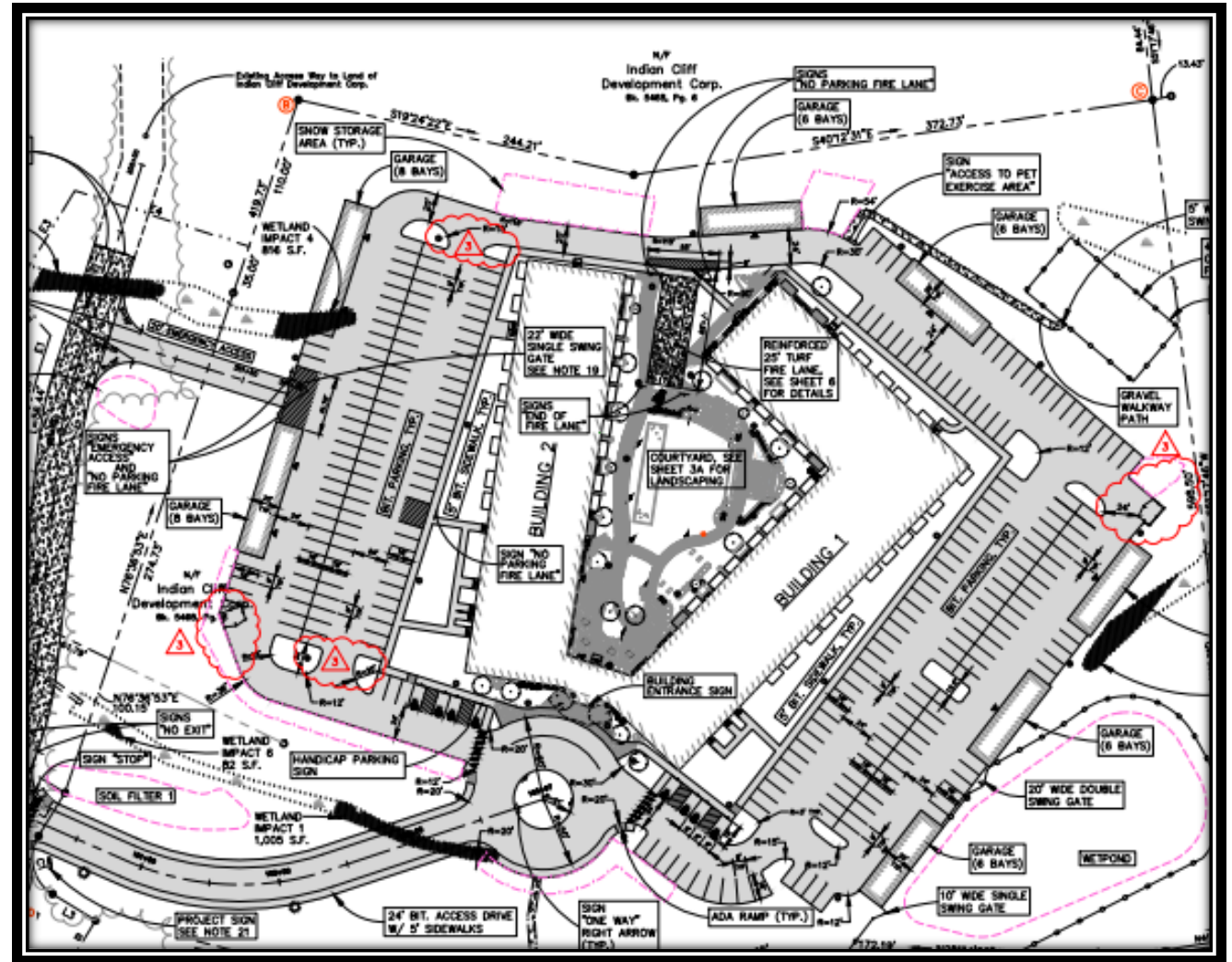


BARRA ROAD / ALFRED STREET DEVELOPMENTS



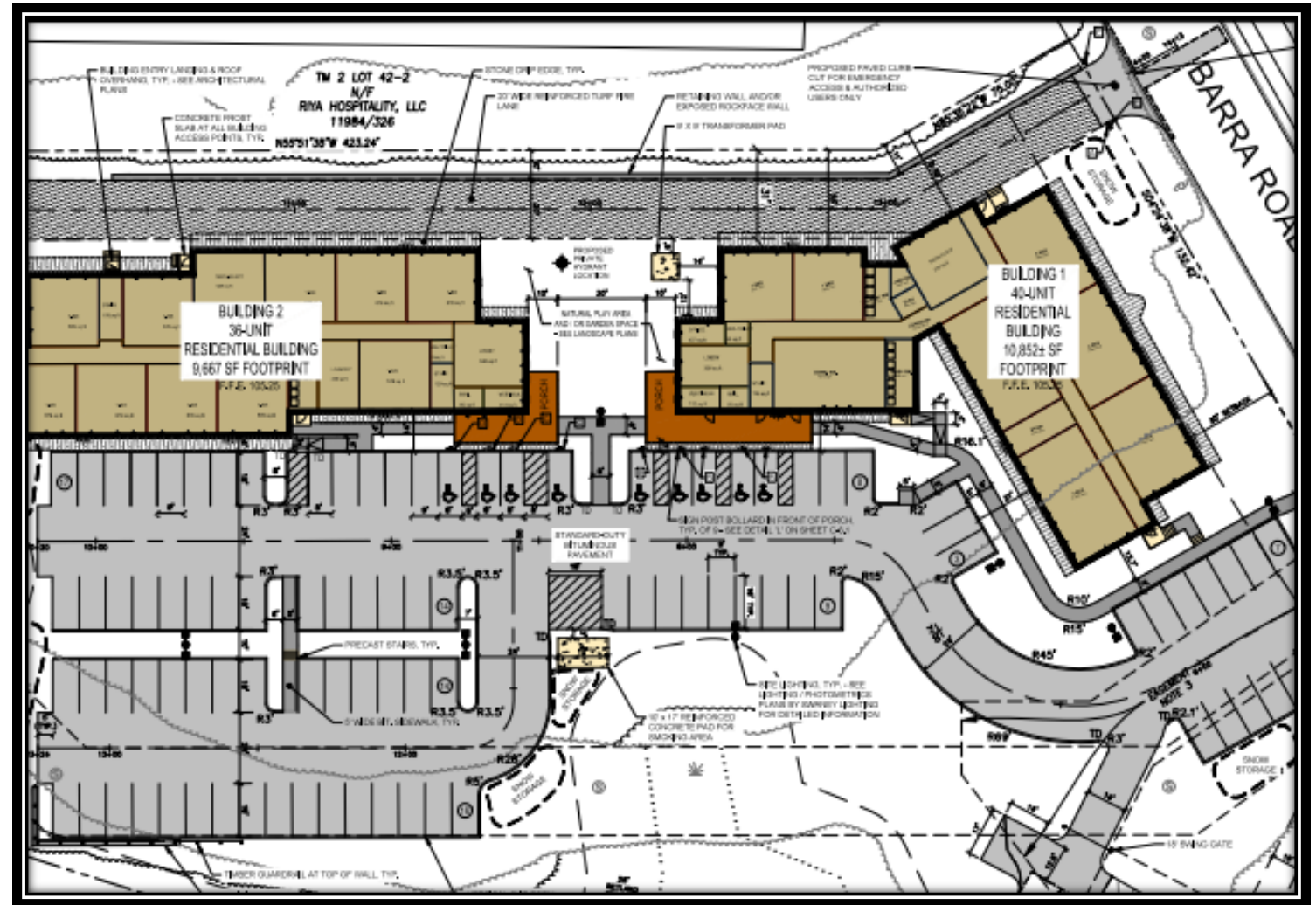
Reveler "The Eddy" 60 Barra Road

1. 250-units "Workforce Housing"
2. 116-studios and 134 One Bedroom
3. Occupancy Issued Building #1
4. Building #2 Final Phase of Construction



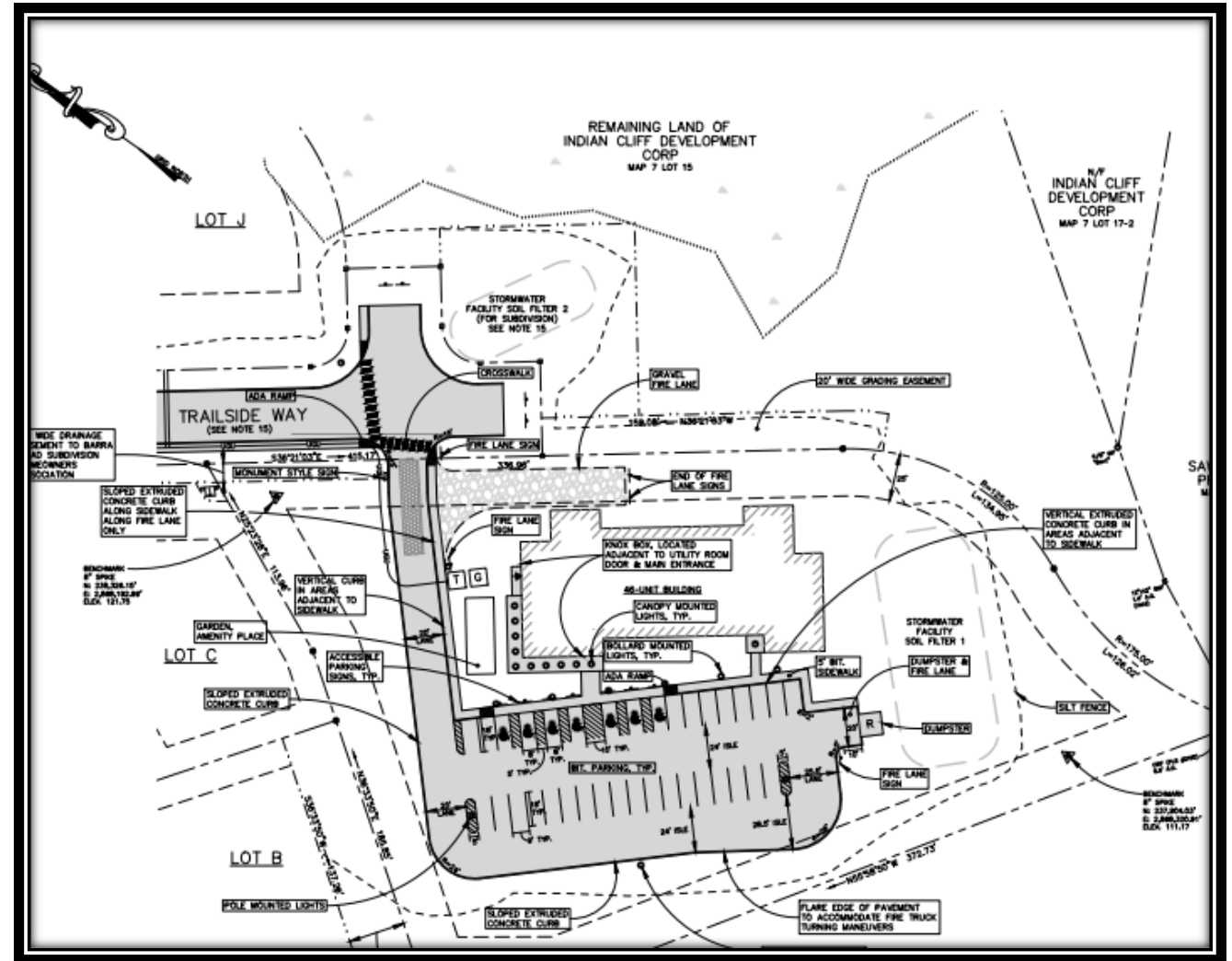
Westbrook Development Corporation (WDC) 37 Barra Road

1. 2 Buildings = 76-units
2. 36-units Senior LMI Housing
3. 40-units Family LMI Housing
4. Funding for Building #2 – Start Construction 25-26.
5. Funding Building #1 26-27



Avesta Housing Barra Road

1. 46-unit Senior LMI Housing
2. Approval 8-7-2024 (2 year)
3. 2025 Funding Round
4. Construction 2026-2027?



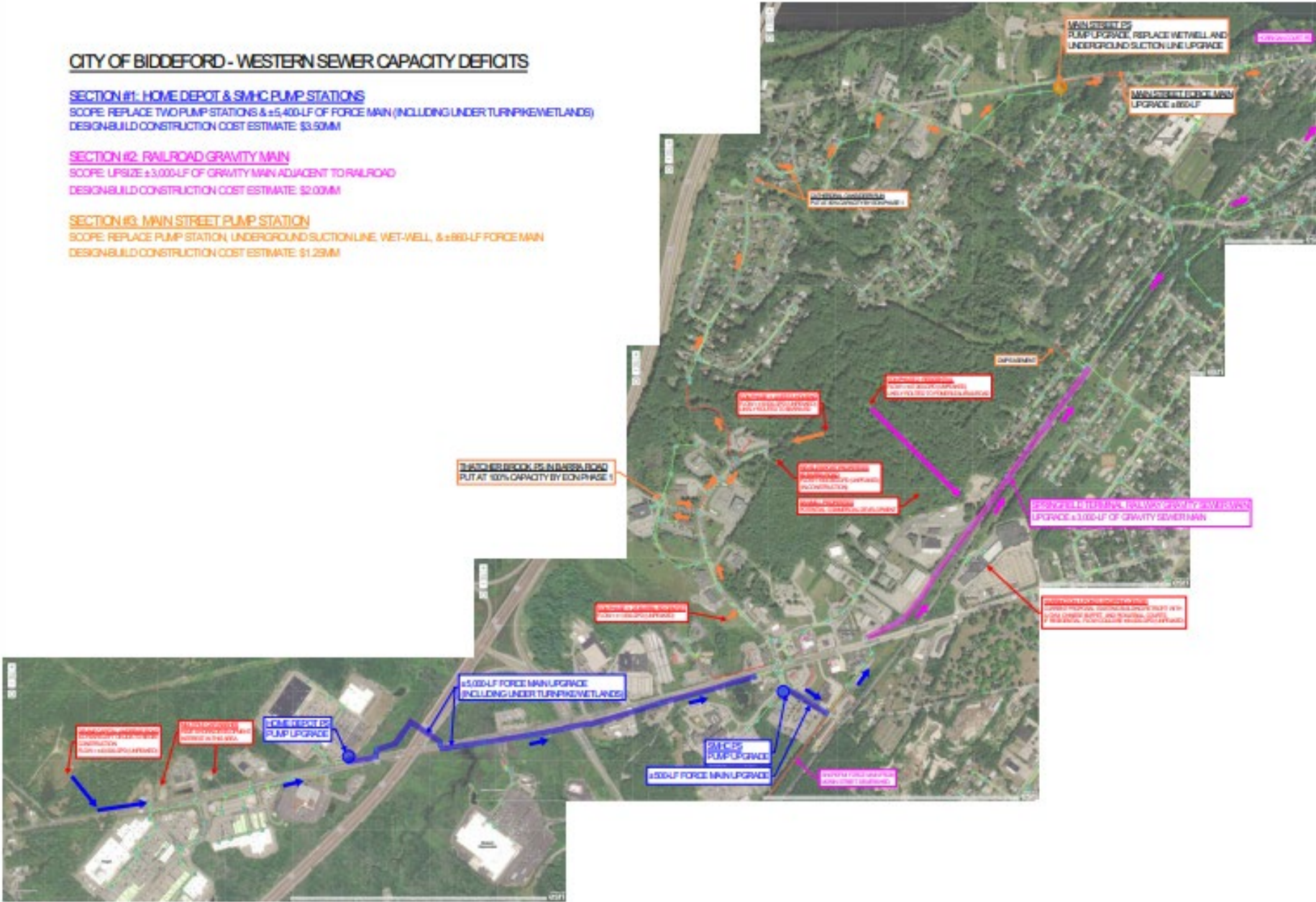
Western Sewer Capacity Deficits

CITY OF BIDDEFORD - WESTERN SEWER CAPACITY DEFICITS

SECTION #1: HOME DEPOT & SMHC PUMP STATIONS
SCOPE: REPLACE TWO PUMP STATIONS & ±5,400-LF OF FORCE MAIN (INCLUDING UNDER TURNPIKE/WETLANDS)
DESIGN-BUILD CONSTRUCTION COST ESTIMATE: \$3.50MM

SECTION #2: RAILROAD GRAVITY MAIN
SCOPE: UPSIZE ±3,000-LF OF GRAVITY MAIN ADJACENT TO RAILROAD
DESIGN-BUILD CONSTRUCTION COST ESTIMATE: \$2.00MM

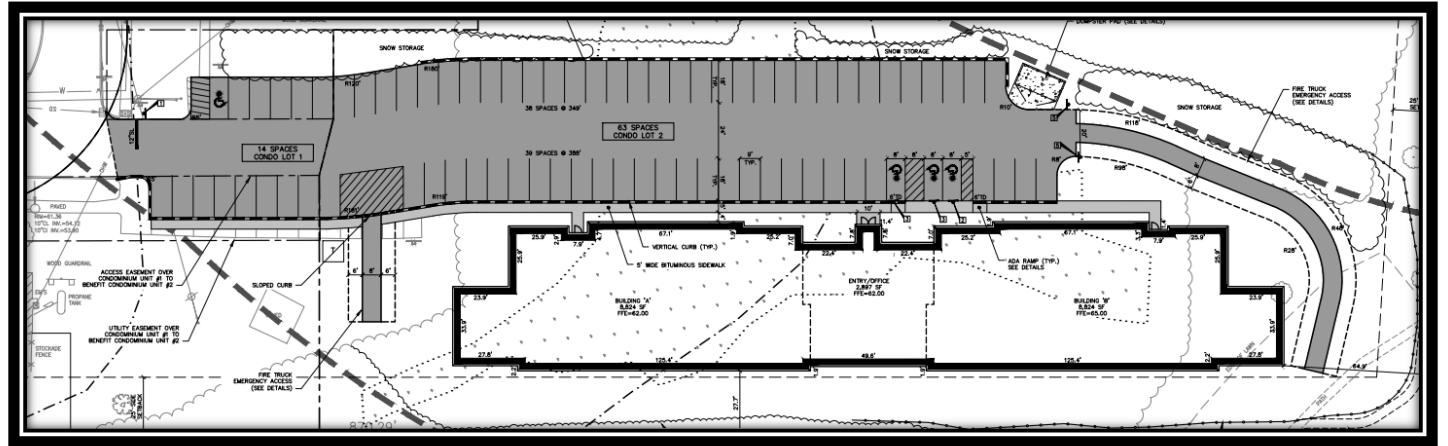
SECTION #3: MAIN STREET PUMP STATION
SCOPE: REPLACE PUMP STATION, UNDERGROUND SUCTION LINE, WET-WELL, & ±800-LF FORCE MAIN
DESIGN-BUILD CONSTRUCTION COST ESTIMATE: \$1.25MM





Forest Green Apartments – 60-Unit Senior LMI Housing

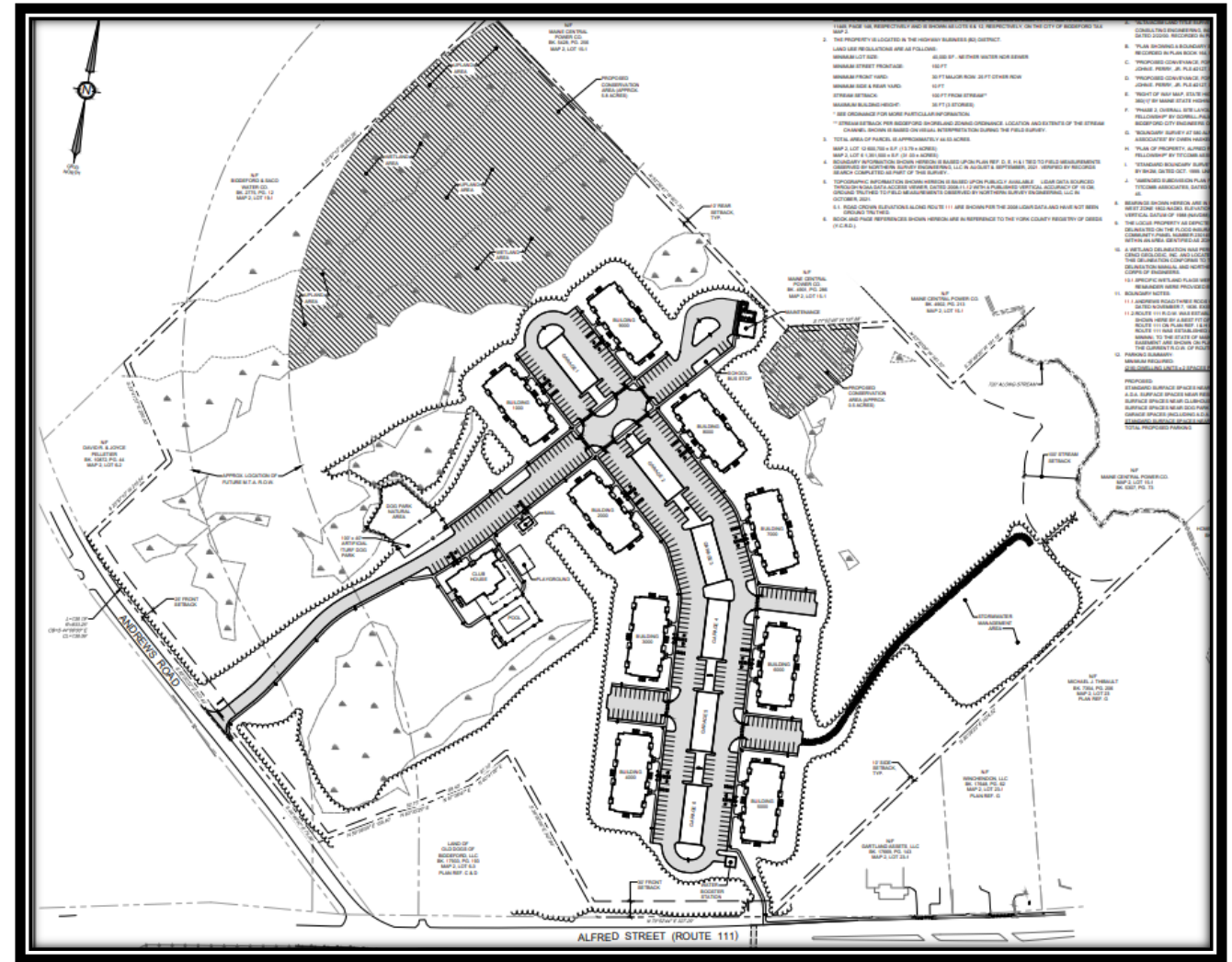
1. Planning Board Approved June 18, 2025
2. Did not receive project funding for 2026
3. Project Funding FY27?
4. Development Agreement = \$1 Million Contribution = Towards Main Street Pump Station Upgrades



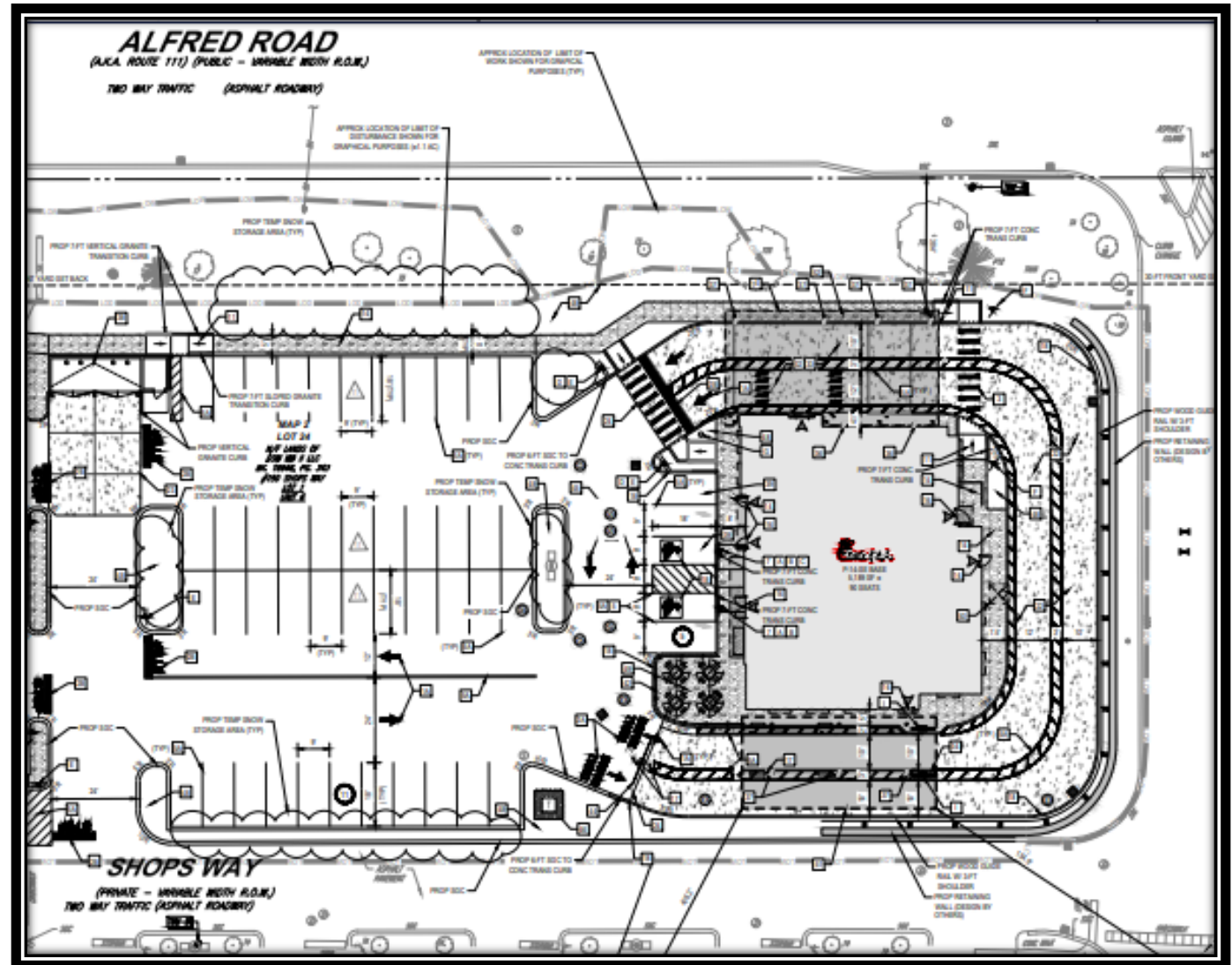
Devine Capital (aka Biddeford Residential) 588 and 590 Alfred Street

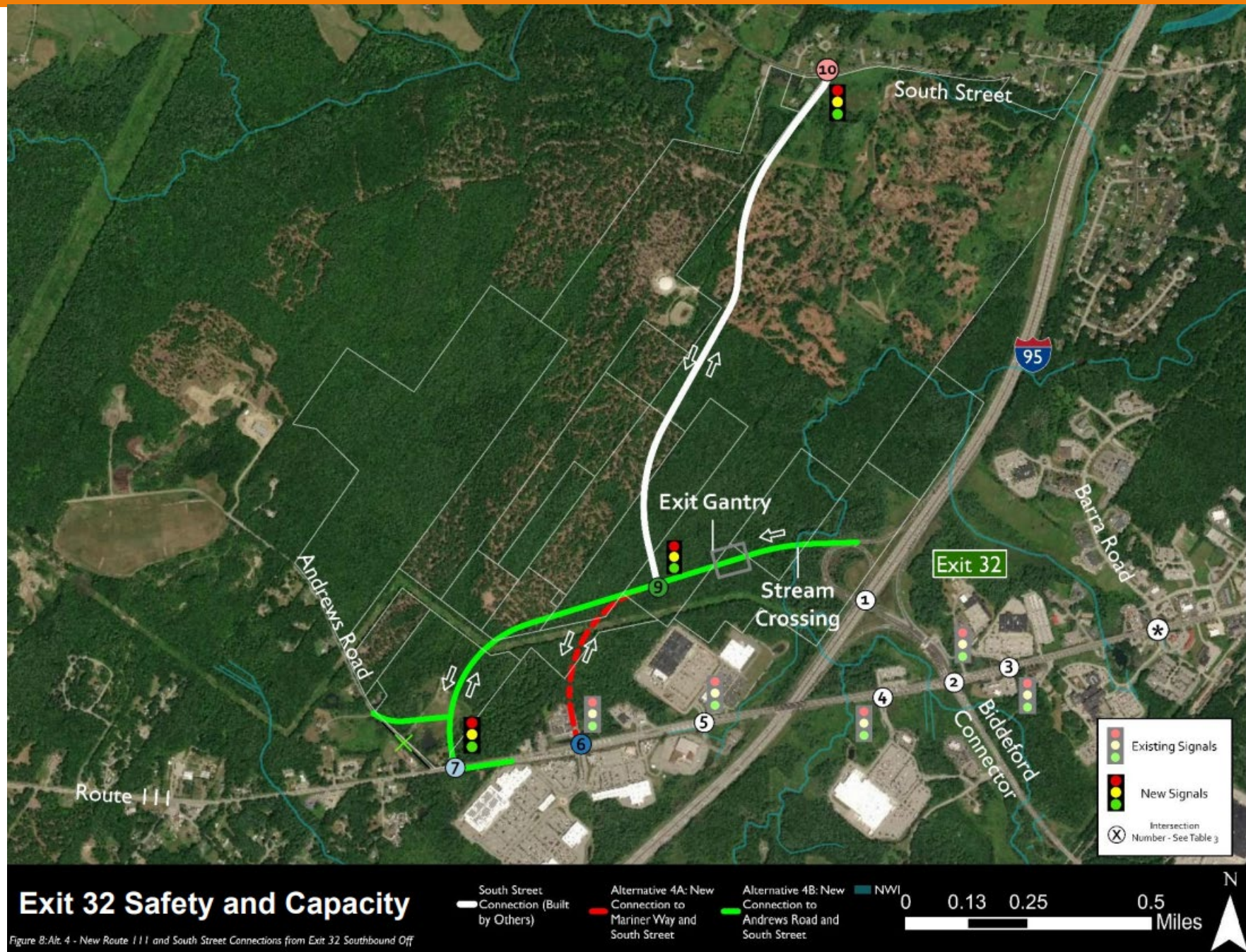
1. Joint Development Agreement – May 19, 2022
2. Contract Zone # 21 Agreement – June 7, 2023
3. 216-Units within (9 buildings)
4. Covered and surface parking
5. Tenant Clubhouse
6. Future MTA Connector (100-foot wide ROW provided)
7. Status: Preconstruction Meeting Held

•	27	= studio apartments
•	18	= 1 bedroom apartments
•	36	= 1 bedroom apartments with den
•	108	= 2 bedroom apartments
•	27	= 3 bedroom apartments
Total		216



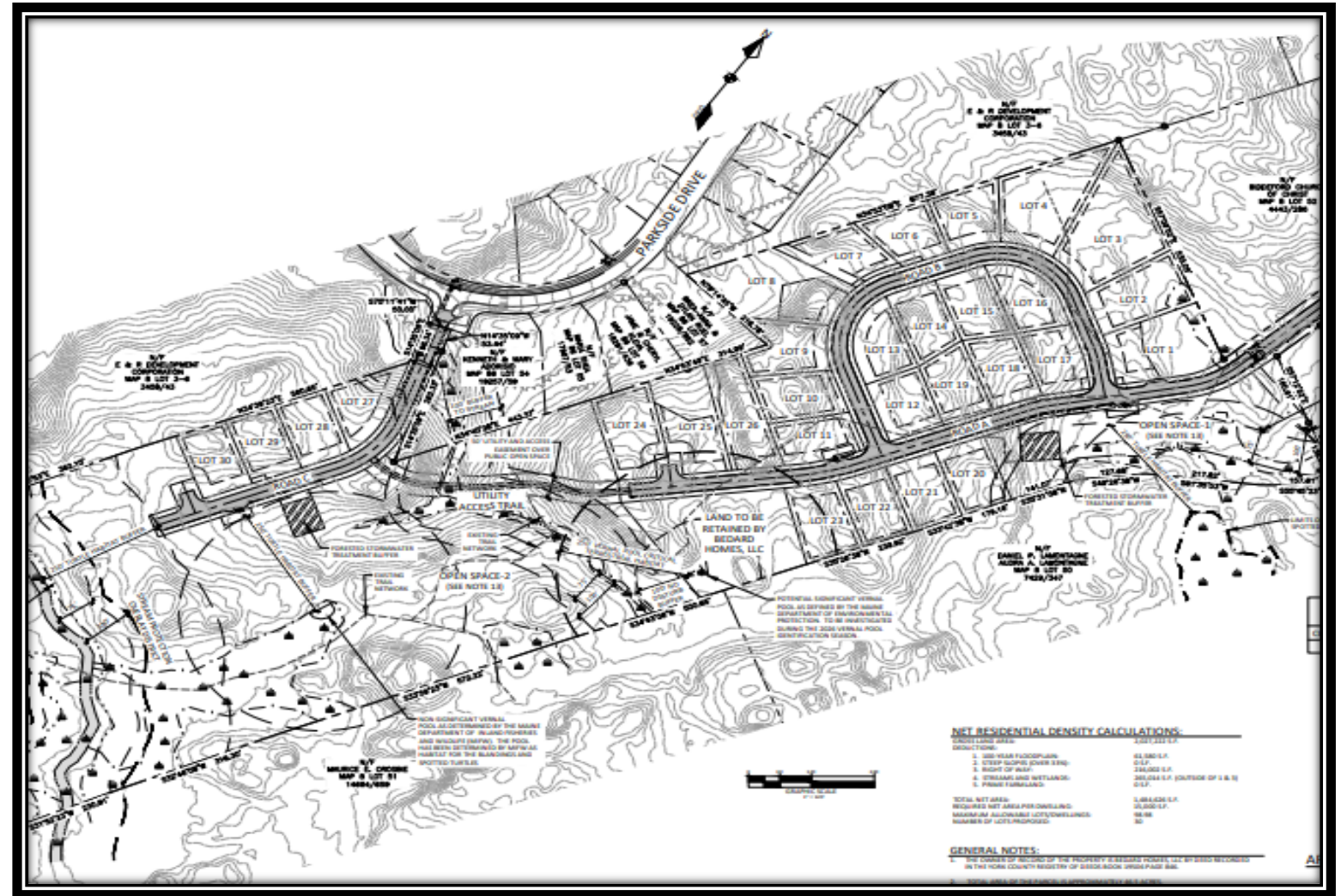
Chick-Fil-A
222 Mariner Way
(former Olive Garden Restaurant)
Project Under Final Review

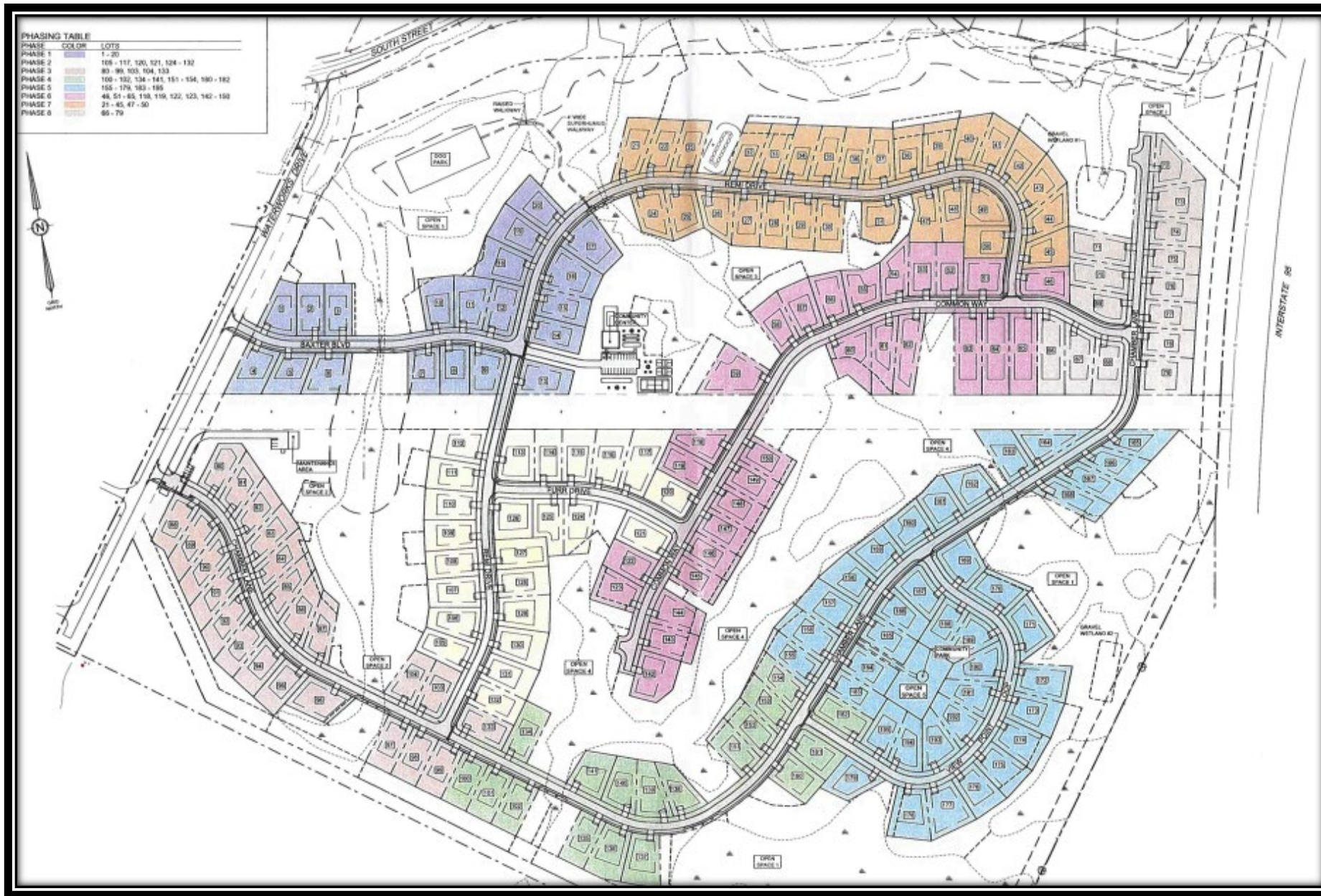




The Woodlands Reserve Subdivision (Bedard Homes)

1. 30-Lot Single-Family Homes
2. 4-Lots accessed via Parkside Drive
3. 26-lots accessed via Pool Street
4. Private roadways / HOA Maintained
5. Sewer and Water Service
6. 25-acres proposed openspace dedication (Clifford park)
7. Within Biddeford/Kennebunkport Vernal Pool Complex. (IF&W)
8. Status: Preliminary Subdivision Approved 12-2025.





Hidden Hills
Mobile Home Park
413 South Street

195-units / 8 Phases

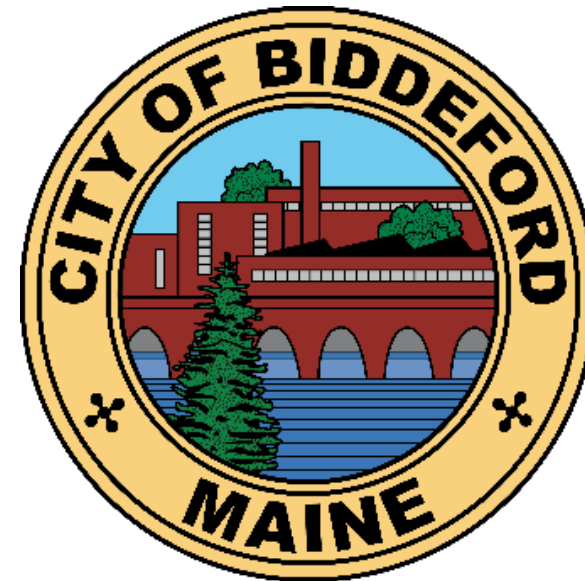
Approved April 2024
Under Construction

NEW / PENDING DEVELOPMENT PROJECTS

- ▶ 1. Fiber Materials Inc. (FMI) – 389 Hill Street – 104,000 square foot addition
- ▶ 2. Popeyes Chicken – 584 Alfred Street – New facility (2,536 sq. ft.)
- ▶ 3. Mystery Springs – 532 Elm Street – New Facility (17,600 sq. ft.) Indoor golf and Escape Room.
- ▶ 4. Burger King – 349 Alfred Street - Drive Thru-facility Expansion (additional drive lane)
- ▶ 5. 41 Main Street – two-level parking garage (Pepperell Mill #19 & 20)
- ▶ 6. St. Joesph's Convent – 409 Pool Street – Conversion to UNE Student Housing.
- ▶ 7. Haley's Sheet Metal – 539 Elm Street – 3,100 sq. ft. Expansion
- ▶ 8. Biddeford Housing Authority (BHA) 25 Adam's Street (former Court House) 10-units – Low/moderate Income (LMI) and Community Space
- ▶ 9. 5 and 9 Thornton Avenue (redevelopment) 27-unit Residential Development.
- ▶ 10. 206-208 Graham Street – Transitional Housing (8-units)
- ▶ 11. Biddeford Housing Authority – LMI Housing – 25 Adams Street
- ▶ 12. Five Points Shopping Center – Residential Development (80-100 units)
- ▶ 13. 279 Hill Street – 3 new residential duplexes (6-units)
- ▶ 14. Eon Development – Barra Road Extension – Residential Development



Questions?



MEMORANDUM

To: Biddeford City Council

From: Mayor Liam LaFountain

Date: January 13, 2026

Re: Council Workshop – Review of Staffing Vacancies and Organizational Discussion

Purpose of Discussion

This workshop item is intended to facilitate a policy-level discussion regarding several senior administrative vacancies and related staffing decisions currently under consideration, and to seek Council guidance on whether these matters should be reviewed comprehensively and strategically before individual hiring decisions move forward.

With the FY27 budget process approaching later this winter, this discussion is offered to support early understanding of current staffing levels, organizational strategy, and potential tradeoffs, particularly if adjustments to staffing structure or priorities are to be considered as part of future budget deliberations.

No formal action is requested at this time.

Background

Several key administrative positions are currently vacant but funded in the FY26 budget, including the following:

- Chief Operating Officer
- Director of Economic Development
- Facilities Manager (*funded for a half-year beginning January 2026*)
- Deputy Human Resources Director

Taken together, these positions represent an anticipated annual salary commitment of approximately \$450,000, exclusive of benefits.

While funding has already been appropriated, the vacancies themselves present an opportunity to consider whether filling each position individually, as currently structured, is the preferred course, or whether a broader review of organizational structure and staffing priorities would be beneficial before proceeding.

COO / Deputy City Manager Considerations

The Chief Operating Officer position, held exclusively by one individual for approximately a decade, is not established in ordinance. A proposal has been discussed to reframe this role as a Deputy City Manager position. While such a role may be operationally appropriate, its scope, authority, and placement within the City's organizational structure warrant careful consideration.

In particular, clarity is needed regarding reporting relationships. The City Charter requires that certain department heads report directly to the City Manager, and any intermediate management structure must be consistent with those requirements. Before moving forward, it would be helpful to understand which functions or staff, if any, would report to a Deputy City Manager, and how that structure would align with Charter-defined roles and responsibilities.

If the Council determines that a Deputy City Manager position should exist on an ongoing basis, a key policy question is whether that position should be formally established by ordinance and subject to Council confirmation, consistent with department head appointments. This consideration is especially relevant if the job description contemplates the individual serving as Acting City Manager in the absence of the City Manager.

This discussion may also include whether the responsibilities currently envisioned for such a role could be addressed through alternative staffing configurations. For example, Council may wish to consider whether resources could be distributed differently, such as through a lower-cost administrative or management fellow position, or whether partial savings could be redirected toward other identified needs, including in-house legal counsel and supporting staff.

Ultimately, gaining a clearer understanding of the intended responsibilities, authority, and reporting structure associated with this role would be helpful in assessing its long-term value and informing future staffing and budget decisions.

These examples are offered to illustrate the type of strategic tradeoffs that may merit Council discussion, rather than as a recommendation for immediate action.

Facilities Position Clarification

With respect to the Facilities vacancy, clarification may be warranted as to whether the position under consideration is the Building Facilities Manager as defined in the Charter

and Code. If so, this role constitutes a department head position, appointed by the City Manager and confirmed by the Mayor and City Council, and reporting to the City Manager.

The position is currently funded for a half-year beginning in January 2026. Ensuring consistency between job titles, reporting relationships, funding assumptions, and Charter-defined roles is an important element of this discussion.

Human Resources Capacity

A Deputy Human Resources Director position was established within the past two years outside of the regular budget cycle with limited Council review. While this position is not newly proposed, it is currently vacant and funded, and represents a meaningful ongoing financial commitment.

As with other senior administrative roles, this position raises broader policy questions about organizational design, delegation of authority, and whether staffing needs are best addressed through additional management layers or through alternative approaches to capacity and workload distribution.

Council input on overall human resources structure and long-term staffing approach would be valuable before this position is filled.

Economic Development, Planning, and Growth Pressures

This discussion also presents an opportunity to consider whether existing staffing models continue to best reflect the City's needs.

One example for Council consideration is whether filling a Director of Economic Development position at an anticipated annual cost of \$120,000–\$140,000 remains the most effective use of resources, or whether shifting capacity toward planning, such as hiring an additional Assistant City Planner, may better align with current demands while offering potential cost savings.

Such an approach may also offer greater flexibility within existing budget parameters while strengthening capacity in areas most directly tied to current workload demands.

This question is informed by several factors, including:

- A residential development pipeline approaching 2,000 units
- Increased development review workload

- Comprehensive Plan implementation responsibilities
- Evolving land use and housing needs

A shift toward planning capacity may also reduce downstream costs by improving coordination, review timelines, and implementation outcomes as the City manages growth and infrastructure demands.

This example is offered to illustrate the type of strategic tradeoffs that may merit Council discussion, rather than as a recommendation for immediate action.

City Solicitor and Legal Services Context

As discussed at the December 16, 2025 Council meeting, a proposal is underway to evaluate transitioning the City Solicitor function to an in-house model. That proposal raises related considerations regarding staffing structure, including the cost of a municipal attorney position and whether additional administrative support, such as a paralegal or legal assistant, would be required.

This evaluation should not be undertaken in isolation. Rather, it should reflect a broader effort to consider staffing needs and organizational structure holistically, and to ensure that individual positions are not viewed in a vacuum but as part of an integrated strategy. The intent is to align roles, responsibilities, and resources with actual workload, cost considerations, and operational needs, rather than relying solely on legacy arrangements.

Overall Administrative Capacity and Support Functions

This discussion may also encompass broader questions about overall staffing levels across City departments and the growing administrative demands associated with Council and committee work, including meeting coordination, agenda preparation, and minutes.

As the volume and complexity of policy and committee activity increase, it may be appropriate to consider whether existing administrative support structures remain adequate, or whether adjustments are needed to ensure effectiveness and continuity. This may include examining opportunities to improve efficiency through updated processes or technological solutions, alongside any staffing considerations, in order to meet these needs without incremental or piecemeal expansion.

Funding and Cost Considerations

Underlying each of these staffing discussions is a broader question of fiscal impact and service delivery. While funding for these positions exists in the current budget, the combined cost represents a significant ongoing commitment.

This discussion provides an opportunity to consider whether the current mix of funded but vacant positions represents the most effective use of resources, or whether alternative configurations, different role scopes, different combinations of positions, or investments in capacity at other levels, could better serve the quality of services delivered to Biddeford residents.

Council guidance on how to weigh these tradeoffs, including long-term cost implications and service outcomes, would be valuable before proceeding.

Council Authority and Role

The City Charter vests day-to-day administration with the City Manager, while reserving to the Mayor and City Council authority over the City's organizational structure and long-term policy direction.

Specifically, **Part I of the City Charter, Chapter CHA, Article X – Departments, Offices or Agencies, Section 8 (Organizational Powers)** provides that:

“The Mayor and City Council shall have the power by Ordinance for the organization, conduct, and operation of the departments, agencies, officers, and boards/committees/commissions of the City; and for the creation of additional departments, agencies, officers, and boards/committees/commissions; and/or for the alteration, abolition, assignment, or reassignment of all such departments, divisions, agencies, offices and boards/committees/commissions.”

A Council discussion focused on organizational structure, staffing priorities, reporting relationships, and long-term alignment is therefore consistent with the Council's policy-setting role. Engaging in this discussion ahead of the upcoming budget cycle may also assist the Council and its Budget Committee by clarifying existing staffing commitments and potential options before future decisions are incorporated into the FY27 budget.

Next Steps

At present, no follow-up action is scheduled. This workshop discussion is intended to gauge Council interest and direction.

- If the Council wishes to explore these matters further, options include scheduling a future Council agenda item or referring specific questions to the Personnel Committee.
- If there is no appetite for this review, no action is required, and staffing decisions may proceed through existing processes.

Closing

Opportunities to reassess organizational structure and staffing priorities arise infrequently. This discussion is offered to solicit Council perspectives, identify priorities, and determine whether further work would be beneficial at this time.