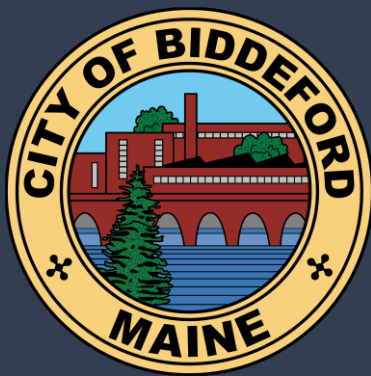


BIDDEFORD'S COMPREHENSIVE PLAN



2023



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1 Vision and Purpose

The City of Biddeford would like to acknowledge the land and water that it occupies and abuts, which were the ancestral fishing, hunting, and agricultural grounds of the Abenaki and Wabanaki people for thousands of years. We recognize that we are on indigenous land and acknowledge the uncomfortable truths of settler colonialism, which led to the forced removal of Indigenous peoples from this place.

The harm from the physical and cultural genocide of Indigenous peoples here and throughout Maine, including Biddeford, continues and is felt by members of the Wabanaki Confederacy who live here today. As a simple way of acknowledging the truth, we extend our respect and gratitude to the many Indigenous peoples and their ancestors whose rich histories and vibrant communities include the Abenaki, Maliseet, Micmac, Passamaquoddy, and Penobscot Nations.

We recognize that the broader place we now call Maine is home to the sovereign people of the Wabanaki Confederacy and that we exist on their unceded homelands. We acknowledge that the Wabanaki are the People of the Dawnland and have stewarded this land throughout the generations. We thank them for their strength and resilience in protecting this land and aspire to uphold our responsibilities according to their example.

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.

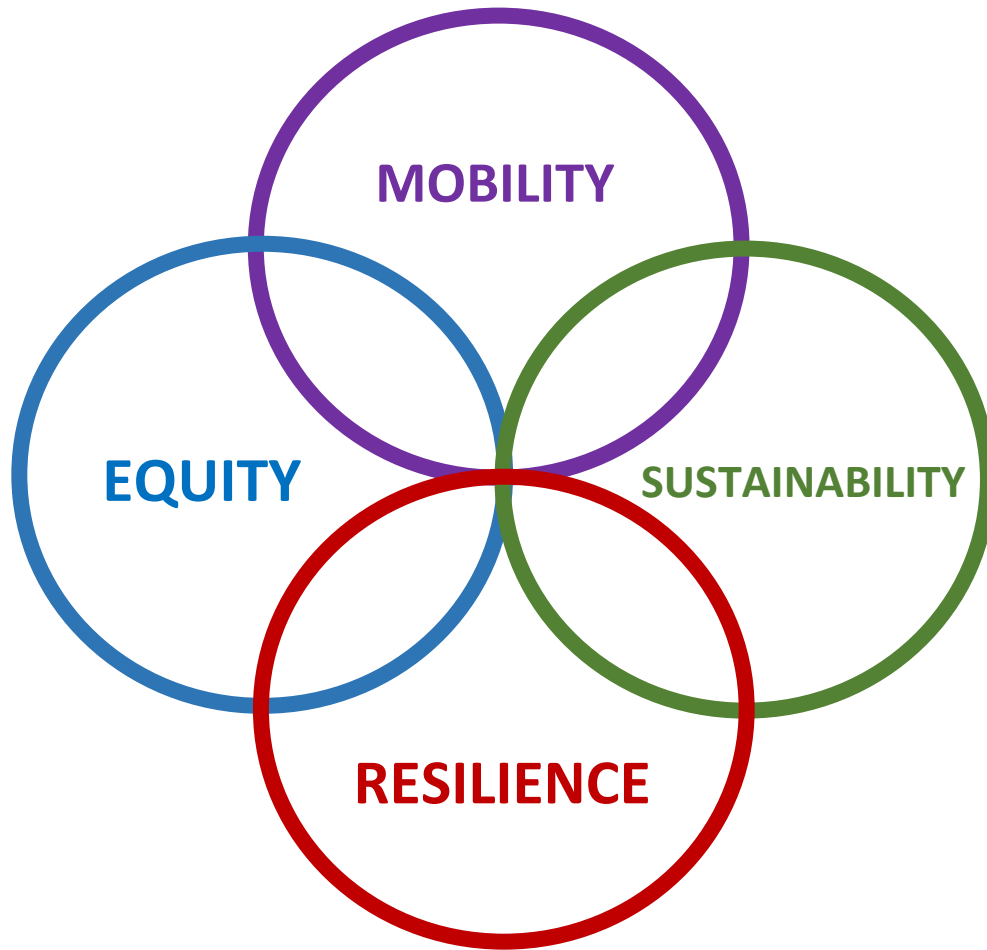
Sustainability

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

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.

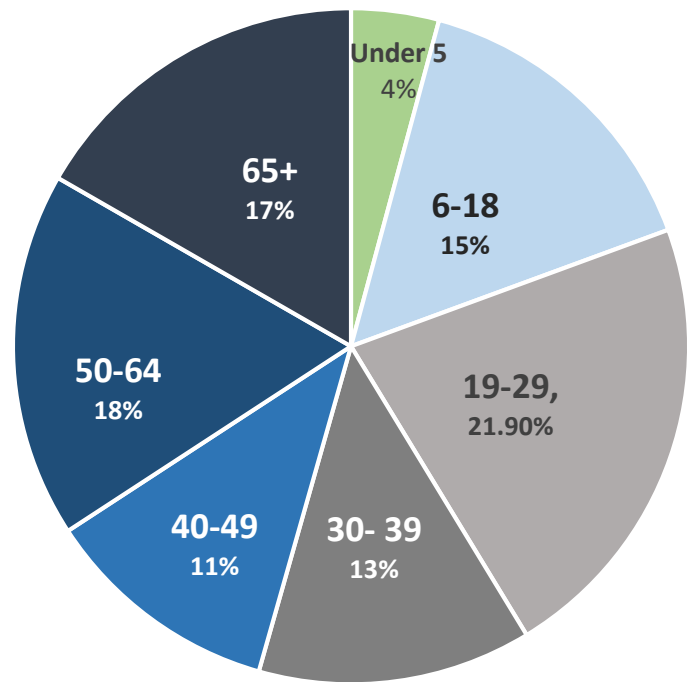
3. Age and Gender

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**

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, Portugese 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
Masters 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%

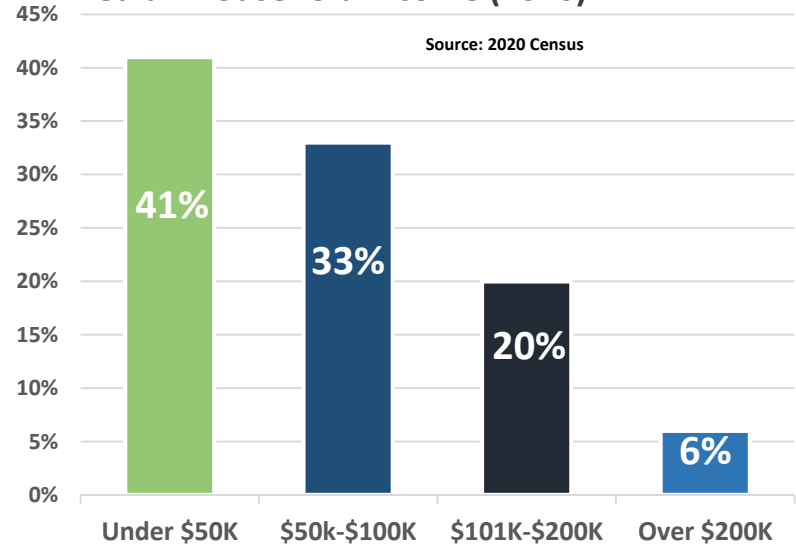
Population living below the
poverty line

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.

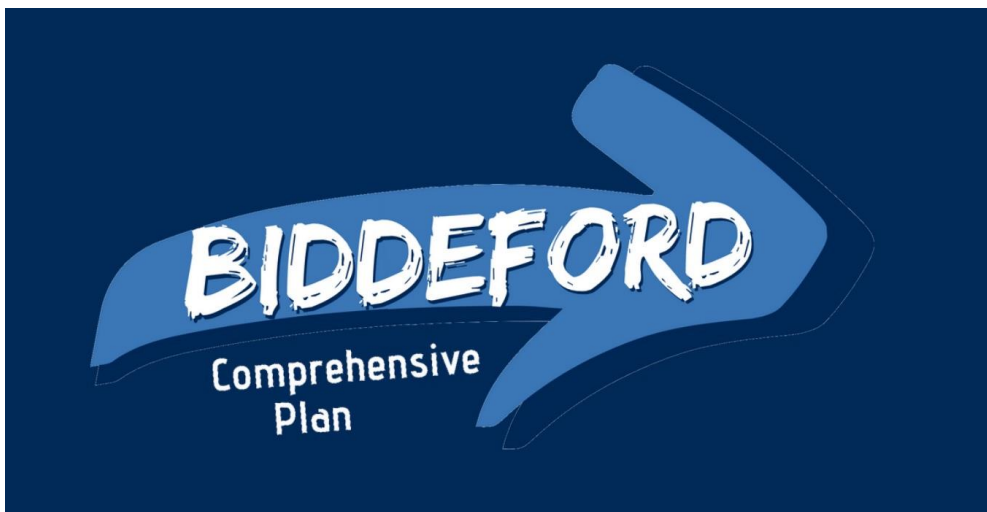
However, Biddeford's overall per-capita and median income for families and households grew at a slightly faster than some other surrounding communities between 2010 and 2020.

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.

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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+

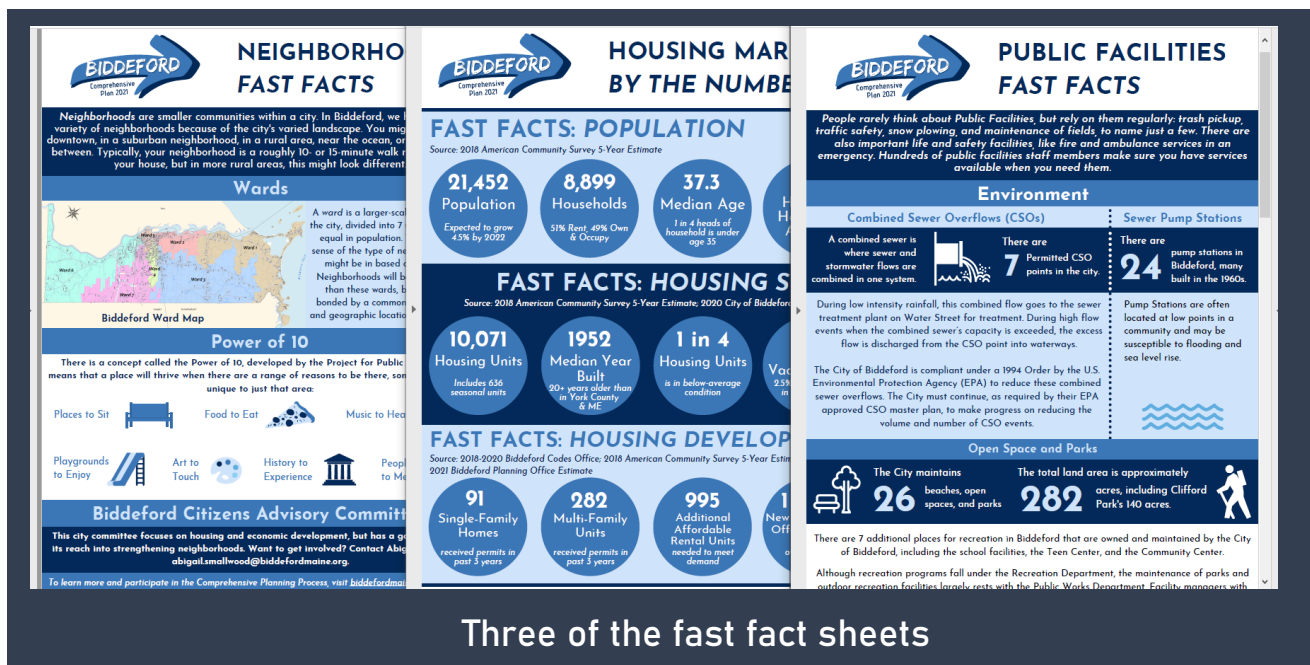
public engagement
opportunities

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, Climate Change, Youth and Schools, UNE Integration, Natural Resources, 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.

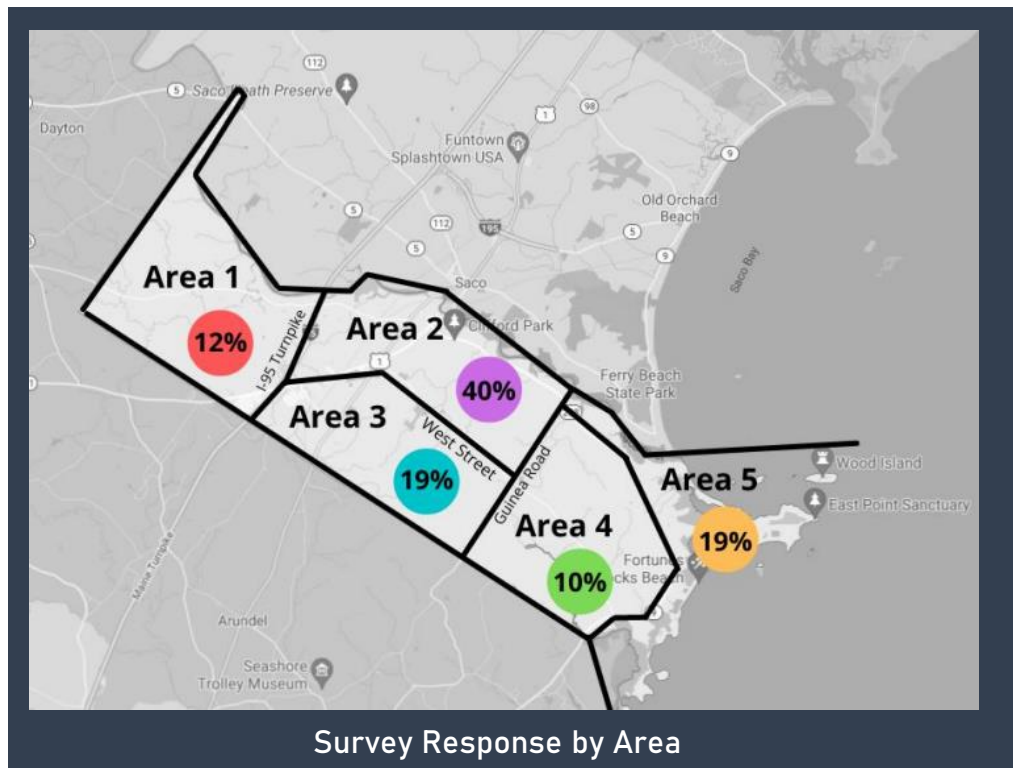


The surveys were released on a weekly basis on the MetroQuest survey platform, a platform designed specifically for municipal and transportation planning. Surveys stayed open for at least 3 weeks (average: 7 weeks), and there were 1,308 responses total over the eight surveys. We expect that some people 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

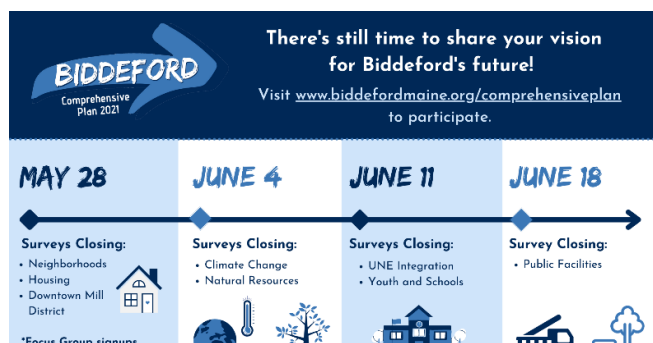


Biddeford Residents:
We want to hear from you as we develop a shared vision for the future Biddeford!

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



BIDDEFORD
Comprehensive Plan 2021

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:	Surveys Closing:	Surveys Closing:	Survey Closing:
• Neighborhoods • Housing • Downtown Mill District	• Climate Change • Natural Resources	• UNE Integration • Youth and Schools	• Public Facilities

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.



TAKE THE SURVEY

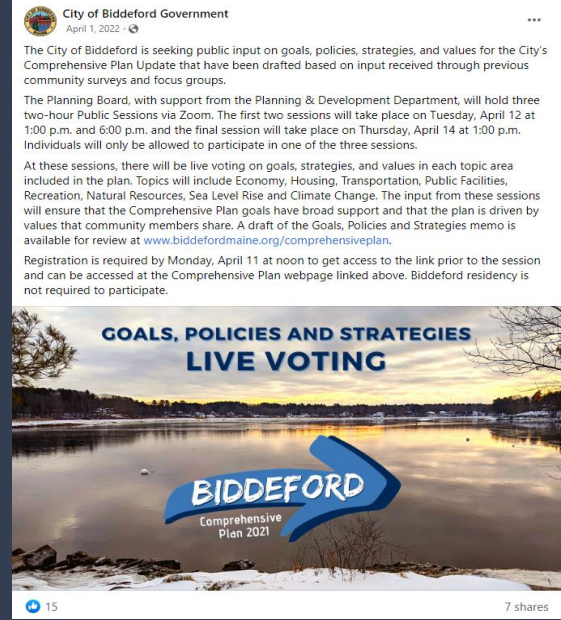
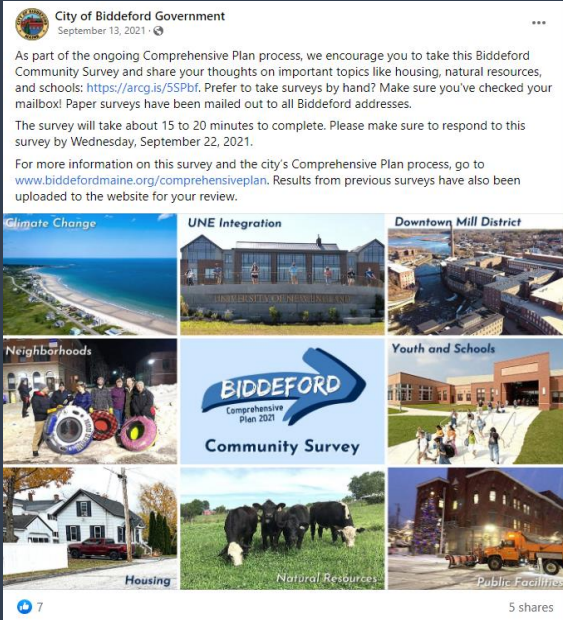


BIDDEFORD
Comprehensive Plan

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

1. What's Happening?

As the largest city in York County, Biddeford serves as an important regional service center and 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:

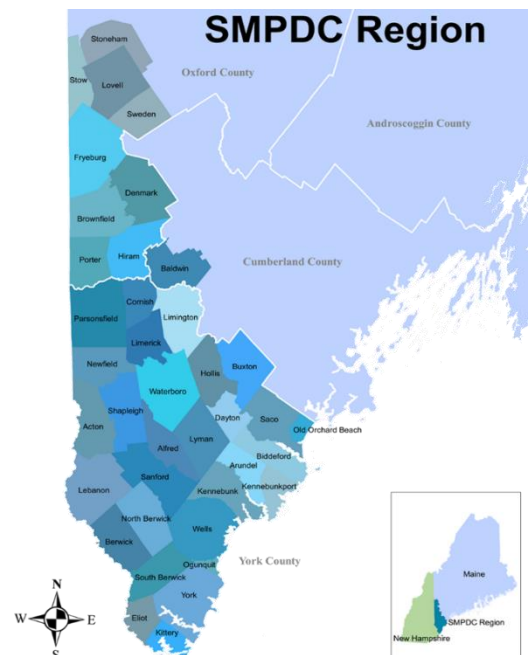
2. Regional Planning & Transportation

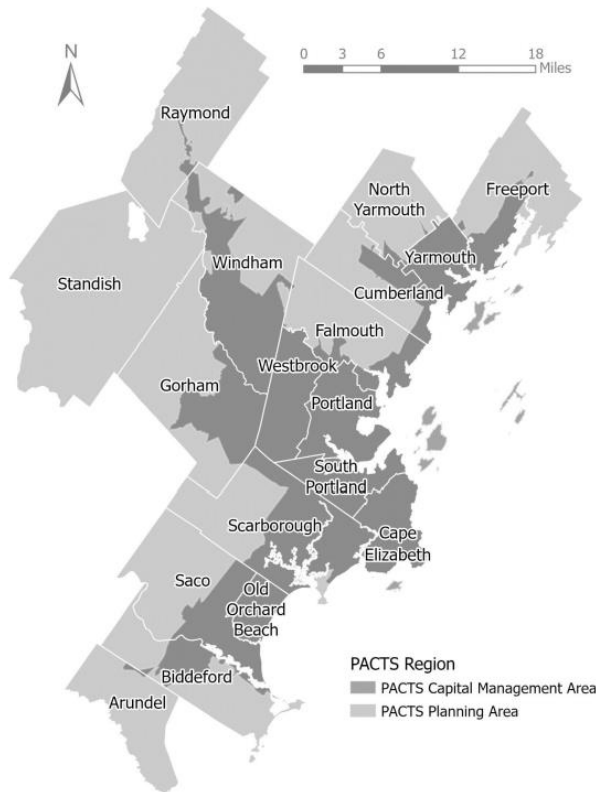
Southern Maine Planning & Development Commission (SMPDC)

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.





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.

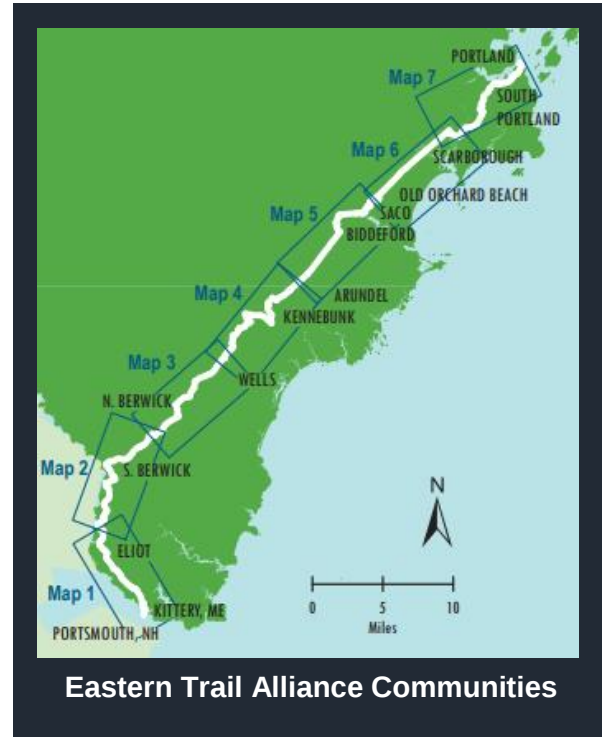
Since 2020, PACTS is fully affiliated with the Greater Portland Council of Governments (GPCOG) and utilizes GPCOG staff and resources.

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.

3. Conservation and Resource Management

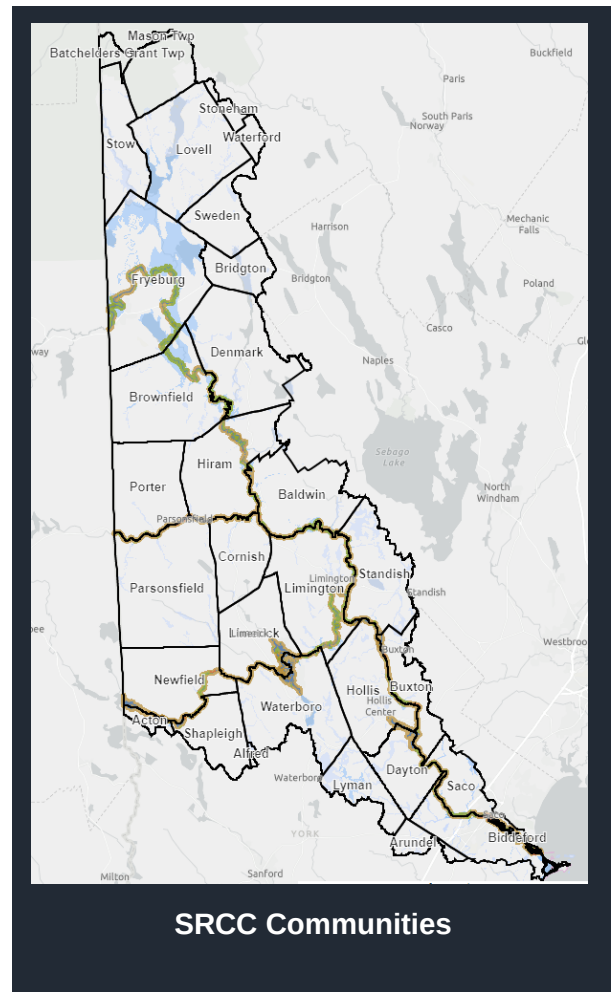
Saco River Corridor Commission (SRCC)

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. 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

4. 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.

5. 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

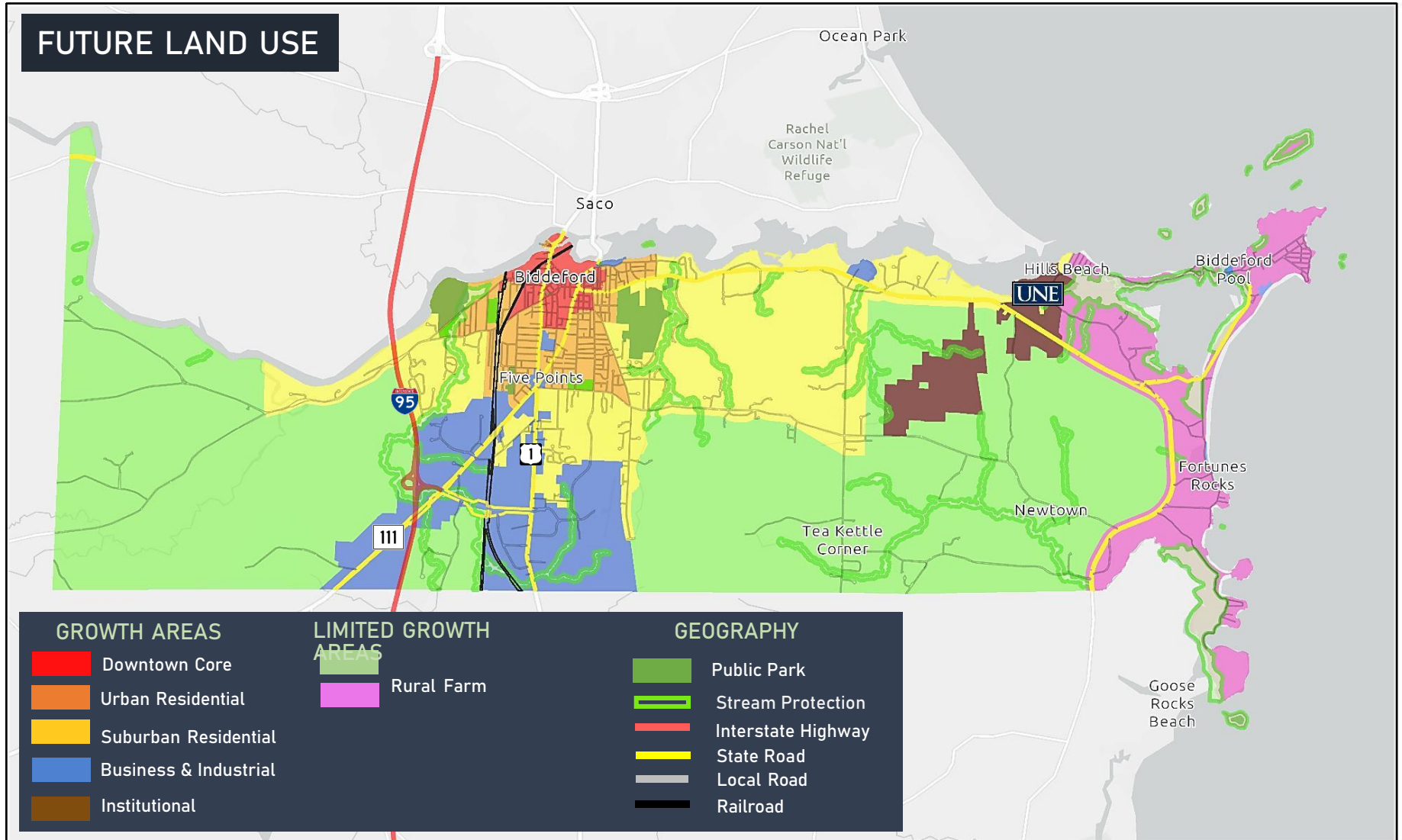
Biddeford Police Department works closely with police departments in Saco, Arundel, Kennebunkport and Dayton. Biddeford is also a participant in the Regional Tactical Team, which serves all of York County.

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

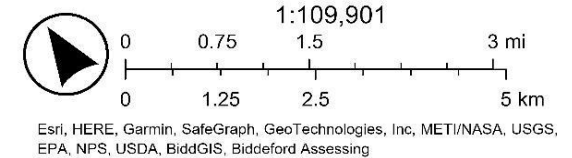
Fire / EMS

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.

FUTURE LAND USE



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



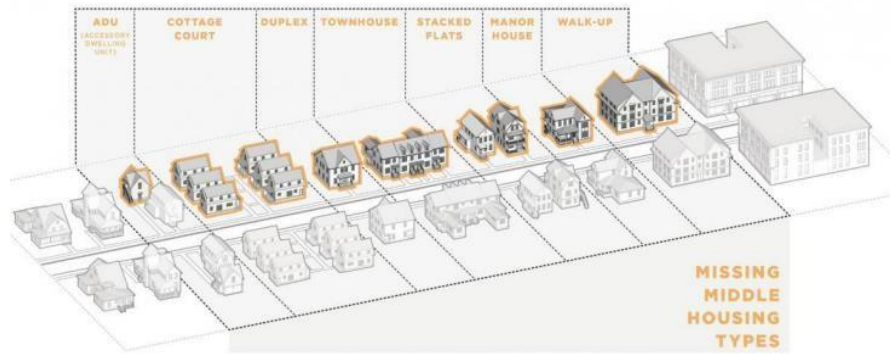
Infill

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:

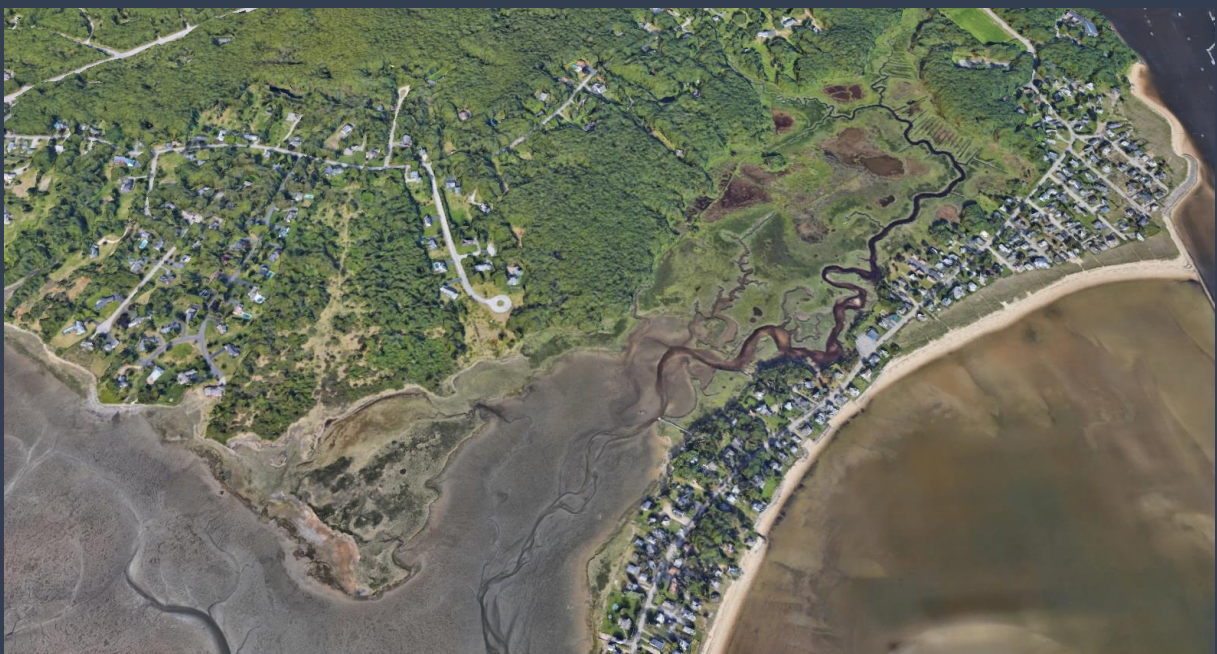
- **Continued redevelopment of the Mill District**
- **Transit-Oriented Development**
- **Reduce or eliminate parking requirements for some downtown projects.**

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

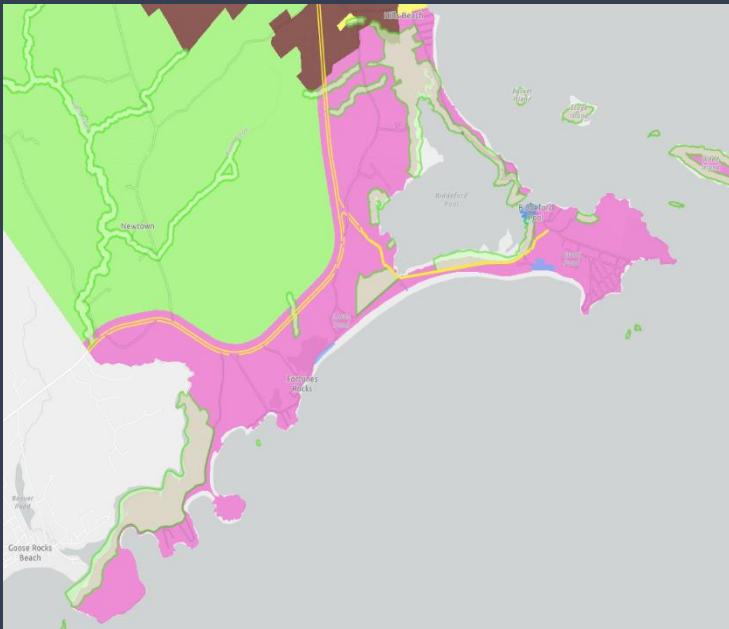
Coastal Areas and Coastal Residential Zone

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

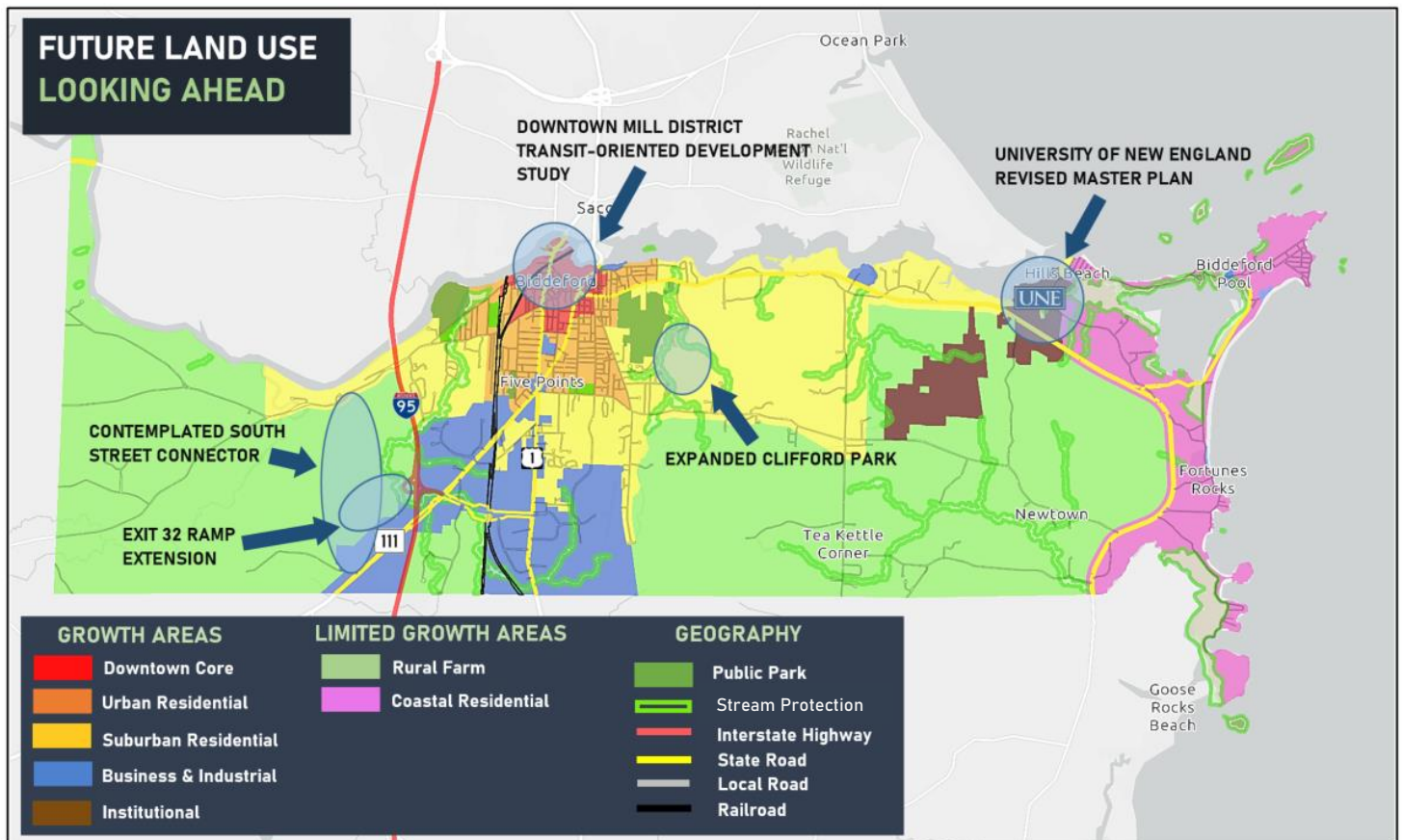


6. Looking Ahead

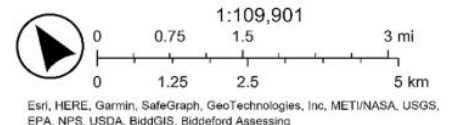
The 2022 Future Land Use plan serves as a foundation for guiding future growth and investment in Biddeford. Although the Future Land Use plan is **not** a zoning map, it will serve as a foundation for future zoning and ordinance changes that will allow our community to achieve the visions laid out in 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



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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.

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, excessive 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

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 either 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”

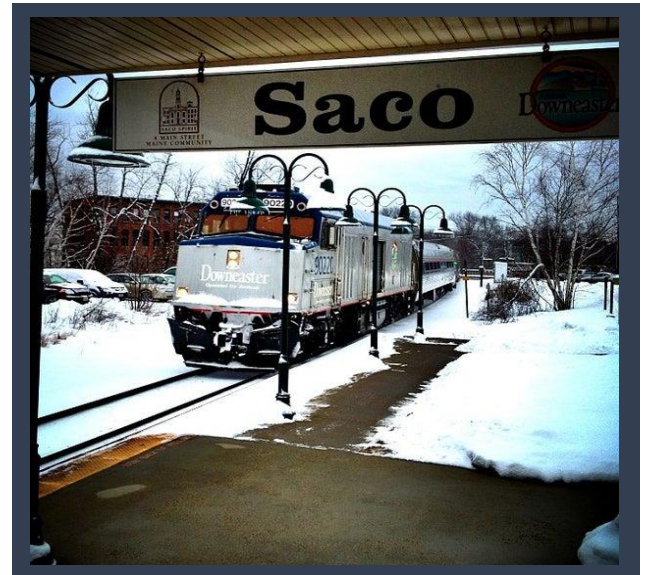
“More bike lanes and wider shoulders would be appreciated”

“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

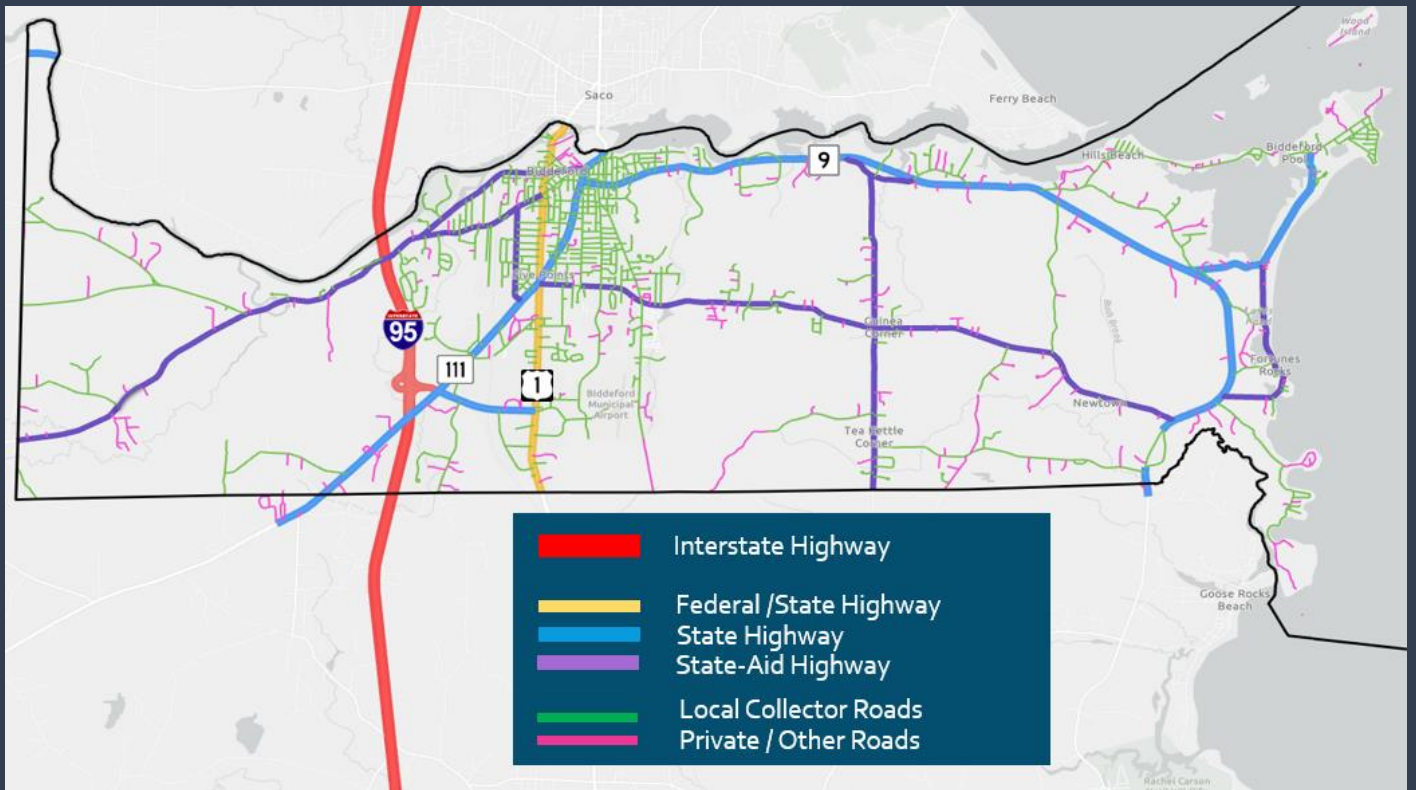
Private Roads

Privately owned roads and drives maintained by private property owners

Local Examples Include:

Many dead-end subdivision roads

Biddeford's Road Classifications

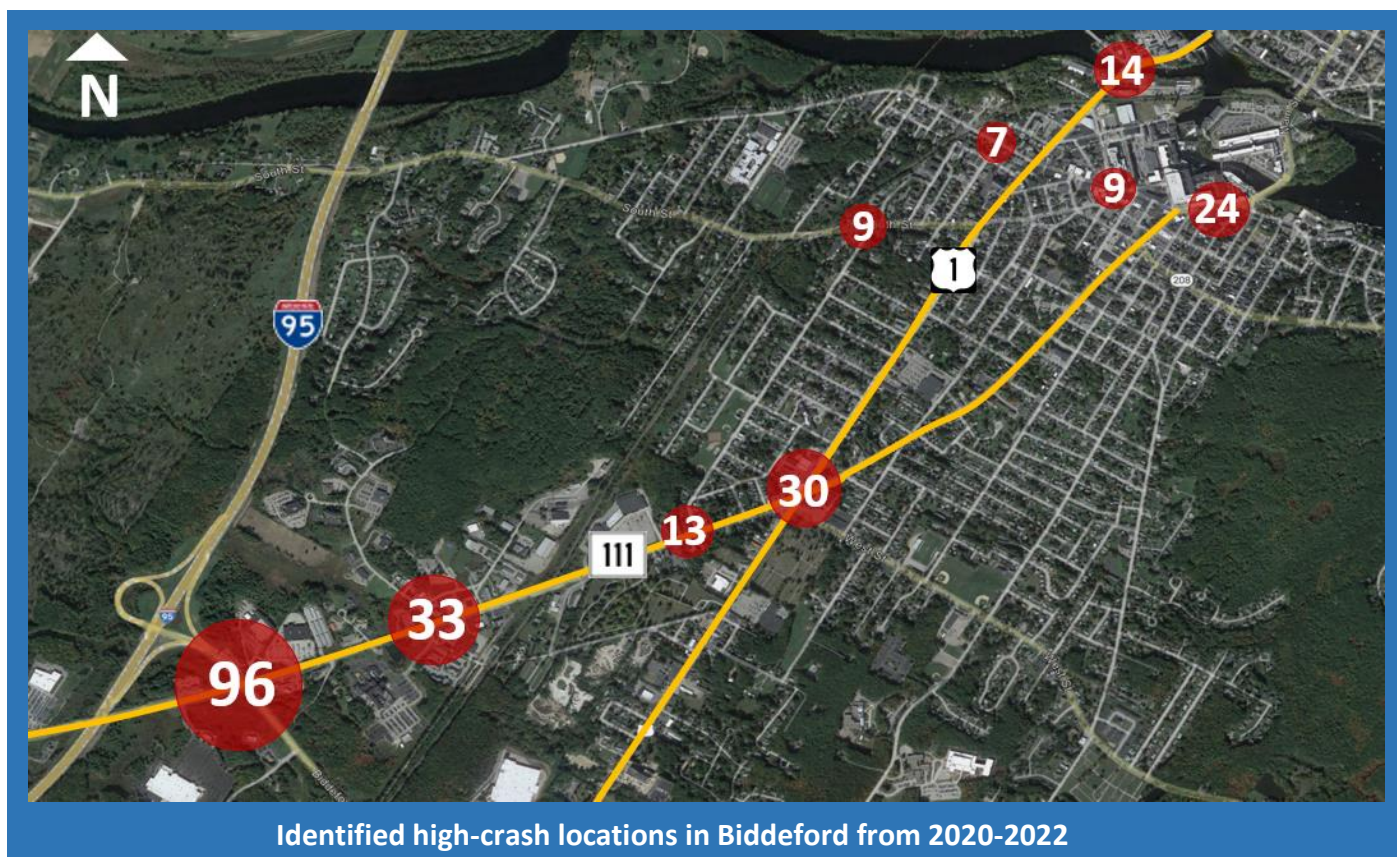


High Crash Locations

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.

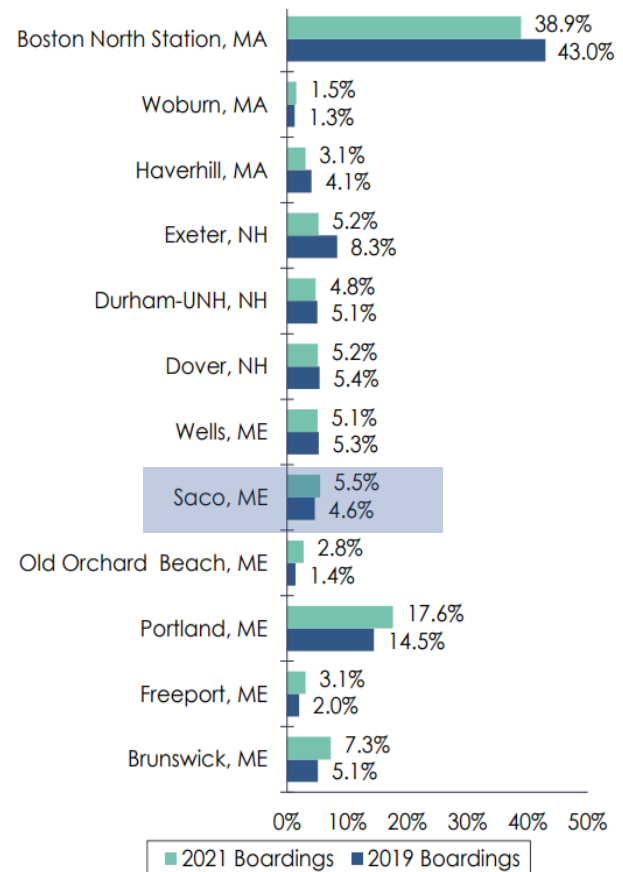
Amtrak Downeaster

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

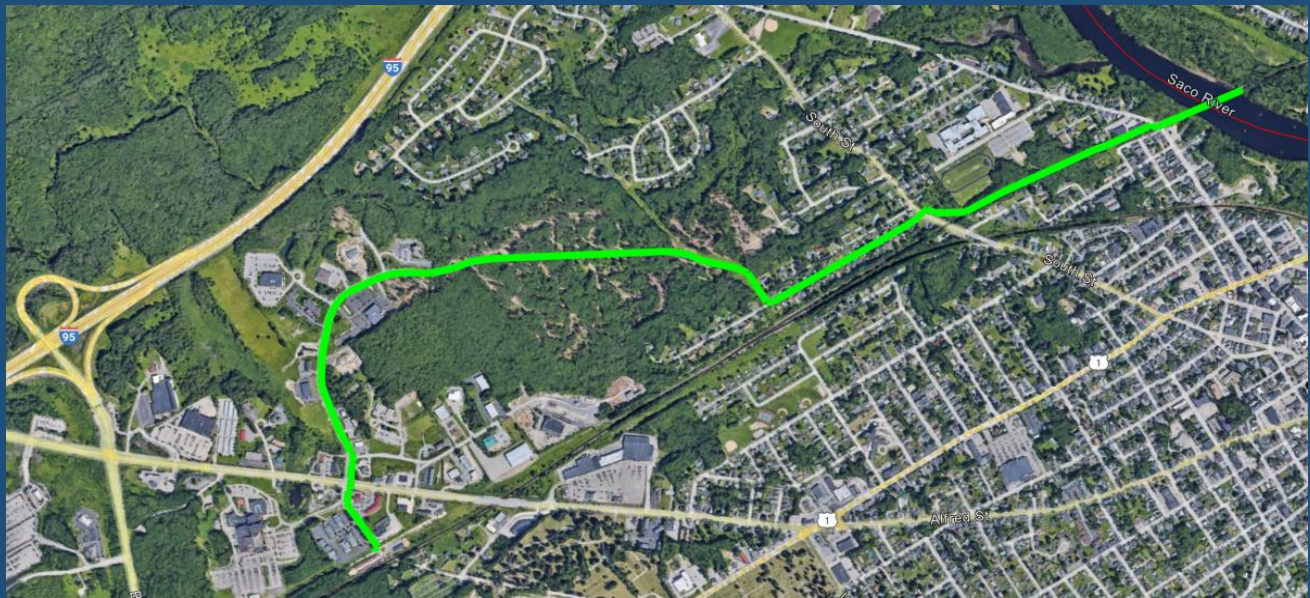
The “Five Points” intersection of Elm St, Alfred Rd and West St. sees very high traffic volume and an above-average number of vehicle accidents. The intersection has been identified as an area of concern and potential future study and redesign.

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.



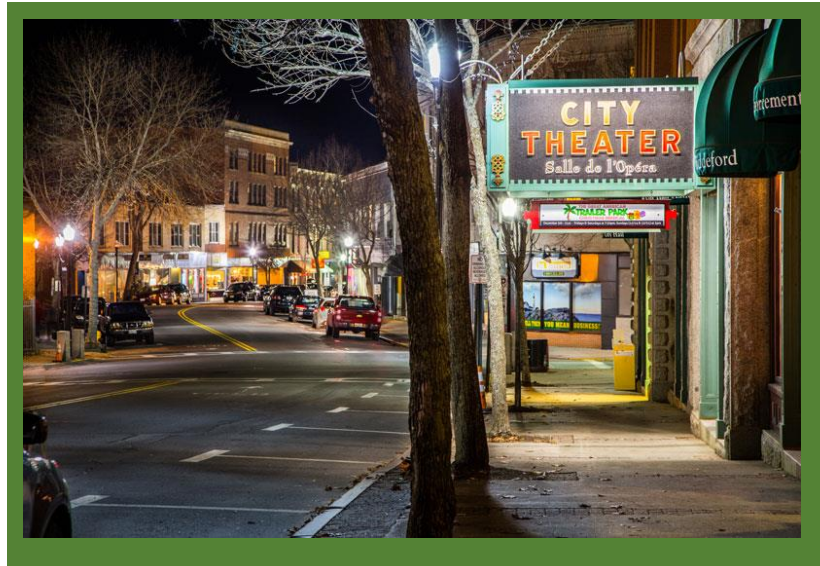
Proposed off-road Eastern Trail alignment through Biddeford

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

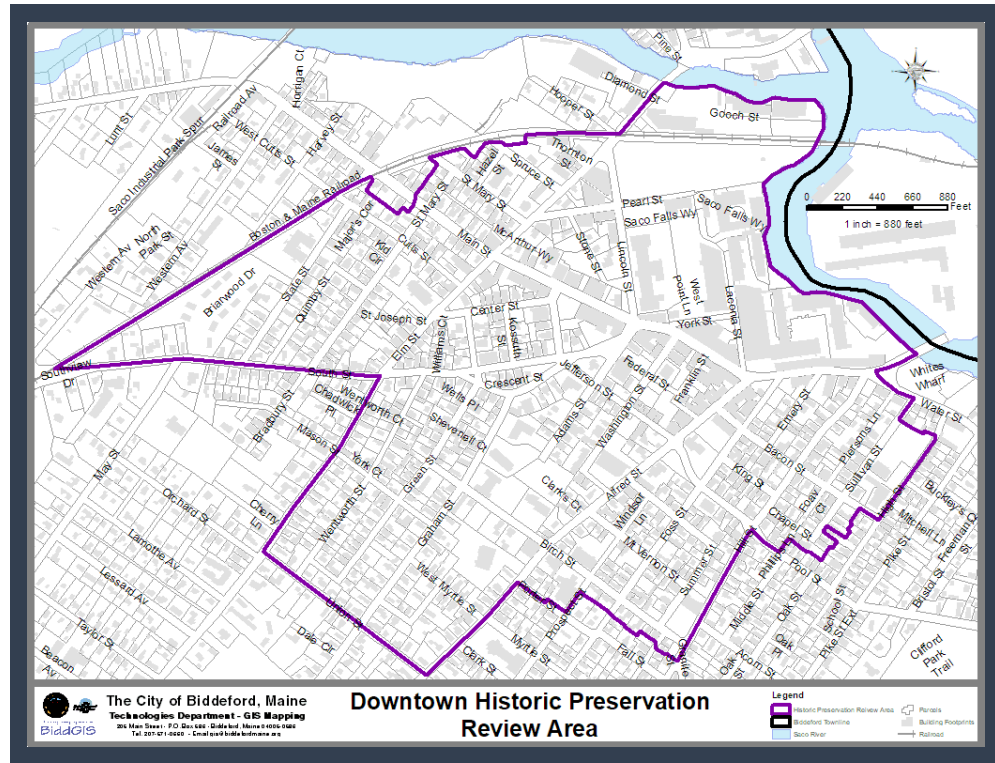


Table 9-1. Biddeford Historic Sites on the National Register of Historic Places, 2020

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.

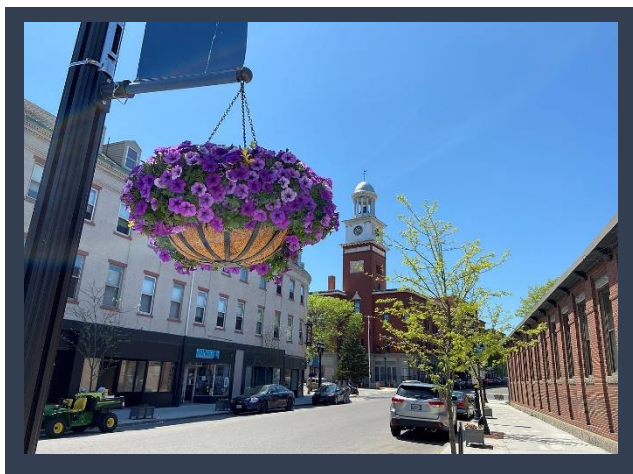
During the same period, however, the report notes that the value of historic rehabilitation activity increased from \$7 million in 2007 to \$40 million in 2011. Further, in 2011 alone, tax credit sponsored Historic Rehabilitation were anticipated to support nearly 800 Maine jobs and \$30 million of income.

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.

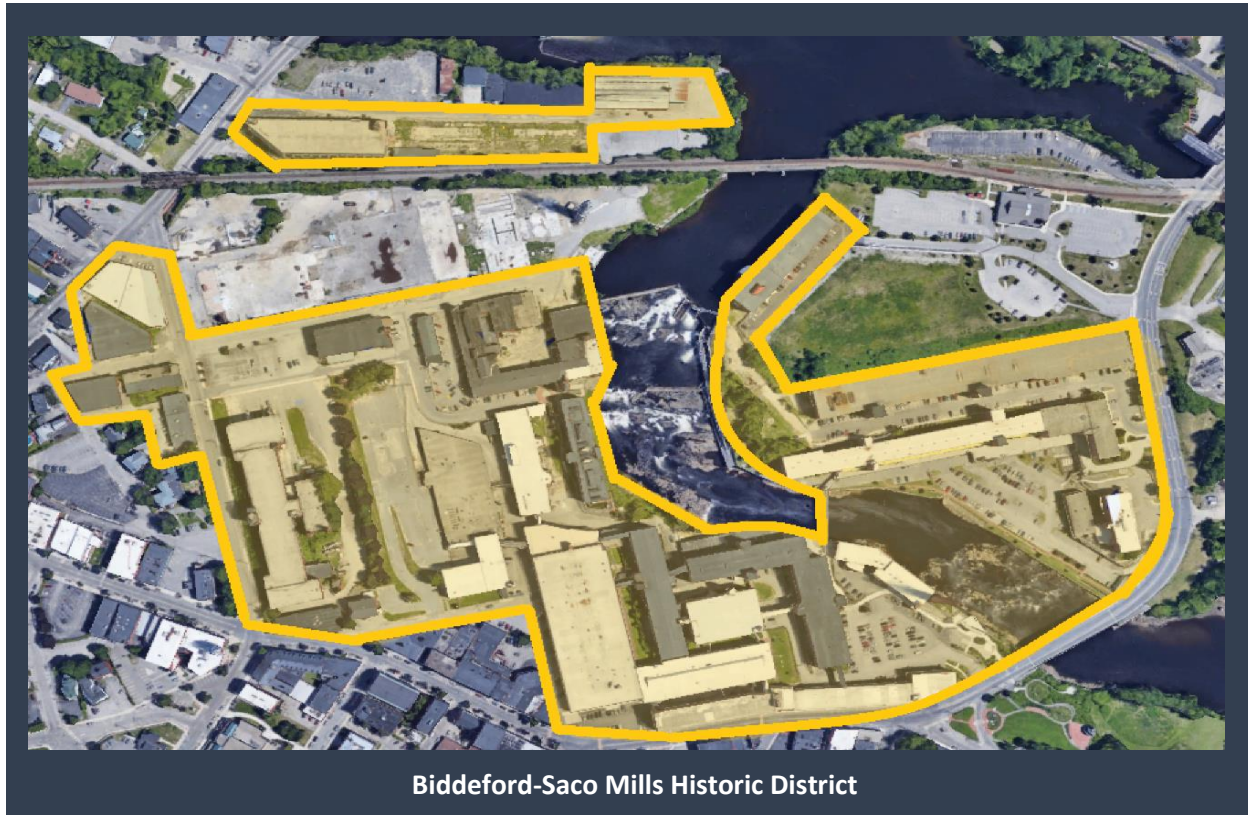
These buildings form a cohesive group that conveys the significance of the district as a social and commercial center of Biddeford.

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:

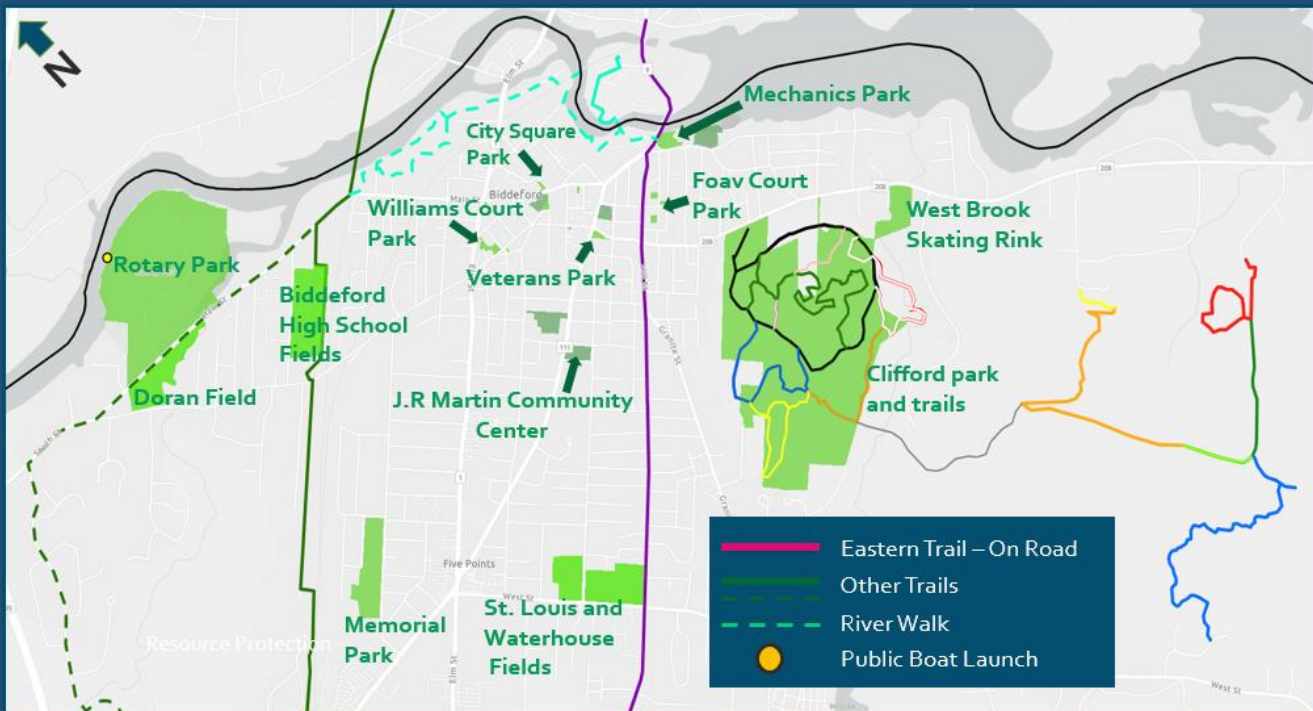
- Basketball
- Soccer
- Cheering
- Tennis
- Wrestling
- Parent-Child pre-school gym

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).

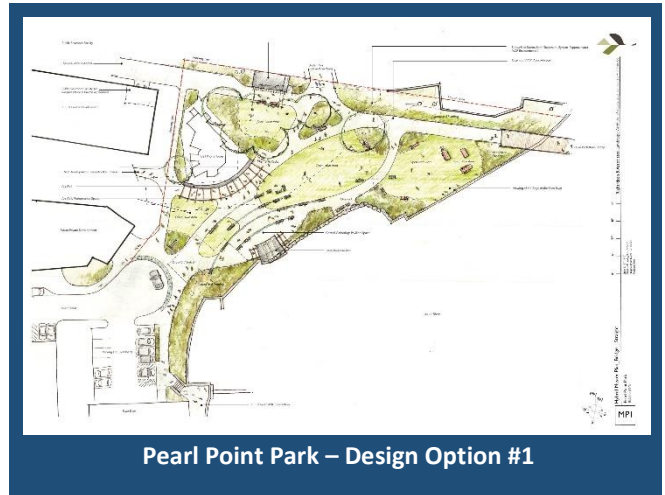
South Point Sanctuary

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

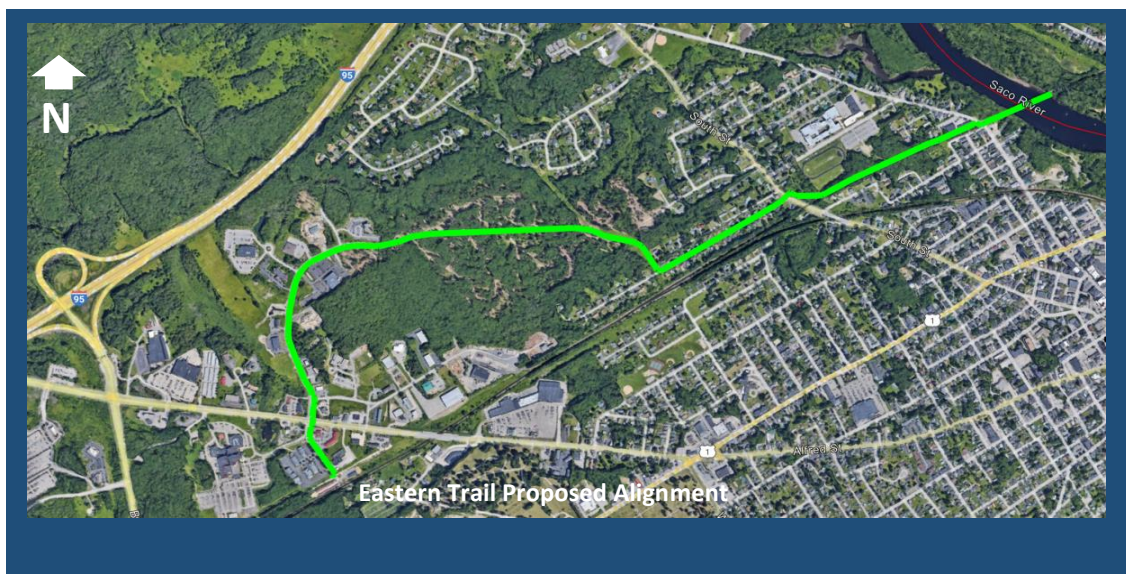
Working with private partners, the City is working to develop and expand the public riverwalk through the Mill District to connect the Diamond Match property, Pearl Point, and the Mill District. This expansion will greatly enhance public waterfront access and create enhanced connectivity to support new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

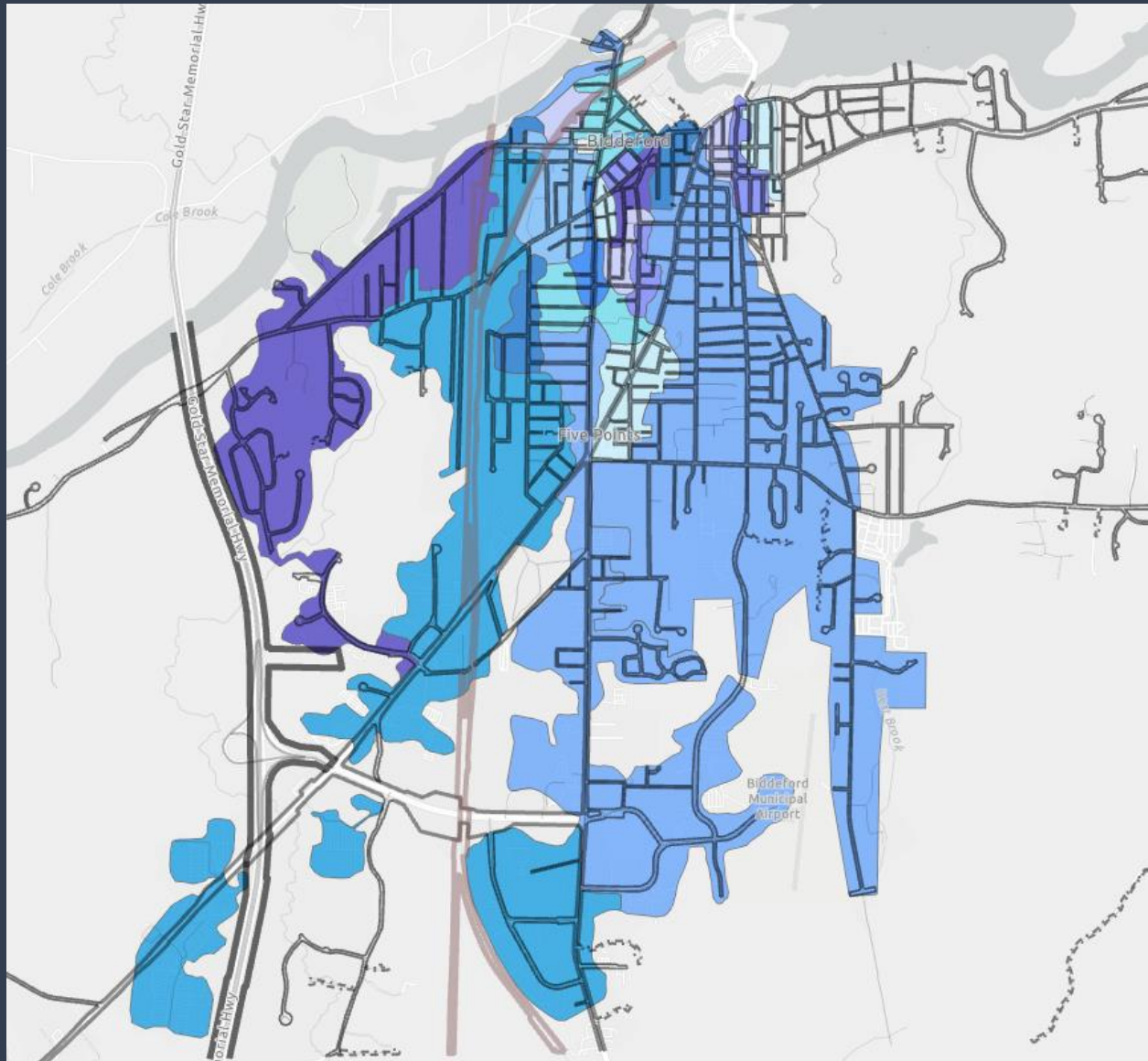
The City's collection system for wastewater is made up of sanitary sewers and combined sewers. Sanitary sewers carry only wastewater. Combined sewers carry wastewater and stormwater. The City's collection system is separated into two separate systems, one serving the central urban area discharging into 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

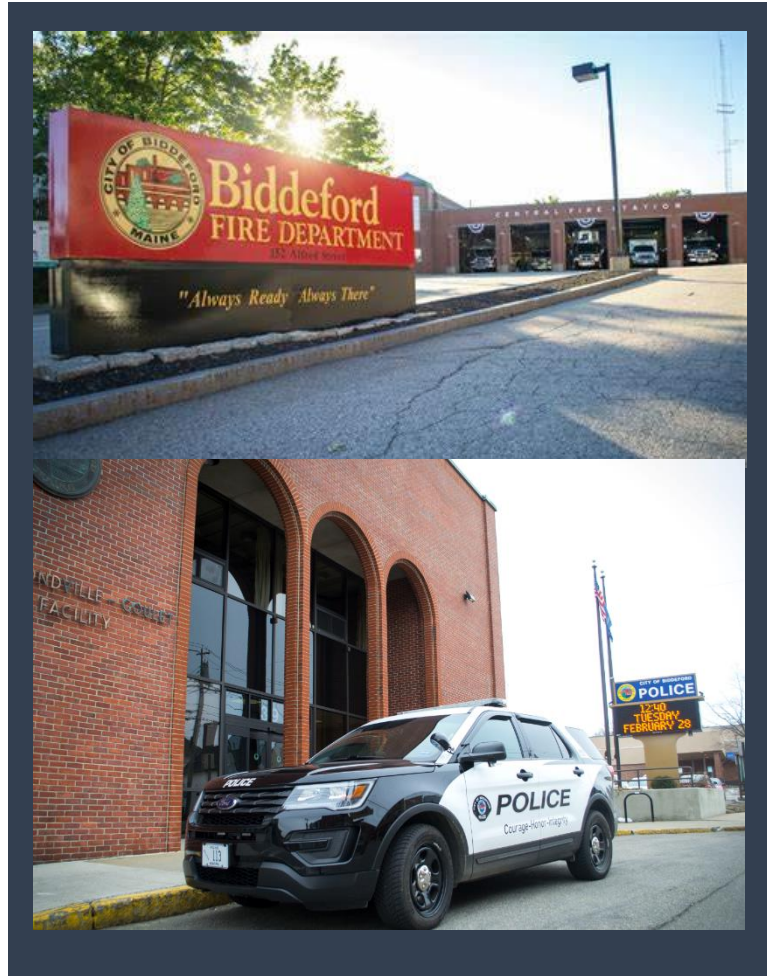
Biddeford Fire Department:

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 as depicted on the Map, 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?

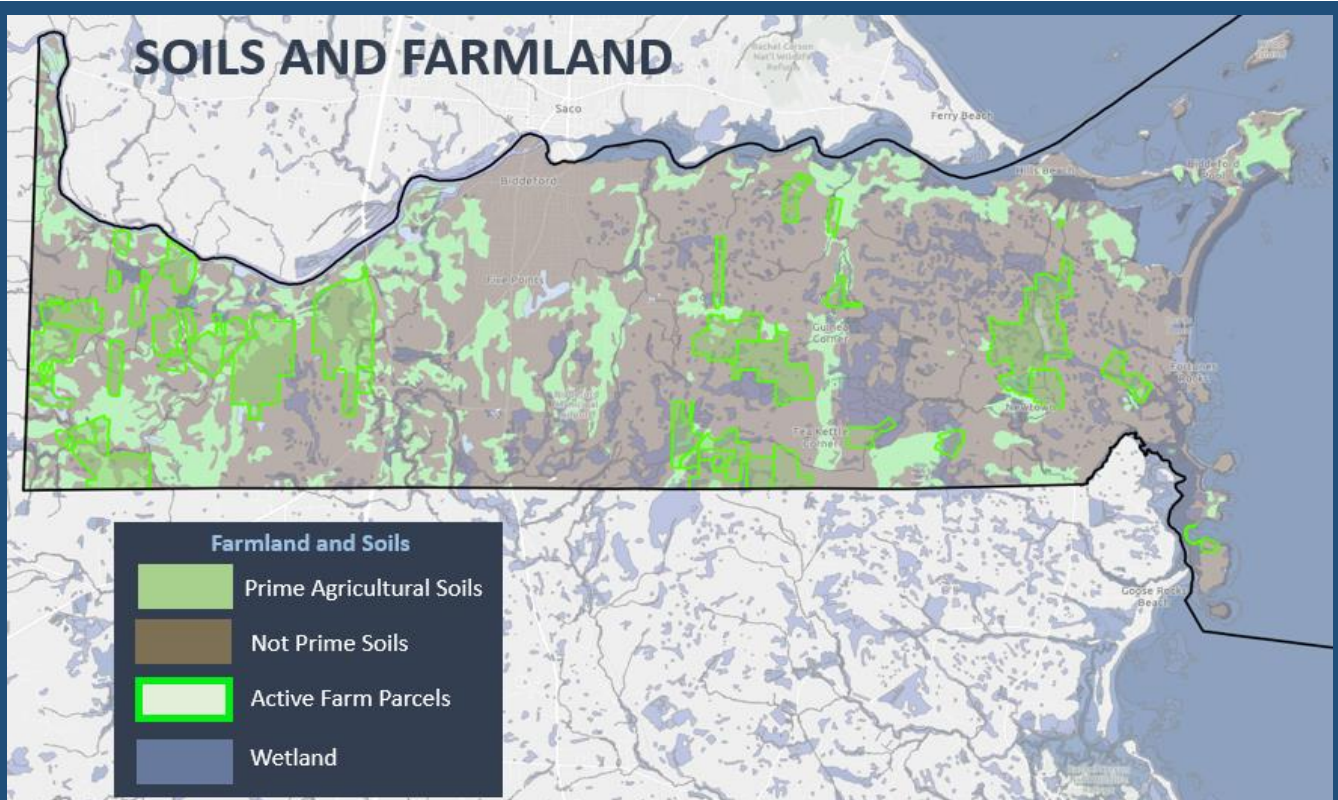
Farms in Biddeford produce a wide variety of products including beef, chicken, pork, milk and dairy products, corn, honey, maple syrup and a wide variety of fruits and vegetables.

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.

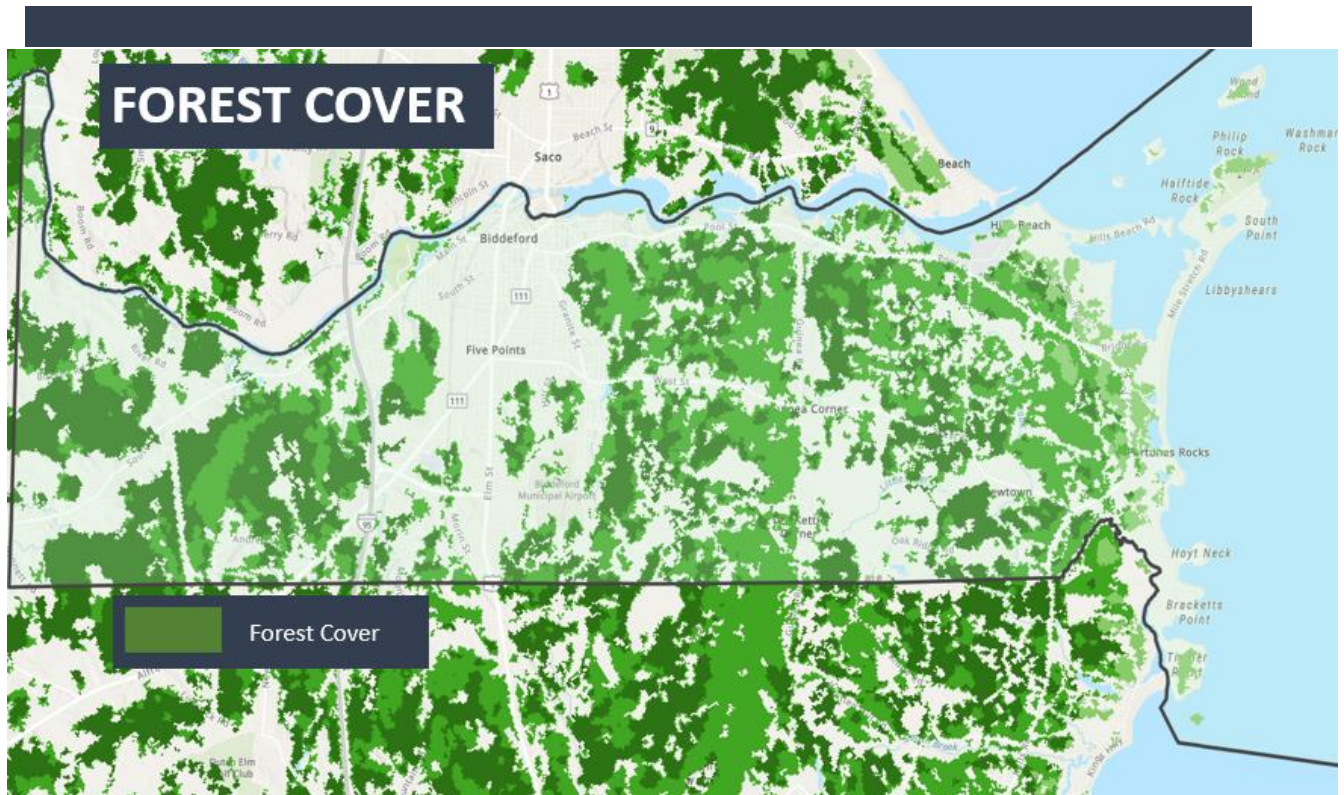
Table 10-1. Current Farmland Parcels in Biddeford (2016)

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)

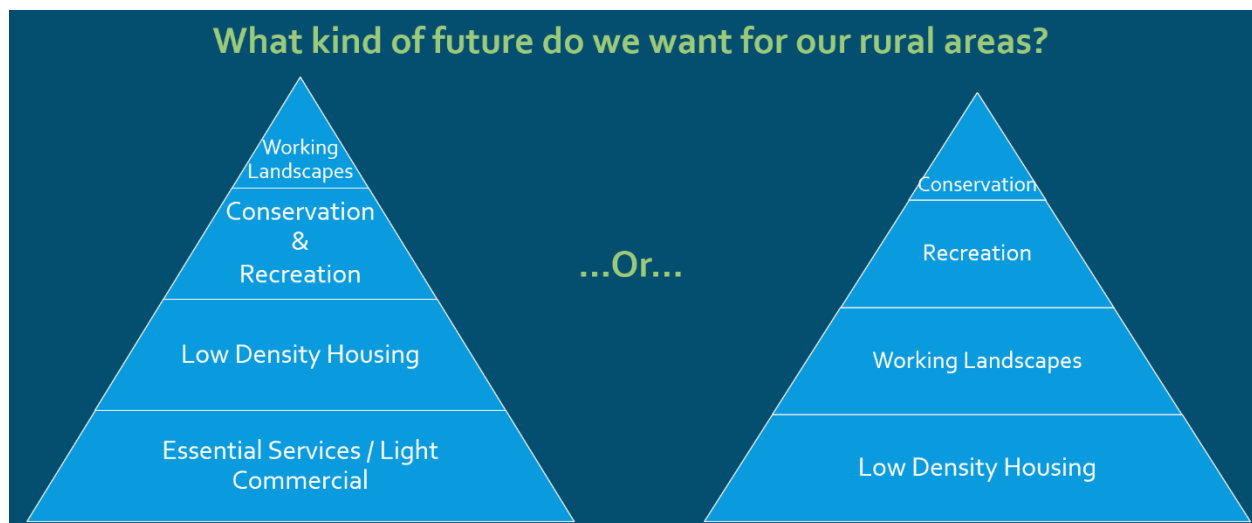
Placing an easement on property can provide permanent protection of natural resources and ensure good stewardship in perpetuity.

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.

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 Barndollar, 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.

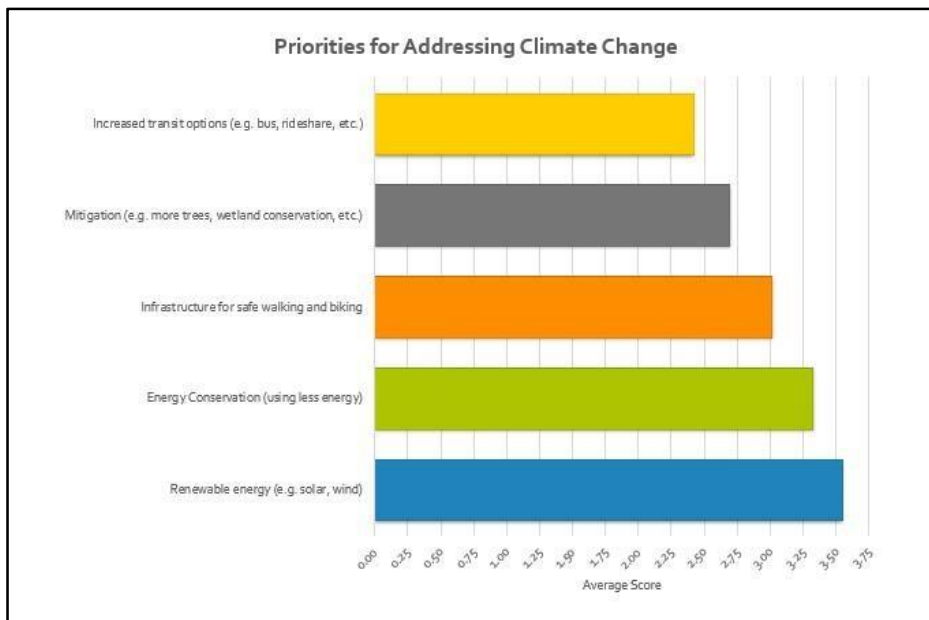
Participating in this partnership has allowed the City to join Southern Maine Planning and Development Commission (SMPDC) and the communities of Kennebunk, Kennebunkport, and Kittery to develop a climate action plan as a cohort. Creating a plan in this manner allows economies of scale, providing a resource-intensive, 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 September 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

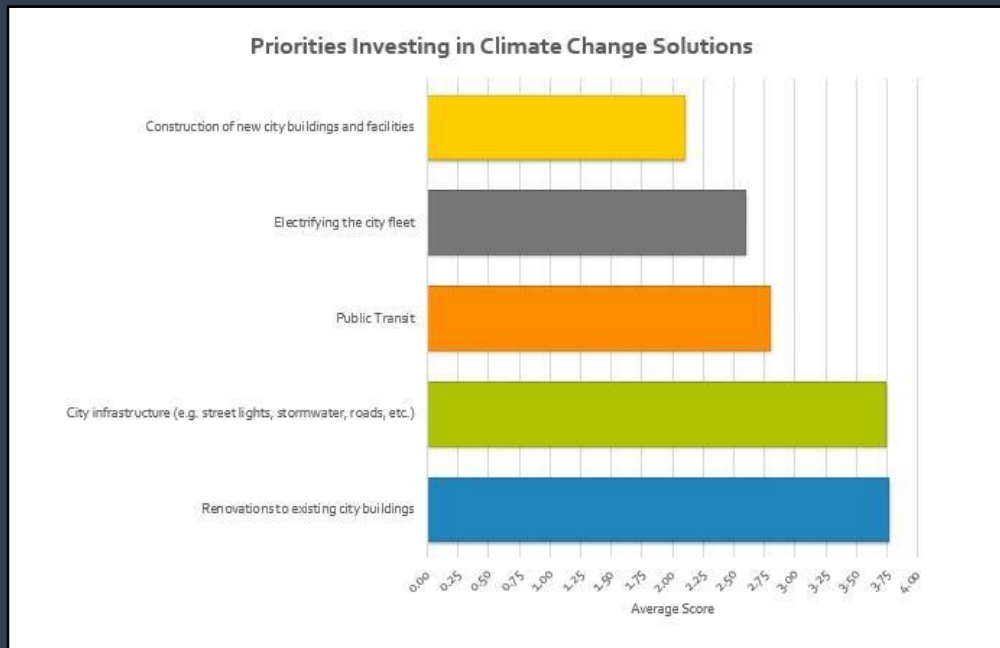
- **renewable energy**
- **energy conservation, and**
- **walking and biking infrastructure.**

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.

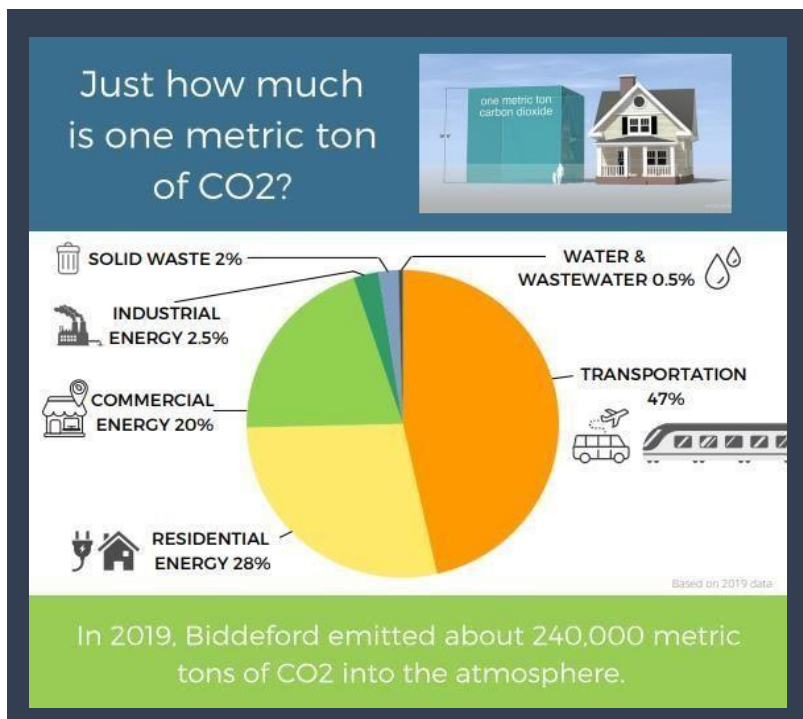
Through the Climate Action Plan process, the Biddeford Climate Task Force will undertake rigorous public engagement so that residents' perspectives and priorities are what drive the plan and its implementation. This will include a series of public workshops, as well as multiple interactive events that 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

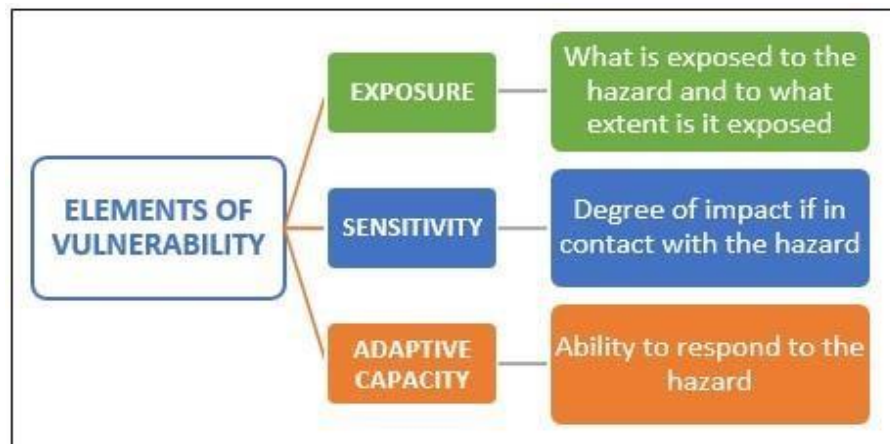
Public Engagement

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

Climate Change:

What Comes Next?

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.

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
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Total depreciation expense – business-type activities	\$ 1,118,464
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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)

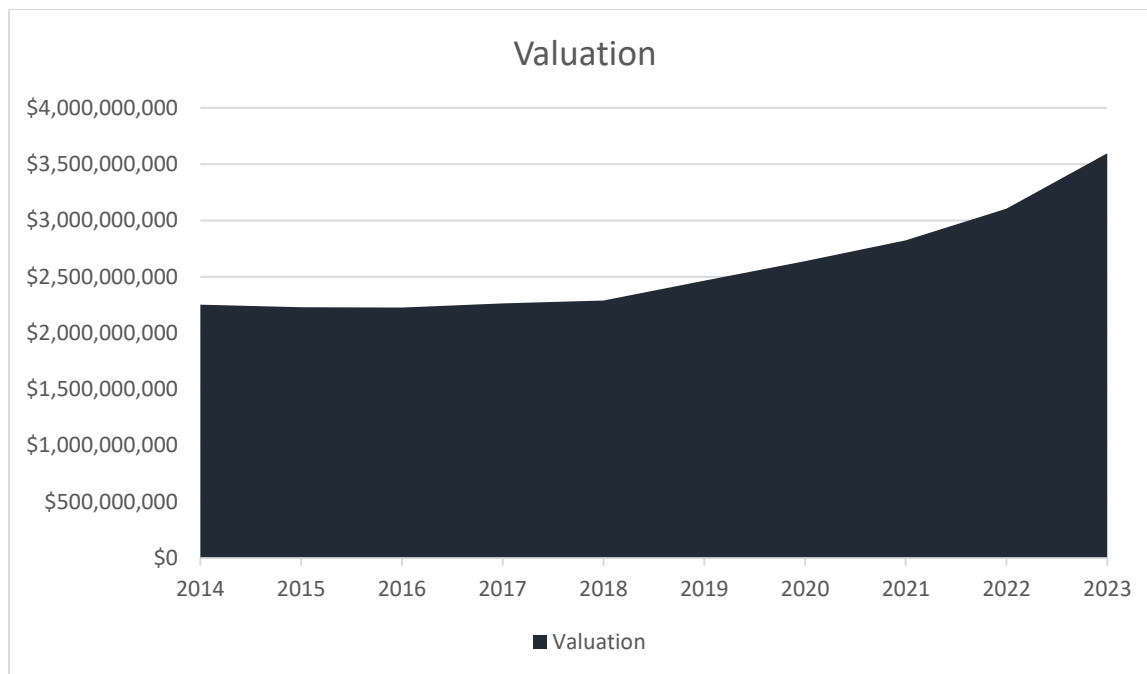
Fiscal Year	Total General Obligation Bonds/ Notes	Percentage of Estimated Actual Taxable Value of Property	Per Capita
2021	\$ 47,675	1.7%	2,114
2020	52,357	2.0%	2,441
2019	57,320	2.3%	2,664
2018	61,400	2.7%	2,857
2017	65,056	2.9%	3,045
2016	59,917	2.7%	2,813
2015	63,881	2.9%	2,994
2014	67,541	3.0%	3,172
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 refinancing 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 due 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 devices 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.
54	Fire Department	Replace Hydraulic Rescue Tools	\$ 40,000	This funding would replace our hydraulic rescue tool located on our 2nd Engine used in vehicle extrications.
55	Police Department	Andrews Road Radio Tower	\$ 1,000,000	Erect stand-alone 200 foot telecommunications tower to service the western part of the City.
122	Police Department	Modular Vehicle Barrier System	\$ 35,350.00	Portable vehicle barrier system to prevent vehicle ramming events
56	Public Works	Vehicle Maintenance 5 Year Vehicle/Equip Replacement Program	\$ 5,875,000	5 year vehicle/equipment replacement program
57	Public Works	Street Maintenance - Capital Paving Program	\$ 3,596,618	Resurfacing of app 6 miles of roadway
58	Public Works	Sidewalks	\$ 487,500	Sidewalk repair throughout city as needed.
59	Public Works	Granite Point Culvert		
60	Public Works	Rte. 1 Improvements	\$ 845,000	Install drainage syst. Sidewalks paving from the Spur to Arundel line
61	Public Works	Tree Management Plan	\$ 200,000	Implementation of a multiyear program to manage and maintain a healthy tree inventory within the city. Focus on Main Street the year of 2023
62	Public Works	Road Widener	\$ 67,500	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.
63	Public Works	Auto gate	\$ 55,000	Put auto gate on Bus entrance side.

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	