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GENERAL PLAN for the
City of South Portland, Maine

Prepared for the
South Portland Planning Board and
The Department of Economic Development
State of Maine

by
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MAPS AND PLANS

A series of large scale maps, listed below, have been prepared as a part of the General Plan for the City of South Portland. These show the details of the physical and land use recommendations made in the Plan. The starred maps are reproduced at small scale in the text herewith.

| | | |
|----|---|-----------|
| 1 | base map showing streets only | 1" = 500' |
| 2 | base maps showing streets and contours | 1" = 500' |
| 3 | existing land uses | 1" = 500' |
| 4 | * population distribution | 1" = 500' |
| 5 | water distribution | 1" = 500' |
| 6 | sewer system | 1" = 500' |
| 7 | circulation and transportation | 1" = 500' |
| 8 | * proposed land use plan | 1" = 500' |
| 9 | existing zoning | 1" = 500' |
| 10 | * proposed zoning | 1" = 500' |
| 11 | Ferry Village area land use | 1" = 100' |
| 12 | Ferry Village area condition of structures | 1" = 100' |
| 13 | Knightville area land use | 1" = 100' |
| 14 | Knightville area condition of structures | 1" = 100' |

SECTION 1

General Summary of Proposals

The City of South Portland, through its Planning Board contracted with the Maine Department of Economic Development for the preparation of a General Plan for the City to serve as a guide in various decisions and policy determinations of local government, particularly those relating to the use of land and the physical facilities required to render the public services that the City affords its residents. One half of the funds for this Plan were supplied by the Federal Government under Section 701 of the Housing Act of 1954, one quarter by the State of Maine and one quarter by the City. The purpose of the Federal and State grants to local municipalities is to encourage long-range planning. These same sources for grants have been utilized by the Greater Portland Regional Planning Commission in seeking recommendations relating to certain metropolitan problems.¹

Legal Authorization for a General Plan

The State of Maine planning enabling legislation² states that a municipality may establish a planning board and further, that such board shall prepare and adopt comprehensive plans, amended from time to time, containing its recommendations for the development of the municipality. A public hearing on the tentative proposals is required before the board can take action. After a plan has been adopted by the planning board, it becomes a public record and is placed on file in the office of the city clerk. After adoption of a plan, the city council may not establish or modify in location or extent any public property until the planning board has made an investigation and reported its recommendations, presumably in conformity to the comprehensive plan. The planning board is given a minimum of thirty days before it is required to report to the city council. The failure of the planning board to issue a report to the council constitutes approval of the proposal. An item which has been disapproved by the board may be enacted only by a two-thirds vote of the council. From this it can be seen that the planning board has considerable influence through its comprehensive plan over any decision of the city council relating to land use.

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1. Three examples are: a) Greater Portland Regional Planning Commission, Robert M. Ewing, Director, Land Use and Highway Plan, 1975, for the Portland Region, Portland, Maine, 1958; b) Greater Portland Regional Planning Commission, and Arthur D. Little, Inc., Fact Manual of the Portland Region, 1959; c) Arthur D. Little, Inc., Greater Portland Planning Region: Economic Problems and Opportunities, March 1960.
 2. Chapter 90A, Revised Statutes of 1954, Sections 1 and 61-65, as amended.

The Scope of the General Plan

Matters relating to the use of land have been given primary attention in the specific proposals for municipal action. As a background from which to make such decisions, various factors have been investigated and predictions made relating to expected population growth for the next twenty years, projected school enrollment for the next six years, and the rate of growth of commercial and industrial activity and residential development. Inventories of the current status of the following have been made: land uses, transportation facilities including roads and highways, rail lines, harbor docks, public transportation (bus lines), parking areas, utility services (power, sewer, water) schools, civic buildings, parks and recreation areas, population distribution. From this information, from meetings with the Planning Board and other members of the City Government and from first hand evaluation of the various situations, a series of recommendations have been set forth in this Plan. These are discussed in detail in the ensuing sections; a summary is given in this Section. Two new ordinances have been drafted, one, an extensive revision of the City's zoning ordinance and map, two, a new ordinance governing the subdivision of land (with particular application to the construction of new ways). The texts of these two ordinances have been reproduced in a separate booklet. A six-year capital expenditure program and a capital budget have been prepared and published separately. The report on the General Plan is composed of the following:

1. This report entitled: General Plan.
2. Proposed Ordinances: Zoning and Subdivision of Land
3. Capital Improvement Program and Budget
4. A series of large scale maps listed in the preface to this report.

Fiscal Ability of the City

In surveying the needs and opportunities of the City of South Portland, its financial condition and fiscal abilities must be evaluated. The economic outlook for the Portland Metropolitan Area has been the subject of a recent survey and report¹ to the Greater Portland Regional Planning Commission. Employment in nonagricultural jobs in the metropolitan area has increased only very slightly in the past decade. Figures for 1952 show 49,700; for 1958 - 51,100.²

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1. Arthur D. Little, Inc., Greater Portland Planning Region: Economic Problems and Opportunities, March 1960.
 2. Greater Portland Regional Planning Commission and Arthur D. Little, Inc., Fact Manual of the Portland Region, 1959.

This establishes the general outlook for growth in the City, both residential and commercial (business, industry, etc.). In the past decade 1950 to 1960, the population of the City increased from 21,866 to 22,788, an increase of only 922 persons. The metropolitan area (or defined by the U. S. Bureau of Census) increased from 119,942 to 120,655, only 713 persons. The outlying towns grew at greater rates at the expense of the City of Portland which experienced a numerical decline of 5,068.

Unless there occurs an unexpected and sizeable increase in job opportunities in the Portland area, the future prospect for South Portland seems to be one of modest growth arising from the shifting of industries, businesses and population within the metropolitan area. The City Government (South Portland) is making a maximum effort to attract new industries and businesses to the City. Other municipalities are doing the same on their own behalf. The Greater Portland Area Development Council (a private group) chose a site in South Portland for its industrial building erected for sale or lease as an area promotional venture.

In the past four years the assessed valuation of real and personal property in the City of South Portland increased from \$94,537,020 to approximately \$100,600,000 (1958 to 1961). This shows economic strength; it is partially attributable to the erection of several new industrial buildings (for distribution functions) within the City. The City's tax rate has been maintained at reasonably stable figures during the past decade (adjusting for the reassessment of 1958). Since 1958 the rate has climbed from \$22/\$1,000 in valuation to approximately \$25 (1961). In the proposed capital budget, the tax rate has been projected through the year 1967, assuming very modest increases in assessed valuation. It is hoped that the valuation can be increased at a greater rate, thereby producing a lower tax rate than projected for each year. The projected capital improvement program is not significantly different in costs from the program that has been carried out during the past six years.

On a comparative basis the tax revenue requirements for local government in South Portland appear to be reasonably similar to those experienced in the other cities and towns of the Portland area. The Fact Manual of the Portland Region (referenced above) gives a comparison of property tax rates in the Portland area for the year 1958. The ratio of assessment to market value is only an approximation, for which reason the comparison is not a precise one.

| <u>Municipality</u> | <u>Rate per \$1000 Valuation 1958</u> | <u>Assessment Ratio: % Market Value 1958</u> | <u>Est. Tax per \$1000 of Actual Value 1958</u> |
|---------------------|---|--|---|
| Portland | \$68.40 | 30 | \$20.52 |
| South Portland | 22.00 | 100 | 22.00 |
| Westbrook | 43.50 | 50 | 21.75 |
| Cape Elizabeth | 20.00 | 100 | 20.00 |
| Falmouth | 27.00 | 100 | 27.00 |
| Scarborough | 21.60 | 100 | 21.60 |
| Gorham | 47.00 | 56 | 26.32 |
| Windham | 95.00 | 26 | 24.70 |

This shows that in 1958 "equalized" tax rates for the eight selected municipalities varied rather widely, the towns experiencing the maximum in growth had higher rates, Westbrook and South Portland were reasonably comparable. To the extent that such a comparison has validity, it can be said that the costs of municipal government in South Portland are in line with those of its neighboring cities and towns. The outlook for increases in real property valuation in South Portland is probably brighter than in any other municipality in the region. The prospects for continued value in existing industrial property seem good for the present. The picture presents itself as one of general stability, with some reason for optimism regarding gradual increases in assessed valuation.

Synopsis of the Plan

The population increase during the next twenty years has been estimated as follows:

| | |
|------|--------------------------|
| 1960 | 22,788 (actual) |
| 1965 | 24,100 |
| 1970 | 25,500 - 23,267 (actual) |
| 1975 | 26,700 |
| 1980 | 28,000 |

These figures are higher than the experience of the decade, 1950 to 1960 would indicate. This estimated projection is based upon an increase of less than 50 new dwelling units per year. Public school enrollments have been projected for a six-year period resulting in an estimated increase of only 210 to reach a total of 5,671 for the school year 1966-1967.

The analysis of school needs and facilities made in Section 3, indicates that the present need for new school capacity is only in the western part of the City, i.e., in the Thornton Heights area. A new seven room school (first stage) is proposed for this area. The recommendations for school buildings and sites are as follows:

- A. For the long-range projection, a total of fifteen or sixteen elementary schools, located in the neighborhoods served; of that number five are new schools on new sites.
- B. The continuation of the policy of the four-year high school and the two-year junior high; the selection of a site for a second junior high school in the Thornton Heights area.
- C. The replacement of the Willard School with a new building (first stage: seven rooms) located on the City owned playground on Thompson Street.
- D. A program of acquisition of the needed new sites and of the enlargement of many of the sites of the existing school buildings.

For recreation and the preservation of open land, a series of land purchases by the City are proposed and scheduled in the capital improvement program. These include:

- A. An increase of the City's area at Willard Beach for parking and activities.
- B. A park including the ice pond in the undeveloped area between Highland Avenue, Stillman Street and Ocean Street.

Further development of the school sites for recreational use by adults and children during other than school hours is proposed. The new school sites in areas now undeveloped are planned to be large enough to provide the open space needed for the adjacent residential areas when developed.

A proposal is made to construct a new building to house all or part of the municipal offices plus the Police Department. A new library is considered for further study. Both of these have been included in the capital improvement program. Sites in the Knightville area are recommended.

A long-range proposal is submitted to purchase in the near future the right-of-way for a new limited access highway to extend from the Portland Bridge along the western edge of the Knightville peninsula to Broadway, thence along Anthoine Creek and the eastern edge of the oil storage tank tract to Nutter Road. Here it would divide; one branch would connect to Ocean House Road in Cape Elizabeth, the other would extend to Main Street and the Turnpike through the Rigby Bog.

An urban renewal program is suggested for consideration as a means of con-
serving and improving existing dwellings in older residential areas or of relieving difficulties in areas in which sharp conflicts in land use occur (residential vs. industrial and business). Ferry Village is the area most in need of this type of "rescue" operation. A General Neighborhood Renewal Plan is proposed to include several areas (Knightville, Cash Corner, Ferry Village). In such a plan the Federal Government will make loans and grants to cities and towns to bear as much as two-thirds of the net costs of such programs. The proposal does not involve the clearance of any areas, possibly the removal of a few individual buildings, and is primarily designed to rehabilitate and conserve existing residential areas. No appreciable amount of displacement of residents is contemplated. The rehabilitation is proposed as the effort of the present owners on a basis that does not force large increases in rents or carrying charges. Two very important objectives for this program are, one, the preservation of the desirability of older neighborhoods as healthful places in which to live, and two, the conservation and enhancement of property values, primarily residential.

The significant land use recommendations of the Plan deal with changes in the zoning map to separate the conflicting land uses wherever possible. The

Ferry Village area is proposed to be changed from a Commercial District (Zoning) to a General Residence District. Already two large tracts in the City are available as industrial districts, one, in the Rigby Yard area, the other, along Western Avenue. No further industrial districts are felt to be justified until some of the available industrial areas are developed. It is most important to avoid scattered industrial development which cannot but cause the depreciation of large open areas for future residential development. At present the demand for new industrial sites is extremely limited and can be satisfied within the present districts. It should be pointed out that a new zoning classification called the Industrial District was established in 1959; the Western Avenue Industrial District was established under these regulations. The Rigby Yard area was also placed in this zoning category.

Changes in the Zoning Ordinance have been recommended to:

- A. Establish greater controls over certain types of uses, i.e., accessory uses, earth removal, yard spaces.
- B. Require off-street parking and loading spaces.
- C. Increase the lot size and frontage in the Residential Districts.
- D. Provide a possibility for flexible density control for multi-family housing developments.

A capital improvement program is included in the Plan. It outlines a series of land purchases, street improvements and building projects for the next six years. These have been budgeted to fit into a schedule such that the tax revenue requirements can be met with a minimum of fluctuations in the tax rate.

SECTION 2

Population

The Growth of Population

Since its incorporation as a separate municipality in 1898, South Portland has maintained a strong upward growth of population. In the decade 1950-1960 this rate was reduced to 4.2 per cent. TABLE 1 below shows these figures:

TABLE 1

| Year | Population | Increase | Per Cent of Increase |
|------|------------|----------|----------------------|
| 1900 | 6,287 | | |
| 1910 | 7,471 | 1,184 | 18.8 |
| 1920 | 9,254 | 1,783 | 23.9 |
| 1930 | 13,840 | 4,586 | 49.6 |
| 1940 | 15,781 | 1,941 | 14.0 |
| 1950 | 21,866 | 6,085 | 38.6 |
| 1960 | 22,788 | 922 | 4.2 |

Source: U. S. Bureau of Census, U. S. Census of Population 1960, Final Report PC (1) - 21A.

The population totals in this table are based upon actual census counts made at ten year intervals. The figures cannot give an accurate picture of the fluctuations that occurred during and after World War II. During the war emergency period, the war related industries, chiefly shipbuilding, in South Portland and in other locations within the metropolitan area, were greatly expanded, creating many new employment opportunities, sizeable migrations of population and a housing emergency necessitating the erection of several thousand dwelling units of temporary housing. It is estimated that the total population of South Portland exceeded 25,000 in the period 1942 to 1944. The number of dwelling units within the City was increased during World War II by about 3,300 in the various war housing projects. The 1940 population was 15,781. The 3,300 dwelling units housed at least 10,000 persons (3.03 persons per dwelling unit). By 1950 the housing supply had been reduced to 6,215 dwelling units, of which 222 were vacant. This indicates that the population

grew from 15,781 in 1940 to approximately 26,000 by 1944, then contracted to 21,866 in 1950. The demolition of housing units (war housing projects) continued into the decade 1950-1960.

TABLE 2

HOUSING SUPPLY: 1950 - 1960

| Year | Total Housing Units | Vacant Including Seasonal | Occupied | Total Population | Persons per Occupied Unit |
|----------|---------------------|---------------------------|--------------|------------------|---------------------------|
| 1950 | 6,215 | 222 | 5,987 | 21,866 | 3.66 |
| 1960 | <u>6,776</u> | <u>274</u> | <u>6,502</u> | <u>22,788</u> | 3.51 |
| Increase | 561 | 52 | 515 | 922 | |

Sources: U. S. Census of Population and Housing, 1950
U. S. Census of Housing 1960, Advance Reports, January 1961,
 HC (A1)-20 both published by The Bureau of the Census,
 U. S. Dept. of Commerce.

Housing Supply

Table 2 shows the changes in the City's housing supply. These figures represent an actual inventory. They indicate that for the decade 1950 - 1960, the net increase in the total number of dwelling units was 561; the increase in occupied units was 515. The rise in total population was smaller than the housing figures would indicate. Stated differently, the average number of persons per housing unit dropped from 3.66 in 1950 to 3.51 in 1960; statistically, this is a sizeable drop. It is not possible from the data available to determine any more precise conclusions. One further source of information is the records of the Building Inspector of the City, relative to the construction of new dwelling units (new buildings and alterations to existing buildings whereby a new housing unit is created). Table 3 lists these figures. In the eleven year period the net increase in number of dwelling units is 608; for the ten years covered by the Federal Census Data the increase is 555. This is remarkably close to the increase counted by the Census, i.e., 561 (increase in total number of dwelling units, 1950-1960). The increase in occupied units shown by the Census in Table 2 is 515. These two sources tend to confirm each other.

TABLE 3

HOUSING CONSTRUCTION AND DEMOLITION - 1950 to 1960

| Year | New Dwelling Units | Dwelling Units Demolished | Net Addition to Housing Supply |
|------------------|--------------------|---------------------------|--------------------------------|
| 1950 | 121 | | 121 |
| 1951 | 54 | | 54 |
| 1952 | 77 | | 77 |
| 1953 | 102 | 7 | 95 |
| 1954 | 110 | | 110 |
| 1955 | 148 | 240 (Peary Village) | - 92 |
| 1956 | 145 | 4 | 141 |
| 1957 | 120 | 4 | -118 |
| | | 234 (Broadview Park) | |
| 1958 | 96 | 8 | 88 |
| 1959 | 80 | 1 | 79 |
| 1960 | 53 | | 53 |
| <hr/> | | | |
| Total (11 yrs.) | 1,106 | 498 | 608 |
| Average per year | 101 | | 55 |

Source: Annual Reports, City of South Portland.

Natural Increase and Migration of Population

The actual increase in population amounted to 922, whereas the "natural increase" (defined as the excess of births over deaths) amounted to 2,131 for the decade 1950 to 1960.¹ This indicates that there was an out-migration (statistically, at least) of 1,209 persons. This is not literally true; the actual figure is probably higher, being offset by in-migration in certain age groups. The changes in age composition of the population Chart 6 indicate that there were no marked out-migrations in any particular age groups during the past twenty years.

1. See Tables 4 and 5, herewith.

TABLE 4

BIRTHS AND DEATHS - City of South Portland

| <u>YEAR</u> | <u>BIRTHS</u> | <u>DEATHS</u> | <u>NATURAL INCREASE</u> |
|-------------|---------------|---------------|-------------------------|
| 1950 | 492 | 260 | 232 |
| 1951 | 518 | 281 | 237 |
| 1952 | 532 | 275 | 257 |
| 1953 | 534 | 278 | 256 |
| 1954 | 478 | 278 | 200 |
| 1955 | 503 | 330 | 173 |
| 1956 | 493 | 308 | 185 |
| 1957 | 506 | 316 | 190 |
| 1958 | 542 | 335 | 207 |
| 1959 | 524 | 330 | 194 |
| <hr/> | | | |
| TOTAL | 5,122 | 2,991 | 2,131 |

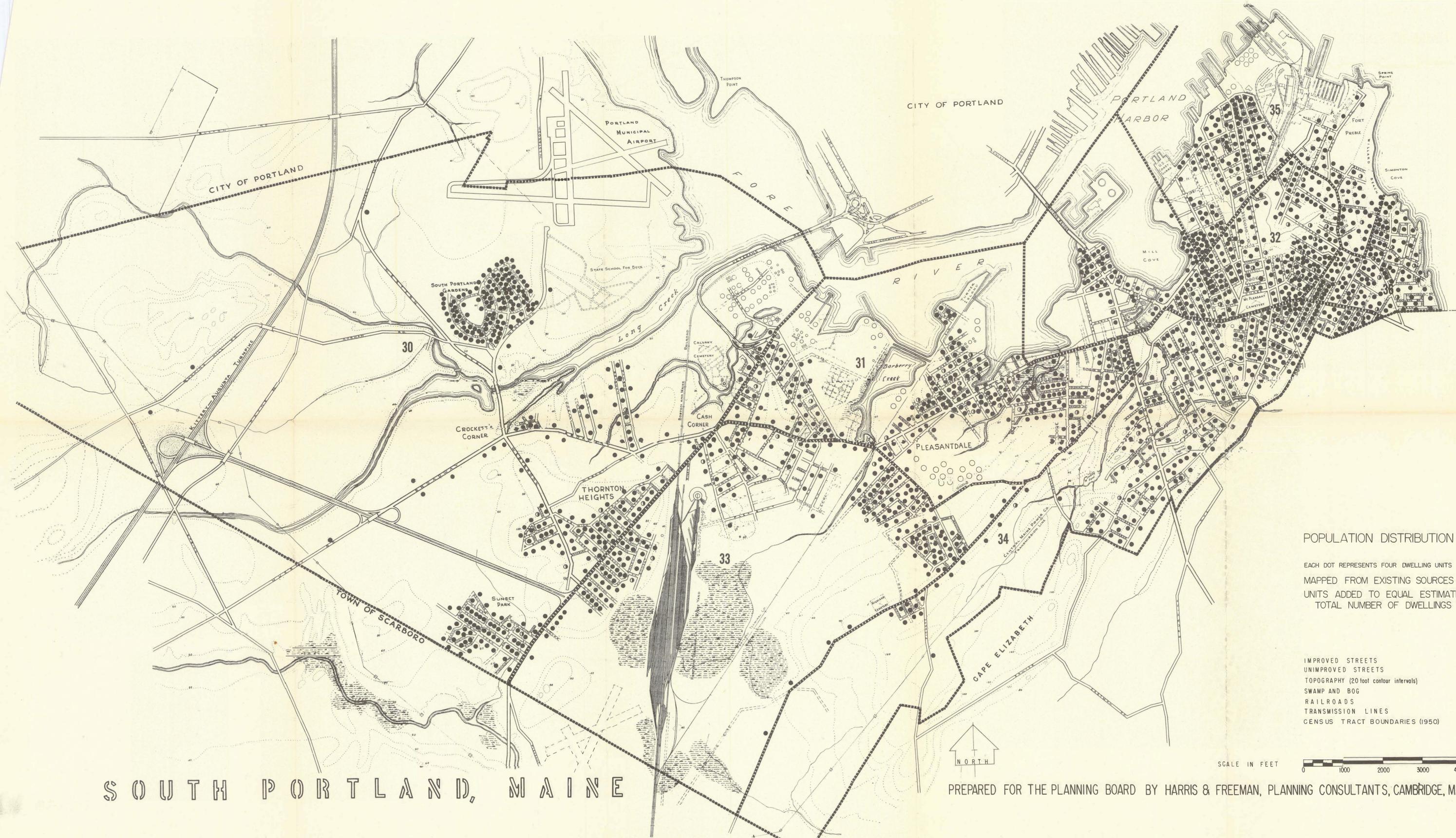
Source: Annual Reports of the City of South Portland.

TABLE 5

CRUDE BIRTH AND DEATH RATES

| <u>BIRTHS PER 1000 POPULATION</u> | | | | <u>DEATHS PER 1000 POPULATION</u> | | |
|-----------------------------------|-------------|-------------|----------------------|-----------------------------------|-------------|-------------|
| <u>1940</u> | <u>1950</u> | <u>1957</u> | | <u>1940</u> | <u>1950</u> | <u>1957</u> |
| 18.0 | 23.0 | 24.6 | State of Maine | 12.5 | 10.8 | 10.8 |
| 15.4 | 21.2 | 22.7 | Cumberland County | 13.0 | 10.9 | 10.9 |
| 14.4 | 22.5 | 20.5 | South Portland | 10.1 | 9.9 | 8.4 |

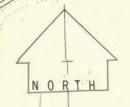
Source: Maine Dept. of Health and Welfare.



POPULATION DISTRIBUTION 1960

EACH DOT REPRESENTS FOUR DWELLING UNITS
 MAPPED FROM EXISTING SOURCES
 UNITS ADDED TO EQUAL ESTIMATED
 TOTAL NUMBER OF DWELLINGS

- IMPROVED STREETS
- UNIMPROVED STREETS
- TOPOGRAPHY (20 foot contour intervals)
- SWAMP AND BOG
- RAILROADS
- TRANSMISSION LINES
- CENSUS TRACT BOUNDARIES (1950)



SOUTH PORTLAND, MAINE

PREPARED FOR THE PLANNING BOARD BY HARRIS & FREEMAN, PLANNING CONSULTANTS, CAMBRIDGE, MASS. 1961

Rate of Growth, 1950-1960; Comparison between Cities and Towns of the
Metropolitan Region

In order to relate the population changes occurring in South Portland to those experienced elsewhere in the metropolitan area, Table 6 has been included. From this it can be seen that for the Greater Portland area the increase from 1950-1960 amounted to only 5.4 per cent, probably insufficient to account for the natural increase (excess of the number of births over deaths) of the area. However, there have been very apparent shifts in the population. The central city (Portland) has lost population; South Portland and Westbrook have made modest gains; the outlying towns, particularly those housing many who commute to Portland for employment, have shown substantial percentage increases. The numerical increases have not been very large, but they do clearly indicate that the metropolitan population is diffusing itself into the outlying towns, particularly Cape Elizabeth, Scarborough and Falmouth. These are typical of trends felt in almost every metropolitan urban area in the nation.

There are being constructed a reasonable number of new housing units (chiefly single family dwellings) within the metropolitan area. The market for these is more attributable to shifts in population than to growth beyond the natural increase. Although there are no figures presented herewith, it is probable that the metropolitan area is actually experiencing a net out-migration, if the natural increase is considered. The shifting of population and of enterprises offering employment, to new locations within the metropolitan area does not offer any major stimulus to the economy of the area. It does intensify the problems of the central city - Portland - even though this city still has undeveloped land and is seeking as energetically as the other municipalities to promote actual growth (residential, industrial and business).

In general, the picture is one of shifts in location and very slow growth for the metropolitan area. South Portland is in a comparatively favorable position within the metropolitan region for the reasons that follow:

- a. For industrial growth, it has open land with probably the most favorable location characteristics of any of the municipalities in the region.
- b. Its undeveloped industrial land has, or can reasonably inexpensively have, the necessary utility services.
- c. There is an abundance of land suitable for residential development.

- d. It has a good reputation and record for municipal management. Its government is already actively promoting the increase of employment opportunities for the area, and the choice of South Portland as the location for investment in new business and industrial real estate, in order to strengthen the tax base of the city.

Distribution of Population within the City

Map No. 4 reproduced herewith, shows the distribution of population within the City on approximately April 1, 1960. There are 6,484 dwelling units mapped. The 1960 Census of Housing (Federal), cited earlier in this section, recorded that there were 6,502 occupied housing units. The distribution shown on the map was established by field work and by the use of the Sanborn Atlas Maps prior to the release of the 1960 census statistics. Although there may be some minor distortions in the representation, it is sufficiently accurate for planning purposes. These statistics are listed below, according to census tracts (1950 designation); the tract figures for 1960 are not available at this date.

| <u>TRACT NO.</u> | <u>NO. OF HOUSING UNITS MAPPED</u> |
|------------------|------------------------------------|
| 30 | 1,276 |
| 31 | 956 |
| 32 | 1,052 |
| 33 | 804 |
| 34 | 1,148 |
| 35 | 736 |
| 36 | 512 |
| | <hr/> |
| TOTAL | 6,484 |

The boundaries of the various census tracts used in the 1950 Census are shown on Map No. 4.

Characteristics of the Population

The changes in the age distribution of the City's population are shown in a "population pyramid," Chart 7, in which graphic representation of each five year cohort is shown for the three decennial censuses, 1940, 1950, and 1960. On the same Chart the figures for the metropolitan area are shown for comparison. The City's population seems to be growing by reasonably

TABLE 6

CHANGES IN THE POPULATION OF GREATER PORTLAND PLANNING REGION,¹ 1930 - 1960

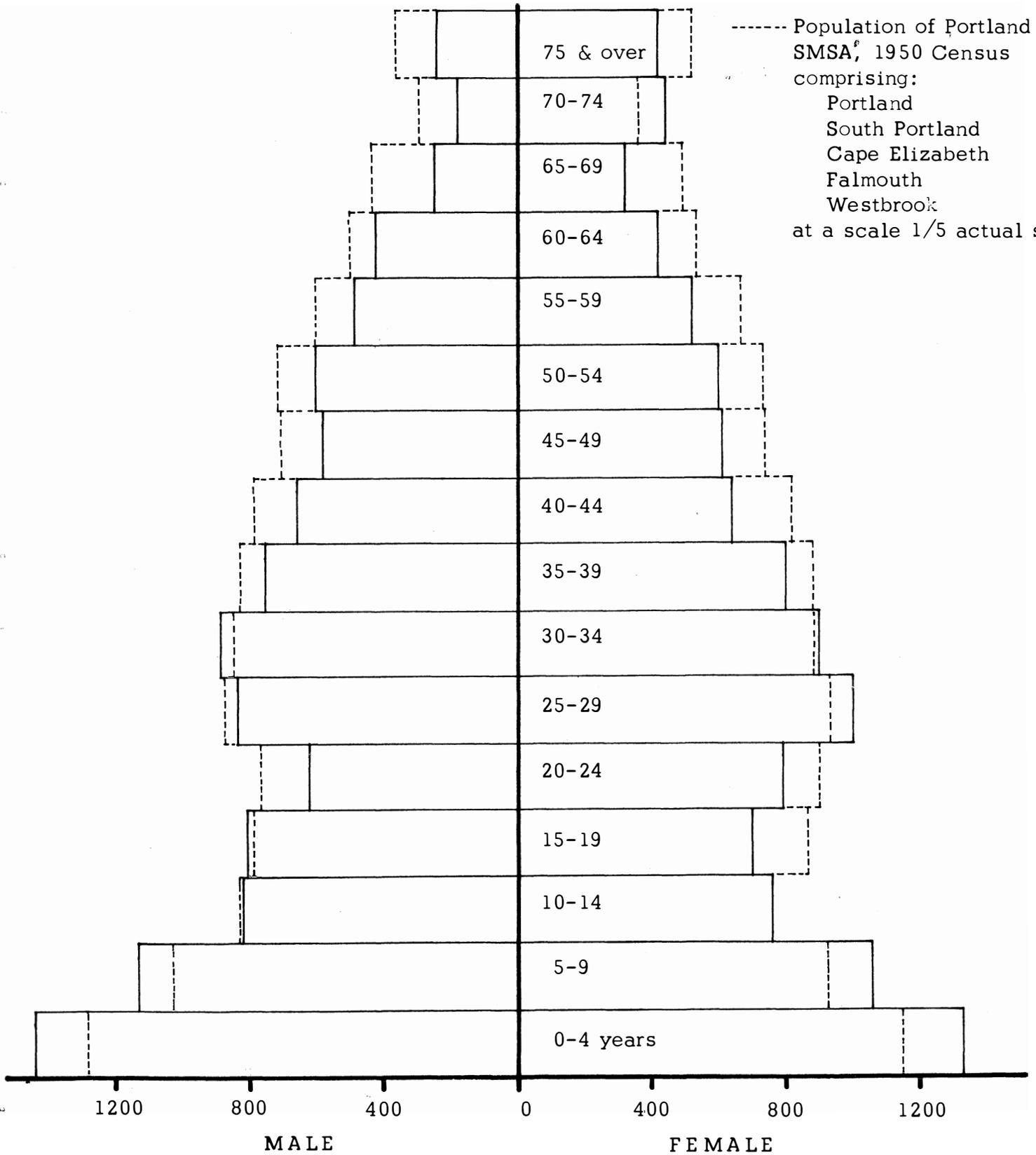
| <u>Cities and Towns</u> | <u>1930 Population</u> | <u>% Change 1930 - 40</u> | <u>1940 Population</u> | <u>% Change 1940 - 50</u> | <u>1950 Population</u> | <u>% Change 1950 - 60</u> | <u>1960 Population</u> | <u>% Change 1930 - 60</u> |
|-------------------------|----------------------------|-------------------------------|----------------------------|-------------------------------|----------------------------|-------------------------------|----------------------------|-------------------------------|
| Portland | 70,810 | 4.0 | 73,643 | 5.4 | 77,634 | -6.5 | 72,566 | 2.5 |
| South Portland | 13,840 | 14.0 | 15,781 | 38.6 | 21,866 | 4.2 | 22,788 | 64.7 |
| Westbrook | 10,807 | 2.6 | 11,087 | 10.8 | 12,284 | 12.5 | 13,820 | 27.9 |
| Cape Elizabeth | 2,376 | 33.5 | 3,172 | 20.3 | 3,816 | 44.2 | 5,505 | 131.7 |
| Falmouth | 2,041 | 41.3 | 2,883 | 50.6 | 4,342 | 37.6 | 5,976 | 192.8 |
| Scarborough | 2,445 | 16.2 | 2,842 | 61.9 | 4,600 | 39.5 | 6,418 | 162.5 |
| Gorham | 3,035 | 15.1 | 3,494 | 35.7 | 4,742 | 21.6 | 5,767 | 90.0 |
| Windham | 2,076 | 14.7 | 2,381 | 44.2 | 3,434 | 31.0 | 4,498 | 116.7 |
| Cumberland | 1,378 | 8.2 | 1,491 | 36.2 | 2,030 | 36.2 | 2,765 | 100.6 |
| Yarmouth | 2,125 | 4.0 | 2,214 | 20.6 | 2,669 | 31.8 | 3,517 | 65.5 |
| Gray | 1,189 | 15.9 | 1,378 | 18.4 | 1,631 | 33.9 | 2,184 | 83.7 |
| North Yarmouth | 569 | 17.0 | 666 | 41.4 | 942 | 21.0 | 1,140 | 100.4 |
| Freeport | 2,184 | 26.6 | 2,764 | 18.7 | 3,280 | 23.6 | 4,055 | 85.7 |
| Regional Total | 114,875 | 7.8 | 123,796 | 15.7 | 143,270 | 5.4 | 150,999 | 31.4 |

Source: Bureau of the Census, Census of Population, 1960.

1. As defined in the Fact Manual of the Greater Portland Planning Region, compiled by the Greater Portland Regional Planning Commission under the supervision of Arthur D. Little, Inc., 1959.

— Population of City of South Portland

- - - - - Population of Portland S.M.S.A., 1950 Census comprising:
 Portland
 South Portland
 Cape Elizabeth
 Falmouth
 Westbrook
 at a scale 1/5 actual size



POPULATION, SOUTH PORTLAND, MAINE 1950

source: Federal Census

even increments for the age groups above 35 and for those below 20 years of age. The increase in birth rate from 1940 to 1950 (slight decline by 1960) is clearly illustrated. This accounts for the generous increase in the age group 10 - 20 years of age, further, the low birth rate of the period 1930 to 1940 is reflected in the contraction of the numbers in the age group 20 - 35. The figures for the metropolitan area show a more even distribution with the exception of the contraction in the age group 20 - 30 years. For 1950 the age distribution of each of the seven (7) census tracts of the city has been illustrated graphically by "pyramid."¹ The areas containing recently built single houses show age distribution characteristics similar to most suburbs throughout the nation; the older, more central areas show fewer children, fewer persons in the "parent" age groups, but more in the older age brackets. Chart 8 shows the age distribution by sex for 1950 for both the City of South Portland and the metropolitan area.

From the 1960 Census data the percentages of increase for both men and women in the various age groups are shown below:

TABLE 9

AGE/SEX CHARACTERISTICS OF POPULATION OF THE PORTLAND METROPOLITAN AREA AND SOUTH PORTLAND, 1960.

| <u>Age Group</u> | <u>Portland SMSA</u> | | <u>South Portland</u> | |
|------------------|----------------------|---------------|-----------------------|---------------|
| | <u>Male</u> | <u>Female</u> | <u>Male</u> | <u>Female</u> |
| Less than 5 | 5.3 | 5.1 | 5.4 | 5.8 |
| 5 - 14 | 9.5 | 9.2 | 10.2 | 9.7 |
| 15 - 24 | 5.7 | 6.6 | 6.4 | 5.9 |
| 25 - 34 | 5.3 | 6.0 | 5.6 | 6.0 |
| 35 - 44 | 6.3 | 6.9 | 6.7 | 7.2 |
| 45 - 54 | 5.7 | 6.4 | 6.1 | 5.9 |
| 55 - 64 | 4.7 | 5.0 | 4.2 | 4.9 |
| 65 - 74 | 3.1 | 4.5 | 2.8 | 3.8 |
| 75 and above | 1.8 | 2.9 | 1.4 | 2.4 |
| Total | 47.4 | 52.6 | 48.8 | 51.6 |

Source: U. S. Bureau of the Census, Census of Population, 1960.

1. Not reproduced herewith but contained in material submitted to the Planning Board.

Occupational characteristics of the working force of the City have been illustrated graphically in Chart 10 . These data for the City of South Portland follow very closely the data for the metropolitan area. This tends to indicate that the economic level and occupational distribution is diverse rather than falling within reasonably narrow ranges as might be expected in a fully suburban community.

The economic characteristics of South Portland's population in 1950 indicated that, in spite of the importance of industry in the Portland region, manufacturing establishments did not provide the largest source of employment for the City's residents. Employment in services and retail trade were of larger importance to the local labor force, followed by manufacturing and transportation and public utilities (particularly the railroads). This is illustrated in Table 11 and Chart 10.

In the Portland Metropolitan Area, manufacturing provided a higher proportion of employment than in South Portland, while transportation and public utilities were of somewhat lesser importance. The 1950 Census also reported that the median income in South Portland was fifteen per cent higher than that in the metropolitan area as a whole.

Projection of Future Growth

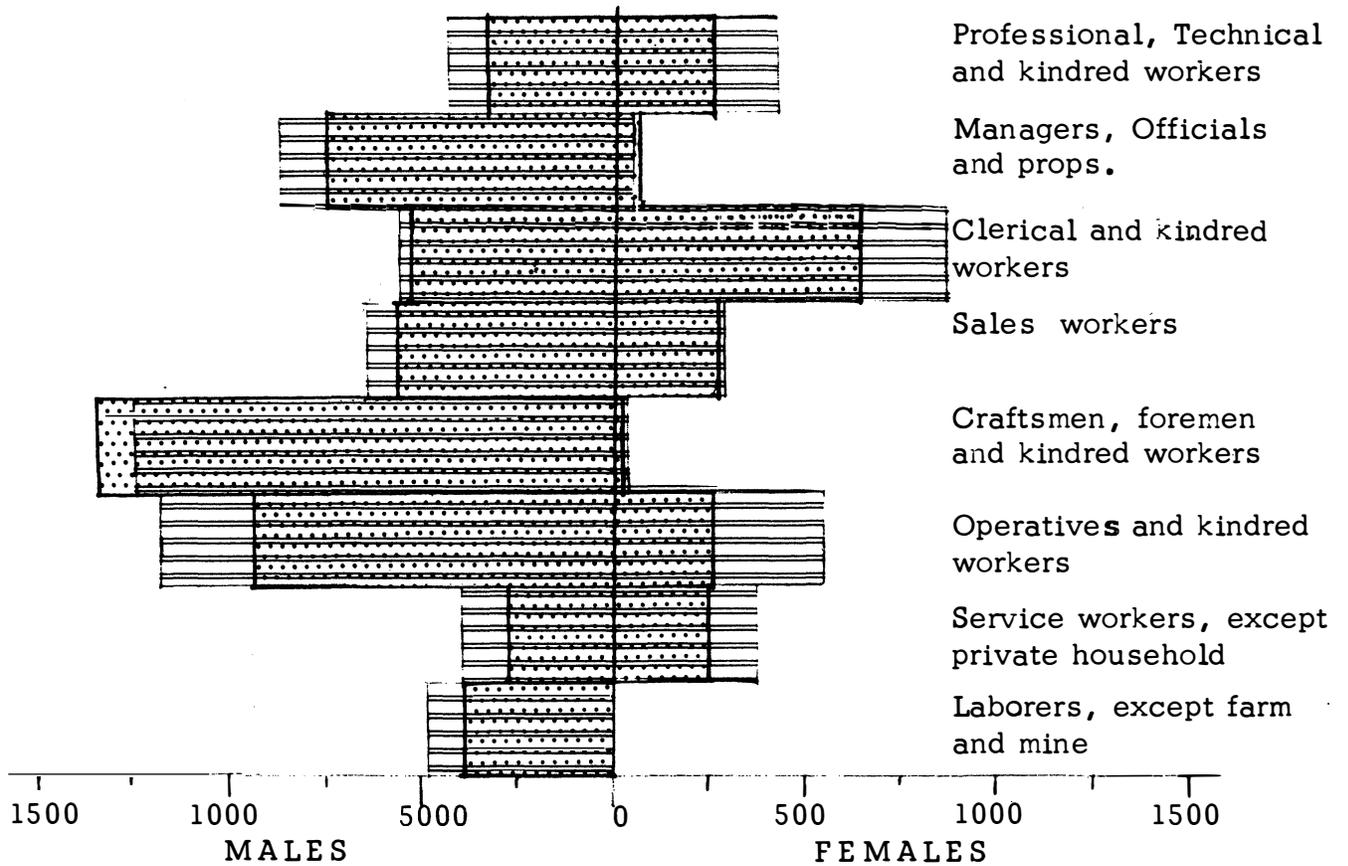
Following the cessation of the war industries, South Portland experienced a major reduction in population and considerable readjustments and relocation of families. As stated earlier, the increase in population from 1950 - 1960 has been very modest.

Future trends are difficult to predict, in view of the very limited economic expansion of the metropolitan area in recent years. However, the City does possess a considerable amount of land suitable for industrial development and appears to have, of all the cities and towns of the metropolitan region, the best potential for attracting new industries. Population growth will directly reflect the increase in job opportunities; this is not as clearly the case for the individual cities and towns, for which reason the growth possibilities of South Portland are assumed to follow closely the degree of expansion of economic activity of the metropolitan area rather than that of the City alone.

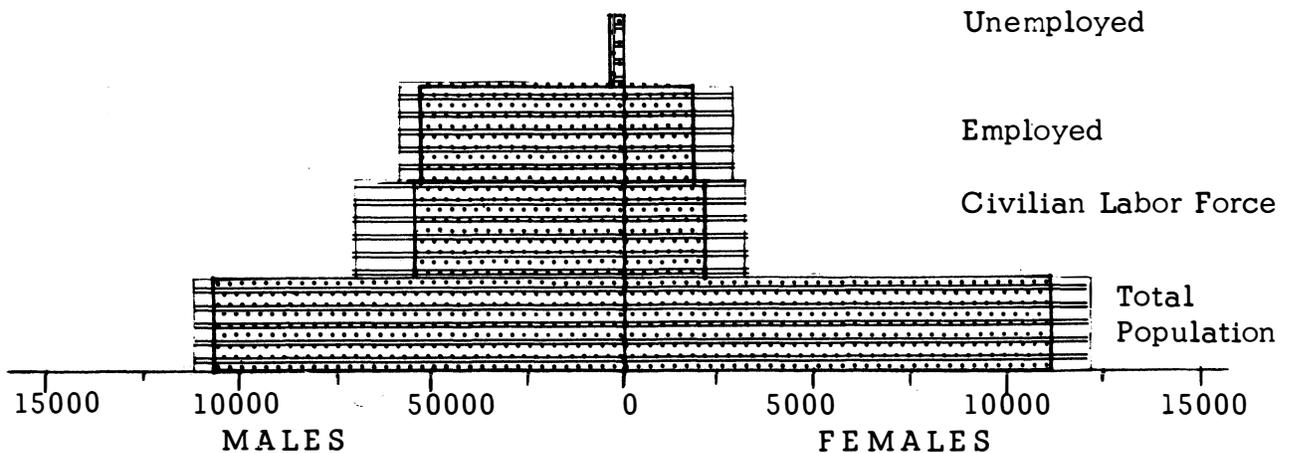
Several projections of population have been made in Chart 12 herewith. These are graphic projections shown only to illustrate the relationship to past trends. In light of the uncertainty in the rate of increase of job opportunities in the metropolitan area, it is impossible to do more than project the "natural increase" (difference in birth and death statistics) and an assumption regarding the in-migration of new persons. Table 13 shows this type of projection for the next two decades. There is no question about the availability of sufficient open land for residential growth as discussed later in this section.

ECONOMIC CHARACTERISTICS

South Portland and the Portland Standard Metropolitan Area Compared



MAJOR OCCUPATION GROUPS, SOUTH PORTLAND, 1950



EMPLOYMENT STATUS, SOUTH PORTLAND, 1950



Figures for Portland SMA, 1950, at a scale 1/5 actual size

TABLE 11

SOUTH PORTLAND: EMPLOYMENT DATA - 1950

| | <u>SOUTH PORTLAND</u> | | | | <u>PORTLAND METROPOLITAN AREA</u> | | | |
|--|-----------------------|--------------|--------------|--------------|-----------------------------------|---------------|---------------|--------------|
| | Male | Female | Total | | Male | Female | Total | |
| | <u>No.</u> | <u>No.</u> | <u>No.</u> | <u>%</u> | <u>No.</u> | <u>No.</u> | <u>No.</u> | <u>%</u> |
| <u>Employment by Industry Group:</u> | | | | | | | | |
| Agriculture | 57 | 1 | 58 | 0.8 | 401 | 28 | 429 | 1.0 |
| Forestry, Fisheries and Mining | 69 | 2 | 71 | 1.0 | 366 | 8 | 374 | 0.8 |
| Construction | 445 | 11 | 456 | 6.4 | 2,274 | 79 | 2,353 | 5.3 |
| Manufacturing | 983 | 299 | 1,282 | 17.8 | 7,073 | 2,891 | 9,964 | 22.5 |
| Transportation and Public Utilities | 987 | 141 | 1,128 | 15.7 | 4,328 | 866 | 5,194 | 11.7 |
| Wholesale Trade | 479 | 85 | 564 | 7.8 | 2,427 | 542 | 2,969 | 6.7 |
| Retail Trade | 971 | 568 | 1,539 | 21.4 | 5,431 | 3,387 | 8,818 | 19.9 |
| Services | 840 | 779 | 1,619 | 22.5 | 5,313 | 6,339 | 11,652 | 26.3 |
| Public Administration | 327 | 52 | 379 | 5.3 | 1,712 | 360 | 2,072 | 4.7 |
| Not Reporting | 60 | 37 | 97 | 1.3 | 270 | 207 | 477 | 1.1 |
| Total | 5,218 | 1,975 | 7,193 | 100.0 | 29,595 | 14,707 | 44,302 | 100.0 |
| <u>Employment by Occupational Group:</u> | | | | | | | | |
| Professional, Technical and Kindred | 323 | 261 | 584 | 8.1 | 2,136 | 2,193 | 4,329 | 9.8 |
| Farmers and Farm Managers | 24 | 2 | 26 | 0.4 | 170 | 9 | 179 | 0.4 |
| Managers, Officials and Proprietors | 750 | 87 | 837 | 11.6 | 4,328 | 619 | 4,947 | 11.2 |
| Clerical and Kindred | 531 | 659 | 1,190 | 16.1 | 2,785 | 4,352 | 7,137 | 16.1 |
| Sales Workers | 568 | 278 | 846 | 11.8 | 3,188 | 1,467 | 4,655 | 10.5 |
| Craftsmen, Foremen and Kindred | 1,350 | 24 | 1,374 | 19.1 | 6,202 | 203 | 6,405 | 14.5 |
| Operatives and Kindred | 937 | 268 | 1,205 | 16.7 | 5,939 | 2,760 | 8,699 | 19.6 |
| Service Workers (including Private Household) | 285 | 362 | 647 | 9.0 | 2,054 | 2,849 | 4,903 | 11.1 |
| Workers (including Farm) | 408 | 10 | 418 | 5.8 | 2,561 | 101 | 2,662 | 5.9 |
| Not Reporting | 42 | 24 | 66 | 0.9 | 232 | 154 | 386 | 0.9 |
| Total | 5,218 | 1,975 | 7,193 | 100.0 | 29,595 | 14,707 | 44,302 | 100.0 |

Source: U. S. Census - 1950.

Although the net migration for the decade 1950 to 1960 was an outward movement, it is hoped that employment opportunities in the next two decades will be favorable enough to reverse this trend. In Table 13 a net immigration of fifty persons per year has been assumed. This is indeed optimistic in view of present factors. Chart 12 shows three graphic projections A, B and C. A is the highest and is approximately the same as that developed in Table 13, namely 30,000 by 1980. Projection B shows 28,000 and C shows 26,000 by 1980. The most important factors influencing the City's population growth are:

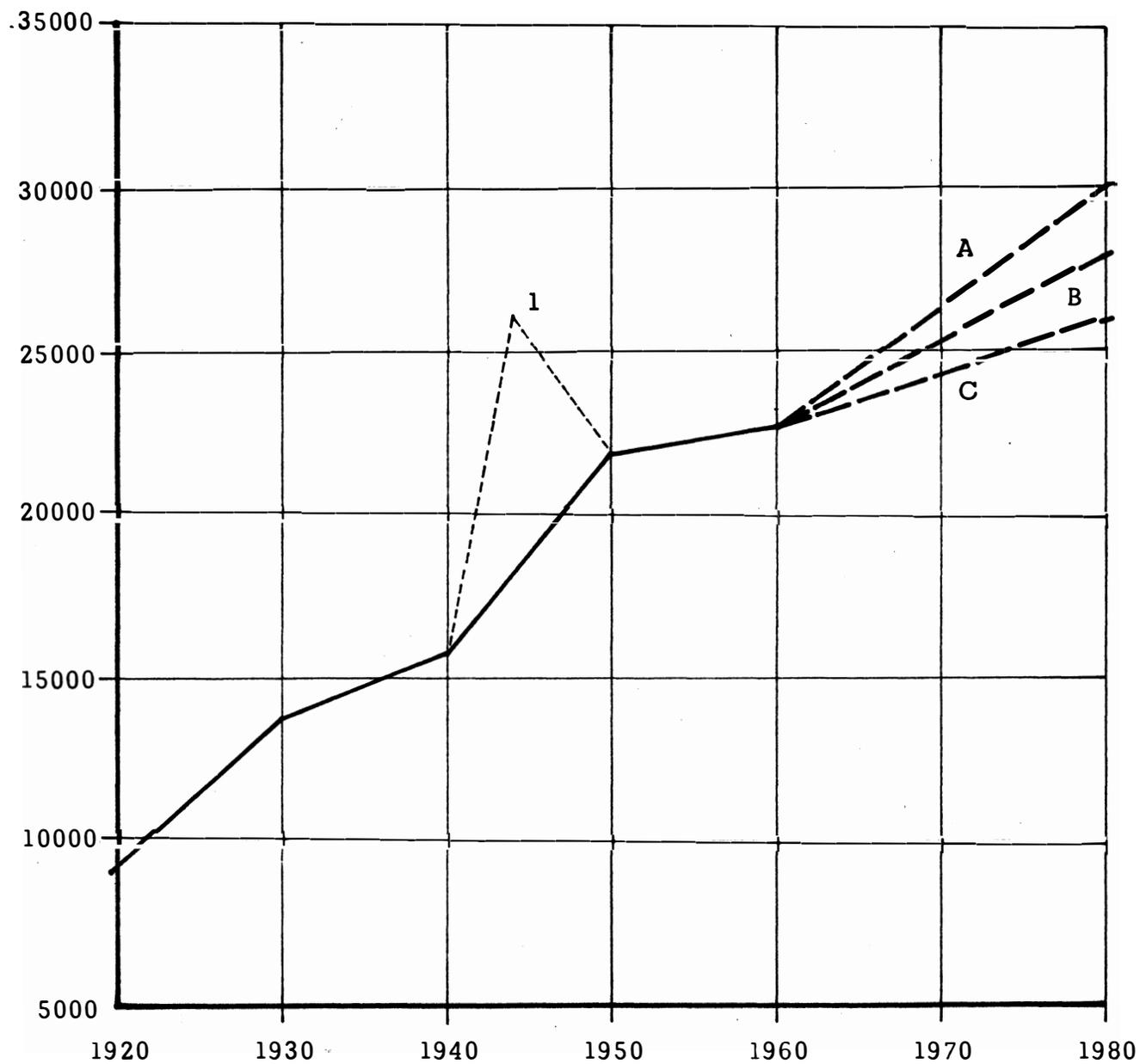
- a. Growth of economic opportunities in the metropolitan area.
- b. The extent to which South Portland is the location for the new residential construction that the metropolitan-wide housing demand can support.

It is the recommendation herein that, in the face of present economic factors, the population growth of the City be planned for in accordance with projection B of Chart 12, namely:

| | |
|------|--------|
| 1960 | 22,788 |
| 1965 | 24,100 |
| 1970 | 25,500 |
| 1975 | 26,700 |
| 1980 | 28,000 |

A study of the vacant land suitable for residential development, and which the General Plan has not set aside for other uses, would indicate that the city could adequately absorb this additional population. The total potential population of South Portland, assuming that actual land use will occur in similar pattern to that set forth in this Plan, is estimated to be between 35,600 and 40,100 persons. These estimates are based on a lower density than the zoning ordinance now permits. Future residential development is here projected at three dwelling units per net acre for single family residences. However, as and if regional population pressures develop in coming years, it is conceivable that South Portland could attract multiple family residential development, thus increasing the population capacity of the City.

CHART 12 Projections of Population Growth
South Portland, Maine



1. Estimated Population, 1944

TABLE 13

POPULATION PROJECTION FOR THE CITY OF SOUTH PORTLAND
BY NATURAL INCREASE AND NET MIGRATION

| | <u>Population</u> |
|--|-------------------|
| <u>Population 1950 (actual)</u> | 21,866 |
| Births 1950-60 | 5,122 |
| Deaths 1950-60 | 2,991 |
| Natural increase - 1950-1960 | 2,131 |
| Net out-migration (statistical) at 121/yr. | -1,209 |
| <u>Population 1960 (actual)</u> | 22,788 |
| Births 1960-65 (BR = 19.4) = 441/yr. | 2,205 |
| Deaths 1960-65 (DR = 9.8) = 225/yr. | 1,125 |
| 1965 Population by natural increase (based upon 23,000 average) | 23,868 |
| Estimated net in-migration 1960-65 at 50/yr. ¹ | 250 |
| <u>Population 1965 (total)</u> | 24,118 |
| Births 1965-70 (BR = 20.7) = 517/yr. | 2,585 |
| Deaths 1965-70 (DR = 8.9) = 222/yr. | 1,110 |
| 1970 Population of natural increase (based upon 25,000 average) | 25,593 |
| Estimated net in-migration 1965-70 at 50/yr. ¹ | 250 |
| <u>Population 1970 (total)</u> | 25,843 |
| Births 1970-75 (BR = 20.7) = 552/yr. | 2,760 |
| Deaths 1970-75 (DR = 8.9) = 238/yr. | 1,190 |
| 1975 Population by natural increase based upon 26,700 average) | 27,413 |
| Estimated net in-migration 1970-75 at 50/yr. ¹ | 250 |
| <u>Population 1975 (total)</u> | 27,663 |
| Births 1975-80 (BR = 20.7) = 587/yr. | 2,935 |
| Deaths 1975-80 (DR = 8.9) = 253/yr. | 1,265 |
| 1980 Population by natural increase (based upon 28,400 average) | 29,333 |
| Estimated net in-migration 1975-80 at 50/yr. ¹ | 250 |
| <u>Population 1980 (total)</u> | 29,783 |

1. Arbitrary assumption for the next two decades.

SECTION 3

School Enrollments - Actual and Projected

The total population of the City of South Portland remained almost constant from 1950 to 1960¹ according to the tabulations published by the U. S. Bureau of Census for both years; the increase was 922. An estimate of the number of dwelling units occupied in 1960 indicates that the net increase in occupied housing units from 1950 to 1960 was approximately 515. (See discussion of population projection on pages 20-27). The increase in total school enrollment from 1952 to 1960 (eight-year period) was 772 or 16.4 per cent. For the ten-year period 1950 to 1960, the number of occupied dwelling units increased only 8.6 per cent; the total population showed an increase of only 4.2 per cent. This indicates an increase in the ratio of the number of public school pupils to the total population. In 1952, approximately 21.2 per cent of the total population attended public schools; whereas, by 1960, the per cent increased to 23.8. The explanation for this may be found in two factors: one, the children born in the 1940 to 1950 period (high birth rate) were reaching school age, causing an increase in the various age cohorts, two, there may be an increase in the children transferring from parochial and private schools (particularly at the ninth grade).

Two projections of school enrollments have been made to serve different purposes. The first, a projection through the school year 1966 to 1967, will serve to guide in planning the use of the physical facilities and in scheduling capital expenditures for this period. The second projection is for a much longer period and serves as a basis for decisions relating to school location and ultimate capacity of each building for long-range planning purposes. In the latter projection the estimated growth potential of the undeveloped areas of the City was the important factor. In accordance with the long-range land use proposals, the City was divided into elementary school districts in order to make reasonable assumptions about where elementary schools should be located and approximately how large each should be.

Enrollment Projection, 1961 to 1967

Table No. 14 herewith gives the short-range projection of public school enrollments for the next six years. This is based upon a projection of the present enrollments and the birth statistics. The percentages of promotion from one grade to the next have been analyzed for the past eight years. The use of the average of these percentages for the past four (4) years was determined to be the most reasonable in light of the following factors:

1. 1950 - 21,866; 1960 - 22,788

- a. The unusual fluctuations in population occasioned by the demolition of temporary, war emergency housing projects during the years prior to 1957. These families were not all relocated in South Portland, which fact might indicate that the composition of the population was being distorted temporarily to produce the slight decline in elementary grade enrollment seen in Chart No. 15 for the decade 1950 to 1960.
- b. The average of the percentage of promotion for each grade for the past eight years is generally lower than that for the past four years. In light of the fact that the population is projected for planning purposes to increase by approximately 1,875 persons in the decade 1960 to 1970, whereas it increased only 788 in the decade 1950 to 1960, it seems appropriate to use the higher and more recent figures for the average.

In the case of South Portland, it seems unlikely that the composition of the City's population will continue to show an increasing proportion of persons in the age groups attending public schools.¹ The population "pyramid", Chart 7 on Page 15 of Section 2 shows the changes in age composition of the City's population for the two decades since 1940. This indicates that the school age population increased strongly from 1950 to 1960 but that the cohort, age five years or less, is not greater than it was in 1950. This is confirmed by the comparison of the cohort age five to nine years of age for the two years 1950 and 1960. Chart 15 shows that the enrollment in the secondary schools (grades 7-12) increased much more rapidly in the decade 1950 to 1960 than did the enrollment in the elementary grades. Chart 16 shows three graphic projections of the trends of the past 8 years. All three of them are in excess of the projection made in Table 14 using the per cent of promotion method. There was a sharp increase in total enrollment for the academic year just past (1960-1961). Using the per cent of promotion method of projection, the rate of increase is strong for three more years (until 1964 to 1965), then abates to achieve a slight decline by 1966 to 1967.

It must be borne in mind that any major influx of new families into the City can well distort this picture. New job opportunities in the metropolitan area will be needed to cause an increase in population. Whether or not such an influx would be felt strongly in South Portland is contingent upon the location of speculatively built housing. Since 1950, the outlying suburban towns (Scarborough, Cape Elizabeth and Falmouth, in particular) have experienced more actual growth (numerically) than has South Portland. The potentialities for growth are discussed in Section 2.

1. In communities having clearly suburban characteristics and experiencing rapid growth in "single family housing" neighborhoods, the percentage of school age population can increase to ratios well above thirty per cent

TABLE 14
SOUTH PORTLAND, MAINE
SCHOOL ENROLLMENT AND PROJECTIONS 1952 - 1966

| School Year | Births (6 Years Previous) | | Sub-Primary | | 1 | | 2 | | 3 | | 4 | | 5 | | 6 | | Total Elem. Schools | 7 | | 8 | | Total Jr. High School | 9 | | 10 | | 11 | | 12 | | Total High School | Jr. & Sr. High School | Total |
|-------------|---------------------------|-------|-------------|----------|-----|-------|-----|-------|-----|-------|-----|-------|-----|-------|-----|-------|---------------------|-----|-------|-------|-------|-----------------------|-----|-------|-----|-------|-----|-------|--------|------|-------------------|-----------------------|-------|
| | No. | % (B) | No. | % (B) | No. | % (B) | No. | % (B) | No. | % (B) | No. | % (B) | No. | % (B) | No. | % (B) | | No. | % (B) | No. | % (B) | | No. | % (B) | No. | % (B) | No. | % (B) | No. | P.G. | | | |
| 1952-3 | 645 | 102.1 | 659 | | 486 | | 437 | | 458 | | 412 | | 377 | | 339 | | (3168) | 272 | 289 | | (561) | 337 | 236 | | 216 | | 171 | | (960) | 1521 | 4689 | | |
| 1953-4 | 539 | 93.8 | 505 | 92.9 | 612 | 93.5 | 455 | 98.7 | 431 | 89.3 | 409 | 87.9 | 362 | 96.8 | 365 | 94.9 | (3139) | 322 | 279 | 106.5 | (601) | 308 | 271 | 77.1 | 182 | 78.3 | 169 | 1 | (930) | 1531 | 4670 | | |
| 1954-5 | 544 | 92.5 | 503 | | 469 | | 538 | | 444 | | 404 | | 395 | | 356 | | (3109) | 362 | 312 | | (674) | 298 | 278 | | 224 | | 158 | | (958) | 1632 | 4741 | | |
| 1955-6 | 489 | 106.9 | 522 | 100.0 | 503 | 97.6 | 458 | 98.3 | 489 | 100.9 | 404 | 96.6 | 395 | 98.4 | 356 | 99.2 | (3109) | 362 | 312 | 106.9 | (674) | 298 | 278 | 82.7 | 224 | 86.9 | 158 | | (958) | 1632 | 4741 | | |
| 1956-7 | 509 | 96.5 | 491 | 98.3 | 513 | 88.5 | 445 | 97.6 | 489 | 101.7 | 447 | 98.3 | 388 | 98.3 | 388 | 95.7 | (3195) | 341 | 357 | 114.1 | (698) | 356 | 259 | 88.0 | 243 | 85.7 | 192 | 1 | (1050) | 1748 | 4943 | | |
| 1957-8 | 499 | 87.3 | 435 | 98.2 | 482 | 95.9 | 445 | 99.2 | 447 | 95.8 | 496 | 91.7 | 410 | 95.0 | 369 | 94.6 | (3171) | 367 | 346 | 102.8 | (713) | 367 | 259 | 85.7 | 222 | 82.4 | 200 | 0 | (1088) | 1801 | 4972 | | |
| 1958-9 | 538 | 94.0 | 505 | 96.3 | 419 | 96.5 | 465 | 95.5 | 469 | 91.7 | 429 | 94.5 | 481 | 101.1 | 415 | 98.2 | (3174) | 362 | 356 | 110.1 | (718) | 381 | 312 | 85.0 | 254 | 80.3 | 178 | 0 | (1125) | 1843 | 5017 | | |
| 1959-60 | 470 | 105.4 | 495 | 96.6 | 488 | 103.1 | 432 | 99.5 | 463 | 96.8 | 405 | 99.1 | 405 | 97.9 | 471 | 101.1 | (3139) | 420 | 356 | 117.5 | (776) | 419 | 314 | 90.0 | 281 | 86.5 | 220 | 2 | (1234) | 1810 | 5149 | | |
| 1960-1 | 498 | 100.1 | 500 | 103.6 | 488 | 95.1 | 432 | 102.4 | 463 | 99.0 | 454 | 99.1 | 401 | 95.4 | 386 | 101.1 | (3119) | 476 | 413 | 115.7 | (889) | 411 | 365 | 83.5 | 262 | 82.9 | 233 | 3 | (1271) | 2160 | 5279 | | |
| 1961-2 | 504 | 100.0 | 504 | 98.7 (C) | 493 | 97.65 | 465 | 99.15 | 442 | 99.0 | 459 | 98.0 | 443 | 99.0 | 396 | 103.5 | (3218) | 399 | 461 | 112.8 | (860) | 466 | 371 | 81.3 | 297 | 94.0 | 249 | 3 | (1383) | 2243 | 5461 | | |
| 1962-3 | 491 | | 491 | | 497 | | 481 | | 497 | | 423 | | 446 | | 436 | | (3264) | 400 | 389 | 114.0 | (789) | 525 | 402 | 84.95 | 315 | 85.9 | 255 | 3 | (1497) | 2286 | 5550 | | |
| 1963-4 | 500 (D) | | 500 | | 484 | | 485 | | 476 | | 442 | | 411 | | 438 | | (3257) | 440 | 390 | | (830) | 443 | 453 | | 341 | | 271 | | (1508) | 2338 | 5595 | | |
| 1964-5 | 500 (D) | | 500 | | 484 | | 485 | | 476 | | 442 | | 411 | | 404 | | (3254) | 442 | 429 | | (871) | 445 | 382 | | 385 | | 293 | | (1505) | 2376 | 5630 | | |
| 1965-6 | 500 (D) | | 500 | | 493 | | 472 | | 481 | | 456 | | 462 | | 422 | | (3286) | 408 | 431 | | (839) | 489 | 384 | | 323 | | 331 | | (1529) | 2368 | 5654 | | |
| 1965-6 | 500 (D) | | 500 | | 493 | | 481 | | 468 | | 461 | | 443 | | 454 | | (3300) | 426 | 398 | | (824) | 491 | 421 | | 326 | | 279 | | (1517) | 2341 | 5641 | | |
| 1966-7 | 500 (D) | | 500 | | 493 | | 481 | | 477 | | 448 | | 448 | | 436 | | (3283) | 458 | 415 | | (873) | 454 | 423 | | 358 | | 280 | | (1515) | 2331 | 5671 | | |

TABLE 14 31

(A) October 16 - October 15
 (B) Per Cent of class enrolled in the next grade for the following year
 (C) Average 1957 - 1960 (4 year period). Basis of 1961 - 1966 projections
 (D) Average 1954 - 1962
 Source: Annual Reports, City of South Portland for past years

CHART 15 School Enrollments and Number of Dwelling Units

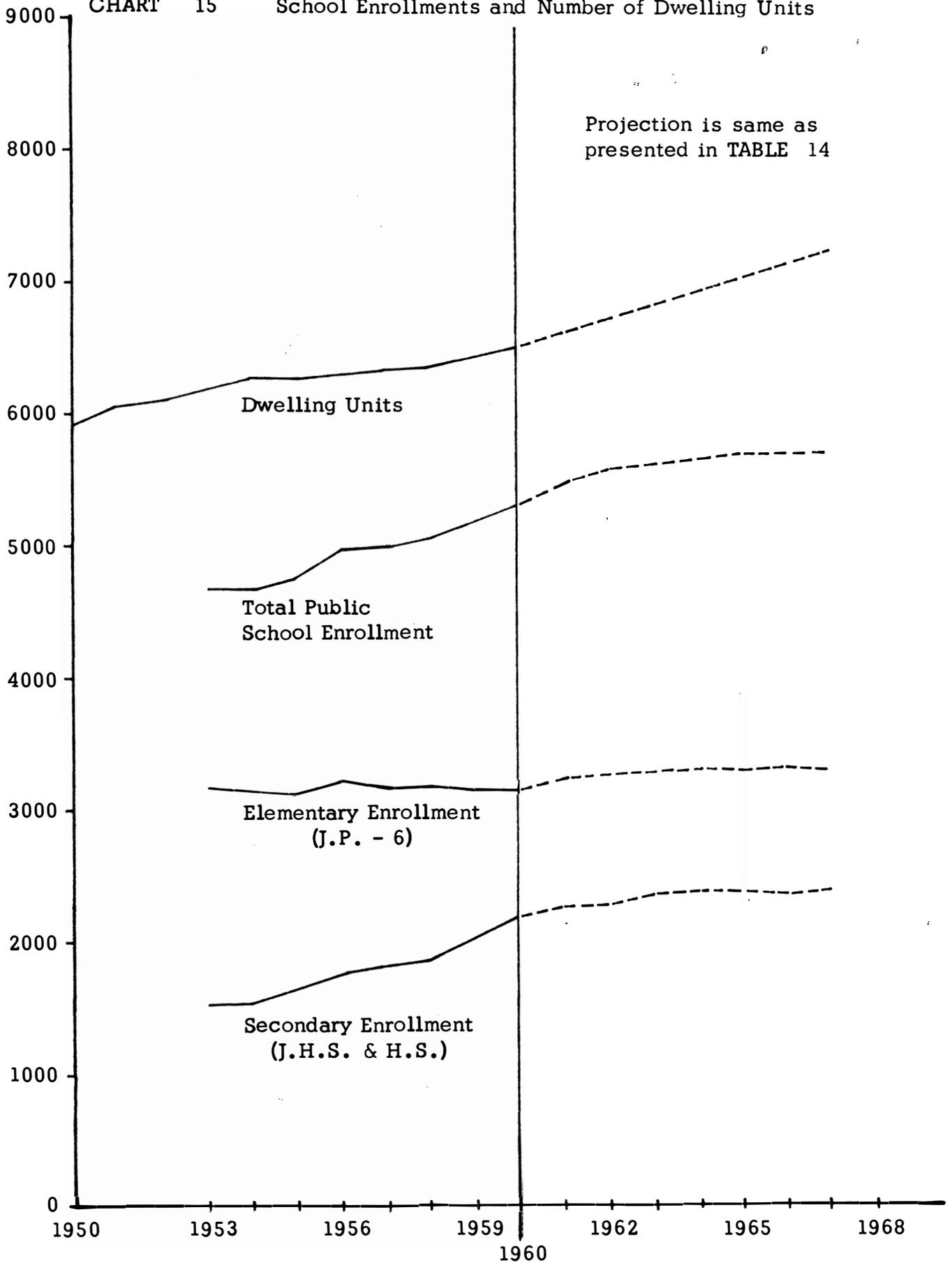
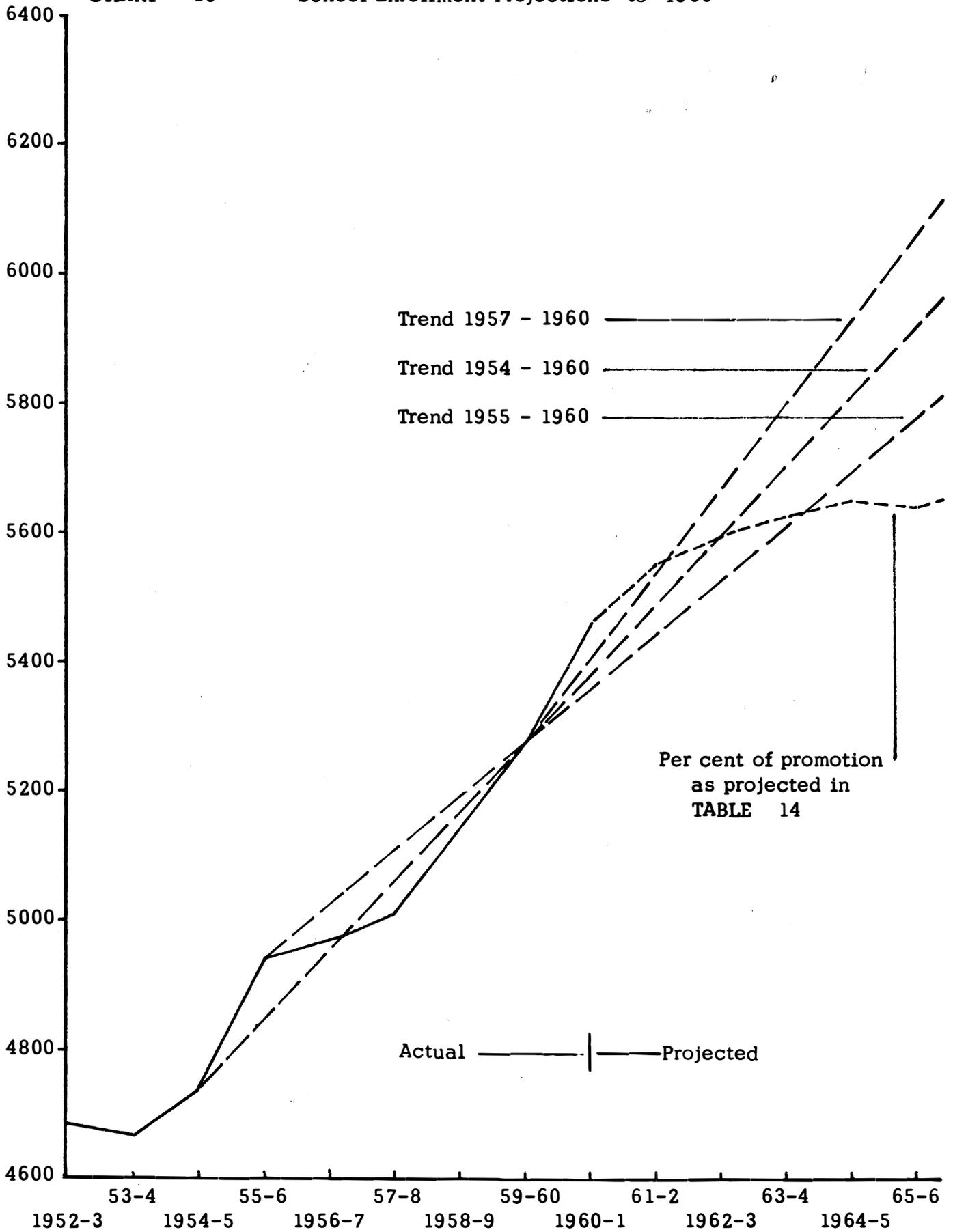


CHART 16 School Enrollment Projections to 1966



In light of all of these factors, the projection of Table 14 is recommended as a guide for the next few years. It can and should be revised each year to keep it current. Table 14 does show that numbers of pupils per grade have been unusually high for the several cohorts now in the secondary grades. This is a reflection of the high birth rates of the middle years of the decade 1940 to 1950. As these large cohorts pass beyond the high school, it may well be that the growth of enrollment will slow to almost nothing for a few years. On Chart 16 this decline in growth shows in the projection of Table 14 which uses the per cent of promotion method.

Inventory of Existing Public School Facilities

At present, the school system has sufficient capacity to serve its enrollment without crowding or using untenable facilities. The recommendations for new facilities made herein are based upon the provision of new capacity when needed and upon the replacement of one older building. An inventory of the facilities available in the Fall of 1961 contains the following:

TABLE 17

PUBLIC SCHOOL FACILITIES

| Name of School | No. of Rooms | Planning District | Capacity | |
|---------------------------|--------------|-------------------|---------------------------|---------------------------|
| | | | @ 25 pupils per classroom | @ 30 pupils per classroom |
| <u>Elementary</u> | | | | |
| Redbank | 18 | A | 450 | 540 |
| Thornton Heights | 12 | B | 300 | 360 |
| Lincoln | 12 | C | 300 | 360 |
| Dyer (Marion Street) | 8 | D | 200 | 240 |
| Reynolds | 4 | E | 100 | 120 |
| Kaler | 8 | E | 200 | 240 |
| South Portland Heights | 7 | F | 175 | 210 |
| Brown | 16 | G | 400 | 480 |
| Roosevelt | 8 | H | 200 | 240 |
| Henley | 12 | I | 300 | 360 |
| Hutchins | 4 | I | 100 | 120 |
| Willard | <u>6</u> | J | <u>150</u> | <u>180</u> |
| | 115 | | 2,875 | 3,450 |
| <u>Not in Use</u> | | | | |
| Evans Street | 2 | | | |
| South Portland Heights | 2 | | | |
| <u>Junior High School</u> | | | | 1,000 |
| <u>High School</u> | | | | 1,500 - 1,600 |

The elementary school enrollment expected for the Fall of 1961 is estimated to be 3,264 pupils, excluding students enrolled in special classes. Assuming that two classrooms will be used for special classes, the remaining capacity in the elementary schools is 3,390 (113 classrooms) assuming an average of thirty pupils per classroom. In light of the fact that it is very difficult to achieve such perfect distribution as will allow complete utilization of all buildings in a school system made up of as many as twelve individual schools, the system can be said to be operating at or near its capacity at present with an average of 28.8 pupils per classroom based upon the expected enrollment for the Fall of 1961. The projected increase in enrollment in the elementary classes (junior primary through sixth grade) as shown in Table 14 is very modest for the next six years. This is repeated below:

| | |
|-----------|-------|
| 1961-1962 | 3,264 |
| 1962-1963 | 3,257 |
| 1963-1964 | 3,254 |
| 1964-1965 | 3,286 |
| 1965-1966 | 3,300 |
| 1966-1967 | 3,283 |

In light of these figures, it would seem that no new capacity is needed to accommodate the elementary grade pupils during the next six years. The uncertainty regarding population growth and the expected school enrollment resulting therefrom, makes it impossible to be very certain as to enrollments even for the six-year period covered by Table 14. This projection should be revised each year to reflect the actual experience of each additional year.

Although the capacity of the system for the elementary grades is sufficient for the expected enrollment for the next six years, the distribution of facilities is not entirely satisfactory nor are some of the sites adequate in size to meet today's standards. To be specific, the continued use of the Willard School is questionable since it has a very small site, surrounded by traffic. The replacement of this school by a new seven room building located on the city-owned playground on Thompson Street is recommended. Furthermore, the western part of the City has grown since 1950 and consequently, elementary school enrollments have increased. To relieve the crowding being felt in the Thornton Heights School, a new seven room building is proposed on a site on Wescott Road. Each of these two buildings is proposed to have fourteen or more classrooms (or a capacity of 350 to 420 pupils) when eventually fully built. It is recommended that both of these projects be undertaken within the next six years. Both have been included in the capital improvements program developed as a part of this General Plan.

In addition to the two seven room school buildings proposed above, it is proposed that the sites of several existing elementary schools be enlarged. These have been included in the capital improvement program; they are listed below:

1. Hutchins School: Although the school has only four classrooms and is of frame construction, its continued use is recommended and, further, that its site be made larger by the acquisition of the land behind it and that occupied by two dwelling units (one, a trailer). This might be a part of a renewal plan for the Ferry Village district.
2. Redbank School: This is a large school containing eighteen rooms. The property behind the row of dwellings to the north of the school is vacant and is proposed for acquisition by the City as additional playground space. The present site is very small.
3. South Portland Heights: The site of this new seven room school completed in 1961 needs expansion if adequate playing areas are to be developed. No further enlargement of the building is recommended in the long-range program of building facilities. It is proposed to purchase as many as possible of the parcels adjacent to the site.
4. Kaler School: A modest enlargement of the site of this school is recommended. The building contains eight rooms, accommodating from 200 to 240 pupils; it is projected for 400.

Site Size Standards

The application of a fixed standard to measure the desirable size of school sites is questionable, if applied to existing or new schools in fully developed areas. The standards advocated by various educational advisory groups and state departments of education are impractical to achieve in many instances because of the high cost of acquisition of abutting properties. However, in neighborhoods in which undeveloped land is available in reasonably large tracts, the size of elementary school sites should reflect the functional requirements projected in establishing these standards. For elementary schools the site standards indicate that the usable land area should be from seven to ten or twelve acres. For high schools some recommendations go as high as fifty acres for a school of 3,000; for junior high schools as much as thirty acres for 2,000. Measured by these standards, all of the existing schools in the City are on sites of substandard size. In the developed portions of the City, it is recommended that school sites be expanded where land is available, even though in small parcels. In instances in which new sites are selected in undeveloped areas, conformity to these standards should be sought. The chief reasons for the great increase in site size standards for schools seem to lie in several factors, one, the clear preference for one and two story schools requiring more ground area, two, the possibility of building expansion, and three, the increase in space needed for outdoor physical education programs.

Long-range Projection of New School Facilities

In the land acquisition program set forth in this Plan, a series of school sites is scheduled for purchase for future use. These have been determined from the long-range land use plan and are located so that each elementary school is reasonably near to the residential neighborhoods served by it. As an aid in planning the location and size of the various elementary schools, the City was divided into ten school districts.¹ For each, the number of elementary school pupils (1960-1961 school year) was ascertained from the office of the Superintendent of Schools. From projections of land use, an estimate of the total enrollment likely to develop in the district has been made.

Briefly stated below are the long-range proposals for school sites and projected capacities of existing and new buildings based upon the arbitrary establishment of school districts discussed above: (See Table 18 for details)

| <u>district</u> | <u>projection</u> | <u>program</u> |
|------------------|-------------------|--|
| A | 1375-1900 | Redbank, plus 2 new schools, capacity 450-550 each. |
| B | 805- 880 | Thornton Heights, plus 1 new school-capacity 550. |
| C | 273 | Lincoln School-no enlargement. |
| D | 600 | Marion Street School, plus 1 new school (possible removal of Marion Street School). |
| E | 470- 520 | Use of Reynolds, expansion of Kaler, capacity 400. |
| F | 280 | New South Portland Heights School-no enlargement, remainder to Brown (G). |
| G | 288 | Brown School-no enlargement. |
| H | 299 | Roosevelt School-remainder to Henley (I). |
| I | 288. | Henley and Hutchins-no enlargements. |
| J | 384 | Replacement of Willard School with new school, capacity of 400-2 stages of development. |
| <u>5062-5712</u> | | |

1. Material not reproduced herewith but supplied to the Planning Board includes: a map showing the boundaries of the ten planning districts, and charts giving the assumptions relative to potential public school enrollment in each district.

TABLE 18

Predicted Requirements for School Facilities

| district | existing schools | <u>building capacity</u> | | | <u>dwelling units in district</u> | | | <u>elem. school pupils in district</u> | |
|----------|---------------------------|--------------------------|-------------|-------------|-----------------------------------|-----------------------------|-----------------|--|---------------------------|
| | | rooms | pupils @ 25 | pupils @ 30 | 1960 | growth potential | estimated total | 1960 ¹ | future ² total |
| A | Redbank | 18 | 450 | 540 | 548 | 1950 | 2498 | 341 | 1375-1900 |
| B | Thornton Heights | 12 | 300 | 360 | 906 | 561 | 1467 | 570 | 805- 880 |
| C | Lincoln | 12 | 300 | 360 | 431 | 63 | 494 | 223 | 273 |
| D | Marion Street (Dyer) | 8 | 200 | 240 | 264 | 882 | 1034 | 156 | 600 |
| E | Kaler Reynolds | 8 | 200 | 240 | 784 | 72 (or 162) ³ | 856 (946) | 351 | 470 520 |
| | | 4 | 100 | 120 | | | | | |
| F | South Portland Heights | 7 | 175 | 210 | 368 | 192 | 560 | 152 | 280 |
| G | Brown | 16 | 400 | 480 | 780 | 42 | 822 | 310 | 288 |
| H | Roosevelt | 8 | 200 | 240 | 792 | 18 | 810 | 309 | 299 |
| I | Henley Hutchins | 12 | 300 | 360 | 564 | 12 | 576 | 286 | 288 |
| | | 4 | 100 | 120 | | | | | |
| J | Willard | <u>6</u> | <u>150</u> | <u>180</u> | <u>1043</u> | <u>54</u> | <u>1097</u> | <u>421</u> | <u>384</u> |
| | | 115 | 2875 | 3450 | 6480 | 3846 | 10,214 | 3119 | 5062-5712 |

1. School pupil distribution figures from the Superintendent of Schools.
2. The ratio of the number of elementary school pupils to the number of dwelling units has been calculated for the year 1960, based upon estimated figures. These ratios were used in projecting the future school population.
3. Assumes removal of oil storage tank from Pleasantdale area (Evans Street-Nutter Road), replacement by residential development.

This long-range projection calls for a total of sixteen individual schools, five of which are new buildings on new sites. These are shown on Map No. 8 (following page 58 of Section 6); the Marion Street School is not shown because it falls within the path of a projected highway. Regardless of whether or not the highway is constructed, the Marion Street School site is small, for which reason the present building should not be greatly expanded. Although District D includes a part of the present area served by the Marion Street School, it also includes a large area of undeveloped land. The possible school enrollment of this district is estimated at 600, clearly indicating a new school on a site of adequate size. This is proposed for a location with access from both Highland Avenue and Fickett Street. In this program only one of the existing schools, Kaler, is projected for expansion; this is not in the near future and is conditional upon the eventual land use of the oil storage tank area within the district assigned to the two schools, Reynolds and Kaler.

Two of the remaining four new schools are recommended for construction within the next six years as discussed earlier in this Section; these are: one, the school on the Thompson Street playground to replace the Willard School and two, the new school in the Thornton Heights area on a site on Wescott Road. The two schools projected for the western part of the City (one west of the Maine Turnpike, the other in the vicinity of Long Creek) will not be needed for a number of years; the exact schedule must await further growth in the areas to be served by them.

For the secondary grades, the plan now established by the City is to operate the system with a four year high school, plus one, and eventually two, junior high schools for grades seven and eight. The present high school has a capacity of 1,500 to 1,600 pupils. The present enrollment in these grades is 1,383. It is projected to increase to 1,529 by the school year 1964-1965 and then to remain relatively constant for the next two years. The present high school is adequate for the next six years, if the enrollment projection of Table 14 proves to be reasonably valid. The sharp increase in enrollment experienced at the ninth grade has been projected to continue.

As the enrollment of the high school grades climbs (in the next two decades) plans will be needed for the expansion of the high school. No suggestion of when this will be needed can be made this far in advance. If the high school enrollment does become relatively constant after the academic year 1964-1965, the need may not be felt before 1970. As cited earlier, there is a group of classes moving through the junior and senior high schools at present, which classes are somewhat larger than those before or after them. This shows in Table 14; they are now in the ninth and tenth grades. When these classes graduate, the high school enrollment may be constant for a few years as predicted in Table 14.

The junior high school enrollment is projected to climb from 789 in 1960-1961 to 871 in the academic year 1963-1964, then to be reasonably constant for the remaining three years of the six-year projection. The present junior

high building can accommodate approximately 1,000 pupils. These figures show that no new school capacity is needed for these grades in the next six years, probably not before 1970. Shifting some of the ninth grade to the junior high building might allow the two plants (high and junior high) to be considered together in determining capacity for the various grades. In the current trend toward flexibility in program for the student, such an overlapping of the high and junior high school grades has been suggested as a means of permitting the more mature and gifted student to move up to the high school in the ninth grade, whereas, the less well developed student could remain in the junior high school environment with a less advanced curriculum (assuming, of course, that both schools were organized with flexibility in programing sufficient to make such a proposal practical).

The City is scheduled (1961) to purchase a site as shown on Map No. 8 on Wescott Road as the location of a new junior high school to serve the western part of the City. It is contemplated that the new elementary school for the Thornton Heights area be located on the southern end of this tract, for which reason it is recommended that the site be as large as possible, desirably 35 acres even though some of it may require drainage or fill.

Explanation of the Establishment of District Boundaries for the Planning of Elementary Schools (Grades Junior Primary to Sixth)

The ensuing discussion is presented to describe the boundaries of the assumed school districts. Some are strongly indicated from terrain, highway barriers or nonresidential land uses. Others are more clearly arbitrary, chosen to provide full use of existing school buildings. Although there are several small schools (South Portland Heights, Reynolds, Kaler, Marion Street, Roosevelt and Hutchins) in the system, there has been a policy set forth herein to continue their use, except in the case of the Willard School. The very small buildings (Hutchins and Reynolds, four rooms each) can ultimately be used on an intermittent basis if fluctuations in demand are experienced.

One fact that needs to be recognized in establishing theoretical districts for the City, is that there is already a heavy concentration of classrooms (in existing buildings) in the eastern part of the City. This tends to mean that, if a policy of neighborhood (vs. centralized) location for schools is to be continued, at present no new facilities are needed for the area east of Main Street. The seven room building for the Thompson Street site is suggested as a replacement of facilities, rather than an answer to a demand for new capacity.

Where possible, boundaries were determined by barriers of various kinds such as main arteries, nonresidential land uses or natural obstacles. The number of elementary pupils in each district was tabulated by the Superintendent of schools. This figure is not the same as the present enrollment of the school in the district. The number of dwelling units in each district was also estimated from the Population Distribution Map No. 4, thence a ratio of pupils to dwelling units determined.

Finally, for each district, an estimate of potential additional dwelling units was made from the amount of acreage available for residential development. Having established a potential total number of dwelling units for each district, the assumed pupil-dwelling unit ratios were applied giving the total number of elementary school pupils to be expected. The data for the above are given in Table 18.

The ratios of pupils to dwelling units for planning purposes were derived from the ratios as exist at present except in a few cases. In District A, the present ratio is .750 pupils per dwelling unit, a rather high figure due probably to the character of South Portland Gardens (Redbank). Using this ratio for planning purposes gives a total number of 1,900 pupils for this district. A more modest ratio of .550 would give a total of 1,375 pupils. It is felt that this would be more realistic. Similarly, in District B a ratio of .600 gives a total of 880 pupils while a .550 ratio gives 805 pupils. Again, the lower figure is believed to be the more realistic. For both districts, the upper and lower figures have been carried in Table 18.

District A

This district includes the western section of South Portland, west of the proposed relocation of the Route 1 bypass. Except for South Portland Gardens, this district is sparsely settled and is open for eventual development, partially industrial, mostly residential as proposed in this Plan. The district is served by the Redbank School which has a capacity of 450 pupils (at 25 pupils per classroom) and is adequate to handle the present school population. Expansion of its site is proposed. As the area develops, District A should be subdivided into three districts, with the addition of two new schools of a capacity of 450 to 550 each. Schools of greater capacity will be necessary if the high projection for the district is accepted.

District B

District B is presently served by the Thornton Heights School. With a capacity of 300 pupils, this school is already overcrowded with its present enrollment. This district's boundaries were determined by the location of industrial and business uses on the east, and by the new path of Route 1 on the west. Within this district the estimated potential enrollment is 805 to 880. This means a new school accommodating from 500 to 550, assuming that the Thornton Heights school is not expanded beyond its twelve rooms. The site of this school is too small to warrant any expansion of capacity.

District C

District C is clearly a self-contained area which is served by the Lincoln School. Only limited residential expansion is expected for the area since most of the vacant land is zoned for industrial uses. The Lincoln School is adequate to handle the potential pupil demand (273 pupils) and therefore no action is indicated.

District D

Located in the southern part of the City, along Highland Avenue, District D is now served by the Marion Street School. This is an area which can be expected to expand and may ultimately have an elementary school population of 600. A limited access highway is proposed to pass through the site of the Marion Street School; if built, this will necessitate the construction of a new school of 600 capacity, otherwise a smaller school to share the district with the Marion Street School. A site in the vicinity of Highland Avenue and Fickett Street has been proposed for the new school. The boundaries of this district developed as a result of trying to use efficiently the existing buildings east of the district, i.e., the Brown and South Portland Heights Schools.

District E

District E (Pleasantdale) is presently served by two schools - Reynolds and Kaler - which have a combined capacity of 300. Little residential expansion is predicted for this area because of the limited land available for such development, unless the existing oil tank farm is removed in the future and the land becomes available for residential development. Therefore, two projections for potential elementary school enrollment have been made - 470 (not including the tank farm area) and 520 (including the tank farm). It is proposed to expand the Kaler School to a capacity of 400, and also to expand its site (the site could be further expanded if the tank farm is removed). Here the boundaries are suggested from the terrain and land uses in part and by the capacity of the existing schools.

District F

District F (South Portland Heights) has a new seven room elementary school, erected on a small site. In light of the size and proximity of the Brown and Roosevelt Schools, no further development at this site is proposed. In Table 18, the estimated number of pupils in District G (Brown School) is below the capacity of the building. For which reasons as above, it is suggested that some of the pupils of District F be sent to the Brown School in District G.

District G

District G is served by the Brown School, a building in good condition with a capacity of 400 to 480. It can handle the predicted number of elementary pupils in the district, plus some additional pupils such as in special classes or from adjacent districts (See F above).

District H

This district is served by the eight room Roosevelt School (capacity 200 to 240). It has a very small site which cannot be expanded. Because the area is almost entirely built-up, only limited residential expansion is possible. By adjusting the boundaries of this district, the school can be used at full capacity.

District I

District I (Ferry Village) is served by two schools - the twelve room Henley, and the four room Hutchins, both of which are in good condition and should be retained. Their combined capacity of 400 should be adequate to handle potential enrollment even if some new multi-family housing becomes a part of an urban renewal plan for the Ferry Village area.

District J

This district has one school, the six-room Willard School which is on an entirely inadequate site. It is proposed to erect a new school of a capacity of 400 on City owned land bordering upon Thompson Street. The first stage is projected for completion by 1966.

A suggested order of priority for the new schools that have been proposed is as follows:

1. District B - first stage of seven rooms - 1964
2. District J - first stage of seven rooms - 1966
3. District D - unscheduled
4. District A - unscheduled

SECTION 4

Recreation and Open Land Preservation

The City of South Portland through its Park and Recreation Commission, spent approximately \$32,000 in 1960, for recreation and maintenance of parks and school grounds. This is approximately \$1.42 per capita. The National Recreation Association recommends as a standard that communities spend about \$3.50 per capita for recreation. Of this amount, one-third (about \$1.17) is suggested for program leadership and two-thirds (about \$2.33) for the maintenance and operation of facilities, including parks, playgrounds and buildings. For South Portland this would mean a total of approximately \$80,000. These standards are more applicable to large cities in which the density of population is high and the opportunities for healthful recreation very limited. For the City of South Portland, only a thorough knowledge of the present program and of the habits and needs of the residents (adults as well as children and youth) can produce realistic yardsticks by which to measure the adequacy of the present budget for recreation.

The Commission now includes in its program the following:

- A. Seven playgrounds at various public schools, available on year round basis, with supervised programs for the period June through September at all but one.
- B. Six baseball fields, seven ponds for skating.
- C. Several parks, the largest of which is Mill Creek in Knightville.
- D. Programs: Adult education programs including a workshop for men and women in wood and metals, art classes in pen and ink, water colors and oil; a community chorus; sewing and dressmaking classes, gym classes, one for men, one for women, a youth center in the Beal Gymnasium for a membership of 600 (1960). The adult education classes are held at the high school.

In the future it is suggested that the various school sites, particularly the larger sites for the new schools, be well developed for active outdoor recreational use by the school children and the neighborhood youth and adults. This use of school grounds and buildings by neighborhood groups is already practiced by the Commission. Use of buildings does require additional expenditures for custodial service and utilities and should be done with responsible group leadership and supervision. The gymnasiums of the secondary schools and the multi-purpose rooms of the elementary schools can be widely used for athletics and games in the late afternoons and evenings, also on week ends.

Current standards for school design provide facilities that not only serve the school need but can, if properly supported by the community, provide neighborhood facilities for recreation. The use of the outdoor playfields and courts by the community should be encouraged. The City through its recreation commission and private groups can maintain a program of use of school buildings. Possibly some of the costs can be met by fees and private group support.

Willard Beach and Hinckley Pond Proposals

The expansion of the area owned by the City at Willard Beach is strongly urged in order to insure enough area for some active recreation and for off-street parking. This is the only beach in the City. It is within walking distance for a sizeable proportion of the residents. Its improvement as a beach is considered of first importance. Not only should more land be acquired but efforts should be made to eliminate the discharge of sewage into Casco Bay in this vicinity. This applies to portions of Cape Elizabeth as well as South Portland.

A park is proposed for the upper part of Kimball Brook, between Highland Avenue and Ocean Street, to include Hinckley Pond and much of the wooded slopes on the east of the stream. This purchase is of extreme importance because of the encroachment upon this area by residential development. It is an attractive area close to the center of the City. It cannot be expected to remain as open land much longer. The streets (Stanley and Wild Rose Avenue) that have been started from Ocean Street along the eastern side of the stream can be extended into the proposed park site. Both ~~water and~~ sewerage services are available to this tract. All of these reasons make it important to act immediately to acquire the proposed park.

The capital budget includes a series of land acquisitions; they have been divided into three groups. The two sites discussed above are items Nos. 1 and 2 of the Group I and are scheduled for purchase in the first year covered by the budget, i.e., 1962.

A further program of acquisition by the City is advocated. The initiation of this should be done jointly by the Planning Board and the Park and Recreation Commission. The purpose is to acquire for the City much of the "left over" land in the existing residential neighborhoods. This applies to parcels containing stream courses, steep slopes, ledge outcroppings, etc. These include some of the land between Thompson Street and Sawyer Street, the creek bed between Boothby Avenue and Ocean Street, the Anthoine Creek bed. The principal purpose is to insure that some of the natural features still existing will not be further encroached upon by filling, excavating and clearing. This policy should be pursued throughout the future years to insure that some open spaces in Thornton Heights and the Long Creek areas will be permanently reserved for public enjoyment.

Space Standards and Facilities for Active Recreation

The following review of space standards and facilities is presented as a guide for development of new school sites where the sites can be large enough for these facilities.

Playfields

It is recommended that the elementary school sites be the locations at which facilities are developed for active recreation for age groups six to fourteen years, plus some facilities for younger children and for youth and adults.

At each site (school site) the following areas and equipment are recommended.

An area for younger children (up to 8 years) including:

Primarily an apparatus area with space for informal games, to include swings, seesaws, slides and similar equipment, possibly a wading pool, sand box, etc., for pre-school children.

A shelter house or covered area as part of the school would be desirable.

Grassed play areas with space and court layout, etc., for:

Informal games (separate area from the fields).

Field area for such games as softball, soccer, touch football and mass games. (Certain fields and courts can be laid out to overlap or be superimposed, e.g., spring and autumn sports). These should include space for:

One Little League baseball field (also for school use).

At least two softball diamonds one of which should have extended base lines for adult use.

One touch football field.

One soccer field.

Two volley ball courts, two badminton courts.

One horseshoe area.

Paved area for:

Informal games, particularly for the younger children.

Other formal courts for games as the interest among the older children and the adults warrants such, e.g., handball, shuffleboard, tennis and basketball.

If necessary, parts of these paved areas can serve as auxiliary parking.

Playfields, one at each of the junior high schools and at the high school (in accordance with the long-range plan of the School Department) should have outdoor athletic facilities for the School Department's program plus facilities designed for use of the youth and adults of the community. The most complete set of facilities should be for the high school site.

The following is proposed as the ultimate facilities:

Court and lawn game areas

At least two or more tennis courts.

Four or more volleyball courts (either lawn or paved).

Lawn space for four badminton courts.

Outdoor basketball courts, paved - two for boys, two for girls.

Lawn area for informal games (approximately one acre).

Small paved area for miscellaneous games requiring pavement.

Area for flooding for ice skating.

Fields for boys (and adult use)

Two touch football fields with four softball diamonds overlapping.

Space for track (1/4 mile) in anticipation of requirements of the school program.

Space for stands (portable or permanent).

One soccer field which may have softball diamonds superimposed.

One regulation baseball diamond.

Fields for girls (and adult use)

One field hockey area (for soccer also).

Four softball diamonds (combined with hockey and soccer).

Archery range.

One soccer field.

Specialized functions as interest develops

Outdoor theater, band shell,

Picnic and fireplace facilities.

Day camping site.

SECTION 5

Traffic and Circulation, Streets and Highways, Parking Facilities

Traffic and circulation problems of the Portland metropolitan area have been dealt with in a study by the staff of the Regional Planning Commission, completed in 1958.¹ This report deals with the problems of the metropolitan area as a whole and those of the member communities. The regional highway pattern involving the Federal Interstate Route is well crystallized already with the inclusion of the Maine Turnpike within the Interstate system.² The remaining decisions relating to limited access highways in the City of South Portland are: one, the relocation of U. S. 1 to bypass Cash Corner and Thornton Heights and, two, connections from the City of Portland to the Interstate Highway. The State of Maine has already acquired the right-of-way for the relocation of U. S. 1 (a Federal Aid Primary route). A report on the possible locations of the Portland Interstate Connection (from Park Avenue, Portland, to the Maine Turnpike) was made in 1957.³ It remains at this time undecided as to which of two "connector routes" to the City of Portland will be selected. The western connector (from Portland to a turnpike interchange just north of Westbrook Street) was favored by the consulting engineers. The alternate consisted of a fuller development of the U. S. 1 bypass of Thornton Heights, using the existing turnpike connection to U. S. 1 in South Portland. This would enter the City of Portland via the Memorial Bridge as does the bypass for U. S. 1. These routes are shown on Maps Nos. 7 and 8, the latter is reproduced herewith following Page 58. The Maine State Highway Commission's design for the U. S. 1 bypass is shown on Map No. 7. It is assumed that the western connection rather than the South Portland connection for the Interstate System will be chosen.

In the Regional Planning Commission report referenced above, it is proposed that a new limited access route be created to connect from the Portland Bridge in Knightville to U. S. 1 and the Turnpike from the south. Both Broadway and Main Street are inadequate even now and cannot be improved to a

-
1. Greater Portland Regional Planning Commission, Robert M. Ewing, Director, Land Use and Highway Plan, 1975, for the Portland Region, Portland, Maine, 1958.
 2. Ninety per cent of the cost of the Federal Interstate System is borne by the Federal Government; fifty per cent of the Federal Aid Primary, Urban and Secondary Systems.
 3. Fay, Spofford and Thorndike, Inc., Engineers, Boston, Massachusetts, Report on Portland Interstate Connection, June 1957, prepared for the Maine State Highway Commission and the Federal Bureau of Roads.

specification adequate for the long-range need. From a planning viewpoint, the desirability of a new limited access route to carry the heavy commuting traffic and the commercial traffic cannot be overstated. At best, the improvement of an existing street leaves most of the conflicts unsolved, namely, traffic frictions from parking (legal or illegal) and from frequent intersections, turning, etc., the dangers to pedestrians, particularly children, the difficulties of limiting speed in proportion to the dangers and the inadequacy of the existing streets to carry the large volumes of traffic that develop during rush hours to and from work.

It is recognized that the traffic volumes now recorded (1959) for the various arteries in South Portland are much less than would be considered to warrant the expenditure of funds by the State and Federal Governments for a completely new limited access way. Traffic volumes are shown on the diagram on the opposite page. However, in most instances, by the time the priority of need is great enough to secure Federal funds, the land where such new ways may be located has been used for development, thereby making it extremely costly, if not impossible, to construct the needed highway.

Map No. 7 (also Map No. 8) shows the proposal offered in this Plan for a limited access highway to extend from the Portland Bridge (Knightville) to Main Street (U. S. 1) and to the town line of Cape Elizabeth, linking with Ocean House Road. This latter link is proposed to relieve the congestion that is expected to increase in Knightville and along Ocean Street as Cape Elizabeth grows in population. These proposals are indeed long-range because of the lack of high priority for State and Federal funds and because the need is not pressing enough for such an expensive solution in the immediate future. In spite of these factors, the eventual need cannot be ignored and the time is now to reserve the land for these highways by purchase by the City. These purchases have been included in the capital expenditure program and are scheduled for action within the next three years.

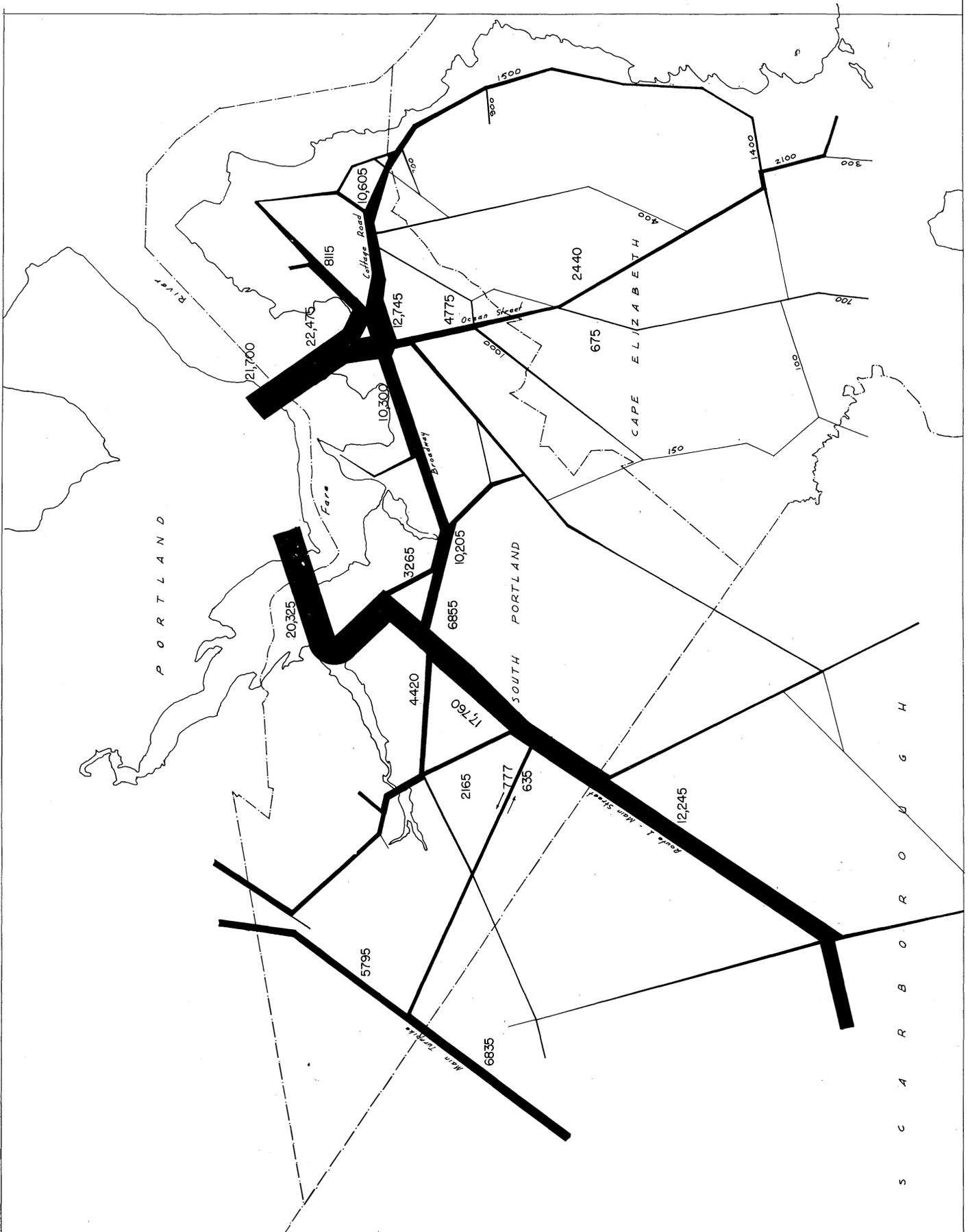
Knightville Bypass

The most pressing need for a new location for traffic is in the Knightville area. Many proposals, some very elaborate and requiring extensive demolition, have been suggested since World War II. The volume of traffic across the Portland Bridge is steadily increasing.¹ Both ends of the bridge need improvements to increase capacity. The accompanying plan of Knightville shows a bypass to the west of the peninsula involving new construction from the bridge to Broadway and tying into the proposed links to Cape Elizabeth and U. S. 1 (also the Turnpike). In this plan the new road would be divided and carry traffic in both directions;

1. Volume Counts: 1955 - 19,900; 1959 - 21,700 (for 24 hour period), Maine State Highway Department.

TRAFFIC VOLUMES 1959

SOURCE: HIGHWAY DEPARTMENT STATE OF MAINE



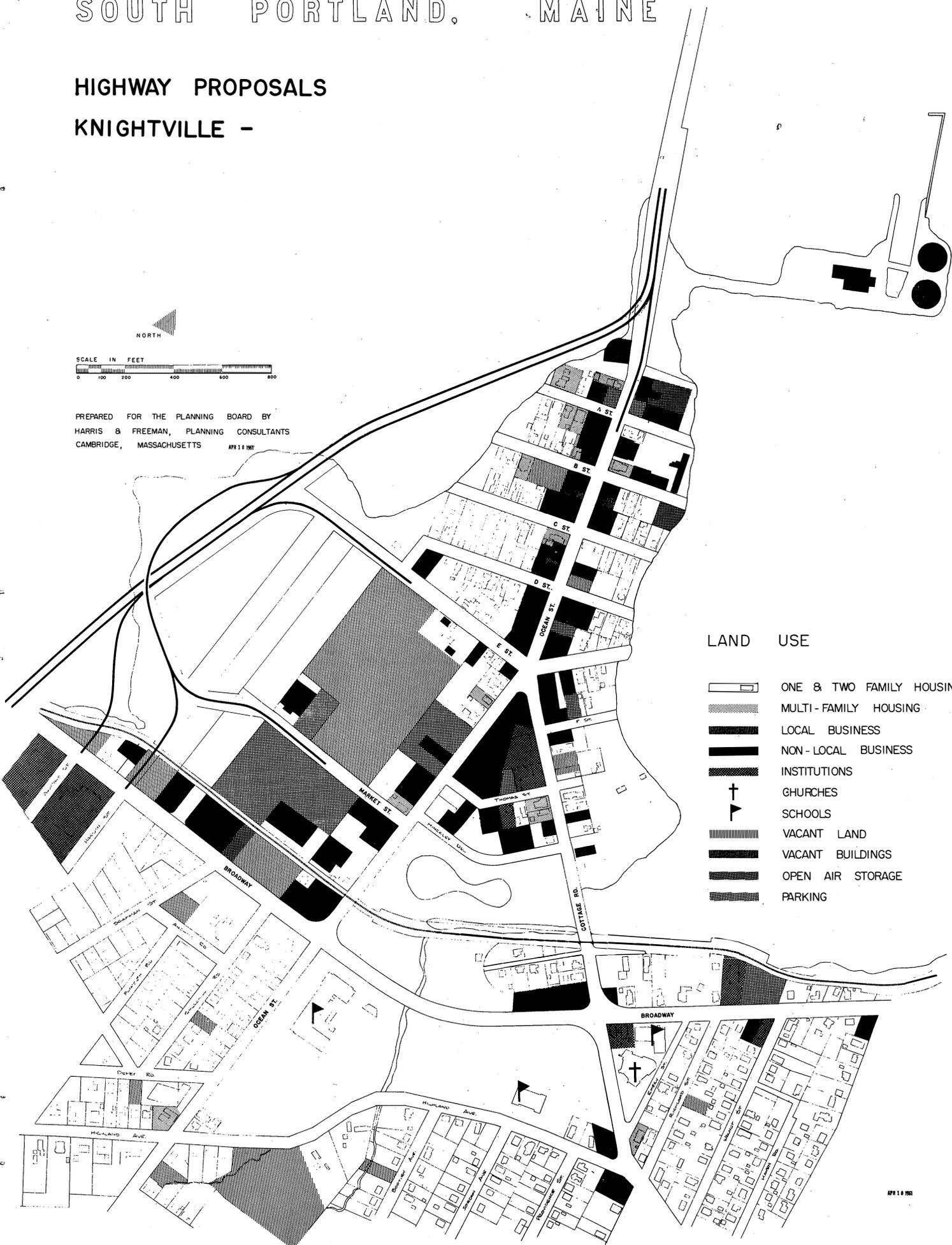
SOUTH PORTLAND, MAINE

HIGHWAY PROPOSALS

KNIGHTVILLE -



PREPARED FOR THE PLANNING BOARD BY
 HARRIS & FREEMAN, PLANNING CONSULTANTS
 CAMBRIDGE, MASSACHUSETTS APR 14 1951



LAND USE

-  ONE & TWO FAMILY HOUSING
-  MULTI-FAMILY HOUSING
-  LOCAL BUSINESS
-  NON-LOCAL BUSINESS
-  INSTITUTIONS
-  CHURCHES
-  SCHOOLS
-  VACANT LAND
-  VACANT BUILDINGS
-  OPEN AIR STORAGE
-  PARKING

Cottage Road and a part of Ocean Street would be one way (northward) for the full length from Broadway to the bridge; the remainder of Ocean Street would be for two way traffic (Broadway to Cottage Road). Acquisition of this right-of-way is particularly important in light of the development occurring in the Mill Creek shopping area. The location of the right-of-way has been placed as far to the west as possible to justify the exclusion of development beyond or west of the roadway. This will greatly simplify the interchange requirements.

Streets

In the capital improvement program (a part of this Plan) it has been proposed to increase the expenditures of the Department of Public Works (South Portland) by \$50,000 per year for the next six years in order to make repairs and improvements to existing City streets. An inventory of the dimensions and condition of roadways, etc., is maintained by the Maine State Highway Department.¹ From this and from information obtained from the South Portland Public Works Department, the condition of any particular street can be checked without actual field inspection. Not only is it proposed that street improvements be accelerated, but also that the dead end streets be provided with either a turn around circle or a loop to an adjacent street. Since there is, at present, no ordinance governing the subdivision of land and the construction of new ways, it is not possible, except through the street acceptance ordinance, to bring about the addition of loops or turn around circles. This ordinance applies only in instances in which a street is presented for acceptance by the City.

Subdivision Control Ordinance

A new ordinance has been drafted for presentation to the City Council, dealing with the subdivision of land (for any land use) and the provision of new streets. The State of Maine authorizes cities and towns to exercise control over these matters. Since the Zoning Ordinance controls the size and width of lots, the most important purpose of an ordinance governing subdivision is to specify the details of street layout and construction and to provide adequate safeguards to insure conformity and performance. The street specifications in the proposed ordinance are coordinated with those of the existing Street Acceptance Ordinance. A discussion of the proposed ordinance is given in Section 9, the complete text is published in a separate booklet.

1. Data from IBM type card records have been supplied to the Planning Board, source: Maine State Highway Department.

Industrial Areas

During the past two years (1959 to 1961) the City has constructed a portion of a proposed network of access roadways to aid in the development of the Rigby Yard area for industrial purposes. The proposed limited access highway from Knightville to Main Street (running along Anthoine Creek, Nutter Road and thence parallel to the single rail track serving Turner Island and the shipyard industrial district) will fit into the proposals for development of this industrial area. In future years, the City, through its Planning Board and its City Engineer, should exercise control (through the Subdivision Control Ordinance to the extent possible) over the location and specifications for new streets in the two large industrial areas (Rigby Yard area and Western Avenue area).

Parking

The principal proposal set forth in this Plan relating to parking, is the addition to the Zoning Ordinance of requirements for off-street parking and loading spaces. In residential areas, it is proposed to require one space for each dwelling unit; in business and industrial areas the requirements vary according to the use of the premises. The off-street parking spaces may be provided on a separate parcel of land, if it is reasonably close by. These requirements are intended to apply to new development; existing buildings and parcels may require exceptions where conformity is impossible. In general, this provision in the Zoning Ordinance would place, to the extent practicable, the responsibility for parking for employees, customers and commercial vehicles upon the owner or occupant of the particular premises.

It is extremely important that the traffic carrying capacity of some existing and all new major highway arteries be maximized in order to avoid further obsolescence. The banning of parking on these main routes is needed in order to make available an extra lane (or possibly two) for traffic movement. Understandably this will constitute a hardship upon business operators dependent upon the parking along the curb. For the new routes limitation of access from abutting parcels and a complete ban on parking are essential. For existing arteries, Ocean Street, Cottage Road and Broadway in particular, every effort should be made to restrict parking during rush hours and to establish some small off-street parking lots. In the Knightville area, the situation may well warrant the expenditure of public funds for small amounts of off-street parking, if lots can be chosen to serve the existing businesses. This problem could well become a part of an urban renewal plan for the Knightville area.

SECTION 6

Land Use in the Future

The City contains a wide variety of land uses such as might be expected to exist in a separate community well apart from any metropolitan area comparable to that surrounding Portland. The explanation for this wide variety of uses in South Portland is clearly related to the historical development of the terrain around the Fore River harbor area. Residential and commercial development has existed in the vicinity of the harbor since the early years of growth in the eighteenth century. As in many seacoast towns the waterfront activity was closely ringed by residential buildings. Those desiring to sustain themselves by farming sought locations more remote from the shore line where land was cheaper and more available. Although many changes have taken place since these earlier days, there are still traces of this early land use arrangement.

The City does have certain characteristics of a suburban community which is a part of a metropolitan area. As discussed in Section 2, the age and sex composition of the population of some of the census tracts is clearly similar to the typical suburban area (residential "bedroom" communities), others (tracts that include older residential areas and commercial developments) show compositions more typical of central city areas. This is consistent with the historical development of land uses and the types and sizes of dwelling units within each area. For this reason land use policies (including zoning) must be broad enough to meet the wide range of circumstances.

In considering land use, it is clear that an economic demand has existed in South Portland for almost all of the various types of uses found in the metropolitan area. Stated differently, the variety of uses in South Portland duplicates the range of uses in Portland itself and the metropolitan area. For this reason, the policies advocated herein are intended to achieve a balance of uses and a flexibility sufficient to encourage the development of new areas for residential, commercial and industrial uses.

The economic growth of the Portland Metropolitan Area is slow in comparison to other areas within the nation. Assumptions relative to the prospects for new development must be compatible with the general outlook for the southwestern section of the State. Caution is advised in the matter of zoning and other public policies that influence the use of land, in order to guide the comparatively slow development that appears to lie ahead in a manner that is not wasteful of the long-range development opportunities. Much of the undeveloped acreage of the City may not be put to full use for many decades. It is very important to understand that many of the conflicts in land use that plague the cities of today occurred because of a lack of legal

controls and a lack of appreciation of the danger of depreciating sizeable areas by poor choices of land uses (including highways, overhead utility lines, industrial and commercial uses with objectionable characteristics, etc.) at a stage in development at which there seemed to be nothing lost in permitting such uses in areas then vacant.

Business Uses

In recent decades, the two bridges into Portland have channeled vehicular movement into South Portland from the north at two points. These ways have existed for many decades; one is the path of Route 1 along Main Street providing the primary north-south regional highway link, the other is that traversing Knightville and extending into Cape Elizabeth. These two main entering arteries have sustained much of the retail business activity that is carried on within the City. The increased importance of the automobile has caused a corresponding increase in retail and service uses along the main streets and highways. These establishments have sought locations that served the transient, the vacationing tourist, and the commercial traveler, as well as the local consumer. There is, at present, a strip development of business uses along much of Main Street (Route 1), along a part of Broadway, and along Ocean Street in Knightville: In the period since World War II, an important expansion of the retail shopping center in the Knightville area has occurred, providing off-street parking in quantity for the groups of stores including large self-service food markets. On the assumption that the traffic problem and the need for off-street parking facilities can be handled satisfactorily, this location is an excellent one for retail trade. It is a "gateway" location to serve those commuters that use the Portland Bridge; also, it is close to a sizeable residential population in South Portland and Cape Elizabeth.

Industrial Uses

The location of industrial and non-retail commercial ventures has reflected to some extent the availability of transportation: rail, water and highway. In the past, prior to 1930, the location of rail transportation was concentrated in the Rigby Yard area. The single track line extending to the Ferry Village area was established to serve the wartime shipbuilding and related activities. The close relationship between the harbor docks and rail terminal facilities was exploited in the City of Portland but not in South Portland to any great extent. The important types of industries that have flourished in recent years in South Portland are metal fabricating, shipbuilding in wartime, and the distributing industries such as trucking and the storage and pumping of petroleum products. The development of the shipyards and related war industries in 1940 to 1943 changed the land use pattern appreciably. The choice of site was dominated by the importance of the shore line for marine ways in spite of the fact that the area was poorly served by rail and highway. The wartime significance of the operation necessitated the construction of a rail spur to serve it. The result in the post-war period has been that a large area devoted to industrial uses has

been left as a district not likely to expand and flourish (except under a new national emergency).

The oil tank farms provide storage for petroleum products arriving by tanker and being pumped through pipelines to the Montreal area in Canada. These farms do not generate much trucking traffic nor are they unreasonably unsightly for which reason no pressing planning problems are created at present. Should these tanks be no longer needed because of changes in market and distribution policies, many of the sites present important opportunities for reuse for residential and public purposes.

The designation of additional open land areas for industry has recently (1959 and 1960) been done as a part of this Plan through zoning map revisions by the City Council. The locations of these areas (it is hoped) are more in keeping with the needs and preferences of industries considered likely to seek locations in this area.¹ The industrial park in the Rigby Yard district is especially suitable for distribution functions (railway to truck). The industrial area along Western Avenue was chosen to provide locations for highway oriented industries and those seeking the advertising advantages of being near the Maine Turnpike. Completion of the proposed improvements in the access connections to the Turnpike will increase the attractiveness of this site.

It does appear that the industrial growth potential for the region is very modest and for South Portland, the demand for new land for industry will be in the western areas discussed above. The chief likelihood for industrial use of the shipyard, and similar sites in the eastern part of the City, lies with the types of enterprises that can successfully operate in these existing structures. It seems improbable that much new construction for industry will occur in the shipyard area or any of the areas adjacent. Even in the metropolitan area, to date there has been very little indication of a demand for new buildings other than for truck terminal use or product distribution, some instances of which have been relocation moves within the metropolitan area. In the future, when the demand is felt, there is a generous amount of acreage in the two industrial districts in South Portland. This land has the location characteristics that will make it attractive to most enterprises. As soon as the Sewerage District extends its lines to the Western Avenue industrial area, the location factors there should be most favorable for all types of industrial and commercial uses not requiring direct rail connections. The Rigby Yard area provides available acreage where rail sidings can be constructed.

1. Greater Portland Planning Region: Economic Problems and Opportunities, Report to the Greater Portland Regional Planning Commission, March 1960, by Arthur D. Little, Inc., Cambridge, Massachusetts.

Residential Uses

The process of replacement of older residential buildings by industrial and business uses is not occurring to any appreciable extent. The one major instance (the shipyard area) was occasioned by the war emergency. Granting this premise, the existing residential areas and their buildings are here to stay indefinitely, for which reason all of the public policies relating to land use should be directed toward protecting and enhancing these residential areas. This has been stated elsewhere in this Plan and is fundamental to the proposal for the rehabilitation and conservation of the Ferry Village area by urban renewal techniques (Section 8).

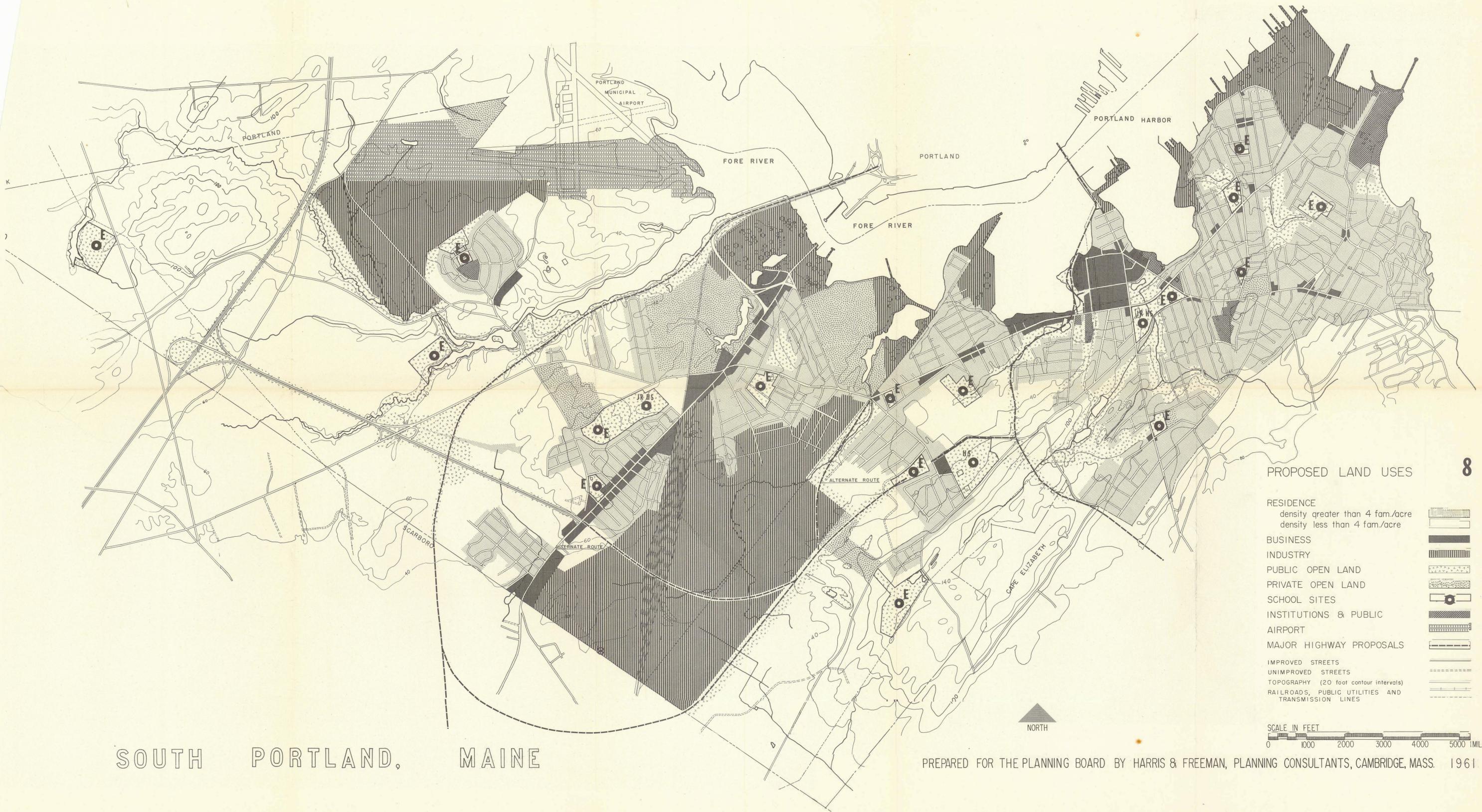
In general, residential uses have expanded to the inland areas, particularly the higher portions of the City and are, understandably, located in the eastern sections which are served by water and sewer lines. New house construction has fluctuated during the period 1950 to 1960 averaging about 100 units per year. Most of this has been located within developed areas or on small tracts very near to existing developed areas. It seems that there has not been demand enough to interest the large-scale entrepreneur in large tract subdivision and speculative house building.

The primary factor that has produced the concentration of residential development is the limit upon the availability of sewer and water lines. The lot size customarily used is not much above the zoning minimums of 5,000 to 7,500 square feet, which means that connections to water and sewer lines are almost essential. In the zoning proposals, it is suggested that the minimum lot size be 10,000 square feet for most of the now undeveloped areas, except those very remote from the existing developments beyond the extend of the utility lines. For these at least 30,000 square feet as a minimum lot area is proposed. This will further reinforce the factors that discourage the scattered development of land before the economic demand can support more complete development. Topographic character and availability for purchase are factors that cause considerable scattering in the pattern of development.

Recommendations Relative to Land Use

One of the chief purposes of the preparation of this General Plan for the City of South Portland is to establish guiding policies for the use of land for the future. The principal ways in which local public policy directly influences the use of land are:

1. Specific use controls enacted in the Zoning Ordinance. The City first adopted zoning in 1943; a major revision is proposed in this Plan (see Section 9 and the separate publication of the text of the proposed ordinance).



SOUTH PORTLAND, MAINE

PROPOSED LAND USES 8

- RESIDENCE
 - density greater than 4 fam./acre
 - density less than 4 fam./acre
- BUSINESS
- INDUSTRY
- PUBLIC OPEN LAND
- PRIVATE OPEN LAND
- SCHOOL SITES
- INSTITUTIONS & PUBLIC
- AIRPORT
- MAJOR HIGHWAY PROPOSALS
- IMPROVED STREETS
- UNIMPROVED STREETS
- TOPOGRAPHY (20 foot contour intervals)
- RAILROADS, PUBLIC UTILITIES AND TRANSMISSION LINES

SCALE IN FEET
 0 1000 2000 3000 4000 5000 MILE

PREPARED FOR THE PLANNING BOARD BY HARRIS & FREEMAN, PLANNING CONSULTANTS, CAMBRIDGE, MASS. 1961.

2. Control by the Planning Board and the City Engineer over the subdivision of land, particularly where new ways are being created. A subdivision ordinance has been prepared for consideration and enactment.
3. Coordination and conformity to the principles of a General Plan in the choice of sites for all public buildings, new parks and open land reservations, and in the layout and design of improvements in streets and highways.
4. Special programs by the City Government to attract industry and business and to foster residential property values and neighborhood soundness by such programs as urban renewal (conservation).

The above have been dealt with in detail in this Plan. General understanding and agreement upon objectives for land use are necessary if local public actions are to be effectively coordinated.

The following represents the more important land use proposals set forth in this Plan. The accompanying Map No. 8 shows the uses as proposed.

1. Residential uses:
 - a. The gradual development for residential use of the open areas adjacent to the now built up portions of the City. The most likely areas are those between Highland Avenue and the boundary of Cape Elizabeth and those west from Thornton Heights to Long Creek and Clark Pond.

The density limits in the proposed zoning amendments for Residence District AA are slightly less than four families per acre (including access streets but not items of community service such as parks and schools). Only one and two family dwellings are permitted in Residence District AA. However, a new multifamily district for apartments, row houses, etc., has been offered for consideration (See Section 9) serving a purpose much different from that served by the present General Residence District of the Zoning Ordinance. This new district would be established under specific site planning controls for outlying areas in the Residence Districts A and AA on sufficiently large parcels to permit the introduction of denser types of apartment buildings without causing depreciation to the single family dwelling areas adjacent.

- b. The conservation and improvement of existing residential areas by municipal efforts such as zoning, street improvements, provision of better community facilities (schools, parks, etc.) and an urban renewal program as set forth in Section 8.
- c. On a long-range basis, the changing of some of the land now in industrial and commercial use to multi-family residential use. These changes are not shown on Map No. 8, since the opportunities to accomplish them are difficult to predict. Two factors make a strong case for this type of change. First, the areas listed below are exceptionally good in location characteristics for residential developments. Second, the existing industrial, commercial and public uses are in many instances not located to best serve their respective requirements. This does not apply to the oil tank farms but does apply to many of the shipyard industries. Some of these areas represent the very best locations in the City for interesting terrain and views of the harbor or the ocean.

There is a frequent occurrence and a demand for rental housing in the metropolitan area as evidenced by Table

TABLE 19

HOUSING UNITS UNDER RENTAL OCCUPANCY

| | Total Housing Units | | Renter occupied (excluding seasonal) | |
|--------------------------------------|---------------------|----------|---|----------------------|
| | Nonseasonal | Seasonal | Number | Per Cent of Total |
| Portland Metropolitan Area (SMSA) | 40,207 | (1,157) | 17,848 | 44.6 |
| City of Portland | 25,592 | (703) | 13,848 | 54.5 |
| <u>City of South Portland</u> | 6,729 | (47) | 1,838 | 27.2 |
| City of Westbrook | 4,285 | (20) | 1,647 | 38.6 |

Source: ADVANCE REPORT, 1960 Census of Housing, Bureau of the Census, U. S. Department of Commerce.

It is not possible to analyze from these figures how strong a demand would be experienced in the future for new construction of apartments for rental occupancy. It is undoubtedly true that most of the rental units in the metropolitan area command rents that are too low to support the costs of new construction. The 1960 Census of Housing (cited above) shows that approximately 5.75 per cent of the nonseasonal housing units in the metropolitan area were vacant (April 1, 1960). This is not unduly high for an area not experiencing the pressures of rapid growth. The City of Portland accounted for 1683 of the 2306 vacant units in the metropolitan area. South Portland showed only 227 vacant dwelling units (nonseasonal) out of a total of 6729; this is approximately 3.37 per cent.

The areas in which this suggestion for multifamily residential development may be possible in the future include:

1. Fort Preble and the site of the Maine Vocational Technical Institute.
2. The shipyard area (particularly the eastern part).
3. Certain industrial sites along the harbor in the Ferry Village area.
4. The dock and the tip of the peninsula known as Turner Island.
5. The area occupied by oil storage tanks on both sides of Barberry Creek.
6. The area occupied by oil storage tanks in Pleasantdale between Broadway, Evans Street, and Nutter Road.

In the last of these, No. (6), the recommendation is that the land if vacated by industry, be developed under the provisions of Residence District A or as a multifamily area in accordance with the flexible density controls discussed in Section 9. For the other five sites the unique characteristics (view and terrain) may well suggest that somewhat higher densities be permitted for rental apartment developments. If new rental housing can be successful anywhere in the City, it seems that the areas with harbor or ocean views would be the most likely. These sites are of first quality by virtue of their locations and should be fully utilized in any long-range plan for the City.

- d. Two specific suggestions relative to the area in the vicinity of South Portland Gardens (Redbank) are offered: one, that industrial and business areas be held away from the housing development in accordance with Map No. 8 and the proposed Zoning Map (No. 10). It is appreciated that this particular site might be better used for industry, if there were a demand, because of its proximity to the airport, but the fact remains that there are 500 rental dwelling units in the development and that it constitutes an important part of the City's housing inventory; two, the future land use of the area adjacent to Long Creek and Clark Pond be considered residential rather than industrial, for which reason the protection of South Portland Gardens is even more important.

2. Industrial Uses:

The two industrial park areas (discussed earlier in this section) constitute the recommended land for industrial growth. The City Government is currently doing whatever it can to promote the industrial and business activities of the City and to create inducements to new enterprises to choose locations within the City. This should be continued in order to strengthen the financial base of the City and to increase the employment opportunities in the metropolitan region. The Greater Portland Area Development Council chose the Western Avenue industrial district in South Portland as a location for the construction of a one story industrial building, a promotional venture to create new employment.

It is recommended that no further expansion of the industrial zoning districts be enacted for the immediate future. The demand for land for new industrial building is not great. It is entirely reasonable for the City to expect that such new construction be located within the various industrial and commercial zoning districts existing at present. It is considered herein most important that the long range development potential of the undeveloped tracts in the western part of the City be protected against scattered nonresidential uses, many of which may seek such locations because of undercapitalization or lack of sufficient economic return. The City cannot afford to waste its development potential by scattering nonresidential uses.

3. Business Uses:

Certain reductions of the business districts have been proposed in the Zoning Map No. 10 in areas closely ringed by residential development or in areas in which it is felt important to protect existing and future residential sections. The Mill Creek area and the rest of Knightville are considered adequate and appropriate for the near future for retail business needs. In a long range view, new shopping areas will emerge in Cape Elizabeth and Scarborough; these will tend to lessen the strength of the market at sites in South Portland. For the present, no major changes in business use locations are proposed. The Zoning Map changes relating to business have been primarily in recognition of existing land uses.

4. Public Uses:

Sites for new schools and parks have been proposed in this Plan and are shown on Map No. 8. The school sites follow the already established policy of dispersed locations for the elementary grades, one high school for the City and, eventually, two junior high schools. The particular sites proposed for purchase are shown in detail on property line maps submitted to the Planning Board with this Plan. The sites for the proposed municipal office building and police station and for the library have not been selected. It is recommended that in studying the possibilities, strong preference be given to sites in the Knightville area for the municipal office building and police station. For the library a site in Knightville seems entirely appropriate although one nearer to the high school might be considered more desirable if use of the library by high school students is of first importance. In actuality the schools (high and junior high) are within walking distance of the center of Knightville. There is something to be said for grouping the municipal building and the library if a single site of sufficient size can be found. Whether or not use can be continued for the present municipal building will affect the decision relative to site locations (see Section 7).

In the Capital Improvement Program a series of public purchases of land for various uses is proposed and scheduled for early action. These are as follows:

PROPOSALS FOR LAND ACQUISITION

- A. Land Purchases (Group I - first priority) Budgeted for 1962
1. Willard Beach parking and activity area
 2. Park acreage between Highland Avenue, Stillman Street and Ocean Street
 3. Site for City office building and police station
 4. Enlargement of proposed Thompson Street School site
 5. Hutchins School site enlargement (1st stage)
 6. Redbank School site enlargement
 7. Long Creek School site
 8. Pathway for Knightville bypass to Broadway (west of Ocean Street)
- B. Land Purchases (Group II - second priority) Budgeted for 1963
1. Pathway of limited access roadway connecting Broadway to Highland Avenue and Sawyer Street (excluding buildings and developed properties)
 2. Site for Fickett Street - Highland Avenue School
 3. Enlargement of site of South Portland Heights School
 4. Site for public library
 5. Enlargement of Hutchins School site (2nd stage: acquisition of existing house, parking lot, paving of a part of present parking lot)
- C. Land Purchases (Group III - third priority)
Not budgeted in the six year period 1962-1967
1. School site west of the Maine Turnpike
 2. Enlargement of Kaler School site
- D. The following are recommended as deserving further study and are contingent upon plans for highway locations:
1. New site for Marion Street School (if it is planned to move this school rather than demolish it in event of execution of highway plans proposed herein)
 2. Pathway of limited access roadway from Evans Street to Main Street or to the boundary between Scarborough and South Portland, connecting to U. S. Route 1.

Highways:

An ambitious proposal for long-range consideration for new limited access highways is set forth on Maps Nos. 7 and 8 and discussed in Section 5. The new routes accomplish the following:

- A. Bypass of Ocean Street in Knightville by a new route west of the peninsula. This gives the opportunity to expand the retail business area to the westward to this new right of way. No development should be permitted between this roadway and the edge of the harbor (where any residual land may exist). This is for the obvious reason of difficulty in access, necessitating expensive complications in the roadway design.

- B. The continuation of this bypass inland to provide, first, a connection to carry the Cape Elizabeth commuting traffic that otherwise would use Ocean Street and, second, a connection to bypass Broadway and Main Street by bringing traffic directly to the Turnpike entrance and Route 1 or to connect to Route 1 in Scarborough and thence to the Turnpike entrance. In spite of the difficulties of financing such an expensive roadway, it is considered of utmost importance to the long-range future of the City in the face of gradually increasing traffic volumes. Such a system of highways, laid out as shown, could provide ready access to the industries in the Rigby Yard area and serve as a buffer between industrial uses and residential developments along Highland Avenue.

SECTION 7

Municipal Facilities and Utilities

The City of South Portland provides the following services to its residents and property owners: public education through high school, fire and police protection, public health services, library services (privileges at the Portland Library), welfare assistance, street maintenance, disposal dump, recreation leadership and facilities, public cemeteries, plus many administrative functions of local government. The public water system is owned and operated by the Portland Water District, a metropolitan agency supplying water from Lake Sebago. The sewer system is the responsibility of the South Portland Sewerage District (serving only the City). Map No. 5 shows the present water distribution system; Map No. 6 shows the sewerage system maintained by the district. Matters dealing with streets and highways are discussed in Sections 5 and 9, the latter relating to a subdivision control ordinance.

Proposed Municipal Offices and Police Headquarters

At present the municipal offices are located in a frame building on Cottage Road in Knightville. Although the Department of Public Works and the Recreation Department maintain a part or all of their offices outside this building, the space available in the building is inadequate for all of the functions of government. The building now houses the Police Department, the Sewerage District and a part of the Public Works offices, in addition to the City Manager, the Assessors, the Building Inspector, the accounting offices, the City Council chamber, etc. In the capital improvement program a new building is proposed to house the City Government including the Police Department.

A study committee is recommended to develop more precise requirements for a new building and to evaluate the alternates for site selection and the potential use of the existing wooden building. In regard to site, it is proposed herein that strong preference be given to the Knightville area. The municipal offices are there now; this peninsula is the chief focal point of the City; it is important because of the Portland Bridge and the routes that pass through it. The most likely site is that of the Sparhawk Mills on Cottage Road. A site should be large enough to provide for the Police Department and for off-street parking for City employees and City vehicles. Other possible sites are:

1. That created by the expansion of the present site across Thomas Street by acquiring several parcels not now owned by the City.
2. In the event that the A and P supermarket is relocated, its site may be usable for a new municipal building.

3. Some of the area west of Ocean Street, particularly along E Street, near the proposed bypass, possibly on the water side of E Street (assuming some filling of tidal flats and some removal of existing buildings).

Municipal Auditorium

As a part of their responsibility, it is suggested that this study committee give consideration to whether or not an auditorium larger than that now available is needed sufficiently strongly to warrant the expense. At present, the junior high school has an auditorium accommodating 900 persons; the high school has an athletic building that can be and is used as an auditorium. If a new auditorium is needed, it seems logical to choose a site near the high school rather than in Knightville on the presumption that it will be used in the school program far more than for municipal functions. In any proposed new building for city offices, a small auditorium for several hundred is needed for public hearings, City Council meetings and court use. This is best located on the same premises with the remaining municipal offices. In this Plan, no large municipal auditorium has been included since the need for such does not appear to be very great.

Library

Funds for a public library have been scheduled in the capital budget. At present, the City pays to the City of Portland certain fees for membership of residents of South Portland for use of the Portland Library. The advantages to South Portland of this arrangement include: one, economy of expense and, two, availability of a larger book collection and better research resources than could be provided by the City for its own use. The chief disadvantage to not having an independent library in South Portland is the matter of availability for use. A library in Knightville with sufficient off-street parking would be used more intensely by South Portland people than is the Portland Library.

Although some funds have been budgeted for the capital expenditure of a new library, it is not clear that this is the wisest approach. Again the same study committee is recommended for the task of evaluating the factors relevant to this decision. The City already has a certain amount of money designated for the construction or equipping of a new library. The choice of site is an equally important decision. First, it should have off-street parking and, second, it should be accessible to the junior and senior high schools (even though each school has its own library). A location in Knightville is favored herein, because of the possibility of creating an important grouping of buildings with the other new municipal buildings proposed, i.e., city offices, police quarters and City Council hearing room and offices. The junior high school is within easy walking distance of the Knightville area; the senior high school is close enough for after school use, but hardly for class period use unless transportation is provided.

Potentialities for a Civic Center Development

Consideration should be given to grouping the public buildings discussed here (arranged and designed to accommodate expansion, if needed) to form a civic center of aesthetic and symbolic significance. A city benefits from having a focus. One logical type of focus is a group of municipal buildings planned to relate to each other and to form important outdoor spaces. The buildings proposed herein are sufficient in size and complexity to establish themselves as a focus. This would indicate the desirability of a site larger than minimum. Perhaps the area west of Ocean Street would provide the best possibilities for a site of this size. On the other hand, the Sparhawk Mill site is the most pleasant. The possibility of filling in some of the tidal flats should be explored as a means of expanding the site. This site is close enough to the present City office building to make the use of both areas workable.

Utilities

The South Portland Sewerage District was created in 1925, to take over the existing system of approximately twenty-one miles of combined sewers (storm and sanitary drainage). Since that time the policy of the District has been to separate wherever possible the two systems. Map No. 6 (not reproduced with this report) shows the extent of the system at present. There are no facilities for treatment; the waste is discharged at several points into Portland Harbor and the ocean. The District Trustees are following a policy of expediting the separation of storm water and sanitary waste in order to make practicable the partial or full treatment of the sewage discharge at a future date. The degree of pollution of the harbor and shore line is not reported as reaching critical proportions. However, Willard Beach would be much more attractive as a place to bathe and swim, if the discharge lines nearby were collected and piped to deeper water or to another location. For the present the attention of the metropolitan area is concentrated upon the task of reducing the pollution of the Presumpscot River and the Back Cove.

For years much of the area west of Thornton Heights has been unserved by sanitary sewage lines because of the topography and the need of a pumping station. South Portland Gardens (Redbank) has had its own primary treatment plant, the effluent being discharged into Long Creek. Plans were made in 1959 to lay a trunk line from Cash Corner to Crockett's Corner (intersection of Broadway and Westbrook Street) and for a pressure line connecting to this trunk from a new pumping station in the valley adjacent to the crossing of Long Creek by Westbrook Street. When this extension of the system is complete, it will take sewage from Redbank as well as from the entire area of the city. Low level mains are proposed to extend westward along the creek beds to collect by gravity the sanitary sewage, conducting it to the pumping station. This will provide sanitary sewerage service for the Western Avenue industrial area and the large areas around Clark Pond, proposed for residential development. These new mains are for sanitary sewage only. It is assumed that storm drains can discharge into local streams.

Consideration is being given to including the Sewerage District's operations within the City Government. In 1958 the assessed valuation of the real and personal property within the City was increased by reassessment from approximately twenty-six million dollars to ninety-four and one half million. This obviously was the result of a change of the relationship between actual market value and assessed value. Under the present circumstances the debt, present and future, of the Sewerage District can be handled by the City within its legal debt limit of seven and one half per cent of the assessed valuation. The bonded indebtedness of the District is currently very small.

In the proposed Ordinance Governing the Subdivision of Land, the developer of a tract is required to install storm and sanitary drainage lines in the event that a new way is to be constructed. At present the City requires sewage lines to be built prior to acceptance by the City. The new ordinance will apply to all cases regardless of acceptance by the City.

Water

The Portland Water District, formed in 1907, supplies water to the City from Sebago Lake. The City is served by two trunk lines, one, a 30" diameter line entering the City in its western corner (from Westbrook) and, two, a 24" diameter line passing through the Portland Airport, thence across Long Creek into Lincoln Street. These are shown on Map No. 5. Fortunately, the 30" diameter main passes through the center of the undeveloped western area of the City, making it possible to install branch mains to serve the area. The extension of water service along Western Avenue to serve the newly established industrial district has been completed (12" Main) as far as the site of the building of the Area Development Council. Further extension should be undertaken as soon as sanitary sewers are extended. Water service to some of the undeveloped residential areas is equally important, if growth is going to occur. The following extensions of service are recommended for consideration in the next few years:

1. Service along Western Avenue as mentioned above to serve the industrial area.
2. Service along Gorham Road west from Western Avenue to serve an area with residential potentialities (Clark Pond).
3. Service along Wescott Road to serve the area opposite the site selected for a future junior high school and an elementary school.

SECTION 8

Improvement of Selected Residential Areas by Urban Renewal

It is the recommendation of this report that one of the most significant aspects of future planning for the City is the conservation and improvement of existing residential neighborhoods. Although the City is growing in number of dwelling units, and in the quantity of industrial and business buildings, there is a large number of older dwellings (chiefly wooden), many of which are in neighborhoods that have deteriorated during the past thirty years. Approximately fifty (50) per cent of the total number of dwelling units in the City were built before 1930; approximately thirty (30) per cent were constructed prior to 1920.¹

The infringement of nonresidential land uses upon certain existing residential neighborhoods has continued to occur, made possible by the fact that several such residential areas have been in zoning districts in which commercial, industrial and business uses are permitted. Zoning changes have been recommended to give protection to these areas. It is likely that the reason for placing these areas in the Commercial District (zoning district classification) in 1941 when the initial zoning ordinance was prepared, was the belief that these older residential buildings would be replaced by new industrial and business buildings. During World War II, a portion of Ferry Village was cleared of buildings to make room for the expansion of industry (the shipyard). The economic picture since that period has been such that industrial expansion was slight; much of the demand was satisfied by space in existing buildings. The remainder has found (in very recent years) locations in the western part of the City on open land. These factors indicate that the long term future of these residential areas lies in continued use of most of the existing buildings for residential purposes. From this conclusion one is inevitably led to the importance of conserving and improving these areas as neighborhoods suitable for healthful, safe and pleasant living. It is toward these objectives that these proposals are offered.

Throughout the City there are instances of poorly maintained buildings and properties, both residential and nonresidential. Efforts should be made to encourage the owners to improve such properties and to find economically sound occupancy. In these recommendations three areas have been singled

-
1. Data from the U.S. Bureau of Census:
- | | |
|--|------|
| approximate number of dwelling units on April 1, 1960: | 6733 |
| estimated number built prior to 1920: | 2005 |
| estimated number built prior to 1930: | 3375 |

out for consideration. Maps at scale 1" = 100' have been made for two of the three; these show land use and condition of structures. The three areas are discussed below:

Ferry Village: This is an area that has clearly established boundaries and can be planned for as a distinct neighborhood. It has two public schools, namely, the Hutchins School with four (4) rooms and the Henley School with twelve (12) rooms. There are churches and several small neighborhood convenience retail stores (groceries and similar items). In general the buildings are old; many are in need of better exterior maintenance; yard area and street maintenance can be improved. The district suffers from the intermittent raising of the water table or actual flooding caused by the ocean tides. Some streets lack curbing and sidewalks; street surfacing is in need of repair in places; some streets have been established by recorded plats but have not been constructed to reasonable standards.

On the positive side the neighborhood is conveniently located, has many mature trees, has a pleasant outlook to the harbor from certain portions. It has the potentialities of responding to efforts to upgrade the physical aspects, i. e., streets, yards, fences, outbuildings as well as the houses themselves.

One of the fundamental objectives of a program of conservation would be to encourage owners (and tenants) to maintain their properties in better condition and to pay more attention to the aspects of a neighborhood that engender pride and responsibility on the part of the residents. The City has an important role in better "municipal housekeeping" and in making street and sidewalk improvements, planting of trees, maintenance of small parks, etc. The proposal herein is to start a program of planning for improvement utilizing all of the resources available, namely the property owner or tenant, the City and the Federal Government. Attention must be given not only to the elements of physical environment but also to the social, recreational and informal educational aspects of the neighborhood's life. The social behavior, particularly of the youth, is of vital significance to the success of a neighborhood as a place for family living.

Ferry Village provides an important amount of housing for families of limited means. It is recommended that any improvement program be designed to maintain the cost of housing (operating costs and taxes for owners; rents for tenants) at levels within reach of the present occupants. There is a considerable number of vacant parcels in this neighborhood. On some of these parcels consideration should be given to providing some new housing, either by private financing through the various Federal Housing Administration's mortgage insurance programs or by public housing, both for general occupancy and for the group over 65 years of age. A sizeable amount of land north of the Henley School is owned by the City. It is recommended that no disposition of any of this be made until a general plan for this

area has been developed. Land may be needed for housing, street location changes and other community facilities both public and private. An expansion of the Hutchins School site is proposed in the sections of this plan dealing with public school facilities.

In essence, the task is to improve the functioning and appearance of this neighborhood by dealing predominantly with such aspects as streets, utilities, parks and play areas, individual private yards, trees, shrubs, fences and, of course, the buildings. This is by no means fully the responsibility of the City. The improvement of individual properties can and should be left to the initiative of the individual property owner or tenant as far as possible. However, the property owner recognizes that his efforts tend to be limited to his own parcel and, without the concerted effort of the neighborhood, he is reluctant to spend time and money on his own property. This is to say that a neighborhood-wide improvement program is needed. It is clear that this requires the participation of the City Government in order to get full cooperation from the property owners and to be able to improve the streets, install utilities, plant trees where needed, etc. In such a plan only the structures that are beyond rehabilitation and those interfering with any important aspect of the plan would be removed.

Knightsville: The area between Broadway and the harbor has been mapped for study. Although this is the location of the City's major retail business center, there are residential areas on each side of Ocean Street as it nears the Portland Bridge. Here the conflicts between residential and commercial uses are difficult to solve, particularly in light of the heavy traffic to and from Portland. The upgrading of both residential and business properties would be desirable. Certain solutions to the traffic problems are offered, namely, the construction of a limited access roadway from the Portland Bridge to Broadway, generally along the western side of the peninsula. It is proposed that this area be studied at such time as the City undertakes a renewal program. The elimination of certain depreciated buildings, the provision of some off street parking areas, traffic improvements and pedestrian safeguards constitute the type of action indicated. The housing on the cross streets should be protected from intrusions of commercial functions and traffic, and have the benefit of general improvements in the aesthetic appearance of the entire area.

Cash Corner: Zoning changes have already been enacted to place the area southeast of Cash Corner in a residential zoning category. Further action is needed to eliminate commercial uses from the areas determined by a renewal plan to be preserved for permanent residential use. Prior to the recommendation for the major changes in zoning placed in effect in 1959, a study of land use, condition of streets, traffic problems and utilities was made. The objective was to determine a workable plan for sorting out commercial uses from residential uses and for making whatever street improvements and utility extensions

that might be needed to facilitate both housing and commercial uses, each in its own area. The boundary between the newly created Industrial District and the Single Residential District A was established on the basis of the above studies. Unavoidably, it left some conflicts in existing land use; some commercial uses and the traffic therefrom to interfere with the residential areas; some scattered residential buildings in the industrial district.

The tasks of a renewal plan for this area would be to effect improvements in street pattern and utilities, to create buffer strips between residences and industry wherever possible, to remove or improve depreciated buildings in the residential areas, and, finally, to relocate certain existing commercial uses now in residential areas. This program might well be a part of a larger neighborhood or community wide renewal plan as discussed subsequently in this section.

The Interest of the Federal Government in Urban Renewal

The Federal Government has pursued a policy since 1949 by which Federal funds have been made available for expenditure by agencies of local municipal governments to attack by various means the problems of urban blight and deterioration. The earliest Federal efforts developed a strong emphasis upon the complete clearing of deteriorated urban housing areas in order to make possible the establishment of new land uses and the erection of new buildings. Since the enactment of the Housing Act of 1954 the Federal emphasis has been broadened to include the rehabilitation and conservation of urban residential areas through programs bearing the title: "urban renewal." The fundamental purpose remains as the improvement of urban areas, predominantly but not exclusively residential, and the institution of local regulations and programs to reduce the effects of the economic and other factors tending to depreciate urban areas.

The Federal Government, through the Urban Renewal Section of the Housing and Home Finance Agency, will make loans to local agencies to plan urban renewal programs and, later, grants to bear a part of the net costs of such efforts. It is Federal policy to permit cities and towns to include as a part of their share of the net costs of renewal the amounts spent in the provision of public facilities and improvements directly benefiting the renewal area, provided such expenditure is made at a time coincident with the renewal program. This means that all or a portion of the costs of such items as school expansions or major street, highway and bridge improvements may be credited as a part of the local government's portion of the net costs of any renewal undertaking. In instances where there is an appreciable amount of clearance of blighted structures and resale of land for new uses, the Federal grant amounts to two-thirds of the net costs of the project after it has been executed. In cases where the expenses for street and utility improvements make up a large

part of the net costs of the project and there is little land offered for resale, the Federal Government is more limited in the amount of the direct grant. The extent of such limitations cannot be determined until a proposal is made relative to a specific area.

In light of the fact that there are a number of areas to be considered for renewal assistance, which areas are rather widely separated, it might be desirable to organize the program of renewal under what is termed a General Neighborhood Renewal Plan (Federal terminology). This calls for the preliminary planning of the renewal activities needed in a particular area or series of areas and the immediate undertaking of at least ten per cent of such a program. A further condition is that the community must anticipate and make plans for the execution of the entire program within ten years and that such a program must be within the resources and capacity of the community.

Qualification for Federal Aid

A municipality must be able to show to the Federal Government that it has been making every reasonable effort to control its development in such a manner that blighting and depreciating conditions are not created nor perpetuated. This is called a "workable program" to eliminate deterioration of urban areas. Although the City is limited by its legal authorization, it is expected to use all means available such as building codes, zoning, long range planning, subdivision control, health and sanitation rules and judicial employment of public improvements.

To be specific, the "workable program" has been defined by the Federal Housing and Home Finance Agency (through which urban renewal is administered) to include the following items. Those items marked with an asterisk are within the scope of the planning studies of which this report is a part.

1. Codes and Ordinances establishing minimum standards for building construction including plumbing and electrical aspects, housing standards (space, ventilation, etc.), health and sanitation practices; also zoning by-laws,* subdivision control regulations,* standards for acceptance of streets, etc.
- *2. A Comprehensive Community Plan for land use, streets, community facilities and other public improvements.
- *3. Neighborhood Analysis to identify the areas to be initially considered for the application of an urban renewal program.
4. An Administrative Organization such as outlined herein, i.e., a renewal authority or a housing authority.

5. Financing - A community must demonstrate that it is financially able to bear its portion of the net costs. (With the use of betterment assessments this is made easier.)
6. Housing of Displaced Persons - In the event of removal of any dwelling units, the local authority must have a plan to find housing for such families. (There would be very little displacement in a program in South Portland.)
7. Citizen Participation - A community is required to organize community-wide participation by individuals and organizations in order to get the local support that such a program as this needs if it is to succeed.

It seems reasonably clear that the City of South Portland could qualify as having a "workable program" subsequent to its consideration and action upon some of the proposals made in this General Plan (of which this section is a part.) To be specific these include:

1. Major changes in the Zoning Ordinance and Map, to improve the City's control over the type and manner of use of land and buildings. The proposals include the change of the Ferry Village area from the Commercial District to the General Residence District.
2. An Ordinance Governing the Subdivision of Land in the City of South Portland.
3. A program of municipal action to expand park land, improve streets and highways, meet school needs, etc.
4. Formulation of a capital expenditure program and a budget for a six year period.

The forms of Federal assistance to municipalities with "workable programs" and designated urban renewal areas are:

1. Contracts for loans and grants to local public agencies for planning of renewal programs and for subsidizing the execution thereof.
2. Contracts for annual contributions to operating costs and debt service as capital grants for low-rent public housing pursuant to the U.S. Housing Act of 1937, as amended. This can apply to housing for the aged as well as that for general occupancy.

3. Mortgage insurance under Section 220 of the National Housing Act. This gives inducements to developers to construct new rental housing within renewal areas and to owners of existing property to rehabilitate and refinance after improvements. The length of the amortization period for mortgages is extended beyond that of other sources of financing.
4. Mortgage insurance under Section 221 of the National Housing Act. This is designed to make possible the construction of new housing, for sale or rent, in locations outside renewal areas, for the purpose of providing relocation housing for families displaced by government action (highways, urban renewal clearance, etc.)

Local Administration of Urban Renewal

In order to be able to pursue a renewal program, the City must adopt the provisions of the State legislative act enabling a municipality to form a renewal agency and to engage in the specified activities and have the specified powers. Qualifications for Federal assistance require that the municipality create a renewal authority or a housing authority to administer any undertaking. Chapter 90-B of the Revised Statutes of Maine, 1954, as amended, deals with the conduct of renewal activities by cities and towns. It requires that the municipal officers determine that there is a need for renewal action, and that a referendum (at a city election) be held to authorize the creation of an authority to carry out renewal programs. Subsequent to the favorable passage upon this question by a majority of those voting, the municipal officers shall appoint a renewal authority consisting of five (5) trustees. The authority must secure approval of the municipal officers before executing any renewal plans. Public hearings must be held prior to any decisive action on a proposed plan. Chapter 90-B of the Maine Statutes (the urban renewal enabling legislation) is very specific regarding the activities and responsibilities of renewal authorities. The Federal Government has also established procedures and regulations for the execution of renewal programs in which there is Federal participation. Chapter 90-A defines "municipal officers" as the board of aldermen or city council in the case of cities.

Study Committee

Should the City Council feel that more study should be given to the matter of establishing a renewal authority, it is suggested that a Renewal Study Committee be established to investigate the opportunities and needs and to render a report with recommendations for action. Several factors should be borne in mind in considering the formation of an authority:

1. Citizen support is essential; good public relations are likewise essential. It is desirable that the matter not become a political issue, particularly before a specific program for a specific area is set forth in detail. The approach to neighborhood improvement should be understood thoroughly and explained to the public in a lucid and completely forthright presentation. Real estate assessment policies should be established so that property improvement is encouraged or, at least, not considered a risk of immediate increases in taxes.
2. Much of the fiscal soundness of the City Government depends upon maintaining the value of residential real estate and upon the avoidance of conditions requiring increased operating costs. Federal participation in renewal can be a financial boon to the municipality.
3. Although the powers of a renewal authority are extensive, the City Council has control over the expenditure of funds and can fail to approve specific plans for particular areas, thereby exercising influence for modifications in details.

SECTION 9

Zoning and Subdivision Control

The City's first Zoning Ordinance was enacted in 1943 by The City Council following recommendations prepared in 1941. The ordinance and its map have not been amended in a major way since enactment, except that in 1959 a new Industrial District¹ was established accompanied by some map changes in the area between the Rigby rail yards and Cash Corner. As a part of this General Plan, a major revision of the present ordinance has been prepared. The text of this has been published in a separate booklet. The map is reproduced herewith as Plan No. 10 showing the proposals. In light of the inexactness of small scale maps, a set of property line maps² have been supplied to the South Portland Planning Board showing the exact intentions as to district boundaries. The discussion that follows deals first with the ordinance and then the map.

The Ordinance

The ordinance has been rewritten, keeping most of the provisions but organizing them differently and expanding the various aspects to be more clearly defined and to extend the City's control over certain types of activities. The new text has been organized to have a separate section for the use requirements and one for those dealing with area, yard and coverage of lot. The dimensional limits of the various districts are set forth in a table for ease of reference. Requirements for off-street parking and loading spaces are proposed, along with detailed regulations governing earth removal and the rehabilitation of the land thereafter.

The more important changes and extensions of the ordinance are discussed below:

1. Several new definitions have been inserted, the most significant of which is that for frontage. It is defined so as to erase doubt as to the validity of using existing private ways for further subdivision. A trailer or mobile home is defined strictly in order to reinforce the existing ordinance provisions prohibiting their use.
2. There are no new use districts since the establishment of the Industrial District as cited above. The permitted

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1. Zoning recommendations relating to the industrial district were a preliminary part of this general planning program.
 2. The property line maps are those prepared for the City by the James W. Sewall Company of Old Town, Maine, primarily for use in assessing real property.

uses in each district have been listed to a much fuller extent than previously. The differences in Residence A and AA Districts are chiefly in size of lot and frontage rather than in use. In the listing of permitted uses for each district, the special exceptions by permit from the Board of Zoning Adjustment have been grouped in a separate paragraph. The differences in use in the Business, Commercial and Industrial Districts have been more clearly drawn, restricting certain non-retail uses from location in the Business District. Junk yards are permitted in the Commercial and Industrial Districts only, provided a special exception is granted by the Board of Zoning Adjustment.

3. As a part of the section dealing with area, yard and coverage requirements, all height limits have been eliminated. A detailed definition is set forth to establish eligibility for exemption from the lot size and frontage requirements for certain parcels that have been recorded as separate lots prior to the enactment of the zoning provision causing non-conformity.
4. Off-street parking requirements have been proposed for all districts. These range from one space for each dwelling unit in Residence Districts to specified ratios for various business, commercial and industrial uses. Space for loading removed from the street is required for certain uses where goods are shipped and received.
5. Very few changes in the regulations governing non-conforming uses have been proposed. One instance of a change is the requirement that non-conforming accessory uses in A and AA Residence Districts be terminated within three years.
6. The organization and functioning of the Board of Zoning Adjustment has been spelled out in greater detail than in the present ordinance. The specific conditions under which variances and special exceptions can be granted by the Board of Zoning Adjustment are stated, as an amplification of the State Enabling Act (Section 61, Chapter 90A, Revised Statutes of 1954).
7. The removal of earth is permitted by special exception granted by the Board of Zoning Adjustment in all districts. A set of standards is included in the Ordinance to guide the Board in issuing such permits. These standards deal with requirements made as conditions contingent upon the granting of this permission; they include provisions

relating to final grading after excavation, type of back-fill material if such is used, replacing topsoil, planting and maintenance of ground cover, fencing during operations, control of noise, dust and dirt, and similar provisions to lessen the disadvantages, both temporary and permanent, to the neighboring land. These standards are in keeping with those proposed for the regulation of earth removal by zoning, made by The National Sand and Gravel Association.¹

Emphasis should be laid upon the close cooperation between the Planning Board and the Board of Zoning Adjustment, particularly in the matter of granting of variances. Permits for special exceptions are spelled out in each case as is required by the Maine enabling act. In the case of variances, it is general practice in the conduct of zoning, that the ordinance can be varied to ease a unique hardship that is felt by the owner of one particular parcel of land and not felt by the various owners of adjacent or similarly situated parcels. The variance is not intended to be a means of effecting a zoning change for a particular parcel of land or a particular building. In instances in which the ordinance is considered to be inappropriate, either in the provisions of its text or in the map establishing the various districts, it is recommended that such instances be handled by seeking a change of zoning through the established procedures of the City Council rather than by seeking a variance by the Board of Zoning Adjustment. It is not infrequent that Boards of Appeal (Boards of Zoning Adjustment) exceed their statutory authority by granting variances in cases in which the uniqueness of the hardship cannot be established. This leaves the board and the owner of such parcel vulnerable to legal action to contest a particular variance.

Multiple Dwellings in Residence Districts

A proposal is set forth for consideration by which the Board of Zoning Adjustment is authorized to grant a permit for a special exception for the erection of apartments and row houses in residence districts (other than the General Residence District). It is suggested in order to make possible the construction of apartments in most parts of the City under conditions that will not be depreciating to the existing single family dwellings or to the potential of an undeveloped area.

The following text is suggested for consideration as a means of permitting multiple dwelling types in many of the areas now restricted to single family dwellings, by using flexible density controls. It is the intent of this

1. Ahearn, Vincent P., Jr., The Zoning Problem and its Significance to the Sand and Gravel Producer, National Sand and Gravel Association, Washington, D. C., 1958.

suggestion that actual district boundaries be established within which the Board of Zoning Adjustment may authorize the special exception for multiple dwellings as provided herein.

The provisions below are in form for insertion in the proposed revised text of the Zoning Ordinance of the City of South Portland.

Insert as Section 5, paragraph G:

G. Multiple Dwelling District

1. The purpose of this district is to establish additional areas within the City of South Portland in which multiple family dwellings may be erected. The land included in this district is also included in one of the other residence districts as defined in this Ordinance. It is the intention of these regulations that the requirements of this district be considered to apply in addition to those of whatever other district may include the particular property.
2. Under the following conditions multiple family dwelling structures, either as single buildings or groups of buildings, may be permitted as a special exception by the Board of Zoning Adjustment. These structures may include any or all of the following dwelling types: single houses, two family and duplex dwellings, row houses and apartments, except that a development consisting of 75 per cent single and two family (or duplex) dwellings shall not be eligible for this permission. All dwellings constructed on one lot shall be in one ownership, except that form of cooperative ownership by building occupants may be permitted. If groups of dwellings are to be subdivided and/or parts thereof held in separate ownerships, the requirements made by the City of South Portland under the Ordinance entitled "Ordinance Governing The Subdivision of Land in The City of South Portland, Maine" and the provisions of this Ordinance applicable to uses in the particular district shall be met.
3. In instances in which three or more dwelling units are proposed for any one lot, the Board of Zoning Adjustment shall require the submission of a site plan for approval. Such applicants for special permits shall include plans of driveway location and specifications thereof. The Board of Zoning Adjustment shall seek the recommendation of the Planning Board relative to the adequacy of layout and specifications of the driveway establishing access to the various dwellings. Any site plan approval issued by the Board of Zoning Adjustment shall in no way constitute approval of a new way as required for the subdivision of land under the regulations of the Ordinance entitled "Ordinance Governing the Subdivision of Land in the City of South Portland, Maine" nor shall it constitute conformity to the Ordinance entitled "Street Acceptance Regulations."

4. In deciding a request for a special permit, the Board of Zoning Adjustment shall consider the effect of such development upon the surrounding areas and may make reasonable requirements to prevent any deleterious effects upon such areas. The area, frontage and yard requirements of Section 6 shall be met, as well as the off-street parking requirements of Section 7. The density (number of dwelling units per acre of lot area) shall be limited to eight units per acre unless the per cent of coverage of lot by buildings is reduced in accordance with the following table, in which instances higher densities may be permitted as indicated herein:

| Maximum % of coverage of lot by buildings ¹ | Minimum lot area | Maximum density dwelling units/acre |
|--|------------------|-------------------------------------|
| 18% | 2.0 acres | 10 |
| 14% | 3.5 acres | 12 |
| 8% | 5.0 acres | 14 |
| 5% | 6.0 acres | 16 |

In cases where the off-street parking required is included within enclosed buildings attached to or included in the building structures used for residential use, the densities in the above schedule may be increased by 15 % of the number of such parking spaces included in said buildings.

Proposed as an amendment to Section 6, paragraph A (chart), by the insertion of the following at the end of the paragraph.

Multiple Dwelling Residence District

Minimum lot and yard dimensions of the particular Residence District shall apply. The maximum per cent of coverage of lot by buildings shall be 25% unless reduced in accordance with paragraph G, 4 of Section 5. Yard dimensions (front, side or rear) shall be such that the minimum distance from any building (regardless of whether or not it is the nearest to the property line) to a property line shall be at least as much as the height of the building. This requirement is in addition to the minimum yard dimensions established above.

1. excludes separate accessory buildings

The Zoning Map

A number of important changes in the zoning map have been proposed. The introduction of the Industrial District into the Ordinance in 1959 was accompanied by the enactment of certain map changes in the area of the Rigby freight yards, changing areas from the Commercial District to the new Industrial District and to the General Residence District (where the present use is predominantly residential). Also some acreage in the vicinity of Western Avenue and the Maine Turnpike was changed in 1960 from the Agricultural District to the Industrial District. Included in this change was the site of the new industrial building erected by the Greater Portland Area Development Council.

The additional map changes recommended herein and shown on Plan No. 8 are of first importance to the carrying out of this General Plan for the City of South Portland. The changes divide themselves into two groups. The first group deals with the developed areas of the City and is primarily a series of map changes to make the zoning regulations more appropriate to the existing land uses and more conducive to the conservation of real property and the quality of neighborhoods. The second group of changes involves undeveloped land and is intended to foster the long range plan for land use and to safeguard the land now open against inappropriate and under-capitalized development.

The first group includes changes which are upgrading of regulations, predominantly cases of "rescue" changes to halt further intrusions of non-residential uses into residential areas. These include the following, with each of which some discussion is given:

1. The changing of the Ferry Village area from the Commercial District to the General Residence District. This area is proposed for conservation and improvement through urban renewal techniques. A fundamental first step, with or without Federal assistance for an urban renewal program, is the changing of this area to a Residence District. It seems completely unrealistic to expect that this area will be cleared on a widespread basis for new industrial development. The future lies as a residential area which should be conserved rather than eroded by permitting commercial uses to occupy vacant parcels or to locate in residential structures. The quality of the neighborhood cannot be conserved and improved without the protection afforded by zoning.
2. The change of much of the residential area in the vicinity of Cash Corner, that east of Main Street, from the General Residence District to the Single Residence District A, to reflect the character of the actual development.

3. The change of much of the Thornton Heights area from the General Residence District to the Single Residence District A in order to afford the protection of the more restrictive district to areas of single family housing, much of what has been built reasonably recently. This area includes that west of Main Street along Broadway and Westbrook Street and a portion east of Main Street.
4. The change of the area southwest of Evans Street from the General Residence District to the Single Residence District A in order to have regulations more appropriate to the character of the dwellings. A similar change for similar reasons is proposed for an area in the vicinity of the intersection of Cottage Road and Highland Avenue and for an area between Preble Street and Crescent Beach.
5. The change from the Limited Business District B to one of the Residence Districts for various small areas and parcels where the present property is clearly residential and where the adjoining and nearby properties are residential and would be depreciated if business uses were to develop (either as new buildings or as conversions of use of existing structures). These proposed changes are in areas such as Pleasantdale, Thornton Heights and along Cottage Road. Some reduction in the Business District is proposed along Westbrook Street in the vicinity of South Portland Gardens, involving vacant land.
6. The change from the Commercial District to the Limited Business District for the area in Knightville west of the Mill Creek Shopping Center. The proposed ordinance defines the permitted uses in the two districts so as to protect the Business District from the inclusion of some of the industrial uses permitted in the Commercial District. This parcel is the most logical one to provide additional growth for the retail shopping area.

The second group includes the following changes dealing with undeveloped land:

1. The changing of the area along Highland Avenue to the City boundary from the Agricultural District to Single Residence District A-A in order to encourage residential development of good quality. In light of the fact that the permitted uses in the two Residence Districts A and A-A are identical and that the principal differences are in the size of the lot (7,500 and 10,000 sq. ft., respectively) and the required frontage (75 and 100 feet), it is recommended that all major new residential

areas be developed under the requirements of the Residence District A-A and that the location of Residence District A be confined to existing residential areas and those that are partially developed at present. This will reduce the degree of non-conformity to lot size, frontage and yard requirements and will not affect the nature of the permitted uses.

2. The introduction of the Single Residence District A-A into the open area west of Broadway in the vicinity of Long Creek and Clark Pond (ice pond). This area has a potential in the near future for development as a good quality residential area. The Sewerage District's present program and plans for the near future include an extension of service to the Long Creek area at which point a pumping station will be installed to handle the sewage from South Portland Gardens and a large, now undeveloped area to the west (including the industrial district).
3. No further extensions of the Industrial District are proposed at the present time. The actual demand for industrial and commercial sites is currently insufficient to justify further extension. This is based upon the conviction that non-residential uses should not be permitted to locate on a widely scattered basis but should be grouped into reasonably well defined areas, somewhat compact yet offering the best that the City can provide to foster industrial and commercial growth. The argument that, in the large amounts of vacant land in the western section of the City, almost all types of tax paying uses should be encouraged in any location, should not prevail for it is by such a policy that the land becomes partially developed by under-capitalized building construction, thereby spoiling it for future residential development and, quite possibly, for industrial or business development. In the Industrial and Commercial Districts, further residential development is not permitted in the proposed ordinance, thereby protecting the future of those areas for the intended uses or until such time as a change of district is felt justified and is enacted by the City Council.

Subdivision Control

A proposal, entitled "Ordinance Governing the Subdivision of Land in the City of South Portland, Maine," has been prepared and published in a separate booklet with the text of a revised Zoning Ordinance for the City.

At present the City does not have an ordinance governing the subdivision of land but relies upon the authority granted by the State enabling act (Subsection V of Section 61 of Chapter 90A of the Revised Statutes of 1954) as the basis for requiring the approval of subdivision plans by the City Engineer and the Planning Board. There is a Street Acceptance Ordinance, enacted in 1931 and amended in 1957; this sets forth construction standards for streets as prerequisite for acceptance by the City. In effect, a number of the benefits of a subdivision control ordinance are being derived by the procedures employed at the present. There are, however, certain safeguards against defaults in performance and certain other advantages, relating to clarification of procedures and construction specifications, that are provided by the ordinance proposed in this General Plan.

Chapter 90A of the Maine Statutes (Revised 1954) gives a city or town the power to require approval of plans of all subdivisions involving five (5) or more lots by the planning board. In a municipality which has an engineer, it is required that he make a report to the planning board dealing with the proposed design of any new street and the layout of the utilities serving the area being subdivided. The enabling act does not specify in great detail the method of supervision of the subdividing of land other than to require approval by the planning board and to instruct registers of deeds to the effect that no plan for which approval is required may be recorded without the endorsement of approval by the planning board. The act does not provide any instruction as to possible penalties to insure performance in accordance with the approved plans, nor does it require a public hearing by the planning board prior to its approval. Further, the definition of what constitutes a subdivision is based upon the number of lots included in a particular subdivision. Although one of the secondary purposes of a subdivision control ordinance may be to insure that the newly created lots conform to the requirements of the municipality's zoning ordinance, the most important purpose is to require that the subdivider of land construct any new street to standards that will make such street eligible for acceptance by the municipality. With its present wording, the enabling act does not insure that the construction of all new streets can be regulated by the municipality but includes in such authorization only streets within subdivisions containing five (5) or more lots. Thus it is possible for the municipality to have no jurisdiction although a new way is to be provided to serve four (4) or less new parcels. Lending institutions and the Federal Housing Administration do exercise some influence toward the provision of an adequate street and proper utility services for new houses, for which reason the opportunity

for a developer to neglect the street entirely is remote; however, such mortgage institutions cannot be expected to assume the primary responsibility for street standards.

From the functional viewpoint, the purpose served by enacting a subdivision control ordinance is to make certain that the items involving municipal services (chiefly the construction of access streets and the installation of public utilities and drainage system) are designed and built in a manner that will adequately serve the purpose and necessitate the minimum of maintenance. It should be borne in mind that most new streets will be submitted for acceptance by the City within a few years after completion, although the City does not require such. For this reason the enactment of an ordinance tightening controls and establishing responsibility for street and utility construction will be especially beneficial in avoiding the problem of improving streets to conform to acceptance standards after the original developer has sold all of the subdivided lots and no longer has any interest in or obligation relative to a particular street.

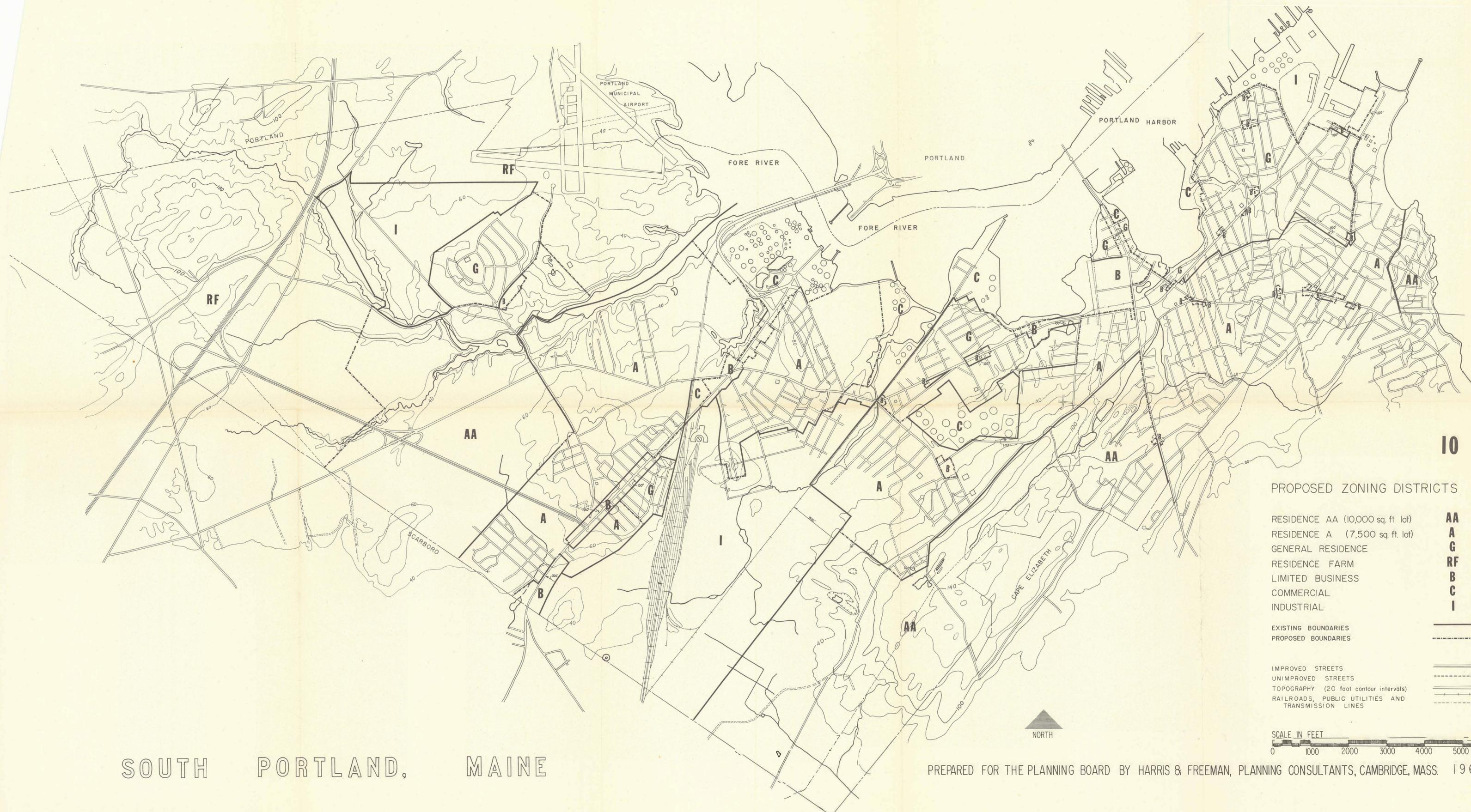
The proposed ordinance requires that, prior to approval of a plan, the developer agree to complete the street improvements and the utility construction in accordance with the specifications of the ordinance. This is based upon the policy that the City will not bear any of the costs of construction of streets and utilities in new developments. Actually, at present, the City does not require that a wearing surface (paving), be installed prior to acceptance of a street by the City. The proposed ordinance does not require a wearing surface to be placed by the developer at his expense.

It should be pointed out that the power granted to municipalities to enact ordinances and bylaws relating to the subdivision of land is considerably different in purpose from the authorization to have ordinances relating to street acceptance standards. The subdivision control ordinance can regulate the standards of construction and the procedures of plan approval for new ways or for the improvement of existing private ways, drives and "paper streets" for further subdivision abutting land. The acceptance of existing private ways as public streets by the City is not the direct concern of the subdivision control ordinance.

Review of Specific Provisions in the Proposed Ordinance

The following is a discussion of the more significant requirements and regulations, presented in the order in which each appears in the proposed text (published in a separate booklet):

1. The first significant item is the clarification of the possibilities of new subdivision along existing private ways, drives or even unconstructed "paper streets." It is generally to a developer's

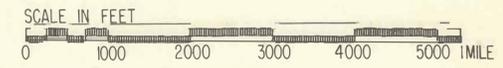


PROPOSED ZONING DISTRICTS

- RESIDENCE AA (10,000 sq. ft. lot) **AA**
- RESIDENCE A (7,500 sq. ft. lot) **A**
- GENERAL RESIDENCE **G**
- RESIDENCE FARM **RF**
- LIMITED BUSINESS **B**
- COMMERCIAL **C**
- INDUSTRIAL **I**

EXISTING BOUNDARIES
 PROPOSED BOUNDARIES

IMPROVED STREETS
 UNIMPROVED STREETS
 TOPOGRAPHY (20 foot contour intervals)
 RAILROADS, PUBLIC UTILITIES AND TRANSMISSION LINES



SOUTH PORTLAND, MAINE

PREPARED FOR THE PLANNING BOARD BY HARRIS & FREEMAN, PLANNING CONSULTANTS, CAMBRIDGE, MASS. 1961

interest to avoid falling within the jurisdiction of a subdivision control ordinance. The local law should be drawn in such a manner as to insure that any new lots have frontage (as required in the Zoning Ordinance) on a way meeting certain qualifications. Ways acceptable for subdivision purposes have been defined in the proposed ordinance as follows:

- a) A way accepted by or established as belonging to the City of South Portland, Cumberland County, or the State of Maine, provided access is not specifically prohibited, or
 - b) A way shown on a plan approved in accordance with the provisions of this Ordinance, or
 - c) A private way (unaccepted street) existing prior to the enactment of this Ordinance, which way is shown on a plan recorded in the Registry of Deeds prior to such enactment and is deemed adequate by the Planning Board as evidenced by said Board's endorsement on a Definitive Plan for subdivision of land. In its approval of an existing private way, the Board may make whatever requirements it feels necessary in order to improve said way commensurate with the projected use of same.
2. Among the practices found in the various ordinances and regulations governing the subdivision of land, is the submission of a preliminary plan to the Planning Board in order to determine the general outlines of the lots, grades of streets, etc., before the actual engineering drawings (plans and profiles) are made. This is intended as a means of protecting the applicant against the costs of revising his engineering drawings after his first conferences with the City Engineer and the Planning Board. Such provision has been included in the proposal and is optional at the discretion of the applicant.
 3. The submission of the completed or final plans (called in the text the "Definitive Plan") has been prescribed in great detail for the guidance of the Planning Board and the applicant. Certain fees and deposits are required; fees for advertising the public hearing; deposits to insure that boundary monuments will be installed and that a final record of the location of utilities will be filed.
 4. Performance guarantees are specified in two forms, giving the applicant his choice. The first method is the posting of a commercial performance bond or other forms of surety (deposit of securities, certified check, etc.) until the work is completed and approved. The second method makes use of a

covenant to be recorded by the Register of Deeds with the approved subdivision plan. The covenant restricts the owner from selling individual lots or securing building permits for the erection of buildings until the street and utility construction is satisfactorily completed. The planning board may release from this covenant certain lots in instances in which the street and utilities to serve them have been satisfactorily completed.

5. A report by the City Engineer to the Planning Board is required regarding the streets and utilities. Special engineering reports are required of the applicant in instances involving individual sewage disposal systems or water supply systems.
6. The Planning Board is required to hold a public hearing prior to its action to approve or disapprove a plan.
7. Design standards for new streets are established, requiring among other specifications that the width of the right-of-way shall be at least fifty (50) feet, that the paved roadway shall be either twenty-eight (28) feet or thirty-six (36) feet in width, that a sidewalk on at least one side shall be provided, that curbs may be required, etc. Dead end streets are limited to five hundred (500) feet in length.
8. Construction specifications are given in detail to cover all phases of the work.

The use of a series of forms by the Planning Board is recommended in order to standardize and expedite the processing of applications for approval. Proposed forms have been included as an appendix to the text of the ordinance. These are:

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| Form A | Application for Approval of Definitive Plan |
| Form A-1 | Application for Approval of Preliminary Plan |
| Form B | Performance Bond |
| Form C | Performance Secured by Deposit |
| Form D | Conditional Approval Covenant |
| Form D-1 | Certificate of Performance - Release of Restrictions |
| Form E | Certificate of Approval |