



**SOUTH
PORTLAND**

MILL CREEK MASTER PLAN 2015



FINAL DRAFT

South Portland
Mill Creek Master Plan 2015



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Table of Contents

Introduction	4
I. Purpose of the Master Plan	5
II. Summary of Past Planning Activities	6
III. Vision and Broad Objectives for the Future of Mill Creek	9
IV. Action Plan	12
<i>Objective #1</i>	13
<i>Objective #2</i>	16
<i>Objective #3</i>	21
<i>Objective #4</i>	23
<i>Objective #5</i>	31
<i>Objective #6</i>	31
V. Illustrations of Redevelopment Opportunities	32
<i>Focus Area 1: The Mill Creek Roundabout Area</i>	34
<i>Focus Area 2: The Broadway Corridor</i>	40
<i>Focus Area 3a: The Erskine-Waterman Parcel</i>	46
<i>Focus Area 3b: E Street between Waterman Drive and Ocean Street</i>	54
<i>Focus Area 3c: The Finard Shopping Center parcel</i>	60
<i>Focus Area 3d: The Hinckley-Thomas Block</i>	68
<i>Focus Area 4: The Broadway-Cottage Corner</i>	74
VI. Implementation Strategy	80
Appendix A. Existing Conditions	84
Appendix B. Examples of Redevelopment in Other Communities	102
Appendix C. Outline of Revised Zoning Provisions	106



Introduction

The City has planned for the future of Mill Creek, a commercial center south of Knightville, for decades with limited success in altering the pattern of development. Much good work has been done over the years but generally it has not been implemented for a variety of reasons. The time has come to take action to shape the future of Mill Creek. This Master Plan pulls together various plans and studies that have been completed over the years and sets out a vision for the evolution of Mill Creek based on six broad objectives. It then details the actions that are necessary to move Mill Creek in the direction of that vision.

The Mill Creek Master Plan includes the following sections:

- Section I reviews the purpose for the Master Plan and how it should be used as the City moves forward.
- Section II provides an overview of a number of the plans and studies that have been done since 2000.
- Section III lays out the vision for the future of Mill Creek together with the six broad objectives that will guide the City's actions over the next decade or so.
- Section IV lays out a detailed action plan which identifies the steps the City will need to take over time and in coordination with property owners and developers to alter the future of Mill Creek.

- Section V provides illustrations for what Mill Creek could become if redevelopment occurs in accordance with the Master Plan. The illustrations are merely examples of what could happen, not plans for what will happen. The evolution of Mill Creek is dependent on property owners and developers—if they choose to redevelop their properties, and if so, how and for what purpose. The illustrations show what would be possible. While the City's zoning regulations will guide this process, change will occur only through the cooperation and joint work of the City and private sector.
- Section VI sets out a general strategy for implementing the recommendations of the Master Plan. It establishes general priorities for the use of the funds generated by the City's Downtown Tax Increment Financing District and looks at other sources of funding for the various actions laid out in Section IV.

Appendix A includes an overview of the existing conditions in Mill Creek. It looks at current land use patterns, various transportation facilities, green spaces, infrastructure, and environmental conditions. It also includes a summary of the City's existing zoning requirements. Appendix B provides examples of redevelopment of aging commercial centers in other locations, used as precedents for development in Mill Creek. Appendix C outlines the zoning requirements that will need to be established as part of the effort to implement the Master Plan.

I. Purpose of the Master Plan

The purpose of the Mill Creek Master Plan is to transform Mill Creek over the next twenty years into more of a traditional downtown with a mix of commercial, residential, governmental, and cultural uses and a distinct identity.

The City has spent considerable time and resources thinking about and planning for Mill Creek in the past. Much of that work resulted in great ideas for how Mill Creek could be transformed, however, the various pieces were never integrated into a clear vision for the future of Mill Creek. Likewise, a defined program was never fully developed to move the desired changes forward.

The Master Plan takes the various elements of many prior plans and studies, and weaves them into an actionable master plan for Mill Creek. Very little that is in the Plan is new or has not been discussed before. The Master Plan has taken the best ideas and organized them based on a vision for the future of Mill Creek using six broad objectives. The Plan establishes directions for:

- Making public investments in Mill Creek to encourage and support private redevelopment activities
- Revising the zoning to encourage redevelopment in accordance with the vision and objectives of the Master Plan
- Working with property owners and developers as they redevelop property in Mill Creek

I section

III

section

II. Summary of Past Planning Activities

The City has thought about the future of Mill Creek for at least the last thirty years. In the 1980s the City conducted a study looking at the market opportunities in Mill Creek. Around the same time, it did a design study for the area (the Cavendish Plan) that resulted in new sidewalks with ornamental brick borders and improvements to a number of green spaces.

The creation of the Waterfront Market Association and the “Waterfront Market brand” evolved out of planning that was done in the early 1990s to get ready for new traffic patterns and land use changes accompanying replacement of the Million Dollar Bridge with the Casco Bay Bridge. This effort resulted in the 1995 “Report and Recommendations of the Knightville/Mill Creek Advisory Committee” and set the stage for a series of zone changes in Knightville that made possible the redevelopment of previously auto-dependent uses into the current assortment of mixed-use buildings, a medical clinic, and cafés.

More recently, in 2005, the City and Knightville Neighborhood Association held a community design charrette to look at the future of Mill Creek and Knightville. The charrette was intended to help develop a “neighborhood plan” for Knightville/Mill Creek. Over one hundred residents and business and property owners worked in small groups, with a designer, to develop “plans” for how the two neighborhoods could be improved. Each of the ten

small groups developed proposals for the future of the neighborhoods, but the recommendations that emerged were never synthesized into an overall plan. Many groups presented similar ideas for development patterns, pedestrian improvements, traffic changes, and the like. Several concepts in this Master Plan originated in the design charrette.

In 2012, the City adopted an updated Comprehensive Plan based on work done over the preceding two years. A key component of the Comprehensive Plan is the Future Land Use section that looks at future growth and development throughout the City. One of the plan’s land use objectives is to:

“3. Enhance Mill Creek as a vibrant mixed-use commercial center – Mill Creek, and the adjacent Knightville neighborhood, is the historic heart of the City. It is South Portland’s downtown and the location of many of its civic activities. Enhancing Mill Creek as a vibrant commercial center with a more diverse mix of uses that is more pedestrian friendly is essential to achieving the City’s vision for its future.”

The plan includes the following broad vision for Knightville/Mill Creek:

“Knightville/Mill Creek (KMC) remains a vibrant core of the City, blending a redeveloped, higher-density mixed-use commercial center in Mill Creek with a revitalized and redeveloped Knightville neighborhood that maintains the traditional character of this area. Over time, KMC becomes more of a pedestrian area where residents can

III

section

walk to local stores and services and shoppers can park and stroll through a comfortable shopping environment. The area sees a gradual intensification of use with more residential units and multi-story redevelopment. The waterfront becomes an asset for all of KMC as buildings are able to capitalize on access to and views of the water.”

The plan establishes the following land use directions for Mill Creek:

“The area around Mill Creek Park (Figure 1) should be redeveloped as a mixed-use area that extends the character of the “Village Center” into this part of KMC with multi-story mixed-use buildings located close to the street with parking located to the side and rear of the buildings. The new buildings would be designed to face an improved park. This area could include a mix of retail, service, office, and residential uses.

“The Mill Creek commercial center – This area includes the two existing shopping centers as well as the adjacent areas along Waterman Drive and Broadway (Figure 2). This area evolves in to a higher density, mixed-use commercial center. The area becomes a bustling economic center that includes higher-density residential uses. The redevelopment of this part of KMC could take a number of forms including the construction of taller buildings with a more pedestrian-focused pattern. To determine the most desirable pattern, the City should undertake a detailed study of this area in conjunction with the property owners.”



Figure 1 - Mill Creek Park

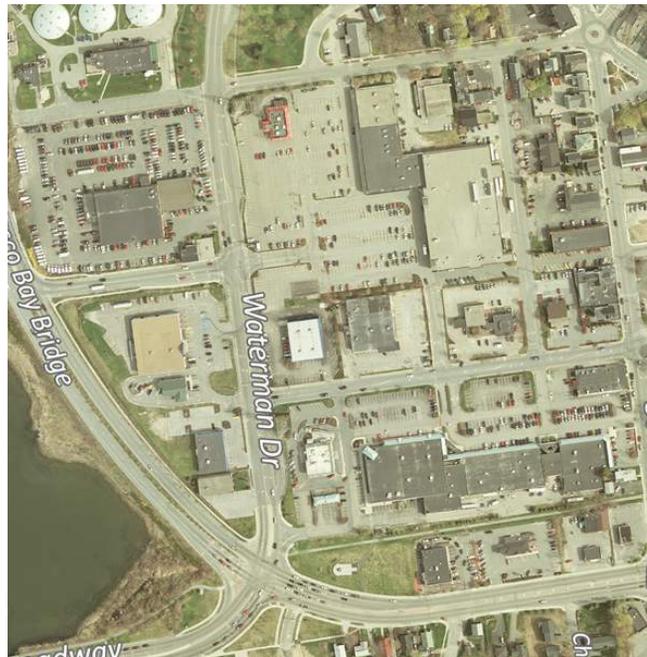


Figure 2 - Mill Creek commercial center

III

section

In 2013, the Greater Portland Council of Governments undertook the Sustain Southern Maine (SSM) project. One part of this project involved looking at how higher density/intensity of use and development could be accommodated in a number of different situations and environments throughout the region. One of the “pilot” projects involved looking at how the Mill Creek area could be redeveloped (Figure 3). As part of the pilot, SSM consultants held workshops with property owners in the area along with City representatives and interested citizens to look at redevelopment potentials. Based on these workshops, they developed a series of drawings showing how Mill Creek could be redeveloped more intensely. The results of the pilot study were presented at a public workshop.



Figure 3 - Sustain Southern Maine rendering of future development in Mill Creek. (2013)

III. Vision and Broad Objectives for the Future of Mill Creek

Planning for the future of Mill Creek requires two key ingredients: 1) knowing what we want Mill Creek to be in the future, and 2) a plan for moving the neighborhood in that direction. This section lays out a vision for Mill Creek. The vision is a statement of what the City wants Mill Creek to become 10, 15 and even 20 years in the future. The vision is a statement of what the community is trying to achieve. In addition to the vision, this section identifies six broad objectives for what the City, property owners, developers, and the larger community need to do to realize the vision for Mill Creek. These objectives are the start of a detailed action plan that is set forth in Chapter IV.

Vision for Mill Creek

As redevelopment and change occurs over time, Mill Creek evolves into a model for a sustainable urban downtown with a mix of commercial, residential, governmental, and cultural uses and a distinct identity as a green and livable place. Mill Creek becomes a pedestrian-focused neighborhood while retaining historical resources and its role as a community commercial center. The value of real estate in Mill Creek increases as single story strip malls and expansive parking lots are replaced by multi-story mixed use buildings with ground floor shops and restaurants. The City works cooperatively with property owners and developers to create an environment in which private investments are encouraged to occur in a manner that supports this transformation of Mill Creek.

Objectives for Mill Creek

The following objectives set out what the City needs to do in broad terms to facilitate the evolution of Mill Creek from its current predominantly single-story, auto-oriented, almost suburban pattern of development to a pedestrian-focused, more downtown-like pattern. These objectives establish how the City wants the Mill Creek neighborhood to evolve over time as change and redevelopment occur. The objectives deal only with what the community wants to happen – they do not address what needs to be done to make them happen. That is addressed in the action strategy of the Master Plan that follows.

Objective #1 Make Mill Creek more of a pedestrian-focused neighborhood by enhancing the ability of residents, shoppers, visitors, and employees to easily and safely move around the neighborhood on foot while improving the ability of people who live outside of Mill Creek to easily and safely walk (and bike) to the neighborhood.

Objective #2 Establish Mill Creek as a distinct and special place with a clear identity, attractive gateways, and a high-quality visual environment so Mill Creek becomes both a destination and a place where people want to spend time and live.

III section

III

section

Objective #3 Make Mill Creek “greener” in both a physical and environmental sense with more green spaces, trees, landscaping, and flowers, better connections between parks, and upgraded environmental conditions such as green, energy-efficient buildings and improved stormwater management.

Objective #4 Increase the diversity and intensity of uses and activities in Mill Creek so that, over time, it becomes a true mixed-use downtown neighborhood with a variety of both commercial and residential uses with a focus on encouraging the development of multi-story, mixed-use buildings within a more pedestrian focused, urban environment.

Objective #5 Create a transition between Mill Creek and Knightville to protect the Knightville residential neighborhood (the “letter streets”) from the potential impacts of redevelopment of Mill Creek.

Objective #6 Minimize the potential impacts of increased flooding from storms and sea level rise on Mill Creek so that it can remain a viable and attractive area in which people want to live, visit, and invest.



IV

section

IV. Action Plan

Moving Mill Creek in the direction of our vision will require that the City and wider community make steady, on-going progress in meeting the six objectives through a comprehensive and coordinated action plan. The following strategy is organized around the six objectives but, in many cases, the actions apply to more than one objective. Furthermore, the action plan is broken into three time frames:

- Short-Term Actions – These are actions that the City should initiate within two to three years
- Mid-Term Actions – These are actions that the City should initiate within five years although some may take longer to complete depending on available funding
- Development-Driven Actions – These are actions that should be undertaken in conjunction with related development proposals. Therefore the timing of these activities is indeterminate and is dependent on private investment decisions



Objective #1: Make Mill Creek more of a pedestrian-focused neighborhood by enhancing the ability of residents, shoppers, visitors, and employees to easily and safely move around the neighborhood on foot while improving the ability of people who live outside of Mill Creek to easily and safely walk (and bike) to the neighborhood.



Figure 4 - Proposed pedestrian improvements in Mill Creek

IV

section

Objective #1: Make Mill Creek more of a pedestrian-focused neighborhood by enhancing the ability of residents, shoppers, visitors, and employees to easily and safely move around the neighborhood on foot while improving the ability of people who live outside of Mill Creek to easily and safely walk (and bike) to the neighborhood.

Short-Term Actions:

1. Reconstruct the intersection of Ocean and Broadway to eliminate the free right turn lane and to make it easier for pedestrians to cross Broadway and Ocean Street.
2. Develop a plan for improvements at the intersection of the bridge approach, Broadway, and Waterman Drive to make it easier and safer for pedestrians and bicyclists to cross this intersection including the probability of a pedestrian bridge.
3. Construct a sidewalk on the south side of E Street from the roundabout to Q Street.
4. Develop a plan for the construction of a sidewalk on the east side of Q Street from E Street to Market Street.
5. Develop a plan for the construction of a sidewalk on the south side of E Street from Waterman Drive to the east side of the shopping center entrance.
6. Maintain the striping of existing crosswalks in Mill Creek.
7. Provide “yield to pedestrians in the crosswalk” signage at appropriate locations.

8. Require new developments to provide a pedestrian connection from sidewalks and/or public open spaces to the front entrance of the building.
9. Install bicycle parking infrastructure at key destination points and require new developments to incorporate appropriate bicycle facilities.
10. Develop and implement a wayfinding directional signage program throughout Mill Creek, and upgrade signage along the Greenbelt entry points.
11. Enhance the bike lane along Waterman Drive.

Mid-Term Actions:

1. Reconstruct the intersection of Cottage and Broadway to eliminate the free right turn lanes and to make it easier for pedestrians to cross Broadway and Cottage Road (Figure 5).



Figure 5 - Free right-turn lane at Cottage Road and Broadway

2. Make the improvements at the intersection of the bridge approach, Broadway, and Waterman Drive including the construction of a pedestrian/bicycle bridge (Figure 6).



Figure 6 - Sebago Technics Inc, pedestrian bridge plan on Broadway

3. Construct a sidewalk on the east side of Q Street from E Street to Market Street.
4. Construct a sidewalk on the south side of E Street from Waterman Drive to the east side of the shopping center entrance.
5. Create a striped crosswalk on E Street at the intersection with Q Street.
6. Work with property owners to improve the Greenbelt streetscape between Waterman Drive and Ocean Street to avoid locating waste receptacles adjacent to the Greenbelt.

Development Driven Actions:

1. Develop a pedestrian connection from Market Street to the Greenbelt, continuing to Broadway (possibly in the vicinity of Q Street) in conjunction with a proposal to redevelop the Commercial Properties shopping center property or to make significant modifications.
2. If a pedestrian connection from Market Street to the Greenbelt is developed as part of a redevelopment project, explore continuing it to Broadway and creating a mid-block, protected pedestrian crosswalk across Broadway in the vicinity of Scamman Street.
3. Construct a sidewalk on the south side of Market Street from Waterman Drive to Ocean Street in conjunction with a proposal to redevelop the Commercial Properties shopping center property or to make significant modifications.
4. Construct sidewalks on the south side of E Street from the shopping center entranceway to Q Street and on the west side of Q Street from E Street to Market Street in conjunction with a proposal to redevelop or make substantial modifications to the Finard/Shaw's property.
5. In conjunction with development proposals, encourage pedestrian permeability throughout the Mill Creek neighborhood to create more pleasant direct pedestrian routes.

Objective #2: Establish Mill Creek as a distinct and special place with a clear identity, attractive gateways, and a high-quality visual environment so Mill Creek becomes a destination and a place where people want to spend time and live.



Figure 7 - Proposed Mill Creek gateway and visual environment improvements

Objective #2: Establish Mill Creek as a distinct and special place with a clear identity, attractive gateways, and a high-quality visual environment so Mill Creek becomes a destination and a place where people want to spend time and live.

Short-Term Actions:

1. Create distinctive gateway treatments on the Mill Creek side of the Broadway intersections with Waterman Drive, Ocean Street and Cottage Road to identify Mill Creek as a destination and special place. The treatment of these locations should be similar to create a consistent image for Mill Creek.
2. Improve the appearance of Mill Creek from the Casco Bay Bridge approach by establishing a landscaped buffer along the Mill Creek side of the bridge approach between Erskine Drive and Waterman/Broadway (Figure 8). This buffer should screen the rear of the properties that front on Waterman Drive, including their service areas, while providing visual access to businesses from the bridge approach.



Figure 8 - Mill Creek seen from the Casco Bay Bridge showing the backs of buildings and poor landscaping



section

IV

section

3. Develop a plan to upgrade the appearance of Erskine Drive between the bridge and Waterman Drive including the Erskine/Waterman intersection to create an attractive, green gateway to Mill Creek with improved landscaping and trees and ornamental lighting as used elsewhere in Mill Creek and Knightville to create a transition from the “highway” environment of the bridge to the Mill Creek and Knightville neighborhoods (Figure 9).
4. Develop a planter box program to allow and encourage property owners and businesses within Mill Creek to have flower or shrub planters on sidewalks in front of buildings where there is no space for permanent landscaping or street trees.
5. Develop a “street tree” planting program in conjunction with property owners to identify locations within street rights-of-way or on private land adjacent to the R-O-Ws where street trees can be planted.
6. Revise the sign regulations for Mill Creek to promote a pedestrian-oriented scale and design for signs.
7. Develop a Council-adopted policy for the use of Downtown TIF revenues with a focus on using funds to implement the Mill Creek Master Plan. The policy should give priority to major projects

that will have a transformative impact on Mill Creek and are not likely to be able to be funded in a timely manner through other sources.

8. Develop a “branding strategy” for Mill Creek and Knightville that creates a strong identify for the neighborhoods and can be used by both the City and private entities in marketing the area.



Figure 9 - Sebago Technics, Inc. plan for redevelopment of Erskine Dr.

9. Develop a base-line traffic study that documents current conditions in Mill Creek and use the study to evaluate long-term impacts of redevelopment on traffic conditions.

Mid-Term Actions:

1. Implement the plan to upgrade Erskine Drive between the bridge and Waterman Drive including the Erskine/Waterman intersection.
2. Replace the lighting along Broadway with the ornamental lighting as used on Ocean Street in Knightville (Figure 10).
3. Develop a program to replace the existing street lighting throughout Mill Creek with the ornamental-style lighting used on Ocean Street as street improvements or redevelopment projects occur.
4. Adopt exterior lighting standards for private developments that address both qualitative and quantitative aspects of the lighting as well as the design of lighting fixtures.
5. Adopt a design speed of not more than 20 miles per hour for the internal streets within the Mill Creek neighborhood and reduce the width of travel lanes accordingly to “slow” traffic within the neighborhood.
6. Investigate possible ways that Q Street can be better integrated into the development of the neighborhood to convert it from its current role primarily as an alley to a key element of the neighborhood.



Figure 10 - Attractive street lighting on Ocean Street

7. Revitalize the Waterfront Market Association to organize attractions and other programming to create draws to the area throughout the year.



Figure 11 - The WMA—a potential partner in Mill Creek

8. Work with the Maine Department of Transportation to explore the possibility of increasing the length of the left-turn lane from the Casco Bay Bridge to Erskine Drive.

IV

section

9. Promote small-scale retail activities during events, such as street vendors near public attractions (Mill Creek Park) during busy periods such as major shopping periods or during organized outdoor events.
10. Adopt a requirement that significant development or redevelopment projects in Mill Creek make provisions for either incorporating public art into the development or making an in-lieu-of contribution to the City to be used for public art within Mill Creek.

Development Driven Actions:

1. The intersection of Erskine Drive and Waterman Drive is a key gateway to both Mill Creek and the city. When redevelopment of the Finard/Shaw's property occurs, this will create the opportunity for the City to work with the property owner/developer to create a gateway at the Erskine/Waterman intersection.
2. If significant redevelopment occurs within Mill Creek, work with the developer to create public gathering spaces within the development such as outdoor dining areas or public squares/spaces.

Objective #3: Make Mill Creek “greener” in both a physical and environmental sense with more greenspaces, trees, landscaping, and flowers; better connections between parks; and upgraded environmental conditions such as green, energy-efficient buildings and improved stormwater management.



Figure 12 - Proposed landscaping and greening improvements in Mill Creek

IV

section

Objective #3: Make Mill Creek “greener” in both a physical and environmental sense with more greenspaces, trees, landscaping, and flowers; better connections between parks; and upgraded environmental conditions such as green, energy-efficient buildings and improved stormwater management.

Short-Term Actions:

1. Develop a plan for the redevelopment of the bridge approach between Erskine Drive and Broadway including the Erskine Drive intersection to create an attractive green gateway to both the City and Mill Creek with improved landscaping and trees and ornamental lighting as used elsewhere in Mill Creek and Knightville to create a transition from the “highway” environment of the bridge to the “city” environment of South Portland.
2. Develop a “street tree” planting program in conjunction with property owners to identify locations within street rights-of-way or on private land adjacent to the R-O-Ws where street trees can be planted.
3. Plant “street trees” along the Broadway frontage of Erskine Park.
4. Explore planting additional trees along the greenbelt in Erskine Park and along the rear property line of other Broadway properties.
5. Develop and implement an energy and water use benchmarking program for larger, new nonresidential and multifamily buildings based on the U.S. Environmental Protection Agencies Energy Star program.

Mid-Term Actions:

1. Implement the plan for the redevelopment of the bridge approach between Erskine Drive and Broadway.
2. Implement the “street tree” planting program.
3. Reinforce the role of Mill Creek Park as the focal point of the neighborhood through an ongoing program of improvements that enhance use of the park as a public gathering space.

Development Driven Actions:

1. Encourage developers to meet the LEED “green building” standards for all development projects in Mill Creek.

Objective #4: Increase the diversity and intensity of uses and activities in Mill Creek so that, over time, it becomes a true mixed-use downtown neighborhood with a variety of both commercial and residential uses with a focus on encouraging the development of multi-story, mixed-use buildings within a more pedestrian focused, urban environment.

Short-Term Actions:

1. Revise the zoning for the Mill Creek neighborhood to recognize three distinct character areas (see Map 1) with different standards:
 - » The Village Extension Area including the parcels in the vicinity of the roundabout and extending out along E Street, Cottage Road, and Ocean Street to capitalize on the potential for creating a strong public space and a transition to the Knightville Ocean Street corridor. The southwest corner of Broadway and Cottage Road is also included in this character area reflecting the existing senior housing development on the opposite corner, but with standards to limit the type, height, and intensity of development.
 - » The Broadway Corridor Area on the north side of Broadway extending to the Greenbelt recognizing the influence of Broadway and large traffic volumes on the use of this area.
 - » The Mill Creek Core area encompassing the remainder of Mill Creek.



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South Portland Mill Creek Master Plan Proposed Land Use Plan

Date: 4/14/2015

Legend

-  Mill Creek Master Plan Boundary
-  South Portland Greenbelt Trail
-  Buildings (as of 2012)
-  Mill Creek Parcels

Land Use Plan

-  Broadway Corridor
-  Mill Creek Core
-  Residential District A
-  Residential District G
-  Village Extension
-  Village Residential



Map 1 - Proposed land use plan for Mill Creek

2. Within the Village Extension Area, maintain the current Village Commercial (VC) zoning standards including design provisions similar to the Village Downtowns Design Standards (Figure 13). Adjacent to the roundabout, development standards will require taller buildings (a minimum of three usable stories up to a maximum of five stories) while allowing residential unit density on upper floors of mixed-use buildings to be controlled by height, parking and other design requirements. At the corner of Cottage and Broadway, building height will be required to be a minimum of two usable stories with a maximum of three stories. A mix of uses will be allowed in this area but residential uses at a density of up to 18 units per acre will be permitted only if prior contamination of the area has been appropriately remediated.



Figure 13 - Design standards applied in the Design Standards for Village Downtowns

3. In the Broadway Corridor zone, revise the zoning ordinance to accommodate a wide-range of nonresidential uses while continuing to allow for auto-focused uses in a modified form. The development standards in this area will require new buildings to have a minimum of two usable floors and that new or redeveloped buildings along Broadway be located close (within 15-25 feet) to the front property line, that no parking or vehicular circulation be allowed between the sidewalk and the front wall of the building, and that a pedestrian walkway be provided from the sidewalk to the front entrance of the building. Drive-thru services will continue to be allowed but only if they are located on a side of the building that does not face a public street and are screened from view by the public (Figure 14).



Figure 14 - Broadway corridor near Ocean Street

W *section*

IV

section

4. Within the Mill Creek Core area, revise the zoning requirements to encourage mixed-use development in multistory buildings. This would include a requirement that new or substantially renovated building have a minimum of three usable floors. The standards in the Mill Creek Core would allow taller buildings with up to five usable stories in addition to any floors devoted primarily to parking in or under the building. Taller buildings will not be allowed along the south side of E Street from Q Street to D Street where the height would be limited to a total of three stories. Within this Mill Creek Core Area, the density for residential units on upper floors of mixed-use buildings will be controlled by building height, parking, and other design requirements. To encourage a downtown character and reduce deep building setbacks from the road (Figure 15), new or redeveloped buildings will be required to located close (within 10 feet) to the front/street property line with the front of the building facing the street and the area between the sidewalk and front wall of the building improved as pedestrian space or a landscaped area. Drive-thru service will be allowed only for uses that are located in a mixed-residential/commercial building and are designed so it is screened from view from public spaces and streets. In addition, new buildings will be required to meet commercial design standards. These requirements shall apply unless a development is approved as a planned development (see action item 5 below).



Figure 15 - Existing deep setback development pattern at the Finard shopping center parcel

IV

section

5. Within the Mill Creek Core district, create an alternative development approach that provides significant regulatory flexibility for planned redevelopment proposals or significant alterations that create mixed-use buildings or projects that are in conformance with the vision and objectives for Mill Creek and include both commercial and residential components. These provisions will provide that, within certain parameters, if a developer is willing to develop a plan for a mixed-use development that advances the City's goals for Mill Creek, the City will provide a flexible regulatory approach that allows the developer and City to determine the appropriate standards for development. If an owner or developer elects to develop under the Planned Development approach, they will be required to develop a master plan detailing how the project will be consistent with the City's objectives for Mill Creek. Once approved, all development will be required to conform to the master plan. This option will not be available to developers of single-use buildings. In these cases, the developer will need to conform to the standards for the Mill Creek Core District, including the commercial design standards.

6. Since parking will be critical to increasing the intensity of development, maximize the availability of on-street parking (Figure 16), including diagonal parking, where it can be reasonably and safely provided and clearly sign and stripe these locations including on the south side of Thomas Street across from the bus stop, on both sides of Hinckley Drive, and on Cottage Road adjacent to the park.



Figure 16 - On-street parking in Mill Creek

7. Reduce the off-street parking requirements for commercial uses within Mill Creek Core similar to what is allowed in the Main Street and Knightville VC districts.

8. Reduce the off-street parking requirement for small apartments in mixed-use buildings to 1 space per unit for 1 bedroom apartments and 0.75 spaces per unit for studio apartments.
9. Establish a simple administrative mechanism (rather than board approval) for allowing on-street parking and parking in municipal lots to be counted toward meeting parking requirements for non-residential uses in development proposals.
10. Revise the off-street parking requirements to allow the use of off-site parking that is located up to 1,500 feet from the development site.



Figure 17 - Mill Creek parking and street improvements

11. Clearly sign the Post Office (Figure 18) parking lot as public parking and provide appropriate directional signage.
12. Develop a plan for converting Waterman Drive from Broadway to E Street into a “city street” with on-street parking (Figure 19). As part of this improvement, the City should develop an esplanade between the edge of the street and the sidewalk.



Figure 18 - Mill Creek’s “Post Office parking lot” at the roundabout



Figure 19 - Sebago Technics, Inc. plan for the redevelopment of Waterman Drive.

IV

section

13. Adopt land use diversification goals that will help guide planned development and other projects in Mill Creek (Table 1). The current land use composition in the master plan area on developed lots, as well as proposed targets are provided below:

Table 1 - Land use mix targets, Mill Creek

Type of Use	Land Area (%)	Target (%)	Change (%)
Auto-Oriented	31%	15%	-16%
Residential	5%	15%	+10%
Offices	15%	15%	- %
Mixed Use (residential and non-residential)	3%	20%	+17%
Commercial (Retail/Services)	46%	35%	-11%

Mid-Term Actions:

1. In the short term, an adequate supply of parking is needed to support current uses as well as any redevelopment projects and the primary responsibility for providing the parking will fall to property owners and developers. In the longer term, the Plan envisions that parking demand in Mill Creek may be reduced if more people live in the neighborhood and if public transportation is improved, lessening the need to own a car. In the future, the provision of parking in Mill Creek may be managed through public-private partnerships. To this end, the City should explore the feasibility of establishing a Mill Creek Parking District to manage parking in the neighborhood and provide municipal or shared parking to serve neighborhood demand rather than relying on each property to provide its own parking. The feasibility of using a fee in-lieu-of providing parking and/or TIF revenues should be investigated as a way to support development of common parking facilities.

2. Explore the creation of a municipal development corporation with the power to acquire and develop real estate or to partner with private developers on projects. While the initial focus of such a corporation could be on Mill Creek, it should be able to operate citywide.

Development Driven Actions:

1. If redevelopment occurs within the block bounded by Waterman Drive, Market Street, Q Street, and E Street, work with the developer to recreate a public or private interior street system connecting Market Street to E Street and/or Waterman Drive to Q Street and use proceeds from the Downtown TIF to assist in this work.
2. Work with the property owners and/or developer to recreate a public or private street connecting Q Street to Ocean Street and use proceeds from the Downtown TIF to assist in this work
3. Utilize funds from the Downtown TIF District to provide pedestrian improvements, parking, and interior street construction to support a mixed-residential /commercial redevelopment project.
4. Explore the creation of shared or municipal parking rather than dedicated, private parking as part of any redevelopment proposals.



section

Objective #5: Create a transition between Mill Creek and Knightville to protect the Knightville residential neighborhood (the “letter streets”) from the potential impacts of redevelopment of Mill Creek.

Short-Term Actions:

1. Allow redevelopment on the south side of E Street from Q Street to D Street in the Mill Creek Core area for a mix of office, service, low-intensity retail and residential uses with a maximum of 3 stories while prohibiting uses and activities that generate large volumes of customer traffic, noise, and late night activity.

Objective #6: Minimize the potential impacts of increased flooding from storms and sea level rise on Mill Creek so that it can remain a viable and attractive area in which people want to live, visit, and invest.

Short-Term Actions:

1. Investigate the feasibility and potential impact of developing a tide gate in the culvert under Cottage Road that connects the pond in Mill Creek Park to Mill Cove to reduce the potential for flooding of the park area during future extreme high tides and storm events.

Mid-Term Actions:

1. If the installation of a tide gate is feasible, seek outside funding for the project and undertake the improvement.
2. Review and revise the City’s floodplain management provisions to reflect any changes in the FEMA 100-Year floodplain in the Mill Creek area and projections of sea level rise to assure that new buildings and substantial renovations are viable over the long term.
3. Undertake a study of potential actions to mitigate the impact of the increased potential for flooding as a result of storms and sea level rise on public facilities within Mill Creek.

Development Driven Actions:

1. Use funds from the Downtown TIF to assist developments address flood-proofing or elevation of buildings to mitigate the potential impacts increased flooding especially improvements that will have positive impacts outside of the development area.



section

V. Illustrations of Redevelopment Opportunities

The Vision, Objectives and Action Plan lay out an integrated strategy for transforming Mill Creek into more of a traditional downtown with a mix of commercial, residential, governmental, and cultural uses and a distinct identity as a special place. To help understand how Mill Creek might evolve as the Master Plan is implemented, the following illustrations show how redevelopment might occur if the property owners decide to undertake redevelopment in accordance with the proposed land use regulations and the other actions outlined in the Action Plan. These illustrations do not depict what will happen on any particular piece of property or suggest that the properties shown will be redeveloped. Rather they are examples of what could happen if the Master Plan is implemented. In this section, illustrations are provided for a number of different areas in Mill Creek reflecting various situations. Figure 20 shows focus areas where redevelopment illustrations are provided as examples of what could happen in Mill Creek over the next twenty years if property owners choose to redevelop their property.



Figure 20 - Mill Creek focus areas for illustrating possible redevelopment



section

Focus Area 1: The Mill Creek Roundabout Area

Existing Conditions

Focus Area 1 includes a number of small, older buildings with a variety of styles. Most of the buildings have two or three floors and are located on small, separate lots except for the former brick bank building. The area includes a mix of office, service and restaurant uses adjacent to the roundabout with a few residential buildings along E Street (Figure 21 and Figure 22).



Figure 21 – Former bank located on the roundabout



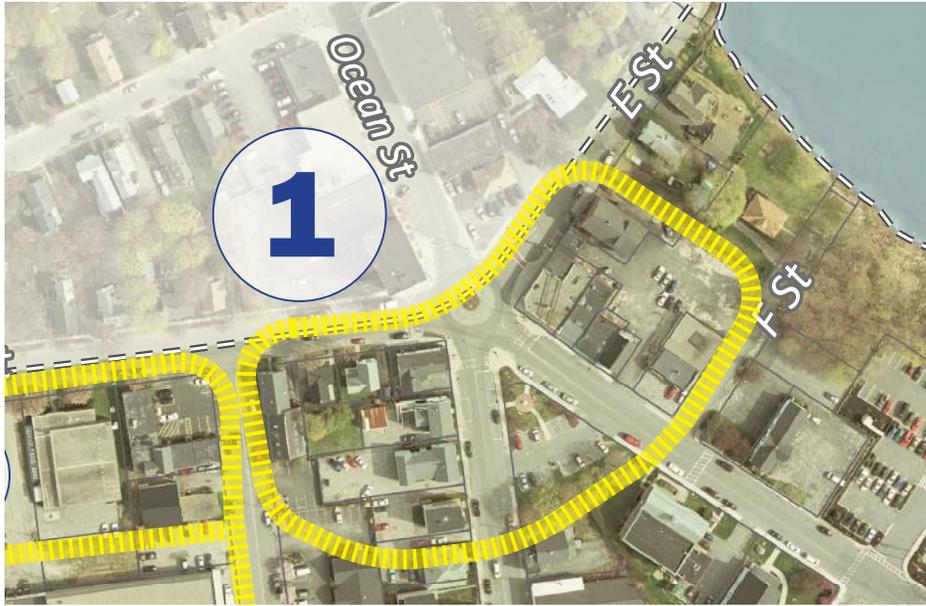
Figure 22 – E Street properties

Land Use Provisions

Focus Area 1 is located within the proposed Village Extension Area. The land use regulations in this area would essentially maintain the current Village Commercial (VC) zoning standards including design provisions similar to the design standard for downtowns while requiring taller buildings (a minimum of three usable stories with a maximum of up to five stories). New buildings would be required to be located close to the sidewalk and to have a pedestrian connection to the sidewalk. The standards would allow unlimited density for residential units on the upper floors of mixed-use buildings provided that the project can meet the parking and other design requirements.

Redevelopment Illustration

The illustration in Figure 25 shows how redevelopment of the roundabout area could occur if the property owner(s) decide to improve property in the area. The illustration is only an example of how redeveloped could occur under the land use proposals included in the Master Plan.



E Street entrance to the rotary shows detached, 1-2 story development south of the rotary (lower density)



E Street approaching the rotary showing detached, single-family housing with limited pedestrian improvements



View north onto Ocean Street from rotary showing variation in density on the east and west sides of the street



This under-utilized corner of the rotary is an ideal location for strategic higher density development



Attractive 3-story mixed-use buildings line the east side of Cottage Rd, shown here in a view south from the rotary



Attractive commercial uses north of the rotary with street improvements and adequate parking

Figure 23 - Focus area 1 in Mill Creek



Figure 24 - Roundabout focus area
(current conditions)



Figure 25 - Rendering of possible redevelopment in the Mill Creek roundabout area



section

Figure 25 illustrates types of development that may occur in the vicinity of the Mill Creek roundabout with the proposed land use regulations and design guidelines.

The rendering shows extended sidewalks along streets near the roundabout, including a new sidewalk along Q street and wider sidewalks at the roundabout intersection matching the streetscape on the west side of Ocean Street in Knightville. Clearly marked crosswalks can improve pedestrian accessibility in the focus area and throughout Mill Creek.

The rendering of possible development shows preservation of the iconic bank building at the intersection, with an additional floor of office space that can complement the historic architectural features of the building. Construction of this kind could help frame the intersection and create a more active environment. Attached to the bank is a new building designed to meet the minimum proposed height requirements in this area. The mixed-use building could include ground-floor retail and commercial space serving local residents. With attractive facade features this kind of construction creates destinations for leisure that could enhance quality of life in Mill Creek and attract visitors from outside the neighborhood.

Dwelling Units:	10
Commercial Space:	9,500ft²
Parking Demand:	28 spaces
Parking (surface):	36 spaces
Parking (internal):	0



Focus Area 2: The Broadway Corridor

Existing Conditions

Focus Area 2 includes four parcels on the north side of Broadway between Ocean Street and Waterman Drive. The area features auto-oriented retail and service businesses that include a chain coffee shop, a hair salon (Figure 26), two financial institutions (Figure 27), and a dry cleaner business. All facilities except for the salon and dry cleaner operate with drive-thru services that are heavily used. All of the buildings are one-story commercial structures with large signage oriented toward passing traffic on Broadway. All but the repair business have been improved over the years; the Bath Savings Institution at the corner of Broadway and Ocean Street was built within the last five years.



Figure 26 – Hair salon and dry cleaner business on Broadway



Figure 27 – Saco-Biddeford Savings Institution on Broadway

Land Use Provisions

Focus Area 2 is located within the proposed Broadway Corridor area. The land use regulations in this area would allow for a wide range of commercial uses; it would continue to support auto-oriented business but development standards would require at least two usable floors in new buildings, shorter setbacks (15-25 feet) from Broadway, and no parking or vehicular circulation would be allowed between the sidewalk and buildings. Drive-thru service will continued to be allowed at the rear or side of buildings in the Broadway Corridor zone. Sidewalk connections to the buildings could improve pedestrian accessibility.

Redevelopment Illustration

The illustration in Figure 30 shows how redevelopment of this area could occur if the property owner(s) decide to invest in and improve in the area as described in the master plan. The illustration is only an example of how redeveloped could occur under the land use proposals included in the Master Plan.



The Greenbelt has limited visibility and access through Broadway Corridor, resulting in a “back alley” character



Auto-oriented retail uses thrive in Broadway Corridor but create an uninviting environment for pedestrians



Large setbacks, auto-oriented front lot uses, and low-density buildings create under-utilized spaces



Fast-moving traffic and wide avenues preclude conversion of Broadway into a true urban-oriented street.



Large paved areas and low-density development define the corridor, as seen here at Cali Cuts



The Bath Savings buildings shows architecture that does not orient toward and does not frame street corners

Figure 28 - Focus area 2 in Mill Creek



Figure 29 - Intersection of Broadway and Ocean Street focus area (current conditions)



Figure 30 - Rendering of possible redevelopment at the intersection of Broadway and Ocean Street

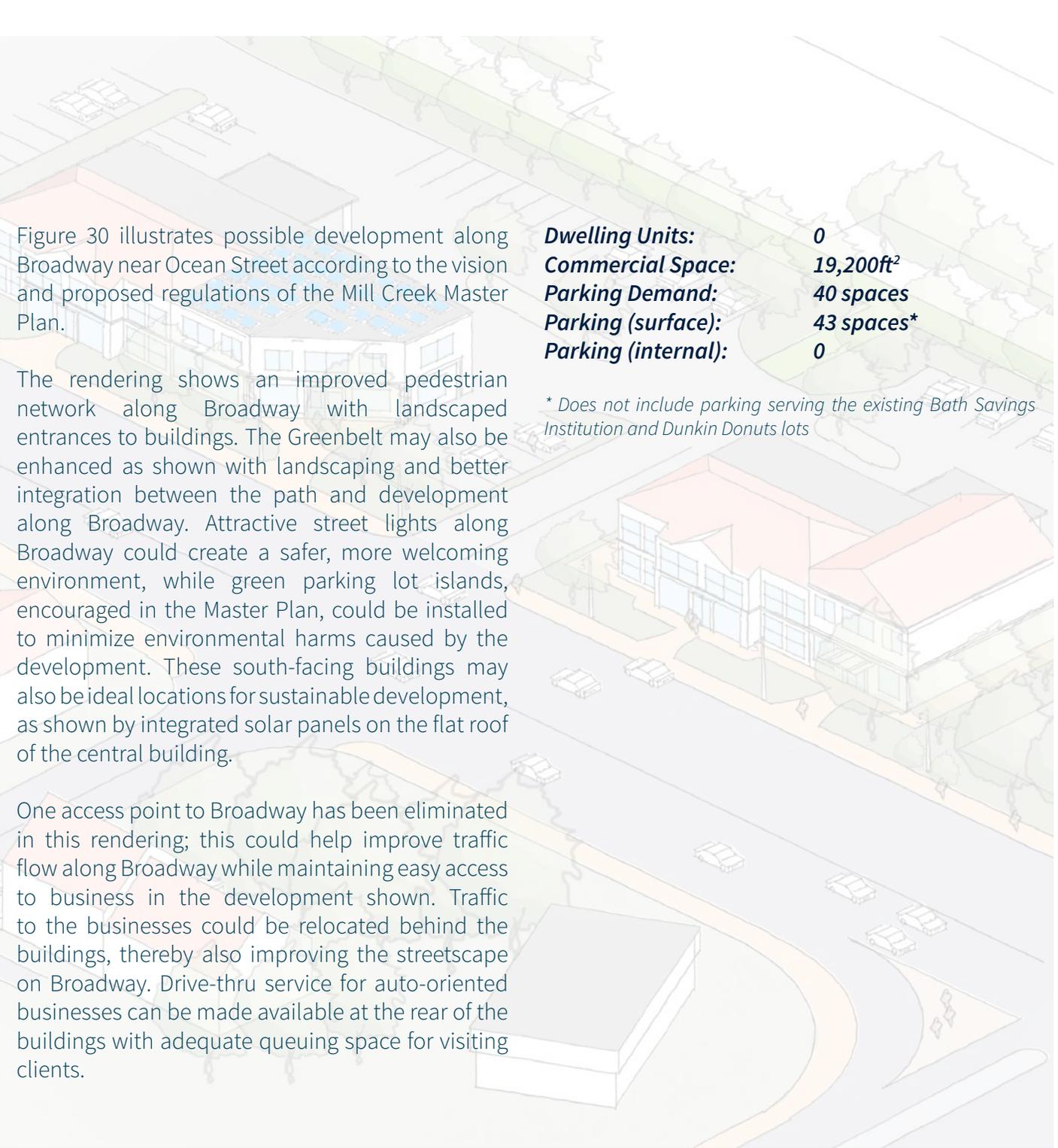


section

Figure 30 illustrates possible development along Broadway near Ocean Street according to the vision and proposed regulations of the Mill Creek Master Plan.

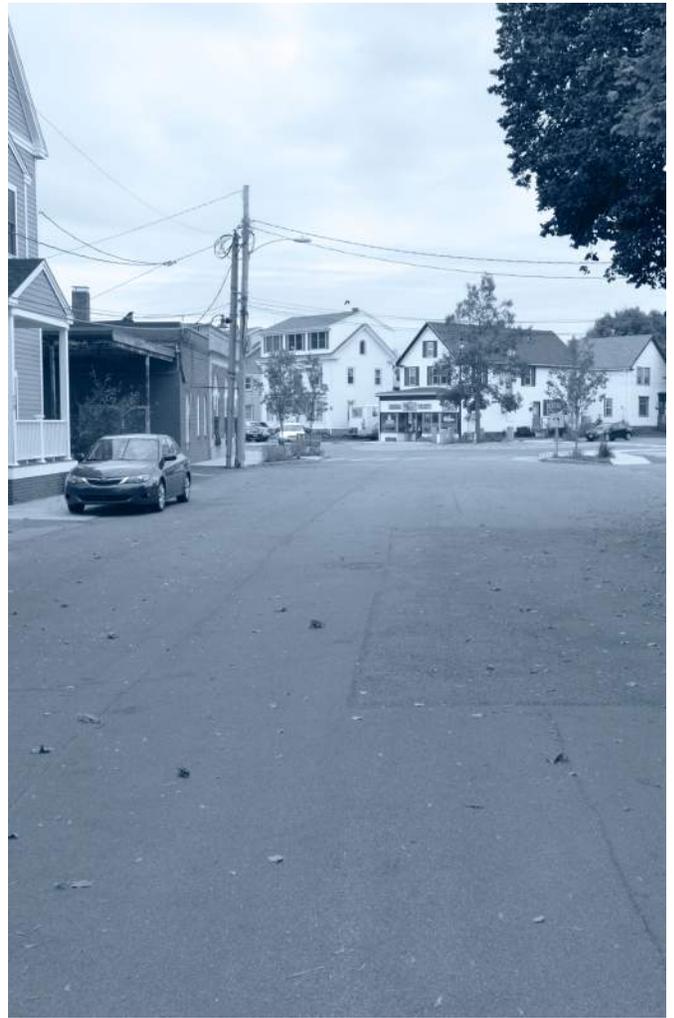
The rendering shows an improved pedestrian network along Broadway with landscaped entrances to buildings. The Greenbelt may also be enhanced as shown with landscaping and better integration between the path and development along Broadway. Attractive street lights along Broadway could create a safer, more welcoming environment, while green parking lot islands, encouraged in the Master Plan, could be installed to minimize environmental harms caused by the development. These south-facing buildings may also be ideal locations for sustainable development, as shown by integrated solar panels on the flat roof of the central building.

One access point to Broadway has been eliminated in this rendering; this could help improve traffic flow along Broadway while maintaining easy access to business in the development shown. Traffic to the businesses could be relocated behind the buildings, thereby also improving the streetscape on Broadway. Drive-thru service for auto-oriented businesses can be made available at the rear of the buildings with adequate queuing space for visiting clients.



Dwelling Units:	0
Commercial Space:	19,200ft ²
Parking Demand:	40 spaces
Parking (surface):	43 spaces*
Parking (internal):	0

** Does not include parking serving the existing Bath Savings Institution and Dunkin Donuts lots*



Focus Area 3a: The Erskine-Waterman Parcel

Existing Conditions

Focus Area 3a covers the parcel currently occupied by an auto dealership. Buildings are either set back significantly from the street or are not designed to enhance the streetscape. Paved parking areas occupy the majority of the lot. The business is oriented toward Waterman Drive and as a result creates an uninviting entryway into Mill Creek along Erskine Drive (Figure 31). Pedestrian conditions around the site are poor: landscaping is not well maintained and sidewalks are being occupied by parked vehicles along Waterman Drive (Figure 32).



Figure 31 – The dealership is a poor gateway to Mill Creek



Figure 32 – Poor pedestrian conditions at the Ford site

Land Use Provisions

Focus Area 3a is located within the proposed Mill Creek Core district. Land use regulations in this area encourage mixed-use development in multi-story buildings that frame the street and create opportunities for a denser street network. Standards in the proposed district would allow buildings up to six stories in addition to floors for parking under the building. New buildings will be required to locate close to street (within 10 feet) and building fronts will be landscaped or designated as pedestrian areas. New commercial buildings will also be required to meet commercial design standards unless a project is approved as a planned development.

Redevelopment Illustration

The illustrations in Figure 35 and Figure 36 shows how redevelopment of this area could occur under the land use proposals included in the Master Plan.



The dealership creates unattractive views from the Casco Bay Bridge onto a vehicle parking lot



Unmaintained vegetation along the bridge approach to Mill Creek is unattractive



Land use on either side of Erskine Drive does not frame the street, creating an alley or back-entrance environment



Low density land use at this entry way into Mill Creek is a lost opportunity



The sidewalk area is extremely limited in this area: Vehicles occupy pedestrian zones.



Broad streets, parking at the curb line, and deep setbacks create an auto-oriented, sparse development pattern.

Figure 33 - Focus area 3a in Mill Creek



Figure 34 – Yankee Ford parcel
(current conditions)



Figure 35 - Rendering of possible redevelopment of the Yankee Ford parcel - Alternative 1



section

Figure 35 shows one alternative of possible development on the Waterman-Erskine parcel based on the vision and regulations of the Plan.

The rendering shows a possible internal street network on the lot connecting Waterman Drive to E Street and Erskine Drive. Sidewalks located along streets and new greenspace can be designed to conceal views of the wastewater treatment facility.

This alternative shows four possible three-story apartment buildings framing Waterman and Erskine Drives to create a more attractive streetscape entering Mill Creek. Building features such as varied heights, glass balconies, and interrupted wall faces can be encouraged in the development planning phase to create a more attractive environment for potential residents and visitors. A mixed-use building with ground-floor retail, offices, or other commercial space and upper-floor apartments is also shown along Erskine Drive as the first building that visitors to Mill Creek could encounter. Backing onto the greenspace, this location may attract a café or other eating establishment with outdoor seating and entertainment. Low Impact Development techniques may also be used to create attractive landscaping with environmental function.

This development alternative includes 40 large apartment units, 8 suites, 12 smaller units in the mixed-use building, and approximately 3,500ft² of ground-floor commercial space.



Dwelling Units:	60
Commercial Space:	3,500ft²
Parking Demand:	128 spaces
Parking (surface):	154 spaces
Parking (internal):	0



Figure 36 - Rendering of possible redevelopment of the Yankee Ford parcel - Alternative 2



section

Figure 36 shows an alternative form of development on the Ford parcel that is also in line with the vision and recommendations of the Master Plan.

This alternative takes full advantage of the proposed height allowances in this area of Mill Creek. One six-story building facing the Finard shopping center if properly designed could reduce the overall development area, thereby preserving more land for greenspace and creating a distinctly urban, residential environment. Apartments in the building could be oriented away from the Casco Bay Bridge and wastewater treatment facility, buffering nuisances while providing ocean views to the east.

The buildings are shown with minimal lot setback as recommended in the master plan – this orientation could frame Waterman Drive more effectively and enhance the pedestrian environment along the street. Two attached mixed-use buildings are shown at the corner of Erskine and Waterman Drive; this design could help enhance the gateway into Mill Creek and serve to narrow the perceived distance across Waterman Drive created by the power line easement on the east side of the street.

A landscaped greenspace at the rear of the lot could shelter the development from Casco Bay Bridge noise and the sewer treatment facility. Low Impact Development techniques may also be used to create attractive landscaping with environmental function.



Dwelling Units:	92
Commercial Space:	7,000ft²
Parking Demand:	152 spaces
Parking (surface):	156 spaces
Parking (internal):	0



Focus Area 3b: E Street (Waterman to Ocean)

Existing Conditions

Focus Area 3b covers the south side of E Street and includes a section of the Finard shopping center (Figure 37), a utility building and a commercial building at the intersection of E and Q Streets (Figure 38). The area also contains a neighborhood restaurant on Q Street. The south side of E Street does not have a sidewalk, but landscaping improvements have been made that significantly improve the aesthetics of the street. The buildings do not frame the street and do not transition well to the two-story mixed-use and residential buildings on the north side of E Street.



Figure 37 – Finard shopping center viewed from E Street



Figure 38 – E and Q Street corner commercial building

Land Use Provisions

Focus area 3b is located within the proposed Mill Creek Core district. Land use regulations in this area encourage mixed-use development in multi-story buildings that frame the street. Standards in this area would allow buildings of up to three stories to create a comfortable transition from the commercial activities south of E Street and residential neighborhoods to the north. Unlike other sections of the Mill Creek Core district, this area would limit nonresidential activities to low-intensity uses or as components of mixed-use development to maintain a residential orientation to the street. New buildings must be located close to street (within 10 feet) and building fronts will be landscaped with sidewalks. New commercial buildings will also be required to meet commercial design standards.

Redevelopment Illustration

The illustration in Figure 41 shows how redevelopment of the E Street area could occur. The illustration is only an example of how redeveloped could occur under the land use proposals included in the Master Plan.



The Finard shopping center parking lot defines a large portion of E Street



Pedestrian access to the shopping center helps support walking and cycling in the neighborhood.



Uses on E Street are not compatible with residential uses to the north, such as this rear loading and waste area.



The telecommunications substation is well designed but is low-density and generates limited street activity



Low-density commercial uses makes poor use of a street corner



This diner is an excellent example of local amenities that should be better connected with pedestrian improvements

Figure 39 - Focus area 3b in Mill Creek



Figure 40 – E Street (current conditions)



Figure 41 – Rendering of possible redevelopment along E Street



section

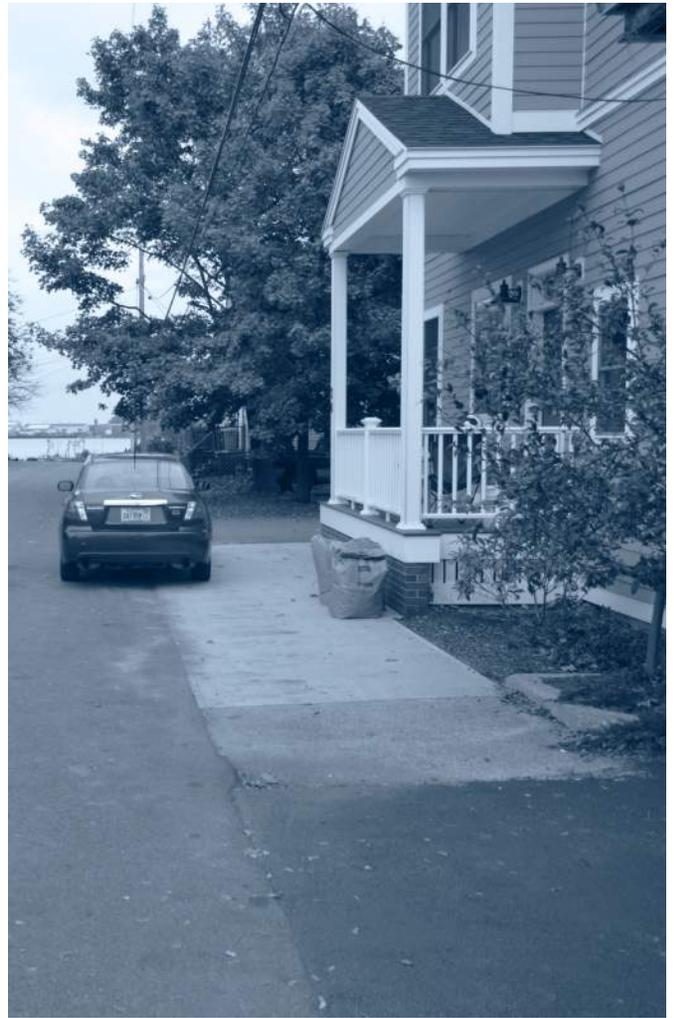
Figure 41 shows possible development along the south side of E Street in line with the recommendations of the master plan. Streetscape improvements could include landscaping and sidewalks on E Street, as well as a bike path along the park (shown in the foreground).

Development on E Street could include three-story condominiums (as shown) facing E Street with internal garages. Additional on-street parking could be use to serve excess parking requirements. Common or shared greenspace behind the buildings could help shelter residents from the activities in the shopping center. The facades of the buildings can also be staggered as illustrated to create a more dynamic residential streetscape. Such features could help the development blend in with residential units in Knightville, where setbacks and buildings vary widely.

New streets connecting E Street to the shopping center could provide service access for the shopping center, and an additional access point to the shopping area. New streets could be used to create smaller blocks to facilitate walking in the area. A mixed-use building at the corner of E Street and a new street into the shopping area could be used to increase commercial opportunities in Mill Creek and to shelter residents from the power lines on Waterman. The building could offer ground-floor commercial space and small apartment units on upper floors.



 Dwelling Units:	 10 condos
	 8 apartments
 Commercial Space:	 3,500ft²
 Parking Demand:	 35 spaces
 Parking (surface):	 19 spaces
 Parking (internal):	 20 spaces





section



Figure 42 – Auto-oriented shopping center



Figure 43 – The Finard shopping center: a gateway opportunity

Focus Area 3c: The Finard Shopping Center Parcel

Existing Conditions

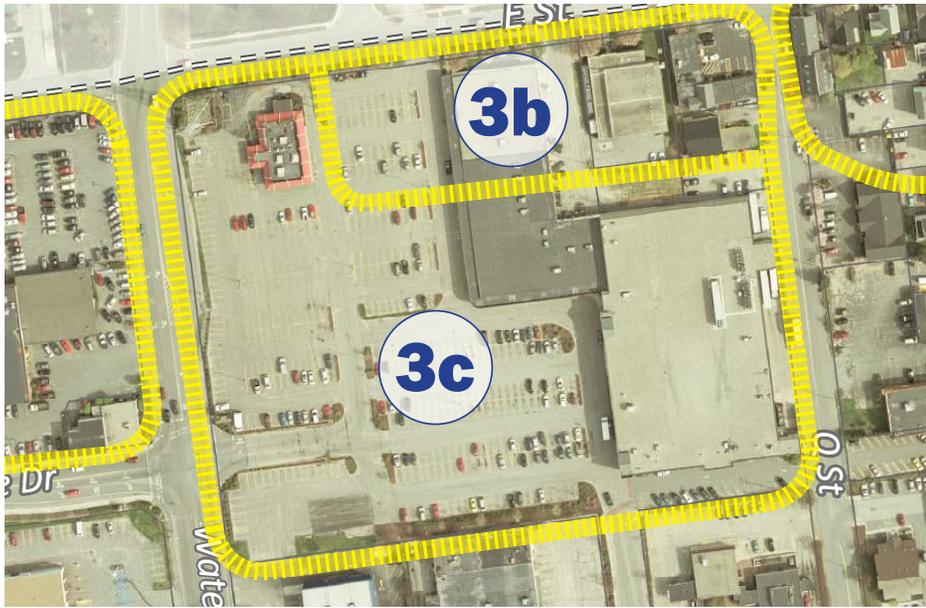
Focus Area 3c is occupied entirely by the Finard shopping center and contains one primary structure with two auto-oriented businesses leasing space at the western corners of the parcel—a McDonald's (Figure 42) and Bangor Savings Bank. The shopping center has experienced tenant turnover and vacancies over the years; given its strategic location there is an opportunity to redesign the commercial development in a denser, and more attractive style that would become the core attraction in Mill Creek and enhance the overall environment. The western edge of the parcel cannot be developed due to protective easements for overhead CMP transmission lines running the length of the parcel. Q Street is used primarily as an access lane for deliveries into the shopping center, which creates an uninviting streetscape for pedestrians.

Land Use Provisions

Focus Area 3c is located within the proposed Mill Creek Core district. Land use regulations in this area encourage mixed-use development in multi-story buildings that frame the street and create opportunities for a denser street network. Standards in the proposed district would allow buildings up to six stories in addition to floors for parking under the building. New buildings will be required to locate close to street (within 10 feet) and building fronts will be landscaped or designated as pedestrian areas. New commercial buildings will also be required to meet commercial design standards unless a project is approved as a planned development.

Redevelopment Illustration

The illustrations in Figure 46 and Figure 47 shows how redevelopment of the Finard shopping center parcel could occur if the primary property owner and abutting owners decided to coordinate development and access through the area. The illustration is only an example of how redeveloped could occur under the land use proposals included in the Master Plan.



The Finard shopping center provides no street framing and activity along Waterman Drive. Key corners on the property such as the entrance across from Erskine Drive are ideal locations for high density office or mixed-use development



Low-density commercial uses underutilize the potential for the area.



Limited pedestrian access is available on the property. Features and pedestrian infrastructure are needed



The market street entrance toward Shaw's is an example of an improved and welcoming gateway into the center



Functional uses for Shaw's have made Q street an unwelcoming alley way

Figure 44 – Focus area 3c in Mill Creek



Figure 45 – Finard shopping center parcel
(current conditions)

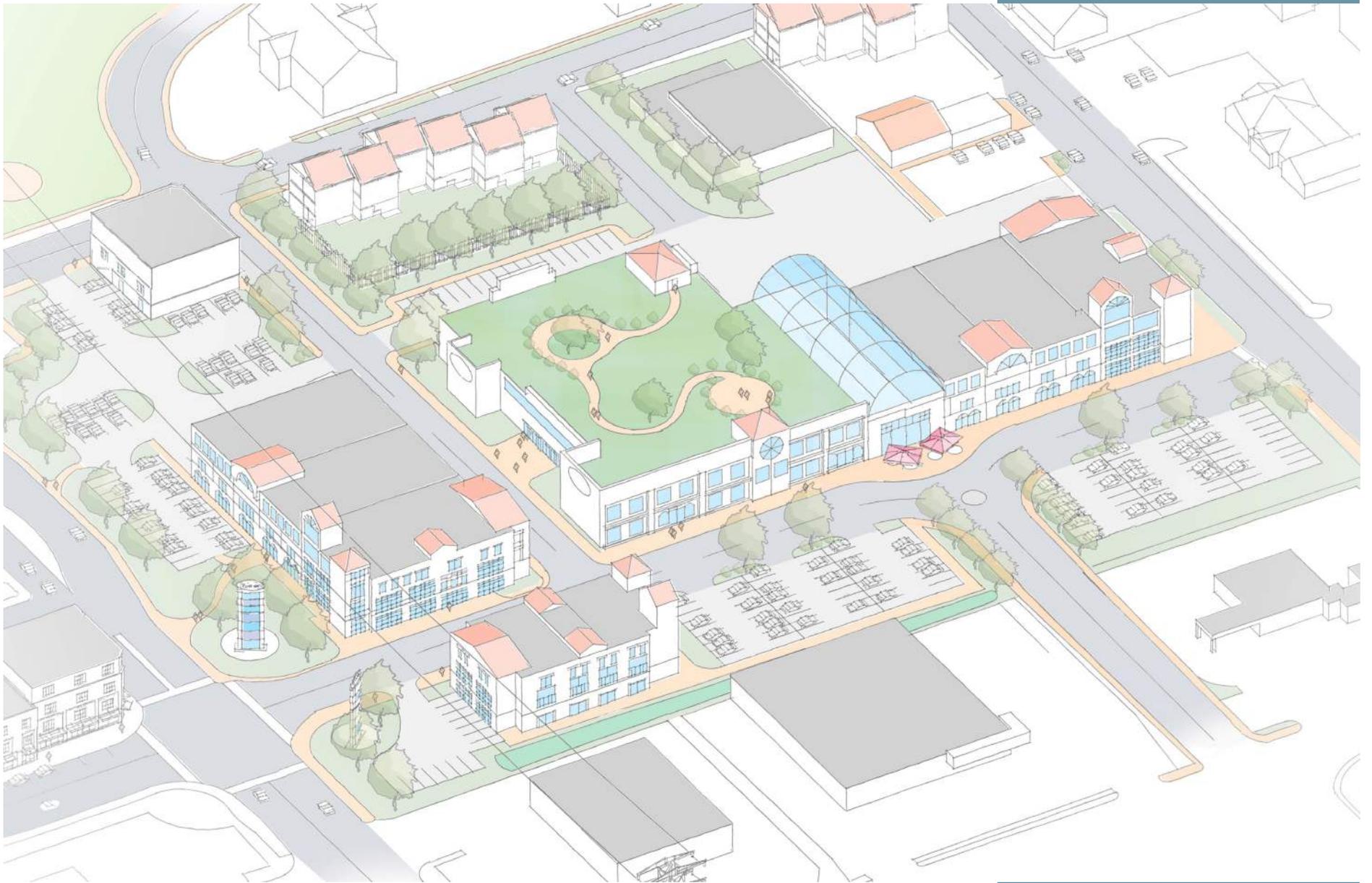


Figure 46 - Rendering of possible redevelopment of the Finard shopping center parcel - Alternative 1

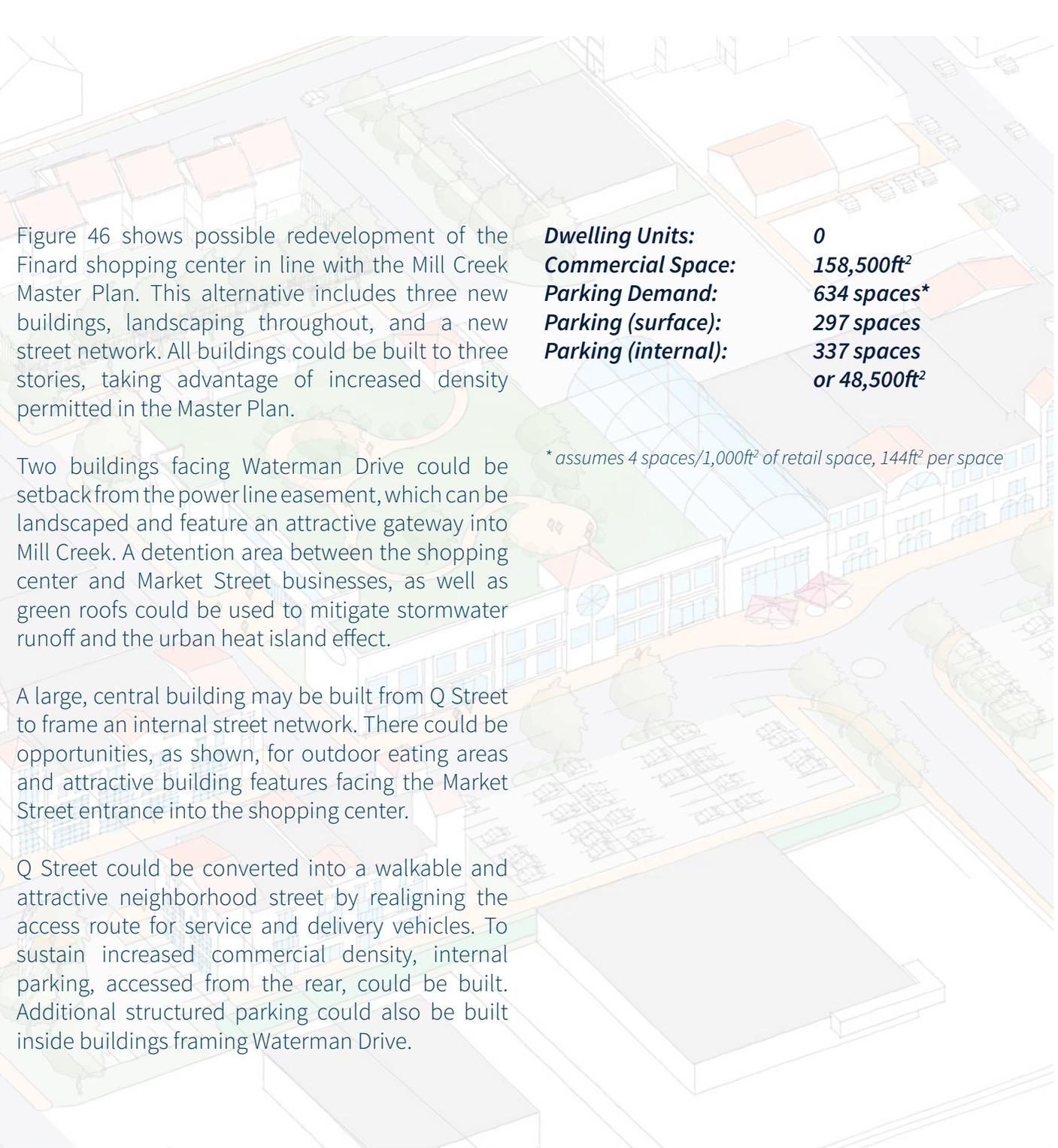
V^o *section*

Figure 46 shows possible redevelopment of the Finard shopping center in line with the Mill Creek Master Plan. This alternative includes three new buildings, landscaping throughout, and a new street network. All buildings could be built to three stories, taking advantage of increased density permitted in the Master Plan.

Two buildings facing Waterman Drive could be setback from the power line easement, which can be landscaped and feature an attractive gateway into Mill Creek. A detention area between the shopping center and Market Street businesses, as well as green roofs could be used to mitigate stormwater runoff and the urban heat island effect.

A large, central building may be built from Q Street to frame an internal street network. There could be opportunities, as shown, for outdoor eating areas and attractive building features facing the Market Street entrance into the shopping center.

Q Street could be converted into a walkable and attractive neighborhood street by realigning the access route for service and delivery vehicles. To sustain increased commercial density, internal parking, accessed from the rear, could be built. Additional structured parking could also be built inside buildings framing Waterman Drive.



Dwelling Units:	0
Commercial Space:	158,500ft²
Parking Demand:	634 spaces*
Parking (surface):	297 spaces
Parking (internal):	337 spaces or 48,500ft²

** assumes 4 spaces/1,000ft² of retail space, 144ft² per space*



Figure 47 - Rendering of possible redevelopment of the Finard shopping center parcel - Alternative 2

section

Figure 47 shows a denser, alternative redevelopment of the Finard shopping center. This version includes a taller, five-story structure and a more extensive internal street network. As with the previous rendering, extensive landscaping and pedestrian improvements could be installed to improve the pedestrian environment.

Enhancements to a second gateway into the shopping center from Market Street are also shown, with a possible new connection between Market Street and the primary, access lane to structured parking located within the large central building.

In this example, the large building could serve as a central parking garage, with retail businesses facing the street. More retail space could be made available in the other buildings shown if parking is consolidated in one building.



Dwelling Units:	0
Commercial Space:	197,500ft ²
Parking Demand:	790 spaces*
Parking (surface):	297 spaces
Parking (internal):	493 spaces or 71,000ft ²

* assumes 4 spaces/1,000ft² of retail space, 144ft² per space



Focus Area 3d: The Hinckley-Thomas Block

Existing Conditions

Focus Area 3d includes five distinct parcels with two financial institutions—both with drive-thru services and deep setbacks from the street (Figure 48 and Figure 49)—one single-family home, a duplex, and a social services center on Thomas Street. Sidewalks are available around the entire block but are of mixed quality. The block has immediate access to the Mill Creek transit hub and is located next to Mill Creek Park, making this area an ideal location for denser residential development.



Figure 48 – Financial institution facing Cottage Road



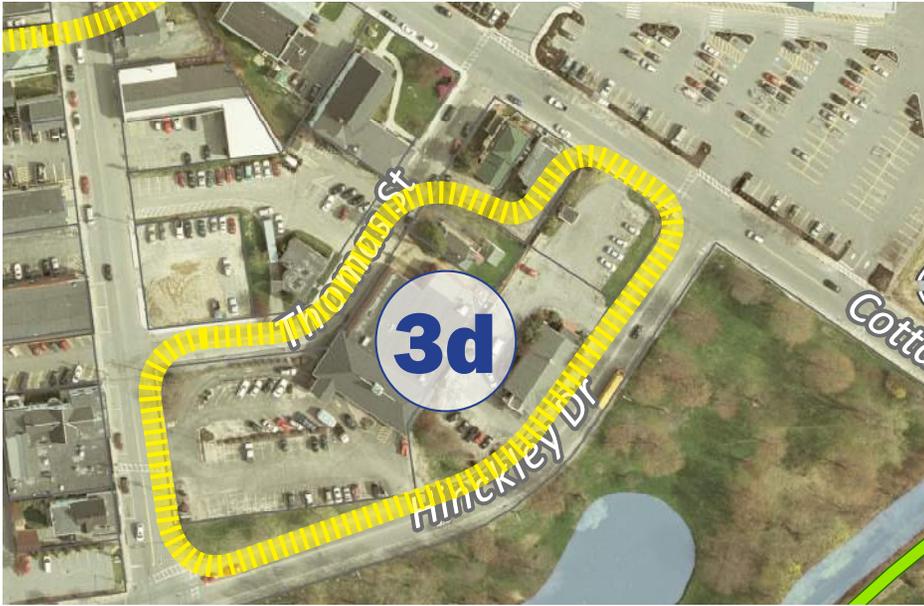
Figure 49 – Commercial development from Hinckley Drive

Land Use Provisions

Focus Area 3d is located within the proposed Mill Creek Core district. Land use regulations in this area encourage mixed-use development in multi-story buildings that frame the street and create opportunities for a denser street network. Standards in the proposed district would allow buildings up to five stories in addition to floors for parking under the building. New buildings will be required to locate close to street (within 10 feet) and building fronts will be landscaped or designated as pedestrian areas. New commercial buildings will also be required to meet commercial design standards unless a project is approved as a planned development.

Redevelopment Illustration

The illustration in Figure 52 shows how redevelopment of the Hinckley-Thomas block could occur if the property owner(s) decide to improve the area. The illustration is only an example of redevelopment under the land use proposals included in the Master Plan.



Deep setbacks make for poor use of the Hinckley-Cottage corner, directly across from the Hannaford's anchor store



Auto-oriented uses like this drive-thru exiting onto a sidewalk reduce pedestrian accessibility and safety



This view from the Ocean Street shows poor street framing on a lot abutting Mill Creek Park



The Town and Country lot is an ideal location for a dense residential and retail use across from the park



Buildings do not frame the street, as shown here along Thomas Street. Better sidewalk delineation is needed



The small residential structure surrounded by commercial activities adds diversity but can be much higher density

Figure 50 - Focus area 3d in Mill Creek



Figure 51 - Hinckley-Thomas Block
(current conditions)



Figure 52 - Rendering of possible redevelopment of the Hinckley-Thomas block



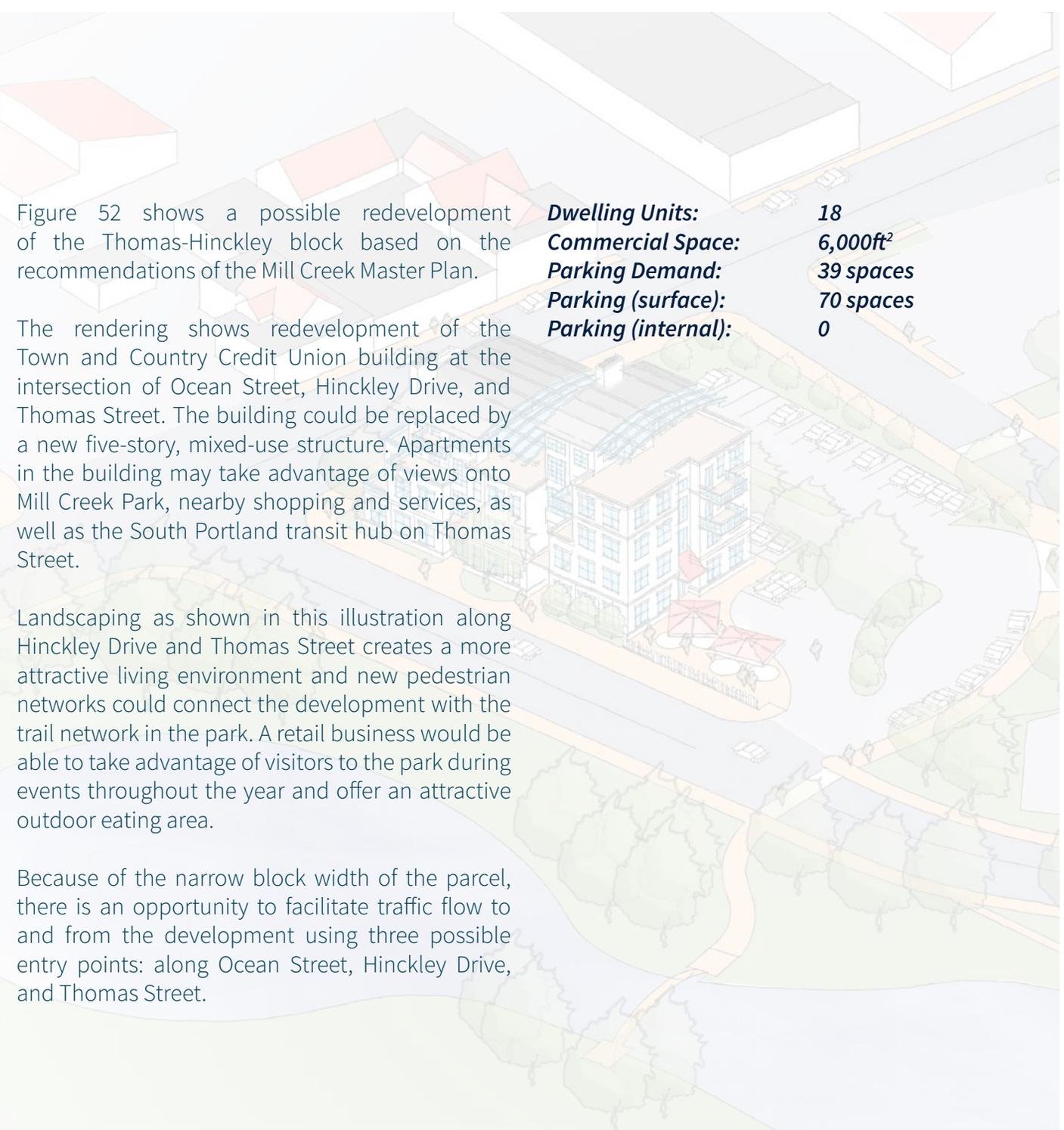
section

Figure 52 shows a possible redevelopment of the Thomas-Hinckley block based on the recommendations of the Mill Creek Master Plan.

The rendering shows redevelopment of the Town and Country Credit Union building at the intersection of Ocean Street, Hinckley Drive, and Thomas Street. The building could be replaced by a new five-story, mixed-use structure. Apartments in the building may take advantage of views onto Mill Creek Park, nearby shopping and services, as well as the South Portland transit hub on Thomas Street.

Landscaping as shown in this illustration along Hinckley Drive and Thomas Street creates a more attractive living environment and new pedestrian networks could connect the development with the trail network in the park. A retail business would be able to take advantage of visitors to the park during events throughout the year and offer an attractive outdoor eating area.

Because of the narrow block width of the parcel, there is an opportunity to facilitate traffic flow to and from the development using three possible entry points: along Ocean Street, Hinckley Drive, and Thomas Street.



Dwelling Units:	18
Commercial Space:	6,000ft²
Parking Demand:	39 spaces
Parking (surface):	70 spaces
Parking (internal):	0



Focus Area 4: The Broadway-Cottage Corner

Existing Conditions

Focus Area 4 includes the Pratt Abbott dry cleaner lot at the corner of Broadway and Cottage Road. The current facility is an older, one-story industrial-style structure. It is oriented toward traffic moving eastbound on Broadway and thus poorly frames the street corner—a key entrance into Mill Creek. Opposite the Pratt-Abbott parcel on the north side of Broadway are two multi-story senior housing complexes that bring pedestrian and vehicular traffic to the area (Figure 53). Site contamination from the dry cleaning use has been the subject of Maine Department of Environmental Protection (MeDEP) enforcement actions in the past. Given the potential site contamination, working with the current and future property owners as well as MeDEP to ensure that the site does not pose a health hazard to any future occupants and neighbors is the highest priority. Any future residential use of the site will be dependent on appropriate remediation being undertaken.

Land Use Provisions

Focus Area 4 is located within the proposed Village Extension Area. The land use regulations in this area would essentially maintain the current Village Commercial (VC) zoning standards including design provisions similar to the design standards for village development while requiring taller buildings (a minimum of two usable stories with a maximum of up to three stories). New buildings would be required to be located close to the sidewalk and to have a pedestrian connection to the sidewalk. The standards would allow unlimited commercial unit density provided that the project can meet parking and other design requirements, and the environmental hazards have been remediated.

Redevelopment Illustration

The illustration in Figure 54 shows how redevelopment of the Broadway-Cottage corner could occur if property owner(s) decided to improve the properties in the area. The illustration is only an example of how redeveloped could occur under the land use proposals included in the Master Plan.



This corner is an attractive location for denser development. While traffic on Broadway and site contamination present major barriers to residential uses, a two or three-story retail and office building could create an attractive gateway.



Pratt-Abbott makes very limited use of the high visibility corner at Broadway and Cottage Road



Free right-turn traffic poses a major pedestrian safety risk at this intersection



Cottage Road looking north into Mill Creek. Gateway treatment set back from Broadway would be effective

Figure 53 – Focus area 4 in Mill Creek

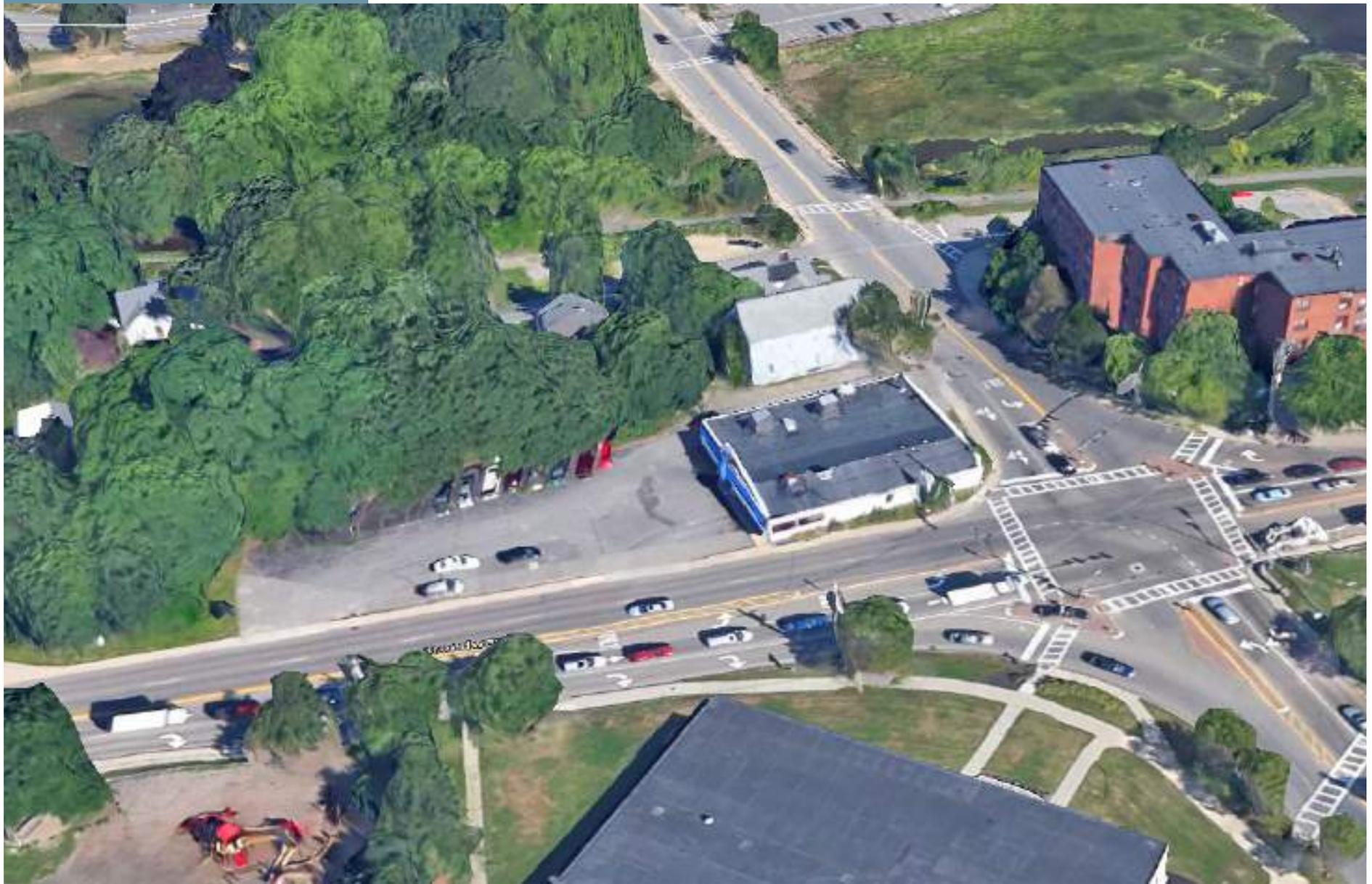


Figure 54 – The Broadway-Cottage corner
(current conditions)



Figure 55 - Rendering of possible redevelopment at the Broadway-Cottage corner



section

Figure 55 illustrates redevelopment of the Pratt Abbott parcel at Broadway and Cottage Road.

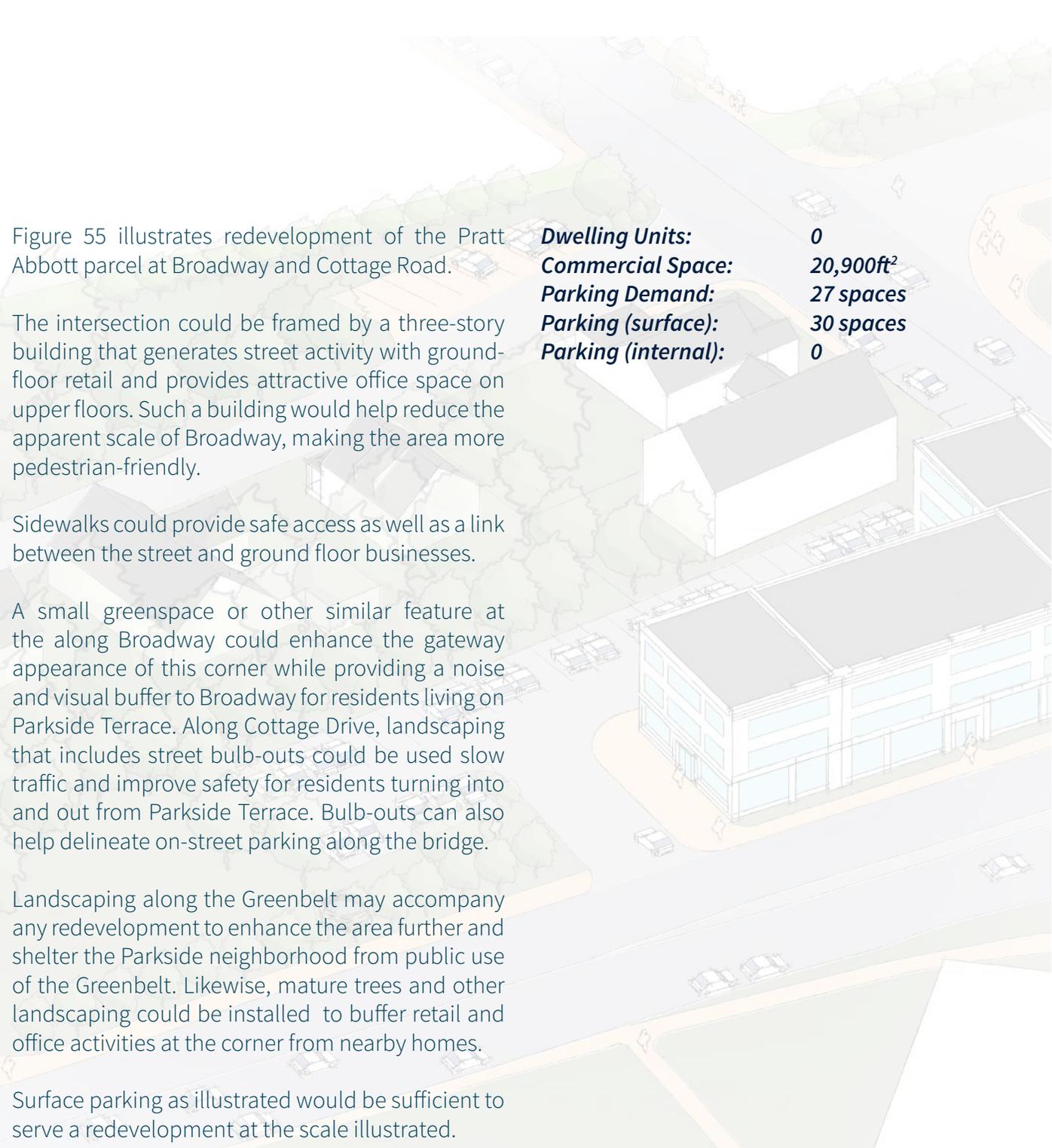
The intersection could be framed by a three-story building that generates street activity with ground-floor retail and provides attractive office space on upper floors. Such a building would help reduce the apparent scale of Broadway, making the area more pedestrian-friendly.

Sidewalks could provide safe access as well as a link between the street and ground floor businesses.

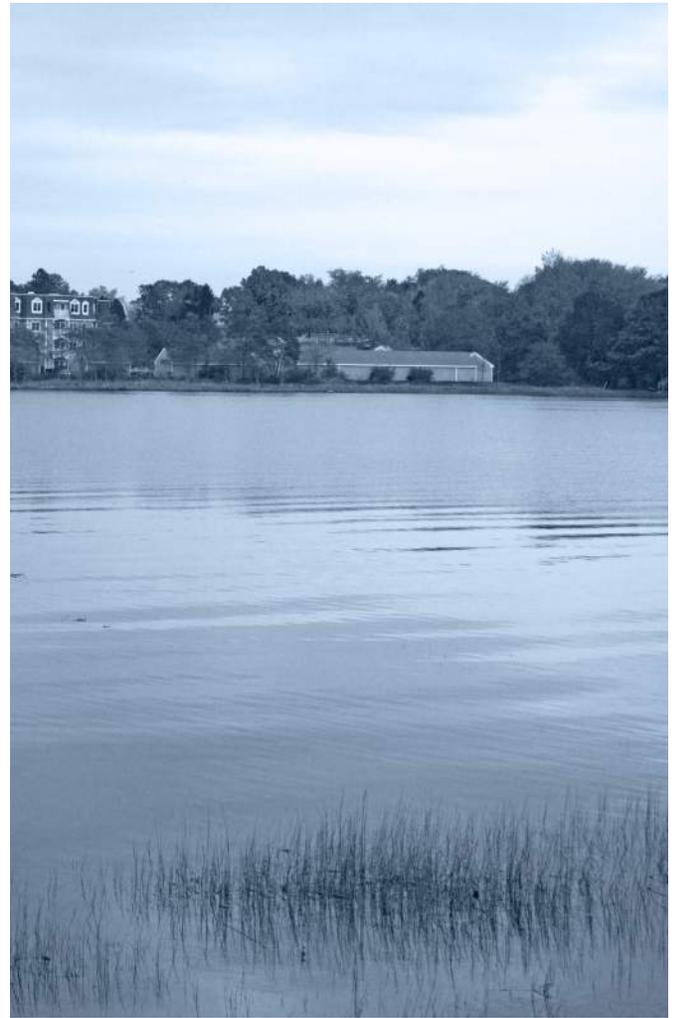
A small greenspace or other similar feature at the along Broadway could enhance the gateway appearance of this corner while providing a noise and visual buffer to Broadway for residents living on Parkside Terrace. Along Cottage Drive, landscaping that includes street bulb-outs could be used slow traffic and improve safety for residents turning into and out from Parkside Terrace. Bulb-outs can also help delineate on-street parking along the bridge.

Landscaping along the Greenbelt may accompany any redevelopment to enhance the area further and shelter the Parkside neighborhood from public use of the Greenbelt. Likewise, mature trees and other landscaping could be installed to buffer retail and office activities at the corner from nearby homes.

Surface parking as illustrated would be sufficient to serve a redevelopment at the scale illustrated.



Dwelling Units:	0
Commercial Space:	20,900ft²
Parking Demand:	27 spaces
Parking (surface):	30 spaces
Parking (internal):	0



VI

section

The Mill Creek Master Plan is intended to be a “strategic plan” that recognizes that what happens in Mill Creek will be determined primarily by private property owners. The role of the City in this process is threefold:

1. To guide private development activities through land use regulations that encourage innovative redevelopment that advances the vision and objectives of the Master Plan
2. To invest in infrastructure improvements that enhance the desirability of the Mill Creek neighborhood
3. To collaborate with developers and enable private investors to produce quality projects that bring the vision for Mill Creek to life.

For the Master Plan to be successful the City will need to undertake a coordinated, ongoing set of activities that is responsive to, and works in concert with, private redevelopment in Mill Creek. The following section outlines near-term priorities for the implementation of the Master Plan. These priorities do not include working with a property owner or developer on the improvement or redevelopment of a specific Mill Creek property. If such an opportunity presents itself, this should become a priority for the City.

VI. Implementation Strategy

Outreach

A key priority for the City is to “sell” the Master Plan to the development community. This should involve assuring that Mill Creek property owners, local and regional developers, commercial real estate professionals, and the other professionals that provide support for developers are aware of the City’s vision for Mill Creek, the new land use regulations, and the availability of municipal assistance through the Downtown TIF and other resources. To this end, the staff should develop a summary of the Plan and related information for use as part of an attractive promotional package.

Zoning Revisions

A key step in the implementation of the Master Plan is the adoption of related changes in the City’s land use and zoning regulations, including creating the new zoning districts, relevant new standards, and revised parking requirements.

Branding

The Plan proposes developing a branding program for Mill Creek and supporting the efforts of the Waterfront Market to promote Mill Creek and Knightville. As part of the rollout of the Master Plan, the City should undertake a companion effort to develop a new image and brand for Mill Creek.

Downtown TIF Funds

The establishment of the Downtown TIF several years ago has created a potential source of revenue to help implement the Master Plan recommendations, and to support private developers in redevelopment projects. While the TIF currently generates a limited cash flow, continued investment in Mill Creek could make significant resources available. It will be critical for the City to use these funds strategically to maximize the potential for investment in the neighborhood. The City Manager and City Council should develop a set of priorities to guide the use of TIF proceeds. The following are possible priorities for the use of these funds:

- » The provision of infrastructure in conjunction with a private redevelopment proposal that allows the developer to include “public benefit” improvements such as internal street connections, pedestrian facilities, public gathering places, or common parking facilities.
- » Improvements to the visual environment such as the creation of gateways; improvements to Waterman Drive, Erskine Drive, and the bridge approach; and investments in green infrastructure.
- » Improvements to the pedestrian network both within Mill Creek and across Broadway.

Pedestrian Access

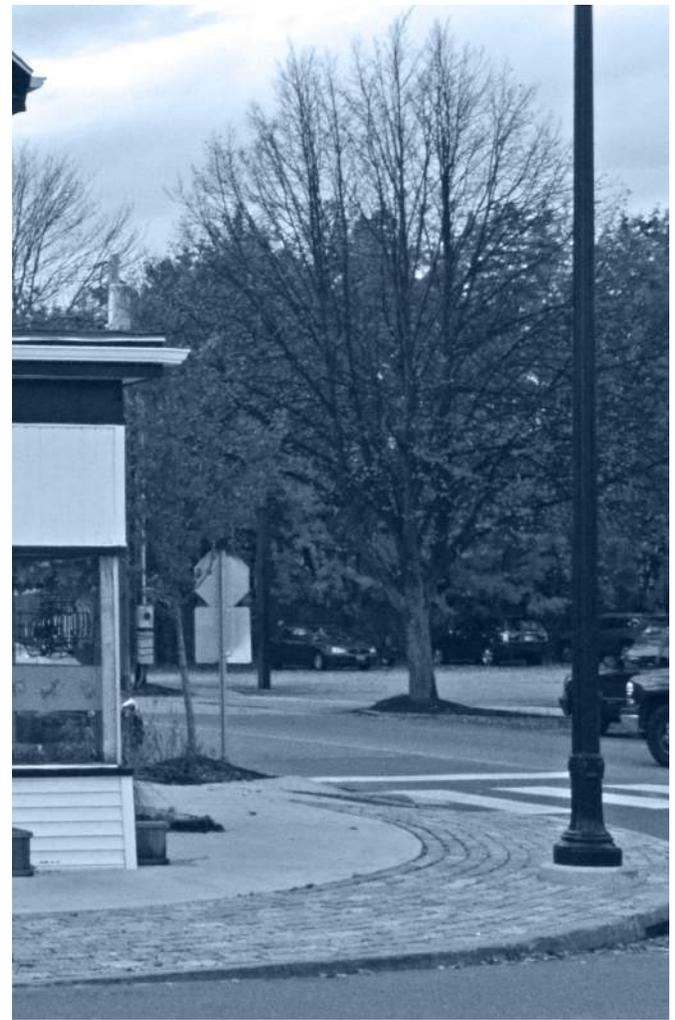
Investments in improving pedestrian access to and from Mill Creek are high priority. This includes improvements at the Broadway-Cottage and Broadway-Ocean intersections to remove free right-turning lanes and improve the ability of pedestrians to safely cross the street, as well as constructing a possible pedestrian/bicycle bridge at the Broadway-Waterman-Casco Bay Bridge intersection.

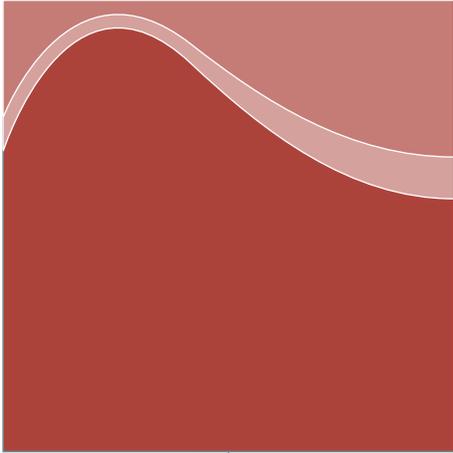
Image

Investments in improving the image and visual environment in Mill Creek are also a high priority. This includes the creation of distinctive gateways at the Cottage, Ocean and Waterman intersections with Broadway and the revitalization of Erskine Drive. It should also include actions to build a landscaped buffer along the Casco Bay Bridge approach, looking on the rear of businesses along Waterman Drive.

Green Infrastructure

While it could be considered part of the effort to improve the image of Mill Creek, improvements that make Mill Creek greener are a high priority for short term implementation. This includes developing a program to plant flowers throughout the neighborhood as well as establishing a tree planting program. This effort can include working with the Maine Department of Transportation to develop and implement a plan for re-landscaping the Casco Bay Bridge approach into Mill Creek.





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appendix

Appendix A. Existing Conditions

The following section provides an overview of the existing conditions in Mill Creek to identify assets and opportunities in the area as well as areas where improvements and investment is needed to address needs and concerns. The background data summarized below provides a basis for the recommendations listed in the Master Plan for Mill Creek.

Existing conditions were analyzed using a variety of resources. South Portland staff provided mapping data that was incorporated into various maps illustrating existing utilities infrastructure, land use patterns, transportation networks, zoning and other land use regulations, and environmental conditions and other features that might influence development in Mill Creek. Included in the municipal datasets is updated parcel data collected by the City Assessor. Maine Department of Transportation data was used to map traffic patterns in and around Mill Creek, and Maine Office of GIS datasets provide geographic information on additional infrastructure as well as orthographic imagery of the area. Finally, U.S. Census, American Community Survey estimates were used to map population patterns in the area surrounding Mill Creek.

Site overview

As a primary gateway into South Portland from Portland, and a bridge between Portland and communities further to the south, Mill Creek sits in a strategic location. The study area is bordered on the north by E Street, to the south by Broadway between the Casco Bay Bridge and N. Richland Street, and the ocean to the east and west sides (Figure 56).

Map 2 illustrates population density by census block group in 2012 in Mill Creek and surrounding areas. Mill Creek has a small residential population, highlighting the fact that commercial functions define the neighborhood. Businesses in Mill Creek benefit from high traffic volume along the primary arteries that pass through the study area: Broadway to the south, Casco Bay Bridge to the west; Ocean Street, Cottage Road and Waterman Drive running through the heart of Mill Creek.

Transportation infrastructure, including the Casco Bay Bridge, and its location have both benefited and created challenges in Mill Creek. Land uses are dominated by auto-oriented activities, and where commercial activities abut office, residential, and mixed-use areas, there is poor coordination between these uses.



Figure 56 – Mill Creek study area

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Land Use

Mill Creek is a community retail and commercial services center operating in the Greater Portland regional market. This function has largely shaped land use and activities in the area as shown in Map 3. Commercial operations, roughly covering 90% of developed land in Mill Creek (Table 2), can be grouped into three types: commercial offices, auto-oriented commercial activities, and other commercial activities (mainly represented by the Shaw’s and Hannaford grocery stores and the Mill Creek Shopping Center). Auto-oriented commercial activities are those providing automotive parts, sales, and services; or businesses whose primary retail function is to serve vehicular traffic (drive-thru operations and fast-food retailers mainly). While Shaw’s, Hannaford and the Mill Creek Shopping Center are not listed as auto-oriented businesses, these retailers generate considerable parking demand; large portions of land in Mill Creek have been dedicated to surface parking for customers of these retail businesses.

Table 2 - Current land use in Mill Creek

Type of Use	Land Area (%)
Auto-Oriented	31%
Residential	5%
Offices	15%
Mixed-Use (Residential & Non-Residential)	3%
Commercial (Retail/Services)	46%



Figure 57 - Commercial offices in Mill Creek



Figure 58 - Auto-oriented commercial uses



Figure 59 - Other commercial uses

The auto-oriented landscape is also evident in street patterns, block forms, and street widths. Map 4 shows the existing street grid, highlighting large rights-of-way and long, unbroken blocks in the most auto-oriented section of Mill Creek along Waterman Drive. In comparison, denser and more diversified blocks can be seen between Cottage Road and Ocean Street. This area has a tighter street grid, smaller blocks, and is more amenable to pedestrians. Knightville to the north and attractive residential neighborhoods south of Mill Creek between Cottage and Anthoine Street are indicative of pedestrian-oriented patterns of development, with smaller blocks and narrower rights-of-way.

Residential land use exists in two small enclaves: a cluster of homes on Parkside Terrace near the Cottage-Broadway intersection, and a second group of homes along E Street on either side of the Mill Creek roundabout. In addition, two large senior-housing complexes exist at the Broadway and Cottage Street intersection. The highest diversity of land use can be found along and within an area roughly bounded by Cottage Road, Ocean Street and Hinckley Drive, where restaurants, mixed-use buildings, and public offices can be found on relatively small lots. The triangular area bounded by Cottage, Ocean, and Thomas Street contains a collection of public offices occupied by the United States Postal Service, South Portland City Hall, two public parking lots, and a small pocket park fronting on the roundabout.



Figure 60 - Home in the Parkside Terr. neighborhood



Figure 61 - E Street homes



Figure 62 - South Portland City Hall

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appendix

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Parks, Recreational Areas, and Open Space

Mill Creek has three major environmental and recreational amenities to attract visitors and tenants in the future. Ocean views (Figure 63) and water access (Figure 64) are available on the eastern border of the study area looking out to Casco Bay, although improvements are needed to encourage greater use to these amenities. A trail and elevated walkway behind the Hannaford building provides access to the water but the walkway has not been well maintained.

Mill Creek Park (Figure 65) provides year-round recreational opportunities, including summer concerts, winter ice skating, and special events such as Art-in-the-Park. The South Portland Greenbelt (Figure 66) intersects with the park. The greenbelt is a heavily-used active transportation network connecting visitors and residents in Mill Creek and Knightville to the rest of South Portland and neighboring communities. Access to and use of the Mill Creek portion of the Greenbelt is hindered by high-volume traffic at the Broadway-Waterman intersection. Modifications to the intersection that separate traffic as well as updated and more visible directional signage are needed to improve this recreational amenity.



Figure 63 - Ocean views behind Hannaford



Figure 64 - Oceanside path behind Hannaford

The Daniel F. Mahoney Middle School, Frank I. Brown Elementary School, the South Portland Public Library are located along Broadway bordering the Mill Creek study area. These institutions provide additional recreational opportunities with two sports fields and other open space areas. Broadway separates Mill Creek from these recreational areas (Figure 67), raising the need for pedestrian and buffering improvements to improve safe access across Broadway for pedestrians and other non-motorized traffic.



Figure 65 - Mill Creek Park



Figure 66 - South Portland Greenbelt



Figure 67 - Broadway near Ocean Street

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South Portland Mill Creek Master Plan Existing Conditions: Census Block Populations

Date: 11/4/2014

Legend

-  Mill Creek Master Plan Boundary
-  South Portland Greenbelt Trail
-  Buildings (as of 2012)
-  Mill Creek Parcels

Census Block Population (2010)

-  0 - 8
-  9 - 22
-  23 - 39
-  40 - 65
-  66 - 97
-  98 - 134
-  135 - 213
-  214 - 323
-  324 - 437
-  438 - 767

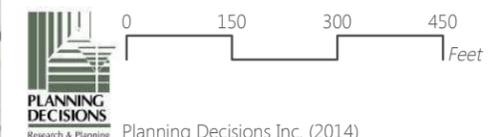


South Portland Mill Creek Master Plan Existing Conditions: Land Use

Date: 5/14/2015

Legend

-  Mill Creek Master Plan Boundary
 -  South Portland Greenbelt Trail
 -  Buildings (as of 2012)
 -  Mill Creek Parcels
-
- ### Land Use Description
-  Mobile Home
 -  Single Family
 -  Two-Family
 -  Apts 2-4 Units
 -  Auto-Oriented Comm./Services/Retail
 -  Auto-Oriented Comm./Services/Retail (Leased)
 -  Other Comm./Services/Retail
 -  Commercial Office
 -  Mixed-Use
 -  Federal Govt
 -  State Govt
 -  Municipal Govt
 -  Non-Profit Organization
 -  Undeveloped Land
 -  Open Space
 -  Utility



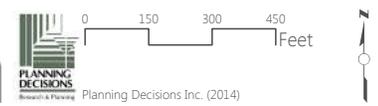
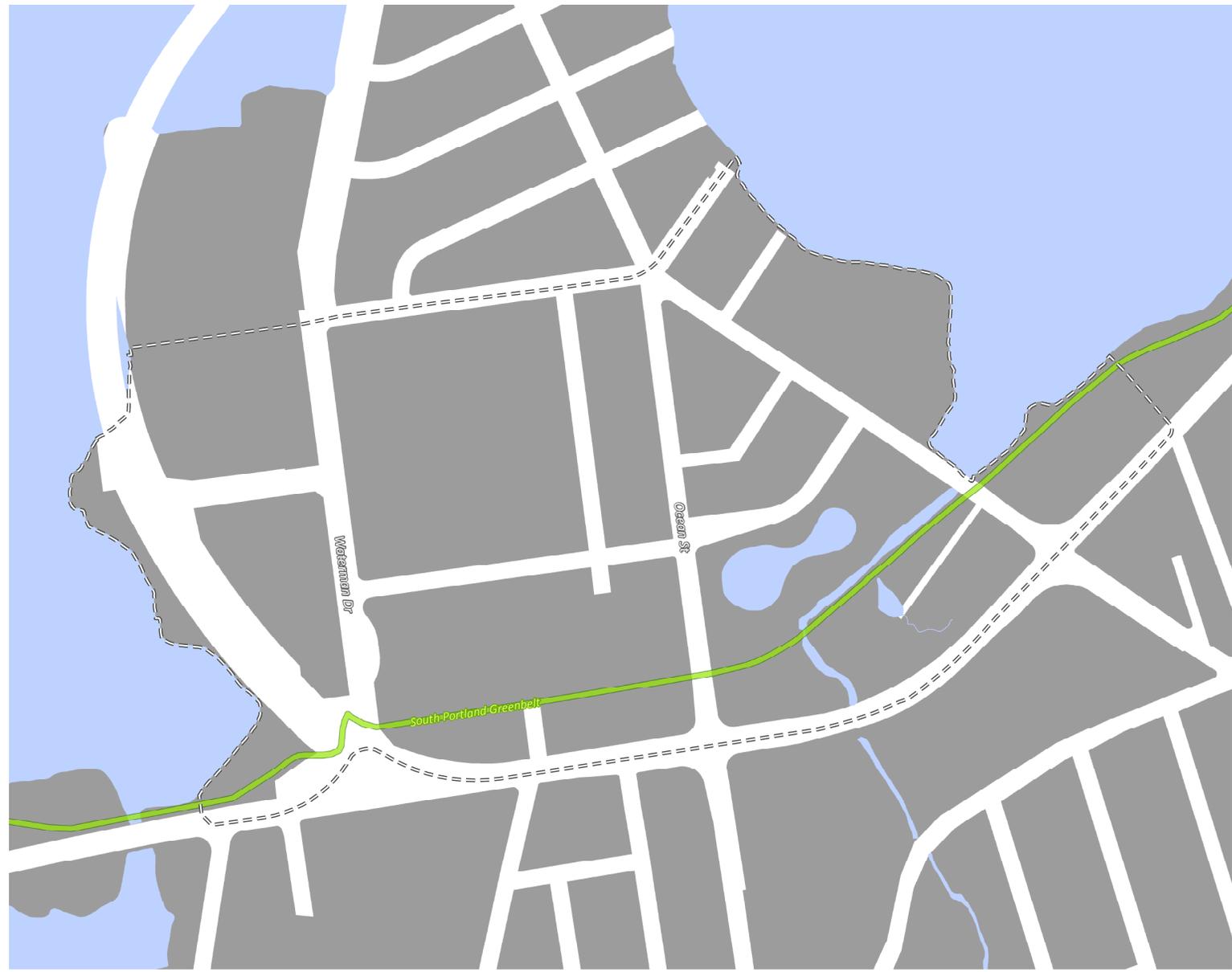
Map 3 – Mill Creek Land Use. Source: City of South Portland, confirmed by Planning Decisions, Inc. site visits

South Portland Mill Creek Master Plan Existing Conditions: Streets & Blocks Patterns

Date: 5/14/2015

Legend

-  Mill Creek Master Plan Boundary
-  South Portland Greenbelt Trail
-  Parcels
-  Road Surfaces



Traffic Volume

High traffic volume around and through Mill Creek has been critical to the commercial success of the area. The Broadway corridor sees an average of approximately 33,000 vehicles daily, mainly fed by neighborhoods east and south of Mill Creek (e.g. Willard Square), and South Portland's neighboring communities. Erskine Drive and Cottage Street are the busiest internal streets with nearly 9,000 vehicle trips per day, followed by Ocean Street and Waterman Drive with nearly 6,000 vehicles per day south of Market Street (Map 5).

The traffic volume has been important to auto-oriented businesses, but managing vehicular flows has resulted in wide streets with fast-moving traffic, which has created a barrier to non-motorized entry into Mill Creek. This is particularly true at the intersections of Broadway with Waterman Drive, Ocean Street, and Cottage Road. Free right-turn lanes (Figure 68) at these intersections and paved median islands have resulted in wide intersections that are intimidating for pedestrians and cyclists. The intersections are located at key entry points into Mill Creek; their scale and the volume of hardscape (paved, unattractive surfaces) make it difficult to create an attractive entry into Mill Creek that welcomes visitors and residents.



Figure 68 - Free-right turn on Broadway and Cottage Rd

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Parking

As a commercial destination, parking and traffic management is of primary concern in Mill Creek. Along with large privately-owned surface parking lots serving area businesses, the City also allows on-street parking throughout Mill Creek (Figure 69). As a general rule, on-street parking is permitted on all streets except for buffer zones near intersections and where the on-street parking regulations prohibit parking—usually along busy corridors, such as Waterman Drive and Market Street in Mill Creek (Map 6).

Beyond private and on-street parking, Mill Creek also has two public parking lots located between Cottage Road and Ocean Street south of the roundabout (Figure 70), and on the City Hall parcel at the intersection of Thomas and Ocean Streets, abutting a transit hub (Figure 71). Increasing land use density in Mill Creek must be balanced against the need for parking and the area’s continued function as a community commercial destination.

Public Transportation

One of the major assets in Mill Creek is a newly-built bus transit hub at the intersection of Ocean and Thomas Streets (Figure 71). Three South Portland bus routes connect through the station. Buses leaving from the Mill Creek hub can connect travelers to downtown Portland in 10 minutes on one of 14 daily trips scheduled to accommodate commuter and other travelers Monday through Friday. Saturday

service is also available, with 7 buses leaving Mill Creek throughout the day between downtown Portland and Maine Mall. Travelers can reach the mall from Mill Creek in approximately 30 minutes. These transit opportunities are an excellent amenity for future residential development in the area.



Figure 69 - On-street parking in Mill Creek



Figure 70 - Public parking at the roundabout

Pedestrian and Cycling Networks

Pedestrian infrastructure, mainly sidewalks and the South Portland Greenbelt, can be found throughout Mill Creek but there are under-served location and others barriers exist in the study area that hinder increased pedestrian and cycling traffic. Q Street lacks sidewalks altogether (Figure 72), reflecting its primary role as a service lane for the Finard shopping center and storage alleyway for businesses whose storefronts face Ocean Street.

The south side of Market Street lacks sidewalks and the paved pedestrian walkway on the north side of the street is poorly designed (Figure 73). Utility poles and rapidly changing grades make the Market Street pedestrian route very inaccessible. Large blocks with heavily trafficked streets on the western half of Mill Creek create an undesirable and inconvenient pedestrian network that is highly unattractive.



Figure 71 - Mill Creek transit hub and public parking lot



Figure 72 - Q Street currently functions primarily as an alleyway with limited pedestrian infrastructure



Figure 73 - Obstacles on the Market Street sidewalk

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Among the most significant issues for pedestrian mobility is the general lack of sidewalks to storefronts (Figure 74). Very few businesses provide a marked, visible path between public sidewalks and entryways to buildings. Businesses with very small setbacks from the street, the Finard shopping center, the Mill Creek Shopping Center and the newly-constructed Bath Savings building at the corner of Ocean and Broadway are exceptions (Figure 75).



Figure 74 - Marked or separated pedestrian access paths to storefronts is lacking throughout Mill Creek



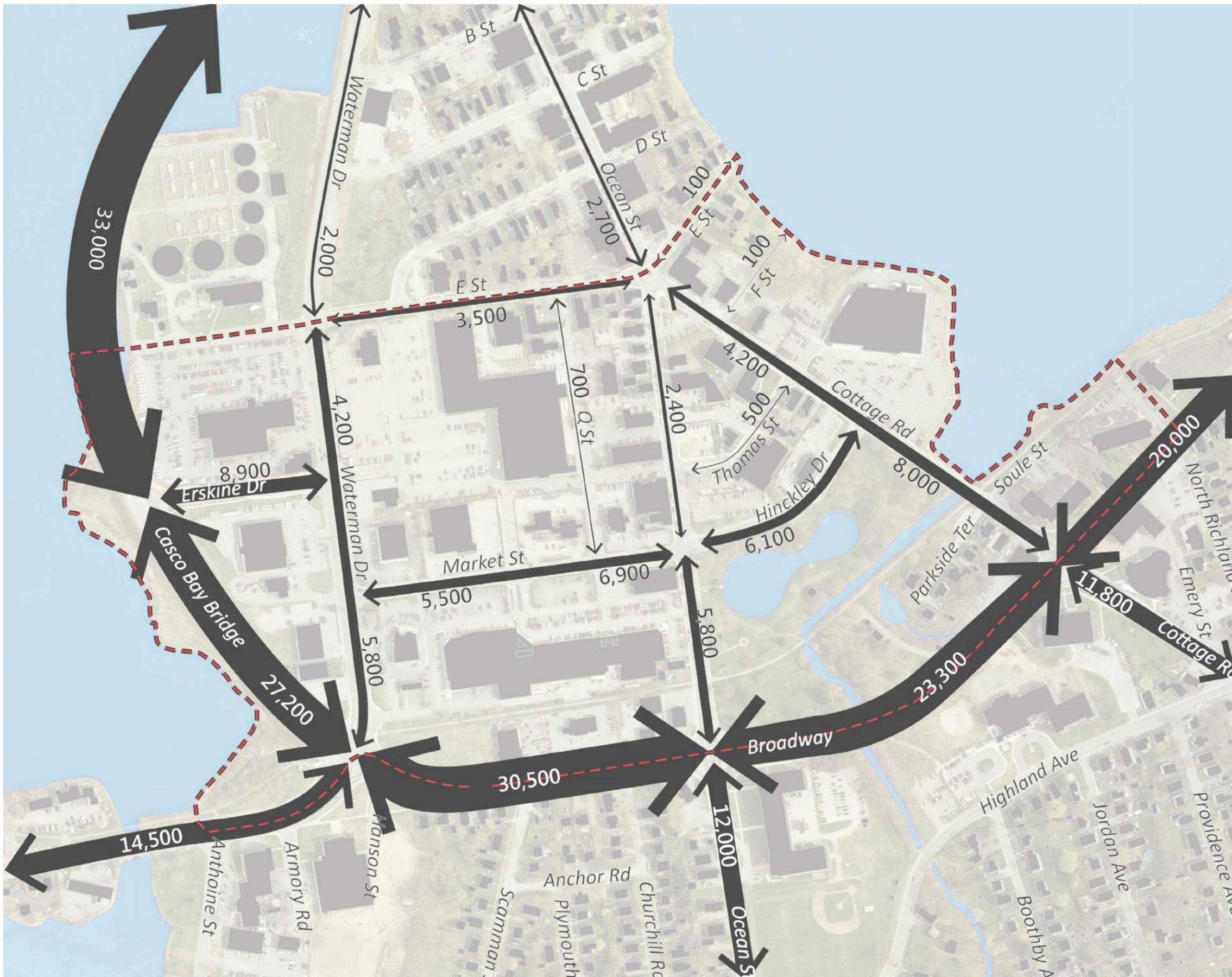
Figure 75 - New buildings, such as the one built by Bath Saving Institution at Broadway and Ocean Street shows improvements to enhance pedestrian access to buildings

South Portland Mill Creek Master Plan Existing Conditions Traffic Volumes (2014)

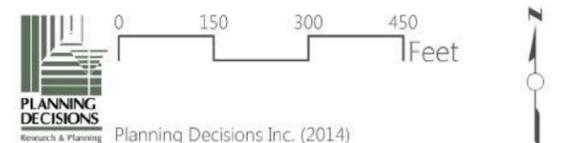
Date: 11/17/2014

Legend

-  Mill Creek Master Plan Boundary
-  Buildings (as of 2012)
-  Traffic Volume*



* Note: Directional arrows are weighted to reflect traffic volume relative to other Mill Creek streets. Source: Maine Office of GIS Catalog. (10/28/2014). *MEDOT PUBRDS*. Retrieved from www.maine.gov/megis/catalog/



Map 5 - Mill Creek area traffic volume. Source: City of South Portland, Maine Department of Transportation (2014) and Maine Office of GIS (2013)

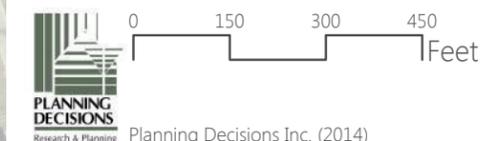
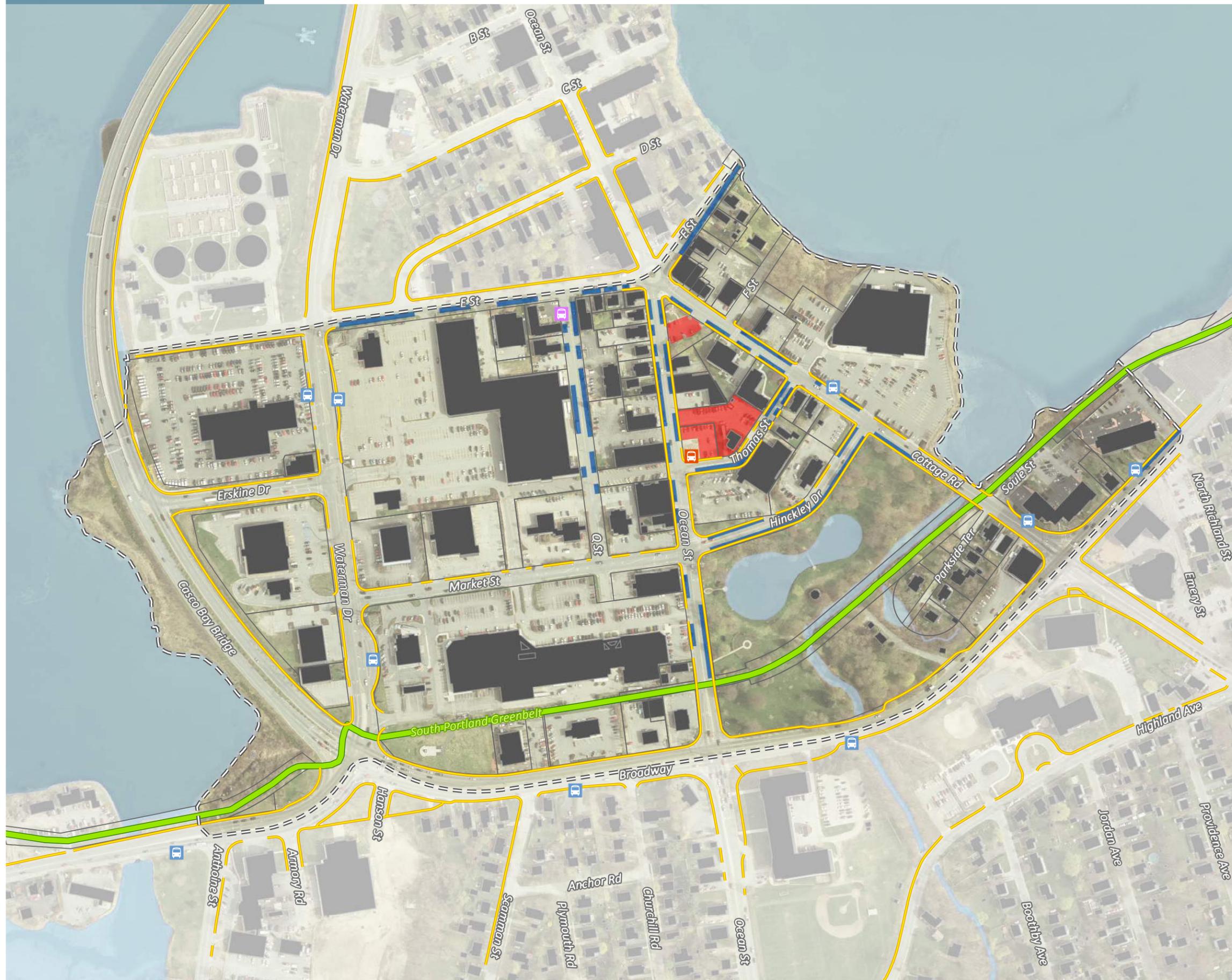
South Portland Mill Creek Master Plan

Existing Conditions: Transportation Infrastructure

Date: 5/14/2015

Legend

-  Mill Creek Master Plan Boundary
-  South Portland Greenbelt Trail
-  Buildings (as of 2012)
-  Mill Creek Parcels
-  Bus Terminal
-  Bus Stop
-  School Bus Pick-Up Location
-  Sidewalks
-  On-Street Parking
-  Municipal Parking Lot



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Research & Planning
Planning Decisions Inc. (2014)

Map 6 – Mill Creek Transportation Infrastructure. Source: City of South Portland, confirmed by Planning Decisions, Inc. site visits

Utilities

Mill Creek is well serviced by public utilities. All lots are connected to both public water and sewer infrastructure, which enables higher density and a more urban-oriented development pattern. The primary infrastructural hindrances to development in Mill Creek are overhead transmission lines owned by Central Maine Power that traverse the east side of Waterman Drive (Map 7). Construction near and under the electrical cables and towers is prohibited.

Zoning

Current zoning regulations in Mill Creek reflect the prevailing pattern of development. Five zoning districts (Map 8) apply in the area:

- Residential District A (RA): covers the detached housing along Parkside Terrace and Mill Creek Park. The district promotes low to medium density residential development.
- Residential District G (RG): covers the senior housing complex at the eastern edge of the Mill Creek study area. This zone promotes high density residential development.
- Village Residential (VR): covers areas outside of the Mill Creek boundary mainly, but is applied to several waterfront lots between E and F Streets. The VR district promotes higher density, village-like residential development located near commercial and mixed-use activities.

- Village Commercial (VC): covers the northern portion of Q Street, and E Street, and Cottage Road and Ocean Street near the Mill Creek roundabout. The VC zone promotes higher density, village-like, mixed residential and business development. Design standards to promote development of a village character, as outlined in the Design Standards for Village Downtowns, cover much of this area.
- Limited Business (LB): covers the remainder (and majority) of Mill Creek. LB regulations seek to promote local retail convenience outlets that serve the daily needs of the residents of the immediate neighborhood.

In addition, a portion of Mill Creek is regulated by the Design Standards for Village Downtowns, which stem from Ocean Street in Knightville along Cottage Road and Ocean Street near the Mill Creek roundabout. The standards were adopted to provide increased design standards for development and to promote mixed-use activities along Ocean Street and Cottage Road in Mill Creek and Knightville.

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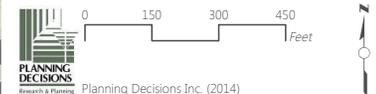
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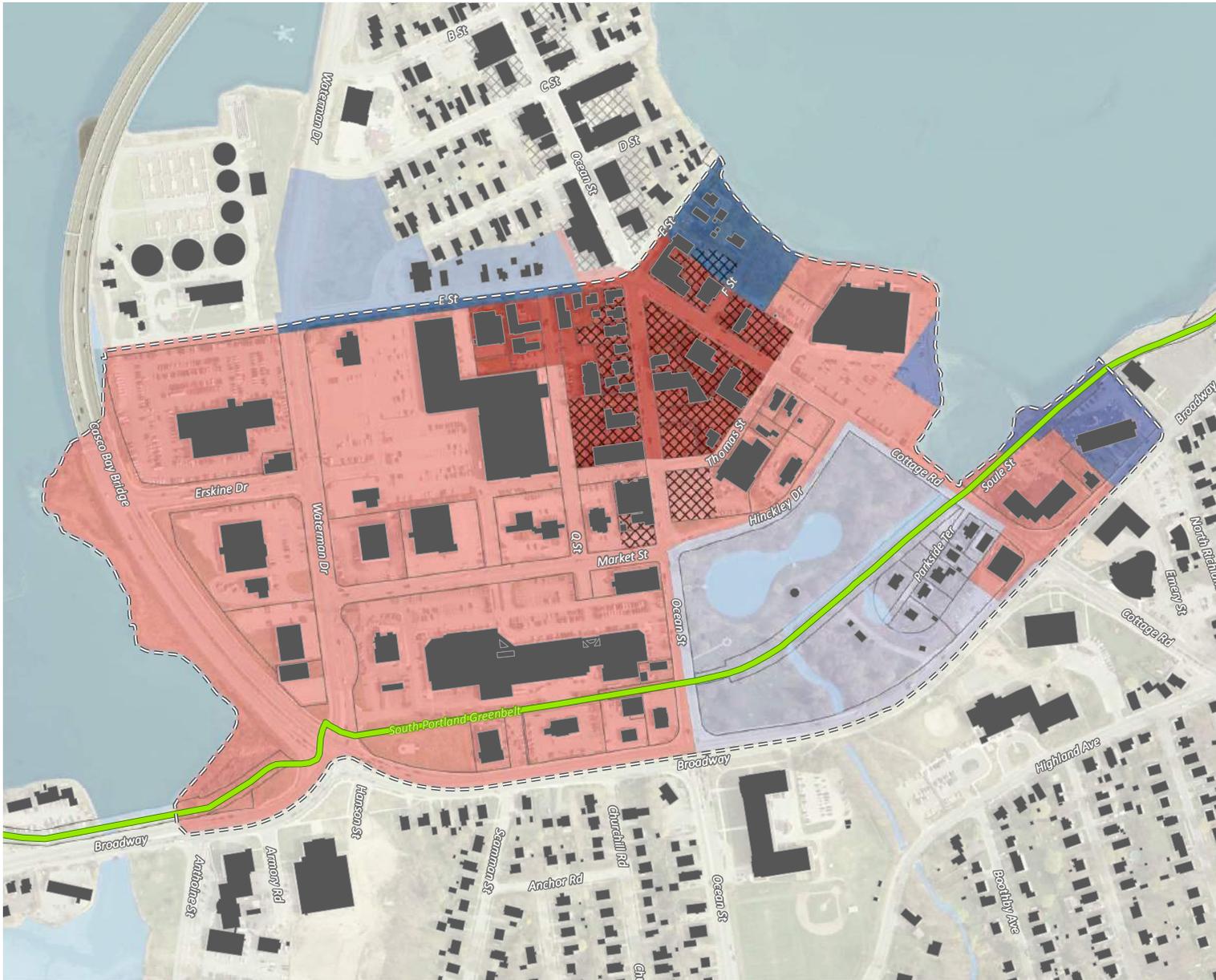
South Portland Mill Creek Master Plan Existing Conditions: Utilities Infrastructure

Date: 5/14/2015

Legend

-  Mill Creek Master Plan Boundary
-  South Portland Greenbelt Trail
-  Buildings (as of 2012)
-  Mill Creek Parcels
-  Sewer Pipes
-  Water Mains
-  Hydrants
-  CMP Transmission





South Portland Mill Creek Master Plan Existing Conditions: Zoning

Date: 5/14/2015

Legend

- Mill Creek Master Plan Boundary
- South Portland Greenbelt Trail
- Buildings (as of 2012)
- Mill Creek Parcels

Zoning District

- Residential District A
- Residential District G
- Village Residential VR
- Village Commercial VC
- Limited Business LB
- Knightville Design District



0 150 300 450 Feet

PLANNING DECISIONS
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Map 8 – Mill Creek Zoning Districts.
Source: City of South Portland

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appendix

Appendix B. Examples of Mixed-Use Redevelopment

Throughout the country many communities are facing questions about the redevelopment of auto-centric retail areas like Mill Creek. Increasingly, these sites are being converted into pedestrian friendly, mixed-use developments emulating downtown or village areas. Public spaces, landscaping, and increased activity on the street are common features in many redevelopment proposals. Shifting retail preferences among Generation Y and Baby Boomer consumers indicate a preference for richer shopping experiences, enhanced by areas that feature pedestrian amenities, a mix of activities, and an array of shopping, leisure and entertainment opportunities within walking distance.

Two projects—one in Massachusetts and another in Fairfax County Virginia, serve as examples of mixed-use redevelopment strategies for mid-century auto-oriented shopping centers. These projects illustrate trends in retail development, highlight design standards used to create attractive environments, and make note of zoning and other land use provisions relevant to the projects.

30 Haven: Reading, MA

30 Haven is a mixed-use, mixed-income project built on a former 1950s-era retail complex with an anchor grocery store and a small number of additional retail uses. The project is within walking distance of a commuter rail station. The site was developed after the anchoring grocery store closed for business due to competition in a nearby commercial zone.

The project includes underground parking for 109 vehicles, 53 one- and two-bedroom housing units on three floors (at a density of 73 units per acre) above over 22,000ft² of retail space on the ground level. Commercial tenants include retail, a café-restaurant, and offices. 20% of the housing units met state requirements to qualify as affordable housing, and the building was constructed to high energy-efficiency standards.



Figure 76 - 30 Haven, a mixed-use redevelopment in Reading, MA. Source: www.masscommercialproperties.com

30 Haven Reading, MA

Context

Reading is a historic suburb of Boston located just 12 miles from downtown. There are approximately 32,000 residents within 2 miles of the site. Reading is an affluent community—average household income in the vicinity of the project exceeds \$100,000. Downtown Reading recently underwent a \$5.4M streetscape renovation that improved traffic management in the downtown area and added several pedestrian amenities, including decorative pavement surfaces, new sidewalks, tree plantings, landscaping, planters, granite bollards and a period lighting system¹.

Land Use Regulations

The proposed uses were permitted by right in the City's Downtown Smart Growth Zoning Overlay District. Pedestrian connections around the building were required by the planning board, and traffic connectivity to the surrounding street grid was required to ensure safe and efficient movement of vehicles around the site. In addition, the developer was required to make substantial improvements to the Brande Court Municipal Parking lot (creating 91 parking spaces) and provide on-street parking (26 spaces), resulting in an additional 117 public parking spaces that were counted toward the project's parking requirement. The development added streetscape improvements along Haven Street to enhance the pedestrian realm, including a bulb out of the sidewalk area and landscaping.

Residential:	53 units
Commercial:	22,550ft ² Retail and restaurant space
Parking:	Parking garage (109 vehicles) Public parking (117 vehicles)

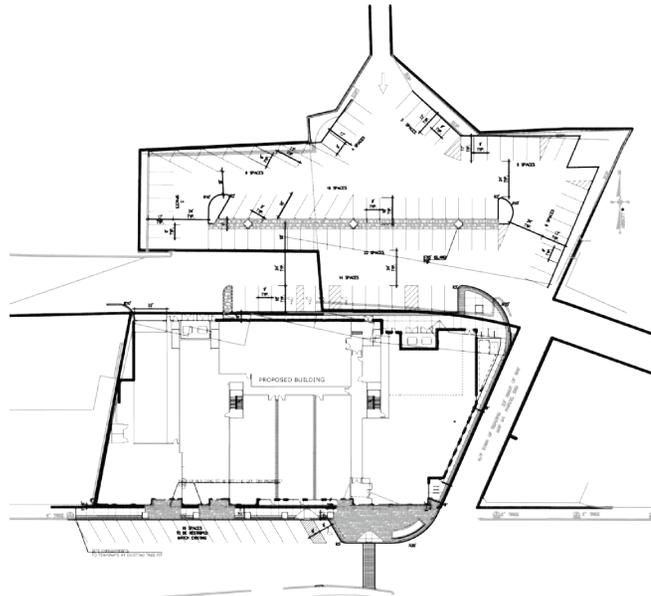


Figure 77 - Site plan for 30 Haven. Source: www.oakdev.com/

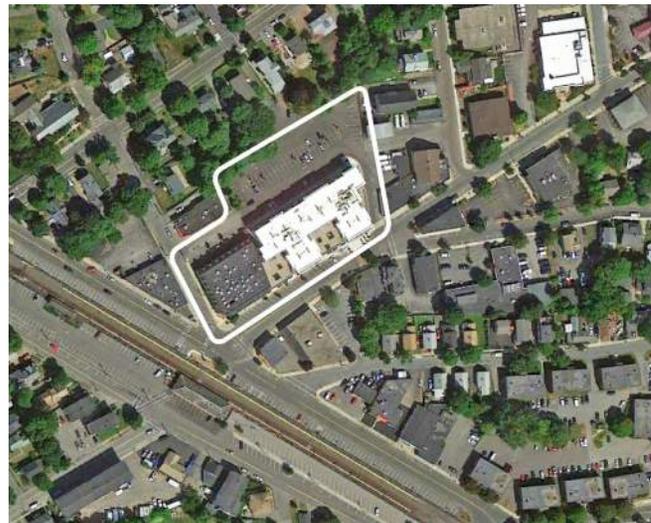


Figure 78 - Site location, 30 Haven



appendix

1 - Source: www.beta-inc.com

One Kings Alexandria, VA

One Kings: Alexandria, VA

One Kings, formerly the Penn Daws Plaza, in Alexandria, VA is a mixed-use redevelopment project led by Combined Properties, Inc. The plaza is a typical 1960s-era strip mall development, heavily oriented toward vehicular traffic, now located within walking distance of Huntington Metro station. The 126,000ft² shopping center featured deep setbacks from the street, no sidewalks and very few streetscape improvements. Redevelopment plans were submitted two years after the center’s anchor tenant—a low-cost grocery chain—closed operations. The mixed-use development approved by the Planning Board will create 4-5 story buildings with ground-floor specialty retail serving residents in surrounding neighborhoods and new tenants of the development.

A community task force investigated the redevelopment potential of the area in response to the project; they found that residents were concerned about the declining condition of the shopping center but questioned whether already-congested streets surrounding the parcel could accommodate denser development. There was a need to improve pedestrian access in the area, and provide quality multi-family housing.

Due to the lower traffic generated by residential uses compared to retail uses, and by providing pedestrian improvements to encourage walking in the area, the redevelopment is expected to alleviate

Residential:	400 Apartment 40 townhouses
Commercial:	35,000-45,000ft ² Retail and restaurant space
Parking:	Parking garage (763 vehicles) Surface parking (~200 vehicles)

rather than aggravate traffic conditions². Alongside the residential and retail development is a 7,000ft² public plaza, a 5,000ft² dog park, a 3,500ft² children’s playground, two outdoor courtyards, and a parking structure ringed with four-story apartment units large enough to serve over 700 vehicles. Outdoor furniture and amenities are planned to help create a sense of place.



Figure 79 - One Kings development in Alexandria, VA.
Source: www.combined.biz

2 - Source: greatergreaterwashington.org/post/14211/facts-trump-emotion-as-fairfax-approves-penn-daw-plan/

Context

South Alexandria is a rapidly growing and affluent part of the city. Several projects are currently underway or under review in the Huntington Metro area. Together these projects will create over 750 apartment units in the next five years. Fairfax County was ranked among the wealthiest counties in the country in 2012. Median incomes exceed \$100,000 and the redevelopment proposal reflects these conditions: residential units are targeting wealthy empty-nesters or young professionals, and retail tenants targeted by Combined Properties will bring specialty and unique shopping opportunities.

Land Use Regulations

One Kings involved several comprehensive plan amendments, including:

- a maximum building height of 4 stories tapering toward single-family residential uses. Townhouse-style units are encouraged to create a comfortable transition from higher-density development to residential neighborhoods surrounding the project.
- a requirement to enhance the walkability and multi-modal connectivity of the properties by constructing sidewalks, streetscaping, and installing bicycle facilities.
- minimized traffic impacts through the use of traffic calming and anti-cut-through measures
- adoption of high-quality site design and architectural guidelines

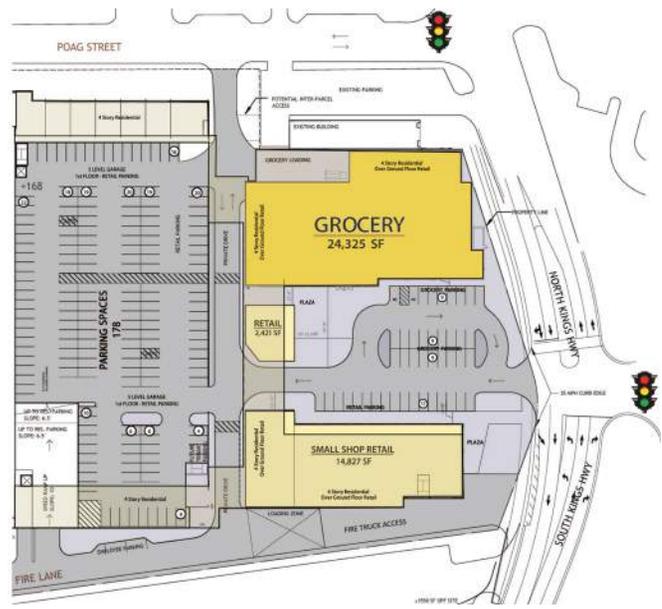


Figure 80 - One Kings site plan. Source: www.combined.biz



Figure 81 - Site location, One Kings

Appendix C. Outline of Revised Zoning Provisions

C

appendix

The Mill Creek Master Plan envisions that land use and development activities in the Mill Creek Study Area will be regulated by three new zoning districts: a Village Extension-Mill Creek District, a Broadway Corridor District, and a Mill Creek Core District. The following sections provide a general outline of the zoning standards that would apply in each of these districts. The outlines are not intended to be drafts of ordinance language. Rather they are intended to provide the general framework for each zone recognizing that additional details and clarification will be added when the ordinance amendments are drafted.

Village Extension – Mill Creek District

This district is intended to be an extension of the current Village Center District but one that allows somewhat taller and more intensely developed projects than the current VC standards. In addition, it updates the allowed uses and design standards to incorporate the language and standards used in the City’s newer zoning districts.

Allowed Uses

The following general types of uses will be allowed in this district:

Residential Uses

- Dwellings on the upper floors of mixed-use buildings
- Dwellings on the ground floor of a mixed use building provided that the dwelling unit is not

located in the portion of the building that is adjacent to the front property line or to Ocean Street, Cottage Road, E Street, or Broadway

- Combined living/working spaces provided that the unit is not located in the portion of the building that is adjacent to the front property line or to Ocean Street, Cottage Road, E Street, or Broadway
- Congregate care facilities, assisted living facilities, and nursing homes

Commercial Uses

- Bed and Breakfast Inns
- Retail stores with no drive through service excluding outdoor sales and service and gasoline filling stations
- Personal and business services
- Restaurants with no drive through service
- Medical, professional and business offices
- Funeral homes
- Studios for artists and craftspeople
- Day care centers
- Recreational and entertainment facilities

Public and Community Uses

- Religious Institutions
- Government buildings and facilities
- Museums and art galleries
- Public and private educational facilities
- Non-profit organizations and social services



appendix

Basic Development Standards

The following standards will govern development within the district:

- **Minimum lot area:** None
- **Minimum street frontage:** None
- **Minimum frontage utilization:** At least 85% of the primary street frontage shall be occupied by a building
- **Minimum front yard:** None
- **Maximum front yard:** 10 feet except that not more than 40% of the width of the front façade may be set back further if the space between the front wall of this portion of the building and the sidewalk is used for pedestrian or outdoor service activities such as outdoor seating for a restaurant
- **Minimum side yard:** None except 15' where the side yard abuts a property in a residential district
- **Minimum rear yard:** None except 15 feet or 50% of the building height where the yard abuts a property in a residential district
- **Minimum building height*:** 3 habitable stories or 30 feet whichever is greater
- **Maximum building height*:** 5 habitable stories not including floors devoted principally to parking but not more than 60 feet
- **Maximum residential density*:** None

** Except at the corner of Cottage and Broadway where the minimum building height shall be two (2) stories and the maximum shall be three (3) stories. Maximum residential density at this location shall be 18 units per acre. Residential uses will be allowed only if appropriate environmental remediation has been undertaken.*

Design Standards

New buildings or substantial renovations will be required to meet design standards similar to the current design standards for Neighborhood Activity Centers with the addition of some of the building design provisions of the Village Downtowns Design Standards that currently apply to the Knightville Village Center District. Essentially these will be a hybrid of the two existing sets of design standards.

C

appendix

Broadway Corridor District

This district is intended to allow for a continuation of auto-dependent uses along this portion of the Broadway corridor while requiring any redevelopment to reinforce Broadway as a city street with multistory buildings located close to the sidewalk, provisions for pedestrians, and a mix of non-residential activities,

Allowed Uses

The following general types of uses will be allowed in this district:

Residential Uses

- Combined living/working spaces provided that the unit is not located in the portion of the building that is adjacent to the front property line or to Ocean Street or Broadway

Commercial Uses

- Bed and Breakfast Inns
- Retail stores excluding outdoor sales and service and gasoline filling stations
- Personal and business services
- Restaurants
- Medical, professional and business offices
- Funeral homes
- Studios for artists and craftspeople
- Day care centers
- Recreational and entertainment facilities

- Drive-through services provided the drive-through point of service is located on a side of the building that does not face a public street

Public and Community Uses

- Religious Institutions
- Government buildings and facilities
- Public and private educational facilities
- Non-profit organizations and social services



appendix

Basic Development Standards

The following standards will govern development within the district:

- **Minimum lot area:** None
- **Minimum street frontage:** None
- **Minimum frontage utilization:** At least 50% of the primary street frontage shall be occupied by a building
- **Minimum front yard:** None
- **Maximum front yard:** 20 feet except that not more than 40% of the width of the front façade may be set back further if the space between the front wall of this portion of the building and the sidewalk is used for pedestrian or outdoor service activities such as outdoor seating for a restaurant
- **Minimum side yard:** None except 15 feet where the side yard abuts a property in a residential district
- **Minimum rear yard:** None except 15' or 50% of the building height where the yard abuts a property in a residential district
- **Minimum building height:** 2 habitable stories or 20 feet whichever is greater
- **Maximum building height:** 4 habitable stories but not more than 50 feet
- **Maximum residential density:** None

Design Standards

New buildings or substantial renovations of existing buildings will be required to meet design standards similar to the current design standards for Neighborhood Activity Centers except for the provisions requiring the placement of the building on the lot and scale of the buildings to be compatible with the existing pattern of the neighborhood. Since the objective of this district is to encourage this portion of the Broadway corridor to evolve into a different, more urban pattern, the standards of the zone rather than the current development should be the basis for the design standards.

C

appendix

Mill Creek Core District

The Mill Creek Core District is intended to allow for and encourage the development of mixed-use, multistory buildings as Mill creek evolves into a pedestrian-focused, more downtown-like area.

Allowed Uses

Residential Uses

- Attached single-family, two-family, and multi-family dwellings on lots that front on E Street
- Dwellings on the upper floors of mixed-use buildings
- Combined living/working spaces on the upper floors of mixed-use buildings
- Congregate care facilities, assisted living facilities, and nursing homes

Commercial Uses

- Hotels* and Bed and Breakfast Inns
- Retail stores* with no drive through service excluding outdoor sales and service and gasoline filling stations
- Retail stores* with drive through service only as part of a Planned Development
- Personal and business services*
- Restaurants* with no drive through service
- Restaurants* with drive through service only as part of a Planned Development
- Medical, professional and business offices
- Funeral homes
- Studios for artists and craftspeople
- Day care centers

- Recreational and entertainment facilities*
- Fully enclosed light manufacturing/assembly only as part of a Planned Development

Public and Community Uses

- Religious Institutions*
- Government buildings and facilities*
- Museums and art galleries only as part of a Planned Development *
- Public and private educational facilities only as part of a Planned Development *
- Non-profit organizations and social services

* **NOTE:** Uses or activities that front on E Street or have a principal entrance from E Street are limited to activities that operate between 7 AM and 9 PM and do not generate large amounts of commercial vehicle traffic.



appendix

Development Standards

New developments or the substantial modification of existing buildings within the Mill Creek Core District can be developed under the basic development standards or the alternative performance-based Planned Development Standards at the applicant’s request.

The following standards will govern development within the district regardless of whether the owner or developer elects to develop under the basic development standards or the Planned Development standards:

- **Minimum lot area:** None
- **Minimum street frontage:** None
- **Minimum front yard:** None
- **Maximum building height:** 5 habitable stories not including floors devoted principally to parking but not more than 75 feet
- **Maximum residential density:** None

If the owner or developer elects to develop under the basic development standards, the following additional development standards will apply:

- **Minimum frontage utilization:** At least 60% of the primary street frontage shall be occupied by a building
- **Maximum front yard:** 15 feet except that not more than 40% of the width of the front façade may be set back further if the space between the front wall of this portion of the building and the sidewalk is used for pedestrian or outdoor service activities such as outdoor seating for a restaurant
- **Minimum side yard:** None except 15 feet where the side yard abuts a property in a residential district
- **Minimum rear yard:** None except 15 feet or 50% of the building height where the yard abuts a property in a residential district
- **Minimum building height:** 3 habitable stories or 30 feet whichever is greater

C

appendix

If the owner or developer elects to develop under the Planned Development approach, the applicant must develop a Master Plan that details the development proposal and demonstrates how the development proposal will be consistent with the City’s objectives for Mill Creek as set out in the Mill Creek Master Plan as well as complying with the standards for the Mill Creek Core District and other applicable development standards of the City. Once the Master Plan is approved by the Planning Board, the approved Master Plan shall govern the development. The Zoning Ordinance will spell out the process and requirements for the development and approval of a Master Plan.

Design Standards

If the owner or developer of a new building or the substantial renovation of an existing buildings elects to be governed by the basic design standards rather than utilize the Planned Development approach, the project will be required to meet design standards similar to the current design standards for Neighborhood Activity Centers except for the provisions requiring the placement of the building on the lot and scale of the buildings to be compatible with the existing pattern of the neighborhood. In addition, the design standards should encourage designs that:

- » add internal street networks with pedestrian facilities or shared pedestrian-vehicle streets,
- » create public plazas and other public amenities,
- » create shared or common parking including provisions for public parking in conjunction with a parking district,
- » wrap any street level structured parking with well-design “liner” buildings that provide active space adjacent to the sidewalk or pedestrian areas.

Since the objective of this district is to encourage Mill Creek to evolve into a different, more urban pattern, the standards of the zone rather than the current development should be the basis for the design standards.





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