I. CALL TO ORDER – On Tuesday, April 16, 2013 at 7:00 p.m. a Council Meeting was held in the City Hall Auditorium.

II. ROLL CALL OF MEMBERS – Mayor Johnston conducted a roll call of the members and determined that the Councilors present constituted a quorum. Councilors present: David Tripp, Leslie Smith Jr., Marie Doucette, Philip Blood, Arthur Tardif, Eric Cote and Marston Lovell. City Administrator Rick Michaud was also present.

III. PLEDGE OF ALLEGIANCE

IV. GENERAL

BOSTON MARATHON TRAGEDY - Mayor Johnston asked that there be a moment of silence in recognition of the tragedy at the Boston Marathon with 3 lost lives and over 175 people being injured.

COUNCILOR LOVELL APPOINTMENT – Mayor Johnston congratulated Councilor Lovell for his appointment to fill out the unexpired term of the Vice President of the Maine Municipal Association (MMA) until the end of the year, and for his eventual appointment to a full term as the Vice President. MMA is very important to all our communities in Maine.

2012 ANNUAL REPORT – Mayor Johnston noted that the cities 2012 Annual Report is now available at City Hall and online at www.sacomaine.org. The report includes a summary, significant accomplishments, highlights of all city departments, excerpts from the Comprehensive Plan, Comprehensive Financial Annual Report and a copy of the Audit. This year’s dedication is to Johanna Hoffman who is a member of Saco Spirit.

PROCLAMATIONS:

CITY OF Saco
RESOLUTION TO PROCLAIM MAY 9, 2013
SACO WALK TO SCHOOL DAY

WHEREAS, May 6-10, 2013 is proclaimed as National Walk and Bike to School Week; and

WHEREAS, There are few if any communities in Maine better suited for students to walk and bike to school than the City of Saco; and

WHEREAS, Nationwide the rate of children biking or walking to school has been on the decline since the 1970’s while risks to kids’ physical health and well-being associated with inactivity have risen; and

WHEREAS, Traffic congestion in and around each of Saco’s schools is a regular occurrence each school day during morning drop-off and afternoon pick-up hours; and

WHEREAS, Walking and biking to school and around town are viewed by many as desirable activities that can be done safely and enjoyably; and

WHEREAS, Private vehicles account for half of school trips between 1/4 and 1/2 mile—a distance easily covered on foot or bike; and

WHEREAS, RSU 23 Administrators support a one-time Walk and Bike to School event during the Month of May;

NOW, THEREFORE, BE IT RESOLVED, that the City of Saco proclaims the month of May as Saco Bike and Walk Month, and,

NOW, THEREFORE, BE IT FURTHER RESOLVED, that the City of Saco proclaims May 9, 2013 as Saco Walk to School Day, and encourages children of all ages to revisit the simple pleasures of walking and biking in and around our beautiful City.

SIGNED THIS 16TH DAY OF APRIL, 2013
Whereas: Prescription drug abuse is the unauthorized use of prescription medications for non-medical reasons; and

Whereas: The non-medical use or abuse of prescription drugs is a serious and growing public health & safety problem in this country; and

Whereas: Improper disposal of unwanted or expired prescription drugs may negatively impact wildlife, pets, and people; and

Whereas: Between 2000 and 2010 the number of persons being treated for opiate addiction in Maine has increased by 500%, and according to the 2011 Maine Integrated Youth Health Survey, 16% of 9-12th graders in York County have used Rx drugs without permission at least once in their lifetime; and 14% of York County 9-12th graders think there is little or no risk to regular use; and

Whereas: The Northern York County Prescription Drug Coalition is coordinating a Prescription Drug Abuse Prevention Campaign; and

Whereas: The campaign will provide information and education for health care professionals, educators, law enforcement officers, patients and the general public, while advocating for a community-wide safe medication disposal program, and

Whereas: Prescription drug abuse is an issue that affects the lives of Saco’s residents and visitors, and the most effective tool against prescription drug abuse and addiction is prevention through education, collaboration, policy change and changing the environment in which the behavior occurs

NOW, THEREFORE, the Mayor, on behalf of the City Council and the citizens of Saco, does hereby proclaim April 21–27, 2013 as

YORK COUNTY PRESCRIPTION DRUG ABUSE PREVENTION WEEK.

Adopted by Saco Mayor Mark D. Johnston on the 16TH day of April, 2013.

Mayor Mark D. Johnston

V. AGENDA

A. ENDORSEMENT OF PACTS TRAFFIC STUDY GRANT

The Cities of Saco and Biddeford have submitted a joint grant application for a Traffic Movement Study to the Portland Area Comprehensive Transportation System (PACTS). The proposed $40,000 study would focus on the mill districts and downtowns of the two communities. It would project full build-out of the mill districts, identify the infrastructure needed to service that level of development, and consider transit, travel demand management, and impact fee strategies. The Maine DOT has indicated that this would satisfy its permitting process, and allow for future redevelopment to move forward on a comprehensive, pre-permitted basis.

At the PACTS Meeting on March 12, 2013, the joint Technical and Planning Committees met to review PACTS staff scoring of the proposals and to provide recommendations for funding. The Committees recommended this project be funded at $40,000 (it ranked 3rd out of 20 proposals received, with only 8 projects recommended for funding). Standard practice of PACTS grants, funding would be provided for 80%, or $32,000 of the study through its FY2014-15 Unified Planning Work Program. The cities would be responsible for the 20% match, or $8,000, meaning $4,000 each.
February 1, 2013

PACTS
Attn: Carl Eppich
970 Baxter Boulevard
Second Floor
Portland, ME 04103

Re: PACTS Planning Study Proposal FY 2014/2015 UPWP Application

Dear Mr. Eppich,

The City of Biddeford and the City of Saco are pleased to submit this application for PACTS Planning Study funding.

The proposed project represents the development of a unique and revolutionary approach to addressing multi-community transportation issues and economic development through a Biddeford and Saco Comprehensive Mill District Maine DOT Traffic Movement Study. It represents an opportunity for two communities, with two downtowns and Mill Districts which function as one, to proactively get out ahead of redevelopment pressures and address the transportation system comprehensively. It sets the stage for future economic growth by identifying what infrastructure improvements are needed to support growth, what investment opportunities exist in transit, bicycle, and pedestrian modes of travel, it sets the framework for a joint travel demand strategy for each community, and it establishes cost estimates for all implementation strategies. By resulting in realistic cost estimates for all strategies, it establishes the framework for a joint Biddeford-Saco impact fee system which enables to communities to finance needed improvements as development occurs, and to do so in an effective and efficient manner.

Once again, on behalf of the City of Biddeford and City of Saco, we are delighted to submit this extraordinary proposal for your consideration. Please feel free to contact either myself or Robert Hamblen, Saco City Planner, should you have any questions.

Sincerely,

[Signature]
Greg D. Tansley, AICP
Biddeford City Planner

Cc: J. Bubier, Biddeford City Manager
    R. Michaud, Saco City Administrator
    P. Morelli, Saco Economic Development Director
    D. Stevenson, Biddeford Economic Development Director
    R. Hamblen, Saco City Planner
Section 1: Proposal and Supporting Information

PART I – PACTS MEMBER INFORMATION

1. Applicant Organization(s): City of Biddeford and City of Saco

2. Contact person(s): Greg Tansley, Biddeford City Planner; Robert Hamblen, Saco City Planner

3. Contact person(s) phone number: GT – 284-9115; BH – 282-3487

4. Contact person(s) email: gtansley@biddefordmaine.org; bhamblen@sacomaine.org

5. Endorsement(s): Other Endorsements: Heart of Biddeford. Saco Spirit. Date of Endorsement: No later than April 1, 2013.

6. Official
   - Municipal Endorsements (Support of 20% Match) No later than April 1, 2013.
   - BSOOB Transit Committee No later than April 1, 2013.

PART II – GENERAL PLANNING STUDY INFORMATION

7. Planning Study Title: Biddeford/Saco Comprehensive Mill Districts Traffic Movement Study.

8. Geographic Area: The overall Study area is bounded by the following intersections (see attached map):
   - South St/Elm St (Route 1), Biddeford;
   - South St/Jefferson St, Biddeford;
   - Alfred St (Route 111)/Jefferson St/Pool St (Route 9), Biddeford;
   - Hill St/Pool St (Route 9), Biddeford;
   - Hill St/Water St/Main St (Route 9), Biddeford;
   - Main St (Route 9)/Saco Island, LLC, Saco
   - Main St (Route 9)/Amtrak Entrance, Saco
   - Main St (Route 9)/Water St/Front St, Saco;
   - Main St/Beach St (Route 9)/North St (Route 5/112)/Elm St (Route 1), Saco;
   - Elm St (Route 1)/Thornton Ave/Scammon St/Temple St, Saco;
   - Elm St (Route 1)/Water St/Lincoln St, Saco;
   - Lincoln Street/Spring Street, Saco
   - Spring Street/North Street (Route 5/112), Saco
   - Spring Street/Bradley Street (Route 5), Saco
   - High Street/Beach Street (Route 9), Saco
   - High Street/Common Street, Saco
   - Elm St (Route 1)/Pine St, Biddeford;
9. Relevant Study or Plan – Please attach relevant excerpt description.

- Biddeford Mill District Master Plan (2009).
  - The Mill District Master largely assessed only Mill District redevelopment with an assumption that MERC remained in operation. As such, a now 8.5 acre redevelopment site was not considered. Further, the rate of redevelopment was viewed as relatively slow, a large part due to the presence of MERC and a lack of parking in the Mill Districts.
  - Biddeford is nearing completion of a $100,000 + Parking Garage feasibility Study, and is pursuing options for implementation at this time.
  - Biddeford has also bought out MERC and now controls the land and will entertain redevelopment proposals through the next year.
  - As such A LOT has changed since then that warrants the need for this study, as well as their being a timely need to include Saco in the analysis.
  - The Mill District Master Plan did make several relevant recommendations:
    1. “Recommendations can be implemented over short-term (1-7 years) or long-term (8-20 years) time horizons. The ranges are estimates given current traffic conditions; traffic congestion should be monitored annually as the Mill District redevelops.” Relationship to the Proposed Study: Given the rapid changes taking place and new, massive opportunities for growth, implementation strategies need to be revisited, refined, and developed into a strategically phased approach and integrated into the Maine DOT traffic Movement Permit process. The communities simply will not have time to react without such a comprehensive study, which may result in stalled growth in the District and redundancies of improvements.
    2. “The City should coordinate with Saco on mutually beneficial transportation improvements such as continuing to explore opportunities for a one-way loop through Downtown Biddeford and Saco.” Relationship to the Proposed Study: At the heart of this study is cooperation between Biddeford and Saco and a one-way loop is an explicit consideration that will be examined through the proposed Study.
• Tri-town Transportation Study (2010).

  o The Tri-town Study involved Biddeford, Saco, and Old Orchard Beach and was funded by PACTS.

  o Key “Strategies/Recommendations” directly relate to the need for this proposed study related to growth in the area, particularly in Biddeford and Saco’s downtowns and Mill Districts.

  o Specific Strategies/Recommendations from the Tri-town Study addressed by this Study include:

    1. “Establish mixed-use, high-density Alternative Development Districts serviced by transit, bicycle, pedestrian, and vehicular modes of travel.” Relationship to the Proposed Study: This is exactly what both communities are pursuing in the Mill Districts, and in doing so, recognize that the transportation system now needs to be looked at comprehensively from a build-out scenario in order to preserve the existing system and enhance multi-modal options throughout.

    2. “Develop and implement a Tri-community Demand Management Plan with a delegated Coordinator from each community”. Relationship to the Proposed Study: The proposed Study specifically includes Travel Demand Management as a potential strategy to implement through a Maine DOT Traffic Movement Permit process and will develop the framework for such a strategy.

    3. “Seek approval to jointly implement a locally-administered delegated traffic movement permit process for the region”. Relationship to the Proposed Study: Although Biddeford and Saco are not seeking locally-delegated authority to review and approve traffic movement permits at this time, this Study will achieve virtually the same thing in that working with Maine DOT the Mill Districts will become essentially “pre-permitted” to allow for continued redevelopment and economic growth with the hindrance of needed further individual TMP’s’s from Maine DOT.

    4. “Complete intersection improvements already recommended in the three communities”. Relationship to the Proposed Study: As explained above, previous studies have examined scenarios either without contemplation of the Mill Districts redeveloping or of MERC leaving and allowing for redevelopment of an 8.5 site. Study will incorporate that scenario and either confirm or improve on previous recommendations for intersection improvements and will establish an impact fee system to fund such improvements. It will also ensure that improvements are made taking into account build-out, hopefully eliminating the need to revisit intersections as the Mill Districts build-out.
5. “Provide secure bicycle storage at major transit stops...” and “Examine local roadway striping and on-street parking and make recommendations where feasible for additional bike lanes.” **Relationship to the Proposed Study: Multi-modal transportation enhancements are critical to this study as one piece of the overall mitigation strategy related to accommodating redevelopment and economic growth.**

6. “De-emphasize level-of-service as a driving factor for infrastructure modifications, particularly in downtown areas”. **Relationship to the Proposed Study: This goes to the heart of this proposed comprehensive study and eventual traffic movement permit application and approval by Maine DOT. This study will address alternative means of dealing with vehicular traffic generation in downtowns through travel demand management, transit, bicycle and pedestrian modes of travel, and local impact fees. This study has the potential to revolutionize the way we and Maine DOT look at downtown redevelopment and growth with respect to its Traffic Movement Permit system.**

**PART III — OVERALL PROJECT DESCRIPTION**

The following questions address the study’s purpose and anticipated methods and work to be accomplished by the effort.

10. **Study Purpose and Need Statement:**

The Purpose and Need Statement must address the critical deficiencies that the study will examine and goals that will be addressed in the development of a plan. The statement must be in sufficient detail so that PACTS staff can use it to determine the study’s merits. (Please attach supplemental information if needed.)

- **Purpose:** To prepare a report adequate for submittal of a Comprehensive Maine DOT Traffic Movement Permit (TMP) to facilitate the anticipated full build-out of the Biddeford-Saco Mill District.

- **Need:** Previous discrete traffic studies have been completed for:
  - Biddeford’s Downtown Parking and Traffic Study (2006)
  - Saco Island, LLC Traffic Movement Permit (2007)
  - Biddeford’s Mill District Master Plan (2009)
  - Tri-town Transportation Study (2010).
  - Southern Maine Regional Transit Coordination Study (2011).
  - Regional Wayfinding Project (on-going).

The 2006 Biddeford Study was conducted in a snapshot in time. That is to say, was an analysis of existing conditions and recommended improvements to accommodate deficiencies in the existing system. It also, for the most part, did not include redevelopment of the Mill Districts.

Saco Island, LLC received a Maine Traffic Movement Permit to facilitate a specific development project which has since stalled.

Biddeford’s Mill District Analysis was based on redevelopment opportunities in the Mill District, only assumed background traffic growth as identified in the 2006 study, and did
not consider the implications of closure of the Maine Energy Recovery Company (MERC) and subsequent redevelopment of the 8.5 acre site.

The Tri-town study was a much broader study which looked at more general transportation issues.

To date, nothing has been done to explicitly tie all of these studies together. The Mill Districts are divided into multiple properties under separate ownership, including the ownership of the MERC site (City of Biddeford) and the Saco Transportation Center (City of Saco). With the closure of MERC, enormous redevelopment opportunities now exist in the Districts, which will inevitably have an enormous economic development benefit to both the cities of Biddeford and Saco, particularly in the Mill Districts themselves and the downtown areas.

Preliminary discussions have occurred between Maine DOT and the City of Biddeford. Maine DOT has asserted that in order to facilitate redevelopment of the entire area, the cities and property owners need to work together to develop common strategies for addressing traffic impacts as a result of the potential redevelopment. The Maine DOT has agreed that if an analysis is completed which predicts full build-out of the area, and necessary infrastructure, transit, travel demand management, and impact fee strategies, which could be phased in as development occurs within certain areas of the District, this should satisfy the Maine DOT TMP process and allow for future redevelopment to occur without each developer/proponent having to go through individual TMP processes.

There are now unprecedented redevelopment opportunities in both communities as a result of the MERC closure and there are signs that the two cities’ economies may now be taking a turn for the better realizing regional economic growth patterns. The need to plan for these opportunities, particularly as they relate to the transportation system, is critical. There is much to lose should individual projects be stalled due to the need to acquire individual TMP’s, including financial and timing costs directly related to individual stalled projects. A comprehensive TMP for the Mill District would avoid the piecemeal approach of a new permit required for each project as multiple projects are proposed, with the likelihood of a single developer being charged with the lion’s share of improvement costs. The opportunity to have a common transportation strategy that satisfies Maine DOT requirements ahead of development can also create a sense of confidence in investors knowing that the two cities have gotten out in front of the issue of transportation and have worked collectively and proactively towards the goal to create an efficient and effective multi-modal transportation system in the downtowns of Biddeford and Saco.

11. Study Methodology Outline and Proposed Scope of Work

The Study Methodology and Proposed Scope of Work must be in sufficient detail for PACTS staff and the MaineDOT to verify the cost estimate for the planning study. For example, if significant modeling or graphics renderings are anticipated, or survey work is required, the estimates should be called out in line-item format in the proposed budget, which accompanies this application. Maps and sketches relevant to the study area must be included with this submittal. (Attach supplemental information if needed.)

A: Methodology and scope:
- The methodology will commence with data compilation from previous studies.
- The Consultant will meet with City Staff to verify a build-out scenario of the Mill Districts to lead to analysis of future conditions.
Based on a preliminary review of build-out, the identification of voids in previous data collection (i.e., where warrant analysis is needed and 12-hour counts do not exist), and then data collection to fill those voids.

- Analysis of the data will identify initial locations for infrastructure improvements, with an operational analysis to follow based on modeling.
- Recommendations will be developed, with alternatives identifying resulting benefits and expected costs.
- Alternatives will take the form of conceptual designs, at a minimum in order to best estimate costs of improvements.
- As part of the alternatives analysis, infrastructure improvements will not only be considered. Transit improvements, bicycle-pedestrian improvements, travel demand management (TDM) strategies, and impact fees for development will all be considered.
- Meeting will be carried out through the process to ensure adequate public input into the recommendations and alternatives identified.
- Ultimately a report will be compiled sufficient for submittal to MaineDOT for an application of a Traffic Movement Permit on behalf of both the cities of Biddeford and Saco for complete build-out of the Mill Districts.

12. Is the proposal for Bicycle and/or Pedestrian transportation planning?

Depending on region wide demand for Bicycle and Pedestrian Planning, a portion of the total PACTS Planning budget will set-aside specifically for bicycle and pedestrian planning.

A: Bicycle and Pedestrian transportation planning is a necessary component of this project given its Downtown location and Redevelopment/build-out of the Mill Districts. Given the compact nature of the Mill Districts and the fairly dense development of the two downtowns, there are few more ideal locations in Maine for emphasizing bicycle and pedestrian use than in Biddeford and Saco. Consider the existence of the Saco Transportation (Amtrak) Center and the Biddeford-Saco-Old Orchard Beach transit system, and several elements are in place for an exemplary bicycle/pedestrian network that would serve both residents and visitors.

PART IV – PLANNING

Please attach a brief scope of work and cost estimate including as much detail as possible for PACTS staff to determine if the proposed budget is in line with similar past planning study efforts.

13. Anticipated Scope of Work

A. Compile all available data from previous studies and development projects.

B. Working with City Staff and property owners/developers create a conservative build-out analysis of the combined Biddeford-Saco Mill Districts. Anticipated build-out is over 10 to 20 years.

C. Estimate the trip generation for the build out of the Mill District.

D. Identify deficiencies in the data and update as necessary through traffic counts, turning movement counts, vehicle classification counts, pedestrian and bicycle counts, collision
history, and the observation of operations at key intersections. The PM peak hour shall serve as the primary focus of study time, except that for warrant analysis (e.g., all-way stops and traffic signals) where 12 hour counts will be performed. Observations would be done at key locations in the downtown areas, during the time period the counts are completed. Deficiencies may be created by intersection spacing, poor access management, recirculation due to inadequate downtown parking, or a host of other potential issues. A more detailed understanding of the operational issues in the downtown area will also prove invaluable for the modeling process.

E. Apply the projected build-out to existing traffic data and project forward based on an area-wide level of growth in background traffic levels.

F. Attend a review meeting with the MaineDOT to obtain concurrence on the trip generation, study area and study methodology.

G. Complete capacity analyses for the study area intersections using the Synchro software.

H. Identify any alternative strategies that if implemented could dampen traffic growth projects and possibly delay or lessen the severity of physical improvements necessary to mitigate the impacts of redevelopment of the Mill Districts, such as travel demand management (TDM) options and investment in multi-modal improvements or changes relating bicycle, pedestrian, and transit travel.

I. Identify necessary physical improvements to intersections and the system to accommodate full build-out. Improvements may include the addition of turning lanes, all-way stops, traffic signals, roundabouts or mini-roundabouts, peak-hour prohibitions of left-hand turns, peak-hour parking prohibitions to increase travel lanes in certain areas, one-way traffic patterns, access management, and other alternatives not identified herein. Adjustments to existing signal timing and configuration may also be considered. The identification of improvements will involve conceptual design of the improvements and estimated costs of those improvements in current dollars. Alternative scenarios of improvements may also be considered, such as a one-way travel scenario or maintaining traffic patterns as they are currently.

J. Prioritize necessary physical improvements based on the projected increases distributed throughout the Mill Districts upon various scenarios related to traffic generation and distribution in different areas of the Mill Districts. In other words, if build-out occurs in one area in particular, what improvements are necessary to accommodate that build-out, and at what time do those improvements need to occur.

K. Recommend an impact fee system for the Mill Districts necessary to facilitate timely implementation of the necessary physical improvements by the cities. It is assumed the cities will take on the responsibility of the improvements through the collection of impact fees and through the use of other funds as available.

L. The peak hour traffic information will be compiled along with signal timing and phasing, intersection geometry, etc., to create an animated SimTraffic model for the
study area to demonstrate visually how traffic and intersections work under existing conditions, and how development in the Mill Districts will affect traffic and intersections over time. The modeling would be completed in a two-dimensional format, while a few key locations with up to three intersections each could be modeled as two-dimensional systems with animation in order to more clearly illustrate operations to decision-makers and the public.

M. It is anticipated that two meetings would be held for this project in addition to the MaineDOT review meeting. The first would be held after the initial modeling to obtain feedback in regards to key issues and concerns held by stakeholders and the public. The second would be the presentation of the draft recommendations in order to obtain information for final comment and documentation.

N. A report will be prepared that will summarize the data collection, initial findings, modeling, and final recommendations. The final product will include supporting graphics and data, and will be available in both hard copy and electronic format.

14. Planning Study Cost Estimate: $30,000.00

15. Budget Breakdown A line item spreadsheet document may be inserted here:

- Data collection (Assuming 15 intersections with PM PK HR only): $6,000
- Analysis $6,000
- Modeling $5,000
- Alternatives $8,000
- Meetings $2,000
- Report $3,000
- TOTAL: $30,000

Section 2: Destination Tomorrow Regional Long Range Plan Consistency:

PACTS staff and Committees will use the information provided here to determine consistency with the vision and policies of PACTS' regional long-range transportation plan, Destination Tomorrow. The scoring process will be as follows:

- PACTS staff reviews and score the proposals.
- PACTS staff send the scores to the Planning and Technical Committees. Transit study proposals are sent to the Transit Committee.
- The Planning Committee reviews the staff's scores and prepares Committee scores/recommendations for consideration by the Policy Committee.

Staff will score the proposals using the five Policy criteria below. Each criterion carries the same weight. Each criterion will be scored on a scale from 0 (not applicable) to 1 (lowest) to 5 (highest). Study proposals should not address the criteria individually, rather the proposal as a whole should address the criteria that are applicable.

The questions and paragraphs below are from Destination Tomorrow's 5 Policies.
Please type your answers in the document below at the “A:”.

**Destination Tomorrow Policy 1: Regional Focus** – Prioritize a regional approach to transportation and land use planning and decision making founded on effective communication and management of regional resources in agreement with our other policies.

**Question:** How is the planning study important to the region? Please list regional benefits of the planning study.

**A:**
Biddeford and Saco, both being Service Center cities, have a combined population of nearly 40,000, making up 20% of York County’s total population. The cities are a regional destination for services, shopping, restaurants, a District Courthouse, AMTRAK/Downeaster Station, and both City Halls. Each city is experiencing redevelopment in the Mill Districts for commercial, office, and residential uses. Access to both downtowns include Route 1, Route 5, Route 9, Route 111, and Route 112, resulting in a significant amount of pass-through traffic, especially given the greater Maine Turnpike context of Exit 32 (Route 111/I-95) and Exit 36 (I-195/I-95). Congestion is already a noted issue, and with further redevelopment of the Mill Districts and outlying suburbs it will only be exacerbated in the future.

As such, the cities provide both a regional destination and regional through routes for travelers. This study will address not only current transportation issues, but also future transportation issues as a result of continued redevelopment of the Mill Districts. It will also allow both communities to plan for, prioritize, and establish a funding mechanism for infrastructure improvements based on build-out scenarios and will address both local and regional transportation needs.

**Destination Tomorrow Policy 2: Maintaining and Transforming the Transportation System**
– Maintain and improve Mobility, Safety, and Accessibility of existing infrastructure while improving and completing infrastructure and services to accommodate non-motorized vehicular modes in the appropriate places.

**Question:** What are the intended goals of the planning study for maintaining, improving, or transforming the existing transportation system? Please list potential infrastructure improvements and services the study proposes to develop as alternatives and what transportation modes are to be included.

**A:**
The goals are to analyze full build-out of the redevelopment of Biddeford’s and Saco Mill Districts and create a document sufficient in scope to be able to apply for a joint Biddeford-Saco Traffic Movement Permit from Maine DOT. Other goals and specific improvements include:

- Identification of infrastructure improvements possible and necessary to accommodate traffic growth in the study area;
- Identification of multi-modal opportunities to mitigate traffic impacts in the study area, including transit, bicycle, and pedestrian modes of travel;
• Identification and development of a framework for a joint travel demand system to mitigate traffic impacts in the study area;

• Identification and development of an impact fee model which can be implemented by each community to fund necessary implementation strategies/improvements in the future, including enhanced transit service;

• Ultimate approval of a Traffic Movement Permit from Maine DOT based on the above-mentioned goals/improvements to facilitate growth and redevelopment of the Mill Districts without need for individual, repetitive, possibly redundant, traffic movement permits for individual developments and the cities of Biddeford and Saco.

Destination Tomorrow Policy 3: Economic Development – Enhance regional prosperity through support for the economic vitality of existing business and for economic development opportunities that are efficiently located based on the availability of transportation in mixed use and compactly developed areas.

Question: How would the planning study goals and objectives enhance existing business, employment and economic development opportunities? Please list anticipated planning study results and their benefits to economic development, businesses, and enabling development opportunities. Be specific as to benefits to mixed use development and/or connects jobs and housing by walking, biking or transit.

A: A key component of Biddeford’s and Saco’s future economic development is the downtown areas and the Mill Districts. Although many would imagine an area without vehicles, this is not likely a reality and therefore we need to plan for the future of a multi-modal transportation system that is sustainable and meets the needs of the cities and the region.

Redevelopment of the mills has reached a critical point where if the transportation system is not addressed in a comprehensive and multi-municipal fashion, redevelopment will undoubtedly slow and perhaps halt. The unknown is something developers tend to be wary of, and one of those unknowns is requirements from Maine DOT for Traffic Movement Permits. By doing this study and partnering with Maine DOT through the process, the hope is a unique and ground-breaking approach to Downtown redevelopment can be reached by which the communities hold permits on behalf of their own and others’ interests, and improvements and costs are a known factor. The goal is to make sure improvements occur on pace with redevelopment and not in a wasteful manner (i.e., different developers revisiting the same intersections over time).

Lastly, by creating a transportation system that embraces all modes of travel, including bicycle, pedestrian, and transit, the downtowns and Mill Districts will undoubtedly attract new investment as the quality of life improves over time. **Investment follows investment, and this study allows the communities to invest in their economic future through a proactive approach to something that is typically only reactive. It is good planning.**

Destination Tomorrow Policy 4: Transportation–Land Use Connection Strengthen the connection between land use, transportation and community livability in the planning process
**Question:** How would the planning study improve decision maker understanding of the transportation-land-use connection? Please list benefits to transportation choice (density), accessibility in terms of ease of travel between points (distance), variety of compatible uses and services made available (diversity); and overall design. If the planning study anticipates Design, please provide a narrative on the components that will be considered such as alternative geometries, potential interconnections, access management issues, street-scape considerations, and preservation of community character and context sensitive design issues.

**A:**
The cities of Saco and Biddeford already embrace and encourage mixed-use development in their Mill Districts. This study personifies the land use-transportation connection in that it proactively predicts land use build-out (redevelopment of the Mill District) in the context of the transportation system and modal-choice. With a number of smart growth principles already in place – mixed uses, densely developed commercial and residential neighborhoods, a range of housing choices and opportunities, and a very walkable urban center – Biddeford and Saco are in the early stages of a 21st century renaissance, being discovered by Amtrak users, entrepreneurs, young and old, artists and investors. The one concern that both cities share is how to effectively marry the sense of place engendered by the cities’ classic 19th century framework with the demands of 21st century access and transportation. One can envision an effective blend of train and bus users, pedestrians and cyclists who have made the decision to de-emphasize the use of motor vehicles and embrace the vibrancy of the alternative mode – that already exists in Biddeford and Saco and will continue to flourish. Given the nature of the existing transportation network, vehicles will continue to be the mode of choice for many. We will be able to define success or failure years from now by measuring how well we anticipated and planned for the re-use of existing buildings and infrastructure in the downtowns, and spliced today’s and tomorrow’s transportation demands into yesterday’s Main Streets and mill districts.

**Destination Tomorrow Policy 5:** Environmental Quality and Energy Conservation – Protect and improve the human and natural environments including natural and cultural resources, air and water quality, and prepare and be proactive for the most likely impacts of climate change. Make transportation improvements that use more energy efficient transportation options, low and non-polluting modes such as transit, and/or reduce harmful pollutants associated with transportation.

**Question:** How does the planning study explore or potentially enable the use of energy efficient transportation and lend itself to improving the human and natural environment? Please list benefits in terms of potential energy use, energy savings; and benefits to natural resources such as air, water, and land; and cultural benefits such as places preserved.

**A:**
Bicycle, pedestrian and transit modes are not just to be considered but are to be specific components of the study’s success in ultimately seeing approval of a Comprehensive Traffic Movement Permit for both Biddeford and Saco. By conducting the study and facilitating continued redevelopment of the dense urban core of the communities in their Mill Districts, it allows for development to occur in an existing built environment. Consequently, as more people locate in the Mill Districts and downtown, with their economic and quality of life revival, sprawl
will be discouraged and rural areas can be preserved. By addressing multi-modal transportation and travel demand management (and consequently congestion), emissions from vehicles can be decreased, thereby addressing air quality concerns.

A tour of Biddeford's and Saco's downtowns quickly reveals the cultural benefits implicit in preserving and encouraging redevelopment of existing buildings and infrastructure. Fine old brick and stone structures, sidewalks, a river walk on each side of the Saco are but a sampling of the way these communities have evolved over the past two centuries. Residents and visitors want to be in this place; a Comprehensive Transportation Movements Study will help make it possible.
Councilor Tardif moved, Councilor Tripp seconded “Be it Ordered that the City of Saco hereby endorse the document titled, ‘PACTS Planning Study Proposal FY 2014/2015 UPWP Application’ in support of the Comprehensive Mill Districts Maine DOT Traffic Movement Study.” Further move to approve the Order. The motion passed with seven (7) yeas.

B. CONTRACT ZONE – 6 & 8 NEW COUNTY ROAD PARCELS – (1ST READING)

Applicants Robert and Jeanne Labonte propose a contract zone for their two parcels at 6 and 8 New Country Road. The current R-1d zoning allows residential subdivisions. In order to make the project feasible – costs include extending the public sewer across the Turnpike – they ask that minimum lot size, frontage and setback requirements be relaxed so that more lots would be possible than otherwise allowed in the R-1d zone.

The Planning Board reviewed this request originally as a proposed zoning map amendment, but felt that the applicant would be served in a timelier manner via a contract zone application. The Board made a positive finding on each of the four standards for a contract zone; and forwards a positive recommendation for the contract zone as proposed.

Councilor Tripp moved, Councilor Lovell seconded “Pursuant to the Zoning Ordinance Article 14, §1401, the City Council hereby accepts the report from the Planning Board titled, “Contract Zone Agreement By and between Robert and Jeanne Labonte and the City of Saco,” dated March 5, 2013,” and further move, “Be it ordered that the City Council schedule the Public Hearing for May 6, 2013 on the document titled, “Contract Zone Agreement By and between Robert and Jeanne Labonte and the City of Saco,” dated March 5, 2013.” Further move to approve the order.” The motion passed with seven (7) yeas.

Contract Zone Agreement
by and between
Robert and Jeanne Labonte and the City of Saco
March 5, 2013

THE CITY OF SACO HEREBY ORDAINS:

I. That the Zoning Ordinance of the City of Saco, dated January 2, 1985 and amended through Nov. 5, 2012, be amended as further described in this Contract by and between the City of Saco and Robert and Jeanne Labonte (Applicants).

1. The Applicant proposes to develop a residential subdivision on a portion of the parcels at 6 and 8 New County Road (Subject Property). The Subject Property is identified as Tax Map 87, Lots 1 and 1-1 on City of Saco tax maps.

2. The Subject Property is the site of one single-family dwelling, owned and resided in by the Applicants, and outbuildings.

3. A copy of a Warranty Deed, recorded June 29, 1981, is submitted by Mr. and Mrs. Labonte as evidence of right, title and interest. Said deed is recorded in Book 2811, Page 268 at the York County Registry of Deeds.

4. The Subject Property is in the R-1d zoning district.

5. The Subject Property has an area of 23.5+/- acres. The minimum lot area requirement in the R-1d zoning district is 15,000 square feet. The Subject Property includes two parcels that are each conforming with respect to minimum lot area.

6. The Subject Property has 150 feet of frontage on New County Road: Lot 1 has 150 feet of frontage on New County Road, while Lot 1-1 has no direct frontage on a public way, but benefits from a 20 foot wide right of way across a portion of Lot 1. Each of the parcels are existing lots of record. The minimum frontage requirement for a parcel in the R-1d zoning district is one hundred (100) feet for a lot serviced by public
7. The Applicant proposes to develop a residential subdivision, and requests that certain lot and yard requirements found in Article 4 of the Zoning Ordinance be amended:
   a. That the 15,000 s.f. minimum lot area in the R-1d zone be reduced to 8,000 s.f. minimum lot area.
   b. That the 100 feet minimum frontage requirement be reduced to 85 feet.
   c. That the fifteen (15) foot rear yard setback be reduced to ten (10) feet.

8. The Zoning Ordinance provides no authority for either the Planning Board or City staff to deviate from the stated lot and yard requirements.

9. Occasionally, competing and incompatible land uses conflict; and traditional zoning methods and procedures such as variances, conditional use permits, and alterations to the zone boundaries are inadequate to promote desirable growth. In these special situations, more flexible and adaptable zoning methods are needed to permit differing land uses in both developed and undeveloped areas, and at the same time recognize the effects of change. Accordingly, this Contract Zone Agreement is proposed by the Applicants.

II. This contract amends the Saco Zoning Ordinance as follows:

1. Table 412-1 is amended to establish a minimum lot size of 8,000 square feet for individual building lots on the Subject Property.

2. Table 412-1 is amended to establish a minimum frontage requirement of eighty-five (85) feet for individual building lots on the Subject Property.

3. Table 412-1 is amended to establish a minimum side and rear yard setback of ten (10) feet for individual building lots on the Subject Property.

4. Sections 10.12 and 11.14 of the Subdivision Regulations are amended in order to allow the implementation of a Low Impact Design stormwater management system that shall comply with existing City and state water quality and quantity standards.

III. This Contract Zone is subject to the following conditions and restrictions, as provided for in Section 1403 of the Saco Zoning Ordinance:

1. The provisions of this Contract Zone shall become effective only in the case of a subdivision plan application being submitted by the Applicants, or an agent thereof on behalf of the Applicants. Should no subdivision plan application be submitted to the Planning Office of the City of Saco within two (2) years of the date of approval of this Agreement, then the provisions herein shall become null and void.

2. Minimum lot and yard requirements established in Table 412-1 of the Zoning Ordinance shall be reduced in accordance with Section II.1-3 above.

3. The subdivision shall be serviced by public sewer and public water.

4. As addressed in Section 10.11.5.11 of the Subdivision Regulations, the proposed subdivision shall include sidewalks along all future City streets.

5. Provision shall be made for pedestrian and bicycle access to and from the subdivision. If the Turnpike Bridge on New County Road is found to be too narrow or otherwise inadequate for the construction of a sidewalk connection to the existing City sidewalk that ends at the corner of Bradley Street and Shadaggee Road, then other measures creating a pedestrian and bicycle friendly connection to downtown Saco including signage, trail connections, and/or contributions to future sidewalk construction shall be proposed by the applicants and found acceptable by the Planning Board during subdivision review.

6. Except as addressed in this Contract Zone document, the project shall adhere to all other applicable
provisions of the City of Saco Zoning Ordinance and Subdivision Regulations.

7. All details shown on the plans and submitted as application materials are hereby incorporated into this contract by reference. The site shall be developed in conformance with those plans and materials. The staff of the City of Saco may approve minor changes. If it is determined that the changes constitute a change in the contract, then the developer shall be required to obtain City Council approval of the changes.

8. This Document and Contract Zone affects only the Subject Property: the parcels of land identified as Tax Map 87, Lots 1 and 1-1 on City of Saco tax maps.

9. This contract and its provisions shall specifically and exclusively apply to the Contract Zone request submitted by the Applicant.

10. This Document and the Contract Zone it creates shall not be transferable prior to development as proposed by the Applicant unless said transfer is approved by the City Council.

11. Failure of the Applicant to submit application for a residential subdivision as proposed to the Planning Office for review and approval by the Planning Board within two (2) years of the approval of this Contract Zone shall render this Agreement null and void. In the event that permits or approvals are delayed due to circumstances beyond the control of the Applicant, this deadline may be extended by one (1) year upon written request submitted by the Applicant.

12. Breach of these conditions, restrictions and/or Agreement by the developer shall constitute a breach of the contract. Said breach of contract shall constitute a zoning violation, subject to enforcement action by the City of Saco.

IV. Pursuant to authority found in 30A M.R.S.A. Section 4352 (8), and the City of Saco Zoning Ordinance, Section 1403, and by vote of the Saco Planning Board on March 19, 2013, and the Saco City Council on ________, 2013, the following findings are hereby adopted:

A. City Tax Map 87, Lots 1 and 1-1 are parcels of an unusual nature and location, for the following reasons:

   i. Lot 1-1 includes a 10,500 s.f. former poultry barn and two silos. The applicants do not propose to return to raising poultry, and hope to instead pursue the highest and best use of the property.

   ii. The parcels abut the Maine Turnpike, are serviced by public water, are within several hundred feet of existing public sewer service, and are owned by a party interested in pursuing development possibilities.

   iii. The parcels are bisected by a 30 foot wide easement, within which exists a 24 inch water main owned by Maine Water Company. Development within the easement will be limited by the agreement between the applicants and the Water Company, recorded in 1947.

B. The proposed rezoning is consistent with the Saco Comprehensive Plan, based on the following goals:

General Pattern of Development

1. The guiding principle of the City’s effort to manage the use of land should be to encourage a development pattern which maintains the historical pattern of a built-up urban center surrounded by a rural outlying area. To facilitate this pattern, the City should focus on directing development to vacant or underutilized areas within the built-up area or to designated development areas on the fringe of the built-up area where public water and sewer service is or can be provided and on directing development away from areas with natural constraints for development or in which public services are not available.

4. New development should be accommodated in designated growth areas where the City can provide municipal services and where development can occur in an environmentally sensitive manner. As a general principle, these areas should be served or should be able to be reasonably served by public water and public sewer service.

Population and Demographics

1. The City should assure that residential growth is accommodated in appropriate locations that are properly zoned and able to be provided with public services.
2. The City should continue to provide for the construction of a wide range of types of housing at a variety of densities and types to assure that a diversity of people can continue to live in the City including younger households.

Sewer Service
5. The City should allow residential development at higher densities in those areas where sewer (and water) service is available than in those areas where service is not available.
6. The City should establish a mechanism to facilitate the extension of sewer service in areas that are designated for residential growth at the fringe of the existing service area. This program should allow a developer who finances extensions or capacity improvements to recover some of those costs from other users as building or development occurs.

C. The proposed use is consistent with the existing uses and permitted uses within the original zone. The original zone is the R-1d zone, here described in the Zoning Ordinance, Section 405-1. R-1 LOW DENSITY DISTRICT (includes R-1a, R-1b, R-1c and R-1d designations) “The R-1 classification is designated for areas which are predominately single-family residential in character. It includes both sewered and unsewered land, with appropriate lot size requirements for each situation. New land uses in this district are restricted to low-density residential and associated uses.”

Allowed uses in the R-1 districts include single family dwellings, public parks and playgrounds, public and private schools, places of worship, two-family dwellings, day care centers, kennels, and stables.

D. The conditions proposed are sufficient to meet the intent of Section 1403. Contract Zoning, of the Saco Zoning Ordinance.

V. Based on the above findings, conditions and restrictions, the City Council hereby incorporates this Contract Zone agreement into the Saco Zoning Ordinance by reference.

By signing this contract, both parties agree to abide by the conditions and restrictions contained herein.

Adopted by the Saco City Council on ____________, 2013.

City of Saco
by ________________________
Richard Michaud
City Administrator

by ________________________
Robert and Jeanne Labonte
Owners and Applicants

C. CODE AMENDMENT CHAPTER 4, TERM LIMITS COASTAL WATERS COMMISSION – (1ST READING)

Proposed to the City Council is a Code Amendment which would eliminate the “term of office” limits now provided in the City Code §4-39 Coastal Waters Commission. It is proposed that subjecting members to term limits diminishes the continuity of the Commission as well as creating a loss of institutional knowledge. Additionally, the Code change will bring the Coastal Waters Commission rules in line with other commissions/committees established in Chapter 4.

Councilor Blood moved, Councilor Lovell seconded “The City of Saco hereby approves the First Reading of the document titled ‘Part 1, Administrative Legislation, Chapter 4, Article 39 Coastal Waters Commission, B (5), dated April 1, 2013’, and further move to schedule the Public Hearing for May 6, 2013.” The motion passed with seven (7) yeas.

(Underline represents new language, while strikethrough is language to be deleted.)

Part 1 Administrative Legislation – Chapter 4, Article 39 Coastal Waters Commission, B (5), dated April 1, 2013
§4-39 – B (5)

(5) The term of office of a member shall be three years. Members may be appointed for a maximum of two consecutive three-year terms but may be appointed again after one year off the Commission. Each Commissioner shall be a resident of the City, shall be persons qualified to perform the duties of such office and shall serve without compensation.

D. AMEND THE FEE SCHEDULE – (PUBLIC HEARING)

A copy of the complete city fee schedule is available at City Hall and online at www.sacomaine.org. Below are highlights of the changes.

PROPOSED CHANGES IN FEE SCHEDULE – April 1, 2013

Copy Cost for All Departments
✓ Increased price from $10.00 to $15.00 for each additional hour.

CHAPTER 73 – Building Construction
✓ Chapter 73-7: Remove in-ground swimming pools and above-ground it will be now all pools are the same.
✓ Chapter 73-7: Remove Move Building charge as it was a duplicate
✓ Chapter 73-7: Simplify the charge to the same for all signs

CHAPTER 86 – Cost Recovery
✓ CMR 144: Add Transfer Fee $10.00
✓ CMR 241: Water Quality Fee $15.00

CHAPTER 87 – Electrical Standards
✓ 87-6: Increase the New Construction – Residential Use from $0.045 to $0.055 per sq ft
✓ 87-6: Increase the New Construction – Commercial/Industrial Use from $0.055 to $0.065 per sq ft
✓ Re-inspections remove the $50.00 fee, and add to refer to Chapter 73

CHAPTER 118 – Harbor and Waterfront
✓ Add Charter – Effective date 3/18/13 $450.00
✓ Add Pier Use waiting list with registration $25.00
✓ Add Pier Use renewal wait list fee $10.00
✓ Add clarifying information to Tying up the floats to show hourly rate
✓ Eliminate Non-Residents Parking at Lot Daily for Season $100.00

CHAPTER 173 – Seasonal Property
✓ Increase Renewals from $10.00 to $25.00

CHAPTER 176 – Sewer Fees
✓ Chapter 176-52-58 sewer user fees per cubic foot. Effective for fiscal 2014 the rate is changing from $4.50 to $4.58 per cubic foot

CHAPTER 181 – Transfer Station
✓ Add Card Replacement $5.00

CHAPTER 186 – Street Openings
✓ Brick Sidewalk added the word square

CHAPTER 195 – City Clerk
✓ Eliminate copying information as we have it at the top of the fee schedules for all departments

CHAPTER 200 – Towers and Wreckers
✓ Increase Day from $70.00 to $90.00
✓ Increase Night from $90.00 to $105.00
✓ Eliminate the word per to add from Use of Dollies

Councilor Smith moved, Councilor Doucette seconded to open the Public Hearing on the document titled, ‘City of Saco Fee Schedule, Dated April 1, 2013’. The motion passed with unanimous consent.

There were no comments from the public.

Councilor Smith moved, Councilor Doucette seconded to close the Public Hearing and “Be it Ordered that the City approve the document titled, ‘City of Saco Fee Schedule’, Dated April 1, 2013.” Further move to approve the Order.” The motion passed with seven (7) yeas.

**VI. CONSENT AGENDA**

1. MINUTES

Councilor Smith moved, Councilor Tripp seconded “Be it Ordered that the City Council approve the minutes for March 18, 2013 and April 1, 2013. Further move to approve the order. The motion passed with seven (7) yeas.

**VII. ADJOURN THE MEETING**

Councilor Doucette moved, Councilor Tripp seconded to adjourn the meeting at 7:25 p.m.

Attest: ______________________________

Michele L. Hughes, City Clerk