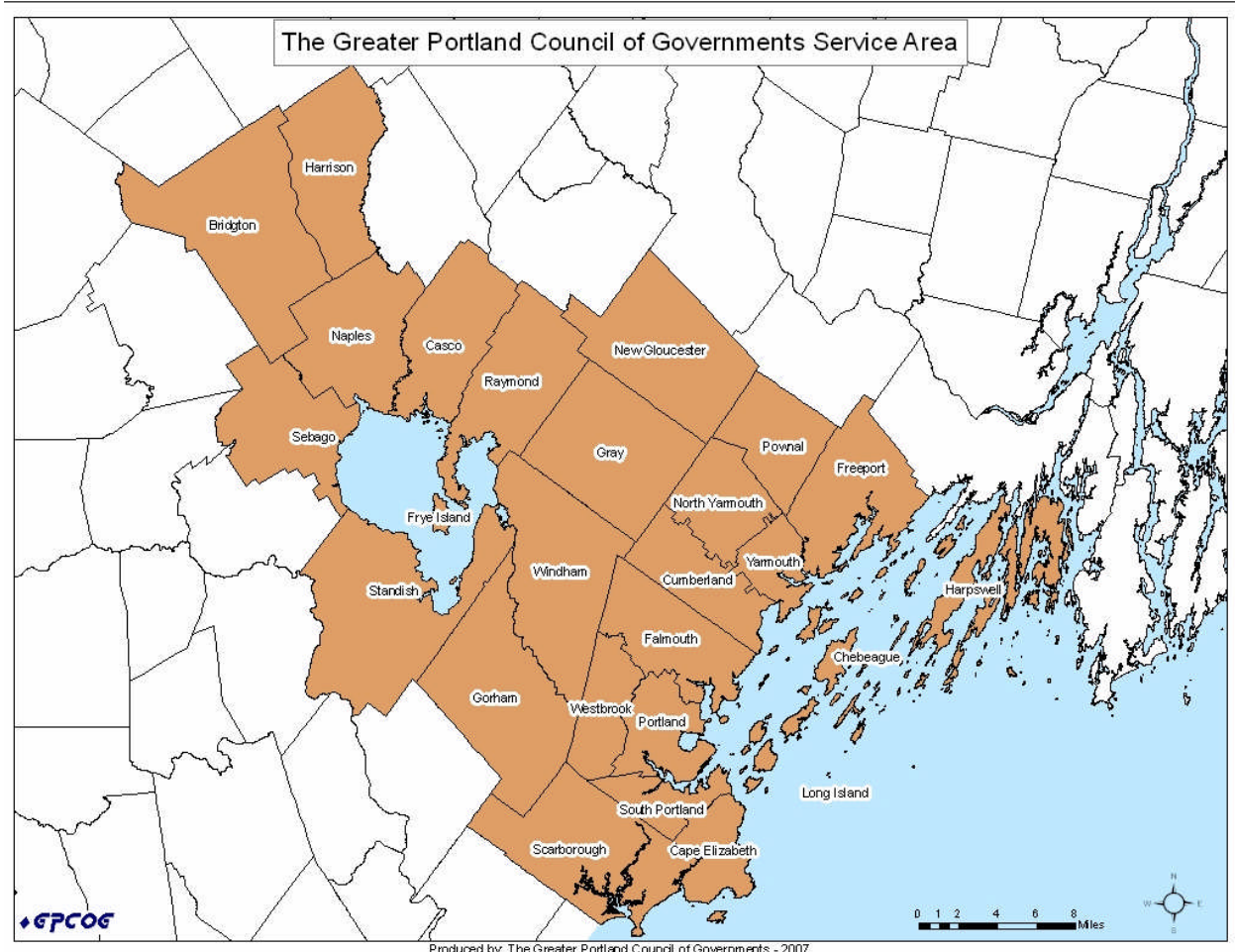


DRAFT
Comprehensive Economic Development Strategy
2007



Submitted to the
Economic Development Administration
United States Department of Commerce
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Greater Portland's Comprehensive Economic Development Strategy

Economic Growth: Provide a competitive business climate for the retention and expansion of existing businesses, the creation of new businesses, and the recruitment of compatible new firms.

- Strengthen the capacity of micro-enterprise centers to deliver services to entrepreneurs, including comprehensive access to information, counseling and financing opportunities.
- Provide small businesses with access to capital through the Revolving Loan Fund program.
- Adopt a common marketing, coordination and communications protocol among municipalities, state agencies, and service providers to identify and respond to business prospects interested in locating, expanding, or remaining in Greater Portland.
- Facilitate the development of guidelines for regional review of major commercial projects.

Economic Prosperity: Target human and financial resources to economically distressed areas in Cumberland County.

- Use the CEDS process to identify distressed areas and to inventory and prioritize local and regional needs, including commercial/industrial space, transportation, and utilities identified by municipalities, regional organizations, and service providers.
- Assist communities in pursuing state and federal resources to address needs on a local or regional basis.
- Establish a protocol among municipalities, government agencies, and service providers for providing assistance to economically distressed areas.

Economic Diversification: Strengthen the planning, partnerships and institutions necessary to support growth and innovation of the region's targeted clusters.

- Support the growth of the region's incubators, including the Maine Center for Enterprise Development and the Composites Technology Center.
- Develop a strategic planning process to strengthen the region's technology-based economic clusters, including opportunities for innovation in production, marketing, workforce development, networking, and access to capital.
- Strengthen the role of Portland Harbor as the anchor of the region's fishing and marine science cluster.
- Foster the identification and growth of the region's creative economy, including asset mapping, networking, and downtown revitalization.
- Market the Southern Maine Pine Tree Zone.

Leadership: Increase opportunities to build trust and cooperation for regional planning.

- Maintain a diversified and engaged board through regular meetings that provide opportunities for education, networking, and planning.
- Facilitate the development of groups of communities, such as corridor coalitions, wishing to address issues on a regional basis.
- Represent the interests of Cumberland County through participation in Statewide and regional efforts to develop, deliver, and improve economic development services.

Educated Workforce: Facilitate connections among businesses, government, and educational institutions that increase opportunities for educational attainment and workforce quality.

- Use the results of regional and statewide studies to identify opportunities to enhance the region's education, entrepreneurial, and workforce development systems.
- Support the involvement of schools, colleges, and universities as resources to address business and community needs.

Tourism: Support planning efforts to increase the number of year-round visitors to all areas of Greater Portland and the Sebago Lakes region.

- Facilitate planning efforts to develop four-season sustainable tourism strategies focused on assets, including historic, cultural, and natural resources.

Affordable Housing: Provide opportunities to educate policymakers, developers, lenders, and the public on the importance of affordable housing to economic growth.

- Develop consensus among local policymakers to pursue regional solutions for affordable housing, such as regional planning review authority, regional housing trust fund, and a regional Transfer of Development Rights program.
- Support communities in their efforts to identify growth areas that allow mixed use, increased density, and a diversity of housing types.
- Support the development of local, state and federal policies to link public investments to designated growth areas.

Healthy Environment: Support efforts to balance access and productivity of the region's natural resources.

- Support strategic planning efforts to enhance the economic viability of natural resource based industries, including value-added processing, niche marketing, and access to capital.
- Assist communities with the development and implementation of comprehensive plans consistent with the State's Growth Management Law.
- Support implementation of area management plans to protect agricultural, forest, and coastal resources.

Transportation Choice: Support the development of a multi-modal transportation system.

- Support development and implementation of a long-range transportation plan for metropolitan and rural areas.
- Support the expansion of public transit by air, water, and land.
- Educate residents and visitors about transportation options.

Outdoor Recreation: Support planning efforts that expand the variety of opportunities to enjoy Cumberland County's natural resources.

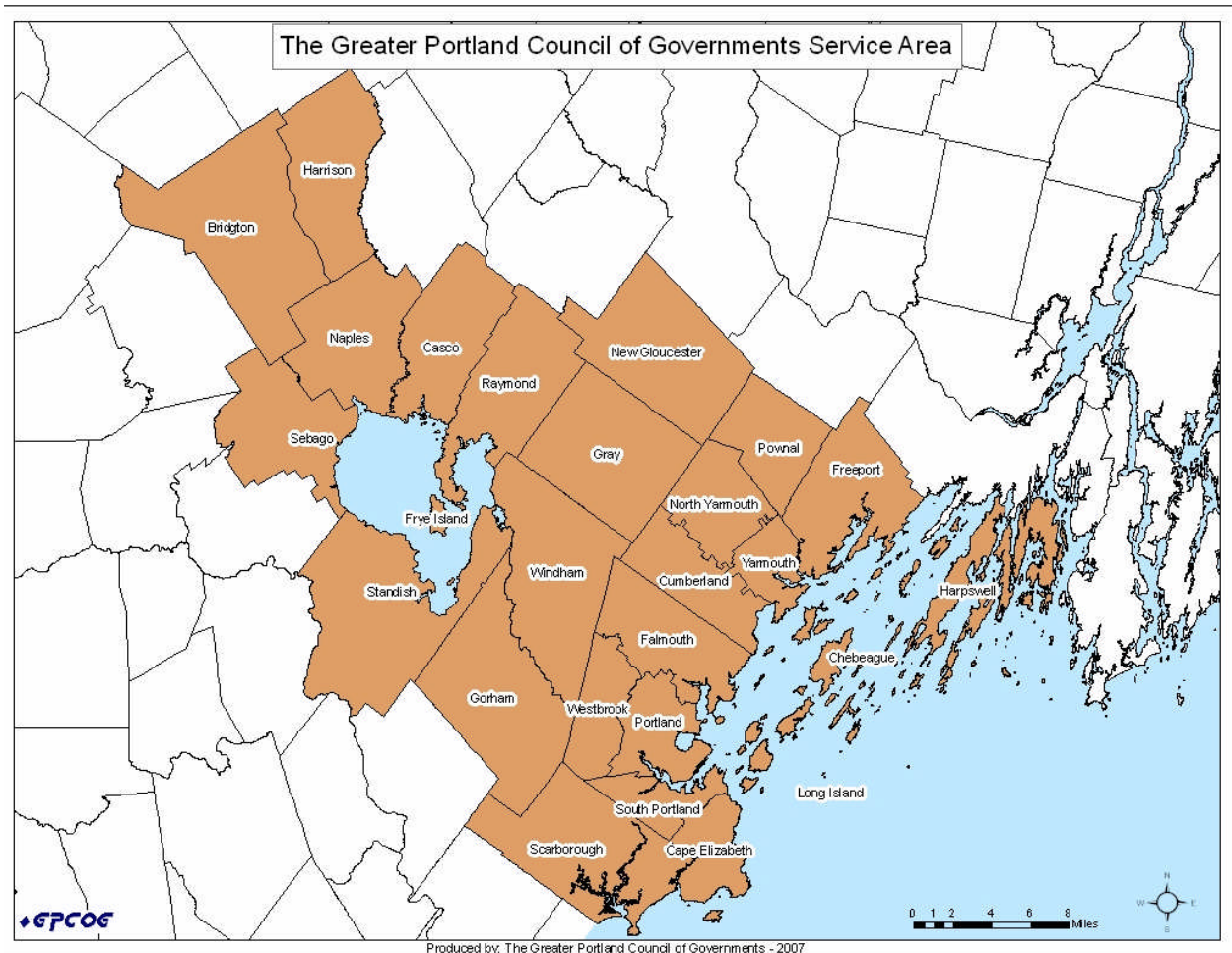
- Support planning efforts for multi-use trails, including the Eastern Trail and the Mountain Division Trail.
- Support local and regional efforts to acquire and preserve open space.

I. Overview

The Greater Portland Council of Governments (GPCOG) was established in 1969 to provide “responsive service and leadership to our municipal members and community partners through regional cooperation and collaboration.” The region represents every community in Cumberland County with the exception of Baldwin and Brunswick. Although the county occupies less than 3% of the State’s land area, it accounts for one fifth of its people and jobs.

One of GPCOG’s primary responsibilities as an Economic Development District is the coordination of the Comprehensive Economic Development Strategy (CEDS), the region’s vision for economic growth and development. The CEDS allows communities in Cumberland County to become eligible for funding from the U.S. Department of Commerce’s Economic Development Administration (EDA). This plan represents the CEDS for Fiscal Year 2007.

**25 communities representing one fifth of Maine’s people and jobs
243,150 people and 143,388 jobs**



In addition to development of the CEDS, GPCOG fulfills a number of important regional functions related to economic development:

- Representation of regional interests in Statewide and national economic development forums.
- Assistance to communities with grant applications to support local and regional economic development.
- Strategic assistance to targeted areas, including downtowns, special populations, and industry clusters.
- Coordination with the region's institutional providers of education, workforce development, incubation and microenterprise assistance.
- Data collection and analysis on the Southern Maine economy.
- Regional liaison to Maine & Company and to the Department of Economic and Community Development for business leads, regional marketing programs and other statewide economic development projects.
- Access to capital for area businesses through the Regional Economic Development Loan Program and Revolving Loan Fund Program.

1. Governance

Founded in 1969, Greater Portland Council of Governments (GPCOG) is a not for profit, 501(c)(1) agency established, owned, and governed by member communities who join on a voluntary basis. Located in the historic city of Portland, GPCOG boasts a distinguished history of service to 25 municipalities in Maine's most populated and diverse region, stretching from Casco Bay in the east to Sebago Lake in the west. The County of Cumberland and the Portland Water District are Ex-Officio members, while the Threshold to Maine Resource Conservation and Development Area and the Peoples Regional Opportunity Program serve as Associate Members. GPCOG's \$2.5 million dollar budget is funded through a combination of member dues, service fees, and state and federal grants. Through its professional staff of twenty, GPCOG offers a range of programs and services in the following areas:

- Transportation Planning
- Land Use Planning and Ordinance Review
- Economic and Community Development Assistance
- GIS/Mapping
- Joint Services and Purchasing
- Revolving Loan Funds
- Regional Corridor Planning
- Data Center
- Vanpool and Rideshare Coordination

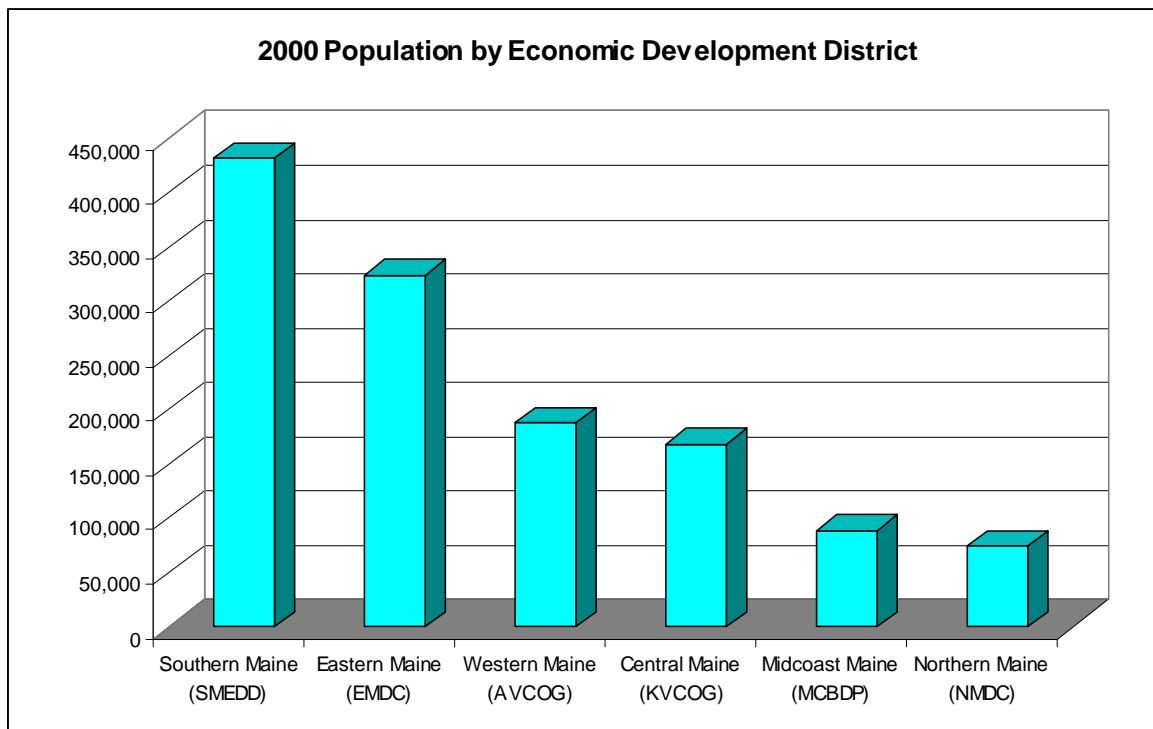
Organized pursuant to state enabling legislation, GPCOG is governed through a Board of Directors composed of elected and appointed officials from its membership. Each member is allowed to appoint one representative for every 10,000 people to the General Assembly, which serves as its policy making body. The Executive Committee, which consists of one representative from each member community, is the policy implementation body of GPCOG. Its duties and functions include the authority to approve regional policies, studies and plans where required and receive, hold and disburse funds and enter into necessary contracts for GPCOG. Of the 25 eligible communities within Cumberland County, 24 are dues paying members. The City of South Portland lies within the District boundaries, but does not pay dues.

2. CEDS Background

In 1994 the Greater Portland Council of Governments and the Southern Maine Regional Planning Commission organized to form the Southern Maine Economic Development District, a federally designated Economic Development District.

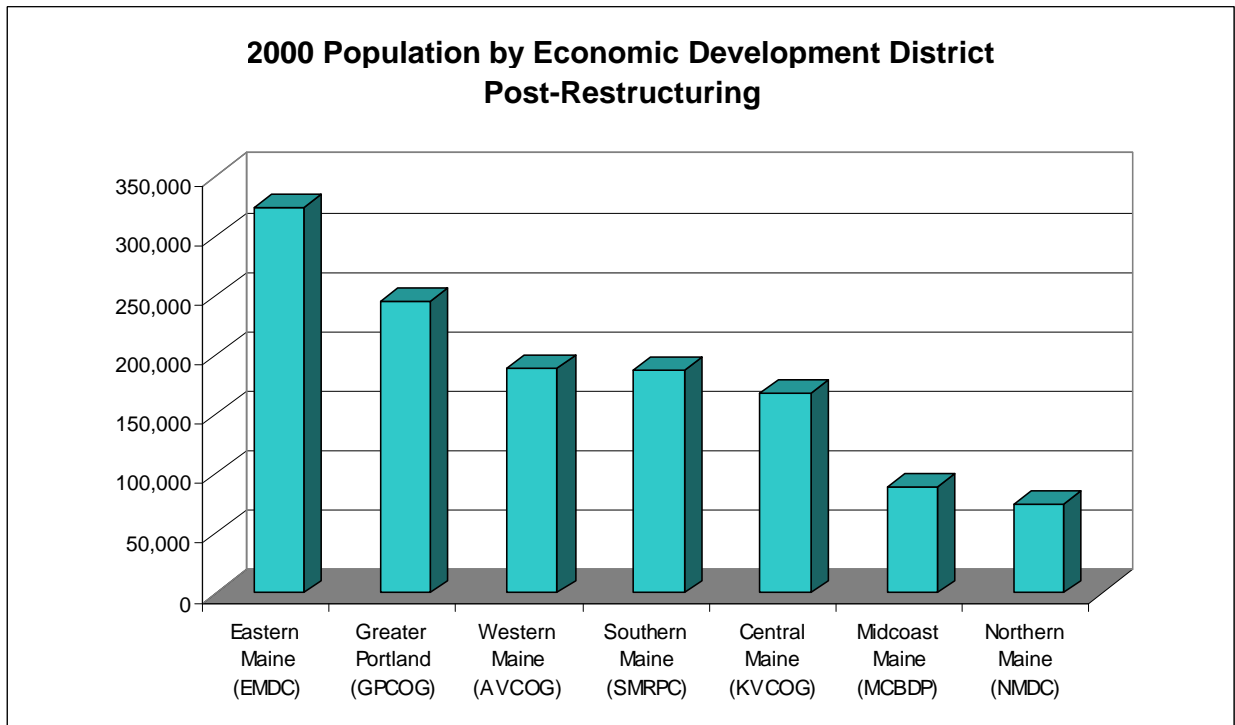
Over the ensuing years SMEDD has been successful in helping to secure federal Economic Development Administration funds and in providing related support services to municipalities and businesses. In spite of its relative success SMEDD's potential to facilitate the development of a truly regional public – private sector economic development strategy has been constrained by a governance structure that involves two different organizations (GPCOG & SMRPC) governed by their respective Boards, located in two different locations all the while trying its best to be one organization.

As reflected below the GPCOG - SMRPC arrangement resulted in SMEDD being the largest EDD in Maine and one of the largest in New England when measured by population, labor force and number of businesses.



In response to the constraining effect of the SMEDD structure, GPCOG and SMRPC have agreed to formally request that EDA designate two, distinct and separate economic development districts; one to be served through GPCOG and the other through SMRPC. This effort was initially encouraged by EDA and enjoys the strong, formal support of the municipal members of each agency, together with the Board of Directors of GPCOG, SMRPC, and SMEDD, respectively as well as Governor Baldacci.

As further illustrated below the proposed GPCOG –EDD will not only facilitate a clearer, more well defined governance structure but will provide for a more focused and manageable EDD.



The creation of a GPCOG – EDD will unify governance within an existing organizational structure thereby making the EDD structurally consistent with the other EDD’s in Maine. As reflected in the below GPCOG Organizational Chart the EDD and the CEDS Committee will be appointed by and directly accountable to the GPCOG Executive Committee.

**GPCOG
Organizational Chart**

General Assembly

Executive Committee

Steering Committee

Executive Director

CEDS
Committee

Endowment
Fund Com.

RLF
Committee

Finance

- RLF
- Endowment

Economic Development

- Data Center
- Support
- Grants
- CEDS

Planning

- Land Use
- Transportation
- GOMaine
- Safe Kids
- Maine Clean Communities

Mapping

- GIS
- IMS

**Human
Resources &
Cooperative
Services**

**Support
Services**

The proposed formation of a GPCOG –EDD is entirely consistent with GPCOG’s long history of service to its member municipalities. Since 1969 GPCOG has provided a range of municipal services and support together with planning and technical assistance. As a result the agency has developed strong working relationships with communities, state and federal agencies, and other for-profit and non-profit organizations. These relationships and traditions provide the foundation through which a more focused and manageable Comprehensive Economic Development Strategy can be developed and adopted. It is felt that a GPCOG-EDD will better position the Cumberland County region to design a CEDS that integrates demographic and social issues, together with land use and transportation planning and infrastructure investments. Furthermore, the foundation for such a coordinated effort has been developed by GPCOG over the last four years through the formation of Corridor Coalitions that bring together communities that are linked through geography and similar socio-economic characteristics. Five Coalitions have been formed: Coastal, Central, Lakes Region, Route 113 and more recently, a Metro Regional Coalition with the goals and purposes of each Coalition largely revolving around (1) developing trust and understanding; (2) identifying opportunities to collaborate in the delivery of services; and (3) exploring regional opportunities to coordinate transportation, land use and economic development planning.

Consistent with the Corridor Coalition goals, the GPCOG Executive Committee has expressed a strong interest in developing a regional land use/growth management plan but has concluded that the potential effectiveness of such an effort is directly related to the integration of economic development to the process. To that end, the Committee believes therefore that the first priority in the development of such a Plan is to establish a GPCOG –EDD in order to ensure maximum coordination and integration of agency programs and policies with its municipal membership and relevant stakeholders. Reinforcing the priority of this goal, the Executive Committee included the successful EDD designation as one of its top goals for the current program year.

While a GPCOG – EDD will facilitate a more focused and better coordinated CEDS the positive working relationship that has been developed with SMRPC will continue to be a high priority for both organizations. To that end both GPCOG and SMRPC will provide for ex-officio representation from each agency to their respective CEDS Committees. Recognizing the larger global economy that we must actively and creatively participate in the two organizations have agreed to form a “Coordinating Council” through which planning, information sharing and project development may be coordinated and collaborated on as appropriate. The parties have also agreed to explore the expansion of the Coordinating Council to include the Portsmouth, southern New Hampshire region and the Brunswick, mid-coast Maine region thereby uniting the I-95 corridor in the larger region.

3. CEDS Planning Process

Over the last five years, GPCOG has been engaged in a number of strategic planning processes that have laid the groundwork for the development of a new CEDS committee and strategy specific to Cumberland County. These are described in chronological order.

Regional Forum Series. Throughout 2002-2003, GPCOG hosted, *Where Are We Going?*, a series of forums focused on the challenges of growth confronting Southern Maine. This series was designed in response to the realization of citizens, government officials, and business and community leaders that the impacts of growth on our taxes, housing, infrastructure, and natural resources are rapidly approaching levels that require a comprehensive and coordinated response if we are to preserve our unique quality of life for future generations. Through this forum series, GPCOG sought to define a regional vision for Southern Maine and to develop the following set of principles to guide regional planning:

- Density is a necessary component for a transportation system that supports choice, including walking, bicycling, and transit.
- Vibrant villages and downtowns need a healthy mix of housing, retail, services, jobs, open space, and civic uses.
- The crisis of affordable housing has become an economic development barrier that demands regional solutions.
- Investments to grow economic sectors, such as business incubators and advanced degree programs, can only be achieved through regional cooperation, not competition.
- The benefits of regionalizing public services should be considered not only from the perspective of cost savings but also improvements in the quality of service.

These guiding principles have been incorporated into the work GPCOG does on a daily basis: 1) at the local level, by assisting communities with the development and implementation of their comprehensive plans and 2) at the regional level, by convening Corridor Coalitions on a monthly basis, which tackle priorities for regional economic development, transportation, and land-use planning.

Southern Maine Transportation Corridor Committee. In July 2004, MaineDOT introduced a new process to improve public participation in transportation planning. Each Economic Development District was asked to develop a Regional Transportation Assessment (RTA) for the State's multimodal transportation system. In Southern Maine, GPCOG and SMRPC convened a steering committee to oversee the development of the RTA, which was comprised of 20 twenty people representing business groups, town administration, planning and transportation professionals, environmental advocates, and former RTAC 6 members. The Steering Committee identified six regional corridors in Southern Maine, three in Cumberland County and three in York County.

- **Southern Coastal Corridor:** Portsmouth, New Hampshire/Kittery to Portland (U.S. Route 1, I-95, Eastern Trail, Guilford Rail Line/Amtrak).
- **York County Central Corridor:** Northern York County to Southern PACTS Area (Route 22, Route 202/4, Route 4A, Route 5, Route 117, Route 112), NH to I-95 and coastal towns via Sanford (U.S. 202, Route 99, Route 109, Route 111), and Somersworth, NH/Berwick to Wells (Route 9, Guilford Rail Line/Amtrak).
- **York County East-West Corridor:** Northern York County to KACTS via Sanford (Route 5, Route 202, Route 4, Route 236, Route 11, Route 11A).
- **Coastal PACTS Corridor:** Portland to Brunswick (US Route 1, I-295, rail corridors)
- **Cumberland County Central Corridor:** Portland to Lewiston (I-95, Route 26/100)
- **Lakes Region Western Corridor:** Portland to Fryeburg (US Route 302, Routes 113, 114), Portland to New Hampshire via Gorham, Standish, Cornish, Porter (State Route 25) including the Lakes Region and Mountain Division Rail with Trail

Transportation, land use, and economic development objectives were developed for each corridor, which were then ranked in accordance with their importance to recreation/tourism, commuting, freight, commercial access, local land use regulations, intermodal connections, and the economy.

GPCOG Strategic Plan Update. Beginning in 2005, GPCOG President Tony Plante, Town Manager of Windham spearheaded the agency's first strategic plan update since 1998. The completion of the Strategic Plan Update was identified as one of the four major goals for the 2005-06 program year. *Strategic Plan 2006* is the product of a committed and effective partnership between the GPCOG senior management team and the GPCOG Steering Committee, which is comprised of managers and elected officials in Cumberland County. Key features include a set of six guiding principles that serve as the foundation of six core objectives, each of which includes specific action items or areas of focus; a summary of core competencies, programs, and services and key partnerships; and an updated Strengths, Weaknesses, Opportunities and Threats (SWOT) analysis. Recognized as one of the key areas of focus was the development of a regional comprehensive plan that integrates land use, transportation and economic development, with restructuring of the EDD a key precedent. A significant action item of the Plan is to conduct a Focus Group of GPCOG's membership no later than every three years in order to "evaluate GPCOG programs, services and opportunities in the context of the GPCOG mission."

Cumberland County Strategic Plan Update. In February 2006, the County of Cumberland kicked off its first strategic plan update since 2001. Over the last five months, over 100 people met in nine subcommittees to develop regional visions for the following topics: Public Health/Human Services, Space Needs, Technology, Finance, Criminal Justice/Public Safety, Regional Relationships, Public Services, Schools-Support Services, and Economic Development. GPCOG staffed the Economic Development Subcommittee, which was chaired by John Shattuck, Executive Director of the Lake Region Development Council. The Subcommittee, which met every other week, was charged with the following task: *"Examine what is happening within the Cumberland County region to promote development and recommend what additional role, if any, Cumberland County Government should play in the area of economic development."*

Throughout the process, Subcommittee was sharply divided on the issue of working with existing groups to develop a regional plan or forming a new umbrella organization to accomplish this task. Its final recommendation was to *"Work with the Greater Portland Council of Governments (GPCOG), municipalities and the private sector to develop a plan and a path for enhancing economic development in the region by forming a design team modeled after the Regional Relationship's "Ten Point Plan," and the current CDBG initiative by the county."* The County's strategic plan was introduced on June 29, 2006 and approved by the Commissioners on November 27, 2006.

Cumberland County CDBG Program. Beginning in 2005, GPCOG assisted the County of Cumberland in its pursuit of CDBG Entitlement status from the U.S. Department of Housing and Urban Development. If granted, this designation would qualify the region for up to \$3 million dollars in new funding for housing, economic and community development projects. GPCOG staff served on a Project Management Team to determine how to recruit 26 communities in Cumberland County to participate in this effort, which required a vote of each governing body. The President of GPCOG chaired a Design Team consisting of a representative from each municipality, which met over the course of five months to establish the governance and structure of the program. In the end, 23 communities signed on to the program.

The next step after qualification was the development of a countywide consolidated plan for housing and community development. GPCOG's executive director served on the Cumberland County Interview Committee for the selection of a CDBG Director. Staff also worked with the County under the guidance of a Municipal Oversight Team, which met on a monthly basis, to implement a public outreach process throughout the region. Public outreach was conducted jointly by GPCOG and County staff as a coordinated means of eliciting public involvement in the CDBG program, 2007 CEDS, and GPCOG's Brownfields application:

October 10	Meeting with the Lakes Region Transportation Coalition
October 17	Meeting with the Central Corridor Coalition
October 23	Meeting with the Casco Bay Islands – Harpswell, Long Island, and Chebeague Island
November 6	Meeting with the Lakes Region Transportation Coalition
November 13	Meeting with the Coastal Corridor Coalition
December 7	Roundtable with housing developers and service providers, including Westbrook Housing Authority, AVESTA, PROP, and the Freeport Land Trust
November 8 and 27	Presentation to the Department of Human Services Region I Service Coordination and Finance Committee
December 21	Meeting with Homeless Voices for Justice
February 7	Presentation to the Southern Maine Economic Development District

Cumberland County Report Card

Vision Greater Portland is Northern New England's premier destination for commerce and culture. Through regional cooperation, our growing and diversified economy continues to generate innovation and business development while maintaining working forests, farms, and waterfronts. Our vibrant villages and downtowns support healthy residents who enjoy access to affordable homes, transportation choices, and quality educational opportunities throughout their lives.

Economic Growth: Support the attraction, retention, and expansion of businesses and microenterprises.				
Region	Job growth	↑	Annual growth will = or > Maine and New England's	In 2005, job growth of 0.57% kept pace with Maine and New England's
CEDS	Loan activity	—	100 new jobs will be created or retained through GPCOG's Revolving Loan Fund	No loans were closed in FY 06.
Economic Prosperity: Reduce regional disparities in economic opportunity.				
Region	Median income	↓	Median income of each labor market will = or > state median	In 2005, the Bridgton area lagged behind the state median
CEDS	Investment	+	\$3 million in CDBG funding will be captured by Cumberland County towns each year	\$3,229,909 awarded: \$2,639,909 for Entitlements, and \$590,000 for Non-Entitlements
Economic Diversification: Support growth and innovation in the region's economic clusters.				
Region	Job growth in clusters	↓	Annual growth in precision manufacturing will = or > the region's rate of growth	In 2005, the region lost 3.7% of its precision manufacturing jobs v. overall growth of 0.57%
CEDS	Job growth	+	10 new businesses will be certified in the Southern Maine Pine Tree Zone	13 businesses were certified in the PTZ in 2006.
Active Leadership: Provide opportunities for regional cooperation in economic development among communities, businesses, institutions, government and other partners.				
Region	Municipal participation	↑	75% of communities will participate in at least one regional event per year	96% participated to varying degrees in the 2006 CEDS update
CEDS	Regional projects	+	Two new regional efforts will be sponsored by GPCOG	Seven new regional efforts were initiated in Cumberland County in FY 2007
Educated Workforce: Provide quality education and training opportunities for residents of all ages.				
Region	Postsecondary enrollment	↑	Annual % of students who intend to enroll in college will exceed the state's rate.	In 2005, 77% of students reported that they intended to enroll in college, compared to 72% across the state.
CEDS	Class presentations	+	1,000 students will be trained by the Kids and Transportation program	In 2006, 1,048 students were trained by the Kids and Transportation program
Tourism: Support the development of four-season opportunities that attract visitors on business and leisure.				
Region	Retail sales for lodging	↑	Annual lodging revenue will keep pace with or exceed Maine's	In 2006, revenue was up 6%, keeping pace with the state's rate
CEDS	Website traffic	+	Public hits on www.transportme.org will reach 5,000 each August	8,210 hits on www.transportme.org were recorded in August of 2006
Affordable Housing: Increase the supply of affordable housing opportunities for all types of households.				
Region	Affordability index	↓	The affordability index for each housing market will measure no less than 1.0	In 2006, affordability index in all housing markets measured less than 1.0
CEDS	Housing units	+	100 housing units will be constructed or rehabilitated by CDBG or HOME funds	200 housing units were completed with CDBG and/or HOME funds in FY 2006
Healthy Environment: Maintain healthy ecosystems that support working farms, forests, and waterfronts.				
Region	Farmland	↓	Maintain or expand total agricultural acreage in production over time.	From 1997 to 2002, Cumberland County lost 5% of its agricultural acreage
CEDS	Comprehensive Planning	+	Two thirds of communities will have adopted and consistent comprehensive plans	76%, or 19 of 25 communities, have adopted and consistent comprehensive plans
Transportation Choice: Develop varied transportation choices to support the mobility of visitors, goods and services, and residents of all ages.				
Region	Passenger trips	↑	Passenger trips will keep pace with Vehicle Miles Traveled.	In 2006, passenger trips increased 7%, with the greatest increase in rail.
CEDS	Passenger trips	+	% share of commuters by foot, bicycle, carpool, or bus will increase each year	In 2005, 16% of workers commuted by foot, bicycle, carpool, and bus, an increase of 3%.
Outdoor Recreation: Expand access to outdoor recreational opportunities for residents and visitors.				
Region	Cardiovascular disease	↑	Incidence of cardiovascular disease will decline over time.	In 2005, cardiovascular disease rate remained the same at 244 deaths/100,000 people
CEDS	Investment	+	\$1 million will be awarded each biennium for Transportation Enhancement projects	\$3,161,960 was awarded to 8 projects in Cumberland County for 2006-07

Methodology

Indicators were developed to serve as an organizing framework for reporting on the economy of Cumberland County, the region's goals, strategies and projects, and for evaluating the progress of both. These indicators encompass traditional economic development goals as well as those related to transportation, environment, tourism, housing, and community development, which are vital to the region's economic health and quality of life.

The indicators also serve as a framework for identifying and selecting projects in the CEDS. The review criteria was changed to better reflect the vision and goals articulated in the CEDS while still meeting the priorities of the Economic Development Administration. For example, proposed investments must now be made in designated growth areas, such as service centers and downtowns. This change directly supports the CEDS goals of Prosperity for Everyone, Healthy Environment, Transportation Choice, and Affordable Housing. In addition, proposed investments must now be made in support of targeted economic clusters. This change directly supports the goals of Economic Growth and Economic Diversification. Indicators were chosen by the GPCOG staff and Board based on a number of critical factors:

- **Relevancy:** Data is clearly related to a goal area and representative of many aspects of an issue.
- **Measurability:** Data is available in a quantitative form at the town or county level for aggregation purposes.
- **Reliability:** Data is updated on a regular and predictable schedule.
- **Comparability:** Data can be compared to other geographic areas and/or to changes over time.
- **Efficiency:** Data is easily obtained from a credible source.

A number of possible indicators were considered for every goal. Some desirable indicators, such as acreage of open space for Outdoor Recreation, met the need for Relevancy but failed on all other criteria. In another case, the number of students enrolled in higher education institutions was identified as an efficient data source for the goal of Educated Workforce, but did not necessarily embody the desired aspects of workforce quality and competitiveness.

Following each indicator is a discussion of regional planning issues as well as objectives and strategies addressing improvement in each indicator. The strategies are not representative or inclusive of every initiative in Cumberland County but rather those in which GPCOG has some direct involvement through participation or staffing.

CEDS Evaluation Criteria

In 2005 evaluation criteria were developed to monitor the District's performance in implementation of the CEDS. Although EDA suggested the use of quantitative and qualitative measures, the District focused primarily on quantitative outcomes that demonstrated the results of staff effort. No systematic way to document and catalogue effort across the three agencies has been defined – e-mail, participation in a meeting, writing a grant, spearheading a coalition. Instead, indicators were chosen that would best represent the sum total of these efforts. Following the report card format, one indicator, or outcome, was chosen to measure activity for each CEDS Goal based on the following factors:

Relevancy: Outcome is the result of programs and services delivered by the District and its sponsors

Comprehensiveness: Outcome represents programs and services delivered in both York and Cumberland counties

Consistency: Outcome is a function of core programs and services delivered on an annual basis

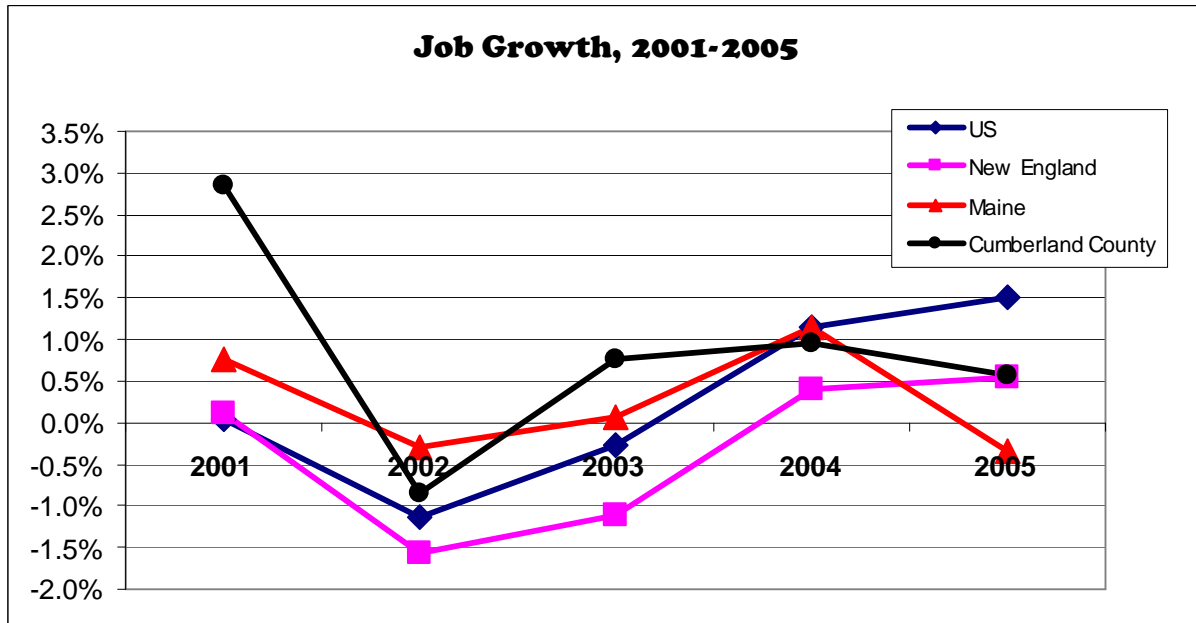
Measurability: Outcome can be represented in a quantitative manner to facilitate comparison

An asterisk (*) denotes that no new data for this indicator is available from that reported in the prior year's CEDS.

II. Goals, Objectives and Strategies for Planning and Evaluation

Economic Growth

Goal	Measurement	Status
Economic Growth: Support the attraction, retention, and expansion of businesses and microenterprises	Annual job growth in Southern Maine will keep pace with or exceed Maine and New England's	In 2005, job growth of 0.57% kept pace with Maine and New England's.



Source: Maine Department of Labor; U.S. Department of Labor; Federal Reserve Bank of Boston

Regional Issues

Globalization. Cumberland County's unemployment rate of 3.6% for 2005, up 0.2 point from 2004, remained well below state and national averages. With the last 24 months, 1,356 layoffs have been announced. The communities hit hardest during this time period include Portland (472 jobs), Westbrook (325 jobs), South Portland (278 jobs), and Standish (200 jobs). Within the last twelve months, the pace of layoffs seemed to have subsided until Sensata, a manufacturer of sensor control devices, announced in January of 2007 its intention to shut down its Standish plant, resulting in the loss of 200 jobs.

Since 2000, Cumberland County has lost 5,395 jobs. These layoffs have touched every economic sector, but particularly manufacturing. Over the past decade, the manufacturing sector has lost 3,015 jobs related to information technology as well as the production of shoes, textiles, electronics, food, and paper goods. Indeed, for the first time in a decade, the region posted a negative job growth rate of -0.8%, from 168,146 jobs in 2001 to 166,739 jobs in 2002. In 2003, the region rebounded, posting a job growth rate of 0.8%, from 166,739 jobs to 167,999 jobs, faring better than Maine, New England, and the country as a whole. This positive trend continued in 2005, the last year for which data is available, when jobs grew 0.6%, besting Maine's rate, matching New England's, but below the national rate of 1.5%. In the future, consolidation, outsourcing, and other cost-cutting corporate measures will continue to threaten manufacturing, with Cumberland County projected to lose another 25% of its manufacturing base by 2025.

Taxes. According to the Tax Foundation, Maine ranks first in the United States in taxes paid as a percentage of per capita income. This dubious ranking is the result of related factors: compared to other states, wages are low and taxes are high. In addition, Maine boasts one unit of local government for every 2,500 residents. Exacerbating the situation are socio-demographic trends. Sprawl is the result of residents moving from urban cities to rural areas, requiring an increase in public infrastructure and services to support them. With a birth rate that is 50th in the nation, Maine is aging faster than other states as baby boomers grow older. Maine's young people are leaving the state, especially up north, at alarming rates, at a higher rate than they are moving back. Across the county, property taxes top the list of tax concerns, breeding competition between municipalities to attract and retain businesses to balance the tax base.

Business Climate. Recent proposals for large-scale projects, such as a racino in Westbrook and a Liquefied Natural Gas terminal in Harpswell have generated intense debate about the local and regional impact of economic development. On the local level, new construction also generates tensions about the value of economic development versus other public goods, such as historic preservation and rural character. The "pro" side usually touts the increased tax base and the number of new jobs that would result from the proposed investment, while the "con" side focuses on the scale and character of development as well as the impact on the environment, traffic, and the supply of affordable housing. Sometimes the latter involves a negative economic impact, such as the impact of the proposed Liquefied Natural Gas terminal on the fishing industry or the impact of a big box store on downtown retail. While every case is unique, local review of projects has generated issues that could be addressed on a regional basis, including consensus on the appropriate use of public incentives to support economic development and the need for a mechanism facilitating regional review of large projects.

Despite the contentious nature of high profile projects, Greater Portland consistently ranks at or near the top of various national studies related to business climate, all of which use small business growth in their methodology.

- *American City Business Journal:* Greater Portland ranked #1 among 92 U.S. cities as the hottest small business market in which to develop a company (2005).
- Milken Institute: The highest ranking New England region, Greater Portland ranks 42nd, down from 14th, in an analysis of the country's top 200 cities for economic vitality (2005).
- *Inc. Magazine:* The City of Portland ranked #20, up from #32 in 2005, in the magazine's annual study of the hottest cities for entrepreneurs (2006).
- *Outside magazine:* The City of Portland was named one of the top 10 American dream towns in the country based on its commitment to open space, community spirit, healthy job market, environmental friendliness and opportunities for recreation (2005).

Objective: *Provide a competitive business climate for the retention and expansion of existing businesses, the creation of new businesses, and the recruitment of compatible new firms.*

Strategies

- *Strengthen the capacity of micro-enterprise centers to deliver services to entrepreneurs, including comprehensive access to information, counseling and financing opportunities.*

Almost a quarter of the region's labor force is working for themselves or for a micro-enterprise with less than five employees. GPCOG has primarily supported entrepreneurship through the creation of micro-enterprise centers, including the Resource Hub in Portland, the Business Resource Information Center in Sanford, and the Micro-enterprise Center in South Casco. Other organizations, such as Coastal Enterprises and Women, Work and the Community, have created unique services to target entrepreneurs, including women, new immigrants, and farmers. Local communities, such as Freeport, are also sponsoring opportunities for entrepreneurs to network on a regular basis with each other and with business mentors. The Maine Department of Economic and Community Development's commissioned study, "Promoting and Supporting an Entrepreneurship Based Economy," calls for increased coordination in the delivery of services, including a "first stop" point of entry and common intake protocol. Because most of the region's service providers are located in Portland, this is particularly an issue in the rural parts of the county, where the town manager or Code Enforcement Officer is the business's first contact with the system.

Over the last decade, GPCOG has worked with host organizations to secure over \$300,000 in EDA funding for development and expansion of the region's microenterprise centers. In the future, GPCOG will continue to support efforts to strengthen the capacity of the centers, including funding, diversification of services and participation in the "Business First", one-stop delivery system.

➤ ***Provide small businesses with access to capital through the Revolving Loan Fund program.***

GPCOG administers two revolving loan funds (RLF) that provide gap financing for small businesses in York and Cumberland counties. Loan funds have been capitalized from two sources, the Finance Authority of Maine (FAME) and the U.S. Department of Commerce's Economic Development Administration (EDA).

The FAME Program is commonly referred to as the Regional Economic Development Loan Program (REDLP) and is the funding source for fourteen of the loans in the current portfolio. Established in 1996, the goal of the REDLP Program is to provide financing to small businesses with fifty or fewer employees or annual sales of less than \$5 million. Funding priorities for the program include businesses that are involved in the fields of advanced manufacturing, biological or information technologies, research and development, and exporting of products and/or services outside of Maine. In addition, all microbusinesses with fewer than five employees are also eligible. Before obtaining financing through this program, businesses must obtain at least two-thirds of their total project financing needs from sources other than GPCOG. In FY 2002, FAME awarded GPCOG a second grant of \$280,000 to supplement the original funds in the REDLP Program.

The EDA Loan Program is the source of funds for nine of the projects in GPCOG's current loan portfolio. Established in 1995, the original intention of these grant funds was to make loans to businesses that had been negatively impacted by defense downsizing and defense industry realignment in York and Cumberland Counties. In 2002, EDA granted a waiver to GPCOG so that a much wider range of businesses could qualify for loan funds. This new flexibility allows GPCOG to fund any commercial or industrial project that will create jobs in the two-county area. Business applicants to this program are not restricted by size although the maximum loan amount cannot exceed \$250,000. In addition, loan commitments cannot be made to a business until at least two-thirds of the project's costs have been financed through other sources of funds.

Both the REDLP and GPCOG Program funds are examples of gap financing, which is intended to provide funding for projects that cannot obtain all of their financing needs from owner's equity and conventional financing sources. As a result, projects that are funded tend to be riskier as a result of

weak collateral, questionable cash flow, or other credit factors. Currently, GPCOG has over \$1,000,000 in available funds to loan, which could be utilized by increasing the diversity of financing partners as well as targeted marketing in rural areas. With additional loan funds, GPCOG would like to target microenterprises, particularly creative businesses that do not have the track record to meet traditional lending criteria.

- ***Adopt a common marketing, coordination and communications protocol among municipalities, state agencies, and service providers to identify and respond to business prospects interested in locating, expanding, or remaining in Greater Portland.***

As the regional coordinator for the State's business attraction program, GPCOG has taken on a number of responsibilities, including dissemination of leads, production of collateral materials, and representation at trade shows. Over the last two years, GPCOG has focused on the development of a unified image for its marketing materials, including a pocket folder, stationery, and region and community profiles for use by staff, municipalities, and other regional agencies.

Due to limited resources, however, GPCOG's primary role is the dissemination of leads generated by the State of Maine and Maine & Company. Leads are distributed to economic development contacts in York and Cumberland counties primarily through e-mail. Communities respond directly to the State and to Maine & Company with information on suitable sites. Currently this process involves some limitations that need attention. Most communities do not have full-time economic development staff to respond in the urgent timeframe given. Staff turnover in the district's towns necessitates constant orientation to the process. Leads do not flow from the bottom-up, i.e., when communities cannot accommodate a local business, they do not routinely advise GPCOG although they may refer them to a neighboring town. There is no comprehensive regional database of property parcels to reduce the duplication of information. Due to confidentiality, there is no feedback loop amongst the players to communicate the status of prospects. And finally, the current process does not reflect all business attraction nor business expansion needs. As the administrator for the Southern Maine Pine Tree Zone, GPCOG plans to coordinate the development and adoption of a common marketing, coordination and communications protocol for the region under guidance from the State.

- ***Facilitate the development of guidelines for regional review of major commercial projects.***

Developers of recently proposed projects, including a racino and a Liquefied Natural Gas terminal, bounced from town to town in search of a receptive community with a flexible land-use ordinance that would accept their proposals or at least negotiate with them. In all cases, the process was divisive and expensive, pitting neighbor against neighbor as local residents rallied to counter the deep pockets of out-of-state developers. Throughout GPCOG's the 2002-2003 forum series, the agency was able to generate consensus regarding the need for some level of regional planning review as well as the general principles that might guide such a review. The major obstacle to the development of a process for regional planning review is governance. Maine has a long-standing tradition of home rule that has not yet surrendered to regionalization in the area of land-use control, even if such a tradition is expensive to maintain. Indeed, it is on the very issue of property taxes that the region will continue to remain vulnerable to the promises of out-of-state developers yet reluctant to cooperate on what developments are appropriate for the region.

2006-2007 Accomplishments

Revolving Loan Fund. Since 1995, GPCOG has loaned over \$3.6 million to 51 businesses, including manufacturing and technology enterprises. Through the RLF program, 1,482 jobs have been created or

retained, with an average investment of \$72,820 or \$2,309 per job. Since a minimum of two-thirds of the total project financing must be from other sources, the fund has leveraged public and private investment in excess of \$31.5 million. Going forward, an assessment of the RLF program is being planned to determine if and how it might be expanded to provide a broader reach for southern Maine business start-ups and expansions. In 2006, only one loan closed for \$52,000.

Leadership Activities. GPCOG's Executive Director represented the interests of Southern Maine in several state and regional initiatives:

- Appointed by Governor Baldacci to the Task Force of Passenger Rail Funding.
- Continued to serve as an appointee of Governor Baldacci on the Intergovernmental Advisory Commission.
- Continued to participate in meetings of the Maine Economic Development District Association (MEDDA).
- Participated in a regional meeting of economic development officials and the Federal Reserve Bank of Boston to assess strengths, weaknesses, needs and opportunities of Maine's economy.
- Moderated a Portland Chamber of Commerce program attended by 450 people, featuring two \$90 million proposals for the redevelopment of the Maine State Pier.
- Coordinated meetings of the municipal managers and the Maine Speaker of the House, and Director of the State Planning Office.
- Attended the retirement luncheon for Paul Raetsch, EDA Director of the Philadelphia Region Office.

Business Attraction. GPCOG maintains a Data Center to provide information on Southern Maine and its communities, including public infrastructure, demographics, education, housing, and the economy. On a daily basis, staff fulfills requests for information from members, nonprofit organizations, realtors, businesses, media outlets, and consulting firms. Information generated by the Data Center is used by municipalities to develop marketing materials and to respond to business leads from the Maine Department of Economic and Community Development and Maine and Company. Special projects this year included preparation of a regional profile for the BIO International Convention on biotechnology in Boston; presentation of a 10-year school enrollment forecast for the City of Portland's 3x3 Committee, which is considering the contentious challenge of consolidating its elementary schools; and participation in the U.S. Census Bureau's Local Update of Census Addresses (LUCA) program, a precursor to the 2010 Census. In 2006, GPCOG also prepared one page fact sheets on each municipality in the county with information related to governance, public infrastructure, demographics, housing, education, and the economy.

Mapping. GPCOG maintains and continually updates an Aerial Image collection dating back to 1975 for the municipalities in Cumberland County as well as geodatabase of GPCOG member municipalities' layers. On a daily basis, staff provides assistance to member municipalities, nonprofit organizations, businesses, media outlets, and consulting firms in obtaining this data and the usage of the data. Special projects this year included updates to the Gray Zoning map, the creation of a digital version of the Harbor Commission lines within Portland Harbor, and a Rail Map Guide to be used by emergency responders in case of a rail accident between Portland, Maine and Boston, Massachusetts. In 2006 GPCOG also added the Town of Standish to their municipal Internet Mapping Service (IMS).

Competitiveness. In October, GPCOG staff helped organize a workshop featuring David C. Soule, Ph.D., Associate Director of the Center for Urban and Regional Policy at Northeastern University and the former Executive Director of the Boston Area Metropolitan Planning Organization. The Center for Urban and Regional Policy in partnership with the National Association of Industrial & Office

Products developed a “Self-Assessment Tool” to help towns and cities overcome the “deal breakers” that discourage economic development in older urban areas. Deal breakers include the following:

- State of the local economy
- Involvement of private sector
- Development constraints
- Length of permitting process
- Overuse of tax breaks to address problems.

The tool involves 194 questions in 10 categories. Communities pay \$5,000 for a lifetime membership to take the test. Within 6 weeks of taking the test online, the Center will prepare a report with results that can be compared with cities with similar characteristics. In 2007, Windham became the first town in Southern Maine to participate in the Self-Assessment.

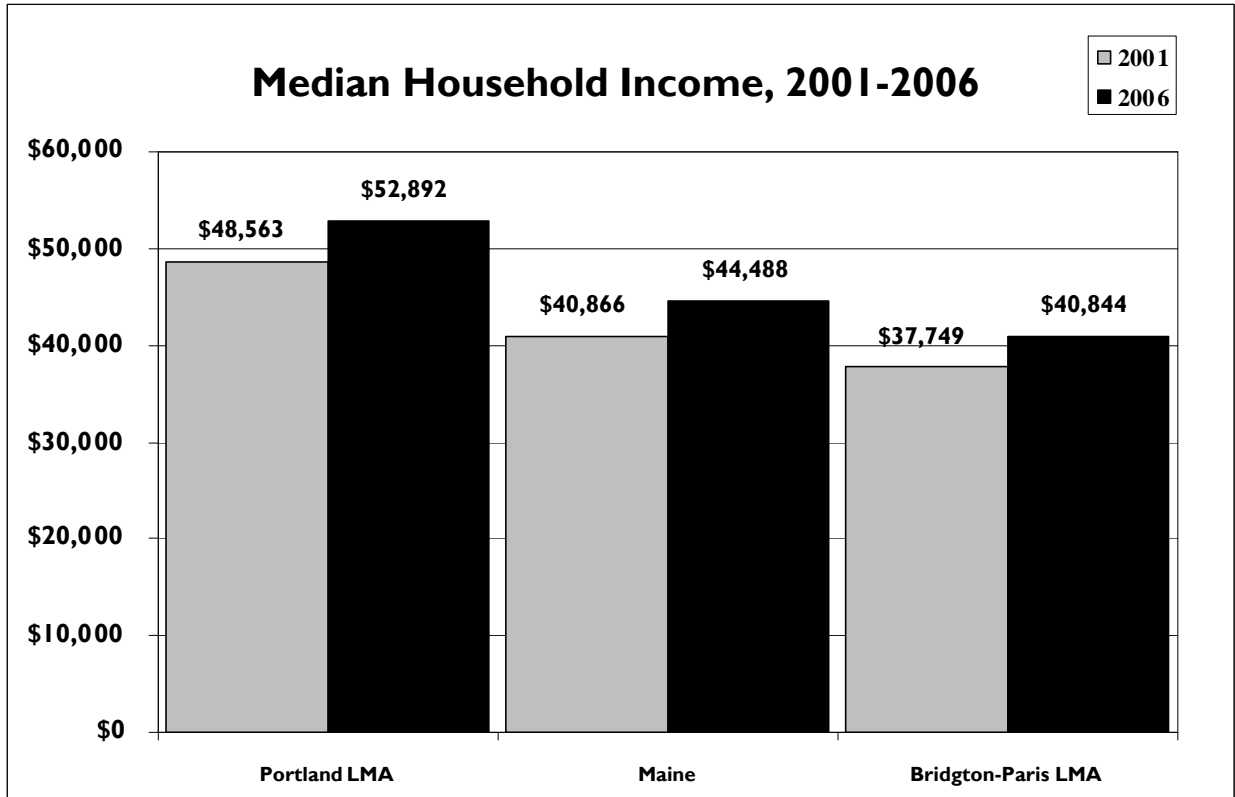
Resource Hub: GPCOG staff have worked with the Resource Hub on a redesign that will support its long-term sustainability. With EDA funding at an end, the Resource Hub was facing a funding deficit and considering a fee-for-service structure. The long term plan is for the Center to move to the EDA-funded parking garage in Bayside, where it will be co-located with the Maine Center for Enterprise Development, the state’s oldest and most successful incubator, as well as other service providers. As of July 1, 2005, however, the Resource Hub has been relocated from its Congress Street storefront to Portland City Hall.

CEDS Evaluation Criteria

Goal	Economic Growth: Support the attraction, retention, and expansion of businesses and microenterprises.
Objective	Provide a competitive business climate for the retention and expansion of existing businesses, the creation of new businesses, and the recruitment of compatible new firms.
Long term performance target	Annual growth will = or > Maine and New England's
Short term performance target	100 new jobs will be created or retained through GPCOG's Revolving Loan Fund
Criteria	
Relevancy:	RLF administered by GPCOG
Comprehensiveness:	RLF administered in York and Cumberland counties
Consistency:	RLF administered annually
Measurability:	RLF statistics available on a quarterly basis since 1995
Performance benchmark:	Based on the annual average of jobs created or retained through the RLF program
Scale	
Excellent	Over 100 jobs
Good	50-100 jobs
Needs Improvement	Less than 50 jobs
Findings	Needs improvement No new loans were closed in FY 2006.

Economic Prosperity

Goal	Measure	Status
Prosperity for Everyone: Facilitate investments to strengthen distressed communities, downtowns, industry sectors, and populations	The median household income of each labor market will keep pace with or exceed the state median.	In 2006, the Bridgton area continued to lag behind the state's median household income.



Source: Maine State Housing Authority

Regional Issues

Inland. Whether measured by unemployment, wages or income, prosperity is not shared equally across Cumberland County. The Bridgton-Paris Labor Market area generally lags behind the rest of the region and the state in the relative values as well as annual gains in jobs, income and wages. The area lies about 45 miles inland, distant from transportation gateways, including the Maine Turnpike, Portland International Jetport, and Portland Harbor. With a historic dependence on manufacturing, the region has been hurt more than the coast by plant shutdowns, including the closure of Sebago Shoe and the Malden Knitting Mill. While the Sebago Lakes region, anchored by Bridgton, is rich in natural resources, it is struggling to sustain tourism on a year-round basis.

Service Centers. The relatively higher wealth of the coastal labor markets masks pockets of economic distress, particularly in the region's service center communities. Regional Service Centers have been identified by the Maine State Planning Office as the economic hubs of the state, attracting people to work, shop, and do business. At the same time, they face higher levels of economic distress, including rising tax burdens, aging infrastructure, declining populations, and waning downtowns. As the economic hubs of the region, service center communities have shouldered the greatest job losses in the region, particularly Portland, Westbrook, and South Portland. Every coastal service center – South

Portland, Westbrook, and Freeport – in addition to the entire town of Bridgton, contain areas where the per capita income is below 80% of the national average, meeting EDA’s economic distress criteria.

At-Risk Communities. Thanks to EDA funding, GPCOG partnered with other Economic Development Districts in Maine on a study to assess the status of mature and dominant industries and their host communities. For this study a community was considered “At-Risk” if it met the following criteria: dependence on a single employer for more than 25% of a town’s property tax base, dependence on a single employer for more than 25% of a town’s employment, and dominance of an industry sector that accounts for more than 50% of a town’s total employment base.

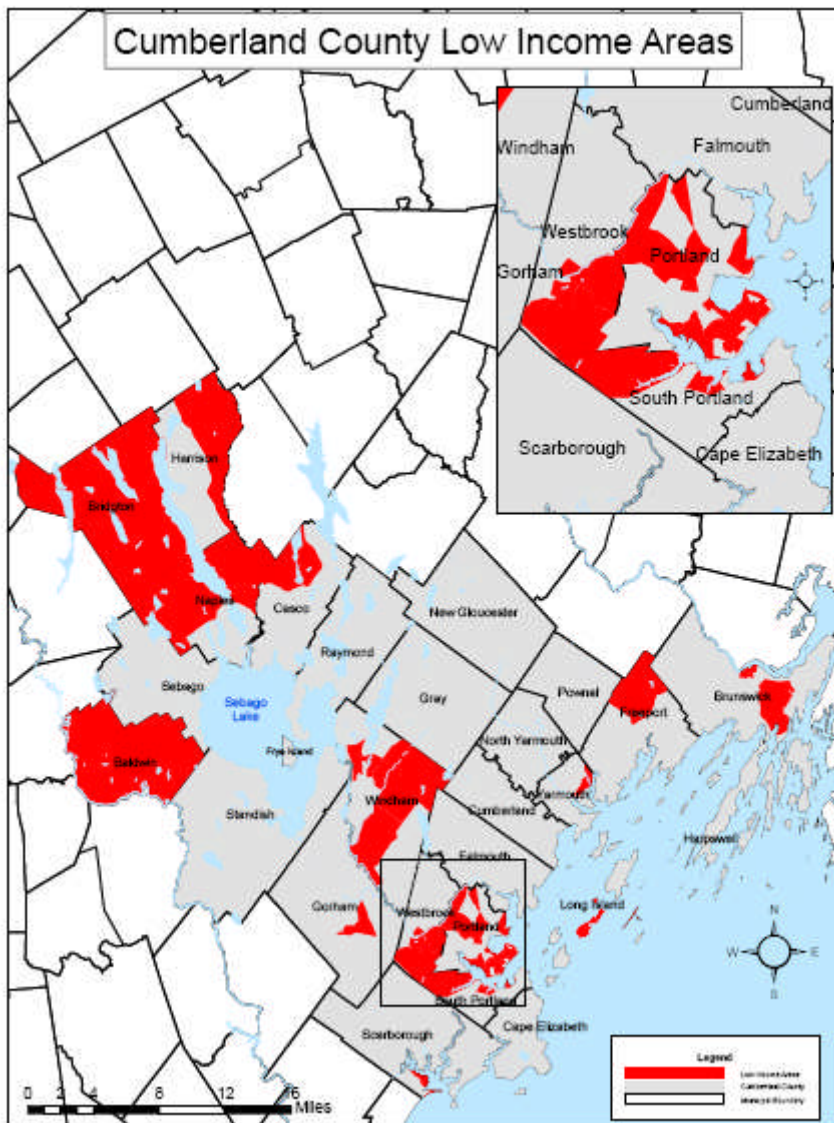
Businesses were identified by virtue of their employment or tax base size (Dominant) or their business activity in selected industrial sectors classified as mature, such as paper, wood products, shoes, and textile manufacturing. Since the recession of 2001, a number of businesses in mature industry sectors have shut down their manufacturing plants including Saunders Brothers, Southern Container Corporation, Eastland Shoe, and Sebago Shoe. Other dominant employers, including L.L. Bean, Fairchild Semiconductor, UNUM, and Delorme have downsized their labor force.

Defense. The Brunswick Naval Air Station is slated to be closed by 2011. The closure will result in the elimination of 968 military and civilian jobs and the relocation of 2,307 military and civilian jobs. According to a study by the Coastal Counties Workforce Board, indirect job losses in Southern and Midcoast Maine from the closure could total 1,440, with consumer spending down \$129 million. Planning for the reuse of the base’s 3,000 acres will constitute the largest redevelopment project in Cumberland County.

Objective: *Target human and financial resources to economically distressed areas in Cumberland County.*

Strategies

- *Use the CEDS process to identify distressed areas and to inventory and prioritize local and regional needs, including commercial/industrial space, transportation, and utilities identified by municipalities, regional organizations, and service providers.*



In 2003, GPCOG reorganized its activities related to data collection, inventory, and project solicitation. First, staff constructed a database to collect information on the region's most frequently requested data, including population, housing and jobs. This database was turned into a series of print-ready profiles for each community and county in the district for posting on the Web. In addition, an analysis was conducted of income, unemployment, and job loss data to identify and map economically distressed areas eligible for funding, e.g., from EDA or the state's CDBG program. For the first time in four years, GPCOG also conducted a project solicitation process in 2004 for the CEDS, revising its selection criteria to better reflect the new CEDS vision and goals. Due to the lack of federal funding, no project solicitation process was conducted for 2005. The annual collection and assessment of data will continue to be a key component of the CEDS in order to determine areas of need, develop regional priorities, and assess the effectiveness of funding and programmatic decisions. One area for improvement remains better outreach to ensure the inclusion in the CEDS of local projects from rural and suburban towns as well as regional projects proposed by coalitions and service providers.

- *Assist communities in pursuing state and federal resources to address needs on a local or regional basis.*

Due to the healthy economic climate in Greater Portland, it is difficult for communities in the region to compete for state and federal funding. On the other hand, the pockets of distress, such as poverty in Bayside, rival needs elsewhere. And the presence of professional staff capacity, particularly in service center communities, enables the region to capture state and federal dollars from the Community Development Block Grant program, Environmental Protection Agency's Brownfields program, Maine's Municipal Investment Trust Fund, Tax Increment Financing, and the Economic Development Administration. GPCOG staff are always available to assist towns with the preparation of applications, including data collection, research, grantwriting, and consultation with town officials. GPCOG does not yet have a process to catalog business expansions conducted without public funding, an important indicator of business climate, but hopes to develop one in the future.

- ***Establish a protocol among municipalities, government agencies, and service providers for providing assistance to economically distressed areas.***

Whenever a mass layoff occurs in one of the region's communities, a series of actions usually takes place. An announcement is made in the local paper. The Maine Department of Economic and Community Development offers incentives to prevent the layoff or shutdown from occurring. If eligible, Maine's Congressional team qualifies workers for federal retraining and education dollars. The Maine Department of Labor meets with workers to review opportunities in the local job market. GPCOG offers assistance with applications for resources, such as EDA or CDBG. These actions are not necessarily scripted or coordinated. Nor are communities necessarily "ready" to respond with a plan or project identified in the CEDS or in their own comprehensive, economic development, or downtown plan, if they have one. In the past, even without a signature layoff event, a community has sought a Congressional earmark for a project that is not identified in the CEDS. GPCOG will address these issues by facilitating the development of a written protocol to guide the delivery of assistance and resources.

Sometimes a mass layoff provides the opportunity to implement a project of regional significance. In May of 2001, the Southern Maine Economic Development District received an EDA Grant to cope with the nearly 2,000 manufacturing jobs lost in York County, particularly in the manufacturing of electronics and textiles. One component was an assessment of the market for industrial space in York and Cumberland counties. The study reported an overall vacancy rate of 9%, with some coastal markets near the Turnpike, such as Saco, "red hot." In addition, the study identified a high demand for buildings in the 10,000-30,000 square foot range. In order to implement conclusions of the project, GPCOG applied for a Brownfields grant to redevelop underutilized properties.

2006-2007 Accomplishments

Bayside Technology Park. In 2000, EDA awarded the City of Portland \$1.5 million for public infrastructure improvements to support the transformation of 14.5 acres of underutilized and blighted land in one of the state's poorest neighborhoods into the Bayside Technology Park. At buildout, the park is expected to create 400,000 square feet of commercial and business space hosting 1,500 new jobs. The Bayside master plan has already attracted substantial investment, including over 200,000 square feet in five new office buildings, two supermarkets, two apartment buildings, a new rail-trail for bicycling and walking, and a variety of service and retail businesses. In 2006, GPCOG provided technical assistance to help the City finally close out its EDA grant, which provided for the extension of Chestnut Street to Marginal Way plus final design and engineering for a multi-level garage with parking, retail and office space.

Brownfields. Cumberland County contains a diverse array of Brownfields sites, including abandoned gas stations, defunct military installations, shuttered mills, and illegal junkyards. According to the Maine Department of Environmental Protection, there are over 250 potential Brownfields sites in the region. Because the extent of contamination at these sites is typically unknown, redevelopment involves tremendous risk, driving new construction to greenfields on the periphery of villages and downtowns. To help lower the cost associated with this risk, GPCOG has applied to the Environmental Protection Agency for a pool of \$400,000. Funds would be used to construct an inventory of sites throughout the region, conduct Phase I and Phase II assessments of priority sites, and develop action plans for redevelopment.

CDBG Grants: Through a State contract, GPCOG provides non-Entitlement communities with assistance in planning and developing applications for submission to the Community Development Block Grant program sponsored by the Maine Department of Economic and Community Development. In 2006, \$590,000 was awarded to the region's non-entitlement communities. Staff provided consultation and grantwriting assistance to Standish and Harpswell.

Town	Year	Program	Amount	Description
Standish	2006	EDI	\$100,000	Tower Publishing
Bridgton	2006	DR	\$320,000	Implementation of Downtown Plan
Harpswell	2006	CPG	\$10,000	Master Plan for Mitchell Field
Westbrook	2006	CPG	\$10,000	Feasibility study for Software Testing Laboratory
PROP	2006	Housing	\$150,000	Housing Rehabilitation
Non-entitlement			\$590,000	
South Portland	2006	Entitlement	\$458,844	
Portland	2006	Entitlement	\$2,181,065	
Entitlement			\$2,639,909	
FY 2006 Region Total			\$3,229,909	

Downtown planning. In January, 2006, the Town of Gray, population 6,820, contracted with GPCOG to develop a master plan for its village. Located at the confluence of six major roadways in Central Cumberland County, the Village has seen its traffic volumes double over the last 10 years. Over time, the Village has yielded to a variety of convenience retail stores and services that cater to the auto-oriented consumer. Over the course of eight months, GPCOG met with an advisory committee on a monthly basis to coordinate the following activities: two public forums attracting over 100 residents; research, data analysis, and review of relevant planning documents; inventory of vacant properties; interviews with merchants; site walk with the Maine Department of Transportation; and development of a Visual Preference Survey that engaged residents in identifying desirable features of village design. The resulting plan is aligned with the Main Street© principles of downtown revitalization. By investing in good design and public infrastructure, the Town of Gray can continue to support retail and service businesses and emerging clusters in the areas of environmental technology, arts and antiques, and agriculture.

Cumberland County CDBG Entitlement status. Over the last year, GPCOG provided planning assistance to help Cumberland County qualify for CDBG Entitlement status from the U.S. Department of Housing and Urban Development. This designation will provide the region with about \$1.5 million dollars in new funding for housing, economic and community development projects. Currently, Portland and South Portland are qualified as Entitlement communities, while the balance of communities in Cumberland County compete for funds through the state's Small Cities program. Over the last 20 years, towns in Cumberland County have been successful in capturing only 4.5% of all funds appropriated, while representing 18% of the state's population. By surpassing the 200,000 population mark, minus Portland and with South Portland agreeing to join the County Entitlement program, Cumberland County became eligible to become its own urban entitlement community. Staff served on the County's Municipal Oversight Team, which was chaired by GPCOG's President, to establish a structure to govern the program as well as a process to solicit, rank, and select projects for funding. During the winter, staff assisted communities with development of applications, including a new transit service for the Lakes Region. The GPCOG Executive Director also served on the County's interview screening committee for the CDBG Director position.

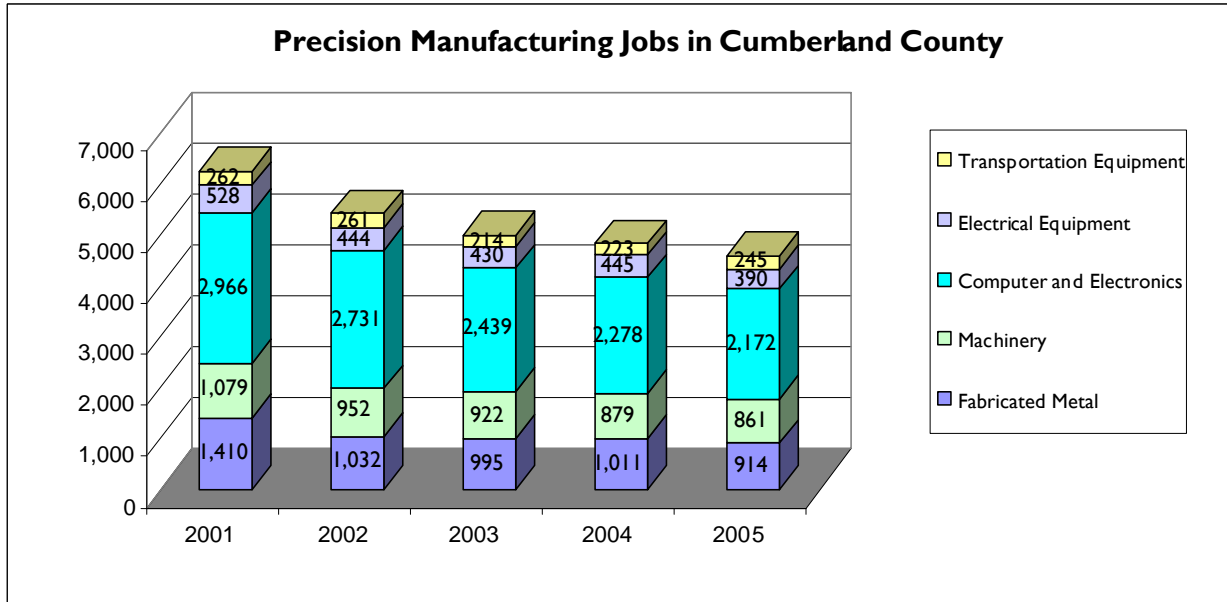
Lake Region Development Council. Faced with serious financial constraints the LRDC Board conducted a thorough review of its options and concluded that it could no longer support a paid, professional staff. Working with the GPCOG Executive Director and Planning Director the Board agreed that there is value in maintaining the organization as it brings together the business community and municipalities of the lakes region in ways that strengthen economic opportunity and foster collaborative relationships. As an initial step, LRDC partnered with GPCOG in the development of a generalized zoning map, a product that was identified as beneficial to the towns and businesses in the region and is viewed as an important first step in balancing growth through cooperative land use policies. The two organizations will continue to work together as all of the municipalities represented by LRDC are members of GPCOG and therefore will be fully represented through the GPCOG – EDD.

CEDS Evaluation Criteria

Goal	Economic Prosperity: Reduce regional disparities in economic opportunity.
Objective	Target human and financial resources to economically distressed areas in Southern Maine.
Long term performance target	Median income of each labor market will = or > state median
Short term performance target	\$3.0 million in CDBG funding will be captured by Southern Maine each year
Criteria	
Relevancy:	GPCOG provided technical assistance to help non-Entitlement communities apply for CDBG funds
Comprehensiveness:	Services are delivered in both York and Cumberland Counties
Consistency:	Services are delivered under contract with DECD on an annual basis
Measurability:	Complicated by the qualification of South Portland and Biddeford, two of the region's most distressed communities, as Entitlements. Therefore, award totals to Entitlement and non-Entitlement communities will be added.
Performance benchmark:	Non-entitlement communities have captured at least \$500,000 from the state program each year since 2000. The region's entitlement allocations were simply added to this.
Scale	
Excellent	Over \$3.0 million
Good	\$2.5-\$3.0 million
Needs Improvement	Under \$2.5 million
Findings	Excellent \$3,229,909 million awarded in FY 2006: \$2,639,909 for Entitlements, and \$590,000 for Non-Entitlements

Economic Diversification

Goal	Measure	Status
Economic Diversification: Support growth and innovation in economic clusters, including composites, agriculture, biotechnology, environmental technology, financial services, information technology, forest products, precision manufacturing, marine resources, and the creative economy	Annual job growth in the precision manufacturing will keep pace with or exceed the region's rate of job growth.	In 2005, the region lost 253, or 3.7%, of its precision manufacturing jobs, a substantially faster decline than the region's modest overall job growth of 0.57%.



Source: Maine Department of Labor

Regional Issues

Assessment. Over the last five years, the State of Maine has aggressively pursued an economic development strategy focused on investments in technology clusters. Through key investments in research and development, including the Composites Technology Center in Sanford and the Center for Environmental Enterprise in South Portland, the state is facilitating innovation and growing new businesses. As the economic engine of the state, Southern Maine is flush with well-known anchor firms in each of the state's targeted clusters, such as National Semiconductor in Precision Manufacturing, Idexx Laboratories in Biotechnology, Hancock Lumber in Forest Products, Delorme in Information Technology, and Sabre Yachts in Composites. These industry leaders cultivate skilled workers who are key to building each cluster. Other key elements, as outlined by the Maine Science and Technology Foundation, include the following:

- Innovation in products & production
- Market opportunities
- Workforce development
- Distribution networks
- Land supply and regulation

Although there is no comprehensive assessment of the region's competitive advantages in each of the targeted technology clusters or its other strong sectors, such as financial services, Greater Portland is recognized for a number of assets that contribute overall to the building of strong clusters:

Assets

- *Quality of Life:* According to the U.S. Census Bureau, Greater Portland is one of the top 10 regions in the country, and the only city in the Northeast, attracting college-educated young people. In addition, Portland consistently ranks in the Top 10 on almost any national list related to "livability," including recreation, arts, historic preservation, and business climate. York County meanwhile, has attracted over 11,000 people since Census 2000, capturing more than one third of all in-migration to Maine.
- *Education:* Relative to the rest of the state, local residents enjoy less than an hour's drive to at least 10 colleges and universities, including the state's only law school, business school, medical school, and art school.
- *Skilled labor force:* One third of adults in Cumberland County adults hold a bachelor's degree or higher, compared to 23% for the rest of Maine.
- *Proximity:* Portland is less than two hours' from Boston and six from New York City and Canada.
- *Support organizations:* The legal and financial capital of Northern New England, Greater Portland is also home to a number of support organizations, such as the Maine International Trade Center, Maine Patent Office and industry associations for Environmental Technology, Information Technology, and Biotechnology.
- *Incubators:* Six business incubators are in the planning or operations stage, including information, bioscience and environmental technology (Portland), information technology (Westbrook), agriculture (Windham), trades (South Portland), and professional services (Portland, Freeport).
- *Access to markets:* Greater Portland hosts important transportation gateways into the state, including the Maine Turnpike, Portland International Jetport, and Portland Harbor.

Objective: *Strengthen the planning, partnerships and institutions necessary to support growth and innovation of the region's targeted clusters.*

Strategies

- *Support the growth of the region's incubators, including the Maine Center for Enterprise Development and the Composites Technology Center.*

Through public and private sponsorship, six business incubators are in the planning or operations stage in Cumberland County:

Name	Location	Cluster	Status
Maine Center for Enterprise Development	South Portland	Environmental Technology, Biotech, IT	Maine's oldest incubator
MESDA	Westbrook	Information Technology	Established 1997
Coastal Center for Entrepreneurship	Freeport	Small manufacturing and professional services	Established 2003
Business Resource Center	Portland	Professional services	Established 2003, expanded to 3 sites
Center for Entrepreneurship at Southern Maine Community College	South Portland	Trades and services	Established 2004
Agriculture Incubator	Windham	Agriculture – production, wholesale, processing	Feasibility study completed

In addition to the formal institutions listed above, many anchor firms in the region also act as incubators to support entrepreneurs. For example, the Foundation for Blood Research in Scarborough has supported the research of scientists who move out to develop their own enterprises, while Pineland Farms in New Gloucester has provided space for experimentation with hydroponic farming.

GPCOG's role in the development and support of incubators varies by need and interest of the sponsoring organization. For example, in the case of the Composites Center, GPCOG recruited sponsors, prepared applications for funding, and staffed the infant enterprise. In the case of agriculture, GPCOG secured a grant and recruited a municipality, the Town of Windham, to help sponsor a feasibility study. When the Center for Environmental Enterprise was considering an expansion, GPCOG invited its director to address a luncheon meeting regarding its need for physical space. Although the Sanford and South Portland center are members of the State's Applied Technology Development Center network, most are unique operations. There is no regional forum or study to capture the individual status or collective needs of the region's incubators, such as marketing or financing. Nor is there a formal support system to help incubator graduates with the next stage of their development, such as a site search to facilitate their retention in the region or a dedicated pool of funding to support commercialization.

- ***Develop a strategic planning process to strengthen the region's technology-based economic clusters, including opportunities for innovation in production, marketing, workforce development, networking, and access to capital.***

GPCOG has been an active participant in the planning efforts to identify, support and grow the region's economic clusters, especially its incubators. The next step for cluster development is to apply the findings of state and local cluster studies on a regional basis. A study by the Maine Science and Technology Foundation, for example, indicated that there is a strong biotechnology presence in Greater Portland that would support the development of a research or business park. Overall, GPCOG's role will primarily be strategic in scope, such as supporting investments in public infrastructure or expanding access to financing.

- ***Strengthen the role of Portland Harbor as the anchor of the region's fishing and marine science cluster.***

Claiming 175 homeport vessels, Portland Harbor is one of the New England's busiest seaports. It ranks #1 in tonnage, #2 in pounds of fish landed, and #2 in number of cruise ship passengers disembarked. These activities support over 1,000 fishing-related jobs and services within the Harbor's 15 piers and wharves. Over the past five years, over \$15 million dollars has been invested on the waterfront, most of it in new construction. Below the surface, there is plenty of deferred maintenance in terms of dredging and rotting piers. Can fishing pay for itself or should we "sell" off the waterfront to pay for improvements? Over the past three decades, GPCOG has assisted the City of Portland with various activities to sustain the vitality and diversity of the waterfront: staffing master planning processes related to the waterfront, conducting surveys of businesses and property owners to measure the economic health of the waterfront, securing EDA funds to establish New England's first permanent fish auction, and performing economic impact studies related to various waterfront industry sectors.

- ***Foster the identification and growth of the region's creative economy, including asset mapping, networking, and downtown revitalization.***

According to a study conducted by the Muskie School at the University of Southern Maine, the creative economy employs 63,342 individuals representing 10% of all wage and salary employment in the state, including technology, tourism, education, and the arts. At the Governor's Summit on the Creative Economy in May, 2004, author Richard Florida validated Portland's standing as the only city in Maine with a critical mass of activity to serve as a national example of the creative economy. On a smaller scale, however, communities like Bridgton and Saco are pursuing the arts as a core component of their economic development agenda. GPCOG is already supporting the "community" side of the creative economy with strategies to attract creative entrepreneurs, including Smart Growth, outdoor recreation, downtown revitalization, historic preservation, and affordable housing. On the "business" side, GPCOG might target increased assistance to creative entrepreneurs, such as a micro-loan program, or public infrastructure grants to transform empty buildings into studio space. Examples of the latter include the Dana Warp Mill in Westbrook, home to a number of arts-related organizations, the Sparhawk Mill in Yarmouth, home to Lincoln Canoe and Kayak, the Lincoln mill in Biddeford, home to custom furniture makers, and the Porteous Department store in Portland, home to the Maine College of Art.

- ***Market the Southern Maine Pine Tree Zone.***

In 2003, Governor Baldacci established Maine's Pine Tree Zone Program, a package of tax incentives targeted to businesses choosing to locate or expand in distressed areas of the state. In 2004, GPCOG successfully applied for Pine Tree Zone status on behalf of eligible communities in York County, Southern Oxford County and the Lakes Region of Cumberland County. The Southern Maine Pine Tree Zone (SMPTZ) will be administered under the auspices of GPCOG as a joint venture between municipalities and economic development organizations. A diversified Board of Advisors representing municipalities, economic development professionals and community stakeholders and other appropriate sectors will provide: (1) planning and policy guidance for the SMPTZ; (2) business recruitment and marketing; and (3) support in SMPTZ financial management and resource generation. Since the program's inception, more businesses – 19 - have located in the SMPTZ than in any other Pine Tree Zone in the state. None are yet in Cumberland County, although Baldwin and Westbrook have joined Bridgton and Naples as participating communities.

Certified Pine Tree Zone Businesses in Southern Maine

Name	Sector	Location	Year
Rumery's Boatyard	Manufacturing	Biddeford	2005
Correct Building Products, LLC	Manufacturing	Biddeford	2006
CRI-SIL, LLC	Manufacturing	Biddeford	2006
Sagoma Technologies	Manufacturing	Biddeford	2006
Sterling Rope	Manufacturing	Biddeford	2006
Volk Packaging	Manufacturing	Biddeford	2006
Architectural Skylight Co.	Manufacturing	Biddeford/Waterboro	2006
MaxTorque	Manufacturing	Limerick	2004
General Dynamics	Manufacturing	Saco	2005
Meridian Life Science	Manufacturing	Saco	2006
Saunders Electronics	Manufacturing	Saco	2006
DM Technologies	Manufacturing	Sanford	2005
Shape Global Technology	Manufacturing	Sanford	2005
US Felt Manufacturing Company	Manufacturing	Sanford	2005
Central Tire Co.	Manufacturing	Sanford	2006
Maine Precision Welding, Inc.	Manufacturing	Sanford	2006
Oxford Aviation	Manufacturing	Sanford	2006
The Baker Company	Manufacturing	Sanford	2006
Wasco Products, Inc.	Manufacturing	Sanford	2006

2006-2007 Accomplishments

Portland-Westbrook Biotechnology District. GPCOG assisted the Cities of Portland and Westbrook in preparation of a \$3 million proposal to EDA to create a seamless system of workforce development, training, research, and development capacity in support of the region’s biotechnology cluster. Four project components, all located in contiguous Census Tracts within a 2-mile radius of Maine Turnpike Exit 47, will create a biotechnology “district”:

(1) development of a Software Testing Laboratory that would engage secondary and undergraduate level students in beta testing of software for area companies; (2) establishment of a Research Laboratory and Incubator at the University of New England’s new School of Pharmacology emphasizing the translation of research from the “bench” to the “bedside”; (3) construction of public infrastructure to transform the Five Star Industrial Park into a modern business campus anchored by the corporate headquarters of IDEXX; and (3) construction of the Rand Road Business Park, the state’s first biotechnology business park.

Pine Tree Zone: On October 26, 2004, the Southern Maine Economic Development District received final designation from the Maine Department of Economic and Community Development to establish a Pine Tree Zone in Southern Maine, one of Maine’s eight such designated zones. The Southern Maine Pine Tree Zone covers 4,793 acres in York and Cumberland counties, including commercial and industrial sites in Arundel, Biddeford, Bridgton, Cornish, Fryeburg, Hiram, Kennebunk, Limerick, Naples, North Berwick, Saco, Sanford, South Berwick, Waterboro, and Wells. In 2006, the residents of Baldwin voted to include the town in the Southern Maine Pine Tree Zone. On May 30, 2006, Governor Baldacci signed into law LD 2091, an act to amend the Pine Tree Zone to include properties vacated by mass layoffs. Among those now eligible for Pine Tree Zone benefits is the Sappi Mill in Westbrook. Westbrook is now the only community in Greater Portland that will be able to take advantage of the Pine Tree Zone. In 2006, staff worked with DECD, SMEDD, and SMRPC to enable these communities to participate in the Pine Tree Zone, including a public hearing to amend the zone.

To date, a total of 19 manufacturing businesses have committed to locating or expanding their businesses in Southern Maine, more than in any other Pine Tree Zone in the state.

Creative Economy. On December 6, 2006, the Route 113 Corridor Committee hosted the last in a series of three forums, which kicked off in June. Over 40 people attended the event entitled, ***Growing the Creative Economy in the Saco River Valley***, at the Stone Mountain Arts Center in Brownfield. Planning entailed searching for artists, craftsmen and other entrepreneurs who work out of studios located in their homes, barns, or garages. One of the goals of the forum was to provide a networking opportunity for these creative folks, who often work in isolation compared to their more urban counterparts. The second was to determine whether there is a role for local governments and regional organizations in growing and marketing the creative economy. Guests included Singer-Songwriter Carol Noonan of Brownfield, Fiber Artist Janet Conner of Hiram, and John Chwaszczenski, who is restoring the Hiram Village Store as a bed and breakfast. Also on hand were representatives of organizations who are in the business of supporting artists, such as the Small Business Development Center, Western Maine Cultural Alliance, and the Bridgton Art Guild.

CEDS Evaluation Criteria

Goal	Economic Diversification: Support growth and innovation in the region's economic clusters.
Objective	Strengthen the planning, partnerships and institutions necessary to support growth and innovation of the region's targeted clusters.
Long term performance target	Annual growth in precision manufacturing will = or > the region's rate of growth
Short term performance target	10 new businesses will be certified in the Southern Maine Pine Tree Zone
Criteria	
Relevancy:	SMEDD administers the Southern Maine Pine Tree Zone. Benefits are only available to expanding businesses in one of the state's targeted technology clusters.
Comprehensiveness:	The PTZ is available in York County and those Cumberland County towns that were formerly part of the Sebago Lakes Labor Market – Baldwin, Bridgton and Naples. A portion of Westbrook was recently added by legislative amendment.
Consistency:	Certification may occur anytime whenever the business is ready
Measurability:	DECD produces a regular report on the number of PTZ certified businesses
Performance benchmark:	Since the program is new, there is no track record on which to base performance.
Scale	
Excellent	10 businesses and over
Good	6-10 businesses
Needs Improvement	5 or fewer businesses
Findings	Excellent 13 new businesses were certified in 2006.

Leadership

Goal	Measure	Status
Active Leadership: Provide opportunities for regional cooperation in economic development among communities, businesses, institutions, government and other partners	75% of communities will participate in at least one regional event per year.	96% participated to varying degrees in the 2007 CEDS update.

Regional Issues

Capacity. Local capacity for economic development varies tremendously throughout Cumberland County. Just two communities – Portland and Westbrook, have full-time municipal staff devoted to economic development. Gorham, Scarborough, Freeport, and Windham host full-time staff within their economic development corporations. Towns with professional staff usually designate their town manager or planner as their lead economic development contact and maintain a town committee focused on economic development. Some contract with a regional organization, such as the Lakes Region Development Council, for representation in business attraction and marketing. The rest have no professional representation at all. As of yet, there is no comprehensive assessment of the local staffing capacity, the ability of a community to access economic development programs, or the need for subregional formations.

Network of Agencies. The single biggest challenge to a comprehensive strategy in economic development is the multitude of agencies and actors involved. Not only are there 27 communities in Cumberland County, there are local development corporations, single purpose nonprofits, chambers of commerce, advocacy groups, and statewide service providers. Indeed, in the financial realm alone, there are over 70 programs available to businesses. The programs and the agencies providing these programs sound frighteningly alike, e.g., Maine Rural Development Council, Maine Rural Development Authority, and USDA Rural Development. With no one-stop shop, no gateway, and no common protocol for business assistance, there is bound to be duplication as well as competition for limited resources.

One Voice. With such a diversity of competing interests, there is a great need for collaboration and coordination. Traditionally, this has been most successful when required by mandate and/or when resources are involved. Some state and federal government agencies, such as the Maine Department of Transportation, require consensus in the allocation of funding. That authority, however, does not necessarily govern all transportation infrastructure. Despite the adoption of a regional plan for Greater Portland, transportation investments may still be made in communities by local governments, with economic development funding, by the Maine Turnpike Authority, directly from a state or federal agency, and sometimes by Congressional earmark – whether or not they are in the spirit of the plan. Economic development occurs in the same context. There is no regional economic development agenda in Cumberland County that is adopted by local communities and that governs all investments made by the public or private sector. Indeed, in the more rural areas, economic development is largely reactionary, driven by the private sector and the desire for jobs. The lack of a unified agenda – one voice - that can be communicated to the public, to the business community, and to local, state, and federal policymakers is a missed opportunity for Cumberland County.

Objective: *Increase opportunities to build trust and cooperation for regional planning.*

Strategies

- *Maintain a diversified and engaged board through regular meetings that provide opportunities for education, networking, and planning.*

Over the past six years, GPCOG has been restructured to provide an integrated focus on economic development, land use and transportation planning. Through the Corridor Coalition initiatives, members enjoy multiple opportunities to learn, to network, and to focus on issues at a subregional level. The result was a 96% participation rate of the district's 27 municipalities in meetings to develop the CEDS update. The only community that did not participate in any meetings was Frye Island. The town has a 2000 Census population of 0 with no year-round residents.

- *Facilitate the development of groups of communities, such as corridor coalitions, wishing to address issues on a regional basis.*

Increasingly, municipal leaders across Cumberland County are coming to the table to explore ways that they can work together on a subregional basis in such diverse areas as transportation, land-use planning, housing, public safety, public works, economic development, and environmental management. Currently, the Greater Portland Council of Governments is sponsoring over a dozen such groupings delineated by geography or by issue. Towns are also joining forces to study regional models for service delivery, capital purchases and joint training programs. For some towns, the defining interest in working together is to save money; for others, it is the opportunity to provide an improved level of service to the public. The first priority in all efforts, however, is to build an environment for trust and a common understanding of the issues. At the first meeting of the Route 113 Corridor Coalition, which brought together municipal officials from five towns in two counties, one grateful town manager said, "I think this is the first time we've ever been in the same room – for *any* reason."

What sets these initiatives apart from the traditional role of the councils as conveners is geography and planning. The underlying goal is to develop a common public policy agenda that will shape the development of the region through, for example, public investment, zoning or joint services. Some groups, like the Lake Region Development Council, were formed with the assistance of GPCOG but now operate as a separate and independent organization. The major challenge for the district is to locate continued funding for these special planning services, such as grants, contracts, and municipal cost sharing.

- *Represent the interests of Cumberland County through participation in Statewide and regional efforts to develop, deliver, and improve economic development services.*

As one of seven economic development districts in the state of Maine, GPCOG will strive to represent Greater Portland's interests and issues. Involvement in statewide programs and policies occurs primarily through membership in the Maine Economic Development District Association (MEDDA), which is comprised of the State's six Economic Development Districts. Through MEDDA, GPCOG has conducted research and analysis for a number of statewide projects, including recent studies on Maine's mature and dominant industries, fisheries, entrepreneurs, labor force, and targeted technology clusters. In addition, GPCOG staff are members and participants in many state and regional economic development organizations, such as the Economic Development Council of Maine, New England Economic Development Association, and New England Association of Regional Councils.

2006-2007 Accomplishments

GPCOG Executive & Steering Committee Meetings. As set forth in the GPCOG Bylaws, the Executive Committee comprised of one representative from each member municipality as well as a representative from Cumberland County, the Portland Water District, the Resource Conservation & Development District and the Peoples Regional Opportunity Program meets on a quarterly basis. The Committee takes formal action on matters that require its approval or are of significant importance to be fully briefed on. The Steering Committee meets at least every other month and consists of seven members from the Executive Committee. The Steering Committee provides more direct oversight to the staff and policy development and is authorized to act on behalf of the Executive Committee. The meetings of both Committees include presentations on issues of regional importance and interest. Over the last two years both Committees have been actively involved in the discussions regarding the restructuring of the SMEDD and the proposed formation of the GPCOG – EDD. One of the major goals for the 2006-07 program year as recommended by the Steering Committee and adopted by the Executive Committee is the formation of the GPCOG – EDD. Both Committees believe that the seamless integration of economic development with GPCOG’s governance and corridor coalitions provide the foundation required to initiate region wide planning that pulls together land use, transportation and economic development. It is felt that GPCOG’s governance structure including the Annual Meeting of the GPCOG General Assembly provides for consistency and clearer accountability of policy design and implementation including the development and implementation of the CEDS. Furthermore appointments to the CEDS Committee are made through the Executive Committee.

Cooperative Purchasing. For well over 30 years the GPCOG Cooperative Purchasing program has been considered the premier program of its kind in Maine. For most of the GPCOG member communities the savings achieved through participation in the program exceed their annual dues assessment. Commodities bid through the program include: heating oil; gasoline, diesel and bio diesel fuels; paving; road salt; catch basin cleaning; tires; culvert pipe; tree removal; office supplies and copier paper; road striping and street/traffic signs. Because of its long standing success the Cooperative Purchasing program has contributed significantly to the stability of GPCOG’s membership base and the strengthening of municipal collaboration.

Regional Plan Inventory. GPCOG staff researched and acquired regional plans, within its jurisdiction published in the past 20 years. The plans were compiled into the following categories: emergency and hazmat plans, affordable housing, natural resource based, regionalism, corridor studies, transportation studies, and economic development. A brief summary of each plan was created and documented. The top ten regional plans based on regional significance were selected. A comprehensive summary of each of the plans was created, documented and presented to the State of Maine Planning Office.

Regional ReCOGNition Awards. At the GPCOG Annual Meeting ReCOGNition Awards are presented in an effort to identify and promote success stories in local government, community based organizations and public-private partnerships. Awards are presented on the basis of one or more of the following criteria:

- Involves two or more communities.
- Results in cost savings or improved service.
- Promotes new jobs.
- Encourages downtown/village center revitalization.
- Strengthens quality of life.

- Strengthens/improves municipal government.
- Encourages citizen participation.
- Addresses a growth management problem.
- Has the potential to be replicated.

The GPCOG Regional ReCOGnition Awards program stands to be strengthened through the GPCOG – EDD as the CEDS Committee will be encouraged to identify public-private sector collaborative efforts worthy of commendation and replication.

Regional Emergency Aid Community Team. Building off the Regional Disaster Aid Agreement for Cumberland County the municipalities within the County have been working through GPCOG and the municipal public works directors group in the development of the Regional Emergency Aid Community Team or REACT. While this is a work in progress the objective is to design a workable “governance” system for efficiently implementing the Disaster Aid Agreement. An additional objective of REACT is to provide a structure through which emergency and non-emergency events and needs can be met through an enhanced system of collaboration. As with the other similar regional activities that GPCOG is integrally involved with the REACT brings together the municipalities that are within the GPCOG service area into a single, focused system for managing a specific, common need.

Metro Regional Coalition. The most recent municipal coalition to be formed involves the urban core of Cumberland County: the Cities of Portland, South Portland, Westbrook and the Towns of Cape Elizabeth, Falmouth, and Scarborough. GPCOG has assisted the Coalition through staff support, research and meeting coordination. The Coalition has successfully brought together elected municipal and Cumberland County leaders, managers, public works and public safety directors. The municipal members have agreed to a Resolution Endorsing Metro Regional Coalition that sets forth the collaborative purpose of the Coalition and its guiding principles. The Coalition is expected over the next years to continue with its effort to implement a regional crime lab and to explore other areas of collaboration including economic development.

Central Corridors Coalition. This coalition is comprised of representatives from seven municipalities in the central part of Cumberland County. The towns of Cumberland, Gray, New Gloucester, North Yarmouth, Pownal, Raymond, and Windham meet regularly to guide future development along significant transportation corridors. This year’s work plan focused on access management, the impact of the Gray Bypass, Gray Village Master Plan (Nov 06), economic development initiatives, economic development staff and strategic transportation investments. The Phase I Report can be found at www.gpcog.org.

Coastal Corridor Coalition. GPCOG and the towns of Cumberland, Falmouth, Freeport, North Yarmouth and Yarmouth formed a coastal corridor coalition in 2001 to guide future development along the significant I-295/Route 1 transportation corridor. The Phase I Report can be found at www.gpcog.org. The five towns continue to meet monthly to explore areas where regional collaboration leads to cost savings and improved services. Cumberland and Yarmouth are exploring the idea of a regional dispatch facility. This committee also reviewed recommendations from the MaineDOT I-295 Corridor Study. Recent initiatives include the I-295 Exit 15 ramp configurations, Exit 15 park and ride lot and rail revitalization plans between Portland and Brunswick.

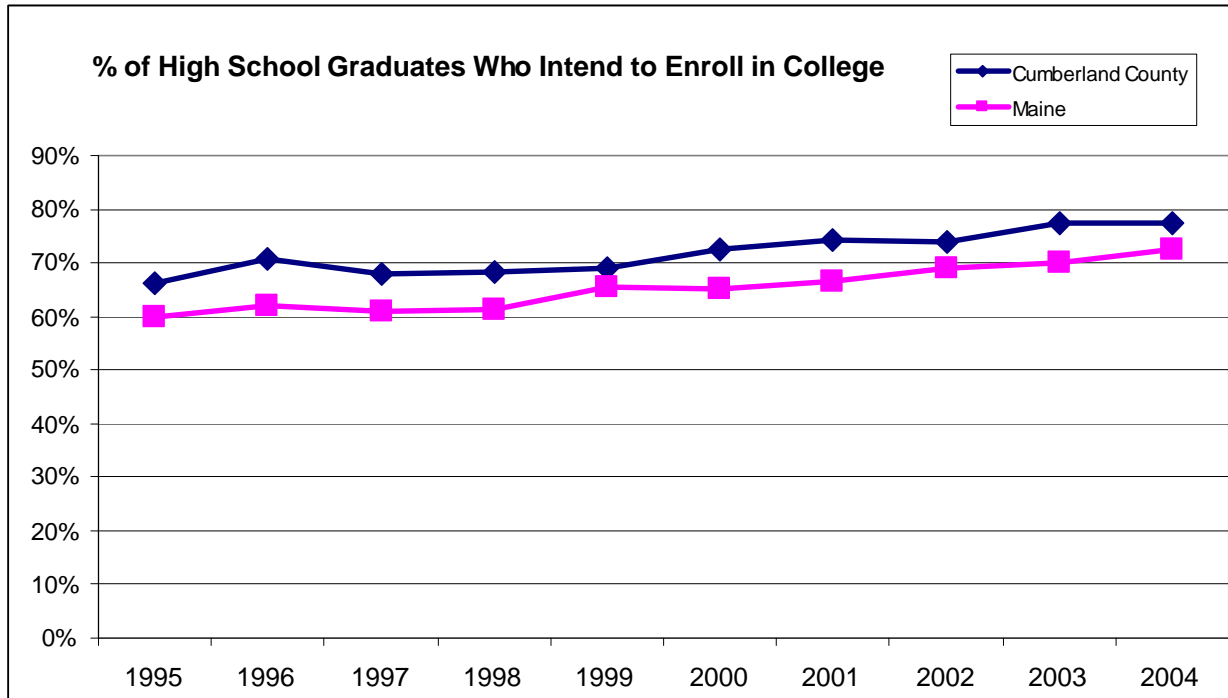
Lakes Region Transportation Corridor Coalition. GPCOG, SMRPC, Lakes Region Development Council (LRDC) and corridor towns have formed a Lakes Region Transportation Coalition. This coalition includes 19 municipalities between Portland and Fryeburg. The purpose of this coalition is (1) to assess regional transportation, land use and economic development needs for the region, (2) to prioritize transportation infrastructure improvements and (3) to communicate these priorities to MaineDOT and the Legislature. This year GPCOG provided staff support to the LRTC and helped with the following tasks: (1) prioritized corridor projects, (2) identified strategic transportation investments, (3) developed a generalized zoning map for nine towns, (4) overlaid proposed future land use plans by municipality over a corridor priority map to assess priority investments in growth areas.

CEDS Evaluation Criteria

Goal	Active Leadership: Provide opportunities for regional cooperation in economic development among communities, businesses, institutions, government and other partners.
Objective	Objective: Increase opportunities to build trust and cooperation for regional planning.
Long term performance target	75% of communities will participate in at least one regional event per year
Short term performance target	Two new regional efforts will be sponsored by GPCOG
Criteria	
Relevancy:	The organization was founded with the goal of meeting collective needs on a regional basis.
Comprehensiveness:	Groups and coalitions are formed in Cumberland County depending on the needs and interests of member communities
Consistency:	Sponsorship of regional groups is usually dependent on the availability of funds for staff support
Measurability:	A definition of a regional group needs to be developed. For now, such a group will involve two or more towns and be sponsored by GPCOG
Performance benchmark:	Based on the need to be responsive to the interests of member communities as well as global opportunities
Scale	
Excellent	Formation of two new groups in Cumberland County
Good	Formation of one new group in Cumberland County
Needs Improvement	No new group formed in Cumberland County
Findings	Excellent Seven new regional efforts were sponsored in Cumberland County in FY 2007: Maine Chapter of Intelligent Transportation Systems (ITS); Regional Emergency Aid Comprehensive Team (REACT) Mutual Aid Plan; Lake Region Farmers Market (LRFM); Cumberland County CDBG Municipal Oversight Committee (MOC); Gorham-Portland Bus Study Committee; Lakes Region Transit Study Committee; and the GPCOG CEDS Committee.

Educated Workforce

Goal	Measure	Status
Educated Workforce: Provide quality education and training opportunities for residents of all ages	The percentage of high school graduates who intend to enroll in college will exceed the state's rate.	In 2004, 77% of students reported that they intended to enroll in college up on graduation, exceeding the state's rate of 72%.



Source: *Maine Department of Education*

Regional Issues

Quality. Employees in Greater Portland consistently rank high in workforce productivity, attendance and longevity. Discussions with area business leaders indicate that these employees frequently rank among the highest in those businesses with multiple sites across the country. Despite this reputation, not everyone is succeeding in the labor force. The region's low unemployment rate of 3.6% for 2005 masks the reality that there are still over 5,000 unemployed workers, 15% of the state's total, in Cumberland County. These numbers represent the unemployed that are actually measured, not those discouraged from looking due to lack of transportation or child care, mental illness, physical disability, or language and cultural barriers. Those already employed may not be in their chosen field or position. According to the Labor Force Analysis completed by the University of Southern Maine, up to one fifth of the area's workers are actively looking for a new job. Although additional pay is a factor, another important reason is "underemployment," or the desire for work that more closely matches job skills.

Access to Education. Local residents enjoy less than an hour's drive to at least 10 colleges and universities, including the state's only law school, business school, medical school, and art school as well as two community colleges and a state university. Indeed, with 34% of adults holding at least a bachelor's degree, Cumberland County's residents are more educated than the rest of state (23%), but less competitive than Boston (39%) and New England as a whole (35%). A more educated workforce will increase the competitiveness of the region's existing businesses, make Greater Portland more

attractive to expansions by out-of-state firms, and support a dynamic entrepreneurial climate that values quality of life. According to the Maine Compact for Higher Education, barriers to higher educational attainment include the following:

- *Preparation:* Maine's Learning Results, which, in the future, will be replaced by the Scholastic Aptitude Test (SAT), provide a standard for student achievement in math, science, writing, and the social sciences. In Cumberland County, less than half of the region's 11th graders meet or exceed state standards in math and writing.
- *Affordability:* For young people on their own, the cost of college competes with housing and other basic needs. Throughout Greater Portland, local colleges are asking residents to take in students unable to pay rising market rents.
- *Retention:* Due to family or work pressures, many students veer off the course to college. In the past, lack of articulation agreements between schools forced students who return after a long absence, change academic programs, or choose a different college to start from ground zero.

Objective: *Facilitate connections among businesses, government, and educational institutions that increase opportunities for educational attainment and workforce quality.*

Strategies

- *Use the results of regional and statewide studies to identify opportunities to enhance the region's education, entrepreneurial, and workforce development systems.*

Workforce development plays a pivotal role in the recommendations of recent economic development projects, including the USM Center for Business and Economic Research's labor force analysis, Maine Science and Technology Foundation's cluster study, and the Maine Compact for Higher Education's report on raising educational attainment in Maine. In the future GPCOG will continue to participate in the development of regional and statewide studies, including research and analysis, dissemination of results to municipalities and businesses, and application of appropriate recommendations in the region. Over the last decade, for example, GPCOG has hosted workshops on the results of the labor force analysis and on strengthening economic clusters.

- *Support the involvement of schools, colleges, and universities as resources to address business and community needs.*

According to the Maine Compact for Higher Education, 43% of high school graduates leave the state to begin their college education. Many never return. An oft-cited reason for their departure is that young people do not see an economic future for themselves, for their children, or for the state. Some do not want to leave but envy the higher salaries offered by more urban labor markets. One strategy to retain Maine's young people is to create opportunities, such as apprenticeship or service-learning, that invest them in communities and workplaces, solving problems as part of how they learn in school. Across Cumberland County, students are building trails, writing the history of their towns, and testing the water quality of rivers and lakes. While there are no statistics on how many schools, colleges or universities offer such opportunities, our regional planning agencies can and do encourage such partnerships through a variety of ways: highlighting planning issues and projects throughout the region that are ripe for student involvement; brokering connections between classrooms, organizations,

and businesses; and recruiting classrooms to help implement their own planning projects, such as survey design for comprehensive planning.

2006-2007 Accomplishments

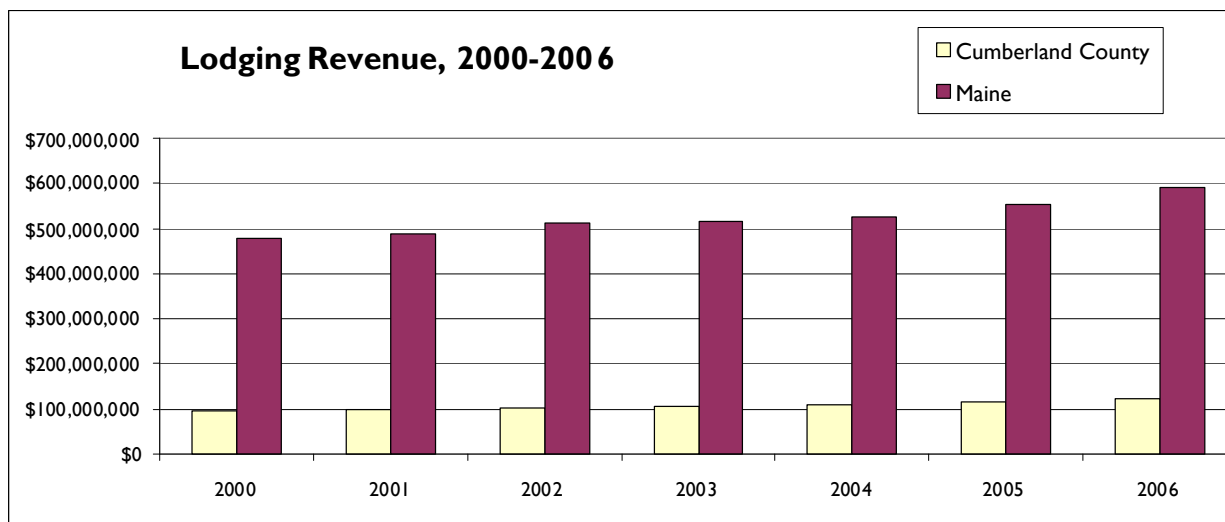
Kids and Transportation Program: Since 1994 this ongoing youth education program has been educating youth about transportation options in Maine. It promotes the use of walking, biking, transit, carpooling, rail and alternative fuel transportation choices. In 2006, in Cumberland County, 68 teachers and 2048 students were reached directly by the program. An additional 195 teachers and 2145 students were served in outlying communities, bringing the annual total to 263 teachers and 4193 students. Partnerships with Anthem Blue Cross, Maine Safe Routes to School, the Maine DEP, the Bicycle Coalition of Maine and the Maine Energy Education Program have served to expand the influence of the program. In 2006 new presentations on alternative fuels expanded the reach of the program into high schools around the state.

CEDS Evaluation Criteria

Goal	Educated Workforce: Provide quality education and training opportunities for residents of all ages.
Objective	Facilitate connections among businesses, government, and educational institutions that increase opportunities for educational attainment and workforce quality.
Long term performance target	The percentage of high school graduates who intend to enroll in college will exceed the state's rate.
Short term performance target	1,000 students will be trained on annual basis by the Kids & Transportation program.
Criteria	
Relevancy:	Through presentations and workshops, the Kids and Transportation program teaches students how transportation choices impact air quality, land use, economics and communities.
Comprehensiveness:	The Kids and Transportation program is delivered throughout Cumberland County
Consistency:	The Kids and Transportation program is delivered on an annual basis through a stable funding source
Measurability:	Program coordinator maintain a log of presentations
Performance benchmark:	Based on annual average track record of the program
Scale	
Excellent	Over 1000 students
Good	500-1,000 students
Needs Improvement	Less than 500 students
Findings	Excellent 1,048 students were trained in Cumberland County in 2006.

Tourism

Goal	Indicator	Status
Tourism: Support the development of four-season opportunities that attract visitors on business and leisure.	Annual lodging revenue will keep pace with or exceed Maine's.	In 2006, revenue was up 7%, in pace with the state's rate.



Source: Maine State Planning Office

Regional Issues

Market Share. Visitors come to Greater Portland to enjoy the region's sandy beaches and bustling downtowns. Communities in Cumberland County are located in two distinct tourism regions defined by the state – Greater Portland/Casco Bay, which encompasses the Portland metropolitan area from Scarborough to Freeport; and the Maine's Lakes and Mountains region, which includes communities bordering Sebago Lake. According to market research conducted by Longwoods International for the Maine Office of Tourism, 30% of the 44.1 million trips to Maine in 2002 included time spent in the Greater Portland and Casco Bay region, albeit most of it as day trips. Indeed, Portland is the state's number one destination, capturing 36% of all overnight trips. Despite its superior market position, challenges remain: to induce day-trippers to stay overnight and to stay longer in the region, to encourage visitors to tour the region, especially inland areas, and to increase visits during the shoulder seasons. With seven chambers of commerce in Cumberland County, developing a marketing campaign to address these opportunities will also be a challenge.

Sustainable tourism. Beyond the numbers, the region is grappling with sustainable tourism that supports the development of infrastructure to provide balanced access to its unique historic, natural, and cultural assets. In 2003, the region became a battleground for a statewide referendum on gaming - whether to allow the Scarborough Downs racetrack to operate a facility with slot machines in its host community or within a neighboring town. Although the statewide referendum for a racino did pass, no eligible community in Cumberland County was willing to host one. Although the project was defeated in both Scarborough and Westbrook, it raised relevant, and as yet unresolved, issues associated with tourism as economic development:

Community

- scale and character of development
- environmental impact
- traffic impact
- crime

Workforce

- livable wages
- lack of affordable housing for low-wage workers
- lack of workers for low-wage jobs

Tourism

- moral character of visitors and activities
- lack of space for large events, such as conventions
- seasonality

Planning

- lack of a mechanism for regional review of large projects
- economic impact, including taxes and jobs
- out-of-state power and influence

While gaming as a form of tourism is clearly not supported in Cumberland County, almost any tourism-related project would raise one or more of the issues stirred by the referendum.

Touring. In the last five years, the industry has focused on touring as a strategy for sustainable tourism. For example, the Maine Office of Tourism has supported, through its website, marketing grants, and collateral materials, the development of “trails” around specific themes - antiques, bicycling, gardens, museums. Its most recent roundtable series focused on increasing natural resource-based tourism, such as bird watching. While chambers in the region participate in these efforts, inland areas may be underrepresented because they do not have the staff to participate in planning efforts or they lack the infrastructure to support visitors.

Objective: *Support planning efforts to increase the number of year-round visitors to all areas of Greater Portland and the Sebago Lakes region.*

Strategies

- *Facilitate planning efforts to develop four-season sustainable tourism strategies focused on assets, including historic, cultural, and natural resources.*

Planning assistance is primarily provided to inland rural towns that are turning to tourism as an economic development strategy, such as Hiram and Bridgton. In 2004, the planning commissions teamed up to facilitate the development of a coalition along the Route 113 corridor, including the towns of Standish, Baldwin, Hiram, Brownfield, and Fryeburg as well as interests from the Bethel area in Western Maine and the Mount Washington Valley in New Hampshire. Route 113, also known as the Pequawket Trail, stretches 30 miles from Standish to Fryeburg. A scenic corridor within a 30-minute drive of the state's largest metro area, the Pequawket Trail boasts plentiful opportunities for hiking, bicycling, fishing, canoeing, antiques, and other outdoor and cultural heritage activities.

Although it lies within the shadows of Greater Portland, the region does not share in the same level of prosperity: its 9,500+ residents suffer greater unemployment, are less likely to have graduated from college, gross fewer wages, and earn less income than residents of the metro area. Areas of potential collaboration include economic development, tourism, public safety, transportation, and village revitalization.

2006-2007 Accomplishments

Freeport Trolley

GPCOG is working with the Freeport Merchant's Association, major employers, retailers, the Town of Freeport and the VIP Tour and Charter Bus Company to start a Seasonal Trolley Service. The proposed service would operate from June 15 to September 15 along Route One and serve area hotels, businesses, and B&Bs. The service will likely be fully funded by all private partners.

Portland Explorer

In its fifth year of operation, the Portland Explorer is a commuter/tourist express bus service connecting the city's transportation terminals, the Maine Mall, participating hotels, and the Old Port. The service is administered by GPCOG and operated by VIP Tour and Charter Bus Company. The primary funding is provided by participating partners. On board GPS equipment provides Automatic Vehicle Location (AVL) through the TIDS screens at 12 locations throughout the city. This operation primarily serves tourists and visitors in season from May to September and is modeled after MaineDOT's Explore Maine Plan.

TIDS & transportme.org

GPCOG developed the City of Portland Transportation Web Site www.transportme.org in 2000 with the help of MaineDOT and area transportation providers. The site displays traveler information and maps for bus, ferry, rail and airline services in the region. In 2001, the City launched the Flight Information Display System (FIDS) to display airline arrivals and departures throughout the passenger waiting areas at the Portland International Jetport. In 2002, GPCOG expanded upon this concept and developed Transportation Information Display Systems (TIDS) at 12 key locations throughout the region. Current locations include all area transportation terminals, the Maine Mall, the Convention & Visitor's Bureau (downtown and Jetport), DiMillo's Floating Restaurant, and three USM campuses between Portland and Gorham.

Intelligent Transportation Systems (ITS) Maine Chapter

GPCOG started an ITS Maine Chapter in March 2007 with participants from MaineDOT, The Maine Turnpike Authority, municipal officials, private engineering firms, University of Southern Maine and transportation providers. The mission of ITS America's State Chapters is to promote public-private partnerships in the development and deployment of intelligent transportation systems technologies. MaineDOT recently deployed the 511 system, as well as traffic incident systems and road weather systems with New Hampshire and Vermont. The MTA has deployed EZ Pass and maintains Variable Message Signs and cameras on the Maine Turnpike. The replacement York Toll Plaza will include the capability of highway speed tolling. PACTS helped South Portland with a Maine Mall Signal Coordination Project. GPCOG completed the *ITS Early Deployment Plan* in 1998, *Greater Portland ITS Architecture* in 2000 and *Greater Portland ITS Project Architecture* (TIDS Project) in 2001. Each year since completing the *Early Deployment Plan* GPCOG has hosted the ITS Annual Meeting each fall to share ITS ideas, best practices and lessons learned.

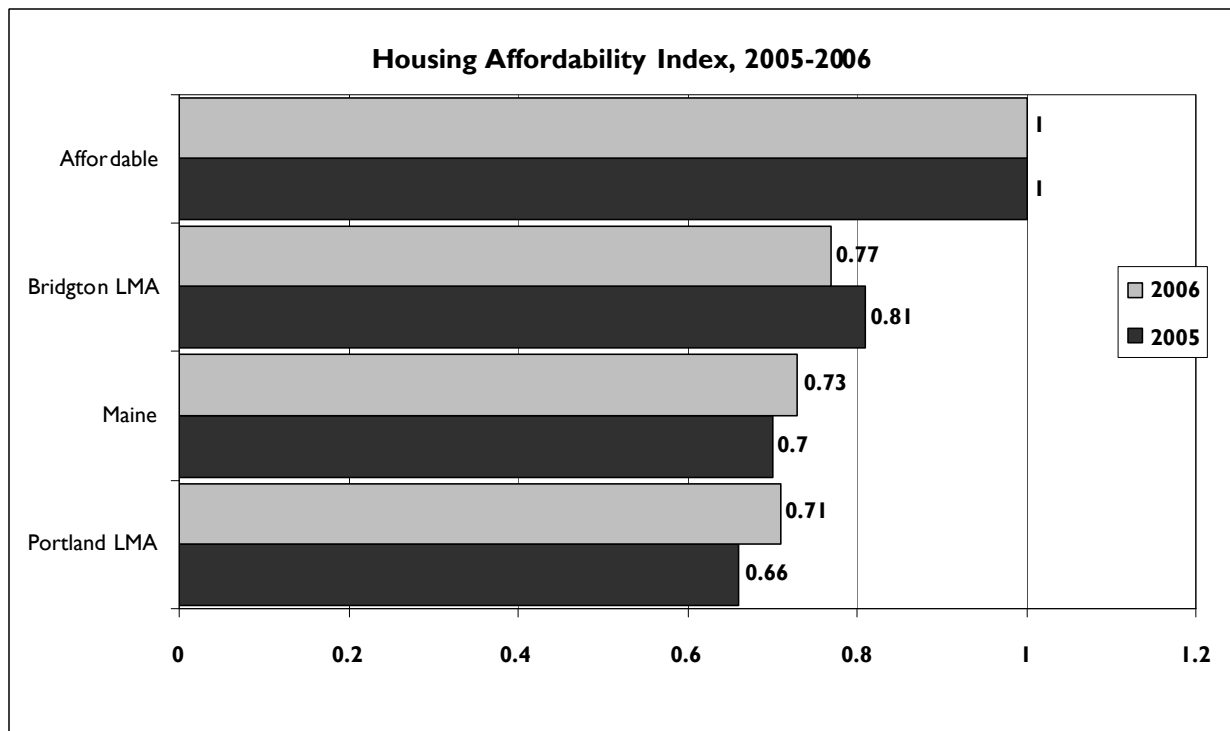
Route 113 Corridor Committee. Since 2004, SMRPC and GPCOG have been working with business and community leaders in Fryeburg, Brownfield, Hiram, Baldwin, and Standish to identify opportunities for regional cooperation along the Route 113 Corridor. Related but distinct initiatives have emerged: (1) pursuit of federal and state Scenic Byway designation for Route 113 from Standish to Gilead; (2) advocacy to secure funding for reconstruction of the Mountain Division rail and construction of the Mountain Division trail; and (3) identification of economic opportunities associated with the development of this infrastructure, including value-added manufacturing, entrepreneurship and tourism. To pursue the first objective, SMRPC partnered with the Androscoggin Valley Council of Governments and the Western Maine Cultural Alliance to prepare an application for State Scenic Byway designation. The second and third objectives were addressed with a \$10,000 CDBG grant from the State to conduct a study of economic opportunities along the corridor. The plan, completed by GPCOG in April, identifies strategies for regional coordination related to the rail line, higher education, business assistance, tourism, and the creative economy.

CEDS Evaluation Criteria

Goal	Tourism: Support the development of four-season opportunities that attract visitors on business and leisure.
Objective	Support planning efforts to increase the number of year-round visitors to all areas of Greater Portland and the Sebago Lakes region.
Long term performance target	Annual lodging revenue will keep pace with or exceed Maine's
Short term performance target	Public hits on www.transportme.org will reach 5,000 each August
Criteria	
Relevancy:	The website was developed by GPCOG as part of a statewide effort to promote the mobility of tourists without congestion
Comprehensiveness:	The website provides a gateway to transportation options available in both counties
Consistency:	The agency does not receive marketing funds from the Maine Office of Tourism so transportation planning is the only regular service that is offered
Measurability:	Hits are only available on a monthly basis and provide a snapshot of interest for a particular point in time
Performance benchmark:	August is the busiest travel month in Maine. Hits recorded in other months average well below 5,000.
Scale	
Excellent	Over 5,000 hits
Good	3,500-5,000 hits
Needs Improvement	Less than 3,500 hits
Findings	Excellent
	8,210 hits on www.transportme.org were recorded in August of 2006

Affordable Housing

Goal	Measure	Status
Affordable Housing: Increase the supply of affordable housing opportunities for all types of households.	The affordability index for each housing market will measure no less than 1.0	Affordability index in all housing markets measures less than 1.0.



Source: Maine State Housing Authority

Regional Issues

Demand. In 1998, the housing market was in balance. In Greater Portland, for example, a household earning the median income of \$40,000 could afford the median home sale price of \$113,000. A worker making the average salary of \$29,000 could afford the average rent of \$639. Since 1998, housing costs have outstripped wage increases by 3 to 1. While housing costs in many markets are increasing by as much as 10-20% per year, average salaries, on the other hand, have seen modest annual increases of only 1-5%. In 2006, housing prices cooled a bit, declining less than 1% from \$239,900 to \$238,250.

The tight housing market in Greater Portland severely restricts the ability of workers to attain housing near their place of employment and that of employers, particularly the government and service sectors, to attract workers. The average household must now earn \$78,225, almost 150% of median income, to afford the 2006 median priced home of \$238,250. The average worker must now earn \$15.17 per hour, more than twice the state's minimum wage, to rent a two-bedroom apartment in the least expensive housing market, the Bridgton area, and up to \$20.40 per hour, almost triple the state's minimum wage, in Portland.

This housing shortage is driven by a number of factors related to population growth, including declining household size and in-migration. In Cumberland County, for example, 28% of all households are now comprised of single people living alone. From 1990 to 2000, the City of Portland added over 800 new households but only 92 new people. Another factor contributing to the housing crunch is in-migration. Since 2000, the region has added almost 25,000 new people, primarily from in-migration rather than natural increase. Many newcomers, perhaps retirees or urban refugees, are from “away”, attracted to Greater Portland for its scenic landscape, low crime rate, and relatively low housing prices compared to other metropolitan cities. By cashing out on their stocks or higher home equities, households from “away” are able to pay more for a home than Maine households earning the median income.

Zoning. On the supply side, construction is limited by zoning that unnecessarily limits density. Suburban communities, such as Gorham and Falmouth, limit multi-family units to four per acre, even on public sewer. This increases the unit cost of construction that eventually is translated into higher rents or selling prices. Many communities, including Portland, South Portland, and Saco are resorting to contract zoning as a strategy to allow higher density housing – with mixed results. For example, South Portland approved a contract zone that will allow the conversion of the former Maine Youth Center, a correctional facility, to a mixed-use neighborhood with 300 units, including townhouses, apartments and condominiums. In Scarborough, on the other hand, voters overturned a contract zone for a 300-unit development that would have included condominiums and starter homes. In addition, 21 towns in Southern Maine, four in Cumberland County, have passed growth caps that limit new construction to anywhere from 18 units per year (Dayton) to 132 units per year (Wells). While this measure may slow the pace of construction, it drives up land prices and forces growth to neighboring and often, more rural, towns.

Suburbanization. As demand outstrips supply, workers are forced to live far away from their place of employment, contributing to traffic congestion and the suburbanization of Greater Portland. Based on commuting data from the 2000 Census, the Portland Metropolitan Statistical Area has now been expanded by the Office of Management and Budget to include Biddeford, Saco, and for the first time, portions of Oxford County. Suburbanization is already having serious consequences for both urban and rural areas. In Greater Portland, for example, the fair market rents permitted under the federal Section 8 program have been *lowered* to reflect average rents from Cumberland, York, and Sagadahoc Counties, a larger but less urbanized area than before. Meanwhile, renters and first-time homebuyers already living and working inland are forced to compete for housing with workers in the Portland labor market - who are willing and able to pay more.

Objective: *Provide opportunities to educate policymakers, developers, lenders, and the public on the importance of affordable housing to economic growth.*

Strategies

- ***Develop consensus among local policymakers to pursue regional solutions for affordable housing, such as regional planning review authority, regional housing trust fund, and a regional Transfer of Development Rights program.***

In 2004, GPCOG teamed up with the Southern Maine Regional Planning Commission, and USM School of Business' Institute for Real Estate Research & Education to host a series of quarterly networking meetings to continue the focus on Greater Portland's housing crisis. Over 80 municipal officials, developers, lenders, and other housing advocates met at the winter forum in Saco, and the spring forum in Westbrook to discuss the regional housing market, to visit "bricks and mortar" housing projects, and to develop a regional housing agenda. Through the County's new CDBG program, GPCOG hopes to continue a sustained focus on housing. The agency also participates on the board of the Southern Maine Affordable Rental Housing Coalition, which has developed recommendations for the State legislature on how to increase the supply of affordable multi-family rental housing.

- ***Support communities in their efforts to identify growth areas that allow mixed use, increased density, and a diversity of housing types.***

As a regional planning commission, GPCOG assists communities with the assessment of housing conditions and the development of land-use ordinances. Although this occurs primarily under the umbrella of comprehensive planning, towns are also conducting comprehensive analyses with funding from the Community Development Block Grant Program, including Portland, South Portland, Falmouth, Windham, and Cumberland. Technical assistance may include inventory, analysis, forecasting, and strategy development. Under a grant from the Maine State Housing Authority, GPCOG developed a toolbox that focuses on what municipalities can do to increase the supply and availability of affordable housing. The toolbox, available on CD-Rom, includes information on the regional housing market, a template for producing local and regional housing forecasts and, due to popular demand, concrete examples of strategies in Southern Maine and the United States. These strategies, highlighted as case studies and sample ordinances, include neighborhood planning, transit oriented development, compact development, contract zoning, density bonus, inclusionary zoning, infill, rehabilitation, replacement housing, and special needs housing.

- ***Support the development of local, state and federal policies to link public investments to designated growth areas.***

Public investments such as roads, water, and sewer facilitate the location of homes and businesses. With public sewer, for example, housing units can be constructed at greater density, influencing their affordability and their walkability to stores, schools, and jobs while conserving the land base. GPCOG has developed Project Review Criteria to require that proposed investments for EDA funding be made in designated growth areas, such as service centers and downtowns. This change directly supports the CEDS goals of Prosperity for Everyone, Healthy Environment, Transportation Choice, and Affordable Housing, which share the common goals of urban redevelopment, increased density, and the discouragement of sprawling development patterns. Through technical assistance, agency staff assists communities in shaping economic and community development projects that comply with similar state and regional linkage policies:

- Land-use: Under the State's Growth Management Act, communities preparing comprehensive plans must designate growth areas to absorb a majority of expected future commercial and residential development.
- Transportation: Under the PACTS Transportation Project Land Use Policy, projects that involve an expansion of arterial capacity must be accompanied by a land-use plan that protects mobility and minimizes sprawl.
- Community and economic development: Under Public Law 776, capital investments funded with state and federal dollars must be made in designated growth areas or other urbanized portions of towns.

2006-2007 Accomplishments

CDBG Housing and Homeless Needs Assessment. In 2007, Cumberland County will become the first Urban Entitlement County in New England recognized by the U.S. Department of Housing and Urban Development. In September of 2006, Cumberland County contracted with GPCOG to develop the region's Housing and Homeless Needs Assessment in accordance with 24 CFR 91. In addition to fulfilling the federal mandate, this document was intended to provide a snapshot of the region's housing market at a particular point in time as well as to inform public policy for affordable housing. Although many towns have commissioned their own studies on the supply and demand for affordable housing, this study represents the first comprehensive look at the region's housing market since the 1980's. Over a six month period, GPCOG consulted with town officials, community leaders, service providers, and housing developers; updated 2025 population, housing and employment projections for the region; and reviewed local comprehensive plans, downtown master plans, and zoning ordinances. The study, completed in March, includes a demographic profile and regional housing market of the county. It was incorporated into the County's Consolidated Plan, which is scheduled for adoption by the County and submission to HUD in May.

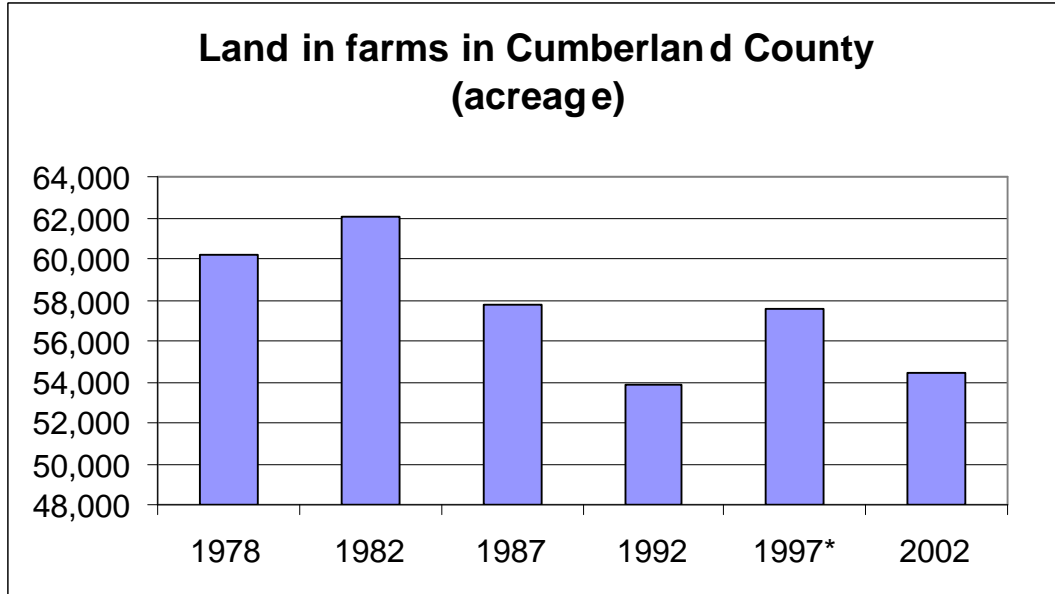
Affordable Housing Toolbox. GPCOG continued to add to and distribute its affordable housing toolbox to communities engaged in the planning or implementation of the Housing Element of their Comprehensive Plans. As part of the development of the CDBG Housing and Homeless Needs Assessment, staff once again reviewed the zoning ordinances of every municipality in the county against a matrix of affordable housing strategies. Results are included in the toolbox. Another project this year involved responding to a request from the City of Portland for best practices in infill development. The City has charged a special committee with identifying infill and/or re-use options for a closed elementary school located on a 1.5 acre lot in an urban neighborhood. Staff incorporated examples of single family, multi-family, and mixed-use developments from around the country into a PowerPoint presentation to the committee for its use in a neighborhood charrette. Resources collected were also added to the Infill section of the Toolbox.

CEDS Evaluation Criteria

Goal	Affordable Housing: Increase the supply of affordable housing opportunities for all types of households.
Objective	Provide opportunities to educate policymakers, developers, lenders, and the public on the importance of affordable housing to economic growth.
Long term performance target	The affordability index for each housing market will measure no less than 1.0
Short term performance target	100 housing units will be constructed or rehabilitated with CDBG or HOME funds
Criteria	
Relevancy:	Since GPCOG is not responsible for construction, the target represents a barometer of the region's public policy and public attitude toward affordable housing, which both try to influence through technical assistance, public forums, and participation in the Southern Maine Affordable Rental Housing Coalition.
Comprehensiveness:	Services are available in both York and Cumberland counties
Consistency:	Technical assistance on housing provided through land use planning and CDBG application assistance
Measurability:	Housing units assisted, rehabilitated, and constructed with CDBG funds are reported on an annual basis by DECD and Entitlement communities
Performance benchmark:	Represents 30% of anticipated regional share of CDBG funds at \$10,000 per unit
Scale	
Excellent	100 units and over
Good	50-99 units
Needs Improvement	Less than 50 units
Findings	Excellent 200 housing units were completed with CDBG and/or Home Funds committed in FY 2006.

Healthy Environment

Goal	Measure	Status
Healthy Environment: Maintain healthy ecosystems that support working farms, forests, waterfronts.	Maintain or expand total agricultural acreage in production over time.	From 1997 to 2002, Cumberland County lost 5% of its agricultural acreage.



* Recalibrated

Source: U.S. Department of Agriculture

Regional Issues

Access to the resource. For generations, Maine's forests, lands, and waters have served as the foundation for its diverse ecosystem, abundant wildlife, natural beauty, and industrial base. While 200 years ago, most of Maine's workforce was employed in natural resource-based industries, the rural landscape today supports less than 1% of jobs in Cumberland County but thousands more in the processing of paper goods, shoes, textiles, wood products, and food and beverages. The region's greatest threat to the continued economic viability of these industries is access to the resource, including limitations imposed by regulation, ownership, and development. For example, over the last decade, stringent federal regulations have thrown the fishing industry into crisis. In February of 1999, the New England Fisheries Management Council considered closing the entire Gulf of Maine due to overfishing. Ultimately, the decision was not made, although many zones within the Gulf are indeed closed to fishing. In 2000, a lawsuit was filed in U.S. District Court against the Department of Commerce by the Conservation Law Foundation, claiming that certain provisions of the Northeast Fisheries Management Plan did not comply with the Sustainable Fisheries Act. A settlement agreement known as Amendment 13 was finally reached that may reduce fishing effort by as much as 50%. Although within Cumberland County, the fishing industry is relatively small in terms of total numbers of employees, its economic impact is huge. The City of Portland serves as the industry hub for the entire State, generating an economic impact of \$400 million per year. More than 90% of the groundfish that is landed in the State, and 20% of New England's, passes through the Portland Fish Exchange – the East Coast's only publicly owned display auction. Since 2002, the Portland Fish Exchange has seen its landings drop 28% from 25 million pounds to 18 million pounds. When Amendment 13 is fully implemented, the Fish Exchange expects its landings to drop by as much as half.

Future of commodity production. Maine’s natural resource-based industries are also threatened by global and domestic competition. Lower pricing by competitors is facilitated by a number of factors, including technology investments, contiguous acreage for production, and access to subsidized inputs, such as water. In 2003, competitors even challenged Maine’s wholesome image with multi-million dollar lawsuits against Poland Spring, which has a plant in Hollis, and Oakhurst Dairy, headquartered in Portland, that called into question the purity of production and marketing practices. In the case of Oakhurst, infuriated local consumers boosted sales to such an extent that the company recently constructed a cold storage warehouse in Portland to supply demand. Indeed, a focus on consumers, local and niche markets, is the bright spot for Maine’s natural resource-based industries. The Maine State Planning Office estimates that a focus on local agriculture could boost farm income by as much as 40%, a great need in Cumberland County where the average cost of production is greater than net farm income. This shift, from commodity production for the masses to specialty production for niche markets builds on Maine’s reputation for hard work, quality, and ingenuity.

Sustainability. Ultimately, the future of fishing, farming and forestry depend on a healthy ecosystem. Regulations on production, particularly pollution prevention, have led to cleaner rivers and oceans, including Casco Bay, the breeding ground for Maine’s shellfish industry. Although regulation has been targeted effectively at industry, there has not been much progress in regulating the consumption of the resource base by residents. During the 1990’s, the percent of farm and forest land conversion outpaced population growth 10:1, earning greater Portland, according to the Brookings Institution, one of the worst rates of sprawl in the country. As people continue to spread out to rural areas, sprawl is having a number of negative impacts. House lots break up contiguous acreage necessary to support the economies of scale associated with farming and forestry. Out-of-state residents pay a premium for waterfront property, driving up coastal property values and barring access to the ocean. New neighbors, while valuing rural character, do not necessarily support the perceived “nuisances” inherent in rural production, including equipment, noises, smells, and animals. Maintaining rural land for production value, not consumption value, remains a challenge.

Objective: *Support efforts to balance access and productivity of the region’s natural resources.*

Strategies

- ***Support strategic planning efforts to enhance the economic viability of natural resource based industries, including value-added processing, niche marketing, and access to capital.***

Through the Mature and Dominant Industries Study, GPCOG gained a firsthand look at the challenges facing the region’s natural resource based industries, particularly in the manufacturing sector. While the study focused on identification and assessment, attention has now turned to implementation of concrete strategies to support economic viability and, ultimately, promote innovation. In 2002, GPCOG teamed up with the Town of Windham and Threshold to Maine Resource Conservation and Development (RC&D) to launch a study on the feasibility of establishing a business incubator with an exclusive focus on agriculture. The business incubator would foster the creation, development and innovation of agricultural enterprises in Southern Maine in order to support full-time employment opportunities and the consumption of locally grown foods. The long-term goal is improvement in the bottom line for local farms, which currently average a negative return on sales versus investment.

- ***Assist communities with the development and implementation of comprehensive plans consistent with the State’s Growth Management Law.***

Municipal zoning provides the regulatory framework for protecting a town's natural resources, including wetlands, farmland, lakes, rivers, forests, and coastlines. The framework begins with an inventory of the town's assets, the development of goals, policies, and strategies, and ultimately the codification of these principles into a land-use ordinance consistent with State and Federal law. GPCOG boasts a long tradition of providing technical assistance to municipalities in land use planning activities, including comprehensive plans, ordinance development, development review assistance and regional workshops. Unfortunately, natural resources do not stop at the town border. Indeed, the integrity and productivity of ecosystems and watersheds depend on contiguous acreage that envelops vast regions. In order to promote this understanding, the commissions have teamed up with the Maine Audubon Society to promote Beginning with Habitat, a mapping tool that illustrates the location of plant and animal habitat, including undeveloped, contiguous parcels of land.

➤ ***Support implementation of area management plans to protect agricultural, forest, and coastal resources.***

Cumberland County hosts a number of regional planning efforts dedicated to the governance and protection of natural resources, especially river corridors and coastal watersheds. GPCOG staff sit on the Boards managing many of these efforts, including Threshold to Maine, a USDA-funded Resource Conservation and Development District serving Cumberland, York, Franklin, and Oxford counties; and the Casco Bay Estuary Partnership, established in 1990 with funding from the EPA to protect Casco Bay, an estuary of national significance. GPCOG is helping to implement the management plan for the watershed, which articulates policies and programs that seek to balance the ecological integrity of each region's natural resources with compatible human uses. A number of these human uses, including beach tourism and shellfishing, are vital to the economy of the coast. For example, the soft shell clam industry alone is estimated to generate \$11-\$15 million a year, including full and part-time jobs for almost 300 people. With the health of the region's economy linked inextricably to the integrity of its natural resources, the regional planning agencies are working to implement management plans primarily through the comprehensive planning process as well as the development of more stringent state and local land-use ordinances.

2006-2007 Accomplishments

Comprehensive Planning. To keep on top of changes in the State's Growth Management Law, GPCOG staff participated with the State Planning Office on a review of the Growth Management Act, including municipal Comprehensive Plan requirements. Staff are also available to help communities prepare applications for state resources to assist with Comprehensive Plan updates and implementation. This year, staff assisted the Chebeague Island, which will become Maine's newest town on July 1, 2007, explore its options. On a fee-for-service basis, staff are available to assist towns with the preparation of their comprehensive plans, including inventory, policy development, and/or adoption. This year, staff assisted the Towns of Standish (adoption), Yarmouth (inventory and mapping), and Long Island (survey). Finally, staff prepared a report documenting the status of municipal land use regulations in the following areas: Comprehensive Plan, Site Plan Review, Zoning Ordinance, Subdivision Regulations, and Rate of Growth.

Environmental management. GPCOG staff continued to serve on the boards of regional agencies to support the implementation of area management plans that protect agricultural, forest, and coastal resources. These include the Threshold to Maine Resource Conservation and Development (RC&D) District and the Casco Bay Estuary Project. GPCOG's role in both is similar: participate in the governance of the organization, represent the perspective of municipalities, and assist projects and initiatives where appropriate. RC&D serves as the technical assistance arm of the U.S Department of Agriculture's Natural Resources Conservation Service, working with communities in York, Cumberland, Oxford, and Franklin counties to balance natural resource use with conservation. Projects are identified, designed, and implemented by local residents. The Casco Bay Estuary Partnership is comprised of local, state and federal government, non-profit organizations, local businesses, citizens, and universities, formed with the mission of preserving the ecological integrity of Casco Bay. The watershed encompasses all or part of 41 communities, primarily in Cumberland County, and houses more than 25% of the state's population on only 3% of its land area. In 1990, it was designated by the Environmental Protection Agency as an "estuary of national significance", enabling it receive annual funding for management and stewardship.

Agriculture. In 2005, GPCOG completed a study with the Town of Windham and Threshold to Maine RC&D to examine the feasibility of establishing a business incubator in Southern Maine with an exclusive focus on agriculture. As part of this study, the partners surveyed residents to determine whether they would support a farmers' market. Survey results showed that consumers are clearly hungry for more locally grown food. To follow-up on the survey, the partners invited over 30 farmers to a meeting last October to determine whether they would be interested in hosting a weekly farmer's market. Over a series of monthly meetings, the Lake Region Farmers Market (LRFM) was born. Now incorporated in the State of Maine as a nonprofit organization, the LRFM will be open for business every Saturday morning from Mother's Day to Columbus Day. Besides helping the LRFM get off the ground, staff pulled together a \$20,000 grant application to the Maine Department of Agriculture to implement a marketing strategy for its inaugural season, including a website, newspaper advertisements and feature articles, posters, road banner over Route 302, and special events on market days.

Port Planning. Whether measured by fish, passengers, or oil, Portland Harbor is one of New England's busiest seaports. Over time, waterfront land has increased in value while the fishing industry has suffered a decline. Preserving access to the water in the face of competition from condos and storefronts is still at the forefront of public debate and the priority of local zoning. Over the last quarter century, GPCOG staff has partnered with the City of Portland on planning activities to preserve

the economic viability of water-dependent uses in Portland Harbor, including fishing and value-added processing. Over the last year, GPCOG has continued to provide staff support to the Waterfront Alliance, Portland Harbor Commission, and the Portland Fish Pier Committee. Activities included preparation of meeting minutes and mapping of harbor depths to inform dredging decisions.

Maine Clean Communities – Promotes the use of alternative, or clean, fuels and clean fuel vehicles and other petroleum reducing technologies which advance energy independence and clean air objectives. Clean fuel vehicles benefit the economy through conversions of conventional vehicles by developing new technologies and products and by expanding the clean fuel infrastructure. According to the annual survey conducted by the U.S. Department of Energy, alternative fuels and other petroleum reduction strategies were responsible for the displacement or conservation of over one million gasoline gallon equivalents in Maine in 2006.

Biodiesel – Continues to be the alternative fuel of choice because it can be used in compression-ignition (diesel) engines with little or no modifications. This domestic, renewable fuel is derived from natural oils like soybean oil, and meets the specifications of ASTM D 6751. In the last year several large fleets have adopted the use biodiesel in various blends including the City of Portland, Oakhurst Dairy and Dragon Cement. Hannaford Trucking Company is also testing it in several vehicles. The Maine Clean Communities Coalition helped initiate the switch to biodiesel by hosting a Biodiesel Summit in 2004 that many of these fleets attended.

Biofuels – Another renewable fuel that is plentiful domestically is biogas, the generic term for raw methane produced in landfills, sewage treatment plants and agricultural facilities. Methane is a greenhouse gas that is between twenty to sixty times more reactive than carbon dioxide. Due to human activities, atmospheric concentrations of methane are rising, creating adverse impacts on the ozone and contributing to increased smog formation and global warming. Fortunately, methane can also be a useful energy source if it is captured and used effectively. One Maine business (in Hamden) has already begun to tap into this renewable energy source. Maine Clean Communities has been actively promoting its use over the last year.

The other well known biofuel, ethanol, has great potential in Maine as well. However, it is unlikely that Mainers will much use ethanol until it is produced here from cellulosic feedstocks due to the difficulties in transporting it and the low energy balance of corn based ethanol production.

No-Idling – It may not seem like an economic development tool but avoided costs of unnecessary idling can really add up. A crude, and very conservative estimate based on national figures suggests tens of millions of dollars go up in smoke needlessly in Maine due to idling trucks and cars. Health care costs for the rising incidence of asthma in Maine are attributable to automobile exhaust. Maine Clean Communities has been working with state agencies, the City of Portland and other communities to establish no-idling policies and no-idling zones that will help curb this wasteful, unhealthy habit. The Coalition also promotes the use of technology such as Alternative Power Units (APU's) that trucks can use to satisfy their on-board energy needs when they are at rest.

Hazard Mitigation. Over the past five years, GPCOG has worked on a regional plan for the Maine Emergency Management Agency to track the volumes of 30 hazardous chemicals transported by 1,700 rail cars and 1,000,000 trucks in Maine every year. This year, staff are conducting a pilot study to track certain *extremely hazardous substance* (EHS) chemicals in Maine. Staff met with companies to determine routes and commodities. Vehicle activity is being monitored and compiled for a report. Results from this project will allow MEMA to determine EHS chemicals with the greatest risk to the public and to help plan for the appropriate emergency response.

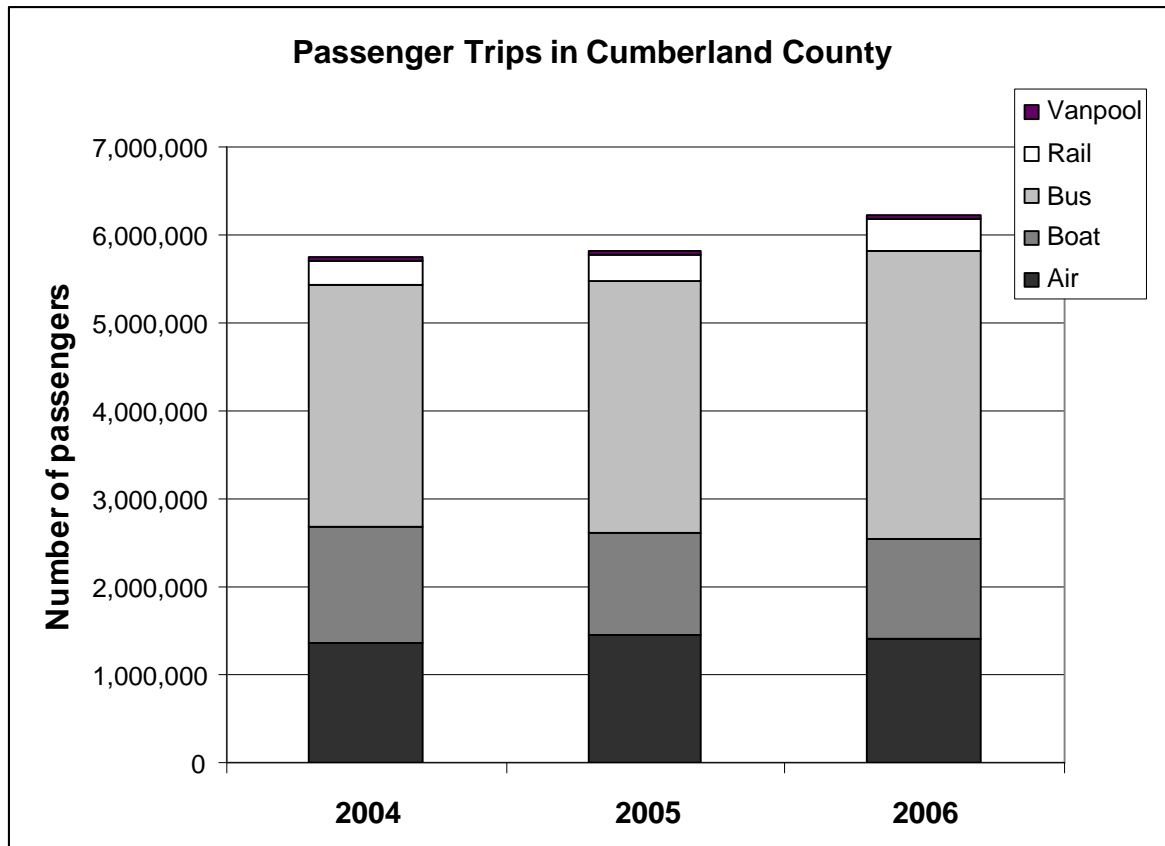
GPCOG has also been working with Cumberland County on a number of evacuation planning scenarios. In August of 2006, GPCOG completed the *Phase I Emergency Evacuation & Detour Plan* to evacuate the Maine Mall area, home to Maine’s largest shopping district as well as major manufacturers, National Semiconductor and Fairchild Semiconductor. The study area included a 2.5 mile area around the Maine Mall with a total population of 22,800 and total employment of 53,500. Two days were evaluated for worst case evacuation scenarios: Black Friday, the day after Thanksgiving, and Camper Friday, the third weekend in July. During that planning process, emergency and municipal officials stressed the importance of conducting a Phase II plan which concentrated on the Port of Portland. New England’s largest port in terms of tonnage, the Port hosts a diverse array of products, including bulk petroleum, fuel oil, coal, scrap metal, pulp and paper products. In the past, incidents that have impacted the Port of Portland include the *Julian N* tanker colliding with the “Million Dollar Bridge”, several suicide attempts from the same bridge, and a major fire involving a Liquid Natural Gas Facility in South Portland. Over the past year, GPCOG has convene stakeholder meetings involving representatives from Port Cargo Facilities, U.S. Coast Guard NNE Sector, transportation providers, medical personnel, emergency responders, law enforcement, transportation engineers, planners and federal, state and local officials with the goal of developing an evacuation plan for the Portland peninsula.

CEDS Evaluation Criteria

Goal	Healthy Environment: Maintain healthy ecosystems that support working farms, forests, and waterfronts.
Objective	Support efforts to balance access and productivity of the region’s natural resources.
Long term performance target	Maintain or expand total agricultural acreage in production over time.
Short term performance target	Two thirds of communities will have adopted and consistent comprehensive plans
Criteria	
Relevancy:	GPCOG reviews comprehensive plans but are not always involved in their development
Comprehensiveness:	Every community in the state with a zoning ordinance must maintain an adopted and consistent comprehensive plan
Consistency:	Up to a quarter of the region’s communities could be updating their plans at any one time, creating a flux and lag in the review and approval process
Measurability:	Both agencies report on the status of their communities on an annual basis
Performance benchmark:	Cumberland County contains urban, suburban, and rural communities with different capacities for developing and enforcing their comprehensive plan. Although the goal is to have every community in compliance there will always be a few who challenge the system or choose not to have a zoning ordinance.
Scale	
Excellent	Over two thirds
Good	50%-66%
Needs Improvement	Less than half
Findings	Excellent 76%, or 19 of 25 communities, have adopted and consistent comprehensive plans

Transportation Choice

Goal	Measure	Status
Transportation Choice: Develop varied transportation choices to support the mobility of visitors, goods and services, and residents of all ages.	Passenger trips will increase over time.	In 2006, ridership on public transit increased 7%, with the greatest increase in passenger rail trips.



Source: Maine Department of Transportation, Greater Portland Council of Governments, & Southern Maine Regional Planning Commission

Regional Issues

Congestion. Greater Portland’s transportation system is the lifeline connecting people and goods with their communities, their state, and the world. Although the region offers the most diverse transportation options in the state, the system is limited compared to urban cities such as Boston and New York – and perhaps compared to 100 years ago when ferries, steamships, trolleys and trains connected the city and countryside. Indeed, the region’s sprawling development patterns have increased vehicle miles traveled by 20% in the last 10 years. According to the Portland Area Comprehensive Transportation Committee (PACTS), ten miles of roads and almost half of Greater Portland’s 47 key intersections experience congestion on a regular basis. Residents in Southern Maine are driving everywhere to get anywhere because of the increasing distance between the places where people live, shop, work, and play and the limited alternatives to driving.

Maximizing Choice. Over the next 20 years, Greater Portland is expected to grow by 50,000 people. Recognizing that the region cannot build its way out of the problem with new roads and highways, the metropolitan area is focusing on enhancement and improvements in the current system:

- *Preservation:* To maintain the current infrastructure, investments must be prioritized to road preservation, intersection improvements, access management, increased transit, improved highway access and, to a lesser extent, expanded road capacity.
- *Intermodalism:* In order to reduce vehicle travel, investments must be made to intermodal facilities that provide seamless connections for short and long-distance travel by air, bus, rail, sea, bicycle, and foot.
- *Density:* Future expansion of public transit options, particularly bus and, someday, light rail, are dependent on density – how many people live within a safe walking distance of the system.

Capital Investment. Key components of the region's transportation system include the following:

Roadway Corridors: As the workhorses of the system, arterials and collectors connect people with villages, jobs, schools, and downtowns. Important corridors in the region include Interstate 295 from Scarborough to Gardiner; Route 1, from Kittery to Brunswick; Route 302, from Portland to the Lakes Region; Route 26 from Portland to Lewiston-Auburn; and Route 25 from Portland to the New Hampshire border.

Turnpike: The turnpike, while heavily traveled, is in good condition and connects the area to New England and the rest of the country. The project to widen the turnpike from two to three lanes from Portland to Kittery is complete. In 2006, construction was completed on the long-awaited Westerly Connector, which is expected to cut traffic volume in Gray Village by as much as 50%.

Ports: The Portland International Marine Terminal offers regular, weekly container vessel feeder service to the Port of Halifax, Nova Scotia and container barge service to the Port of New York. From these two ports, businesses can ship containers virtually anywhere in the world. Portland Harbor offers a natural deep-water port that is ice-free. Maine is positioned one sailing day closer to Europe than most East Coast ports. Portland also provides direct rail transfer at dockside. Portland Harbor now boasts high speed ferry service to Yarmouth, Nova Scotia on The Cat and is also a port-of-call to as many as 50 cruise ships per year.

Air: The Jetport has regular service, four major airlines and numerous regional carriers, including Jet Blue, a new discount carrier. The Jetport is retaining and even increasing in passenger usage despite the presence of Southwest Airlines at Manchester Airport. The Jetport will need to maintain the current carriers and continue to attract new airlines to serve the region.

Regional Train/Bus Service: After a four-decade hiatus, Amtrak resumed passenger service between Boston and Portland in December 2001. The service will increase connections to the Boston market and may open up new sources of labor for high tech businesses in Maine. Initial ridership has exceeded expectations and projections. Bus service to Boston, provided by Concord Trailways and Vermont Transit, also continues to enjoy high ridership.

Intercity bus service: The urban core of Portland-South Portland-Westbrook is served by fixed-route providers that connect people to downtown destinations as well as neighboring cities. Ridership is

increasing, thanks to two new bus routes serving the suburban town of Falmouth as well as increased frequency on some of Portland's routes.

Pipelines: Two new natural gas pipelines now connect Maine with other states and Canada. These pipelines provide new energy options and more competitive pricing for 23 communities in Southern Maine.

Regional Trail Systems: Two regional trail systems suitable for bicycling and walking are in various stages of planning and construction: the Eastern Coast Greenway runs north-south from Kittery to Brunswick via the City of Portland while the Mountain Division Trail runs east-west from Windham to Fryeburg. Funding remains the primary challenge to completion.

Objective: *Support the development of a multi-modal transportation system.*

Strategies

- *Support development and implementation of a long-range transportation plan for metropolitan and rural areas.*

Since 1975, the Portland Area Comprehensive Transportation Committee (PACTS), which is housed at GPCOG, has operated as the federally mandated "metropolitan planning organization" for the Portland region. In April, 2003, PACTS adopted *Destination Tomorrow*, the most comprehensive transportation plan in 40 years, for the urbanized area of Cape Elizabeth, Falmouth, Gorham, Portland, Scarborough, South Portland, and Westbrook. In 2006, PACTS approved its amended plan to cover the additional communities added in 2002 as a result of the 2000 Census: Biddeford, Cumberland, Freeport, North Yarmouth, Old Orchard Beach, Saco, Windham and Yarmouth. This expansion reflects the growing suburbanization of Greater Portland as population, jobs, and households move further out of the urban nucleus. The Southern Maine Corridor Coalition was formed in 2004 to serve as an advisory body for the Maine Department of Transportation for an area encompassing York and Cumberland counties as well as Southern Oxford County. The coalition, managed jointly by GPCOG and SMRPC completed a Regional Transportation Assessment in 2005 that outlines the region's transportation, land-use, and economic development priorities.

- *Support the expansion of public transit by air, water, and land.*

Through planning and coordination, GPCOG has supported the expansion of mass transit options in Southern Maine, including feasibility studies for new services, master plans for transportation terminals, and staff support to public transit operators. Significant developments in the last five years include the following:

Rail

- New passenger train service from Portland to Boston on Amtrak's Downeaster

Ferry

- Master plan for Portland's Eastern Waterfront
- New high speed ferry service from Portland to Yarmouth, Nova Scotia on The Cat

Air

- Attraction of a new discount airline carrier, Jet Blue
- New runway and parking garage at the Portland Jetport to increase competitiveness

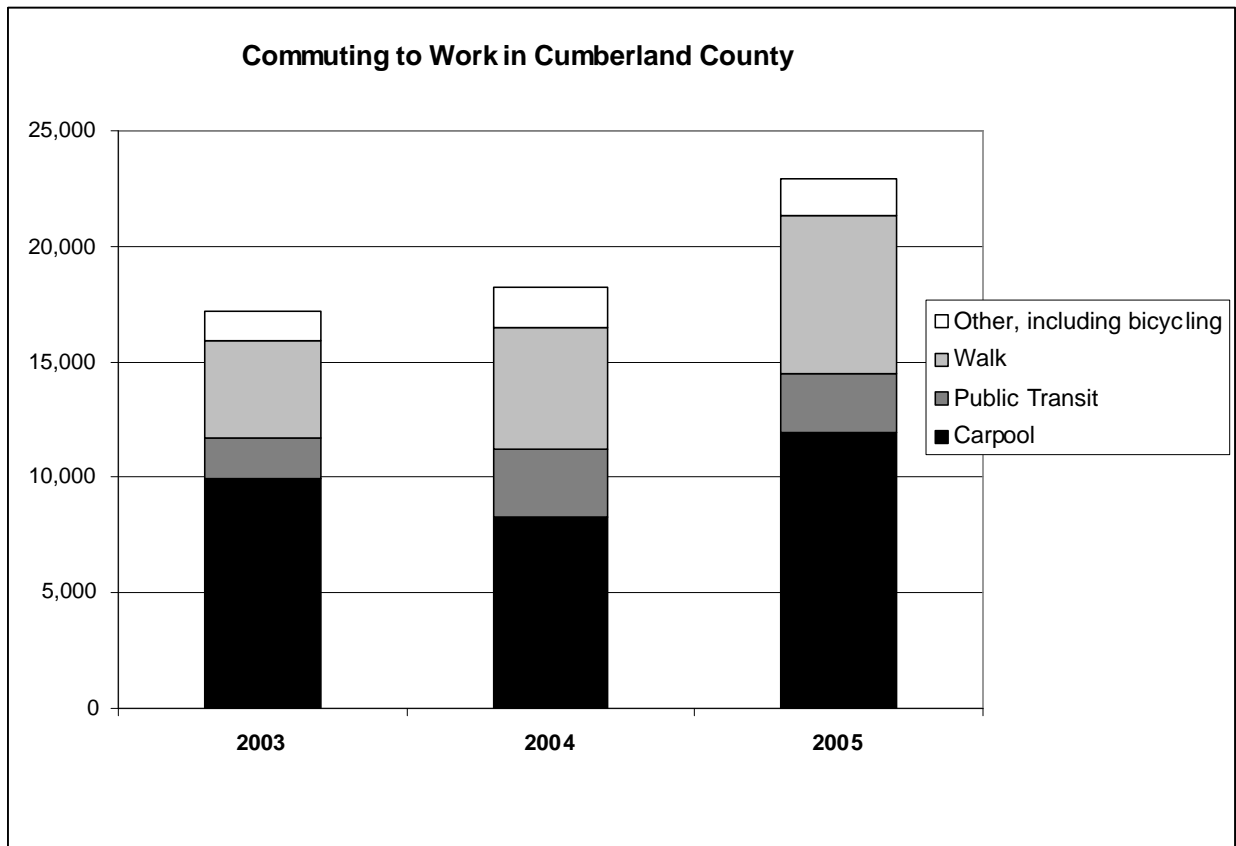
Bus

- New express bus service from Portland to Boston’s Logan Airport
- New bus service for passengers arriving to Portland Harbor by cruise ship
- New bus service from Portland to Falmouth and from Portland to Freeport
- Service improvements on the Shuttle Bus, ZOOM, Metro, and South Portland bus systems
- New shuttle service, the Portland Explorer, connecting visitors with the Maine Mall, Portland’s downtown district, and the area’s train, plane, ferry, and bus terminals

Intermodal

- Completion of Portland Peninsula Traffic Study
- New Portland Transportation Center housing train and bus operators
- Groundbreaking on Ocean Gateway, a new cruise ship terminal

As a result of these investments, particularly the resumption of train service, passenger trips made on the region’s buses, ferries, trains, and planes have increased steadily over time. This is reflected not only in passenger ridership, but in the increasing number of commuters who are choosing to travel to work without driving alone.



Source: American Community Survey

➤ **Educate residents and visitors about transportation options**

Through the use of cutting edge technology, residents and visitors are encouraged to utilize the region’s growing transportation options.

- Administered by GPCOG, GO MAINE is a statewide program that connects commuters and employers with low-cost, and environmentally friendly commuting options. Program services include carpool ridematching, express vanpools, public transit and bicycle commuting information, the Emergency Ride Home Guarantee, and coordination of the annual Commute Another Way Day.
- A new traveler information system has been developed for Greater Portland, including www.transportme.com and plasma monitor screens at selected hotels and transportation terminals displaying departure and arrival times for buses, ferries, trains, and planes.
- The Kids and Transportation Program educates students and teachers in York and Cumberland counties about how transportation choices impact air quality, land use, economics and communities. Through workshops, class presentations, and summer institutes, the program has helped over 50,000 young people explore walking, bicycling, carpooling, transportation on ferries, trains, planes and buses, and the benefits of alternative fuels.

2006-2007 Accomplishments

Destination Tomorrow Plan. In November 2006 PACTS distributed copies of the 2006 *Destination Tomorrow* regional transportation plan. Developed between 2003 and 2006, this multi-modal 20-year plan recommends policy initiatives and funding priorities for the 15-municipality PACTS region. The Plan presents 88 strategies for achieving the Plan’s goals related to regional land-use-and-transportation planning, traffic management, public transportation, regional collaboration and other topics. The Plan also outlines a \$500 million shortfall in funding for capital improvements over the 20 year life of the Plan.

Transportation Improvement Program. In August 2007, PACTS will adopt a 2008 to 2011 Transportation Improvement Program. The program will include all FHWA and FTA projects in the PACTS region that are still “active”. In particular, the program will include an estimated \$25 million in new projects to be programmed in May 2007 by PACTS and the MaineDOT for the 2008/2009 biennium for this region. The projects include a variety of purposes such as paving streets, widening major roads, maintaining the interstate highways and bridges, financing a wide range of public transit capital improvements and building sidewalks.

Unified Planning Work Program. In May 2007, the PACTS Policy Committee will adopt a two-year Unified Planning Work Program. The work program will include all the multi-modal transportation planning and administration work to be done between July 2007 and June 2009 in the PACTS region. The work will be done by a variety of organizations, including PACTS staff and consultants, the Maine Department of Transportation, the Greater Portland Council of Government, the several public transportation organizations in the region, the Maine Turnpike Authority, the Southern Maine Regional Planning Commission, and the municipalities involved in the PACTS process.

GO MAINE Commuter Connections. GO MAINE is the statewide commuter program administered by GPCOG and sponsored by Maine DOT and the Maine Turnpike Authority. Major services for commuters and employers include: carpool and vanpool ridematching via the interactive website at www.gomaine.org or 800-280-RIDE; marketing and outreach to employers and commuters; an express commuter vanpool program with a fleet of eighteen vehicles; promotion of and partnership with transit, bicycling and walking entities; and the Emergency Ride Home Guarantee. GO MAINE coordinates the program with the assistance of employers, Chamber of Commerce, state and local agencies and a variety

of other public and private partners. 18 vehicles in fleet including spares, 9 existing routes (7 Portland to Augusta, 2 L/A to Augusta), 7 new routes planned (likely: Augusta to Portland Downtown, Augusta to Portland-Maine Mall, Auburn–Lewiston to Portland, Bangor to Augusta, Auburn-Lewiston to Augusta, more TBA).

Commute Another Way Week. Commute Another Way Week (www.commuteanotherwayweek.org) is Maine's annual transportation event (May 14-18, 2007) that promotes carpools, vanpools, public transit, bicycling and walking to work. Healthy, economical and eco-friendly transportation choices means energy savings, greater mobility, improved health, higher morale and more money saved for commuters and employers. The event is coordinated by GPCOG, with the assistance of statewide partners Maine DOT, Maine Turnpike Authority, GO MAINE Bicycle Coalition of Maine, Maine Better Transportation Association, Maine DEP, Maine Transit Association, and Healthy Maine Walks. Estimated benefits of CAWW for '06 provide a good benchmark for the '07 event: 7,500 commuters statewide, 11,400 vehicle trips (VTs) reduced, 117,000 vehicle miles traveled (VMTs) reduced, 3.5 tons of pollutants reduced, \$76,000 in commuting costs saved

Fuel Wise Campaign. The MaineDOT, Maine Office of Energy Independence and GO MAINE/GPCOG collaborated to develop and implement a promotional campaign with the goal of educating the commuting public about practical ways to reduce fuel consumption and encourage the use of commuting alternatives, among these carpools, vanpools and transit. Funding was provided by MaineDOT and covered creative services, public relations, production of media and marketing materials, media services and statewide media buys. The campaign was launched at the start of August 2006 and ran through mid-October 2006. Results: 1,155 persons took the online Fuel Wise Quiz and registered to win an electric bike; 202 new commuters registered online for GO MAINE ridematching services; 1,781 ridematching requests were received for commuter options.

Mountain Division Rail Freight Study. On September 13, 2006, the Route 113 Corridor Committee hosted the second in a series of three forums, which kicked off in June of 2006. Over 50 people from 15 towns in three states descended on the town of Standish for a forum on the Mountain Division. Entitled, "*If we build it, will they come?*", the forum was intended to be a dialogue with government, business, and community leaders on the political and economic challenges associated with restoring passenger and freight rail service on the Mountain Division rail line, which has been defunct since 1984. Invited guests included Matthew Jacobson, President of Maine and Company and also former President of the St. Lawrence and Atlantic Railroad, and Jon Shute, General Manager of Maine Eastern Railroad. Several legislators, including Senator Bill Diamond (D- District 12), were on hand to lend their support. The day before, a select group of government, community, and business leaders from seven towns rode the rails on the state-owned portion of the line from South Windham to the New Hampshire state line to assess current track conditions. Highlights of that "train" ride as well as the forum were distributed on DVD. Later in the year, legislators who participated in the forum introduced LD 328, which designated funds for an engineering study of the line, and lobbied for inclusion of acquisition funds in the Governor's \$295 million Bond Package, which is slated for the Fall election.

Maine DOT Media Campaign. GPCOG and the Maine DOT have teamed up to design and produce a media campaign to generate public awareness of statewide transportation opportunities for the employer, commuter, transit and tourism market segments. A series of television and radio spots are being developed featuring testimonials and footage that will capture the public's imagination while providing key transportation information. The campaign will begin airing this summer and continue through the end of the year.

Portland Island Parking Shuttle, Feasibility Study. The purpose of the study was to assess the feasibility of implementing free or low-cost shuttle bus service for Portland Islanders between Casco Bay Island Transit District and one or more remote surface parking lots on the Portland peninsula. As development on the mainland waterfront proceeds, availability of parking will fluctuate. The end result will be more parking but at higher prices. The City is interested in finding cost effective alternatives for island residents. According to the survey however, the number one priority when choosing parking is close proximity to the terminal. Cost and Security are tied for second and third priority, followed by sheltered parking. Thirty-four percent of respondents said they would use a shuttle to a remote parking facility while 53% said they would not. One alternative to development of a separate shuttle is to increase funding to the METRO Route 8A which serves the waterfront on a seasonal basis.

PACTS Regional Transit Consolidation Study – Destination Tomorrow, the long range plan for the Portland Metropolitan Planning Organization (PACTS), adopted in 2006 called for an assessment of combining some or all of the three fixed route, two Para transit, one ferry and one passenger rail operations in the region. The purpose of the study is to assess existing conditions and identify opportunities that realize cost efficiencies, improve quality and frequency of service, connectivity, and ridership for all providers with an emphasis on maintaining or improving customer service. The Study further explores studying the feasibility of regionalizing the seven public transit service providers, potentially into a regional transit authority or other more cost-effective and streamlined structure. Due for adoption by the PACTS Policy Committee in June, 2007 the study lays out a continuum of Communication, Cooperation and Collaboration as a way to set the groundwork for Consolidation.

The top four recommendations of the study are: creation of a regional map and timetable, conduct of a regional route study, incorporation of transit planning into land use development, and development of a regional pass system. The first, creation of a regional map and timetable is already underway.

METRO Route Study. This is a Board generated study to look at the potential for improving service and frequency in the system while maintaining or reducing current costs. GPCOG's role has been to provide technical support, mostly in the form of mapping using data from the 2000 Census and passenger studies. So far, METRO has looked at the possibility of streamlining route 4 to Westbrook thereby making the schedule more user friendly. Over the next several months METRO, GPCOG and other transit providers will be looking at ways to improve service on and to the Peninsula.

ShuttleBus and South Portland Bus Service Study – Just getting underway, this study will evaluate the two operations in terms of their existing routes, existing and potential coordination with one another and other operations in the area, and opportunities for expansion with detailed route design and financial plan alternatives.

Gorham-Portland Bus Study. GPCOG is working with the University of Southern Maine to expand the USM existing bus service to include the Public. Currently three buses are used to transport students and faculty between the Gorham and Portland Campuses. GPCOG is providing the analysis to determine the feasibility of matching student and commuter demand for bus service and proposing several funding scenarios. A State Legislator from Gorham has also proposed a Bill (LD 1719) proposing to use state funds to help with this service in 2008. Currently two public meetings are planned for April and May 2007.

Intermodal Facility Planning-Maine Mall. GPCOG helped the Maine Mall and area Transit Providers to locate the Maine Mall Transit Center adjacent to JC Penney in 2003. This center features covered outside waiting area, inside seating, two bus pull-out areas with ADA access and a transportation information display systems (TIDS) screen displaying arrivals and departures of all area transportation services. GPCOG is currently working with the Maine Mall and providers to re-locate this facility in a new location since Best Buy is moving across Maine Mall Road, a new movie theatre is being built, and JC Penney proposes to expand their facility by 30%.

Intermodal Facility Planning-State Pier. GPCOG has helped the City of Portland with a public forum at which two competing developers presented preliminary plans for new mixed-use developments on the Maine State Pier. This proposed facility will be located adjacent to the Casco Bay Ferry Terminal, and the new Ocean Gateway Marine Passenger Terminal currently scheduled to open in the summer of 2008.

Intermodal Facility Planning-PTC. GPCOG has convened several meetings with interested parties willing to plan a proposed intermodal facility adjacent to the Portland Transportation Center (PTC). The PTC is currently owned by Concord Trailways (for bus service) and leased to the City of Portland and the Northern NE Passenger Rail Authority (NNEPRA) for rail service. The proposed site may accommodate another intercity bus carrier, a tour and charter bus carrier, future rail maintenance facility, and a regional demand-response bus operator. GPCOG has helped so far with planning, applying for PACTS funds toward an engineering study, mapping, aerial photography and meeting facilitation.

Downtown Transportation Center. This is the heart of the METRO fixed route bus system where six of the eight METRO bus routes intersect for transfers to other routes. The DTC is also served by the South Portland Bus Service (nearby Monument Square), ShuttleBus from Biddeford/Saco, the ZOOM Turnpike Commuter Express Bus (Biddeford/Saco) and the area demand response bus provider (Regional Transportation Program –RTP). It has long been recognized that the downtown Portland transfer location for public transit was in need of significant improvement. Through two biennial cycles of Surface Transportation Program (STP) set-asides for transit, Greater Portland METRO secured funding to expand the waiting area and dispatch office at the existing location on Elm Street, formerly know as the Pulse. In June, 2007 METRO will open the doors of a spacious new waiting area with seating, restrooms, handicap access, vending machines and Transportation Information Display Screens (TIDS) to help inform riders about schedules and destinations.

Portland Bike Lanes Project. Portland received funds to create a bike lane network and improve bicycle facilities at intersections in the Greater Portland area in 1999. The bulk of these funds were used to create a comprehensive study of the area, recommend facilities and install Phase 1 of the route improvements. The remaining funds were unused until 2005 when the project was restarted at the urging of MaineDOT. GPCOG has provided advisory assistance to the City of Portland Bike Lane Advisory group as this project got restarted. Improvements will continue at least into 2007.

Safe Routes to School Grant writing. GPCOG staff has assisted Falmouth and Portland in applying for Safe Routes to School funding to improve biking and walking facilities near K – 8 grade schools. These services have included attending planning meetings, performing site visits, reviewing grant applications and creating an online survey for parents of students at one of the selected schools. These grants have yet to be awarded.

Portland Crosswalk Committee. GPCOG is participating in a Crosswalk Committee with the City of Portland to update the city's crosswalk and sidewalk policies, specifications and modification procedures. Staff has attended six meetings to date, provided feedback on specifications, design and public process. This work is being performed in cooperation with Safe Routes to Schools efforts, the Portland Crossing Guard Program and recent recommendations for proposed amendments to Portland's Traffic Calming Ordinance.

Portland Traffic Calming Study. GPCOG completed a traffic calming study for the City of Portland, including an evaluation of the existing Traffic Calming Ordinance, existing traffic calming devices throughout the city, and recommendations for future designs. Existing devices includes raised crosswalks, additional traffic signals, speed platforms in many neighborhoods and a proliferation of stop signs on local roadways. GPCOG will present the results of this work to the Portland Transportation Committee during the summer of 2008.

Portland Transportation Committee. GPCOG provides monthly staff support to the Portland Transportation Committee and helps with transit and other transportation planning projects. This committee brings together the City Departments from Traffic & Public Works, Planning and Ports and Transportation. Recent initiatives include the scoping of the Peninsula Transit Plan, Taxi Ordinance revisions, crosswalk policies, I-295 Signage Plans, Wayfinding, MPO Capital Work Plans, MPO Unified Planning Work Programs (UPWP), trail planning and Bayside Narrow Gauge Rail alignment plans.

Development Review. In Windham, GPCOG staff assisted with the White's Bridge Road project. This was a collaborative between the Town of Windham, Vance & Associates, Dufresne-Henry, GPCOG, MaineDOT, Federal Highway Administration (FHWA), several abutting land owners, and a restaurant owner. During a MaineDOT project review process, staff proposed re-aligning an out-dated intersection with a private road which was being developed into a mixed-use retail/condominium complex. GPCOG served as a liaison between MaineDOT, FHWA, the developer and the town during a complicated contract zoning proposal in the town's designated growth area.

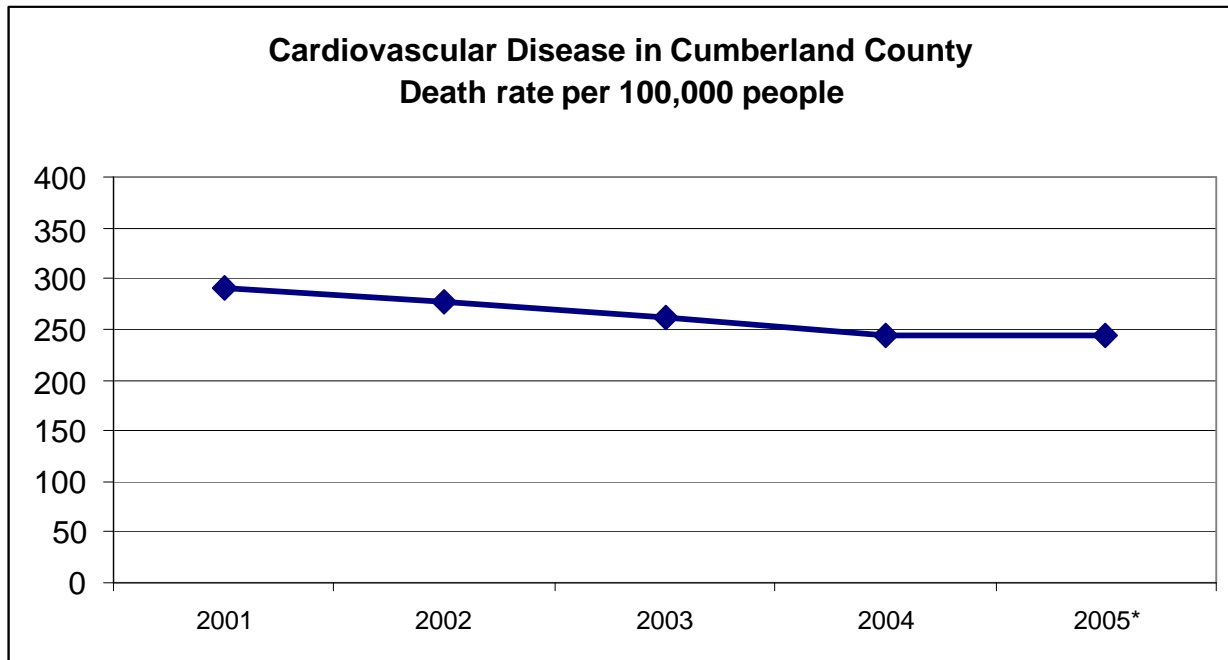
Safe Kids. Safe Kids Maine was formed in 1989 as part of a worldwide network of coalitions focused on preventing unintentional childhood injuries, the number one cause of death among children ages 14 and under in the United States. The coalition has had several lead agencies in the past, but since 2002, has been coordinated by the Greater Portland Council of Governments. The primary focus of Safe Kids Maine is child passenger safety (CPS). Every year, the program's mobile van logs thousands of miles to inspect car seats at monthly events across the state. While the primary goal is reaching families with children, other audiences include licensed child care providers and emergency medical service providers. Four times per year, the program conducts a 32-hour course based on National Highway Traffic Safety Administration (NHTSA) standards to certify Child Passenger Safety Technicians. A Certified Child Passenger Safety Technician has the knowledge and skills necessary to assist families with the proper installation of car seats in their vehicle. Beyond CPS, Maine Safe Kids also conducts bicycle helmet fittings and rail safety outreach.

CEDS Evaluation Criteria

Goal	Transportation Choice: Develop varied transportation choices to support the mobility of visitors, goods and services, and residents of all ages.
Objective	Objective: Support the development of a multi-modal transportation system.
Long term performance target	Passenger trips will keep pace with vehicle miles traveled.
Short term performance target	% of workers commuting to work by foot, bicycle, carpool, or bus will increase each year.
Criteria	The GoMaine program, administered by GPCOG, provides services and information to commuters and other travelers who live, work, or travel in the State of Maine to encourage alternatives to the single occupant vehicle. The American Community Survey, now administered on an annual basis, provides a reliable measure of the program's influence.
Relevancy:	
Comprehensiveness:	GoMaine provides services and information to commuters statewide.
Consistency:	Data is available on an annual basis
Measurability:	American Community Survey provides a count of unique individuals, as opposed to the number of passenger trips, influenced by marketing.
Performance benchmark:	Participation will increase relative to the prior year of measurement.
Scale	
Excellent	Number of alternative commuters increases from the previous year
Good	Number of alternative commuters stays the same as the previous year
Needs Improvement	Number of alternative commuters dips below the previous year
Findings	Excellent According to the American Community Survey, 22,941 Cumberland County workers representing 16% of the commuting public traveled to work by foot, bicycle, carpool, or bus in 2005, an increase from 13% the prior year.

Outdoor Recreation

Goal	Measure	Status
Outdoor Recreation: Expand access to outdoor recreational opportunities for residents and visitors.	Incidence of cardiovascular disease will decline over time.	In 2005, the cardiovascular disease rate remained the same at 244 deaths per 100,000 people.



Source: Maine Bureau of Health

Regional Issues

Sprawl. The quality of life in Greater Portland is prized by both residents and visitors for its access to outdoor recreation opportunities, including beaches, lakes, mountains, parks, and trails. At the same time, sprawl is limiting both the access and opportunity to enjoy them. For example, house lots in rural areas break up farmland once enjoyed for cross-country skiing or oceanfront trails used by generations of neighbors. Increased commuting also means workers have less time to spend outdoors. According to the U.S. Census the number of people in Cumberland County who drove alone to work increased 3% from 1990 to 2000 from 76% to 79% of adult workers. Their children, meanwhile, are also less likely to walk or bike to school than ever before, as houses are built far away from schools without sidewalks or safe shoulders to access them. Commuting, to school, to work, to the store, or everywhere to get anywhere, contributes to an unhealthy lifestyle. According to the Maine Bureau of Health, the number of adults in Cumberland County who engage in at least 30 minutes of physical activity five times per week, the national recommended average, is just 23.6%.

Obesity. With exercise down, obesity is up. According to the Maine Bureau of Health, 56% of adults in Cumberland County are overweight, and 17%, obese. Obesity and lack of physical activity are leading risk factors for chronic diseases, including cardiovascular disease, the nation's leading cause of death, as well as cancer, respiratory disease, and diabetes. Although the incidence of cardiovascular disease is lower in Cumberland County than in the state and country, its costs pose a severe burden on

the health care system. In 2000, 5,180 people in Cumberland County were hospitalized for various symptoms of cardiovascular disease, including high blood pressure, heart disease, and stroke, costing \$85 million dollars. According to the Maine Bureau of Health, cardiovascular disease accounts for 26% of all hospital charges.

Health Care. The cost of cardiovascular disease strains access and affordability to Maine's health care system, particularly for small businesses of less than 50 employees, which employ over half of Maine's workforce. Currently two thirds of Maine employers offer some health insurance to workers. According to the Maine Hospital Association, annual health insurance premiums in Maine have skyrocketed by as much as 30% per year. These soaring costs cause employers to drop coverage or cut benefits and shift more costs onto employees. Indeed, according to a 2000 survey conducted by the Maine Center for Economic Policy, 64% of Maine businesses stated that a future increase of 20% or less in health insurance premiums would cause them to reduce their coverage. Over 80% reported that health insurance coverage is a very or somewhat important factor in attracting and retaining employees. Although access remains vulnerable, particularly for small businesses, workers can still make an important contribution to controlling health care costs that will help to preserve their access to the system. According to the Maine Hospital Association, the largest factor driving increased healthcare costs is "that more Mainers than ever require healthcare services today. Maine has an older and, unfortunately, less fit population than most states, resulting in a higher reliance on doctors and hospitals." The most important thing workers can do is to "take responsibility by eating healthier foods and exercising regularly," healthy habits that "will help counter the cost pressures brought on by a rapidly aging population." Continued access to outdoor recreation opportunities will help to support the establishment of such healthy habits as a lifestyle.

Objective: *Support planning efforts that expand the variety of opportunities to enjoy Cumberland County's natural resources.*

Strategies

- *Support planning efforts for multi-use trails, including the Eastern Trail and the Mountain Division Trail.*

Multi-use trail systems provide opportunities for residents to safely walk and bicycle for recreation and commuting purposes. A number of communities have built paved pathways that connect neighborhoods, villages, and downtowns, including Portland, South Portland, Westbrook, and Yarmouth. Many of these are featured on the Maine Bureau of Health's website, www.healthymainewalks.org, which is designed to increase physical activity among Maine residents. Two long-distance trail systems in Southern Maine are also in various stages of planning and construction: the Eastern Trail runs north-south from Kittery to Brunswick for a total of 77 miles, primarily along a pipeline right-of-way; and the Mountain Division Trail runs east-west from Windham to North Conway, New Hampshire for a total of 50 miles along the right-of-way of an abandoned railroad corridor. GPCOG has played a pivotal role in the development of the region's multi-use trail systems, including planning, research, data collection, grant writing, and public outreach.

- *Support local and regional efforts to acquire and preserve open space.*

Access to open space is a vital component of Maine's quality of life, providing backyard opportunities for hiking, fishing, bicycling, birding and other outdoor activities. But with sprawling development patterns and a red-hot real estate market, forests, fields, and farms are rapidly being converted to house

lots. To address this issue, a number of communities in Cumberland County are developing open space plans, including Cumberland, Falmouth, South Portland, and Portland. Dozens more host conservation commissions and land trusts to acquire, preserve, and manage public lands. GPCOG supports open space planning through a variety of ways, including assisting with the development of open space plans, mapping undeveloped parcels for comprehensive planning purposes, and assisting communities with grant applications to the state’s Land and Water Conservation Fund or Land for Maine’s Future.

2006-2007 Accomplishments

Transportation Enhancement and Other Grants. GPCOG provided staff support and technical assistance to several municipalities applying for Transportation Enhancement Grants. These grants are available through MaineDOT from the Federal Highway Administration (FHWA). GPCOG also assisted transit providers with Federal Transit Administration (FTA) applications, National Transit Database (NTD) applications and requirements, Disadvantaged Business Enterprises (DBE) and ADA Wheelchair Applications for Private Operators.

GIS Presentation. GPCOG staff presented to the Town of Pownal, the Pownal Land Trust and other organizations in the municipality on Geographic Information Systems in Maine. The goal of the meeting was to allow for Pownal organizations to make an informed decision on the next steps for town and local organizations mapping needs. The presentation contained the following elements: current mapping standards used by the State, municipalities, and GPCOG, Internet Mapping System (IMS), ArcMap Software, ArcExplorer software and possible grant opportunities for towns to complete digital tax parcel and mapping.

CEDS Evaluation Criteria

Goal	Outdoor Recreation: Expand access to outdoor recreational opportunities for residents and visitors.
Objective	
Long term performance target	Incidence of cardiovascular disease will decline over time below state and national levels
Short term performance target	\$2 million will be awarded each biennium for Transportation Enhancement projects
Criteria	
Relevancy:	GPCOG is often consulted in the development of Transportation Enhancement projects for bicycle and pedestrian facilities, e.g., sidewalks and trails
Comprehensiveness:	The program is available statewide
Consistency:	The grant competition is offered once every two years
Measurability:	Details on funded projects are published online in MaineDOT's Biennial Transportation Improvement Program
Performance benchmark:	Funds are limited and the program is highly competitive. The target is based on a community in each county capturing at least \$500,000 in each year of the biennium.
Scale	
Excellent	More than \$2 million
Good	\$1-\$2 million
Needs Improvement	Less than \$1 million
Findings	Excellent \$5,362,000 was awarded to 7 projects in York and Cumberland counties for 2004-05