



## Chapter 7: Implementation Plan

### Introduction

The strategies in Chapter 5 provide direction for PACTS members in implementing the *Destination Tomorrow* Plan over the next 20 years. A number of the strategies are beyond the purview of PACTS and were developed in concert with agencies, such as MaineDOT and the Maine Turnpike Authority that have control over implementing them. The financial assessment in Chapter 6 provides a framework for PACTS to direct the financial resources under its control toward a future transportation system that is safe, efficient and better able to meet the demands of tomorrow while maintaining the current system. The strategies and financial assessment acknowledge today’s fiscal, political and social realities while incrementally moving beyond the status quo to better integrate the disciplines of transportation planning and land use planning through regional collaboration.

#### *Implementation Plan Highlights: 2006-2012*

1. Implement key plan policies, including:
  - maintain the existing highway, transit and freight transportation systems;
  - address critical intersections;
  - increase the use and viability of public transportation;
  - continue development and refinement of the PACTS Transportation Project Land Use implementation guidelines
2. Work on the Tier 1 strategies of *Destination Tomorrow* (see p. 5-7).
3. Work with the MaineDOT, the Maine Turnpike Authority, the Congressional Delegation, the Maine Legislature, public transportation agencies and municipal officials to secure additional transportation funding for the region.
4. Continue support of MaineDOT and Maine Turnpike Authority efforts to:
  - make necessary investments to provide safe and efficient transportation service on the interstates through the year 2025; and
  - maintain I-295 as the primary route for intra-regional traffic and the Maine Turnpike as the major route for traffic traveling through the region.

In the current climate of limited funding and escalating highway construction costs, implementing the *Destination Tomorrow* Plan will require an increased level of regional coordination and collaboration by PACTS member communities, the MaineDOT, the Maine Turnpike Authority and other funding partners. In each community, the city or town council, planning board, planning and engineering staff, local businesses and residents will need to be active participants in this process.



This implementation chapter is divided into two parts based on implementation responsibilities. The first section contains areas that PACTS has direct control over and will direct its focus over the next six years. This aligns with the PACTS funding Set-Aside Policy of looking ahead six years, or three biennial funding cycles. The second part of the chapter covers strategies suggested by PACTS for other transportation agencies to implement.

Key to the successful implementation of *Destination Tomorrow* will be a continued dialogue that includes the following policy questions.

1. How can communities best address regional transportation problems collaboratively?
2. What is the proper level of investment and role of transit in the region; how can PACTS help to meet this level and role?
3. What is the optimum investment balance to mitigate existing problems while proactively meeting tomorrow's needs?
4. What is PACTS role in developing appropriate responses to the issues that arise from the intersection of transportation investments and land use planning and policy?
5. What are the best short and long-term approaches to managing congestion without exacerbating sprawl?

### **Implementing Key *Destination Tomorrow* Policies**

The funding gap between identified needs and total anticipated funding (and revenues) discussed in Chapter 6 will limit the ability of decision-makers to address all of the identified needs in the transportation system. Working within these limitations, the following six areas will be a focus of the *Destination Tomorrow* Plan during the next six years – 2006 to 2012. These areas, as well as many of the Plan's Guiding Policies and objectives, overlap each other reflecting the close relationships that exist between transportation, land use and economic development. PACTS' members consider each of the areas to be crucial to the future of the transportation system.

#### Maintain and Improve Existing Transportation Systems

The PACTS members have made the maintenance and improvement of the existing transportation system PACTS highest priority. Historically, PACTS has programmed approximately 60% of its funding dollars toward attaining this goal. In addition to a continuation of this level of investment for preserving and improving the existing transportation systems, *Destination Tomorrow* calls for the PACTS members to reassess the allocation of these funds to ensure that they are being used in the most cost-effective and efficient manner.



The capital needs assessment of Chapter 6 calls for \$539 million over the Plan's 20-year timeframe to maintain the existing transportation system, and to make appropriate investments to improve the existing system. This figure exceeds the total anticipated funding of \$501 million over the Plan's 20-year time horizon. This probable funding gap to meet just the needs of preserving and improving the existing transportation systems will present the PACTS members with an ongoing challenge.

#### Addressing Key Intersections

Safe intersections that also provide for a smooth flow of traffic are an integral part of an efficient transportation system. A number of the region's key intersections face regular periods of congestion and/or are designated as high crash locations (HCL) by the MaineDOT. As part of the policy of maintaining and improving the existing transportation systems, PACTS will fund intersection improvement projects totaling approximately \$7 million over the next six years. The *Destination Tomorrow* Plan also recommends additional investments at regionally important intersections by the MaineDOT.

#### Congressional Earmarks

Congressional earmarks have continued to garner a larger percentage of the federal funding dollars in recent years. PACTS has responded to this change by forming a special working group to the Policy Committee. Between 2006 and the next reauthorization of the federal transportation bill in 2009, this working group will develop and promote a select list of regionally significant projects. In addition to working towards securing congressional earmarks, PACTS will continue its collaborative efforts with its transportation partners in securing needed additional transportation funding for the region.

#### Transportation Project Land Use Policy

Transportation investments and land use policies have significant impacts on each other and play a key role in shaping the region in which we live. In the 2003 *Destination Tomorrow* Plan, the PACTS Policy Committee adopted the following policy to work towards greater consideration of and management of these impacts.

*Any arterial corridor roadway project, that by itself or as part of a program of improvements will reduce commuter travel times between an urbanized and a non-urbanized area, must be accompanied by a land use plan that preserves the arterial's capacity, protects its mobility function and the public investment, and that minimizes sprawl.*



During the last three years, the PACTS Planning Committee, MaineDOT, the State Planning Office and others have worked towards drafting a set of procedures for implementing this policy. The results of this effort may be seen in Strategy 53 that calls for continued refinement of the existing implementation guidelines through case studies, public outreach and partnerships with State and federal agencies.

Public Transportation

Public transportation has a number of benefits including reducing overall travel demand, increasing the quality of life for those who do not drive, and helping to foster a sense of community. PACTS members collectively believe that an adequate public transportation system is crucial for an efficient overall transportation system. The *Destination Tomorrow* Plan contains multiple strategies aimed at increasing the use and viability of public transportation.

Implementing the Tier 1 Strategies

The Policy Committee prioritized the 88 *Destination Tomorrow* strategies into three tiers. Tier 1 strategies are the highest priority and will be a focus of PACTS’ efforts during the next six years. The 19 Tier 1 Strategies are listed in Table 7-1. Please see Chapter 5 for more details on each of these strategies.

**Table 7-1 - Top Priority Strategies of Destination Tomorrow\***

Strategy #	Goal	Title/Description
6	Economic	Implement Plan’s Arterial Investment Program
13	Economic	Incident Management and Homeland Security
14	Mobility	Focus on Intersections for Congestion and Safety Management
21	Mobility	Operational & Capacity improvements to I-295 & the Maine Turnpike
22	Mobility	Develop Responsive Strategies for High Crash Locations
36	Mobility	Continue Transit Coordination Efforts
47	Energy	Increase Transit to Park-n-Ride Lots
48	Energy	Optimize and Maintain Signal Coordination
49	Land	Conduct Municipal and Sub-regional Studies
60	Land	Provide Technical Assistance to Municipalities
70	Environment	Studies of Secondary Impacts
75	Environment	Bike and Ped Linkages to Natural Areas
76	Regional	<i>Destination Tomorrow</i> Implementation Plan
77	Regional	Strengthen the Plan – TIP Connection
78	Regional	Biennial Review of TIP Policies & Procedures
81	Regional	TIP Priority Setting Process
82	Regional	Communicate with State/Federal Officials on Funding Issues
83	Regional	Work with MaineDOT on Exploring Funding Opportunities
84	Regional	Increase Transportation Data Collection

\*All strategies are of equal priority and are listed in numerical order in the table.



MaineDOT and Maine Turnpike Authority

FACTS will continue to support MaineDOT and Maine Turnpike Authority efforts and investments on the region’s interstates. In particular, *Destination Tomorrow* supports the use of the \$15 million SAFETEA-LU earmark for the I-295 Corridor. (See Strategy #21 on page 5-12.) This support will continue to build on the longstanding collaborative relationship shared between FACTS, MaineDOT and the Maine Turnpike Authority.

*Destination Tomorrow* beyond 2012

Many of the components in the Implementation Plan will require an ongoing effort beyond just the next six years. The FACTS members hope to make significant progress in realizing the success of the Implementation Plan so that FACTS may commence further work in implementing the long-range vision of *Destination Tomorrow*. Looking out beyond 2012, FACTS, while continuing the work begun in the first six years, will continue to implement the Tier 2 and Tier 3 strategies of the Plan.

In addition to the efforts described above, the PACTS Policies and Procedures Document for the Transportation Improvement Program will play an important role in shaping FACTS’ future decisions. This document details the process used by FACTS every two years in prioritizing transportation projects to be funded with the MPO Allocation (described on p 6-6).<sup>1</sup> The FACTS members, through the auspices of the TIP Process Committee, have made several important revisions to the Policies and Procedures document to significantly strengthen the connection between *Destination Tomorrow* and the transportation improvement program, thereby successfully completing one of the 2003 *Destination Tomorrow* strategies. In the years ahead, additional revisions will be made to the policies and procedures in the document as FACTS members work to implement the *Destination Tomorrow* Plan.

**Major Regional Projects**

Several major regional projects were being studied, funded, designed and constructed as FACTS adopted *Destination Tomorrow*. Each of these projects has received widespread support. Through the *Destination Tomorrow* Plan, FACTS also supports each of these projects recognizing that they will bring significant benefits to the region. Figure 7-1 is a conceptual graphic representation of these major regional projects. Most of these projects will require further study before final plans can be designed.

---

<sup>1</sup> Upon formal MaineDOT acceptance, the list of projects is included in the MaineDOT Biennial Capital Work Plan that contains all new planned capital investments for the next two-year period.

Figure 7-1 – Major Regional Projects

Gorham Village Bypass

The Gorham Village Bypass will relieve long-time, persistent congestion in Gorham Village. Phase I of the project will connect Route 114 to Route 25 via a bypass to the southwest of Gorham Village, and has received a Congressional earmark of more than \$15 million. Phase I is currently being designed; construction should begin in late 2008 or early 2009. Phase II will bypass Gorham Village to the north and east. Commencement of work on Phase II will, in part, be dependent on the success of Phase I in easing traffic congestion in Gorham Village.

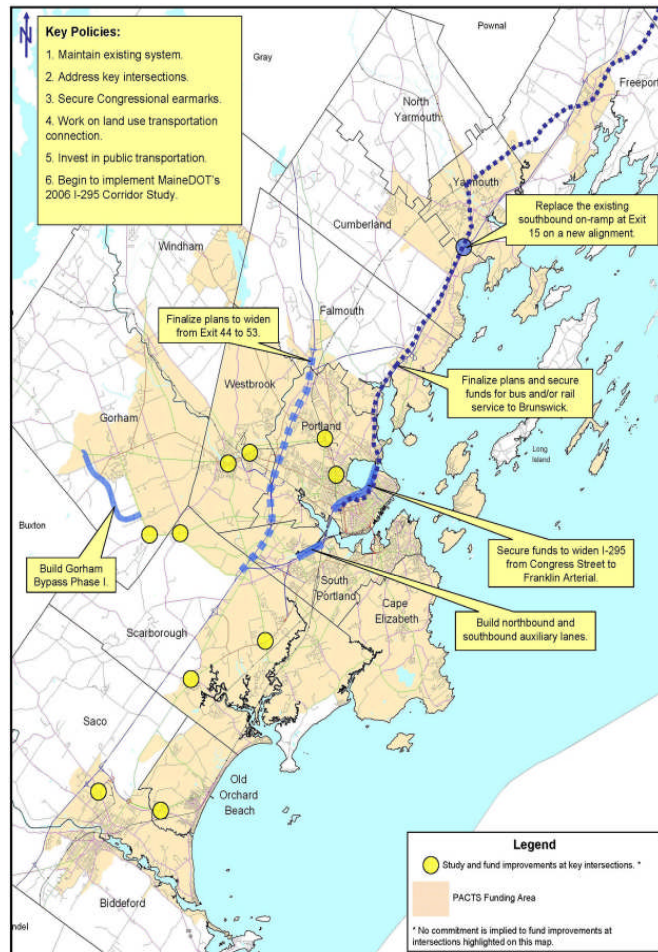
Interstate 295 and Maine Turnpike Corridor Analyses

The Maine Turnpike and I-295, arguably the two most important highways in the region, have been the subject of extensive study and analysis. *Destination Tomorrow* recommends several strategies

to enhance and reinforce the Turnpike as the preferred interstate for traffic traveling through the region and I-295 as the preferred interstate for intra-regional traffic. *Destination Tomorrow* further recommends additional strategies to address safety, capacity and operational issues. Most of these recommendations (several of which may be seen in Figure 7-1) are also in MaineDOT’s 2006 I-295 Corridor Study that produced a set of short-term and long-term recommendations by the MaineDOT designed to provide safe and efficient transportation service through the year 2025.

Bus and/or Passenger Rail Service from Biddeford to Brunswick

*Destination Tomorrow* supports the MaineDOT decision to extend passenger rail service north from Portland to Brunswick. This will build upon the successful renewal of passenger service from Boston to Portland. Service may be further extended to Rockland. In addition to its statewide benefits, MaineDOT anticipates that the expansion of passenger rail service will remove some traffic from I-295, which will help to manage traffic growth on the interstate.





*Destination Tomorrow* also recommends that future planning include consideration of expanded bus service along the I-295 corridor north of Portland, as well as commuter rail service between Portland and Biddeford.

## Closing Thoughts

The *Destination Tomorrow* Plan lays out a broad, long-range, fiscally constrained plan for the transportation system of today and tomorrow. In an effort to bridge the large transportation funding gap in the region, PACTS members, including MaineDOT in particular, will continue to pursue alternative funding options. Given the rising importance of Congressional earmarks, a concerted effort will be made to secure greater earmarks for the region for important regional projects.

Over the coming years, PACTS members will continue to diligently work with regional and State decision-makers to ensure that the overarching goals of *Destination Tomorrow* are reached. The PACTS members firmly believe that the holistic approach recommended in *Destination Tomorrow* creates the foundation needed to provide a transportation system that meets the needs of tomorrow without sacrificing the region's character and quality of life, the health of the natural environment, and the potential for continued economic prosperity.