



Chapter 6: Implementation Plan

Introduction

Given the nature of long-range planning with a 20-or more year outlook, one of the most important components in a long range plan is its implementation which begins at the end of the planning process. This section acknowledges that while most of the strategies will be in a state of continuous implementation throughout the life of the plan, there are existing plans, projects or programs funded or at least proposed into which the policies and strategies must be integrated in the near-term. This chapter presents the plans and projects that represent opportunities in the coming six years that will have impacts for the transportation system in the long-term as well.

The strategies in Chapter 4 provide direction not only for PACTS members in implementing the *Destination Tomorrow* Plan, but also to provide direction and support our funding partners, other public agencies, and private partners in projects that further our vision for the region.

In order for many of these policies and strategies to have an impact in the long term, the 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

Implementation Plan Highlights:

2010-2016

1. Implement key plan policies and strategies that:
 - Prioritize improvements of roadways that benefit the most modes, and include transit, bicyclist, and pedestrians.
 - Expand the frequency, geographic reach and use of the public transit system, including bus and rail services.
 - Focus on intersection improvements that improve the overall efficiency of the system, including improved signalization and integration of bicyclists, pedestrians and transit.
 - Foster inter-municipality coordination and cooperation of transportation investments with land uses that preserve those capacity investments.
 - Continue development and refinement of multi-municipal land use and transportation planning: Use the PACTS Transportation Project Land Use implementation guidelines, via efforts similar to the Gorham East-West Corridor Feasibility Project, and the Tri-Community Transportation Study.

2. 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.

3. 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 2035; 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.



years, or three biennial funding cycles. The second part of the chapter covers Major Regional Projects suggested by PACTS for other transportation agencies to lead on implementation.

The financial assessment in Chapter 5 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.

In the current climate of limited funding and escalating roadway construction costs, implementation of 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.

Key to the successful implementation of *Destination Tomorrow* Plan will be a continued dialogue focused on the following challenges:

PACTS communities can best address regional transportation problems collaboratively.

Transit's role in addressing current and future mobility problems is growing and requires an increased investment.

Solutions that address existing problems and projected future needs require priority investments.

PACTS funds are most efficiently used by following these policies and strategies for transportation investments coupled with appropriate adjacent land uses that preserve those investments.

Short-term and long-term approaches to managing or reducing congestion while avoiding sprawl requires the coordination of PACTS, its members, and its transportation funding partners.

Implementing *Destination Tomorrow's* Policies

The growing funding gap between identified needs and total anticipated funding (and revenues) will continue to limit the ability of decision-makers to address all of the needs of the transportation system, as discussed in the 2006 plan and in Chapter 5. Working within these limitations, implementation of the *Destination Tomorrow* Plan requires focus in the five Policy areas described earlier in Chapter 4, and below. In particular PACTS will focus its resources toward current ongoing efforts, projects and methodologies or new innovations that further the policies' purposes during the next six years – 2011 to 2016.

These areas, as well as many of the Plan's Strategies, overlap with 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.

Policy 1: Regional Focus

- **Prioritize a regional approach to transportation and land use planning and decision making founded on effective communication and management of regional resources in agreement with our other policies.**

This Plan is the organizing document for the member municipalities and transit providers of the PACTS region to work towards an effective and efficient transportation system for all modes of transportation at the beginning of the 21st Century. This region-wide transformation has already begun and will require coordinating and implementing each of the communities' desired future form, and communities' context for the appropriate transportation infrastructure, and how this infrastructure integrates to serve the needs of adjacent communities *and* the region as a whole. The success of this regional approach will only be possible with careful consistent planning, communication, and cooperation – including partnering— on projects that cross municipal boundaries. Regional decision making focused on the future users of the transportation system is the essential function of PACTS in conjunction with its partners the MaineDOT, the Maine Turnpike Authority and the greater public.

Plan transportation and land use with coordination of multiple municipal and transit partners

Establish throughout the region linked growth areas with a mix of uses, and with development densities that promote travel by transit, bicycling, or walking and upgrade or extend supportive infrastructure. Recent examples of this level of coordination include the Tri-community Transportation Study, which included the municipalities of Biddeford, Saco and Old Orchard Beach; the *Gorham East West Corridor Feasibility Study*, which involved many municipalities with a core of Scarborough, South Portland, Gorham, and Westbrook; and the *Portland North*



Alternative Modes Feasibility Study which included the PACTS municipalities of Portland, Falmouth, Cumberland, Yarmouth, North Yarmouth, and Freeport.

Develop funding solutions with a regional approach, understanding it is a statewide problem

While the funding problem is greater than within the PACTS region alone, members recognize that as the largest metropolitan area in the state we play an important role in developing innovations and educating and leading on the need. This is evident from the PACTS Collector Road Assessment and strategy, the Transit-TIF amendments to state law, and participation in the state's Highway Simplification Study.

Policy 2: Maintaining and Transforming the Transportation System

- **Maintain and improve mobility, safety, and accessibility of existing infrastructure while improving and completing infrastructure and services to accommodate non-motorized vehicular modes in the appropriate places.**

The PACTS members have made the maintenance and transformation of the existing transportation system PACTS highest priority. By transforming the system to more safely accommodate walking, bicycling and transit, we simultaneously reduce wear associated with driving on all of our roadways in the system. All modes utilize roads connecting the airport, rail, buses, cars and ferries to our urban, suburban and rural homes. This is reflected with PACTS' investments in collector roads preservation, traffic signal coordination, and our sidewalk and bicycle plans and set asides. *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. This has been done biannually with our *Collector Roads Assessment* report for example.

The capital needs assessment of Chapter 5 calls for nearly \$787 million of the \$1.5 billion (\$1.484) need over the Plan's 20-year timeframe to maintain the existing transportation system. This figure to simply maintain the existing system of highways and bridges exceeds the total anticipated funding of \$506 million over the Plan's 20-year time horizon. It does not include the appropriate investments to improve the existing system with safe infrastructure for motorized vehicles, expanded transit, extended bicycle and pedestrian network, and Complete Streets. The projected funding gap just to meet the needs of preserving and improving the *existing* transportation systems will present the PACTS members with an ongoing challenge of maintaining the best of what we have with the transformation investments necessary for the future.

Invest in expanded transit service and infrastructure, with connections to other modes

Transit has a number of benefits including reducing overall vehicular travel demand, reducing personal fuel consumption and the associated emissions with driving, increasing the

quality of life for those who do not drive, and helping to foster a sense of community. The success of transit also requires creating an appealing transit experience, careful planning of safe connections between routes, and convenient access to pedestrian, bicycling, and rail infrastructure. PACTS members collectively believe that an extensive and complete transit system is critical for the overall efficiency of the transportation system: relieving congestions, for economic growth and security, and for reducing the impacts associated with sprawl and inefficient land uses. The *Destination Tomorrow* Plan contains multiple strategies aimed at increasing the use and viability of transit, transit-oriented development and its supporting transportation modes, such as bicycling and walking. Recent multi-municipal studies have resulted in documented public support for expanded transit as well as transit’s role in relieving existing and projected roadway congestion, and preserving our uniqueness of place in our small towns and cities.

Focus on Intersections for Congestion and Safety Management

By focusing on improvements at intersections, vehicular traffic can be better facilitated saving time, fuel costs, and emissions. Improved markings, controls and signage for pedestrians and bicyclists make intersections safer for all modes making trip choices by those modes more appealing. Safe intersections that also provide smooth traffic flow are an integral part of an efficient transportation system. Many of the region’s intersections are currently over capacity during the morning and evening commutes or are projected to be within a few years. Many intersections are also designated as high crash locations (HCL) by the MaineDOT, indicating that they need improvements to their design, speeds, or better accommodations for the safety of bicyclists and pedestrians. As part of the policy of maintaining and improving the existing transportation systems, PACTS will fund intersection improvement projects totaling approximately \$9 million over the next six years. The *Destination Tomorrow* Plan also recommends additional investments at regionally important intersections by the MaineDOT.

Policy 3: Economic Development

- **Enhance regional prosperity through support for the economic vitality of existing business and for economic development opportunities that are efficiently located based on the availability of transportation in mixed use and compactly developed areas.**

The exchange of good and services is predicated on the availability of an efficient and sustainable transportation system. When business owners from the largest Fortune 500 to the smallest start-up are making business decisions, a location’s relative accessibility to goods, capital, and affordable skilled labor are all considerations.

A variety of options are required for the ease of movement of both people and goods between businesses and services, home and work, and warehouse and market. Although close proximity of these pairs is usually most efficient, the global nature of the modern world



requires an extensive transportation system to support our region's economy. Key components of the transportation system necessary to facilitate this variety of movement include interstate highways and rail, roadways and the port and intermodal facilities associated with freight, the passenger transportation system including transit, and air travel, and an extensive biking and pedestrian network to support a healthy and happy work force.

Implement this Plan's Arterial Investment Program

With the first phase of regional traffic signal system already completed, and partially funded, the PACTS region's extensive arterial roadway system is deteriorating and in need of a upgrade and maintenance plan for the coming decades. This system carries the majority of our commuter traffic, and road-based freight, and facilitates the movement of many of our bus-transit routes. Arterials also require accommodations for bicyclist and pedestrian safety improvements and context-sensitivity treatments within the built up areas in our communities. An arterial roads assessment is anticipated in the region in one of the next two biennia.

Visitor and Tourism Assets

The Greater Portland area from Old Orchard Beach to downtown Portland to the gateway to the Lakes Region in Gorham and Windham, to Freeport and the Midcoast beyond is a vital destination and tourism asset. With the Amtrak Downeaster train already tying Boston to Portland, and soon north to Freeport and Brunswick, the region already is accessible without a car. Development and supportive infrastructure around rail and transit in general (transit-oriented development or "TOD") presents a cost-savings development option for the entire region and pays dividends to visitors and residents. Connections and considerations to and from trails, such as the Eastern Trail in the southern communities to the Sebago to the Sea Trail will continue to support these assets. Additionally the growing importance of the Ocean Gateway facility in Portland near the Old Port represents a significant economic development investment for the City and the Region. Built in close proximity to the Casco Bay Ferry terminal, it will soon be able to accommodate two cruise ships simultaneously when the Mega-berth is completed. Additionally the facility was built closer to the mouth of the harbor for the international ferry service to Nova Scotia, and shared tourism between the Maritime Provinces of Canada, and Maine, New England, and the eastern United States.

Freight-based businesses and opportunities

With the co-location of the international ferry service at the new Ocean Gateway cruise ship facility, the City of Portland has secured funds to repair and upgrade the International Marine Terminal (IMT) and its container port. The IMT was historically a rail freight yard, and remains disconnected from the head of rail by only a hundred yards. The feasibility of connection between the IMT and the rail is certainly needed in the short-term. A new container feeder service has now started up between Portland, Halifax, and Boston.

295 and Maine Turnpike Corridor Analyses

The Maine Turnpike and I-295, 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 around Portland, and I-295 as the preferred interstate for intra-regional traffic. *Destination Tomorrow* further recommends additional strategies to address safety, capacity and operational issues. Some of these recommendations are also in MaineDOT's 2006 I-295 Corridor Study.

Policy 4: Transportation-Land Use Connection

- **Strengthen the connection between land use, transportation and community livability in the planning process.**

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.

Lessons of the Gorham East-West Corridor Study

The “three-legged-stool” approach taken for this study area under the new rule of the Maine Sensible Transportation Policy Act (STPA) has demonstrated the benefits of studying transportation problems and developing solutions which factor the variables of land use, transit and roadways systems into a unified strategy, and that only together can you achieve preservation of place, strengthening of built up areas such as downtowns, and preserve mobility and transportation modal choices. The recommendations of the study are a priority not just for the core study area municipalities, but a model for the PACTS region in its entirety.

Policy 5: Environmental Quality and Energy Conservation

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



Regional Traffic Signal Coordination

The improved flow of traffic, including motorized, bicycle and pedestrian can be optimized with coordinated and connected traffic signals and controls, reducing fuel use, and reducing emissions associated with motor vehicles. PACTS has invested in a first-phase *Regional Traffic Management System*(RTMS) and expanding the interconnection of existing signals is a cost-effective means for optimizing the capacity of the roadway and transit system already in place. This remains an important short-term and long-term strategy (Strategy #5. Signal Coordination)

Transportation Demand Management and Rail or Bus Transit:

Improving environmental quality with regard to transportation requires reducing the use of damaging carbon emissions from automobiles and trucks. Transportation demand management includes a variety of measure for reducing vehicular trips, including ridesharing – van and car pooling, use of transit, and non-motorized transportation such as bicycling and walking. Transit access especially to major employers and park-and-rides with promotional incentives can be implemented almost immediately. The Amtrak Downeaster train which travels between Portland and Boston (and is being extended north to Freeport and Brunswick) is a recipient federal air quality improvement funds. These funds come from the Congestion Management Air Quality program and are important to the region, as we are in a Federal air Quality Maintenance Area. PACTS is currently working with GO MAINE, the City of Portland, and the Maine DOT to develop region-wide policies and assistance for increased effort in this area.

Other Important Implementation Topics

Congressional Appropriations (Earmarks)

Historically the process for engaging the Congressional Delegation for support for funding for major transportation projects has been accepted and encouraged. In 2007 PACTS began a multi-year process for developing a High Priority Project list to submit to the delegation for the upcoming federal transportation reauthorization bill. This process short-listed three projects: funding for the replacement of the Veterans Memorial Bridge between South Portland and Portland; replacement buses for the regional transit providers; and capital funding for commuter rail or bus between Portland and Brunswick. Additionally PACTS has been successful in securing annual congressional appropriations for projects, most recently for upgrades for coordinating traffic signals along major arterial corridors to improve commuter flow while saving gas and money. The future of the “earmark” process is uncertain. In addition to pursuing congressional appropriations, PACTS will continue its collaborative efforts with its transportation partners in securing needed additional transportation funding for the region.



MaineDOT and Maine Turnpike Authority

PACTS will continue to support the MaineDOT and Maine Turnpike Authority efforts and maintenance investments on the region's interstates, the successful GO MAINE commuter program, park-and-ride investments, and other innovative efforts that reduce costs and increase service and transportation choices for travelers throughout the region. In particular, *Destination Tomorrow* supports the continued use of earmarked fund for safety improvements to certain I-295 interchanges (Strategy #16),

Destination Tomorrow beyond 2016

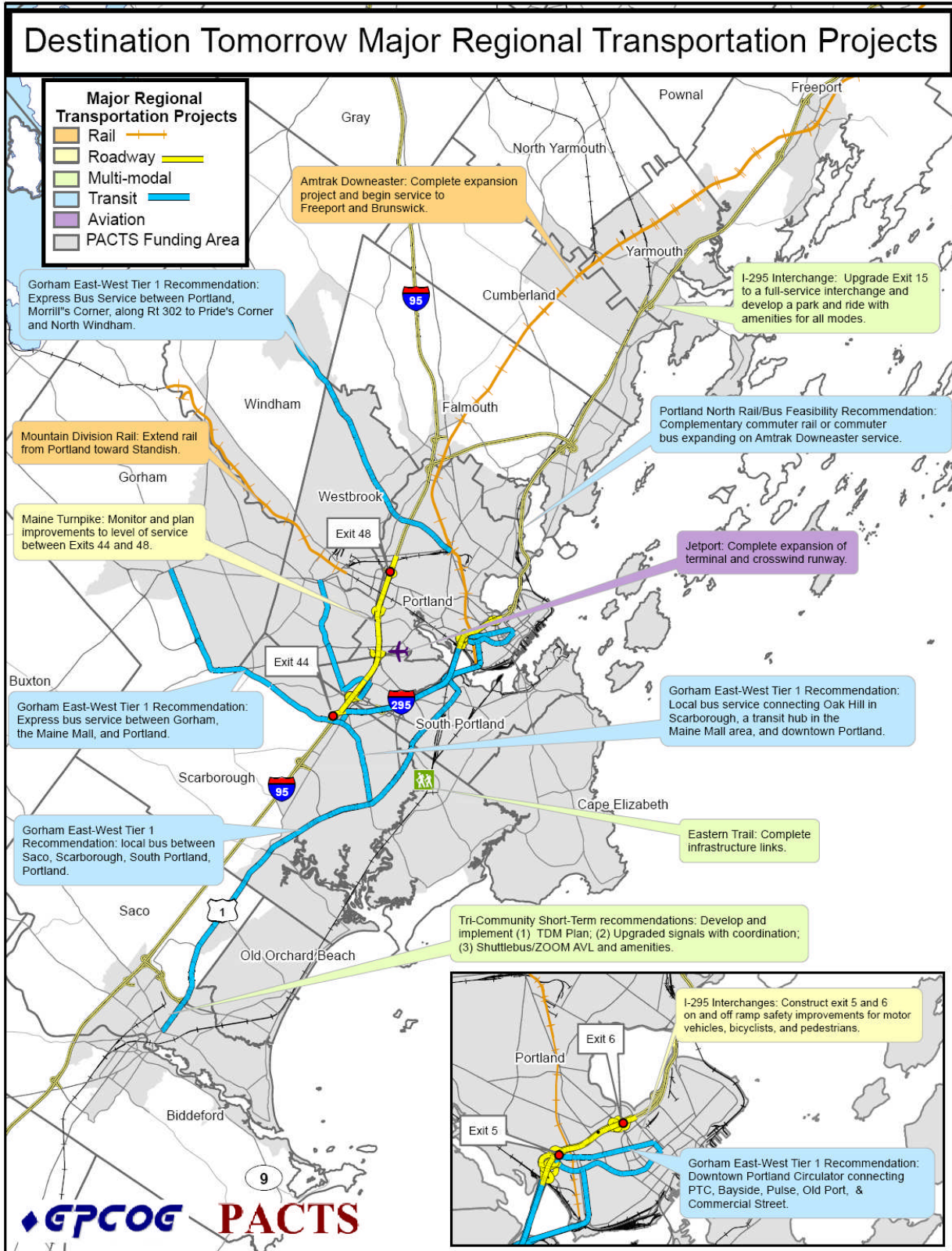
Many of the components in the Implementation Plan will require an ongoing effort beyond just the next six years. The PACTS members hope to make significant progress in realizing the success of the Implementation Plan so that PACTS may commence further work in implementing the long-range vision of *Destination Tomorrow*. Looking out beyond 2016, PACTS, while continuing the work begun in the first six years, will continue to implement the 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 PACTS' future decisions. This document details the process used by PACTS every two years in prioritizing transportation projects to be funded with the MPO Allocation (described on p 6-6).¹ The PACTS 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.

Major Regional Projects

Several major regional projects were being studied, funded, designed and constructed as PACTS adopted *Destination Tomorrow*. Each of these projects has received widespread support. Through the *Destination Tomorrow* Plan, PACTS also supports each of these projects recognizing that they will bring significant benefits to the region. Figure 6-1 is a conceptual graphic representation of these major regional projects. Most of these projects will require further study before final plans can be designed.

¹ 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.



Created by the Greater Portland Council of Governments January 2011

Closing Thoughts

The *Destination Tomorrow* Plan serves as a policy guide for maintaining the best of the existing transportation system while providing focus in areas where the current system is deficient and the transformative steps that must be taken to develop a sustainable transportation system. While ambitious and revealing of an increasing gap in funding availability between the needs of maintaining the current system, and strategically expanding and transforming the system for the future, the plan lays out broad, long-range, and fiscally constrained strategies for fulfilling the region's transportation needs, and to preserve the places unique to the Portland metropolitan area.

Over the coming decade, PACTS members must think openly about making improved infrastructure for bicyclists, pedestrians, and transit-riders, while acknowledging that the automobile will still dominate mobility in the next decade. The PACTS members firmly believe that the holistic approach recommended in *Destination Tomorrow* Plan provides a foundation and route necessary to create the transportation system of tomorrow and to enhance the region's character, quality of life and livability, health of the environment, and economic prosperity.