

Chapter 4: Policies and Strategies

Introduction

The 2010 update to the PACTS' long range plan *Destination Tomorrow* was organized taking into account recent developments representing significant changes impacting transportation since the last plan was adopted. These changing developments were then analyzed in the context of their potential social, economic, and environmental impacts as they relate to the transportation system. With this in mind, the PACTS members of the Update Committee developed the following Policies, which have evolved from the previous plan's set of eight policies, now condensed into five.

PACTS' members realize that future decisions about transportation investments and policies must be considered not only in a broader, regional context, but also the influential role transportation plays in land use and economics decisions. Key factors in this realization were the increasingly regional nature of travel, and the decentralization of the regional economy and of peoples' choices of where to live. PACTS members believed that maintaining the status quo in regional transportation and land use policy could: (1) further strain already limited transportation funds; (2) aid the continuing spread of sprawl and strip development; (3) necessitate the building of costly new roads; (4) reduce the viability of the public transit system, and passenger transportation in general; and (5) diminish the quality of our places.

The 2010 *Destination Tomorrow* update acknowledges and reflects the fiscal, political and social realities of southern Maine today. Within this context, the PACTS members created a plan that continues to incrementally move beyond the status quo and provides a framework and direction for a safe, efficient and sustainable transportation system that is able to meet the transportation needs of today and tomorrow. *Destination Tomorrow* also takes into account the strong interdependent relationships between transportation investments and land use planning and policy, and contains numerous strategies that strive to minimize any potentially negative environmental and social impacts of transportation investments.

The Five Policies

The Five Policies underpin the overall Plan. These, along with the Plan's Vision Statement, recent studies, past PACTS regional transportation plans, members' experience in land use planning, public input, and consideration of key major components of the transportation system were all drawn upon in developing the Plan's strategies. Many of these strategies are carried over from the previous *Destination Tomorrow* planning efforts and are still necessary in fulfilling the Vision and Policies developed for this update and the coming 25-year period.

Destination Tomorrow also recognizes the negative long-term impacts of a transportation system dependent on petroleum that is centered on the movement of cars and not people. Many of the Plan's Policies and a number of its strategies attempt to address this issue. The strategies target such issues as mobility and access, safety and congestion, air quality and climate change, and attempt to improve these issues by supporting the expansion and improvement of the existing public transit systems, bicycle and pedestrian infrastructure which compliments transit and transit-oriented development, implementing travel demand strategies, and supporting the use of alternative fuels. Combined, these strategies will help create a solid, efficient and sustainable 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.

Policy 2: Maintaining and Improving the Current 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.

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.

Policy 4: Transportation-Land Use Connection

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

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.



Destination Tomorrow’s Policies Strategies

36 total strategies:

Regional Focus	...page 4-3	...3 strategies
Maintaining and Improving	...page 4-4	...14 strategies
Economic Development	...page 4-6	...6 strategies
Land Use	...page 4-7	...7 strategies
Environmental Quality and Energy Conservation	...page 4-8	...6 strategies

Introduction

The policies and strategies flow from the Plan’s Vision Statement. (See page 2-5.) Each of the following six sections is based on one of the Plan’s six goals. The objectives of each goal are followed by strategies. Each strategy includes a list of the organizations responsible to implement it; the first organization listed is often expected to take the lead.

The strategies span many areas that impact the transportation system including: investment priorities, funding, integrated land use and transportation corridor planning, regional collaboration and decision-making, and integration of the Transportation Improvement Program with *Destination Tomorrow*. The majority of the strategies recommend policies or courses of action based on a current understanding of the opportunities and challenges facing the region. The overall level of investment recommended recognizes reasonably anticipated revenue sources, as required by federal law. In addition, a small number of the Plan’s strategies recommend specific high-priority project proposals that were developed from a needs assessment that considered current and forecasted transportation deficiencies.

Policy I: 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.

Strategy 1. Develop New Funding Mechanisms

To generate revenues for maintaining and expanding multimodal transportation in the FACTS region, work with communities to create innovative “tests” and case studies of new funding mechanisms for transportation. Work with Maine DOT and the MTA on regional strategies such as the ongoing Traffic Movement Permit innovation effort.

Strategy 2. Data Collection

In order to inform investment decisions and prioritization, provide continuous transportation data collection for all modes. Data collected should include but not be limited to: spot speed recordings on principal arterials; travel times between pairs of regional destinations; daily roadway traffic volumes; bus, ferry and rail ridership; intersection turning movement counts; vehicle classification counts; bicycle and pedestrian counts on paths, roads, and sidewalks; and traffic generation from major developments. Regionally map data to continuously

monitor stresses and demands to help in identifying high priority areas in the PACTS region. Incorporate periodic data collections into the PACTS travel demand model for use in analysis and project prioritization.

Strategy 3. Multiple Municipality Projects Connecting Land Use and Transportation

PACTS will support projects that coordinate land use planning and transportation projects that further other transportation infrastructure strategies in *Destination Tomorrow*, such the Gorham East West Corridor Study. This includes but is not limited to transit-oriented development, sustainable development, the continuity of infrastructure such as complete street infrastructure, signal coordination including pedestrian improvements, bike lanes, etc.

Policy II: Maintaining and Improving the Current 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:

Strategy 4. Intersections Policy

Continue to focus on intersections as the major emphasis for congestion and safety management utilizing signal coordination, bicycle and pedestrian controls, and other innovations.

Strategy 5. Signal Coordination

Optimize and maintain regional traffic signal coordination. This is a cost effective strategy that manages traffic flow, reduces congestion and pollution, facilitates transit vehicle priority and emergency vehicle pre-emption, and facilitates safer pedestrian crossings preserving capacity for all users.

Strategy 6. Road Connections

Plan for and implement future collector and sub-collectors as residential and commercial development occurs to improve road network connectivity, and to better distribute traffic. Develop and distribute educational materials to municipal officials and the public that describe the long-term cost savings and public safety benefits of a more connected network of streets, particularly in areas of concentrated residences, businesses and stores.

Strategy 7. Travel Demand Management

Plan for and implement travel demand management strategies as an alternative to or in conjunction with all significant corridor capacity improvements in order to reduce demand and preserve corridor capacity. Strategies should include but are not limited to increasing the attractiveness of transit, charging market rates for parking (not subsidizing), assisting employers in providing parking cash-out incentives to their employees, and alternating shift changes at places with high concentrations of employment. Increase the importance of regional accessibility by non-automobile modes within studies and their implementation programs.

Strategy 8. High Crash Locations

Monitor MaineDOT designated high crash locations on an annual basis, identify causal factors, develop responsive strategies, and create a prioritized list of locations for implementation.

Strategy 9. Increase Transit

Increase the availability of bus and rail transit and vanpools throughout the PACTS region by prioritizing and then expanding transit services, as appropriate, to major activity centers such as village/town centers and employment/commercial centers. Emphasis should be placed on increasing the frequency and effectiveness of existing services and improving connectivity within the system before increasing or creating new areas of service, except when establishing a transit oriented development.

Strategy 10. Transit Coordination

Continue the efforts of the PACTS Transit Committee to coordinate transit service, fares and operations in the region. These efforts should include regionalizing the seven public transit service providers into a regional transit authority or other more cost-effective and streamlined structure.

Strategy 11. Bus Rapid Transit Service

Encourage and enable bus rapid transit service (BRT) on key arterials through ITS technology and by making roadway operational improvements.

Strategy 12. Sidewalks and Connecting Pedestrian Environment Zones

Target funds for high quality pedestrian connections using sidewalks and/or paths that connect the Pedestrian Environment activity centers, and Regional Commercial Centers as identified in the 2009 PACTS Regional Bicycle and Pedestrian Plan Update and increase pedestrian accessibility throughout the region.

Strategy 13. Bicycle Plans

Implement the goals of the 2009 PACTS Regional Bicycle and Pedestrian Plan Update in order to increase bicycle accessibility throughout the region (with an emphasis on well designed bicycle and pedestrian facilities on upgraded roadway segments and intersections for safety purposes).

Strategy 14. Collector Roads Preservation

In order to prevent further degradation and the associated escalated expense of rebuilding degraded region-wide collector roads, use the available PACTS Collector Roads Set Aside, “preservation funds” to preserve the 83 miles in good condition. Each biennium candidate roads will be identified based on the ranking prioritization within the 2008 Collector Assessment Report and its updates. This strategy will continue until sufficient funding becomes available from the federal and state governments to meet their

obligation as a partner with local municipalities to adequately repair and maintain the entire collector road system.

Strategy 15. Arterials Roads Program:

Develop an Arterial Investment/Redevelopment Program beginning with a regional arterial roads study similar to the 2008 Collector Roads Assessment identifying the most regionally significant roads to aid the DOT and PACTS communities in prioritizing arterial investments and preservation. Key components to identify should at least include safety and compatibility of all modes, bottlenecks, roadway and pavement preservation, and opportunities for improving context sensitive issues with input from member communities for potential design exceptions.

Strategy 16. I-295 and the Maine Turnpike

Recommend that the MaineDOT and the Maine Turnpike Authority study the feasibility of, and implement where appropriate, the following recommendations that collectively will provide safe and efficient transportation service to the region's two primary interstate highways. These recommendations include considerations where interchanges impact urban/residential settings and work to better integrate transportation modes. Further, MaineDOT should limit the widening of I-295, in order to balance the need to provide regional mobility and access with the need to minimize potential negative impacts on the fabric of nearby neighborhoods, on pedestrian connectivity, and on local streets.

Strategy 17. Capacity Expansion for an Aging and Special Needs Population

Improve and expand regional transportation options, including safe, wide sidewalks, and increased transit service, among other means to accommodate the increasing portion of the population that are over 65, and/or have specialized transportation needs. Continue to support and fund paratransit providers who complement regional fixed-route bus systems and support opportunities for ADA and other access innovations.

Policy III: 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.

Strategy 18. Gateway connectivity and linkages

Incorporate landside and transport linkages with modal alternatives for access between air, sea, and rail stations and centers of employment, businesses, and retail centers as well as other traffic generators into the Portland region accounting for all passengers, freight, goods movement and other demands.

- Strategy 19. Seamless Transfers**
 Create and maintain inter-terminal transportation linkages to promote seamless passenger transfers between transportation stations to enhance tourism and transportation efficiency.
- Strategy 20. Economically significant Arterials**
 Preserve mobility and accessibility for all modes in corridors that feed regionally significant employment and activity centers, Implement this Plan’s proposed Arterial Roads Program in order to promote redevelopment along these major arterial roadways.
- Strategy 21. Access Management**
 Develop urban access management guidelines or requirements for any proposed new highway as a prerequisite for the programming of federal funds. Support the MaineDOT commitment to make all new arterial roads limited access in order to preserve the new road capacity, and encourage MaineDOT to preserve that limited access over the long term.
- Strategy 22. Hubs and Services**
 Plan for, create and maintain inter-modal hubs and services at transportation centers, major activity centers and employment centers.
- Strategy 23. Intercity Bus and Rail Service**
 Continue support for extending bus, passenger and commuter rail service from Portland north to Brunswick, and south to Biddeford and Saco. PACTS further recommends improving the frequency, travel time, convenience and amenities of the service.

Policy IV: Transportation-Land Use Connection – Strengthen the connection between land use, transportation and community livability in planning process.

- Strategy 24. Local Studies**
 Continue to perform and assist in municipal and corridor planning studies that integrate land use and transportation considerations as appropriate, coordinating with PACTS members.
- Strategy 25. Regional Models**
 Create regional images meant to inspire municipalities and others to create and use regional, corridor and local plans. Examples include the case studies developed for this Plan, a regional map of existing zoning in the fifteen PACTS municipalities, a regional map of existing land use in the PACTS municipalities, an aerial photograph composite of the entire PACTS region, and aerial photograph composites of each PACTS municipality and its neighbor municipalities.

Strategy 26. Transportation Project Land Use Policy

Implement the PACTS Transportation Project Land Use Policy to encourage the preparation of land use and transportation plans before programming federal funds for significant transportation projects that significantly reduce commuter travel times through application in case studies, public outreach, cooperation with regional planning initiatives, and partnership with State and federal agencies.

Strategy 27. Transit Oriented Development

Encourage and assist municipalities in creating and adopting zoning ordinance language that allows new development including infill development at densities and in patterns that support transit in appropriate locations.

Strategy 28. Transportation Investment Areas

Identify “Transportation Investment Areas”^{*} and other projects per local plans, and establish a reduced local match requirement policy for TIP projects in these areas.

* A Transportation Investment Area (TIA) targets transportation investments to areas of compact mixed-use growth. Areas eligible for such a designation would need to be a designated growth area, and promote compact development. This approach is used in Maryland where certain state spending, including transportation dollars, is spent only within and between identified TIAs.

Strategy 29. Context Sensitive Design Principles

Employ principles during the design of arterial and other roadway improvements that balance the competing demands upon the roadway of vehicles, pedestrians and others.

Strategy 30. Traffic Calming

Incorporate traffic calming measures to manage speed and cut-through traffic on residential streets, and provide assistance to communities to implement strategies.

Policy V: Environmental Quality and Energy Conservation

-- 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. 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.

Strategy 31. Support GO Maine Program

To promote awareness, increase demand, and facilitate the use of the ridesharing options – carpools and vanpools – through a coordinated public outreach and information program and a centralized ride matching computer system for delivery of transportation demand management (TDM) services and information.

Strategy 32. Ecosystem Integrity

Continue to place high importance on ecosystem integrity and incorporate existing and future related studies into transportation plans related to identification and minimization of potential and actual environmental and social impacts of transportation infrastructure and services. Include habitat fragmentation, ecosystem degradation, non-point source pollution and other identifiable impacts and work with regional tools such as Beginning with Habitat, and Maine Audubon to identify critical areas where habitat may be restored.

Strategy 33. Maine Clean Communities Program

Continue to support the efforts of the Maine Clean Communities Program and others who work to reduce our nation’s dependence on imported petroleum and other carbon intensive fuels by helping develop appropriate yet diverse alternative fuel infrastructure, increasing the use of alternative fuel vehicles, providing technical assistance, funding and incentive information to the public and private fleets, and developing other petroleum reduction strategies such as anti-idling policies, ordinances, and technologies.

Strategy 34. Linkages to Natural Areas

Increase implementation of bicycle and pedestrian linkages to recreation and natural areas in order to increase mobility, to promote healthy activities, to reduce reliance on automobiles and to decrease parking requirements in these areas.

Strategy 35. Transit to Park and Ride Lots

Work with MaineDOT and the Maine Turnpike Authority to expand the regional park and ride network and increase transit connections to these lots.

Strategy 36. Travel Demand Strategies

Implement travel demand strategies such as increasing the attractiveness of transit, limiting/charging for parking, and alternating shift changes at places with high concentration of employment.

For Appendix:[Interstate 95 \(Maine Turnpike\) and Interstate 295 \(Maine DOT\) Strategy 16 specifics:](#)

1. MaineDOT should eliminate I-295 safety and operations problems between Scarborough and Brunswick by making interchange ramp improvements. These improvements should include but are not limited to:
 - improvements at Exit 11 (Falmouth Spur) northbound on-ramp
 - improvements at Exit 15 (Route 1) on-ramps northbound and southbound
 - ramp extensions at Exits 17 (Route 1), Exit 20 (Desert Rd.), Exit 22 (Mallett Dr.) and Exit 24 (Route 1).
2. The MaineDOT should study and plan for the elimination of duplicate ramps in the vicinity of I-295 Exit 6 interchange in Portland. Portland is considering reconfiguring Park St. and Congress St., and consolidating ramps. This includes converting one-way street pairs back to two-way streets in the vicinity around Libbytown.
3. MaineDOT should study ways to address the safety and operational concerns at the interchange of the Falmouth Spur and I-295 including access improvements and interchange reconfiguration.
4. MaineDOT should make mobility and safety improvements by reconfiguring the access and egress ramps on Forest Avenue so that vehicle speeds are safe and compatible with the slower speeds and bicyclists and pedestrians.
5. MaineDOT should continue to monitor safety, speeds, and motor vehicle congestion with the need for more bicycle and pedestrian capacity in the Tukey's Bridge area.
6. The MaineDOT should plan for and develop a service patrol program on I-295.
7. The Turnpike Authority and MaineDOT should continue to implement ITS (intelligent transportation systems) strategies to manage traffic flow.
8. The Turnpike Authority and the MaineDOT should continue to investigate tolling strategies in the Turnpike and I-295 corridors, including a regional toll system and an "open-road" tolling structure, to manage and improve interstate mobility. Strategies must address Turnpike Authority concerns, and the potential negative aspects of diversion of traffic onto local streets.
9. MaineDOT and the Maine Turnpike Authority should develop park-and-ride facilities with services that function as station-places. These park-and-ride facilities should be located and designed to accommodate transit, and provide safe walking and biking access.
10. The Maine DOT and Maine Turnpike Authority should study improvements to the Falmouth Spur connections to I-95 and I-295 that would effectively create a ring-road around Portland to reduce traffic along I-295 between I-95 Exit 44 and I-295 Exit 11 (Falmouth Spur). Changing the tolling location from the spur to I-295 should be included in the study and could incentive use of the ring road.