



# Chapter 1. Executive Summary

## Introduction

This second update to the major 2003 and 2006 *Destination Tomorrow* planning efforts provides a vision for maintaining and *transforming* the transportation system of the Greater Portland region through the year 2035.

The Regional Plan identifies our members’ priorities with five focused policies and 37 strategies for providing transportation mobility and choices while making the most of the limited available funding. The intent of the policies outlined in this plan will require strategic coordination and innovation with our communities, and our transportation planning and funding partners.

*Destination Tomorrow* is the long- range transportation plan for the Greater Portland metropolitan planning organization (MPO), known in the region as “PACTS” – the

Portland Area Comprehensive Transportation System. The Plan addresses current and anticipated future problems of motor vehicle congestion, the safety of people using all transportation modes, accessibility and mobility while acknowledging today’s fiscal, political and social realities. The Plan also recognizes the impacts that investments in the transportation system may have on land use development patterns, health, social equity and the environment. Through roadway investments, innovation in transit and integrated land use planning, *Destination Tomorrow 2010* will endeavor to meet the transportation needs of today without compromising the ability of future generations to meet their needs – to develop a transportation system for livable and sustainable communities. PACTS and its members understand that a sustainable and efficient transportation system is essential to the region’s economy and believe that the Plan’s implementation will result in a stronger regional economy.

**Key Reasons for Investing in an Effective Regional Transportation Plan**

1. Traffic growth over the next 25 years could potentially result in more safety and congestion problems without modal balance.
2. Transportation funding levels will likely continue to be inadequate to meet existing needs, and are projected to fall increasingly short as demand grows.
3. Transportation investments need a regional focus and must be made to address long-term needs.
4. Land use and transportation decisions are closely related and affect demand and the availability of transportation choices. Decisions must be made together.



The *Destination Tomorrow 2010* Plan:

- Emphasizes the planning and funding required to maintain and transform the current transportation system.
- Provides a framework for a future that values neighborhood and community character, quality of life, and livability.
- Understands that a growing percentage of people are choosing or relying on transit for their mobility needs and economic vitality.
- Continues to promote the expansion of infrastructure to enable transportation choices by bicycle, walking, car/van pooling, and transit to meet travel demand.
- Solidifies that land use planning is a major factor in determining where people live and where businesses locate, and requires coordinated decision making on transportation and land use planning and investments.

**Major *Destination Tomorrow*2010  
Elements**

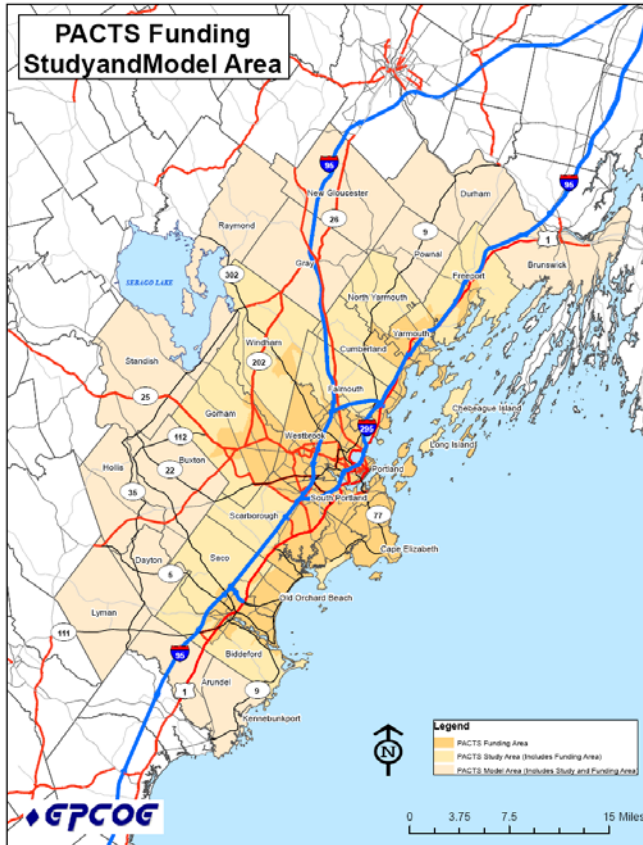
- Defines a transportation vision, policies and strategies for the region;
- Assesses present day transportation and land use conditions, the trends that will define the region if conventional development continues, and the transportation choices to be made for a sustainable future;
- Evaluates and recommends opportunities to improve the safety, efficiency, and accessibility of the transportation system; and,
- Identifies priorities and a funding framework for the region.
- Identifies major regional projects.

## PACTS – Organizational Overview

PACTS has served as the regional transportation planning and federal funding organization (the federally mandated "metropolitan planning organization" or MPO) for the Greater Portland area since 1975. MPO's are formed for all urbanized areas with a core population of at least 50,000 people, and our MPO region has just under 200,000 residents. PACTS is composed of municipal, state and federal officials, representatives of regional planning and transit agencies, and interested citizens and businesses. PACTS oversees transportation studies, identifies needs and sets priorities for certain federal transportation funds available to the area.

- ### PACTS Functions
1. Provides a continuous, coordinated and comprehensive transportation planning process for the greater Portland area.
  2. Recommends to the MaineDOT the use of federal funding for certain road improvements, for public transportation operating subsidies and capital improvements, for pedestrian and bicycle facilities and for certain other transportation purposes in the PACTS area.
  3. Performs and oversees transportation studies and policy analysis, and prepares a regional transportation plan.
  4. Evaluates and approves proposed transportation improvement projects.
  5. Provides a forum for interagency cooperation and collaborative decision-making, public input, the exchange of ideas and the exploration of innovative transportation concepts.
  6. Monitors compliance with national air quality goals.

**Figure 1-1 – the PACTS Region**



*Destination Tomorrow 2010* is an update of the Plan adopted in 2006 for the fifteen communities and seven transit providers that comprise PACTS:

**Biddeford, Cape Elizabeth, Cumberland, Falmouth, Freeport, Gorham, North Yarmouth, Old Orchard Beach, Portland, Saco, Scarborough, South Portland, Westbrook, Windham and Yarmouth.**

Transit Providers within the region:

**Casco Bay Island Transit District, Greater Portland Transit District (METRO), Northern New England Passenger Rail Authority (NNEPRA operates Amtrak Downeaster train service), Shuttlebus/ZOOM, South Portland Bus Service, the Regional Transit Provider (RTP), and York County Community Action Corporation (YCCAC)**



## Vision Statement, and Policies

The development of *Destination Tomorrow 2010* followed a performance-based transportation planning process. The cornerstones of this process are:

- Identifying a desired end state – a Vision – and policies for the transportation system.
- Identifying needs and potential alternatives.
- Evaluating alternatives to meet those needs based on a set of performance measures. (2006)
- Selecting courses of action that best meet the needs in conformance with the established Vision.

The Vision Statement provided the foundation for the development of *Destination Tomorrow 2010's* Goals and Guiding Policies. Each Goal is associated with a number of Objectives that identify measurable implementation steps in achieving the Plan's vision. The Guiding Policies underpinned the development of the Plan's strategies and recommendations. The Guiding Policies also play an instrumental role in the decisions regarding which transportation projects are funded by PACTS. The *Destination Tomorrow* Goals and Guiding Policies are listed in the two boxes that follow.

### Destination Tomorrow 2010 Vision Statement

The PACTS Regional Transportation System will:

Provide efficient and cost-effective mobility for the region's citizens and goods; and promote/advance economic vitality/activity;

Provide multi-modal access to, and throughout the entire PACTS region through a fully developed and well maintained transportation system;

Consider and promote public safety of all modes;

Enhance environmental quality and quality of life;

Actively complement land use decisions that promote compact development; preserve community character and retain open space; and

Reflect the policies and values of the PACTS communities.



*Destination Tomorrow 2010 Policies*

**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 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.

**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.



## **Key Findings: Present Conditions, Trends and Future Choices**

Several key findings emerged from the analysis of present conditions related to transportation and land use as well as their past and future trends. In conjunction with the Vision Statement and Policies, these findings helped to guide the development of the Plan's recommendations and strategies.

### **Identifying the Major Changes Affecting the Greater Portland Region**

At their preliminary meeting the Update Committee members first identified a number of categorical areas in which major changes could have implications for the transportation system, and mean updated, revised, or new strategies in the PACTS Regional Transportation Plan. Staff added to this list its own suggestions, and input was solicited from the PACTS Planning Committee expanding the identified changes:

#### **Federal:**

- Livable and Sustainable Communities Partnership
- Pedestrian and Bike-friendly U.S. DOT policy
- Increasingly Inadequate State Transportation Funding

#### **State:**

- Maine's rule under the updated Sensible Transportation Policy Act (STPA)
  - The Gorham East-West Corridor Study – Land Use and Transportation
- State and Regional Rail planning
- Rail Freight and Ports
- Amtrak Downeaster Expansion: train service north to Freeport and Brunswick
- Regional Transit: Increasing demand and inadequate financial support
- Portland Jetport Expansion
- Transportation Demand Management TDM – planning

#### **Demographic:**

- Transportation needs of older and younger people
- Energy Use and Transportation
- Health and Transportation



## ***Destination Tomorrow 2010 Strategies***

*Destination Tomorrow 2010* includes a comprehensive set of 36 strategies that are the most prudent and practical response to the transportation challenges facing the PACTS region. Many of the Plan's strategies are recommendations for action to be coordinated through PACTS with member transportation agencies and municipalities.

Development of the strategies was guided by the realization that future decisions about transportation investments and policies need to be considered in a larger context, and that the current PACTS approach to planning could be broadened and improved upon. The PACTS members, in using the Vision Statement, and Policies to develop the Plan's strategies, realized that their lack of mutual exclusivity would require trade-offs amongst the policies during the implementation of *Destination Tomorrow 2010*.

### **Key Findings**

- Significant traffic congestion and safety problems, including incompatible and insufficient infrastructure to accommodate all modes (transit, bicyclist, pedestrian, motor vehicle) currently exist and will worsen if current development patterns and practices, and historic investment trends continue.
- Transportation issues are regional in nature and require a concerted and coordinated multi-jurisdictional response to resolve.
- The gap between transportation needs and available funding resources is large and is will continue to widen.
- There is significant support for expanded transit service throughout the region, and especially among younger and older residents. Ridership is increasing on inter-city bus, demand-response bus and air transportation services, and has recently been increasing on local bus service. Passenger transportation and transit still accounts for a relatively small percentage of all trips in the region, but is increasing. Many areas in PACTS are not accessible by transit.
- The Gorham East-West Corridor Feasibility Study has demonstrated that through the coordinated planning of land use, transit, and roadway improvements, economic growth can be managed while providing improved mobility and increased transportation choice for all modes while protecting

In collaboration with the MaineDOT and the Maine Department of Environmental Protection, an air conformity analysis was performed for the *Destination Tomorrow 2010* Plan as required. The inputs were provided by PACTS. The air conformity analysis was conducted by the MaineDEP and the MaineDOT, in coordination with PACTS' travel model demand consultant. The analysis was performed for a target out-year of 2035. The results of the analysis are published in a separate document as an addendum to this Plan.



## Implementation

Implementation of the *Destination Tomorrow2010* strategies will require an increased level of regional coordination and collaboration by PACTS members, the FHWA and FTA, and funding partners such as the MaineDOT and the Maine Turnpike Authority. In each community, the city and town councils, planning boards, planning and engineering staff, economic development staff and committees, businesses and residents will need to be active participants in the process. The implementation of *Destination Tomorrow2010* will be one of many steps toward answering these five persistent questions that face our region:

Key to the successful implementation of *Destination Tomorrow2010* will be a continued dialogue that includes the following challenges to implementation:

**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.**

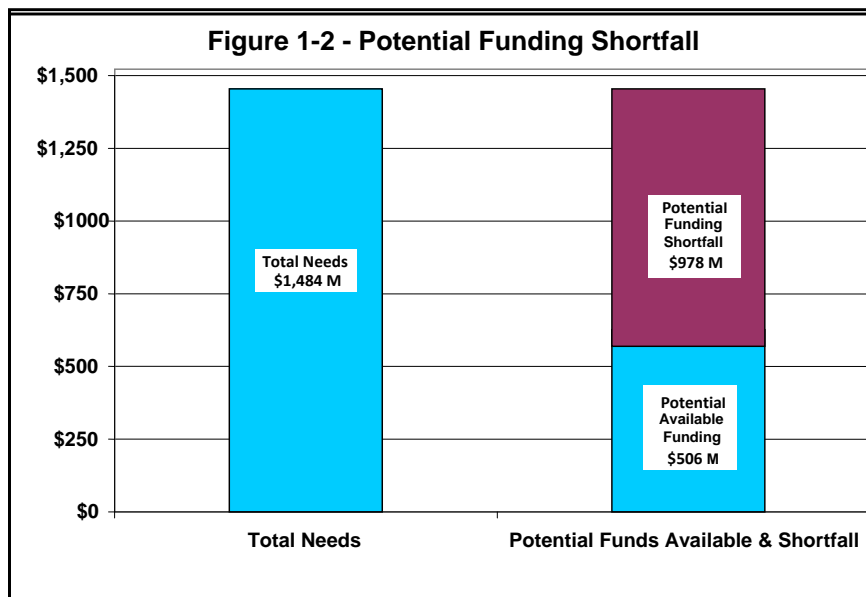


**Funding and Implementation**

Securing the funds needed to meet the region’s identified transportation needs may be the biggest challenge facing local, regional, state and federal decision-makers as *Destination Tomorrow2010* is implemented. Figure 1-2 highlights the extent of this challenge – a 20-year potential \$523 million gap between the Plan’s identified needs of \$1.024 billion and anticipated funding of \$501 million. The total amount of anticipated funding is less than half the total amount needed to fully realize the Vision of *Destination Tomorrow2010*.

In light of this funding situation, an ad hoc PACTS subcommittee was formed in early 2006 to work with the Legislature, the Maine Congressional Delegation, the MaineDOT and the Maine Turnpike Authority to seek additional funding. The subcommittee worked with a focus on a major Congressional Appropriations request (earmarks) for the 2009 Reauthorization of federal transportation legislation. As of late 2010, Congress had not taken up a new authorization bill and funding continues under a continuing resolution. With nearly 20 percent of Maine’s population living in the PACTS region, PACTS members should have a strong voice in Augusta and in Washington when seeking the funds necessary to fully implement *Destination Tomorrow2010*.

**Figure 1-2 – Potential Funding Shortfall**



**Table 1-1** on the next page presents a summary of the *Destination Tomorrow2010* 20-year needs analysis and investment priorities. The table is organized according to three concepts that are based on *Destination Tomorrow*’s Five Policies: maintaining and transforming the existing system; enhancing the system for the purposes of community livability and economic development/redevelopment; and new capacity. See Chapter 6 for details on this table.



Table 1-1

20-Year Capital Needs Estimate for 2010 PACTS Plan Update

Amounts are in millions of constant dollars.

The 10 biennia in the 2010 Plan will begin with the 2012/2013 biennium.

<u>Principles</u>	<u>Action</u>	<u>2010 Plan Amount</u>
Maintain	Preserve region's collector roads	\$300
Maintain	Preserve region's arterials and I-295	\$100
Maintain	Maintain existing transit infrastructure	\$140
Maintain	Address critical intersections	\$60
Maintain	Improve access management	\$10
Maintain	Turnpike bridges, paving, and build climbing lane	\$101
Maintain	Turnpike interchange improvements	\$28
Maintain	Establish Turnpike regional toll system*	\$31
Maintain	Electronics (ITS) strategies	<u>\$17</u>
	Subtotal	<b>\$787</b>
	Arterial	
Community	investment/enhancement	\$50
Community	Bicycle and pedestrian systems	\$10
Community	Active Transportation Proposal	\$40
Community	Tri-Community 2010 Plan	\$30
Community	Portland's 2009 Peninsula Transit Plan (short term)	\$40
Community	Portland Franklin Street Plan (2011)	\$20
Community	Scarborough's 2005 Transportation Plan	<u>\$50</u>
	Subtotal	<b>\$240</b>
Add capacity	Gorham East West Transit Expansion	\$20
Add capacity	Gorham East West Near Term Highways	\$20
Add capacity	Gorham East West Long Term Highways	\$100
Add capacity	Other major regional highway corridors	\$75
Add capacity	More buses for increased service frequency and for bus service area expansion	\$15
Add capacity	Passenger rail services to Brunswick and Yarmouth	\$25
Add capacity	I-295 MaineDOT safety and capacity improvements	\$35
Add capacity	Widen/modernize Turnpike from Exit 44 to 48	\$67
Add capacity	Turnpike add interchanges (if warranted)	\$30
Add capacity	New connector streets	\$40
Add capacity	Freight system investments	\$30
	Subtotal	<u><b>\$457</b></u>
	<b>Total</b>	<b>\$1,484M</b>



The box below highlights key components of the *Destination Tomorrow 2010* Implementation Plan in Chapter 6. Many of these components, 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.

### Implementation Plan

1. Implement key plan policies, including:
  - maintain the existing roadway system while expanding, transit and freight transportation systems;
  - address critical intersections incorporating the needs of all modes;
  - coordinate land use, economic development and transit;
  - continue development and refinement of the PACTS Transportation Project Land Use Policy implementation guidelines.
2. Work on the 36 strategies of *Destination Tomorrow 2010* (See p. 4-3 for the list.)
3. Continue to work with the MaineDOT, the Maine Turnpike Authority, the Congressional Delegation, the Maine Legislature and public transportation agencies and municipal officials to identify additional funding opportunities and 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.
  - explore additional funding sources including additional tolled routes.



The *Destination Tomorrow 2010* Plan Update serves as PACTS' 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 2010* 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.