

# PACTS

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## Portland Area Comprehensive Transportation System

### Policy Committee Meeting Notice

1:30 p.m. on October 21, 2010  
GPCOG, 68 Marginal Way, Portland

#### Agenda

- 1. Call to order**
- 2. Public Comment**
- 3. Minutes of the September 16<sup>th</sup> Meeting**
- 4. Capital Improvement Programming Actions**
  - A. Credit Program
  - B. Holding PIN Account
  - C. 2012/2013 Biennial MPO Allocation
- 5. Destination Tomorrow Update**

Presentation and discussion in preparation for December adoption of Update
- 6. Executive Committee Topics**
  - A. Action on proposal to grant authority to amend the PACTS planning work program
  - B. Receive report on public input policy at Executive Committee meetings
- 7. Highway Simplification Study Update**
- 8. Consent Agenda**
- 9. Executive Director's Report**
- 10. Adjourn**

*Next meeting: November 18<sup>th</sup> at 4:00 p.m. at the Turnpike Authority*

***The Metropolitan Planning Organization for the Portland Urbanized Area***  
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## **Minutes of the September 16<sup>th</sup> Meeting**

**Members Present:** Kathi Earley, Chair, Portland; Neal Allen, GPCOG; Hank Berg, Public Transportation; Mike Bobinsky, Portland; Bob Burns (for David Cole), Gorham; Jim Gailey, South Portland; Judy Harris, Portland; Neal Allen, GPCOG; Mike McGovern, Cape Elizabeth; Tom Milligan (for John Bubier), Biddeford; Rick Michaud, Saco; Brooks More, Planning Committee; Sara Trafton, Public Transportation; Nat Tupper, Yarmouth; Sara Devlin (for Conrad Welzel), MTA

**Members Absent:** Kat Beaudoin, MaineDOT; Jerre Bryant, Westbrook; Marnie Diffin, North Yarmouth; Joe Gray, Portland; Tex Haeuser, South Portland; Tom Hall, Scarborough; Dan Jellis, Tech Com. Appt.; Eric Pandora, Freeport; Tony Plante, Windham; Nathan Poore, Falmouth; Tom Reinauer, SMRPC; Bill Shane, Cumberland; Jack Turcotte, OOB

**Staff and Guests:** Maddy Adams, GPCOG; Carl Eppich, PACTS; John Duncan, PACTS; Steve Linnell, GPCOG; Mike Laberge, MaineDOT; Shawn Smith, MaineDOT

1. **Call to order.** Kathi Earley called the meeting to order at 1:35 p.m.
2. **Public Comment.** None.

Since a quorum was not yet present, Item 8 was taken out of order.

8. **Executive Director's Report.** John D. thanked Mike Laberge for his work with PACTS. Mike will be taking a position in local projects administration at MaineDOT. PACTS has been invited to an MTA Board of Directors meeting on November 18 for a workshop on PACTS regional issues.
3. **Minutes of the July 15<sup>th</sup> meeting.** *The July 15<sup>th</sup> minutes were approved by consensus.*
5. **PACTS 2012/2013 Biennial MPO Allocation and the Credit Program.** The Executive Committee is working on a recommendation regarding use of the Holding PIN money. John D. reviewed the recommendations for action on work in progress. The 12/13 TIP will be voted on at the October meeting. The packet includes more detail on each of the set-asides. Regarding the credit program, we are working with five communities at this time. *By general consent, the report was accepted.*
4. **PACTS Holding PIN Account.** Kathi provided background. A three-part recommendation is being offered: additional funding for the Riverside/Warren project, a transit automatic vehicle location (AVL) project, and the balance in the Holding PIN to be programmed to ready to go projects. The Riverside/Warren project (which is on the NHS) necessitates an exception to the PACTS cap policy. There is an issue with the retaining wall. The Executive Committee was unanimous in sending this recommendation to the Policy Committee. Staff hadn't recommended this project because of the cap policy. John D. mentioned that the cap

policy has been a problem with MaineDOT. It was asked if the increase in costs was due to an increase in the scope of the project. Kathi responded that traffic volume played a role. This year there was a soils stability problem which caused the retaining wall costs to increase. Shawn Smith provided some history on the project explaining that this project was part of the 98/99 BTIP. In August 2000 it got some funding. It went back to MaineDOT and sat idle due to lack of construction funds. In 2004 it got some funding but not enough for the retaining wall. In 2006 it got some more funding. Turning movements at the intersection required an additional turn lane which wasn't part of the original scope. The problem with the intersection is that when you're coming from the Turnpike, there are two lanes and then it changes quickly to one lane. The new design accommodates the turning lane and also increases the merge length. The project needs the retaining wall, extra excavation, lightweight concrete fill, and paving. The project needs \$2.7 million dollars, but only \$1.98 million is funded.

Mike Bobinsky explained that the conditions changed and there were a number of obstacles that couldn't be foreseen. The project has regional significance. Portland is contributing as much money as they can to do this project. Mike M. noted that we have had a number of projects that this has happened to that came before the cap policy was put in place. He is sympathetic to Portland and felt this was a no-brainer. Rick said that his recollection of why the cap policy was put in place was that we were doing a really bad job of estimating projects; the old projects were taking all of the new money. We added EPS and we have been more serious about our estimates. Kathi pointed out that Portland has allocated \$450,000 locally in addition to the regular match. They have set aside significant funds for this project; they have provided 33-35% of the cost. MaineDOT considered buying the Rug Depot when the cost of the project was much less.

With a quorum now present, *Nat moved approval of the recommendation to endorse the Executive Committee recommendations for use of the estimated \$2,000,000 in Holding PIN funds that will remain after allocations next month to the Credit Program projects, as follows:*

- 1. Allocate \$750,000 (\$735,912 in federal and state funds) to the Riverside/Warren project.*
- 2. Allocate \$250,000 for the Transit Committee's automatic vehicle location (AVL) project.*
- 3. The estimated \$1,000,000 balance to be apportioned to each of our set aside categories for projects that are ready to go. Staff and the Executive Committee will present specific ready-to-go projects to the Policy Committee for action on October 21<sup>st</sup>.*

*Mike Bobinsky seconded the motion and all were in favor.*

- 6. Highway Simplification Study.** John D. explained MaineDOT's proposal to bring 223 lane miles of minor urban collectors within the PACTS funding area up to the proposed "fix and swap" standards. The 223 lane miles of minor urban collectors would become the capital responsibility of the municipalities. Then MaineDOT

would increase annual URIP payments to municipalities in the region by \$1,174,984. MaineDOT would reduce the PACTS MPO by \$904,000 annually in federal and state funds based on fewer minor collector miles being used in the Maine/DOT MPO Allocation formula. This would be a 16 percent reduction. John explained that the Technical Committee likes capital money more than maintenance money and advised against going forward with this proposal. Mike B. added that he and John D. are on the urban subcommittee of the HSS. They weren't prepared to endorse this recommendation yet. Nat said his concern is that less money would be going into highways. Rick noted that if the Department is on the right track, they will need to make some changes. There is no money; he doesn't see any change in the Legislature or any new revenues. He suggested that this be a multi-year plan and that definitions be put in place. He thinks this is a really bad idea in terms of PACTS. We have traffic and hazards and deterioration on our roads that the rural areas don't have. VMT should be considered. Mike L. explained that lane miles are considered in the federal formula. *A motion was made to thank the staff for the information on the HSS. Bob B. seconded the motion and all were in favor.*

7. **Consent Agenda.** *Mike Bobinsky made a motion to accept the consent agenda. Judy Harris seconded the motion and all were in favor.*
9. **Executive Session.** *Judy made a motion to move into Executive Session. The motion was seconded by Nat and passed.* Executive Session began at 2:45.
10. **Adjourn.** The meeting adjourned at 3:30 p.m.

## **Agenda Item 4: Capital Improvement Programming Actions**

### **A. The Credit Program**

Member Resource: Executive Committee

Staff Resource: Paul Niehoff

Recommendations:

1. To reduce the Credit Program \$500,000 local expenditures threshold to \$400,000.
2. To program the amounts described below and shown in Table 1 below.
3. To require the municipalities to decide for which projects the funds will be used by December 1<sup>st</sup>.

#### **Background**

Paul has been working with various communities which have completed projects on PACTS eligible roads *including arterials*. As is indicated below, most towns which we have been working with have reached or exceeded the current \$500,000 minimum threshold. However, Cape Elizabeth has also expended a considerable amount on Route 77 but is below the \$500,000 minimum. Please note two other towns which we have been working with have not been able to meet the requirements of the current policy either because of not meeting design standards or coming close to even a suggested \$400,000 minimum. Also note that the \$500,000 minimum was established to enable PACTS staff and MaineDOT to avoid administering small credits on small projects, and based on the principle that 10% credits on projects of lesser amounts would not amount to much additional funding for a municipality.

#### **Falmouth**

While reviewing the entire credit program and receiving updated and detailed project information related to Falmouth it appears they are eligible for an additional credit amount of \$30,793. This is a combination of leftover original credit dollars, a PACTS staff math error and new project cost data for the Johnson Road and Middle Road reconstruction projects.

#### **Biddeford**

Biddeford completed work on Hill Street, Landry Street and Elm Street (Route 1, *an arterial*) for a total cost of \$581,728. Work ranged from milling the existing pavement and repaving (i.e. pavement rehabilitation) to full depth reclamation with cement stabilization. Biddeford credit: \$58,173.

#### **Cape Elizabeth**

Cape Elizabeth completed two projects on adjacent sections of Route 77 with the

work including milling the existing pavement and repaving for a total cost of \$400,850. Cape credit (if the \$500,000 threshold is reduced): \$40,085.

#### Portland

Portland has, or will be completing soon, two reconstruction projects on Read Street and Allen Avenue. These projects are substantial full depth reconstruction projects totaling an estimated \$1,076,300. Portland Credit: \$107,630.

#### Cumberland

Cumberland is under contract for the rehabilitation of most of Route 88. Anticipated cost is upwards of \$4,500,000. This project includes adding five foot shoulders to the existing roadway. Cumberland Credit: \$250,000 (maximum allowed).

Paul has been working with Cumberland to determine the best use of the credit on the Tuttle Road sidewalk project. As mentioned previously, Falmouth utilized their credit for the Allen Avenue collector project and the Route 88 sidewalk project. Both currently have three party agreements.

**Table 1: Holding PIN Account Recommendations**

	Fed plus State		
Available fed+state funds	\$1,989,500	Based on MaineDOT records on October 13th	
Riverside at Warren	\$732,912	September 16th Policy Committee action	
Automatic vehicle location	\$200,000	September 16th Policy Committee action	
Credit Program *	\$486,681	October 21st Policy Committee action	* This amount is greater than estimated at the September Policy Committee meeting. This reduces the ready-to-go \$\$.
Ready to go projects	<u>\$569,907</u>	October 21st Policy Committee action	
Total uses	\$1,989,500		

**Credit Program Projects**

	<u>Fed plus State</u>	
Falmouth project *	\$30,793	* In addition to allocation last April.
Cumberland sidewalk	\$250,000	
Portland project	\$107,630	
Cape Elizabeth project	\$40,085	
Biddeford project	<u>\$58,173</u>	
Credit Program subtotal	\$486,681	

**Ready to go to Set Asides**

	<u>Fed plus State</u>	<u>Exec Committee Support</u>	<u>Staff proposal October 15th *</u>
Collectors (57%)	\$324,847	Projects to be determined	\$476,531 Fund collector projects with \$\$ from A, B and C.
Intersections (20%)	\$113,981	Cumberland Mills design	\$0 A: Fund in 12/13 biennium.
Transit Capital (9%)	\$51,292	Project to be determined	\$89,472 Fund a project with remainder in 12/13 Set Aside.
Bike/Ped (4%)	\$22,796	Supplement 12/13 project	\$0 B: Consistent with Executive Committee.
Rebuild Roads (10%)	<u>\$56,991</u>	Cummings Road design	<u>\$0</u> C: Fund in 12/13 biennium.
Ready to go subtotal	\$569,907		\$566,003 There is \$3,904 left over.

\* The staff proposal increases the Collectors \$324,847 federal+state "ready to go" funding by \$151,684 (to \$476,531) and reduces the 2012/2013 funding for Collectors by that same amount. See list in box at right. The amounts there INCLUDE match.

<b><u>Ready to go Collector projects</u></b>		
Portland	International Pkwy.	\$169,000
South Portland	Rumery Street	\$291,000
South Portland	Dartmouth Street	\$175,375
	Total	\$635,375

## **B. The Holding PIN Account**

Member Resource: Executive Committee

Staff Resources: John Duncan and Paul Niehoff

### **Recommendations:**

1. Program \$476,531 in federal and state funds to the three collector projects listed in Table 1. (This amount produces \$635,375 when matched with local funds at the standard PACTS 25% local match.)
2. Program \$89,472 in federal and state funds to a transit project (specifics to be reported at today's meeting).
3. Require the municipalities and transit organization to confirm in writing by December 1<sup>st</sup> that they will provide the local match for these projects.

Please note that the recommendations for supplementary funding for Intersection, Bike/Ped and Rebuild Road Set Asides in the 2012/2013 program (next agenda item) implement the Policy Committee's September 16<sup>th</sup> vote that all five Set Asides share in the allocation of the \$569,907 in remaining Holding PIN funds as shown at the bottom of Table 1.

### **Background**

Our "Holding PIN" account was created four years ago. It is a PACTS account at MaineDOT into which federal and state funds from projects completed under budget or withdrawn projects have been put. The Holding PIN funds have been used to cover all additional costs of 2006/2007 collector paving projects (per a Policy Committee decision), to cover the costs of other projects for which the Policy Committee has given specific permission and is now being used for our Credit Program projects and several additional "ready to go" projects as decided in concept at the September Policy Committee meeting.

For purposes of tracking and utilizing the Holding PIN funds staff focuses on the federal and state dollars only. Staff discovered when implementing the policy of funding 06/07 collectors and in additionally funding projects under the project substitution policy, that direct "100%" project to project transfers could not be completed because the funding ratios did not match in most cases. For example a 75-5-20 ratio could not be combined and/or supplemented with a 65-10-25 ratio. We then began making only direct federal and state dollar for dollar transfers.

On September 16<sup>th</sup> the Policy Committee endorsed the funding of the Riverside at Warren and the transit "automatic vehicle location" projects listed in Table 1.

On September 16<sup>th</sup> the Policy Committee also recommended that the remainder be

used for the Credit Program projects and for ready to go projects to our five Set Asides according to the percentages in our Set Asides policy. See the note under the recommendations on the prior page, and the Set Asides policy percentages in the lower left corner of Table 1.

On September 16<sup>th</sup> staff estimated that there was \$750,000 in federal and state funding in the Holding PIN (which produces \$1,000,000 in buying power after adding the 25% local match). The currently available \$569,907 shown in Table 1 is less than we estimated a month ago. The difference is due to an increase in the amount to be used for Credit Program projects, and a reduction in the total amount available in the Holding PIN based on the latest MaineDOT financial data.

On October 5<sup>th</sup> the Executive Committee endorsed the allocation of the \$569,907 as shown in the Exec Committee Support column in Table 1. The Staff proposal October 15<sup>th</sup> in Table 1 recommends a change in the timing of some of the funding as follows: that most of the Intersection, Bike/Ped and Rebuild Road Set Aside funds be programmed in the 2012/2013 biennial program. See Table 2 for an explanation (using fed+state+local dollars).

Here is some more background for Table 2:

1. Table 2 shows a reduction in the 2012/2013 Collector Set Aside but that is offset by the recommendation above is to increase ready to go Collector funding.
2. See background on Cumberland Mills Triangle and Cummings Road projects under next agenda item.
3. The Planning and Technical Committees recommended months ago that staff work to find additional funds to complete the funding for the third ranked Bike/Ped project the Park Avenue bike/ped project.
4. The Transit swap relates to a remainder in the 2012/2013 Transit Set Aside based on the Transit Committee's recommendations of months ago. The sum of the 12/13 remainder (\$47,725 in 100% dollars) and the ready to go money for the Transit Set Aside (\$64,115 in 100% dollars) is \$111,840.

The \$111,840 is a little less than the \$115,000 CBITD 2012/2013 project in Table 4, and is a little more than the \$100,000 Shuttlebus 2012/2013 project in Table 4. Last week the Transit Committee when asked to recommend how to use the Transit Set Aside ready to go money endorsed staff's recommendation to combine these two sources of funds. The Transit Committee recommended that staff work with the CBITD (not represented at the meeting) and Shuttlebus (whose general manager recently began work there) to forge a recommendation for the Policy Committee today. *We will report at the meeting.*

**Table 2**

**Adjustments to 2012/2013 Biennium Collector Set Aside**

	<u>Federal+State+Local</u>	
Starting amount based on 57% of MPO Allocation federal funds	\$8,982,513	57% is our Set Aside for Collectors
Less Cumberland Mills design	-\$151,975	Used for ready-to-go Collector Projects in trade for use for Cumberland Mills in 12/13.
Plus swap with Transit Set Aside	\$47,725	Transit project used ready-to-go Holding PIN funds in trade for unallocated 12/13 funds in the Transit Set Aside
Less Park Avenue bike/ped	-\$13,923	Used for ready-to-go Collector Projects in trade for use for Park Avenue bike/ped in 12/13.
Less Cummings Road design	<u>-\$75,988</u>	Used for ready-to-go Collector Projects in trade for use for Cummings Road in 12/13.
Net available to fund 12/13 Collectors	\$8,788,352	As shown in Table 3

**C. The 2012/2013 MPO Allocation**

Member Resource: Executive Committee

Staff Resource: John Duncan, Paul Niehoff and Steve Linnell

Recommendations:

1. Program the 2012/2013 biennium projects listed in Tables 3 and Table 4.
2. Commit up to \$2,014,094 from our 2014/2015 Rebuild Roads Set Aside to fund construction of the South Portland Cummings Road reconstruction. (Note that our current 2012/2013 Rebuild Roads Set Aside is only \$1,500,000. Staff will be prepared with an alternative recommendation at today's meeting.)
3. Commit up to \$1,449,025 from our 2014/2015 Intersection Set Aside to fund construction of the Westbrook Cumberland Mills Triangle intersection project. (Our current 2012/2013 Intersections Set Aside is \$3,000,000. Note that staff is still working MaineDOT and Westbrook on this and will report at today's meeting.)
4. Require our municipalities and transit systems to confirm in writing by January 1<sup>st</sup> that they will provide the local match for these projects.

## Collectors

Last week the Technical Committee endorsed the list of projects in Table 3. Since then staff developed the recommendation to fund the three already to go projects.

PACTS staff shared the list with Portland staff last week. Kathi Earley advised that Portland will not be able to provide the local match for the Baxter Boulevard project (the top ranked project). We will provide an update at today's meeting.

## Cumberland Mills Triangle in Westbrook

Dave Sherlock, the manager of the MaineDOT bridge section, met with Westbrook and PACTS staff a month ago regarding a priority MaineDOT bridge project near the Cumberland Mills Triangle. With the knowledge that Westbrook had applied in 2008 to PACTS for funding improvements at this location, Dave encouraged us to consider funding the intersection project so that MaineDOT could design the correct width bridge to accommodate the new traffic flows resulting from the intersection project. Westbrook staff agreed to write a letter to us. We sent a reminder email, but still have not received a Westbrook letter.

John Duncan met briefly with Scarborough and Westbrook staff, and described his discussions with the Executive Committee. The reason for the meeting (brief) was that a Scarborough intersection proposal had scored higher in 2008 than the Westbrook intersection proposal and neither of them had been funded by PACTS.

Staff and the Executive Committee agreed that we should ask MaineDOT to contribute to the funding of the Westbrook intersection project. Last Friday, Kat Beaudoin, having just learned of the Executive Committee's perspective, suggested that we treat the intersection in our normal priority setting process rather than seek MaineDOT supplementary funding.

Staff will continue to work on this in preparation for the Thursday meeting.

## Cummings Road Reconstruction in South Portland

In August the Technical and Planning Committees jointly voted to endorse the funding of this project over two biennia. Specifically: Dan Jellis made a motion to work on the Cummings Road project as recommended in the staff report. This would mean funding preliminary engineering and right of way with allowance for wetland permitting/mitigation, aggressively pursuing the option of design exceptions, and assigning the remaining funds in the 2012/2013 set-aside to this project to use toward construction in 2014/2015. Mike Laberge seconded the motion. The motion passed, with Eric Dudley voting in opposition.

Only last Friday did PACTS staff realize that we cannot afford to fund the \$2,014,094 balance with our 2014/2015 Set Aside budget if we assume an amount similar to our 2012/2013 budget (\$1,500,000 approximately).

Staff will continue to work on this in preparation for the Thursday meeting.

**Table 3**  
**Collector Paving: Ready to go and 2012/2013 Projects**

		<u>Points</u>	<u>Segment Length</u>	<u>125% Cost Estimate</u>	<u>65% Federal</u>	<u>10% State</u>	<u>25% Local</u>
<u>Ready to go projects (see Table 1)</u>							
Portland	INTERNATL PKY	38	0.32	\$169,000	\$109,850	\$16,900	\$42,250
So. Portland	DARTMOUTH ST	30	0.23	\$175,375	\$113,994	\$17,538	\$43,844
So. Portland	RUMERY ST	25	0.55	\$291,000	\$189,150	\$29,100	\$72,750
Totals				\$635,375	\$412,994	\$63,538	\$158,844
<u>2012/2013 Biennium Projects</u>							
Portland	BAXTER BLVD_3	61.5	0.70	\$826,583	\$537,279	\$82,658	\$206,646
Portland	VANNAH AV_1	47.5	0.06	\$47,625	\$30,956	\$4,763	\$11,906
Portland	VANNAH AV_2	40	0.29	\$144,375	\$93,844	\$14,438	\$36,094
Portland	CAPISIC ST	38	1.27	\$795,135	\$516,838	\$79,514	\$198,784
Freeport	US 1_2F	37	1.40	\$766,250	\$498,063	\$76,625	\$191,563
Cumberland	TUTTLE RD_1	35.5	0.28	\$156,880	\$101,972	\$15,688	\$39,220
Westbrook	BRIDGE ST_1	35	1.00	\$634,430	\$412,380	\$63,443	\$158,608
Falmouth	US 1_3	33	0.81	\$614,180	\$399,217	\$61,418	\$153,545
Saco	OLD ORCHARD RD_1	33	0.40	\$225,250	\$146,413	\$22,525	\$56,313
Falmouth	US 1_2	32.5	0.26	\$103,500	\$67,275	\$10,350	\$25,875
Portland	US 1 NBP	31	0.36	\$316,375	\$205,644	\$31,638	\$79,094
Portland	VERANDA ST	30	0.50	\$354,090	\$230,159	\$35,409	\$88,523
Portland	FORE ST_2	29	0.48	\$678,875	\$441,269	\$67,888	\$169,719
Westbrook	E BRIDGE ST	28.5	1.20	\$795,181	\$516,868	\$79,518	\$198,795
Saco	BUXTON RD_2	26.5	0.23	\$154,750	\$100,588	\$15,475	\$38,688
Saco	BUXTON RD_1	17.5	0.40	\$286,470	\$186,206	\$28,647	\$71,618
Portland	CONGRESS ST	26	0.52	\$453,750	\$294,938	\$45,375	\$113,438
Portland	EASTERN PROMEN	24	1.20	\$1,107,915	\$720,145	\$110,792	\$276,979
Saco	NORTH RD/ST		0.20	\$338,250	\$219,863	\$33,825	\$84,563
Totals				\$8,799,864	\$5,719,911	\$879,986	\$2,199,966

12/13 biennium amount available per Table 2: \$8,788,352

Amount over programmed: \$11,512

**Table 4**  
**Recommendations for 2012/2013 MPO Allocation Projects**

*Federal and state funds available: \$10,243,217 \$1,280,402*

	<u>Match Ratio *</u>	<u>Total Cost</u>	<u>Federal</u>	<u>State</u>	<u>Local</u>
Collector paving					
See Table 3 List	65-10-25	\$8,799,864	\$5,719,912	\$879,986	\$2,199,966
Intersections					
Dunstan Corner construction	65-10-25	\$3,000,000	\$1,950,000	\$300,000	\$750,000
Cumberland Mills design (1)	65-10-25	<u>\$151,975</u>	<u>\$98,784</u>	<u>\$15,198</u>	<u>\$37,994</u>
Intersections subtotal		\$3,151,975	\$2,048,784	\$315,198	\$787,994
Transit Capital					
Mill Creek transit hub	80-0-20	\$206,870	\$165,496	\$0	\$41,374
BSOOB Bus Shelters (2)	80-0-20	\$100,000	\$80,000	\$0	\$20,000
So. Ptld maintenance building	80-0-20	\$238,153	\$190,522	\$0	\$47,631
RTP mobile data terminals	80-0-20	\$244,613	\$195,690	\$0	\$48,923
BSOOB UNE downtown bus	80-0-20	\$200,000	\$160,000	\$0	\$40,000
CBITD electronic ticketing (2)	80-0-20	<u>\$115,000</u>	<u>\$92,000</u>	<u>\$0</u>	<u>\$23,000</u>
Transit subtotal		\$1,104,636	\$883,709	\$0	\$220,927
Bike/Ped					
Exit 7 pedestrian connection	65-10-25	\$195,000	\$126,750	\$19,500	\$48,750
Eastern Trail connection	65-10-25	\$189,275	\$123,029	\$18,928	\$47,319
Park Avenue enhancements	65-10-25	\$260,000	\$169,000	\$26,000	\$65,000
Bike/ped subtotal		\$644,275	\$418,779	\$64,428	\$161,069
Rebuild Roads					
St. John Street	80-10-10	\$551,250	\$441,000	\$55,125	\$55,125
Cummings Road PE/ROW (3)	65-10-25	\$897,418	\$583,322	\$89,742	\$224,355
Cummings Road PE/ROW (3)	65-10-25	<u>\$75,988</u>	<u>\$49,392</u>	<u>\$7,599</u>	<u>\$18,997</u>
Road Rebuild subtotal		\$1,448,668	\$1,024,322	\$144,867	\$279,480
Grand Totals		\$14,997,443	\$9,996,721	\$1,389,281	\$3,611,441
			Remaining balances (4):	\$246,496	-\$108,879

1. A commitment to fund this PE needs to come with a commitment to build with 14/15 money.
2. The funding of the bus shelters or the ticketing project with Holding PIN funds (per Table 2) would remove the project from this list, and require a new Transit Committee recommendation for the use of that amount. This could be acted upon at the December Policy Comm meeting.
3. A commitment to fund this PE needs to come with a commitment to build with 14/15 money. The \$75,988 is the \$56,991 plus local match seen in Table 1.
4. MaineDOT will likely not accept the \$107,720 over-expenditure. One solution is to increase the federal share for each project, and to lower the state share. Staff can do this after the Policy Committee actions on October 21st.

\* The Match Ratio column numbers are federal-state-local share percentages.

## **Agenda Item 5 – Destination Tomorrow Update**

Member Resource: Plan Update Committee

Staff Resource: Carl Eppich

Recommendation: To offer comments and questions on the draft Update

### Background

Metropolitan Planning Organizations create and update federally required long-range transportation plans that show how they intend to make investments in their transportation systems over at least 20 years. Since March of 2009, a committee comprised of members from all PACTS committees has met to review the 2006 plan, and prepare an update for adoption in 2010. Very early in this process, the committee created a working philosophy about the plan:

öCreate and strengthen policies that maximize available resources and support comprehensive, sustainable transportation planning that is sensitive to community context, environmental impact, economic development, and diverse mobility needs.ö

The subcommittee also decided that this update would not be a complete replacement of the 2006 plan, but would rather acknowledge that there have been a number of significant changes since the last plan process. These changes are documented in the Plan Background. The subcommittee decided to simplify the structure of the existing plan, and to review the 88 Strategies and develop a shortened list (which includes many of the former strategies, many having been tweaked) and a smaller number of new strategies. Currently this priority strategies list contains 35 strategies.

### Members of the Update Committee

Dan Bacon, Chair, Scarborough Town Planner  
Mike Bobinsky, Public Services Director, Portland – *Policy Committee*  
David Cole, Gorham Town Manager – *Policy Committee*  
Sara Devlin, Government Relations Assistant, Maine Turnpike Authority  
Kathi Earley, Portland, Engineering Manager – *Policy Committee*  
Hilary Frenkel, appointee to Transit Committee, League of Young Voters  
Tex Haeuser, South Portland, City Planning Director – *Policy Committee*  
Alex Jaegerman, Portland, Planning Division Director  
Molly Just, Westbrook, City Planner  
Mike Laberge, MPO Coordinator, MaineDOT  
Steve Linnell, Senior Transportation Planner, GPCOG  
Maureen O'Meara, Cape Elizabeth, Town Planner  
Rebecca Schaffner-Tousignant, Regional Planner, GPCOG  
Sara Trafton, Executive Director, RTP – *Policy Committee*  
Nat Tupper, Yarmouth Town Manager – *Policy Committee*  
Jim Wendel, Scarborough Town Engineer

## Update to Destination Tomorrow Completion Schedule

1. October 21<sup>st</sup>, Thursday **Policy Committee Meeting** update
2. October 28<sup>th</sup>, Thursday **Public Hearing** on the Draft Update Plan
3. November 4<sup>th</sup>, Thursday at **Planning Committee** meeting  
-- review Final Draft Update Plan (Comments due by November 15<sup>th</sup>)
4. November 15<sup>th</sup>, Monday. All Public and PACTS Committee **comments due**
5. November 17<sup>th</sup>, Wednesday Update Committee review comments and consideration for updated plan,.
6. November 29<sup>th</sup>, Monday: send Final Draft Update email to **Policy Committee**
7. December 9<sup>th</sup>, Thursday: JOINT **Transit & Planning Committees**  
- review public comments and consider incorporations.
8. December 16<sup>th</sup>, Thursday: **Policy Committee** adopts Final Update Plan.

## Lapse update

The Federal Highway Administration decided last month that technically our long-range plan lapsed on July 1 2010. In order to have avoided a lapse, the Policy Committee would have needed to adopt the update by June 2010.

## Public input process

Following the FHWA requirements, PACTS held a public forum at the beginning of the update process in 2009. A Public Hearing on the Draft update is planned for October 28<sup>th</sup>.

## 5 Policies and 35 Strategies

The following page is a summary table of the five Policies and 35 (and growing) strategies carried over from the 2006 plan, updated from the 2006 plan, or completely new, such as *Strategy 14 Collector Roads Preservation* which reflects current PACTS policy.

## **Plan Introduction and Summary of Changes in our Region since 2006**

***The final 7 pages of this meeting packet are the Plan Introduction and an excerpt from Chapter 2 regarding changes since 2006 that affect transportation planning and policy.***

Destination Tomorrow 2010 Policies and Strategies			
FYI: The 2006 Plan had 88 Strategies. The Update Committee decided that while most of the 88 strategies are still worthwhile, the 2010 Update should focus on the top-priority strategies. This has resulted in 4 brand new strategies, and a total of 35 strategies. This will likely grow with the results of Gorham E-W, the Tri-Community study, and Portland North all concluding imminently.			
<b>Policy 1: Regional Focus</b>	NEW or changed	<b>Policy 3. Economic Development</b>	NEW or changed
<b>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.</b>		<b>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.</b>	
Strategy 1. Develop New Funding Mechanisms	*	Strategy 17. Gateway connectivity and linkages	*
Strategy 2. Data Collection		Strategy 18. Seamless Transfers	
Strategy 3. Multiple Municipality Projects Connecting Land Use and Transportation	*	Strategy 19. Arterial Program	*
		Strategy 20. Access Management	
<b>Policy 2. Maintaining and Improving the Current Transportation System</b>		Strategy 21. Hubs and Services	
<b>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.</b>		Strategy 22. Intercity Bus and Rail Service	
Strategy 4. Intersections Policy	*	<b>Policy 4. Transportation-Land Use Connection</b>	
Strategy 5. Signal Coordination	*	<b>Strengthen the connection between land use, transportation and community livability in planning process.</b>	
Strategy 6. Roadway Connection		Strategy 23. Local Studies	*
Strategy 7. Travel Demand Management	*	Strategy 24. Regional Models	
Strategy 8. High Crash Locations		Strategy 25. Transportation Project Land Use Policy	
Strategy 9. Increase Transit		Strategy 26. Transit Oriented Development	*
Strategy 10. Transit Coordination	*	Strategy 27. Transportation Investment Areas	
Strategy 11. Bus Rapid Transit Service		Strategy 28. Context Sensitive Design Principles	
Strategy 12. Sidewalks and Connect Pedestrian Activity Zones	*	Strategy 29. Traffic Calming	*
Strategy 13. Bicycle Plans		<b>Policy 5: Environmental Quality and Energy Conservation</b>	
		<b>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 <i>most likely</i> impacts of climate change.</b>	
Strategy 14. Collector Roads Preservation	*	Strategy 30. Support GO Maine Program	
Strategy 15. Arterials Roads Program	*	Strategy 31. Transit to Park and Ride Lots	*
Strategy 16. I-295 and the Maine Turnpike	*	Strategy 32. Maine Clean Communities Program	*
		Strategy 33. Ecosystem Integrity	*
		Strategy 34. Travel Demand Strategies	
		Strategy 35. Linkages to Natural Areas	

## **Agenda Item 6 – Executive Committee Topics**

### **A. Proposal to grant authority to amend the PACTS planning work program**

Member Resource: Executive Committee

Staff Resource: John Duncan

Recommendation: Request that staff work with the Executive Committee to draft bylaw language to authorize the Executive Committee to amend the Unified Planning Work Program for the following purposes:

- To adjust the budgets for the FTA-funded planning tasks based on a Transit Committee recommendation, and
- To use newly available study funds to fund the top ranked study proposal(s) not funded in the biennial UPWP adopted by the Policy Committee.

#### **Background**

Staff proposes that the Executive Committee be authorized to amend the Unified Planning Work Program under the circumstances shown above. This proposal will enhance our goal to keep the Policy Committee focused on policy topics, and to take care of certain UPWP management needs expediently now that the Policy Committee is meeting every two or three months.

Proposal 1: To adjust the budgets for the FTA-funded planning tasks based on a Transit Committee recommendation. Example: The recent minor adjustment needed based on the actual FTA 5303 funds compared with the estimated amounts.

Proposal 2: To use newly available study funds to fund the top ranked study proposal(s) not funded in the biennial UPWP adopted by the Policy Committee. Example: The recent action that funded the Scarborough and Portland new studies.

The existing functions and powers of the Executive Committee are on the next page.

Staff also proposed that the Executive Committee be authorized to approve a member request for additional funding for an already-funded study if funding exists and the Executive Committee finds that the request warrants support. The members did not support this.

## **Section 1 of Article VI of the PACTS Bylaws**

### **Executive Committee**

Section 1. The Executive Committee shall have the following functions and powers:

1. To meet with staff to organize Policy Committee meetings and to coordinate the work of the PACTS committees.
2. To offer recommendations for action to the Policy Committee.
3. To make the following TIP project changes:
  - a. To revise the scope of work of funded MPO Allocation and FTA-funded projects as long as the amendments do not increase the PACTS contribution to those projects,
  - b. To endorse project substitution proposals per the PACTS Project Substitution policy,
  - c. To revise the PACTS TIP in order to fix administrative errors,
  - d. To add, delete or change other FHWA-funded and FTA-funded projects as requested by MaineDOT
4. To perform the annual evaluation of the Executive Director and report to the Policy Committee.
5. To appoint ðappointeesö to the Planning, Transit and Technical Committees (per Article III, Section 3)
6. To take on other responsibilities as requested by the Policy Committee.

### **B. Public Input Policy at Executive Committee Meetings**

Member Resource: Executive Committee

Staff Resources: John Duncan

Recommendation: To receive a report that the Executive Committee has established a new policy for public input at Executive Committee meetings: to allow five minutes of comment per person at the beginning of each action item on the agenda, and at the end of the meeting on topics not on the meeting's agenda.

#### Background

The extent of public comment at the August meeting of the Executive Committee prompted the members to discuss options for managing the public input process differently. At the October meeting members thoughtfully discussed several ideas from members and staff. The new policy above is a change from the public comment agenda item at the beginning of all other PACTS committee agendas.

## Agenda Item 7 – Highway Simplification Study

Member Resources: Dave Cole and Mike Bobinsky

Staff Resource: John Duncan

Recommendation: Discussion only

### Background

Dave Cole, Mike Bobinsky and John Duncan are serving on Simplification Study committees.

1. Notes from the October 7<sup>th</sup> Sounding Board session at MMA:
  - Attendance from the PACTS region were Angela Blanchette, Bob Malley, Erik Street, Dave Cole, Mike Bobinsky, Bill Shane, Mike Shaw, Tom Reinauer, Kathi Earley and John Duncan. More than 75 people overall.
  - A highlights document was distributed at the session.
  - Go to the following link in order to create a map of the public roads in your town or region: <http://www.maine.gov/mdot/mapviewer/index.html>. Pete Coughlan passed out a sheet on this. Go to the map controls box.
  - The other handout was an MMA spreadsheet on the lane miles and reimbursements proposed under the fix and swap.
2. MMA's Legislative Policy Committee took a position on the Study's recommendations last week? Also, there was a session on the Study at the MMA conference.
3. Many PACTS committee members attended recent sub-regional meetings with Pete Coughlan and PACTS staff.
4. Many of you are aware of the \$65,000 per lane mile estimate (and the standards) for the minor collector fix and swap budget. That was developed with the Study's Standards and Costs Subcommittee (on which Erik Street and Dale Mitchell sit). In response to push back from compact communities, the Policy Working Group asked the Standards and Costs Subcommittee to develop a compact areas standard and per lane mile fix and swap cost. The Subcommittee has drafted a standard and a per lane cost. The Policy Working Group has **NOT** acted on it yet. The subcommittee's recommendation is for a \$490,000 per lane mile high end improvement, a \$265,000 per lane mile average improvement and a \$100,000 per lane mile low end improvement.
5. It appears that the study proposal to reduce the MPO Allocations (ie. the PACTS \$15 million every two years) has been withdrawn. However, MaineDOT is proposing to the Policy Working Group that the Study recommendation that MPO's be prohibited

from using federal capital funds on minor collectors. (Note that currently there are no minor collectors in the PACTS region ó only Urban Collectors. The Study proposes to establish a òminor urban collectorö category. Those roads would be òfixed and swappedö.)

I do not know what the Policy Working Group and MaineDOT will propose for a funding mechanism for this monumental proposal, but I think it will likely be a gas tax increase.

### **Agenda Item 7 – Consent Agenda**

Staff proposes to increase our planning budget for the MaineDOT Highway Simplification Study technical assistance consultant work from \$20,000 to \$29,000, and to endorse the scope of work outlined below. Briefly, the scope of work is for John Melrose to help MaineDOT, the Policy Working Group of the Simplification Study, and the Urban Subcommittee to complete the study process and the final report to the Legislature during the next two months.

*Note that MaineDOT provided the entire \$20,000 last January, and will provide the additional \$9,000.* Last January the Policy Committee endorsed the original PACTS budget action.

John Duncan collaborated with MaineDOT staff and Maine Tomorrow (John Melrose) in the development of the original scope and budget, the original PACTS/MaineDOT contract, the original PACTS/Maine Tomorrow contract, and the original communications with the FHWA on the amendment to our UPWP. John and MaineDOT have almost completed the revisions to the items above in anticipation of Policy Committee support today.

This item developed after the recent Executive Committee meeting, so it was not discussed by the members at their meeting.

#### **Proposed Scope of Work**

The Consultant and specifically John Melrose is retained by PACTS to assist it, other Maine MPOs, the membership of the Urban Issues Subcommittee and the MaineDOT in undertaking the charge of the Urban Issues Subcommittee as adopted through MaineDOT's so-called Highway Simplification Study. The consultant agrees to attend up to two meetings of the Subcommittee to be conducted during the balance of 2010. The consultant will assist the MPOs in further refining the òPolicy Topicsö summarized from the proceedings of two MPO workshops held in the fall of 2009. The consultant will continue to take feedback from the Subcommittee and assist it in drafting its final report and recommendations to the Policy Working Group.

The consultant further agrees to continue to work with MaineDOT staff in analyzing data depicting current conditions such as demographics, state and local fiscal capacity, transportation

systems and jurisdictional responsibilities. The consultant will work with MaineDOT staff in preparing forecasts of likely outcomes under various alternative policy scenarios articulated by the Subcommittee.

The consultant will be available to the MPOs for a discussion workshop to report on the deliberations of the Subcommittee. In addition, the consultant will be available to make a technical presentation on behalf of the Subcommittee to the Highway Simplification Policy Working Group, the MMA Sounding Board or the MMA Legislative Policy Committee to support their deliberations and consensus building. A total of up to 6 additional meetings with preparation time, are provided under this contract modification with roughly a third of the additional resources allocated to this activity.

The consultant agrees to set aside roughly two thirds of contract resources under this contract modification to support MaineDOT efforts to integrate the work of the Subcommittee with the overall final work product of the Policy Working Group and to assist the Department as requested with the final presentation and report of the Policy Working Group and/or the Department for transmittal to the Legislature's Joint Standing Committee on Transportation.

## **Agenda Item 8 – Executive Director’s Report**

1. I have begun to organize a PACTS briefing for our Legislative Delegation in December. I will give a report at today’s meeting.
2. GPCOG and a consortium of stakeholders in a Kittery to Brunswick region have been **awarded a \$1.6 million grant** to develop a regional sustainability plan. The funds come from a federal HUD/EPA/DOT program. This is a great opportunity! Neal Allen would be glad to describe this further.
3. The Maine Turnpike Authority Board of Directors has invited the Policy Committee to join them on **November 18<sup>th</sup> at 4:00** for a workshop on PACTS region topics. We did this several years ago.
4. We have organized an October 28<sup>th</sup> 7:00 p.m. MaineDOT presentation at the Clarion hotel in Portland regarding the recommendations in the **“Portland North”** bus/rail corridor study. It will be a public meeting that will follow a 6:00 p.m. public forum on the recommendations in the draft update of our Destination Tomorrow plan. Sue Moreau will make the MaineDOT presentation. We had arranged for Sue to make a presentation today, but our agenda is too full.
5. **MaineDOT received no funding** recently under the federal “State of Good Repair” capital program for public transportation. Our members were hoping for significant funding.
6. Turnpike Authority and MaineDOT staff will brief the Technical Committee on November 9<sup>th</sup> regarding the **many projects in 2011 on I-295 and the Turnpike.**
7. The **Gorham East West Corridor Study** leaders will present draft land use, transit and highway recommendations:
  - To councilors and other municipal officials from South Portland, Gorham, Westbrook and Scarborough today at 5:00 p.m.
  - At public forums on October 26<sup>th</sup> and November 3<sup>rd</sup>.
  - To area legislators next month.
8. Carl Eppich and the Regional Traffic Management System subcommittee are organizing a meeting with city managers regarding a proposal to **regionalize the management of traffic signals.**
9. December 16<sup>th</sup> Policy Committee draft agenda:
  - Adoption of 2010 Update of our Destination Tomorrow plan
  - Highway Simplification Study Update
  - Act on new bylaw language (see Agenda Item 6A above)
  - Act on Executive Committee recommendations (see Item 12 below)

- Briefing on the regional sustainability planning process (see Item 1 above)
10. GPCOG's Eben Marsh and I are collaborating with MaineDOT to organize and support an I-295/Turnpike (Scarborough to Brunswick) **incident management working group**. The SMRPC has been providing this service for a similar group for four years.
11. These committees met in October:
- Executive (see below), Technical, Planning and Transit (12 agenda items)
  - *Destination Tomorrow* Update
  - Transit Operations
  - Traffic Signal Coordination
12. Technical Committee October meeting topics
- Collector projects recommendations to Policy Committee for today
  - Update on Highway Simplification Study
  - Decided to convene a **subcommittee** to fine-tune our scoring procedures for collector project selection in 2012 for the 2013/2014 biennium
  - **Consensus that we need to monitor delays in performance of funded collector road project so that our region's infrastructure is well maintained.**
13. Executive Committee work in progress

In July, PACTS staff advised the Policy Committee that MaineDOT had asked PACTS staff to perform a "PACTS project substitution" of a project in Falmouth this spring in order to meet an immediate MaineDOT project deadline and that we did so. *The Policy Committee members felt that the staff action had been a good one, but requested that a protocol be developed to authorize PACTS staff to take action which is in the purview of the Executive or Policy Committee.* Given that the need for such or similar action is and will continue to be quite rare, and for the purpose of clarity of the roles of PACTS staff, staff proposed that there be no protocol for such staff actions in the future. Instead, staff proposed that the Executive Committee be authorized to take email votes in the event that quick action is needed regarding TIP project administrative actions that the Executive Committee is currently authorized to do. Email votes are done at BACTS, KACTS and ATRC.

The Executive Committee feels that PACTS should not allow email votes, primarily based on the members' understanding of the Freedom of Information Act.

Instead, the members asked staff to develop a list of new actions that staff could be authorized to make in the future. The Executive Committee will review the list and if the members agree that staff should be so authorized will recommend that the Policy Committee authorize the addition authority to staff.

## **Introduction to the 2010 Destination Tomorrow Update**

### **The 2010 PACTS Transportation Plan**

Early in the update process the Long Range Plan Update Committee discussed and deliberated over the scope of the task before them to update *Destination Tomorrow* long range transportation plan. It was understood from the beginning that it would be quite different from the multi-year major effort that the 2003 planning process represented, or from the 2006 update effort where the original plan was updated taking into account the addition of 8 municipalities and 3 transit providers after the 2000 Census.

As a first step, the Committee reviewed the Federal requirements which require long-range plan update adoption every four years, meaning sometime in 2010.

Review of the 2006 plan led the Committee to agree that much of the planning and work outlined in the 2006 plan was still relevant and useful. Recognizing this fact, the Committee agreed that much had changed, including the desire for more transportation modal choice, funding availability, and a renewed consciousness about mobility vulnerability related to the 2008 energy cost escalation.

These and other changes needed to be identified, clearly articulated, and understood in the context of the long range plan strategies. This has become the focus of the 2010 update. The Committee's work centered on the implications of these changes, and the transformation necessary in transportation planning and investments looking forward 20 years, and then making adjustments in the near term (next 4 years) to prepare the PACTS region for the transportation system we will need in the future, which includes and improved walking and bicycling environments, more comprehensive and dependable transit service, cleaner more energy efficient transportation modes, and optimizing and maintaining the capacity currently in place over expensive new roads.

Most of the initial work of the Committee centered on eliminating and combining the five layers established in the earlier plans -- Vision-Goals-Guiding Policies-Objectives-Strategies layering. The Committee worked to simplify this structure, and focused on the following:

- ***Create a simplified, more usable planning document for PACTS members to use as a regular resource.***
- ***Review and update the existing plan acknowledging socio-economic-environment and funding changes; not a rewrite.***
- ***Highlight and emphasize new and continuing strategies to focus on based on looking forward 20 years.***
- ***Create an action plan for the next four years.***

This update effort therefore is not intended to be a complete re-write or replacement of the 2006 *Destination Tomorrow* PACTS long range plan. In fact most of the 2006 plan is still relevant and anticipated the direction Federal and State transportation policy would take in the partnership between the U.S. Department of Transportation, Housing and Urban Development, and Environmental Protection Agency in their Livable Communities and Sustainable Communities initiative, and the intent of Maine's Sensible Transportation Policy Act. The 2010 update to Destination Tomorrow is a document that identifies the major changes that are underway of social, economic, and environmental among others and identifies priority Strategies and an action plan for managing the changes and challenges we have identified.

### **Excerpt from Chapter 2: Plan Background:**

Having been tasked with identifying major changes since the 2006 Plan adoption, the Committee discussed and agreed that much had changed, or was projected to change. The following topical areas were identified as changes or trends that this plan would need to address.

- Increasingly Inadequate Federal, State and Local Transportation Funding
- Underlying socio-economic shifts with regard to:
  - Aging Population
  - Energy, gas prices, use of alternative fuels, peak oil
  - Climate change, adaptation, environment
  - Housing location + Transportation (H +T cost)<sup>1</sup>
- Residents of PACTS area desire more public transportation or transit options<sup>2</sup>
- A change in the Maine Tax Increment Financing (TIF) Law enables transit-based economic development or Transit Oriented Development (TOD)
- MaineDOT and the Regional Councils initiative to more closely link economic development to the transportation investment, through *Corridors of Regional Economic Significance to Transportation* or "CRESTS"
- Recent mandates (2007) requiring a better connection between transportation and land-use in the State's Sensible Transportation Policy Act and Growth Management Act.<sup>3</sup>
- Changes at the Federal level pose opportunities:
  - The Partnership between the US Departments of Transportation (USDOT), Housing and Urban Development (HUD) and the Environmental Protection Agency (EPA)
  - New program for high-speed and intercity passenger rail

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<sup>1</sup> See: <http://htaindex.cnt.org/>

<sup>2</sup> PACTS Transportation Priorities Survey, August 2008

<sup>3</sup> Maine State Law, Title 30-A, MRSA, Chapter 187

- New US DOT policy stating transportation agencies have the responsibility to improve conditions and opportunities for walking and bicycling and to better integrate transportation systems.

## **Chapter Two Excerpt on Changes Effecting Transportation Planning in the PACTS Region**

### **Increasingly Inadequate Federal, State and Local Transportation Funding**

Identified in PACTS previous long-range *Destination Tomorrow* plans, current funding for regional transportation infrastructure is inadequate and unsustainable. In the fall of 2009, the Washington-based nonprofit group TRIP released a 42-page report, *Falling Behind: The Condition and Funding of Maine's Roads, Highways & Bridges*. The TRIP report identifies an estimated \$6.5 billion need between 2009 and 2018 for the state's transportation infrastructure, with only \$3.2 billion available under current funding levels, according to the Maine Department of Transportation.

In the PACTS region this funding gap has already resulted in some municipalities paying for road repair and preservation paving projects that are technically the responsibility of the DOT. The increasing shortfall of adequate funding will require new funding mechanisms, re-prioritized budget levels, or closed infrastructure. PACTS has developed brochures on this problem, widely distribute to the public and the media. These include the PACTS Collector Road Report,

Recently PACTS developed its first informational video on the subject, "Greater Portland's Transportation System: A Vital Resource Needs Our Help". Chapter 5 includes a discussion of the funding aspects of this plan.

As part of this update to PACTS' long-range plan *Destination Tomorrow*, the PACTS members and staff developed and Action Plan for the Plan's short and long-term investment framework. In accordance with federal regulations, the framework was limited to *identified system needs* and did not include projects that might be better defined as a "wish-list." PACTS members soon realized that the identified transportation needs would significantly exceed the anticipated levels of available

funding. This financial reality will present an ongoing challenge to PACTS members and staff.

### **Socio-economic shifts:**

#### **Aging Population**

Maine's aging population continues to rapidly grow and by 2030 Maine will be second only to Florida as the state with the *highest percentage of residents age 65 and older*.<sup>4</sup> *Many of these elderly residents will require transportation other than their own personal automobile.*

### **Energy/gas prices, climate change, and housing affordability**

**Energy prices**, specifically gasoline and heating oil, have increased rapidly in recent years in inflation adjusted prices. The recent recession dampened its impact in the region, but the 2007-2008 price spike at over \$4.00 a gallon is still relatively fresh in the minds of the driving public. PACTS conducted a poll during the summer of 2008 which showed that over 65% of respondents had made *different* transportation choices than driving alone as a result. The poll results also indicated area residents would like more public transportation options, especially in the surrounding suburbs with morning and evening hours and safer bike connections. The real price of gasoline is likely to increase as the economy recovers.

**Climate change** and specifically its impacts are now better understood for the PACTS region. The MaineDOT has determined that climate change poses serious threats to the transportation infrastructure – not just in coastal and low-lying areas, but also in areas where high-intensity storms producing major rain events wash out culverts and even whole sections of roads. This occurred in our region in Freeport in 2008. In 2007 the MaineDOT adopted ambitious climate change language after a federal mandate to reduce carbon emissions. The sitting governor, Governor Baldacci initiated the state's "Carbon Challenge" program. See appendix \_\_\_.

In Maine the transportation sector contributes the largest source of greenhouse gas (GHG) emissions with 40%<sup>5</sup> of the total. If we continue "business-as-usual", this percentage is projected to increase.

**Housing Affordability** has not historically been accounted for in transportation planning however innovative tools *linking* housing and transportation costs reveal the

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<sup>4</sup> According to U.S. Census State Population Projections 2000-2030

<sup>5</sup> From the Greater Portland Regional Energy Use and Emissions Inventory, GPCOG 2010

true cost of housing. Americans traditionally have considered housing affordable if it costs 30 percent or less of their income. The Housing + Transportation Affordability Index<sup>6</sup>, in contrast, provides a more meaningful picture of the affordability of a certain location by measuring the transportation costs associated with place. Applying this analysis to the PACTS region indicates that the true cost of housing exceeds 45% of median incomes for all but the most urban areas of Portland, South Portland, and Westbrook. When fuel/energy prices increase, this would pose a difficult decision for residents who have chosen to commute long distances to their jobs to achieve housing affordability.

### **Residents of PACTS area desire more public transportation or transit options**

For the last few years bus ridership in the PACTS region has been on the increase despite the recession. Portland METRO bus service exceeded 1.4 million riders in 2009. Meanwhile, bus ridership decreased nationally by 4.0%. Increases among large bus systems for the first quarter of 2010 were reported in Boston, MA (3.3%) while small bus systems like Portland with populations below 100,000 saw a dramatic increase (5.7%). Our demand response providers (Para transit) have also seen increases ómaxed out capacityô while nationally they decreased in the first quarter of 2010 by 0.8 percent.<sup>7</sup>

Our transit providers acknowledge that the 2008 fuel price increase contributed to ridership increases, but decreases have not resulted even with a recession. As recently as June of 2010, the Greater Portland METRO bus system realized a 3% increase over the period from a year ago. PACTSø2008 survey indicated that residents of PACTS municipalities *-including the suburban and rural areas-* desire more public transportation options.

And the Amtrak DownEaster train operated by the Northern New England Passenger Rail Authority had ridership growth of nearly 8% in recent years, with 474,000 riders in the fiscal year ended June 30, 2010. Expansion of the passenger rail service north from Portland to Freeport and on to Brunswick is projected to add another 36,000 passengers a year.

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<sup>6</sup> The Center for Neighborhood Technology: <http://htaindex.cnt.org/>

<sup>7</sup> To see the complete APTA ridership report go to:  
[http://www.apta.com/resources/statistics/Documents/Ridership/2010\\_q1\\_ridership\\_APTA.pdf](http://www.apta.com/resources/statistics/Documents/Ridership/2010_q1_ridership_APTA.pdf)

## **A change in the Maine Tax Increment Financing (TIF) Law**

Led by a PACTS municipal planner in 2009, this change in the State's TIF law specifically added new language enabling municipalities to designate Transit TIF districts and corridors in which a portion of new development values may be used for transit capital and operating expenses. The Corridors are limited to ¼ mile from a transit hub or 500 feet on either side of a transit corridor, either existing or planned. The municipality captures a portion of the new value created by the economic development adjacent to transit, or within planned hubs and uses a portion of the funds to augment that service for further economic development and/or to use Transit TIF funds as an incentive for private development that is oriented to and supports transit. Developed in conjunction with high-value efficient land use designation, transit-based economic development or Transit Oriented Development (TOD) produces numerous environmental, fiscal, and social benefits, including but not limited to better air quality, conservation of open space, reduced road and parking infrastructure construction and maintenance costs, increased property values, promotes fitness and health from walking and biking; and improves access to jobs.

## **MaineDOT and the Regional Councils initiative to more closely link economic development to the transportation investment, through *Corridors of Regional Economic Significance to Transportation* or “CRESTS”**

In order to develop a greater understanding of the relationship between transportation and economic and community development, the MaineDOT has engaged the state's regional planning Councils (RPC) and PACTS and the state's other MPOs to evaluate transportation assets and needs within each region of the state. The two RPCs in the PACTS region, The Greater Portland Council of Governments (GPCOG) and Southern Maine Regional Planning Commission (SMRPC) worked with the regional economic development districts to develop *Corridors of Regional Economic Significance to Transportation* or “CRESTS”. The development of CRESTs included a listing of economic, land use, and transportation objectives for each corridor. PACTS identified and recommended “strategic transportation investments” to be incorporated in the CREST report. The development of CRESTs is important to the long range plan and provides further support for coordinating transportation investments with land-use and economic development decision making. The transportation investments associated with the inter-regional and trans-regional CRESTs of the PACTS region have been reviewed for this update for incorporation and refinement.

## **Recent mandates (2007) require a better connection between transportation and land-use through the State's Sensible Transportation Policy Act and Growth Management Act**

The Legislature directed the MaineDOT and the State Planning Office (SPO) to work and collaborate on drafting a rule to link the transportation planning processes of the Sensible Transportation Policy Act (STPA) with those of the Comprehensive Planning and Land Use Regulation Act, known as the Growth Management Act. This change was based on the belief that land use and transportation planning must work hand-in-hand to not only protect highway safety and mobility, but to enhance economic opportunity, community livability, and environmental quality. The Law also directs MaineDOT to develop incentives for communities that adopt plans that reduce reliance on the state highway system.

MaineDOT, the Maine Turnpike Authority and the State Planning Office collaborated on the Transportation Chapter of both the STPA rule and the Growth Management Act; the goal being for the transportation chapters of these rules to be the same.

In an effort to aid local planning efforts in meeting the STPA policy objectives, MaineDOT developed a Municipal Handbook as a guide for implementing the Rule. Municipalities or groups of municipalities that develop plans using the new STPA rule will be eligible for transportation planning assistance and other investment incentives including:

- Bonus prioritization points that increase access to funding in MaineDOT's competitive programs - MaineDOT is to publish a list of these annually;
- Incremental reductions in any local match requirements; and
- Bonus prioritization points for MaineDOT funded highway reconstruction and transportation mobility projects.
- MaineDOT, in consultation with the State Planning Office, reserves the right to determine whether transportation chapters of land-use plans, policies or ordinances adopted by municipalities will meet the STPA policy objectives.