



## 2 APPROACH TO SCOPE OF SERVICES

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### TASK 1. INVENTORY AND ANALYSIS OF EXISTING CONDITIONS

As outlined in the RFP, WSP has developed a scope that will engage the Commercial Street stakeholders in order to identify concerns and conflict areas and develop alternatives to ensure that the needs of the different users in the corridor will continue to be served efficiently and safely into the future.

#### **Data Collection and Evaluation**

WSP will compile and review the data and analysis available for the corridor to identify any critical data gaps. WSP has reviewed the studies identified in the RFP including:

- West Commercial Street Master Plan (2016)
- State-High Streets Two-way Feasibility Study (2015)
- Franklin Street Feasibility Study Phase II (2016)/Franklin Street Preliminary Design Report (PDR)
- Maine Integrated Freight Strategy, MaineDOT 2017
- Eastern Waterfront and Downtown Parking Study (2017)
- Moving Southern Maine Forward (2017)
- Destination 2040 (2017)

In addition to those studies, WSP has reviewed Planning Board submittals of recent development proposals as well as submittals opposing those projects in order to understand the competing needs in this corridor. WSP will also coordinate closely with City staff to ensure that we clearly understand all information, perspectives, and local priorities.

We will collect relevant field data and compile it using databases, maps, and geographic information system (GIS) resources. The WSP team will identify publicly available data and mapping resources including Maine Office of GIS (MEGIS) aerial and geographic data, City of Portland data, Maine Department of Transportation (MDOT) data, and other relevant resources. We will field verify the data to determine the freight accommodations, pedestrian accommodations (width, locations, conditions), bicycle accommodations (whether signed and marked or default such as shoulders), vehicular accommodations (lanes, signs, operations), and parking provisions for all users (freight, automobile, cyclist).

Based on input from stakeholders, the WSP team will identify the key locations and periods to assess the operations of the corridor, including observations of competing uses by WSP staff. Based on the City of Portland Parking Study for Downtown, The Old Port, and The Eastern Waterfront, weekday evenings after 4:00 pm are when parking is fully occupied, however, it is possible that the peak conflict time between all corridor uses occurs earlier in the day. On Saturdays, parking was at effective occupancy through most of the day. Stakeholders will provide input regarding the which two peak conflict periods should be studied in detail.

- **Traffic.** WSP will collect **peak month** traffic data in the corridor. Turning movement count data will be compiled from existing studies in the area and from reports on local developments and other projects in the corridor. Where necessary, WSP will supplement available traffic volume data with new turning movement counts at up to four locations for relevant peak demand periods.
- **Freight and Maritime Operations.** WSP will catalog the maritime and other freight-dependent businesses in the port. We will work with the City of Portland to compile existing data on port business operations, reach out to port businesses to supplement this data, and evaluate traffic counts and other data sources to understand the impacts of freight and port travel demand.
- **Pedestrian.** WSP will review pedestrian data contained in the above studies and determine which additional locations are important to observe for both demand along the corridor and for pedestrians crossing the corridor. Pedestrian crossing locations will be evaluated in a hierarchal fashion with crosswalks providing key access to high pedestrian demand locations (i.e. ferry, walking tour, popular destination) and/or at signalized crossing locations. The distance between these key crossing locations will be determined and used to evaluate the next level of

pedestrian demand locations based on existing pedestrian volumes and crossing demand. A short section of roadway between Silver Street and Moulton Street has four crosswalks within 255 feet. This stretch may be a candidate for elimination of crossing locations while other large blocks have lengths longer than that without a crossing location. Stakeholder input will be important in identifying key desire lines and pedestrian corridors to focus attention on.

- **Parking.** Parking data for automobiles will primarily be obtained from the City of Portland Parking Study for Downtown, The Old Port, and The Eastern Waterfront. It is expected that if sub area information is needed for a certain section of Commercial Street that the City will provide the backup information from the study. Based on the information provided, the on-street parking supply is at effective capacity for significant periods during peak months. When parking demand is that high, it results in vehicles circulating the corridor looking for parking which impacts the capacity of the corridor. During field visits, WSP staff will look for these circulators and comment on their impact on the operation of the corridor. WSP will also review the parking occupancy of the off-street facilities and determine how those facilities can better serve the needs of the corridor. Because the elimination of some parking facilities is anticipated as parcels are developed, WSP will review the existing demand at those locations.

As indicated in Destination 2040, the flow of traffic, including for motorized, bicycle, and pedestrian forms of travel, can be optimized with coordinated and connected traffic signals and controls. The RFP indicates that the current RTMS program managed by PACTS will address ongoing signal coordination. For the purposes of this proposal, the City will provide existing and proposed timing plans for the intersections analyzed. As a part of this scope, it is anticipated eight locations will be analyzed.



*Side loading vehicles face challenges in the center lane.*

Conflicts between pedestrian crossings and center-median deliveries create a special set of challenges – the pedestrian crossings and the loading/unloading activities are not well-organized by location or time, and they create friction for pedestrians, businesses, and drivers, with impacts to safety and capacity. Once the high demand areas for loading operations are identified, the exact locations of loading zones will be discussed and the options for getting from the center of the street to the two sides of Commercial will be discussed.

An initial review of the study area suggests that it would make sense to consider the corridor in sub-areas based on the demands and

conflicts in each sub-area. After data collection and initial stakeholder input, WSP will investigate whether this approach makes sense and how to divide it.

In order to analyze a future condition, WSP will work with the City to determine the appropriate redevelopment projects to include, based on their likelihood of development and likely final configurations. The future condition will be based less on a standard linear growth but rather on a future condition year when anticipated development growth of marine, ferry and cruise ship users is anticipated to have taken place. WSP will use data from the applications of development projects as well as interviews with stakeholders and City staff to determine the what the future condition of each user is likely to look like and develop a picture for what the future of the Commercial Street corridor is expected to look like if changes are not implemented.

WSP proposes scheduling the first public meeting at the end of Task 1B, after having a technical advisory call to review the proposed agenda and materials. This meeting will be a true public engagement exercise led by WSP Public Involvement staff but also attended by technical staff. Because a significant amount of data will have been collected and reviewed prior to this public hearing, WSP staff will be in the position to be able understand public input and ask clarifying questions to really engage the public and understand their issues.

**WSP will prepare a technical memorandum summarizing the methodologies and findings of the data collection effort, existing conditions and anticipated future conditions with no modifications.**

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## **TASK 2. IDENTIFICATION OF ISSUES AND OPPORTUNITIES**

Based on the existing conditions analysis as well as input from the Technical Advisory Committee, Stakeholder input, the public as a whole and City staff, WSP will identify the build on the issues and opportunities that have been identified in the corridor. Based on the input from stakeholders, WSP will have information on which issues are a concern in which areas and the data to determine the depth of that item as a concern. During the meetings with stakeholders, WSP will begin developing metrics/performance measures for evaluation. The evaluation matrix will be developed at this point and the existing corridor will be evaluated through that lens in order to identify issues and opportunities.

**A key opportunity for Commercial Street is a generous right of way.** However, in certain sections of the Commercial Street corridor, the right of way width is all currently being used to capacity. WSP will evaluate whether there are opportunities for modifications of those uses to provide more balance to the users of the corridor. In addition, at any conflict areas, especially where crash data indicates a safety deficiency, WSP will conduct a root cause analysis to identify the various issues contributing to the problem.

The Commercial Street corridor is made more complex by the presence of the marine users, ferry system and cruise ships. The interplay of each of these water users provides a different pattern in and out of the corridor space with different levels of demand and dwell times of either pedestrians, automobiles or freight users. Freight access and safety are paramount considerations for the Commercial Street plan. Management of Commercial Street in its role as a freight facility should begin with classification of its uses. These probably fall into four categories:

- Service to the working waterfront
- Delivery to retail, dining, and hospitality establishments on and near the street
- Operation as a stem route to penetrate the central business district and connect to side streets and other roadways
- Emerging use for deliveries to nearby residences

Understanding these functions, their logistical and service requirements, their time-of-day and seasonal patterns, and their relative volumes will establish a foundation for their safe and efficient integration with other uses of Commercial Street. For example, waterfront facilities will incorporate truck access but may have queues; retail and residential deliveries will be conducted street-side and the latter is apt to be growing; stem routes do not involve parking but do require turns and can have times of day when travel speeds are critical for meeting appointments and schedules.

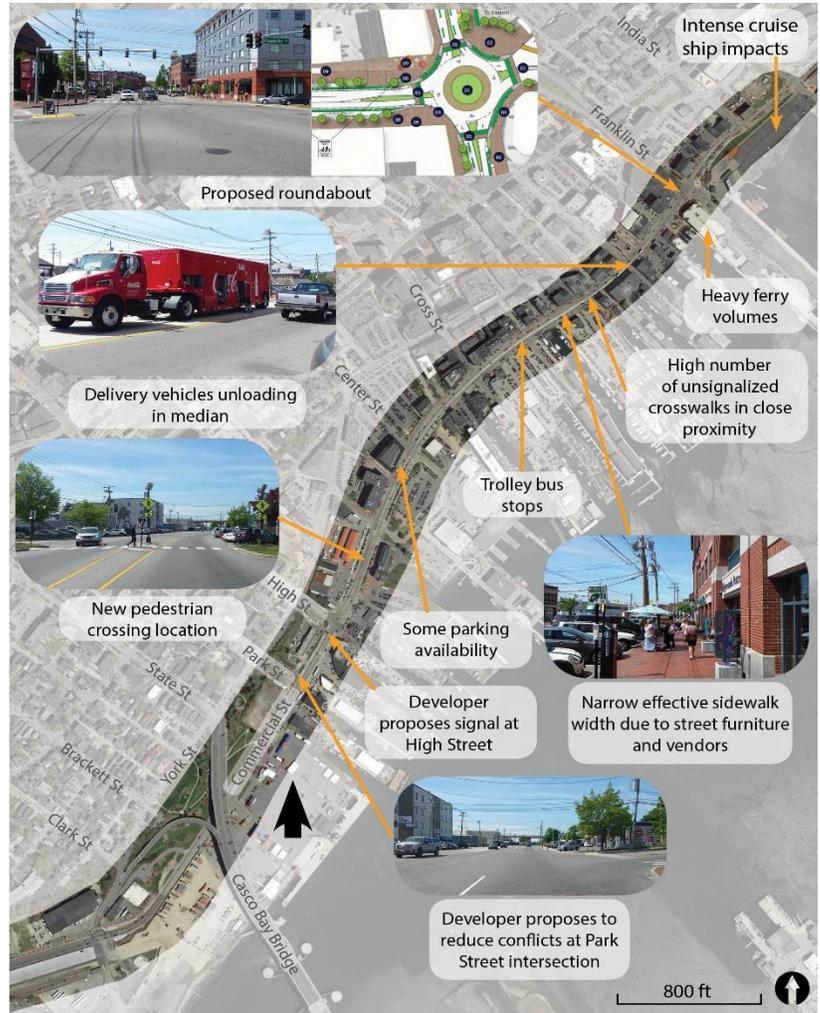
Various strategies have been employed in other cities. Restricted multi-functional lanes were introduced on some arteries in Barcelona, another active port city with a vibrant central business district and substantial tourism. These lanes are designated for bus, taxi and truck usage but the vehicles allowed vary by time of day. New York City varies the usage of curb space, creating truck loading zones for some times of day and not others. UPS has explored “micro-DCs”, which are curb-side bases from which deliveries by foot or bicycle can be staged. The company also has expressed an interest in leasing curb space for delivery purposes. FedEx and UPS have endorsed center lane delivery parking in some cities, although this is less safe than curbs. Technology improves many of the options, whether for dissemination

of information on time of day regulations, for parking reservations, or through sensors in trucks that detect other traffic on the street.

WSP will always have an eye towards opportunities to employ new technologies such as traffic signal technologies, transit technologies and connected and autonomous vehicle technologies in this corridor. Some potential issues may be identified such as what the impact of the rise of on demand transportation services such as Uber and Lyft are having on the demand for curb space. Alternatives will need to consider that in the future fully autonomous vehicles will need curb space to drop off and pick up rather than to park. Because when this future will become a reality is not currently known, identifying sections of curb that could easily be converted to future drop off and pick up areas would be appropriate.

As loading zone demand increases, some locations are scheduling loading spaces among particular users and other Cities are designating some metered parking spaces as loading zones prior to the peak period reducing the impact of those loading facilities on the rest of the right of way.

**At the end of Task 2, WSP will summarize the issues and opportunities that have been identified into a Technical Memorandum.** WSP would plan a Technical Advisory Committee Meeting to review and get feedback on the issues and opportunities that had been identified.



*Commercial Street corridor challenges and opportunities.*

### **TASK 3. ALTERNATIVE INFRASTRUCTURE, POLICY AND MANAGEMENT OPTIONS/OPPORTUNITIES/SOLUTIONS AND COST ESTIMATES**

WSP will develop alternatives for addressing the issues and taking advantage of the opportunities identified in Task 2. One of the significant opportunities in this corridor is the wider than typical right of way that is available. As indicated, initial input from stakeholders and data collection will determine appropriate ways to divide the corridor into sections based on the needs of those stakeholders. Alternatives for how to use that right of way in a way that balances the needs of all users will be critical. As outlined in the scope, it is anticipated that the alternatives will include focus on:

- Facilitation, management and operation of freight deliveries
- Accessibility to the piers and wharves
- Managing vehicle queuing and delay/congestion.
- Pedestrian safety, circulation and infrastructure
- Bicycle infrastructure
- Parking management



However, the precise evaluation matrix components will have been determined during the initial stakeholder engagement. The evaluation matrix will be used to determine how well different identified stakeholder needs are addressed by the different alternatives. Each criterion will be explained in detail because something that may be perceived as a negative impact in some locations, such as removal of a crosswalk, may not cause a significant impact if it is within the stretch of Commercial Street where there are currently three other crosswalks within 255 feet. In this instance, the criteria may be that pedestrian crossings are provided between all high-volume desire lines and at a minimum distance apart. In another section of the corridor, the criteria may need to be different. Order of magnitude cost estimates will also be considered as a part of the evaluation matrix.

One potential modification to the corridor would be the modification of the center of the right of way to accommodate not only the existing delivery/commercial vehicle loading area but also transit (for now perhaps bus, trolley or shuttle but in the future an autonomous transit option). An alternative that considers this provision will need to carefully lay out how the operation would switch between the users and how to create clear messaging so that a delivery driver knows when it can and cannot be used and a pedestrian would know when to wait for a transit vehicle and where. The resulting crosswalk configuration would then likely be modified. As a result, a concept for an alternative will create resultant impacts to other users and other provisions in the corridor.

Once alternatives are identified, **as a part of the additional scope proposed, WSP would provide graphical representations of the alternatives with advantages and disadvantages summarized as an interim deliverable.** WSP will present the alternatives to City staff as well as would propose meeting with the Technical Advisory Committee to present and receive feedback on the alternatives development. These alternatives would be presented on aerial photography base mapping and some would likely include additional operational information. The Technical Advisory Committee would provide feedback on the clarity and appropriateness of the alternatives. It is anticipated that two to three alternatives will be presented for each section of Commercial Street. After this Technical Advisory Committee, it is possible that some of these alternatives would be changed slightly based on feedback.

The alternatives would then be presented at a Stakeholder Meeting followed by a Public Meeting. Input would be solicited on each of the alternatives including any recommendations for improving options. It is not anticipated that each alternative will be endorsed by each stakeholder, but WSP staff will work to elicit constructive comments and modifications where possible. With additional funding, supporting materials would include examples of graphics of any infrastructure treatments that are proposed. After the public meeting, WSP will discuss the outcome and direction of the comments received and review the recommendations.

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#### **TASK 4. INFRASTRUCTURE, OPERATIONS AND MANAGEMENT RECOMMENDATIONS AND COST ESTIMATES**

Based on the technical analysis and stakeholder input received on the alternatives, WSP will develop a recommended plan for infrastructure improvements as well as the management of the space in the corridor. It is entirely possible that an alternative that works for the west end of the corridor will not be appropriate for the east end of the corridor. In that case, transitions will need to be developed to ensure that users are not “dropped” between the areas and that all users continue to be served. An access and room for trucks will be critical at some locations to provide access to Piers and Waterfront users while at other sections of the corridor, sidewalk width may be more of a focus. A cost estimate will be developed for the recommended alternative.

The recommended plan will be developed and presented in clear and pleasing graphics, with proposed improvements superimposed over aerial base-mapping, along with detail on the analysis and operations of the infrastructure. The recommendations will also include suggestions as to how to get to the recommended plan in shorter term steps where possible ensuring that the City can begin to take steps towards the ultimate plan.



This task will wrap up with meetings with all groups: Technical Advisory, stakeholders, and the public. The recommendations will be presented. As indicated, it is likely that the recommendations will include a plan illustrating the modifications to infrastructure as well as operational and management changes. The steps necessary to get to the recommended condition will be discussed.

A cost estimate will be provided for all recommendations, both infrastructure and operational.

## TASK 5. STAKEHOLDER ENGAGEMENT AND OUTREACH

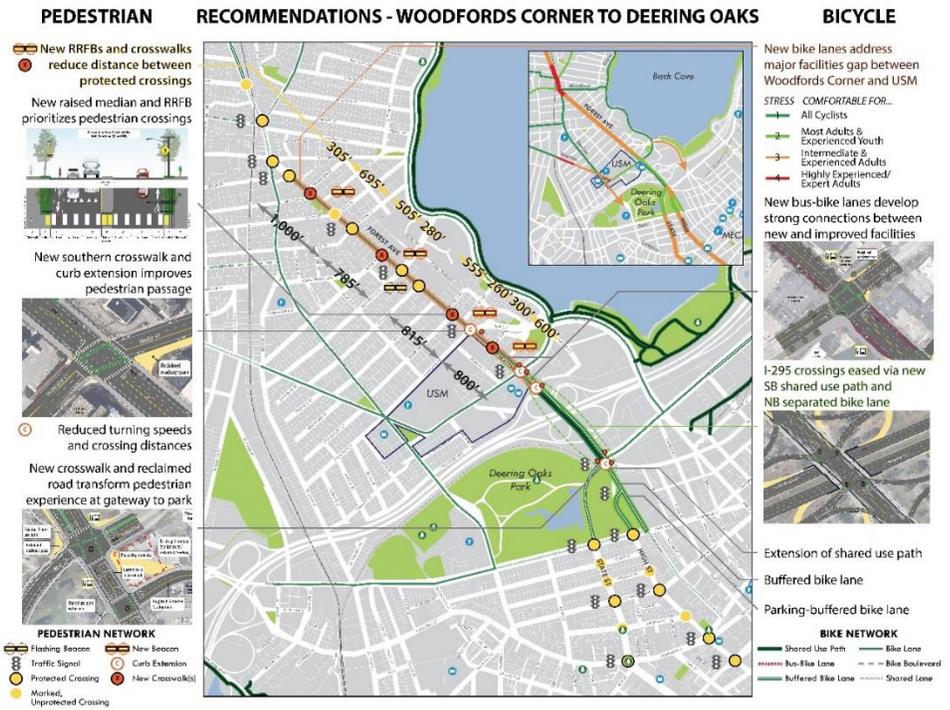
WSP knows that a plan is only as good as its public engagement process. Without buy in from the users in this corridor, the plan will not be successful. As outlined above, WSP’s approach opens with engaging stakeholders, using the Waterfront Alliance as a stakeholder convening group, to determine their concerns for the corridor and continues that stakeholder involvement throughout.

WSP has considerable experience providing public involvement services on planning and design projects that achieve both City and project objectives by balancing the needs of all stakeholders in a community. In WSP’s recent work on the Central York County Connections Study, we engaged the community in public forums that developed and refined alternatives to improve access and connectivity, travel options, regional mobility, and safety while enhancing local character and economic development potential in these regional and local transportation corridors.

We propose a similar “integrated team approach” in which our core technical team is involved in public and agency meetings establishing a dialogue and collaborative working relationships with the stakeholders and the public. Stakeholder and public meetings scheduled at key decision points will present project status and provide opportunities for public input.

Supplementing these meetings, we propose ongoing project communications -- including press releases, website and social media postings and email messaging -- to make project information accessible to diverse local and regional audience. Meeting materials and communications will present complex and technical information in non-technical language and graphics that are easy for the public to understand.

In collaboration with the Study Team, WSP will develop a strategic plan for public involvement. Based on our current understanding of the project, our suggested approach includes the following activities:



Community reach out for the Bridgeport HUD Disaster Resilience Project in Bridgeport, CT.



### **Meetings with the Technical Advisory Committee**

The WSP team will meet with or hold conference calls with the Technical Advisory Committee including representatives from PACTS/GPCOG, MaineDOT/Port Authority, City staff, Casco Bay Island Transit District (CBITD), and METRO five times as outlined in the scope above (meetings are described as expected to occur and the person hour estimate reflects the time in that task). The project team meetings will provide critical information as well as feedback to WSP through the project. Time at several of these meetings will be dedicated to a discussion of public involvement and preparing for public meetings if appropriate. More details regarding timing and expectations of these meetings are provided within the task items they are expected to occur.

### **Stakeholder Meetings**

As outlined above, the stakeholders on this project are wide ranging and include pier owners, marine operators, water dependent users, retailers, business owners, and residents. Groups such as Portland Downtown (Business Improvement District which includes Commercial Street as well as a number of other roadways in Downtown Portland) and Visit Portland (which encourages tourism to the greater Portland Area) will also be included. WSP has added Jane Lafleur of JB Lafleur Consultants to lead the stakeholder engagement effort and provide input into the entire public engagement approach. Her knowledge of the Portland community and her ability to bring all voices to the table and ensure they are incorporated will ensure the successful facilitation of the stakeholder meetings. The schedule and expectations of each of the three stakeholder meetings are described within the task items that they are expected to occur. **We expect Jane LaFleur to attend all stakeholder meetings with preparation support from Megan Savage as well as the technical team.**

The business community, in particular marine-dependent businesses, are a special constituency in this study. We will meet with businesses along and near Commercial Street and the truck lines that serve their distinct needs, and we will observe their activity. We will focus on operational logistics, the sensitivity of service times, temporal patterns, and general volume of traffic, and will explore the practical implications of management options, particularly in respect to safety and productivity. We have experience with seafood distribution and urban delivery, including good contacts with the UPS group that is taking a proactive approach to cities. WSP's Joe Bryan has a background in trucking and can bring a pragmatic eye to what we learn and the solutions we propose. We will combine the findings from outreach with available local data on truck counts and temporality, and will craft freight recommendations to fit with other needs and recommendations for the street. We will vet our proposed freight solutions with industry in a workshop-style meeting, to confirm their ability to support productive operations and to head off unintended consequences.

### **Initial Action Items**

Due to what is likely to be a tight time frame when the project begins until the end of the short summer peak season, WSP proposes to immediately schedule a Technical Advisory Committee meeting as well as a stakeholder meeting. These meetings will be used to gather information on key observations locations and time periods. Using aerial mapping, WSP will engage the stakeholders into identifying key conflict locations between users (i.e. between automobiles and people crossing the street; between deliveries and parking demand; between marine uses and tourism pathways; between vendors and sidewalk furniture and heavy pedestrian traffic) as well as by peak period (late morning between certain streets for deliveries; late afternoon queue from the signal at Beacon Street; time of day for marine users). Collecting this information from both the Technical Advisory Committee as well as local stakeholders will ensure that observations are conducted at the key conflict areas at the key times. The other matter to be delved into during the initial stakeholder meeting is the potential criteria on which alternatives will later be evaluated on.

### **Public Information Meetings**

WSP will assist the Technical Advisory Committee in conducting three public engagement meetings. These public meetings are not intended for the public to be talked to, rather that they will be engaged and we will be able to gain their input. **When her schedule allows, Jane LaFleur will attend and lead public meetings. When not available, Jane will provide Megan with an approach for each meeting. Megan will lead the meetings in Jane's absence.** We suggest the following schedule for the public meetings:

In Task 1, to introduce the project to the community and gather initial input regarding issues and opportunities in the corridor. This meeting will inform the public of the study purpose, scope of study, schedule, and will introduce the



project team, and sources of project information. A minimal amount of information on the data collected will be presented as it is anticipated to be primarily an information gathering exercise.

- At the completion of Task 3, to present alternatives being considered and gather public comments.
- At the completion of Task 4, to present the final recommendations.

WSP will coordinate with the Technical Advisory Committee as well as the Stakeholder group to invite key stakeholders including abutters, neighbors, community groups, businesses, emergency service providers, and regional travelers, town officials, adjacent town officials, major employers and tourist destinations in the area.

For each meeting, WSP will prepare an agenda, presentation, display graphics and handouts. Each meeting will include interactive elements, such as small discussion group exercises, and will gather public input on each of the components of the study and each of the sections of the study area.

In addition, WSP will assist in the preparation of public meeting announcements for posting on websites, social media and email distribution.

Graphics, such as dashboard format matrix and GIS mapping, will present baseline data and compare proposed improvement strategies, potential impacts, and the benefit/cost evaluation. Following each meeting, WSP will prepare a meeting summary and action item lists.

### **Project Communications**

WSP proposes to assist the Technical Advisory Committee to prepare regular communications to provide the public with project updates and easily accessible project information. These communications will give the public choices on how to receive information and provide input to the study team. **Megan Savage will conduct the communications effort with input from Jane LaFleur in regard to approach given her knowledge of the community and ongoing interaction with them during meetings.**

- **Website Updates.** Post project and public meeting materials on City of Portland, Waterfront Alliance, Downtown Portland websites.
- **Stakeholder Contact List.** WSP will assist in compiling an email stakeholder contact list.
- **Manage Public Comments/Responses.** WSP will track public comments from public meetings and other sources and coordinate with the Study Team to respond to comments and to address public comments in the study recommendations.
- **Social media.** WSP will prepare messages for social media such as meeting announcements and project updates, and will coordinate with the Study Team for distribution.
- **Media Outreach.** WSP will assist the Study Team in preparing and distributing press releases announcing public meetings.
- **Online Surveys.** WSP will assist the Technical Advisory Committee in developing and conducting an online survey on SurveyMonkey to provide an additional means to gather public input. WSP will email the link to the survey to stakeholders. In addition, WSP will coordinate with the Study Team and adjacent towns to post the survey link on their websites and social media. WSP will prepare a report documenting the survey results.

This proactive approach to public involvement will engage the public in each phase of the study in developing and evaluating scenarios for improvements to Commercial Street. This approach will lead to development of recommendations that meet the objectives of the project and involve the community in decision-making.

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## **TASK 6. PREPARATION OF FINAL PROJECT DOCUMENTATION**

The final plan outlined and presented to all stakeholders in Task 4 will become the basis for the final report documentation. Graphics will be supplemented with text describing the infrastructure, management and operations of the Commercial Street corridor.

The report will also provide a description of the data collected, public engagement process followed, and some the evaluation matrices that led to the selection of the final plan. A draft version will be prepared and submitted. A final



call with the Technical Advisory Committee will be used to discuss and resolve any comments received and the report will be finalized.