

Appendix A: Existing Planning Documents

<i>Time of Change: Portland Transportation Plan</i>
Date: July 1993
Author: Market Decisions
Document Description: Tackles the concept of car-dependency by addressing land use-transportation connections, good design, walkable neighborhoods and non-SOV modes, the environment and energy conservation, integrated modes and having a well-structured system.
Key elements: <ul style="list-style-type: none">• Consider the transportation system as a series of interconnected modes• Increase non-SOV mode share• Consortium of transit agencies (see the Coordinated Plan below—this never did really happen)• Bring commuter rail on the peninsula• Basic bike network in place within 5 years• Intermodal regional transport centers• Traffic calming and diversion of through-traffic from residential neighborhoods• Neighborhood streets as multipurpose public spaces• Diverse, compact land use patterns• Seven pilot projects to test transportation concepts in the city
Concerns about transit: <ul style="list-style-type: none">• Public transit has lost ground• Systems are uncoordinated, not seamless
Relevant Recommendations: <ul style="list-style-type: none">• METRO to connect to all park and rides• METRO should be considered for middle and high school bus service• Commuter express bus to suburbs• Commuter rail service should be explored on existing rail lines
Maps: Figure V-6: Possible public transit center locations Figure VI-4: Regional transport centers

A New Vision for Bayside, Book 1

Date: April 2000

Author: Bayside Taskforce

Document Description: Bayside is a brownfield and is ripe for redevelopment. It is a key gateway to Portland, but is currently considered an eyesore and used as a back door. Book 1: The Plan defines the vision that shapes the Bayside Plan, resulting in a list of action items. Book 2: Implementing the Plan contains five issue papers that list strategies for implementing the action items.

Development Principles:

- Bayside will be an attractive urban gateway & extension of downtown.
- Its location between downtown and I-295 offer a significant economic and market opportunity to be planned and managed to create the best value for development and quality of life improvements for the community, generate a broad range of employment opportunities and improve the tax base.
- Bayside will contain housing workplaces, services, transportation, recreation, dining and shopping within comfortable walking distance of each other and downtown.
- The plan will fill in, extend and enhance the existing residential fabric with new housing units affordable to many income levels.
- Transit-oriented development will include mixed use, compact and intensive land development, served by quick and convenient transit service.
- The plan calls for ample parking to serve the needs of residents, visitors and workforce. Strategically located parking structures will serve multiple functions, connect with transit, facilitate traffic flow with minimal impact on neighborhood residents, and avoid extensive land consumption by surface parking lots. Five garages with an average of 600 parking spaces, totaling 3,000 spaces.
- Other principles address Bayside as a neighborhood center, recreation and open space, a social service resource network, environmental remediation and scrap yard redevelopment.

Recommendations:

- Critical Action 1: Acquire the railroad property
- Critical Action 2: Redevelop the scrap yard parcels
- Critical Action 3: Build more housing
 - Goal: To create a healthy mixed-income neighborhood with new rental and owner-occupied dwellings in a variety of sizes and types, replacing housing units lost of the past 40 years. Bayside can become a model for countering sprawl.
 - 800 new units within 25 years (including 300 by 2005)
 - City contribution
 - \$15,000 to \$20,000 per unit, not including parking structure
- Critical Action 4: Create TOD
 - Goal: To provide safe, efficient and conveniently located parking to serve many uses in Bayside, such as office, retail and residential development. To provide pedestrians, bus riders and auto drivers a balanced transportation network in Bayside that is linked to other neighborhoods and transportation service centers.
 - Implementation tasks:
 - Conduct a parking study
 - Coordinate planning, location, and sequencing of parking facilities
 - Develop a parking management plan
 - Coordinate planning and improvement of transportation-related facilities and services to achieve TOD
 - Identify site for first garage and resources and processes needed to move towards construction
- Critical Action 5: Secure the future of Portland's social service network

Maps:

Bayside implementation plan Page 25

Eastern Waterfront Master Plan

Date: June 3, 2002

Author: City of Portland Planning Office

Document Description: This document contains a review and analysis of proposed and/or desired public and private development projects within the Eastern Waterfront including the Ocean Gateway Passenger Terminal Project and potential related co-development. It also contains a review of land use and economic development policies and opportunities within the Eastern Waterfront. Traffic and parking problems are a major theme.

Purpose: The purpose of this study is to:

- Establish a Development and Master Plan for the Eastern Waterfront area that complements, enhances and integrates with the Marine Passenger Terminal Project and the adjacent neighborhood. The Master Plan will provide the policy basis for future zoning amendments necessary to implement the plan.
- Insure good urban design by (1) identifying potential public improvements to complement and enhance development in the study area and (2) establishing design guidelines to inform public and private development in the Eastern Waterfront.
- Provide the basis for future land-use planning for the rest of Portland's Waterfront.

Goals:

- Design guidelines for new development
- Give priority to maritime uses
- Use area as opportunity for economic development
- Improve waterfront access, upland connections and parking for Island residents

Relevant Recommendations:

Parking recommendations:

- Consolidate surface parking lots into shared parking
- Develop parking structures surrounded by mixed-use buildings
- Promote shared parking for abutting uses
- Use Casco Bay Island Ferry Terminal parking structure as long-term rented parking for Islanders only (currently half long-term lease, half hourly rental of the 420-space facility)

Traffic improvement recommendations:

- Street improvements on arterials to keep cruise terminal-generated traffic out of residential areas
- Improvements along Rt 295 exchange of Franklin Arterial
- Tie traffic improvements to development proposals so it is undertaken on an ongoing basis
- Create new streets to improve connections to waterfront

Portland Peninsula Traffic Study
Date: not released (completed in 2004)
Author: Peninsula Traffic Plan Committee
<p>Document Description: The study outlines a plan and recommendations for roadways and vehicle movement, concentrating on physical roadway improvements. Desired result: Detail the goals of a 25-year transportation plan to guide future transportation improvements and city policy.</p> <p>Focus on several areas on the Peninsula:</p> <ul style="list-style-type: none"> • Redevelopment of Eastern Waterfront, including Ocean Gateway project • Changes to Bayside, including addition of Amtrak service • Reconfiguration of State and High Streets to benefit Deering Oaks • Recommendations for wayfinding signage
<p>Guiding Principles:</p> <ul style="list-style-type: none"> • Development should be mixed-use & should serve the needs of Peninsula residents. • When roadway changes are made, equal attention should be given to infrastructure in support of pedestrian safety and mobility. • Traffic planning should fully respect and encourage pedestrian, bicycle, transit and other modes of transportation. • Traffic flows should be routed where they will have the least impact on sensitive areas such as neighborhoods and open spaces. • Traffic plans should route future flows to gateway entrances to the Peninsula, complete with attractive and safe entry treatments. • Traffic management techniques should be employed to avoid congestion and minimize the physical affects of increased roadway infrastructure and loss of valuable land. • Adopt appropriate land use changes on streets chosen as high-volume preferred routes. <p>Objectives:</p> <ul style="list-style-type: none"> • Maintain efficient traffic flow, acceptable levels of service, and minimize air pollution. • Change the City's Ordinance so that level of service (LOS) criteria are not necessarily the driving force behind roadway improvements. • Minimize impacts on and traffic through residential neighborhoods. • Serve Downtown, Bayside, Amtrak train station, Ocean Gateway and other on-Peninsula transportation and economic development projects that are traffic generators and employment centers. • Reduce the presence of highway corridors through Deering Oaks and restore State Street as a park entrance from Park Avenue. • Facilitate access to designated destinations by appropriate signage. • Address the I-295 corridor and interchanges, future volumes, and safety issues in a manner consistent with the Bayside Master Plan. • Address capacity issues along arterials.
<p>Findings:</p> <ul style="list-style-type: none"> • Cost of improvements <ul style="list-style-type: none"> Immediate: \$415,000 Short-term: \$13,499,000 Long-term: \$37,000,000 <p>Origin-Destination Survey</p>

- AM peak volume: 17,043 vehicles. Largest is 19% at both Casco Bay Bridge and Forest Ave.
- PM peak volume: 20,654 vehicles. Largest is 19% at Forest Avenue and 18% at Congress/Park.
- 16,030 vehicles enter, exit, or pass through the Portland Peninsula during AM peak. Most (64%) are vehicles driving to a destination on the peninsula, 30% drive from the peninsula, and 6% drive through. PM peak trips mirror that: 35% enter the peninsula, 59% exit the peninsula, and 6% pass through.
- The proportion of through-trips and local trips varies by portal
- Nearly all through-traffic on the peninsula either enters or exits via Casco Bay Bridge.
- Most through-trips have at least one end in Portland; the largest number of through-trips (48% total) are between Portland and South Portland and between Portland and Cape Elizabeth.
- Most motorists come to the peninsula from Portland (25% in AM peak & 38% in PM).
- Most trips to the peninsula enter at Preble street (25%), Forest Avenue (21%), Congress St (14%), and Deering Avenue (13%).
- The distribution of jurisdiction origins/destinations varies according to the trip origin location on the peninsula.

Recommendations:

Land Use

- Continue to encourage opportunities for the development of additional residential units within the Peninsula rather than dispersed development, to better allow residents to take transit to work.

Parking

- Adopt a parking impact fee for new development.
- Develop remote parking areas away from the Peninsula.
- Promote ridesharing programs.
- Institute fee structure changes to favor short-term parking.
- Develop a shared parking supply on the Peninsula that recognizes the importance of offset demand of parking between office, residential, and recreational uses.

Transit

- Complete a comprehensive transit study to determine what changes should be made to the current system to increase ridership to serve remote parking lots, neighborhoods and adjacent communities. Reduced congestion depends on an optimal mix of safe, convenient, reliable transportation alternatives.

Wayfinding

- General wayfinding improvements:
 - Gateway or entry signs, along major arterial routes into the downtown.
 - Parking signs, keeping with the established character of the wayfinding program, to guide, identify & direct to convenient places for motorists to leave vehicles.
 - Pedestrian oriented kiosks (you-are-here maps), at strategic points throughout the downtown area that provide information regarding orientation to, locations of, and information about attractions.
 - Pedestrian directional signs to supplement the kiosks.

Maps:

Figure 4. 2 Through-traffic movements on Casco Bay Bridge

Figure 4.3 Portland Peninsula sectors

Figure 10.1 Existing wayfinding along I-295

Figure 10.2 Proposed wayfinding routing for Eastern Waterfront

Figure 10.3 Proposed wayfinding signage for Eastern Waterfront

Destination Tomorrow, PACTS Regional Transportation Plan

Date: June 2006

Author: Portland Area Comprehensive Transportation Committee

Document Description: The plan defines a transportation vision, goals and objectives for the region and assesses current transportation and land use conditions and future trends. It also evaluates and recommends opportunities to improve the safety, efficiency, and accessibility of the transportation system, then identifies priorities and a funding framework for the region.

Three different transportation alternatives were analyzed: Interstate Highway, Arterial Roadway, and Transit.

Goals:

- Economic development – Enhance regional prosperity through support for the economic vitality of existing business and for economic development opportunities encouraged by local and regional plans.
- Mobility, safety and accessibility – Improve the mobility, safety and accessibility of people throughout the region, and the movement of goods.
- Energy conservation – Conserve and efficiently use non-renewable energy resources.
- Land use – Support land use plans and development patterns that promote efficient transportation services and systems.
- Environmental quality – Protect and improve quality of life and the human and natural environments including natural and cultural resources, air and water quality.
- Regional focus – Reflect a regional approach to transportation and land use planning and decision-making founded on effective communication and management of regional resources.

Guiding Policies:

- Maintain and preserve the existing transportation systems as the highest priority.
- Make roadway improvements at critical intersections a higher priority than roadway capacity improvements.
- Strategically expand the transportation system while continuing to meet current demands.
- Avoid building major new highways, to the extent possible, with a preference for adding capacity to existing streets first, where feasible and appropriate.
- Strengthen the link between transportation investments and land use policies, and decisions to preserve public investments and promote efficient land use patterns.
- Implement access management measures to preserve access to land uses, to preserve arterial roadway capacity and to promote safety.
- Enhance, maintain and, where appropriate, expand passenger transportation services to increase their accessibility and attractiveness to a larger number of people.
- Promote community and neighborhood livability and economic redevelopment as a goal of transportation investments.

Findings:

- Significant traffic congestion and safety problems currently exist and will worsen if current development patterns and practices, and current investment trends continue.

- Transportation issues are regional in nature and will require a concerted and coordinated multi-jurisdictional response to resolve.
- The gap between transportation needs and available funding resources is large and is widening.
- There are mixed trends in passenger transportation use and service. Ridership is increasing on inter-city bus, demand-response bus and air transportation services, and after years of decline is also increasing on local bus service.
- Passenger transportation still accounts for a small percentage of all trips made. Many areas in PACTS are not accessible by passenger transportation.
- While important to the regional economy, existing land use development patterns, heavy traffic volumes and the design of many of the region's arterials have negative impacts on adjacent residential neighborhoods.
- Land use development patterns and practices are reinforcing dependency on the automobile for travel in the region.
- Cost of improvements
 - Total funding need: \$1.024 billion
 - Potential funding available: \$501 million
 - Potential funding shortfall: \$523 million

Recommendations:

Issue Paper #5

- Invest in intermodal facilities and maintain inter-terminal links
- Maintain bus transit to connect major employment/activity centers
- Expand commuter bus/rail services to key suburbs
- Encourage TOD
- Support commuter rail to Brunswick
- Improve traveler information systems.

PACTS Regional Transit Coordination Study
Date: May 2007
Author: Greater Portland Council of Governments Southern Maine Regional Planning Commission
<p>Document Description: In order to identify opportunities to increase efficiency of transit operations within Greater Portland and to work toward the development of one regional transportation system, the study:</p> <ul style="list-style-type: none"> • Assessed existing conditions • Identified potential cost efficiencies and improvements to quality and frequency of service, increased connectivity, and ridership growth for all providers • Emphasized maintaining or improving customer service
<p>Goals: The study's overarching goal is increased public benefit and relevance of public transit through:</p> <ul style="list-style-type: none"> • Better coordination between providers • Financial savings/better funding • Improved or expanded services • Better connections and transfers • Consolidated planning and marketing • Better accountability • Better coordinated information to customer
<p>Findings: Examples of existing collaboration between Greater Portland area transit providers:</p> <ul style="list-style-type: none"> • METRO, South Portland, & the ShuttleBus all honor free transfers between services. • METRO and South Portland recently collaborated on a transfer study. • Area providers collaborate on the Federal funding distribution formula, Surface Transportation • Program (STP) transit set-aside funds and several policy issues at the PACTS Transit Committee. • METRO provides maintenance services for a portion of the RTP fleet. • The ShuttleBus provides maintenance services for all YCCAC vehicles. • METRO, South Portland, and RTP collaborate on a Medicaid (Maine Care) bus pass program providing monthly fixed route bus passes to people who document at least three medical visits per month. • METRO and South Portland are offering a Summer Student Pass for \$20 that is good for both services. • Maine Mall Transit Center – services stop in the same location at the Maine Mall, where there is transit information and a Transportation Information Display System (TIDS) screen. • METRO, RTP, SPBS and GPCOG are working collaboratively on Automatic Vehicle Location (AVL) and dispatch systems. • VIP Tour and Charter is providing service for the Portland Explorer and the University of Southern Maine. • Transit agencies are collaborating on the redesign of a Portland Downtown Transportation Center at the current METRO Pulse location.

- NNEPRA's Downeaster service and Concord Trailways are both located at the Portland Transportation Center and offer flexible tickets that can be used for either service.
- Transit providers provide vehicles to one another during emergencies or unforeseen circumstances in order to prevent disruptions in service.
- With SMRPC, South Portland and BSOOB (ShuttleBus) have commissioned a joint route design study.

Greater Portland transit strengths:

- Large quantity of available service, with substantial route coverage in the communities that are served.
- The region's three principal fixed-route bus programs accept transfers from connecting transit agencies.

Weaknesses in existing service coordination:

- Bus stop locations – Many transfers require passengers to walk between bus stops. Bus stop locations are sometimes not obvious to inexperienced bus riders. The problem stems in part from the large number of bus routes that converge on Monument Square in downtown Portland. METRO has developed a transit hub at the Elm Street Pulse, but this location is not large enough to accommodate all METRO routes, let alone buses operated by South Portland and the BSOOB ShuttleBus.
- Connecting schedule times – Connection times throughout the region are complex and confusing. This is true for connections internal to the METRO and South Portland systems, as well as for transfers between transit agencies. This situation appears to have resulted from routes and schedules that have evolved over many years with marginal adjustments, resulting in complicated routes with awkward and inconsistent headways.
- Limited traveler information – Maps and timetables published by individual transit systems include telephone numbers for other transit programs, but they offer no information about destinations served by these other providers. Regional transit information available on the Internet includes multiple agencies, but information is presented separately for individual programs, with no explanation of how to plan trips that involve more than one transit agency.

Recommendations: (To be completed by Spring 2009.)

Planning:

- Improve and expand transit service by coordinating regional planning activities.

Operations:

- Improve coordination, efficiency and service among existing transit providers by conducting a comprehensive analysis and possible redesign of local transit routes in the region.
- Control expenses and improve efficiency by exploring the coordination and/or consolidation of operational systems.

Marketing:

- Improve ridership, revenues and customer service by promoting a seamless, customer focused, service oriented transit system with coordinated marketing and promotions.

Capital Investment:

- Increase ridership, revenues and customer service by making investments in facilities and infrastructure.

Maps:

Page vi: Passenger Transportation Systems in the PACTS Area