



STATE OF MAINE  
DEPARTMENT OF TRANSPORTATION  
16 STATE HOUSE STATION  
AUGUSTA, MAINE 04333-0016

Janet T. Mills  
GOVERNOR

Bruce A. Van Note  
COMMISSIONER

Applicant: Crossroads Holdings, LLC  
P.O. Box 485  
Scarborough, ME 04070  
Project Location: Scarborough Downs Rd, Scarborough, ME  
Scarborough Tax Map R052, Lot 4  
Project: Mixed-Use Development for the Downs – Modification 1  
Identification #: Reg. 01-000321-A-N  
Permit Category: 200+ PCE's  
Traffic Engineer: Gorrill Palmer  
Attn: Randy Dunton, PE, PTOE  
707 Sable Oaks Drive, Suite 30  
South Portland, ME 04106  
(207) 772-2515

Pursuant to the provision of 23 M.R.S.A. § 704-A and Chapter 305 of the MaineDOT's Regulations, the Maine Department of Transportation has considered the application of Crossroads Holdings, LLC with supportive data, agency review and other related materials on file.

### **PROJECT DESCRIPTION**

The project includes Modification 1 of the proposed multi-phase redevelopment that will eventually include all the Scarborough Downs property. The proposed land uses in Modification 1 include the following identified by District on the site plan.

- Town Center Residential District
  - Single-Family Detached Housing: 175 Units
  - Apartments: 200 Units
  - Residential Condominium/Townhouse: 175 Units
- Town Center – North District
  - Recreational Community Center: 130,000 square feet
  - Residential Condominium / Townhouse: 75 Units
  - Apartments: 75 Units
  - General Office: 250,000 square feet
  - Specialty Retail Center: 15,000 square feet
  - Day Care: 15,000 square feet
  - High Turnover (Sit Down) Restaurant: 15,000 square feet

## Mixed-Use Development for the Downs – Modification 1

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### - Innovation District

-Industrial Park: 400,000 square feet

### - Haigis District

-Nursing Home: 40 Beds

- General Office: 12,500 square feet

- Medical / Dental Office: 7,500 square feet

- Hotel: 75 Rooms

- High Turnover (Sit Down) Restaurant: 7,500 square feet

- General Office: 25,000 square feet

### - Payne Road District

- Gas Station and Convenience Store: 6,000 square feet with 12 fueling positions

- Specialty Retail: 20,000 square feet

- Supermarket: 80,000 square feet

The Scarborough Downs property is currently accessed via Scarborough Downs Road, a private way, and is located between Route 1, Haigis Parkway, and Payne Road in Scarborough. Development within Modification 1 will be accessed via internal full movement accesses directly onto Scarborough Downs Road. In addition, the site is proposing a new access road, Center Street, connecting Haigis Parkway and the Scarborough Downs Road.

The Modification 1 project is estimated to generate 2,505 AM and 3,301 PM weekday peak hour Adjacent Street trip ends and 2873 Saturday peak hour of Generator trip ends.

Due to mixed-uses within the Development the, above noted, trip ends were reduced 15% for the Traffic Impact Study (TIS). The TIS was based upon 2,131 AM and 2,808 PM weekday peak hour Adjacent Street trip ends and 2,444 Saturday peak hour of Generator trip ends.

### **Findings**

Based on a review of the files and related information, MaineDOT approves the Traffic Movement Permit Application of Crossroads Holdings, LLC subject to the following conditions:

### **MITIGATION**

The mitigation is intended to describe that conceptually shown on the following plans provided by Gorrill Palmer:

1. Concept Plans A1 – Revised 8/3/2021; A2 – Revised 7/16/2021; A3 – Revised 7/30/2021
2. Concept Plan Set B – Revised 8/2/2021
3. Concept Plans C1, C2 – Revised 7/30/2021; C3 – Revised 8/16/2021
4. Concept Plans D1, D2 – Revised 7/30/2021
5. Concept Plans E1, E2, E3 – Revised 8/16/2021
6. Concept Plans F1, F2, F3 – Revised 7/30/2021
7. Concept Plan G1 – Revised 8/11/2021

8. Concept Plan H1 – Revised 7/30/2021
9. Concept Plans I1, I2 – Revised 7/16/2021

If the descriptions contained herein conflict with the plans, these descriptions shall take precedence over the plans. The following are some of the details that are not fully represented on concept plans: signal or pedestrian signal plans, ADA improvements, typical cross sections, property lines, interface lines, turning templates, pavement markings, signage, pavement structure, and construction limits. Not all the mitigation discussed herein may be shown on those or any plan. The following mitigation shall be constructed or implemented to MaineDOT's satisfaction as described below, or as otherwise approved by MaineDOT.

### **On-Site Mitigation**

Provide a continuous interconnected two-way roadway between the three site entrances (Route 1, Payne Road, and Haigis Parkway) allowing through travel to and from the off-site highway network.

#### **Scarborough Downs Road / Payne Rd (Signalized)**

The site entrance shall consist of one ingress lane and three vehicular egress lanes (left, thru, right) and a bike lane. See below for Off-Site Mitigation requirements at this intersection.

#### **Scarborough Downs Road / Route 1 (Signalized)**

The site entrance shall consist of one ingress and three egress lanes (left, left/thru, right) and sidewalks. See below for Off-Site Mitigation requirements at this intersection.

#### **Center Street / Haigis Parkway**

The Center Street entrance shall consist of a single ingress lane and two vehicular egress lanes (left, right) and a multi-use path. See below for Off-Site Mitigation requirements at this intersection.

#### **Bicycle / Pedestrian Network**

Provide a sidewalk network, bicycle lanes, and multi-use paths within the Downs site. Facilities to be constructed as individual developments are approved through the local approval process.

#### **Transit**

The Applicant will construct all internal Downs on-site bus stops or other defined transit improvements as approved by the local approval process.

#### **General Requirements for All Entrances**

The entrances shall provide overhead illumination, if not existing, to illuminate the intersections per MaineDOT standards at a minimum. Overhead lighting shall have an average of 0.6 to 1.0 foot candles, with the maximum to minimum lighting ratio of not more than 10:1 and an average to minimum light level of not more than 4:1.

The entrances shall have all appropriate lane, center line, and directional pavement markings. All markings shall be supplied, installed/painted and maintained yearly.

#### **Off-Site Mitigation – Phasing Plan and Fees**

The required mitigation, noted below, shall be completed during the calendar year noted in each section. MaineDOT approved construction plans, incorporating the Town of Scarborough review, for each mitigation requirement, shall be completed by November 1<sup>st</sup> of the calendar year before the required completion calendar year. A design and review workplan will be provided to the Town and the MaineDOT before March 15<sup>th</sup> each calendar year. If any TMP mitigation requirements are not substantially completed during the calendar year associated with the mitigation (noted below) or any approved plan is not submitted during the calendar year before their respective completion calendar year, no further occupancy permits, associated with this TMP, shall be issued by the Town of Scarborough, and the TMP shall be rescinded.

For all mitigation shown below, any ADA improvements (ramps, truncated domes, APS signals, etc.) are expected to be part of the individual projects. Any traffic signals that currently have or will have pedestrian facilities built as part of the project will have APS (pedestrian signals) installed. Recessed durable (thermoplastic) markings shall be required for any merge areas and skips (dotted lines) through intersections between dual left turn lanes or as otherwise requested below. Alternating Merge distances shall meet the guidelines described in the latest Traffic Engineering Striping and Stenciling Handbook.

#### **General Requirements for All Signals in Scarborough**

Unless otherwise approved by the Town of Scarborough, install a new fully functioning Siemens ATC cabinet and foundation, Siemens ATC controller and MMU, and meeting current Maine DOT ATC specification, with Field Monitoring Unit, and fully-functional Rhythm Engineering InSync Traffic Adaptive Signal hardware and software, new stop bar and advanced detection as required by the needs of the adaptive system, and as directed by the Town of Scarborough.

New 5-inch black louvered backplates with 3” retroreflective borders shall be provided for all signal heads. Coordination with the municipality shall be required to determine if any signal heads are to be replaced at the time of implementation (at the municipality's cost). Should signal heads be replaced the Applicant will be expected to meet the latest traffic signal design standards, including but not limited to flashing yellow arrow implementation.

Switches will be required in cabinets along the Route 1 corridor to enable connection to the Town's fiber optics network.

### General Requirements for All Signals in South Portland

Unless otherwise approved by the Town of South Portland, install a new fully functioning Trafficware ATC cabinet and foundation, Trafficware ATC controller and MMU, and meeting current Maine DOT ATC specification, with Field Monitoring Unit, and fully-functional Rhythm Engineering InSync Traffic Adaptive Signal hardware and software, new stop bar and advanced detection as required by the needs of the adaptive system, and as directed by the Town of South Portland.

New 5-inch black louvered backplates with 3” retroreflective borders shall be provided for all signal heads. Coordination with the municipality shall be required to determine if any signal heads are to be replaced at the time of implementation (at the municipality's cost). Should signal heads be replaced the Applicant will be expected to meet the latest traffic signal design standards, including but not limited to flashing yellow arrow implementation.

Switches will be required in cabinets along the Maine Mall Road corridor to enable connection to the Town's fiber optics network.

The Applicant shall provide 8 hours of InSync training to the Town of South Portland. This training shall be led by the InSync vendor or an InSync accredited trainer.

### General Requirements for All Signal improvements

All new signals and signal improvements shall meet the most recent MaineDOT Traffic Signal Standards. Any signal modification that includes any excavation shall include ADA upgrades to the entire intersection.

### **2022 Construction Improvement Projects – Payne Rd and Route 1 Corridor Focus**

1. Right turn lane on Haigis Parkway approach at Payne Road, Reference Concept Plans A1 and A2: Construct a 250-foot-long dedicated right turn lane. Convert the existing through/right turn lane to a through only lane. Construct the appropriate flush center island. Change appropriate signal heads, signage and striping. Install the appropriate overhead lane-use signs. The Applicant shall coordinate design and construction activities with the proposed Acura development.
2. Alternating Merge on Payne Road, Reference Concept Plans A3: Construct an Alternating Merge for northbound Payne Rd traffic in the vicinity of Ginn Road that meets the requirements detailed in the latest MaineDOT Traffic Engineering Striping and Stenciling Handbook for the Official Speed Limit, 35 MPH. Recessed durable (thermoplastic) pavement markings and lines shall be installed throughout the Alternating Merge and includes arrow stencil markings. Install overhead signs.

3. Payne Road and Holmes Road/Scarborough Downs/Bridges Drive Intersections. Reference Concept Plans B1-B5.
  - a. Extend the NB left turn lane to 200 feet and the SB left turn lane to 350 feet and correct alignments where necessary at the Payne Road/Holmes Road/Scarborough Downs intersection.
  - b. Convert the existing NB right turn lane to a through / right lane and construct a second NB receiving lane on Payne Road.
  - c. Construct an Alternating Merge for northbound traffic on the north side of the intersection that meets the requirements detailed in the latest MaineDOT Traffic Engineering Striping and Stenciling Handbook for the Official Speed Limit. Recessed durable (thermoplastic) pavement markings and lines shall be installed throughout the Alternating Merge, includes arrow stencil markings. Overhead signs shall be installed.
  - d. Construct 4-foot-wide raised center traffic island on Payne Road that restricts driveways from the site to a right-in / right-out only and extends from the Holmes Road intersection to 150 feet north of Bridges Drive. Add vertical features to the island as directed by the Town.
  - e. Recessed durable (thermoplastic) markings shall be used for all dashed, dotted or solid lane lines for 250 feet on all approaches.
  
4. At the following intersections, perform signal upgrades as defined above, “General Requirements for All Signals in Scarborough” and “General Requirements for All Signal improvements”:
  - a. Route 1 and Municipal Drive
  - b. Route 1 and Gorham Road/Black Point Road (Oak Hill)
  - c. Route 1 and Hannaford Drive/Starbucks
  - d. Route 1 and Portland Farms Road/Martin’s Point
  - e. Route 1 and Hillcrest Avenue/Green Acres Lane

**2023 Construction Improvement Projects – Route 1 Corridor, North Scarborough and Eight Corners Focus**

1. At the following intersections, perform signal upgrades as defined above, “General Requirements for All Signals in Scarborough” and “General Requirements for All Signal improvements”:
  - a. Route 1 and Scarborough Downs
  - b. Route 1 and Haigis Parkway/Lincoln Street
  - c. Route 1 and Enterprise Business Park/Willowdale Road
  - d. Route 1 and Commerce Drive
  - e. Route 1 and Sawyer Road
  - f. Gorham Road and Mussey Road
  - g. Mussey Road and Spring Street
  - h. Gorham Road and Spring Street
  - i. Gorham Road and County Road
  - j. Gorham Road and Saco Street/Beach Ridge Road

2. Route 1 and Scarborough Downs intersection, Reference Concept Plans C1-C3:
  - a. Realign intersection eliminating right-turn slip lanes, provide 300 feet of vehicle storage to the Route 1 southbound right turn lane. Extend the Downs Road SB right turn lane to 150 feet. Construct 200-foot SB left turn lane on Downs Road.
  - b. The southbound right turn into Scarborough Downs Road shall, at a minimum, allow a turning radius of the Scarborough Ladder Truck without encroachments.
  - c. Include installation of the fourth (eastern) leg of intersection. If the Property Owner chooses to signalize this leg, the design and construction costs associated with this signalization shall be paid by the Property Owner. If the Property Owner chooses not to signalize the fourth leg, or pay for the signalization of the of this leg, the Applicant shall remove the existing driveway pavement, install curb along the existing curb line, and loam and seed within the State right-of-way.
  - d. Construct new sidewalk and connections to existing sidewalk on westside of Route 1 between Enterprise Business Park and Millbrook Road. The Applicant shall work with the Town to create a safe pedestrian crossing over Mill Brook. If the sidewalk is constructed on the roadway side of the guardrail, the culvert inslope shall be maximized, the guardrail shall be removed, and the sidewalk and new guardrail shall be placed to maximize the offset from the Route 1 travelway.
  - e. Construct crosswalk and associated signal improvements across Route 1 and Scarborough Downs Road.
  - f. Recessed durable (thermoplastic) markings shall be used for all dashed, dotted or solid lane lines for 250 feet on all approaches.
  - g. Contribute \$20,000 payment, to the MaineDOT, towards bus pull-off/shelter/platform at Route 1 @ Downs entrance.
3. Construct Oak Hill Improvements, Reference Concept Plans D1 and D2:
  - a. Change flush concrete islands on Route 1 to raised islands with Type 5 curb. The island for the northbound approach shall be 4 feet wide with 1-foot shoulders (total of 6 feet) and extend 100' past the intersection of Route 1 and Fairfield Road with a total length of 320 feet. The island for the southbound approach shall be 4 feet wide with 1-foot shoulders (total of 6 feet) and a total length of 600 feet.
  - b. Construct similar raised islands for Black Point Road and Gorham Road. The island for the Gorham Road approach shall be 4 feet wide with 1 foot shoulders (total of 6 feet) and 190 feet long. The island for the Black Point Road approach shall be 4 feet wide with 1-foot shoulders (total of 6 feet) and 170 feet long. The Black Point Road approach island shall extend approximately 245 feet from the stop bar and a minimum of 50' beyond the gas station entrance (on the northeast corner of the intersection). The sidewalk on the southerly side of Black Point Road shall be reconstructed and any impacted drainage shall be removed and reset.
4. Recessed durable (thermoplastic) skip markings shall be installed between all dual left turn lanes at the intersection of Route 1 and Haigis Parkway.



5. County Road and Gorham Road intersection, Reference Concept Plans E1 – E3:
  - a. Construct an Alternating Merge for westbound County Rd traffic that meets the requirements detailed in the latest MaineDOT Traffic Engineering Striping and Stenciling Handbook for 30 MPH. Recessed durable (thermoplastic) pavement markings and lines shall be installed throughout the Alternating Merge and includes arrow stencil markings. Overhead signs shall be installed. Reference Concept Plans E1.
  - b. Stripe, sign and update pavement markings on both Gorham Road and County Road WB approaches for dual lane operations. Recessed durable (thermoplastic) markings shall be used for all dashed, dotted or solid lane lines for 250 feet on all approaches.

### **2024 Construction Improvement Projects – Payne Rd Corridor/Signals Focus**

1. At the following intersections, perform signal upgrades as defined above, “General Requirements for All Signals in Scarborough” and “General Requirements for All Signal improvements”:
  - a. Payne Road and Holmes Road/Scarborough Downs Road
  - b. Payne Road and Mussey Road
  - c. Payne Road and Gorham Road
  - d. Payne Road and Sam’s Club
  - e. Payne Road and Marden’s
  - f. Payne Road and Gallery Boulevard
  - g. Payne Road and Cummings Road
2. At the following intersections, perform signal upgrades as defined above, “General Requirements for All Signals in South Portland” and “General Requirements for All Signal improvements”:
  - a. Payne Road and Southborough Drive
  - b. Maine Mall Road and Goodwill/Route 703 Ramp
  - c. Maine Mall Road and I-95 Ramp
  - d. Maine Mall Road and Philbrook Avenue
  - e. Maine Mall Road and Best Buy/Hilton
  - f. Maine Mall Road and Running Hill Road/Gorham Road
3. Payne Road and Mussey Road intersection, Reference Concept Plans F1-F3:
  - a. Add 4-foot-wide raised center traffic island on the north leg of Payne Road to restrict left-turn movements to/from Ashley Drive. The island shall be 4 feet wide with 1-foot shoulders (total of 6 feet) and 230 feet long.
  - b. Construct a 250-foot right-turn lane with appropriate taper on the NB Payne Road approach.
  - c. Recessed durable (thermoplastic) markings shall be used for all dashed, dotted or solid lane lines for 250 feet on all approaches.
  - d. Construct a 4-foot paved shoulder the full length of the radius on the Northeast corner. This shall begin, on Mussey Road, 50’ before the Mussey Road stop bar and extend until it matches into the existing Payne Road shoulder.



4. Payne Road and Gorham Road, Reference Concept Plan G1:
  - a. Develop a full set of Town of Scarborough approved design plans to add a second left-turn lane on westbound Gorham Road approach creating dual left-turn lanes. Design adjustments will need to be made to Payne Rd to accommodate this. Unless otherwise directed by the Town of Scarborough, the length of the left turn lanes shall be 200 feet. These Design plans will include a review of opposing left-turn radii to eliminate conflicts, a study to identify required turn lane lengths, signal phasing, software and hardware modifications, and center island modifications. The Applicant is not required to construct this developed plan.
  - b. Construct 4-foot-wide raised center traffic island on westbound Gorham Road approach from Payne Road to Shaw’s Supermarket. Maximize the length of the left turn lane within the existing space. Add vertical features to the island as directed by the Town.
  - c. The Applicant shall modify the profile transitions for Gorham Road through the Payne Road intersection. This will mainly focus on the eastbound profile. It may include modifications to the westbound profile. The final profiles shall allow for a smooth transition through the intersection. The final profiles shall meet the latest MaineDOT “Profiles of Intersecting Roads” requirements.
  - d. Recessed durable (thermoplastic) markings shall be used for all dashed, dotted or solid lane lines for 250 feet on all approaches.
  
5. Unless otherwise directed by the Town of South Portland, install Rhythm Engineering InSync Traffic Adaptive Signal hardware and software, or Study and implement optimum timing and phasing at the following intersection: Running Hill Road and Cummings Road.

**2025 Construction Improvement Projects**

**No Mitigation Required during 2025**

**2026 Construction Improvement Projects**

1. Haigis Parkway Pedestrian Facilities, Reference Concept Plan H1: Construct Pedestrian Connection Between the Cabela’s entrance and Center Street via Haigis Parkway. Unless otherwise approved by the Town of Scarborough or the MaineDOT, the sidewalk constructed on Haigis Parkway shall be located behind the existing ditch. If approved by the Town of Scarborough, the Applicant may use “The Beacon”, or other, development to meet this pedestrian connection requirement. Unless otherwise approved by the Maine Turnpike Authority, MaineDOT and the Town of Scarborough, this pedestrian connection shall not be routed through the Exit 42, Payne Road, and Haigis Parkway intersection unless the proposed design and an updated study demonstrates that the pedestrian facilities will have no negative impacts to the Vehicular Level of Service or Vehicular Queueing for all intersection movements.

2. Haigis Parkway and Center Street, Reference Concept Plans I1 and I2: Construct Center Street and intersection of Center Street and Haigis Parkway. Center Street to have a single ingress lane and two vehicular egress lanes (left, right) and a multi-use path. Construct a 250-foot left turn lane on Haigis Parkway with appropriate taper, and an 11-foot-wide by 50 foot left turn area for vehicles turning into the 40 Haigis Drive property. All traffic island transition areas on Haigis Parkway will be approved stamped asphalt to match the existing locations.

Install a traffic signal as defined above, “General Requirements for All Signals in Scarborough” and “General Requirements for All Signal improvements”. Include installation of both surface and subsurface infrastructure required for signalization in the initial construction of the intersection. If the 40 Haigis Drive parcel entrance is located opposite Center Street before November 1, 2025, the Applicant shall signalize this entrance.

The signal shall be installed but will operate in flash mode until such time that the traffic using this intersection triggers one of the Manual on Uniform Traffic Control Devices signalization warrants. The Applicant shall perform an engineering study during the first summer, at least 6 months after opening and again during the summer at least 18 months after opening.

3. Clearing of vegetation shall be completed northerly of the intersection and on the west side of Haigis Parkway to maximize the sight distance from the intersection to the north. Clearing shall not go outside of Haigis Parkway right-of-way.

**Other Improvements:**

1. Internal pedestrian connections from the development to Sawyer Road shall be constructed before associated development is occupied or by December 31, 2026, whichever occurs sooner.

**Fees (paid before any occupancy associated with this TMP):**

1. Investments in Transit and Zoom:
  - a. \$12,500 payment towards PACT’s Study
  - b. \$15,000 commitment to Zoom
2. Safety Impact Fees paid to MaineDOT (non-mitigation HCL intersections and segments):
  - a. Blackpoint/Eastern - \$9,731
  - b. Gorham/Sawyer - \$4,062
  - c. Gorham - Laurel Ridge to New - \$25,809
  - d. Route 1 - Broadturn to Orchard – \$61,876
  - e. Route 1 - Hannaford to Downeast – \$33,894
  - f. Spring - Portland Glass to Thomas - \$15,310

**Impact Fees (paid to the Town of Scarborough as per Town Ordinance):**

1. Dunstan Area Impact Fees
2. Haigis Area Impact Fees

**Overall Requirements**

A. Provide all necessary auxiliary signs, striping and pavement markings to implement the improvements described herein according to MaineDOT and/or National standards.

B. All plantings and signs (existing and/or proposed; permanent and/or temporary) shall be placed and maintained such that they do not block available sight distances and do not violate the State’s “Installations and Obstructions” law. No signage, plantings or structures shall be allowed within the “clear zone” if they constitute a deadly fixed object as determined by MaineDOT. All signs shall meet MRSA Title 23, Chapter 21, Section 1914: “On-Premise Signs”.

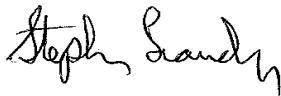
C. If any of the supporting data or representations for which this permit is based changes in any way or is found to be incorrect / inaccurate, the Applicant shall request in writing from MaineDOT a decision of what impacts those changes will have on the permit. The Applicant will then be required to submit those changes for review and approval and additional mitigation as a result of those changes may be required at the expense of the Applicant.

D. Because the proposed project affects the State Highway and drainage systems and requires improvement to that system, the Applicant must obtain approval of the design plans and coordinate work through MaineDOT’s Region Engineer in Scarborough, who can be reached by phone at (207) 885-7000.

E. All work on the Maine Turnpike Authority (MTA) property, including placement of constructions signs or changes to traffic signals maintained by the MTA requires an MTA work permit and MTA review and approval.

F. This Permit expires on December 31, 2026 for those lots which building permits have not been issued. This Permit is renewable for 5 years from 2026, to the end of 2031. To renew this Permit, the Applicant shall submit a letter to the MaineDOT requesting renewal. This request shall include documentation detailing the completed mitigation. If the request is submitted to the MaineDOT before the Permit expires and the request documents that all the required mitigation is substantially complete before January 1, 2027, the Permit shall be renewed to expire on December 31, 2031.

By:



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Stephen Landry, P.E.  
State Traffic Engineer

Date: 8/27/2021