

AGENDA
TOWN COUNCIL WORKSHOP
WEDNESDAY, FEBRUARY 15, 2017
DISCUSSION ON THE GORHAM EAST/WEST CORRIDOR
6:00 P.M. - CHAMBERS

Item 1. Call to Order.

Item 2. Those Present.

Item 3. Discussion on the Gorham East/West Corridor

Item 4. Adjournment.

**RESOLVE TO FOLLOW THROUGH WITH
A TRANSPORTATION AND LAND USE ACTION PLAN
FOR THE GORHAM EAST-WEST CORRIDOR**

WHEREAS,

A. Vital to the economy of our region are the principal East-West routes between the urban core of Portland and South Portland and the suburbs in Scarborough, Gorham, Westbrook and other areas to the west, connected by Routes 22, 25, and 114, and the intersecting North-South Routes 1 and 202, and the Maine Turnpike (I-95) and I-295.

B. At the request of the Towns of Gorham and Scarborough and the Cities of South Portland and Westbrook, the 123rd Maine State Legislature in Resolve 2007, c. 95, commissioned the Maine Turnpike Authority (MTA) and the Maine Department of Transportation (MaineDOT) to review existing and potential new routes from the Maine Turnpike to municipal centers in western Cumberland County, to determine how to reduce congestion on state and local roads and to improve access between the Turnpike and outlying communities.

C. As directed by the Legislative Resolve, the parties have completed the Gorham East-West Corridor Feasibility Study led by a Steering Committee of officials from Gorham, Westbrook, South Portland, Scarborough, MTA, MaineDOT, and the Portland Area Comprehensive Transportation System (PACTS).

D. The Feasibility Study published in September 2012 responded to the Resolve with findings that the study area is highly congested with 64 high crash locations and seven intersections operating at unacceptable levels of service.

E. Current morning and evening rush hour congestion on key arterials such as Route 114, Route 22, Running Hill Road, and Spring Street is probably the worst in Maine. Traffic backups of more than a mile long are not uncommon. This congestion causes an unacceptable loss of productivity, wasted fuel, degraded air quality, safety hazards, ever-worsening environmental impacts, and mobility constraints for those who depend on these over-burdened roads for daily passage.

F. The Feasibility Study projected that over the next 25 years this area of Maine will receive a significant share of statewide growth, leading to worsening traffic, a tripling in the number of congested intersections, a shift of traffic to residential and secondary roads, and an increase in safety “hotspots.”

G. It is currently projected that population growth if left unchecked will build out rural areas rather than congregate in existing suburban and urban centers and that this will impose unsustainable demands on the existing transportation network.

H. The 2012 Feasibility Study identified and evaluated a range of potential solutions to the area’s transportation and land use needs, resulting in recommendations to implement roadway improvements; transit service expansion; and land use, zoning and growth management measures in a regionally planned and coordinated manner. The Study highlighted that all three of these strategies are necessary to address the existing transportation congestion and capacity issues. A regional approach is necessary to provide more efficient land use choices, expand transit services, and maximize the efficiency and safety of the roadway system to avoid an over-reliance on adding highway capacity.

I. The 2012 Feasibility Study identified two alternative highway improvement scenarios to address congestion and safety within the study area:

- (1) further develop, widen and expand the capacity of existing roads and intersections along the congested routes; or
- (2) build a limited access by-pass corridor to provide unimpeded mobility, remove traffic from existing roads, and preserve local roads for local destinations including residential, village, and small businesses areas.

J. MaineDOT has limited resources with which to build either scenario recommended by the 2012 Feasibility Study. If granted Legislative authority, MTA does have the fiscal capacity to plan for and build a limited access by-pass through the region as a connector to the Turnpike provided that a toll is imposed to build and maintain the connector and amortize necessary bonding.

K. Until a new strategy for regional traffic management is defined for the study area, it is not possible for municipalities to complete long range plans for future land use, to zone affected regions appropriately, to consider how and where to extend public utilities, or to determine how best to develop or preserve existing villages in North Scarborough, South Gorham and other areas under pressure from growing congestion.

L. All area communities have benefited from extensive reviews and studies conducted by (PACTS) which is the region's federally-mandated metropolitan planning organization.

NOW, THEREFORE,

1. Given the public consensus among municipal and regional interests, the shortage of resources from the Maine Department of Transportation, the compelling long term and sustainable safety, environmental and livability advantages of a new limited access highway, and the fiscal capacity of the Maine Turnpike to address such needs, we urge the Maine Legislature to find it in the public interest for the Turnpike to pursue planning and development of a limited access connector between South Gorham and an appropriate juncture to the Maine Turnpike at or near Exits 44 or 45.

2. The undersigned communities find that building a new limited access highway corridor is appropriate from an economic, environmental, and land planning perspective if done in conjunction with coordinated plans supported by each of the engaged municipalities under guidance and coordination from PACTS.

3. Each of the undersigned municipalities pledges to make sensible and appropriate land planning decisions to adjust to improved patterns of travel through and within the affected area in coordination with each other.

City of South Portland

Signed: _____

Title: _____

Date: _____

City of Westbrook

Signed: _____

Title: _____

Date: _____

Town of Gorham

Signed: _____

Title: _____

Date: _____

Town of Scarborough

Signed: _____

Title: _____

Date: _____

**Portland Area Comprehensive Transportation
System**

Signed: _____

Title: _____

Date: _____

Memorandum of Agreement
Between the
STATE OF MAINE DEPARTMENT OF TRANSPORTATION,
MAINE TURNPIKE AUTHORITY, THE PORTLAND AREA
COMPREHENSIVE TRANSPORTATION SYSTEM (PACTS),
THE MUNICIPALITIES OF GORHAM, SCARBOROUGH,
SOUTH PORTLAND AND WESTBROOK
REGARDING
A GORHAM EAST-WEST CORRIDOR STUDY,
PHASE I, FEASIBILITY

Whereas, transportation deficiencies in the east west corridor between the vicinities of Gorham and Portland, Maine ("the Study Area") have been evident to the Maine public and policy makers for decades, including but not limited to insufficient capacity, increasing traffic congestion in the area, outdated road design features and safety issues;

Whereas, said transportation deficiencies have been documented in numerous studies and reports, including but not limited to the Westerly Connector Study (1988), the Route 25 Corridor Study (1993), the Gorham-Portland Alternatives Analysis (1997) and the Route 114/I-295 Ramp Study (1998), the Route 22/114 Location Study (1999), the Maine Mall Area Transportation Plan (2001), the PACTS 22/114 Overlap Study (2002), PACTS Destination Tomorrow Plan (2003) and the Gorham Bypass Environmental Assessment (2003);

Whereas, the Department has recently commenced construction on Phase One of the Gorham Bypass Project, designed to partly address these deficiencies through construction of a two lane bypass of Gorham village connecting Route 114 and Route 25;

Whereas, the Department and Authority agree that, even with successful completion of Phase One of the Gorham Bypass, the Study Area will continue to exhibit substantial transportation deficiencies, particularly in regard to connectivity between the Study Area and major transportation facilities in greater Portland, including but not limited to the Maine Turnpike;

Whereas, The purposes of the Feasibility Study are to assess existing and likely future growth pressures, and how those will affect transportation systems and services in the area between Phase 1 of the Gorham Bypass, the Maine Turnpike and the Cumberland County communities of Gorham, Westbrook, Scarborough and South Portland. This assessment will serve to identify and analyze prudent and feasible land use management strategies and transportation investments that will facilitate coordinated land use and transportation decisions, foster economic development and community revitalization, and preserve sense of community and quality of life for study area cities and towns consistent with comprehensive plans and all applicable state and federal policies, laws and regulations.

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Whereas, the municipalities of Gorham, Scarborough, South Portland and Westbrook, Maine (collectively "the Municipalities"), have requested, via various joint resolutions adopted in the year 2007, that the Maine Turnpike Authority participate, in conjunction with the Department, in further study of potential transportation improvements in the area;

Whereas, the Portland Area Comprehensive Transportation System (PACTS) has responsibility for and expertise relating to the Study Area's transportation infrastructure and has established the improvement of transportation in the Study Area through an integrated approach involving the consideration of land use and well as transportation strategies as a goal in their 2006 long range planning document Destination Tomorrow;

Whereas, the goal of improving interconnectivity between the Maine Turnpike and other transportation systems in the region is consistent with the Authority's statutory purposes, including but not limited to 23 MRSA § 1974, and therefore said goal justifies the Authority's participation in further study of potential improvements in the Study Area;

Now, Therefore, the Department, the Municipalities and the Authority agree as follows:

1. The Department and Authority agree to jointly conduct a Phase I feasibility study consistent with Maine's Integrated Transportation Decision-making (ITD) process and the requirements of the STPA, NEPA and the USACOE New England Highway Methodology to evaluate potential transportation and land use management strategies to improve transportation in the east west corridors between Portland and communities in western Cumberland County, particularly in the vicinity of Gorham, Maine. The goals of these strategies will include, but not necessarily be limited to the following: improve public safety, relieve present and future traffic congestion and improve access to major transportation facilities in the greater Portland area, including the Maine Turnpike, I-295 and the Portland Jetport. The Phase I portion of the Study will develop a Feasibility Study Purpose and Need Statement; determine, collect and analyze relevant data relating to existing conditions including environmental constraints; invite participation with the USACOE of New England, and the public to develop a broad range of strategies to result in a preliminary list of potentially reasonable and feasible alternatives that warrant further analysis and methodologies of study consistent to the achievement of goals developed with the Purpose and Need Statement consistent with the NEPA. The Phase I Study will

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be conducted according to the Process Flow Chart and Scope of Work attached to this Agreement as Exhibit A and incorporated herein.

2. The Department and Authority agree the Authority will be responsible for the management and conduct of the Study with the Department functioning in an advisory supporting role. A separate Memorandum of Agreement between the Department and the Authority will further define the roles and responsibilities of the Department and Authority in the funding, management and conduct of the Study.

3. The Municipalities and PACTS agree to participate in the Study in a supporting role, which participation shall include but not be limited to:

(a) Appointment by each Town and PACTS of a representative to a Steering Committee, which representatives will be available for regular attendance at Group meetings and will further serve as coordinators between the Authority, the Department, PACTS and the Municipalities in all matters related to the Study;

(b) Full cooperation with the Authority and Department in making all relevant data and information in the possession of the Municipalities available; and to assist the Authority and Department in the evaluation of that data, or in the development of further data which the Authority or Department deem necessary or convenient to the Study goals;

(c) Commitment of Town and/or PACTS human and technical resources in the development of the Feasibility Study Purpose and Need Statement in accordance with the requirements of STPA and NEPA, as well as the identification of potential transportation and land use strategies that warrant further analysis to weight the potential achievement of the Purpose and Need. The Purpose and Need Statement is a clear statement of identified objectives that the proposed study is intended to achieve for enhancing and improving transportation and land use conditions. Commitment of technical and human resources to assist in the development of other work products of the Study consistent with the Scope of Work attached to this Agreement.

(d) To assist the Authority and Department with any public participation or informational processes, including but not limited to Town and PACTS assistance

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in communication with the public or stakeholders and participation of Town and PACTS representatives at any public meetings the Authority or Department may deem necessary, as shown in the chart entitled Preliminary Roles and Responsibilities attached to this Agreement and incorporated herein.

(e) To refer the results and recommendations of the Study, including but not limited to specific transportation and land use management strategies, if requested, to the legislative body of the Town and/or PACTS for approval.

(f) To coordinate with other Municipalities in the region in relation to the Study and to encourage those other Municipalities to participate in future phases of the Study.

(g) To cooperate fully with other parties who may become signatories to this Agreement and/or who may be brought in as partners in the study process by MaineDOT and the Authority.

4. The Steering Committee will participate in regular meetings with the Authority and the Department and will develop non-binding advisory recommendations as to any matter encompassed by the Study when requested by the Authority.

5. The Department and Authority agree to move all feasible strategies from the Phase I Study forward to the Phase II Study if there is a consensus reached by parties to this Agreement and funding is secured. The consensus building process will be determined and agreed upon by all of the parties to this agreement. The Parties understand and agree that any study is contingent on broad based support and the availability of funding. The Parties understand that land use management strategies have an impact on the effectiveness of transportation strategies and further understand that the implementation of certain land use management strategies in the Study Area may, in the Department and Authority's discretion, become a condition of further study or implementation of any particular transportation strategy.

By their signature below, the parties acknowledge that they have read and understood the Agreement above and are fully authorized to bind their principals to the terms thereof.

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David A. Cole 3-13-09

David A. Cole
Commissioner
Maine Department of Transportation

Paul E. Violette

Paul Violette
Executive Director
Maine Turnpike Authority

David O. Cole

David Cole
Town Manager
Gorham, Maine

Tom Hall

Tom Hall
Town Manager
Scarborough, Maine

Jim Gailey

Jim Gailey
City Manager
South Portland, Maine

Bruce Chuluda

Bruce Chuluda
City Mayor
Westbrook, Maine

John Duncan

John Duncan
Executive Director
Portland Area Comprehensive Transportation System

February 24, 2009

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Preliminary Roles and Responsibilities

Cities and Towns	Regional Planning Agencies
• Work with, respond to, and document local individual and group issues, and goals • Assign a representative to the Steering Committee (one per City and Town) • Host public informational meetings • Timely review of study products and provide a single comprehensive set of comments from each City and Town • Provide available data and information upon request by the study team. • If required, assist in the development of a Phase II MOA to implement the results of the Phase I Feasibility Study. • If required, to guide development of the “prudent and feasible transportation and land use management strategies” Affected Cities and Towns will sign a Phase II MOA to further analysis of prudent and feasible strategies identified in Phase I.	• Assign a representative to the Steering Committee (one per agency) • Promote the “one voice” concept with the Cities and Towns and local stakeholders • Assist the Phase I MOA signatories per their respective Regional Planning Commission Agreements, as needed. • Provide copies of data files and other information within the study area as developed or compiled by their respective agency. • Guide development of the “transportation and land use management strategies” • If required, assist in the development of a Phase II MOA to implement the results of the Phase I Feasibility Study. • Provide additional data and information upon request by the study team

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Authority • Lead the Study Team • Develop Request For Proposal and MOA's • Co-fund the Phase I study with the Department • Jointly select a consultant, in consultation with the Department and others, to perform the Phase I Feasibility Study • Execute a contract with the selected consultant • Act as the liaison with FHWA and other local, regional, state and federal agencies. • Direct the consultant's work and manage the consultant's contract.	Department • Assist Authority by co-leading the Study Team • Co-develop Request For Proposal and MOA's • Co-fund the Phase I study with the Authority • Jointly select a consultant, in consultation with the Authority and others, to perform the Phase I Feasibility Study • Execute a contract with the selected consultant • Assist the Authority as liaison with local, regional, state and federal agencies. • If required, assist in the development of a Phase II MOA to implement the results of the Phase I Feasibility Study
Steering Committee (Cities, Towns, PACTS, Department, Authority) • Review RFP submissions and score consultants. • Review and comment on study work products • Make recommendations to Department and Authority at key determination points based on study products • Provide Cities and Towns and Regional Planning Commissions with guidance on when to release information and in what context	

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