GATEWAY 1 CORRIDOR ACTION PLAN BRUNSWICK TO STOCKTON SPRINGS

Gateway 1 Steering Commitee

July, 2009

SPO
Maine State
Planning Office

We, the Gateway 1 Steering Committee, do hereby accept that this Plan is the product of our work and recommendations, and ask that our municipalities move forward to vote to participate in the Gateway 1 Corridor Coalition.

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EXECUTIVE SUMMARY

Prologue: A New World of Transportation

The era of expanding highways in response to automobile-driven demand began to fade a decade or more ago. This and other trends that have been taking form for years - energy volatility, insufficient funds to maintain the existing transportation system, increased understanding of environmental limits, and an aging population with different transportation needs - mean that we have to make the best use of the transportation system we already have and take a hard look at new ways to meet growing demands on the system.

This is a huge challenge, but the Gateway 1 Corridor Action Plan illustrates how solutions can emerge when communities team up with state and federal agencies and put everything on the table. The plan was developed by representatives from 20 Corridor communities in the form of a Steering Committee, who worked together with the Maine Department of Transportation and Maine State Planning Office with the support of the Federal Highway Administration and four regional planning commissions. Together they developed not just a vision, but a set of specific solutions, both local and regional. They arrived at a plan that simultaneously provides for economic growth, preserves transportation resources, and keeps the highly livable, scenic "brand" of Mid-Coast Maine.

At the heart of the plan is a marriage of land use and transportation. The plan recommends a pattern of future development that will reduce stress on the transportation system along with a set of strategic transportation investments that will create significant capacity for growth in jobs and population within that pattern of development. The plan also brings together into a coordinated whole the local and state governments responsible for land use and transportation system decisions.

The choice is not whether to continue in the old way or embrace the new plan. The choice is whether to embrace the new plan – or find that all the rules have changed. Going forward, the MaineDOT must look very closely at all new transportation improvements. It must consider if the improvement ultimately will lead to more congestion. MaineDOT must also ask if the need could have been prevented by better local land use planning or by taking a regional approach to the problem.

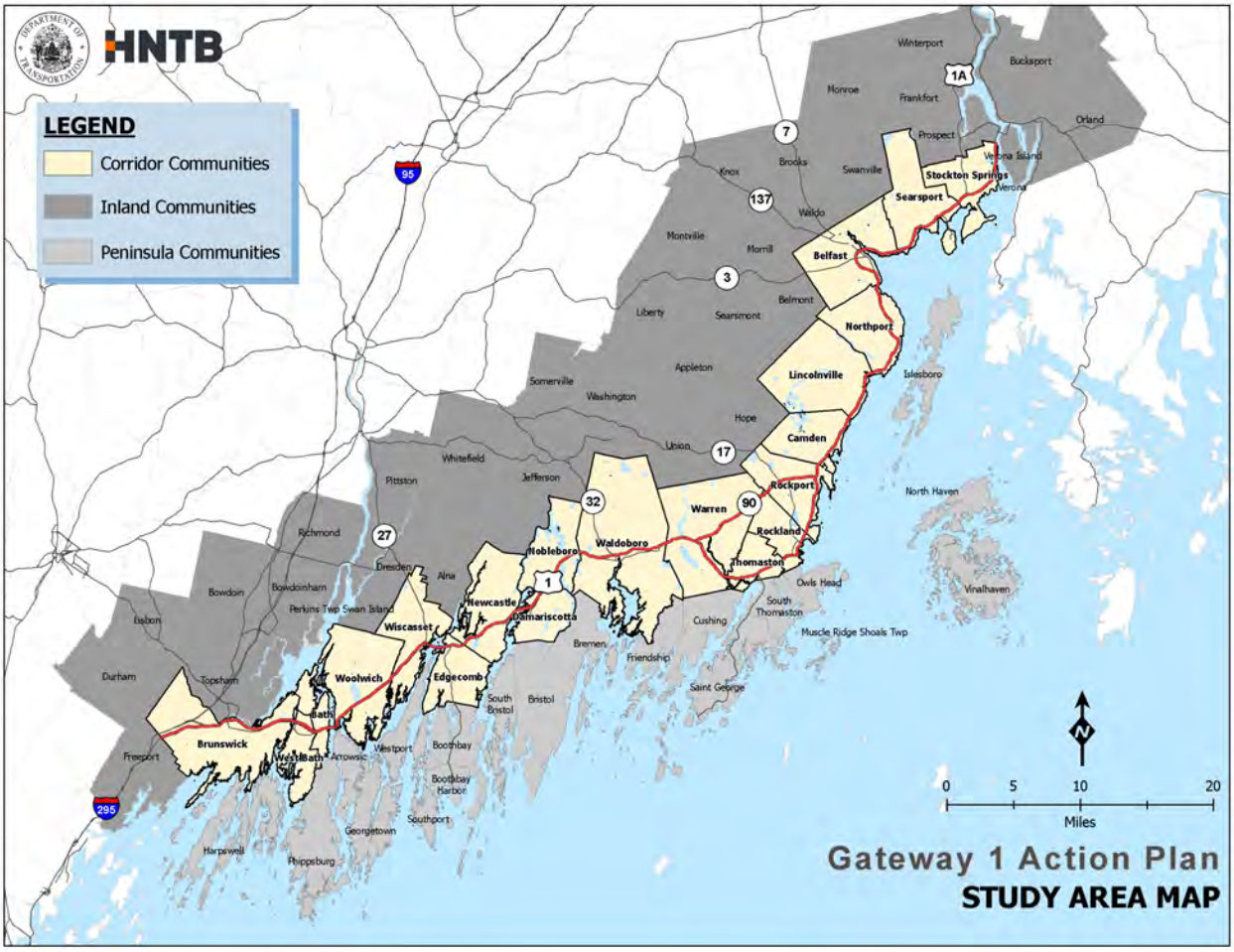
The plan is a tool for municipalities and state agencies that puts everyone in the best position to negotiate this new world of transportation. It is also a blueprint for other corridors in Maine. By planning for land use and transportation at the same time, we can preserve resources and promote healthy growth for our state.

The Gateway 1 Corridor

When the world thinks "Maine," it is the Mid-Coast of Maine that likely comes to mind. The world sees a coastal region of small New England towns, enviable quality of life, and scenic beauty.

Behind that image is a region that comprises all or parts of five counties and covers seven labor market areas with 92,000 jobs, 161,000 year-round residents, more than 6,000 wage-paying employers, 2,700 seasonal homes, and nearly $13 billion in property value. And all of it – the jobs, the residents, the businesses, the visitors, and everyone who serves them – depends on a single, remarkable roadway: Route 1.

Figure ES-1
Mid-Coast Study Area Map



Gateway 1 focused on the 100-mile spine of the Mid-Coast, centered on Route 1 and its bypass in Knox County, Route 90. Its end points are the Towns of Brunswick on the southwest and Stockton Springs on the northeast. Twenty Mid-Coastal towns and cities that straddle Routes 1 and 90 make up the Gateway 1 communities.

Positioning the Mid-Coast Route 1 Corridor to Compete

Within 25 years – roughly the next generation – Gateway 1 analyses show that much of the Corridor will reach serious stress points in congestion on Route 1 and in the way residents and visitors experience the region's storied quality of life. But neither MaineDOT, which faces demands statewide, nor the Mid-Coast communities are likely to have even a fraction of the resources to remedy the problems once they have occurred.

The only viable long-term plan for this Corridor is a combination of prevention and strategic investment, and the rules of transportation funding and assistance already are rapidly shifting to embody this approach. Gateway 1

TABLE ES-1
Gateway 1 Communities
(South to North)

Brunswick	Warren
West Bath	Thomaston
Bath	Rockland
Woolwich	Rockport
Wiscasset	Camden
Edgecomb	Lincolnville
Newcastle	Northport
Damariscotta	Belfast
Nobleboro	Searsport
Waldoboro	Stockton Springs

positions Mid-Coast communities to compete effectively in this shifting landscape – for the jobs and transportation systems that will sustain it long into the future and for the quality of life for which it is so well known.

Citizens of the 20 Corridor communities appear ready to move toward this new approach. They want to preserve the quality of life of their communities and the functions of Route 1 before it is too late. An attitude survey of year-round residents of the Corridor, as well as consultation with local leaders, found that:

- Residents widely consider traffic levels and safety along Route 1 to be serious problems and worsening;
- The Route 1 Corridor is valued for its development potential and is the favored location for growing local tax bases, but scenic quality is not to be sacrificed to unregulated development; and,
- Residents want local government to take the lead in guiding growth, to improve the quality of growth management, and to cooperate formally with each other to achieve common goals.

MaineDOT is ready, too. It knows that it must work closely with municipalities, which, along with private property owners, are the primary land use decision-makers. It needs the Corridor towns and cities to take the actions to implement Gateway 1 and is willing to create incentives to commensurate with what is being asked of the municipalities. And, it would like to work with and through a Corridor body that can speak with a unified voice on priorities for the Corridor, and is willing to vest it with enhanced decision-making authority over road and transit improvements as part of implementation of Gateway 1.

Trending Toward Trouble

According to early discussions in the Corridor, Gateway 1 residents and businesses are looking for three transportation and quality-of-life outcomes: the ability to move people and goods smoothly and safely along the Corridor by multiple modes; the ability to grow jobs and a related tax base in the Corridor; and, preservation of the scenic, small town, and rural qualities that are the pride of Corridor residents and attract people from around the world.

No one can predict the future and all of the forces at work that will bring the Corridor closer to these goals or take it farther away from them. But we can look at the economic, technological, and demographic forces that shape regions over the long run and arrive at different scenarios about the future.

Five Clusters of Mid-Coast Economic Activity:

- **The retirement and second home** cluster;
- **The tourism and arts** cluster;
- **The marine** cluster;
- **The defense** cluster; and,
- **The science, technology, and education** cluster.

In addition, new clusters (or old clusters that are revived) may appear on the scene – energy, for example, as interest in wind and tidal power attracts new investment to take advantage of infrastructure and natural conditions in the region.

One feasible story is that five clusters of economic activity (see box) will drive growth in the Corridor and surrounding labor market areas over the next 25 years. Based on industry trends, the net growth in these clusters to 2030 – combined with stand-alone and legacy industries, such as call centers and paper manufacturing – will lead to an increase in

population and housing that is similar to what occurred in the previous 25 years, or a bit more than 1% per year over 25 years. This narrative, fleshed-out, became the "Riding the Current" scenario.

There are other plausible scenarios, too. There could be a "Perfect Storm" of economic and other conditions that would slow growth dramatically. There could also be an extended period of rapid growth – a "Full Wind" scenario – not unlike what the region experienced periodically in the 1980s and 1990s. Most likely, conditions will ebb and flow, with a long-term moderate rate of growth.

How this growth develops across the larger region and within the 20 communities will dictate whether the transportation and quality-of-life goals can be met without breaking the bank – or at all. The trends of the past 30 years are one strong indication of the future pattern of development. This has been a period of "Low-Density" growth, with residential growth spreading across the rural landscape and filling up available secondary road frontages, and linear commercial development along Route 1 and Route 90. Current zoning in the Corridor favors this Low-Density, spread-out pattern. But how does it measure up against long-term transportation and quality-of-life goals?

Measuring the Problem

The Gateway 1 Steering Committee identified 15 measures to help answer this question. These Measures of Effectiveness (MOE), as detailed in Tables ES-2 and ES-3, revolve around:

- The **mobility and safety** of people and goods moving through the Corridor;
- Capacity to accommodate **jobs** and **a balance of nearby housing** priced within reach of workers attracted to those jobs;
- Conservation of **rural lands and wildlife habitat**;
- Opportunities for **alternative forms of passenger & freight transportation**; and,
- Preservation of **visual and community character.**

Based on state-of-the-art computer simulations, the Study Team found that if the next 25 years mimic past trends under a Low-Density pattern of development, it will be difficult to maintain a well-functioning transportation system and sustain the Corridor's quality-of-life as current residents know it. Key indicators of these problems will be:

- An 86% increase in miles of Route 1 congestion, meaning that one-third of the Corridor will be operating at or near failure;
- 89 more miles of secondary residential roads that will carry more than 2,000 vehicles per day as frustrated Route 1 drivers look for ways around congestion;
- 16,500 acres of rural lands developed, affecting the rural nature of the region and losing important wildlife habitat;
- 52% of all homes in the Corridor beyond recommended emergency response times, intensifying pressures and costs on fire and ambulance services;
- Nine more linear miles of Routes 1 and 90 commercially developed, meaning that – outside of downtowns - a full 25% of Routes 1 and 90 will be "stripped-out"; and,
- Disappearance of an estimated 20% of distinctive and noteworthy "viewshed" acres as seen from Routes 1 and 90.

The Routes 1 and 90 Corridor are so over-zoned for linear, spread-out development that, under most economic scenarios, it will be hard to avoid these outcomes without reforming land use policies.

TABLE ES-2
Projected Changes, 2005 to 2030, Low-Density Pattern of Development
Mid-Coast Routes 1 and 90 Corridor

#	MEASURE OF EFFECTIVENESS	2005 BASELINE	PROJECTED 2030	CHANGE
	Mobility			
1	Vehicle Miles Traveled (VMT)/Day on Rtes. 1/90 (Millions)	1.8	2.4	+31%
2	Miles of Local Roads with 2,000+ Vehicles per Summer Weekday	93.3 (14% of Total)	182.6 (27% of Total)	+96%
3	Miles of Rtes. 1/90 Operating at LOS E or F[1]	19.0 (16% of Rtes. 1/90)	35.3 (29% of Rtes. 1/90)	+86%
	Alternative Modes			
4	Transit Ridership	<1% est.	No Change	No Change
5	Share of Trips Walkable (<1/4 Mile)	2.8%	2.6%	-7%
6	Share of Trips Bikeable (<2 Miles)	20.6%	17.0%	-18%
	Jobs-Housing Balance			
7	Share of Households with High/Medium Accessibility to Jobs	53%	55%	+4%
8	Share of Households with High/Medium Accessibility to Retail	73%	83%	+14%
9	Share of Homes Within Critical Emergency Response Time from Existing Stations	54%	48%	-11%
10	Share of All Housing in Core Growth Areas[2]	57%	53%	-8%
11	Share of All Jobs in Core Growth Areas[2]	85%	75%	-11%
	Rural Lands and Habitat			
12	Acres of Land Consumed Outside of Core Growth Areas[2]	---	+16,500	---
13	Habitat Acres Developed	---	+6,100	---
	Community Character			
14	Developed Acres Within Priority Viewsheds as % of Total Developable Acres Within Priority Viewsheds (Estimated)	---	19%	--
15	Miles of Rtes. 1/90 Frontage Outside of Core Growth Areas[2] Commercially Developed or Emerging as Commercially Developed	20.4 (17% of Rt1/90)	29.4 (24% of Rt1/90)	+44%

[1] Level of Service (LOS) is a qualitative measure describing traffic operating conditions. LOS A denotes best traffic conditions while LOS F indicates gridlock.

[2] "Core Growth Areas" are traffic analysis zones that contain the core areas as defined in the Community-Centered Corridor pattern of growth, described in Chapter 5.

A Different Future

Because "business as usual" performs poorly by these measures, the Gateway 1 Steering Committee examined several alternative future patterns of development. One pattern, above all others, seemed to present the best chance to achieve the three goals of mobility, economic growth, and preserved character of the Gateway 1 communities simultaneously. This pattern came to be known as a Transit-Oriented Corridor pattern for its ability to support alternative forms of passenger and freight transportation.

This pattern is based on a series of compact core growth areas toward which a majority of commercial and residential development projected for the entire Mid-Coast region would be directed. It works because it achieves a high level of balance between jobs and housing within financial reach of the job holders. This balance – between jobs and available housing – turns out to be the most important hinge between transportation and development, enabling the two to work in tandem. This pattern is very different from that generated by current Corridor zoning – strip commercial and Low-Density, dispersed housing.

In pure form, the Transit-Oriented Corridor requires that a series of compact core growth areas capture very large shares of all new housing over the next 25 years - not just housing projected for the 20 Gateway 1 communities, but also housing that would otherwise locate in the larger, surrounding regions. This pattern of compact core growth area is the opposite of the linear, spread-out pattern of development of the last several decades, which many zoning ordinances allow and even mandate. Gateway 1 modeling found this compact form effective in turning around the outcomes that are predicted under the Low-Density, spread-out pattern of the past. ***However, the Transit-Oriented Corridor would require wholesale shifts in local and state housing and land use policies – and many individual market decisions – that probably are not achievable, at least within the purview of this plan.***

The Steering Committee thus turned to a modified form of this pattern that came to be known as the **Community-Centered Corridor (CCC)**. It focuses on a series of core growth areas and tries to achieve a better jobs-housing balance than the patterns of the past. But it does not seek the wholesale reversal of development trends that the extreme form (Transit-Oriented Corridor) would require.

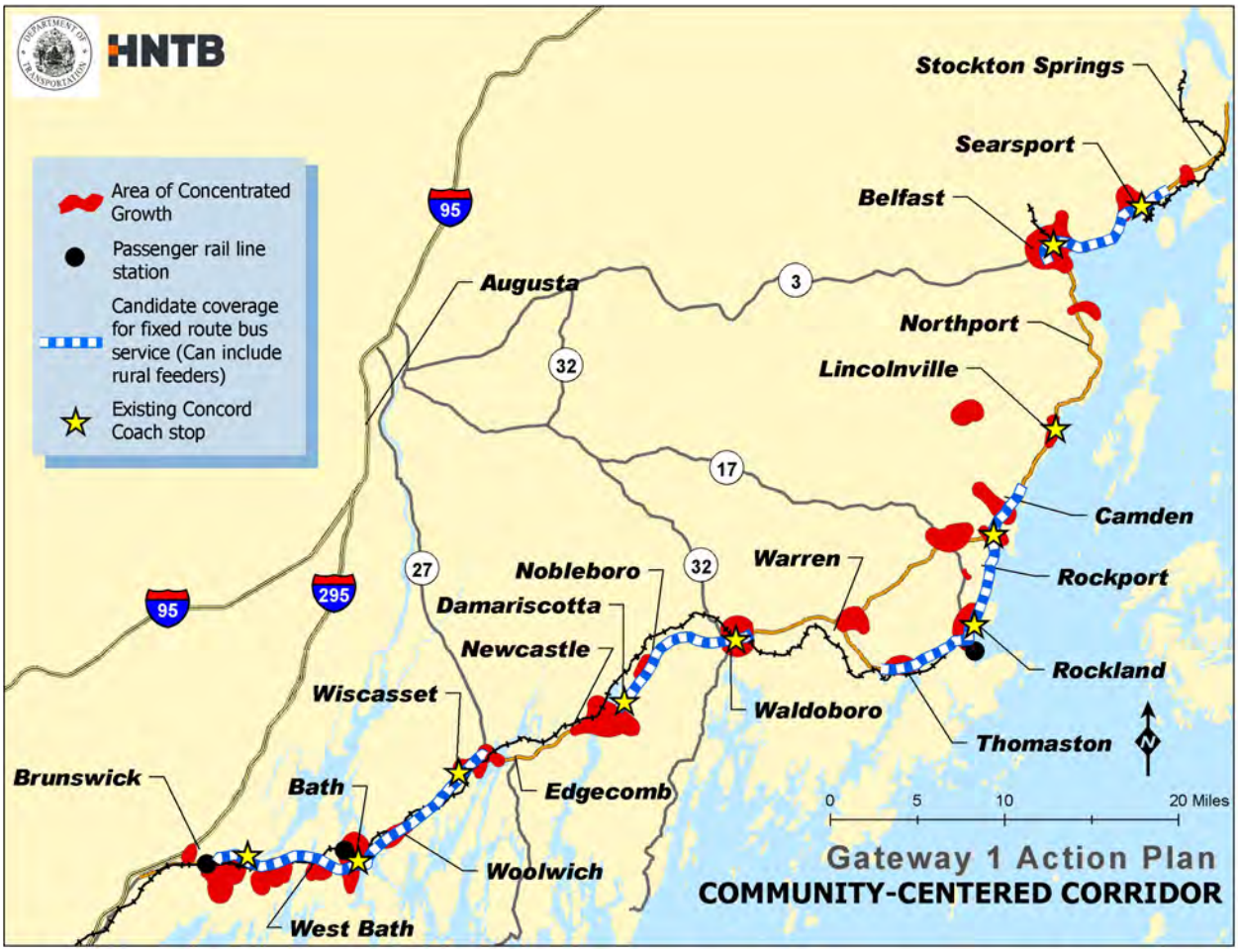
At the heart of the Community-Centered Corridor is a 21st century version of the Corridor's New England village heritage: groupings of core growth areas that serve as growing job centers and that create and preserve the minimum mix of jobs and housing needed to open up a variety of transportation opportunities to move people and goods. Some of the core growth areas in a grouping can be specialized as residential places, some as commercial or industrial places, and others as a mix of uses, but together they provide many of the jobs, services, and goods needed by the region's residents and visitors. Within the core growth areas, which are typically one-half mile or less in diameter, there is easy access between different kinds of land uses.

In the Mid-Coast Routes 1 and 90 Corridor, there may be 70 – 90 existing and new growth areas, or one to several per municipality, with each typically covering well under 100 acres. Groups of these core growth areas – residential, commercial, and mixed-use – would function together to meet many of the needs of Corridor residents, businesses, and visitors. The core growth areas would be separated by stretches of uninterrupted rural land. From the air, they would look like a "necklace of pearls." (See Figure ES-2, which shows a simplified version of the proposed Community-Centered Corridor.) The Gateway 1 Corridor Action Plan envisions that, with the appropriate investments and other actions described in the plan, these core growth areas will be able to accommodate – and should target – 18,000 new jobs and 8,000 new dwelling units over the next 25 years.

A necklace of pearls is feasible for this Corridor because many of the pearls, or core growth areas, are already in place or taking form. They include downtowns, other shopping districts, villages and in-town neighborhoods, ports, and other industrial areas. The challenge is to preserve them as recognizable pearls, identify the best places for expanding existing ones and nurturing new

ones while preserving the rural lands around them, and to invest in transportation and other infrastructure that will assure their vitality.

Figure ES-2: Corridor-Wide Map of Core Growth Areas



Measuring the Improvement

The Community-Centered Corridor, when compared with a 2030 projection of the existing Low-Density pattern, sets the stage for land use and investment actions that result in:

- 61% fewer new miles operating at a congested Level of Service E or F. This benefit is a result of the Community-Centered pattern of growth and its ability to support concurrent system upgrades and transit expansion.
- 34% fewer new miles of secondary roads that have increased to more than 2,000 vehicle trips per day.
- A majority of homes in the Corridor that will remain within critical response time of existing fire and ambulance services – reversing a dangerous and expensive trend caused by Low-Density development.
- 24% fewer rural acres converted to development and 23% fewer acres of mapped wildlife habitat lost.
- 26% fewer acres of scenic vistas threatened.

From these favorable outcomes, the Steering Committee established a series of targets for the Corridor that help define how the Corridor should function and what it should look like as of

2030. These include, for example, targets to reduce vehicle miles traveled per dwelling unit, no net increase in miles of Routes 1 and 90 that operate at low levels of service, limits on the miles of residential back roads that experience more than 2,000 vehicles per day, and a significant reduction in single-occupant automobile trips to work. The targets also address jobs-housing balance, limits on rural land conversion, and limits on the number of distinctive and noteworthy viewsheds along the Routes 1 and 90 Corridor that are compromised by incompatible development. (See Chapter 7, Section 7.2, for a complete listing of the targets.)

Table ES-3
Community-Centered Corridor vs. Low-Density Pattern, 2030
Mid-Coast Routes 1 and 90 Corridor

#	MEASURE OF EFFECTIVENESS	CCC 2030 (WITH SPECIFIED INVESTMENTS)[1]	VS. LOW DENSITY 2030
	Mobility		
1	VMT/Day on Rtes. 1/90 (Millions)	2.32 Million Mi.	-2%
2	Miles of Local Roads with 2,000+ Vehicles per Summer Weekday	+58.7 Miles	-34%
3	Miles of Rtes. 1/90 Operating at LOS E or F[2]	13.7 Miles	-61%
	Alternative Modes		
4	Transit Ridership	3,300/Day	+50%
5	Share of Trips Walkable (<1/4 Mile)	2.9%	+9%
6	Share of Trips Bikeable (<2 Miles)	19.4%	+14%
	Jobs-Housing Balance		
7	Share of Households with High/Medium Accessibility to Jobs	61%	+9%
8	Share of Households with High/Medium Accessibility to Retail	82%	-2%
9	Share of Homes Within Critical Emergency Response Time From Existing Stations	52%	+8%
10	Share of All Housing in Core Growth Areas[3]	57%	+9%
11	Share of All Jobs in Core Growth Areas[3]	86%	+14%
	Rural Lands and Habitat		
12	Acres of Land Consumed Outside of Core Growth Areas[3]	+12,500	-24%
13	Habitat Acres Developed	+4,700	-23%
	Community Character		
14	Developed Acres Within Priority Viewsheds as % of Total Developable Acres Within Priority Viewsheds (Estimated)	---	-26%
15	Miles of Rtes. 1/90 Frontage Outside of Core Growth Areas[3] Commercially Developed or Emerging as Commercially Developed	12.9 miles	-56%

[1] For a comparison of the Community-Centered Corridor without specified investments, see Table 5-5 in Chapter 5. The interventions affect mobility measures only.
[2] Level of Service (LOS) is a qualitative measure describing traffic operating conditions. LOS A denotes best traffic conditions while LOS F indicates gridlock.
[3] "Core Growth Areas" are traffic analysis zones that contain the core areas as defined in the Community-Centered Corridor pattern of growth, described in Chapter 5.

Getting There: The Gateway 1 Corridor Action Plan

To achieve these goals, the Corridor needs to lay the groundwork now and start the journey today. The Gateway 1 Corridor Action Plan asks all levels of government – state, federal, and local – to commit to a coordinated set of actions aimed at each of these outcomes.

Gateway 1 will depend on the towns and cities of the Corridor to commit to actions that will manage patterns of land use and impacts on Routes 1 and 90. Corridor towns and cities have different levels of need and different capacities to respond to those needs, and what the plan expects of them varies accordingly.

To get to a Community-Centered Corridor, all communities are asked to commit to a basic package of actions. Basic actions include, for example, amending local Comprehensive Plans to conform to the recommendations of Gateway 1 and revising zoning maps and ordinances accordingly; limiting the number of driveways onto Routes 1 and 90; allowing for increased residential and commercial densities in designated core growth areas; designating visually distinctive and noteworthy segments of the Corridor (as identified in Gateway 1 studies) as rural areas; adopting a rural conservation plan; and protecting and planning for infrastructure for alternative modes of freight transportation.

Municipalities with greater or more urgent levels of need and with capacity to respond to them are asked to commit to additional actions, referred to in this plan as intermediate. These include, for example, adopting official future street and sidewalk layout plans; retrofitting commercial strips to reduce the number of conflicting access points along Route 1; adopting visual impact performance standards and highway commercial design standards; incrementally extending public sewer and water to accommodate targeted levels of growth in core areas; and enacting residential building permit caps in rural portions of town.

Some communities, those with the highest level of needs and/or high levels of capacity, may be asked to lead the Corridor in actions that will hasten the transformation into a Community-Centered Corridor. These advanced actions tend to require cooperation of neighboring municipalities and so likely will involve more than these individual towns and cities. The most far-reaching of them include:

- An innovative strategy, called Purchase-and-Transfer of Trip Rights, designed to assure that property owners in the Corridor

CAPACITY AND NEED

"Capacity" refers to how well equipped with land use plans, standards, and staff a community is to move toward a Community-Centered Corridor.

"Need" refers to how vulnerable a community is to the traffic issues and/or inefficient patterns of land use that threaten the functions and quality of the Routes 1 and 90 Corridor.

Communities asked to commit to a basic package of actions:

Lincolnville, Nobleboro, Searsport,
Stockton Springs, West Bath, Woolwich

Communities asked, in addition, to commit to additional intermediate actions:

Bath, Belfast, Camden,
Damariscotta, Edgecomb, Newcastle,
Northport, Thomaston, Warren, Wiscasset

Communities asked to also take the lead on advanced actions that, in partnership with neighboring communities, will catalyze the Community-Centered Corridor beyond their borders:

Brunswick, Bath,
Waldoboro, Rockland, Rockport

are treated equitably while development is being focused in designated core growth areas (and/or, at a town-wide level, a transfer of development rights program to provide compensation for rural land owners in return for shifting development away from their lands);
- Steps to improve funding of alternative transportation modes;
- Impact fees that ask new development outside of core growth areas to pay a fair share of the capital costs of upgrading Corridor infrastructure in proportion to its use; and,
- Pilot mixed-use development projects jointly designed by interested, selected communities and MaineDOT to demonstrate the design of Community Growth Centers in designated core growth areas.

Land use actions are important because they help to prevent transportation problems before they occur, and because the right pattern of growth will help to create choice in the transportation system. However, with growth also comes the need to invest in the transportation system, both the road system and transit. The Gateway 1 Corridor Action Plan calls for a focused Transportation Action Package over a 25 year period.

The package has both highway and transit components. It includes, among other things (see Chapter 9) access-management improvements, intersection and safety improvements, construction of the Wiscasset bypass, a new interchange with Route 1 connecting to the Brunswick Naval Air Station, frontage roads in key locations, traffic-calming on certain informal bypass roads, selected local road upgrades, and improved secondary road interconnections to accommodate local trips without the need to enter Route 1. It is envisioned that transit, ranging from vanpooling to buses, ferry service, and, in the Brunswick-Rockland area, passenger rail will be available over the term of the plan to serve the identified core growth areas.

Of necessity, a majority of these investments will be state and federal dollars. As the plan asks municipalities to commit to land use changes, the plan also asks MaineDOT, the State Planning Office, and their state and federal partners to commit to key investments and incentives that will catalyze progress toward a Community-Centered Corridor pattern. These incentives, detailed in Chapter 10, include:

- Implementation planning funds for communities that formally commit to participate in the Gateway 1 Corridor Action Plan by **signing a community Start-up Agreement by October 2009**;
- Transportation project funding incentives for communities as they achieve land use and access management benchmarks;
- A state-funded administrator who will be guided by the interim Gateway 1 Steering Committee to provide support to municipalities as they move to adopt the plan; and,
- Working with the Gateway 1 communities as a group, the right to prioritize all MaineDOT-funded transportation projects in the Corridor, with the exception of maintenance, safety, and bridge-related work, which will continue to be prioritized by MaineDOT. This prioritization authority is analogous to that of the "metropolitan planning organizations" in urban regions of the state, and represents perhaps the strongest indication of trust and partnership between the Gateway 1 communities and MaineDOT that has emerged from the Gateway 1 planning process.

While these incentives will support municipalities as they put the Gateway 1 Corridor Actions into place and provide them with additional authority in terms of transportation decisions, it is important to remember the overarching objectives - set by municipalities - that these actions are designed to achieve. These actions will safeguard the functionality of the Corridor transportation system, protect the economic viability of the area and help to maintain the attractions of a region known worldwide for its beauty.

The Governing Plan and Timeline

The municipalities and MaineDOT (with assistance from its sister agencies) already have the legal authority to implement most of the actions in this plan. However, some of the actions that will transform the Corridor into a Community-Centered Corridor can work only with cooperation and a unified commitment across municipal boundaries.

Full implementation of all the actions included in the Gateway 1 Corridor Action Plan is expected to take a decade or longer, and the actions will undoubtedly be adjusted over time to adapt to evolving conditions. The mechanisms that will enable the implementation to move forward, and that will cement relationships among the Gateway 1 municipalities, MaineDOT, State Planning Office, and other agencies are also noted:

- ***A Start-up Agreement***, a draft of which is presented in Chapter 11, should be implemented within 90 days of municipalities' receipt of the Gateway 1 Corridor Action Plan. The 12-month Start-up Agreement provides the time for finalizing the details of the long-lasting relationships that have been evolving and must continue to evolve to fully implement the plan. Initial implementation planning grants from MaineDOT will be triggered once Gateway 1 municipalities, MaineDOT, and the State Planning Office sign the agreement. The minimum number of municipalities needed is twelve. The key action expected from municipalities during the 12-month period of the Start-up Agreement is formal adoption of the Gateway 1 Corridor Action Plan as an addendum to local Comprehensive Plans.

- ***An Inter-Jurisdictional Agreement*** will be finalized during the 12-month start-up period, and would accomplish two things. First, it would establish the Gateway 1 Corridor Coalition to formally share certain land use planning and transportation planning authorities among Corridor communities, MaineDOT and the State Planning Office. Second, it asks those same parties to agree to systematically implement over time each party's portion of the Gateway 1 Corridor Action Plan, including the associated incentives offered by state agencies. The Gateway 1 Corridor Coalition will become official upon adoption of the Inter-Jurisdictional Agreement by the legislative bodies of at least 12 municipalities, the Commissioner of the MaineDOT, and the Director of the State Planning Office. Chapter 11 outlines some of the topics that should be covered in the Inter-Jurisdictional Agreement.

The Timing:

- **Municipalities receive the Gateway 1 Corridor Action Plan in August 2009**.
- MaineDOT provides independent staffing support starting July 2009 to continue

the work of the Gateway 1 Study Team consultants.

- **Municipalities sign the Start-up Agreement by October 31, 2009**. This does not require a town, city council, or Selectmen's vote, but signifies willingness to continue to participate in developing an Inter-Jurisdictional Agreement that will officially form the Gateway 1 Corridor Coalition. Signing this agreement also provides municipalities with access to planning funds from the MaineDOT.
- **Municipalities*, with town meeting or city/town council vote,* sign the Inter-Jurisdictional Agreement by October 2010**, providing them with additional funding incentives, a seat on the Gateway 1 Corridor Coalition's governing board, and the right to collectively prioritize MaineDOT transportation funding as described above.

The Gateway 1 Corridor Coalition (Corridor Coalition) will evolve over several years at a pace that will be determined by the trust that it earns from its member municipalities and agencies. At first, it will focus on education, outreach, and technical assistance to local governments and state agencies to help them implement basic actions called for by Gateway 1. As it matures and becomes fully operational, it will help communities evaluate the impacts of proposed developments on the Corridor, and will be delegated additional transportation planning responsibilities, including authority to set priorities for MaineDOT's reconstruction, rehabilitation, transit, and expansion projects in the Corridor. At that point, it will also develop and implement advanced actions, such as a regional Purchase-and-Transfer of Trip Rights program to provide equity to Corridor landowners seeking to sell landholdings.

The final form of the organization will be determined during the implementation phase of Gateway 1, but the Steering Committee recommends a non-profit structure with a governing board appointed by municipal officers, with each participating municipality having one vote. Representatives of state agencies would serve as non-voting board members. The board's work would be open to public view and input. Sub-regions would form committees, also appointed by municipal officers, to serve as local liaisons, advise the board on priority transportation improvements, and help evaluate progress of the Coalition. (See Chapter 10 for details.)

The Gateway 1 Corridor Coalition: The Necessity of Evolution

One of the hallmarks of Gateway 1 has been the open-ended nature of the planning process and an inherent understanding by all participants that the plan has to be able to meet changing circumstances or it is doomed to sit on a shelf.

Change is a constant and never more so than during the four-year development of this plan. During that time, the Steering Committee watched oil prices triple - and then drop back to a four-year low before starting to rise again. They saw housing prices plummet by a third (as of early 2009) from a decade-long, seemingly unending upward spiral, back to where they were six years ago. They saw the stock market rise to historic highs in 2007 and then lose more than half its value in the biggest nation-wide recession in decades, before stabilizing and starting the recovery. From this, it became even clearer that a successful plan must always be flexible and subject to adjustment if it is to continually achieve economic growth, preserve transportation resources, and keep the scenic "brand" of Mid-Coast Maine intact on an ongoing basis.

By forming the Gateway 1 Corridor Coalition, the Corridor municipalities can create a community-

driven, locally controlled entity that can continually fine-tune and adjust local and state actions in order to achieve these objectives in a manner that is as simple and effective as possible.

In summary, the Gateway 1 Corridor Action Plan sets the stage to enable Mid-Coast towns and cities to meet their common goals of a smoothly functioning Route 1, economic growth, and preservation of the scenic, small town, and rural qualities that are the pride of Corridor residents and attracts people from around the world. By marrying transportation and land use decision-making, it puts the Corridor in a strong position to compete for funds according to rules that are rapidly changing in this direction. In addition, it proposes a 21st century arrangement among the communities and MaineDOT that opens up the opportunity for a new era of trust and cooperative action. However, in the end, the decision to participate and to carry out the recommendations of Gateway 1 is voluntary. The Steering Committee, MaineDOT, and cooperating agencies believe that a fair reading of this plan and of the challenges ahead will lead the Corridor's communities and the agencies to conclude that it is in their best interests to do so.

CHAPTER 1: The Corridor Is Ready

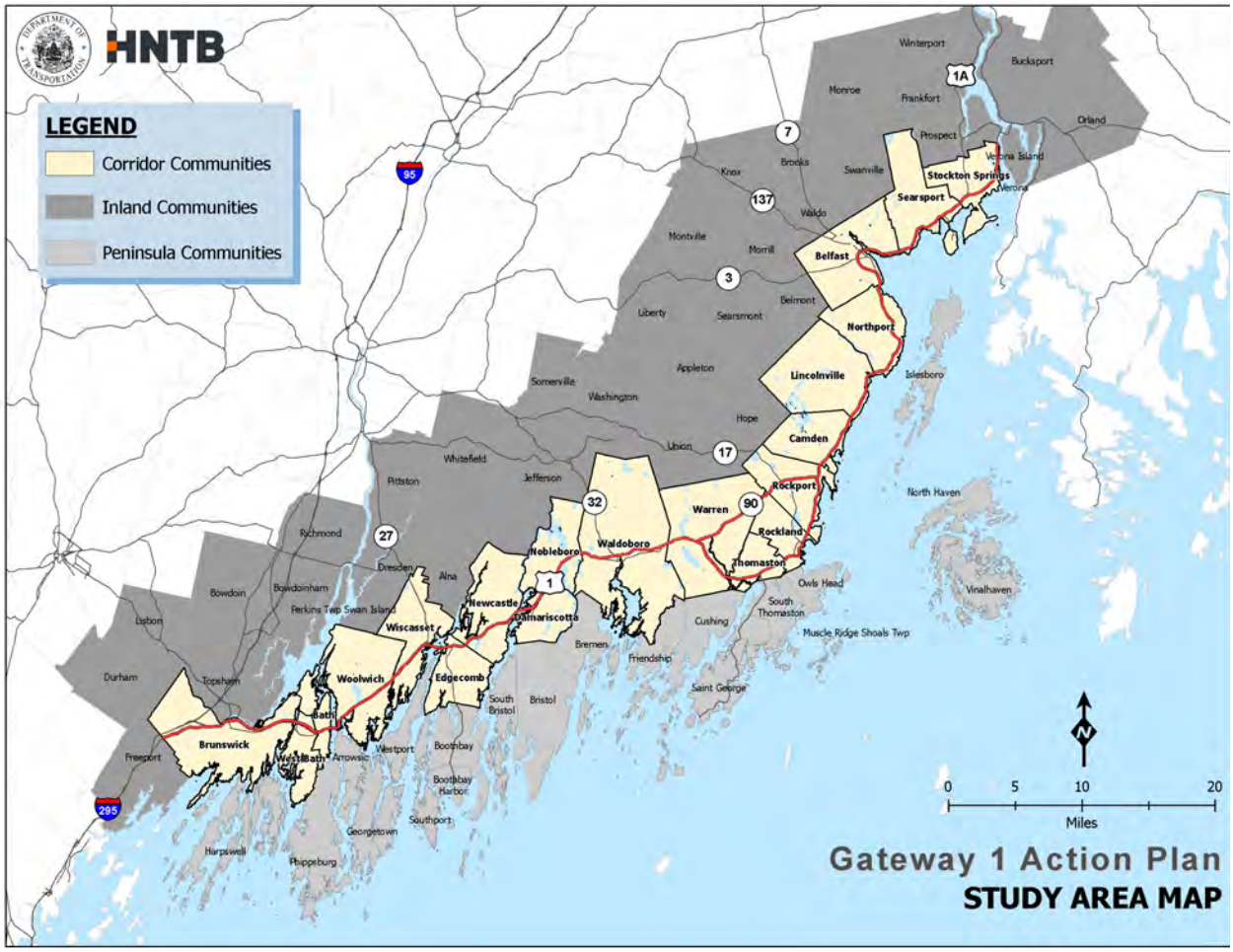
1.1 The Gateway 1 Corridor

When the world thinks "Maine," it is the scenic Mid-Coast of Maine, from Brunswick on Casco Bay to Stockton Springs on Penobscot Bay, that often comes to mind. The world sees a coastal region of small New England towns, an enviable quality of life, and scenic beauty.

Behind that image is a complex economic and social region that comprises all or parts of five counties and covers seven labor market areas with 92,000 jobs, 161,000 year-round residents, more than 6,000 wage-paying employers, 2,700 seasonal homes and nearly $13 billion in property value. And all of it – the jobs, the residents, the businesses, the visitors, and everyone who serves them – depend on a single, remarkable roadway: Route 1.

Gateway 1 is the 100-mile spine of the Mid-Coast, centered on Route 1 and its associated Knox County bypass, Route 90. Its end points are the Towns of Brunswick on the southwest and Stockton Springs on the northeast. Twenty Mid-Coastal towns and cities that straddle or abut Route 1 makeup the Gateway 1 Study Area as shown in Figure 1-1 below.

Figure 1-1
Gateway 1 Study Area



These municipalities, along with MaineDOT, SPO, and FHWA have cooperatively developed the Gateway 1 Corridor Action Plan, a plan that recognizes the link between land use and transportation

needs. Implementing the Gateway 1 Corridor Action Plan will benefit the function and aesthetics of Routes 1 and 90, while facilitating efficient municipal services and increasing their ability to attract jobs, support transit, and provide affordable housing.

1.2 Asking for Change

The Gateway 1 Corridor Action Plan describes a viable way of creating growth opportunities and planning for transportation improvements in the Mid-Coast. It asks communities to cooperate with each other on land use matters long considered the prerogative of individual towns. It asks state and local governments to communicate and share responsibilities in new ways that will benefit the health of the Corridor's transportation system.

The plan asks residents to see that the world is changing, and that the Mid-Coast's existing development pattern and zoning will lead to traffic congestion and degradation of the rural landscape. It asks for serious consideration and adoption of a solution that is both modern and effective yet reminiscent of the iconic 19th century villages that still dot the New England landscape.

The plan also asks municipalities to make adjustments to the way they've always made land use decisions. It asks them to weigh the benefits of working together with their neighbors to protect the region's beauty and long-term economic viability against the day-to-day short-term decisions that are eroding the Route 1 Corridor's functionality and beauty.

Is this asking too much? Is change possible? According to information gathered during the development of this plan, it is not asking too much; and yes, change is possible.

1.3 Common Problems Lead to Common Solutions

At the very start of this process, it was clear that many residents of the Corridor wanted to preserve the economic and social quality of life in their communities before it was too late. For the first nine months, the Study Team traveled the Corridor and talked to groups of citizens, seeking their perception of the problems along Route 1. The top problems, common to almost all of the 20 municipalities, were:

- Speeding;
- Loss of image, aesthetics, open space in the Corridor;
- Safety concerns: vehicle, bicycle, pedestrian;
- Traffic congestion;
- Lack of communication and cooperation among communities;
- Truck noise and truck safety-related issues;
- The need to preserve downtowns;
- Lack of transportation choices; and,
- Conflicts with local goals vs. MaineDOT goals.

Some of these problems, such as speeding, congestion, and safety were to be expected, and the widespread concern with the loss of aesthetics in the Corridor was not a surprise. However, the general understanding that Route 1 problems will require a regional approach to solve was unexpected – and translated to a robust and innovative response from the municipality-driven Gateway 1 Steering Committee.

The sense of agreement as to the problems, along with Gateway's inclusive approach, contributed to a decision in 2005 by all the municipalities to sign a formal Memorandum of Understanding (MOU) in which a collaborative approach to solving Route 1 Corridor problems would be investigated (see Figure 1-2 below).

Figure 1-2 2005 Memorandum of Understanding

EXECUTIVE SUMMARY

PROPOSED MEMORANDUM OF UNDERSTANDING
AMONG TOWNS, MAINE DOT, MAINE STATE PLANNING OFFICE,
AND US FEDERAL HIGHWAY ADMINISTRATION

for the preparation of a
STRATEGIC TRANSPORTATION-LAND USE
Corridor PRESERVATION PLAN

U.S. ROUTE 1, BRUNSWICK TO STOCKTON SPRINGS

"Whereas" memorials lay out the brief history and rationale for undertaking this Strategic Transportation-Land Use Plan.

Paragraph 1: States the purpose of the MOU, namely, to set forth the process by which the Strategic Plan will be developed. Lists the 20 municipalities in the Corridor.

Paragraph 2: Sets the effective date of the MOU, and the "drop dead" date of July 1, 2005, if at least 15 of the 20 municipalities have not signed the MOU by then.

Paragraph 3: Describes the Phase II public process, including:

A. A 3-tiered advisory structure (local "Town Response Panels," up to 5 Multi-Town Work Groups, and a Corridor-wide Steering Committee).

B. The recipient of the plan, namely a state-federal Policy Group consisting of representatives of MaineDOT, the U.S. Federal Highway Administration, the State Planning Office, and other state agencies whose decisions affect transportation and land use in the Corridor.

C. The Steering Committee's first task, namely, reviewing and advising on the scope of services to be carried out in Phase II of the project. An outline of this scope will be attached to the MOU and will set the framework for the review.

Paragraph 4: Lists the responsibilities of MaineDOT, including its funding, communications, appointments, and Policy Group responsibilities, and committing it to considering adoption of the plan upon its completion.

Paragraph 5: Lists the responsibilities of the municipalities, including constructive cooperation and appointments, and committing it to considering incorporation of the plan into its official documents (such as the local comprehensive plan).

Paragraph 6: Lists of the responsibilities of the U.S. Federal Highway Administration, including a willingness to consider the need to be flexible on standards and regulatory processes as they affect Route 1 and to recognize the contribution of the Strategic Plan toward meeting future requirements under the National Environment Policy Act and similar laws and regulations.

Paragraph 7: Lists the responsibilities of the State Planning Office, including helping municipalities incorporate recommendations of the project into their local comprehensive plans.

One of the first items of business was to validate the above perceptions in a full-scale Corridor-wide survey.

1.4 Survey Shows Room for Change

Based on the information gathered from the first meetings, the Study Team launched a telephone survey of more than 500 randomly selected year-round households living in the Corridor. The purpose of the survey: gauge basic Corridor values regarding how the region might choose to solve transportation and land use issues. Key topics were property rights, governmental regulation, home rule, inter-local cooperation, economic development, scenic quality, and choice of transportation.

The survey confirmed residents' concerns, showing that worry about these issues was widespread. While there were outliers, a majority of the participants indicated that they wanted some kind of balance between the existing practice of home rule and the need to address widespread concerns by regulating in the public interest.

The following is a summary of key concerns identified during the survey:

- Traffic conditions are worsening and are seen as the most serious issue. Bicycle and pedestrian safety and the safety of cross-town traffic are a particular concern.
- Scenic quality is widely valued as part of the Corridor's quality-of-life and, while Route 1 is seen as a suitable place for growth of the economy and the tax base, scenic quality should not be sacrificed to unregulated development.
- Residents the entire length of the Corridor appear to be looking for the right balance between property rights and the need to regulate in the public interest; a majority want a combination of the two.
- Residents are also looking for a balance between home rule and inter-local cooperation: they strongly value home rule and are wary of increased state regulation. But while a majority clearly want decision-making about development to remain local, local is seen as including neighboring towns and there is a strong belief that neighboring towns need to cooperate formally in the regulation of growth along Route 1.

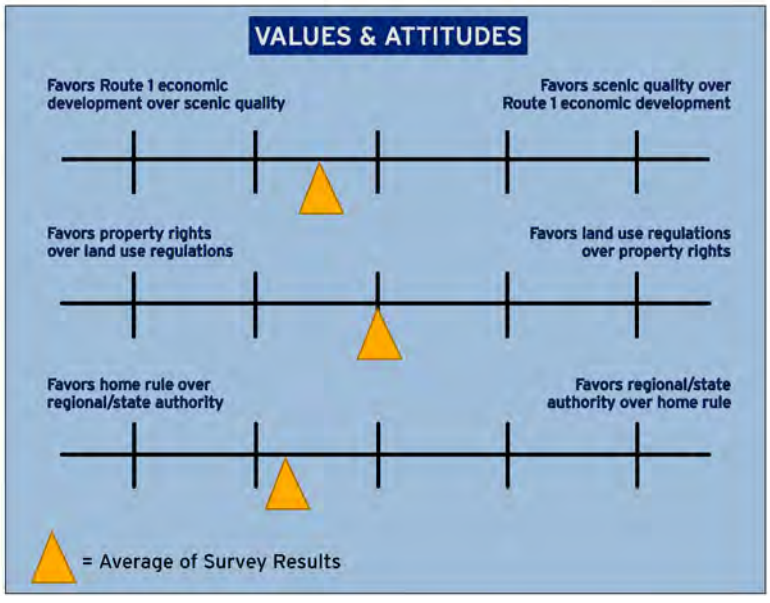


Figure 1-3 highlights three of the key results from this survey.

The conclusion is that residents are ready to consider change as long as it is balanced, fair, and they retain a strong voice in the implementation and ongoing management. As always, successful long-term change will be implemented gradually, with clearly understood benefits.

Figure 1-3
Values and Attitudes Results

1.5 Similar Goals Mean Better Solutions

Another factor that indicates the Corridor's readiness for change is the outcome of the initial goal-setting process. When cooperatively setting objectives for the Gateway 1 Corridor Action Plan, the goals of all parties showed remarkable similarity.

The municipalities agreed that what they wanted to achieve from the process was to:

- Preserve Route 1 mobility and safety (includes multi-modal choice).
- Maintain/preserve attractiveness of Route 1 Corridor.
- Preserve ability to use Route 1 to generate tax base.
- Develop municipal communication and cooperation.
- Improve communication with and access to MaineDOT funding and planning process.

The MaineDOT's goals were to:

- Preserve Route 1 mobility and safety (includes multi-modal choices).
- Get direction as to the most effective/desirable infrastructure improvements.
- Develop municipal collaboration based on awareness of land use and transportation interaction.
- Find a better way to hear municipal preferences on designs that support character and attractiveness.

The Federal Highway Administration's goals were to:

- Find a better way to make decisions on infrastructure investments.
- Preserve state transportation assets.

And finally, the State Planning Office's goals for Gateway 1 were:

- A shared vision of the Route 1 Corridor that can be translated into Comprehensive Plans and ordinances.
- A regionally coordinated land use and transportation planning model that is usable elsewhere.
- Recognition of local, regional and state roles and responsibilities around Corridor growth.

Since these goals are so alike, finding common solutions for the problems so eloquently expressed by communities and agencies became a much easier task. However, since at least two of the goals - maintaining the attractiveness of the Route 1 Corridor, and preserving the ability to use Route 1 to generate tax base - are potentially in conflict, finding solutions acceptable to the municipalities will be more of a challenge and will clearly require some tradeoffs.

1.6 Taking Municipal Cooperation to New Heights

Each municipality's first responsibility upon signing the Memorandum of Understanding was to

appoint a Steering Committee member and one or more alternates. The resulting group included people from a variety of backgrounds and belief systems. Over a four-year period, this group worked to validate the problems facing the Corridor and find workable solutions. A unique aspect was the willingness of the state and federal agencies to give the communities the lead position in guiding the process and its outcome. None of the agencies involved – MaineDOT, FHWA or State Planning Office – had a vote in this process. The municipal representatives, working with the Study Team for technical guidance, provided direction and made the decisions.

Steering Committee Meetings

In addition to the personal determination of the members, the extended pace of the work contributed to the ultimate success and camaraderie of this group. The first two years, spent assimilating what seemed like unending mountains of data, also provided enough time to build trust among Steering Committee members, the Study Team and the agencies.

Because a multi-municipal, multi-agency planning operation of this scale had never before been attempted, the Steering Committee and Study Team approached the job with a sense of flexibility. While overall goals and deadlines were clear, the specific steps needed to achieve them were allowed to evolve. This methodology gave all the participants the opportunity to move at a realistic pace and fully understand the issues. As a result, this group representing 20 communities of different sizes and character was able to give the Study Team the solid direction and strong decision-making needed to develop a ground-breaking and innovative plan. In addition, the group's flexibility and willingness to compromise made them extremely effective as a team.

Scenario-building: In just three meetings, the Steering Committee was able to amend and agree on three highly detailed scenarios describing the Mid-Coast in 2030, including a range of rapidly changing energy and economic criteria.

Supporting The Road Show: During a three-month period, each Steering Committee member took responsibility for public participation around a kiosk-based municipally oriented road show in his/her town or city.

Hosting Regional Meetings: At key points, multi-municipal regional meetings provided major updates for municipal leaders. The Steering Committee made sure the right

people from their communities attended and were briefed in advance.

Supporting Municipal Meetings: Another part of Gateway 1 outreach was individual meetings with town leaders. Here too, Steering Committee members made sure that the right people attended and provided background and expertise during the presentations.

Subcommittees: Three groups tackled complex issues on the Transfer of Development Rights (or Trip Rights) functions and structure of the new entity, and the Transportation Action Package. These groups spent even more of their own time working through ground-breaking questions in order to make thoughtful recommendations to the rest of the Steering Committee. The resulting discussions with the larger group were intense, disciplined, and ultimately led to agreements both pragmatic and visionary in a process facilitated and managed by the Steering Committee itself.

The Steering Committee also achieved what Woody Allen once quipped is 80% of success: "*They showed up.*" In more than three years of meetings, it was rare that fewer than 18 communities were in attendance - and usually more than 25 voting and alternate representatives were at the table. In this world of over-commitment and time starvation, that's an achievement in itself.

"Never have I been involved in such a massive public commitment to a long-term planning project, with multiple interests represented, and difficult decisions made with the utmost respect for each other. Whether it was because of the food that was served or the level playing field for all 20 towns, the process to date was inclusive and inspiring. I have high hopes for the next thirty years as a result of this process."

Jane Lafleur,
Camden Steering Committee Member

"Route 1 is a public resource. The Gateway 1 process links the planning of transportation improvements and the planning of land use together in order to preserve this resource. We need only look at Route 1 in York County to see what the highway will look like in 25 years if we are not successful."

Jim Upham, AICP,
Bath Steering Committee Member

CHAPTER 2: In a Nutshell: A Community-Centered Corridor

2.1 Changing the Corridor's Pattern of Development

Common to all of the Gateway 1 communities, their residents, and businesses are certain transportation and quality-of-life goals, chief among them:

- The ability to move people and goods smoothly and safely along the Corridor, with choices for how to do so;
- The ability to grow jobs - and a related tax base - in the Corridor; and,
- Preservation of the scenic, small town, and rural qualities that are the pride of Corridor residents and attract people from around the world.

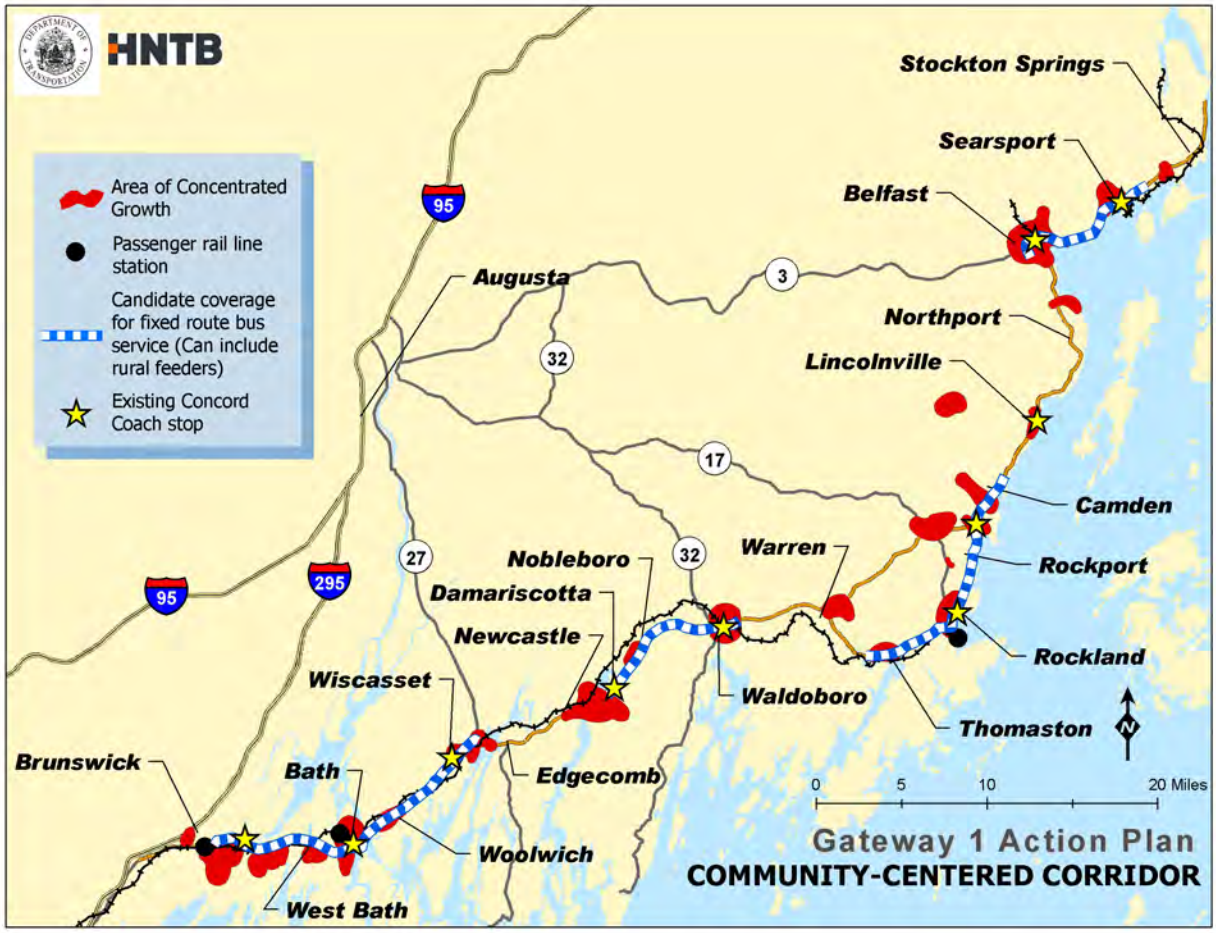
In four years of data-gathering and scenario-building, it became clear that the key to achieving these outcomes was changing the pattern of development in the Corridor. And, there is one pattern of development, that above all others, can achieve these outcomes simultaneously and dramatically. The central feature of this pattern is a balance between jobs and housing, locating these in close proximity to each other in compact centers on neighborhood or downtown scale and accommodating choices in transportation from walking and bicycling to auto and transit, including shuttles, buses and rail.

As discussed in greater detail in Chapter 5, this pattern (called Transit-Oriented Corridor) represents a dramatic shift in public land use and housing policies and in marketplace decisions in order to achieve this jobs-housing balance. To insist on achieving this pattern quickly – or even within the timeframe of this long-term plan – would be too jarring to public and private decision-makers alike.

Yet, the results - in efficiencies in the transportation system, capacity to support economic growth, and the preservation of the Mid-Coast's landscape - are so favorable that they are worthy goals to keep on the horizon. And the best way to do that is to build a critical interim pattern that, while compatible with an eventual unfolding of a Transit-Oriented Corridor (if the region chooses to go fully in that direction), can also stand strongly on its own. We call this stepping stone the **Community-Centered Corridor (CCC)**. This pattern also aggressively guides job growth into compact core growth areas in the Corridor's communities. But, while requiring a slow-down of the residential sprawl of the last several decades, it is much more modest in its re-direction of new housing into the core growth areas.

At the heart of both of these patterns is a 21st Century version of the Corridor's New England village heritage: groupings of core growth areas separated by rural spaces, connected by multiple modes of travel, and collectively offering a balance between jobs and homes for the workers that hold those jobs – such as might be illustrated in Figure 2-1 on the following page.

Figure 2-1
Corridor-Wide Map of Core Growth Areas



2.2 Why This New Pattern Will Work

This new pattern will work because, through the use of core growth areas as the building block for development, it reduces the need for long-distance commutes for a significant share of workers, puts day-to-day activities within closer reach of residents, reduces the demand for travel on Routes 1 and 90, and allows easy linking of trips, reducing the number and lengths of auto trips. It does not try to replace auto travel, but it reduces reliance on it as the sole means for transportation.

This is important because, according to Gateway 1 analysis[1], a majority of the travel along Route 1 in the Mid-Coast during the peak summer season involves area residents (year-round and seasonal) moving from place to place within the Corridor. The trips are mostly local for the purposes of getting to work, shopping, or otherwise moving between home and a local activity. Traffic congestion in the Corridor is less a result of through-trippers moving through the Corridor and more a result of relatively short trips by area residents and visitors who depend on Route 1 for everyday needs. Travelers from outside the Mid-Coast who are moving through the Corridor add to problematic conditions, but they are not the basic cause of them.

As we'll see in Chapter 5, a Community-Centered Corridor is projected to result in fewer miles traveled, including on the residential back roads in the region, and to build opportunities for choice in modes of transportation along the arterials. This pattern of development, with its complements of focused development and conserved rural lands, has the potential to extend the life of Route 1,

1 Citation for Origin and Destination Survey; see Appendix 1.

improve emergency vehicle response times, conserve more scenic assets of the Corridor, conserve wider expanses of wildlife habitat, and create more choices for both passenger and commercial transportation.

2.3 What Is a Core Growth Area?

Core growth areas are places of focused development. They are typically one-half mile in diameter or less. This varies from place to place, but they are distinctly non-linear and most contain fewer than 100 acres. Some core growth areas can be specialized as residential places, others as commercial or industrial places, and others will have a mix of uses, but together they provide many of the jobs, services, and goods needed by the region's residents and visitors. In the Mid-Coast Corridor, many of these core growth areas already exist in the form of downtowns, suburban shopping centers, and business parks, and some of these are ripe for in-fill development and redevelopment. But new core growth areas will also be needed to accommodate projected growth. Locating these to take advantage of existing utility and transportation systems, to avoid fragile natural and scenic resources, and establishing boundaries within which they can grow are critical tasks in envisioning a Community-Centered Corridor.

While some core growth areas – such as an existing downtown with adjacent village neighborhood – may be relatively self-contained, many will not be so self-contained but, in combination with complementary, nearby core growth areas, will achieve balance among land uses upon which residents, businesses, and visitors depend for their day-to-day activities. Properly located and designed, these groupings can be efficiently served by transportation systems. There may be eight to 10 groupings of core growth areas between Brunswick and Stockton Springs, with each grouping separated by uninterrupted stretches of rural highway. From the air, they would look like a "necklace of pearls."

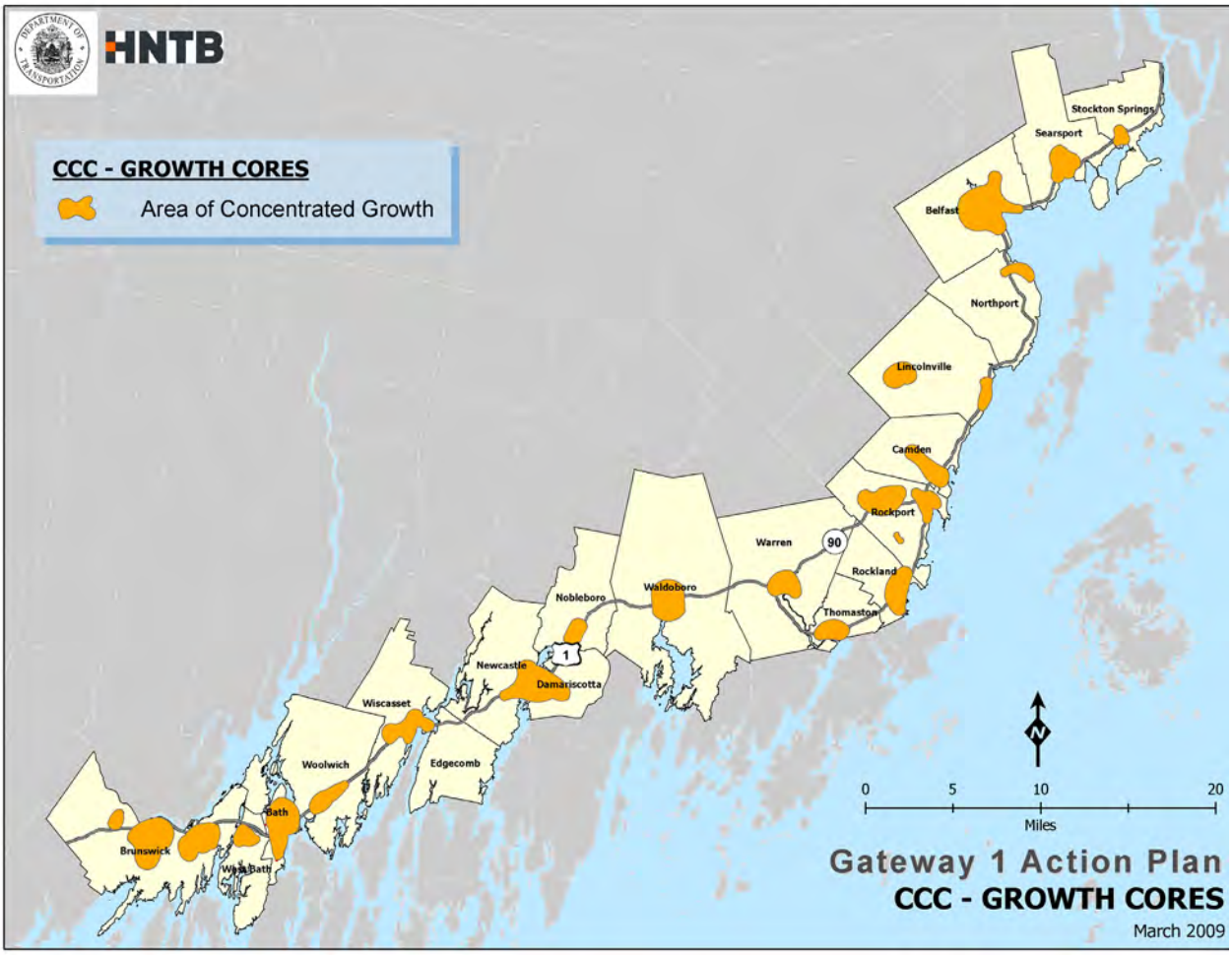
Figure 2-2 on the following page identifies the location and size of the proposed core growth areas for the CCC. The locations and sizes of the suggested core growth areas are based on a combination of factors: the approximate amount of growth anticipated or targeted for each municipality, the Future Land Use Plans in local Comprehensive Plans, available infrastructure such as public water and sewer lines, the location of sensitive natural resources, and existing residential settlements and commercial areas. While care has been taken to recommend the locations of these core growth areas, each municipality is encouraged to examine them over time and, as appropriate, modify their locations based on local knowledge and objectives.

The Gateway 1 Corridor Action Plan envisions that, with the appropriate investments and other actions described in the plan, these core growth areas collectively will be able to accommodate – and should target – 18,500 new jobs and 8,000 new dwelling units within their boundaries over approximately 25 years.

A necklace of pearls is feasible for this Corridor because many of the pearls are already in place or taking form. They include downtowns, other shopping districts, villages and in-town neighborhoods, and ports and other industrial areas. The challenge is to preserve them as recognizable pearls, identify the best places for nurturing new ones or expanding existing ones while preserving the rural lands around them, and investing in the transportation and other infrastructure that will assure their vitality.

The case for a Community-Centered Corridor, including how it performs against several "Measures of Effectiveness," is discussed in more detail in Chapter 5.

Figure 2-2
Corridor-Wide Core Growth Areas



CHAPTER 3: TRENDING TOWARD TROUBLE

3.1 Defining the Problem

Early in this process the Corridor communities were asked what they saw as the problems in the Route 1 Corridor. They responded as follows:

- Speeding;
- Loss of image, aesthetics, open space;
- Safety concerns: vehicle, bicycle, pedestrian;
- Traffic congestion;
- Lack of communication and cooperation among communities;
- Truck noise and truck safety-related issues;
- The need to preserve downtowns;
- Lack of transportation choices; and,
- Conflicts with local goals vs. MaineDOT goals.

Perception of these problems has driven the analyses and solutions described in this plan. This chapter explores the extent of these problems today, and then looks 25 years into the future. To develop meaningful and effective solutions, one has to understand what is causing these problems.

At the heart of these problems are deeper forces that are driving change in the Corridor. Will these forces change over time? Will population growth slow or speed up? Will the kinds of jobs supported in the Corridor stay the same? Will the Mid-Coast strengthen as a retirement home magnet? The answers to these questions are not obvious and they require some imaginative investigation and analysis to craft possible solutions. We use the word "scenarios" to describe plausible futures for the Mid-Coast.

The first part of this chapter describes how the scenarios were developed and gives a detailed perspective on current economic, social and development trends. This is the baseline against which other scenarios and development patterns (described in Chapter 5) are compared. The second step, accordingly, identifies the ways in which both existing and future conditions and problems will be measured and compares these outcomes (often called Measures of Effectiveness (MOEs) or indicators) to the conditions in 2005.

The information presented in this chapter will be useful for future studies in the Corridor, such as National Environmental Policy Act (NEPA) documentation or Environmental Impact Statements (EIS) for transportation projects or for Comprehensive Plan updates. The data and mapping in the chapter represents a substantial new work effort and resource for the Corridor municipalities and for the future.

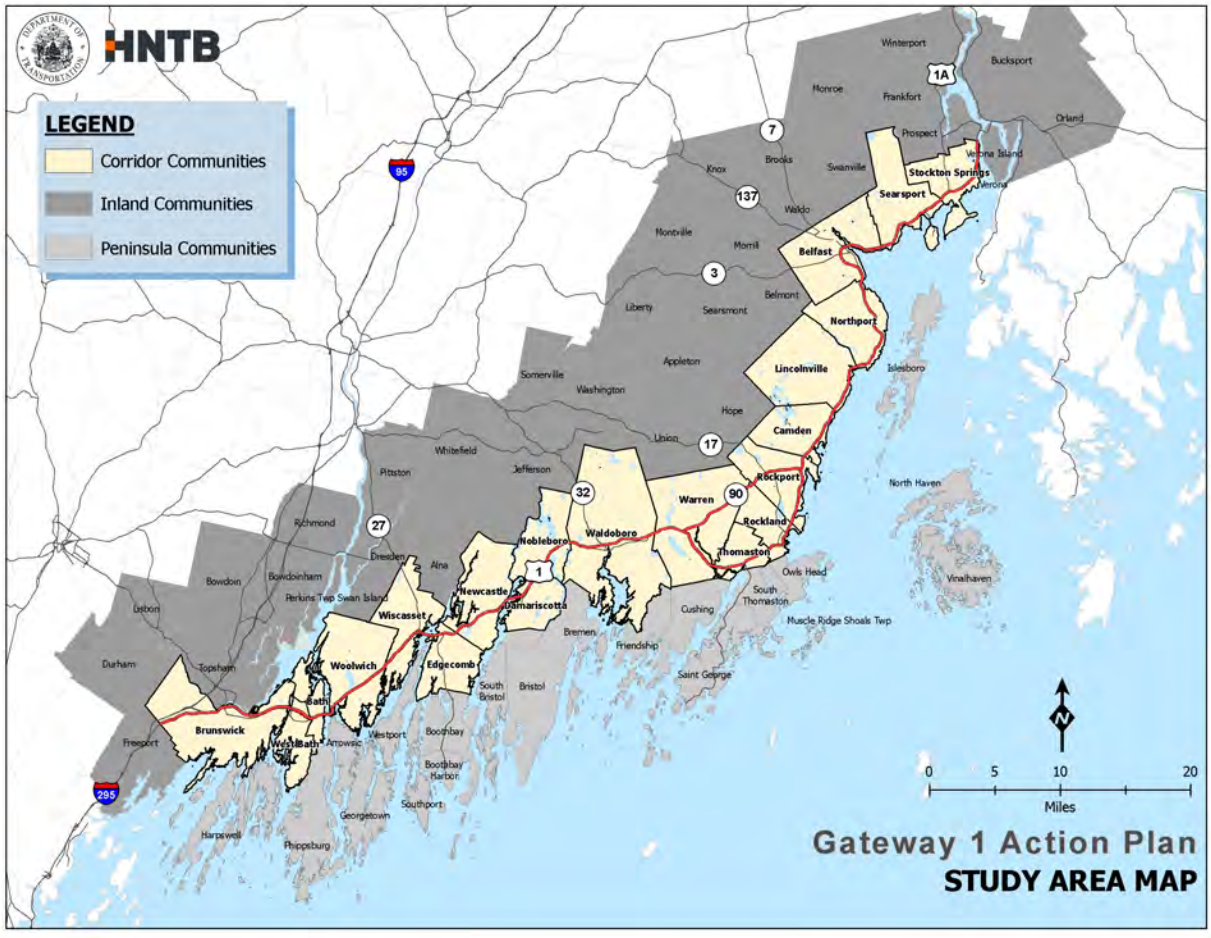
3.2 *Defining Various Geographies*

The Corridor Within the Region

Figure 3-1 shows the section of the Corridor that was the focus of this planning effort. Because the Corridor is connected to both the inland and peninsula areas by roadways and economic and social networks that influence each other, we have to take these linkages into account. We can presume, for example, that if housing prices in the peninsula and Corridor rise substantially because more affluent residents "from away" choose to move in, then the more affordable communities inland will likely see a population surge. Some peninsula communities are seeing more rapid growth than others and since they are, in effect, long cul-de-sacs, this will affect traffic.

Accordingly, we have divided the larger study area into Inland, Corridor, and Peninsula swathes, shown in different colors in Figure 3-1. When we discuss future growth we will be explicit about how many people and jobs we are assuming in each of these three areas.

Figure 3-1
Corridor Study Area



The Corridor Within Labor Markets

Another reason to account for an area larger than the Corridor itself is that the job markets and the economic data associated with them are based on seven Labor Market Areas (LMA) that encompass the Inland, Corridor, and Peninsula areas.

Figure 3-2
Corridor Study Area Labor Market Areas (LMA)

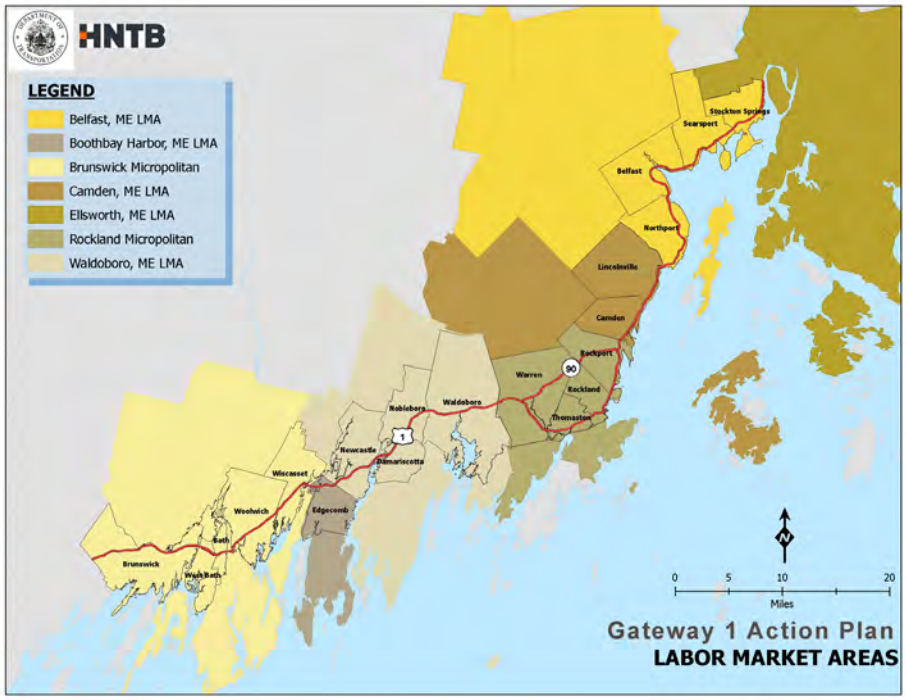
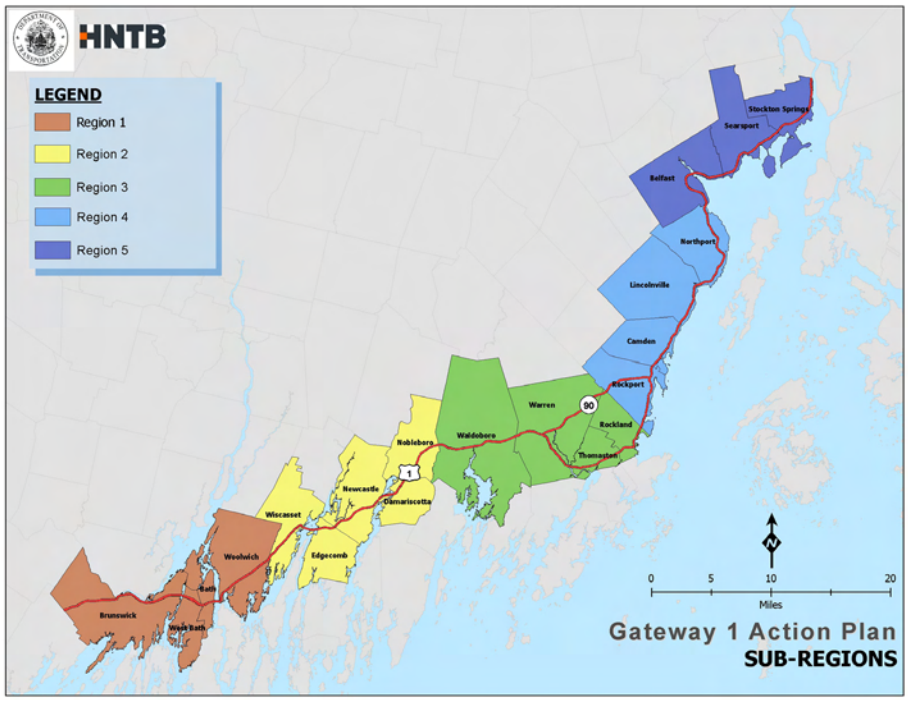


Figure 3-2 shows these seven LMA. It is clear that their boundaries extend into areas beyond our Corridor. In using data from the LMA we have modified them as necessary to fit into our Corridor geography. We will refer to the Inland, Corridor, and Peninsula areas and the LMA throughout this chapter.

The Corridor and its Five Sub-Regions

The Corridor was divided early on into five sub-regions to allow for a more focused evaluation. This was important to reduce the length of the Corridor into manageable segments for analysis and to promote communications among neighboring communities. The boundaries of the sub-regions were, inevitably, to some degree arbitrary, and they can be modified as necessary during the implementation of the Gateway 1 Corridor Action Plan. For the purpose of the plan however, much of the data and analysis is presented by these sub-regions. Figure 3-3 identifies the five sub-regions.

Figure 3-3
Corridor Study Area Sub-Regions



Traffic Analysis Zones – The Finest Grain of Analysis

The plan also introduces one final level of geography, smaller than the city or town boundaries, that is needed for fine-grained transportation and land use planning – the Traffic Analysis Zones (TAZ). In order to forecast future traffic volumes using the travel demand model and assess future

conditions at the appropriate level of detail, it is necessary to create small areas for which people, housing and jobs must be allocated. TAZ are particularly useful in defining an area of more compact development or town core growth areas. Figure 3-4 shows the TAZ within the Corridor municipalities. For the study model area as a whole, there are 562 of them covering 1,794 square miles and current and future information for each was developed in this planning effort. Typically there are more TAZ in the densely developed areas (i.e., downtowns) in the Corridor than in rural areas. Growth area TAZ allocations for the CCC Scenario are discussed in Chapter 5.

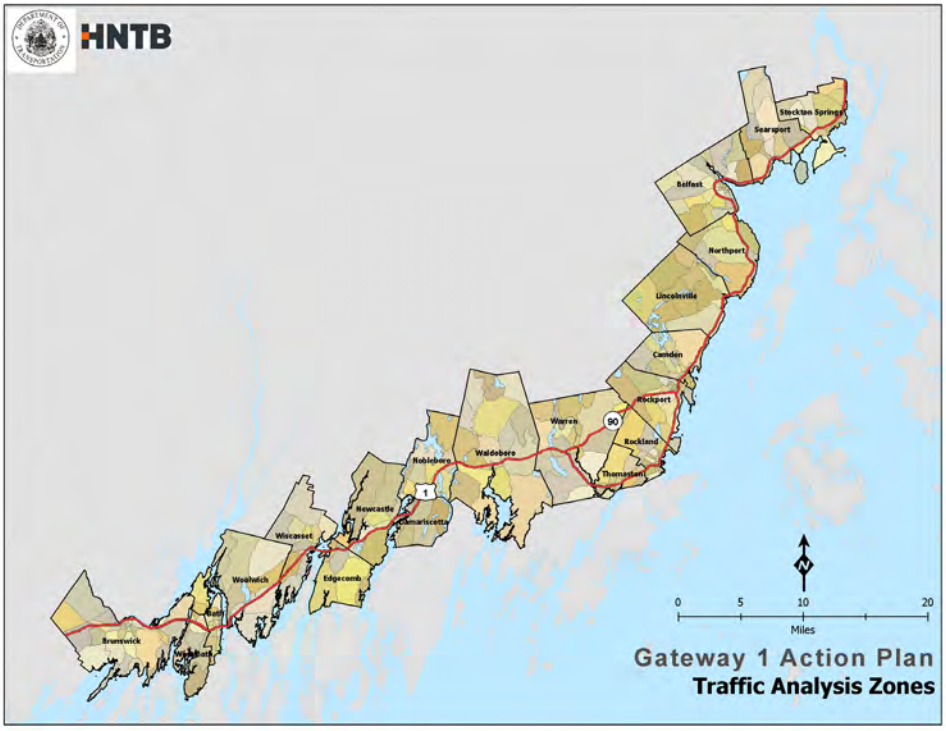


Figure 3-4 Corridor Study Area Traffic Analysis Zones (TAZ)

3.3 *Socio-Economic Characteristics of the Corridor*

What are the main characteristics of the current population in the Corridor and how are these trending?[2] Tables 3-1 through 3-3 identify various trends for the Corridor communities from 1990 and 2000.

Location	1990	2000	% Change
Brunswick	20,906	21,172	1.3
West Bath	1,716	1,798	4.8
Bath	9,799	9,266	-5.4
Woolwich	2,570	2,810	9.3
Subregion 1	34,991	35,046	0.2
Wiscasset	3,339	3,603	8.0
Edgecomb	993	1,090	9.8
Damariscotta	1,811	2,041	12.7
Newcastle	1,538	1,748	13.6
Nobleboro	1,455	1,626	11.7
Subregion 2	9,136	10,108	10.6
Waldoboro	4,510	4,916	9.0
Warren	3,192	3,794	18.8

Table 3-1 Corridor Population 1990 to 2000

2 Appendix 2 is a full report on the socio-economic profile of the Corridor based on analyzing the 1990 and 2000 Census. It also compares Corridor data to the state as a whole.

Location	1990	2000	% Change
Thomaston	3,306	3,748	13.4
Rockland	7,972	7,609	-4.5
Subregion 3	18,980	20,067	5.7
Rockport	2,854	3,209	12.4
Camden	5,060	5,254	3.8
Lincolnville	1,809	2,042	12.9
Subregion 4	9,723	10,505	8.0
Northport	1,201	1,331	10.8
Belfast	6,355	6,381	0.4
Searsport	2,603	2,641	1.4
Stockton Springs	1,383	1,481	7.1
Subregion 5	11,542	11,834	2.5
Corridor Total	86,362	89,560	3.7
State of Maine	1,227,928	1,274,923	3.8
Source: US Census 1990, 2000			

Table 3-2 Corridor Age Characteristics 2000

Location	Under 18	Over 65
Brunswick	23.0	15.5
West Bath	22.5	12.2
Bath	25.0	14.1
Woolwich	23.8	11.2
Wiscasset	25.3	13.1
Edgecomb	23.0	16.4
Damariscotta	19.6	30.5
Newcastle	22.7	18.8
Nobleboro	24.8	15.1
Waldoboro	25.3	16.4
Warren	25.4	10.2
Thomaston	20.5	15.0
Rockland	21.1	19.5
Rockport	23.5	17.3
Camden	19.7	23.4
Lincolnville	23.1	14.0
Northport	21.9	15.2
Belfast	20.9	20.0
Searsport	23.3	15.2
Stockton Springs	23.8	13.9
State of Maine	23.6	14.4
Source: US Census, 2000		

Location	Median Household Income (Dollars)	Median Family Income (Dollars)	Per Capita Income (Dollars)
Brunswick	40,402	49,088	20,322
West Bath	45,326	52,986	23,022
Bath	36,372	45,830	19,112
Woolwich	41,741	47,984	21,097
Wiscasset	37,378	46,799	18,233
Edgecomb	43,833	49,861	23,788
Damariscotta	36,188	47,105	23,146
Newcastle	43,000	51,250	24,289
Nobleboro	39,805	46,838	21,373
Waldoboro	34,830	41,042	17,117
Warren	35,662	41,086	15,655
Thomaston	33,306	42,319	17,199
Rockland	30,209	37,083	16,659
Rockport	47,155	56,068	25,498
Camden	39,877	56,439	26,126
Lincolnville	42,273	48,500	21,621
Northport	39,435	45,000	21,438
Belfast	32,400	43,253	19,276
Searsport	31,288	38,333	18,883
Stockton Springs	37,050	42,847	18,370
State of Maine	37,240	45,179	19,553
Source: US Census, 2000			

Table 3-3 Corridor Income 1999

Evident in the above tables, we identify the following trends within the Corridor communities:

- 15 of the 20 communities experienced greater than average growth in population from 1990 to 2000. Among those communities with sizeable population growth are Edgecomb – 10%, Damariscotta – 13%, Newcastle – 14%, Nobleboro – 11%, Warren – 18%, Thomaston – 13%, Rockport – 12%, and Lincolnville – 13%. Only two communities lost population – Bath and Rockland.
- 13 of the 20 communities have an over-65 population greater than the statewide average (14%).
- Per capita income was consistent with statewide averages, with about half of the communities greater than the statewide average ($19,553). Two communities, Rockport and Camden, had per capita incomes greater than $25,000.

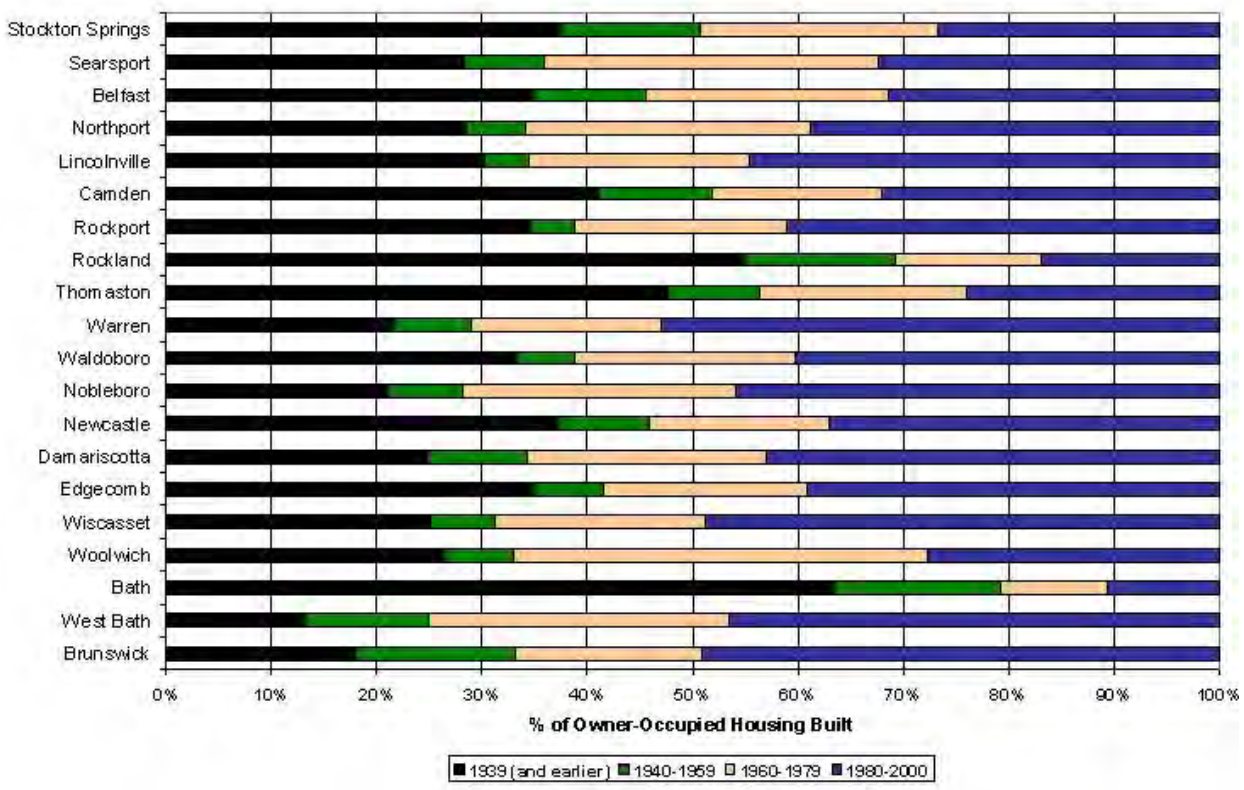
Bottom Line – The Corridor continues to trend towards an aging population with an influx of more affluent residents. This trend is anticipated to continue into the future.

Timing of Growth in the Corridor

The average age of the Corridor populations mirrors the growth spurts of the various municipalities. Figure 3-5 shows the housing growth by community over time. Some of the older service center

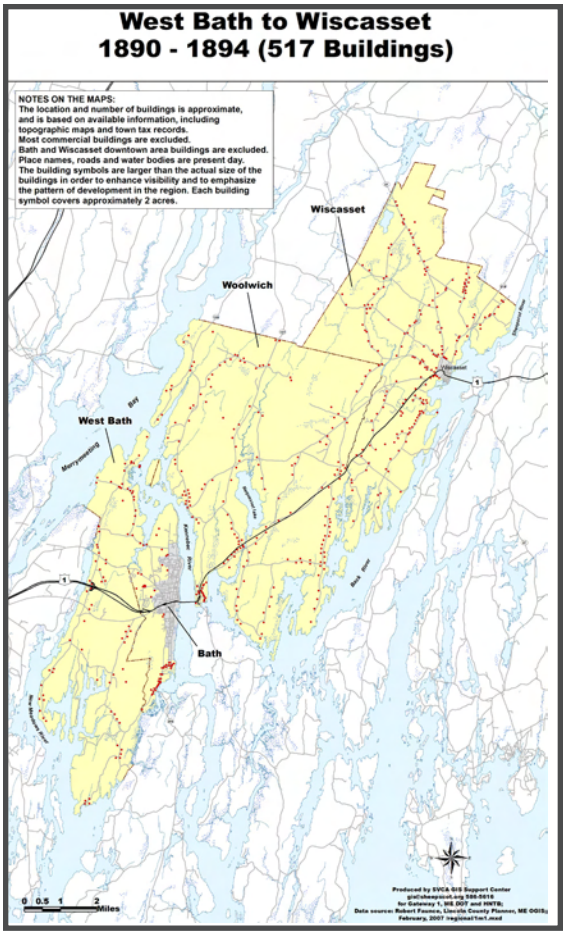
cities, such as Bath, Rockland, and Belfast saw their strongest growth prior to the 1940s. By contrast, in Brunswick, West Bath, Wiscasset, and Warren, almost 50% or more of the homes have been built in the last 20 years.

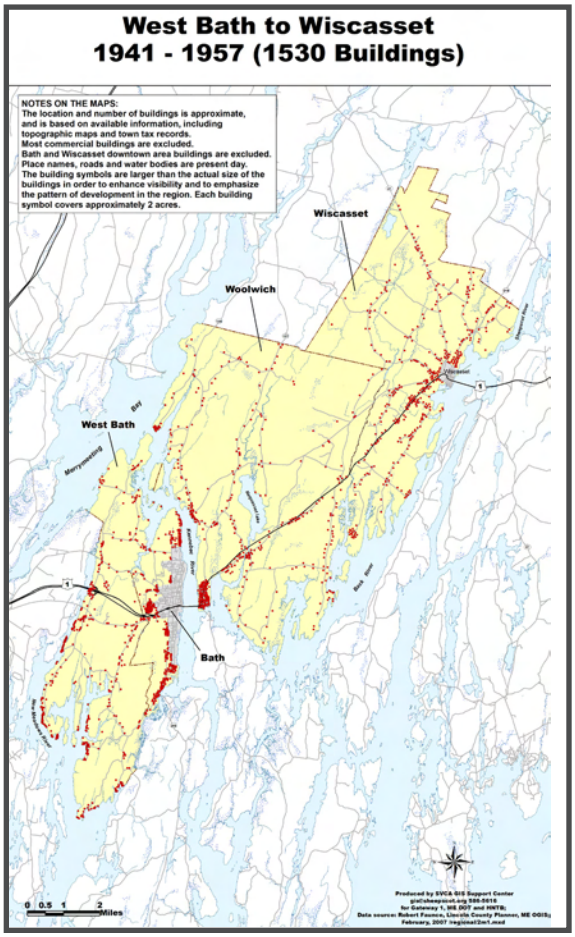
Figure 3-5
Corridor Communities' Housing Growth Over Time

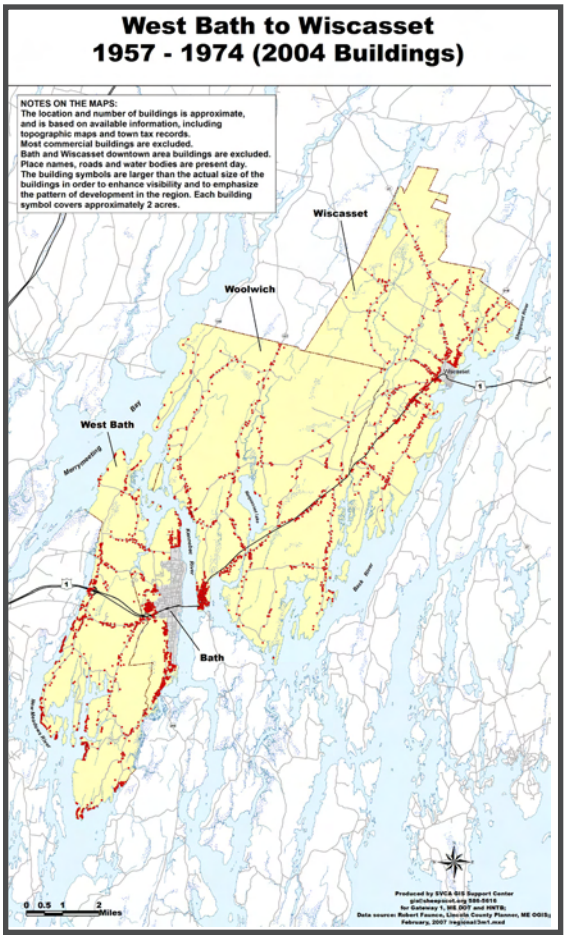


The period of rapid growth is significant in another way. Those towns that grew mostly before 1940 grew fairly compactly. Those that grew later, especially since 1980, tended to spread out along roadways in all directions.

Figure 3-6 on the following page shows this typical spread-out growth pattern for the towns of West Bath, Woolwich, and Wiscasset from the late 19th century to today.







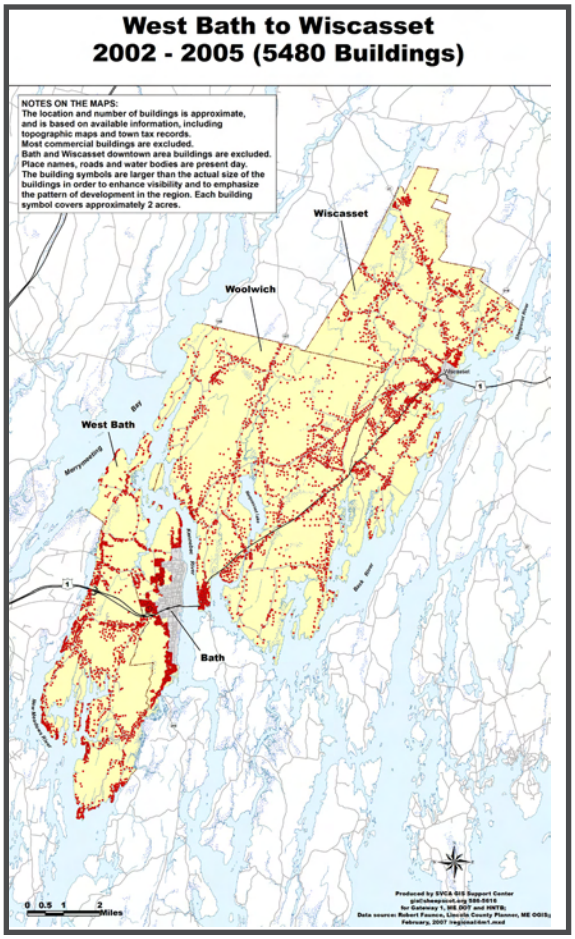
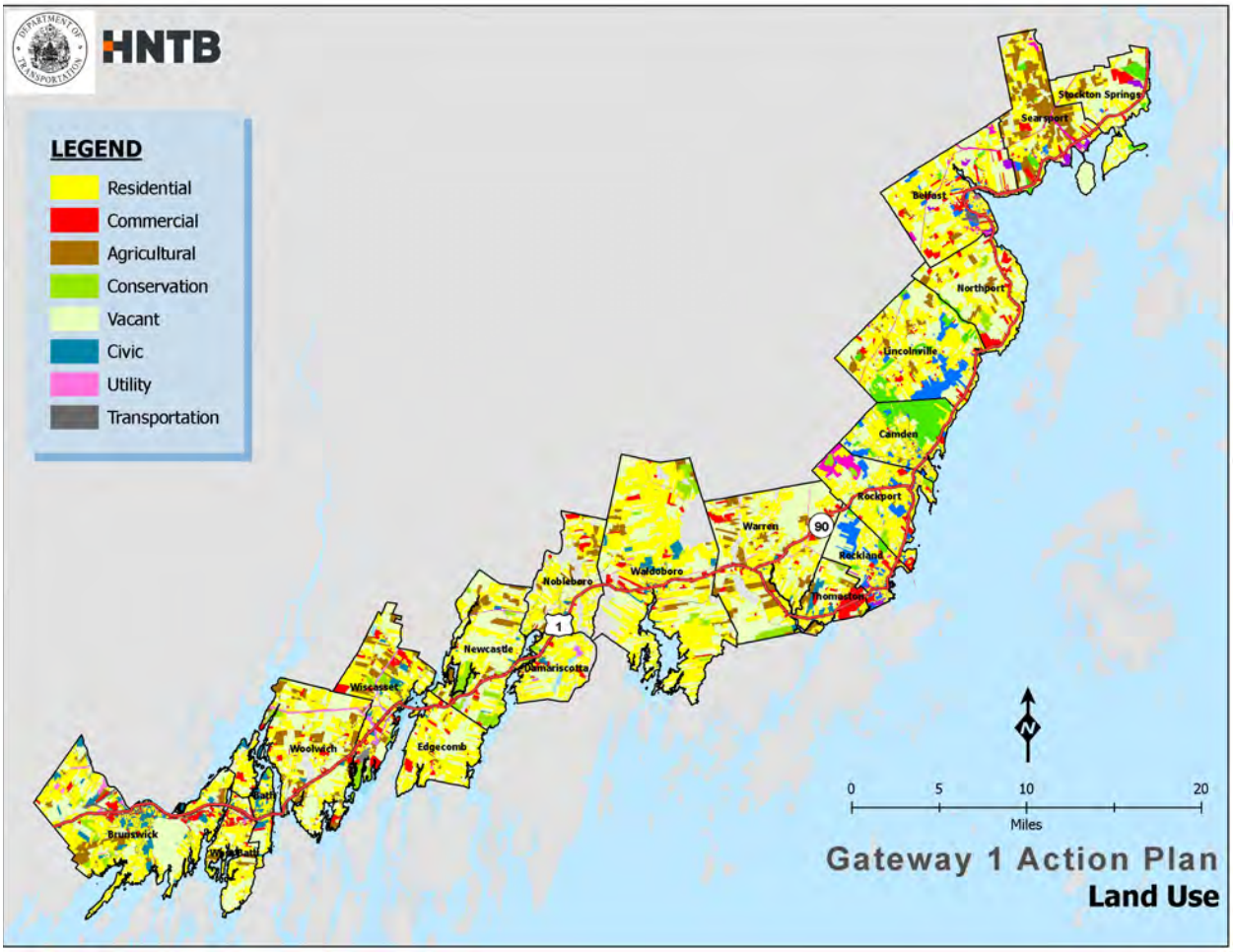


Figure 3-6
Mid-Coast History of Growth Maps

3.4 *Land Use in the Corridor*

The pattern of recent Low-Density growth is evident in the existing land use patterns seen today. Figure 3-7 shows a generalized picture of how land is used throughout the entire Corridor.

Figure 3-7
Corridor Land Use Patterns



Almost half the Corridor parcels are undeveloped (44%). Approximately 40% is used residentially, and of this the great majority is in large lots over two acres. Just over 5% of the Corridor overall is used commercially, but this is concentrated along the half-mile "ribbon" on either side of Routes 1 and 90. Loss of open space and visual quality can also be attributed to the growth in Low-Density housing. Lower-density housing (i.e., on lots of more than two acres) is widespread throughout the municipalities. The breakout of Corridor-wide land use by acreage in Table 3-4 shows this pattern and is based on a summary of parcel acreage by land use.

Table 3-4
Corridor Land Use (by Community, in Acres)

Town	Residential	Commercial	Agricultural	Conservation	Vacant	Civic	Utility	Transportation	Water	TOTALS
Brunswick	12,219	1,274	1,527	658	10,100	2,316	545	1,736	4,489	34,863
West Bath	3,438	409	432	74	2,869	86	70	275	68	7,722
Bath	2,423	425	0	75	1,468	979	77	310	2,645	8,402
Woolwich	7,936	879	2,166	318	9,550	95	482	664	4,400	26,490
Wiscasset	5,968	1,651	1,568	817	3,845	412	208	243	15	14,728
Edgecomb	6,349	602	111	4	4,143	48	18	7	28	11,310
Newcastle	5,465	447	1,511	2,078	8,314	186	80	523	30	18,634
Damariscotta	4,228	381	5	116	2,738	129	181	133	264	8,173
Nobleboro	5,743	532	959	27	4,255	91	99	401	8	12,115
Waldoboro	22,172	1,350	1,217	1,202	13,346	1,161	328	81	0	40,856
Warren	9,787	1,311	3,175	575	13,927	189	379	296	1,708	31,347
Thomaston	1,907	1,405	620	294	1,882	561	54	53	0	6,777
Rockland	2,218	881	1	284	2,919	1,676	69	11	0	8,059
Rockport	7,008	909	22	726	3,042	1,088	1,116	0	0	13,912
Camden	4,882	231	40	3,916	2,191	707	1	395	0	12,363
Lincolnville	10,426	828	1,037	2,104	7,669	2,643	145	3	0	24,857
Northport	5,638	1,192	821	462	6,819	28	0	246	315	15,521
Belfast	9,791	2,081	383	182	7,248	711	676	244	0	21,317
Searsport	5,415	1,195	5,851	433	4,663	217	429	36	0	18,239
Stockton Springs	3,621	688	666	764	5,978	53	60	165	0	11,996
Totals	**136,637**	**18,670**	**22,113**	**15,110**	**116,965**	**13,379**	**5,016**	**5,822**	**13,968**	**347,680**

Land Use in the Routes 1 and 90 Ribbon

The clustering and spreading of commercial uses along Route 1 is clear from the ribbon of land uses half a mile on either side of the Corridor, as shown in Figure 3-8, and as evident when driving the Corridor. The length of built-up road frontage is a much better measure of the loss of open space cited as a problem by the public. About 10 miles of the Corridor's 100 miles are fronted by substantial commercial uses; another 10 miles consist of what can be called "emergent" commercial development, likely to become substantial commercial use over time. This pattern of about 20 miles of stripped-out frontage is what underlies the public's perception of loss of open space and their concern about the poor visual appeal of development.

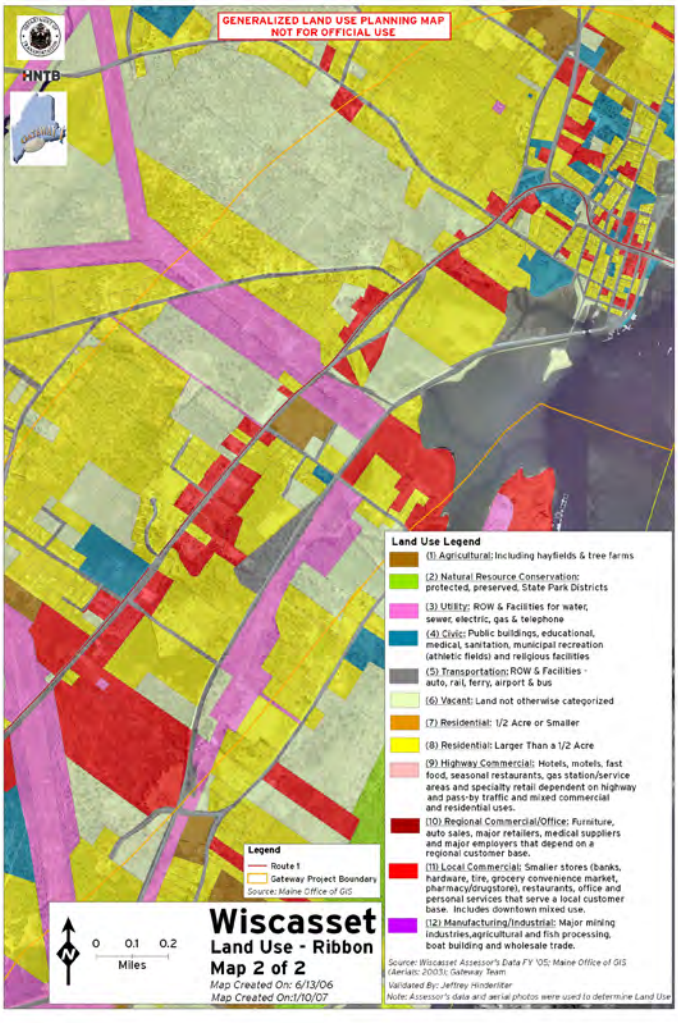


Figure 3-8
Ribbon Land Use Pattern

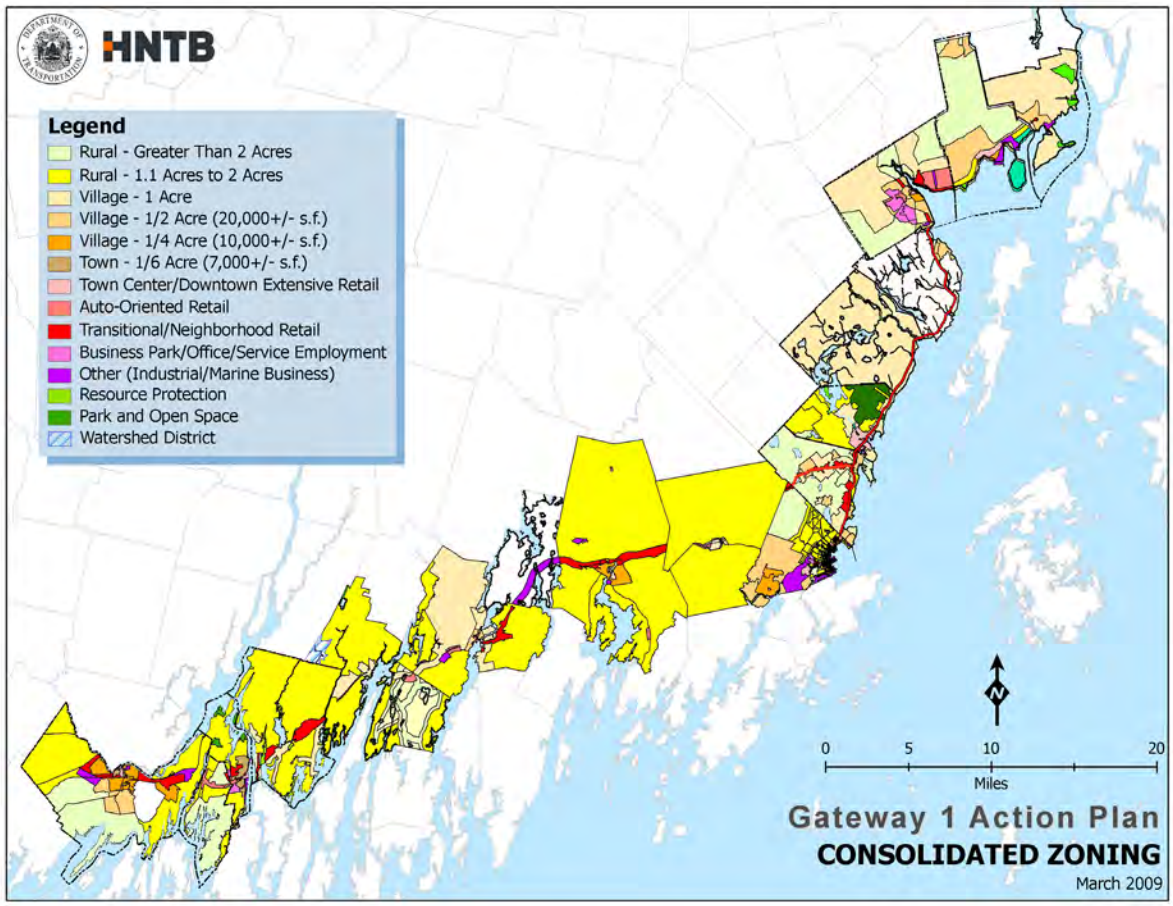
The dominance of the Route 1 Corridor for employment is evident. Approximately 65% of jobs are within a half-mile of this roadway. Conversely, about 44% of homes are within these same boundaries. This pattern of development obviously affects

the amount, direction, and nature of travel in the Corridor. This is explored in the next section.

Future Development Potential in the Corridor – Zoning Patterns

Land use and traffic patterns are the product of zoning decisions made by the municipalities over time. In some cases, zoning is based on the adopted Comprehensive Plans of the municipalities; in others, zoning preceded these plans. The future character of the Corridor, if it follows current zoning patterns, is a predictable one. While the pace of this development may not be known, its end state will resemble the zoning pattern shown in Figure 3-9.

Figure 3-9 Existing Corridor Zoning Map



Note: that the zoning map in Figure 3-9 includes areas already developed. The map is based on generalizing the individual zoning categories of each town in a consistent way so as to give an overall image of the Corridor which the complex pattern of the actual current zones would not.[3]

Figure 3-9 suggests several points:

- Approximately 45 miles of additional frontage for commercial uses are possible under the current zoning, an increase of 20 miles over the current frontage. This provision of additional commercial zoning varies significantly by municipality. Tables 3-4 and 3-5 provide information to compare the current commercial land developed with the capacity allowed by the undeveloped commercial zoning. Eight of the 20 municipalities stand out as having a very significant surplus of commercial

3 A map which depicted the actual zoning pattern for each municipality and the generalizations made to simplify this differentiated set of categories are included in Appendix 17.

zoning.

- The amount of Low-Density residential zoning can accommodate another 40,000 homes in the rural section of the Corridor and 40,000 homes in the built-up sections of the Corridor, while its provision varies significantly by town. This is highlighted in Table 3-5 below.
- Medium-density housing can accommodate another 25,000 - 30,000 units Corridor-wide, most of it in the southern portion of the Corridor. This is also highlighted in Table 3-5 below.

Table 3-5
Capacity of Zoned Residential and Commercial Land (in Vacant, Buildable Acres)

Town	Rural > 2ac	Rural 1 - 2ac	Village 1ac	Village 1/2ac	Village 1/4ac	Town 1/6ac	Town Center	Auto Retail	Neigh-borhood Retail	Business Park	Other	Resource Protection	Open Space	TOTAL
Brunswick	8,712	13,019	0	1,879	2,221	80	100	0	1,288	0	2,908	0	0	30,207
West Bath	5,296	1,910	31	0	0	0	0	340	52	0	0	0	0	7,630
Bath	0	3,622	0	137	0	728	65	87	265	225	116	186	352	5,783
Woolwich	0	18,375	1,911	0	0	0	0	0	1,160	0	0	869	0	22,314
Wiscasset	0	12,484	1,357	0	0	0	36	0	221	0	0	1,757	0	15,856
Edgecomb	6,713	4,268	455	0	0	0	0	207	0	0	0	0	0	11,643
Newcastle	0	6,802	11,328	313	0	0	236	0	17	0	156	0	0	18,852
Damariscotta	0	6,630	869	0	0	0	22	0	643	0	0	0	0	8,164
Nobleboro	0	0	0	0	0	0	0	0	0	0	1,009	0	0	1,009
Waldoboro	0	43,380	150	0	1,044	0	27	244	1,699	0	331	0	0	46,877
Warren	0	30,638	303	0	0	0	0	159	0	0	5	0	0	31,105
Thomaston	0	0	0	4,598	1,114	0	170	0	0	0	1,030	88	0	6,999
Rockland	3,053	3,972	0	0	0	0	35	61	306	124	387	0	0	7,937
Rockport	8,504	371	2,161	1,504	0	0	10	0	1,300	0	24	0	0	13,876
Camden	216	5,645	2,005	0	0	0	849	25	123	0	70	178	2,532	11,644
Lincolnville	829	772	20,542	0	0	0	1	0	9	0	0	919	0	23,071
Northport	0	0	0	14,913	0	0	0	0	0	0	0	0	0	14,913
Belfast	7,616	0	9,316	1,503	197	0	36	1,282	641	1,255	170	0	0	22,016
Searsport	10,618	655	0	4,913	184	0	415	0	0	0	1,814	103	0	18,703
Stockton Springs	374	0	10,079	963	0	0	0	0	33	0	106	991	0	12,545
Totals	**51,933**	**152,542**	**60,508**	**30,724**	**4,761**	**808**	**2,002**	**2,405**	**7,757**	**1,604**	**8,126**	**5,090**	**2,884**	**331,143**

3.5 Traffic and Safety in the Corridor

Recalling the public's perception of traffic conditions as a major problem in the Corridor, the land use patterns described previously relate to traffic volumes depicted in Table 3-6. The highest volumes are found along Route 1 in the southern end of the Corridor. Brunswick, West Bath, Bath, Woolwich, and Wiscasset all have average daily traffic volumes greater than 20,000. A portion of Route 1 in this section is four-lanes (Brunswick to Bath), but has resulted in capacity and safety issues north of Bath to Wiscasset. These high volumes force vehicles onto local roads during congested periods, creating de-facto cut-through bypasses. Cut-through traffic is also evident in downtown areas, such as Thomaston, Rockland and Camden on roads like Old County Road and Route 52. Cut-through traffic was a high priority issue identified by many communities in the region.

2005 US Route 1 and Route 90 Traffic Volumes by Corridor Community, is shown on the following page in Table 3-6.

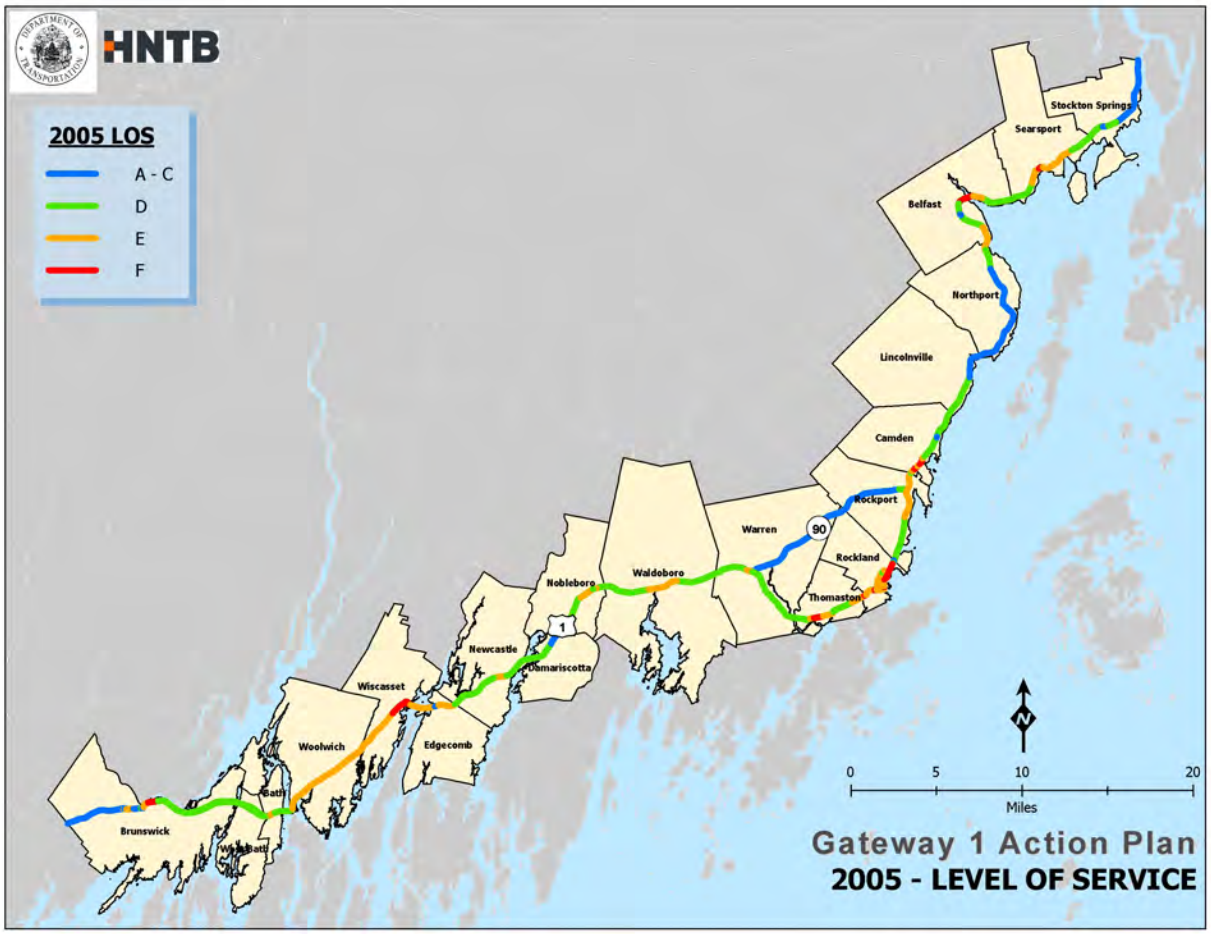
Table 3-6
2005 US Route 1 and Route 90 Traffic Volumes by Corridor Community

COMMUNITY	LOCATION	2005 SAWDT
Brunswick	US 1 (MILL ST) N/O PLEASANT ST	31,580
Brunswick	US 1 (PLEASANT ST) E/O CHURCH RD	30,330
Brunswick	US 1 WB NORTH OF 196 INTERCHANGE	25,386
Brunswick	US 1 EB NORTH OF 196 INTERCHANGE	26,795
West Bath	US 1 EAST OF NEW MEADOWS ROAD INTERCHANGE EB	21,807
West Bath	US 1 EAST OF NEW MEADOWS ROAD INTERCHANGE WB	22,313
Bath	US 1 ALONG SAUGUS SECTION EB	20,904
Bath	US 1 ALONG SAUGUS SECTION WB	20,783
Woolwich	US 1 N/E OF NEQUASSET ROAD	20,663
Wiscasset	US 1/SR 27 (MAIN) E/O SR 27 (GARDINER)	22,990
Wiscasset	US 1 (BATH RD) SW/O SR 27 (GARDINER)	23,190
Wiscasset	US 1 (BATH RD) NE/O SR 144	20,840
Wiscasset	US 1 SW/O SR 144	21,100
Edgecomb	US 1/SR 27 W/O SR 27	21,420
Newcastle	US 1 EAST OF SHEEPSCOTT ROAD	18,117
Damariscotta	US 1 N/O US 1B (MAIN ST)	16,250
Damariscotta	US 1 SW/O US 1B (MAIN ST)	10,210
Nobleboro	US 1 AT AR STATION	13,442
Waldoboro	US 1 (ATLANTIC HWY) E/O SR 32 @ CUL	16,530
Waldoboro	US 1 W/O SR 32	10,180
Warren	SR 90(CAMDEN RD) NE/O US 1(ATLANTIC HWY)	5,550
Warren	US 1(ATLANTIC HWY) SE/O SR 90(CAMDEN RD)	9,460
Warren	US 1(ATLANTIC HWY) NW/O SR 90(CAMDEN RD)	14,270
Thomaston	US 1/SR 131 (MAIN ST) SW/O SR 131 (HIGH)	21,770
Thomaston	US 1/SR 131 (MAIN) E/O SR 131(OYSTER RV)	13,230
Thomaston	US 1 (S WARREN RD) W/O SR 131(OYSTER RV)	11,190
Rockland	US 1 (NB) (MAIN ST) N/O US 1 (PARK DR)	12,710
Rockland	US 1 (PARK ST) W/O US 1 (NB) (N MAIN ST)	15,420
Rockland	US 1 (PARK ST) W/O US 1A (BROADWAY)	16,250
Rockport	US 1 (COMMERCIAL ST) N/O SR 90 (WEST ST)	16,930
Rockport	US 1 (COMMERCIAL ST) S/O SR 90 (WEST ST)	14,840
Rockport	SR 90 (WEST ST) W/O US 1 (COMMERCIAL ST)	8,120
Camden	US 1 (HIGH ST) NE/O SR 52 (MOUNTAIN ST)	13,130
Camden	US 1 (MAIN ST) S/O SR 52 (MOUNTAIN ST)	13,080
Lincolnville	US 1 (ATLANTIC HWY) N/O SR 173(MCKAY RD)	8,600
Northport	US 1 SOUTH OF ROCKY ROAD	9,289
Northport	US 1 NORTH OF BAYSIDE ROAD	10,964
Belfast	US 1 SE/O SR 52 (LINCOLNVILLE AVE)	11,140
Belfast	US 1 NW/O SR 52 (LINCOLNVILLE AVE)	14,670
Belfast	US 1/SR3(SEARSPORT) E/O SR141(SWAN LAKE)	16,520
Belfast	US 1/SR3(SEARSPORT) W/O SR141(SWAN LAKE)	22,490
Searsport	US 1/SR 3 (W MAIN ST) NE/O PROSPECT RD	14,160
Searsport	US 1/SR 3 (E MAIN ST) NE/O LEACH ST	18,480
Stockton Springs	US 1/SR 3 NE/O IR 664 (HARRIS RD)	10,370
Stockton Springs	US 1/SR 3 E/O US 1A (BANGOR RD)	7,290
Prospect	US 1/SR 3 E/O SR 174 @VERONA TL @BR#3008	9,530

SAWDT – Summer Average Weekday Daily Traffic

Traffic volumes tell only part of the story. Level of traffic operation should also be considered when evaluating traffic. A standard traffic operation measure is Level of Service (LOS). This measure relates traffic volumes to available road capacity, and rates the resulting LOS from A (free-flowing) to F (gridlocked). Existing LOS for the Corridor is shown in Figure 3-10.

Figure 3-10 2005 Routes 1 and 90 Level of Service (LOS)



The picture that results shows several areas where LOS is identified as severe congestion (LOS E or F). These occur particularly along Route 1 in Woolwich and Wiscasset. In places, such as downtowns, a level of service that slows down travel is desirable. But, along the rural stretches of the Corridor, it is a critical objective to allow Route 1 to fulfill its function as an arterial and to continue to move traffic smoothly and efficiently through the region.

But how many of these problems are due to conditions and land uses in the Corridor, rather than through traffic and conditions in the region? While the LOS may look bad in spots, perhaps most of the trips being made are actually quite short in length and therefore the burden on travelers is not so acute. These are valid concerns. To look below the surface of the numbers, a survey was conducted of travel patterns in the Corridor, asking drivers from where, and to where, they were traveling and for what purpose. This Origin and Destination (O&D) survey[4] yielded some interesting findings that are important in themselves and also allowed the travel demand model to be adjusted accordingly.[5]

Highlights of the survey are listed on the following page.

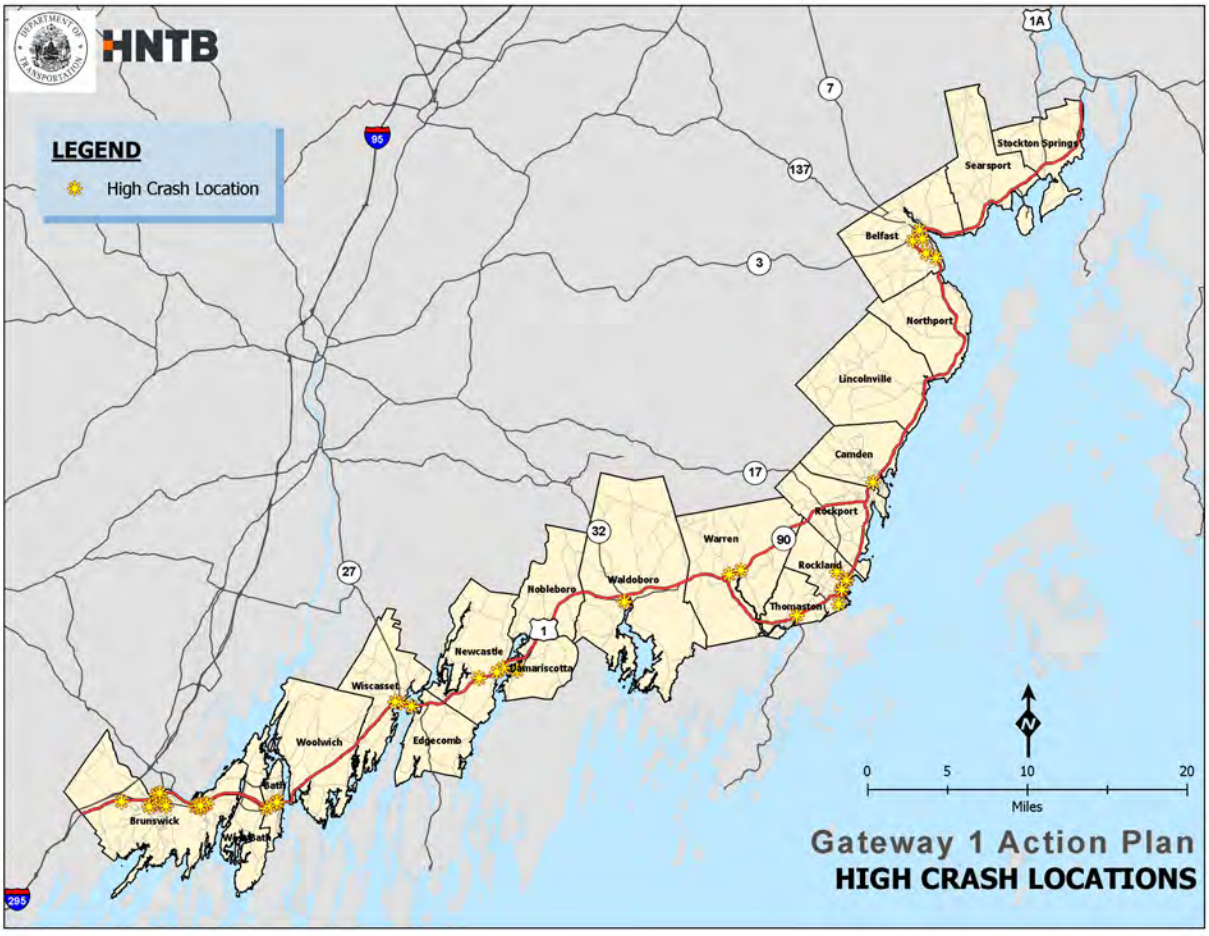
4 The full survey report is found in Appendix 1.
5 The travel demand model is described in Appendix 12.

- A strong majority of drivers in the Corridor are from Maine.
- Many Corridor trips are short, intra-regional trips (about half of those recorded in Bath, Rockland-North, Rockland-South, and Camden).
- Trips beginning and ending outside the Corridor are a small share of all trips; 15% in Rockland and Camden, and 20% in Wiscasset.
- The share of seasonal trips ranged from 30-45%, many being day-tripping Maine residents.
- A relatively large number of trips – 66% in Brunswick and Waldoboro, 25% in Camden were for work commutes (nationally the number is 18%).

These findings suggest that accessibility within the Corridor – facilitating and shortening trips from home to work – is an important metric to monitor.

The public survey also found that safety as well as travel speed were identified as major problems within the Corridor. Figure 3-11 below identified the High Crash Locations (HCL) identified within the Corridor from 2002-2004.

Figure 3-11
Corridor High Crash Locations (HCL), 2002-2004



It should be noted that HCL, as determined by MaineDOT, are defined as locations where eight or more crashes occur within a three-year period, and have a Critical Rate Factor[6] greater than 1.0.

6 Critical Rate Factor (CRF) is the ratio of the crash rate of a given location to the statewide crash rate for roads of similar classification and urban/rural rating.

3.6 Protected Areas, Habitat Areas, and Scenic Views

Protected Areas

The development potential cited in the previous section takes into account the fact that not all undeveloped land is available for development. Some of the land zoned for development will not be developed because it is largely protected as wetlands or flood plains.[7] Other areas, particularly some significant habitat areas, are protected by their acquisition by the state for parkland or by land trusts. Figure 3-12 depicts these protected areas.

FIGURE 3-12 PROTECTED AREAS

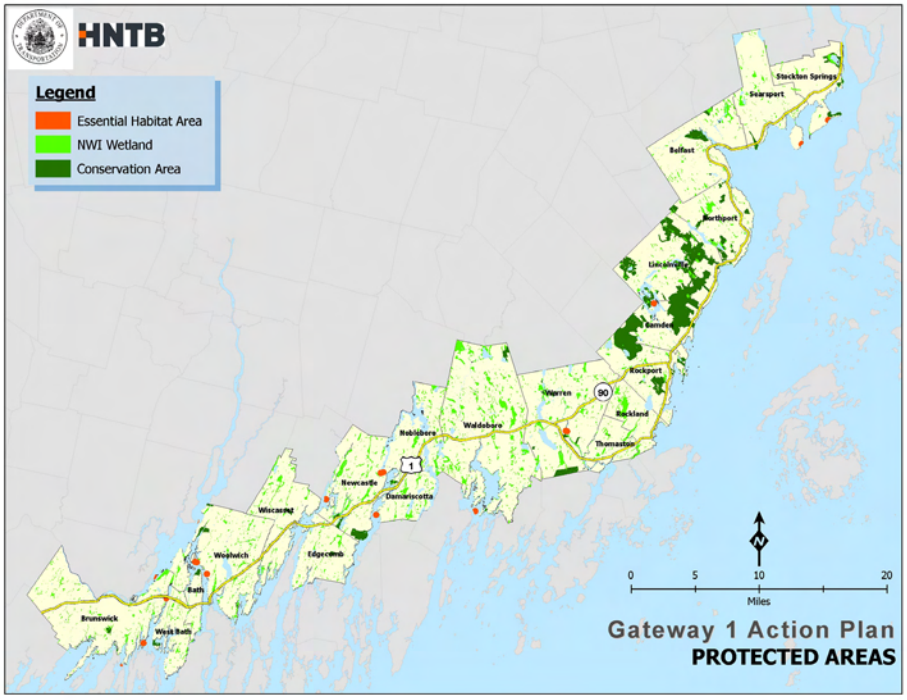
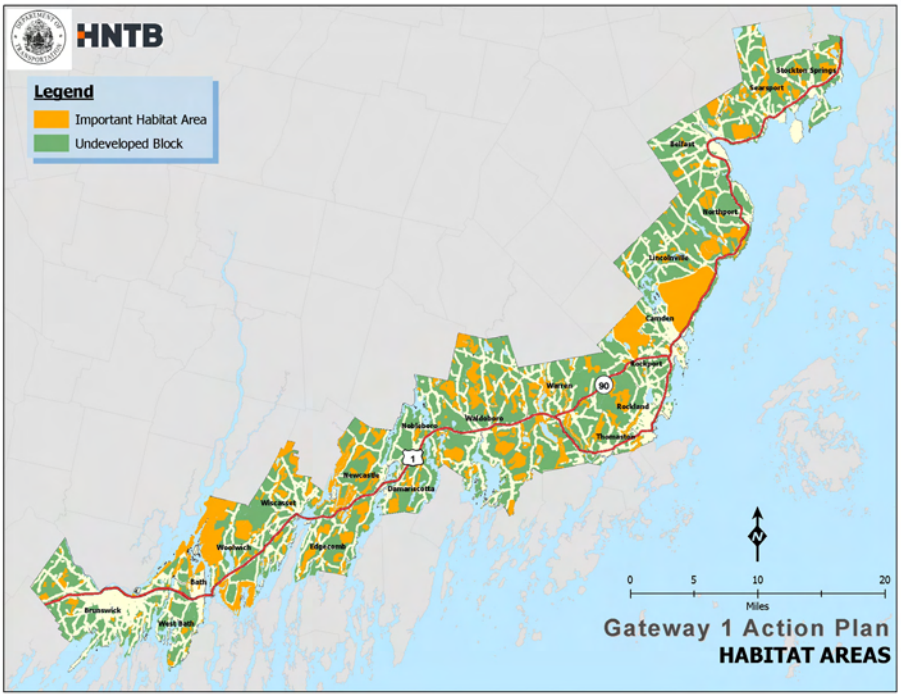


FIGURE 3-13 IMPORTANT ANIMAL HABITAT AREAS



These protected areas do not, of course, define the extent of important animal habitats in the Corridor. "Important" in this sense means large areas of contiguous woods (e.g., over 50 acres), stream Corridors, and known areas of rare, threatened and endangered species. Figure 3-13 interprets these important animal habitat areas.

Rural and Scenic Character

The protected areas and habitat areas are only part of the rural character so prized by many residents. They do not capture the full magic of Mid-Coast Maine that landed it among *National Geographic* magazine's most noteworthy scenic places in the world.[8] This study therefore included a very extensive Scenic Resource Assessment of the Corridor, which was vetted by the project's citizen Steering Committee.[9]

Scenic character has been defined as having several

7 Floodplains and wetlands have limited protection from development.
8 *National Geographic*, 2004.
9 The full visual assessment study is included as Appendix 5.

components, including views from Route 1 or Route 90, in various directions; views of the roadway itself; and the more enclosed, picturesque urban views of the traditional New England villages that dot the Corridor. These views are more than an essential attribute of the Corridor's character; they are the lifeblood of its tourist industry, which constitutes about 15% of the state's economy. Figures 3-14 through 3-21 are taken from the visual assessment study and present the results of this visual resources analysis for the Corridor. (Note: that the scenic-character regions used in this analysis are based on certain physical landscape features and do not correspond to the five regions earlier identified within the Corridor.)

These maps form the basis for a later evaluation of how at-risk the various segments of the Corridor are (in Chapter 4) and they also relate to actions recommended later on in the plan. In the aggregate, about 57% of the Corridor roadway segments are classified as having distinctive and noteworthy views, the highest level of scenic quality. These percentages exclude the views that have been compromised by development fronting Routes 1 and 90.

The full Gateway 1 Scenic Resource Assessment is available as part of this plan's appendix and provides a full overview of the process, results, and recommendations.

Figure 3-14
Rivers and Marshes Region: Visual Quality

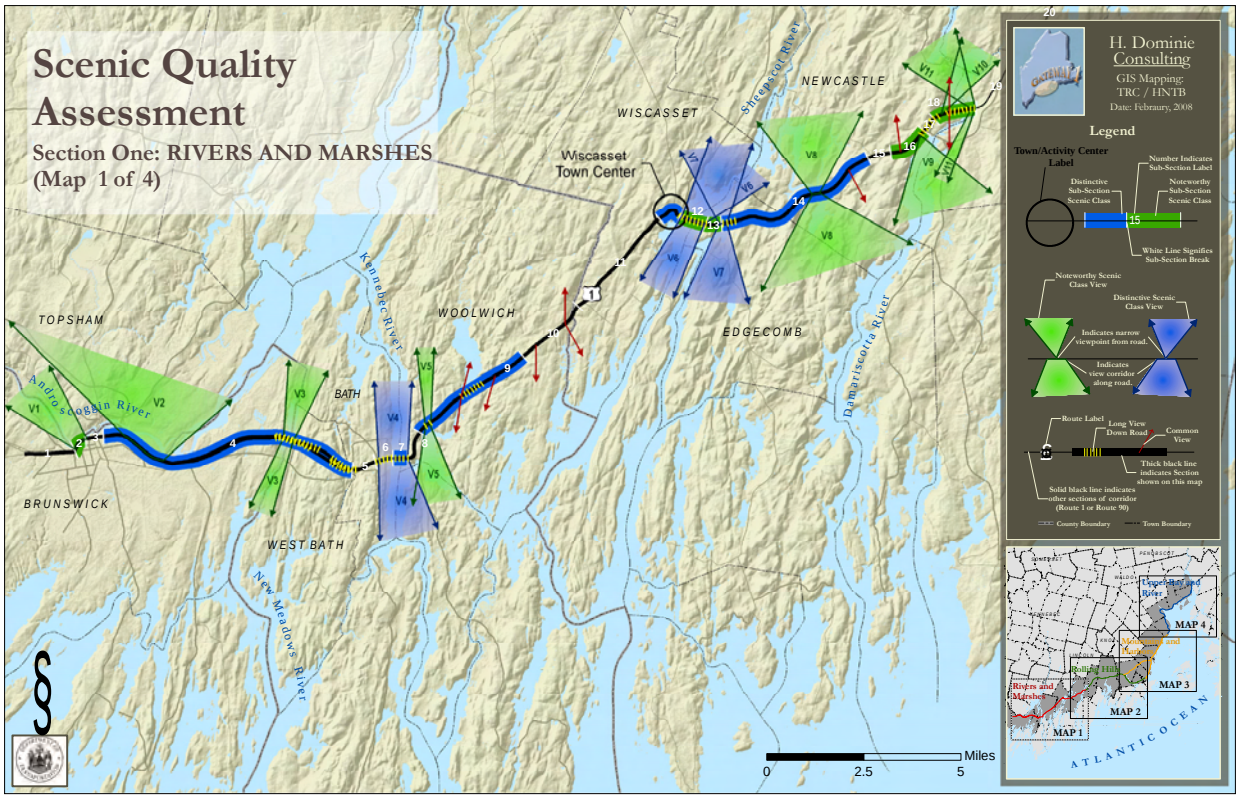


Figure 3-15
Rivers and Marshes Region: Facility Assessment

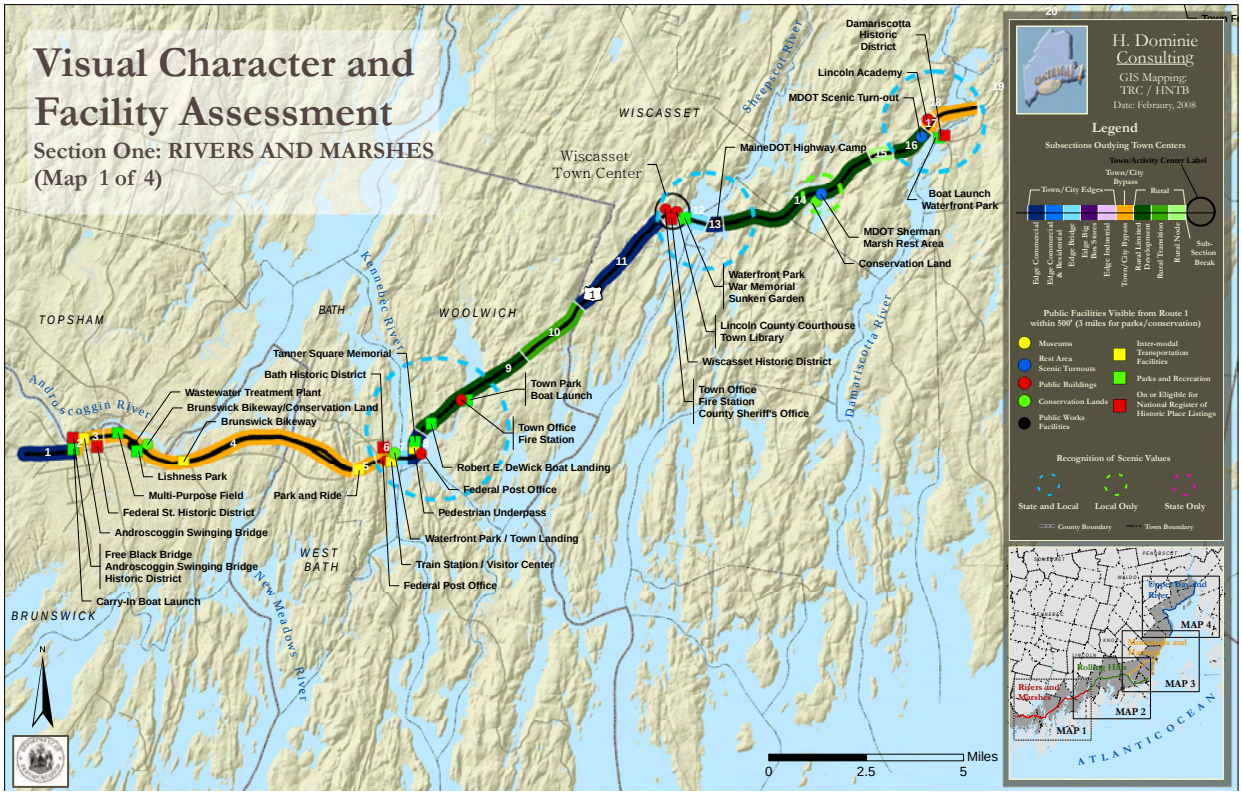


Figure 3-16
Rolling Hills Region: Visual Quality

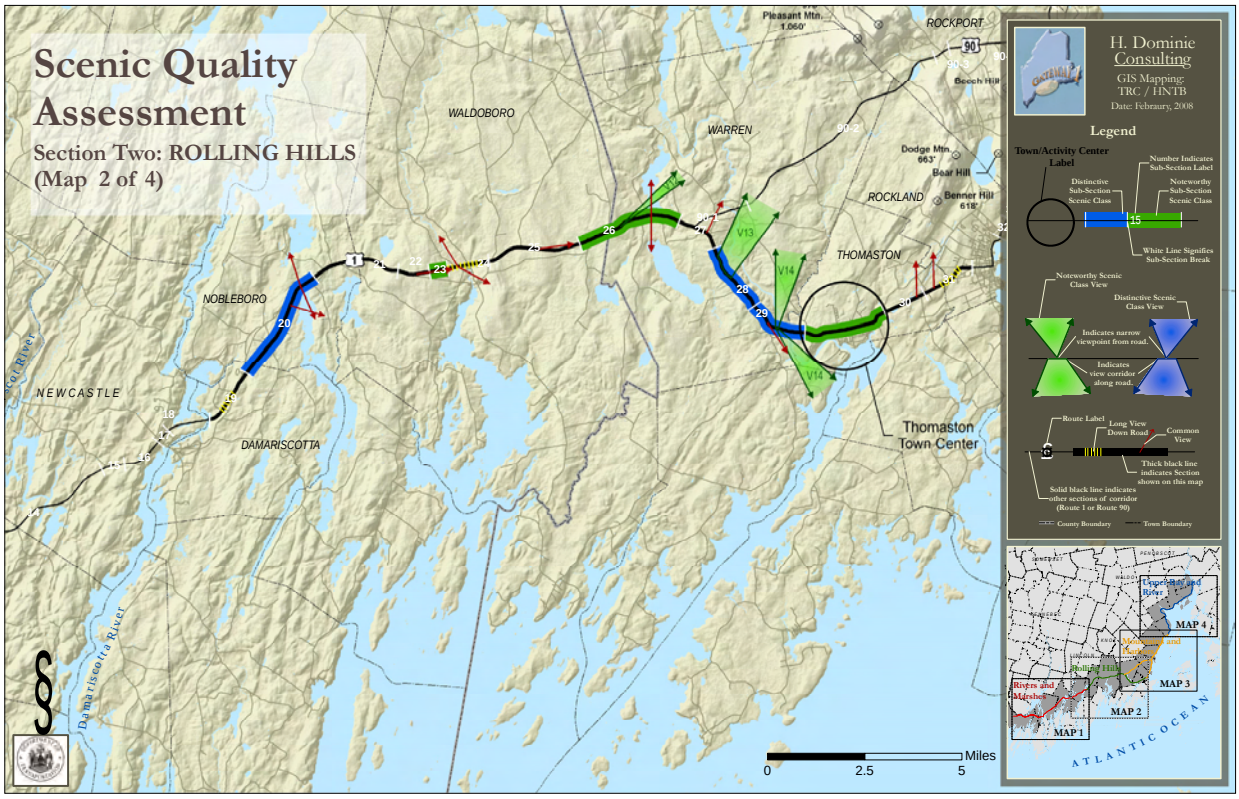


Figure 3-17
Rolling Hills Region: Facility Assessment

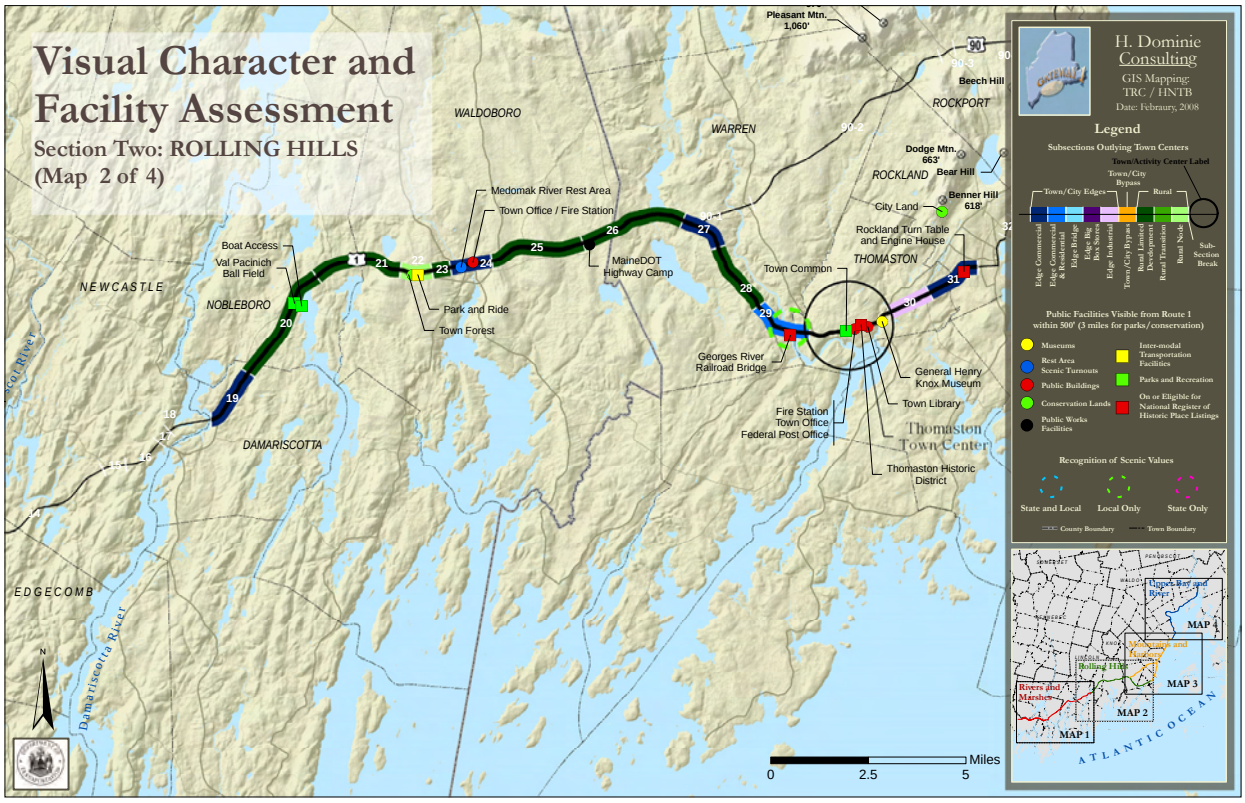


Figure 3-18
Mountains and Harbors Region: Visual Quality

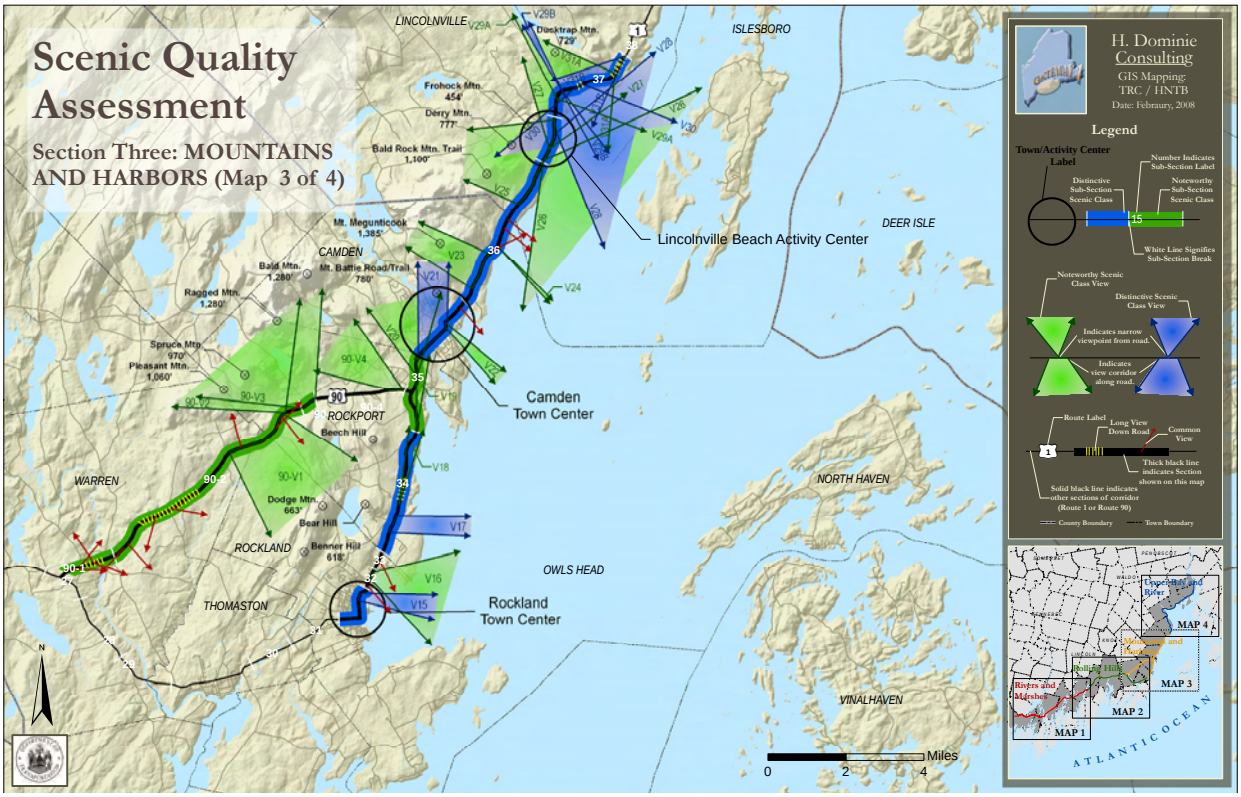


Figure 3-19
Mountains and Harbors Region: Facility Assessment

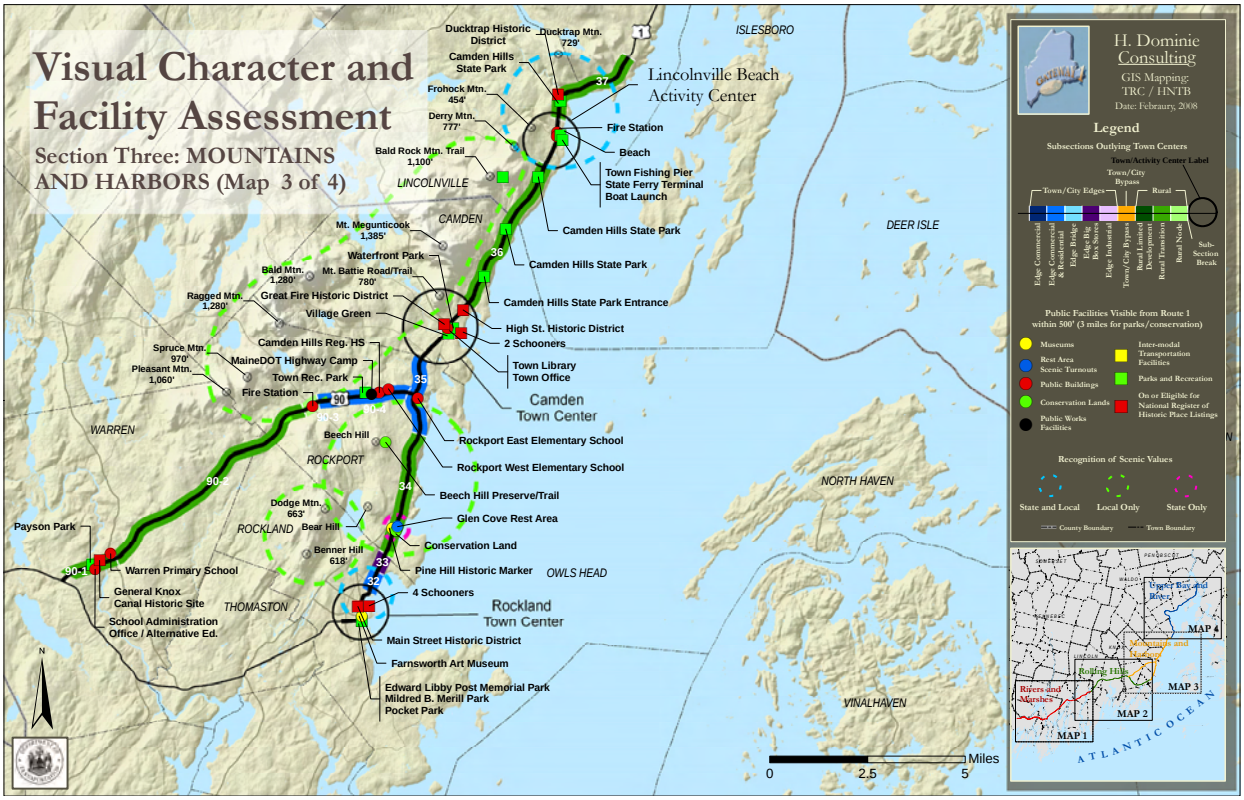


Figure 3-20
Upper Bay and River Region: Visual Quality

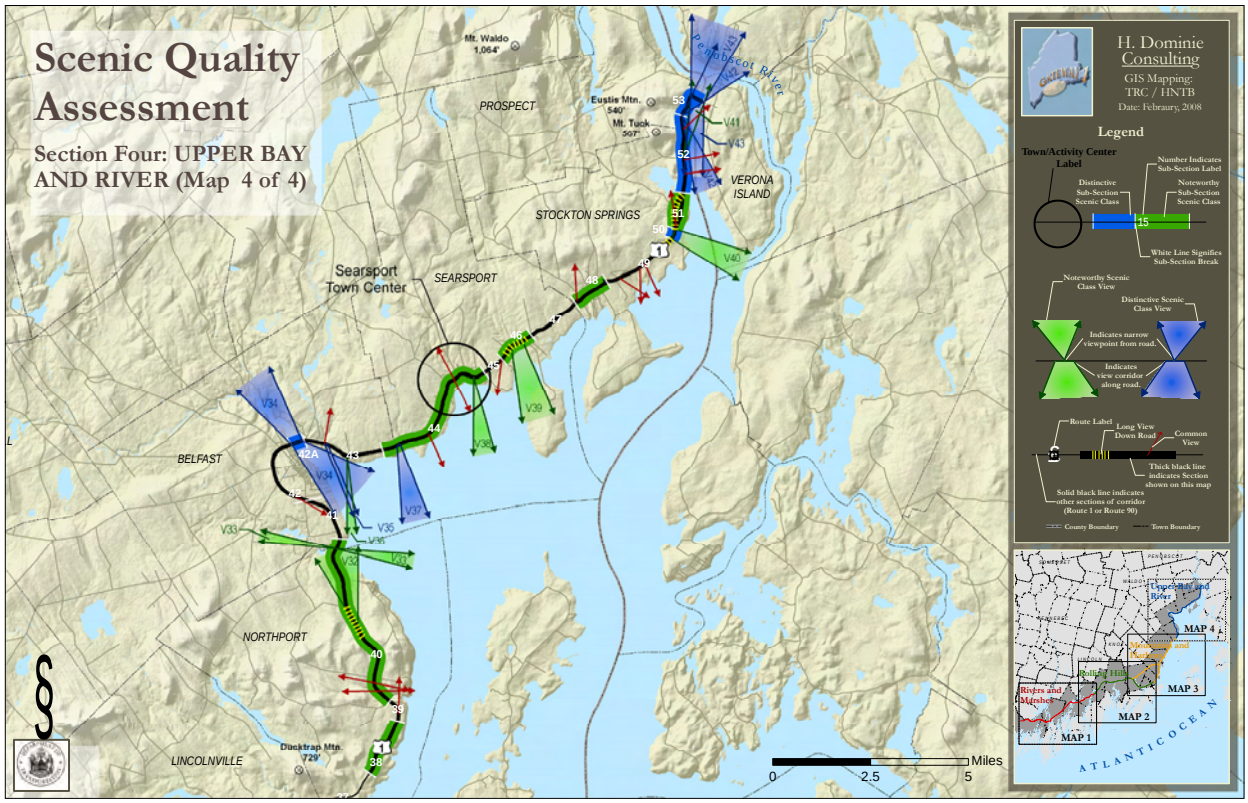
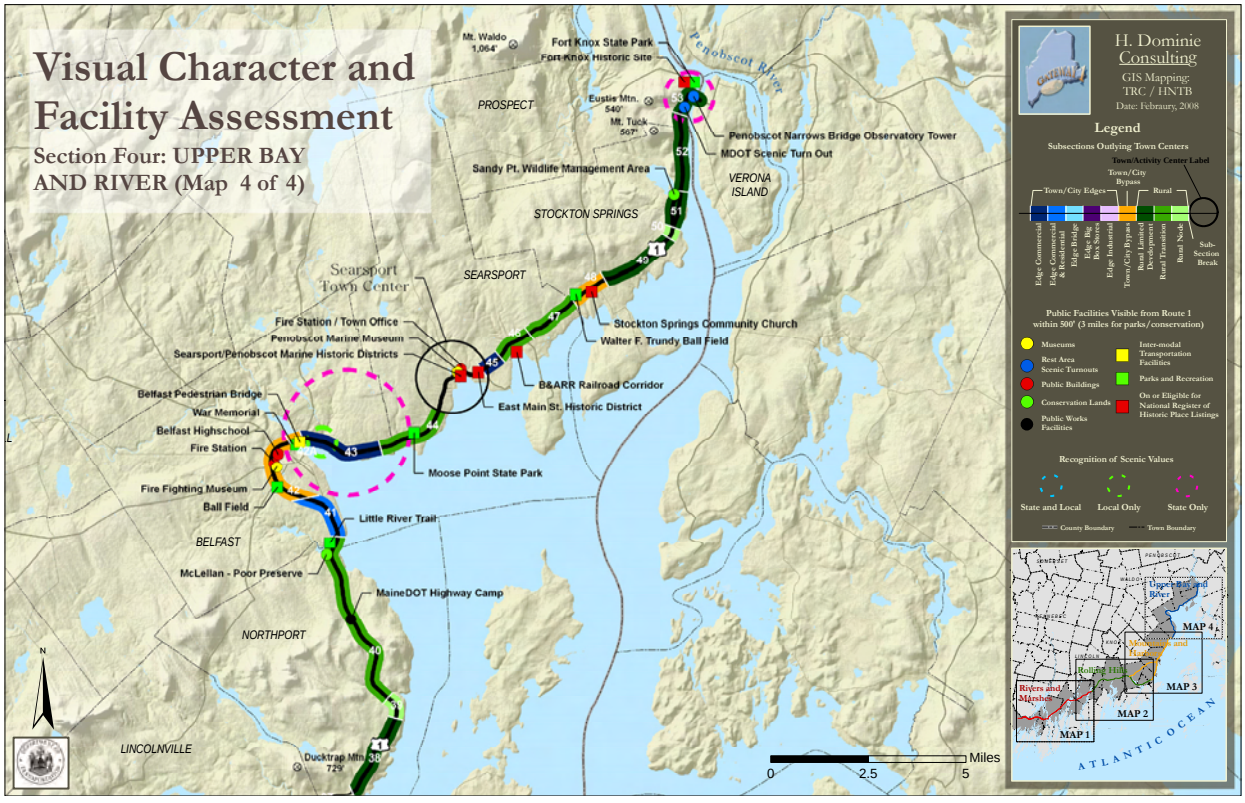


Figure 3-21
Upper Bay and River Region: Facility Assessment



CHAPTER 4: Creating Future Scenarios

4.1 What the Future Holds – the Baseline Case

The future of the Mid-Coast is not obvious. Certain things can be tracked; for example, 25 years ago it would have been a good bet that an aging population in the Northeast would continue to look to the Mid-Coast for second homes and retirement. Twenty-Five years ago the Cold War still dominated foreign affairs and it was not possible to predict its end and the effect on Bath Iron Works and the Brunswick Naval Air Station. Nor was it possible to anticipate the sudden role of the Mid-Coast in the expanding national credit card industry, the collapse of the groundfishing fleet, or the expansion of the emerging composites industry into the region. Scenario-building is one way to prepare the Corridor for such contingencies by evaluating a range of possible futures. There are many forces at work that could push the Corridor in one direction or another. This section will describe the scenario-building process and how several plausible scenarios were identified for Gateway 1.

The What and How of Scenario-Building

Scenario-building is the art of creating plausible stories about the future. These stories must integrate selected forces that are driving change with selected values that are held by the public. The process must balance and coordinate a hard-nosed analysis of trends (what could happen and how likely it is) with the goals or values of the public (what ought to happen). Because driving forces are often at odds with each other (e.g., economic strength vs. economic decline) and strongly held values can also be in conflict (e.g., private property rights vs. government intervention), there is a necessary emphasis on selection. This selection process is a back and forth conversation about the future; it is what makes scenario-building an art rather than a science. To the extent possible, scenario-building should bookend the likely range of the plausible futures.

Figure 4-1
Scenario-Building Process

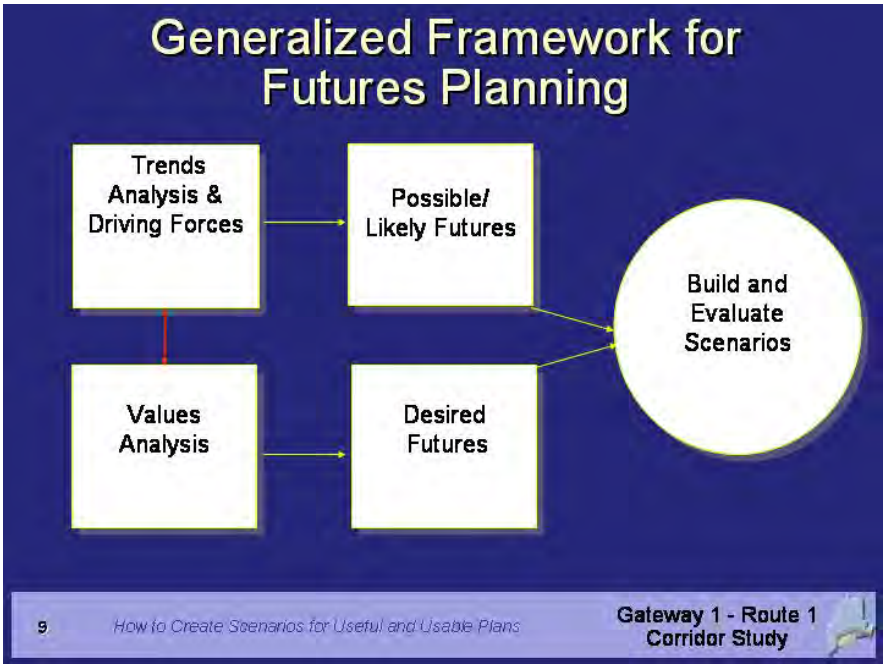
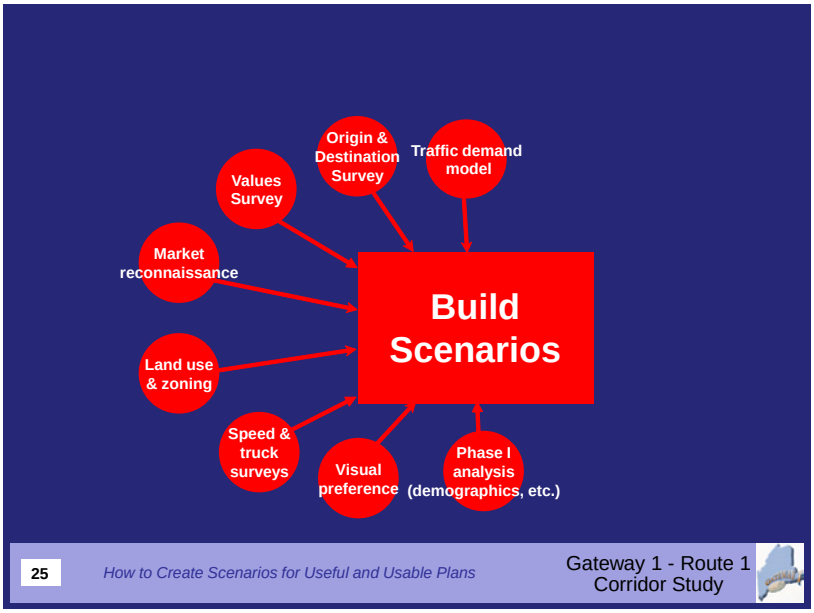


Figure 4-1 graphically demonstrates the scenario-building process in a general way.

The building blocks of the scenarios on the driving forces side are the extensive analyses conducted of the Corridor, many of which have been referenced in the Appendices. Figure 4-2 portrays these inputs into the scenario-building process.

Figure 4-2
Scenario-Building Inputs



The Economy as the Key Scenario Driver

Of the scenario inputs depicted in Figure 4-2, market reconnaissance is the pivotal one. The economic growth or decline of the Corridor, and therefore its population growth, will be determined by key sectors of the Mid-Coast economy. An evaluation of this economy identified five basic sector industry clusters:[10]

- Defense
- Tourism and arts
- Marine
- Retirement and second homes
- Science, technology and education

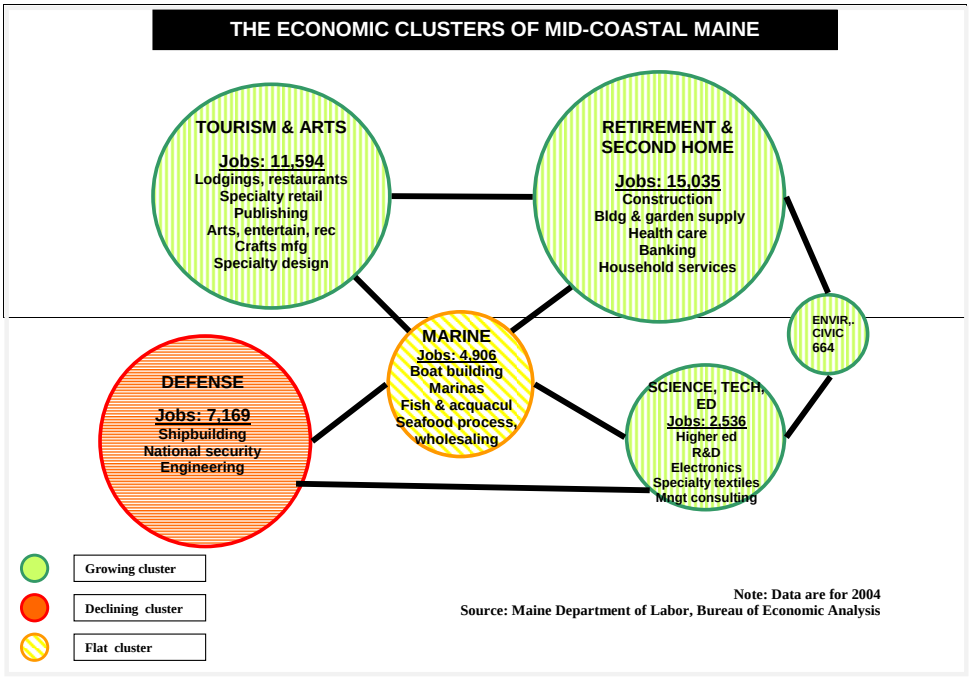
These industries, which cumulatively account for 45% of jobs in the Labor Market Areas that encompass the Gateway 1 communities, are the nucleus around which numerous others revolve. In addition, there are other stand-alone or legacy industries (such as cement and concrete products manufacturing, credit cards, corrections, machinery manufacturing, fruit and vegetable processing, and, in neighboring Bucksport paper manufacturing) around which clusters have not formed but are nevertheless important basic industries. Figure 4-3 depicts the major clusters graphically. It also notes which clusters are growing, flat, or declining.

What the Gateway 1 Scenarios are and are not...

- The scenarios are not recommendations or plans; they are possible futures worthy of pondering.
- They are not inevitable, merely plausible.
- While they are expressed as narratives, the scenarios are based on the substantial research and analysis done to date and are neither arbitrary nor casual.
- They derive from the most important and unpredictable driving forces shaping the Mid-Coast, as prioritized by the Steering Committee.
- They are designed to push the envelope and to bracket extreme but possible outcomes.
- They are not designed to either satisfy or frustrate the diverse Corridor stakeholders though aspects of the scenarios will have this effect because of the concerns they rightly raise.
- They do not yet reflect conscious interventions to alter outcomes; this will happen as the scenarios are detailed and refined in response to their impacts.
- The values and goals of Corridor stakeholders will come strongly into play as one thinks about public policy interventions.
- They will be the basis for allocating future development on Corridor-wide maps, assuming no interventions yet.
- One does not pick a scenario as "the Plan"; one chooses a set of complementary actions that mitigate negative outcomes or strengthen (or initiate) positive ones; these become the Action Plan for the Corridor.
- If the future towards which the actions are directed shifts, as it likely will, then because the scenarios represent a plausible range of futures, there will be a ready repertoire of responses; this is the payoff from good scenario-based planning – the agility to cope with a partially knowable future.

10 Basic sector clusters are found in the baseline socio-economic data in the Phase I Report in Appendix 2.

FIGURE 4-3
COUNTY JOB CLUSTERS



The range of future growth for each of these sectors was the basis for projecting job growth under varying economic conditions in the region, state, and nation. The relationship between job growth and population growth was captured by relating change in these basic sectors to population change through historical ratios. The service-sector's job growth adds local households to work in these service industries, as well as a second cycle of population growth.

4.2 *Identifying the Scenarios*

Analyzing and Selecting Driving Forces

Other trends beyond economic, however, will also affect the future of the Corridor. These other trends could be:

- Environmental (e.g., climate, water quality related);
- Political (e.g., the role and funding capacities of the federal government);
- Social (e.g., late retiring boomers); or,
- Technological (e.g., the amenity-driven, locational choices of footloose, telecommuting, information workers).

Many of the forces at work within these trends were systematically explored during the creation of the scenarios in several brainstorming sessions that included the Steering Committee. These efforts yielded three very different scenarios that encompass all the above trends, while being primarily driven by assumptions about the economic climate.

The three scenarios created with the Steering Committee were called "Full Wind", "Riding the Current", and "Perfect Storm".[11]

11 A full description of the three scenarios is provided in Appendix 6.

The highlights of each scenario are presented below. These scenarios were the subject of public meetings and municipal outreach during the fall of 2006. The scenario contents are tightly organized to account for different assumptions about a wide array of issues or variables. The scenarios were also developed as narratives which expand their story line and internal logic. These are included in Appendix 6.

SCENARIO DESCRIPTION

Full Wind

- *Aging population, with continued in-migration of middle-aged, elderly, and early retirees; deaths exceed births*
- *In-migration of more affluent and educated from out-of-state*
- *Young workforce moves inland*
- *Bath Iron Works employment grows to 6,000*
- *Brunswick Naval Air Station redevelopment recovers to former level of employment and adds large number of affordable houses to market*
- *Bank of America employment remains steady*
- *Strong presence of new R&D opportunities, shellfish aquaculture thrives*
- *Population grows at twice the projected rate*
- *Large tract subdivisions inland provide needed housing*
- *Energy prices rise in tandem with worldwide economic growth*
- *New wastewater disposal technologies avoid need for expansions of sewer and water plants*
- *Scenic quality and natural environment declines*
- *More land trusts due to influx of wealthy who demand greater quality of life*
- *Route 1 more "stripped-out" – doubled in 20 years – limiting the effectiveness of flexible design standards*
- *More federal transportation dollars to fund improvements on interstates and major arterials*
- *Safety and capacity issues continue to arise with accelerated economic growth*
- *Consensus on Sears Island as a shared use area. Small cruise ship service expands, but is limited by lack of road connections*

Riding the Current

- *Aging population, with continued in-migration of middle-aged, elderly, and early retirees; deaths exceed births*
- *In-migration of more affluent and educated from out-of-state sustains growth*
- *Displacement of Mid-Coast locals to inland*
- *Local reliance on property tax continues, but rate of increase declines and mil rates remain constant due to rising property values*
- *Continued debate over property tax issue*
- *Scenic quality along coastline and inland declines*
- *More coastal land conservation due to influx of wealthy*
- *Route 1 more "stripped-out" – mostly in transition areas, but also expanding to rural roads*
- *Fewer federal transportation dollars result in consideration of tolls on*

interstates and major arterials. Tolls are more commonly used to fund needed transportation infrastructure improvements

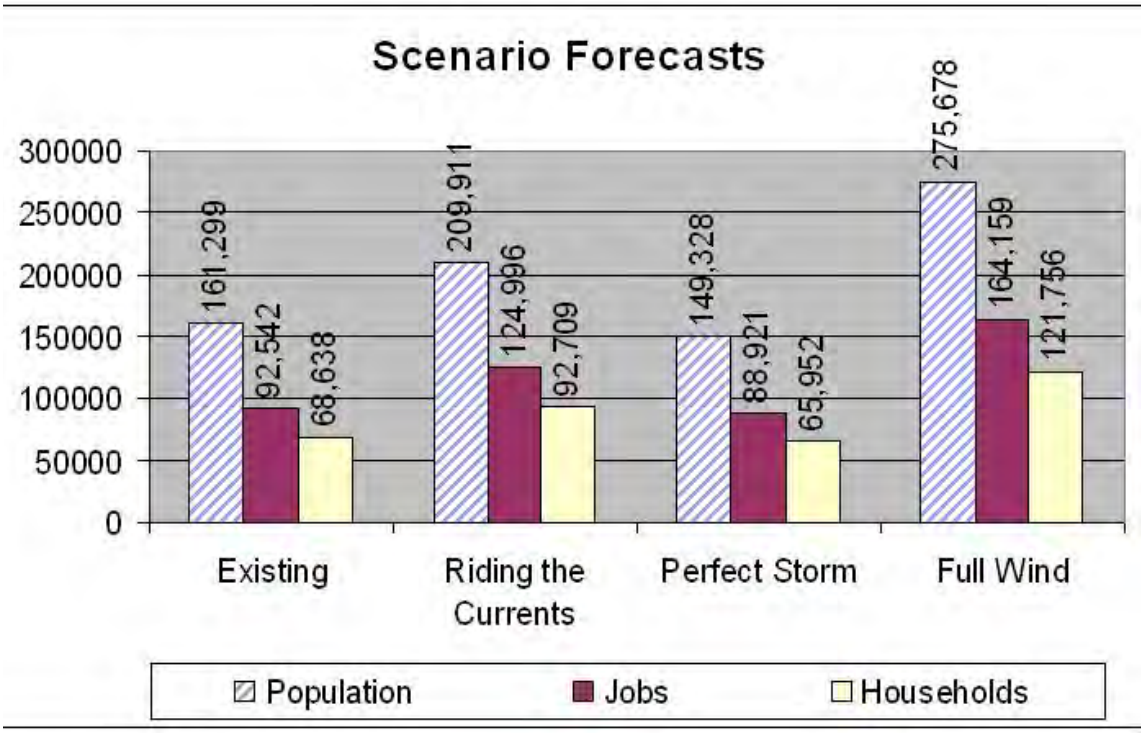
- *Quality of life generally maintained, but Route 1 residents continue to experience increase in truck traffic, noise, safety, and air quality issues*
- *Route 1 only north-south highway in region*
- *Bath Iron Works retools and remains state's largest employer*
- *Brunswick Naval Air Station eventually recovers jobs lost during base closure*
- *Ground fishing does not recover, with strict limits on fishing days and/or new individual quota system; lobster fishery declines from peak but still above long-term average*
- *Per-barrel petroleum prices stabilize in the $70-$80 range, and renewable energy slowly becomes mainstream*
- *Strong presence of new R&D opportunities due to influx of affluent, even with reductions in Federal R&D dollars*
- *Primary constraints to regional economic growth are unaffordability of housing for working families and transportation disadvantage for ports, rail, and over-the-road shipments*
- *Consensus on Sears Island as a shared use area; small cruise ship service expands, but is limited by lack of road connections*
- *Passenger Rail from Portland to Brunswick was not funded*
- *Global warming trends continue and many coastal areas threatened by flooding*

Perfect Storm

- *Bath Iron Works closes and relocates out of Maine*
- *Brunswick Naval Air Station level of employment only reaches half of original levels*
- *Bank of America closes and relocates out of Maine*
- *Increased presence of new R&D opportunities due to state investment, but limited benefit to region*
- *Energy prices spike in face of political instability and drive recession*
- *Ground fishing and lobstering diminish, resulting in fewer fleets and fishing ports*
- *Long-standing industries decline*
- *Slowed in-migration of middle-aged-elderly and early retirees.*
- *High property values force work force inland*
- *Tourism remains strong*
- *Fewer federal transportation dollars result in limited roadway and rail infrastructure improvements*
- *Route 1 more "stripped-out" – strong competition among communities for retail and commercial business also limits effectiveness for flexible design standards*
- *Quality of life generally maintained, but Route 1 residents continue to experience increases in congestion , truck traffic, noise, safety, and air quality issues*
- *Local reliance on property tax remains strong*

Each scenario creates a unique set of additional population, jobs, and housing numbers, which are summarized in Figure 4-4 below. These unique numbers are driven by the primary economic assumptions behind each scenario identified in the descriptions above.

Figure 4-4
Scenario Economic Assumptions



4.3 Incorporating Stakeholder Values Into the Scenarios

Chapter 1 showed that municipal values were a key element in the scenario-building process. The basis for these values were derived from numerous municipal meetings and the survey conducted of Corridor residents' most strongly held values.[12] Figure 4-5 shows how the respondents felt about some core growth area values.

Some of these values are reflected in the scenario narratives that describe the behaviors of various interest groups in response to unfolding events. More directly, however, the values come into play in choices that were made by the Steering Committee in their selection of alternative future development patterns, and in the actions they chose to achieve these patterns. Finally, these values were used to choose and prioritize the MOEs in order to evaluate the effectiveness of the scenarios in solving the earlier-identified problems.

Broadly speaking, these values define the quality-of-life goals of Corridor residents, addressing everything from financial stability to scenic and rural character to freedom from traffic congestion. The scenarios are presented as versions of the future in which purposeful public policies and actions were not consciously invoked to shape desired outcomes. This is what planning is all about – trying to predict outcomes and then intervening to achieve desired goals. While some aspects of the future, particularly the economic future, are beyond the control of Corridor players, other aspects that address quality-of-life issues can be influenced by purposeful actions. As a result, the scenarios can

12 Appendix 7 contains a summary and analysis and of the survey conducted in 2006.

be affected by specific actions to take a more positive direction.

Figure 4-6 below depicts this idea graphically.

Figure 4-5
Values and Attitudes Results

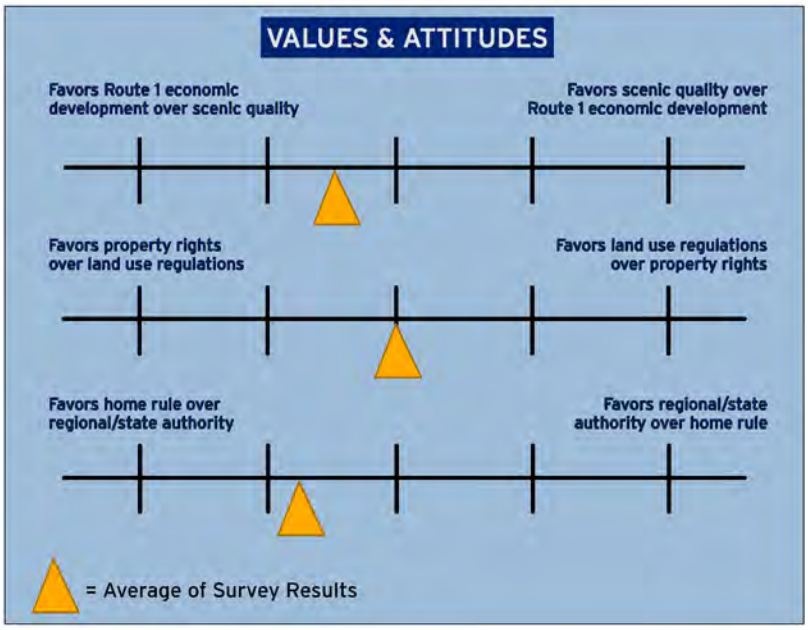
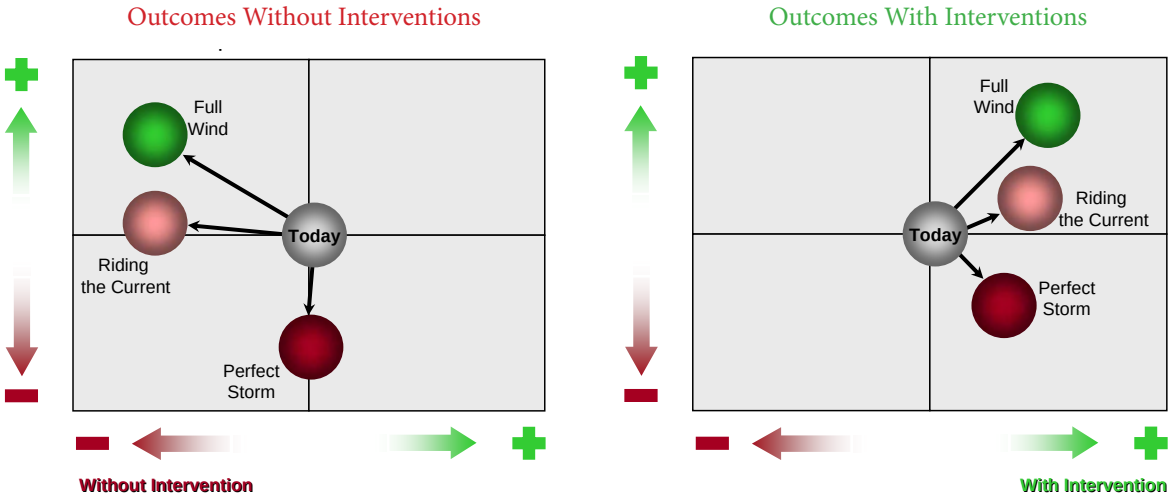


Figure 4-6
How Actions Affect Scenario Outcomes



Focusing on "Riding the Current"

With unlimited time and resources, it would be desirable to detail and evaluate all three scenarios. Since time and resources are always limited however, the Study Team and the Steering Committee agreed to choose the "Riding the Current" scenario as representing the most probable, business-as-usual outcome for the Corridor.

This scenario describes many subtle shifts in the location and type of development (e.g., inland vs. coastal growth, Low-Density development along the roadways and so forth). To quantify and evaluate the impacts of this development pattern on traffic and other important MOEs, this development must be translated into people, housing and jobs, and allocated throughout the Corridor. While the overall numbers and scenarios in Table 4-1 provide some direction for this

future spatial allocation, a consistent method of allocating growth to TAZ was needed to feed the travel demand model and other quantitative measures important to residents' future quality-of-life. These include sewer or water infrastructure needs, conversion of rural lands and habitat, economic growth by municipality, and so forth.

First, a gross allocation of the future jobs-housing balance was made to the Peninsula, Corridor, and Inland areas based on the scenario's logic and applying professional judgment to current and historic growth trends. Then, using standard methodologies, jobs and housing were allocated to four LMA.[13] Table 4-1 show these allocations. This complex and detailed process went through a series of iterations; for a detailed explanation of how future jobs and housing were allocated, refer to Appendix 8.

Table 4-1
"Riding the Current" Scenario Allocations (Population and Employment)

Population Totals by LMA (Adjusted)

Scenario	Year	LMA A	LMA B	LMA C	LMA D	Total
Existing	2004	71,649	28,195	38,325	23,130	161,299
Riding the Current	2030	88,663	40,348	48,047	32,852	209,911

Employment Totals by LMA (Adjusted)

Scenario	Year	LMA A	LMA B	LMA C	LMA D	Total
Existing	2004	42,930	13,946	24,126	11,540	92,542
Riding the Current	2030	54,521	20,900	33,399	16,176	124,996

4.4 Evaluating the Trend Development Growth Pattern

Defining the Evaluation Criteria (or Measures of Effectiveness, MOE)

The important problems in the Corridor, as identified by the communities at the beginning of this chapter, were wide-ranging. Those aspects of future scenarios that are evaluated should match or relate to these concerns. They should also be sensitive to the actions that can achieve them. Finally, those items that are evaluated, MOE, have to be based on data that can be generated now and in the future without excessive expense, analysis, and effort.

A good example of this challenge is evaluating the fiscal impacts of the scenarios and development patterns on the various municipalities. This evaluation, however, would require extensive data collection and analysis for each jurisdiction. This would include a detailed understanding of how state aid to education would redistribute gains and losses due to increased valuations and changes in school enrollment, the marginal capacity of each municipal to absorb growth (or not) without having to expand municipal services, and similar complex equations. This proved beyond the scope of this effort.

13 The LMA for the Gateway 1 Corridor were compressed to four for this allocation process.

Defining MOEs, thus, was a winnowing-down process in which successive passes were made at a long list of desirable MOEs that, ultimately, had to yield to practical constraints of data, time, and resources. The final list of 15 MOEs selected for evaluation is shown in Table 4-2.

Table 4-2
List of MOEs Used in the Evaluation of Development Patterns

#	MOE	DEFINITION
	Mobility	
1	Vehicle Miles of Travel/Day (in Rtes. 1/90 Corridor)	% Growth in Vehicle Miles of Travel per Day Between 2005 and 2030
2	Change in Local Road Traffic	% Growth in % of Roads that Exceed 2000 VPD
3	Level of Service	% Change from 2005 in Miles at LOS E/F
	Alternative Modes	
4	Transit Ridership	Current Ridership
5	Walkability	% Change in % Trips Under 1/4 Mile
6	Bikeability	% Change in % Trips Under 2 Miles
	Jobs-Housing Balance	
7	Accessibility (Jobs)	% Change in % Dwelling Units with Med/High Accessibility
8	Accessibility (Retail)	% Change in % Dwelling Units with Med/High Accessibility
9	Emergency Medical Response	% Change in % Dwelling Units Within 2 Miles of Emergency Medical Response
10	Housing in Core Growth Areas	% Change in % of Housing in Core Growth Areas
11	Jobs in Core Growth Areas	% Change in % of Jobs in Core Growth Areas
	Rural Lands and Habitat	
12	Acres Consumed	% of Land Outside Cores (in Raw Acres) Consumed by Jobs and Housing of All Developable Acres
13	Habitat Impacts	% of Acreage Developed in Habitat Areas
	Community Character	
14	Viewshed Impact	% Developed Acres Within Priority Viewshed of Total Developable Acres with Priority Viewsheds
15	Commercial Strip	% Change in Number of Commercial Strip Miles From 2005 to 2030

Mobility Measures

Vehicle Miles of Travel (VMT) is a commonly used comparative measure of highway performance. The miles include all miles traveled on the highway system in the study area during the average summer weekday as predicted by the travel model. These include through trips, local trips, truck trips, and seasonal trips. All else equal, one would expect trips to grow with population and employment growth in the Corridor (26% and 34% growth respectively), but excessive growth in VMT could

signal excess driving, congestion, and air quality impacts. VMT growth in this evaluation is applied to the major travel routes of concern to this study, namely Routes 1 and Route 90. Other roads are addressed in the next MOE.

Change in Local Road Traffic for roads other than Routes 1 and Route 90 and a few other arterials, such as Routes 3 and 17, was selected as an MOE, rather than VMT on all other roads, because it is one to which local residents can easily relate. This measure focuses on rural local and collector roads that tend to be residential in character. It captures the increase in traffic above a neighborhood traffic threshold of 2,000 vehicles per day, the equivalent of living at the entry to a cul-de-sac of 200 homes. This measure is a useful indicator of quality-of-life, because studies show that residents' satisfaction begins to drop when their streets experience traffic volumes above 2,000 vehicles per day with speeds above 25 or 30 mph. They worry more about the safety of children and house pets, begin to experience inconvenience in exiting their driveways, and are bothered more by traffic noise. The measure produced by the travel model is in miles of roadway subject to these definitions.

Level of Service (LOS) is perhaps the best known measure of traffic conditions. It measures congestion on a scale of A (free-flowing) to F (gridlocked). It relates traffic volumes to road capacity and thus indirectly measures speed also. The travel model, which generates the volume-to-capacity ratios for roadway segments which are then converted to LOS, incorporates travel times for roadways. It takes traffic signals into account for their effect on average speed, but does not explicitly measure signal delay times. The model provides averaged data for roadway segments. While managing congestion is certainly a desirable goal, if LOS were the only MOE used for roadways, there would be a constant need either to reduce traffic flows somehow or to widen roads. Clearly the financial burdens of ongoing widenings plus the safety/speeding/community character implications of widenings mean that LOS must be viewed together with other MOEs in making recommended changes to roadways.

Alternative Modes

Transit Ridership in the Corridor today is very limited (215 trips/riders a day in 2005) and reflects the limited bus service provided by Concord Coach Lines and local bus companies and a land use pattern of dispersed homes and workplaces. The alternative land use patterns explored in this plan concentrate future homes and workplaces to different degrees, thus allowing more or less service than exists today, including the potential for rail along the Brunswick to Rockland rail right-of-way. Predicting future ridership in the Corridor used the travel demand model with national and relevant rules-of-thumb and applied them to future trip tables.

Walkability is defined as the change in the percentage of trips under a 1/4 mile in distance (a readily walkable distance) out of all trips in 2005 compared to the percentage out of such trips of all trips in 2030. Since the travel model produces the number of trips by trip length, these percentages are created by assuming that these very short vehicular trips will, in fact, be made as pedestrian trips.

Bikeabilty is defined in the same way as pedestrian trips except that a two-mile trip distance threshold is used for converting trips to bike trips.

Jobs-Housing Balance

Accessibility (for Jobs) is an elusive but very important concept. To affect travel behavior (e.g., by

shortening travel time), one can change the nature of the facility being used (e.g., by widening it) or one can bring the trip's origin and destination closer together. This latter idea underpins the concept of job accessibility – the ability to get to as many work places from one's home as possible. Accessibility, which connects travel to where one wants to go, is the best expression of the land use-transportation linkage. The data for this MOE is produced by the travel model which calculates the travel times from all home place origins to all work place destinations simultaneously (accounting for the size of the workplace as a plus factor in its attractiveness as a destination) and allows the results to be sorted and mapped as an accessibility index.

Accessibility (for Retail) is the same concept as above but with retail destinations as the focus of home-based travel.

Emergency Medical Response is also a measure of accessibility, but from EMS (fire, ambulance) stations to households. The critical response time, based on standards of the National Fire Protection Association, is four minutes after vehicles leave the station (plus time for reporting the emergency, dispatch and scrambling). Based on formulas developed by the insurance industry, this translates into a distance in a non-urban or suburban environment of just under two miles.

Housing in Core Growth Areas is used as one of two measures for downtown vitality, one of the goals of some of the alternative land use patterns identified in Chapter 4. Providing for housing in or near downtown areas, where they exist historically or can be created, is one way of ensuring the viability of such central core growth areas. The measure calculates the change in the percentage of all new housing that locates in defined central areas in alternative land use patterns against the percentage of housing in such areas in 2005. In the Low-Density trend alternative, most new housing is widely dispersed along rural roads, as has long been the pattern.

Jobs in Core Growth Areas is the other measure of downtown vitality and is calculated the same way as housing in the core growth areas of municipalities. The core growth areas are defined using TAZ. In the alternatives, some redefinition/expansion of core growth areas occurs to accommodate new core growth area development in consultation with municipalities.

Rural Lands and Habitat

Acres Consumed compares how much land the alternative development patterns consume. While there are huge amounts of undeveloped land in the municipalities, the historical pattern of stripping homes along country roads directly affects the perception of rural character in the Corridor. Future housing and job numbers are expressed as densities (houses or jobs per acre) and these densities are multiplied by future growth and allocated to developable land (i.e., land not in floodplain, public ownership or land trusts etc.).

Habitat Impacts tries to capture the probable effects of the acres consumed (the above measure) on habitat areas that have been mapped to include Beginning with Habitat (BWH) Focus Areas, wetlands, BWH riparian habitat (based on shoreland zoning), endangered, threatened, and special concern animals, essential habitat, significant wildlife habitats (deer wintering areas, inland wading bird and waterfowl habitat, etc.), endangered and threatened plant locations, and exemplary natural communities. Because the exact location of future development cannot be known and is allocated only at the coarse TAZ level, habitat impacts can only be inferred. This is accomplished by applying the same percentage of land consumed of all developable land to all habitat acreage.

Community Character

Viewshed Impact quantifies the likely effect of future development on the Corridor's unique scenic character. These scenic viewsheds were related to the TAZ geographies. Those acreages that represented the distinctive and noteworthy viewsheds (excluding the scenic roadway linear lengths themselves) within TAZ susceptible to development were the object of analysis. The MOE presented in the table is the percentage of acres assumed to be developed in susceptible viewsheds (those with developable acres with distinctive and noteworthy views) of the total developable acres with distinctive and noteworthy viewsheds.

Commercial Strip quantifies the probable future development of commercial uses along Routes 1 and 90. It keys-off an existing inventory of all existing strip development, full blown and "emergent", as earlier defined in this Chapter. To approximate this MOE, future commercial employment in the municipalities is assigned a probability of locating on Routes 1 or 90 and each employee is assigned a given amount of linear frontage on the highways based on current data.

Comparing 2005 with 2030 Base Case Conditions - Corridor

Without new, policy-driven interventions, the future development pattern of the Corridor will be an extrapolation of past trends. Low-Density residential development will continue along the rural roadways of municipalities, while commercial growth will extend along Routes 1 and 90 without consideration of scenic character or access management. This allocation of growth based on trends is described in Appendix 8 and is used as the base case against which today's performance of the Corridor is measured, as well as other alternatives in the next chapter.

Table 4-3 on the following page compares 2005 with 2030 Low-Density MOEs Corridor-wide. The table shows how the Corridor will fare against the indicators in a Low-Density, trend-like future. In a few cases, there are no 2005 numbers since the MOE explicitly measures additional change beyond the 2005 condition. This comparison is also shown in Figures 4-7 through 4-13. In the next chapter, alternative futures are developed and they will be compared both to the 2005 baseline and to the Low-Density future.

Table 4-3
Projected Changes, 2005 to 2030, Low-Density Pattern, Mid-Coast Route 1/90 Corridor

#	MOE	2005 BASELINE	PROJECTED 2030	CHANGE
	Mobility			
1	Vehicle Miles Traveled (VMT)/day on Rtes. 1/90 (Millions)	1.8	2.4	+31%
2	Miles of Local Roads with 2,000+ Vehicles per Summer Weekday	93.3 (14% of Total)	182.6 (27% of Total)	+96%
3	Miles of Rtes. 1/90 Operating at LOS E or F[1]	19.0 (16% of Rt1/90)	35.3 (29% of Rt1/90)	+86%
	Alternative Modes			
4	Transit Ridership	<1% est.	No Change	No Change
5	Share of Trips Walkable (<1/4 Mile)	2.8%	2.6%	-7%
6	Share of Trips Bikeable (<2 Miles)	20.6%	17.0%	-18%
	Jobs-Housing Balance			
7	Share of Households with High/Medium Accessibility to Jobs	53%	55%	+4%
8	Share of Households with High/Medium Accessibility to Retail	73%	83%	+14%
9	Share of Homes Within Critical Emergency Response Time from Existing Stations	54%	48%	-11%
10	Share of All Housing in Core Growth Areas[2]	57%	53%	-8%
11	Share of All Jobs in Core Growth Areas[2]	85%	75%	-11%
	Rural Lands and Habitat			
12	Acres of Land Consumed Outside of Core Growth Areas[2]	---	+16,237	---
13	Habitat Acres Developed	---	6%	---
	Community Character			
14	Developed Acres Within Priority Viewsheds as % of Total Developable Acres Within Priority Viewsheds (Estimated)	---	19%	---
15	Miles of Rtes. 1/90 Frontage Outside of Core Growth Areas:[2] Commercially Developed or Emerging as Commercially Developed	20.4 (17% of Rt1/90)	29.4 (24% of Rt1/90)	+44%

[1] Level of Service (LOS) is a qualitative measure describing traffic operating conditions. LOS A denotes best traffic conditions while LOS F indicates gridlock.
[2] "Core Growth Areas" are traffic analysis zones that contain the core areas as defined in the Community-Centered Corridor pattern of growth, described in Chapter 5.

Results – Mobility and Alternative Modes Measures:

- ***VMT/Day on Routes 1 and 90:*** The number of vehicle miles per day traveled (VMT) on Routes 1 and 90 is projected to increase by 31% from 2005 to 2030, which is about the same rate of change as for population and jobs projected for the labor market areas of which the Gateway 1 Corridor is a part. This increase is about what one would expect without measures (e.g., land use and transit measures) or events (e.g., persistently high energy costs) that reduce the per capita number of miles driven.

- ***Level of Service (LOS) on Routes 1 and 90:*** The number of miles experiencing near-failure levels of congestion during the summer is projected to increase under the Low-Density pattern from 19 miles to 35 miles. At that point, about 29% of the Corridor will be at LOS E or F.

- ***Miles of Local Roads with 2,000+ Vehicles per Summer Weekday:*** The miles of local roads with more than 2,000 vehicles traveling on them every summer weekday are projected to double from 2005 to 2030 under the Low-Density pattern. This increase is the consequence of two things: first, the continued spreading out of population that uses these roads for commuting and other trips; and second, the use of these roads as bypasses. Once travel on an arterial such as Route 1 reaches some level of congestion, travelers begin to look for alternatives, and the back road system becomes an informal system of bypasses for passenger vehicles and, in places, for trucks.

- ***Alternative Modes:*** Transit ridership in the Corridor as of 2005 is sparse, because transit systems are sparse and, for the most part, land use patterns do not support transit. It is estimated to account for well under 1% of all trips. No change is expected under the Low-Density pattern of development.

An indicator of why transit opportunities will be very difficult to expand under a continuation of the Low-Density pattern is the trend in number of trips between points that are close enough to each other that it is convenient to reach them by walking or bicycling. The share of such trips continues to decline.

Results – Jobs-Housing Balance:

- ***Jobs-Housing Balance in Core Growth Areas:*** Both jobs and housing units will disperse out from the core growth areas of the 20 Gateway 1 communities under the Low-Density pattern, continuing a decades-old trend. The percent age of jobs in the core growth areas remains high as of 2005, at 85%, but this is projected to drop to a 75% share by 2030. The percent age of dwelling units in the core growth areas, which likely has been in decline for some time, was at 57% in 2005. Because most new housing is projected to be built outside core growth areas, the overall percentage will drop to about 53% by 2030.

- ***Job and Retail Accessibility:*** Despite the continuing dispersal of jobs and housing, the share of households with high or medium access to job and retail locations, as measured by travel time to multiple potential job and retailing destinations, is projected to increase modestly (4%) for jobs and significantly (14%) for retail destinations. The reason is that jobs and retailing tend to follow population. Jobs do so much more hesitantly than retail stores, because jobs tend to thrive in fairly concentrated areas where businesses can gain synergies from each other.

Retailers, however, depend on proximity to consumers, and if consumers disperse, retailers will not be far behind.

- ***Emergency Response Time:*** Emergency services have a harder time following a dispersing population. As a result, average response times increase. Under the Low-Density pattern, it is projected that by 2030 the share of households in the Corridor communities that are within the critical distance of existing fire and ambulance stations will drop to below half, to 48%.

Results – Rural Lands, Habitat, and Community Character:

- ***Acres of Rural Land and Mapped Habitat Consumed:*** Under the Low-Density pattern, it is projected that about 16,500 acres of land in the 20 Gateway 1 communities but outside of the traffic analysis zones that include the identified core growth areas of the communities, will be converted to development between 2005 and 2030. This includes an estimated 6,100 acres that have been mapped as important wildlife habitat.

- ***Priority Viewsheds:*** About one-fifth of the developable acres in viewsheds along Routes 1 and 90 rated as distinctive or noteworthy are projected to be developed between 2005 and 2030.

- ***Commercial Strip Development:*** As of 2005, approximately 9.9 miles of the Routes 1 and 90 Corridors in the Mid-Coast were dominated by linear, commercial development. Another 10.4 miles were evolving in a pattern of commercial strip development, bringing the total Routes 1 and 90 frontage either developed as commercial strips or emerging as commercial strips to 20.4 miles. Under the Low-Density pattern of development, it is projected that this will increase to close to 30 miles (16.3 miles built out, 13.1 miles emerging), lining about a quarter of the Routes 1 and 90 frontage.

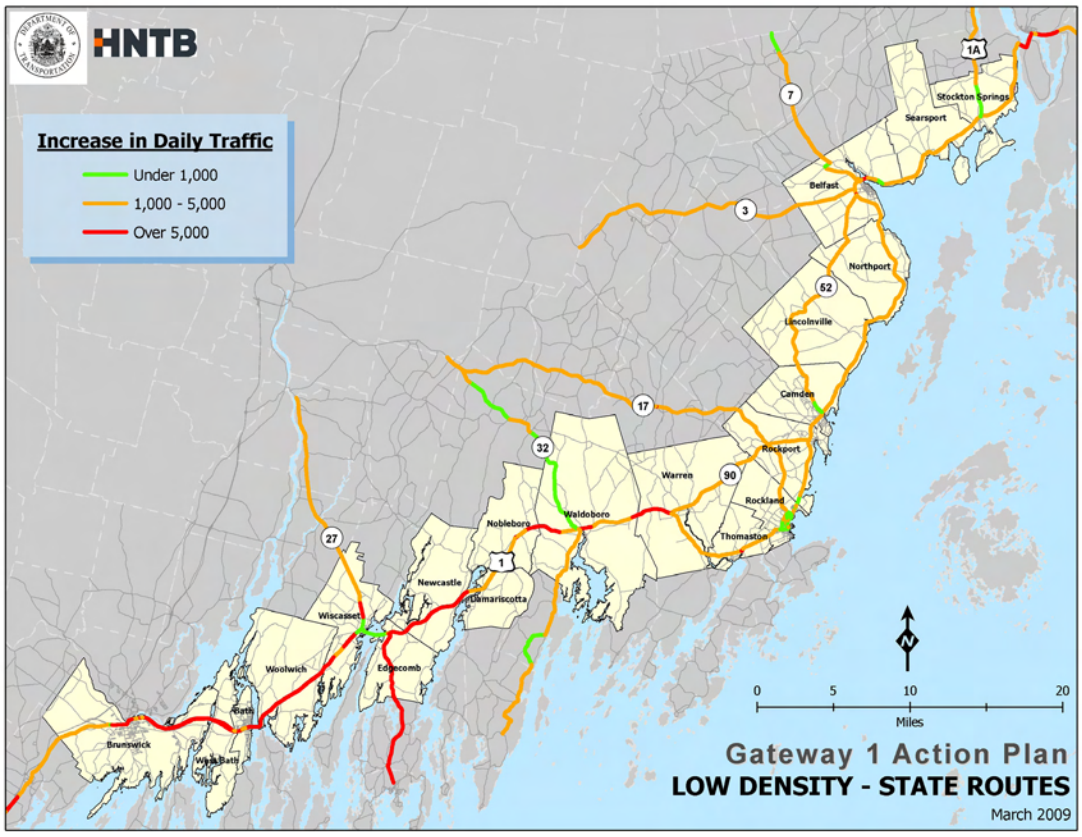


FIGURE 4-7
LOW-DENSITY INCREASE IN TRAFFIC - STATE ROADS, 2005 - 2030

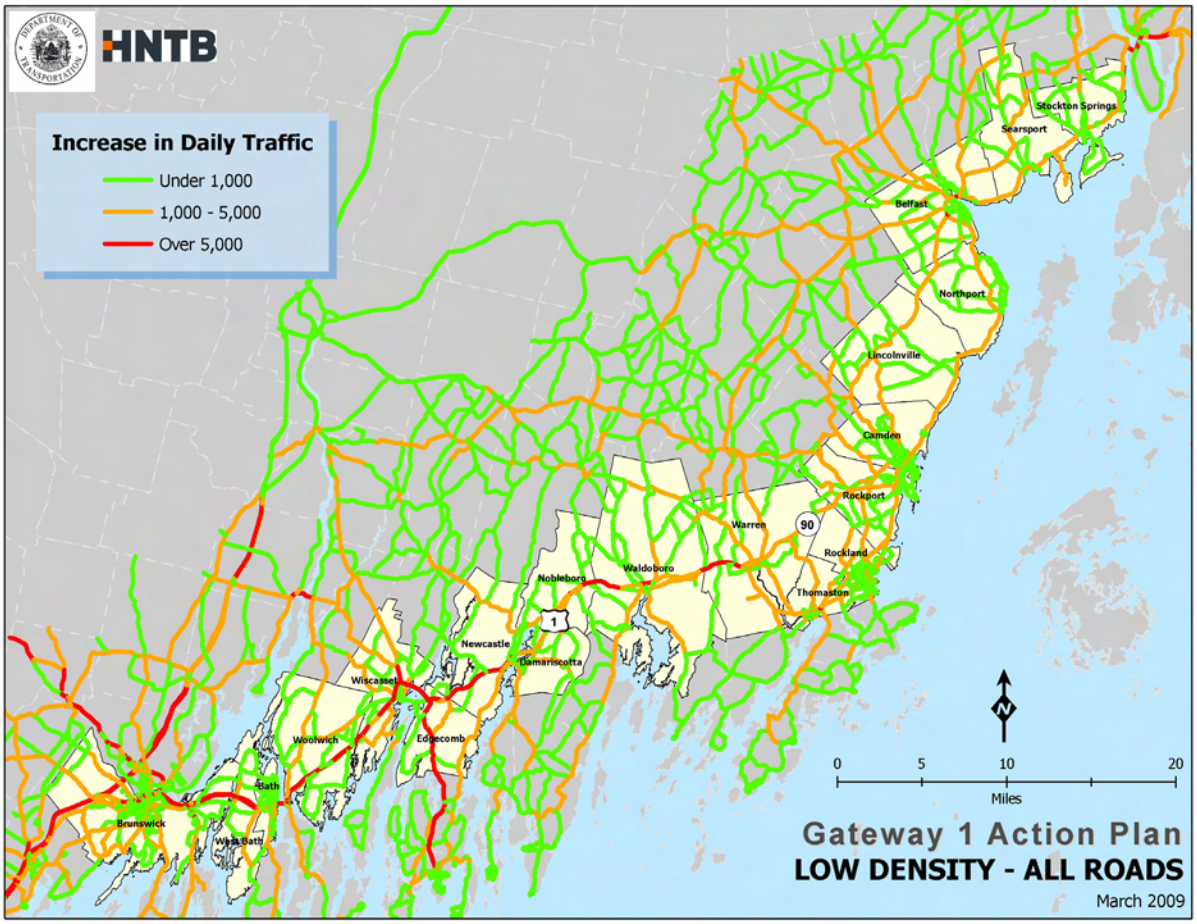


Figure 4-8 Low-Density Increase in Traffic - All Road, 2005 - 2030

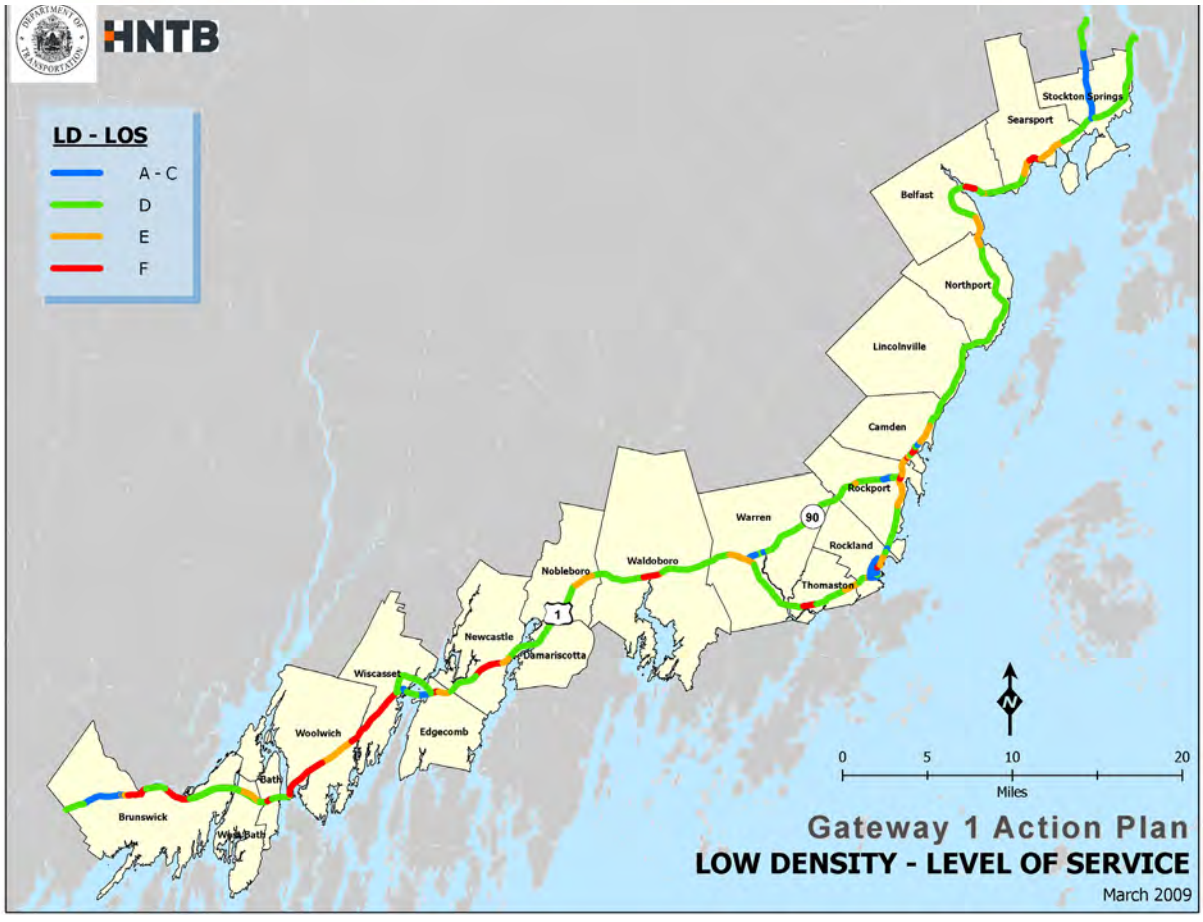


Figure 4-9 Low-Density Level of Service, as of 2030

Figure 4-10
2005
Accessibility
to Jobs

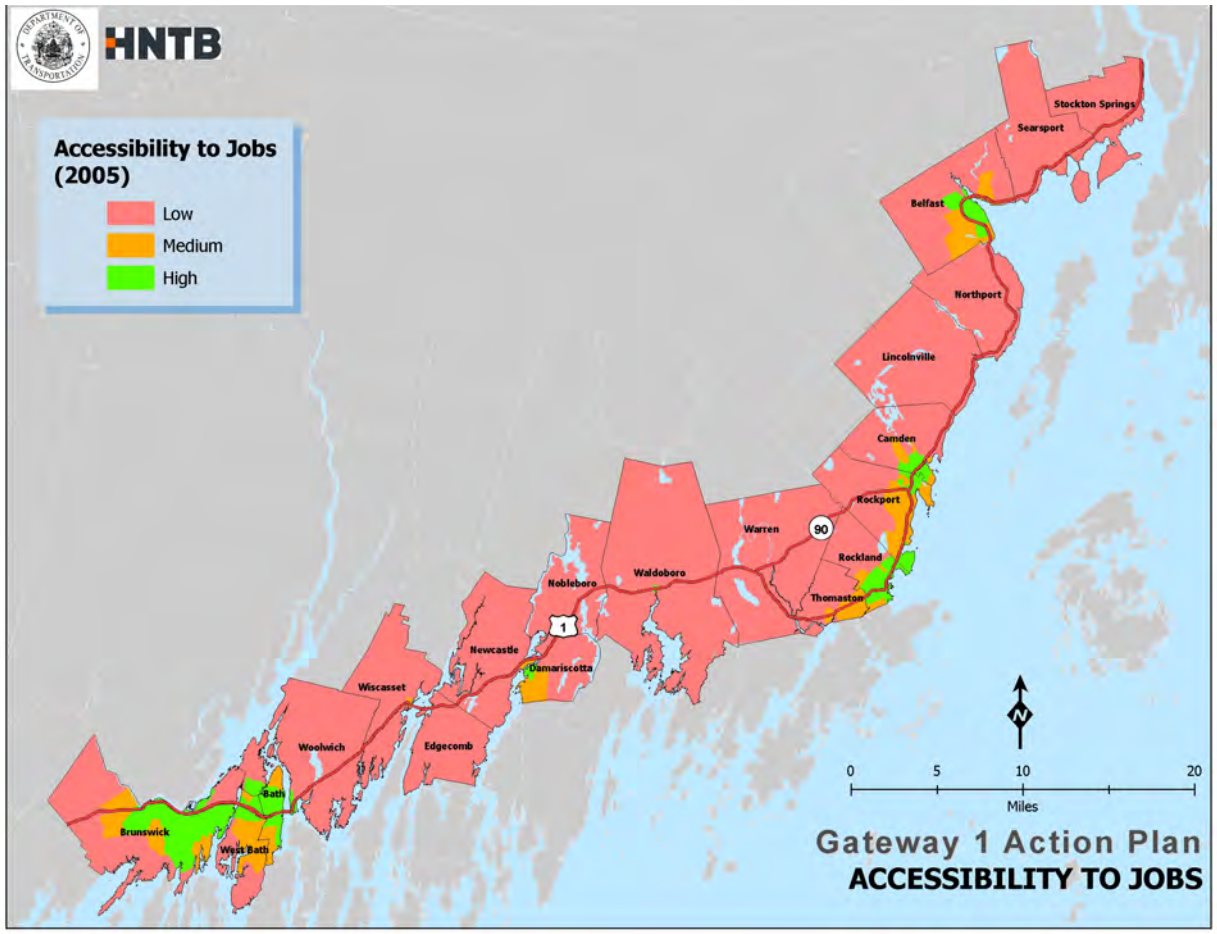
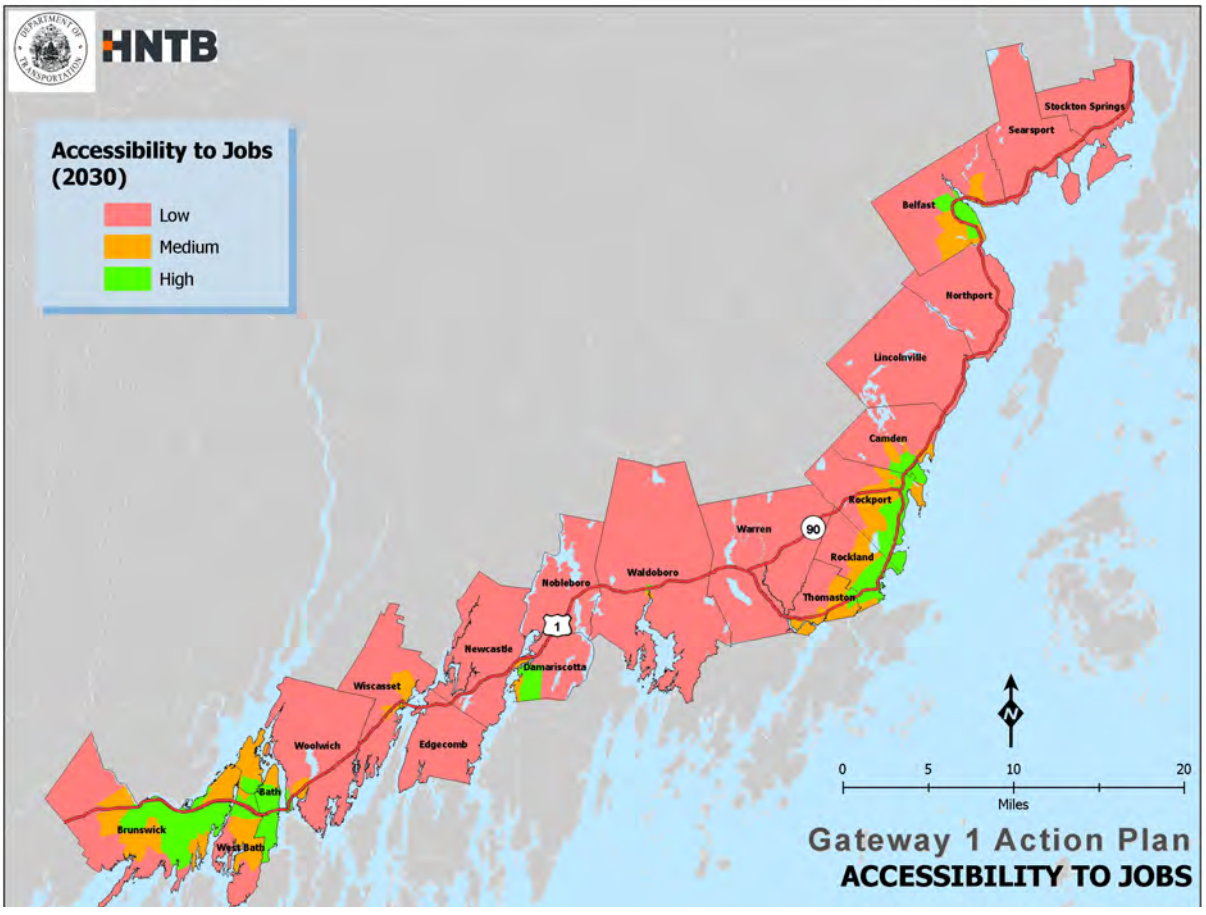


Figure 4-11
2030
Accessibility
to Jobs



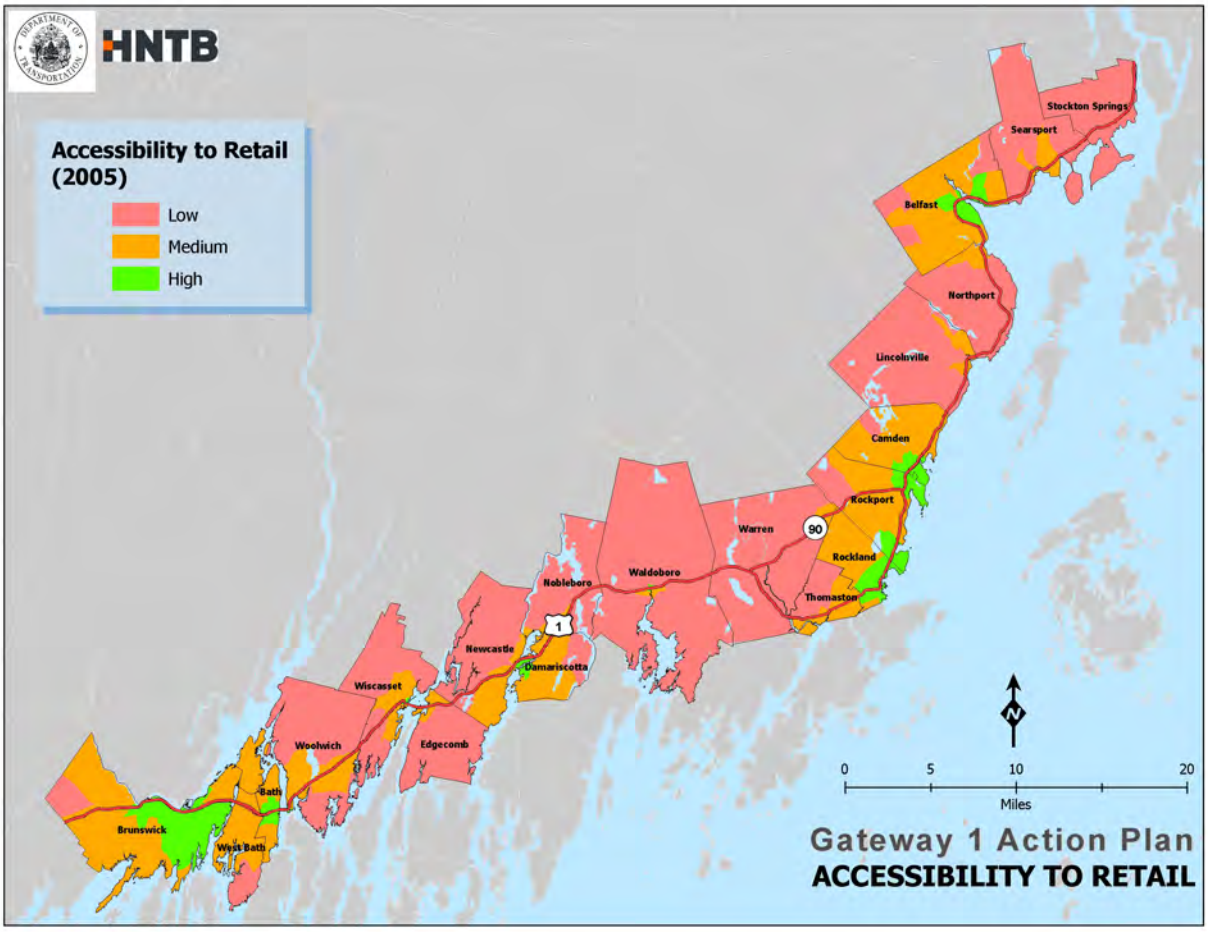


Figure 4-12
2005 Accessibility to Retail

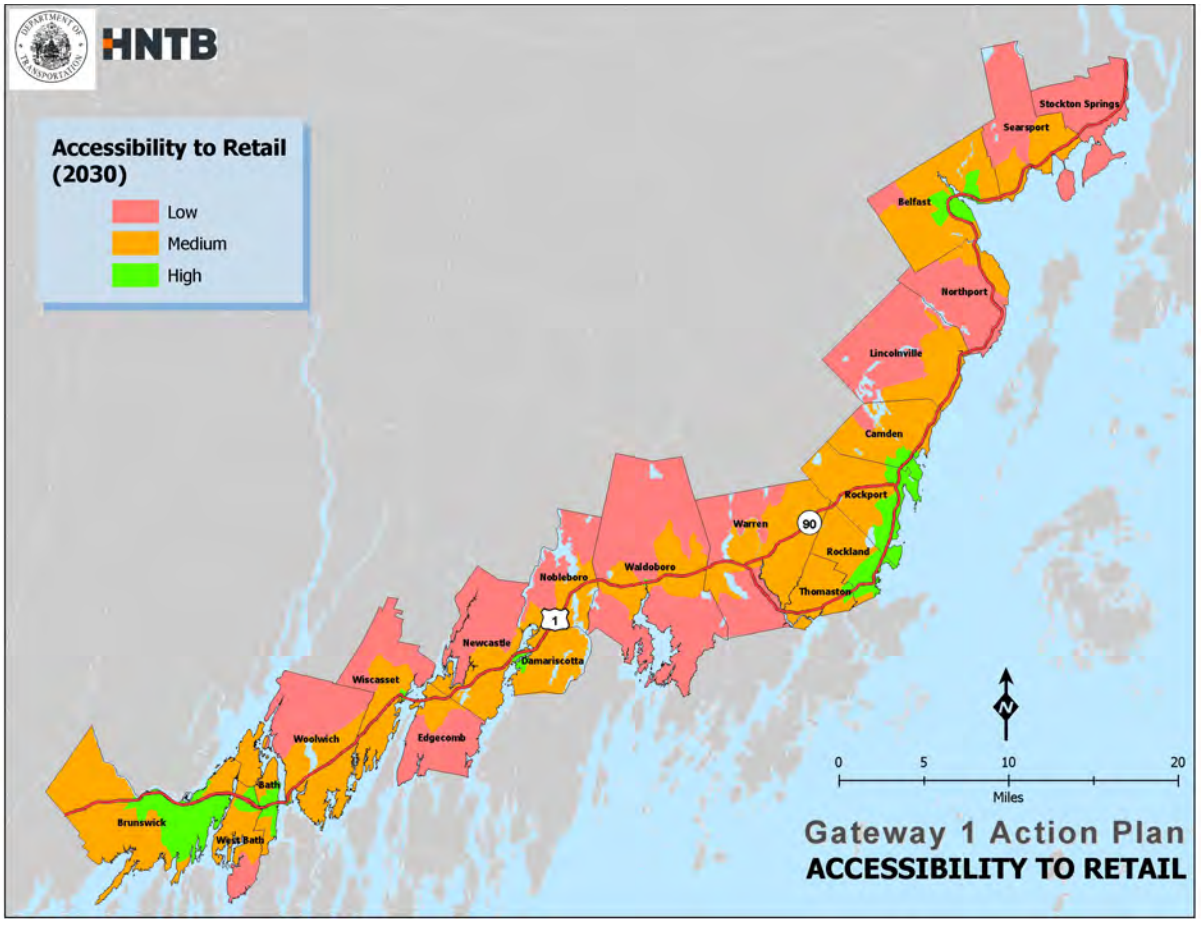


Figure 4-13
2030 Accessibility to Retail

Comparing 2005 with 2030 Base Case Conditions – Sub-Regions and Local:

The Measures of Effectiveness (MOE) fare somewhat differently by sub-region of the Corridor. While the direction of change is often the same from sub-region-to-sub-region, the intensity of the change varies. Table 4-4 tracks the projected changes by sub-region for the Low-Density pattern of development.

Table 4-4
Corridor and Region-Wide Comparisons: Existing (2005) vs. Low-Density (2030)

		% CHANGE FROM YEAR 2005 TO LOW-DENSITY					
#	MOE	Corridor-Wide	Region 1 - Bath-Brunswick	Region 2 - Damariscotta	Region 3 - Rockland	Region 4 - Camden	Region 5 - Belfast
	Mobility						
1	VMT (in Corridor)	31%	31%	45%	30%	21%	30%
2	Change in Local Road Traffic	96%	37%	260%	131%	74%	375%
3	Level of Service	86%	471%	21%	122%	52%	9%
	Alternative Modes						
4	Transit Ridership	NC	NC	NC	NC	NC	NC
5	Walkability	-6%	-8%	8%	-9%	1%	-14%
6	Bikeability	-17%	-17%	-7%	-18%	-16%	-20%
	Jobs-Housing Balance						
7	Accessibility (Jobs)	4%	3%	28%	11%	3%	-10%
8	Accessibility (Retail)	14%	5%	56%	32%	9%	3%
9	EMS Response	-11%	-11%	-8%	-11%	-10%	-13%
10	Housing in Core Growth Areas	-8%	-7%	8%	-10%	-9%	-13%
11	Jobs in Core Growth Areas	-11%	-6%	-14%	-18%	-11%	-8%
	Rural Lands and Habitat						
12	Acres Consumed	13%	20%	9%	11%	16%	11%
13	Habitat Impacts	---	---	---	---	---	---
	Community Character						
14	Viewshed Impact	19%	17%	12%	12%	24%	15%
15	Commercial Strip	19%	23%	81%	12%	-33%	0%

Mobility Measures

While the Damariscotta region sees the highest VMT increase (45%) and the Camden region the lowest (21%), the range of increases across regions is not very large. The increase in local road traffic of 96% overall is, conversely, very high in the Low-Density pattern. This is to be expected given the broad distribution of Low-Density homes into the inland areas. Local road traffic increases are most intense in the Belfast region, almost quadrupling (375%), and lowest in the Bath/Brunswick region at only a 37% increase. The decline in LOS of 86% is also significant. Most impacted is the Bath-Brunswick region, whose congestion increases almost six-fold. This region already faces high levels of congestion which is readily worsened by additional growth. By contrast, the Belfast region has capacity to spare and is only moderately affected.

Alternative Modes Measures

Transit usage is assumed to be relatively unchanged in this alternative. The declines in walkability and bikeabilty are to be expected with this pattern. By sub-region, Belfast sees the most decline with the Low-Density pattern and the Damariscotta region the least.

Jobs-Housing Balance Measures

Accessibility improvements are most pronounced in the Damariscotta region and least in the Belfast region. EMS accessibility, however, declines by 11% consistently across the regions.

Rural Lands and Habitat Measures

Acres consumed range from a high of 20% in the Bath-Brunswick region down to 9% in the Damariscotta region. The extent of habitat impacted by development is 6% over the entire Corridor and this is fairly consistent by regions, varying only from a high of 8% in the Brunswick and Camden regions to a low of 5% in Damariscotta and Rockland.

Community Character Measures

Hardest hit in terms of viewshed acreage is the Camden region with a 24% loss; both the Damariscotta and Rockland regions suffer a 12% loss. Commercial stripping, now stretching about 20 miles along the Corridor, increases to about 32 miles, approaching one-third of the Corridor. This 60% increase varies strongly by region, from a low of 23% in the Bath-Brunswick area to a high of 117% in the Damariscotta region.

4.5 Summary of Observations

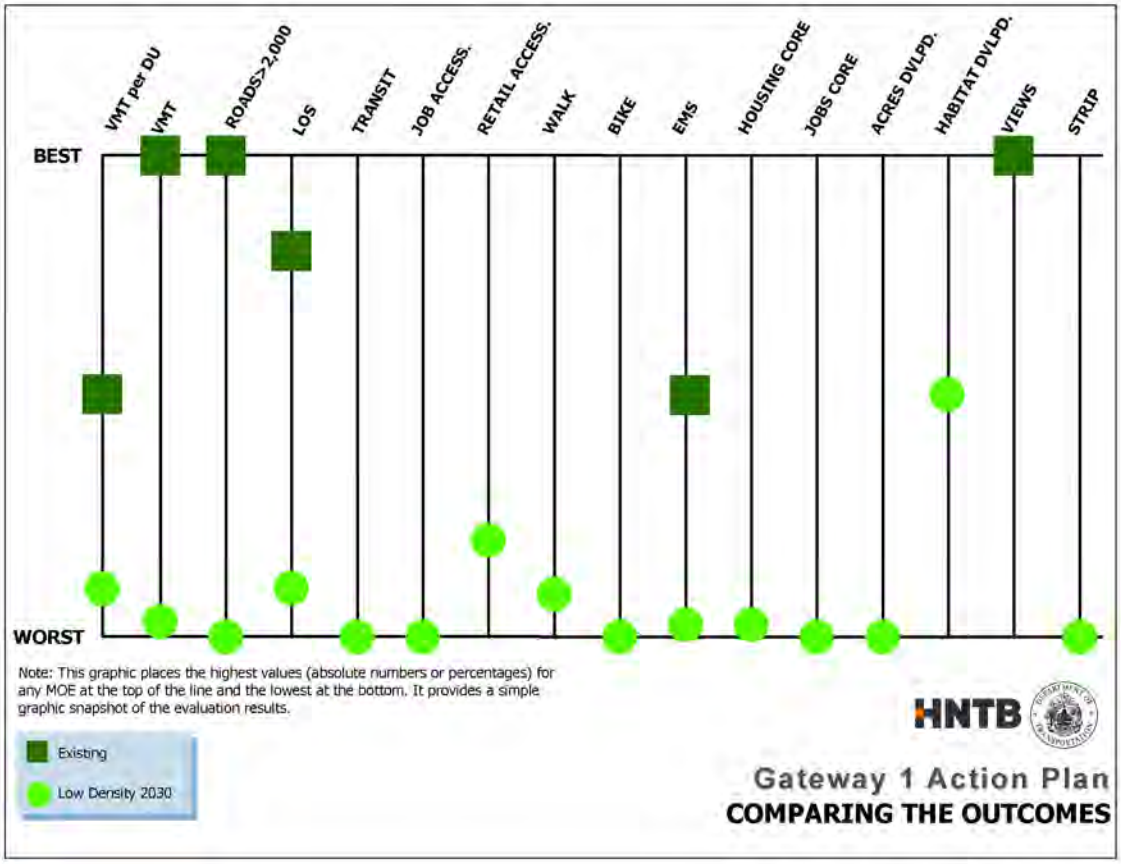
Figure 4-14 converts the data described above and in Table 4-4 into a graphic that seeks to capture quickly the relative difference between the 2005 and 2030 trend patterns. The graphic treats 2030 trend MOEs as the baseline against which 2005 values are shown as higher (better) or lower (worse). In Chapter 5, this graphic will show all development patterns evaluated, as well as Corridor targets, so that a composite image of all outcomes can be compared.

If the Low-Density pattern of development plays out for the next 25 years, and if the rate of growth is similar to the rate of the last 30 years (with all of the economic ups and downs that can occur over

three decades), it is likely that the following may occur:

- The percent of Route 1 operating in serious congestion during the summer will double;
- Traffic will look for its own relief routes along residential, local, and collector streets, pushing relatively high-speed traffic on these roads to levels that residents will find troubling;
- Pressure to "fix" the highway system will be chronic and intense, but the resources to do so will be limited and may end up compounding the problems rather than providing long-term solutions;
- Alternative modes, with the possible exception of ride-sharing, will be increasingly out of reach; and,
- The character of the Mid-Coast, as measured by the scenic character of Routes 1 and 90, rural lands, and wildlife habitat will become more ordinary.

Figure 4-14
Summary Comparison of 2005 and 2030 Low-Density



The question is whether this pattern and these consequences are inevitable, or whether there are acceptable alternative patterns that can prevent some of the consequences that come with needed growth and development, and lend themselves to long-term solutions for others.

CHAPTER 5: A Different Future

5.1 Need for a Different Future

The Low-Density pattern of development is a dominating pattern for a variety of reasons. As long as automobile transportation costs are reasonable, the Low-Density pattern is favored by many families. It accommodates home buyers who move in an expanding outward ring in search of affordable land and large, private lots. Residential developers now have a long, successful history of building for this market and hesitate to take a chance on anything else. This pattern decentralizes wastewater disposal and water-supply responsibilities, shifting the costs away from public facilities to individual property owners, an attractive proposition for local officials who otherwise must manage central treatment plants. It is also consistent with the single-story, horizontal form of construction that industry, distributors, and retailers have favored over the last half-century. It's not surprising that the Low-Density pattern of development has been institutionalized in zoning, minimum lot size, off-street parking, and other local ordinances, and accepted in local public policy as both a desirable pattern and an inevitable one.

At the same time, this pattern depends on the automobile to connect land uses to each other, and the automobile depends on a subsidized public road system that is well maintained and expanding to accommodate demand. The associated costs, let alone the environmental and social costs that accompany this auto-dependent pattern, now exceed the public's capacity to pay for them. As described in Chapter 4, extending this pattern unaltered into the future will likely leave future decision-makers with little choice but to accept much higher levels of congestion on Route 1, more traffic on residential back roads, a compromised natural environment, and a Mid-Coast Maine whose scenic calling card is more ordinary and less appealing to tourists, retirees, and others than it is today.

Therefore, this chapter reviews other patterns of development that may be possible in the Gateway 1 Corridor and compares their projected impacts with the Low-Density pattern with respect to Measures of Effectiveness introduced in Chapter 4, divided into the following categories:

- Mobility and safety;
- Choice in types of transportation;
- Jobs, and a balance of nearby housing affordable to workers who are filling those jobs;
- Rural lands and wildlife habitat; and,
- Visual and community character.

5.2 Alternatives to the Low-Density Pattern of Development

The Steering Committee and MaineDOT considered four feasible regional patterns of development in addition to the Low-Density pattern of the recent past.

Low-Density Pattern, but with Special Attention to Preserving Rural Character: This pattern accepts the continued spreading-out of both residential and commercial development, but relies on performance standards to manage access to Routes 1 and 90 and on design standards to help preserve the scenic character of these arterials. It would not, however,

alter the basic trends projected under the Low-Density pattern as described in Chapter 4. Typical of this pattern is, for example, the segments of Routes 1 and 90 in Rockport, where development tends to be linear, spread out, landscaped, and heavily dependent on auto travel and lot-by-lot curb cuts. Figure 5-1 shows a Low-Density pattern adjacent to Route 1 with elements of rural character, such as vegetative buffers.

Figure 5-1
Low-Density Pattern

New England Village Pattern: This pattern embodies the small downtown with surrounding, compact residential neighborhoods that were characteristic of the Corridor's development pattern through the mid-20th century. We can see this form in many of the Corridor's communities – the in-town areas of Brunswick, Bath, Wiscasset, Damariscotta, Waldoboro, Thomaston, Rockland, Rockport, Camden, Belfast, and Searsport. This small-town form thrived at a time when retail stores and services were smaller scale than today and downtowns commanded a market area of neighborhoods sufficient to support their businesses. This pattern would build on the existing economic and residential core growth areas in the Gateway 1 communities, while preserving their largely rural hinterlands. At the same time, many jobs would continue to be located in larger regional centers, and so commuting patterns would be much as they are today. Figure 5-2 shows a typical New England Village pattern.

Figure 5-2
New England Village Pattern

Micropolitan Pattern: This pattern consciously grows three urbanized centers in the Mid-Coast Corridor into larger and more dominant "micropolitan" areas. "Micropolitan areas" contain an urban core growth area of 10,000 to 50,000 people, plus adjacent areas with strong commuting ties to the urban center. (A metropolitan area has a core growth area urban area of 50,000 or more.) Brunswick-Bath and Rockland already anchor modest micropolitan areas, and one can imagine Belfast growing into

Figure 5-3
Micropolitan Pattern:
Brunswick and Surrounding Commuter-Shed

such an area. A conscious effort to grow the Corridor into a micropolitan form with expanded urbanized areas – including the central cities and surrounding suburbs - served by intense job core growth areas is worth thinking about, because the presence of such urbanized areas often lays the foundation for economic opportunity and an innovative economy. On the other hand, it accepts a steady, outward expansion of residential development into a widening set of bedroom communities. Figure 5-3 illustrates the core growth area of a Micropolitan pattern.

Transit-Oriented Corridor Pattern: This pattern borrows from both the New England Village and Micropolitan patterns. It creates groups of compact residential, commercial, and mixed-use core growth areas centered on a variety of transportation opportunities – ride-sharing, transit, multi-modal freight, passenger rail where available, walking, and bicycling. Communities like Brunswick, Bath, Rockland, and Belfast continue on their paths as micropolitan job centers but with a much more compact pattern of both job and retail centers and surrounding residential neighborhoods. Other community centers also enhance their New England village form, with significant but compact job and residential growth.

Figure 5-4
Transit-Oriented Corridor Pattern

This pattern, in its pure form, requires a balance between jobs and housing in each core growth area, with housing prices that match up with area wages. High percentages of new jobs and housing within the labor markets surrounding Gateway 1 communities are channeled into the core growth areas. Conversely, this pattern emphasizes rural preservation across large areas between the core growth areas of development. Examples in the Corridor of core growth areas that serve as seeds for a Transit-Oriented Corridor are downtown Bath and the adjacent Bath Iron Works district, the residential neighborhood around Bowdoin College, the proposed Ingraham Corners in West Rockport, or the redevelopment of Fort Andross in Brunswick and the Bowdoin Mill immediately across the river in Topsham. Figure 5-4 illustrates components of a potential Transit-Oriented Corridor pattern.

The Gateway 1 Steering Committee chose to test two of these alternative patterns for their effectiveness – compared with the Low-Density pattern – in promoting mobility and safe travel, accommodating balanced jobs and housing growth in the Corridor, increasing choice in transportation, conserving rural lands, and enhancing visual and community character. **The two the Steering Committee chose were the Micropolitan and Transit-Oriented Corridor patterns.** Whereas the Low-Density pattern supposes continued decentralization of jobs and housing, these two patterns allowed the opportunity to look at different futures: one (the Micropolitan pattern) in which jobs concentrate in a few economic centers while residential development takes its course without further intervention other than the potential pulling power of concentrated job centers; and one (Transit-Oriented Corridor) in which both jobs and residential development are directed into a number of core growth areas across the Corridor. The Steering Committee was attracted to these patterns by their potential capacity for both economic development and alternative modes of passenger and freight travel.

These two patterns were defined by building in the following key assumptions:

For the **Micropolitan** Pattern of Growth:

- Job growth will be concentrated in 184 core growth area Traffic Analysis Zones (TAZ) located in 12 municipalities in the Gateway 1 Corridor plus Topsham, Boothbay, and Boothbay Harbor. These TAZ encompass 137 square miles (including both developed and vacant land) or about 9% of the total land area in the labor market areas of which the Gateway 1 Corridor is a part. (As described in Chapter 4, a TAZ is a section of a municipality that allows a detailed analysis of traffic moving both within a town and between towns, from one TAZ to another.) The core growth area TAZ were identified based on existing patterns of development, presence of essential utilities, proximity to the transportation system, and similar factors.

- These 184 TAZ will account for the same percentage of all jobs in the Labor Market Areas (LMA) as they did in 2005. By major LMA, these percentages are:

    - Bath-Brunswick LMA: 83%.
    - Damariscotta – Boothbay Harbor – Waldoboro LMA: 70%.
    - Rockland – Camden LMA: 78%.
    - Belfast LMA: 81%.

    Overall, these 184 core growth area TAZ, plus similar areas in Topsham, Boothbay, and Boothbay Harbor will capture about 20,000 new jobs between 2005 and 2030.

- New residential development will proceed under the same market and regulatory forces that have been at play for the last several decades. The enhanced job centers may serve to attract some housing to the centers, but the pattern does not build in regulatory requirements to do so.

For the **Transit-Oriented Corridor** Pattern of Growth:

- Job growth will be concentrated in 151 core growth area TAZ located in 19 municipalities in the Gateway 1 Corridor plus Topsham, Boothbay, and Boothbay

Harbor. These TAZ encompass 81 square miles (including both developed and vacant land) or a little more than 5% of the total land area in the LMA of which the Gateway 1 Corridor is a part. The Transit-Oriented Corridor pattern thus is more concentrated than Micropolitan in the overall area of its core growth area TAZ, but it is distributed across more communities.

- These 151 TAZ will account for the same percentage of all jobs in the LMA as they did in 2005. By major LMA, these percentages are:

  - Bath-Brunswick LMA: 80%.
  - Damariscotta-Boothbay Harbor – Waldoboro LMA: 68%.
  - Rockland-Camden LMA: 71%.
  - Belfast LMA: 59%.

  Overall, these 151 core growth area TAZ, plus core growth areas in Topsham, Boothbay, and Boothbay Harbor will capture about 18,000 new jobs.

- The distribution of new residential development will be strongly directed by a combination of market factors, such as energy prices and an aging population, and a variety of incentives, housing policies, and growth management regulations into the same 151 core growth area TAZ so that, from labor market area to labor market area, a balance between jobs and housing is achieved within the core growth areas. This "balance" ranges from a ratio of 1.75 to 2.00 jobs per housing unit in the core growth area TAZ. This translates into about 16,000 new dwelling units in the core growth areas, including 86% of all new residential development in the 20 Gateway 1 communities and close to half (46%) of all new residential development projected for the larger LMA of which the Gateway 1 Corridor is a part.

5.3 Comparing Results for Micropolitan and Transit-Oriented Corridor

Table 5-1 compares the results for the Micropolitan and Transit-Oriented Corridor patterns of development for the period 2005 to 2030 with the Low-Density pattern results described in Chapter 3. These results do not assume any highway improvements besides those already programmed in the "Riding the Current" scenario and included in the Low-Density pattern, most notably the Wiscasset bypass described in Chapter 4. The analysis holds constant for all patterns an assumption that public transportation and ride-sharing programs in 2030 will capture 2% of all home-to-work and work-to-home trips that start and end in one of the core growth area TAZ, plus 5% of trips to or from work in the transportation analysis zone that includes Bath Iron Works in Bath, and 5% of non-work trips within the triangle of downtowns in Damariscotta, Boothbay Harbor, and Wiscasset. Note that these shares, while low, are much higher than at present (well under 1%) and assume new investments in ride-sharing and public transportation by 2030 throughout the Corridor. These investments may, in fact, not be feasible under a Low-Density pattern, because usage likely would be too low to justify them. They are more feasible in more compact patterns of development, because the more intense activity centers and transit are mutually supportive: the centers help stimulate alternative modes, which in turn, help stimulate more activity in the centers.

Table 5-1
Projected Changes, 2005 to 2030, by Pattern of Development for Measures of Effectiveness - Corridor-Wide (Before Consideration of Highway Improvements)

#	MOE	Micropolitan, 2005 - 2030	vs. Low-Density	Transit-Oriented, 2005 - 2030	vs. Low-Density
	Mobility				
1	VMT/Day on Rtes. 1/90	+32%	+<1%	+31%	-1%
2	Miles of Local Roads with 2,000+ Vehicles per Summer Weekday	+89% (+81.1 mi)	-5%	+74% (+67.3mi)	-21%
3	Miles of Rtes. 1/90 operating at LOS E or F	+97%	+6%	+96%	+5%
	Alternative Modes				
4	Transit Ridership	NC	+23%	NC	+68%
5	Share of Trips Walkable (<1/4 Mile)	-7%	-1%	+18%	+24%
6	Share of Trips Bikeable (<2 Miles)	-14%	+5%	+10%	+35%
	Jobs-Housing Balance				
7	Share of Households with High/Medium Accessibility to Jobs	+7%	+3%	+20%	+15%
8	Share of Households with High/Medium Accessibility to Retail	+10%	-3%	+15%	+1%
9	Share of Homes Within Critical Emergency Response Time from Existing Stations	-11% (48% of Homes)	0%	+7% (58% of Homes)	+21%
10	Share of All Housing in Growth Core Areas	-7%	0%	+15%	+25%
11	Share of All Jobs in Growth Core Areas	-4%	+8%	-1%	+10%
	Rural Lands and Habitat				
12	Acres of Land Consumed Outside of Growth Core Areas	+15,700 ac	-5%	+6,300 ac	-63%
13	Habitat Acres Developed	+5,800 ac	-5%	+2,300 ac	-62%
	Community Character				
14	Developed Acres Within Priority Viewsheds as % of Total Developable Acres Within Priority Viewsheds (Estimated)	19%	0%	14%	-26%
15	Miles of Rtes. 1/90 Frontage Outside of Growth Core Areas Commercially Developed or Emerging as Commercially Developed	N/A	N/A	15.8 mi	-46%

NOTE: "NC" = Not calculated (2005 Data Not Available)

In Table 5-1, the columns labeled Micropolitan 2005-2030 and Transit-Oriented 2005-2030 compare these respective patterns as of 2030 to conditions in 2005. The column labeled "vs. Low-Density" compares these respective patterns in 2030 to the Low-Density pattern in 2030. To illustrate, key mobility findings from Table 5-1 include:

- **Vehicle Miles Traveled (VMT)/Day on Rtes. 1/ 90**, under the Micropolitan pattern, would be about 1% more in 2030 than under the Low-Density pattern, while under the Transit-Oriented pattern, it would be 1% less than under the Low-Density

pattern.

- **Miles of Local Roads with 2,000+ Vehicles per Summer Weekday** would increase by 5% less under the Micropolitan pattern than under the Low-Density pattern, while under the Transit-Oriented pattern, it would increase by 21% less than under the Low-Density pattern.

Results – Mobility and Alternative Modes Measures:

Three background points are important to keep in mind when reviewing Table 5-1 for impacts on mobility.

- ***First,*** the projected change in traffic volumes is strongly correlated with projected change in population, regardless of pattern of development. While VMT generally has grown more rapidly than population in the U.S., in the Mid-Coast it seems that the dispersed pattern of residential development and high car ownership that drive the more rapid VMT growth elsewhere, have already occurred in the Mid-Coast, hence the parallel growth in VMT and population. Unless there are intervening events, such as a drastic rise in energy prices and use of transit, the number of miles driven per capita can be expected to remain about the same. Under the scenario used in this analysis, the population in the overall labor markets of which the Gateway 1 communities are a part is projected to grow moderately over the 25-year period, by about 30%. Thus, unless per capita driving habits change, traffic volumes can be expected to rise by a similar amount.

- ***Second,*** Table 5-1 reminds us that auto travel will always find the most expedient pathway within the limits of congestion. Once population, jobs, and visitors generate enough traffic to fill a highway, it will tend to stay close to capacity (Level of Service E or F) no matter the pattern of development. The excess above some tolerable level of congestion will flow to alternative roads if people know about them. However, it will only do so to the minimum extent necessary. Wherever there is space on the major routes, the traffic will continue to push up against their capacity, because they tend to be the shortest distance between two points, are the best mapped, and are engineered for high speeds.

- ***Third,*** remember that Table 5-1 projects conditions before any consideration of additional highway transportation improvements. Therefore, when examining this table, it is important to look for clues as to which pattern creates the conditions for improvements that can best bring about long-term benefits. Further, the table holds assumptions about transit shares constant. Again, it is important to look for clues as to which pattern may be ripe for increases in transit shares above these assumptions.

With these three background points in mind, we can review the table in context.

VMT/Day on Routes 1 and 90: The increase in vehicle miles traveled on Routes 1 and 90 is about the same for all three patterns. This is not surprising, given the projected population growth of 30% and, at this stage of the analysis, no assumptions about changes in per capita driving habits.

Miles of Routes 1 and 90 Operating at LOS E or F: It is not surprising that more segments of Routes 1 and 90 will "fill up" and push the road to capacity limits. Lacking interventions, both Micropolitan and Transit-Oriented Corridor patterns nearly double the miles of Routes 1 and 90 that will operate at Level of Service E or F. This is slightly worse than projected for the Low-Density pattern (6% more miles for Micropolitan, 5% for Transit-Oriented Corridor), but all three patterns increase the number of miles at LOS E or F from 19 miles in 2005 to between 35 and 37 miles in 2030. In other words, without intervention about 30% of the Corridor would be experiencing serious congestion during peak travel periods, up from 17% in 2005, under any of the three patterns. Micropolitan and Transit-Oriented Corridor patterns show up as slightly worse than Low-Density only because they focus a greater share of commercial development in specific core growth areas located along Routes 1 and 90. Conversely, Low-Density, as we'll see next, pushes much more traffic onto local roads.

Miles of Local Roads with 2,000+ Vehicles per Summer Weekday: The differences in patterns of development begin to show in traffic off Routes 1 and 90. The Micropolitan pattern reduces the increase in number of miles of local roads with 2,000+ vehicles per day by 5% compared with Low-Density, while the Transit-Oriented Corridor pattern reduces the number by 21%.

The number of miles of local roads that will rise above 2,000 vehicles per average summer weekday depends on: (1) how much more residential development will spread out and rely on these roads for commuting, and (2) how much traffic will increasingly look for a local road bypass around the growing congestion on Route 1. The Micropolitan pattern, in which jobs are more concentrated but residential development continues to spread out, performs slightly better than Low-Density. But, the Transit-Oriented Corridor pattern gives the back road system more protection. It reduces the impacts by more than a fifth compared with Low-Density (18 fewer miles with traffic over 2,000 vpd).

Alternative Modes: Even holding assumptions constant about the share of travelers to be captured by transit in each of the studied patterns, Micropolitan achieves 23% more transit and ridesharing than Low-Density, and Transit-Oriented Corridor improves ridership by 68%. Why? Because even if transit is assumed to capture a fixed 2% of "core-to-core" work trips, there are more jobs and more people in the core growth areas under the Micropolitan and Transit-Oriented Corridor options. That translates into more ridership.

But, it is possible that different patterns will justify more investments in transit facilities and lead to more than the fixed shares assigned in this analysis. The question is which pattern is more susceptible to long-term gains in the face of rising traffic congestion on Route 1? The shares of trips that are walkable or bikeable are a strong indicator of whether alternative modes of travel - whether walking, bicycling, ride sharing, or transit - will be feasible.

The Micropolitan pattern performs about the same as the Low-Density pattern: falling shares of trips that are short enough to be walkable or bikeable. But the Transit-Oriented Corridor pattern increases walkable trips by nearly a 20% and bikeable trips by 10%. These data indicate that, when it comes time to consider interventions, alternative modes would have a hard time growing above the shares assumed in the model under the Low-Density and Micropolitan patterns, but, with the appropriate investments, could make significant headway under the Transit-Oriented Corridor pattern.

Mobility by Sub-Region: Table 5-2 compares the Micropolitan and Transit-Oriented Corridor patterns with Low-Density as of 2030. A negative percentage means "less than" the Low-Density pattern, while a positive percentage means "more than" the Low-Density pattern.

Under the Micropolitan pattern, mobility would not be greatly different in the sub-regions than under the Low-Density pattern. Notable exceptions are that traffic burdens on local roads would be significantly less in the Wiscasset-to-Nobleboro and Waldoboro-to-Rockland sub-regions, but considerably more in the Rockport-to-Lincolnville sub-region. The increase in miles operating at Low Levels of Service (LOS) would also be considerably greater in the Rockport-to-Lincolnville sub-region. The reason for the Rockport-to-Lincolnville results is that the Micropolitan pattern assigns a high level of jobs to Belfast, which increases commuting, reduces LOS along Route 1, and increases the propensity of the commuting traffic to bypass Route 1 (e.g., via Route 52) at the northern end of this sub-region (Lincolnville) and the southern end of the adjacent Belfast sub-region (Northport).

Under the Transit-Oriented Corridor, mobility on Routes 1 and 90 is also about the same as under Low-Density, but across most sub-regions back road traffic volumes drop considerably. The shares of walkable and bikeable trips also rise dramatically across most of the sub-regions. The model singles out Sub-region 4 as an exception. In this case, the higher traffic levels on the local road system are uneven and arise because some of the assumed core growth areas are along these secondary roads in Lincolnville Center and some of the villages of Rockport. The other community in this sub-region, Camden, would see improvement compared to the Low-Density pattern. And, as indicated earlier, because the core growth area development in off-Route 1 locations in towns like Lincolnville and Rockport would be compact, service by alternative modes would become feasible, and shares captured by these modes likely would rise.

Table 5-2
Performance of Micropolitan and Transit-Oriented Corridor Patterns Compared with Low-Density Pattern, 2030, by Sub-Region

		% Difference vs. Low-Density, 2030				
#	MOEs 1 - 6	Sub-Region 1 Brunswick to Woolwich	Sub-Region 2 Wiscasset to Nobleboro	Sub-Region 3 Waldoboro to Rockland	Sub-Region 4 Rockport to Lincolnville	Sub-Region 5 Northport to Stockton Springs
	MICROPOLITAN PATTERN					
	Mobility					
1	VMT on Rtes. 1/90	0%	-2%	-1%	+5%	+1%
2	Change in Local Roads >2,000 vpd	+1%	-19%	-23%	+48%	0%
3	Change in Miles at LOS E or F	-1%	-1%	-8%	+39%	+8%
	Alternative Modes					
4	Transit Ridership	NC	NC	NC	NC	NC
5	Share of Trips Walkable	1%	-3%	-2%	-3%	-4%
6	Share of Trips Bikeable	+3%	+5%	+11%	+1%	+2%
	TRANSIT-ORIENTED CORRIDOR PATTERN					
	Mobility					
1	VMT on Rtes. 1/90	-3%	-4%	0%	+4%	+3%

#	MOEs 1 - 6	Sub-Region 1 Brunswick to Woolwich	Sub-Region 2 Wiscasset to Nobleboro	Sub-Region 3 Waldoboro to Rockland	Sub-Region 4 Rockport to Lincolnville	Sub-Region 5 Northport to Stockton Springs
2	Change in Local Roads >2,000 vpd	-30%	-2%	-37%	+15%	-35%
3	Change in Miles at LOS E or F	-1%	-7%	-3%	+39%	+8%
	Alternative Modes					
4	Transit Ridership	NC	NC	NC	NC	NC
5	Share of Trips Walkable	+22%	+45%	+17%	0%	+60%
6	Share of Trips Bikeable	+27%	+59%	+30%	+16%	+79%
	NC = Not Calculated (2005 Baseline Data Not Available)					

Results – Jobs-Housing Balance Measures:

The Transit-Oriented Corridor's strong performance in jobs-housing balance makes it the only pattern of development that opens the door to transportation improvements, including serious choice in passenger transportation, that can slow or even reverse trends in congestion and traffic on local roads.

Job and Housing in the Core Growth Areas: By design, the shares of jobs that are in designated core growth areas of the Corridor communities under either the Micropolitan or Transit-Oriented Corridor pattern remains roughly the same as in 2005. These shares are generally in the 70% - 80% range, depending on sub-region of the Corridor, or 8% to 10% higher than projected under the Low-Density pattern, in which jobs continue to disperse to locations outside of core growth areas.

Housing is treated differently among the patterns tested. The Low-Density pattern obeys market and regulatory forces in play over the past few decades. The Micropolitan pattern depends on job concentration to serve as a magnet of sorts for housing, but does not require housing to respond. The Transit-Oriented Corridor pattern establishes certain levels of jobs-housing balance, actively diverting higher shares of new housing into core growth areas. The result is that under Micropolitan, core growth areas continue to lose shares of housing to the countryside, much like the Low-Density pattern. Transit-Oriented Corridor pattern on the other hand, increases the share of Corridor housing that is located in core growth areas by 15% compared with 2005, from 57% of all units to 66%. That's a 25% higher share than would be achieved by Low-Density (53% of all units) as of 2030.

To get to this high share, however, nearly nine of every 10 new homes projected for the 20 Gateway 1 Corridor municipalities would have to locate within the designated core growth areas, as would nearly half of all new homes in the larger LMA of which the Corridor is a part.

Jobs and Retail Accessibility: Consistent with the jobs-housing balance that is built into the Transit-Oriented Corridor, this pattern significantly improves the share of Corridor households with easy access to jobs (as measured by time of travel) compared with the Low-Density pattern. The Micropolitan pattern improves job accessibility marginally.

On the other hand, neither the Transit-Oriented Corridor nor the Micropolitan pattern improves

the share of households with easy access to retail shopping compared to the Low-Density pattern. Retail accessibility is high among all patterns, because retailing tends to follow population. If population spreads out, so do retailers. If population tends to locate in core growth areas, so do retailers. Retailers require accessibility and will follow population to get it.

Emergency Response Times: Under both the Low-Density and the Micropolitan patterns, the share of households located within critical response time for fire and ambulance service from existing fire stations drops by 11% to fewer than half (48%) of all households in the Corridor communities. The Transit Oriented Corridor pattern increases the share of households within the critical time range by 7% compared to 2005 (to 58% of all households). This is a 21% improvement over the Low-Density pattern.

By Sub-Region: Table 5-3 shows that the Micropolitan pattern performs better across most of the sub-regions than Low-Density with respect to job accessibility, but about the same in terms of access to retail stores and emergency services. Micropolitan and Low-Density patterns perform about the same in the latter two areas because in each case the spread of residential development was similar, and retail accessibility and emergency response times are sensitive to residential location. In most sub-regions, households would have significantly better access to job locations and emergency services and a little better access to retail opportunities under the Transit-Oriented Corridor compared with the Low-Density pattern.

Table 5-3
Performance of Micropolitan and Transit-Oriented Corridor Patterns vs. Low-Density Pattern, 2030, by Sub-Region

		% Difference vs. Low-Density, 2030				
#	MOEs 7-11	Sub-Region 1 Brunswick to Woolwich	Sub-Region 2 Wiscasset to Nobleboro	Sub-Region 3 Waldoboro to Rockland	Sub-Region 4 Rockport to Lincolnville	Sub-Region 5 Northport to Stockton Springs
	MICROPOLITAN PATTERN					
	Jobs-Housing Balance					
7	Share of Households with High/Medium Accessibility to Jobs	+3%	-6%	+2%	+8%	+4%
8	Share of Households with High/Medium Accessibility to Retail	-5%	-7%	-2%	0%	+1%
9	Share of Homes Within Critical Emergency Response Time From Existing Stations	0%	+2%	+1%	0%	0%
10	Share of Housing in Core Growth Areas	0%	0%	+2%	0%	0%
11	Share of Jobs in Core Growth Areas	+5%	+10%	+14%	+3%	+8%
	TRANSIT-ORIENTED CORRIDOR PATTERN					
	Jobs-Housing Balance					
7	Share of Households with High/Medium Accessibility to Jobs	+10%	+46%	+11%	+18%	+41%
8	Share of Households with High/Medium Accessibility to Retail	-2%	+6%	+2%	+2%	+12%
9	Share of Homes Within Critical Emergency Response Time from Existing Stations	+18%	+45%	+11%	+6%	+51%
10	Share of Housing in Core Growth Areas	+17%	+38%	+20%	+17%	+58%
11	Share of Jobs in Core Growth Areas	+6%	+15%	+17%	+16%	+10%

Results – Rural Lands, Habitat, and Community Character Measures:

Acres of Rural Land and Habitat Consumed: Residential development outside of core growth areas is largely responsible for the number of acres of rural and other undeveloped land that are converted to development. Because the Micropolitan pattern ends up not holding large shares of residential development in the core growth areas, the loss of rural lands under this pattern is only slightly less than under the Low-Density pattern. The Transit-Oriented Corridor performs much better, with 63% less rural land lost to development between 2005 and 2030.

Similarly, the Transit-Oriented Corridor pattern consumes 62% fewer acres of land mapped as important habitat than the Low-Density pattern.

Percent of Developed Acres Within Priority Viewsheds: A projected 20% of developable acres within viewsheds along Route 1 and Route 90 that are ranked as Distinctive or Noteworthy have the potential to be developed under the Low-Density pattern. The Micropolitan pattern has a similar impact. Under the Transit-Oriented Corridor pattern, only 14% is projected to be developed.

Miles of Commercial Strip Development Along Routes 1 and 90: It is very difficult to project the miles of Routes 1 and 90 that would be "stripped out" under the Micropolitan pattern. Within the economic centers, commercial development could be either linear or compact. Without intervention, it likely would be linear, and the results would be similar to the Low-Density pattern but not quite as widespread. Under the Transit-Oriented Corridor pattern, there is a heavy emphasis on using available vacant and under-developed land within already developed segments - so-called "in-fill" development - as well as redevelopment of vacant space. As a result, some of the miles of existing and, especially, emerging "strip" development are converted into core growth areas of more intense development and few new miles are added. The net result is fewer linear miles of Routes 1 and 90 opened up to development and a reduction of commercial strip development by close to half compared to the Low-Density pattern.

Rural Lands and Community Character by Sub-Region: The Micropolitan pattern conserves modestly more rural land, including land that is mapped as important wildlife habitat, than the Low-Density pattern in most of the sub-regions. However, because the job core growth areas tend to be arrayed along the Route 1 Corridor, they also tend to have more impact on the priority viewsheds. If this were the pattern toward which the Corridor communities want to move, special attention to development standards to preserve views would be important.

The Transit-Oriented Corridor pattern performs very strongly across the sub-regions in reducing the acres of rural land and wildlife habitat consumed compared to the Low-Density pattern.

Table 5-4 Performance of Micropolitan and Transit-Oriented Corridor Patterns vs. Low-Density Pattern, 2030, by Sub-Region						
		% Difference vs. Low-Density, 2030				
#	MOEs 12-15	Sub-Region 1 Brunswick to Woolwich	Sub-Region 2 Wiscasset to Nobleboro	Sub-Region 3 Waldoboro to Rockland	Sub-Region 4 Rockport to Lincolnville	Sub-Region 5 Northport to Stockton Springs
	MICROPOLITAN PATTERN					
	Rural Lands and Habitat					
12	Acres of Land Outside of Core Growth Areas Consumed	-4%	-9%	-11%	+2%	-14%
13	Habitat Acres Developed	-6%	-8%	-9%	+3%	-4%
	Community Character					
14	Developed Acres Within Priority Viewsheds as % of Total Developable Acres Within Priority Viewsheds	+15%	+12%	+13%	+25%	+14%
15	Miles of Rtes. 1/90 Frontage Outside of Core Growth Areas Commercially Developed or Emerging as Commercially Developed	Not Calculated at Sub-Regional Level				
	TRANSIT-ORIENTED CORRIDOR PATTERN					
	Rural Lands and Habitat					
12	Acres of Land Outside of Core Growth Areas Consumed	-62%	-69%	-58%	-44%	-94%
13	Habitat Acres Developed	-62%	-68%	-59%	-41%	-93%
	Community Character					
14	Developed Acres Within Priority Viewsheds as % of Total Developable Acres Within Priority Viewsheds	+6%	+12%	+10%	+18%	+4%
15	Miles of Rtes. 1/90 Frontage Outside of Cores Commercially Developed or Emerging as Commercially Developed	Not Calculated at Sub-Regional Level				

Summary of the Compared Results

In summary, the Transit-Oriented Corridor pattern of development, even without transportation improvements to address congestion on Route 1, performs impressively against many of the Measures of Effectiveness. Because it creates the conditions for solutions that can reduce congestion and increase transportation choice, it can be expected that a head-to-head comparison to the Low-Density pattern with highway improvements and increased transit service in place would be even more impressive.

This performance is driven especially by the balance between jobs and housing that is built into a pattern of compact core growth areas. Such balance would help the Gateway 1 Corridor meet many of the Measures of Effectiveness that represent a sustained system of transportation and quality-of-life.

But there is a serious issue: The performance depends on an extraordinary re-direction of new residential development over the next 25 years into core growth areas in the Gateway 1 communities.

As described earlier, nearly half of all projected new housing units in the LMA of which the Gateway 1 municipalities are a part, and nearly 90% of new units projected for the 20 Gateway 1 municipalities themselves - a total of 16,000 units - would need to locate in the assumed core growth areas of the Gateway 1 communities. This re-direction would be unprecedented in the history of the Corridor and surrounding region and would require wholesale changes in local land use regulations, affordable housing policies, investments in wastewater collection and treatment capacity, market responses, and public attitudes.

For these reasons, the Steering Committee and MaineDOT sought a modified version of Transit-Oriented Corridor that would retain the essential pattern, but would be feasible from a political and market perspective, and could serve as a stepping stone toward a Transit-Oriented Corridor if and when the Corridor's communities choose to go farther in this direction.

5.4 The Choice: A Community-Centered Pattern of Development

This modified pattern is the Community-Centered Corridor. It is a hybrid of the Transit-Oriented Corridor pattern which performs well but, in the judgment of the Steering Committee, would not find political acceptance in its full form, and the Low-Density Rural Character pattern, which accepts a level of continued outward migration of homes into rural areas but with standards to reduce the impacts on surrounding lands.

The Community-Centered Corridor pattern has the same "necklace of pearls" pattern as the Transit-Oriented Corridor pattern, formed by a series of compact core growth areas in the Corridor. The assumptions behind this pattern are as follows.

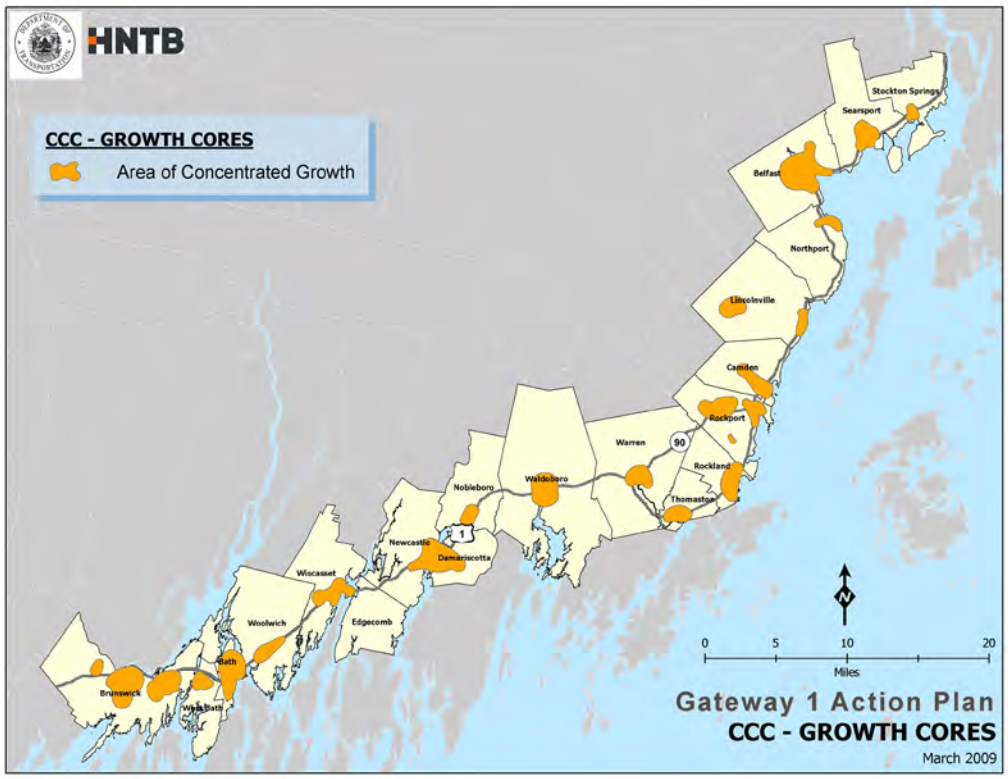
Job growth will be focused on compact cores growth areas that have been defined in each of the 20 Gateway 1 communities based on their Comprehensive Plans, availability of sewer and water service, existing development, and relative absence of wetlands, flood plains, and similar restrictions to development.

These core growth areas encompass 117 square miles (including both developed and vacant land) or a little less than 8% of the total land area in the LMA of which the Gateway 1 Corridor is a part.

- These core growth areas will receive a similar number of jobs as under the Transit-Oriented Corridor pattern, with the additional assumption that in each of the Gateway 1 municipalities, its core growth areas would account for at least 51% of all jobs that the land use model allocated to that town or city. Overall, the core growth areas account for 63% of all jobs projected for the Gateway 1 Corridor LMA of which the Gateway 1 towns and cities are a part. By labor market, the core growth areas' shares are:

    - Bath-Brunswick LMA: 78%.
    - Damariscotta-Waldoboro LMA: 49% (excluding Boothbay-Boothbay Harbor).
    - Rockland-Camden LMA: 87%.
    - Belfast LMA: 92%.

Figure 5-5 Community-Centered Corridor Core Growth Areas



These defined core growth areas will capture about 18,500 new jobs.

- Importantly, the actual core growth areas within the TAZ collectively occupy only a fraction of the TAZ: about 30 square miles, including both already established areas with opportunities for in-fill development or redevelopment and new or expanded core growth areas.

- It is assumed that a combination of energy costs, aging population, growing market acceptance of in-town neighborhood development, and local and state actions will lead to more residential development in the core growth areas than would occur under the Low-Density pattern of development; and that in each of the Gateway 1 municipalities, the core growth areas would account for at least 25% of all new dwelling units that the land use model allocated to the town or city.

  The result is that the core growth areas will capture 58% of the new dwelling units projected for the Gateway 1 towns and cities and 23% of all new dwelling units projected for the full labor market areas of which the Gateway 1 towns and cities are a part. This translates into about 8,000 new dwelling units within the core growth areas. This is half of the 16,000 units built into the Transit-Oriented Corridor pattern of development but still twice the 4,000 projected in the Low-Density pattern.

5.5 *Inside the Core Growth Areas*

The core growth areas that collectively define the Community-Centered Corridor are distributed across all of the Gateway 1 communities. This plan identified a total of 81 core growth areas, or an average of four per Gateway 1 municipality. These were carefully identified based on local Comprehensive Plans, availability of utilities, access to transportation, and relative absence of

natural resource constraints. However, they are suggestive only, and it is expected that during implementation of the Gateway 1 Corridor Action Plan, communities may modify them as long as the modifications are consistent with the idea of compact core growth areas.

Of the 81 core growth areas, 30 are established areas, such as downtowns, built-up neighborhoods, highway commercial areas, and business parks, that still have room for additional development or redevelopment. These 30 areas contain close to 15,000 acres, both developed and vacant, and some represent separate but contiguous neighborhoods or sections of town. Fifty-one additional compact core growth areas, located close to the established areas or identified by communities as having particular potential for suitable development, contain about 4,400 acres. The average of these additional core growth areas is 86 acres, but half are less than 30 acres; nearly 85% are 125 acres or less, which is a typical "neighborhood" scale.

As important as the number and locations of these core growth areas are, equally important is the arrangement of land uses and the circulation system inside each of the areas. Core growth areas can be a variety of types – a downtown, business park, residential or mixed use neighborhood, a retail center, etc. - and can have some common characteristics.

- **One-Half Mile or Less in Diameter -** This size offers the most choice in how to move around the center: it is as friendly to transit and bicycles as it is to the automobile, and it is small enough to be walkable but roomy enough not to be crowded. It is the traditional size of New England town centers, villages, and neighborhoods.

- **Efficiently Used -** Especially where public water and sewer systems serve a center, the center strives for at least moderate densities of activity. Residential development can be single-family or a mix of single- and multi-family. Commercial development builds in more space for each acre of land and is designed with reduced need for off-street parking. The actions later in this plan suggest how.

- **Avoids Fragile Resources -** Natural resources are incorporated as open space and riparian corridors.

- **Work Well Together -** Groups of core growth areas within sub-regions collectively contain a good complement of uses: residential, retail goods and services, job opportunities, and open space and civic uses.

- **Mixed Uses -** Individually, a core growth areas of significant size should also have within it ready access to a minimum complement of compatible uses. For example, residential neighborhoods should have access within the center to certain everyday convenience goods and services, such as corner stores and day care centers. Commercial districts can easily include residential uses within them (second floors, freestanding multi-family, etc.); and any commercial center should include a mix of commerce – retail, office, and services – so that workers and visitors can satisfy different types of needs during a work day or a visit.

- **Interconnected Streets -**
The street system offers more than one pathway around and through the center. The

number of dead-ends is limited. The recommended actions later in this plan give communities suggested tools for achieving this. The plan for Ingraham Corner in West Rockport is an example of a well-designed community center (Figure 5-6).

Figure 5-6
Site Plan of Ingraham Corners

5.6 How the Community-Centered Corridor Performs: THE KEY

The Community-Centered Corridor pattern was tested both with and without transportation improvements.

Transit: As with the earlier tests of the other patterns of development, it was assumed that by 2030, transit and ride-sharing would capture 2% of "core-to-core" work trips, 5% of trips in and out of the BIW area, and 5% of non-work trips in the Wiscasset-Boothbay Harbor-Damariscotta/Newcastle-downtown triangle. The "with improvements" case also included:

- Extension of passenger rail service north from Portland with stops in Brunswick, Bath, Wiscasset (near airport and in downtown), Newcastle, and Rockland. This service captures 5% of non-work trips between any pair of core growth areas located within one-half mile of a transit station.
- Rockland to Bar Harbor Ferry Service.

Highways: A package of highway improvements that includes, among other things, interchange improvements, consolidation of access points along Route 1, upgrades to and expansions of the local road network, frontage roads, and intersection improvements. The full proposed transportation improvement package is presented by municipality in Chapter 8. The Wiscasset bypass is assumed to be built within the planning period under all development patterns.

The following table compares results against the Measures of Effectiveness for the Community-Centered Corridor both with and without the transportation improvements, 2005-2030; and compares these with the Transit-Oriented Corridor and Low-Density patterns. In the columns labeled "vs. TOC 2030" and "vs. Low-Density 2030," a negative sign means "less than" (for example, -2% in the "vs. TOC 2030" column means 2% less than under the TOC pattern); a positive sign means "more than."

Community-Centered Corridor Results

Table 5-5
Projected Changes, 2005 to 2030,
Community-Centered Corridor (CCC)
(With and Without Transportation Improvements)

#	MOE	CCC 2030	Change, 2005-2030	vs. TOC 2030	vs. Low-Density 2030
	Mobility				
1	VMT/Day on Rtes. 1/90				
	a. Without Transportation Improvements	2.30 Million mi.	+28%	-2%	-3%
	b. With Transportation Improvements	2.32 Million mi.	+29%	-1%	-2%
2	Miles of Local Roads with 2,000+ Vehicles per Summer Weekday				
	a. Without Transportation Improvements	+62.3 Miles	+67%	-2%	-30%
	b. With Transportation Improvements	+58.7 Miles	+63%	-2%	-34%
3	Miles of Rtes. 1/90 Operating at LOS E or F				
	a. Without Transportation Improvements	34.7 Miles	+84%	-10%	-1%
	b. With Transportation Improvements	13.7 Miles	-28%	-63%	-61%
	Alternative Modes				
4	Transit Ridership	3,300/Day	Not Available	-11%	+50%
5	Share of Trips Walkable (<1/4 Mile)	2.9%	+2%	-8%	+9%
6	Share of Trips Bikeable (<2 Miles)	19.4%	-6%	-8%	+14%
	Jobs-Housing Balance				
7	Share of Households with High/Medium Accessibility to Jobs	61%	+15%	-12%	+9%
8	Share of Households with High/Medium Accessibility to Retail	82%	+12%	-3%	-2%
9	Share of Homes Within Critical Emergency Response Time From Existing Stations	52%	-4%	-8%	+8%
10	Share of All Housing in Growth Core Areas	57%	+1%	-19%	+9%
11	Share of All Jobs in Growth Core Areas	86%	+2%	+3%	+14%
	Rural Lands and Habitat				
12	Acres of Land Consumed Outside of Growth Core Areas	---	+12,400 ac	+107%	-24%
13	Habitat Acres Developed	---	+4,700 ac	+101%	-23%
	Community Character				
14	Developed Acres Within Priority Viewsheds as % of Total Developable Acres Within Priority Viewsheds (Estimated)	---	14%		-26%
15	Miles of Rtes. 1/90 Frontage Outside of Growth Core Areas Commercially Developed or Emerging as Commercially Developed	12.9 Miles	-36%	-18%	-56%

Results – Mobility and Alternative Modes Measures:

With or without transportation improvements, the Community-Centered Corridor is projected to result in only slightly fewer vehicle miles traveled on Routes 1 and 90 in 2030 compared with the Low-Density pattern. The increase is slightly less than the rate of population growth. As discussed earlier in this chapter, this reflects the fact that as long as there is available space on Routes 1 and 90, it will tend to be filled up to some point of tolerable congestion. Thus, the VMT Measure of Effectiveness has to be considered in combination with the amount of traffic that is projected to shift onto residential back roads and with Level of Service.

Under the Community-Centered Corridor, the miles of residential roads with 2,000+ vehicles per summer weekday increases, but the increase is a third less than under the Low-Density pattern.

Because a significant share of new residential development in a Community-Centered Corridor pattern still is presumed to locate outside the core growth areas, the percentages of trips that are short enough to be walkable or bikeable are not greatly different in 2030 than at present. By contrast, as we saw earlier, the shares of walkable and bikeable trips increase in a Transit-Oriented Corridor, where most new residential development occurs in core growth areas. Nevertheless, the Community-Centered Corridor holds the shares of walkable and bikeable trips relatively steady over time, which is an improvement over the Low-Density pattern, where the shares drop considerably between 2005 and 2030.

Results – Jobs-Housing Balance Measures:

The shares of all housing and jobs in the Gateway 1 Corridor municipalities that are located in the core growth areas increase under the Community-Centered Corridor, and with the increase comes increased accessibility to jobs and shorter commute times. This improvement compared to the Low-Density pattern is less than we saw with the Transit-Oriented Corridor pattern in Table 5-5, but is still significant.

Retail accessibility is about the same as under the Low-Density pattern – projected at a high 82% of all households with high/medium retail accessibility. The future distribution of retail development, though, will be somewhat different under the Community-Centered Corridor vs. the Low-Density pattern: with a 9% higher share of all homes in the Gateway 1 municipalities (including 58% of all new dwellings) in core growth areas as of 2030, the Community-Centered Corridor likely would see a higher share of retail activity in the core growth areas as well.

Under the Community-Centered Corridor pattern, the share of all homes that will be within critical response time for emergency services will erode modestly (because the pattern accommodates some level of continued outward migration of housing development), but a majority of all homes remain within the critical response time in 2030. Under the Low-Density pattern, the share drops to less than half.

Results – Rural Lands, Habitat, and Community Character:

Because the Community-Centered Corridor pattern accepts that market forces will continue some outward migration of housing development, a fair amount of rural land outside of the identified community centers is converted to development – double what would be projected under the

Transit-Oriented Corridor pattern. Nevertheless, the affected rural land and habitat would be nearly a quarter less than under the Low-Density pattern. But the amount of vulnerable rural and habitat lands under the Community-Centered Corridor pattern indicates that municipalities need to incorporate measures, such as conservation subdivisions, into their land use ordinances to reduce the footprint of the outward-migrating development on the rural landscape.

Because commercial development under the Community-Centered Corridor is more concentrated in core growth areas than under the Low-Density pattern, a smaller percentage of priority viewshed areas is threatened.

The miles of linear, shallow commercial development along Routes 1 and 90 are reduced by half compared to the Low-Density pattern. This abatement is a result of conscious in-fill and redevelopment of usable space that has been skipped over or not programmed for compact growth in the Low-Density pattern. This amounts to hundreds of acres that are available for more intense development as portions of existing "strip" development are converted into compact core growth areas, with more developed floor area per acre of land.

Community-Centered Corridor Results by Region

Mobility and Alternative Modes Measures: In most cases, vehicle miles traveled per year on Routes 1 and 90 are less than under Low-Density across the sub-regions, both before the recommended highway improvements and after. But, for the reasons discussed earlier, the differences are modest. The recommended highway improvements do, however, make a substantial difference in miles of Routes 1 and 90 projected to operate at low LOS, with substantial reductions in affected miles across the sub-regions compared with the Low-Density pattern. Shares of walkable and bikeable trips perform well in most sub-regions compared with Low-Density. Sub-region 2 (Wiscasset to Nobleboro) is an exception due largely to a geographically large core growth area in Damariscotta in which some trips do not meet the quarter-mile criterion. Improvement in Sub-region 4 (Rockport to Lincolnville) is modest compared with the Low-Density pattern, apparently because this sub-region (particularly Camden) already has a higher share of walkable trips and, due to topographic and other limitations, a significant share of new development would be close to existing settlements under the Low-Density pattern as well as the Community-Centered Corridor pattern.

Jobs-Housing Balance Measures: By definition, larger shares of jobs and housing would locate in core growth areas under the Community-Centered Corridor pattern versus the Low-Density pattern, and as a result, in most sub-regions there would be greater accessibility to job locations.

For reasons discussed earlier, the Community-Centered Corridor pattern does not improve already high levels of retail accessibility compared to the Low-Density pattern. However, it improves accessibility to emergency services across the board.

Table 5-6
Performance of Community-Centered Corridor Pattern vs. Low-Density Pattern, 2030, by Sub-Region

#	MOE	% Difference vs. Low-Density, 2030				
		Sub-Region 1 Brunswick to Woolwich	Sub-Region 2 Wiscasset to Nobleboro	Sub-Region 3 Waldoboro to Rockland	Sub-Region 4 Rockport to Lincolnville	Sub-Region 5 Northport to Stockton Springs
	Mobility					
1	VMT/Day on Rtes. 1/90					
	a. Without Transportation Improvements	-2%	-2%	-6%	-2%	-3%
	b. With Transportation Improvements	+3%	-6%	-6%	0%	-5%
2	Miles of Local Roads with 2,000+ Vehicles per Summer Weekday					
	a. Without Transportation Improvements	-30%	-14%	-51%	-32%	-25%
	b. With Transportation Improvements	-33%	-23%	-63%	-23%	-23%
3	Miles of Rtes. 1/90 Operating at LOS E or F					
	a. Without Transportation Improvements	-13%	-8%	-5%	+3%	+4%
	b. With Transportation Improvements	-41%	-67%	-69%	-66%	-76%
	Alternative Modes					
4	Transit Ridership	Not Calculated by Sub-Region				
5	Share of Trips Walkable (<1/4 Mile)	+12%	-2%	+14%	0%	+11%
6	Share of Trips Bikeable (<2 Miles)	+12%	+6%	+19%	+11%	+20%
	Jobs-Housing Balance					
7	Share of Households with High/Medium Accessibility to Jobs	+8%	-21%	+13%	+23%	+10%
8	Share of Households with High/Medium Accessibility to Retail	-2%	-7%	-3%	+2%	+5%
9	Share of Homes Within Critical Emergency Response Time From Existing Stations	+10%	+3%	+3%	+9%	+15%
10	Share of All Housing in Cores	+8%	+7%	+10%	+6%	+12%
11	Share of All Jobs in Cores	+7%	+14%	+22%	+24%	+17%
	Rural Lands and Habitat					
12	Acres of Land Outside of Core Areas Consumed	-25%	-22%	-34%	-10%	-29%
13	Habitat Acres Developed	-24%	-23%	-35%	-8%	-30%
	Community Character					
14	Developed Acres Within Priority Viewsheds as % of Total Developable Acres Within Priority Viewsheds	+13%	+11%	+12%	+26%	+12%
15	Miles of Rtes. 1/90 Frontage Outside of Cores Commercially Developed or Emerging as Commercially Developed	Not Calculated by Sub-Region				

5.7 Summary of Performance

The analysis of alternative patterns of development demonstrates the power of proximity in sustaining a regional transportation system. A relative balance between jobs and housing that is within price ranges that people holding those jobs can afford, located in a pattern of core growth areas, is perhaps the most important hinge between growth and development on the one hand and an affordable, sustainable transportation system on the other.

The logic of this relationship leads to a pattern of development called the Transit-Oriented Corridor. However, the Transit-Oriented Corridor would require such wholesale shifts in market attitudes and in land use, affordable housing, and public sewer and water investment policies, that it would be difficult to implement.

But a version of this pattern - more closely tuned to the small-town environment of the Corridor communities and taking advantage of certain market forces, such as an aging population, energy prices that have spiked in the recent past and are projected to rise again, and growing experience with the traditional neighborhood style of development - can find acceptance. This pattern, called the Community-Centered Corridor, is worthy in its own right and can serve as a stepping stone to a Transit-Oriented Corridor if communities, policy makers, and the market wish to grow in this direction.

The Community-Centered Corridor, with a reasonable level of jobs-housing balance in a generous distribution of core growth areas across the 20 Gateway 1 municipalities, lends itself to a variety of land use, transit, and highway investment solutions in the Mid-Coast region. If those solutions are put into place, the Community-Centered Corridor is projected to:

- Reduce the miles of Routes 1 and 90 that operate at low LOS in 2030 to fewer than today, even with the projected population growth;
- Reduce the miles of residential, local and collector roads with uncomfortably high volumes of traffic by a third, compared with the Low-Density pattern of development;
- Increase opportunities for transit, walking, and bicycling;
- Keep a majority of dwellings within the critical response time from existing fire stations for emergency services;
- Reduce Corridor-wide conversion of rural lands and mapped wildlife habitat by a quarter compared with the Low-Density pattern of development; and,
- Reduce intrusions into priority viewsheds along Route 1 and Route 90 by a quarter compared with the Low-Density pattern of development, and reduce by half the miles of Routes 1 and 90 that will be otherwise converted to linear commercial development.

5.8 Measurable Targets for 2030

With this understanding of how the different patterns of development would potentially perform, we can now lay out targets for 2030 by which to measure transportation and land use in the future. These targets generally follow the outline of the Measures of Effectiveness used to evaluate the different patterns of development.

Mobility and Safety:

- Through 2030, travel will be safely maintained at currently (2009) posted speed limits along Routes 1 and 90 outside of downtowns and village centers.
- By 2030, vehicle miles traveled per dwelling unit per day on all roads in the Corridor will be reduced to below the 2005 level and by 15% compared to the projected VMT under the Low-Density pattern.
- Through 2030, the share of local trips that rely on Routes 1 and 90 to reach their destinations decline, as reported through origin and destination surveys.
- As of 2030, fewer than 50 additional miles of non-state highway roads, compared to 2005, will have traffic levels of more than 2,000 vehicles per day.
- As of 2030, there will be no net increase in miles of Routes 1 and 90 operating at Levels of Services E or F.

Alternative Modes:

- As of 2030, the percentage of work trips made by residents of the Gateway 1 Corridor municipalities in automobiles with single occupants will drop from 76% as of 2000 to 65%, in part as a result of a quadrupling of transit ridership (from 0.5% of all work trips to 2.0%), a 50% increase in vanpooling and carpooling (from 12% to 18% share of work trips), and a nearly 50% increase in walking/bicycling (from 7% to 10% share of work trips).

Jobs-Housing Balance:

- Between the time of plan adoption and 2030, at least 60% of net new jobs and at least 25% of new dwelling units in the LMA of which the 20 Gateway 1 communities are a part will be attracted to the core growth areas identified in the 20 communities.
- As of 2030, at least 45% of all households in Gateway 1 communities will have high accessibility to job locations and at least 60% will have medium or high accessibility to job locations.
- As of 2030, at least 45% of all households in Gateway 1 communities will have high accessibility to retail facilities and at least 85% will have medium or high accessibility to retail facilities.
- As of 2030, 60% of all homes in the 20 Gateway 1 communities will be within critical response time of existing fire stations.

Rural Lands and Habitat:

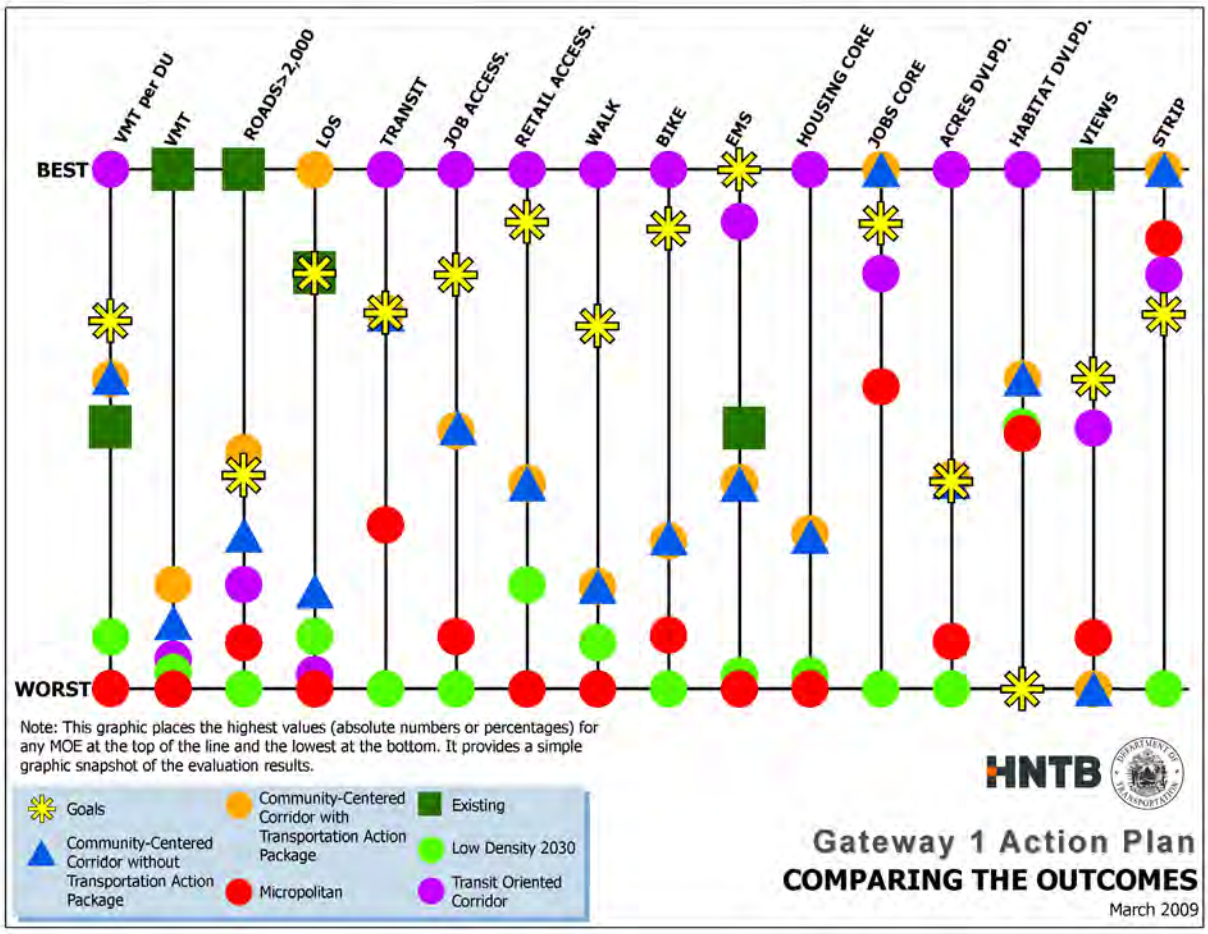
- Between the time of plan adoption and 2030, no more than 12,000 acres of vacant rural land (land located outside of core growth areas) will be developed.
- Between the time of plan adoption and 2030, no more than 5% of existing acres mapped by the Beginning with Habitat Program as unfragmented blocks of wildlife habitat will be developed, with special emphasis on significant habitat and productive farm and woodlands.

Community Character:

- Between the time of plan adoption and 2030, there will be no net increase in miles of Routes 1 and 90 categorized as "strip commercial development," (to be achieved in part by developing/re-developing existing areas of linear development as efficient core growth areas).
- Between the time of plan adoption and 2030, no more than 15% of distinctive and noteworthy viewsheds and road segments will be developed.

Because the Community-Centered Corridor will come about - and these targets achieved - only if the development and transportation trends of the last several decades are slowed or reversed, a number of land use, transit, and investment actions will be needed to implement it. The next five chapters lay out the actions needed, along with the respective responsibilities of state and local governments.

FIGURE 5-7
COMPARING THE OUTCOMES



CHAPTER 6: Sorting Communities by their Capacity and Need

6.1 Plan Actions Vary in Complexity

There are some actions contained in the Gateway 1 Corridor Action Plan that are so basic that many municipalities already do them to one degree or another. Essentially, they are part of commonly accepted planning practice everywhere. Others are more advanced in nature, requiring some municipal staffing capacity and experience to adopt and implement. Then there are a few things that are far-reaching in their impacts, and have the potential to really transform the Corridor's development patterns. The concept of **Basic, Intermediate and Advanced** Actions are used in the next chapter to describe and categorize the actions to implement this Plan.

This chapter analyzes which municipalities have the capacity and need to implement the three categories of actions. The chapter concludes by identifying municipalities with low, medium, or high capacity and need, and relates these directly to Basic, Intermediate and Advanced categories.

6.2 Identifying Municipal Capacity and Need to Implement Actions

A municipality's ability to implement the specific actions needed to achieve the Community-Centered Corridor pattern will depend on two key factors: the community's capacity (tools, staff, readiness, etc.) to move in the desired direction; and the extent of its vulnerability to the results of the Low-Density pattern currently in existence (strong growth pressures, large number of at-risk viewsheds, increased congestion, etc.).

A municipality, for example, that has very little vacant commercial land along Route 1, strong access controls already in place, and a lot of distinctive viewsheds will have both capacity and a strong "need" to implement some protective measures. One with no zoning, few access controls, lots of vacant land, and no distinctive viewsheds or growth pressures would have neither the capacity nor, perhaps, an urgent need for these measures.

Because this information will be key to creating a customized direction for each municipality, the Steering Committee and the Study Team have developed an approach for assessing the capacity and needs of Corridor communities – and based on this, make a recommendation for actions appropriate to each town (see Chapter 7).

How Capacity and Need are Evaluated

Capacity: Each municipality was evaluated by professional planners against the factors below and "scored" on a scale of 1 (Low/Basic) to 3 (High/Advanced). The main determinants of capacity were the following:

- How much of the Comprehensive Plan is already consistent with the preferred growth pattern?
- How much of the zoning code and map is already consistent with the preferred growth pattern?
- How much ability does the municipality have to manage access to Route 1?

- Does the municipality have excess and/or extendable public sewer and water capacity?
- Does the municipality have sufficient staff resources to implement changes?

Need: Each municipality was evaluated by professional planners against the factors below and "scored" on a scale of 1 (Low) to 3 (High). Communities that exhibited the following characteristics had a higher need to implement protective interventions more quickly:

- A Have a large number of distinctive viewsheds and road sections that are undeveloped or at very low intensity;
- Extensive, developable stretches along Route 1 without typical state and local access controls;
- Large areas of rural, developable lands;
- Large areas of rural developable lands with high habitat value;
- Strong pressures for growth;
- Serious congestion problems; and,
- Serious safety problems.

Each of the capacity and need factors are defined more specifically below. More technical definitions are available in Appendix 10.

Beyond a 1-3 point score, each of these factors was also weighted to reflect the relative importance of a factor as defined by regional planning staff. For example, under capacity, zoning was weighted more heavily than staffing. Under need, access controls were weighted more heavily than large areas of rural lands.

Levels of Intervention Needed

Based on their scores for capacity and for need, each municipality will be placed into the capacity/need analysis matrix below (Table 6-1).

Defining Capacity and Need

Table 6-1
Evaluation of Corridor Municipalities' Capacity

Capacity and Need Matrix		Capacity		
		Low	Med	High
Need	Low	**Basic**	**Basic**	**Intermediate/ Advanced**
	Med	**Basic**	**Intermediate**	**Advanced**
	High	**Intermediate**	**Advanced**	**Advanced**

Capacity Analysis

1. ***Comprehensive Plan***
Each municipality's Comprehensive Plan is assessed against plan features and characteristics that would support a Community-Centered Corridor pattern outcome.

2. ***Zoning***
Zoning implements the Comprehensive Plan and can also be assessed for how much it

supports the land use pattern envisioned by the Community-Centered Corridor outcome. Accordingly, specific features of the codes of each municipality (e.g., density or intensity, range of residential and commercial uses allowed) are evaluated by the same criteria.

3. ***Access Management***
Regulating access to highways and to Routes 1 and 90 are achieved through local subdivision regulations and site plan standards. These ordinances are assessed for their ability to effectively control access (through, for example, shared driveways, frontage roads, road connectivity requirements, etc.).

4. ***Sewer and Water***
Directing more compact growth to specific areas means that the capacity and expansion capability of sewer and water systems must be assessed against the development quantities and patterns needed for the Community-Centered Corridor pattern. This evaluation is based on MaineDEP flow and capacity data and on follow-up discussions with local providers.

5. ***Staff***
This measure looks at the number of full-time equivalent staff to develop and administer planning and zoning functions, combined with an assessment of the role of volunteer bodies and committees within each community.

Need Analysis

1. ***Scenic Character***
This is a measure combining the scenic character of the Corridor, typically relating to adjacent uses, and the views from the road, which often relate to more distant vistas. The measure draws from the detailed Scenic Assessment Report developed for the Corridor with review and input form the Steering Committee.

2. ***Access Management***
This category ranks municipalities by the amount of undeveloped or large parcels along Route 1 that are zoned for commercial or higher-density residential uses. Where this frontage is a high proportion of all road frontages, the need ranking goes up. Where municipalities control access and where access rights have been acquired by the state are also taken into account.

3. ***Growth Pressures***
The data for this category is derived from changes over time in state assessments information on residential property value by municipal and sales tax data for commercial property value. These are treated as surrogates for growth and development pressure over time since consistent permit data for all Corridor municipalities is unavailable.

4. ***Congestion***
This measure is the percentage of those trips on Route 1 or 90 that are made in very congested conditions compared to all trips on these roads. This information is derived from traffic projections in the 2030 travel-model run for the Community-Centered Corridor pattern.

5. ***Safety***
This measure combines the number of High Crash Locations (HCL) in a community and the Critical Rate Factor (CRF), which relates the crashes to statewide norms.

6. ***Rural Loss***
To estimate the loss of rural lands in each municipality in the future, the Study Team used the acreage projected to be developed outside the core growth areas in the Low-Density pattern.

7. ***Loss of Habitat***
Loss of habitat is related to the previous category, loss of rural land. Areas of rural land will also include habitat areas of varying value. This measure shows how much mapped habitat area will be part of the rural land lost.

The Results of the Analysis

The evaluation of capacity and need was executed by the four regional planners in the Corridor, each charged with assisting the municipalities and very familiar with them. The guidance given the planners for this analysis and their detailed work sheets for each municipality can be found in Appendix 10.

The capacity categories were evaluated by these planners through reviewing the particular municipalities' documents or data and, in some cases, talking to local officials. In the course of this process, the planners noted some local practices that stood out for their innovative or progressive qualities. Often municipalities may not be aware of what their neighbors are doing and these best practices are a good way to learn from successful experience in the Corridor. Table 6-2 gives a thumbnail sketch of a few of these practices.

Table 6-2
Corridor Best Practices

Corridor Best Practices	Municipality	Comments
Village Mixed-Use/Historic Village Mixed-Use/Zoning	Lincolnville	Sufficient standards to promote traditional village development
Road Standards	Lincolnville	Proposes to discourage state from upgrading current feeder roads (Routes 53, 173, and 235) to handle larger traffic volumes at greater speeds and to keep travel lanes to 11' with 3' shoulders and to harmonize the town's access-management standards with the state's
Open-Space Zoning	Camden	Recently adopted open-space zoning provisions
Scenic-Protection Zoning	Newcastle	Approach to defining and applying scenic segments recently ratified by courts

The range of Corridor municipalities' capacity is very evident in Figure 6-1. As one would expect, the larger municipalities and service centers tend to have more capacity. Only Brunswick scores consistently high across almost all categories. Bath, Waldoboro, Rockland, and Rockport do well also. Of the 20 municipalities, eight are rated low overall. Municipalities can view the table as a guide to the areas in which they could boost their planning capacities or take advantage of the Gateway 1 planning assistance. It is clear that many communities already approach the Community-Centered Corridor

pattern in their Comprehensive Plans but that fewer have the zoning ordinances to implement it. No municipalities are strong in the access-management category, only eight of the 20 finding their way into the moderate category. The availability of public sewer and water, a key to achieving this pattern, is fairly common throughout the Corridor.

Figure 6-1 Evaluation of Corridor Municipalities' Capacity

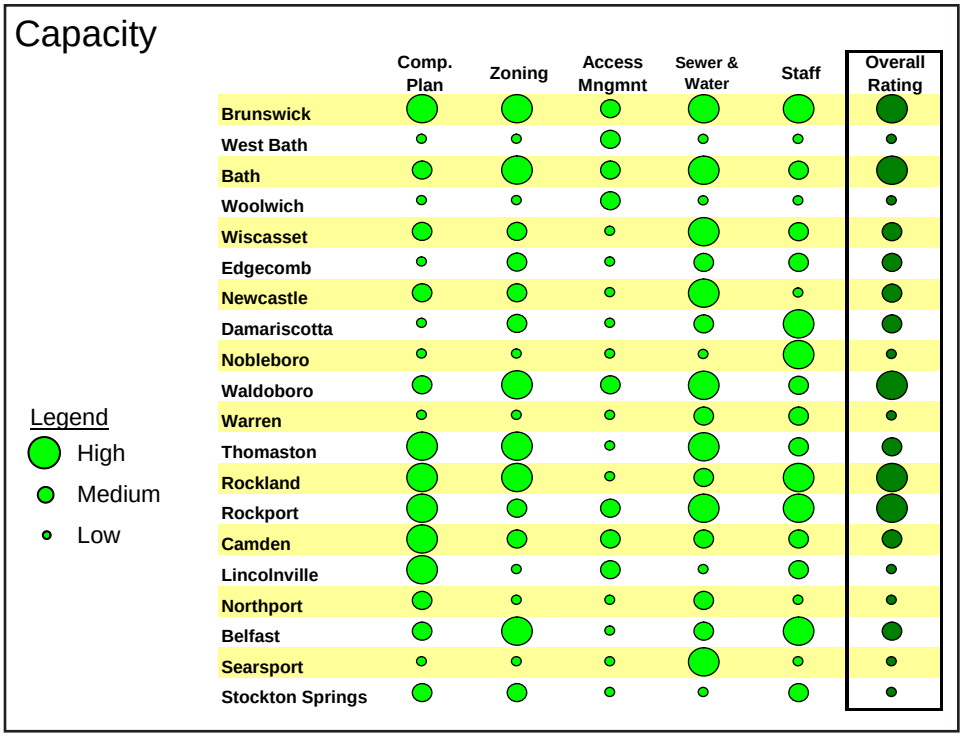
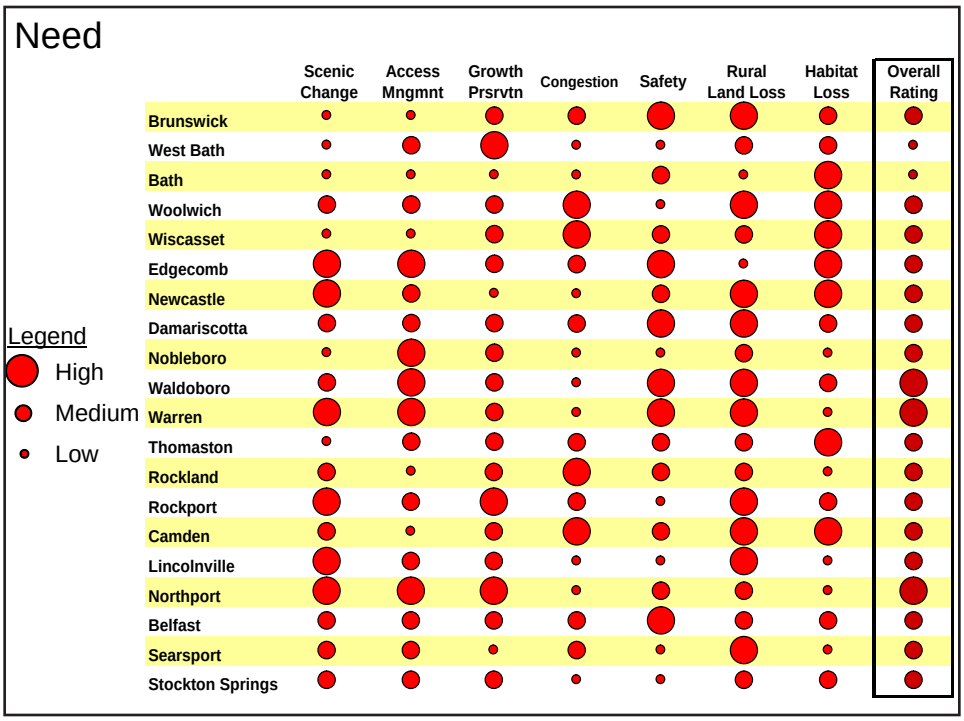


Figure 6-2 Evaluation of Corridor Municipalities' Need



Capacity: This chart is a graphic representation of the five categories by which each municipality was evaluated to determine its capacity (or ability) to easily implement the Gateway 1 Corridor Action Plan. The large, medium, and small circles indicate each community's high, medium, or low capacity under the five categories. The right-hand rating column indicates the overall score.

Need: This chart represents the same kind of evaluation based on the need of each municipality to counter the negative effects of growth described in this plan. Communities were evaluated under seven categories; a large circle means the community is highly vulnerable to degradation under that category, a medium or small circle correspondingly less so.

Three of the 20 Corridor municipalities – Waldoboro, Warren, and Northport – emerge as having the most significant need. They all have serious vulnerability in enough categories (e.g., the scenic change, access management, growth pressures, safety, and rural land loss) to warrant this

classification. As with the capacity figure, the need figure (Figure 6-2) can be viewed as a guide to where municipalities need to take the most action to address various threats. As one might expect, the rural land loss and habitat loss evaluations show most communities in need of protection; scenic change and access management needs are widespread, but growth pressures, congestion, and safety needs are more community-specific.

Earlier in this chapter, a capacity/needs analysis matrix was presented in Table 6-1, in which the levels of actions (Basic, Intermediate, Advanced) correspond to the capacity/need ratings for each community. With the municipalities' capacity and need analysis completed, this matrix can be filled out. Table 6-3 uses the overall scores in the above two tables to identify the level of action needed for each municipality.

Table 6-3
How Municipalities' Level of Actions Link to Their Capacity/Need Rating

Each Town assessed for:		Capacity		
		Low	Med	High
Need	Low	West Bath		Bath
	Med	Nobleboro Lincolnville Stockton Springs Woolwich Searsport	Edgecomb Newcastle Belfast Thomaston Wiscasset Camden Damariscotta	Brunswick Rockport Rockland
	High	Warren Northport		Waldoboro

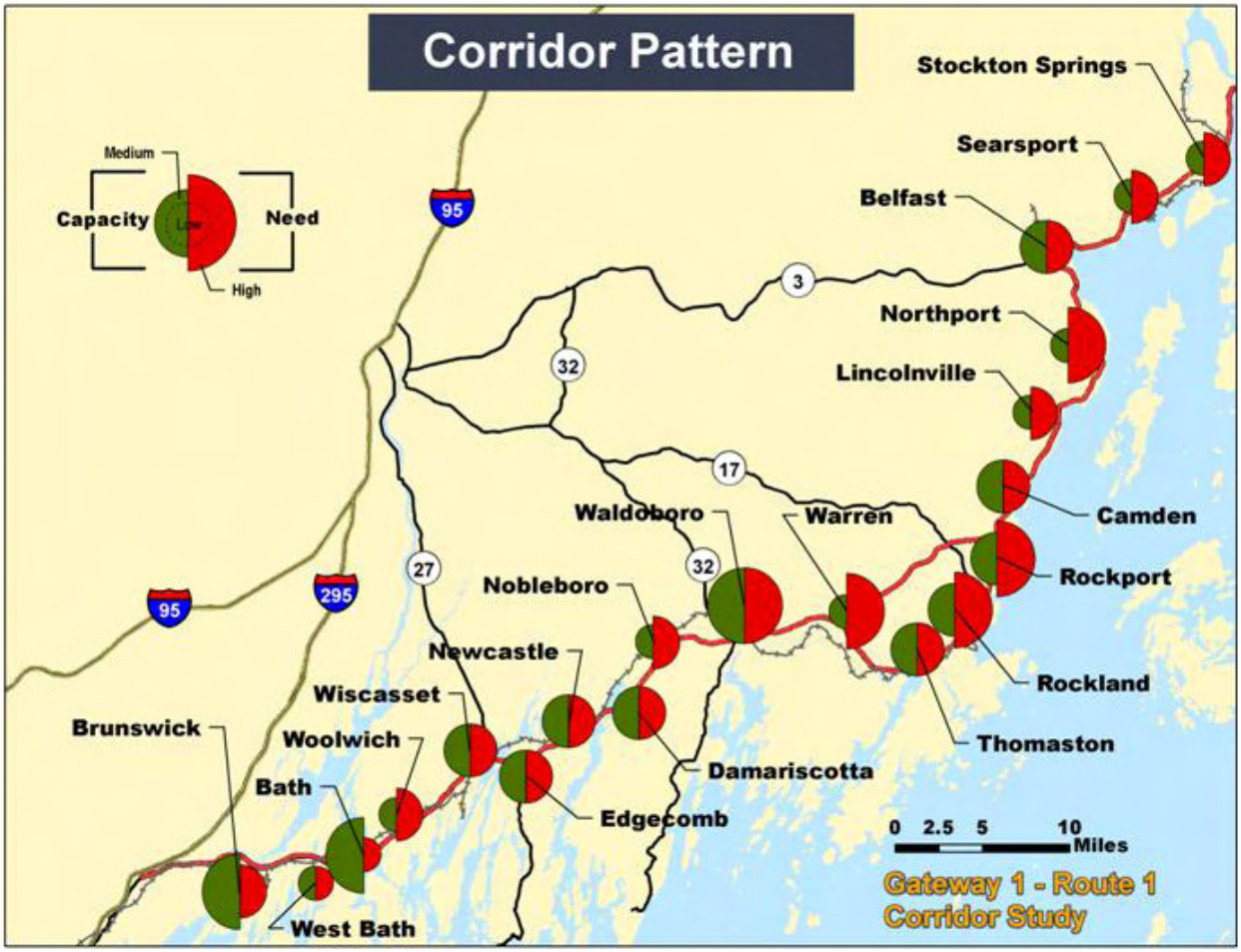
Most communities cluster in the middle, with medium need or capacity. Waldoboro, notably, has both high capacity and high need. Conversely, West Bath is low in both areas. Both Warren and Northport have low capacity but high need.

How to Find Compatible Neighbors

When the communities listed in Table 6-3 above are mapped, as in Figure 6-3, patterns and collaborative opportunities emerge. The Waldoboro to Rockport stretch, for example, features communities with mostly high need but also with high or medium capacities to address this need. These municipalities and Northport all represent those with the highest needs; they would benefit from sharing approaches, as appropriate to their capacities. West Bath could benefit from working with its high-capacity neighbors on either side. Wiscasset, Edgecomb, Newcastle and Damariscotta all share similar capacity/need characteristics and thus could also benefit from collaboration.

The Corridor Coalition will help to facilitate identification and coordination with compatible neighbors.

Figure 6-3
Compatible Corridor Neighbors



CHAPTER 7: The Municipalities' Role: Local Actions

7. 1 Both the State and the Municipalities Must Act

One thing is clear: a change in the way the Corridor develops will occur only if both the state and the municipalities take action. It's not enough for one or the other to make a move; change in transportation policy and land use is necessary.

To make it easier for communities to adopt and implement the Gateway 1 Corridor Action Plan, the state has developed a series of incentives. Some are linked to general participation in the Gateway 1 Corridor Coalition, and some are linked to specific actions communities will take. In the next chapter, you will find the details on the state's actions and incentives, which are complementary to the local actions in this chapter.

The capacity and need analysis gave clear direction as to which communities are most at risk for negative change over the coming 25 years - that is, which ones have the most urgent need for action. It also measured each community's ability or capacity to act. The combination of the two give Mid-Coast communities a yardstick for the degree of change they need to influence: Basic, Intermediate, or Advanced.

FIGURE 7-1
EVALUATION OF CORRIDOR MUNICIPALITIES' CAPACITY

Capacity and Need Matrix		Capacity		
		Low	Med	High
Need	Low	**Basic**	**Basic**	**Intermediate/ Advanced**
	Med	**Basic**	**Intermediate**	**Advanced**
	High	**Intermediate**	**Advanced**	**Advanced**

The actions in this chapter are sorted based on the five categories that need action and by which progress will be measured: Mobility, Jobs-Housing Balance, Conserving Rural Lands, Supporting Alternate Modes, and Preserving Visual and Community Character. Within each category, the actions include those that are Basic, Intermediate, and Advanced.

It is intended that the effectiveness of these actions will be able to be measured over time against the targets that were previously laid out in Chapter 5 (Section 5.8).

7.2 Targets for Future Performance

As previously defined in Chapter 5, the Study Team and Steering Committee created specific targets for each category of actions. These are the goals against which the Gateway 1 Corridor Coalition

will, over time, measure progress in the Corridor.

With an understanding of how the different patterns of development would potentially perform, we can now lay out targets for 2030 by which to measure transportation and land use in the future. These targets generally follow the outline of Measures of Effectiveness used to evaluate the different patterns of development:

TARGET 1 - Mobility and Safety:

- Through 2030, travel will be safely maintained at currently (2009) posted speed limits along Routes 1 and 90 outside of downtowns and village centers.
- By 2030, vehicle miles traveled per dwelling unit per day on all roads in the Corridor will be reduced to below the 2005 level and by 15% compared with VMT projected under the Low-Density pattern and will be progressively reduced.
- Through 2030, the share of local trips that rely on Routes 1 and 90 to reach their destinations decline as reported through origin and destination surveys.
- As of 2030, fewer than 50 additional miles of non-state highway roads, compared with 2005, will have traffic levels of more than 2000 vehicles per day.
- As of 2030, there will be no net increase in miles of Routes 1 and 90 operating at levels of services E or F.

TARGET 2 - Jobs-Housing Balance:

- Between the time of the plan adoption and 2030, at least 60% of net new jobs and at least 25% of new dwelling units in the Gateway 1 Corridor labor market areas of which the 20 Gateway 1 communities are a part will be attracted to the core growth areas identified in the 20 communities.
- As of 2030, at least 45% of all households in Gateway 1 communities will have high accessibility to job locations and at least 60% will have medium or high accessibility to job locations.
- As of 2030, at least 45% of all households in Gateway 1 communities will have high accessibility to retail facilities and at least 85% will have medium or high accessibility to retail facilities.
- As of 2030, 60% of all homes in the 20 Gateway 1 communities will be within critical response time of existing fire stations.

TARGET 3 - Alternative Passenger and Freight Modes:

- As of 2030, the percent of work trips made by residents of the Gateway 1 Corridor municipalities in automobiles with single occupants will drop from 76% as of 2000 to 65%, in part as a result of a quadrupling of transit ridership (from 0.5% of all work trips to 2.0%), a 50% increase in vanpooling and carpooling (from 12% to 18% share of work trips), and a nearly 50% increase in walking/bicycling (from 7% to 10% share of work trips).

TARGET 4 - Rural Lands and Wildlife Habitat:

- Between the time of the adoption of the plan and 2030, no more than 12,000 acres of vacant rural land (land located outside of core growth areas) will be developed.
- Between the time of plan adoption and 2030, no more than 5% of existing acres mapped by the Beginning with Habitat Program as unfragmented blocks of wildlife habitat will be developed, with special emphasis on significant habitat and productive farm and woodlands.

TARGET 5 - Visual Community Character:

- Between the time of the adoption of the plan and 2030, there will be no net increase in miles of Routes 1 and 90 categorized as "strip commercial development," (to be achieved in part by developing/re-developing existing areas of linear development as efficient core growth areas).
- Between the time of the adoption of the plan and 2030, no more than 15% of distinctive and noteworthy viewsheds and road segments will be developed.

Because the Community-Centered Corridor will come about - and these targets achieved - only if the development and transportation trends of the last several decades are slowed or reversed, a number of land use, transit, and investment actions will be needed to implement it. The next four chapters lay out the actions needed, along with the respective responsibilities of state and local governments.

7.3 Local Actions for Municipalities

The actions below are those that have been culled from a much longer master list - and therefore do not always appear to be in chronological order - that was developed and rated by the Study Team, the Steering Committee, and participants at a series of regional meetings. These actions were considered to be both effective in terms of reaching Gateway 1 goals and reasonable for a municipality to adopt. (Note: the "L" in the numbering of the actions refers to "Local," to distinguish them from "S-numbered" state actions listed in the next chapter.)

A description of selected tools that correspond to these local actions can be found in Appendix 11.

LOCAL ACTION 1 - Preserve and Increase Mobility and Safety

These actions are designed to maximize free movement along rural segments of Routes 1 and 90 outside of downtowns and village centers by reducing "friction" from too many access points; provide alternate local routes for residents to reach their local destinations, and provide a safe, attractive environment for pedestrians in core growth areas.

BASIC Actions: 3-5 Years to Implement

√ L1.1 - When approving new development, limit the number of total access points per mile along at least Routes 1 and 90 to 10 where speed limit is 55 mph, 15 where speed limit is 50 mph, 20

where speed limit is 45 mph, and 30 where speed limit is 30 mph.

√ L1.2 - Require new commercial and residential development along Routes 1 and 90 to provide shared vehicle access connections to abutting lots.

√ L1.3 - In order to reduce the number of driveways per mile to the levels adopted under L1.1 above, adopt a policy to incorporate frontage, service, and/or rear access roads:

a. That are required as part of new highway-oriented development; and,
b. That are promoted, along with consolidation of existing driveways, as part of retrofits to correct existing problems. (Note: seasonal access to fields is not considered curb cuts.)

√ L1.6 - Increase the ability of vehicles to reach their destinations without traveling on Route 1 by achieving a link-to-node ratio[14] in in-town areas of 1.25. See footnote for details.

√ L1.7 - Require new subdivisions to reserve rights-of-way to adjacent vacant lots for future connection (a community could limit this requirement to lots in designated growth or transitional areas, as defined by the Growth Management Act).

√ L1.9(a) - Prepare a master sidewalk, multi-use path, and bicycle plan to cover designated growth areas (can be part of Official Road Plan – see Item 1.8 in advanced actions below) and require new development in these areas to build sidewalks consistent with plan. Concurrently, develop a master sidewalk snow-removal maintenance plan to ensure that these alternate modes can be used year-round along their frontages.

√ L1.10 - Where downtowns are functioning well as shopping, service, and gathering areas but transportation level of service (LOS) is low (i.e., congestion occurs) and therefore street improvements may be necessary, provide clear direction to MaineDOT in local Comprehensive Plans as to those physical elements of the downtown that are important to preserve. (Examples may include on-street parking, street trees, a green or square, a particular structure, or where structural obsolescence requires reconstruction.)

INTERMEDIATE Actions: 6-10 Years to Implement

√ L1.3(b) - In order to reduce the number of driveways per mile to the threshold levels, adopted under L1.1 above (in basic actions), adopt a policy that requires incorporation of frontage, service, and/or rear access roads as part of retrofits to correct existing problems.

√ L1.4 - Identify local and collector roads used as informal alternate routes around Route 1 that, due to their residential nature, would benefit from traffic calming (speed humps, roundabouts, etc.) and implement these measures in consultation with MaineDOT and local residents.

√ L1.4(a) - Identify local road networks that can be used as formal alternate routes around Route 1 towns.

14 Link-to-node ratio is the number of road segments between intersections per node in the street network. A "node" is an intersection, the end of a dead-end street, or a cul-de-sac. The higher the ratio, the greater choice in pathways available to residents, public safety vehicles, and delivery vehicles, and the less need to turn onto major highways to reach local destinations. This ratio is fully illustrated in Appendix 11 and in MaineDOT's handbook, *Sensible Transportation*.

√ L1.6 - Increase the ability of vehicles to reach their destination without traveling on Route 1 by achieving a link-to-node ratio[15] in in-town areas of 1.40. See footnote for details.

√ L1.8 - Adopt as part of a Comprehensive Plan an "Official Plan" (aka Official Road Plan) for future streets and open space networks in designated growth areas – especially in the growth areas - adopted as part of the Gateway 1 Plan, but in other designated core growth areas, as well.

√ L1.9(b) - Prepare a master sidewalk, multi-use path, and bicycle path plan to cover designated core growth areas (can be included as part of Official Road Plan – see Item 1.8 above) and include funds in local capital improvement program to upgrade and extend these sidewalks and pathways especially to connect neighborhoods to key facilities (schools, stores, parks, etc.).

ADVANCED Actions: Implement as Conditions Allow

√ L1.10 - Adopt an impact fee for development outside of downtowns and other core growth areas based on the increment of traffic such development generates and feeds onto Routes 1 and 90 and through intersections along these highways (and use Gateway 1 traffic models to help estimate the size of this increment).

LOCAL ACTION 2 - Create Jobs-Housing Balance

These actions are designed to create housing priced within reach of those working in the Corridor, easy access to jobs and services, walkable residential/commercial areas, and transit-friendly centers.

BASIC Actions: 3-5 Years to Implement

√ L2.1 - As part of Comprehensive Plans, designate core growth areas as indicated on Gateway 1 Core Growth Area Maps as the primary "growth areas" for jobs and mixed-use (including housing) development to accommodate levels shown on the maps.[16]

√ L2.1(a) - Bring zoning maps and zoning designations into consistency with the Comprehensive Plans by amending them to reflect the designated core growth areas and, conversely, to reduce the linear commercial zones along state routes outside of these core growth areas.

√ L2.2 - Encourage new and expanded business to locate in the core growth areas through the following:

a. Use available financial incentives, including TIFs, state grants & loans, historic tax credits (see Appendix 11 for more information);
b. Try regulatory streamlining and flexible standards, e.g., for parking, rehabilitation of

15 Link-to-node ratio is the number of road segments between intersections per node in the street network. A "node" is an intersection, the end of a dead-end street, or a cul-de-sac. The higher the ratio, the greater choice in pathways available to residents, public safety vehicles, and delivery vehicles, and the less need to turn onto major highways to reach local destinations. This ratio is fully illustrated in Appendix 11 and in MaineDOT's handbook, *Sensible Transportation*.

16 These core growth areas are typically less than 1 mile across. A "walkable" core growth area is no more than ¾-mile across, and some small-town nodes are much smaller. Core growth areas may include downtowns, village centers, areas around key intersections, an area anchored by a major business, business park, or civic facility, or areas around a transportation hub, for example.

older space,[17] in-fill on small lots, and dimensional standards;

c. Invest in amenities that attract businesses and workers (streetscape amenities, walking and bicycling facilities, beautification), using state and federal grant programs, such as Community Development Block Grants and MaineDOT's Transportation Enhancement Program, as well as local and private dollars; and,
d. Reduce amount of linear commercial zones along state routes outside of the core growth areas as also in Action L2.1.a.

√ L2.3 - Depending on the location, as indicated below, adopt Floor Area Ratio (FAR)[18] policies as follows:

a. In downtowns, allow development at a FAR of at least 0.7, without a minimum lot size requirement, and reconcile zoning, parking, upper floor, and redevelopment standards with this FAR;
b. In core growth areas on highway corridors outside of downtowns, allow development at a FAR of at least 0.4, and tie minimum lot size and parking requirements to a FAR of at least this intensity; and,
c. Consider incentives (such as reduced off-street parking requirement and assistance with managing stormwater runoff) for developments that exceed these FARs.

√ L2.4 - Open most core growth areas to mixed-use development, including multi-family housing, at densities that can be supported by existing and planned sewerage capacity.

√ L2.6 - Legalize accessory apartments to increase housing choices and, in publicly sewered areas with residential densities under 3 to 5 units per acre, as a way to increase effective residential density slowly.

INTERMEDIATE Actions: 6-10 Years to Implement

√ L2.5 - Zone areas adjacent to core growth areas to accommodate both the next generation of workers and an aging population by allowing small/flexible lot size and traditional neighborhood residential densities [19] ("adjacent" will mean different things in different communities but, as a guideline, means the area from which it is easy to walk to the core growth areas).

√ L2.7 - Incrementally expand public sewer and public water coverage by extending or developing public sewer lines within core growth areas to support increased residential density to absorb projected growth to 2030. Where subsurface wastewater disposal is the best alternative, establish a community sanitary sewer district to manage small-scale, off-site, engineered subsurface systems, funded through MaineDEP loans or grants, implementing impact fees for construction payback, and user fees for maintenance (enabled under 38 M.R.S.A., Section 1234).

17 A statewide, uniform building and energy code, including an "existing building code" for older buildings, will take effect in 2010.
18 A floor area ratio of 0.7 means that the total floor area in the development equals 70% of the parcel's total land area. If the parcel contains 100,000 square feet of land, and the area of all floors is 70,000 square feet, the FAR is 0.7.
19 Traditional, in-town neighborhood residential densities in Maine are in the range of 1 to 2 units per net acre with on-site wastewater disposal and 3 to 5 units per net acre with off-site wastewater disposal. ("Net" means after accounting for unbuildable area and roads.)

ADVANCED Actions: Implement as Conditions Allow

√ L2.8 - Participate in a regional Purchase-and-Transfer of Trip Rights program customized to the Mid-Coast region, with program coverage at least 0.5-mile deep either side of state arterial and major collector roads. While this is best implemented by two or more communities together, it may also lend itself to adoption by a single municipality with extensive frontage along major state routes. A Purchase-and-Transfer of Trip Rights program is outlined in detail in Appendix 11.

√ L2.9 - Prepare a mixed-use master plan for an identified core growth area that has ample room for new development backed by a capital improvement program that will extend infrastructure, provide for appropriate transit and/or alternative freight modes. Create a private-public partnership to implement the plan, with assistance from state and federal funding sources.

√ L2.3 - In core growth areas outside of downtowns, require new development to occur at a Floor Area Ratio (FAR)[20] of at least 0.4. (Note: that FAR in most downtowns already exceed 0.4).

LOCAL ACTION 3 - Support Alternative Passenger and Freight Modes

These actions are designed to create a transit-friendly environment by creating sufficient density and by protecting access to future and existing transit opportunities.

BASIC Actions: 3-5 Years to Implement

√ L4.1 - Support and nurture the development of core growth areas with the densities, short distances, and mixes of uses that will support bus systems (specific actions covered under Jobs-Housing actions).

√ L4.4 - Taking into account adjacent developments and transit stops, require new non-residential development of more than 50,000 sq. ft. to include future provision for a transit stop and circulation in site design.

√ L4.5 - Using setbacks, required buffers, and similar tools, protect rail corridors, multi-modal transfer points (ship or rail-truck), and adjacent land from incompatible land uses to allow increased growth and usage in the future.

√ L4.6 - Identify land with potential for commercial rail siding uses and reserve for industrial or distribution uses; encourage use of Industrial Rail Access Program for rail sidings.

ADVANCED Actions: Implement as Conditions Allow

√ L4.2 - As defined by the Corridor Coalition (see Chapter 10), share in operating costs for a bus transportation operating system.

√ L4.3 - In locations where fixed-route bus transportation is available, reduce off-street parking requirements for land uses within 0.25-mile of bus stops.[21]

20 A floor area ratio of 0.4 means that the total floor area in the development equals 40% of the parcel's total land area. If the parcel contains 100,000 square feet of land, and the area of all floors is 40,000 square feet, the FAR is 0.4.

21 Fixed-Route bus transportation operates on a predetermined schedule over a predetermined route.

LOCAL ACTION 4 - Conserve Rural Lands and Wildlife Habitat

These municipality-wide actions are designed to preserve a meaningful proportion of rural lands and wildlife habitat in order to maintain a land base for crucial rural and environmental functions, as well as to maintain the rural feel of the Corridor over time.

BASIC Actions: 3-5 Years to Implement

√ L3.1 - To avoid misunderstanding of the goals of rural land preservation of large blocks of land that frequently cross town boundaries, and the chance that the actions of one town will undermine the conservation goals of another and of the Gateway 1 Corridor Action Plan, adopt a Mid-Coast-wide definition for "rural land", to be incorporated into each local Comprehensive Plan.

> *For Example:* "Rural land" is land that is organized for production of food, fiber, minerals, energy, and natural environmental and recreational services and that requires expanses of undeveloped land to accommodate the activities of production.[22]

√ L3.2(a) - Develop, either as part of a Comprehensive Plan or as an addendum to it, a local or regional rural-Conservation Plan that includes an inventory and mapping of natural and recreational resources and prioritizes them for protection. As part of implementing the rural-Conservation Plan:

a. Educate landowners and local officials about current-use tax programs, including Tree Growth, Farmland, and Open Space;
b. Support land trusts in their work with landowners to protect specified types of land through acquisition, conservation easement, and buy-restrict-resell development projects; and,
c. Adopt residential development standards consistent with the definition of rural land, and require much lower-density in rural areas than in designated growth areas based on the suggestions below. Note: these are guidelines should be adapted to local needs and actual locations and conditions of the rural lands.

    - Enact a maximum rural residential density standard of 1 unit per 5 to 10 acres.
    - If it is not possible to reduce residential density to rural levels (e.g., maximum of 1 dwelling unit per 5 to 10 acres), require clustering such that at least 40% of a parcel to be subdivided is preserved as contiguous open space.

√ L3.4 - Reduce the impact of traffic on wildlife by adopting local road standards in designated rural areas that maintain habitat values (for example, by limiting curb cuts along undeveloped rural road frontage, reducing street dimensions to the minimum level required for emergency vehicles, laying out new streets to avoid disruption to known habitat, and designing for low speeds) and minimize barriers to species travel (for example, by identifying key road crossing areas; through brush management, speed controls, and other measures, facilitating wildlife crossings; and by adopting best practices for installation of culverts that allow aquatic animals to

22 This definition is consistent with the Marine Growth Management Act's definition of "rural area," which calls for "some level of regulatory protection from unrestricted development" in order to support agriculture, forestry, mining, open space, wildlife habitat, fisheries habitat, and scenic lands and to divert most development away from it.

move through them).

INTERMEDIATE Actions: 6-10 Years to Implement

√ L3.2(b) - As part of implementing a municipal-wide rural-Conservation Plan do the following:

a. Adopt land acquisition strategies. For example: Establish a local open space fund for acquiring land and easements, apply for Land for Maine Future funds, provide for key land acquisitions as part of a local capital budget and/or utilize Maine Rural partners concept of "bequeathing" land;
b. Implement conservation subdivision regulations in designated rural areas, using either an effective incentive approach or a mandatory approach, but in any case setting a maximum-density of no more than 1 unit per 5 to 10 acres with a 60% - 80% open space requirement. (Note: this is typically private open space, retained by the landowner or jointly owned by subdivision buyers.); and,
c. Adopt an overlay zone designed to protect priority habitat, as identified in the resource Conservation Plan and by Maine's Beginning with Habitat program; this can be implemented in concert with conservation subdivision regulations.

√ L3.3 - Enact annual building permit quotas for the rural (but not the designated-growth areas) of the municipality. See description in Appendix 11.

ADVANCED Actions: Implement as Conditions Allow

√ L3.5 - See L2.8, Purchase-and-Transfer of Trip Rights program, which supports the conservation of rural lands and wildlife habitat in the Corridors close to state highways by guiding commercial growth into core growth areas and reducing growth pressure along the stretches of highway in between.

√ L3.6 - Adopt a Transfer of Development Rights program, which supports the conservation of rural lands and wildlife habitat throughout a town or region by guiding residential growth into core growth areas and other designated growth areas.

LOCAL ACTION 5 - Preserve Visual and Community Character

These municipality-wide actions are designed to protect those aesthetic aspects of the Corridor that the communities have identified as important from both an economic and quality-of-life standpoint.

BASIC Actions: 3-5 Years to Implement

√ L5.1 - In the Comprehensive Plan, designate visually distinctive and noteworthy segments of Route 1 and Route 90, as identified in the Gateway 1 Corridor Action Plan, that are outside of downtowns, villages, and other core growth areas and are not otherwise already developed, as rural or limited-growth areas.

√ L5.4 - Amend the local subdivision ordinance to require new subdivision lots in designated rural

land to have frontage on a new or existing road other than a numbered state highway, providing a vegetated buffer along the numbered highway should any of the housing lots be located adjacent to the highway.

√ L5.5 - Strengthen the economics of rural land ownership by allowing commercial and industrial uses that depend on rural resources (either as permitted or conditional uses), home occupations, artisan shops, and similar traditionally rural, non-residential uses in designated rural areas.

√ L5.6 - Implement the following basic actions as recommended in the Gateway 1 publication, "Scenic Resource Assessment, Gateway 1 Corridor" (Dominie, May 2008):

a. Enact development standards to protect ridgelines and the scenic character of high elevation areas (see Appendix 11 for examples of standards);
b. Require new development to lay out sites that incorporate existing vegetation and existing contours to the extent possible;
c. Utilize shielded, "dark-sky" lighting fixtures in parking lots, along roads, and other exterior locations to the extent practicable, within limits of safety requirements; and,
d. Avoid extending public sewer and water lines into designated rural areas, including rural stretches of Route 1 and Route 90 identified in the "Scenic Resource Assessment" as visually distinctive or noteworthy.

INTERMEDIATE Actions: 6-10 Years to Implement

√ L5.2 - In addition to the basic visual protection measures above, adopt additional view protection and visual impact performance standards as part of local zoning, site plan review or land use ordinance, based on the Gateway 1 publication, "Scenic Resource Assessment, Gateway 1 Corridor" (Dominie, May 2008).

√ L5.3 - Adopt highway commercial site design standards as part of local zoning, site plan review or land use ordinance, using the Gateway 1 publication[23] as a starting point or revised standards that may be recommended by a the new Corridor Coalition (see Chapter 9). Consider adopting regional standards.

ADVANCED Actions: Implement as Conditions Allow

√ L5.6 - See L2.8 for details of a Purchase-and-Transfer of Trip Rights program which supports the preservation of visual and community character.

23 "GATEWAY 1: Performance Standards for Large Scale Developments" (Faunce, June 2006), which provides model standards for developments that are greater than 10,000 sq. ft. along state highways. We will use this publication as a starting point for revised standards. This publication was produced in 2004 and will be enhanced by updated examples and the work done since then by the Gateway 1 team.

CHAPTER 8: The State's Role: Actions and Incentives

8.1 MaineDOT's Role and Responsibilities

The Maine Department of Transportation is responsible for Routes 1 and 90 and other U.S. and state highways. MaineDOT's mandate is to assure that the arterial system and the collector roads that feed it are safe for travel, able to move people and freight between communities and across regions, and operating as free of congestion as is practical.

Its responsibility for the regional transportation system extends beyond roads. The system is multi-modal, including rail lines, buses, ferries, airports, and seaports. The MaineDOT is responsible for:

- The Rockland branch rail line from Brunswick to Rockland (operated by Maine Eastern Railroad);
- The Belfast and Moosehead Lake shortline from Belfast to Maine's interior;
- Sears Island in Searsport;
- Operating ferry lines between Mid-Coastal islands and the mainland;
- Overseeing planning that integrates different modes of freight movement;
- Providing critical planning and financial assistance to public transportation and bicycle systems, including Coastal Trans in the Mid-Coastal counties and CityBus in Bath;
- Operating an expanding ride-share program, GOMaine, which is just starting in the Mid-Coast; and,
- Administering the state's aeronautic laws, supervising public airports, and maintain a master aviation plan for the state's public airports, including Knox County Regional Airport, which provides commercial service, and the general aviation airport in Wiscasset.

The Gateway 1 Corridor Action Plan will reply on a number of these systems to achieve a Community-Centered pattern of growth and, as laid out in the Transportation Action Package section of this chapter, looks to MaineDOT to upgrade and expand all transportation systems in synchrony with local land use actions and investments. This chapter summarizes the expected state actions as well as the state incentives that will help local governments meet their obligations under the plan.

8.2 Recommended State Actions

STATE ACTION 1 - Preserve and Increase Mobility and Safety

These actions are aimed especially at capital improvements needed to preserve LOS and safety in the Gateway 1 Corridor, but also include updated policies on access management at the State level. MaineDOT is asked to the following:

√ S1.1 - Implement Traffic Systems Management (TSM) improvements identified in Gateway 1, including signal timing, striping, lane configurations, signs, and speed controls.

√ S1.2 - Address recurring HCL identified in the Gateway 1 Corridor, based on analyses of the

causes of crashes.

√ S1.3 - Work with the Gateway 1 Corridor Coalition (see Chapter 10), to incorporate high priority construction, reconstruction and rehabilitation projects, as identified in the Gateway 1 Corridor Action Plan (see Chapter 9) and as may be determined over time, into MaineDOT's Six-Year and Biennial Capital Work Plans.

√ S1.4 - Work with the Federal Highway Administration (FHWA) to assure and, if necessary, clarify that FHWA dollars, as well as state dollars, can be used to assist communities in interconnecting a local road network that demonstrably relieves traffic volumes on Routes 1 and 90.

√ S1.5 - Seek legislative authority to amend the State Highway and Driveway Entrance Rule to enable MaineDOT to limit access to state highways to conform with adopted corridor plans, such as Gateway 1, that are consistent with Maine's Sensible Transportation Policy Act.

√ S1.6 - Expand MaineDOT's options under its Traffic Movement Permit regulations to enact an impact or similar fee system to fund strategic regional highway improvements that arise out of the cumulative impacts of projects in the Corridor.

STATE ACTION 2 - Create Jobs-Housing Balance

It may seem odd that a sewage treatment plant or an affordable housing project is as important to meeting transportation goals in a Corridor like Route 1 as a conventional highway improvement. A sustained transportation system however, depends on a balance between housing and jobs within relatively compact community centers. A jobs-housing balance depends on housing that is priced in line with the wages of area workers and on key utilities like sewers and public water to serve compact growth. Therefore, the following actions call on MaineDOT and the Maine State Planning Office to work with sister state agencies to help the Gateway 1 communities build the infrastructure needed for jobs-housing balance.

√ S2.1 - Work with the Maine State Housing Authority and a regional organization such as Coastal Enterprises, Inc., to target MSHA's Affordable Subdivision Program and workforce housing tax credit program to designated community centers.

√ S2.2 - Work with Maine Department of Environmental Protection and State Planning Office to assist with funding of expanded public sewer capacity where such capacity will enable core growth areas to accommodate the jobs and housing targets set in the Gateway 1 Corridor Action Plan, and to provide financial and technical assistance to communities to establish community sanitary districts, as allowed by state law, for the construction and maintenance of community subsurface wastewater-disposal facilities in designated growth areas.

√ S2.3 - Amend MaineDOT's Urban-Rural Initiative Program (URIP) to more equitably reimburse urban communities for road-maintenance costs and remove disincentives for compact growth in urbanized areas.

√ S2.4 - Amend MaineDOT's impact-fee arrangement under its Traffic Movement Permit rule to coordinate with a Purchase-and-Transfer of Trip Rights Program (see Local Action 2.8), if and when such a program is implemented (e.g., to recognize participation in a Trip Rights Program

as mitigation for traffic impacts).

STATE ACTION 3 - Support Alternative Passenger and Freight Modes

The actions of local governments to re-direct larger shares of growth into designated community centers and the actions of state government to expand alternative modes of transportation in the Gateway 1 Corridor will be mutually supportive. Incremental development of the core growth areas will make alternative modes more feasible, and incremental expansion of reliable alternative modes of transportation serving these core growth areas will encourage greater land use activity (residential, commercial, industrial) around transportation hubs in the community centers. These actions call for MaineDOT to do the following:

√ S4.1 - Provide municipalities, including groups of municipalities, with access to the consulting services of a MaineDOT-sponsored transit planner to design workable transit services for their communities.

√ S4.2 - Expand the GOMaine ride-sharing program into the Mid-Coast, marketing especially to Corridor commuters working at major employment centers without their own shuttles, such as the regional hospitals and downtowns with significant office employment.

√ S4.3 - In cooperation with the communities being served and as advised by the Corridor Coalition (described in Chapter 10) via the in-development Transit Plan, progressively implement as funds allow either the following transit services or others as indicated by the Transit Plan:[24]

a. Daily fixed-route bus service (new or expanded) serving Brunswick, Bath, Rockland, and Belfast;
b. Daily regional rural fixed-route connector bus systems[25] serving Belfast-Camden-Rockland/Thomaston-Damariscotta-Bath; Brunswick-Bath-Wiscasset; Boothbay Harbor-Wiscasset-Augusta;
c. Summer shuttles in Boothbay Harbor/Wiscasset, Damariscotta peninsula, Camden, Camden-Penobscot Narrows Observatory, Rockland-Rockport; and,
d. Ferry service between Rockland and Bar Harbor.

√ S4.5 - Seek to amend State law (23 M.R.S.A. §1807) to allow a waiver of the requirement that a transit system has to have been operating for at least three years before receiving funds under the Transit Bonus Program if municipalities have made significant progress toward implementing actions (such as those listed in Chapter 7) that meet the intent of the 2008 Rule for the Sensible Transportation Policy Act.

√ S5.1 - Intercity Rail: Assess the feasibility of implementing dedicated Amtrak thruway bus service as a precursor to future passenger rail operations. Maintain seasonal summer rail service between Brunswick and Rockland with the goal of providing year-round services.

√ S5.2 - Consistent with recommendations in MaineDOT's 2007 Integrated Freight Plan, enhance Searsport as a freight hub with:

24 These transit services were found to be potentially feasible in an "Analysis of Transit Provision in Maine", April 2002, by Wilbur Smith Associates, for MaineDOT.

25 A "daily, regional, rural fixed-route connector bus system" is one that serves an area with density from 500 to 1,000 people per square mile and that connects to major service centers, such as Belfast, Bath, Brunswick, and Augusta.

a. Investment in and optimized use (as may be indicated by a pending new State Rail Plan) of the Montreal, Maine & Atlantic line connection to markets west and north;
b. Direct call-liner service at the Port of Searsport with on-site access to double stack rail service reaching to the U.S. Midwest and to Central Canada;
c. Improved access to Route 3 from the Port of Searsport for cargo headed south, and to US Route 1A for cargo headed north; and,
d. Connectors between the pier and Route 1 in Searsport.

√ S5.3 - Consistent with recommendations in MaineDOT's 2007 Integrated Freight Plan, enhance freight options at the southern end of the Gateway 1 Corridor by:

a. Extending the upgrade of the Lewiston Lower Road toward Lewiston and connecting in Auburn with the St. Lawrence & Atlantic Railroad to provide additional options for shipping product from the Mid-Coast by rail out-of-state; and,
b. Upgrading the rail line near BNAS that connects to the Lewiston Lower Road, which, in combination with a connection at Auburn, would provide new BNAS industry double-stack rail service from Auburn to points throughout the U.S.

√ S5.4 - Continue to work with state and congressional representatives to remove regulatory weight gap between the Interstate and other arterial roads.

STATE ACTION 4 - Conserve Rural Lands and Wildlife Habitat

A Community-Centered Corridor inherently conserves expanses of rural lands and wildlife habitat. It is unlikely that one can be achieved without the other, since conserving lands is a prerequisite to successful development of core growth areas, and vice versa. Conserving rural lands and wildlife habitat depends primarily on land use actions by municipalities (with significant technical assistance from state programs such as Beginning with Habitat) and other local and regional entities, such as land trusts. State agencies must help serve as catalysts. State actions should include the following:

√ S3.1 - Identify high-value animal movement corridors and, where these corridors and roads intersect, take measures to avoid conflict with the wildlife crossings and/or install measures to facilitate safe crossings (MaineDOT).

√ S3.2 - Restore Comprehensive Planning grants under the Growth Management Act for municipalities and groups of municipalities to identify enhanced growth areas consistent with the Gateway 1 Community-Centered Corridor and, conversely, to assure that significant blocks of rural lands, especially those important to sustaining working rural lands and high value wildlife habitat, are incorporated into local future land use plans (Maine State Planning Office).

√ S3.3 - In cooperation with interested municipalities, support a regional Purchase-and-Transfer of Trip Rights Program, (see Local Action L 2.8, and Appendix 11), by capitalizing the program with a no-interest loan (to be repaid from program revenues), so that purchases in rural portions of the state highway corridors can begin as soon as municipalities have organized the program, with later transfer of the trip rights to core growth areas (MaineDOT).

√ S3.4 - In the scoring of conservation and recreation land proposals under the Land for Maine's Future Program, specifically recognize projects that will help to conserve lands while deflecting

growth to Gateway 1 community core growth areas as worthy of the highest scores under the regional component of the scoring system (Land for Maine's Future Program).

STATE ACTION 5 - Preserve Visual and Community Character

While the targeted outcomes associated with this goal rest primarily with actions by local governments, working individually and together, the MaineDOT will assist with the following actions:

√ S6.1 - Treat road upgrades of visually distinctive and noteworthy segments of Routes 1 and 90, as identified in Gateway 1, with "context-sensitive solutions." (Recent upgrades of sections of Route 1 in the Lincolnville Beach area and north of Camden downtown are illustrative of context-sensitive solutions.)

√ S6.2 - Implement other measures, as appropriate, to protect the integrity and scenic quality of rural roadways, as recommended in the Gateway 1 publication, "Scenic Resource Assessment, Gateway 1 Corridor" (Dominie, May 2008).

8.3 Incentives for Municipalities

As listed in Chapter 7, actions by municipal governments will be needed to reverse trends of the past several decades in order to implement a Community-Centered Corridor. This will require a long-term, concerted effort by municipalities and by the state. **Gateway 1 must, among other things, be an incentive-based plan, in which state government agrees to recognize the achievement of locally developed milestones with dollars to help further implement the plan.**

Over time, these recommended incentive packages can be adapted and fully worked out between local governments, MaineDOT, other state agencies and the new Corridor Coalition proposed in Chapter 10.

INCENTIVE 1: Funding for Municipal Planning

An initial incentive will be available to each Gateway 1 municipality that signs the proposed Start-up Cooperative Agreement. This incentive, as described in the proposed Start-Up Cooperative Agreement (see Chapter 11), will provide planning funds so that Gateway 1 communities can begin implementing the actions described in the Gateway 1 Corridor Action Plan. These funds can be used to procure professional planning services of the community's choosing on a project basis, including funds for a conceptual master plan for a core growth area (see also Incentive 7).

Required Local Action to Qualify:

1. Sign Start-up Agreement by end of October 2009.

INCENTIVE 2: Authority to Make Prioritization Decisions on Corridor-Wide MaineDOT Transportation Improvements

The Gateway 1 Corridor Action Plan calls for a potentially far-reaching state incentive for

Corridor municipalities to participate in Gateway 1. MaineDOT, as part of its Inter-Jurisdictional Agreement with participating municipalities (see Chapter 11), will give authority to the Gateway 1 Corridor Coalition (see Chapter 10) to prioritize transportation improvements in the Corridor. As the Corridor entity achieves certain organizational milestones, MaineDOT would, first, turn to the entity to advise and evaluate transportation needs for inclusion in the Department's Six-Year Plan; and, second, ask for prioritization of transportation improvements to be included in the Department's Biennial Capital Work Plan.

Required Local Actions to Qualify:

1. **Sign Start-up Agreement by end of October 2009.**
2. **Implement or in good faith make progress towards implementing Basic Local Actions as listed in Chapter 7. Details regarding how this will work will be determined by the Interim Steering Committee, which will oversee Gateway 1 until the Gateway 1 Corridor Coalition is formed, along with an administrator.**

INCENTIVE 3: Higher Priority for Capital Projects

This incentive provides a municipality with three things: state prioritization for highway reconstruction and transportation mobility projects; a reduced local match requirement for such projects; and priority funding for new or expanded transit systems, including waiver of the current three-year requirement to receive funds under the State Transit Bonus Program.

Required Local Actions to Qualify:

1. **Sign Start-up Agreement by end of October 2009.**
2. **Sign new Inter-Jurisdictional Agreement by October 2010.**
3. **Take the following Actions to preserve and improve mobility.**

√ L1.1 - When approving new development, limit the number of total access points per mile to 10 where speed limit is 55 mph; 15 where speed limit is 50 mph; 20 where speed limit is 45 mph; and 30 where speed limit is 30 mph.

√ L1.2 - Require new commercial and residential development along state highways to provide shared vehicle-access connections to abutting lots.

√ L1.3 - In order to reduce the number of driveways per mile to the levels adopted under L1.1 above, adopt a policy to incorporate frontage, service, and/or rear access roads:

a. That are required as part of new highway-oriented development.
b. That are promoted, along with consolidation of existing driveways, as part of retrofits to correct existing problems. (Note: seasonal access to fields are not considered curb cuts.)

√ L1.7 - Require new subdivisions to reserve rights-of-way to adjacent vacant lots for future connection (a community could limit this requirement to lots in designated growth or transitional areas, as defined by the Growth Management Act).

4. Take the following Actions to create jobs-housing balance:

√ L2.1 - As part of Comprehensive Plans, designate core growth areas as indicated on Gateway 1 Core Growth Area Maps as the primary "growth areas" for jobs and mixed use (including housing) development to accommodate levels shown on the maps.

√ L2.1(a) - Bring zoning maps and zoning designations into consistency with the Comprehensive Plans by amending them to reflect the designated core growth areas and, conversely, to reduce the linear commercial zones along state routes outside of these core growth areas.

√ L2.3 - Depending on the location as indicated below, adopt Floor Area Ratio (FAR) policies as follows:

a. In downtowns, allow development at a FAR of at least 0.7, without a minimum lot size requirement, and reconcile zoning, parking, upper floor, and redevelopment standards with this FAR; and,
b. In core growth areas on highway corridors outside of downtown, allow development at a FAR of at least 0.4, and tie minimum lot size and parking requirements to a FAR of at least this intensity.

√ L2.4 - Open most core growth areas to mixed-use development, including multi-family housing at densities that can be supported by existing and planned sewerage capacity.

√ L2.6 - Legalize accessory apartments to increase housing choices in publicly sewered areas with residential densities under three to five units per acre as a way to slowly increase effective residential density.

5. Task the following Actions to conserve rural lands and wildlife habitat:

√ L3.1 - To avoid misunderstanding the goals of rural land preservation of large blocks of land that frequently cross town boundaries, and the chance that the actions of one town will undermine the conservation goals of another and of the Gateway 1 Corridor Action Plan, adopt a Mid-Coast-wide definition for "rural land", to be incorporated into each local Comprehensive Plan.

For Example: "Rural land" is land that is organized for production of food, fiber, minerals, energy, and natural environmental and recreational services and that requires expanses of undeveloped land to accommodate the activities of production.

√ L3.2(a) - Develop, either as part of a Comprehensive Plan or as an addendum to it, a local or regional rural-Conservation Plan that includes an inventory and mapping of natural and recreational resources and prioritizes them for protection. As part of implementing the rural-Conservation Plan:

a. Educate landowners and local officials about current-use tax programs, including Tree Growth, Farmland, and Open Space;
b. Support land trusts in their work with landowners to protect specified types of land through acquisition, conservation easement, and buy-restrict-resell development projects; and,

c. Adopt residential development standards consistent with the definition of "rural land", and consider much lower-density in rural areas than in designated core growth areas based on the recommendations below. **Note: these are guidelines, *not requirements*, that should be adapted to local needs and actual locations and conditions of the rural lands.**

- Enact a maximum rural residential density standard of one unit per five to 10 acres.
- If it is not possible to reduce residential density to rural levels (e.g., maximum of one dwelling unit per five to 10 acres), consider clustering so that at least 40% of a parcel to be subdivided is preserved as contiguous open space.

6. Take the following Action to preserve visual and community character of routes 1 and 90:

√ L5.1 - In the Comprehensive Plan, designate visually distinctive and noteworthy segments of Routes 1 and 90, as identified in the Gateway 1 Corridor Action Plan, that are outside of downtowns, villages, and other core growth areas and not otherwise already developed as rural or limited growth areas.

INCENTIVE 4: Financial Assistance for New Road Interconnections

This incentive provides federal and state financial assistance for the construction, reconstruction, or rehabilitation of interconnecting local streets that demonstrably relieve traffic volumes on Routes 1 and 90.

Required Local Actions to Qualify:

1. Sign Start-up Agreement by end of October 2009.
2. Sign new Inter-Jurisdictional Agreement by October 2010.
3. Carry-out the Actions for Incentive 3, above, plus the Action below:

√ L1.8 - Adopt as part of a Comprehensive Plan an "Official Plan" (aka Official Road Plan) for future streets and open space networks in designated growth areas - especially in the core growth areas adopted as part of the Gateway 1 Corridor Action Plan - but in other designated core growth areas as well. Design the plan with a link-to-node ratio of more than 1.10.

INCENTIVE 5: Higher Priority for Additional Funding

This incentive provides bonus prioritization points awarded in statewide competition for Quality Community Proposals and for Safe Walk to School grants (and similar or successor programs) making it easier to qualify for funding that provides such items as new sidewalks, trees, and other neighborhood amenities. This incentive will be awarded to communities that adopt the following actions.

Required Local Actions to Qualify:

1. Sign Start-up Agreement by end of October 2009.

2. **Sign new Inter-Jurisdictional Agreement by October 2010.**
3. **Take the following Actions to preserve and improve mobility.**

√ L1.4 - Identify local and collector roads used as informal alternate routes around Route 1 that, due to their residential nature, would benefit from traffic-calming (speed humps, roundabouts, etc.) and implement these measures in consultation with MaineDOT and local residents.

√ L1.7 - Require new subdivisions to reserve rights-of-way to adjacent vacant lots for future connection (a community could limit this requirement to lots in designated growth or transitional areas, as defined by the Growth Management Act).

√ L1.8 - Adopt as part of a Comprehensive Plan an "Official Plan" (aka Official Road Plan) for future streets and open-space networks in designated growth areas - especially in the core growth areas adopted as part of the Gateway 1 Corridor Action Plan - but in other designated growth areas as well. Design the plan with a link-to-node ratio of more than 1.10. (Also qualifies community for a local street-assistance incentive).

√ L1.9(a) - Prepare a master sidewalk, multi-use path and bicycle plan to cover designated growth areas (can be part of an Official Road Plan – see Item L1.8 above) and require new development in these areas to build sidewalks consistent with plan. Concurrently, develop a master sidewalk snow-removal maintenance plan to ensure that these alternate modes can be used year-round along their frontages.

INCENTIVE 6: Priority Funding for Public Sewer and Water Facilities

This incentive provides priority consideration for loans and grants with the Department of Environmental Protection that upgrade and extend public sewerage capacity in locations where increased or new capacity will enable designated core growth areas to accommodate the jobs and housing targets set in the Gateway 1 Corridor Action Plan. The incentive also provides financial and technical assistance to communities to establish community sanitary districts for the construction and maintenance of community subsurface-wastewater disposal facilities in designated core growth areas.

Required Local Actions to Qualify:

1. **Sign Start-up Agreement by October 2009.**
2. **Sign new Inter-Jurisdictional Agreement by October 2010.**
3. **Take the following Actions to create jobs and jobs-housing balance (also part of qualification for Incentive 3).**

√ L2.1 - As part of Comprehensive Plans, designate core growth areas as indicated on Gateway 1 Core Growth Area maps as the primary "growth areas" for jobs and mixed-use (including housing) development to accommodate levels shown on the maps.

√ L2.1(a) - Bring zoning maps and zoning designations into consistency with the Comprehensive Plans by amending them to reflect the designated core growth areas and, conversely, to reduce the linear commercial zones along state routes outside of these core growth areas.

√ L2.3 - Depending on the location, as indicated below, adopt Floor Area Ratio (FAR) policies as follows:

a. In downtowns, allow development at a FAR of at least 0.7, without a minimum lot size requirement, and reconcile zoning, parking, upper floor, and redevelopment standards with this FAR; and,
b. In core growth areas on highway Corridors outside of downtown, allow development at a FAR of at least 0.4, and tie minimum lot size and parking requirements to an FAR of at least this intensity.

√ L2.4 - Open most core growth areas to mixed-use development, including multi-family housing at densities that can be supported by existing and planned sewer capacity.

√ L2.6 - Legalize accessory apartments to increase housing choices in publicly sewered areas with residential densities under three to five units per acre as a way to increase effective residential density slowly.

4. Take the following Actions to conserve rural lands and wildlife habitat (also part of qualification for Incentive 3).

√ L3.1 - To avoid misunderstanding of the goals of rural land preservation of large blocks of land that frequently cross town boundaries, and the chance that the actions of one town will undermine the conservation goals of another, and of the Gateway 1 Corridor Action Plan, adopt a Mid-Coast-wide definition for "rural land", to be incorporated into each local Comprehensive Plan.

For Example: "Rural land" is land that is organized for production of food, fiber, minerals, energy, and natural environmental and recreational services and that requires expanses of undeveloped land to accommodate the activities of production.

√ L3.2(a) - Develop, either as part of a Comprehensive Plan or as an addendum to it, a local or regional rural-Conservation Plan that includes an inventory and mapping of natural and recreational resources and prioritizes them for protection. As part of implementing the rural-Conservation Plan:

a. Educate landowners and local officials about current-use tax programs, including Tree Growth, Farmland, and Open Space;
b. Support land trusts in their work with landowners to protect specified types of land through acquisition, conservation easement, and buy-restrict-resell development projects; and,
c. Adopt residential development standards consistent with the definition of rural land, and consider much lower-density in rural areas than in designated core growth areas based on the suggestions below. Note: these are guidelines, not requirements, that should be adapted to local needs and actual locations and conditions of the rural lands.

- Enact a maximum rural residential density standard of 1 unit per 5 to 10 acres.
- If it is not possible to reduce residential density to rural levels (e.g., maximum of 1 dwelling unit per 5 to 10 acres), consider clustering so that at least 40% of a parcel to be subdivided is preserved as contiguous open space.

INCENTIVE 7: Funding for Core Growth Area Master Planning

This incentive provides financial grants for professional planners and technical partnership with MaineDOT and other agencies convened by MaineDOT and the State Planning Office to help municipalities prepare a mixed-use master planning and implementation program for their designated core growth area(s) and to initiate pre-permitting studies that will streamline implementation of the plan.

Required Local Actions to Qualify:

1. **Sign Start-up Agreement by end of October 2009.**
2. **Sign new Inter-Jurisdictional Agreement by October 2010.**
3. **Take the following Actions to create jobs-housing balance (some Actions also part of qualification for Incentives 3 and 6).**

√ L2.1 - As part of Comprehensive Plans, designate core growth areas as indicated on Gateway 1 Core Growth Area Maps as the primary "growth areas" for jobs and mixed-use (including housing) development to accommodate levels shown on the maps.

√ L2.1(a) - Bring zoning maps and zoning designations into consistency with the Comprehensive Plans by amending them to reflect the designated core growth areas and, conversely, to reduce the linear commercial zones along state routes outside of these core growth areas.

√ L2.3 - Depending on the location, as indicated below, adopt Floor Area Ratio (FAR) policies as follows:

a. In downtowns, allow development at a FAR of at least 0.7, without a minimum lot size requirement, and reconcile zoning, parking, upper floor, and redevelopment standards with this FAR; and,
b. In core growth areas on highway corridors outside of downtown, allow development at a FAR of at least 0.4, and tie minimum lot size and parking requirements to an FAR of at least this intensity.

√ L2.4 - Open most core growth areas to mixed-use development, including multi-family housing at densities that can be supported by existing and planned sewerage capacity.

√ L2.5 - Zone areas adjacent to core growth areas to accommodate both the next generation of workers and an aging population by allowing small/flexible lot size and traditional neighborhood residential densities ("adjacent" will mean different things in different communities, but as a guideline means the area from which it is easy to walk to the core growth areas).

√ L2.9 - Prepare a mixed-use master plan for an identified core growth area that has ample room for new development backed by a capital improvement program that will extend infrastructure, and provide for appropriate transit and/or alternative freight modes. Create a private-public partnership to implement the plan, with assistance from state and federal funding sources.

In Process: New Collaborative Project Design Approach

At the same time that the Gateway 1 Corridor Action Plan is in its final stages, MaineDOT is completing an entirely new collaborative project design approach that will be ready to implement by the time the Corridor Coalition, described in Chapter 10, is operational. Community Connections (CC) is MaineDOT's philosophy for a collaborative interdisciplinary approach for making transportation investment decisions with full consideration of the natural, social/economic, cultural, and human impacts of projects to provide a safe, efficient and reliable transportation system that supports economic opportunity and quality-of-life. This innovative approach will involve a significant amount of collaborative interaction between municipalities and MaineDOT. The draft principles are as follows:

Principles of Community Connections (CC):

- CC's philosophy may be applied to every transportation investment, regardless of initial scope, budget, or schedule.
- CC may reduce or may increase a project's development time.
- CC may reduce or may increase a project's cost.
- CC will likely involve compromise from all stakeholders.

The natural, social, cultural, and human environments will always be considered in a CC process; because values associated with these often compete with one another, choices will need to be made to achieve a balance locally, regionally, and from a statewide perspective.

More details will be available on how this process will work and when it is presented in the fall of 2009.

CHAPTER 9: How to Use This Plan

9.1 What This Plan Will Do for Your Municipality

During the three years that the plan was under development, it became clear that the Corridor's growth problems cannot be solved on a town-by-town basis. It also became clear that the Mid-Coast's future as a vibrant and attractive region will be made possible only by a successful collaboration in land use and transportation planning between the municipalities and the state.

Developed by representatives of 20 Corridor municipalities, the Gateway 1 Corridor Action Plan is designed to address growing land use and transportation problems along the Route 1 Corridor. It will improve the Mid-Coast's transportation system and enhance economic development. Equally critical, it will preserve the region's rural quality-of-life, a reason so many people choose to live and visit here. As a member of the Gateway 1 Corridor Coalition, your municipality will have more influence and control in terms of funding and implementation of your local and regional transportation projects.

The plan can also save money for municipalities. In the short-term, incentives include access to transportation funding for qualified projects, professional planning support at no cost to the municipality, and a MaineDOT waiver or reduction of local matches for access-management improvements. Over the longer term, lower municipal costs associated with more centralized development will result in lower roadway maintenance, emergency services, and school transportation costs. Additionally, financial assistance for developing sewer and water infrastructure and for new road interconnections may be available. As the plan is implemented and reduces the spillover of Route 1 traffic onto local roads, you will find this translates into a benefit for your local road-maintenance budget.

9.2 What Is in This Chapter?

1. **Local Actions Summarized (as previously identified in Chapter 7), by Basic, Intermediate, and Advanced:** This section summarizes the local actions for each municipality as Basic, Intermediate, and Advanced. This will allow municipalities to easily view those local actions that correspond to their specific level of need.

2. **Gateway 1 Core Growth Areas Maps:** This section includes a map for each community that proposes the core growth areas that have been designated for a portion of the new commercial and residential development that will likely occur in each community over the next 25 years. These areas are generally concentrated in or near areas of existing development. These maps are combined with the Transportation Action Package identified below.

3. **Corridor Transportation Action Package (TAP):** In this section are the details of the Corridor-wide Transportation Action Package, an integral part of the Gateway 1 Corridor Action Plan. The Transportation Action Package contains three key elements: 1) a description of the goals and vision of the Corridor as it relates to improvement projects; 2) a list of specific recommended local transportation projects as well as regional improvements; and, 3) draft prioritization criteria to be

utilized by the Gateway 1 Corridor Coalition to assist in prioritizing projects. The purpose of the projects listed in the Transportation Action Package is to address identified capacity and safety issues along Routes 1 and 90, build upon and plan for new transit and modal opportunities, and accommodate the proposed core growth areas in each municipality. These improvements are not intended to be the full list of improvements that will be implemented over the next 25 years, but will provide an excellent starting point for future prioritization.

Project enhancements (such as sidewalks, pedestrian/bicycle elements, streetscapes, traffic-calming) are a separate item and can be funded under Quality Community Investment grants to a town or group of towns or incorporated into capital improvement projects where appropriate. Gateway 1 communities will receive priority for this type of grant. Maintenance (for example, paving roads) and safety (anything from bridge maintenance to management of HCL) will be handled separately and prioritized by MaineDOT.

Please note that here you will also find the specific locations where a change in your municipal ordinances and land use practice will result in improved access management that reduces congestion, improves safety and/or increases mobility on Route 1 in your community.

9.3 Local Actions Summarized (as Previously Identified in Chapter 7), by Basic, Intermediate, and Advanced

The following summarizes the local actions by Basic, Intermediate, and Advanced so that municipalities may easily view the actions that correspond to their specific level of need. Table 9-1 below identifies the level of action for each municipality.

Table 9-1
How Municipalities' Level of Actions Link to Their Capacity/Need Rating

Each Town assessed for:		**Capacity**		
		Low	Med	High
Need	Low	West Bath		Bath
	Med	Nobleboro Lincolnville Stockton Springs Woolwich Searsport	Edgecomb Newcastle Belfast Thomaston Wiscasset Camden Damariscotta	Brunswick Rockport Rockland
	High	Warren Northport		Waldoboro

A description of selected tools that correspond to these local actions can be found in Appendix 11.

LOCAL ACTIONS: BASIC

LOCAL ACTION 1 - Preserve and Increase Mobility and Safety

These Route 1 and Route 90-related actions are designed to maximize free movement along rural segments of Routes 1 and 90 outside downtowns and village centers by reducing "friction" from too many access points; to provide alternate local routes for residents to reach their local destinations, and to provide a safe, attractive environment for pedestrians in core growth areas.

BASIC Actions: 3-5 Years to Implement

√ L1.1 - When approving new development, limit the number of total access points per mile to 10 where speed limit is 55 mph; 15 where speed limit is 50 mph; 20 where speed limit is 45 mph; and 30 where speed limit is 30 mph.

√ L1.2 - Require new commercial and residential development along state highways to provide shared vehicle-access connections to abutting lots.

√ L1.3 - In order to reduce the number of driveways per mile to the levels adopted under L1.1 above, adopt a policy to incorporate frontage, service, and/or rear access roads:

a. That are required as part of new highway-oriented development; and,
b. That are promoted, along with consolidation of existing driveways, as part of retrofits to correct existing problems. (Note: seasonal access to fields is not considered curb cuts.)

√ L1.6 - Increase the ability of vehicles to reach their destinations without traveling on Route 1 by achieving a link-to-node ratio in in-town areas of 1.25 (see Footnote 14 for details).

√ L1.7 - Require new subdivisions to reserve rights-of-way to adjacent vacant lots for future connection (a community could limit this requirement to lots in designated-growth or transitional areas, as defined by the Growth Management Act).

√ L1.9(a) - Prepare a master sidewalk, multi-use path and bicycle plan to cover designated-growth areas (can be part of an Official Road Plan – see Item 1.8 in advanced actions below) and require new development in these areas to build sidewalks consistent with plan. Concurrently, develop a master sidewalk-snow-removal maintenance plan to ensure that these sidewalks can be used year-round along frontages.

√ L1.10 - Where downtowns are functioning well as shopping, service, and gathering areas but transportation level of service (LOS) is low (i.e., congestion occurs) and therefore street improvements may be necessary, provide clear direction to MaineDOT in local Comprehensive Plans as to those physical elements of the downtown that are important to preserve. (Examples may include on-street parking, street trees, a green or square, a particular structure, or places where structural obsolescence requires reconstruction.)

LOCAL ACTION 2 - Create Jobs-Housing Balance

These actions are designed to create housing priced within reach of those working in the Corridor, easy access to jobs and services, walkable residential/commercial areas, and transit-friendly centers.

BASIC Actions: 3-5 Years to Implement

√ L2.1 - As part of Comprehensive Plans, designate core growth areas as indicated on Gateway 1 Core Growth Area Maps as the primary "growth areas" for jobs and mixed-use (including housing) development to accommodate levels shown on the maps.

√ L2.1(a) - Bring zoning maps and zoning designations into consistency with the Comprehensive Plans by amending them to reflect the designated core growth areas and, conversely, to reduce the linear commercial zones along state routes outside of these core growth areas.

√ L2.2 - Encourage new and expanded business to locate in the core growth areas through:

a. Available financial incentives, including TIFs, state grants and loans, historic tax credits (see Appendix 11 for more information);
b. Local regulatory streamlining and flexible standards, e.g., for parking, rehabilitation of older space, in-fill on small lots, and dimensional standards;
c. Investment in amenities that attract businesses and workers (streetscape amenities, walking and bicycling facilities, beautification), using state and federal grant programs, such as Community Development Block Grants and MaineDOT's Transportation Enhancement Program, as well as local and private dollars; and,
d. Reduction in number of linear commercial zones along state routes outside the core growth areas (as also in Action L2.1.a).

√ L2.3 - Depending on the location as indicated below, adopt Floor Area Ratio (FAR) policies as follows:

a. In downtowns, allow development at a FAR of at least 0.7, without a minimum lot size requirement, and reconcile zoning, parking, upper floor, and redevelopment standards with this FAR;
b. In core growth areas on highway Corridors outside of downtown, allow development at a FAR of at least 0.4, and tie minimum lot size and parking requirements to an FAR of at least this intensity; and,
c. Consider incentives (such as reduced off-street parking requirement, and assistance with managing stormwater runoff) for developments that exceed these FARs.

√ L2.4 - Open most core growth areas to mixed-use development, including multi-family housing at densities that can be supported by existing and planned sewerage capacity.

√ L2.6 - Legalize accessory apartments to increase housing choices and, in publicly sewered areas with residential densities under three to five units per acre, as a way to increase effective residential density slowly.

LOCAL ACTION 3 - Support Alternative Passenger and Freight Modes

These actions are designed to create a transit-friendly environment by creating sufficient density and by protecting access to future and existing transit opportunities.

BASIC Actions: 3-5 Years to Implement

√ L4.1 - Support and nurture the development of core growth areas with the densities, short distances, and mix of uses that will support bus systems (specific actions are covered under Jobs-Housing Balance actions).

√ L4.4 - Taking into account adjacent developments and transit stops, require new non-residential development of more than 50,000 sq. ft. to include future provision for a transit stop and circulation in site design.

√ L4.5 - Use setbacks, required buffers, and similar tools to protect rail corridors, multi-modal transfer points (ship or rail-truck), and adjacent land from incompatible land uses, allowing increased growth and use in the future.

√ L4.6 - Identify land with potential for rail siding service and reserve for industrial or distribution uses; encourage use of Industrial Rail Access Program for rail sidings.

LOCAL ACTION 4 - Conserve Rural Lands and Wildlife Habitat

These municipality-wide actions are designed to preserve a meaningful proportion of rural lands and wildlife habitat in order to maintain a land base for crucial rural and environmental functions, as well as to maintain the rural feel of the Corridor over time.

BASIC Actions: 3-5 Years to Implement

√ L3.1 - To avoid misunderstanding of the goals of rural land preservation of large blocks of land that frequently cross town boundaries, and the chance that the actions of one town will undermine the conservation goals of another and of the Gateway 1 Corridor Action Plan, adopt a Mid-Coast-wide definition for "rural land", to be incorporated into each local Comprehensive Plan.

> *For Example:* "Rural land" is land that is organized for production of food, fiber, minerals, energy, and natural environmental and recreational services and that requires expanses of undeveloped land to accommodate the activities of production.

√ L3.2(a) - Develop, either as part of a Comprehensive Plan or as an addendum to it, a local or regional rural-Conservation Plan that includes an inventory and mapping of natural and recreational resources and prioritizes them for protection. As part of implementing the rural-Conservation Plan:

a. Educate landowners and local officials about current-use tax programs, including Tree Growth, Farmland, and Open Space;
b. Support land trusts in their work with landowners to protect specified types of land

through acquisition, conservation easement, and buy-restrict-resell development projects; and,

c. Adopt residential development standards consistent with the definition of rural land, and consider much lower-density in rural areas than in designated growth areas based on the recommendations below. Note: these are guidelines, not requirements, that should be adapted to local needs and actual locations and conditions of the rural lands.

- Enact a maximum rural residential density standard of one unit per five to 10 acres.
- If it is not possible to reduce residential density to rural levels (e.g., maximum of one dwelling unit per five to 10 acres), consider clustering so that at least 40% of a parcel to be subdivided is preserved as contiguous open space.

√ L3.4 - Reduce the impact of traffic on wildlife by adopting local road standards in designated rural areas that maintain habitat values (for example, by limiting curb cuts along undeveloped rural road frontage, reducing street dimensions to the minimum level required for emergency vehicles, laying out new streets to avoid disruption to known habitat, and designing for low speeds) and minimize barriers to species travel (for example, by identifying key road crossing areas and, through brush management, speed controls, and other measures, facilitating wildlife crossings, and by adopting best practices for installation of culverts that allow aquatic animals to move through them).

LOCAL ACTION 5 - Preserve Visual and Community Character

These municipality-wide actions are designed to protect those aesthetic aspects of the Corridor that the communities have identified as important from both an economic and quality-of-life standpoint.

BASIC Actions: 3-5 Years to Implement

√ L5.1 - In the Comprehensive Plan, designate visually distinctive and noteworthy segments of Route 1 and Route 90, as identified in the Gateway 1 Corridor Action Plan, that are outside of downtowns, villages, and other core growth areas and not otherwise already developed as rural or limited growth areas.

√ L5.4 - Amend the local subdivision ordinance to require new subdivision lots in designated rural land to have their frontage on a new or existing road other than a numbered state highway, providing a vegetated buffer along the numbered highway, should any of the housing lots be located adjacent to the highway.

√ L5.5 - Strengthen the economics of rural land ownership by allowing commercial and industrial uses that depend on rural resources (either as permitted or conditional uses), home occupations, artisan shops, and similar traditional, rural, non-residential uses in designated rural areas.

√ L5.6 - Implement the following basic actions as recommended in the Gateway 1 publication, "Scenic Resource Assessment, Gateway 1 Corridor" (Dominie, May 2008):

a. Enact development standards to protect ridgelines and the scenic character of high-

elevation areas;

b. Require new development to lay out sites that incorporate existing vegetation and contours to the extent possible;
c. Utilize shielded, "dark-sky" lighting fixtures in parking lots, along roads, and other exterior locations to the extent practicable, within limits of safety requirements; and,
d. Avoid extending public sewer and water lines into designated rural areas, including rural stretches of the Routes 1 and 90 Corridors identified in the Scenic Resource Assessment as visually distinctive or noteworthy.

LOCAL ACTIONS: INTERMEDIATE

LOCAL ACTION 1 - Preserve and Increase Mobility and Safety

These actions are designed to maximize free movement along rural segments of Routes 1 and 90 outside of downtowns and village centers by reducing "friction" from too many access points; to provide alternate local routes for residents to reach their local destinations; and to provide a safe, attractive environment for pedestrians in core growth areas.

INTERMEDIATE Actions: 6-10 Years to Implement

√ L1.3(b) - In order to reduce the number of driveways per mile to the threshold levels adopted under L1.1 above (in basic actions), adopt a policy that requires incorporation of frontage, service, and/or rear access roads as part of retrofits to correct existing problems, and adopt an impact-fee system and use 23 M.R.S.A. (Melrose Law) to request assistance.

√ L1.4 - Identify local and collector roads used as informal alternate routes around Route 1 that, due to their residential nature, would benefit from traffic calming (speed humps, roundabouts, etc.) and implement these measures in consultation with MaineDOT and local residents.

√ L1.4(a) - Identify local road networks that can be used as formal alternate routes around Route 1 towns.

√ L1.6 - Increase the ability of vehicles to reach their destination without traveling on Route 1 by achieving a link-to-node ratio in in-town areas of 1.40 (see Footnote 14 for details).

√ L1.8 - Adopt as part of a Comprehensive Plan an "Official Plan" (aka an Official Road Plan) for future streets and open space networks in designated growth areas – especially in the core growth areas adopted as part of the Gateway 1 Corridor Action Plan, but in other designated growth areas, as well.

√ L1.9(b) - Prepare a master sidewalk, multi-use path, bicycle path plan to cover designated growth areas (can be included as part of an Official Road Plan – see Item 1.8 above) and include funds in local capital improvement program to upgrade and extend these sidewalks and pathways especially to connect neighborhoods to key facilities (schools, stores, parks, etc.).

LOCAL ACTION 2 - Create Jobs-Housing Balance

These actions are designed to create housing priced within reach of those working in the Corridor, easy access to jobs and services, walkable residential/commercial areas, and transit-friendly centers.

INTERMEDIATE Actions: 6-10 Years to Implement

√ L2.5 - Zone areas adjacent to core growth areas to accommodate both the next generation of workers and an aging population by allowing small/flexible lot size and traditional neighborhood residential densities ("adjacent" will mean different things in different communities but as a guideline means the area from which it is easy to walk to the core growth areas).

√ L2.7 - Incrementally expand public sewer and public water coverage by extending or developing public sewer lines within core growth areas to support increased residential density to absorb projected growth to 2030. Where subsurface wastewater disposal is the best alternative, establish a community sanitary sewer district to manage small-scale, off-site, engineered subsurface systems, funded through MaineDEP loans or grants, implementing impact fees for construction payback, and user fees for maintenance (enabled under 38 M.R.S.A., Section 1234).

LOCAL ACTION 3 - Support Alternative Passenger and Freight Modes

These actions are designed to create a transit-friendly environment by creating sufficient density and by protecting access to future and existing transit opportunities.

There are no local intermediate actions for this goal.

LOCAL ACTION 4 - Conserve Rural Lands and Wildlife Habitat

These municipality-wide actions are designed to preserve a meaningful proportion of rural lands and wildlife habitat in order to maintain a land base for crucial rural and environmental functions, as well as to maintain the rural feel of the Corridor over time.

INTERMEDIATE Actions: 6-10 Years to Implement

√ L3.2(b) - As part of implementing a municipality-wide rural-Conservation Plan taking the following actions:

a. Adopt land acquisition strategies. For example, establish a local open-space fund for acquiring land and easements, apply for Land for Maine's Future funds, and/or provide for key land acquisitions as part of a local capital budget. Maine Rural Partners concept of "bequeathing" land;
b. Implement conservation-subdivision regulations in designated rural areas, using either an effective incentive approach or a mandatory approach, but in any case setting a maximum-density of no more than one unit per five to 10 acres with a 60% - 80% open space requirement. (Note: this is typically private open space, retained by the landowner or jointly owned by subdivision buyers.); and,

c. Adopt an overlay zone designed to protect priority habitat, as identified in the resource Conservation Plan and by Maine's Beginning with Habitat program. This can be implemented in concert with conservation subdivision regulations.

√ L3.3 - Enact annual building-permit quotas for the rural areas (but not designated core growth areas) of the municipality.

LOCAL ACTION 5 - Preserve Visual and Community Character

These municipality-wide actions are designed to protect those aesthetic aspects of the Corridor that the communities have identified as important both from an economic and quality-of-life standpoint.

INTERMEDIATE Actions: 6-10 Years to Implement

√ L5.2 - In addition to the basic visual-protection measures above, adopt additional view protection/visual impact performance standards as part of local zoning, site plan review or land use ordinance, based on the Gateway 1 publication, "Scenic Resource Assessment, Gateway 1 Corridor" (Dominie, May 2008).

√ L5.3 - Adopt highway commercial-site design standards as part of local zoning, site plan review or land use ordinance, using the Gateway 1 publication as a starting point or revised standards that may be recommended by the new Corridor Coalition (see Chapter 10). Consider adopting regional standards.

LOCAL ACTIONS: ADVANCED

LOCAL ACTION 1 - Preserve and Increase Mobility and Safety

These Route 1 and Route 90-related actions are designed to maximize free movement along rural segments of Routes 1 and 90 outside downtowns and village centers by reducing "friction" from too many access points; to provide alternate local routes for residents to reach their local destinations; and to provide a safe, attractive environment for pedestrians in core growth areas.

ADVANCED Actions: Implement as Conditions Allow

√ L1.10 - Adopt an impact fee for development outside downtowns and other core growth areas based on the increment of traffic such development generates and feeds onto Routes 1 and 90 and through intersections along these highways (and use Gateway 1 traffic models to help estimate the size of this increment).

LOCAL ACTION 2 - Create Jobs-Housing Balance

These actions are designed to create housing priced within reach of those working in the Corridor, easy access to jobs and services, walkable residential/commercial areas, and transit-friendly centers.

ADVANCED Actions: Implement as Conditions Allow

√ L2.8 - Participate in a regional Purchase-and-Transfer of Trip Rights program customized to the Mid-Coast region, with program coverage at least 0.5-mile deep either side of state arterial and major collector roads. While this is best implemented by two or more communities together, it may also lend itself to adoption by a single municipality with extensive frontage along major state routes.

√ L2.9 - Prepare a mixed-use master plan for an identified core growth area that has ample room for new development backed by a capital improvement program that will extend infrastructure, provide for appropriate transit and/or alternative freight modes. Create a private-public partnership to implement the plan, with assistance from state and federal funding sources.

√ L2.3 - In core growth areas outside downtowns, require new development to occur at a Floor Area Ratio (FAR) of at least 0.4. (Note: that FAR in most downtowns already exceed 0.4.)

LOCAL ACTION 3 - Support Alternative Passenger and Freight Modes

These actions are designed to create a transit-friendly environment by creating sufficient density and by protecting access to future and existing transit opportunities.

ADVANCED Actions: Implement as Conditions Allow

√ L4.2 - As defined by the new Corridor Coalition (see Chapter 10), share in operating costs for a bus transportation operating system.

√ L4.3 - In locations where fixed-route bus transportation is available, reduce off-street parking requirements for land uses within 0.25-mile of bus stops.

LOCAL ACTION 4 - Conserve Rural Lands and Wildlife Habitat

These municipality-wide actions are designed to preserve a meaningful proportion of rural lands and wildlife habitat in order to maintain a land base for crucial rural and environmental functions, as well as to maintain the rural feel of the Corridor over time.

ADVANCED Actions: Implement as Conditions Allow

√ L3.5 - See L2.8, Establish a Purchase-and-Transfer of Trip Rights program, which supports the conservation of rural lands and wildlife habitat in the corridors close to state highways by guiding commercial growth into core growth areas and reducing growth pressure along the stretches of highway in between.

√ L3.6 - Adopt a Transfer of Development Rights program, which supports the conservation of rural lands and wildlife habitat throughout a town or region by guiding residential growth into core growth areas and other designated growth areas.

LOCAL ACTION 5 - Preserve Visual and Community Character

These municipality-wide actions are designed to protect those aesthetic aspects of the Corridor that the communities have identified as important both from an economic and quality-of-life standpoint.

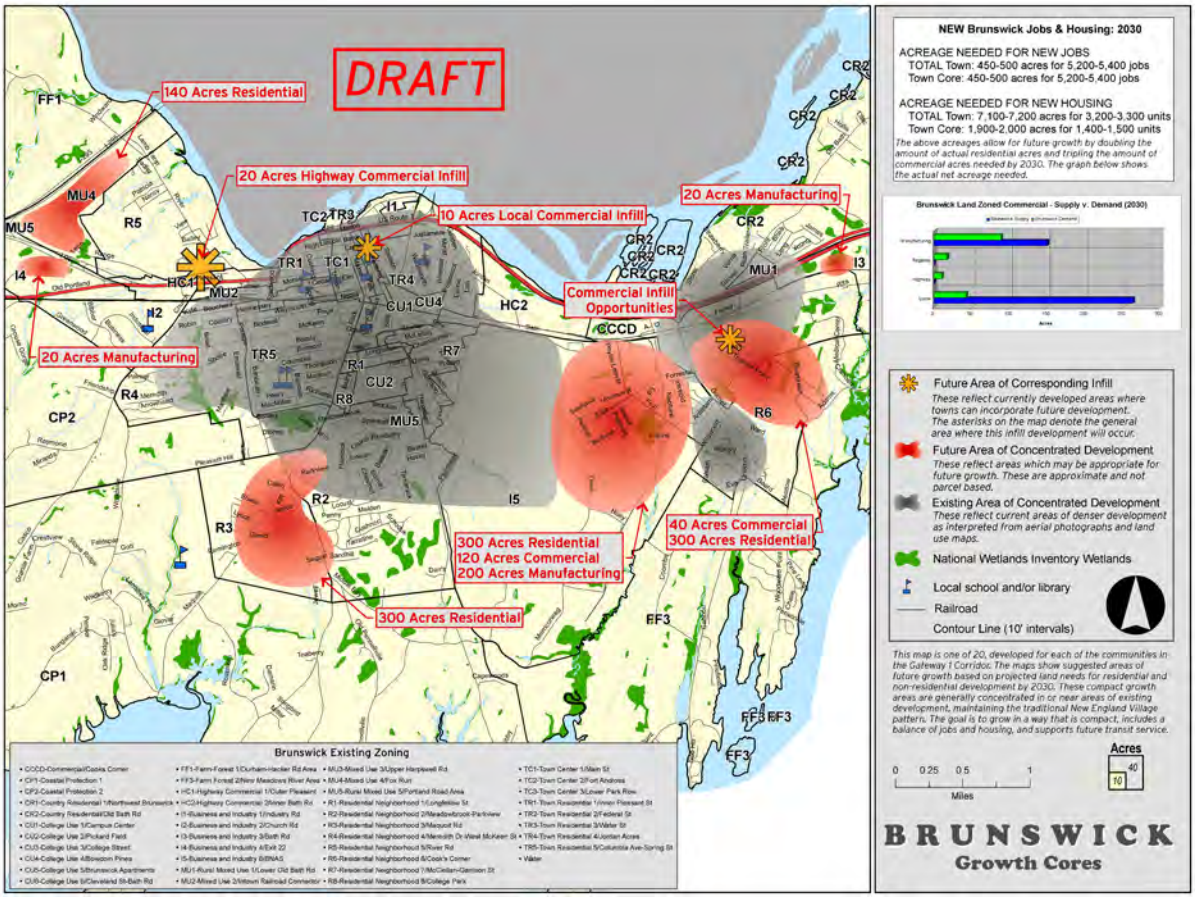
ADVANCED Actions: Implement as Conditions Allow

√ L5.6 - See L2.8 for details of a Purchase-and-Transfer of Trip Rights program, which supports the preservation of visual and community character.

9.4 Core Growth Area Maps

Figures 9-1 through 9-20 below propose core growth areas for each municipality (referenced as "growth cores" on the following figures). These areas identify where new commercial and residential development should be targeted over the next 25 years. These areas are generally concentrated in or near areas of existing development. These are suggested areas for community review and discussion.

FIGURE 9-1
BRUNSWICK



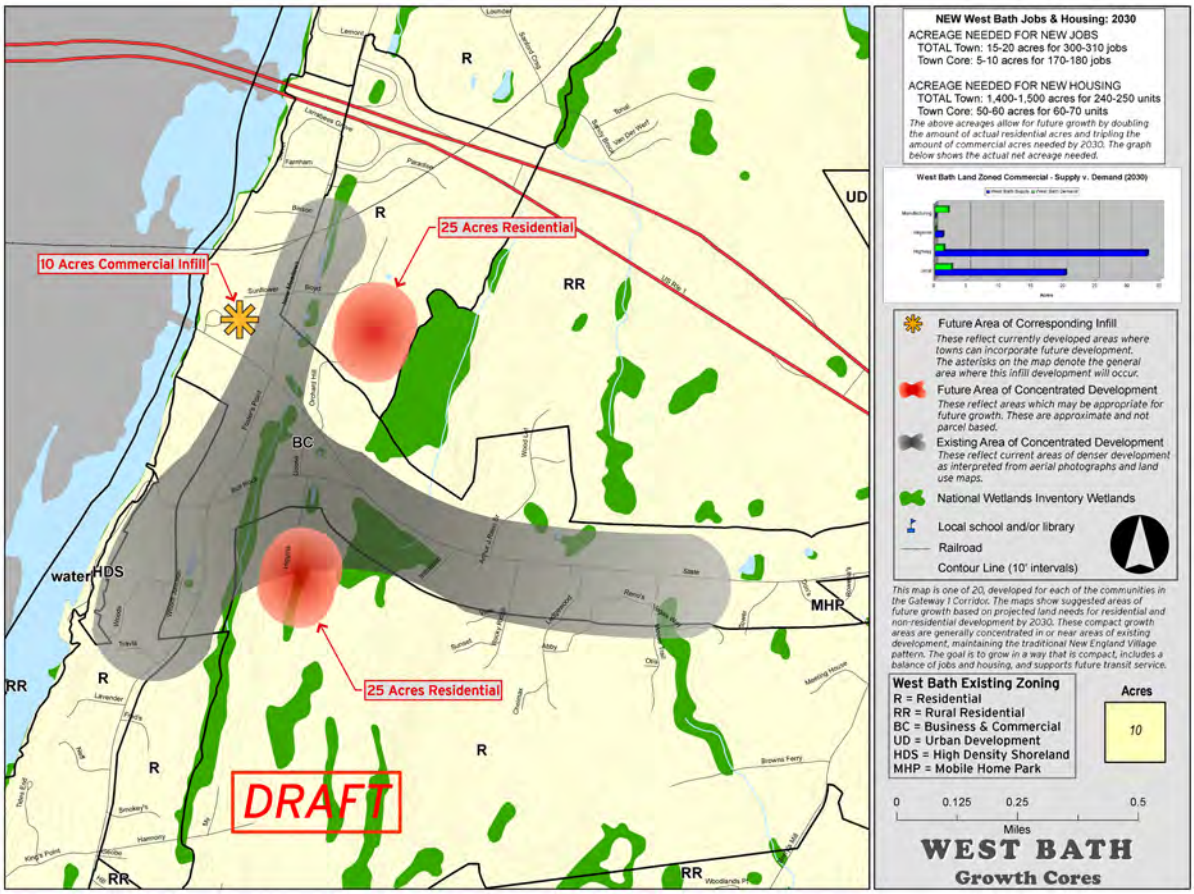


Figure 9-2
West Bath

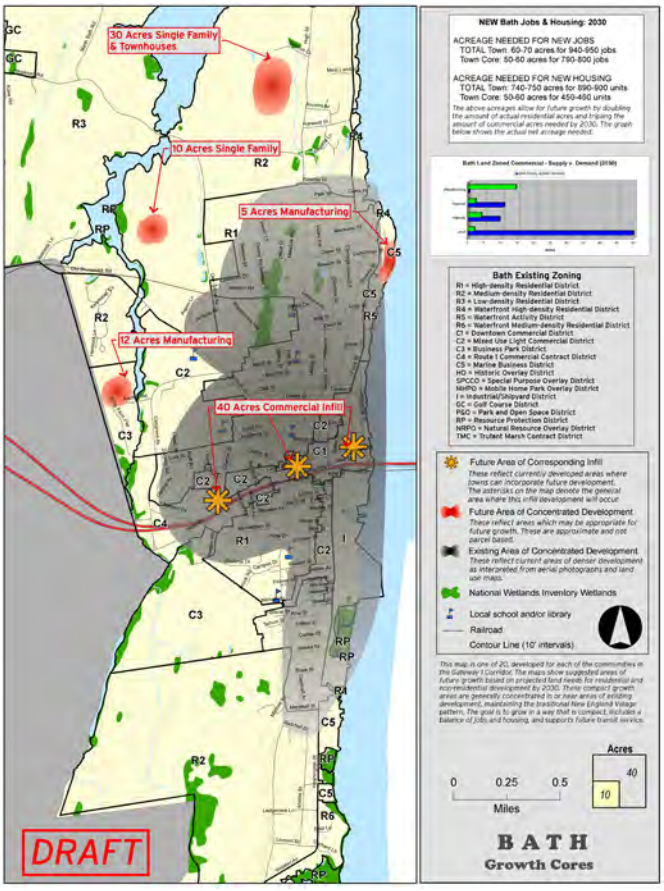


Figure 9-3
Bath

Figure 9-4
Woolwich

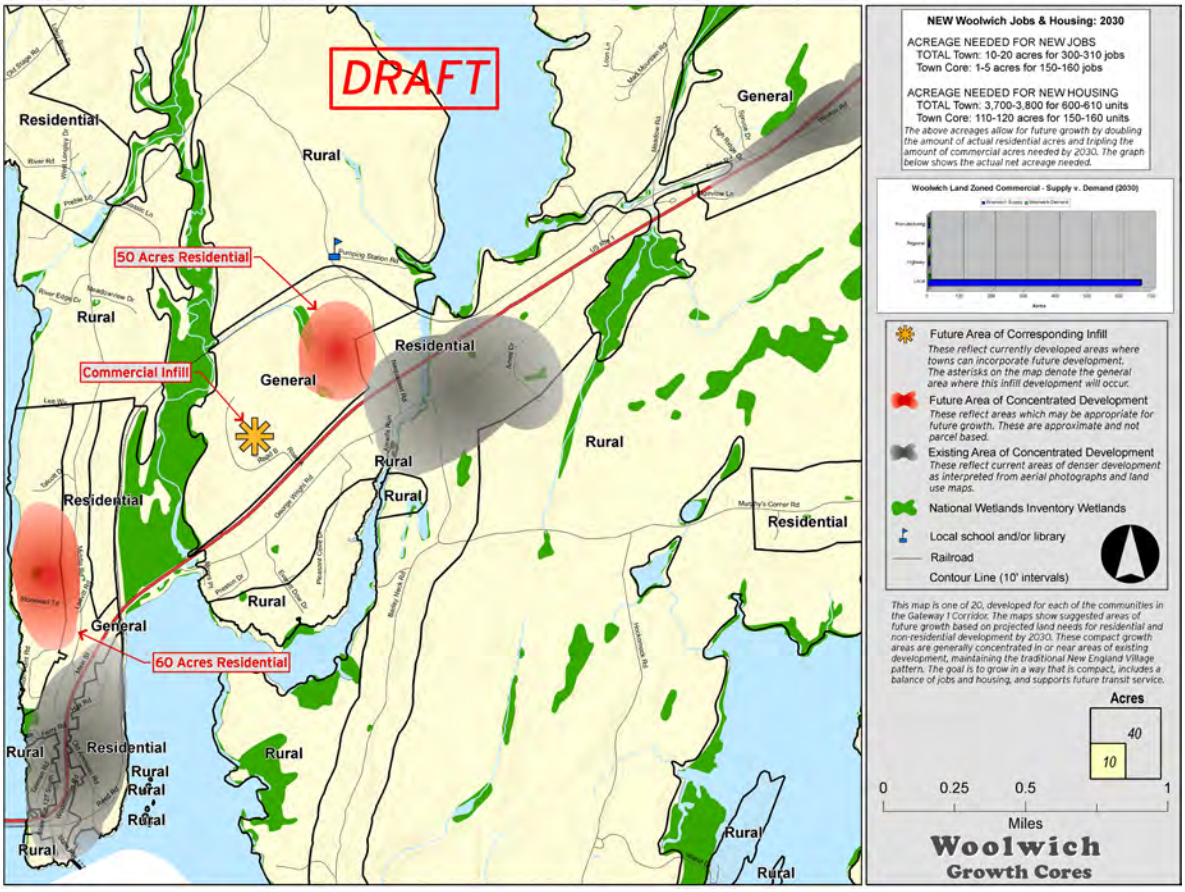
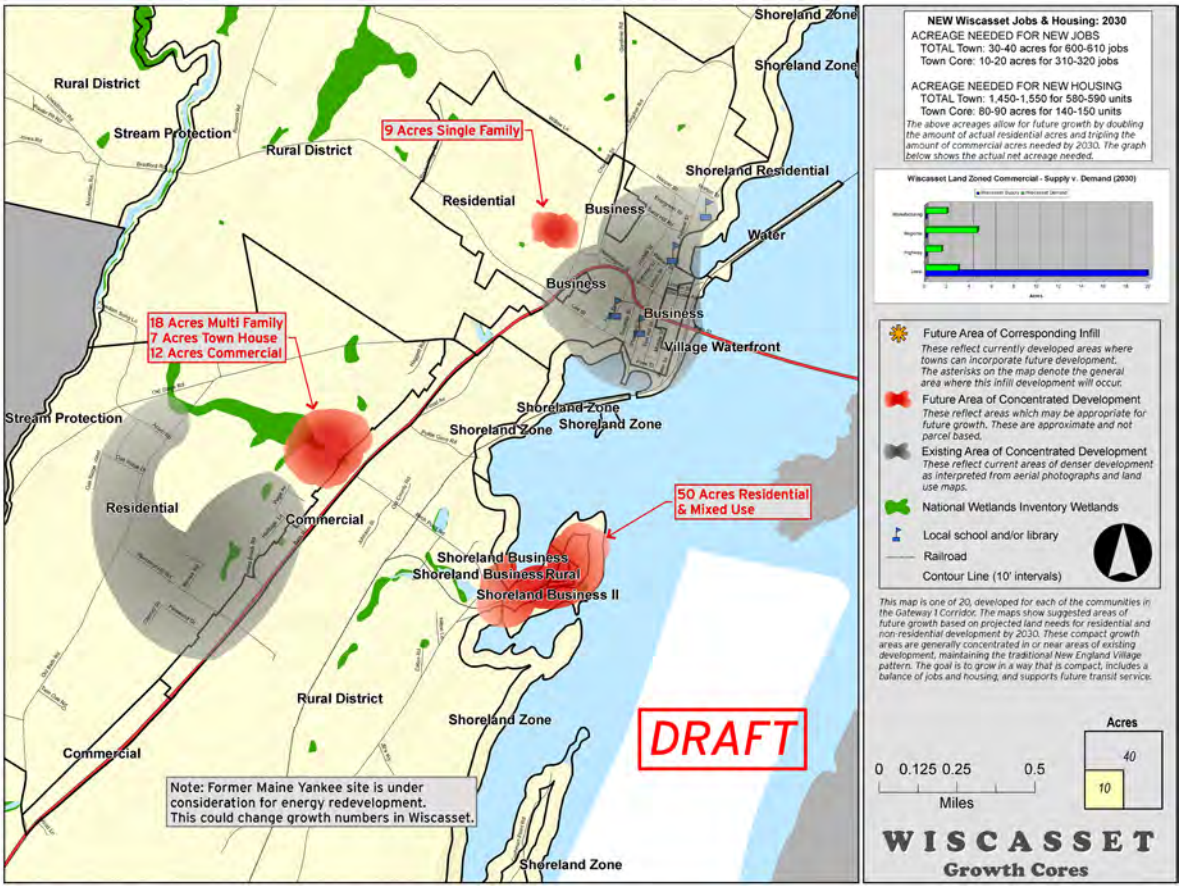


Figure 9-5
Wiscasset



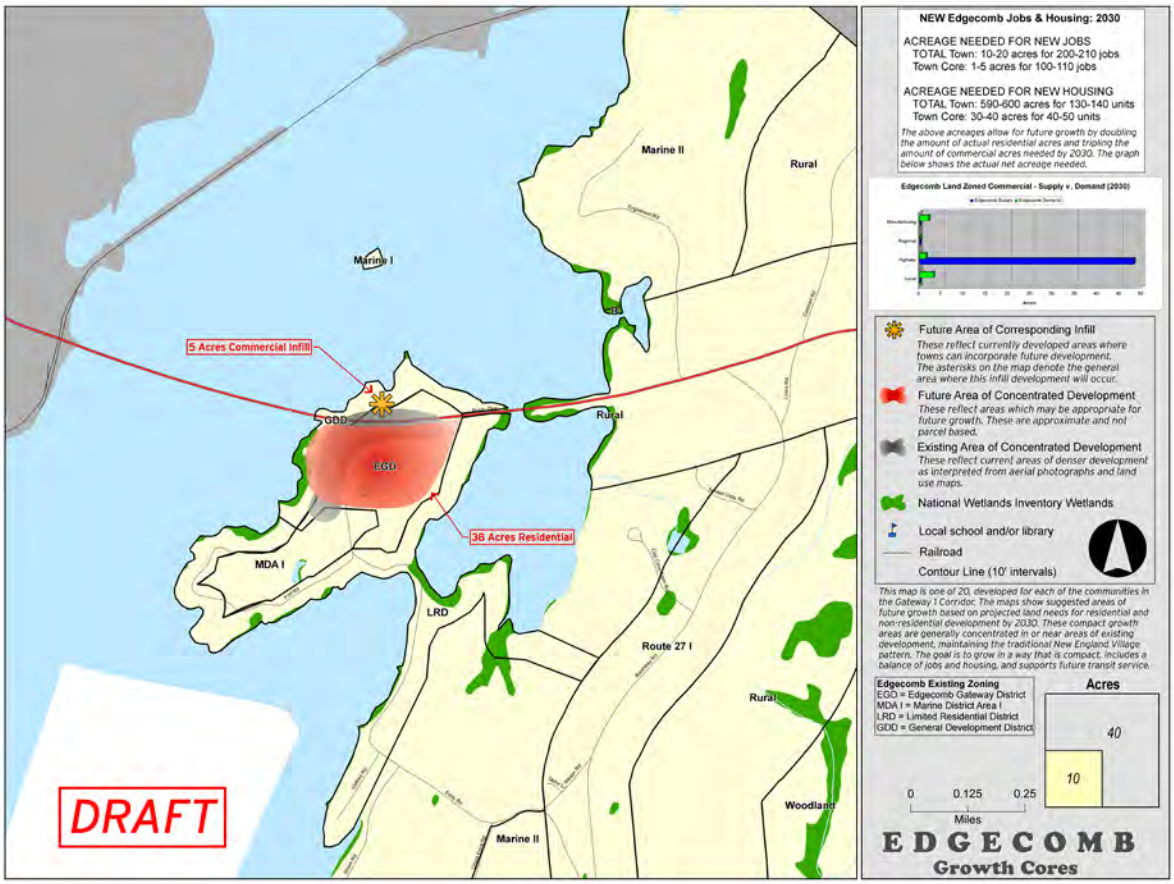


Figure 9-6
Edgecomb

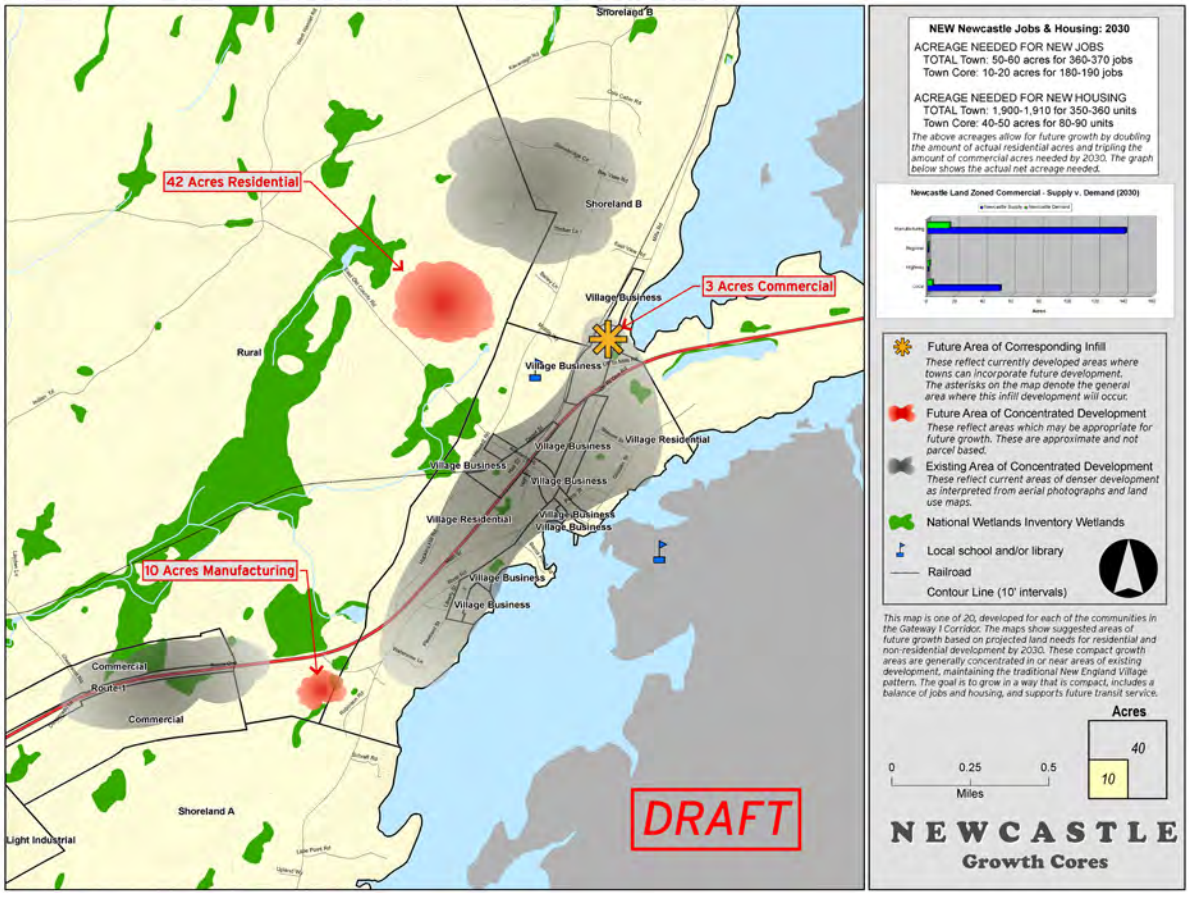


Figure 9-7
Newcastle

Figure 9-8
Damariscotta

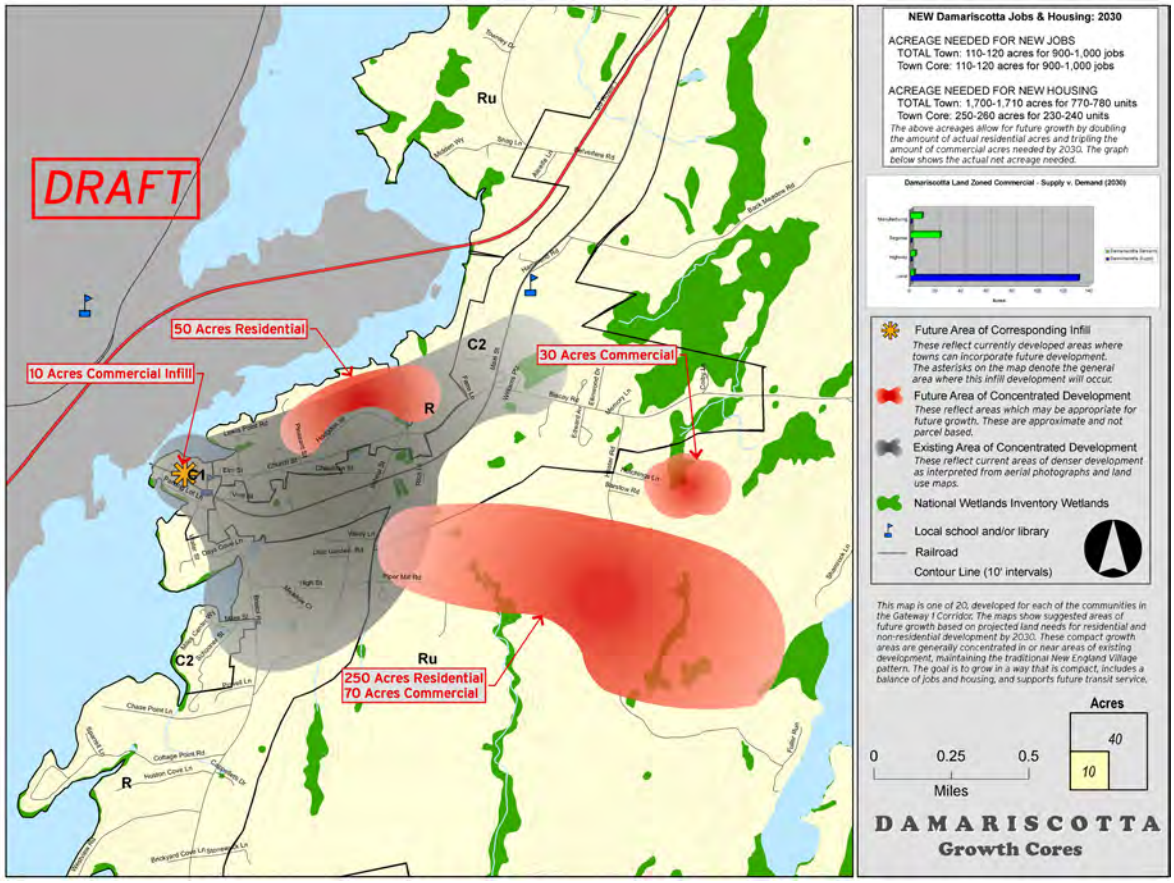
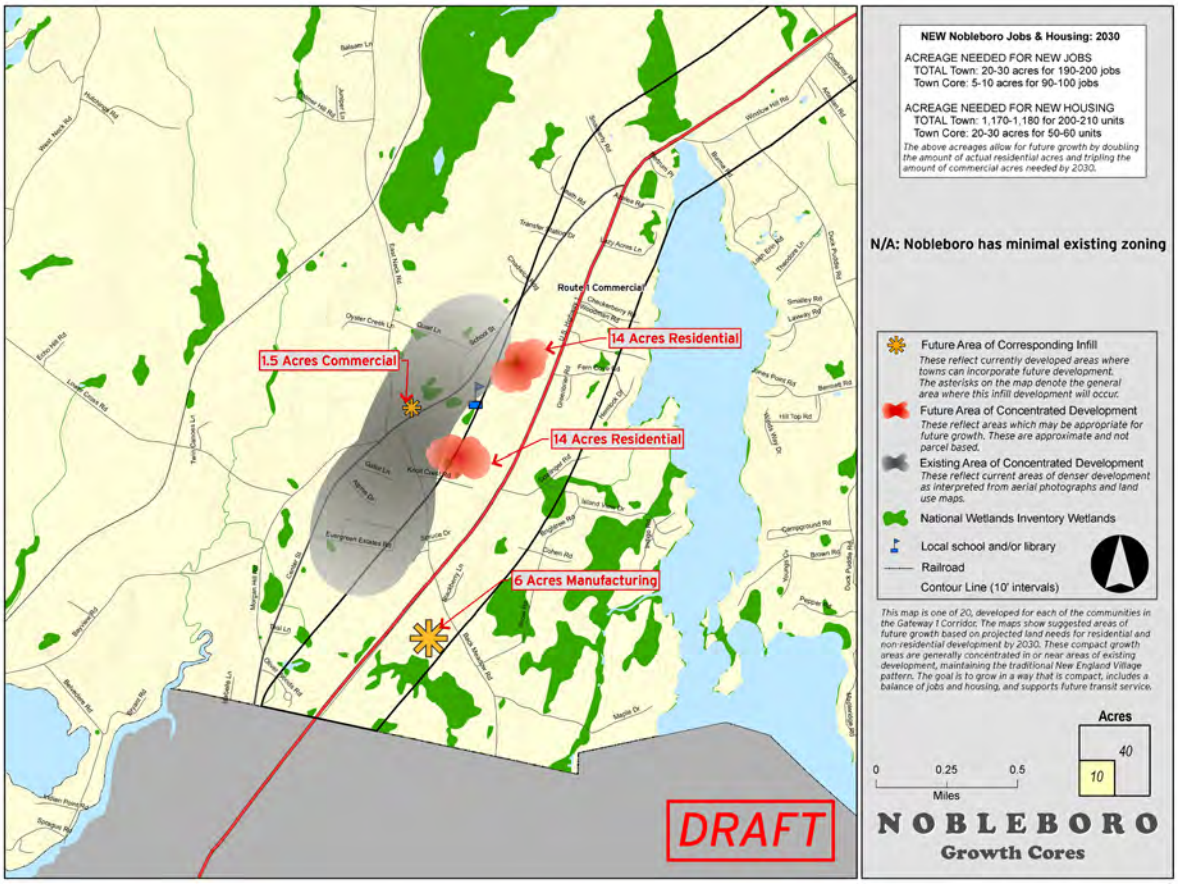


Figure 9-9
Nobleboro



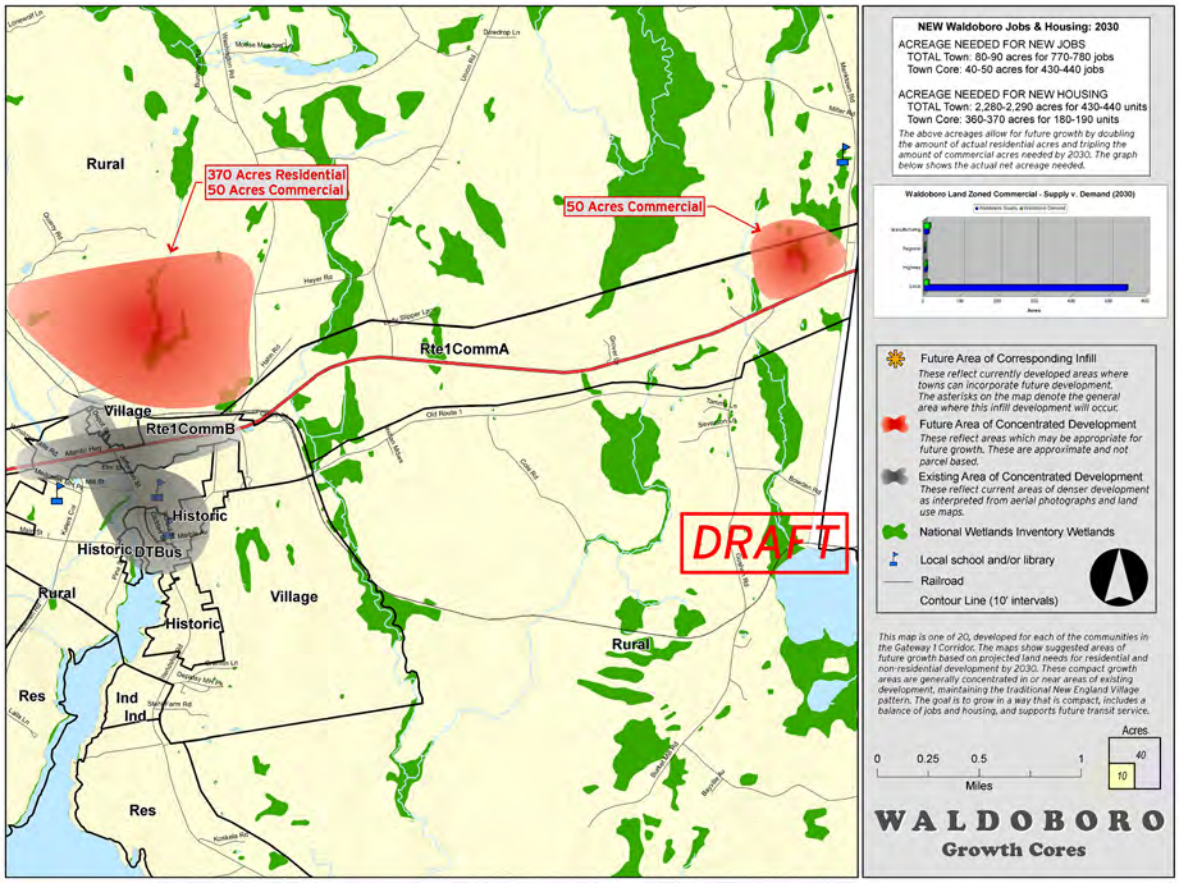


Figure 9-10
Waldoboro

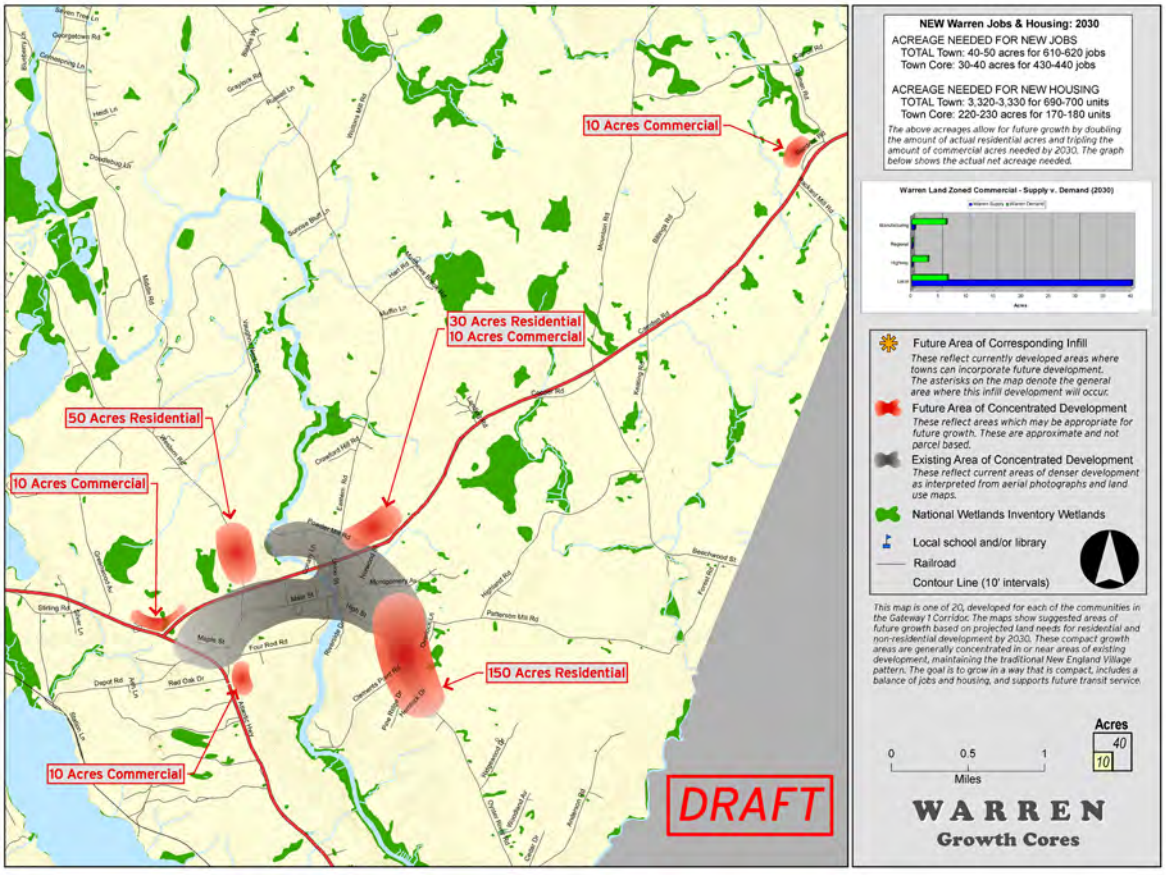


Figure 9-11
Warren

Figure 9-12
Thomaston

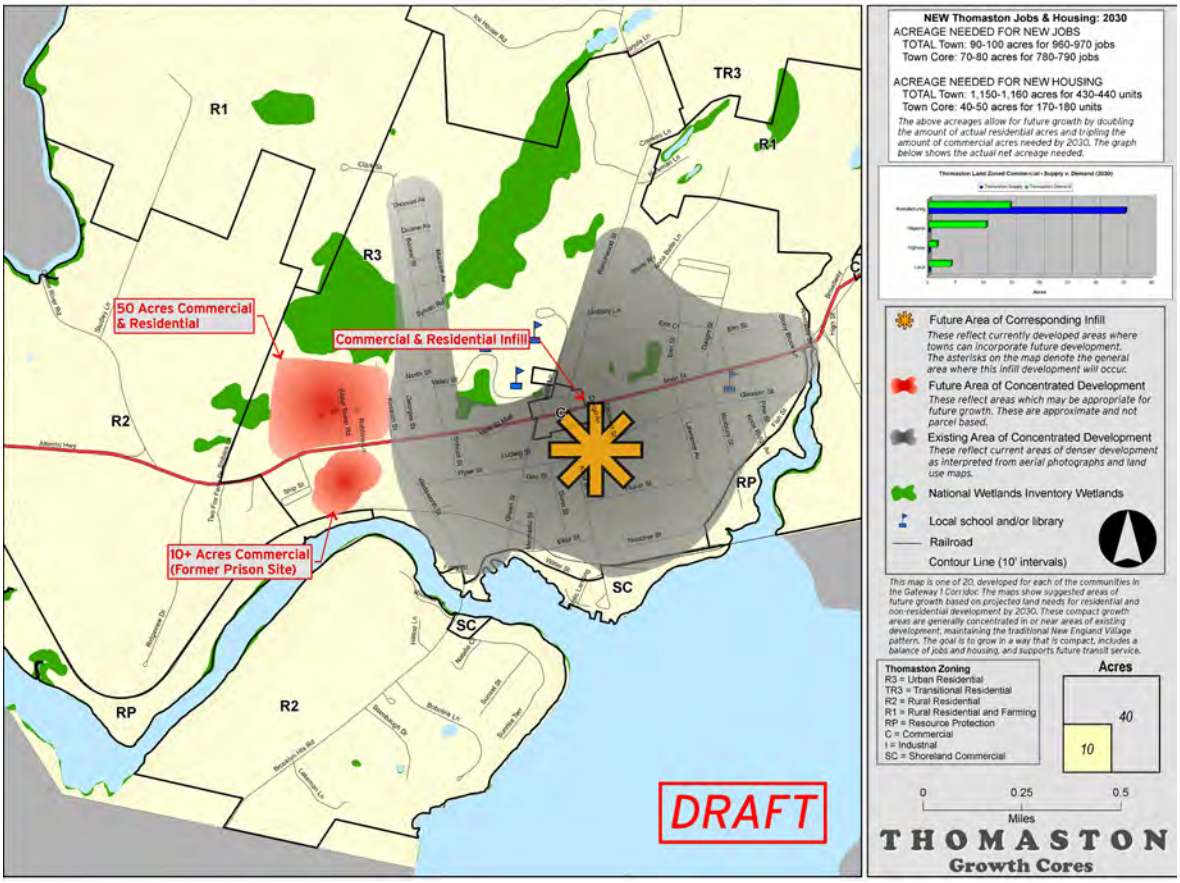
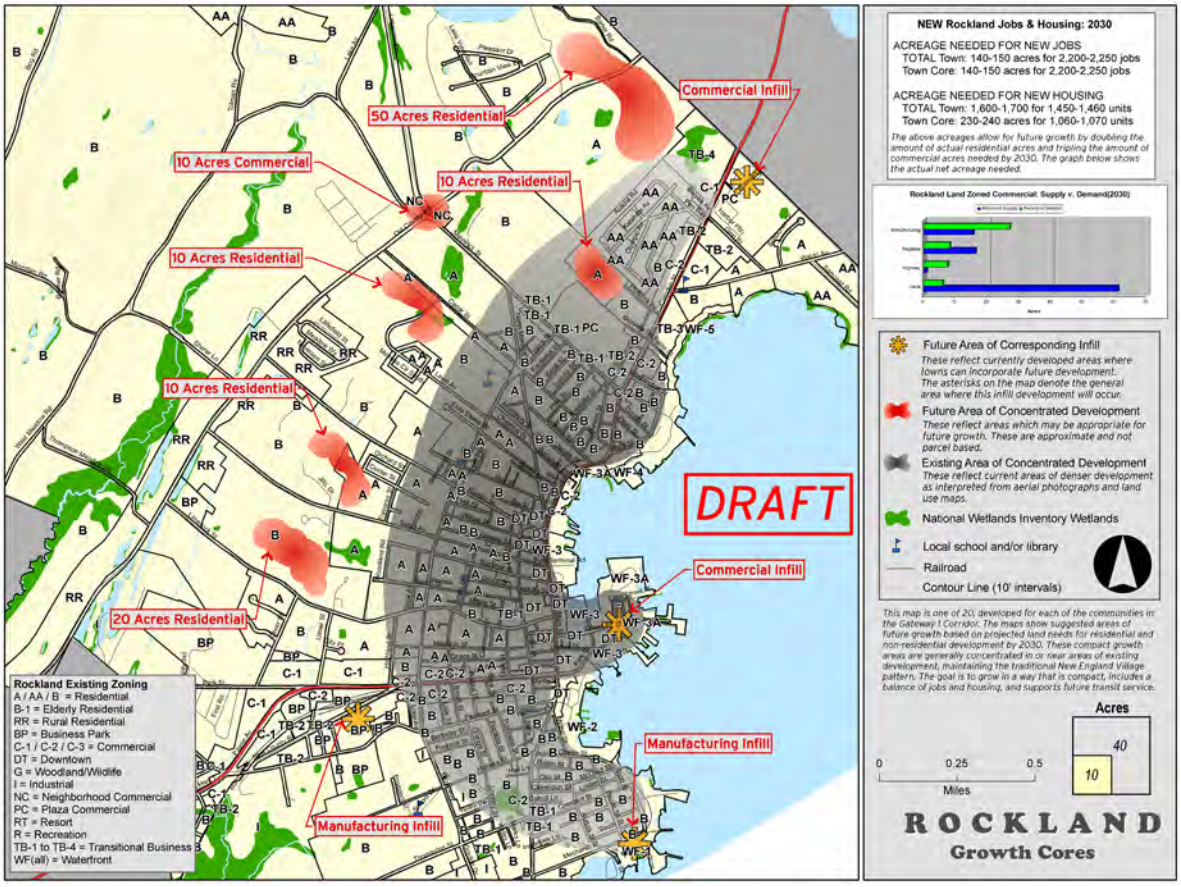


Figure 9-13
Rockland



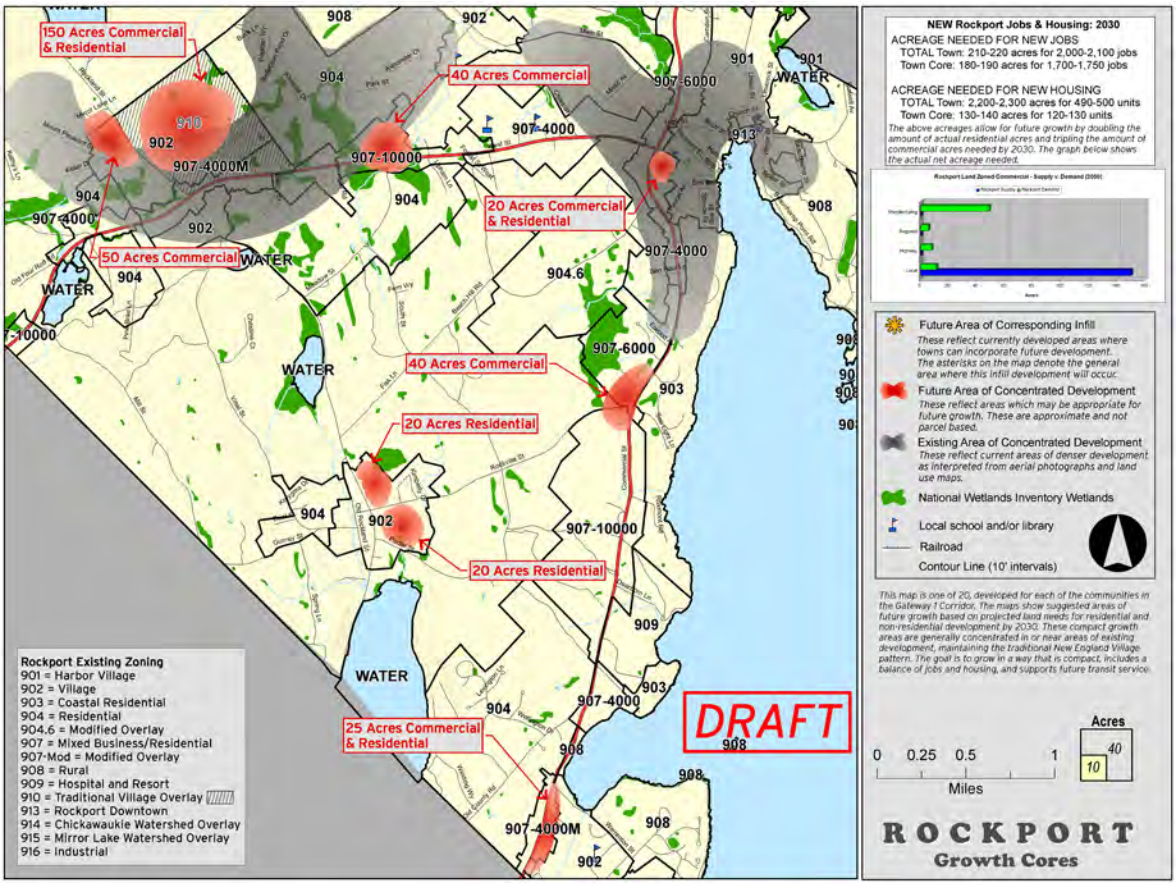


Figure 9-14
Rockport

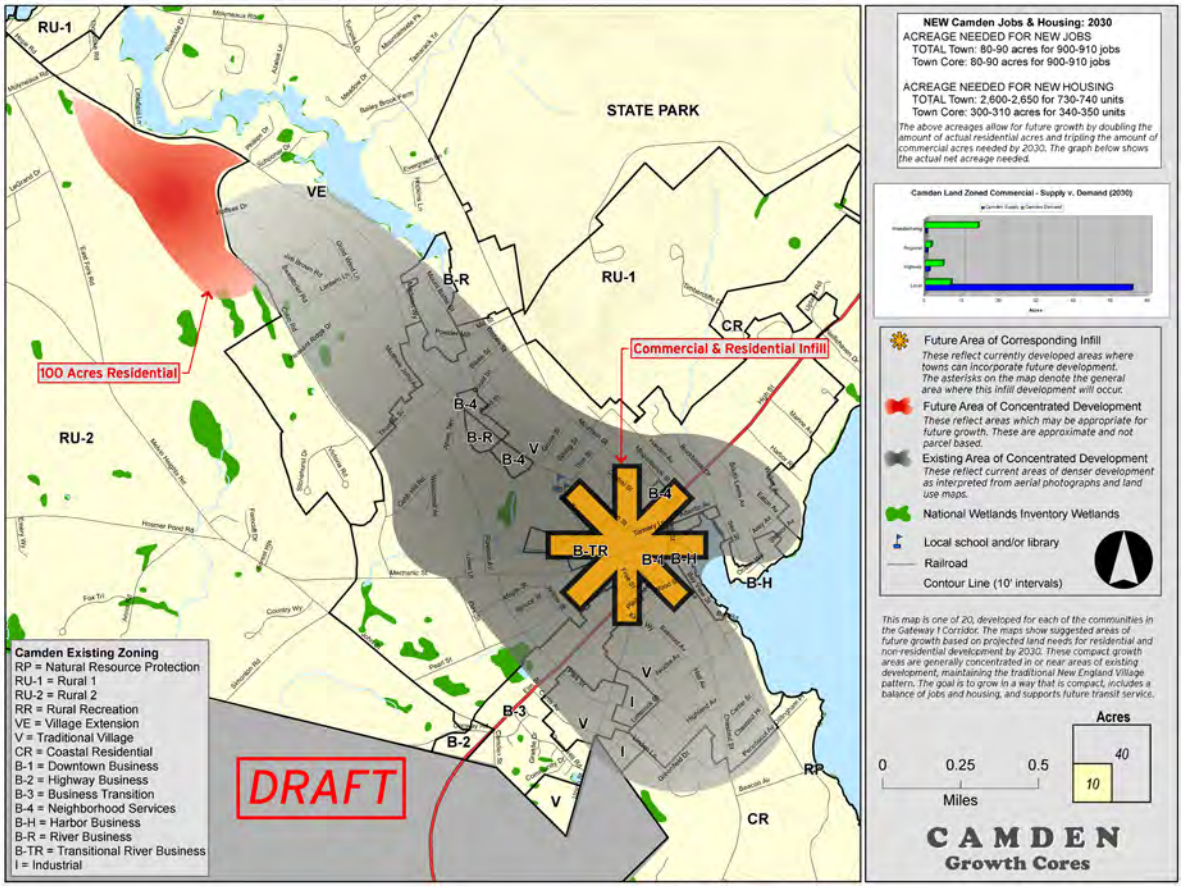


Figure 9-15
Camden

Figure 9-16
Lincolnville

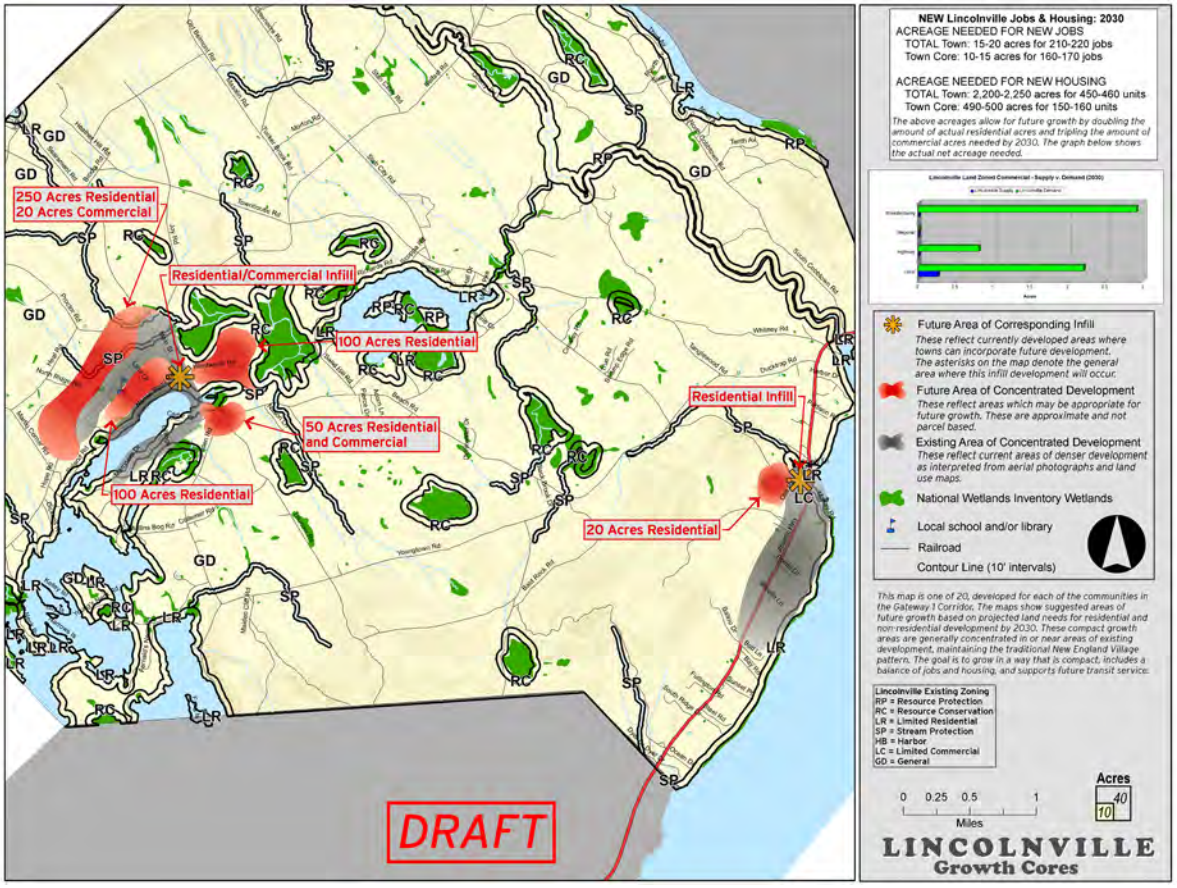
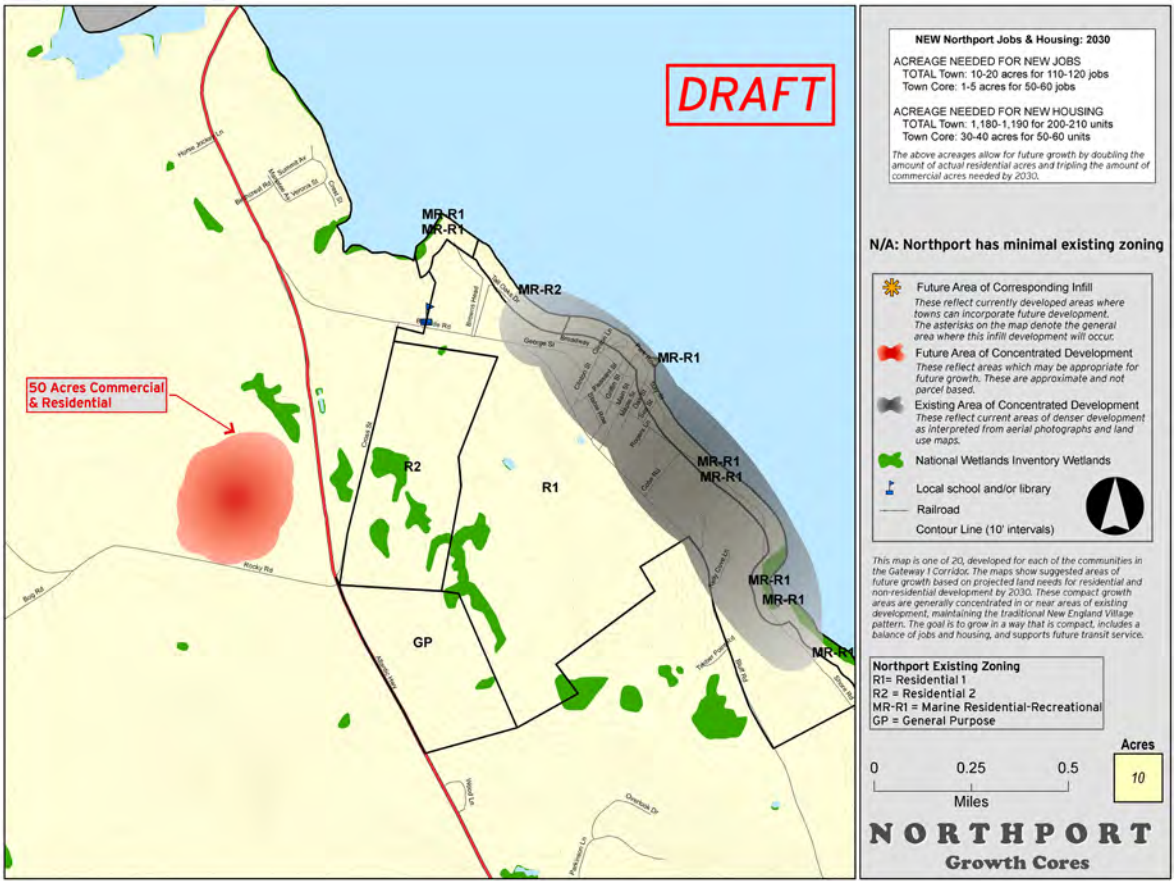


Figure 9-17
Northport



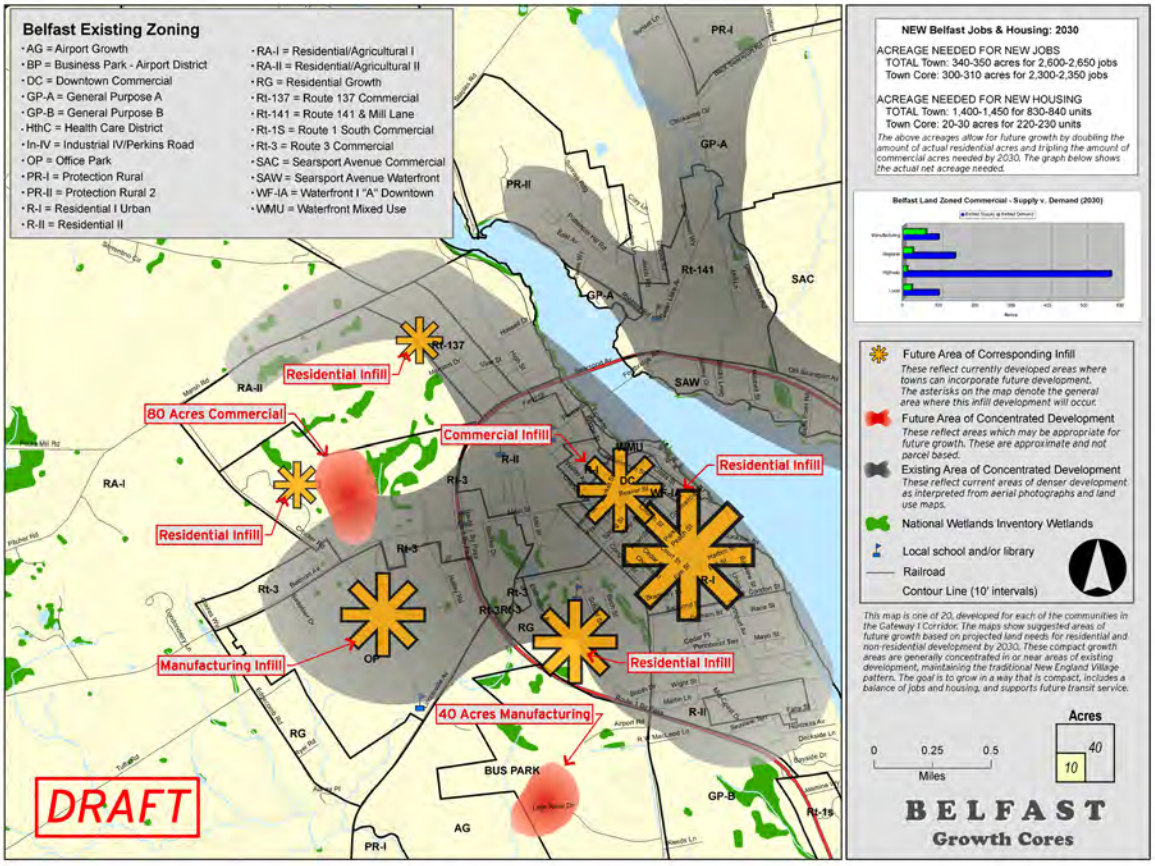


Figure 9-18
Belfast

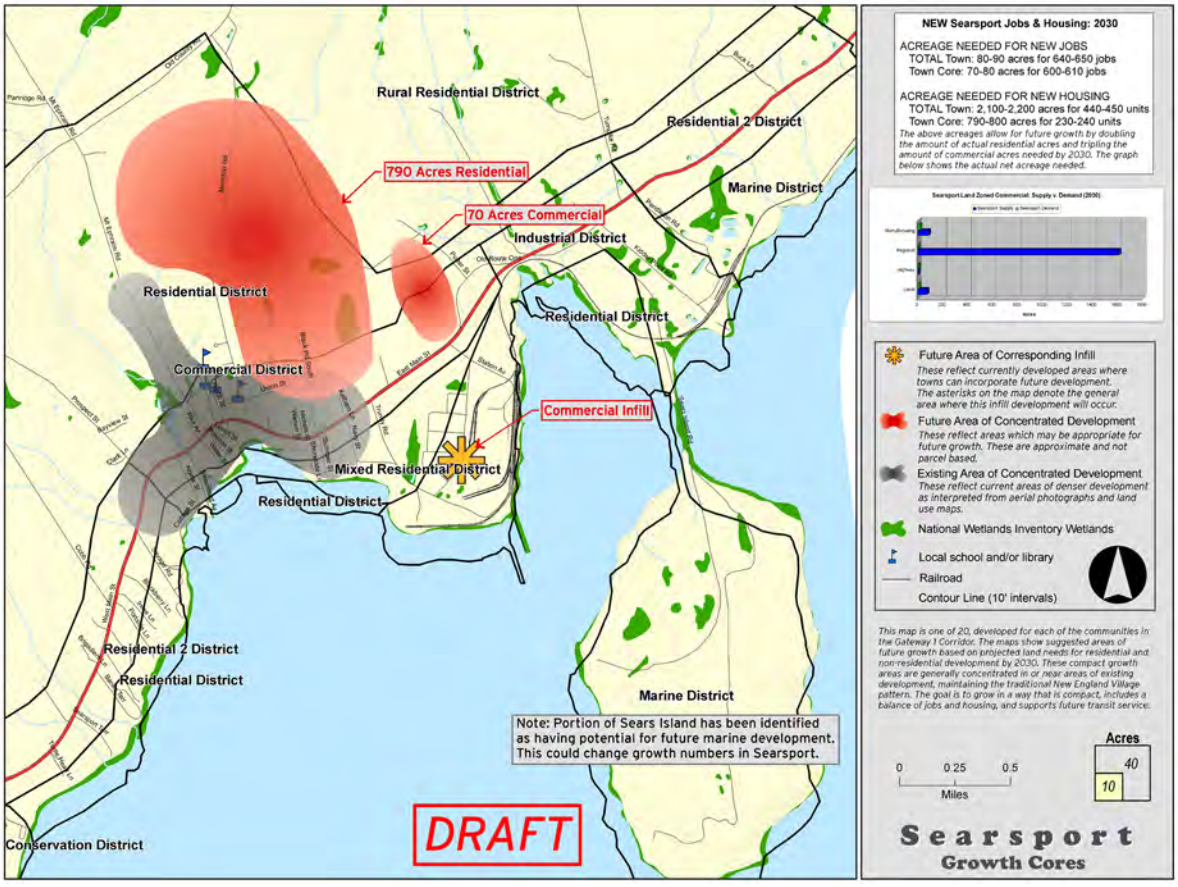
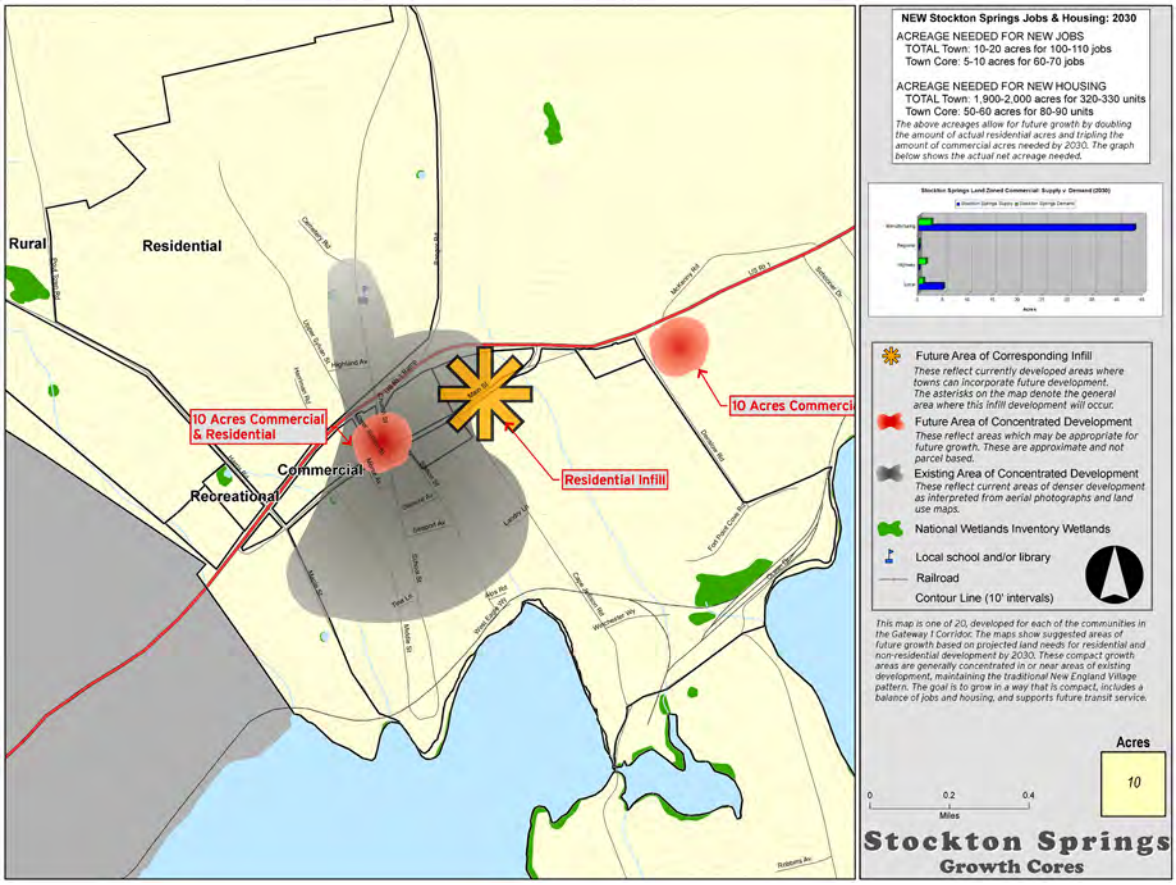


Figure 9-19
Searsport

Figure 9-20
Stockton Springs



9.5 *Transportation Action Package (TAP)*

Background

The purpose of the Transportation Action Package (TAP) is to identify possible transportation and land use actions for municipalities to consider to meet the forecasted (year 2030) transportation needs along Routes 1 and 90 in the Gateway 1 Corridor. These actions are intended to address current and anticipated mobility and safety issues along Routes 1 and 90, accommodate proposed core growth areas in each municipality, and enhance and expand multi-modal services to support the goals and outcomes of Gateway 1.

The proposed transportation actions, as well as corresponding land use actions, are intended to be a starting point of discussion among the municipalities, the Gateway 1 Corridor Coalition, and MaineDOT. The process (described in greater detail in Section 3 below) will start within each municipality with the endorsement or identification of projects, continue at the regional level, and then go back to the Corridor Coalition for recommendation to MaineDOT and other state and federal agencies. We acknowledge that these projects are only a partial list of improvements that could be implemented in the Corridor over time. Other projects, such as maintenance, rehabilitation, and other safety projects are anticipated to continue in each community as prioritized by MaineDOT.

The actions identified in this TAP are subject to municipal and Gateway 1 Corridor Coalition approval and MaineDOT funding availability. Approval of the Gateway 1 Corridor Action Plan does not imply municipal acceptance of these specific actions. Other actions may be adopted to

achieve similar outcomes. All Corridor projects will be subject to the established public process in terms of local design and other input.

This document contains three Sections:

Section 1) Goals of the TAP. This section describes the goals and intent of the TAP as a starting point for discussions between municipalities, their region, the Corridor Coalition and MaineDOT to arrive at recommended transportation actions along the Gateway 1 Corridor.

Section 2) Draft Prioritization Criteria. This section provides an initial list of draft project prioritization criteria for consideration by the Gateway 1 Corridor Coalition to help prioritize all investments in the Mid-coast region.

Section 3) TAP Process. This section includes a flow diagram identifying how the TAP process is intended to work; provides a description of elements to be considered for all projects within the Gateway 1 Corridor; and concludes with a draft list of transportation, transit, and land use actions to be used as a starting point for municipalities and the Gateway 1 Corridor Coalition for future prioritization to MaineDOT and other state and federal agencies.

Section 1.0: Goals and Intent of the TAP

The following identifies the goals and intent of the Gateway 1 Transportation Action Package (TAP). These should be referenced by the municipalities, the regions, the Gateway 1 Corridor Coalition, and MaineDOT whenever the project evaluation and prioritization process is undertaken.

- The TAP is intended to provide a starting point for discussion between the municipalities, the Gateway 1 Corridor Coalition, MaineDOT, and FHWA for transportation actions to be considered along Routes 1 and 90. It is acknowledged that these actions will be updated and refined as necessary by the municipalities and the Gateway 1 Corridor Coalition.
- Projects must address current and anticipated mobility and safety needs along Routes 1 and 90.
- Projects must encourage the proposed core growth areas in each municipality by identifying needed transportation and land use actions to support the core growth areas' economic viability and success.
- Projects must enhance existing or identify new, viable multi-modal opportunities and connections that support the anticipated outcomes of Gateway 1. (For purposes of this document, viable means meeting pre-established Gateway 1 criteria consistent with the goals of the TAP.) Specifically, this will include passenger and freight rail, intercity bus, regional and local transit, seasonal shuttles, passenger ferry, rideshare and vanpools, pedestrian and bicycle.
- Projects must provide specific indication and direction to MaineDOT for project design criteria and elements to be considered as part of each transportation project.
- Projects must ensure that the roadway will be designed for all users.
- Projects must be designed to fit within the character of the Corridor.

- Projects must promote quality-of-place by providing increased transportation choice.
- Projects should have a benefit-to-cost ratio or return on investment ratio greater than 1.0.

Section 2.0: Draft Prioritization Criteria

The following are criteria to be used to review, compare and prioritize proposed projects brought before the Gateway 1 Corridor Coalition. The ultimate criteria, including the weighting and scoring, will be determined by the Corridor Coalition in conjunction with the municipalities and MaineDOT during the time this agreement is in place and will be formally accepted as part of the Inter-Jurisdictional Agreement.

- Does the project enhance mobility?
- Does the project improve safety?
- Does the project remove truck traffic from downtowns, core growth areas, or other sensitive areas?
- Does the project control or reduce speeding?
- Does the project enhance development of existing/proposed core growth areas?
- Does the project support denser communities?
- Does the project support/increase transit/modal use and connectivity, including bicycle and pedestrian?
- Does the project contribute to conservation of rural or wildlife habitat?
- Does the project contribute to rural and scenic character?
- Does the project promote historic preservation?
- Does the project promote economic development?
- Does the project promote municipal cost savings?
- Is the project regional in nature (i.e., improve more than one community)?
- Is the project affordable and/or eligible for state and federal funds?
- Is the project constructable and permittable?
- Does the project include a municipal land use action to maximize viability and efficiency?
- Does the project include additional elements as described below?
- Does the project enhance the aesthetics of the roadway and the land uses along it?
- Does the project reduce greenhouse-gas emissions?
- Is the project environmentally sustainable?
- Does the project have local and regional support?
- Does the project leverage local funding?
- Does the project have a benefit-to-cost ratio or return on investment ratio greater than 1.0?

It is recommended that the Gateway 1 Corridor Coalition review and update these prioritization criteria every two years or as needed.

Section 3.0: Transportation Action Package Process

The following describes the intended process for the implementation of the Transportation Action Package.

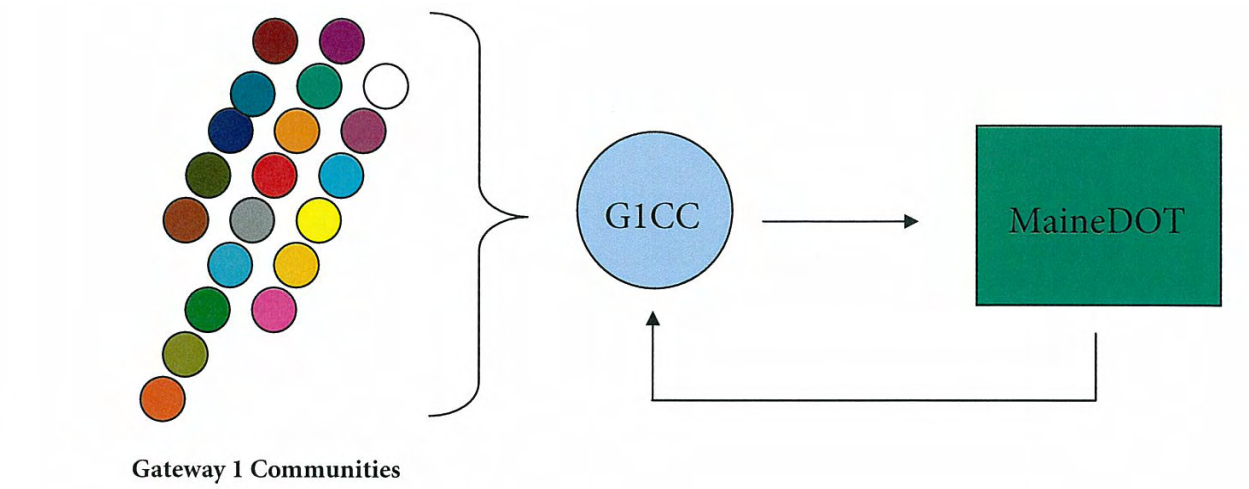
Step 1 - Community Project Development: Gateway 1 Corridor communities will continue to develop independent lists of projects that meet the goals and intent of the Gateway 1 Corridor Action Plan, with focus on MaineDOT's two-year work plan cycle. For each project, the community would develop (with help from MaineDOT, Regional Planning Commissions, or outside technical assistance, if needed) the following:

- Detailed project description;
- Preliminary cost estimate; and,
- Description of how and to what degree project meets prioritization criteria.

All Corridor projects will be reviewed and prioritized by the Corridor Coalition, including those from municipalities that are not part of the Coalition.

Step 2 - Gateway 1 Corridor Coalition Review and Prioritization: Every two years, the Corridor Coalition will meet to review and discuss all projects presented by the Corridor communities, and identify (if necessary) additional projects for consideration. All projects will then be evaluated and scored using the project-prioritization criteria. The final list of prioritized projects would then be voted on and approved by the Corridor Coalition.

Step 3 - Prioritized List of Projects Sent to MaineDOT/State and Federal Agencies: Based on the anticipated level of funding, a prioritized list of projects would be forwarded to MaineDOT for funding consideration in the biennial work plan. Included in this prioritized list would be project details (i.e., community defined scope), cost, corresponding municipal land use actions, and any elements included in the overall project design. This process is summarized graphically below.



Process Flow Diagram: The Gateway 1 Corridor Coalition (G1CC) and MaineDOT should also collaborate in developing the state's Six Year and 20 Year planning documents.

Elements to be Considered for All TAP Projects

The following elements should be considered for all TAP projects:

- Bicycle elements (bike lanes, paths, signing, pavement markings);
- Pedestrian elements (pedestrian crosswalks, tip downs, push-buttons, signal

heads);
- Design considerations (intersection design, lane width, shoulder width, context sensitive solutions, context sensitive design, design standards, wildlife habitat);
- Rail elements (station platforms, shelters, parking) to support modal connectivity;
- Transit elements (shelters, parking, bus turnouts) to support modal connectivity;
- Traffic-calming elements for local roads (speed humps, speed bumps, chicanes);
- Traffic-calming elements for National Highway System and arterials (roundabouts, roadside elements, signing, striping); and,
- Viewshed elements (protect and promote farmlands, woodlots, scenic views, conserve in perpetuity rural and scenic landscapes, protect stretches of woods and fields, protect traditional lot features).

It is acknowledged that some elements will add overall cost to projects, but return on investment based on Prioritization Criteria should be considered in making final determination of appropriateness of these elements. It is recommended that the Gateway 1 Corridor Coalition review and update these elements with MaineDOT at appropriate intervals.

Draft TAP

The Draft TAP contains possible transportation and land use actions, provided for consideration are based on the outcome of 2030 forecasts for the Community-Centered Corridor pattern of the "Riding the Current" scenario. Actions include the following:

- Safety and roadway infrastructure improvements (access management, intersection safety and capacity, Routes 1 and 90 congestion relief);
- Suggested municipal land use actions (zoning and ordinance changes consistent with Gateway 1 local actions to better accommodate improvements); and,
- Transit service opportunities (transit service, studies, other connection opportunities).

Actual projects and actions are subject to municipal and Corridor Coalition approval and MaineDOT funding availability. As previously noted, municipal approval of the Gateway 1 Corridor Action Plan does not imply acceptance of these specific projects and actions.

The design and details of all actions will need to be worked out in partnership with communities, Corridor Coalition, MaineDOT, and FHWA, and other state and federal agencies when the project is prioritized and funded. Of course, in some cases, it will be determined that the solution proposed here may not be appropriate or affordable as time passes and the Corridor evolves, in which case the municipalities and Gateway 1 Corridor Coalition will assist to help develop an effective substitute as needed.

Figures 9-21 to 9-40 on the following pages identify the possible transportation options in map format for consideration by each municipality.

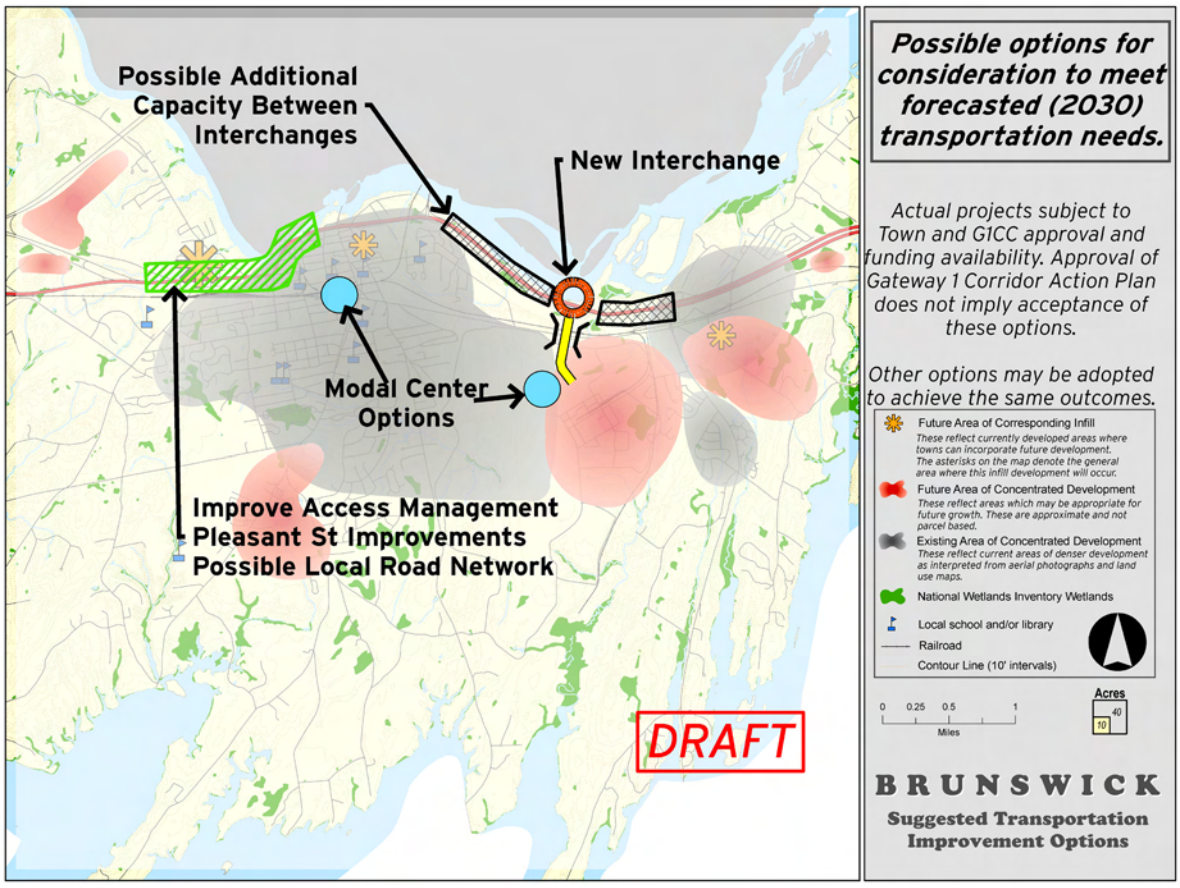


Figure 9-21
Brunswick

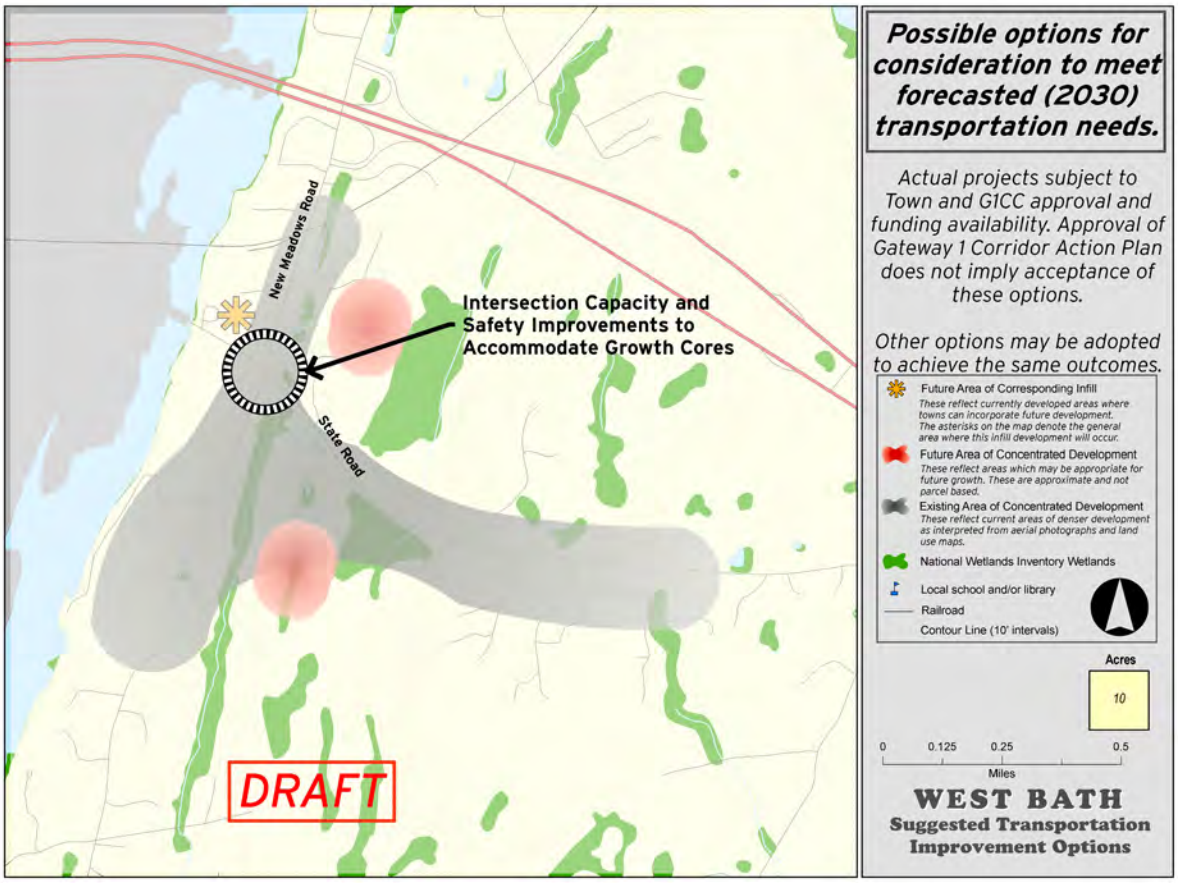


Figure 9-22
West Bath

Figure 9-23
Bath

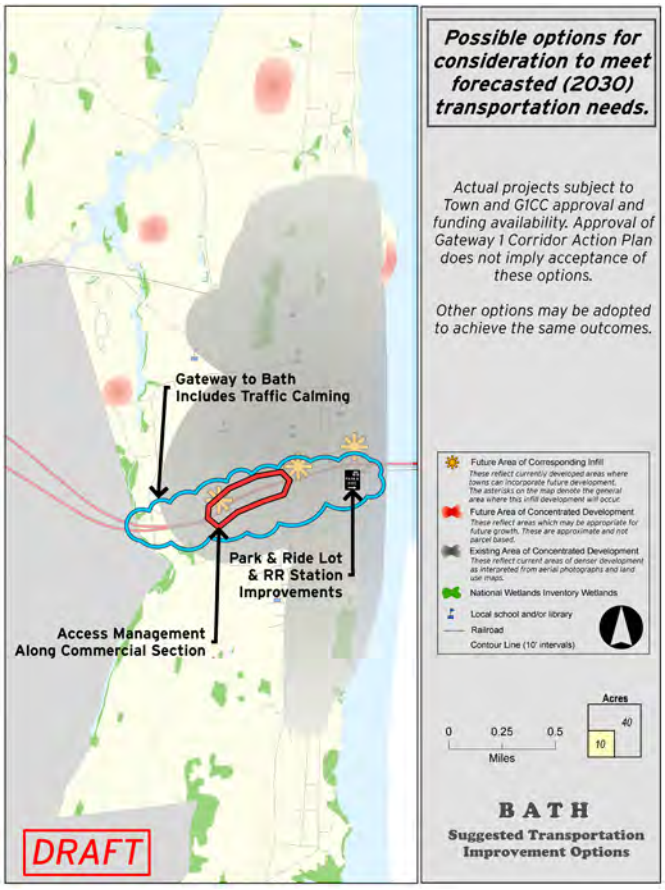
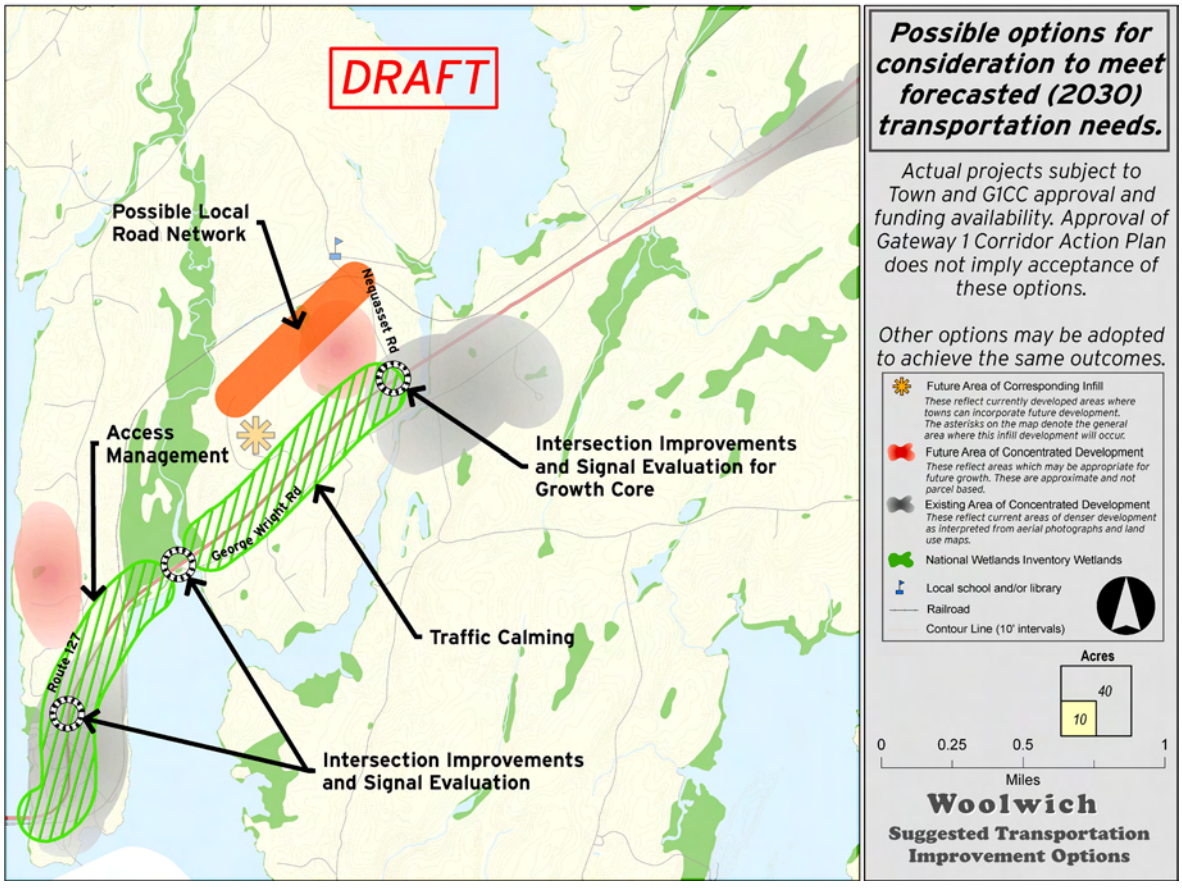


Figure 9-24
Woolwich



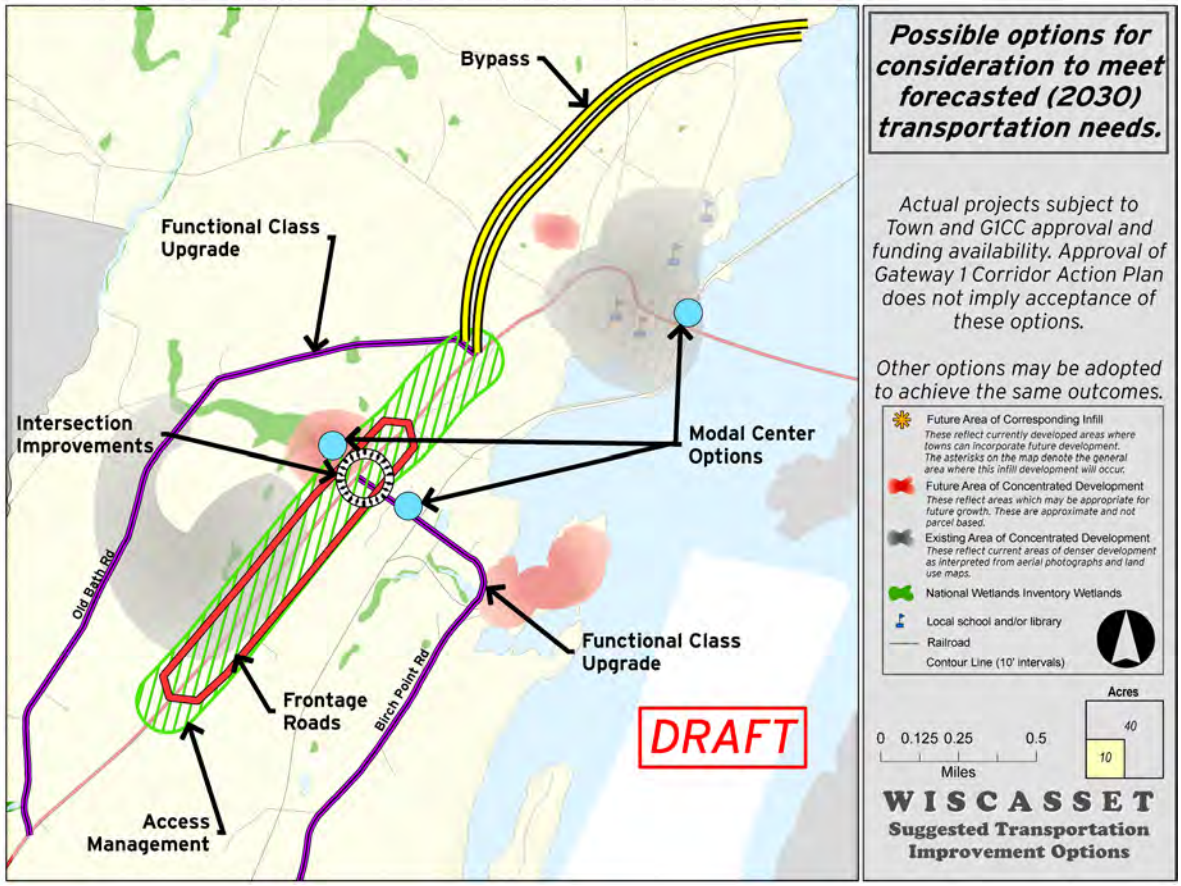


Figure 9-25
Wiscasset

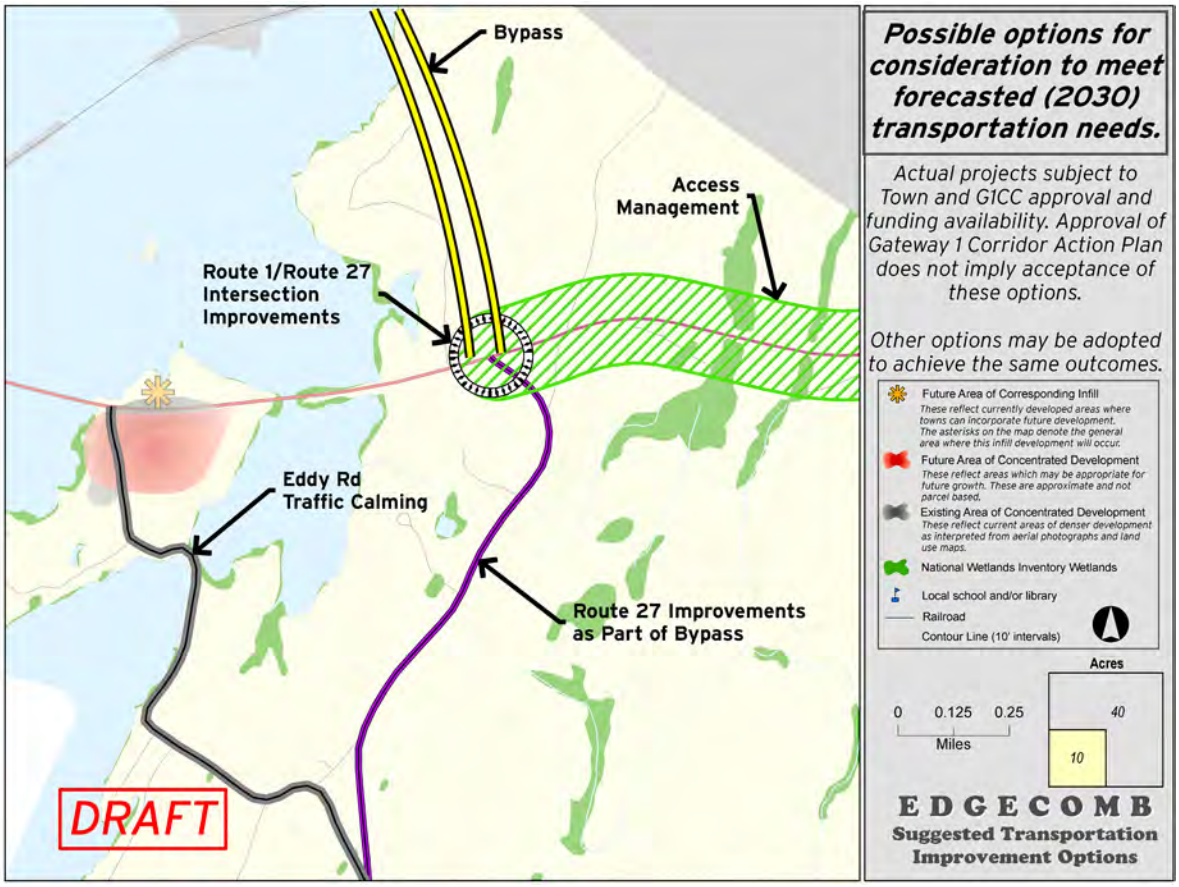


Figure 9-26
Edgecomb

Figure 9-27
Newcastle

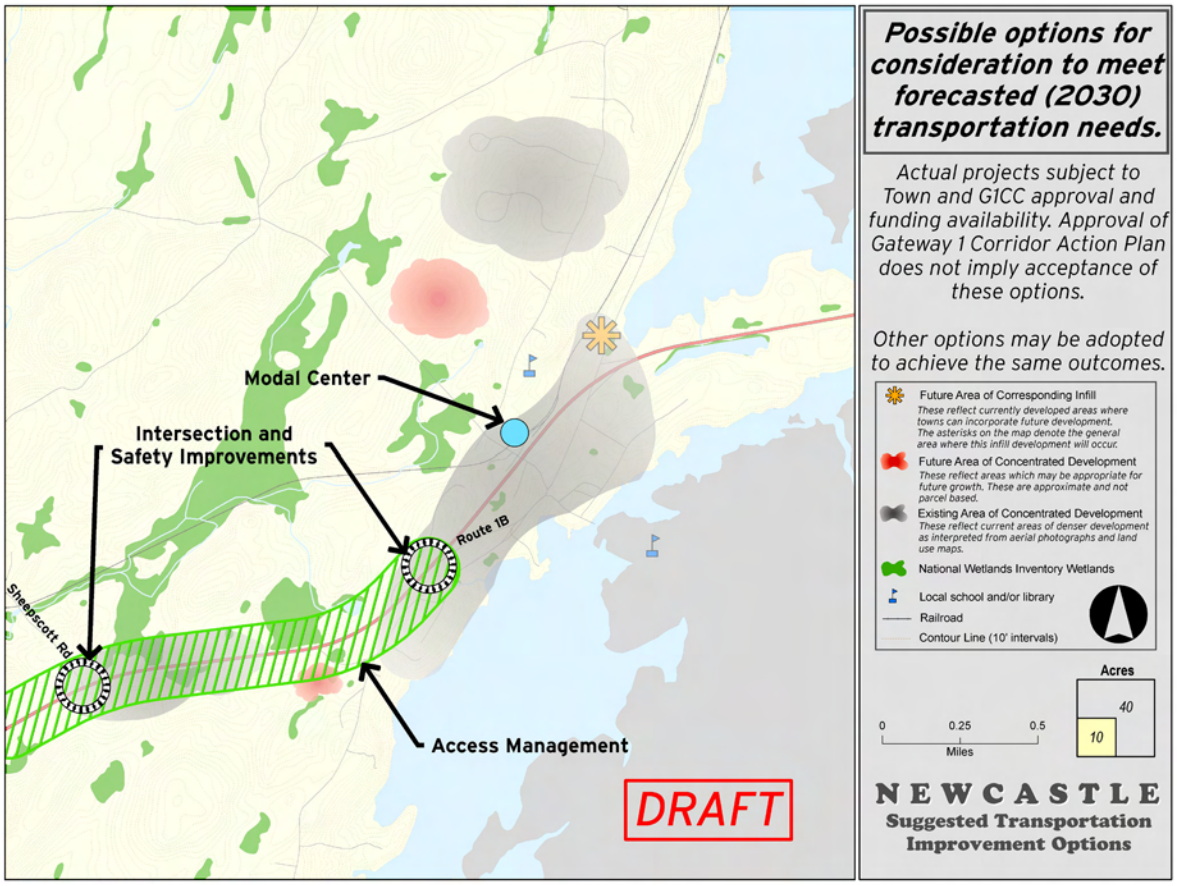
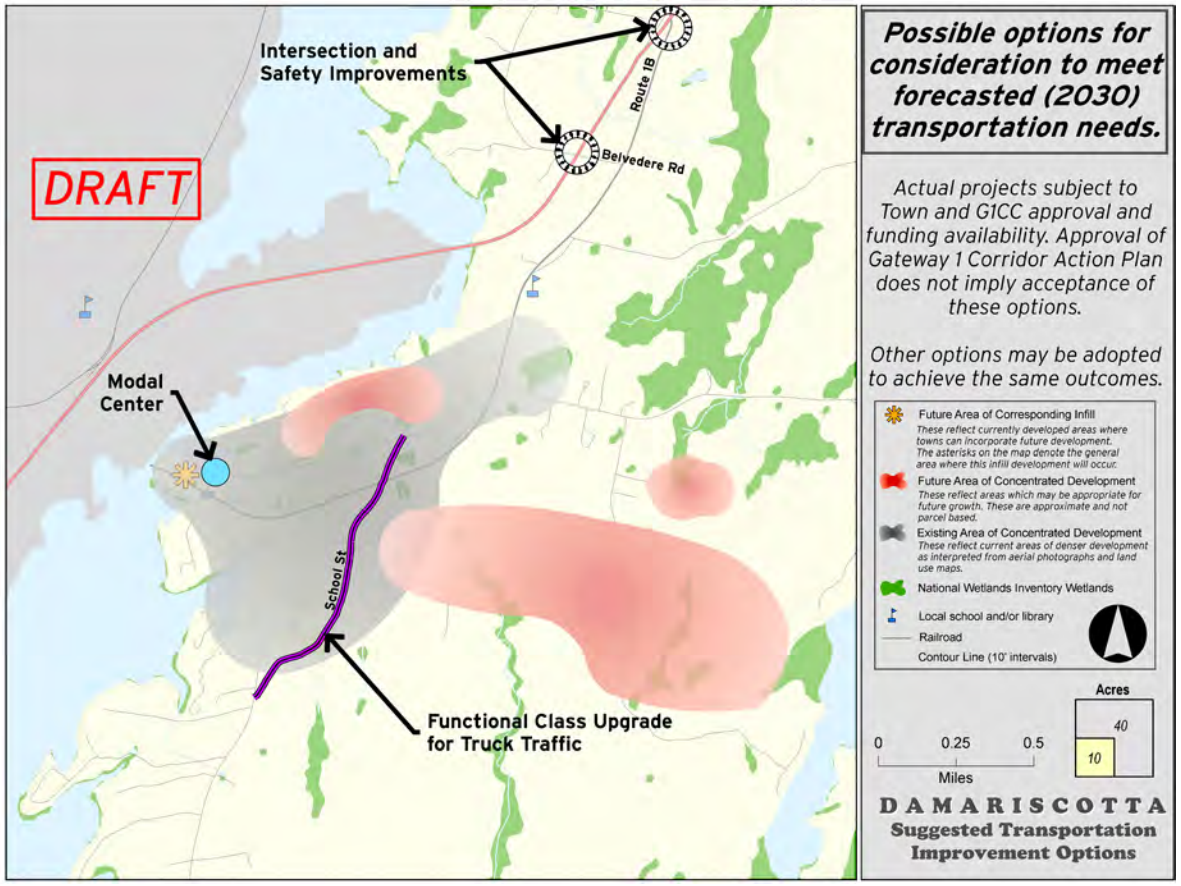


Figure 9-28
Damariscotta



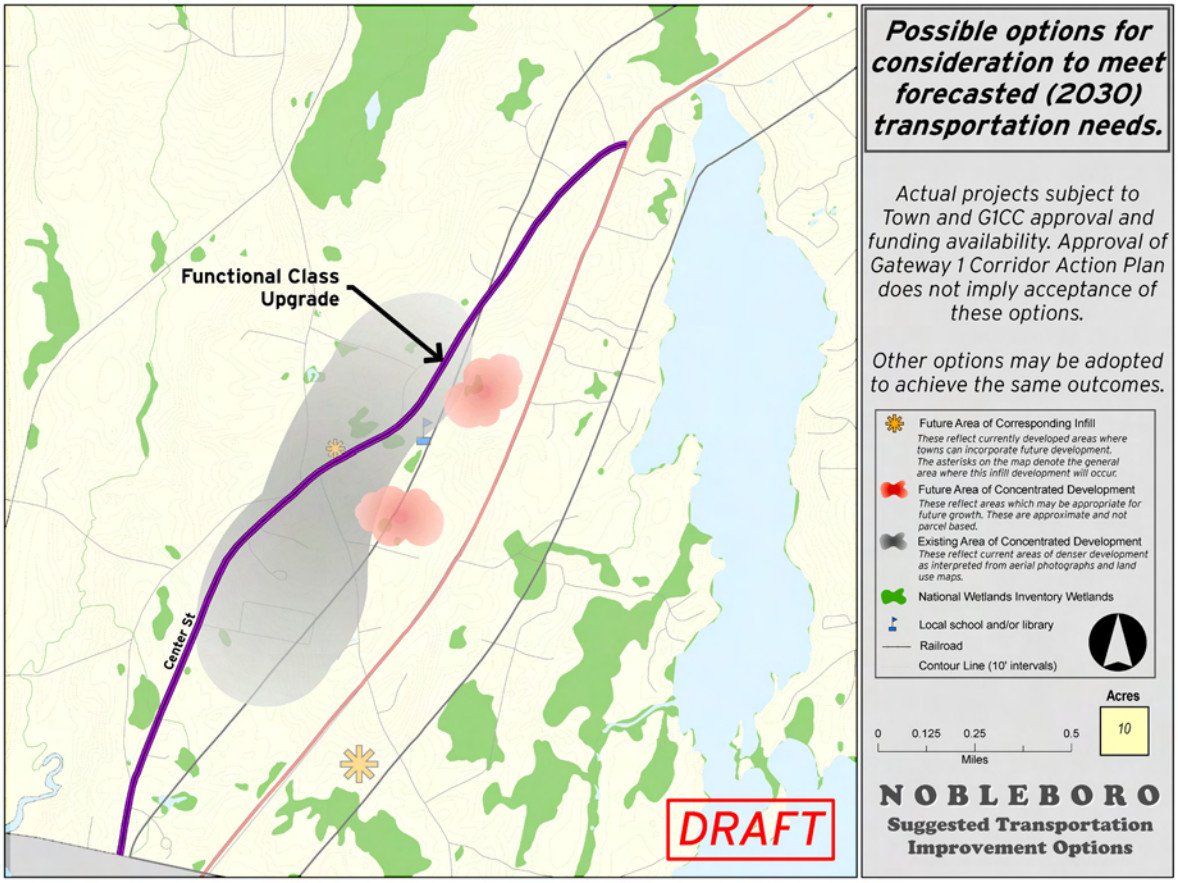


Figure 9-29
Nobleboro

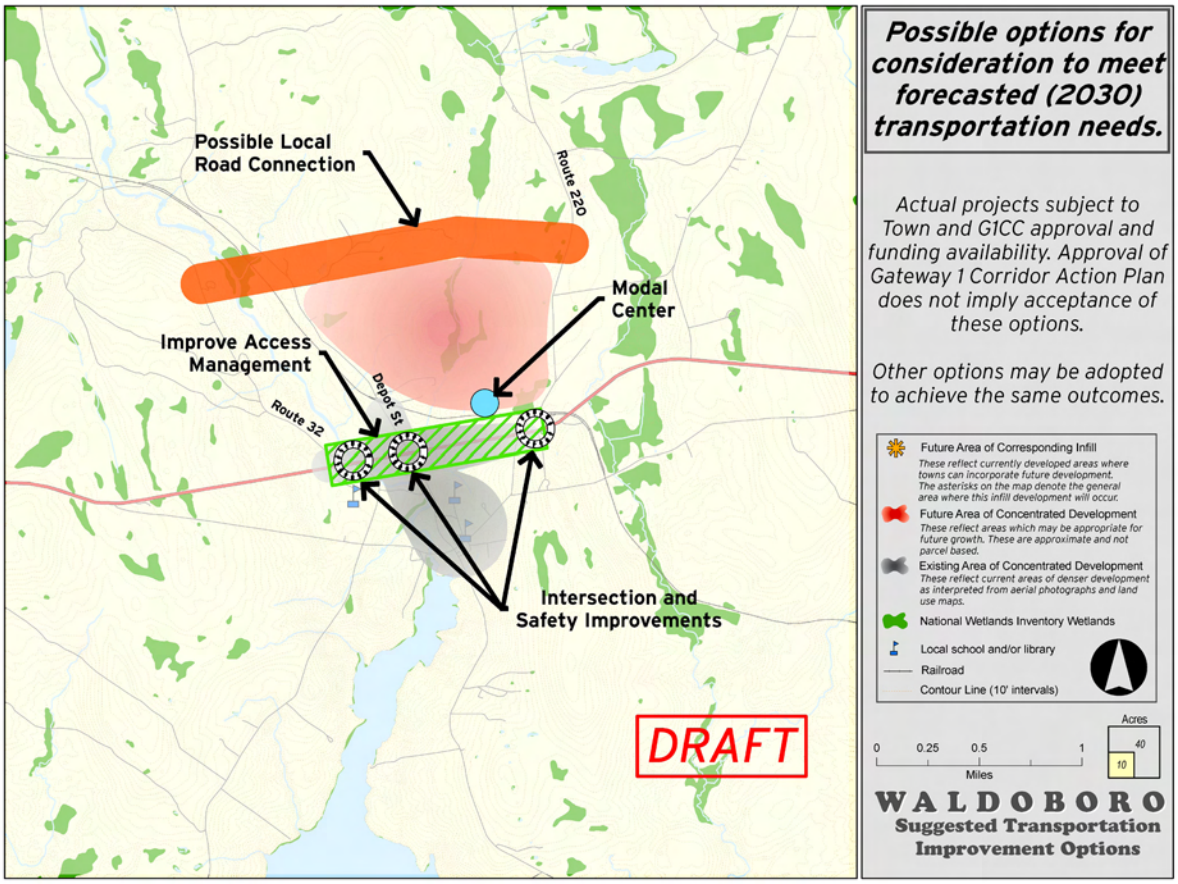


Figure 9-30
Waldoboro

Figure 9-31
Warren

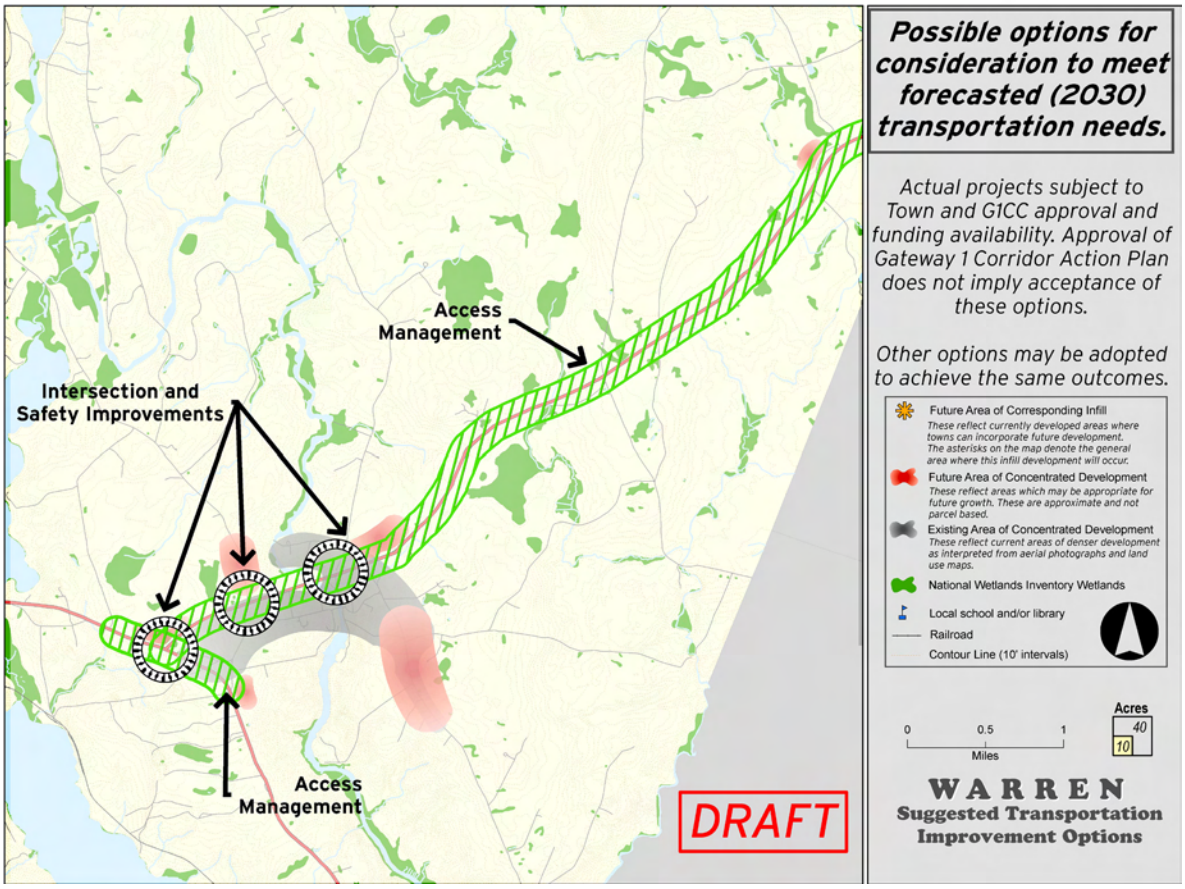
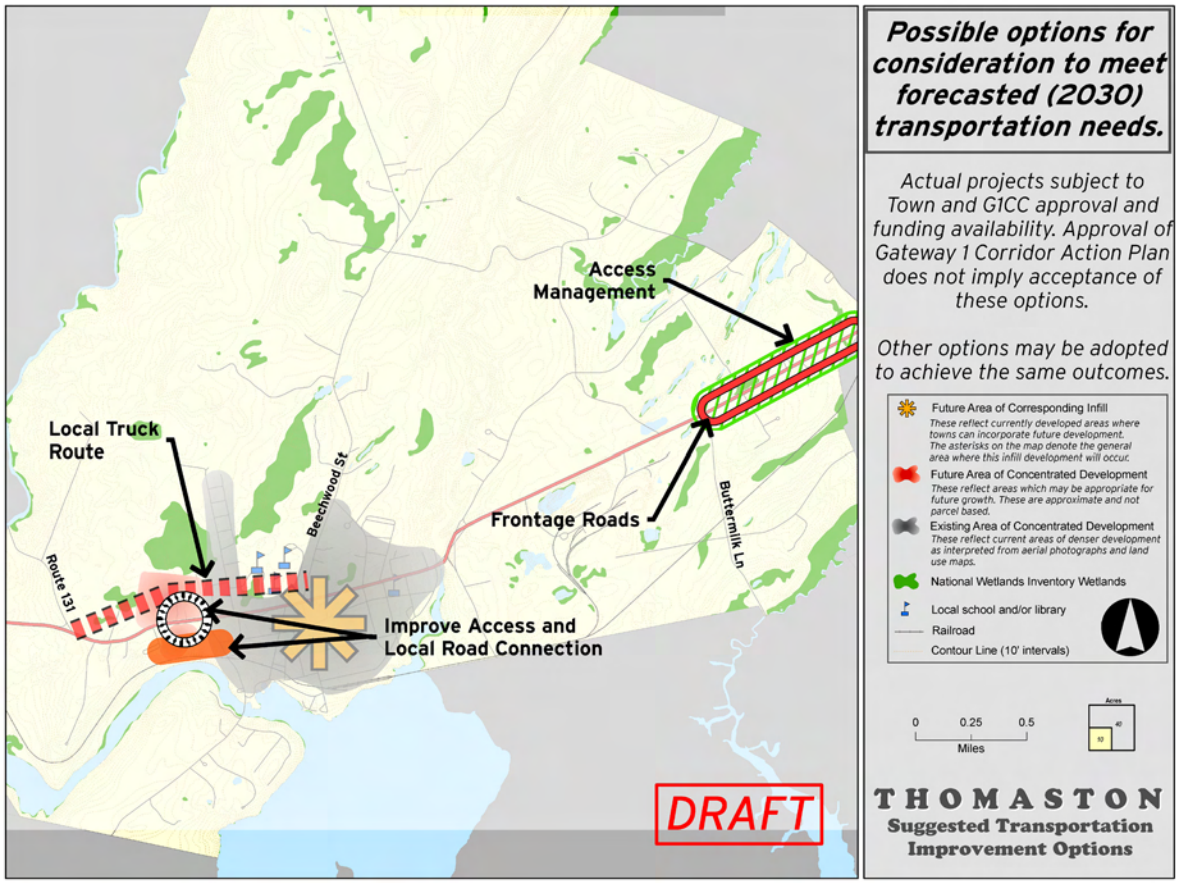


Figure 9-32
Thomaston



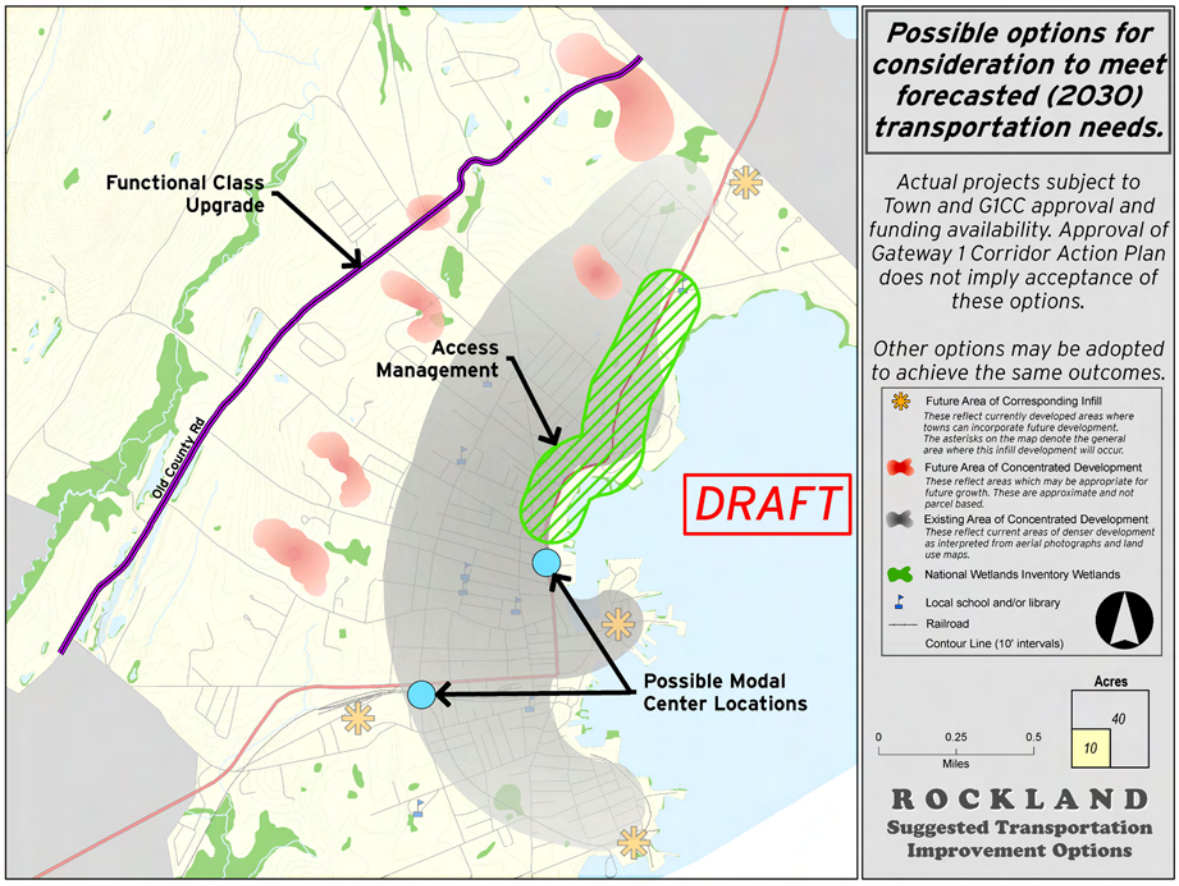


Figure 9-33
Rockland

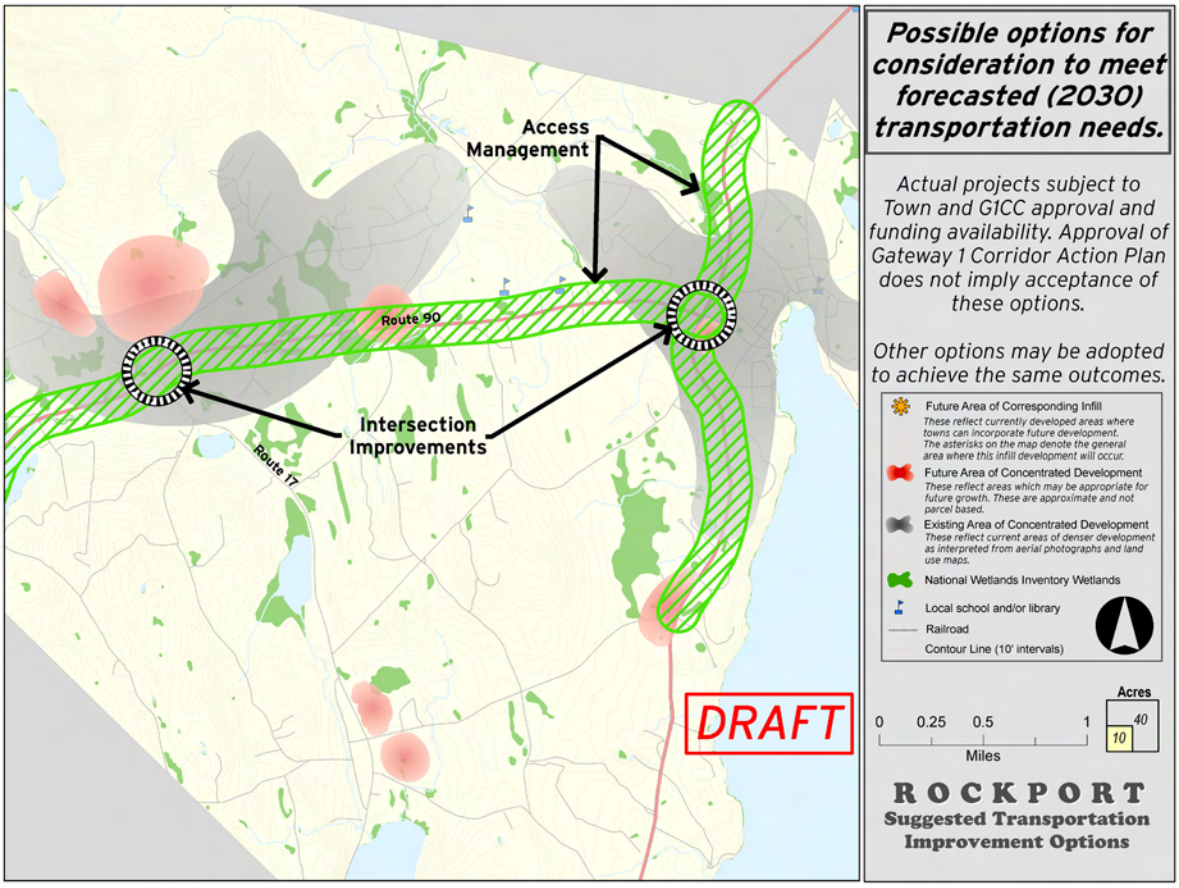


Figure 9-34
Rockport

Figure 9-35
Camden

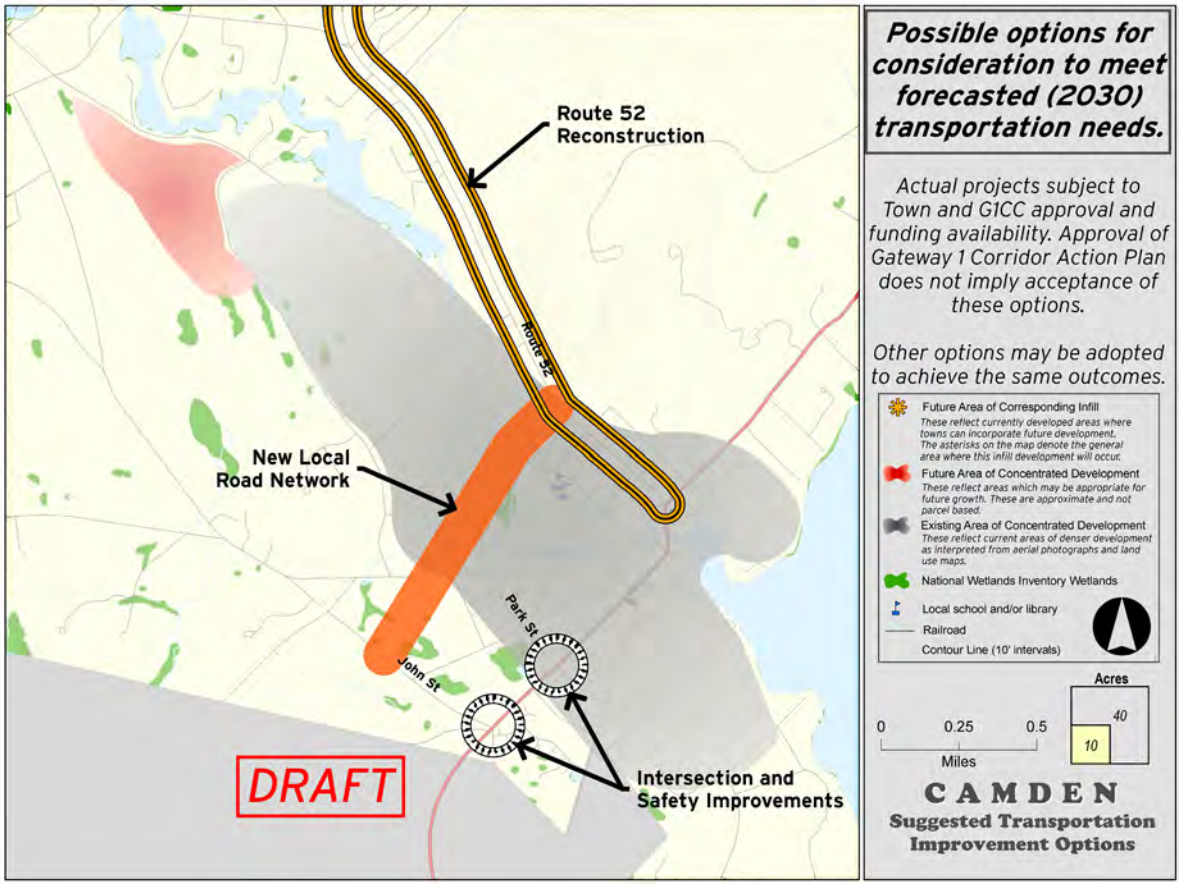
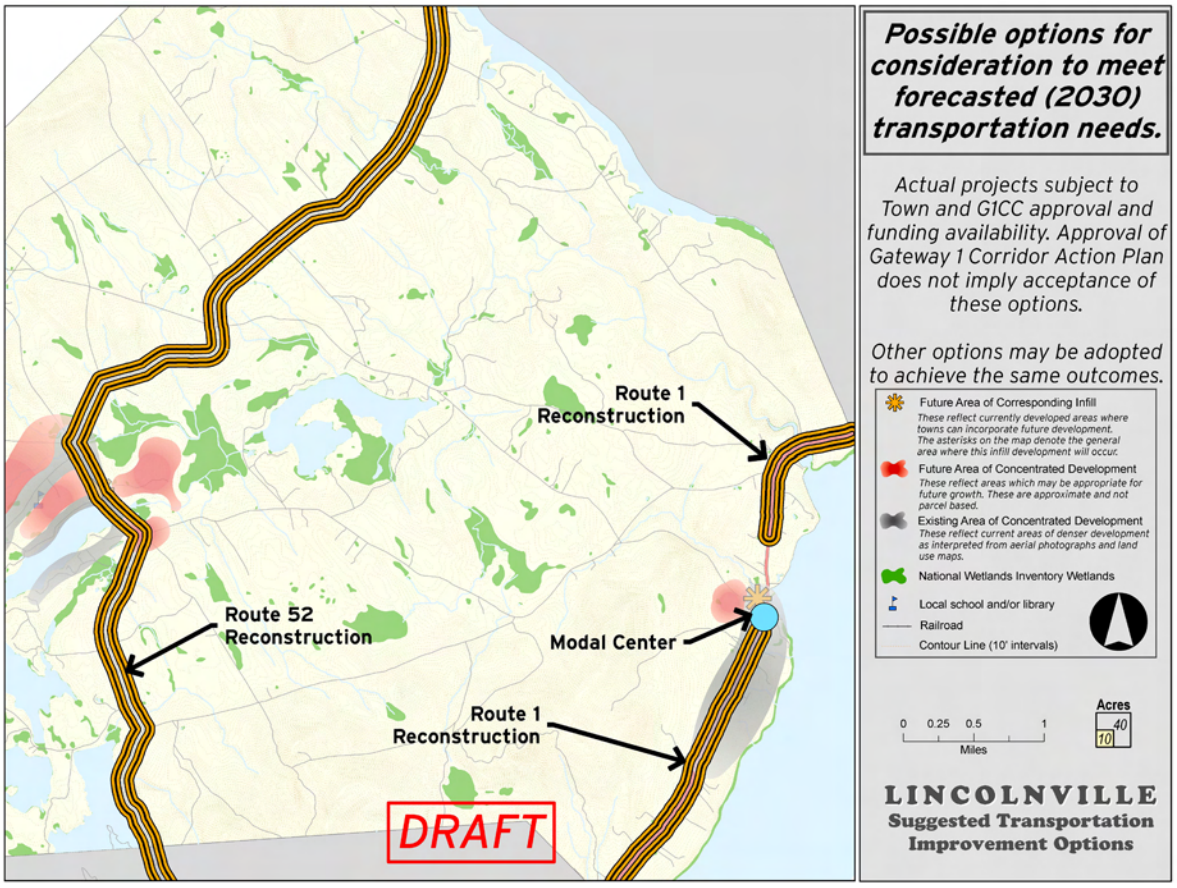


Figure 9-36
Lincolnville



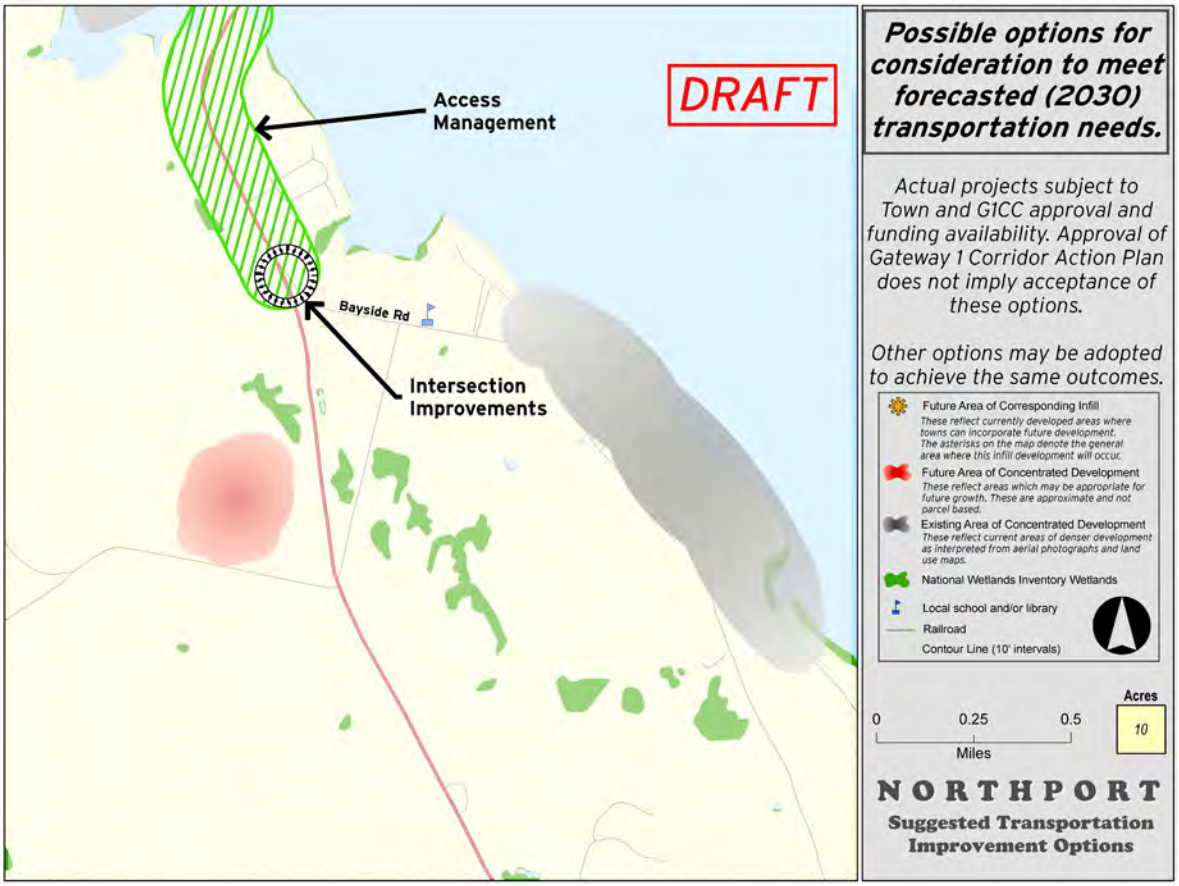


Figure 9-37
Norhtport

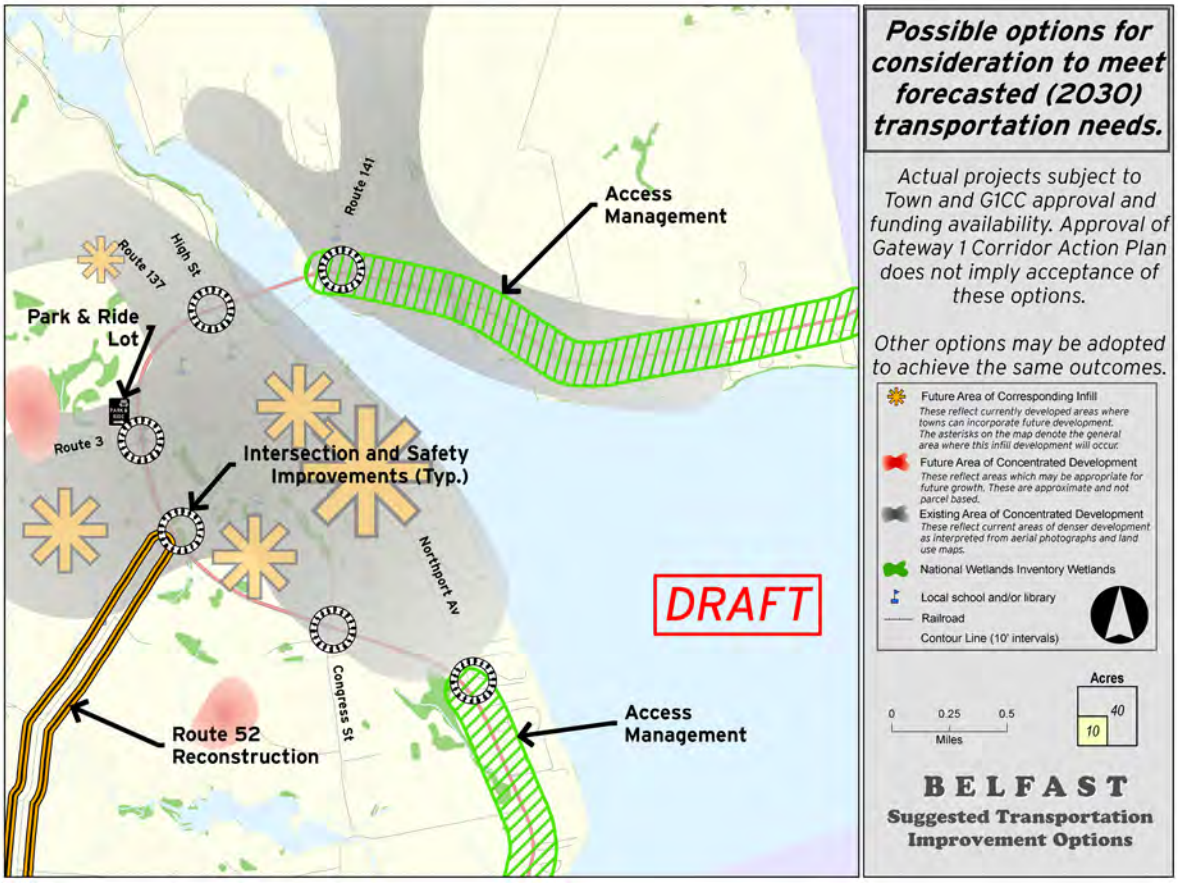


Figure 9-38
Belfast

Figure 9-39
Searsport

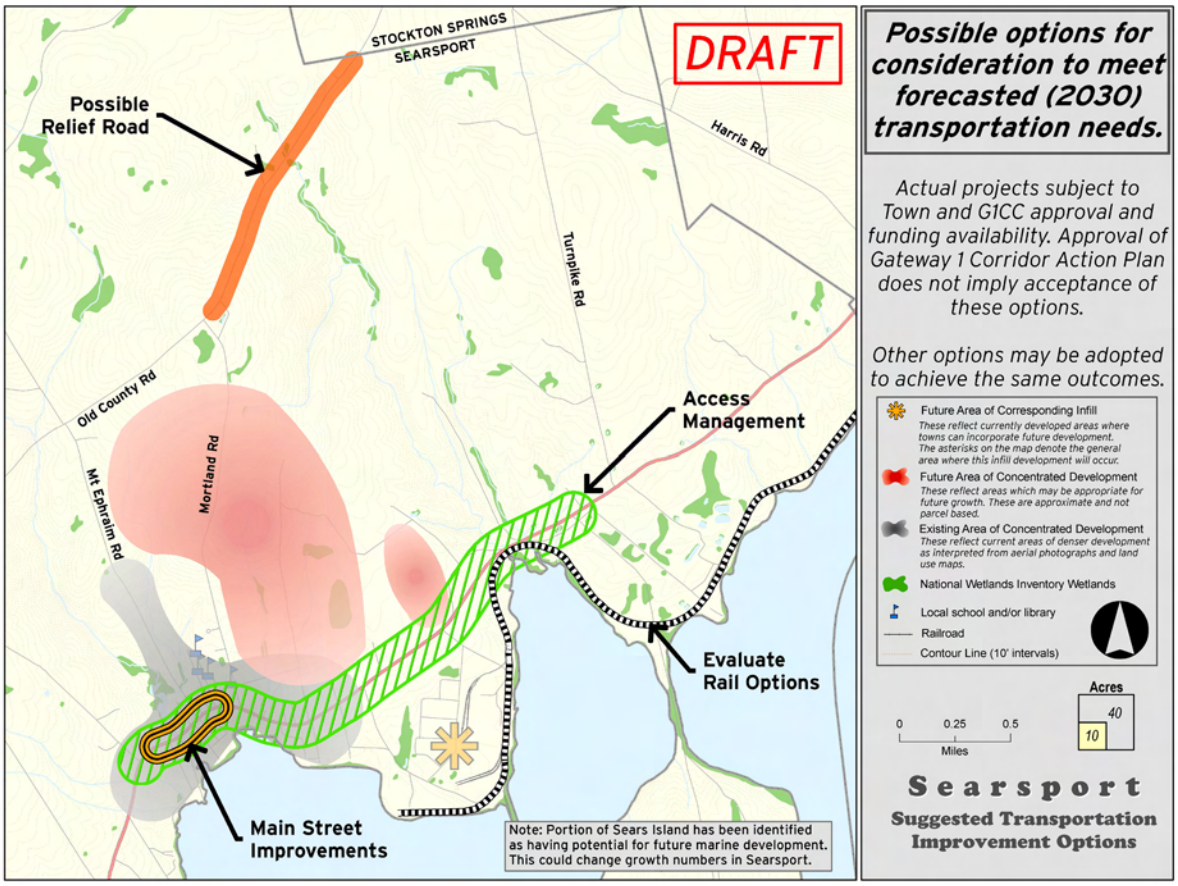
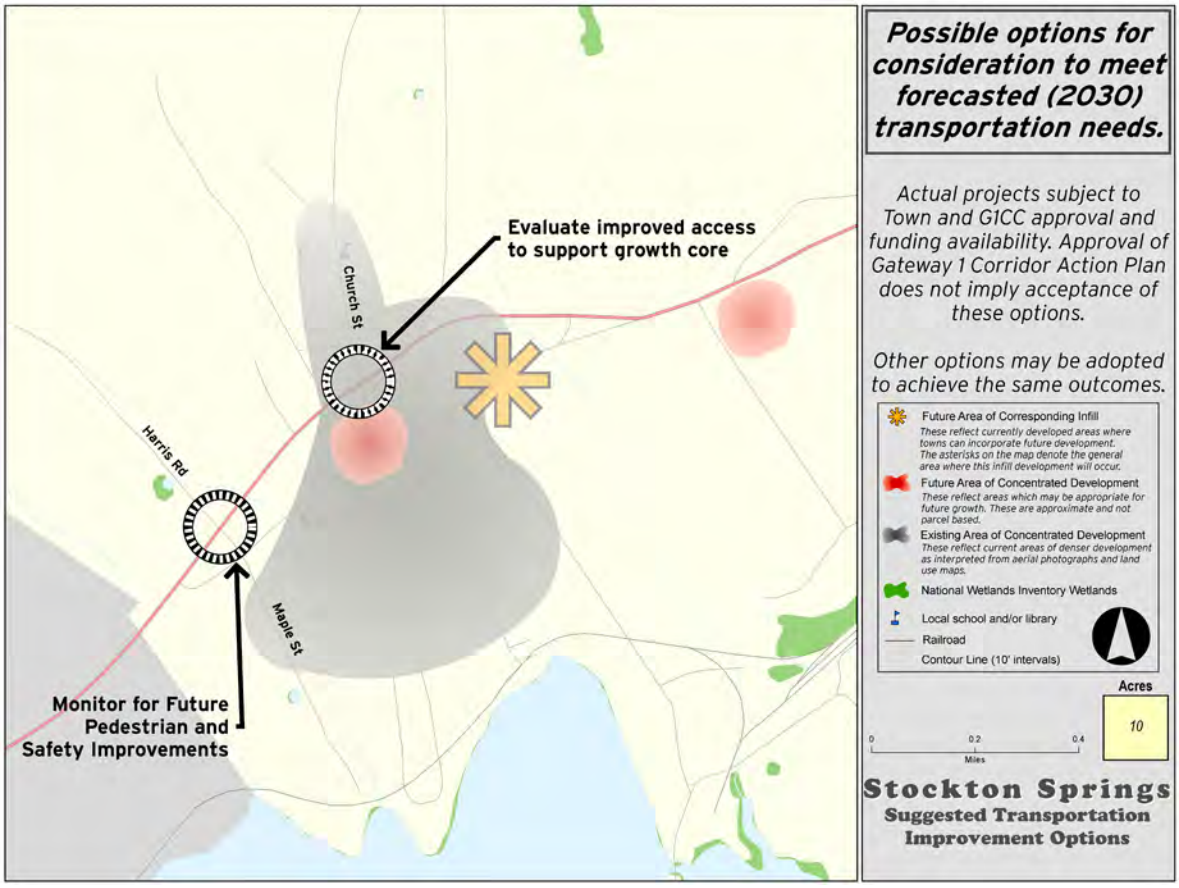


Figure 9-40
Stockton Springs



Appendix 9 contains the full written description of all transportation options. This includes an alternate list of improvement options for each suggested transportation option. These additional options are intended to provide a list of other possible choices for municipal and Corridor Coalition consideration to replace the current recommended options where and when appropriate. Additional solutions are also possible.

Transit Action Package

The intended goal of the Transit Action Package is to create and support a transit network that meets/exceeds the desired outcome of the Community-Centered Corridor pattern. The improvements identified in the Transit Action Package are intended to be a starting point of discussion among the municipalities, Corridor Coalition, MaineDOT, SPO, MaineDEP, Federal Transit Authority (FTA), and FHWA. The process, identified in the Transportation Action Package (TAP), will start within the municipalities with the discussion and identification of transit actions, continue at the regional level, and then move to the Corridor Coalition for recommendation to MaineDOT, and other state and federal agencies. The purpose of the Transit Action Package is to support the investments in the TAP and provide the necessary transit services to meet anticipated demand.

A full transit analysis was not conducted as part of the Gateway 1 Corridor Action Plan. In order to develop fully an appropriate and corresponding Transit Action Package, the following near-term actions are anticipated:

- Conduct a Transit Workshop to review and discuss all transit options and the conditions under which they are most practical. (Fall 2009);
- Conduct a Corridor Transit Study assuming the Community-Centered Corridor pattern. This study, to be overseen by and include input from the Corridor Coalition Interim Steering Committee until the Corridor Coalition is formed, will appropriately identify the required transit goals, needs, and corresponding actions, and clarify the time frame and process for the Transit Action Plan (currently funded in the 2010/2011 MaineDOT Work Plan). The study will provide required information and details so that transit actions can be implemented in a timely manner. Required information would include service type, frequency, and cost; viable funding sources; ability to connect with other modes;
- Identify operational needs and issues from the Transit Action Package and determine who can/will pay for operation and maintenance (as part of Transit Study); and,
- Include the Corridor Coalition in review and discussion of future transit studies as they relate to the Gateway 1 Corridor (ongoing).

Goals and Intent of the Transit Action Package

The following are the goals and intent of the Gateway 1 Transit Action Package. These goals are consistent with and complement the goals identified under the TAP. These should be referenced by the municipalities, Corridor Coalition, MaineDOT, and other state and federal agencies whenever the transit action evaluation and prioritization process is undertaken.

- Support the Community-Centered Corridor outcome by providing transit connectivity between all core growth areas in each community;
- Transit actions and projects must enhance existing or identify new, multi-modal

opportunities and connections that support the anticipated outcomes of Gateway 1. Specifically, this will include passenger and freight rail, intercity bus, regional and local transit, seasonal shuttles, passenger ferry, rideshare and vanpools, pedestrian and bicycle;

- Transit actions and projects must provide specific indication and direction to MaineDOT and other relevant state and federal agencies for project design criteria and elements to be considered as part of each transportation project;
- Support core growth area objectives by providing multi-modal amenities within each core growth area;
- Support development of multi-modal hubs and interconnection among them;
- Allow residents cost-affordable and efficient transportation choices to reach destinations; and,
- Identify safe and efficient paths for schools, public facilities, recreation, and tourism.

Transit Elements

The following elements shall be considered for all transit actions and projects:

- Rail elements (station platforms, shelters, single or multi-story parking):
- Transit elements (shelters, bus turnouts, single or multi-story parking);
- All rail, bus, and transit equipment shall be environmentally friendly and provide opportunity to accommodate other modes; and,
- Improved, safer rail crossings on new or upgraded rail lines.

It is acknowledged that some elements will add overall cost to projects, but the prioritization criteria should be considered in making final determination of appropriateness of these elements. It is recommended that the Gateway 1 Corridor Coalition review and update these elements with MaineDOT and other state and federal at appropriate intervals.

Sections of the Transit Action Package have been derived from the MaineDOT State Transit Plan (2002) and are noted below. The Route 1 Corridor section of the 2002 Transit Plan will be updated based on the new Corridor Transit Study to be conducted in 2010-2011.

Transit Action Package – Identification of Transit Services

A. Local, fixed-route bus services. Implement or upgrade local, daily fixed-route bus services in:

   a. Brunswick;
   b. Bath;
   c. Rockland;
   d. Belfast; and,
   e. Other opportunities as identified.

B. Regional fixed-route commuter services. Assess the feasibility of alternative commuter services in the following corridors:

a. Belfast-Camden-Rockland/Thomaston-Damariscotta-Bath;
b. Brunswick-Bath-Wiscasset;
c. Boothbay Harbor – Wiscasset-Augusta; and,
d. Other opportunities as identified.

C. Intercity Rail: Assess the feasibility of implementing dedicated Amtrak thruway bus service as a precursor to future passenger-rail operations. Maintain seasonal summer rail service between Brunswick and Rockland with goal of providing year-round service. Evaluate feasibility of rail service to Searsport from Bangor.

D. Ferry Service: Evaluate feasibility of seasonal car and passenger ferry service from Rockland to Bar Harbor, and Searsport to Bar Harbor.

E. Seasonal Summer Shuttles: Evaluate the need for and feasibility of summer shuttles in the following communities:

a. Boothbay Harbor to Wiscasset;
b. Damariscotta Peninsula;
c. Rockland, Rockport, Camden, and Lincolnville;
d. Belfast; and,
e. Other opportunities as identified.

Appendix 9 also contains the full listing of all transit options for municipalities in the Gateway 1 Corridor. Additional solutions are also possible. It is intended that this list will be updated upon completion of the Corridor Transit Study in 2010/2011.

CHAPTER 10: The Governing Plan

10.1 Why a Coalition Is Necessary

It is clear that many of the problems of the Corridor cross municipal boundary lines. For example, a number of the Route 1 segments projected to be congested cross municipal lines, and solutions will have to cross municipal lines too. Commuter traffic often passes through two or more towns, and measures to manage it, whether with highway improvements, transit, or better land use management, will be most effective across municipal boundaries. Emergency vehicles frequently must carry patients from town to town en route to hospitals, again requiring a multi-town perspective. The scenic and rural character of the Corridor is cumulative and will depend on common, coordinated action by the Corridor's communities. Certain actions that can decisively move the Corridor toward a Community-Centered Corridor pattern of development, such as a Purchase-and-Transfer of trip rights program, frequently will be practical only if two or more municipalities cooperate.

While municipalities, along with MaineDOT, and other federal and state agencies, have the legal authority to implement the Gateway 1 Corridor Action Plan in their own jurisdictions, the ability to implement jointly will require an Interlocal Agreement (see more on this agreement below). And finally, MaineDOT is willing to transfer the authority to set priorities for transportation improvements to Corridor communities only if they are organized in a way to provide a coordinated voice.

Therefore, the Steering Committee recommends that the Corridor's municipalities, MaineDOT, and other key agencies voluntarily enter into a cooperative agreement to establish a Gateway 1 Corridor Coalition, which would become effective upon adoption by at least 12 municipalities, MaineDOT, and the State Planning Office.

10.2 Benefits of Participation in the Gateway 1 Corridor Coalition

The rules of transportation planning and funding are changing. The backlog of needed projects to maintain the existing transportation system is so large - beyond addressing in the foreseeable future - that transportation agencies must find ways to economize and to manage future demands. Increasingly, they are being forced to pay close attention to the two elements that Gateway 1 embraces: planning simultaneously for efficient transportation and land use; and planning for corridors, especially corridors of economic significance, as a whole.

The Gateway 1 Corridor Coalition is designed to be at the vanguard of this new reality - to act as a prototype - and to position the communities who choose to participate to benefit from a new relationship with MaineDOT and, through MaineDOT, the Federal Highway Administration. This new relationship amounts to a power sharing arrangement between those who control land use (the municipalities) and those who manage the transportation system (MaineDOT and FHWA). How robust and successful this arrangement becomes depends on the level of commitment made to it by each.

MaineDOT is willing to invest in the relationship with a key incentive. As part of the cooperative agreement establishing the Corridor Coalition, it will share authority with participating municipalities to set priorities for transportation construction and transit projects. MaineDOT will

provide technical assistance to the Corridor Coalition member municipalities in developing a sound prioritization process in response to the Gateway 1 Corridor Action Plan and state and local goals. Specifically, as the Corridor Coalition achieves certain organizational milestones, MaineDOT will, first, turn to the Corridor Coalition to prioritize needs for inclusion in the Department's Six-Year Plan. The Six-Year Plan specifies the projects that should move to scoping and engineering studies and sets the stage for later inclusion in the Department's Biennial Capital Work Plan. Second, MaineDOT will transfer to the Corridor Coalition the right to prioritize Corridor transportation improvements to be included in the Biennial Capital Work Plan. Projects that make their way into the Biennial Capital Work Plan are, within the limits of actual funding, the ones that are budgeted and implemented.

Municipalities that choose to participate in the Corridor Coalition will be at the table as regional priorities are set. Those that do not participate may continue to deal with MaineDOT directly, as they do today, but MaineDOT will refer all project requests to the Corridor Coalition for recommendations to be made in the context of all identified needs.

Beyond this key benefit, the Corridor Coalition opens the door to regional cooperation on land use and transportation planning that would be difficult, perhaps impossible, without it. The Corridor Coalition can act as the official forum for communications among communities. Where there is agreement among the participating municipalities on needed regional solutions, the Corridor Coalition can provide a grass-roots, unified voice that will be hard for decision-makers and funders in all corners of state and federal government to resist.

10.3 Legal Authority

Maine's Interlocal Cooperation Act (Title 30-A, M.R.S.A. Chapter 115) enables public agencies, including municipalities and state agencies, to agree voluntarily to exercise jointly the powers that each individually possess. The mechanism for doing so is a cooperative agreement among the jurisdictions, which must be individually adopted by the governing bodies of each of the participating municipalities and agencies. Many of Maine's municipalities have experience with such agreements for example, for regional management of solid waste or for sharing municipal services.

The agreement describes the functions to be jointly exercised, the precise nature of the legal or administrative entity that will carry out the functions, how the joint undertaking will be financed, and the duration of the agreement.

Importantly, the Gateway 1 Corridor Coalition formed by an Inter-Jurisdictional Agreement would not be another layer of authority in the region. Rather, the entity established would be a legal vehicle for the sharing of existing authority held by the participants.

The Steering Committee carefully considered different options for the functions that a Gateway 1 Corridor Coalition should perform and how it should be governed. The rest of this chapter provides the Steering Committee's guidance for the terms of an Inter-Jurisdictional, cooperative agreement, that will be fully drafted and considered for adoption as part of the implementation of the Gateway 1 Corridor Action Plan.

10.4 Letting the Gateway 1 Corridor Coalition Evolve

As will be described below, the proposed Corridor Coalition's duties will span both land use and transportation planning. The Steering Committee recommends that the new Corridor Coalition grow into these duties in stages in order to earn the trust of the participating municipalities and agencies and to gain experience. The time frames indicated are best guesses; participating municipalities and agencies can accelerate the joint exercise of their land use and transportation planning responsibilities at any time. Indeed, the experience built-up by the Steering Committee over a four-year planning process has given a formal Corridor Coalition a big head start in building the trust and understanding that will be needed to succeed in its mission.

The Steering Committee describes the three stages of development as:

Stage 1: Trust-Building

Duration: May require one to two years.

Relationship to Participating Municipalities and Agencies: A period of trust-building; taking time to demonstrate the ability of the new entity to help municipalities and agencies meet the objectives of Gateway 1.

Focus of Activity: Education and outreach to officials and the public as to the purpose of Gateway 1, the Community-Centered Corridor pattern of development, and the actions needed to achieve it; technical assistance to municipalities to help them begin implementing the basic actions in the action plan; and organizational set-up, including building relationships among the participating municipalities and agencies and adopting standards for conducting business.

Stage 2: Earned Responsibilities

Duration: May require two to five years (could be as soon as one year).

Relationship to Participating Municipalities and Agencies: A period of earned responsibilities; the Corridor Coalition would begin carrying out more of the responsibilities assigned to it by the cooperative agreement.

Focus of Activity: In addition to education, outreach and technical assistance, the Corridor Coalition steps up its transportation and land use planning roles; prioritizes MaineDOT transportation improvements for inclusion in its Six-Year and Biennial Capital Work Plans; increases its land use consultation with municipalities; and monitors progress toward implementation of the Gateway 1 Corridor Action Plan.

Stage 3: Full Partnership

Duration: May require up to five years; ongoing (could be sooner).

Relationship to Participating Municipalities and Agencies: Full partnership; the Corridor Coalition more fully carries out the duties assigned to it by the cooperative agreement and is accountable for them.

Focus of Activity: In addition to the earlier roles and as available funding permits, the Corridor Coalition prioritizes a biennial allotment of transportation improvement funds targeted to the Gateway 1 Corridor from MaineDOT for inclusion in MaineDOT's Biennial Capital Work Plans; provides formal advisory comments on land use matters to local planning boards; and helps cooperating municipalities implement multi-municipal actions such as a Purchase-and-Transfer of Trip Rights program.

10.5 Recommended Functions of the Gateway 1 Corridor Coalition

As the saying goes, form follows function. Therefore, before the Steering Committee arrived at a recommendation for what kind of organization the new Corridor Coalition should be, it first reviewed, debated, and reached agreement on what functions it should be asked to perform. It recommends the following seven principal functions:

1. Education and outreach to Corridor municipalities, Corridor citizens, and state agencies.

2. Advocacy and oversight relating to the implementation of the Gateway 1 Corridor Action Plan, including advocating to MaineDOT for the funds needed for implementation, for legislation if and when it is required, and for all parties to meet their timetables for implementing the actions called for in the plan. It should in all instances avoid advocacy that is related to political causes.

3. Technical assistance to municipalities to help implement Gateway 1 actions, especially land use actions, using a combination of approaches, including:

    a. Model documents and language for Comprehensive Plans and ordinances;
    b. Customized assistance to individual communities and groups of communities; and,
    c. With the necessary funding in place, investment funding to municipalities.

4. Transportation planning, including:

    a. Periodic updates of the Gateway 1 Corridor Action Plan;
    b. Other studies of transportation needs for possible inclusion in MaineDOT's Six-Year Transportation Improvement Plan; and,
    c. Biennial recommendations for capital improvements for MaineDOT's Biennial Capital Work Plan.

5. Monitoring of progress toward implementation of Gateway 1 actions, with annual reports to state and local governments.

6. Review of private, county, or municipal development projects in the Corridor for consistency with the Gateway 1 Corridor Action Plan and the Community-Centered Corridor pattern of development. The cooperative agreement should specify that the Corridor Coalition will play an advisory role in review of projects over certain sizes, in certain locations, and/or with likely significant effects on the Corridor. The Corridor Coalition would be responsible for providing comments to local planning

boards on consistency with the Gateway 1 Corridor Action Plan, and local planning boards would be required to respond to these comments in the findings of fact supporting their decisions on the projects.

7. Spearheading implementation of regional actions needed to bring about a Community-Centered Corridor, such as a Purchase-and-Transfer of Trip Rights program or a Transfer of Development Rights program. This assistance would be evolutionary, along with the stages of development of the Corridor Coalition. Initially, it would provide education and outreach on the ideas and prepare model documents that would help interested municipalities implement them. In the second stage of the Corridor Coalition's development, it would offer to help communities that are in the process of implementing a program by offering to serve as a broker of transactions under the programs. Ultimately, it could itself be the sponsor of regional versions of the programs, establishing an appropriate "arms-length" subsidiary for this purpose. (The Steering Committee discussed the possibility of accelerating a Corridor Purchase-and-Transfer of Trip Rights program by seeking up-front capitalization from external sources for initial purchases.)

10.6 Governing Structure of the Gateway 1 Corridor Coalition

The Steering Committee recommends that the Corridor Coalition be a single, Corridor-wide entity. It will be formed upon the signing of an Inter-Jurisdictional Agreement under the Interlocal Cooperation Act by at least 12 municipalities and the MaineDOT. It will have the following recommended structure:

1. **Municipal Membership:** The 20 Corridor municipalities from Brunswick to Stockton Springs are eligible to join into the agreement and to be represented on a governing board of the Gateway 1 Corridor Coalition as voting members. The agreement or bylaws prepared according to the agreement would allow municipal membership to be expanded over time.

2. **State and Federal Agency Membership:** MaineDOT, the State Planning Office, other state agencies upon whom implementation of the Gateway 1 Corridor Action Plan depends (such as Maine Department of Environmental Protection and the Maine State Housing Authority), and the Federal Highway Administration are eligible to join into the agreement and to be represented on the governing board. However, given their statutory, statewide (or federal) charters and the likelihood that they must balance the needs of the Corridor against other needs in the state, they will be non-voting members.

3. **Representation:** One voting representative and one alternate will be appointed by the municipal officers of each participating municipality. One non-voting representative and one alternate will be appointed by the commissioner or director of each participating state or federal agency. Each municipality will have one vote on the governing board. Representatives may serve a maximum of three consecutive three-year terms.

4. **Sub-Regions:** The Corridor's municipalities will divide themselves into sub-regions

based on factors they choose (natural features, planning region, service center/labor market boundaries, county boundaries, histories of cooperation, etc.). There must be at least three communities per sub-region; the municipalities in a sub-region must be contiguous (or, if not all municipalities in a sub-region choose to participate in the Gateway 1 Corridor Coalition, as contiguous as possible); no municipality can be isolated; and the Corridor should be divided into not more than five sub-regions.

5. **Sub-Regional Committees:** Each sub-region may be represented by a sub-regional committee of up to three representatives from each municipality in the sub-region. These representatives will be appointed by the municipal officers of each participating municipality at the same time that the municipal officers appoint the representative and alternate to the Corridor Coalition's governing board. The duties of the sub-regional committees will be to:

   - Serve as liaisons for local-level planning and technical assistance;
   - Prepare recommendations for transportation improvements in their respective sub-regions to the Corridor Coalition's governing board; and,
   - Appoint an audit committee from among their members to evaluate progress on implementing the Gateway 1 Corridor Action Plan and to evaluate performance of the Corridor Coalition.

6. **Executive Committee:** The governing board will appoint an executive committee, which must have at least one representative from each sub-region, to attend to routine matters of the Corridor Coalition (but not matters of policy, budget, or other non-routine matters).

7. **Public Participation:** All meetings of the Corridor Coalition's governing board and sub-regional committees must be open to the public. The governing board must establish a written policy to solicit public input at its meetings and on budgetary, programmatic, and other significant decisions. The policy must require that the governing board adopt a public participation plan for projects and decisions with major impacts. The plan would be developed as part of the scoping of major projects when those are funded. In addition, other municipalities that are not part of the Corridor Coalition, including those outside the immediate Corridor, will be invited to Coalition and Sub-regional Committee meetings as observers.

8. **Terms of Departure:** The Steering Committee recommends that a participating municipality may terminate its participation on the Corridor Coalition with one year's notice. Departure would mean losing the incentives that will be available through participation and MaineDOT and other state and federal agencies.

10.7 Staffing and Funding

Decisions on staffing and funding of the Gateway 1 Corridor Coalition must be made as part of the discussions leading to a full draft of a cooperative agreement. Options include:

- **State and Federal Funding**: MaineDOT will provide funding in its FY 2010 and

2011 biennial budget to support the initial staffing for implementation of the Gateway 1 Corridor Coalition, including the effort necessary to draft and put into place an Inter-Jurisdictional Agreement. This administrator will provide support to the Interim Steering Committee as they work to assure adoption of the plan in at least 12 Corridor communities. The funding will support a Gateway 1 administrator who will aid in municipal and public education regarding the plan, evaluation of changes to Comprehensive Plans, general planning strategies, and other actions to support adoption and implementation of the plan. A complete list of administrator responsibilities may be found in the Appendix of this plan.

Other possible sources of state funds include regional grant programs (such as those offered by the State Planning Office, the Department of Administrative and Financial Services, and the Maine Municipal Bond Bank in the past).

- **Regional/County Planning Organizations**: The four existing regional/county planning entities that serve the Mid-Coast may be able to seek federal, state, and other grants to enable their staffs to provide routine assistance to the Corridor Coalition. In addition, it may be possible for MaineDOT and the planning organizations to re-program portions of MaineDOT's existing contract dollars to allow their planning staffs to assist the Corridor Coalition. Each of the four has just one or two persons within their agencies or offices, but they could develop teaming arrangements among themselves and other entities to share time and skills both at the Corridor and the sub-regional levels. The Corridor Coalition, of course, must decide who they will engage for support and assistance, and what roles, if any, supporting organizations or consultants should be asked to play.

- **Local Funding**: Participating municipalities will need to discuss their willingness and ability to assist in the staffing and funding of the Corridor Coalition. Local financial assistance could be either cash or in-kind (e.g., providing needed legal or cartographic assistance through in-house staff, provision of Gateway 1 staff office space and equipment, and supply donations or photocopying services).

- **Project-Specific Funding**: The Corridor Coalition may be able to secure funds from agencies or foundations for specific projects or tasks, such as education and outreach or development of a major tool like Purchase-and-Transfer of Development Rights.

- **Other Funding**: The Corridor Coalition administrator and governing board will be responsible for developing additional funding sources for the Corridor Coalition as defined in the bylaws under Administrator Roles and Responsibilities. These two items will be developed by the Interim Steering Committee and the administrator.

CHAPTER 11: Signing On

11.1 Establishing a Gateway 1 Corridor Coalition

Pivotal to the success of the Gateway 1 Corridor Action Plan is the formal commitment of municipalities and State agencies to do their parts, as outlined in earlier chapters. The formal commitments will come in the forms of a 12-month Start-up Agreement, followed by a more permanent Inter-Jurisdictional Agreement created under Maine's Interlocal Cooperation Act. Among other things, this type of cooperative agreement will establish a Gateway 1 Corridor Coalition, as described in Chapter 10, to assist in implementing the Gateway 1 Corridor Action Plan.

11.2 How to Become Part of the Gateway 1 Corridor Coalition

The three steps to becoming a Gateway 1 community or agency are as follows:

START-UP AGREEMENT: Within 90 days of receiving the Gateway 1 Corridor Action Plan (or by approximately October 31, 2009), sign a 12-month Start-up Agreement, a draft of which is included in this chapter, which continues the momentum toward a long-term arrangement to implement the plan. Once at least 12 municipalities, the MaineDOT, and the Maine State Planning Office sign the Start-up Agreement, MaineDOT will begin providing technical-assistance funding to the participating communities to start work on the basic actions described in this Gateway 1 Corridor Action Plan. Other state and federal agencies invited to participate in the Start-up Agreement include the Federal Highway Administration, the Maine Department of Environmental Protection, and the Maine State Housing Authority.

A suggested Start-up Agreement is attached at the end of this chapter. It is hoped that this agreement can be signed as drafted. However, if one or more parties – a municipality or a state agency – believes a revision is needed in order for them to sign, the Gateway 1 Interim Steering Committee will serve as a venue to discuss and agree upon any revisions.

DURING THE 12-MONTH START-UP AGREEMENT PERIOD: Under the Start-up Agreement, each municipality will be asked to (1) adopt the Gateway 1 Corridor Action Plan as an addendum to its local Comprehensive Plan (or incorporate it into the body of the Comprehensive Plan if that is easier); and (2) work with fellow communities and state agencies to finalize an Inter-Jurisdictional Agreement under Maine's Interlocal Cooperation Act that (a) commits to long-term implementation of the Gateway 1 Corridor Action Plan; and (b) establishes the Gateway 1 Corridor Coalition, as described in Chapter 10.

If a municipality adopts the Gateway 1 Corridor Action Plan as part of its Comprehensive Plan, including the concept and general locations of the core growth areas proposed as part of a Community-Centered Corridor, MaineDOT, and the State Planning Office will agree to find the municipality's plan consistent under the rules governing the Sensible Transportation Policy Act and the Growth Management Act.

Further, all municipalities and state agencies are urged to begin implementing the basic actions of the plan as soon as possible during the start-up period, and MaineDOT will provide technical

assistance grants to help get these actions into place. MaineDOT also will fund a technical advisor/administrator (in addition to ongoing funding of regional planning agencies) to assist the municipalities in creating the Gateway 1 Corridor Coalition and to provide education, outreach, and other assistance to participating municipalities.

INTER-JURISDICTIONAL AGREEMENT: The goal is to have an Inter-Jurisdictional Agreement, as enabled under Maine's Interlocal Cooperation Act, in place and signed upon expiration of the Start-up Agreement, or by approximately October 2010. Drafting the agreement will be an important activity under the Start-up Agreement. The Inter-Jurisdictional Agreement will have two parts:

(1) Commitment by participating municipalities and agencies that each will pursue implementation of the actions asked of it in the Gateway 1 Corridor Action Plan; and,

(2) Establishment of the Gateway 1 Corridor Coalition to provide long-term education, outreach, and technical assistance to its members, accept shared authority and responsibility with the MaineDOT to set priorities for transportation improvements in the Corridor; monitor land use practices in the Corridor; and spearhead implementation of actions, including advanced actions, that require or would benefit from multi-municipal cooperation. The Gateway 1 Corridor Coalition will be activated once at least 12 Corridor municipalities, the MaineDOT, and the State Planning Office have signed the Inter-Jurisdictional Agreement. Chapter 10 more fully describes the functions and governing structure of the proposed Coalition.

11.3 Outline of an Inter-Jurisdictional Agreement to Implement the Gateway 1 Corridor Action Plan

Under the terms of the Start-up Agreement, the municipalities and agencies will consider an Inter-Jurisdictional Agreement, a type of cooperative agreement, that lays out the detailed actions and timelines for fully implementing the Gateway 1 Corridor Action Plan and establishes an Inter-Jurisdictional Gateway 1 Corridor Coalition under the Maine Interlocal Cooperation Act. Whereas the Start-up Agreement is intended to provide the parties with the time and room to adopt the Gateway 1 Corridor Action Plan and to finalize details of the proposed Corridor Coalition, the Inter-Jurisdictional Agreement provides the vehicle for long-term implementation of the Gateway 1 Corridor Action Plan.

A. **Eligible Parties to the Inter-Jurisdictional Agreement and Threshold Participation:**

Should municipalities that have not yet adopted the Gateway 1 Corridor Action Plan as an Addendum to a Comprehensive Plan by the end of the 12-month period be eligible to participate, or is it sufficient that this is a work-in-progress?

B. **Establishment of the Gateway 1 Corridor Coalition:**

Maine's Interlocal Cooperation Act allows municipalities and all other public agencies of the state (and federal government, if its statutes allow) to jointly exercise any of the powers that they individually enjoy and wish to share. The Gateway 1 Corridor Coalition will be a legal entity formed under the act to jointly pursue implementation of the Gateway 1

Corridor Action Plan, in part through sharing by municipalities and state agencies of their respective land use and transportation planning authorities. The extent and limits of this shared authority are described generally in Chapter 10, The Governing Plan, but will need to be finalized during the start-up year.

Under Maine's Interlocal Cooperation Act, an agreement for joint exercise of powers must specify the following (30-A M.R.S.A §2203):

1. Its duration;
2. The precise organization, composition and nature of any separate legal or administrative entity created by the agreement together with the powers delegated to that entity;
3. Its purpose;
4. The manner of financing the joint or cooperative undertaking and of establishing and maintaining a budget for the undertaking;
5. The method to be used to partially or completely terminate the agreement and to dispose of property upon termination; and,
6. Any other necessary and proper matters.

C. **Responsibilities of State and Federal Agencies:**

1. The actions expected of the Maine Department of Transportation, Federal Highway Administration, State Planning Office, and other state agencies intended to be signatories to the cooperative agreement (such as Maine Department of Environmental Protection, whose cooperation will be needed in matters such as supporting sewerage collection and wastewater treatment facilities, and Maine State Housing Authority, whose cooperation will be needed to support workforce housing including its location);
2. The financial assistance and financial incentive packages, pursuant to the Sensible Transportation Policy Act and the Gateway 1 Corridor Action Plan, to which MaineDOT, State Planning Office, and other state agencies are willing to commit to assist municipalities in implementing the Gateway 1 Corridor Action Plan;
3. Eligibility for incentives: what progress should be required toward implementing the Gateway 1 Corridor Action Plan, within what periods of time, in order to be eligible for the incentives? The suggested packaging of actions and incentives is presented in Chapter 8, State Actions, of the Plan;
4. Acknowledgement by the Federal Highway Administration that certain actions taken by the parties to the Inter-Jurisdictional Agreement and by the Gateway 1 Corridor Coalition established to help implement the Gateway 1 Corridor Action Plan will contribute to elements of compliance with the requirements of the National Environmental Policy Act and similar laws and rules to which federal transportation investments and decisions may be subject. What about towns agreeing to abide by state and federal laws?; and,
5. Expectation that the agencies, in the course of carrying out their missions, will align decisions affecting transportation and land use with the objectives and best practices in the Gateway 1 Corridor Action Plan; will identify opportunities for connecting other state initiatives with the Gateway 1 Corridor Action Plan; and will facilitate resolution of conflicts or inconsistencies that may arise between the other

state programs and Gateway 1.

D. **Responsibilities of Municipalities:**

1. The actions expected of municipalities, consistent with the recommendations of Chapter 6 of the Gateway 1 Corridor Action Plan, to implement the plan; and,
2. Expectation that agencies, in the course of carrying out their missions, will align decisions affecting transportation and land use with the objectives, criteria, and best practices in the Gateway 1 Corridor Action Plan.

E. **Timetable:**

A timetable for implementation of actions for which each party is responsible, generally following the guidance that basic actions should be implemented within three to five years and intermediate actions should be implemented within five to 10 years. The timetable for advanced actions likely will vary, depending on the readiness of the communities.

F. **Staffing and Funding Plan:**

A description of the staffing requirements at the state and local levels to carry out the Inter-Jurisdictional Agreement, the relationship of this staffing to the staffing needs of the Gateway 1 Corridor Coalition, and a plan for funding of staff.

G. **Cooperation with Existing Regional Organizations:**

Acknowledgement of other regional planning and economic development organizations with whom cooperation will either be required or beneficial to the implementation of the Gateway 1 Corridor Action Plan.

H. **Amendment:**

Provision for amendment of the Inter-Jurisdictional Agreement.

START-UP AGREEMENT
for the
IMPLEMENTATION OF THE GATEWAY 1 CORRIDOR ACTION PLAN IN THE ROUTE 1 CORRIDOR FROM BRUNSWICK TO STOCKTON SPRINGS

WHEREAS:

1. Routes 1 and 90 are a Corridor of regional economic significance for transportation in the State of Maine; and,

2. The participants of the Gateway 1 Transportation and Land Use Planning Study, which was authorized in a Memorandum of Understanding dated 2005, have agreed on three long-term outcomes for the Mid-Coast Routes 1 and 90 Corridor: the ability to move people and goods smoothly and safely through the Routes 1 and 90 Corridor by multiple modes; the ability to grow jobs - and a related tax base - in the Corridor; and preservation of the scenic, small-town, and rural qualities that are the pride of Corridor residents and attract people from around the world; and,

3. After four years of collaborative work to determine how to achieve these outcomes, the participants have agreed that all the evidence points to the need to adopt a new pattern of development, a pattern that, above all others, can achieve these outcomes simultaneously and with significant benefit to Corridor residents. This pattern is referred to as the Transit-Oriented Corridor pattern of development; and,

4. It is evident that a Transit-Oriented Corridor pattern of development will require dramatic shifts in local and state policies and in many individual decisions in the market place and is, therefore, a pattern that will be able to evolve only over a long period of time; and that the evolution must begin with an interim pattern of growth that can serve both as a stepping stone and as an effective pattern of growth in its own right. This pattern is referred to as the Community-Centered Corridor pattern of growth; and,

5. At the heart of this pattern is a 21st century version of the Corridor's New England village heritage: groupings of core growth areas separated by rural spaces, connected by multiple means of travel, and collectively offering a balance between jobs and homes for the workers that hold those jobs. Some of these core growth areas can be specialized as residential places, some, as commercial or industrial places, and others will have a mix of uses, but together they provide many of the jobs, services, and goods needed by the region's residents and visitors; and,

6. The future benefits of a Community-Centered Corridor, compared with a continuation of the existing pattern of growth and development, include:

- Reduced congestion on Routes 1 and 90 and slower growth in vehicle trips on residential and feeder roads;
- More cost-effective expansion of development, including reduced costs for state and local highway improvement and maintenance and other location-dependent municipal services;

- Enhanced economic opportunities in community core growth areas;
- Less degradation of highly valued viewsheds, scenic corridors, and wildlife habitats;
- Increased choices in transportation, including transit, bicycling, and walking; and,
- Fulfillment of the agreed upon need to provide for effective, cooperative land use and transportation planning across municipal borders; and,

7. These objectives are compatible with and in support of Maine's Sensible Transportation Policy Act and Growth Management Act; and,

8. These findings, conclusions, and recommendations have been incorporated into the **Gateway 1 Corridor Action Plan**, a copy of which has been delivered as of August, 2009, to each municipality in the Route 1 Corridor from Brunswick to Stockton Springs and to the Maine Department of Transportation, the Maine State Planning Office, the Maine Department of Environmental Protection, the Maine State Housing Authority, and the Federal Highway Administration; and,

Now, therefore, the undersigned Municipalities and State and Federal agencies do agree as follows:

Paragraph 1: Purpose

The purpose of this agreement is to provide the parties with time to (1) consider and formally adopt the **Gateway 1 Corridor Action Plan**; and (2) prepare for their consideration a Inter-Jurisdictional Agreement under Maine's Interlocal Cooperation Act by which to provide for the long-term implementation of the **Gateway 1 Corridor Action Plan** and for the establishment of a Gateway 1 Corridor Coalition, as described in Chapter 9 of the **Gateway 1 Corridor Action Plan**; and (3) begin implementation of basic actions identified in the **Gateway 1 Corridor Action Plan** with financial assistance from Maine Department of Transportation and other sources.

Paragraph 2: Effective Date, Time frame, and Voluntary Nature of the Agreement

This Start-up Agreement shall be effective on such date as at least 12 municipalities in the Gateway 1 Corridor, defined as communities that adjoin Route 1 or Route 90 from Brunswick to Stockton Springs, the Maine Department of Transportation, and the Maine State Planning Office have signed the Interim MOA. It shall expire 12 months later, unless the time is extended by mutual agreement of the parties. Participation in the Start-up Agreement is voluntary, and a party may terminate its participation upon 30 days written notice to the other parties.

Paragraph 3: Responsibilities

A. All Parties

1. The parties agree to form an Interim Steering Committee for Implementation of the **Gateway 1 Corridor Action Plan**. Each party shall appoint a representative and an alternate to serve on the Interim Implementation Steering Committee and to meet regularly and as-needed as part of the committee to carry out the objectives and produce the results of the Start-up Agreement. The appointed

representative and alternate shall regularly report the progress under the Start-up Agreement to the municipal officers or agency commissioners or directors in order to assure that there is a full understanding of the steps that will need to be taken as a result of fulfilling the terms of this Start-up Agreement.

2. Each party shall participate in good faith discussions through the Interim Steering Committee for Implementation of the **Gateway 1 Corridor Action Plan** to prepare a Inter-Jurisdictional Agreement under the Maine Interlocal Cooperation Act, 30-A M.R.S.A., Chapter 115, for consideration by the legislative bodies of participating municipalities and the commissioners or directors of the participating state and federal agencies. The Inter-Jurisdictional Agreement shall contain or address the major elements described in Section 11.3, "Outline of a Inter-Jurisdictional Agreement to Implement the **Gateway 1 Corridor Action Plan**," of the **Gateway 1 Corridor Action Plan** and such other matters as the parties may agree upon.

3. Each party shall make a good faith effort to begin implementation of the actions recommended in Chapters 7 through 9 of the **Gateway 1 Corridor Action Plan** that are within its current authority to implement, with special attention to the basic actions for which implementation is to occur within a three to five year period.

B. Municipalities

Each municipality shall review the **Gateway 1 Corridor Action Plan**, including the implementing actions asked of it and the suggested locations, sizes, and types of core growth areas identified within its boundaries; revise the suggested locations, sizes, and types of core growth areas as it deems necessary, provided that such revisions shall respect the intended characteristics and objectives of core growth areas, as described in the **Gateway 1 Corridor Action Plan**; and provide a full and timely opportunity for its legislative body to adopt the **Gateway 1 Corridor Action Plan** either as an Addendum to its Comprehensive Plan or by incorporating all relevant portions into the body of its Comprehensive Plan, following the procedures for amending a Comprehensive Plan under the Growth Management Act (30-A M.R.S.A. §4325), prior to expiration of this Start-up Agreement.

In its consideration and adoption of the **Gateway 1 Corridor Action Plan** as part of its Comprehensive Plan, it is understood that a municipality may:

(a) Specify that, due to unique conditions or circumstances in the municipality, one or more actions recommended in the **Gateway 1 Corridor Action Plan** may not be applicable within the municipality or may require modifying the action to meet conditions within the municipality, provided that such modifications shall be consistent with the goals of the **Gateway 1 Corridor Action Plan**; and/or,

(b) State that it is the municipality's intention to make a good faith effort to make progress toward implementation of basic actions and, if applicable, intermediate, or advanced actions, but that, while incremental progress is expected within the time frames indicated in the **Gateway 1 Corridor Action Plan**, fully achieving them may require additional time.

It is further understood that adoption of the **Gateway 1 Corridor Action Plan**, with modifications to customize it to the conditions of the municipality as described above, will be a consideration in determining eligibility for membership in a Gateway 1 Corridor Coalition under a proposed Inter-Jurisdictional Agreement as described in the Plan.

C. Maine Department of Transportation (MaineDOT)

1. MaineDOT agrees to recognize a municipal Comprehensive Plan that adopts as an Addendum that formally amends the plan, or otherwise incorporates into the plan, the **Gateway 1 Corridor Action Plan** in substantially the form delivered and recommended to the municipality as meeting the standards for a Community Transportation Plan under the Rule for the Sensible Transportation Policy Act. In so doing, the State Planning Office agrees to submit amended Comprehensive Plans to the Gateway 1 Corridor Coalition review and comment at a time to be determined by SPO, MaineDOT, and the Corridor Coalition and shall follow such procedures as may be required by the Rule.

2. MaineDOT agrees to provide the municipalities that are parties to this Start-up Agreement:

    a. Financial support for technical assistance to begin implementation of the actions identified for the respective municipalities in the **Gateway 1 Corridor Action Plan**; and,
    b. Financial support throughout the Start-up Agreement period for administrative and professional staff to help the parties prepare a Inter-Jurisdictional Agreement, consistent with the guidance contained in Chapter 10, "The Governing Plan," of the **Gateway 1 Corridor Action Plan**, to continue to work with leaders and the public to learn about the plan, to coordinate technical assistance grants to begin implementation of Gateway 1 Corridor Plan Action items, and to coordinate with existing regional planning agencies during those times when they assist municipalities in the implementation of **Gateway 1 Corridor Action Plan** items.

D. Maine State Planning Office

1. Maine State Planning Office agrees to recognize a municipal Comprehensive Plan that adopts as an Addendum that formally amends the plan, or otherwise incorporates into the plan, the **Gateway 1 Corridor Action Plan** in substantially the form delivered and recommended to the municipality as meeting the standards of the Transportation Chapter of a Comprehensive Plan and, provided the Addendum includes core growth areas similar to those depicted in the **Gateway 1 Corridor Action Plan**, for the Future Land Use Plan of a Comprehensive Plan. In so doing, it shall follow such procedures as may be required by the Comprehensive Plan Review Criteria Rule. It may consult with the Gateway 1 Interim Steering Committee to assure that modifications that a municipality may have made to the **Gateway 1 Corridor Action Plan** as appended to its Comprehensive Plan remain consistent with the goals of the **Gateway 1 Corridor Action Plan.**

_____ _____

Signed *Date*