



**City of Biddeford  
Traffic Committee**

September 23, 2025 at 6:00 PM  
City Hall Council Chambers & Zoom

[Join Zoom Meeting Online:](#)

Or call in by phone: +1 312 626 6799

Meeting ID: 943 7798 3217

Passcode: 481421

1. Call to Order
2. Staff Update
3. Approval of Minutes
  - 3.a Meeting Minutes -July 2025
4. Discussion/Review
  - 4.a Delete Main Street Limited Parking (in front of the former Pepperell Bank)
  - 4.b Add Main Street limited Parking at the intersection with York Street
  - 4.c Discussion - Hill Street Parking at St. Louis Field
  - 4.d Review crosswalk proposal near Emmons Place & Alfred Street
  - 4.e Discussion - 2 hour parking on Main Street
  - 4.f Discussion - sidewalk on West Street near Waterhouse Field
  - 4.g Discussion - Complete Streets Plan
5. Adjourn

**City of Biddeford**  
**Traffic Committee Meeting**  
**July 29, 2025 at 6:00 P.M.**  
**City Hall Council Chambers & Zoom**

**1. Roll Call-** The Committee was called to order at 6:01 P.M.

Councilor Beaupre (Chairperson)- present  
Mayor Grohman- present  
Councilor Doughty- present  
Councilor Whiting- present  
Tracie Bailey-present  
Drew Guild- present  
Sam Drummey (Student Rep.)- by Zoom

**2. Pledge of Allegiance**

**3. Adjustments to the Agenda-** none

**4. Approval of Minutes**

**5. Staff Update:**

- a. DPW Director Jeff Demers with road construction/project updates
- b. Update by Chief Fisk regarding parking on Lester B. Orcutt Blvd. by the East Point Audubon Sanctuary.

**6. Discussion/Review-**

- a. Two additional 15 minute parking stalls on Main Street by Washington Street between the hours of 8:00 a.m. and 6:00 p.m.  
Motion to accept: Councilor Whiting  
Motion Seconded: Mayor Grohman      Vote: Unanimous  
To send to City Council for consideration
- b. Consideration of Additional Crosswalks, Markings on Alfred Street by Ray and Emmons Streets. Staff to further review appropriate crossing signage and markings.
- c. Update on National Complete Streets review

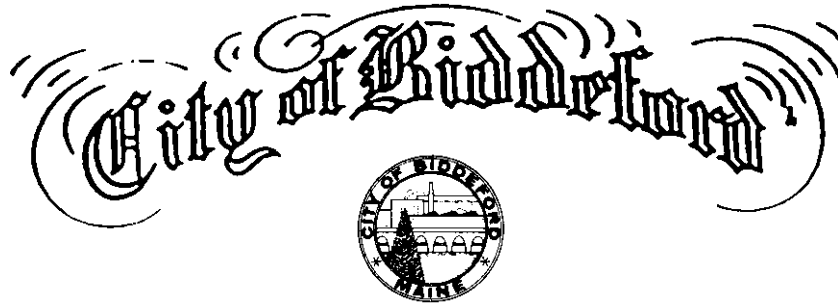
d. General discussion on parking on Main Street

**7. Motion to adjourn at 7:15 P.M.**

**Motion: Drew Guild**

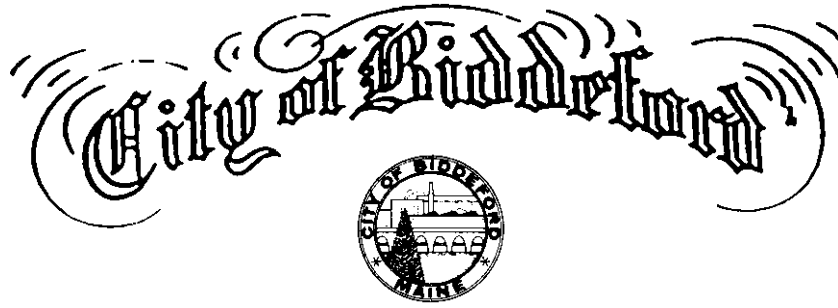
**Seconded: Councilor Doughty**

**Vote: Unanimous**



**BE IT ORDAINED**, by the City Council of the City of Biddeford that the Code of Ordinances, Chapter 42, Motor Vehicles and Traffic, Article IV Specific Street Regulations, **Section 42-92 Limited Parking**, be amended by adding or deleting to read as follows:

~~Main Street, odd-numbered side, beginning at a point 20 feet southeast from the intersection with Washington Street, thence southerly for a distance of 21 feet, 15 minutes, between the hours of 8:00 a.m. to 5:00 p.m. Monday through Saturday~~

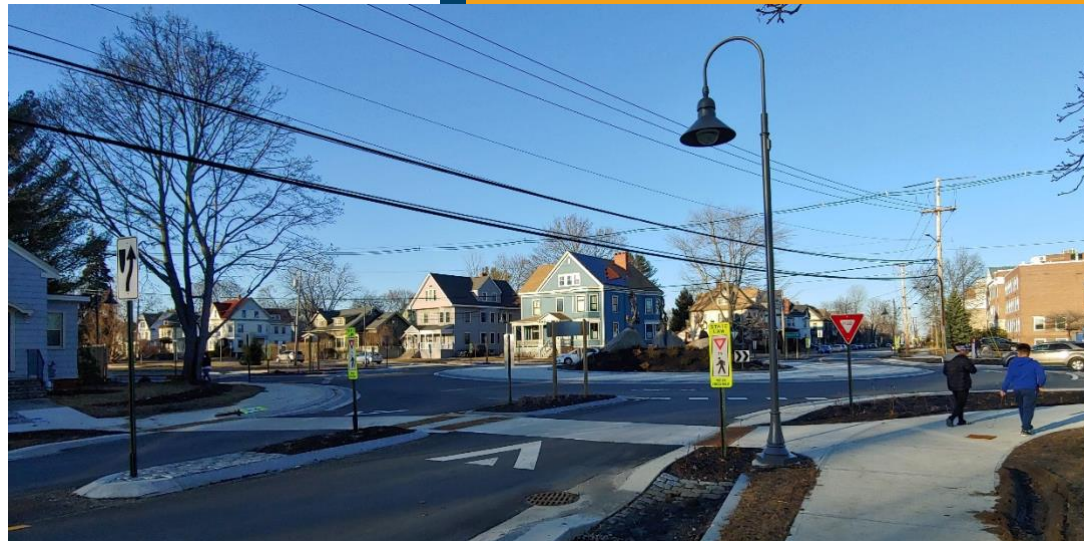


**BE IT ORDAINED**, by the City Council of the City of Biddeford that the Code of Ordinances, Chapter 42, Motor Vehicles and Traffic, Article IV Specific Street Regulations, **Section 42-92 Limited Parking**, be amended by adding or ~~deleting~~ to read as follows:

Main Street, even-numbered side, beginning at a point 20 feet from northwesterly corner of the intersection with York Street, thence westerly for a distance of 21 feet, 15 minutes, between the hours of 9:00 a.m. to 6:00 p.m. Monday through Saturday.

# PACTS

## Regional Complete Streets Policy



January 2023

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## Acknowledgements

*PACTS thanks all those who contributed to the development of this Regional Complete Streets Policy. Special thanks to:*

The Regional Complete Streets Working Group, Amanda Lessard at Town of Windham, Jim Tassé at Bicycle Coalition of Maine, and Bruce Hyman at City of Portland for their help getting the policy off to a strong start and offering clarity about the needs and desires of the region for a Regional Complete Streets Policy.

The PACTS Regional Transportation Advisory Committee for their thoughtful questions and input along the way.

MaineDOT, Bicycle Coalition of Maine, and members of the GPCOG Transportation and Community Network for their feedback and contributions.

The Complete Streets Subcommittee formed by the Policy Board to review the policies and procedures for applying the Regional Complete Streets policy to PACTS funding processes. Thanks to Pat Fox, Hope Cahan, Nell Donaldson, Amanda Lessard, Dakota Hewlett, Ian Gorecki, and Scott LaFlamme.

Current and former GPCOG staff for their work and commitment to drafting the region's first Complete Streets Policy.

## Context

The federal government has laid the foundation for Complete Streets in federal law, guidance, best practices, and funding through the offices of the US Department of Transportation (USDOT), and the Centers for Disease Control and Prevention. Their collaborations have helped to integrate Complete Streets policies and designs into the nexus of strategies to improve community health, civil rights, and transportation equity. Federal support has enabled municipalities at all levels to develop street design manuals and guides to implement Complete Street policies and pilot projects.

The Fixing America's Surface Transportation (FAST) Act was the first federal bill to ever include Complete Streets and notably mandated to the National Highway System that roadway designs consider access for all modes of transportation. The recently passed Infrastructure Investment and Jobs Act (IIJA) now requires that states use 2.5% of their planning and research funds and Metropolitan Planning Organizations (MPOs) use 2.5% of their overall funding to adopt Complete Streets Policies or standards, develop multimodal transportation plans, address travel demand and congestion through alternatives to new highway capacity, improve the safety of pedestrians and bicyclists, and support transit-oriented development.<sup>1</sup>

In 2014 the Maine Department of Transportation (MaineDOT) adopted a [Complete Streets Policy](#) to “help ensure that all users of Maine’s transportation system – our customers – including bicyclists, pedestrians, people of all ages and abilities, transit users, and motor vehicle users, have safe and efficient access to the transportation system.” The MaineDOT policy applies to new construction, reconstruction, rehabilitation, and maintenance projects funded partially or in full through MaineDOT, and includes projects selected by MPOs or through the agency’s Local Project Administration Program. The state policy also includes the development and updates of relevant design manuals and guidance, consideration of all users in project scoping and preliminary design reports, and provision of training.

The following Complete Streets goals and key principles (below) reinforce the goals established in *Connect 2045*, the region’s long-range transportation plan, and are similarly embedded in Portland Area Comprehensive Transportation System (PACTS) regional transportation planning documents like the *Regional Bicycle and Pedestrian Facility Design Guidance for the PACTS Metropolitan Planning Area (2015)*, *Getting There from Here: An Active Transportation Plan (2018)*, and *Transit Tomorrow (2021)*. The latter two documents recommend the implementation of a Regional Complete Streets Policy. The task of drafting a Complete Streets Policy was initially included and funded by the PACTS Policy Board in the 2020-2021 PACTS Unified Planning Work Program (UPWP) and again in the 2021-2022 UPWP.

The final Regional Complete Streets Policy was adopted by the PACTS Policy Board on January 26, 2023.

The Policy applies to the future selection of PACTS-sponsored projects beginning with the fall 2023 “Call for Projects” and other parallel project selection processes.

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<sup>1</sup> For reference, visit the FHWA Fact Sheet for the Metropolitan Planning Program. [https://www.fhwa.dot.gov/bipartisan-infrastructure-law/metro\\_planning.cfm](https://www.fhwa.dot.gov/bipartisan-infrastructure-law/metro_planning.cfm)

## Goals

The goals of the PACTS Regional Complete Streets Policy are to:

1. **Consider All Users-** Ensure the needs of diverse users are considered throughout the transportation network to yield the most equitable economic, health, safety, accessibility, resilience, and environmental sustainability benefits of Complete Streets.
2. **Complete the Network-** Create a complete, balanced, integrated, and fully connected transportation network that will promote transportation diversity of various modes such as walking, biking, wheeling/rolling, driving, riding transit, using paratransit and more.
3. **Promote Great Design-** Encourage and implement Complete and Green Streets design standards, principles, policies, and guidelines that complement the social fabric of the region.
4. **Apply to All Projects and Phases-** Plan, design, operate, and maintain a network of Complete and Green Streets that apply Complete Streets and green infrastructure principles into all projects (new, retrofit/reconstruction, maintenance, ongoing) and all phases (concept development, design, engineering, construction, maintenance).

The PACTS Regional Complete Streets Policy is intended to supplement existing engineering and design standards and does not supersede federal or state laws or policies related to streets and highways, bicycle and pedestrian facilities, or civil rights. Rather, the policy reaffirms the regional commitment to providing for all users and modes of transportation in all projects in a manner appropriate to the function and context of the facility.

## Key Principles

Key principles provide direction and inform the process of identifying, screening, prioritizing, and implementing transportation projects. Though Complete Streets come in many forms, they should adhere to the following overarching principles:

### **Safety: Ensure safety for all street users**

The real and perceived safety of pedestrians, bicyclists, and transit riders, and other vulnerable users (especially older adults, people with disabilities, and children) should be prioritized in street design.

### **Space: Support the needs of all users**

Complete Streets integrate the needs of all street users to co-exist safely and efficiently. Street design should support the needs of pedestrians, bicyclists, transit users, micromobility users, and motorists, including freight and emergency vehicles.

### **Balance: Balance mobility needs between modes**

Complete Streets should efficiently and comfortably move people around the region by their preferred mode. This may require the rebalancing of priorities, funding, and allocation of right of way to ensure that vulnerable road users have equitable access to the transportation network.

**Appropriateness: Complement surrounding land uses, environment, and community**

Complete Streets promote and enhance their surrounding built and natural environment and are specific to their current and planned land use contexts. A well-designed street encourages safe travel speeds and the use of modes and activities that are contextually appropriate.

**Sustainability: Address air and water quality**

Complete Streets should also be Green Streets and include green stormwater infrastructure wherever practicable to improve the pedestrian environment and contribute to the improvement of water quality and the mitigation of flooding and erosion as well as air quality through particulate capture.

**Equity: Ensure equity**

Complete Streets should reflect equal opportunities for travel for all regardless of race, ethnicity, national origin, income, age, gender, disability, health, English language proficiency, or vehicular access.

## Diverse Users

The Regional Complete Streets Policy considers the needs of diverse modes, users and abilities that need to use the transportation system including but not limited to walking, biking, wheeling/rolling, riding public transit, car sharing/carpooling, driving, paratransit, taxis, delivering goods and services, and providing emergency response services.

Transportation choices should be safe, convenient, reliable, affordable, and accessible regardless of race, ethnicity, national origin, income, age, gender, disability, health, English language proficiency, or vehicular access.

PACTS is committed to ensuring its transportation plans and future investments comply with federal civil rights protections including Title VI of the Civil Rights Act of 1964, the Rehabilitation Act of 1973, the Americans with Disabilities Act of 1990, Executive Order 12898, "Federal Actions to Address Environmental Justice in Minority Populations and Low-income Populations," issued in 1994, and Executive Order 13166, "Improving Access to Services for Persons with Limited English Proficiency (LEP)" issued in 2000.

To ensure that planning processes and decisions on funding transportation projects strive for equitable distribution of services, facilities, and resources within the PACTS planning area, the PACTS Regional Complete Streets policy is aligned with the [PACTS Civil Rights Plan](#), which establishes an accountable, measurable definition for priority groups or places based on the most recent available data for the region on:

- Population Living Below Poverty Level
- Racial/Ethnic Minority Population
- Population Over 65 Years Old
- Population with Limited English Proficiency
- Population with Disabilities
- Households with No Vehicles
- Foreign Born Population
- Equitable Target Areas (ETAs)

PACTS provides resources to member jurisdictions such as the [Inclusive Transportation Planning \(ITP\) Toolkit](#) and the [Civil Rights/Title VI Plan](#). The Civil Rights Plan includes a mapping and data analysis of protected population groups who experience barriers to transportation access in the PACTS region. This [mapping tool](#) was used to evaluate the equitable distribution of transportation benefits and assess disparate negative impacts across the 18 member municipalities and can be used to determine whether there is equitable distribution of services, facilities, and resources within the PACTS region.

## All Projects and Phases

Every transportation improvement project should be approached as an opportunity to create safer, more accessible, and connected roadways for all users. This policy applies to all phases of project development including planning, programming, design, right-of-way acquisition, construction, construction engineering, reconstruction, and operations as well as any change to transportation facilities within street rights-of-way such as capital improvements, re-channelization projects and major maintenance such as resurfacing, repaving, restriping, and rehabilitation.

Facilities such as roadways, shoulders, bikeways, sidewalks, shared-use paths, street crossings, pedestrian signals, signs, street furniture, landscaping, lighting, transit stops and facilities, rail crossings, and all connecting pathways should be designed, constructed, operated, and maintained so that all users, including people with disabilities, pedestrians, bicyclists, transit vehicles and riders, freight vehicles, emergency vehicles, and motorists can travel safely and independently.

During construction or repair work that impacts the right of way and/or sidewalk, all modes of transportation should be accommodated so they may continue to use the street safely and efficiently.

Transportation projects should address the need for pedestrians and bicyclists to cross facilities as well as travel along them. The design and construction of new facilities should not preclude the provision of future improvements to accommodate future demand for walking and bicycling, especially to access transit.

Transportation projects should comply with up-to-date standards, particularly standards relating to providing access for individuals with disabilities throughout construction and in their final condition.

## Jurisdiction

This Regional Complete Streets Policy, when adopted, will become part of PACTS's planning, prioritization, and funding processes for all future PACTS-administered/funded transportation projects in the PACTS region (unless exceptions apply).<sup>2</sup> While MaineDOT-sponsored projects in the PACTS region are not formally subject to the policy at this time, MaineDOT is *strongly* encouraged to ensure that the agency's sponsored projects in the PACTS region are consistent with the Regional Complete Streets Policy. The principles of this policy will also guide Greater Portland Council of Governments (GPCOG) staff in the preparation of the Long-Range Transportation Plan and other plans it prepares or to which it contributes.

PACTS recognizes that some member municipalities have adopted their own Complete Streets Policies. When applied to the PACTS-administered/funded transportation projects, the strictest regulations of any involved Complete Streets Policy shall apply. Project sponsors are required to consider the Complete Streets Policy at the time of project conception and are encouraged to contact GPCOG staff with any questions regarding the policy, the project application processes, and/or complete streets design considerations. The GPCOG Team is a technical resource for project sponsors. During project selection and/or application for funding, as applicable, projects will be reviewed for consistency with the Complete Streets Policy. The incorporation of Complete Streets in each PACTS funding process is detailed in [Appendix B](#).

## Exceptions

Not every street can be for each user, and exceptions may need to be made for some projects. However, exceptions should not be common. PACTS projects should help provide complete and direct connections throughout the transportation network for all users, even where specific streets cannot accommodate all users. During project application



*This rural road cannot, and perhaps should not, accommodate a sidewalk, bike lane, and transit stops, but might be considered a Complete Street for the use, need, travel speed, and surrounding land uses.*

for funding, project sponsors should follow the steps outlined in the flowcharts in [Appendix B](#). In

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<sup>2</sup> Applies to all PACTS-administered/funded transportation projects in the PACTS Transportation Improvement Program (TIP), PACTS Municipal Partnership Initiative (MPI), and Collector Paving Program. The policy, however, does not apply to projects already in the TIP.

the rare event where project sponsors and GPCOG staff cannot reach agreement for the incorporation of Complete Streets elements in the proposed project, a project sponsor may seek an exception, which will be reviewed by the Exceptions Committee (below).

Exceptions may be granted in the following cases:

- Where using specific modes of travel are prohibited by law. In such cases, efforts should be made to accommodate prohibited modes elsewhere, as appropriate for each mode to ensure network connectivity.
- Where population scarcity, development pattern, or other factors indicate an absence of need for both current and future conditions of the anticipated project life (usually a minimum of 20 years for roadways and 50 or more years for bridges).
- When the cost in achieving compliance with the applicable complete streets policy would be excessively disproportionate (as per FHWA guidance<sup>3</sup>), as compared to the need or probable use of a particular complete street
- Routine maintenance of the transportation network that does not change the roadway geometry or operations, such as mowing, sweeping, and spot repair (e.g., crack sealing).

OR

- Where a reasonable and functionally equivalent (in terms of user mode, accessibility, directness, and convenience) project or function along the same corridor is already programmed or already exists to provide the facilities exempted from the project at hand.

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*Projects on the interstate highway system ([Federal Functional Classification of Highways](#)) and those previously included in the TIP are also exceptions to this policy and do not require a formal exception.*

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While interstates are not subject to the policy, PACTS-sponsored projects that intersect interstates/ramps are subject to the policy.

### Exceptions Process

The Exceptions Committee will be comprised of a total of seven (7) people who are able to offer a fair and impartial review. The voting membership consists of three (3) members of the PACTS Regional Transportation Advisory Committee, and two (2) members of PACTS Policy Board. Members will be appointed by the PACTS Chair (or Vice Chair in their absence). This committee is supported by two (2) non-voting staff<sup>4</sup> members. The Exceptions Committee shall be formed upon the request of an exception and will meet as needed. Project sponsors who disagree with the decision of the Exceptions Committee may then appeal to PACTS's Policy Board. A lesser level of accommodation may be suggested in lieu of an exception.

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<sup>3</sup> At the time of writing, "excessively disproportionate" is defined as 20% by FHWA.

<sup>4</sup> For the purposes of this policy, "staff" refers to GPCOG/PACTS staff.

If a project does not comply with this Policy, an exception was not approved by the Exceptions Committee, and no agreement can be reached, project sponsors may appeal the decision to the Policy Board in writing. Written appeals should be submitted to GPCOG's Transportation Director at least two weeks in advance of a Policy Board meeting.

## Design Guidelines

Projects shall be designed at a human scale for the needs and comfort of all people with due consideration of issues such as street design and width, lane width, desired motorists' operating speed, hierarchy of streets, mode balance, and connectivity.

Design criteria shall be based on the thoughtful application of engineering, architectural, and design principles such that all projects shall make the region a more appealing, enjoyable, and sustainable (socially, economically, and environmentally) community.

PACTS encourages local governments to adopt best practices' design guidelines and standards and consult resources—such as those listed below—when developing or revising design policies, guides, and projects.

- [PACTS Update to Regional Bicycle and Pedestrian Facility Design Guidelines-Region of Portland, Maine](#)
- [National Association of City Transportation Officials \(NACTO\)](#)
  - Transit Street Design Guide, 2016
  - Urban Bikeway Design Guide, 2011
  - Urban Street Design Guide, 2013
  - Urban Street Stormwater Guide, 2017
  - Don't Give Up at the Intersection, 2019
- American Association of State Highway and Transportation Officials (AASHTO)
  - [Guide for the Development of Bicycle Facilities, 2012](#)
  - [Guide for the Planning, Design, and Operation of Pedestrian Facilities, 2021](#)
- National Complete Streets Coalition
  - [Dangerous By Design, 2021](#)
- U.S. Department of Justice
  - [ADA Standards for Accessible Design, 2010](#)
- Federal Highway Administration
  - [Achieving Multimodal Networks: Applying Design Flexibility and Reducing Conflicts](#)
  - [Separated Bike Lane Planning and Design Guide](#)
  - [Incorporating On-Road Bicycle Networks into Resurfacing Projects](#)
  - [Small Town and Rural Multimodal Networks](#)
- [Institute of Transportation Engineers \(ITE\)](#)
  - [Curbside Practitioner's Guide, 2018](#)
  - [Designing Walkable Thoroughfares: A Context Sensitive Approach, 2010](#)

## Land Use and Context Sensitivity

All new or revised land use policies, plans, zoning ordinances, or equivalent documents produced wholly or in part by GPCOG or PACTS should support this Regional Complete Streets Policy. Projects must be sensitive to the surrounding context including current and planned buildings, parks, and trails, as well as current and expected transportation needs rather than focusing solely on maintaining speed of vehicle traffic.

Roadway, trail, bus stop, bicycle facility, and sidewalk design decisions should include public outreach and input and be sensitive to values of the region as a walkable, bikeable, vibrant, and sustainable community.

Complete Streets principles should be applied in due consideration of the urban, suburban, or rural context in which a project is located, as well as applicable federal, state, local requirements. For example, paved shoulders **may** be sufficient in a rural area, whereas sidewalks and/or bike lanes are usually needed in an urban setting. While all users should be accommodated, modal priorities may vary by area and facility.

This section describes the typical place type contexts within the region and contextually-sensitive considerations for the design of their streets.

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Note that the images and examples below do not necessarily represent the ideal Complete Street condition, rather they are intended to provide a touchstone of the street type discussed within the context of the PACTS Region.

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## Downtown

### LAND USE CONTEXT

A Downtown is an area with a dense grouping of contiguous mixed-use parcels that include multi-story buildings. The area has usually been planned, built, and used for mixed-use activities for more than 80 years, and includes buildings of historical or architectural significance. The area primarily consists of buildings that contain a mix of businesses, services, and residential uses. Buildings are located close together, are often attached, and located adjacent to the sidewalk with a zero-foot front setback. The area includes a network of streets that form blocks.

#### PACTS EXAMPLE:

##### BIDDEFORD MAIN STREET

*Note: Image and location do not necessarily represent a Complete Street*



December 2021

### THE STREET

These areas support a high level of walking and bicycling as well as frequent parking turnover, including in the loading zones. These streets accommodate public spaces such as sidewalk cafes and furniture, landscaping, and other elements that contribute to a pedestrian-friendly streetscape. The high demand for space in the right-of-way can limit green stormwater infrastructure options, though street trees are often present. Transit is also often present, including regionally significant transit stops. Sidewalks are usually present along main commercial streets and are often wide to accommodate high volumes of foot traffic and other uses. This street type should have a target vehicle speed ranging from 15-20 mph, depending on the modal priority of the street. Curb cuts and access points should be limited and reviewed carefully to allow necessary access but minimize conflict points between vulnerable users and vehicles.

## Village Center

### LAND USE CONTEXT

A Village Center is an area with a loose grouping of predominantly contiguous mixed-use parcels containing a mix of multi-story buildings. The area has been planned, built, and used for mixed-use activities. The area primarily consists of buildings that contain a mix of commercial, residential, and civic activities. Buildings are located close together, are often attached, and located adjacent to the sidewalk with a zero-foot or shallow front setback. Buildings are located along a loose network of streets. Sidewalks may be present.

FACTS EXAMPLE:

FREEPORT MAIN STREET (WINTER 2022)

*Note: Image and location do not necessarily represent a Complete Street*



December 2021

### THE STREET

Village centers provide residents and workers with daily essentials and visitors a range of shopping, services, and entertainment. Though these village center streets must accommodate the movement of people and goods through the village, the design of the street and enclosure of buildings and street trees encourage slower speeds and clearly communicate that walking, bicycling, micro mobility, and transit access are priority. These streets should have target vehicle speeds of 15-20 mph to enable safe and frequent pedestrian crossings.

## Rural Crossroads

### LAND USE CONTEXT

A Rural Crossroads is an area with a contiguous grouping of 2 or more buildings of historical or architectural significance that have formed a center of community within a small town or village. A Rural Crossroads can contain a mix of commercial, residential, and civic activities. Buildings are located close together and near to the street, providing a place where people can walk between buildings due to their proximity.

FACTS EXAMPLE: CUMBERLAND SR 9 AT TUTTLE ROAD

*Note: Image and location do not necessarily represent a Complete Street*

### THE STREET

Rural crossroads can serve a variety of land uses. These areas may serve as a meeting space for the neighborhood by accommodating festivals and markets. The streets in these crossroads primarily serve the movement of people and goods through the village, though the design can encourage slower vehicle travel and turning speeds and clearly communicates that people on foot, bicycles, and other vulnerable users can safely travel through the area and access amenities and services nearby. These streets should have target vehicle speeds of 15 to 25 mph to accommodate all users and preserve the safety of vulnerable users.



Google Maps 2013

### TRANSITION AREAS

Streets often traverse varying land use contexts. As travelers move from one context to another, the portals from connecting streets to activity centers should include speed management treatments to alert the traveler to the upcoming activity center and align the traveler's speed with the target speed of the upcoming environment.



Route 115 transitioning from rural areas outside of Yarmouth to Yarmouth Village Center

## Major Corridor

### LAND USE CONTEXT

A High Impact Corridor is a primarily linear collection of contiguous parcels of land along a regional road that connects a downtown to other outlying areas. This area is often only one parcel deep and forms a boundary between commercial activity and residential neighborhoods. The area has usually been planned, built, and used mostly for commercial activities. High impact corridors offer new housing and economic opportunities, the potential for safe and sustainable transportation, and improvement to local quality of life.

FACTS EXAMPLE: FOREST AVENUE IN PORTLAND

*Note: Image and location do not necessarily represent a Complete Street*



December 2021

### THE STREET

Major corridors are often streets identified as truck routes and frequent or rapid transit routes. High levels of public and private investment can support high levels of population and employment density and high-quality, reliable transit service. Geometric design must consider the needs of larger vehicles while prioritizing pedestrian and bicyclist safety and comfort. Ample and safe crossing opportunities and uninterrupted sidewalks and bicycle facilities are critical. These streets must balance safety and access of those moving between centers on these corridors with those living in adjacent neighborhoods. Signal timing and phasing (including Leading Pedestrian Interval and automatic Walk signals) should be optimized for the modal priority of the street. Major Corridors should have a target speed ranging from 25-30 mph, depending on modal priority of the street.

Neighborhood

## LAND USE CONTEXT

A neighborhood is primarily residential and located within walkable distance to a downtown. Housing mostly consists of single homes, duplexes, townhouses, small apartment buildings, and accessory units. Some businesses may be located in this area, including corner stores and cafés, as well as churches, schools, and other civic buildings. Buildings are typically located close together and are sometimes attached. The area includes a network of streets that form blocks. Sidewalks are often present.

FACTS EXAMPLE:

CUMBERLAND AVE IN PORTLAND

*Note: Image and location do not necessarily represent a Complete Street*



Google Maps July 2018

## THE STREET

Neighborhood streets are adjacent to residential land uses and play an essential role in moving people between different neighborhoods, village centers, downtown, and the regional transportation network. This function is balanced with the safety and access needs of those who live in adjacent housing. On-street parking and/or traffic calming devices are usually present as these streets are designed to encourage slower traffic speeds and minimize the number of travel lanes to enhance pedestrian and bicyclist safety. Transit is usually infrequent or absent on neighborhood streets. Target vehicle speeds should range from 15-25 mph.

## Performance Measures

Establishing performance measures helps track progress towards achieving the goals of the Regional Complete Streets Policy. As discussed in the Key Principles section of this document, the policy’s aim is a transportation system that is safe, balanced, appropriate, sustainable, equitable, and provides space for all user and modes on all projects.

The following tables outline the measures that could help quantify how well the policy is achieving the goals set out by this and other PACTS policies and plans. Many measures and metrics fall into more than one category as often improvements to the streetscape have multiple benefits. It is anticipated that performance will be measured at least as often as the region’s long range transportation plan is updated (5 years). Staff will continue to refine this list to ensure performance targets are reasonable and impactful.

Table 1. Regional Complete Streets Policy Performance Measures- Outputs

<b>Outputs</b>
<i>New miles of sidewalks constructed</i>
<i>New miles of bike lanes constructed</i>
<i>New transit shelters constructed</i>
<i>Number of bicycle network gaps filled</i>
<i>Number of pedestrian network gaps filled</i>
<i>Number of conversions of 4 to 3-lane streets</i>
<i>Number of conversions of 1-way to 2-way streets</i>
<i>Number of projects with design speed reductions</i>
<i>Curb radii reductions</i>
<i>Removed/closed curb cuts</i>
<i>Lane width reductions</i>
<i>Number of new trees planted</i>

Table 2. Regional Complete Streets Policy Performance Measures- Outcomes

<b>Outcomes</b>
<i>Number of cyclists</i>
<i>Number of pedestrians</i>
<i>Number of transit users</i>
<i>Mode share (Census and School data)</i>
<i>Customer satisfaction</i>
<i>Multi-modal LOS</i>
<i>Connectivity indices (GIS)- bike and ped</i>
<i>VMT per capita</i>
<i>Transit Reliability</i>
<i>Number and severity of crashes by mode, age, gender, income, race, ethnicity, disability</i>

## Project Selection and/or Funding Criteria

PACTS will revise the PACTS Municipal Partnership Initiative Policy, Collector Paving Policy, and future Complex Project funding announcements and applications to encourage Complete Streets implementation and the inclusion of all users in all PACTS projects and funding opportunities.<sup>5</sup>

Project sponsors seeking PACTS-administered funds through annual “Call for Projects” or parallel processes will be required to provide justification that their project adheres to the Regional Complete Streets Policy by providing reasonable and appropriate accommodations to all users. Staff will review the project throughout the design phase to provide assistance and ensure policy requirements are met. Project sponsors and applicable partners should be prepared to provide design plans to staff for assessment of Complete Streets elements. Due to the flexibility of this Policy and the different designs of a Complete Street, staff will work with project sponsors throughout project development to determine appropriate Complete Street accommodations that all parties are agreeable to.

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<sup>5</sup> The Policy Board approved revised versions of the Municipal Partnership Initiative and Collector Paving Program Policies at the time of adoption of this Regional Complete Streets Policy (January 26, 2023)

## Implementation Next Steps

The following steps will ensure the Complete Streets Policy is implemented effectively:

- PACTS encourages member municipalities to adopt a Complete Streets Policy at least as stringent as the PACTS Regional Complete Streets Policy and to begin incorporating the needs of all users in all transportation projects. PACTS recommends an accompanying Complete Streets Ordinance to codify the consideration of all users in all projects.
- PACTS will designate staff to review plans, designs, and projects to ensure they are consistent with the Complete Streets Policy. Staff will seek counsel from the Regional Transportation Advisory Committee, MaineDOT, and peer communities as needed. Complete Streets staff are committed to providing interdisciplinary, inter-community counsel and technical assistance to member municipalities and other project sponsors. Project sponsors are encouraged to seek the guidance of GPCOG staff when engaging in land use, transportation, or other plan updates or development of transportation projects in order to incorporate Complete Streets best practices and elements. GPCOG staff will serve as an usher for the implementation of the Complete Streets Policy in two phases and be responsible for:
  - During the implementation phase (after policy adoption and prior to application of the policy in fall 2023)
    - Delivering an orientation and trainings on Complete Streets and the application of this policy to municipalities and other project sponsors.
    - Development of implementation guidance (interactive checklists) to ensure projects applying for PACTS funding align with Complete Streets Policy.
    - Establishing a regional database for benchmarking and reporting, including establishing a baseline for performance measures.
    - Inventorying and evaluating plans and their Complete Streets components.
  - Post-application of the policy (in fall 2023 and after)
    - Continued updates of the Complete Streets Policy as needed.
    - Review of project funding applications for Complete Streets elements.
    - Conceptual design and other technical assistance to municipality planning, engineering, and public works teams.
    - Community engagement to ensure the public is aware of and contributing to Complete Streets projects happening in their communities.
    - Within one year of the adoption of this policy, and at least every five years (coinciding with the Long-Range Transportation Plan) thereafter, PACTS will evaluate this Regional Complete Streets Policy and amend as necessary. All amendments, either ad hoc or during the evaluation cycles shall be adopted by the Policy Board.

## Appendix A: Definitions

# Definitions

**Complete Streets-** Complete Streets is a transportation policy and design approach that requires streets to be planned, designed, operated, funded, and maintained to enable safe, convenient, and comfortable travel and access for users of all ages and abilities regardless of their mode of transportation. Complete Streets rebalances the transportation system to allow for safe and accessible travel by those walking, bicycling, and accessing public transit, in addition to those driving automobiles or delivering goods.

**Diverse Users-** Users of the transportation network, including pedestrians, bicyclists, transit riders and other vulnerable users like older adults, people with disabilities, people of color, and other underserved communities.

**Green Streets -** Streets which include green stormwater infrastructure features such as stormwater curb extensions, tree trenches, stormwater planters, rain gardens, permeable paving, green gutters, and other innovative treatments for pavement reduction to contribute to a comfortable and healthy pedestrian environment through improved air and water quality, valuable shade, and beautification. These micro-scale stormwater practices collect stormwater runoff for water quality treatment and/or detain a portion of for slow, controlled release, mitigating adverse downstream impacts like erosion or flooding.

**Equitable Target Area-** PACTS and GPCOG staff have developed an “Equitable Target Areas” (ETA) map, a composite of all mapped data points for each census tract for which each parameter received equal weighting. The ETAs are categorized into three levels of ETA concentrations: Very High, High, and Medium.

Data points include:

- Population Living Below Poverty
- Level
- Racial/Ethnic Minority Population
- Population Over 65 Years Old
- Population with Limited English Proficiency
- Population with Disabilities
- Households with No Vehicles
- Foreign Born Population

PACTS uses these maps to inform plans, studies, and programs, particularly the Unified Planning Work Plan (UPWP) and the TIP, to evaluate the equitable distribution of transportation benefits and potentially adverse impacts caused by future projects. These maps can also be used to verify past compliance with Title VI. Identifying prior PACTS projects and mapping them against these maps will let PACTS know if fair and equitable distribution of services, facilities, and resources within the PACTS planning area has been achieved.

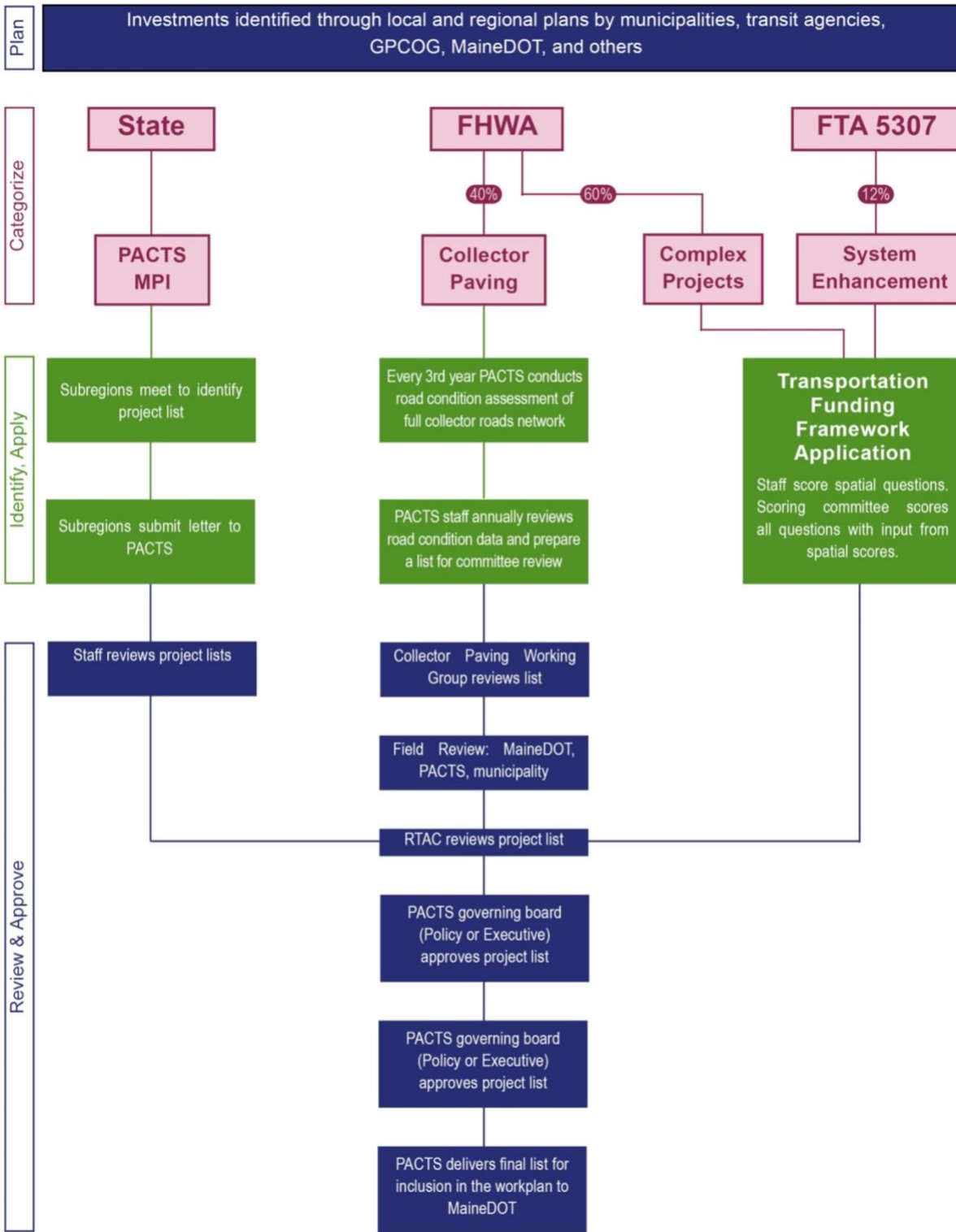
**Perceived Safety-** The expectation of avoiding an undesirable outcome such as a crash, injury, or death as a result of using transportation infrastructure. This risk calculation is subjective and

can vary from person to person, but universal and accessible design can improve perceived safety and influence the use of pedestrian and bicycle infrastructure.

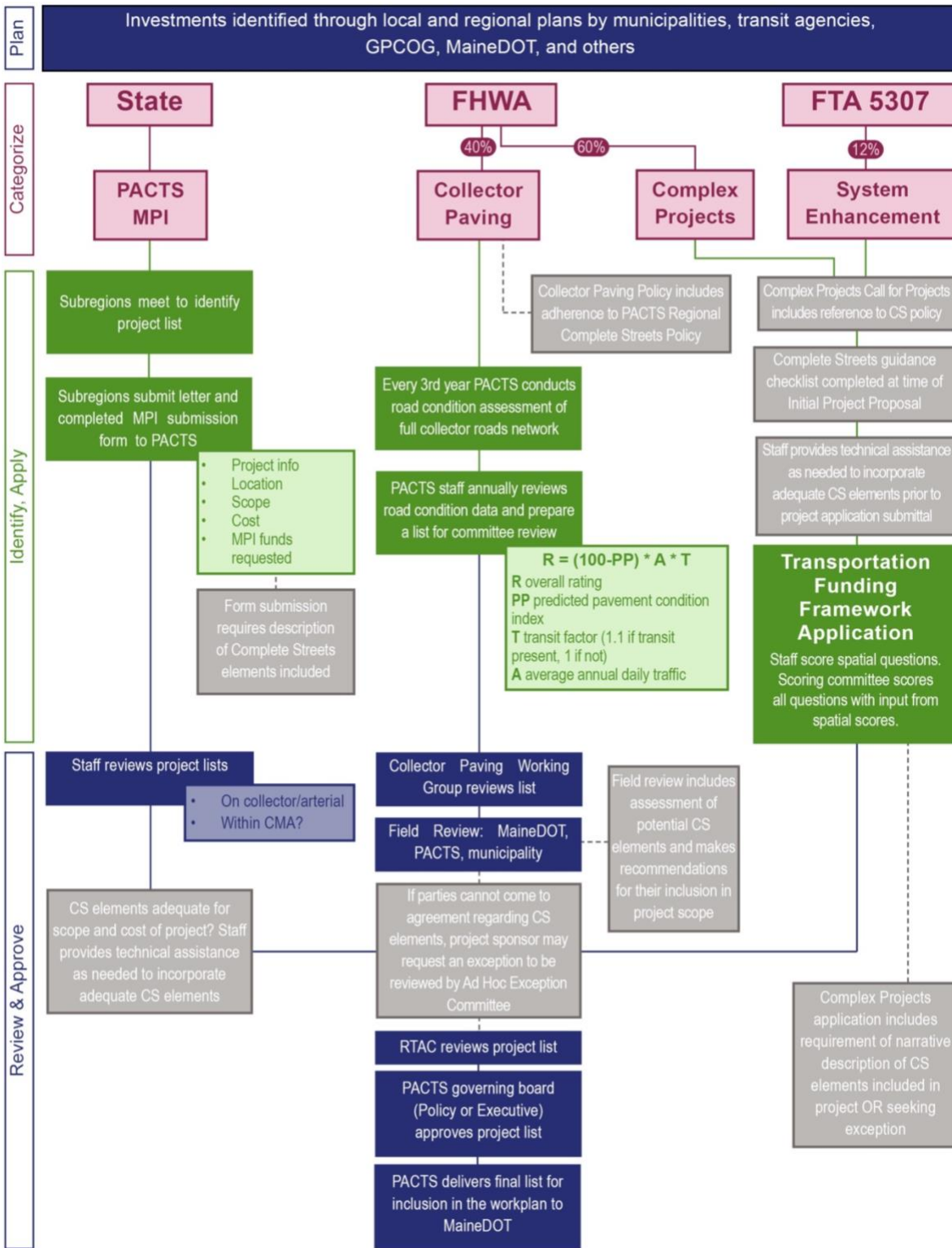
**Transportation Equity-** The distribution of regional transportation resources which results in the greatest beneficial impact and least detrimental impacts for historically underserved communities including low-income residents, people of color, children, people with disabilities, people with limited English proficiency, immigrants, refugees, and older adults.

**Vulnerable Road Users-** As defined by the National Safety Council: “unprotected by an outer shield, as they sustain a greater risk of injury in any collision with a vehicle and are therefore highly in need of protection against such collision.”

# Appendix B: PACTS Funding Process Flowcharts



Current PACTS major funding Processes



PACTS major funding processes and Complete Streets integration