

Chapter 5: PUBLIC TRANSPORTATION AND TRAVEL DEMAND MANAGEMENT

Background

This chapter considers the role that public transportation fills in providing access to and mobility within the CYCCS study area. Currently, public transportation in the CYCCS study area consists of transit systems operated by the York County Community Action Corporation (YCCAC) and ShuttleBus, as well as Amtrak Downeaster passenger rail service. Intercity bus service does not currently operate in York County. Potential improvements to existing services and facilities could include strategies to expand service to new areas, increase the frequency of service, improve the operating characteristics of services or improve access to services. Existing public transportation services in York County are summarized in Table 5-1.

Transportation Demand Management (TDM) strategies, which involve strengthening programs that are designed to encourage use of alternatives to Single Occupant Vehicle (SOV) travel (i.e., driving alone), are also reviewed. These can include actions such as improving information available to travelers about carpooling or developing programs that provide commuters with incentives to travel by non-SOV modes.

Another category of potential actions—Transportation Systems Management (TSM)—involves strategies designed to get the most out of the existing transportation system by improving operating efficiency. Improved traffic signal operations, programs to more quickly clear crashes and obstructions and highway traveler information systems are examples of TSM strategies. In some cases,

TSM strategies can improve the operating efficiency of transit services, or make transit easier and more convenient to use.

These strategies share the common objective of providing travel accessibility and managing the transportation system without expanding highway capacity. Instead, their focus is on reducing the number of vehicle trips made and/or improving the efficiency of the transportation system. TDM and TSM strategies are also typically lower cost and have fewer adverse impacts than capacity expansion options. Public transportation and TDM strategies provide travel choices other than driving alone. These are particularly important options for those who cannot or choose not to drive or do not have access to a personal automobile.

Existing Conditions

Existing public transportation services in the CYCCS study area include programs operated by the York County Community Action Corporation (YCCAC) and services operated by ShuttleBus, which operates locally in the Biddeford area and connects Biddeford to Portland. In addition, intercity passenger rail service is provided by Amtrak's Downeaster service, which travels between Boston and Portland and has stops in Wells and just east of the study area in Saco. Figure 5-1 provides an overview of the transit and other public transportation services available in the study area.

Table 5-1: Public Transportation in the CYCSS Study Area

Service Name	Provider	Type of Service	Key Destinations	Frequency
Downeaster ¹	Amtrak	Intercity Passenger Rail	Brunswick, Portland, Boston (North Station)	5 Round Trips, Daily
Sanford Ocean Shuttle	YCCAC	Fixed Route Local Bus	Sanford, Wells Amtrak Station, Wells Beach (summer only)	6 Round Trips, Daily
WAVE	YCCAC	Fixed Route, Reservation-only Van*	Sanford and Wells (Schools, Shopping, and Medical)	Every 1–2 Hours, Daily
Sanford Transit	YCCAC	Fixed Route Bus	Springvale, Sanford, Goodall Hospital	Hourly, Weekdays
YCCAC Bus and Van Program	YCCAC	Fixed Route, Reservation-only Van*	N/A ²	Rotating Schedule
Shoreline Explorer and Shuttles	YCCAC	Fixed Route Shuttle Bus (multi-line system)	York, Ogunquit, Wells, Kennebunk, Kennebunkport, Sanford	Every 20–60 Minutes, Summer-only
Zoom Turnpike Express	YCCAC	Fixed Route Commuter Bus	Downtown Portland, Saco, Biddeford	5 Round Trips, Weekdays
ShuttleBus Intercity / Portland Service	ShuttleBus for MaineDOT and MTA	Fixed Route, Limited Stop Bus	Biddeford and Saco (limited service), Old Orchard Beach, Scarborough, Maine Mall, Downtown Portland	7 Round Trips Weekdays 5 Round Trips Weekends
Tri-City / Local Service (ShuttleBus Local)	ShuttleBus for MaineDOT and MTA	Fixed Route Local Bus	Shops at Biddeford, Saco Amtrak Station, Old Orchard Beach	6 Round Trips Weekdays 4 Round Trips Saturdays
UNE Shuttle	ShuttleBus for MaineDOT and MTA	Fixed Route, Limited Stop Bus	Shops at Biddeford, Saco Amtrak Station, University of New England	Every 30-90 Minutes, Weekdays 8 Round Trips Saturdays 5 Round Trips Sundays

1. Amtrak trains stop in downtown Saco (adjacent to Biddeford in the CYCSS Study Area) and at the Wells Transportation Center

2. Serves all of York County

*Principally intended for social service use, including transportation to/from shopping centers and medical offices



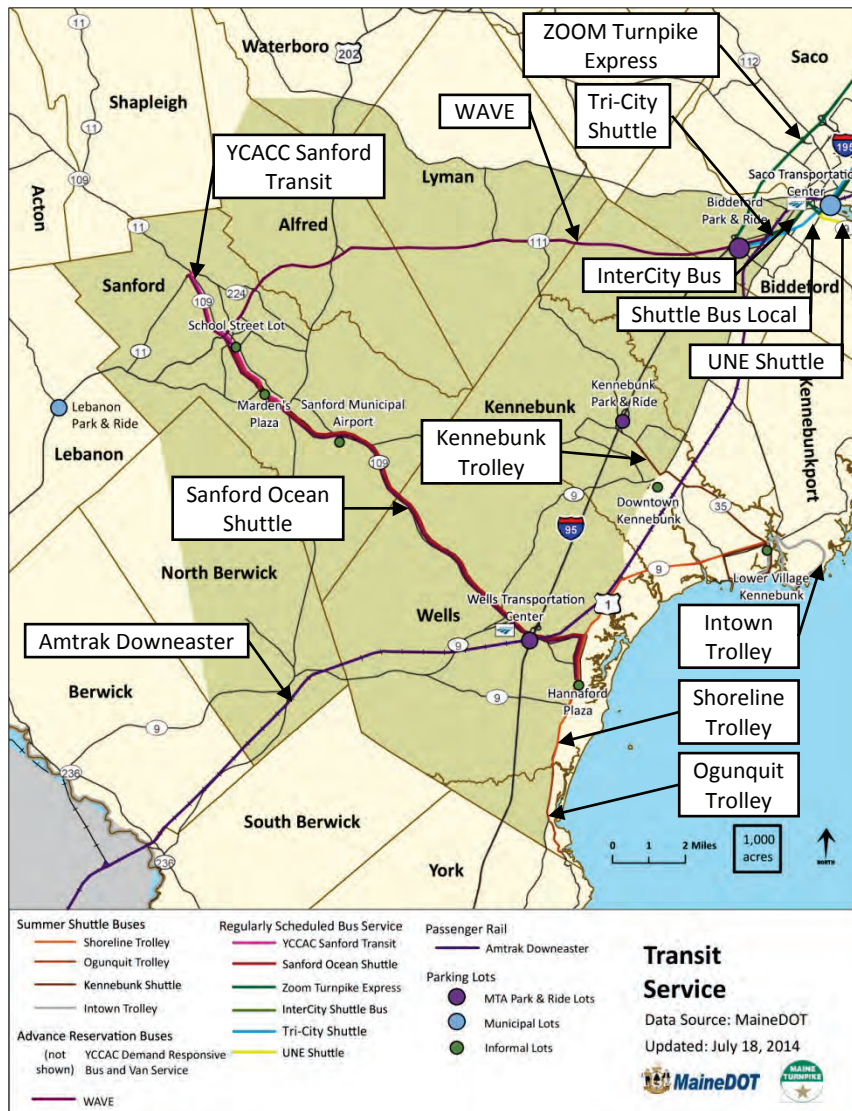


Figure 5-1: Public Transportation in the CYCCS Study Area

Public Transit

York County Community Action Corporation (YCCAC)

York County Community Action Corporation (YCCAC) is a non-profit organization that provides a broad range of social services in York County. YCCAC operates several public transportation services within the CYCCS study area. The Sanford Ocean Shuttle and WAVE services are the primary routes connecting central York County with the coastal region. YCCAC services include:

- Sanford Ocean Shuttle:** The Sanford Ocean Shuttle is part of the Shoreline Explorer (described below) and is the only route that operates daily year-round on a fixed route that generally follows the Route 109 corridor between Sanford and Wells. Six trips are scheduled on weekdays with service starting at 6:00 AM. Six return trips from Wells operate until 7:00 PM (last departure). The Sanford Ocean Shuttle serves the Wells Transportation Center and is scheduled to meet most Amtrak Downeaster trains and also connects to Sanford Transit at the Shaw’s Shopping Center in Sanford (South of Marden’s Plaza in Figure 5-1). During summer months, Sanford Ocean Shuttle riders may also connect to the Shoreline Explorer (described below) at Hannaford’s in Wells. Fares are \$3 one-way and \$5 round-trip, with a variety of passes, discounts and transfers available.
- WAVE:** The Wheels to Access Vocation and Education (WAVE) service is a daily service that requires a reservation 24 hours in advance. The WAVE operates between Sanford and Wells (6:00 AM to 9:00 PM) and Sanford and Biddeford (7:00 AM to 10:00 PM), providing access to major shopping areas, employment centers, schools, and medical facilities. Fares are



\$3 one-way and \$5 round-trip, with a variety of passes, discounts and transfers available.

- **Sanford Transit:** Local bus service in Sanford—including Springvale and South Sanford—is provided by the YCCAC's Sanford Transit service. Sanford Transit operates generally along the Route 109 corridor and can be flagged down anywhere along the route (provided it is safe to do so). Service runs at one-hour intervals weekdays between 8:00 AM and 3:00 PM. Fares are \$1.00 for the general public, and \$0.50 for children under 8, the elderly or those with disabilities. Multi-passes are available at discounted cost.
- **YCCAC Bus and Van Program:** YCCAC operates a reservation-based system aimed primarily at serving medical and shopping trips. This service operates throughout York County on a rotating schedule. Fares are based on the type of trip and the rider's ability to pay.
- **Shoreline Explorer and Shuttles:** YCCAC operates several trolley and shuttle services in coastal communities. These operate during summer months only (typically end of June through Labor Day), except for the Sanford Ocean Shuttle described previously. Summer shuttles that operate within some portion of the CYCCS study area are:
 - The Shoreline Explorer, which links Ogunquit, Wells and Kennebunk with transfers to the Ogunquit Trolley, Sanford Ocean Shuttle and Kennebunk Shuttle.
 - The Ogunquit Trolley, which operates in Ogunquit, connecting to the Shoreline Trolley (operated by the Ogunquit Trolley Company) and the York Trolley (operated by the York Trolley Company).

- The Kennebunk Shuttle, which operates in Kennebunk, connecting to the Shoreline Trolley and Intown Trolley (another private trolley company) at the Lower Village near Kennebunk Beach.

Other connecting shuttles outside of the study area are the Intown Trolley in Kennebunkport and Kennebunk (primarily a sightseeing service) and the York Trolley connecting Wells to York.

Hours of operation, frequency and fares vary by service. The trolleys and shuttles provide a valuable service to tourists and locals in summer months by providing transportation options along the crowded Route 1 corridor during the peak season.

ShuttleBus

ShuttleBus operates four bus services serving Biddeford:

- **Zoom Turnpike Express** is a commuter service operating on the Maine Turnpike between Biddeford and Portland. Five round-trips operate during the morning commute, as well as the afternoon commutes. The one-way fare is \$5 and free transfers to other ShuttleBus and Portland area bus routes are allowed. 10 ride and monthly fares are also available.
- **Intercity Shuttle** also connects Biddeford with Portland, making intermediate stops in Saco, Old Orchard Beach, Scarborough and South Portland. The Intercity Shuttle operates during commute periods on weekdays and with limited service on weekends (five trips per day with fewer stops). Fares vary by distance.



- **Tri-city Shuttle (ShuttleBus Local)** provides bus service within Biddeford, Saco and Old Orchard Beach.
- **UNE Nor'easter** provides public transit bus service from the University of New England to downtown Biddeford and the Saco Amtrak station with frequencies of generally one hour or less on weekdays. Weekend service generally runs every 90 minutes.

Amtrak Downeaster Passenger Rail

Amtrak's Downeaster passenger rail service operates five roundtrips daily between Portland and Boston with intermediate stops in Old Orchard Beach (summer only), Saco, and Wells, Maine; Dover, Durham, and Exeter, New Hampshire; and Haverhill and Woburn, Massachusetts. Service was extended east of Portland to Freeport and Brunswick in 2012.

During weekdays, the first southbound train (from Portland to Boston) departs the Wells Transportation Center at 5:59 AM and the last southbound train departs at 7:29 PM. The first northbound train (Boston to Portland) departs Wells at 10:53 AM and the last at 1:08 AM. Weekend schedules are similar.

The Wells Transportation Center includes an indoor station building and covered platforms. It has 186 general-purpose parking spaces, 7 handicapped spaces and 6 large spaces for oversize vehicles and buses. In 2012, the station accommodated 55,503 passenger boardings and alightings (16 percent of Amtrak passengers boarding or alighting in Maine).¹² Just east of the study area, the Saco Transportation Center includes an indoor station building and 192 parking spaces. Saco-

¹² Amtrak Fact Sheet Fiscal Year 2012, State of Maine.

Biddeford had 50,112 boardings and alightings in 2012 (15 percent of Maine Amtrak passengers).

Commute Patterns and Other Potential Travel Markets

In more rural settings such as York County, commuters typically make up a smaller share of transit patrons than in more developed, urbanized areas. Within the CYCCS study area, only the ShuttleBus ZOOM Express service is geared toward addressing the commuter market, offering fast connections between Biddeford and Portland. Other bus services, while carrying some commuters, are more generally focused on providing accessibility options for a broad range of users, including those who do not have a means of personal transportation.

To attract commuter trips, transit services usually need to be reasonably priced and time competitive with auto trips, provide for access to bus services by way of a network of bus stops and/or park and ride lots, have sufficient route coverage to provide access to job locations, and operate a schedule that accommodates riders' work day schedules (which can vary).

Improving transit as a commuter option would support many of the study's goals, including those related to economic development, expanding travel choices, and improving regional connections. This analysis looks at the potential for growing transit's share of the CYCCS commute market by considering existing commute patterns to gauge demand, as well as potential service characteristics to assess whether transit could compete with the automobile for a share of commute

trips. Figure 5-2 illustrates the commute patterns from the Greater Sanford area¹³ to other destinations both inside and outside the study area, taken from current US Census Bureau and Department of Labor data available at the OnTheMap website (<http://onthemap.ces.census.gov/>). Figure 5-3 shows the reverse commute; that is, workers who work in Sanford but live elsewhere. A number of conclusions can be drawn from this data, as described below.

The analysis also identifies other potential transit markets, such as medical institutions, schools, and other large trip generators. Riders who are using transit services for non-commuting purposes may have greater schedule flexibility and tolerance for longer travel times, but also in some cases may require door-to-door service due to personal mobility limitations or lack of auto access.

Sanford-Portland Commuters

Portland is the largest metropolitan area and jobs center in Maine. According to US Census and Department of Labor data, there are a significant number of commuters (1,108) who live in the Greater Sanford area and work in Portland. This includes residents of Acton and Shapleigh, who could potentially access bus service in Sanford, and Alfred and Lyman, or could access the WAVE as an on-demand service. By car, these travelers would typically take Route 111 to I-95 (Exit 32) and then continue on I-95 to Portland. Depending on their starting and ending location, a typical commute might cover 35-40 miles and take between 45 minutes to 55 minutes.

¹³ “Greater Sanford” in this case includes the communities of Sanford, Alfred, Lyman, Shapleigh, Lebanon, and Acton. These were presumed to be the

The remainder of this page is intentionally left blank

potential catchment area for people accessing transit originating from Sanford.



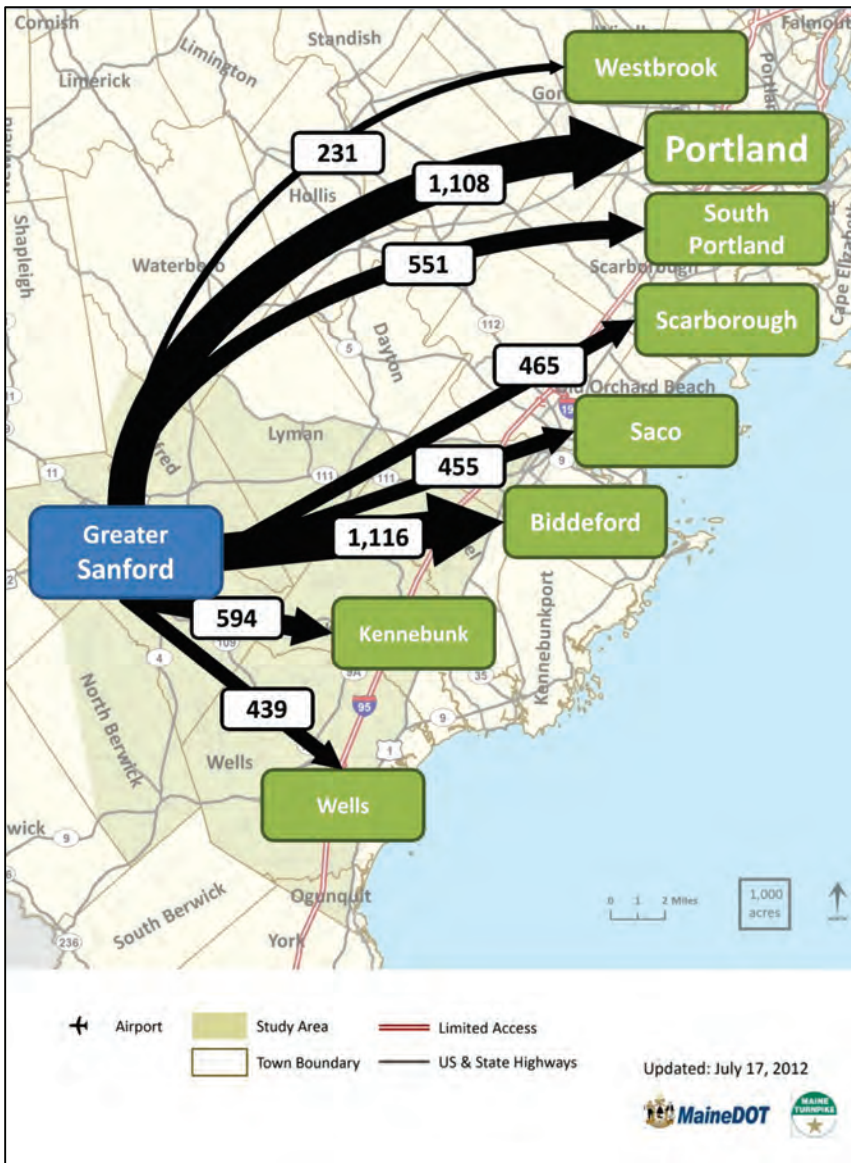


Figure 5-2: Commute Trips Originating in the Greater Sanford Area



Figure 5-3: Reverse Commute – Trips Destined to Sanford

This commute can be accomplished by transit today, though choices are limited and travel times are not especially competitive with automobiles. As summarized in Table 5-2, during the morning, the 7:00 AM WAVE may reach Biddeford in time to allow riders to catch the 7:40 AM ZOOM, which arrives in Portland at 8:17 AM (Monument Square). If the 7:40 ZOOM has departed, the 8:17 ZOOM reaches Portland at 8:52 AM. Resulting travel times are therefore about one hour and 17 minutes if the first connection is made, and one hour 52 minutes if not. Depending on their destination, commuters may also need to transfer to local service in Portland, which would further increase the duration of their trip.

Table 5-2: Sanford – Portland Current Bus Service Options (Commute Periods)

Start	Transfer	Arrive	Duration
Commute to Portland			
<i>Morning - Sanford to Portland</i>			
7:00 AM WAVE	7:40 AM ZOOM, or 8:17 AM ZOOM	8:17 AM 8:52 AM	1 hr 17 min. 1 hr 52 min.
<i>Evening - Portland to Sanford</i>			
5:15 PM ZOOM	6:00 PM WAVE	7:00 PM	1 hr 45 min.
Reverse Commute (Portland to Sanford)			
<i>Morning - Portland to Sanford</i>			
7:04 AM ZOOM	8:00 AM WAVE	9:00 AM	1 hr 56 min.
<i>Evening - Sanford to Portland</i>			
4:00 PM WAVE	5:35 ZOOM	6:06 PM	2 hr 06 min.
5:00 PM WAVE			1 hr 06 min.

¹⁴ Six hours (on weekdays only) is the maximum amount of time a person using transit to travel between Portland (Monument Square) and Sanford could spend in Sanford. This is based on a passenger leaving Portland on the 7:36 AM ZOOM bus, transferring to the 8:00 AM WAVE bus (from Biddeford)

Returning ZOOM service in the afternoon leaves Portland at 5:15 PM (earlier trips are also available), enabling a transfer to WAVE service departing Biddeford at 6:00 PM.

The reverse commute—Portland residents who work in Sanford—is not large. 127 Portland residents work in Sanford. An additional 45 Westbrook and 54 South Portland residents work in Sanford as well. Current bus schedules generally preclude commuting from Portland to Sanford by transit as an option except for people who work less than 8 hours per day.¹⁴

Existing transit service in Sanford is poorly suited for weekday commuting to and from Portland by full-time workers. While the WAVE does also connect to ShuttleBus Intercity/Portland service (at the Exit 32 Park and Ride lot in Biddeford), connections are not coordinated and service on both routes is infrequent. Only one bus from Sanford—the 7:00 AM WAVE—allows commuters to reach Portland by 9:00 AM. This itinerary requires a transfer to either the 7:40 AM or 8:17 AM ZOOM bus at the Exit 32 Park and Ride, which may be perceived as inconvenient for so-called “choice” riders (i.e., those who have their own cars but choose to use transit).

In addition to limited schedule choices and long duration commutes, other factors may limit use of bus service for commuting purposes today:

at the Exit 32 Park and Ride, and arriving in Sanford at 9:00 AM. For the return trip, the same passenger would depart Sanford on the 3:00 PM WAVE bus, transfer to the 4:09 PM ZOOM bus at the Exit 32 Park and Ride, and arrive in Portland at 4:47 PM.



- Need to transfer to local service in Portland to reach many destinations, or lack of suitable connections on the Portland end (depending on work location).
- Requirement to pay fares for use of each service (WAVE and ZOOM).
- WAVE service is 24-hour advance reservation service only.
- Short window between the earliest morning trip and latest evening return trip, which does not accommodate users who work longer than 7.5 to 8 hour days.

Other travel markets

Portland is also a key shopping, medical, and entertainment center. Travel to the Maine Medical Center or other medical offices, trips for shopping and entertainment purposes, and access to the University of Southern Maine are examples of the types of trips that some may desire to make using transit services. Currently, service schedules limit bus riders to daytime activities only.

Sanford – Biddeford/Saco

Commuters

There are close to 1,600 daily commuters from Greater Sanford to the Saco/Biddeford region. These commuters typically use Route 111 and local streets. Again, depending on the exact destination, a typical commute covering 20 miles would take from 25 to 35 minutes, depending on traffic.

By transit, this trip can also be made via the WAVE. Because of the demand response nature of the WAVE, travel times between Sanford and Biddeford are between 40 to 60 minutes based on the number of riders and service is less predictable than regular, scheduled service

would be. Connections to ShuttleBus Local services are available in Biddeford. The 7:00 AM WAVE can transfer to the 8:10 Local 2 at SMMC, extending their reach into Saco and Old Orchard Beach along Route 111 and US 1. The 9:00 AM WAVE riders can transfer to the 10:10 AM Local 2 at SMMC. Return connections are possible throughout the day via the 4:05 PM, 6:05 PM, 8:05 PM and 10:05 PM WAVE trips.

Connections to the ShuttleBus Intercity service, which extends the reach of service into Scarborough, are more difficult. A limited number of Intercity trips serve Biddeford; most service begins and ends in Old Orchard Beach. Hence, a bus trip between Sanford and Scarborough would require two transfers (WAVE to ShuttleBus Local to ShuttleBus Intercity in Old Orchard Beach).

ShuttleBus also operates all-day service between Biddeford and the University of New England campus. Transfers between WAVE service and the UNE service can only be made at Biddeford Crossing or the 5 Points Shopping area, and the UNE service only goes to those locations two to three times a day, evenings only. On Mondays through Thursdays, the UNE service departs 5 Points at 5:25 PM and 7:00 PM and departs Biddeford Crossing at 5:35 PM, 7:10 PM and 8:35 PM. On Fridays, the UNE service departs 5 Points at 6:30 PM, 8:00 PM and 9:30 PM and departs Biddeford Crossing at 6:40 PM, 8:10 PM and 9:40 PM. Multiple options are available on weekends, with service to 5 Points and Biddeford Crossing operating between 12:35 PM and 9:40 PM on Saturdays and between 12:35 PM and 6:40 PM on Sundays.

The reverse commute involves 323 Biddeford residents and 238 Saco residents who travel to Sanford for work. These could potentially use the same services described above, as all operate in two directions. To

access job sites in Sanford, workers may need to transfer to Sanford Transit service, which operates along the Route 109 corridor.

WAVE also connects to the ZOOM Turnpike Express at the Biddeford Park and Ride, but just for the 8:17 AM and 4:09 PM departures to Portland on weekdays. For a return trip to Sanford, riders arriving on the ZOOM into Biddeford at 9:33 AM, 4:00 PM, and 5:50 PM can connect with the WAVE.

Other travel markets

Similar to Portland but at a smaller scale, the Biddeford area includes a number of potential transit destinations, including the Southern Maine Medical Center and other medical offices, shopping, the University of New England, and Amtrak (Saco Station).

Sanford – Kennebunk/Wells

Commuters

Commuting between the Sanford area and both Kennebunk and Wells is more limited than to the Biddeford/Saco and Portland markets to the east. Approximately 594 people commute from the Greater Sanford area to Kennebunk, and 439 to Wells. Reverse commute numbers are lower, mirroring the trend elsewhere; 254 Kennebunk residents and 213 Wells residents work in Sanford.

Route 109 is the primary corridor linking Sanford and Wells. A 14-mile trip from central Sanford to the Route 1 corridor might typically takes 20 to 25 minutes during the commute period by auto. By transit, YCCAC's Sanford Ocean Shuttle makes six trips daily (each direction), departing from Sanford at 6:00 AM, 7:40 AM, Noon, 2:20 PM and 5:55 PM. The full (one-way) trip takes about 50 minutes to an hour, depending on time of day and whether the trip is coordinated to meet

Amtrak Downeaster service in Wells. Return trips depart Wells at 6:59 AM, 8:44 AM, 10:44 AM, 1:11 PM, 3:30 PM, and 7:00 PM.

Trips between Sanford and Kennebunk are made by Route 109 to Route 99, or alternatively by a variety of local roads. A 15-mile trip typically takes 30 minutes or so. No transit service links these communities today.

Other travel markets

There are fewer trip attractors linking Sanford to Wells or Kennebunk, though recreational trips to the coast are a likely draw for some current (and potential) transit riders. York County Community College and the Wells Transportation Center (Amtrak) are two regional draws in Wells that are currently served by YCCAC's Sanford Ocean Shuttle.

A similar analysis was conducted of "reverse commute" travel into Sanford itself, and those volumes are presented in Figure 5-3. In this case, the full list of Greater Sanford communities was not considered, since someone arriving in Sanford by transit would have great difficulty accessing these communities without a private vehicle. As this data shows, commuter travel into Sanford is relatively limited, and does not in and of itself appear to justify transit service, although these users could also potentially take advantage of improved transit services principally directed at travel to Portland, Saco, and Biddeford.

Wells/Kennebunk to Biddeford/Portland

Commute

In addition to travel patterns to and from Greater Sanford, travel data for the coastal communities along the Maine Turnpike (I-95) corridor was reviewed. Figure 5-4 summarizes commute patterns for residents



of the greater Wells and Kennebunk areas.¹⁵ The reverse commute to these communities is relatively small, and therefore not illustrated. Though secondary to the study's primary objective of improving connections between central York County and external centers, any changes to transit services and facilities for coastal communities would comprise part of the overall regional system and provide secondary accessibility benefits to central York County communities.

This data shows that there is significant demand for travel from south of Biddeford (the current southern limit of transit service along the Maine Turnpike) to Biddeford, Saco, and Portland. This indicates a need for transit service that continues south of Biddeford, to serve Kennebunk, Kennebunkport, and Wells. Although this market is served to some extent by the Downeaster rail service, this is not competitive in terms of fares or service frequency for shorter trips within York County and Southern Maine.

Other travel markets

York County Community College and the Wells Transportation Center are two major destinations that could potentially be served by transit.

The remainder of this page is intentionally left blank

¹⁵ "Greater Wells" in this case includes the communities of Wells, Ogunquit and North Berwick. "Greater Kennebunk" includes both Kennebunk and Kennebunkport when considering longer trips to the Portland area only.

These were presumed to be the potential catchment area for people accessing transit services at these locations.

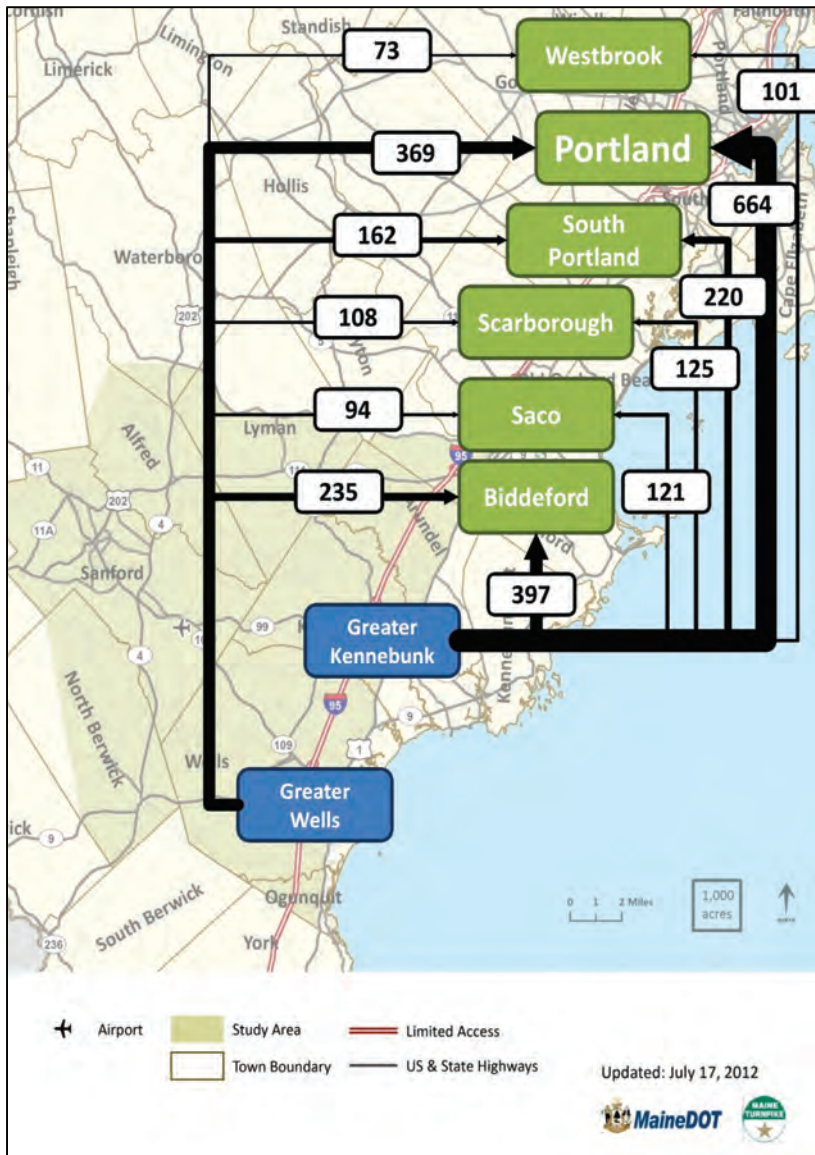


Figure 5-4: Commute Trips Originating in Wells and Kennebunk

GO MAINE TDM Program

Maine's comprehensive travel demand management program, GO MAINE, is sponsored by MaineDOT and the Maine Turnpike Authority (MTA) and is administered by the MTA. GO MAINE works throughout the state to reduce travel demand on the roadways by working with employers and the public to provide the following services:

- Carpool and van pool information and ride-matching services are provided through the internet at the GO MAINE website (<http://www.gomaine.org/carpools>), as well as through outreach programs including fairs, conferences and employer outreach;
- Ride-Matching System including technology that accesses Google Earth, enables travel alerts and allows for automatic matching services;
- Emergency Ride Home Guarantee Program available for registered commuters;
- Information and service links to more than 40 local and regional bus, ferry and rail services including commercial shuttles;
- Information on Park and Ride lot locations;
- Information provided by email to registered commuters on relevant media releases and commuter e-news (for example, travel alerts for major construction disruptions).

Transportation Centers and Park and Ride Lots

There are three publically owned Park and Ride facilities within the CYCCS study area (Table 5-3 and Figure 5-1); all are operated by the Maine Turnpike Authority. The Wells Transportation Center, where the Town of Wells and the MTA own the building and parking areas, respectively, provides parking for Amtrak service, YCCAC bus and shuttle service, and carpoolers. The parking lot closest to the train station is designated for Amtrak users, while a second lot is identified as commuter parking and is the official MTA Park and Ride lot. The Kennebunk Park and Ride lot (Exit 25) is not serviced by public transportation and is intended for ridershare (carpool) use. The Biddeford Park and Ride (Exit 32) is served by the ShuttleBus ZOOM Turnpike Express service and is also available for ridershare use. The MTA’s 2012 Safety and Capacity Study reports 34 percent average occupancy at the Wells Transportation Center (commuter lot portion only, not including Amtrak parking area), 60 percent occupancy at Kennebunk, and 58 percent at Biddeford. Usage of the Biddeford park and ride peaked at 89 percent occupancy in 2001, and averaged 72 percent between 2001 and 2012.

Other publicly owned Park and Ride lots outside of the study area but in central York County include the Town of Lebanon’s lot off of US Route 202 (approximately 50 parking spaces) and MaineDOT’s two small lots in Shapleigh. East of the CYCCS study area in Saco, the Saco Transportation Center provides parking for Amtrak riders, and MaineDOT’s Park and Ride lot on Industrial Road off of I-195 is another major commuter lot in the Biddeford/Saco area.

Table 5-3: Public Park and Ride Lots in CYCCS Study Area

Town/ Name	Location	Parking Capacity	Services	Amenities
Biddeford Biddeford P&R	Route 111 at Maine Turnpike Exit 32	155 general purpose; 6 handicap	ShuttleBus ZOOM Turnpike Express	Lighting; shelter; benches
Kennebunk Kennebunk P&R	Route 35 at Maine Turnpike Exit 25 (southbound)	52 general purpose	None (Carpool lot)	Lighting
Wells Wells Transportatio n Center	Maine Turnpike Exit 19	94 commuter lot; 4 commuter lot handicap; 91 Amtrak lot; 4 Amtrak lot handicap; 6 RV/bus	Amtrak Downeaster; YCCAC Sanford Ocean Shuttle; YCCAC Shoreline Explorer	Bike rack; lighting; shelter; benches

The Federal Transit Administration (FTA) recently awarded a \$1.2 million grant to establish a transportation center in Sanford. The center will be linked to a Park and Ride lot and serve as a hub for bus services in Sanford. Amenities including indoor waiting areas, restrooms and bicycle parking will be provided. It is envisioned that the center will serve as a centerpiece for redevelopment of the Mid-town/Mill Yard area over time. This project will address a long-standing need to improve access to transit in the Sanford area.

In addition to public Park and Ride lots, there are shopping centers, schools, and other locations in the study area that are used informally as Park and Ride lots. YCCAC schedules and maps indicate that the



School Street parking lot, Marden's Plaza, the Sanford Regional Airport in Sanford and the Hannaford Plaza in Wells are used as parking locations.

MaineDOT's Long Range Plan (July 2010) identifies a need for a Park and Ride in Sanford. The plan notes that Sanford is Maine's seventh largest city and is connected by a number of highway corridors, yet does not have a public Park and Ride lot available to motorists. With the recent award of an FTA grant to construct the Sanford Transportation Center (described previously), this issue will be addressed.

Transit and TDM Enhancement Opportunities

Public Transportation

The overarching purpose of the CYCCS is to improve transportation connections between central York County and the transportation networks along the coast. In that context, enhancement or expansion of transit services linking the Sanford region to the coastal communities or even directly to major destinations outside of the study area would be in keeping with the study's purpose. Improvements in transit service within the study area should build upon the existing services and facilities that are in place.

Bus and shuttle services in central York County are largely focused on providing mobility options for those who cannot drive, do not have access to a personal automobile, or are a specific niche market such as tourists. These types of services are likely to remain the cornerstone of public transportation in York County in the future. At the same time, enhancing or complementing these existing services to provide better

service for commuters, either within the study area or to areas beyond the study area, is an appropriate medium-term goal, as a means to better manage mobility and provide travelers with improved transportation options.

Amtrak's Downeaster service provides a valuable regional and interstate transportation option for York County. To leverage the benefits of this service, bus and shuttle services in the region could be reorganized to emphasize connections at the Saco Transportation Center and Wells Transportation Center. This would involve consideration of both routing and schedule to integrate services and allow transfers with short wait time. YCCAC's Sanford Ocean Shuttle and Shoreline Explorer already do so in Wells. Further, every effort should be made to ensure that all Downeaster service continues to stop in Wells and Saco.

Infrastructure improvements can also improve the quality of public transportation services by improving access, rider comfort/convenience and operating efficiency. These can include upgrades to facilities, vehicles, and the right-of-way used by transit.

The Recommendations section at the end of this chapter details more specific actions that will help to improve transit service to, from, and within the study area.

Potential Opportunities to Enhance TDM Programs

GO MAINE is a well-established means of providing TDM services throughout the state and in the CYCCS study area. Expanded implementation of TDM programs could potentially help address CYCCS goals primarily by expanding travel options for central York



County residents and workers. More aggressive implementation of TDM would likely require dedicating additional funding to expand the existing GO MAINE programs described previously.

Specifically targeting travel information and incentives to central York County travelers is a potential means of expanding these programs in a manner supportive of the CYCCS's goal of improving accessibility to central York County. This could involve packaging and branding existing GO MAINE, YCCAC, and ShuttleBus programs and travel information under a unique program name, including a website specific to York County. This parallels an effort now underway in the Portland area Metropolitan Planning Organization to accomplish regional branding and marketing of all public transportation services. A targeted TDM program would allow program elements to be tailored to the local community as well as enable residents and employees to more easily find travel information related to their needs.

Other ideas for possible consideration that could address access to central York County are:

- Expand or implement additional fare subsidy programs. YCCAC already implements an income-based fare structure for some services. Additional fare subsidy programs could be considered that target commuters to or from central York County.
- Develop a network of small Park and Ride lots using existing parking lots that have excess capacity during commute periods. Church parking lots are often used for such programs.
- Improve coordination and scheduling for interconnecting service providers.

- Expand employer-implemented TDM efforts to encourage flextime, telecommuting, carpooling and vanpooling. This could be accomplished by requiring or providing incentives for more employers to register to work with GO MAINE.

Role of Town Planning in Reducing Travel Demand

The adoption of compact development principles in land use planning by towns would over time also help manage travel demand and increase travel choice by concentrating development in a manner that encourages people to walk, bicycle or use transit more often. In addition to reducing automobile trips, coordinated planning can help create healthier communities with well-defined neighborhoods that are supported by sustainable transportation investments. This in turn can help preserve rural areas and improve the vibrancy of town centers.

Towns would be responsible for determining which compact development principles are appropriate for their community. Generally, these could include revisions to development standards, zoning regulations and comprehensive plan policies, such as the following:

- Allow mixed-use development in town centers and other targeted areas.
- Emphasize establishment of walkable communities by planning for and requiring during development the establishment of well-connected pedestrian facilities (including sidewalks, crosswalks, and trail systems). Review development standards for impediments to walkability and refine as necessary.

- Plan land uses in coordination with transportation to concentrate growth in areas that are best served by transit services and are walkable.
- Adopt “Complete Streets” policies and design standards that consider the needs of a broad range of roadway users of all ages and abilities (e.g., pedestrians, autos, bikes, elderly and school children) when planning and designing roads. The National Complete Streets Coalition provides information and resources regarding complete streets at their website: <http://www.completestreets.org/>
- Prioritize improving existing infrastructure in developed areas over developing new infrastructure in undeveloped areas.

Towns can also directly implement good growth principles through projects such as streetscape improvements to improve walkability and the character of town centers and other targeted growth areas or smaller scale roads projects to improve circulation within towns.

Additional information is presented in Chapter 4. Land Use and Access Management.

Potential TSM Enhancements

TSM enhancements that improve the traffic operations on study area highways could also aide the reliability of transit services operating on those corridors. These are described in Chapter 3: Highways.

Additionally, some TSM strategies are more directly related to public transportation. One key TSM enhancement that can positively impact public transportation is the use of signal priority, which makes minor adjustment to signal timing and phasing to move buses more quickly through the roadway network. This could be deployed broadly

throughout the study area, or only at key locations where there is congestion, such as the intersection at Exit 32/Route 111/Precourt Street in Biddeford. As signal technology has improved and improved traffic signal controllers have been deployed more broadly, implementation of signal priority for transit has become more straightforward.

Another technique that can be directly applicable to transit and ridesharing is implementation of automated SMS text messages to cell phone subscribers to provide travelers with information regarding parking availability at Park and Ride lots and transportation centers. Similarly, automated SMS texts could provide travelers with information about travel time to local and regional destinations (such as downtown Portland), so that travelers could make more informed decisions about their travel route, mode, and timing, potentially generating additional transit use. SMS texts can also be deployed to provide information to public transportation users, such as the status of trains and buses at key stations.

Conclusions

Based on the analysis of existing travel patterns, the Sanford to Portland commute—particularly if considered jointly with trips from Sanford to the Biddeford/Saco markets—is the largest external market for commute trips from the CYCCS study area. A smaller reverse commute exists also. As the state’s major medical, business and shopping destination, Portland is an attractive market for other potential transit patrons as well, including both transit dependent and transit choice riders.

This travel need is not particularly well served by the current transit services within the CYCCS study area. Commuting from the Sanford



area to Portland today may be feasible for some using the WAVE and ShuttleBus ZOOM services, but the length of the commute, limited schedule options, and existing service structures generally preclude use of these services for this commute. Even with improvements, the duration of the commute relative to by automobile would likely limit transit's market share. Nonetheless, a high priority should be given to improving transit travel from the Sanford area to Portland, with the opportunity to also travel to Biddeford and Saco, given the importance of these travel markets and the other trip purposes that could be served.

There is a somewhat lower, but still noteworthy commute demand along the I-95 corridor, from Wells and Kennebunk to points north, including Biddeford, Saco, Portland, and locations in between. Other than the Downeaster train service, there is no public transit service within this corridor south of the ShuttleBus ZOOM terminal at the Exit 32 park-and-ride in Biddeford. Some form of service extension south of this point could draw transit users from these communities, as well as giving drivers the opportunity to park at one of the park-and-ride lots located farther south, which are not as heavily used as the lot at Exit 32.

Travel between Sanford and Wells is currently served by the Sanford Ocean Shuttle, and it may be desirable to consider ways to improve the frequency and/or span of service along this route. There is also some demand for service between Kennebunk and Sanford; the roadway network does not lend itself to creating a connection in this corridor, particularly for larger transit vehicles, but smaller vans could be feasible.

Beyond the potential service improvements and expansions, there is also a clear need to improve facilities for transit users, to help retain existing riders and attract new riders. Improvements could include new transportation centers, additional stand-alone park-and-ride lots, and improved amenities at bus stops.

TDM and TSM both have a role to play in improving travel options and performance within the CYCCS study area. Given the relatively low levels of congestion and the somewhat limited alternatives available, these tools would generally be expected to support other transportation improvements, rather than playing a central role.

Recommendations

Facilities and Access to Transit

- Create the Sanford Transportation Center: Planning for a Transportation Center in downtown Sanford is underway, with a site identified and a funding plan being developed. This will create a centralized location for transit services that travel to, from, and within Sanford, as well as a location to distribute information about transit and other transportation modes.
- Building on the service recommendations detailed below, create a new transit hub at the Biddeford park-and-ride, where the enhanced WAVE/Route 111 service, the ZOOM Turnpike Express, and the extended ShuttleBus Intercity/Portland service can interface. This would involve adding additional shelters or a permanent building for waiting transit patrons, and ensuring adequate space exists to accommodate service coordination and transfers among different routes. This facility is likely to become a critical link in the transit network within the study area, with a variety of transfers available to different

destinations, and this activity should be supported by an appropriate facility.

- Park-and-Ride in Sanford: Along with creating a Transportation Center in downtown Sanford, there is a need for park-and-ride facilities to serve those traveling from surrounding communities who want to access transit in Sanford, particularly if there is an improved connection to Portland (as discussed in the next section of recommendations). Locations for these lots would need to be determined, taking into account both ease of access for car drivers and the routing of existing and proposed routes.
- Lease-lot arrangements in other locations: In addition to creating a central park-and-ride lot in Sanford, smaller park-and-ride facilities could be developed in the immediate vicinity, through leasing of parking facilities or shared parking arrangements with local shopping centers. Potential locations for these types of facilities include Springvale, South Sanford (for access to the Sanford Transit/Sanford Ocean Shuttle), Alfred (potentially using the County Courthouse parking lot), and/or Lyman (both for access to the WAVE and any future services along Route 111).
- Improvements at stops: In many locations, there is a need for improved amenities at stops, including basic items such as a paved waiting area and sidewalks to safely access the stops, along with additional amenities such as lighting, shelters, benches, and trash cans. These simple enhancements are particularly important to ensure that transit services are fully accessible and meet the requirements of the Americans with Disabilities Act.

- Provide bike racks and bike lockers at transportation centers and major park and ride lots. This would help expand the geographic reach of the transit network by providing additional options for accessing transit.
- Provide additional bicycle racks on buses, so that customers can use their bikes on both ends of their transit trip.
- Preserve park-and-ride lots for commute travel: The park-and-ride lots operated by the Maine Turnpike Authority are officially intended for use by commuters for periods of less than 24 hours. However, certain tour and airport shuttle operators have taken advantage of these lots for longer-term parking, with the facilities serving as originating points for buses to casinos in southern New England, Logan International Airport, or Manchester-Boston Regional Airport. While this is not the intended use of these lots, current enforcement activities have not been sufficient to discourage this activity. Potential solutions to this would include increased enforcement of parking duration rules (potentially using technological solutions that track license plates), improved signs and education, direct discussions with the operators of the bus services, or the installation of a gate/barrier at the entrances that could only be actuated by ShuttleBus/ZOOM vehicles. Ideally, this would result in developing alternative locations for this non-commuter park-and-ride activity, rather than simply trying to eliminate those bus services.

Route-Specific Service Improvements

- Improved Route 111 Service, either through expansion of the existing WAVE service or through extension of the ZOOM Turnpike Express along Route 111 to Sanford.



- Under the first option, the WAVE would be expanded to better serve the Route 111 corridor and connect to ShuttleBus:
 - Increase service frequency on the WAVE to every hour and coordinate with the schedule for the ZOOM Turnpike Express at Biddeford.
 - Transition WAVE service from a demand response service to either a fixed route/demand response hybrid or a standard fixed route service running along the Route 111 corridor from Sanford to Biddeford and Saco. Under the fixed route/demand response hybrid, the WAVE would continue to provide some demand responsive and route deviation service, but would use real-time information to let passengers know when each run is expected to arrive at a limited number of fixed stops along the route. In this way, the WAVE could continue to provide door-to-door service on a reservation basis, but would also be available to riders who have not made reservations but who can board the service at designated stops. Alternatively, the WAVE could transition to a more traditional fixed-route service, stopping only at designated locations and running on a fixed schedule.
 - Create timed transfer to ZOOM Turnpike Express and ShuttleBus Intercity/Portland service so that WAVE riders can more easily access service to Portland. This could be difficult to implement if some form of demand responsive component is retained by the service.
 - Under the second option, select ShuttleBus ZOOM Turnpike Express peak period runs would be extended from the current terminal at Biddeford west to Sanford.
- This is likely the only option that could provide a time- and convenience-competitive alternative to auto commuting for Sanford area to Portland trips.
- Travel times from Sanford to Portland would be around an hour, and no transfers would be required. This would be a peak period only service, perhaps with two morning and two evening trips beginning and ending in Sanford.
 - Travel times for riders between Biddeford and Portland would not be adversely affected, but additional equipment would be needed to maintain or improve existing service frequencies.
 - Commuters between Sanford and Biddeford/Saco could also use this service, through they would need to transfer at the Biddeford (Exit 32) park-and-ride to Tri-City Local service (on the Biddeford end) or Sanford Transit/Sanford Ocean Shuttle (on the Sanford end).
 - WAVE would continue to provide all day service and could continue to focus more on local connections.
- New service on I-95 South of Biddeford
 - Provide connecting service from the ZOOM Turnpike Express service to the Wells Transportation Center (Exit 19) and York County Community College in Wells, with an intermediate stop at the Kennebunk park-and-ride at Exit 25. This would provide a link to Portland from those communities, and potentially intercept Portland-bound travelers farther south, at park-and-ride lots in Biddeford or Wells. Service could operate either as an extension of the existing ZOOM service, or as a timed-transfer shuttle connection. Capacity at the Kennebunk park-and-ride

could become an issue should regular transit service be implemented, requiring expansion or relocation. Also, northbound transit trips will experience some added travel time accessing the park-and-ride, which is located on the north side of I-95.

- Sanford Transit
 - Coordinate with other services at the future Sanford Transit Center
 - Consider targeted increases in service frequency, along with extending service to run later in the afternoon and early evening.
- Sanford Ocean Shuttle
 - Provide increased service frequency.
- ShuttleBus
 - Extend the hours of service of the ZOOM service, particularly to provide at least one additional run in the evening, for customers who need to stay in Portland past 5:00 PM.
 - Extend ShuttleBus Intercity/Portland service a short distance from the current terminal at Southern Maine Medical Center to the Biddeford park-and-ride at Exit 32 on the Maine Turnpike/I-95. This will create an interface with the extended ZOOM Turnpike Express services from York County Community College, Wells, and Kennebunk and with the enhanced WAVE service.

- Ensure coordination of the Tri-City/Local service with other services within the CYCCS study area, particularly in the area of the Exit 32 park-and-ride lot in Biddeford.

Public Information/TDM

- Make greater use of real-time information throughout the Central York County transit network. Availability of real-time information is increasingly becoming an expectation for transit passengers, particularly with the growth of smartphone and text message based tools for distributing information. In an environment such as Central York County, where transit services operate on a relatively limited schedule and long headways, having access to real-time information is critical, since missing the bus could result in a two hour wait in some cases. Providing enhanced real-time information could also allow for the creation of a hybrid demand response/fixed-route version of the WAVE, as described earlier.
- Improve transit information for Central York County, to create a single clearinghouse for transit service information. With multiple operators providing differing types of service (demand response, route deviation, fixed-route local, fixed-route express), the transit service options within York County can be somewhat difficult to understand. Creating a single source for transit information and coordinating service connections between service providers will make the services more legible, particularly for new or occasional users.

Fare Policy

- Consider implementing an integrated fare policy to make it easier and less costly for riders to transfer between YCCAC,



ShuttleBus and other connecting transit services. The requirement to pay fares for use of each service, such as for transfers between WAVE and ZOOM, may present barriers to increasing transit ridership. An integrated fare policy can encourage additional ridership and create more seamless transfers between the various transit services in the CYCCS study area.

The remainder of this page is intentionally left blank