# PORTLAND WEST BALANCED MOBILITY IMPROVEMENTS STUDY

*Existing Conditions*

**August 2026**


MaineDOT

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## *Existing Conditions*

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# EXECUTIVE SUMMARY

The Portland West region comprises the cities and towns in the Greater Portland area west and northwest of Portland. Like the Greater Portland area, this region has experienced sustained population and employment growth over the past decade, and that growth is projected to continue through 2045. The resulting increase in travel demand is placing growing pressure on a road network that already operates near capacity in several corridors west of Portland.

In response, MaineDOT is undertaking the Portland West Balanced Mobility Improvements Study (the Portland West study) to identify multimodal solutions to the region's transportation challenges. The study covers eight municipalities across a core and an extended study area. Alternatives developed in a later phase of the study will focus on the core study area, though traffic and project impacts will be modeled across both the core and extended areas.

**TABLE 1 CORE AND EXTENDED STUDY AREA MUNICIPALITIES**

| Core Study Area | Extended Study Area |
|---|---|
| » Gorham | » Portland (metropolitan area core) |
| » Scarborough | » Buxton |
| » South Portland | » Hollis |
| » Westbrook | » Standish |

This memorandum documents existing demographic, economic, land use, and transportation conditions in the Portland West study area, drawing on local and regional planning documents and transportation studies from the Greater Portland area, with particular attention to the study area municipalities. Its findings on development patterns, growth constraints, and related tradeoffs will ground the data analysis, modeling, and evaluation of alternatives in later tasks of the Portland West study.

- Significant constraints on the existing road network in the study area lead to significant congestion, including on the SR 22/114 overlap.
  - There are few arterial roads connecting Portland to its western suburbs, so road network redundancy is limited.

- Most of the roadway-miles of those arterial roads in the study area are undivided 2 lane roads with limited capacity to accommodate peak hour traffic.
- Residential and commercial development along the arterials leads to conflicts among local traffic, commuter traffic, and non-motorists, especially given the limited capacity.
- Some local roads primarily serving residences connect these arterial highways, but commuters' use of those roads to avoid congestion has led to cut-through traffic and resulted in conflicts with local residents.

» Settlement away from denser areas and associated infrastructure gaps limit the effectiveness of public and active transportation in providing alternatives to motor vehicle travel that could relieve congestion.

- Most people in the study area live in rural and suburban neighborhoods where public and active transportation infrastructure or services are sparse or nonexistent. Active transportation infrastructure gaps further limit public transit use due to first-/last-mile connectivity challenges.
- Within the study area, employment is projected to grow faster than population between 2020 and 2045. The core study area is projected to add population at a faster rate than Portland, while both areas are projected to add jobs at comparable rates. Together, these trends point to increased commuting into the core study area from outside the study area, and from the core study area into Portland, adding further pressure to the road network.

# 1. INTRODUCTION

Population and employment in the Portland West region have grown steadily over the past decade, and that growth is projected to continue through 2045. In response, the Maine Department of Transportation (MaineDOT) is undertaking the Portland West Balanced Mobility Improvements Study to evaluate and improve the region's transportation system. The study builds on previous analyses to develop a multimodal approach that improves mobility and safety while supporting local, regional, and statewide growth and land-use goals.

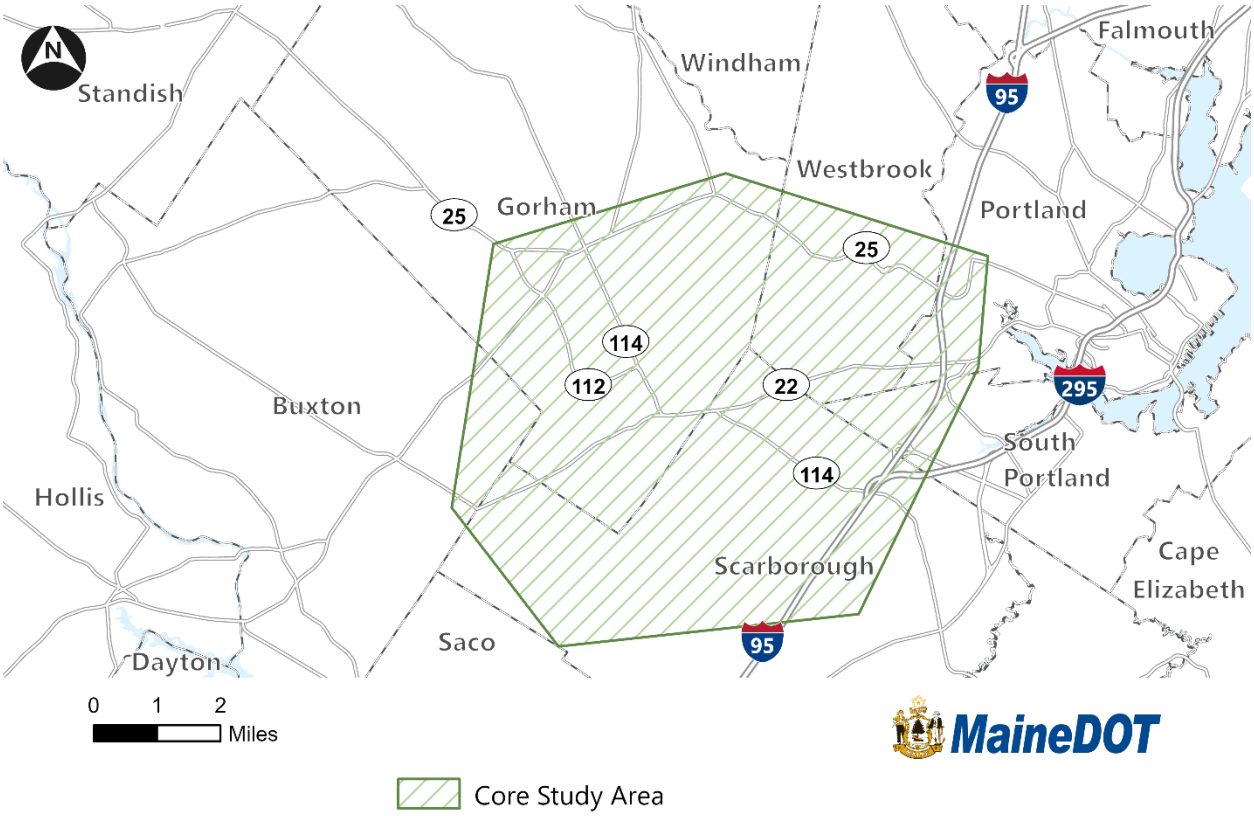
This multifaceted study will examine existing traffic congestion and travel patterns; review prior research related to future travel demand, land-use expectations, and population growth; and evaluate the benefits and limitations of changes to existing roadway capacity. The study will also explore transportation demand management strategies, such as improved signal timing, expanded transit service, and enhanced walking and bicycling connections.

## 1.1 Study Area

The study area shown in Figure 1 primarily includes the communities of South Portland, Scarborough, Westbrook, and Gorham, with additional analysis conducted as needed for adjacent communities, including Portland, Buxton, Hollis, and Standish.[1] These communities are closely connected through shared travel corridors, employment centers, and residential neighborhoods.

[1] Buxton and Hollis are in the Southern Maine Planning & Development Commission, not the Greater Portland Council of Governments (which includes the Portland Area Comprehensive Transportation System).

**FIGURE 1 PROJECT STUDY AREA**




The core study area is centered around the overlap of SR 114 and SR 22. Those two roads function as the critical arterial highways that move people into and out of the Greater Portland area and serve as the key focus facilities of this project. In addition to SR 114 and SR 22, the study area includes SR 25, connections to the I-95 and I-295, local streets, major collectors, transit routes, and active transportation networks that support daily trips for commuting, goods movement, and local access. This region also includes a mix of residential, commercial, institutional, and recreational land uses, along with natural features and established neighborhoods that influence travel behavior and constrain the transportation network.

## 1.2 Existing Conditions and Context

This memorandum documents existing conditions in the study area, providing context on the Portland West region's land use patterns and transportation challenges. It covers current travel patterns, corridor performance, transit service, bicycle and pedestrian conditions, and adjacent land use, and summarizes relevant plans and policies. By identifying existing assets, constraints, and emerging challenges, this review ensures that the study's later analysis, modeling, and evaluation of alternatives are grounded in real-world conditions and community needs.

- **Vision and goals** of the studies reviewed, to inform development of alternatives evaluation criteria.
- **Context** of the corridor, including the land use, community, environmental, congestion, safety, and other issues in the region.
- **Needs** identified through prior work, including the extent and location of traffic congestion and capacity limitations, traffic diversions, growth expectations, and multimodal concerns.
- **Evaluation criteria** that can inform the evaluation of the proposed alternatives.

The next steps in the study will include identifying solutions from prior work that can inform the development of project alternatives, engaging stakeholders, and the public to gather input on those alternatives, and using modeling and evaluation criteria to quantify the costs and benefits of each alternative.

# 2. VISION AND GOALS OF THE REGION

This study involved the review of numerous plans, ranging from statewide MaineDOT plans to local and municipal plans from communities within the study area, including Scarborough, Westbrook, Gorham, South Portland, and Portland. The literature review also incorporated regional transportation plans and multimodal studies developed by the Greater Portland Council of Governments (GPCOG) and the Portland Area Comprehensive Transportation System (PACTS), ensuring that the project reflects established regional priorities and planning efforts. A full list of the documents and plans included in this review can be found in Appendix A.

Common goals identified across local and regional plans include expanding travel options to reduce reliance on single-occupancy vehicles, improving safety for all road users, coordinating transportation and land use planning, supporting climate objectives, and improving access to jobs and services for historically underserved populations.

Local plans, including the comprehensive plans for the towns of Gorham, Westbrook, Scarborough, and South Portland frame transportation as not only a means of moving vehicles but also a critical tool for supporting livable communities, economic vitality, environmental stewardship, and equitable access.

Regional Plans, such as the long-range transportation plan *Connect 2050* and the PACTS Regional Trail Plan, Transit Tomorrow and Transit Together among others, all emphasize a shared vision for a more walkable, connected, transit-supportive region that prioritizes people-oriented mobility. They also call on aligning transportation investments with broader land use and community objectives to better serve residents, workers, and visitors. Strategies to achieve those goals include improving transit service reliability, frequency, and access to destinations, strengthening walking and bicycling networks, and ensuring safe and convenient connections between modes.

Complete Streets principles are widely endorsed, with plans calling for roadway designs that improve safety and comfort for all users—particularly pedestrians, bicyclists, transit riders, older adults, and people with disabilities. Safety strategies are often data-driven and aligned with Vision Zero goals, emphasizing traffic calming, improved crossings, and targeted investments along corridors with documented safety concerns.

Across many plans, economic development and workforce considerations are an explicit component of transportation policy. Addressing congestion and goods movement is vital, as is providing reliable and affordable access to major employment centers and support both traditional and reverse commuting patterns. Several documents frame transit, walking, and bicycling investments as essential tools for workforce access and economic competitiveness, particularly for employees in lower-wage sectors and industries with non-traditional hours.

Plans also consistently emphasize equitable access to transportation and opportunity. More recent documents highlight the need to prioritize underserved communities and populations with higher transportation needs, including low-income households, people without access to a vehicle, older adults, and individuals with disabilities. Strategies include improving transit coverage and span of service, enhancing first- and last-mile connections, removing physical and informational barriers to transit use, and coordinating services across providers. Success is often defined in terms of access to jobs, healthcare, education, and essential services, rather than vehicle throughput alone.

Improved land use and transportation integration aims to focus on compact, mixed-use, and transit-supportive development patterns that place housing, jobs, and services closer together and near existing or planned transit corridors. This approach is consistently linked to reducing vehicle miles traveled, improving access to daily needs, preserving open space and rural character outside designated growth areas, and maximizing the return on transportation investments. Transit-oriented development, parking reform, and zoning updates are frequently cited as tools to support these objectives.

The plans and documents identify the historic village centers, which support mixed-use developments, and preserved undeveloped areas, which support natural ecosystems as well as low-impact human outdoor recreation, as primary areas of cultural sensitivity within the study area. Planning documents consistently affirm the need to continue to preserve these areas; some plans consider the possibility of infill development within historic village centers, especially on currently unused lots where new development is allowed, but essentially all plans emphasize the need to protect undeveloped rural areas from new development.

Together, these shared goals and strategies establish a consistent planning framework that prioritizes multimodal and equitable transportation solutions and provides important context for understanding existing conditions and policy direction in the Portland West study area.

# 3. REGIONAL AND CORRIDOR CONTEXT

This section provides an overview of the regional and corridor context for the Portland West study area, including land use patterns, and demographic trends and forecasts. It describes the broader setting in which the transportation system operates and highlights factors that influence travel behavior, growth patterns, and transportation needs.

## 3.1 Population and Employment Growth

Current population and employment projections in the region are based on historic census estimates from the American Community Survey. Projections of future growth for this project include a number of sources, including the Maine State Economist Forecast (2023), Maine Statewide Travel Demand Model, and the PACTS Travel Demand Model PACTS developed for the *Connect 2050* long-range transportation plan.[2]

### *Population Centers and Projected Changes*

Major population centers in the study area include Portland, the southeastern two-thirds of South Portland, the southern half of Westbrook (around its urban core), Gorham around Gorham Village, and the southeastern half of Scarborough.

The region and individual municipalities have grown between 2010 to 2020 (Table 2). The Core Study Area grew substantially faster than the Extended Study Area. The four core communities grew by 9,573 residents, or 12.3 percent, between 2010 and 2020, compared with 7.8 percent growth across the Extended Study Area.

[2] PACTS & GPCOG. 2025. Connect 2050: A Long Range Transportation Plan for Greater Portland, Maine.

**TABLE 2 PORTLAND WEST POPULATION TRENDS (2010–2020)**

| Municipality | 2010 Population | 2020 Population | Change in Population | 10-year Percent Change |
|---|---|---|---|---|
| Gorham | 16,381 | 18,336 | 1,955 | 11.9% |
| Scarborough | 18,919 | 22,135 | 3,216 | 17.0% |
| South Portland | 25,002 | 26,498 | 1,496 | 6.0% |
| Westbrook | 17,494 | 20,400 | 2,906 | 16.6% |
| **Core Study Area** | **77,796** | **87,369** | **9,573** | **12.3%** |
| Portland | 66,194 | 68,408 | 2,214 | 3.3% |
| Buxton | 8,034 | 8,376 | 342 | 4.3% |
| Hollis | 4,281 | 4,745 | 464 | 10.8% |
| Standish | 9,874 | 10,244 | 370 | 3.7% |
| **Extended Study Area** | **166,179** | **179,142** | **12,963** | **7.8%** |

*Source: U.S. Census Bureau.*

The core study area is projected to grow by roughly 15,700 people between 2025 and 2045 (Table 3), with an additional 3,400 in the extended study area. Portland is projected to exhibit the largest absolute growth but a smaller percentage growth than municipalities in the core study area, while the other municipalities in the full study area, which are significantly smaller than the municipalities of the core study area, are projected to exhibit smaller absolute and percentage growths than the core study area.

**TABLE 3 PROJECTED STUDY AREA POPULATION CHANGE (2025–2045)**

| Municipality | 2025 Population | 2045 Population | Change in Population | 20-year Percent Change |
|---|---|---|---|---|
| Gorham | 18,404 | 21,624 | 3,220 | 17.5% |
| Scarborough | 23,336 | 28,867 | 5,531 | 23.7% |
| South Portland | 27,060 | 29,225 | 2,165 | 8.0% |
| Westbrook | 20,860 | 25,705 | 4,845 | 23.2% |
| **Core Study Area** | **89,660** | **105,421** | **15,761** | **17.6%** |
| Portland | 69,213 | 71,640 | 2,427 | 3.5% |
| Buxton | 8,555 | 9,011 | 456 | 5.3% |
| Hollis | 4,896 | 5,662 | 766 | 15.6% |
| Standish | 10,680 | 11,140 | 460 | 4.3% |
| **Full Study Area** | **183,004** | **202,874** | **19,870** | **10.9%** |

*Source: Portland West Travel Demand Model Forecast (2026).*

## *Employment Centers and Projected Changes*

Major employment centers include Portland, South Portland, the southern half of Westbrook (around its urban core), the southeastern half of Gorham, and Scarborough around U.S. 1. Connect 2050 projects that the PACTS region will gain around 95,000 jobs between 2020 and 2050, which is an average of 31,600 (15.5 percent) per decade, which is significantly more than the growth experienced between 2010 and 2019 (Table 4) and significantly higher than anticipated population growth for that same period.

**TABLE 4 PORTLAND WEST EMPLOYMENT TRENDS (2010–2019)**

| Municipality | 2010 Employment | 2019 Employment | Change in Employment | 9-year Percent Change |
|---|---|---|---|---|
| Gorham | 4,233 | 5,550 | 1,317 | 31.1% |
| Scarborough | 14,300 | 16,211 | 1,911 | 13.4% |
| South Portland | 23,254 | 24,078 | 824 | 3.5% |
| Westbrook | 12,010 | 15,134 | 3,124 | 26.0% |
| **Core Study Area** | **53,797** | **60,973** | **7,176** | **13.3%** |
| Portland | 66,663 | 74,108 | 7,445 | 11.2% |
| Buxton | 1,371 | 1,738 | 367 | 26.8% |
| Hollis | 762 | 908 | 146 | 19.2% |
| Standish | 1,788 | 1,867 | 79 | 4.4% |
| **Extended Study Area** | **124,381** | **139,594** | **15,213** | **12.2%** |

*Source: Maine Department of Labor, Center for Workforce Research and Information.*

Connect 2050 projects that most municipalities in the full study area will experience employment growth of at least 33 percent between 2019 and 2045, which is much higher than the population growth rates between 15–20 percent. The Portland West Travel Demand Model has adjusted employment growth projections (Table 5) to be more in line with the Maine Department of Labor's projections with a 19 percent increase in jobs from 2025 to 2045 for the Core study area municipalities.

**TABLE 5 STUDY AREA EMPLOYMENT PROJECTIONS (2025–2045)**

| Municipality | 2025 Employment | 2045 Employment | Change in Employment | 20–year Percent Change |
|---|---|---|---|---|
| Gorham | 6,446 | 8,050 | 1,604 | 24.9% |
| Scarborough | 25,681 | 29,148 | 3,467 | 13.5% |
| South Portland | 29,779 | 35,107 | 5,328 | 17.9% |
| Westbrook | 16,310 | 20,443 | 4,133 | 25.3% |
| **Core Study Area** | **78,216** | **92,748** | **14,532** | **18.6%** |

| Municipality | 2025 Employment | 2045 Employment | Change in Employment | 20–year Percent Change |
|---|---|---|---|---|
| Portland | 85,166 | 104,787 | 19,621 | 23.0% |
| Buxton | 1,850 | 1,738 | -112 | -6.1% |
| Hollis | 750 | 767 | 17 | 2.3% |
| Standish | 1,687 | 2,039 | 352 | 20.9% |
| **Full Study Area** | **167,669** | **202,079** | **34,410** | **20.52%** |

*Source: Portland West Travel Demand Model Forecast (2026).*

## *Access and Income Considerations*

*Connect 2050* defines "access focus areas" as census tracts whose percentages of people born outside of the U.S., having no vehicle access, having limited English proficiency, being 65 years or older, having incomes below the poverty threshold, or having disabilities are higher than the PACTS regional average. Most census tracts in the study area are not access focus areas. The exceptions are much of Westbrook, especially around its urban core, as well as the northwestern half of South Portland. These areas correspond to some of the highest population and employment densities in the study area.

Although the study area does not have many census tracts that are access focus areas, the large number of access focus areas within the region, but outside of the study area, is consistent with the finding in *Connect 2050* that housing shortages have led to people with lower incomes disproportionately living farther from Portland and its neighboring towns than in past decades. These changes in residential location have in turn shifted travel patterns, congestion hot spots, and need public transit and active transportation infrastructure throughout the region; the Portland West study exists exactly because of the impacts particularly within the study area.

Table 6 shows relevant socioeconomic statistics for the study area associated with vulnerable groups. In the core study area, Gorham and Scarborough have much higher median incomes and lower percentages of car-free households than South Portland and Westbrook, but no further correlations with retirement, employment, or having children are evident. In the extended study area, Portland has a much lower median income, higher percentage of car-free households, and lower percentage of households with children than Buxton, Hollis, and Standish. Additionally, living farther away from Portland is correlated with having a higher chance of living in a household with at least one vehicle.

**TABLE 6 STUDY AREA SELECTED POPULATION DEMOGRAPHIC STATISTICS (2024)**

| Town | Workers 16+ in households with no vehicle (%) | Median household income | People 55+ not in labor force (%) | People 16+ employed (%) | Households with at least one child (%) | Owner occupied housing unit (%) | People in poverty (%) |
|---|---|---|---|---|---|---|---|
| Gorham | 1.1% | $112,312 | 47.6% | 68.2% | 33.0% | 78.8% | 4.7% |
| Scarborough | 0.7% | $133,558 | 58.4% | 63.4% | 23.7% | 77.4% | 4.4% |
| South Portland | 2.6% | $86,838 | 55.7% | 69.7% | 20.7% | 58.1% | 6.9% |
| Westbrook | 2.0% | $85,038 | 55.6% | 71.4% | 25.1% | 61.2% | 8.0% |
| Portland | 7.1% | $79,540 | 55.8% | 67.9% | 18.0% | 46.9% | 11.2% |
| Buxton | 0.4% | $100,144 | 51.9% | 69.4% | 25.1% | 80.3% | 2.3% |
| Hollis | 0.0% | $95,950 | 47.8% | 65.8% | 30.9% | 87.6% | 5.7% |
| Standish | 0.5% | $104,593 | 54.5% | 67.3% | 25.2% | 91.2% | 7.3% |
| **GPCOG Region** | **2.7%** | **$100,568** | **37.5%** | **68.0%** | **38.0%** | **68.0%** | **4.0%** |

*Source: American Community Survey 2024 5-year estimates.*

## 3.2 Land Use and Growth Areas

The mix of land-uses in the study area consists of suburban and rural residential areas, preserved natural areas, undeveloped parcels, commercial areas, industrial facilities and business parks. In most of the study area, industrial areas can be found near New Portland Road & Bartlett Road, as well as Eisenhower Drive, Saco Street and Spring Street. The historic village center of Gorham Village has mixed-use development, including homes, commercial buildings, and public amenities, on compact street grids with sidewalks.

The plans and documents show the following focus areas for land use goals driving or inhibiting new development in each municipality within the study area.

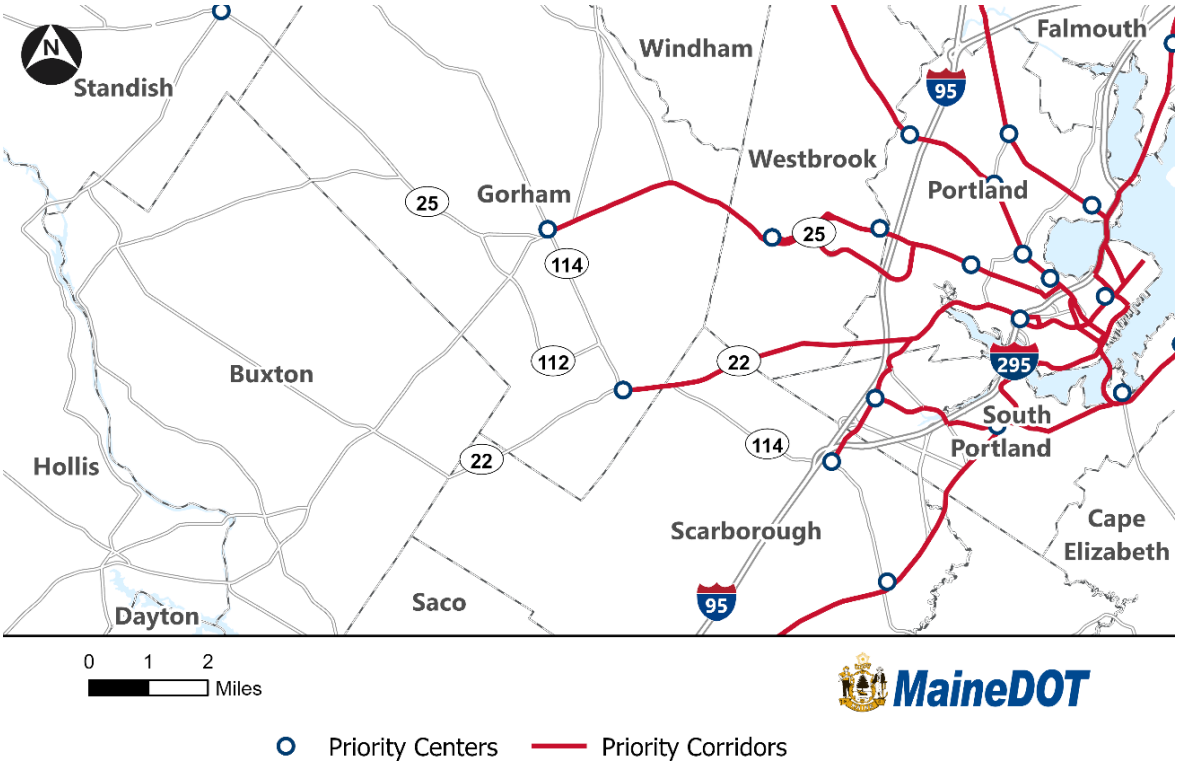
- **Gorham:** Preservation of the character of the existing community and slowing growth.
- **Scarborough:** Redevelopment of older commercial and industrial spaces into denser residential or mixed-use developments, while avoiding environmentally sensitive areas.
- **South Portland:** Redevelopment of older commercial and industrial spaces into denser new residential, mixed-use, or industrial (including freight and logistics) developments.
- **Westbrook:** Denser infill development of industrial and commercial clusters.

## *Growth Management Strategies*

Strategies for growth management include encouraging infill development in historic village centers (while maintaining the structural and aesthetic character of those neighborhoods), encouraging infill development in denser, mixed-use, and more walkable redevelopment of larger car-oriented commercial sites (such as big-box stores and strip malls), improving transit services, improving safety for all road users especially in historic village centers, and encouraging infill industrial development in existing industrial clusters. Specific actions include consistently following Complete Streets policies for road design, implementing parking reform, especially in historic village centers, reforming zoning codes to allow infill residential and commercial as mixed-use redevelopment in associated existing areas, and reforming zoning codes to allow infill industrial development at existing industrial sites.

Sites in the study area that are consistently cited as having potential for infill development or redevelopment include the Oak Hill neighborhood of Scarborough, the urban core of Westbrook, industrial clusters in Westbrook, the urban core of South Portland, Gorham Village, strip malls, indoor malls, big-box stores, healthcare facilities, and other large institutional facilities. *Connect 2050* identifies 35 priority centers, with the potential to absorb significant population growth and job growth and identifies the SR 22/114 “Overlap” as a priority corridor because it connects priority centers (Figure 2).

**FIGURE 2 CONNECT 2050S PRIORITY CENTERS AND PRIORITY CORRIDORS**




*Source: PACTS, 2025.*

The PACTS 2015 Transit Supportive Development Study explored best practices for integrating local land use with regional transportation networks to enhance multimodal transportation choices. The planning efforts focused on development-supportive policies for specific growth centers can produce places that are attractive to people of all ages for living, working, and recreation. It also shows that traditional dense walkable mixed-use developments have larger land values per unit of land area and can therefore better financially support the costs of associated infrastructure than more sprawling car-oriented developments.

New, upcoming, and planned developments in the study area include mixed-use development at The Downs in Scarborough, Rock Row in Westbrook, the Maine Mall in South Portland, and Gorham Fairways just north of the "Overlap" at McClellan Road in Gorham. Additionally, although Portland is outside of the core study area, new, upcoming, and planned residential or mixed-use developments there, such as planned adaptive reuse of the former B&M Baked Beans factory, may contribute to easing housing demand and therefore congestion in the study area. Those plans and documents broadly recognize the need for growth management and land use policies to avoid suburban sprawl and preserve undeveloped rural areas for natural ecosystems & recreation.

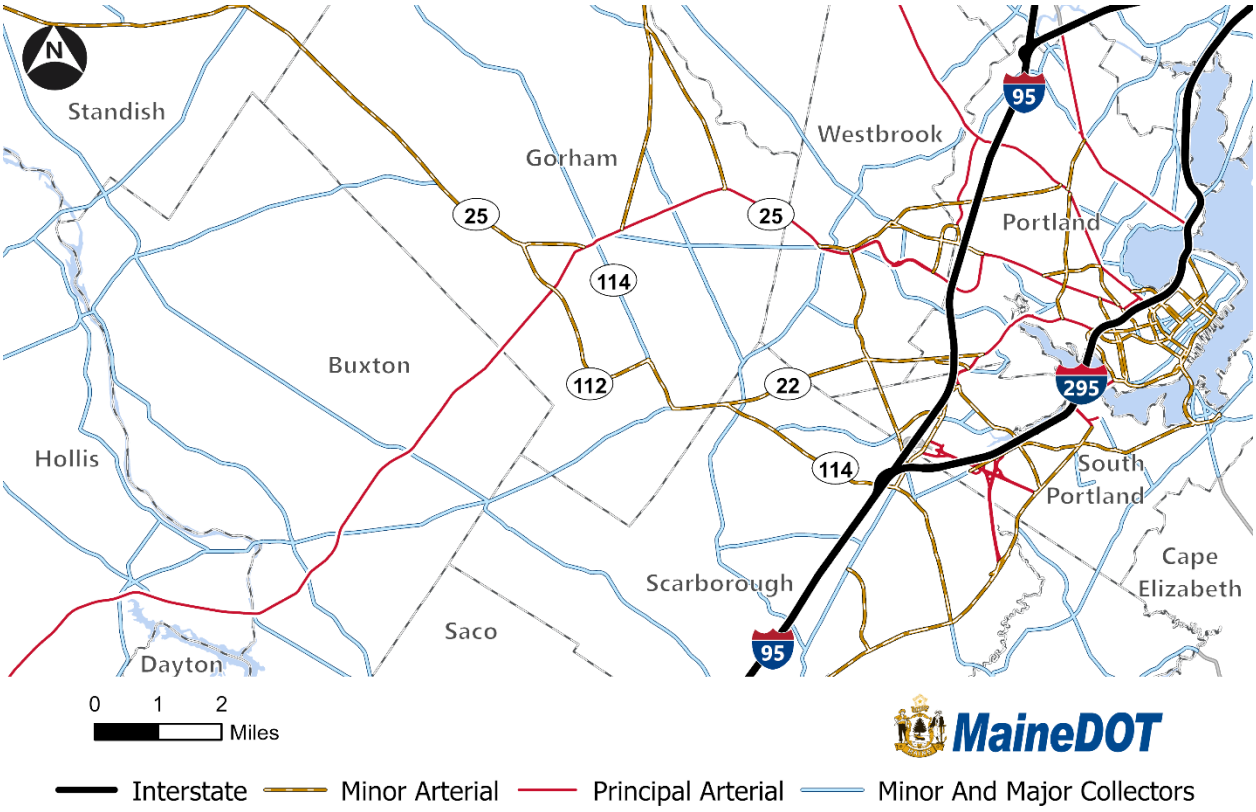
# 4. TRANSPORTATION SYSTEM

This section describes the existing transportation system serving the Portland West study area, including roadway, transit, and active transportation facilities. It summarizes how the system functions today, identifies key corridors and service characteristics, and documents conditions relevant to congestion, mobility, and accessibility across modes.

## 4.1 Roadway Network

The region's roadways are classified by Federal Functional Class in Figure 3. There are two interstate highways, I-95 and I-295, as well as number of Freeways and other Principal Arterials, that are defined by MaineDOT as Highway Corridor Priority (HCP) level 1, which is the highest priority by traffic level.

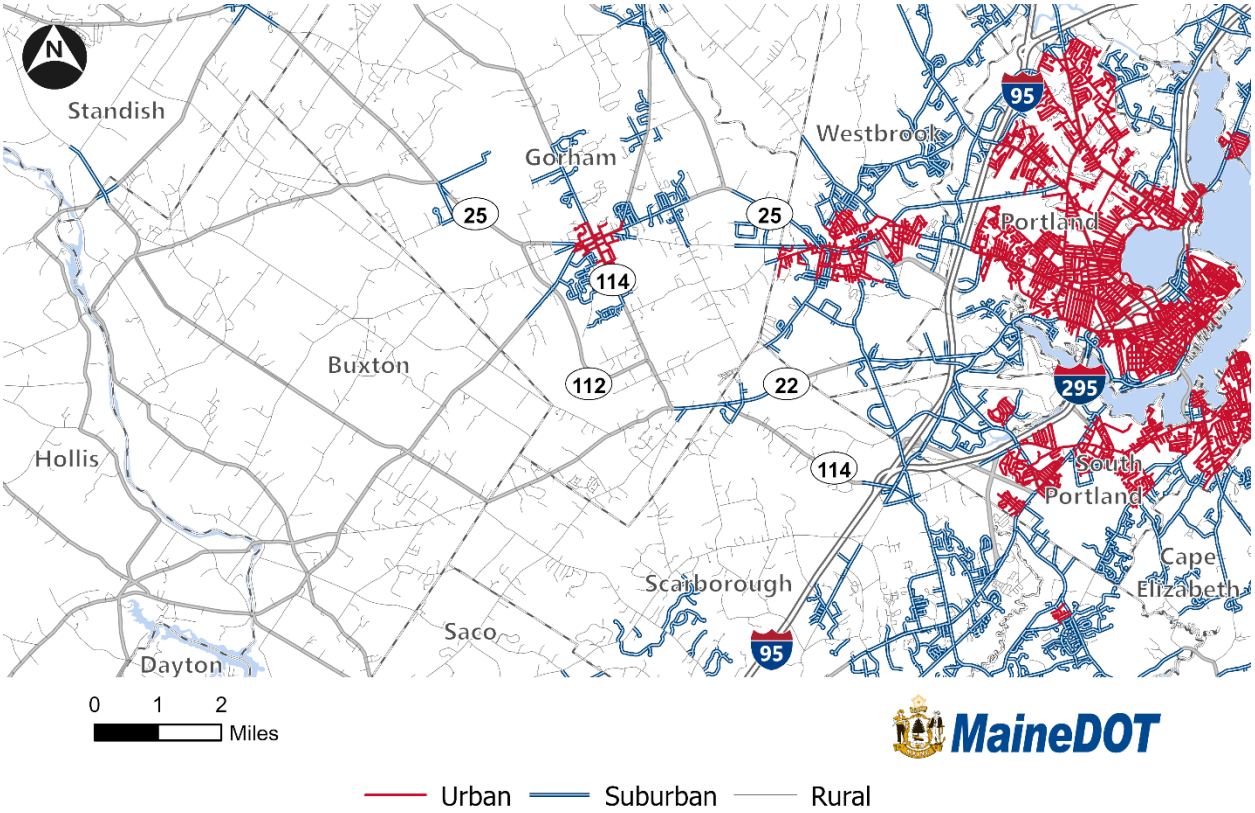
**FIGURE 3 FEDERAL ROAD FUNCTIONAL CLASSIFICATION**




*Source: MaineDOT, 2026.*

Outside of Portland and South Portland, the majority of roads in the study region are rural (Figure 4). Pockets of roads classified as rural can be found in the Westbrook and Gorham town centers. Suburban roadways are concentrated just outside of the town centers, extending along local and minor arterial roads.

**FIGURE 4 ROADWAY CONTEXT CLASSIFICATION**




*Source: MaineDOT, 2026.*

I-95 is the major north-south highway, reaching from Kittery at the New Hampshire border to Houlton and the Canadian Border with New Brunswick. The I-295 is the main interstate highway that serves Portland, from its southern terminus on I-95 in Scarborough to the northern terminus in West Gardiner.

There are several freeways and connectors in the Greater Portland area. SR 701 connects U.S. 1 in Scarborough to the I-295 in South Portland. SR 703 connects I-95 and U.S. 1 in South Portland. The Falmouth Spur connects the I-295 and the I-95 north of Portland. The Westbrook Arterial (William B Clarke Dr.) provides a bypass of downtown Westbrook on SR 25.

State Route (SR) 25 is the other Principal Arterial in the study area and is the most direct route from Gorham Village and Westbrook into the Portland Peninsula.

SR 22 runs parallel to SR 25 through South Portland and North Scarborough. A 3/4-mile section SR 22 that merges with SR 114 is called the “Overlap” and features significant directional traffic congestion at peak hours.

Table 7 describes the major and minor arterial routes that have been studied for safety and mobility existing conditions SR 114, SR 22, as well as the sections of SR 114, SR 112, and U.S. 202. Other important collectors in the area include Brackett Road, Saco Street, New Portland Road, Spring Street, Running Hill Road, Cummings Road, and Payne Road.

Before the start of the current Portland West study, the following several projects were in planning for adding lanes and reconfiguring intersections. These projects are now paused as the Portland West study is developing a more comprehensive understanding of the merits of broader multimodal solutions beyond road and intersection capacity expansions. Existing projects in the study area include:

- The triangle formed by SR 22, SR 114, and Saco Street at the eastern end of the overlap
- The intersection of SR 114 and Running Hill Road
- The Eight Corners intersection of SR 114, Spring Street, and Mussey Road
- The intersection of SR 22 and Spring Street
- The segment of SR 22 around industrial developments approximately half a mile west of the overpass of SR 22 over I-95

In summary, most of the arterial roads in the study area have dual functions, serving longer-distance commuter and freight traffic as well as providing access to local residences and businesses, but do so as undivided 2 lane highways. Many plans note increasing traffic pressures on these arterial roads over time.

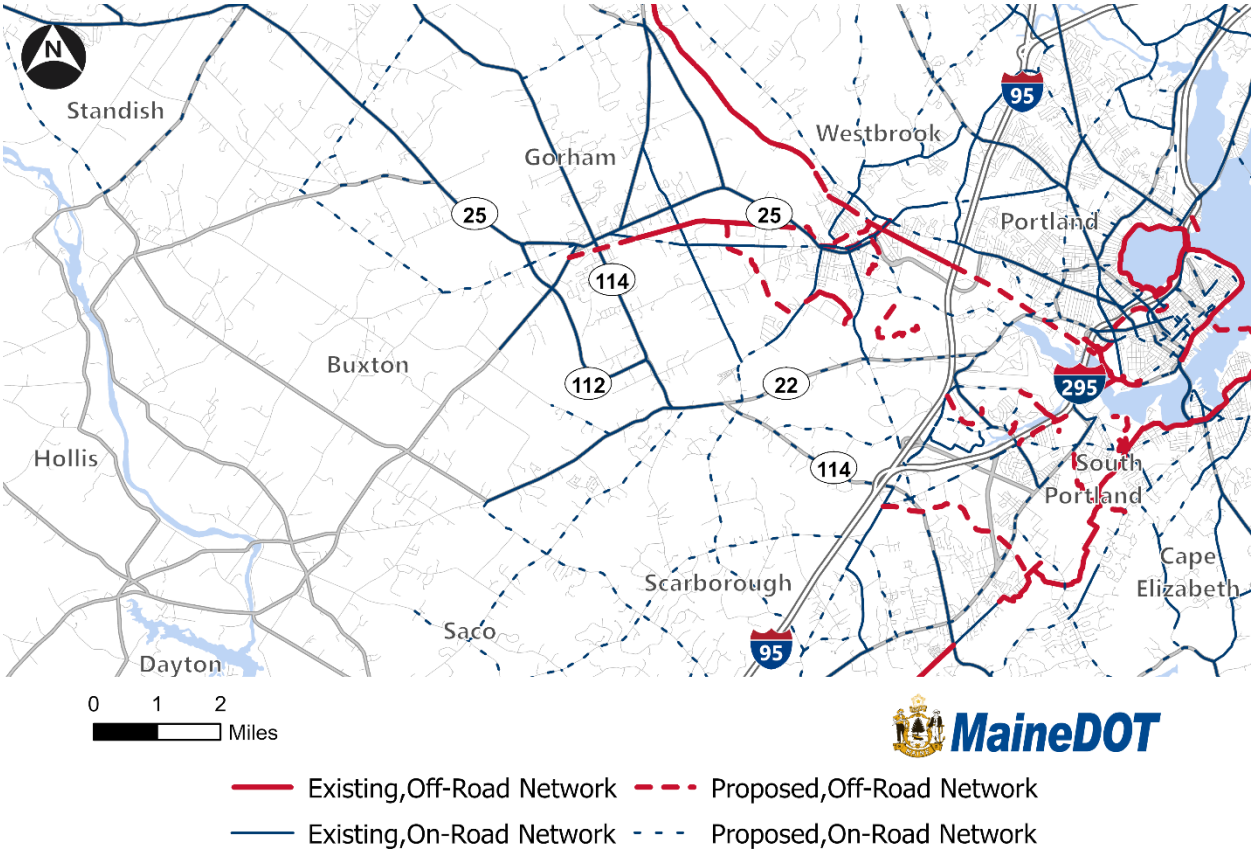
**TABLE 7 MAJOR COLLECTORS AND MINOR ARTERIAL ROUTES IN THE STUDY AREA**

| Route | Location in Core Study Area | Direction | Lane Configuration | Access Description |
|---|---|---|---|---|
| SR 114 | Gorham & Scarborough | Northwest-Southeast | Mostly undivided 2 lanes | Access to Gorham Village, rural residences, and suburban commercial areas, but access to I-95 and I-295 is indirect, via Running Hill Road, Payne Road, or U.S. 1. |
| SR 22 | Gorham Scarborough, Westbrook | West-East | Undivided 2 lanes | Access to rural residences in South Gorham & North Scarborough and industrial sites in South Westbrook; access to I-95 Exit 46 via Skyway Drive. |
| SR 25 | Gorham & Westbrook | West-East | Undivided 2 lanes in Gorham, Divided with 4 lanes on William B Clarke Drive in Westbrook | Connection between Gorham Village and downtown Westbrook. Extends southeast from Westbrook into Portland. Extends northwest from the Gorham village towards Standish and Limington. |
| SR 25B | Westbrook, | West-East | Undivided with one lane and on-street parking in each direction west of Larrabee Road, Divided 4 lanes east of Larrabee Road | Business route providing access to downtown Westbrook as well as commercial centers in east Westbrook. |
| U.S. 202 | Gorham, Windham, Buxton | Southwest-Northeast | Undivided 2 lanes | Access to Gorham village and suburban & rural residences; merges with SR 25 within Gorham Village. |
| SR 112 | Gorham, Buxton | Northwest-Southeast | Undivided 2 lanes | Access to suburban and rural residences in western Gorham, limited access to Gorham Village & southern Gorham; merges with SR 25 in western Gorham. |

## 4.2 Active Transportation Infrastructure

Walking and bicycling infrastructure and regional connections vary across the study area (Figure 5). Historic village centers generally have higher concentrations of sidewalks, marked crosswalks, and traffic signals than surrounding suburban and rural areas. However, even within village centers, gaps in pedestrian infrastructure and deferred maintenance are common. Outside of these centers, many roadways lack sidewalks, paved shoulders, marked crossings, or other infrastructure supportive of non-motorized travel.

**FIGURE 5 EXISTING AND PROPOSED ACTIVE TRANSPORTATION FACILITIES**




*Source:* *MaineDOT, 2026.*

*Note:* *Off road facilities include multi-use paths and trails. On-road network facilities include bike lanes, paved shoulders, and shared lanes.*

Prior regional and local plans consistently identify these gaps as barriers to walking, bicycling, and transit use. In many locations, pedestrians and transit riders must travel along unpaved shoulders or cross roadways without marked crossings or signals, creating challenges for people with disabilities, older adults, and children. These conditions limit

the practicality of non-auto travel and affect access to transit stops, particularly for first- and last-mile connections.

Per the PACTS Regional Trail Plan published in 2025, some parts of the study area have trails for bicyclists. However, these trails do not form a continuous or comprehensive network. Most of these trails are dirt or gravel, and in many locations, trails go through private property (but remain publicly accessible). In most parts of the study area, bicyclists must share the road with motorists without physical separation, painted lanes set apart from lanes for motorists, or even painted signs on the road surface indicating that bicyclists may share travel lanes with motorists.

Active transportation infrastructure has expanded in the study area since 2015. Notably, significant new segments of the Eastern Trail have opened in Scarborough and South Portland. Additionally, new sidewalk and bike lane connections have opened in urban neighborhoods of Portland and Westbrook. However, the PACTS Regional Trail Plan identifies many remaining gaps in the active transportation infrastructure network.

These gaps in active transportation infrastructure in the study area have ramifications for transportation that go beyond walking and bicycling. They also suppress demand for public transit by creating challenges with first-/last-mile transportation for non-motorists. In particular, in many places in the study area, public transit riders must walk on the road or on grass or gravel beside the road and must crossroads without nearby signage designating a crossing in order to board or alight buses (e.g., Figure 6). The lack of curbs and paved sidewalks at some bus stops can create further challenges for riders with disabilities. This suppressed demand is identified as a contributor to low transit ridership and associated low levels of public transit service, including essentially all headways being longer than 30 minutes and even longer on weekends in the study area.

## 4.3 Public Transit Services

### *Fixed Route Services*

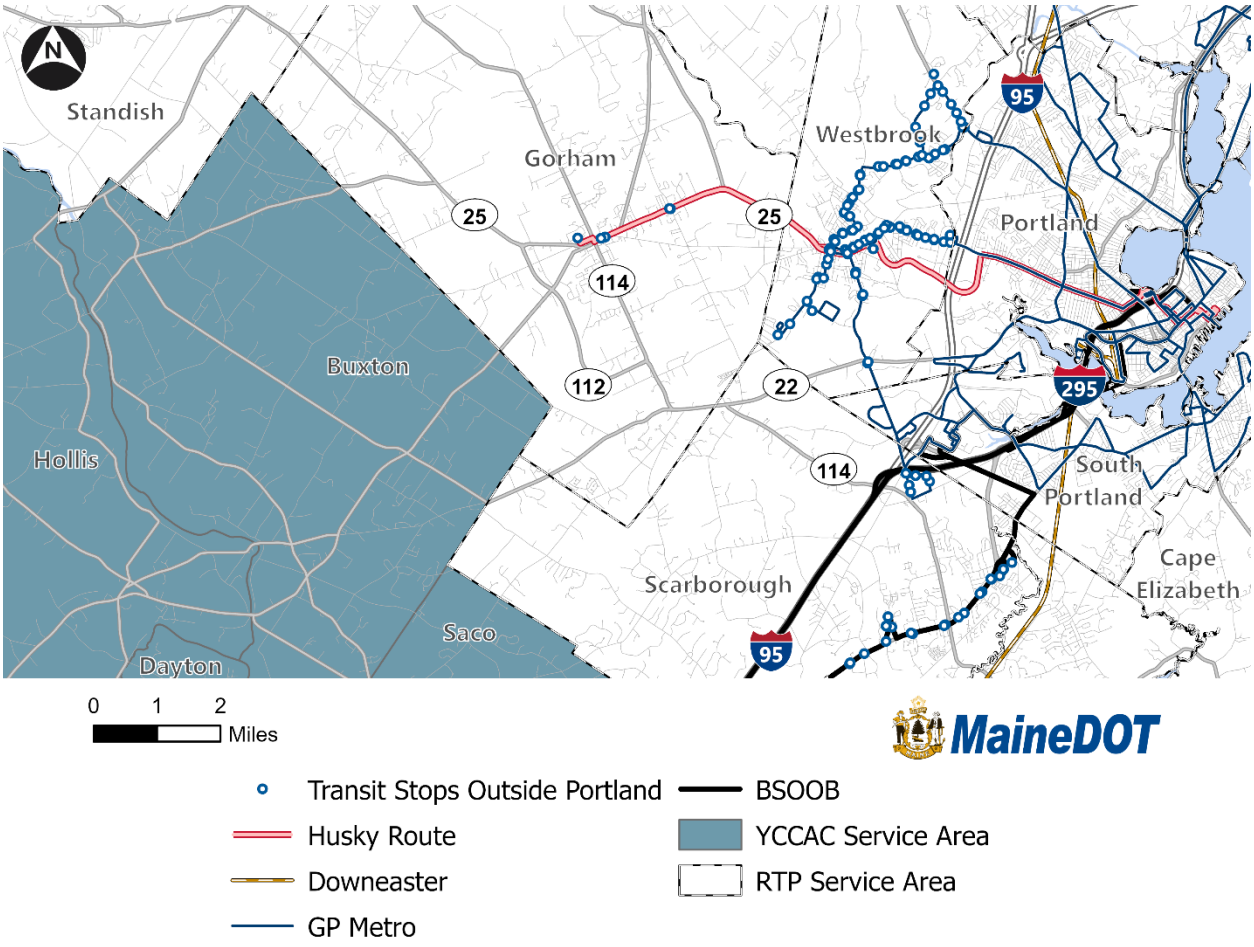
All towns in the study area are served by the Greater Portland Metro (GP Metro) public bus system. Bus routes connect cities and towns in the Greater Portland area to each other and to Portland. Additionally, Scarborough is served by the Biddeford Saco Old Orchard Beach (BSOOB) Transit public bus system, which connects Portland in the northeast to Biddeford in the southwest. South Portland was formerly served separately by the South Portland Bus Service, but that agency was merged into the GP Metro system around the end of 2024. Figure 7 shows a map of existing bus transit routes in the area and selected transit stops.

**FIGURE 6 BUS STOP LOCATION WITH MISSING INFRASTRUCTURE**

Public transit plans in the region set forth broad goals to improve frequency, service span, and geographic coverage. New public transit studies, such as the Gorham-Westbrook-Portland Bus Rapid Transit study that assesses BRT feasibility and need along Route 25, continue to be conducted in the study area.

A significant transit service improvement to the area includes the Husky Route, a new GP Metro bus route connecting the University of Southern Maine in Gorham and the Gorham Village area to Westbrook and Portland. The Husky Route was introduced on a pilot basis in 2018 and made permanent in 2024. Additional transit service improvement made in 2026 will include a fixed-route and demand-response service in Scarborough, as well as planning for modifications to the routes inherited from the South Portland Bus Service.

**FIGURE 7 EXISTING TRANSIT ROUTES**




*Source: MaineDOT, METRO, BSOOB.*

*Note: Mapped transit stops are limited to those in Gorham, Westbrook, and Scarborough.*

Transit routes that touch or are close to the project area include the Greater Portland Metro Husky Line and Route 3. As described above, the Husky Line connects Gorham, Westbrook, and downtown Portland, while Route 3 connects northwest Portland with Westbrook and South Portland. Between January 2023 and June 2024, the average monthly ridership for the Husky Line was just over 13,000 riders and 5,500 riders on Route 3.

Passenger train service in the study area is provided through the Downeaster service operated by Amtrak. It runs five trains per day in each direction between Brunswick and Boston, MA. It does not make any stops within the study area; the closest year-round stations are in Portland and Saco, while the Old Orchard Beach station, which is closer than Saco but still outside of the study area, is only used between May and October. The primary use of the Downeaster service for residents in the study area would be to travel to

places outside of the Greater Portland area. There are currently no plans to introduce new passenger train services other than possible increases in frequency and infrastructure realignment for the Downeaster service, however they are outside the study area.

## *Paratransit and Demand Response Services*

Greater Portland Metro provides qualified ADA paratransit, giving door-to-door rides to older adults and people with disabilities who cannot use the Greater Portland Metro bus system, whether temporarily or permanently. Rides are shared and must be reserved in advance. The paratransit service area covers three-fourths of a mile away from the bus system's fixed routes, including in the study area, and operates during the same hours as the fixed-route bus system.

Along with ADA paratransit, Greater Portland Metro offers Metro Connect, an on-demand service serving Falmouth, ME. Ridership is available to anyone and aims to expand service to those that do not live close to Metro's Route 7.

Regional Transportation Program (RTP) is a private nonprofit organization providing door-to-door rides in Cumberland County, including in the service area, to people with low incomes, older adults, and people with disabilities. Rides are shared and must be reserved in advance. In some cases, rides are provided by volunteer drivers with their own vehicles.

ITN Portland, which is a local chapter of the national private nonprofit organization ITN America, provides door-to-door rides to older adults and people with disabilities in the study area (except South Portland), Portland, Buxton, Cape Elizabeth, Cumberland, Falmouth, North Yarmouth, South Freeport, South Windham, and Yarmouth. Rides are provided by volunteer drivers.

The Greater Portland area, including the study area, is served by numerous non-emergency medical transportation providers, with rides being free of charge for eligible Medicaid (MaineCare) beneficiaries. In most of Cumberland County, including the entire study area, riders must book rides through the transportation broker Modivcare.

## 4.4 Traffic Conditions and Congestion

This section summarizes the traffic conditions within the study area, drawing on prior regional plans, and studies. The purpose of the review is to identify recurring congestion patterns, peak-period travel behavior, directional flows, and network constraints along key corridors serving regional travel between the Portland metropolitan area and communities to the west of Portland. These findings provide context for identifying transportation needs in the project area which will inform the development and evaluation of potential alternatives.

### *Travel Demand and Regional Flows*

Travel to and from the four core municipalities of Gorham, Scarborough, Westbrook, and South Portland, as well as Buxton, Standish and Portland, can provide insight into overall travel demand between municipalities. The OD intra-municipal matrix in Table 8 was developed using LOCUS data collected between January–March, and July–September 2023.

Portland's high number of jobs and retail establishments, as well as education and health care campuses, draws the most travel from the study area municipalities. In 2023, Gorham, Westbrook, Standish, and Buxton generated approximately 32,900 daily trips to and from Portland, 17,800 daily trips to and from South Portland, and 14,100 daily trips to and from Scarborough.

**TABLE 8 AVERAGE DAILY NON-DIRECTIONAL INTRA-MUNICIPAL TRAVEL VOLUME**

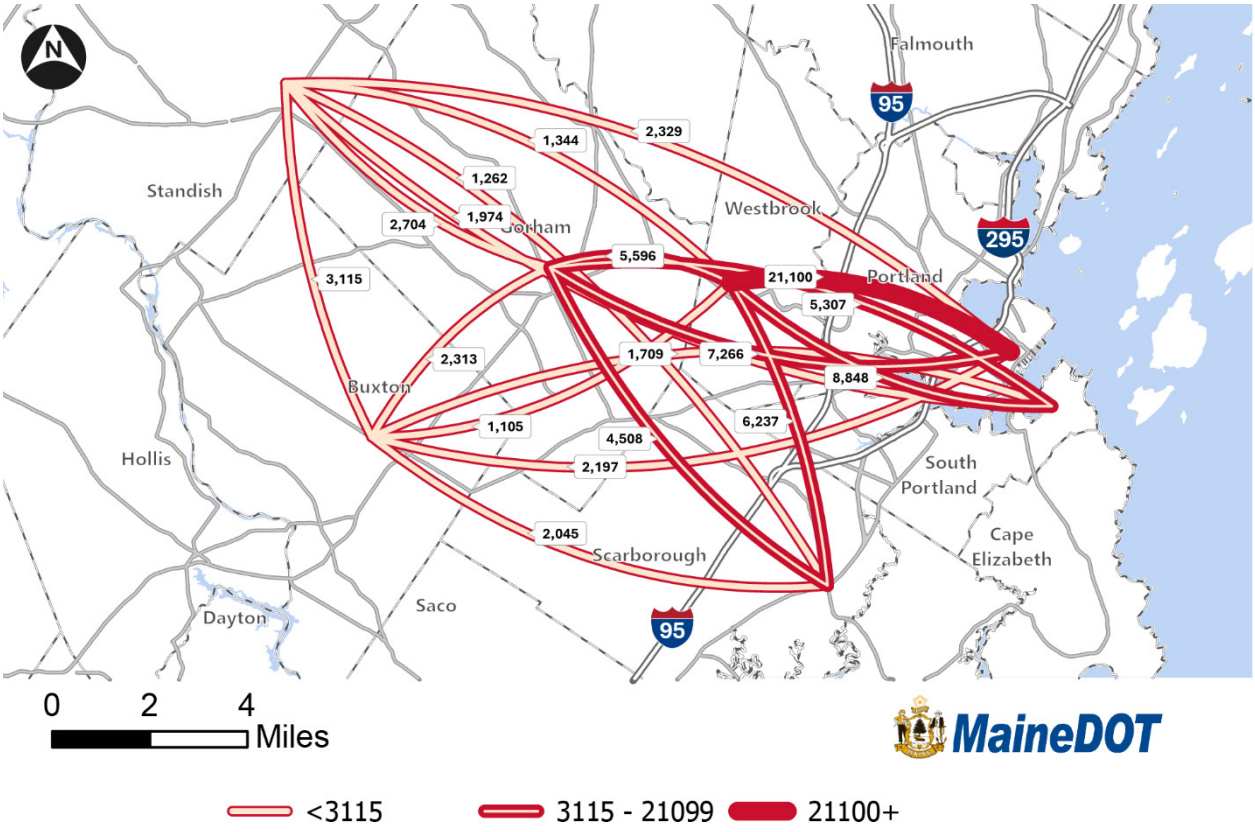
| Municipality | Portland | South Portland | Scarborough | Gorham | Westbrook | Standish | Buxton |
|---|---|---|---|---|---|---|---|
| Portland | – | – | – | – | – | – | – |
| South Portland | 35,420 | – | – | – | – | – | – |
| Scarborough | 15,288 | 21,759 | – | – | – | – | – |
| Gorham | 7,266 | 5,307 | 4,508 | – | – | – | – |
| Westbrook | 21,100 | 8,848 | 6,237 | 5,596 | – | – | – |
| Standish | 2,329 | 1,974 | 1,262 | 2,704 | 1,344 | – | – |
| Buxton | 2,197 | 1,709 | 2,045 | 2,313 | 1,105 | 3,115 | – |

*Source: LOCUS, September 2023.*

Figure 8 visualizes the OD trips flows in the region estimated by the LODES dataset from 2023. For each municipality in the large study area, the top three OD flows are:

- **Westbrook** has the most trips to Portland, then to Scarborough and South Portland;
- **Gorham** has the most trips to Portland, Westbrook, and South Portland;
- **South Portland** has the most trips to Portland and Scarborough, then Westbrook;
- **Scarborough** has the most trips to South Portland, then Portland and Westbrook;
- **Standish** has the most trips to Buxton, then Gorham and Portland;
- **Buxton's** flows to Standish are the highest, followed by Gorham and Portland.

**FIGURE 8 AVERAGE DAILY VEHICLE TRIPS BETWEEN MUNICIPALITIES, 2023**

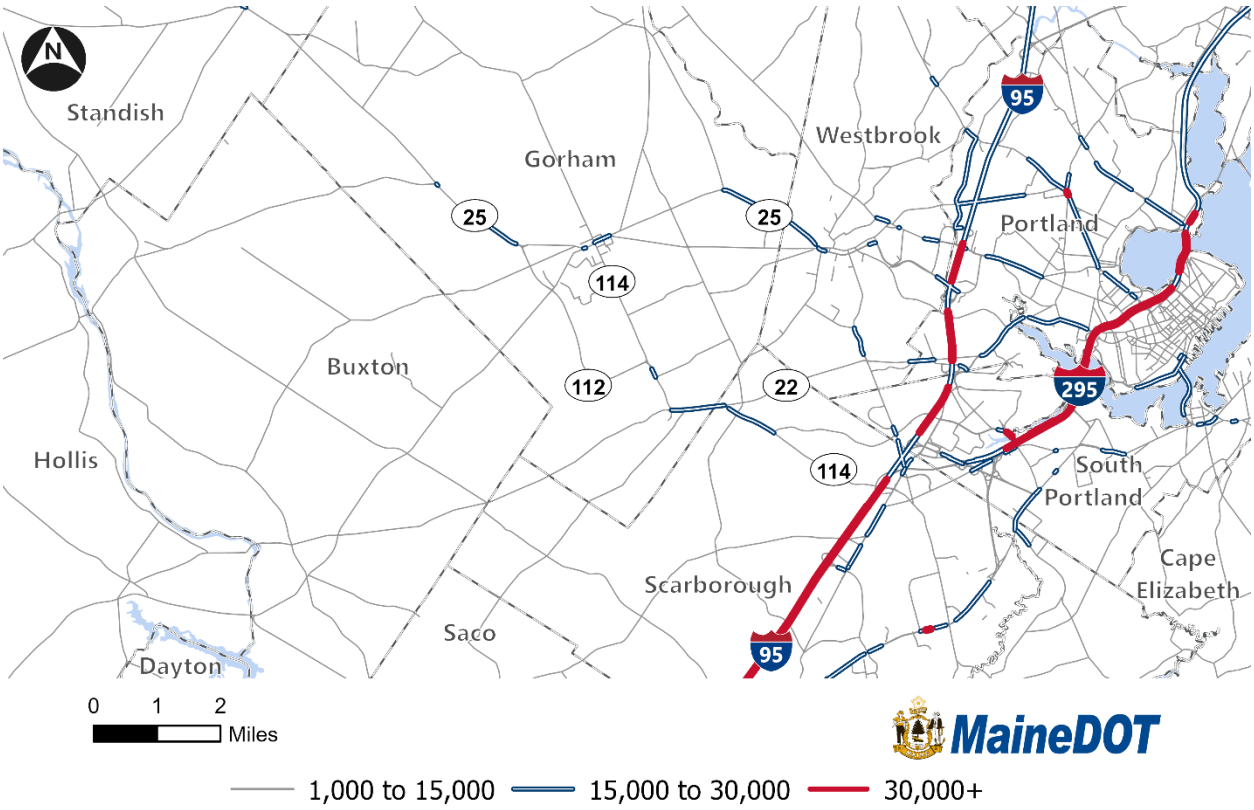



*Source: LOCUS, 2023.*

## *Traffic Patterns on Arterials and Collectors*

In the study area, the average annual daily traffic (AADT), which refers to the average number of vehicles traveling on a roadway on any given day, is primarily less than 15,000 vehicles per day. However, the SR 114/SR 22 overlap, and portions of SR 114 and SR 25 carry an AADT of 15,000–30,000 (Figure 9). I-95 and I-295, both high-capacity highways, carry an AADT of over 30,000.

**FIGURE 9 AVERAGE ANNUAL DAILY TRAFFIC, 2025**




*Source: MaineDOT.*

The SR 114/SR 22 overlap has seen an increase in Average Annual Daily Traffic (AADT) by more than four percent over 10 years, from 24,000 in 2016, to 25,100 in 2025 (Table 9). Volumes on SR 25 near its intersection with U.S. 202 have decreased from approximately 15,300 in 2016, to 13,000 in 2025.

**TABLE 9 AADT INCREASE BETWEEN 2016 AND 2025**

| Road Segment | 2016 | 2019 | 2022 | 2025 | Percent Change 2016-2025 |
|---|---|---|---|---|---|
| Route 25 near Route 202 | 15,290 | 14,430 | 11,898 | 12,000 | -22% |
| SR 114 and SR 22 (Overlap) | 23,880 | 24,050 | 22,010 | 23,890 | 0% |
| South Street (114), north of Overlap | 13,270 | 13,140 | 12,730 | 14,130 | 6% |
| County Road (22) west of Overlap | 9,940 | 9,770 | 10,320 | 10,450 | 5% |
| County Road (22) east of Overlap | 9,360 | 9,720 | 8,490 | 8,960 | -4% |
| Gorham Road (114), south of Beech Ridge Road | 16,440 | 17,170 | 16,720 | 19,030 | 16% |
| Main Street (25), east of South Street (114) | 20,600[1] | – | 17,450 | 20,240 | -2% |
| New Portland Road | – | 4,990 | – | 4,990 | 0% |
| Brackett Road | 5,910[1] | 6,510 | – | 7,180 | 21% |
| Day Road | – | 1,760 | 1,420 | 1,630 | -7% |
| McLellan Road | – | 1,910 | 1,550 | 2,100 | 10% |
| Running Hill Road | 5,070 | 5,520 | 5,700 | 6,660 | 31% |
| Beechridge Road | 3,420 | 4,120 | 3,410 | 4,940 | 44% |
| Saco Street, north of County Road | 8,500 | 9,700 | 8,930 | 9,700 | 14% |
| Spring Street (Sable Oaks) | 14,130 | 15,490 | – | 13,440 | -5% |
| Eisenhower Drive (Spring Street) | 8,870 | 9,570 | 9,020 | 9,160 | 3% |
| Broadturn Road | 3,360 | 3,810 | 3,420 | 3,860 | 15% |
| Burham Road | 2,380 | 2,610 | 2,860 | 2,170 | -9% |

*Source: MaineDOT Traffic Count Dashboard.*

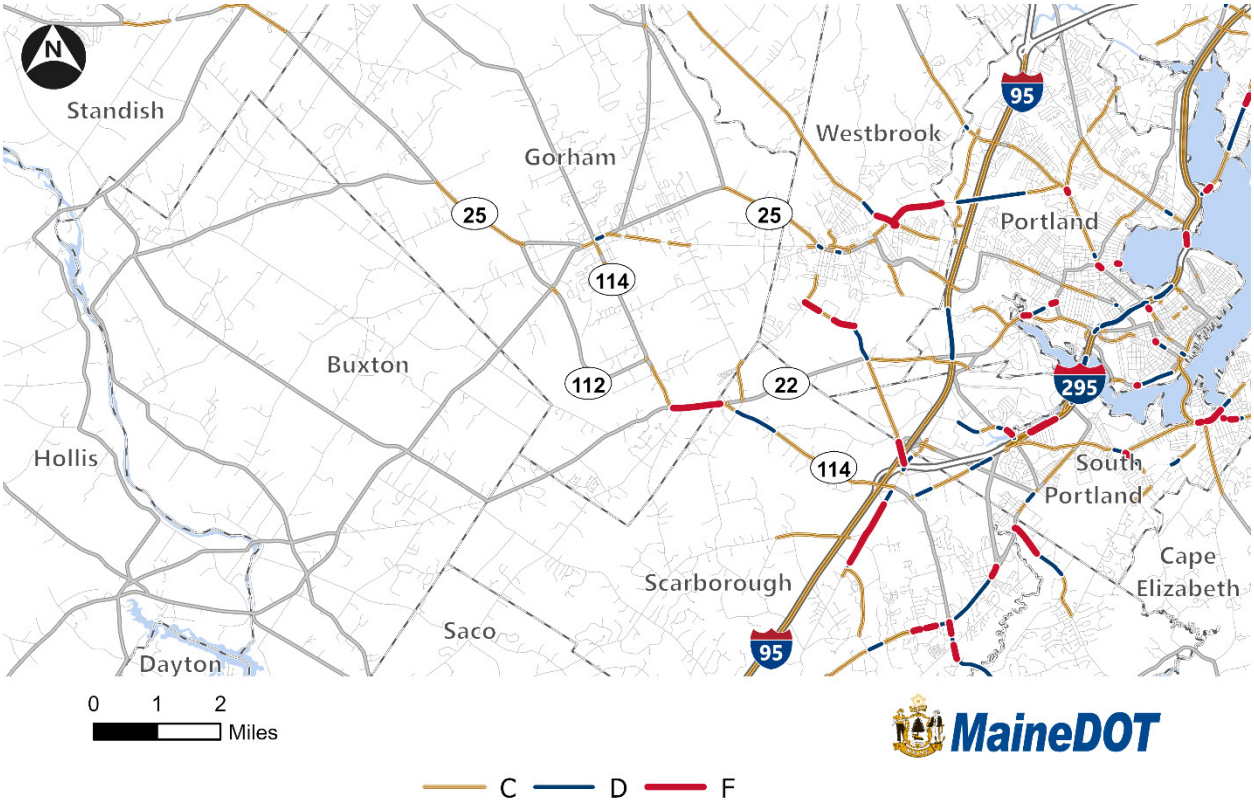
[1] *2013 Count.*

## *Congestion*

AADT alone does not determine congested areas as higher capacity roadways can inherently carry more traffic, a level of service rating (Grades A–F) provides more detail on a roadway's performance. Grades A and B represent free-flowing to moderately free-flowing traffic conditions. Level of Service Grade C indicates stable traffic flow with some speed

reductions; Grade D reflects noticeable speed declines as traffic volumes increase; Grade E operates near roadway capacity; and Grade F occurs when demand exceeds capacity, resulting in heavy stop-and-go congestion. Figure 10 illustrates the roadways in the study area with a Level of Service of C or below.

**FIGURE 10 ROADWAYS WITH LEVEL OF SERVICE RATING GRADES C, D, AND F**




*Source: MaineDOT, 2025.*

## East-West Corridor Congestion

Within the Portland West study area, congestion is concentrated along SR 114, SR 22, and SR 25, which function as the two primary east–west commuter corridors connecting Gorham, Buxton, Standish, and Westbrook, to the City of Portland.

Notably, the SR 114/SR 22 "Overlap" receives level of service Grade F, indicating that the traffic demand on this segment exceeds capacity, causing delays. The *Gorham Comprehensive Plan Update* (2016) and *Scarborough Comprehensive Plan* (2021) identify the Overlap of SR 114 and SR 22 as consistently experiencing heavy congestion with regular travel delays during peak periods.

SR 25 is also a critical east-west corridor in the Portland West study area and has been identified in previous plans and studies as experiencing reoccurring congestion. Through Westbrook, SR 25 (William B Clarke Drive) functions as a bypass to Main Street carrying both local and regional traffic. The *Westbrook Comprehensive Plan* (2012) describes a major conflict along this segment during commuter peak hours, when local traffic mixes with commuters traveling from Gorham and points west into the Portland metropolitan area.

### North-South Corridor Congestion

Within the Portland West study area, I-295, I-95, and U.S. 1 serve as the primary north–south facilities accommodating both regional through traffic and commuter flows. Minor Arterials and Major Collectors that are rated a C or below for Congestion CSL include:

- SR 114, from County Road to Payne Road, South Street between SR 112 and County Road, and South Street south of the Gorham Village
- SR 25, northwest of Gorham Village and southeast of Mosher's Corner into Westbrook
- Saco Street from Brackett Road to County Road
- Spring Street/Cumming Street/Eisenhower Drive

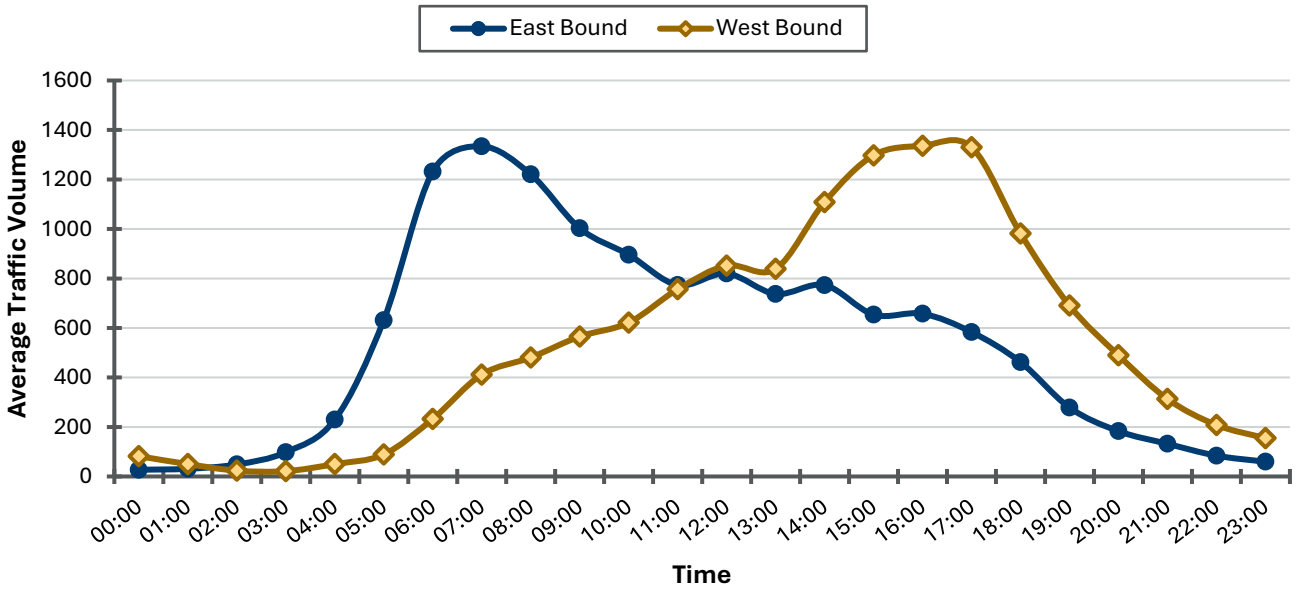
## *Peak-Period Travel Patterns*

Historic traffic studies consistently indicate that travel demand within the Portland West study area peaks during the weekday evening commute period, with pronounced directional flow patterns between residential communities of Gorham, Westbrook, Scarborough, and South Portland.

The *PACTS Congestion Management Process* (2017) report identifies segments of SR 114, SR 22, and SR 25 that have experienced consistent peak-period speed reductions and associated delays at critical junctions, particularly at the "triangle" in North Scarborough, a group of three intersections where SR 114 and SR 22 converge.

In 2025, peak traffic volumes at the SR 114/SR 22 overlap occurred during typical commuter periods, specifically 6:00 to 8:00 a.m. in the eastbound direction and 3:00 to 5:00 p.m. in the westbound direction (Figure 11).

**FIGURE 11 AVERAGE HOURLY TRAFFIC COUNTS ON SR 114/SR 22 OVERLAP**

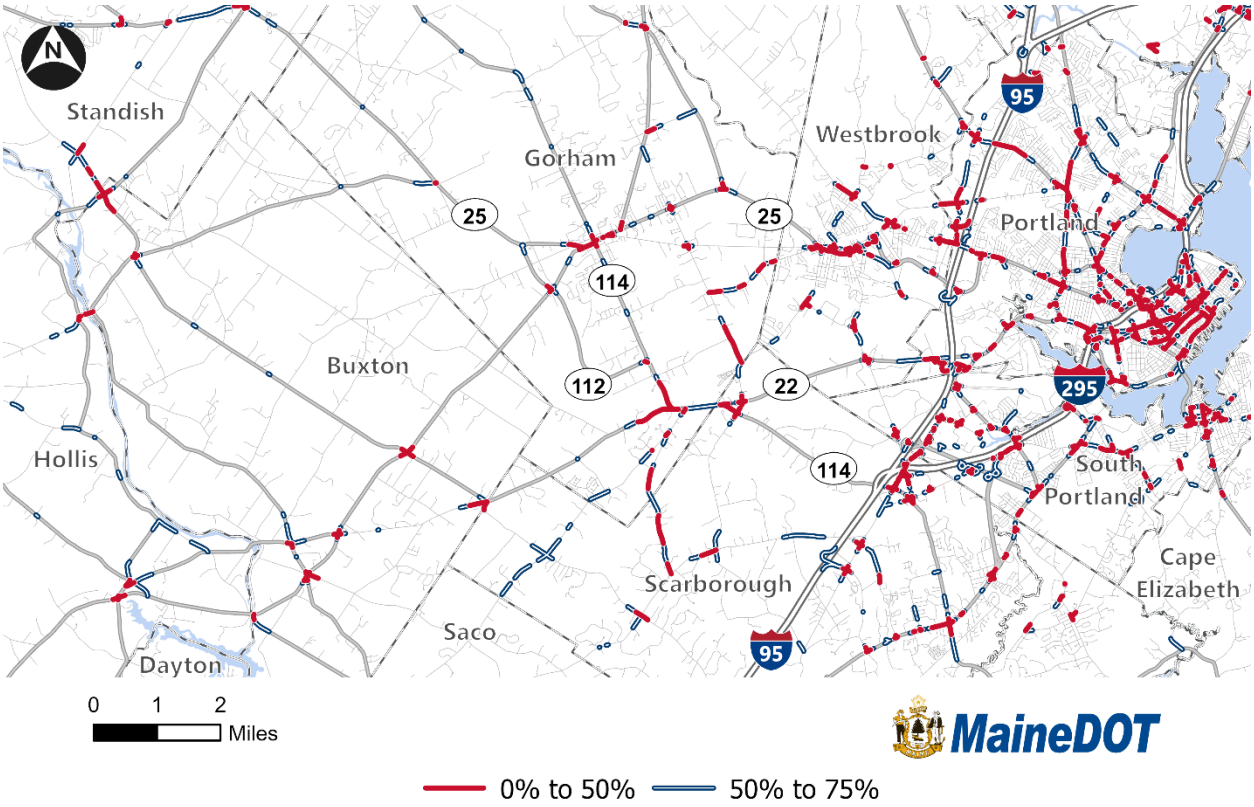



*Source: MaineDOT Traffic Count Dashboard, October 2025.*

An analysis of TomTom data in September 2025 (Figure 12 and Figure 13) finds that speed reductions during AM and PM peak periods in the project area are most pronounced at several key areas along these corridors:

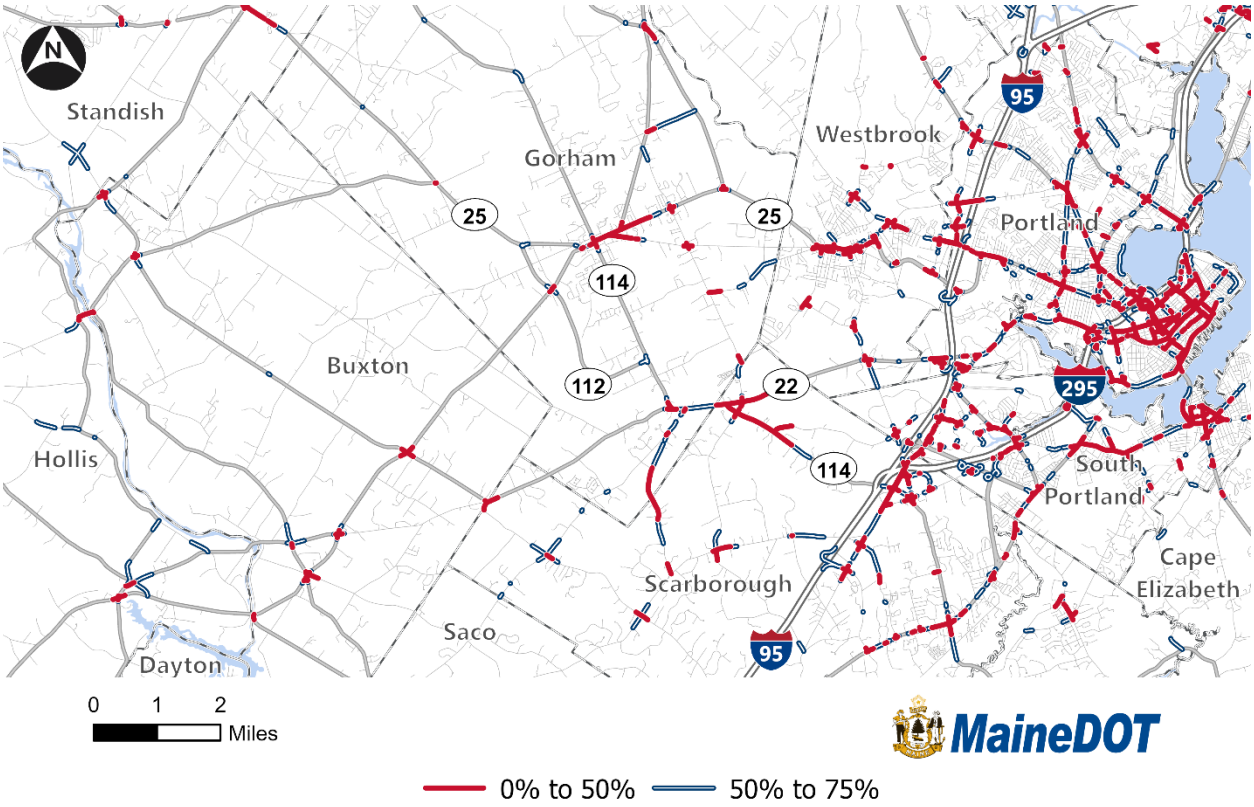
- The approaches to the "Overlap" on SR 114 and SR 22
- Brackett Road at Saco Street
- Maine Mall–Payne Road between SR 114 (Scarborough) and Gorham Road (South Portland)

**FIGURE 12 AM PEAK-PERIOD AVERAGE SPEED, 2025 (PERCENT OF SPEED LIMIT)**




*Source: TomTom Data, 2025.*

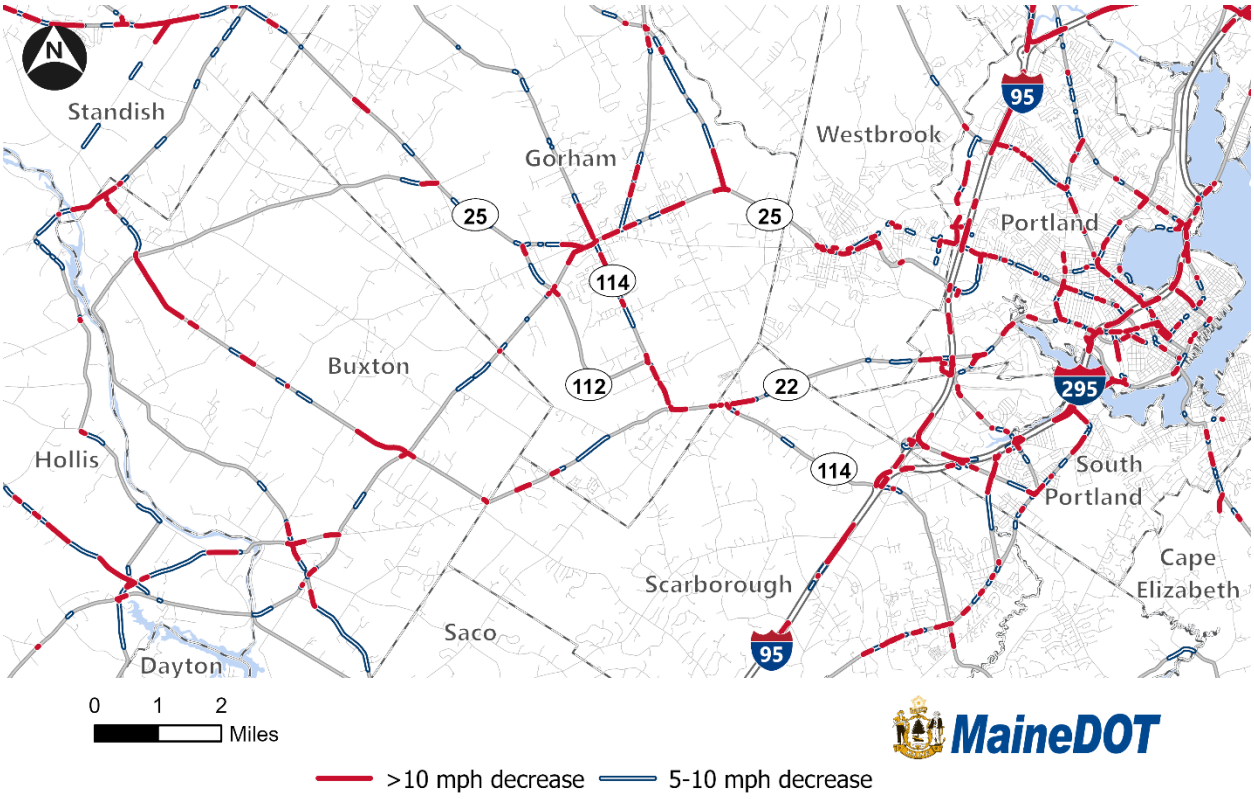
**FIGURE 13 PM PEAK-PERIOD AVERAGE SPEED, 2025 (PERCENT OF SPEED LIMIT)**




*Source: TomTom Data, 2025.*

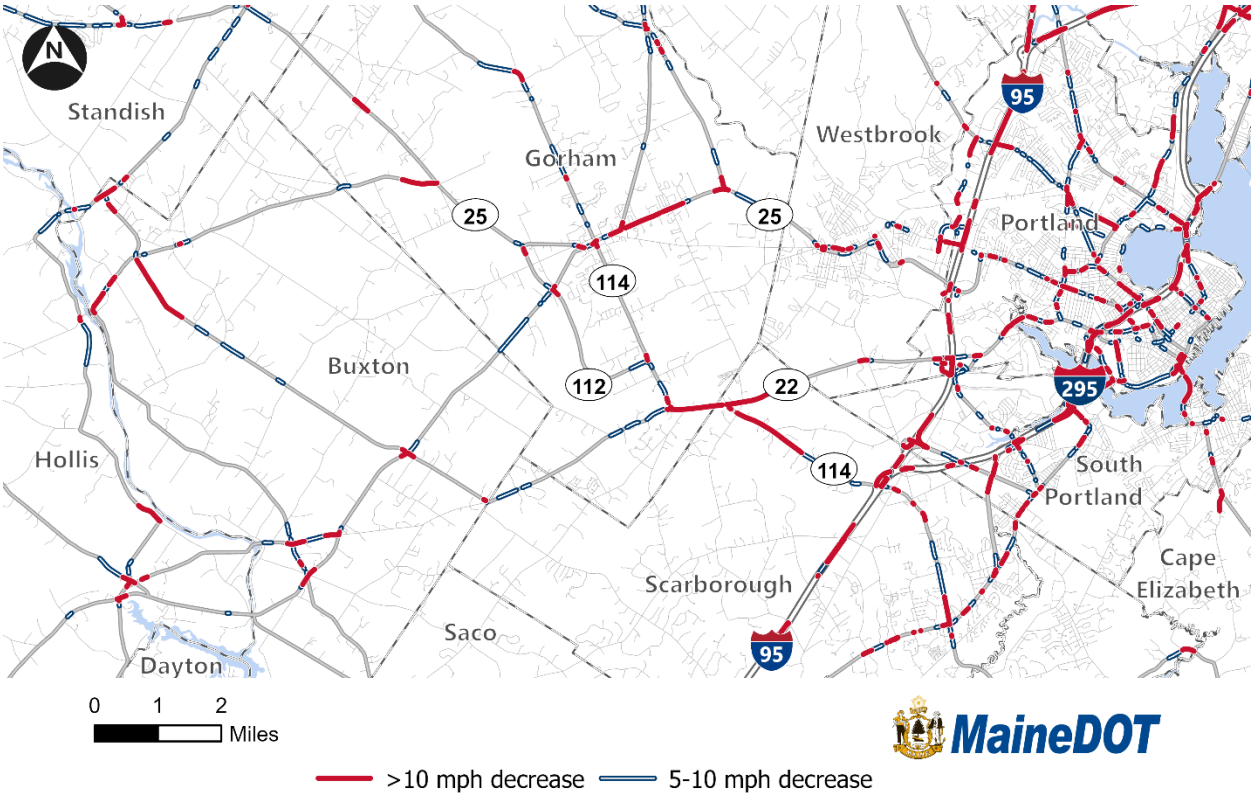
To understand the change in speeds in the study area over a 10-year period from 2015–2025, the same TomTom travel speed data was analyzed to determine the change in average speed during the AM peak period (Figure 14) and the PM peak period (Figure 15). Large sections of Route 25 in the Gorham Village and Route 22 and 114 entering the Overlap section have experienced reductions in peak period speed of over 10 mph or more from 2015 to 2025.

**FIGURE 14 CHANGE IN AM PEAK PERIOD SPEEDS, 2015–2025**




*Source: TomTom Data, 2025.*

**FIGURE 15 CHANGE IN PM PEAK PERIOD SPEEDS, 2015–2025**




Source: TomTom Data, 2025.

## *Travel Time Reliability on the Overlap*

Congestion along SR 114/SR 22 overlap on County Road was further analyzed using TomTom travel time data. Travel time reliability, defined as the consistency of trip duration, varies by direction of travel and time of day. Based on TomTom data collected during 2025, the greatest travel time reliability challenges occur in the predominant commuting direction—toward Portland during the morning peak and away from Portland during the afternoon and evening peak periods—highlighting the directional nature of congestion along the SR 114/SR 22 overlap.

As displayed in Table 10 and Table 11, it will take at least 37 minutes to travel from Gorham to Portland (using the SR 114/SR 22 overlap) during the AM peak hour and at least 42 minutes to travel from Portland to Gorham during the PM peak hour on one out of 20 weekdays. These travel times are between 12 and 15 minutes longer than the median travel time and over double the free flow travel times.

**TABLE 10 AM TRAVEL TIME, DELAY, AND AVERAGE SPEED, GORHAM TO PORTLAND**

| AM Gorham to Portland | Travel Time | Delay from Free Flow | Average Speed (mph) |
|---|---|---|---|
| Free Flow | 18 minutes | – | 40 |
| Median | 25 minutes | 7 minutes | 30 |
| 95th Percentile | 37 minutes | 19 minutes | 20 |

*Source: TomTom.*

**TABLE 11 PM TRAVEL TIME, DELAY, AND AVERAGE SPEED, PORTLAND TO GORHAM**

| PM Portland to Gorham | Travel Time | Delay from Free Flow | Average Speed (mph) |
|---|---|---|---|
| Free Flow | 20 minutes | – | 39 |
| Median | 27 minutes | 7 minutes | 28 |
| 95th Percentile | 42 minutes | 22 minutes | 18 |

*Source: TomTom.*

The SR 114/SR 22 overlap segment is approximately 0.87 miles long and has a free-flow travel time of 1 minute 48 seconds. During the morning inbound peak (west-east travel), travelers should allow approximately 3 minutes 36 seconds to arrive on time 95 percent of the time. During the afternoon outbound peak (east-west travel), travelers should allow approximately 3 minutes 58 seconds, reflecting the greater variability in travel times during that period (Table 12).

**TABLE 12 SR 114/SR 22 OVERLAP FREE FLOW, AM PEAK, PM PEAK TRAVEL TIMES**

| Travel Period | Travel Time | Delay from Free Flow |
|---|---|---|
| Free Flow | 1 minute 48 seconds | – |
| AM Peak (West-East) | 3 minutes 36 seconds | 1 minute 48 seconds (100%) |
| PM Peak (East-West) | 3 minutes 58 seconds | 2 minutes 10 seconds (120%) |

*Source: TomTom.*

In essence, poor reliability translates to day-to-day variability, which is defined as the amount of fluctuation in trip duration on this segment where actual travel times can differ substantially from one day to another. This level of variability creates additional challenges beyond the congestion itself. Travelers may have difficulty accurately estimating how long a trip will take, requiring them to budget extra time into their schedules to account for uncertainty. Unpredictable travel conditions can also affect transit service reliability, freight deliveries, emergency response, and other activities that depend on consistent travel times.

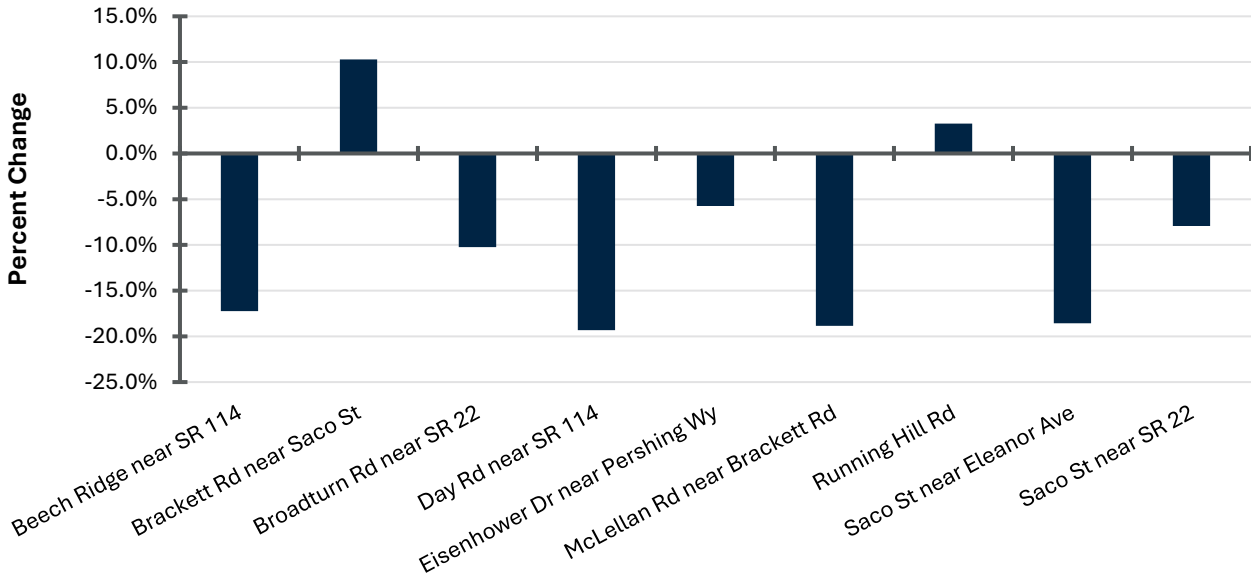
## *Network Diversion and Cut-Through Traffic*

Traffic congestion on primary arterial corridors within the Portland West study area has contributed to localized diversion of traffic onto secondary roadways and neighborhood streets. Prior studies, planning documents, and community feedback indicate that this diversion occurs in response to recurring peak-period delays, constrained capacity on key arterials, and limited parallel route options in portions of the network.

While some level of diversion is expected within a connected roadway system, community-level planning documents in Gorham and surrounding municipalities have consistently identified concerns related to cut-through traffic on residential streets. The *Gorham Comprehensive Plan* (2016) emphasizes the importance of maintaining interconnected local street networks while discouraging shortcutting by regional commuter traffic through neighborhood areas. Community feedback revealed several commonly used bypass routes around the SR 114/SR 22 overlap, including Broadturn Road to the west, the McLellan Road-Brackett Road-Saco Street connection to the north, and Running Hill Road to the south.

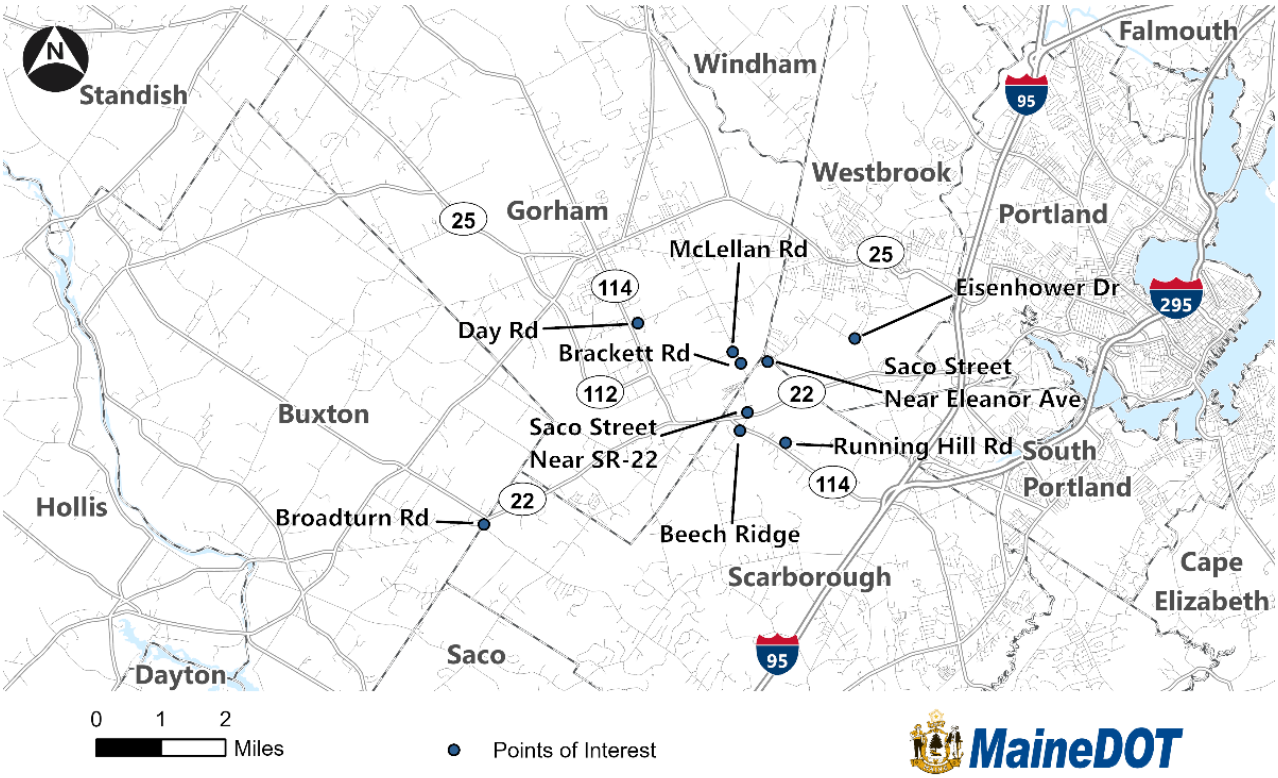
While these plans have documented concerns about cut-through traffic on local streets, a comparison of 2019 and 2022 AADT data show mixed trends (Figure 16 and Figure 17). Traffic volumes have decreased on some of the identified corridors; however, Brackett Road and Running Hill Road have experienced increases, suggesting growing use of these routes as alternatives to the more congested areas and the SR 114/SR 22 overlap.

## FIGURE 16 PERCENT AADT CHANGE ON SELECTED LOCAL ROADS, 2019–2022




*Source: MaineDOT Traffic Count Dashboard.*

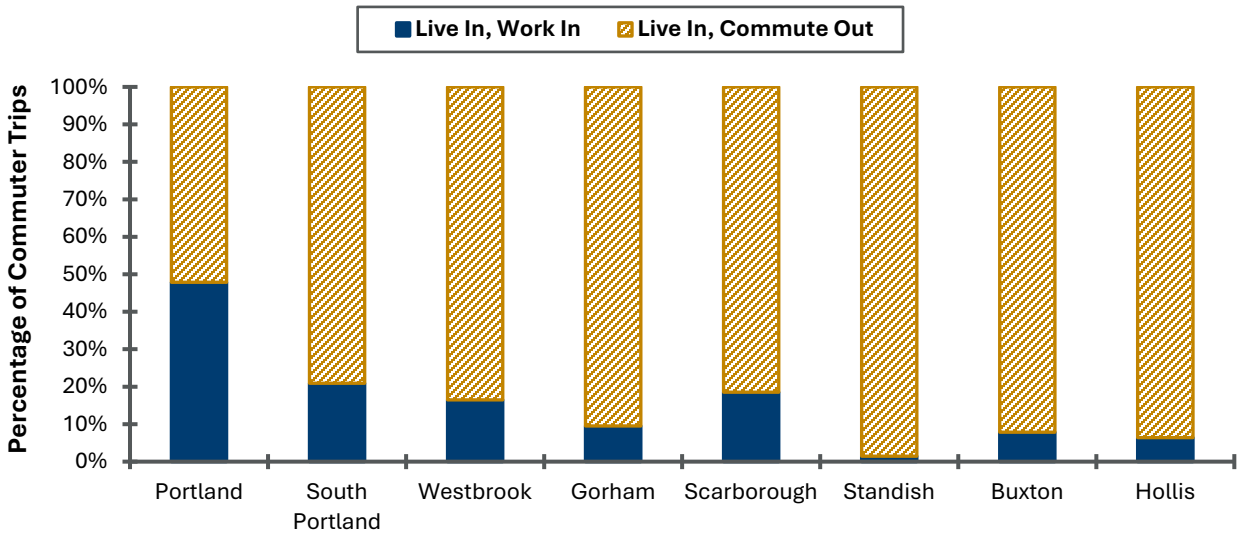
## FIGURE 17 KEY MAP OF LOCAL ROAD AADT CHANGE 2019–2022



## *Commuting Travel Patterns*

At the municipal level, suburban communities exhibit a strong export of workers, with over 80 percent of employed residents commuting outside their community (Figure 18). In contrast, around half of employed residents in Portland commute outside the city and the other half are employed within the city. Portland, and to a smaller degree South Portland and Scarborough, function as regional employment hubs, creating a directional rush hour traffic pattern.

**FIGURE 18 COMMUTING DESTINATIONS OF EMPLOYED RESIDENTS, 2023**




*Source: U.S. Census Bureau, OnTheMap.*

Commuting within the study area has historically been characterized by a high reliance on single-occupancy vehicle travel. However, according to the American Community Survey, the share of residents commuting alone by vehicle across study area communities decreased from approximately 79 percent in 2015 to approximately 64 percent in 2024 (a decline of 15 percentage points). Over the same period, the share of the workforce working from home increased substantially from 4.6 percent to 20.3 percent, indicating a significant structural shift in commute behavior following the expansion of remote and hybrid work arrangements. This increase in teleworking is the most likely contributing factor to the observed reduction in single-occupancy vehicle commuting, as a larger portion of the workforce make fewer daily peak-period trips.

Other commute modes remained relatively stable or declined in comparison. Carpooling decreased from 9.1 percent to 6.8 percent, while transit use declined from 1.7 percent to

0.6 percent. Walking increased modestly from 4.3 percent to 5.6 percent, biking remained relatively stable from 0.70 percent to 0.72 percent, and ride-hailing increased from 0.9 percent to 2.0 percent.

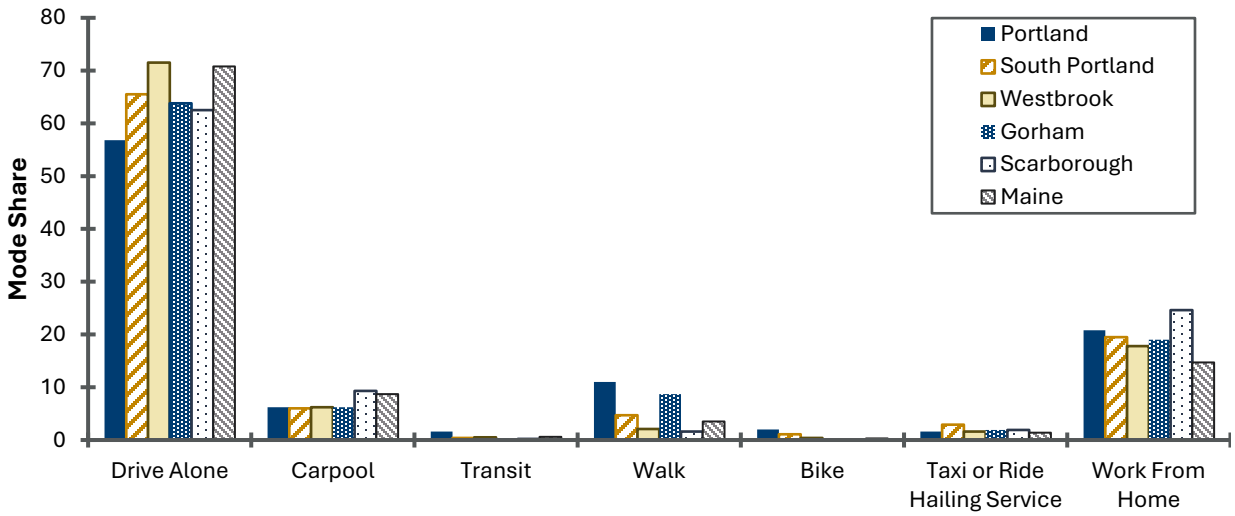
## *Travel Demand Management*

Transportation Demand Management (TDM) strategies play a central role in addressing congestion and improving mobility within the Portland West study area by reducing reliance on single-occupancy vehicle travel. Across the Greater Portland region, TDM efforts are supported by a combination of established programs, regional policy frameworks, and targeted infrastructure investments aimed at improving system efficiency, expanding travel options, and mitigating recurring peak-period congestion on key arterial corridors.

Existing initiatives such as the City of Portland's TDM program for site plan reviews which set targets for non-auto modes, GO MAINE's carpool program, MaineDOT-sponsored park-and-ride facilities, and the University of Southern Maine (USM) METRO Pass Program provide a foundation for encouraging shifts toward shared and alternative modes of travel. These efforts are reinforced by regional planning documents, including *PACTS Congestion Management Process* (2024), *Destination 2040 Transit Tomorrow Plan* (2021), *Vision Zero Greater Portland* (2023), and legislation like the *Sensible Transportation Policy Act* (1991), which collectively promote multimodal solutions, safety improvements, greenhouse gas reduction, and traffic demand-reduction strategies.

Journey-to-work census data illustrate the predominantly auto-oriented travel patterns within the Portland West study area communities. As shown in Figure 19, driving alone accounts for approximately 57 to 71 percent of commute trips, while carpooling represents approximately 6 to 9 percent. Portland exhibits comparatively higher transit and walking mode shares, with walking accounting for approximately 11 percent of commute trips compared to roughly 2 to 4 percent in the more suburban communities. Work-from-home rates also remain elevated across the study area relative to the statewide average. This mode share distribution aligns with the commuter peak-period congestion observed on key roadways within the study area and highlights the importance of both improving roadway capacity to accommodate the predominant travel mode and expanding carpooling, transit, and active transportation options to support long-term congestion reduction and multimodal mobility goals.

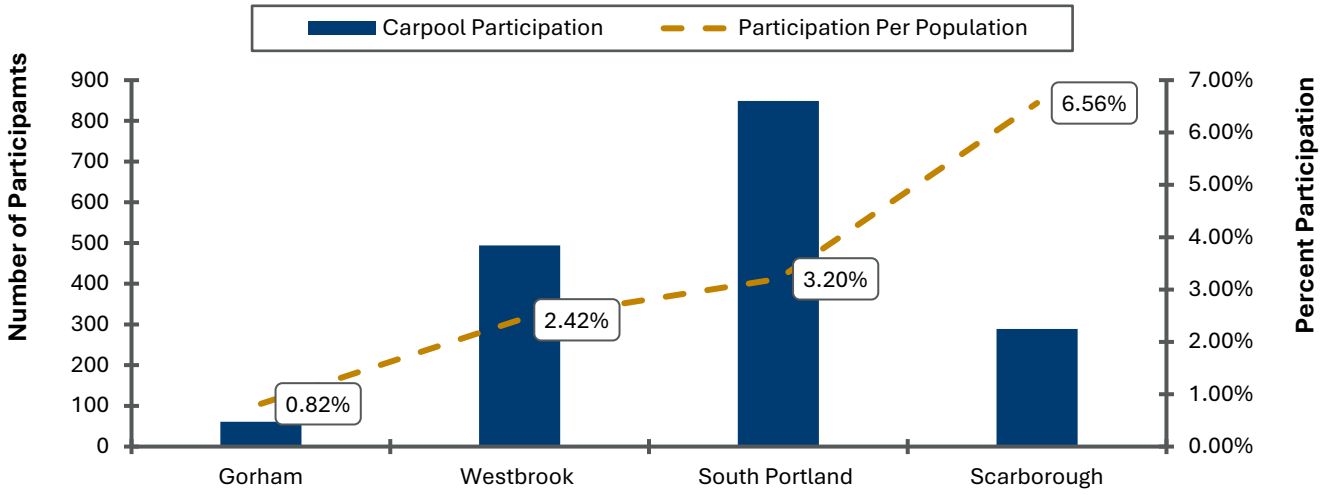
**FIGURE 19 JOURNEY TO WORK MODE SHARE, 2024**




*Source: American Community Survey, 2024.*

MaineDOT, through the GO MAINE program, tracks carpool commuter trips across the state. As of June 2026, the program included 8,788 registered participants statewide, with 3,431 in the greater Portland region, 3,065 in the Portland West extended study area, and 1,693 in the core study area. Figure 20 presents both the number of carpool participants and the participation rate per population in each core community. As shown, Scarborough has the highest participation rate, with 6.56 percent of its population enrolled in carpools, while Gorham has the lowest participation rate at 0.82 percent.

**FIGURE 20 GO MAINE CARPOOL PARTICIPANTS, 2026**




*Source: MaineDOT GO MAINE, 2026.*

Within the Portland West study area, there are four Maine Turnpike Authority (MTA) park-and-ride lots, all of which currently exhibit relatively low utilization. According to the 2016, 2021, and 2025 MTA Annual Inspections of the Turnpike, overall usage decreased between 2019 and 2025 (with the exception of the Larrabee Road near I-95 Exit 47 location), however usage generally increased between 2021 and 2025, post COVID-19 pandemic (Table 13). While these data represent a single day of observation, park-and-ride usage across all MTA park and ride locations have not rebounded to pre–COVID-19 levels. Prior to 2019, occupied spaces observed during annual inspections generally fluctuated around 600, whereas from 2020 to 2025 occupied spaces have remained consistently below 500.

**TABLE 13 2019–2025 MTA PARK AND RIDE LOT USAGE**

| Town | Location | 2019 Volume (% capacity) | 2021 Volume (% capacity) | 2025 Volume (% capacity) |
|---|---|---|---|---|
| Scarborough | I-95 Exit 42 shared with Cabela's parking lot | 37 (56%) | 15 (23%) | 22 (33%) |
| South Portland | I-95 Exit 45 on Route 703 | 38 (34%) | 26 (23%) | 12 (11%) |
| Portland | I-95 Exit 46 adjacent to the toll plaza | 31 (46%) | 23 (34%) | 25 (37%) |
| Westbrook | Larrabee Road near I-95 Exit 47 | 36 (40%) | 33 (36%) | 45 (49%) |

*Source: MTA Annual Inspection of the Turnpike, 2019, 2021, and 2025.*

Together, these programs and policies form a coordinated regional framework that emphasizes investments in walking, biking, transit, and commuter behavior change. While these strategies have expanded travel choices and increased awareness of alternatives to driving alone, regional travel patterns remain predominantly auto oriented, highlighting the need for continued and enhanced TDM implementation to achieve meaningful mode shift and long-term congestion reduction.

# 5. EVALUATION CRITERIA

As the Portland West study progresses, alternatives will be developed to address congestion issues in the corridor. These alternatives will be assessed using a set of evaluation criteria that will collectively provide the public, stakeholders, and decision-makers with the information needed to select a feasible path forward.

The initial evaluation criteria list included 52 potential metrics, organized across ten categories: mobility, operations, safety, land use and community livability, complete streets and multimodal connectivity, environmental considerations, economic impacts, quality of life, feasibility, and cost. The list was further refined in collaboration with MaineDOT and via public and stakeholder engagement to a targeted set of 15 criteria across 5 categories to support a focused and meaningful evaluation that avoids redundancy and clearly distinguishes among alternatives.

The refined list of criteria was selected to reflect key objectives, such as improving multimodal access, enhancing safety, and maintaining and optimizing infrastructure. Table 14 lists the evaluation criteria.

**TABLE 14 EVALUATION CRITERIA**

| Category | Evaluation Criteria | Objective | Metric |
|---|---|---|---|
| Multimodal Mobility & Connectivity | Travel Time Predictability | Improve existing roadways to make travel times more predictable, so people know what to expect when they use the road. | Percentage of traffic on congested roadways during peak period traffic. |
| | Intersection Congestion | Reduce traffic backups at intersections during peak period traffic. | Amount of delay at intersections during peak period traffic. |
| | Bus Service Availability | Increase the number of bus options and quality available to the community. | Number and frequency of bus routes in the study area. |
| | Walking and Biking Comfort Level | Provide a safer and more comfortable bicycle and pedestrian environment across the study area. | Miles of added infrastructure by level of traffic stress (sidewalks, trails, separated bike lanes). |
| | Connectivity and Access to Key Destinations | Make it easy for residents to reach jobs, services, and other everyday destinations by all modes of travel. | Number of Key Destinations (jobs, schools, healthcare, grocery stores, etc.) within 30-minutes by walk, bike, bus, and car. |

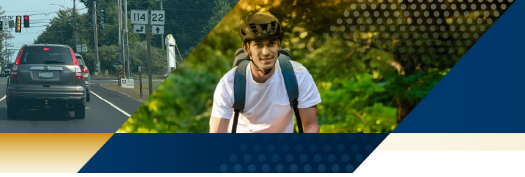
| Category | Evaluation Criteria | Objective | Metric |
|---|---|---|---|
| Safety | Overall Roadway Safety Impact | Reduce the number and severity of vehicle, pedestrian, and bicycle crashes. | The Highway Safety Manual calculation based on historic crash conditions. |
| | Safe Transportation Network | Create a safer transportation system by reducing opportunities for severe crashes. | Infrastructure improvement ratings in the Safe System Roadway Design Hierarchy. |
| Community | Impacts to Properties | Limit the impact on households and businesses in the study area. | The number of properties that will have partial or full property takes because of road widening or new road construction. |
| | Impacts to Historical & Cultural Sites | Minimize the impact on historical and cultural sites in the study area. | The number of cultural and historical sites impacted by the project (e.g., right-of-way intersecting with the property). |
| | Plan Alignment | Align this study in support of existing local and regional plans. | Alignment with: GPCOG LRTP: Connect2050, comprehensive plans for Gorham, Scarborough, Westbrook and South Portland, and the MaineDOT LRTP Family of Plans. |
| | Reduction of Cut-through Traffic | Reduce the traffic volume diverted onto local roads. | Reduction of traffic volume diverted onto local roads. |
| Environmental | Impact on Natural Land and Open Spaces | Preserve natural land and open space to the extent possible in the study area. | Acres of open space impacted by project (including wetlands, farmlands, waterways, and forested land). |
| | Vehicle Emissions | Minimize greenhouse gas emissions from travel within the study area. | Estimated change in greenhouse gas emissions. |
| Constructability & Cost | Constructability | Minimize design, engineering, and construction complexity to improve ability to deliver the project. | Utility impacts, construction duration (e.g., overpass construction, grade issues, abutments, etc.). |
| | Cost | Understand financial feasibility relative to available funding/benefits. | Capital cost, bus operations, and maintenance cost. |

# APPENDIX A. DOCUMENT REVIEW

Table A-1 lists the documents and plans that were reviewed for this memo.

**TABLE A-1 DOCUMENT LIST**

| Document Title | Year | Author |
|---|---|---|
| One Climate Future | 2020 | Cities of Portland and South Portland |
| Portland's Plan 2030 | 2017 | City of Portland |
| ReCode Portland—DRAFT | 2023 | City of Portland |
| Cash Corner Neighborhood Traffic | 2022 | City of South Portland |
| Maine Mall Transit Oriented Development Concept Plan | 2020 | City of South Portland |
| South Portland 2040 | 2026 | City of South Portland |
| South Portland Comprehensive Plan | 2012 | City of South Portland |
| City of Westbrook 2012 Comprehensive Plan | 2012 | City of Westbrook |
| East Coast Greenway Alliance Design Guide | 2023 | East Coast Greenway Alliance |
| Gorham Bicycle and Pedestrian Plan | 2017 | Gorham Village |
| Gorham Village Parking Study | 2014 | Gorham Village |
| Maine Street Master Plan Update | 2015 | Gorham Village |
| RFP: Development of an Open Space and Trails Master Plan | 2024 | Gorham Village |
| Town of Gorham Comprehensive Plan Update | 2016 (Amended 2021) | Gorham Village |
| City of South Portland Cash Corner Neighborhood Traffic Calming Report | 2022 | GPCOG |
| Connect 2045 | 2022 | GPCOG |
| Connect 2050 | 2024 | GPCOG |
| Destination 2040: PACTS' Long Range Transportation Plan | 2016 | GPCOG |
| Getting There from Here: An Active Transportation Plan | 2018 | GPCOG |
| Gorham-Westbrook-Portland Rapid Transit Study | 2024 | GPCOG |
| Inclusive Transportation Planning Toolkit | 2019 | GPCOG |
| PACTS Transportation Improvement Program (TIP) 2022–2025 | 2022 | GPCOG |
| PACTS Transportation Improvement Program (TIP) 2025–2028 | 2022 | GPCOG |
| PACTS Transportation Improvements Program 2024–2027 | 2024 | GPCOG |
| PACTS Unified Planning Work Program (UPWP) 2026–2027 | 2025 | GPCOG |
| Regional Complete Streets Design Guidebook | 2025 | GPCOG |





| Document Title | Year | Author |
|---|---|---|
| Regional Trail Plan—PACTS | 2025 | GPCOG |
| Reimagining Route 1 | 2026 | GPCOG |
| Transit Together | 2022 | GPCOG |
| Transit Tomorrow: The Long Range Public Transportation Plan for Greater Portland, Maine | 2021 | GPCOG |
| Transportation Access Analysis and Action Plan | 2025 | GPCOG |
| Vision Zero Greater Portland | 2023 | GPCOG |
| Maine Won't Wait: A Four-Year Climate Action Plan | 2024 | Maine Climate Council |
| A Report on the Indirect Land Use Effects of the Gorham Connector | 2024 | Maine Turnpike |
| Gorham Connector Project Summary Technical Memo | 2024 | Maine Turnpike |
| Gorham East-West Corridor Feasibility Study | 2012 | Maine Turnpike |
| Regional Traffic Characteristics Project Memorandum | 2022 | Maine Turnpike |
| Traffic Forecast and Analysis Summary | 2021 | Maine Turnpike |
| Maine Offshore Wind Roadmap | 2023 | MaineDOT |
| Maine State Active Transportation Plan | 2023 | MaineDOT |
| MaineDOT Complete Streets Policy | 2019 | MaineDOT |
| RESOURCE: Maine State Transit Plan | 2023 | MaineDOT |
| Working to Move Maine | No Date | MaineDOT |
| Gorham Connector White Paper—Responsible Alternatives to the Proposed Gorham Connector | 2024 | Mainers for Smarter Transportation |
| Amtrak Portland Station Relocation | 2024 | NNEPRA |
| PACTS Congestion Management Process | 2017 | PACTS |
| PACTS Congestion Management Process—DRAFT | 2024 | PACTS |
| PACTS Transit Supportive Development Study | 2015 | PACTS |
| Portland Complete Streets Policy | 2025 | Portland City Council |
| Sensible Transportation Policy Act | 1991 | State of Maine |
| Buxton Comprehensive Plan | 2003 | Town of Buxton |
| Oak Hill Pedestrian Plan | 2011 | Town of Scarborough |
| Red Brook Watershed Based Management Plan | 2011 | Town of Scarborough |
| Town of Scarborough Comprehensive Plan | 2021 | Town of Scarborough |
| Town Wide Transportation Study | 2005 | Town of Scarborough |
| University of Southern Maine Transportation Demand Management Plan | 2023 | University of Southern Maine |