

**STATE OF MAINE  
119TH LEGISLATURE  
FIRST REGULAR SESSION**

**Final Report  
of the**

**COMMISSION TO REVIEW TRAFFIC  
CONGESTION INCLUDING TRUCK TRAFFIC  
ALONG THE ROUTE 1 YORK CORRIDOR  
AND THE ROUTE 236 CORRIDOR**

**December 1999**

**Members:**

**Sen. Mark W. Lawrence, Chair  
Rep. Gary Wheeler Chair  
Sen. Vinton Cassidy  
Rep. Mary Black Andrews  
Rep. Ronald F. Collins  
Jim McMahon  
Roland Fernald  
John C. McCrillis  
Bruce Locke  
Mark Green  
Gerald MacPherson, Sr.**

**Staff:**

**Danielle D. Fox, Legislative Analyst**

**Office of Policy & Legal Analysis  
13 State House Station  
Augusta, Maine 04333  
(207)287-1670**

## Table of Contents

|   | Page      |
|---|-----------|
| <b>Executive Summary .....</b>  | <b>1</b>  |
| <b>I. Introduction.....</b>   | <b>4</b>  |
| <b>II. Review of Traffic Issues: Route One and Route 236.....</b>                       | <b>6</b>  |
| <b>III. Findings.....</b>   | <b>11</b> |
| <b>IV. Recommendations.....</b>   | <b>12</b> |
| <b>V. List Of Appendices</b>  |           |
| A. Enabling Legislation   |           |
| B. Commission Membership  |           |
| C. Map of the Study Area  |           |
| D. Synopsis of Public Hearing Testimony   |           |
| E. Traffic Growth Trends  |           |
| F. Vehicular Crash Data   |           |
| G. Maine Turnpike Traffic Data  |           |
| H. Bureau of Motor Vehicle Overlimit Permit Information                                 |           |
| I. Kittery Area Comprehensive Transportation Committee Weigh Station<br>Diversion Study |           |
| J. Bibliography of Reports reviewed by Commission Members                               |           |

# EXECUTIVE SUMMARY

## FINDINGS

---

The Commission to Review Traffic Issues along the Route One Corridor in York and the Route 236 Corridor held 6 meetings during the months of October, November and December of 1999. All of the meetings, except one, were conducted in the study area of southern York County. Two meetings were public hearings at which the Commission received testimony about the traffic issues in the study area. This testimony was very useful to the Commission and aided in shaping the content of this report. Based on the Commission's consideration of data presented, the testimony heard at public hearing and each members' own experience with traffic issues in the towns they represent, the Commission finds the following:

- **Additional road capacity is necessary on Route One from York to Wells;**
- **The traffic circle located at the southern end of Route One in Kittery was constructed prior to the development of the shopping district and does not have the capacity to handle the current volume of traffic;**
- **Heavy truck traffic and oversize loads are causing serious traffic congestion problems and premature road deterioration along Route 236, particularly in South Berwick;**
- **The road design of Route One in Kittery is poorly suited to handle its dual-use as a through-route and shopping destination point;**
- **Recent toll increases on the Maine Turnpike have contributed to traffic congestion along Route One and Route 236;**
- **Route 236 is no longer safe and easy to use as a commuter route because of the increasing number of curb cuts from North Berwick to Kittery;**
- **Greater awareness and incentives are necessary to promote carpooling for commuters;**
- **Because there is no alternate route for traffic traveling Route One through the Village Square in Ogunquit and no land exits to allow for widening, a Turnpike interchange may be an appropriate solution to relieve traffic congestion there;**
- **Safety is a major concern for motorists turning onto residential roads from Route One or onto Route One from residential roads, from Kittery all the way to Ogunquit;**
- **Route 236 may need a center turning lane from Kittery to the Eliot-South Berwick Line to promote greater overall safety and to accommodate traffic increases and truck traffic diverted by weigh station operation;**
- **State Police staffing is insufficient to properly operate weigh stations, patrol Route One and 236 and manage oversize load traffic; and**

- **The section of Route 236 from South Berwick to Berwick needs to be widened or realigned beyond the limits of its current public easement.**

## **RECOMMENDATIONS**

---

As a result of this comprehensive study of traffic congestion along the Route One and Route 236 Corridors the Commission makes the following recommendations:

- **The Maine Department of Transportation and The Maine Turnpike Authority should create better access to Interstate 95 from the north end of the Kittery Route One corridor;**
- **Where feasible and necessary, the Maine Department of Transportation should widen the Route One corridor to four lanes and add a center turning lane;**
- **The speed limit on Route 236, from Route 101 to Route 91, should be uniformly posted at 45 mph;**
- **When issuing overlimit permits, the Secretary of State-Bureau of Motor Vehicles should give greater consideration to approving routes that avoid town centers;**
- **If the MDOT study finds that an Interstate 95 interchange north of Ogunquit Village is warranted and no land use or environmental prohibitions exist, the Maine Turnpike Authority and the MDOT should construct one;**
- **The State of Maine should acquire an extended right of way along Route 236 from South Berwick to Berwick beyond the current public easement so that MDOT can widen or realign the road;**
- **The Maine Department of Transportation should construct a center lane on Route 236 from Kittery to the intersection with Route 101;**
- **State Police staffing of the weight enforcement stations should be increased along with general increases in patrolling of Route 236 and Route One;**
- **The Maine Turnpike Authority and the MDOT should offer greater incentives for and awareness of carpooling, such as discount toll fares and Park and Ride advertising;**
- **State and local policies pertaining to allowance of curb cuts should be more restrictive to protect the capacity of Route One and Route 236;**
- **The Governor should examine the economic impact of the burden and inconvenience caused by traffic safety and congestion problems along Route One and Route 236 and the feasibility of placing restrictions on through truck traffic; and**

- **The Maine Department of Transportation should include in its Planning Study of the Kittery to Wells Route One Corridor, traffic congestion and safety issues at the following intersections:**

|   |   |
|---|---|
| <p><u>KITTERY</u></p> <p>Route 236 and Route One southbound<br/>Signalized curb cut at the Maine Outlet<br/>Wilson Road and Route One</p>   | <p><u>OGUNQUIT</u></p> <p>Route One and: Bourne Avenue<br/>Shore Road and Route 1A (Ogunquit Sq.)<br/>Captain Thomas Road<br/>Tatnic Road<br/>Agamenticus Road<br/>Berwick Road<br/>Ocean Street</p>  |
| <p><u>YORK</u></p> <p>Route One and:<br/>Beech Ridge Road<br/>Orchard Farm Road (and Suffina's Restaurant)<br/>Route 91<br/>River Road<br/>Southside Road<br/>Shop n' Save Entrance<br/>Old Post Road</p> | <p><u>SOUTH BERWICK</u></p> <p>Route 236 and:<br/>Lower Main Street<br/>Route 4 (Portland St.)<br/>Elementary School lot<br/>Vine and Academy (Middle school lot)<br/>Route 91 (Old South Rd)<br/>Norton Street<br/>Academy Street<br/>Route 4 (Maine St.)<br/>Old Mill Road (Quarry Dr.)<br/>Marshwood High School lot</p> |
| <p><u>ELIOT</u></p> <p>Route 236 and:<br/>Depot Road<br/>Bolt Hill Road</p>   |   |

# **I. INTRODUCTION**

## **ENABLING LEGISLATION**

Legislative Document number 1638, an emergency bill entitled, *Resolve to Review Traffic Congestion Including Truck Traffic along the Route 1 York Corridor and Route 236 Corridor*, was sponsored by President of the Senate, Mark Lawrence, to review traffic congestion issues along Route One and Route 236 in Kittery, York, Ogunquit, Wells, Berwick, Eliot, North Berwick, and South Berwick. The study's purpose is to improve safety and convenience for all travelers and the quality of life for residents living along the U.S. Route 1 York corridor, the Route 236 corridor and area roadways. The 119th Maine Legislature passed the resolve in amended form as Resolves 1999, Chapter 64 on June 6, 1999 during its first regular session. The effective date of the resolve was June 10, 1999.

## **COMMISSION MEMBERSHIP**

As specified in the resolve, Commission membership consisted of:

- A. Two members of the Senate, appointed by the President of the Senate, one of whom represents a district in York County;
- B. Two members of the House of Representatives, appointed by the Speaker of the House, one of whom serves on the Joint Standing Committee on Transportation, and one who represents a district in York County; and
- C. Local representatives designated by managers of the towns of Berwick, Eliot, Kittery, Ogunquit, South Berwick, Wells and York.

For a list of Commission members see Appendix B.

## **COMMISSION CHARGE**

Resolves 1999, Chapter 64 charged the Commission to conduct a comprehensive review of traffic flows and patterns along Route One and 236, vehicular accident rates in the study area, commercial truck weigh station activities, current local roadway conditions and state and local law enforcement coverage of the study area. In conducting this review, the Commission was directed to invite participation of the Commissioner of the Department of Public Safety, the Commissioner of Transportation, and the Executive Director of the Maine Turnpike Authority or their designees. Furthermore, the resolve charged that at least two of the meetings held by the Commission during the course of this study be held in York county.

## **COMMISSION MEETINGS**

The Commission was convened on October 5, 1999 and held a total of six meetings, all but the first organizational meeting were held in the study area. The Commission conducted two public hearings in late October. The first, which was preceded by a trolley tour of the study area, was held at the new Marshwood High School in South Berwick. The second public hearing was held in the Town

Council chambers at the Grant House in York and was televised locally. Both public hearings were well attended and provided valuable information for the Commission as they commenced the study. Subsequent meetings were held at the York Chamber of Commerce and the South Berwick Town Hall.

At these meetings, the Commission focused their efforts by reviewing numerous reports and presentations of data in order to report findings and make recommendations. The following section of this report outlines the information and data collected and examined by the Commission.

## II. REVIEW OF TRAFFIC ISSUES: ROUTE ONE AND ROUTE 236

### TRAFFIC FLOWS

Many comments received at the public hearings held in South Berwick and York, related to the overall increase in traffic along Route One and Route 236 (Appendix D). Residents and the area Chiefs of Police attributed many safety and congestion problems to the recent increases in overall traffic flow and possibly the recent toll increases on the Maine Turnpike. They expressed concerns, shared by the Commission, that these routes no longer have the capacity to handle such increasing volumes of traffic. The Maine Department of Transportation presented information detailing average annual daily traffic along key points on Route One and Route 236 from 1987 to 1997 (Appendix E). Though the State line-Route One point and the York-Ogunquit line point realized decrease in traffic over this ten-year period, all other points counted saw an increase.

According to data provided by the Maine Department of Transportation, both Route One, from the State line to Wells and Route 236 from the Kittery/Eliot line into the Town of Berwick, realized increases in annual average daily traffic from 1987 to 1997. Route One traffic increased by 7.5% during this period and Route 236 traffic increased by 15.7%. The following Route One and Route 236 intersections or points on these roads saw an increase of at least 10%:

| <b>Route One* Average Annual Daily Traffic</b> |                               |
|--|-------------------------------|
| Location                                       | Percent Increase 1987 to 1997 |
| At Spruce Creek in Kittery                     | 15.7                          |
| North of Old Post Road in York                 | 22.1                          |
| At Cape Neddick River in York                  | 21.6                          |
| North of Route 9B in Wells                     | 17.5                          |

\* Intersections noted are from a list of 9 points counted by MDOT

| <b>Route 236 * Average Annual Daily Traffic</b> |                               |
|---|-------------------------------|
| Location  | Percent Increase 1987 to 1997 |
| Kittery/Eliot Line                              | 16.7                          |
| Southeast of Depot Road in Eliot                | 14.9                          |
| Eliot/South Berwick Line                        | 12.1                          |
| South Berwick/Berwick Line                      | 12.2                          |
| Southeast of Powerhouse Road in Berwick         | 28.3                          |

\* All of the points on Route 236 included in MDOT counts saw higher than 10% increase

This data, provided by the Maine Department of Transportation (Appendix E), supports anecdotal information communicated to the Commission by local residents and members of local law enforcement who offered comments at the public hearings (Appendix D).

Route One in Kittery was highlighted at many meetings of the Commission as an example of traffic flow problems that affect the entire length from Kittery to Wells. The road serves two purposes, (1) as a local service road, and (2) as an arterial for through traffic. As a local service road, it sees heavy pedestrian movement and substantial amounts of turning traffic in the commercial district. As an arterial, it handles a high volume of through vehicles. The traffic circle at the southern end of the strip also causes serious traffic congestion. Constructed several years before the shopping district was established, its design is insufficient for the volume of traffic that currently navigates it.

Turning traffic along the shopping district strip is managed by strategically placed, synchronized traffic lights. However, these control measures pose other problems regarding traffic destined for the Interstate highway. The only entrance to the Interstate highway from the Kittery shopping area is at the southern end of the strip. Vehicles traveling in the northbound lane have to turn into a parking lot to reverse direction and head for the confusing rotary interchange to I-95. For those vehicles heading south and not wishing to access Interstate 95 or Route One at the southern end of the strip, there exists no way to reverse direction. These vehicles are forced to enter the congested and poorly marked traffic circle, furthering congestion and confusion. Awareness of the interchange just north of town in York appears to be limited.

In order to provide for a steady traffic flow along the Route One shopping district, the posted speed limits allow vehicles to travel at a reasonable speed and traffic signals are timed to avoid long queues. Once again, efforts to manage traffic on this Kittery section of Route One, have negative side effects. Pedestrian movement can be treacherous due to the high volume of vehicle traffic and back-ups from traffic signals can interfere with designated crosswalks.

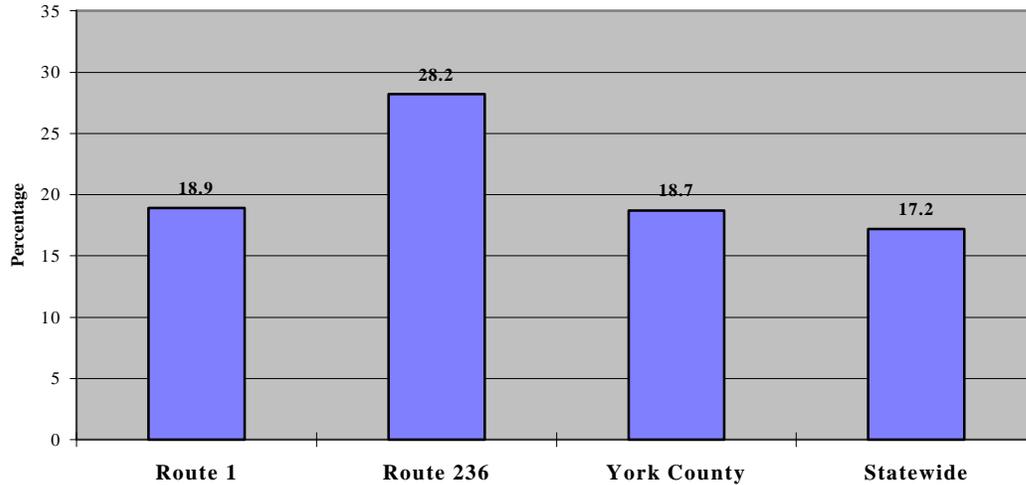
Despite the focus toward defining the traffic issues along the Kittery section of Route One, the Commission recognizes that similar traffic issues exist in York, Ogunquit and Wells. In Ogunquit, no alternate route from Route One exists for vehicles traveling north of the Village Square. During times of heavy traffic, there is no relief for residents, visitors or commuters. Congestion in this area may cause serious problems during emergencies when an emergency vehicle must pass through Village Square. The Commission concludes that anywhere Route One travels through a town center or shopping destination point the pedestrian and vehicle traffic issues are virtually the same.

## **ACCIDENT RATES**

In addition to congestion issues, the Commission received testimony expressing serious concerns about the safety of traveling along Route One and Route 236. In particular, residents who live in neighborhoods or developments on roads that intersect with Route One, noted the lack of safety for travelers when turning onto residential roads from Route One and turning onto Route One from residential roads. Several residents reported at the hearings that they observed increases in the number of minor and serious motor vehicle accidents at numerous points or intersections along Route One and Route 236. Those who testified proposed that the high number of accidents observed is attributed to the increase in traffic and inadequate capacity of the roads to handle these increases.

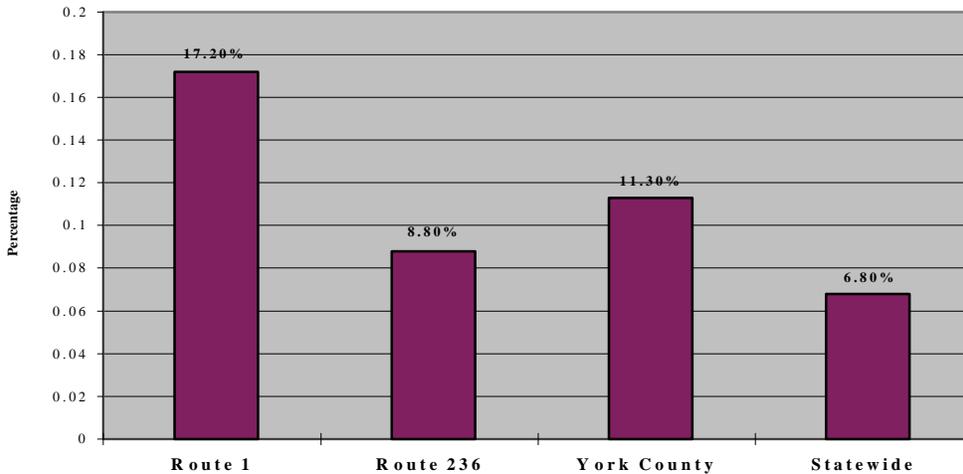
Crash rate figures, high crash location data and crash trends provided by the Maine Department of Transportation support observations stating where accidents occur most and that the number of crashes is increasing. Though it is unclear what factors actually cause these crashes, the Commission sees a correlation between the increase in traffic counts and the higher rate of crashes along Route One and Route 236.

**Percentage Changes in Highway Crashes  
1990 - 1998**



Data provided by the Department of Transportation  
Graph created by the Office of Policy and Legal Analysis

**Percentage Changes in Injury Crashes  
1990 - 1998**



Data provided by the Department of Transportation  
Graph created by the Office of Policy and Legal Analysis

**TRUCK TRAFFIC AND WEIGH STATION DIVERSION**

Members of the Commission representing the local towns and Police Chiefs who testified at the public hearings centered many of their comments on the issue of heavy truck traffic and over-sized loads traveling on the sections of Route One and Route 236 that travel directly through the center of the area towns. Truck traffic congestion issues seemed to occur most along the Route 236 corridor. Those who testified claimed that the increase in truck traffic contributes to congestion problems along the towns' main streets and causes premature wear and tear to those roads. This would result in the need for more frequent road repair work.

Recently, the State Police have operated weigh stations on Route One and the Turnpike concurrently in response to complaints about the diversion of truck traffic to Route One when the Turnpike weigh station was open alone. Communication among commercial truckers is so sophisticated that a carrier can be informed that a weigh station is operating at a point many miles before reaching it. Some avoid the weigh station because they be traveling illegally (over weight limits). Others avoid it simply because of the delay it causes. The delay is cited as a primary reason why the Route One weigh station is avoided. It only has the capacity for two trucks at a time and staffing is often minimal. Nonetheless, operating both locations concurrently has been reported by local police and residents to be successful in dealing with truck traffic diversion to Route One.

There is no reliable data to show trends in the average annual daily traffic of trucks along Route One or Route 236 in the study area. However, reliable data does show that truck volumes have increased at the York Toll Plaza of the Maine Turnpike 26.4% from 1987 to 1997 (Appendix E). This information coupled with the data from a commercial truck weigh station diversion study by Southern Maine Regional Planning Commission for *KACTS*, the Kittery Area Comprehensive Transportation Committee (Appendix I) supports the testimony which claimed a marked increase in truck traffic, particularly along Route 236.

The weigh station diversion study measured truck traffic at specific points on Wednesday, September 1st and Thursday, September 2nd of 1999. The weigh stations on Route One and the Turnpike were operating on Thursday from 5:00 a.m. to 11:00 a.m. and 12:00 noon to 2:00 p.m. Data from the report shows that Route 236, south of Academy and Vine Street and south of Martinson and Stevenson Road were strongly affected by truck traffic diverted by the operation of the weigh stations. The study found that:

- *During the hours of weigh station operation, all locations off the Maine Turnpike experienced an increase in truck traffic of 15% (353 vehicles);*
- *The highest increase during hours of weigh station operation occurred on Route 236; and*
- *All locations on the Turnpike experienced an increase in truck traffic during the hour that the weigh station was not operating on Thursday compared to that same hour on Wednesday.*

Oversized loads also present serious challenges to traffic flow. Depending on the size, some large loads traveling state and local roads require an overlimit permit issued by the Secretary of State, Bureau of Motor Vehicles (Appendix H). Though certain times of travel are restricted, oversized loads often travel through town centers at peak traffic congestion times such as the beginning and end of the school day. There are nine schools along the length of Route 236 from North Berwick to Kittery, seven are public and two are private. Frequently, traffic is completely stopped to allow an oversized load to negotiate a tight turn or proceed through a difficult intersection. Often the person who stops traffic is either the driver of the oversized load or the driver of an escort vehicle when one is present. Police or traffic control officers are usually unaware that an oversized load is passing through town until it has already caused a traffic problem. Congestion resulting from oversized loads greatly decreases the ease of travel along Route 236 and the quality of life of local residents.

### **CURRENT LOCAL ROADWAY CONDITIONS**

Specific intersections and stretches of road were often the focus of comments heard by the Commission at the public hearings. Complaints ranged from the topic of too many curb cuts along Route One in Kittery and along Route 236 in Eliot to the need for traffic lights at certain points. Those giving testimony presented numerous traffic issues that caused great concern to them.

Since the testimony received was so specific, it was difficult to find reliable data that supported individual comments. The Maine Department of Transportation has programmed \$150,000 to study the Route One corridor from Kittery to Wells. The Commission feels strongly that the data collected for this study will support the testimony received at the public hearings. As noted in the Recommendations section of this report (Page 12), the Commission is suggesting that MDOT include several specific intersections in the upcoming study. The Department reports that this study will be complete in time so that any proposed road improvements will be considered in the next biennial budget.

## **III. FINDINGS**

Based on the Commission's consideration of the data presented, the testimony heard at public hearing and each member's own experience with traffic issues in the towns they represent, the Commission finds the following:

- **Additional road capacity is necessary on Route One from York to Wells;**
- **The traffic circle located at the southern end of Route One in Kittery was constructed prior to the development of the shopping district and does not have the capacity to handle the current volume of traffic;**
- **Heavy truck traffic and oversized loads are causing serious traffic congestion problems and premature road deterioration along Route 236, particularly in South Berwick;**

- **The road design of Route One in Kittery is poorly suited to handle its dual-use as a through-route and shopping destination point;**
- **Recent toll increases on the Maine Turnpike have contributed to traffic congestion along Route One and Route 236;**
- **Route 236 is no longer safe and easy to use as a commuter route because of the increasing number of curb cuts from North Berwick to Kittery;**
- **Greater awareness and incentives are necessary to promote carpooling for commuters;**
- **Because there is no alternate route for traffic traveling Route One through the Village Square in Ogunquit and no land exits to allow for widening, a Turnpike interchange may be an appropriate solution to relieve traffic congestion there;**
- **Safety is a major concern for motorists turning onto residential roads from Route One or onto Route One from residential roads from Kittery all the way to Ogunquit;**
- **Route 236 may need a center turning lane from Kittery to the Eliot-South Berwick Line to promote greater overall safety and to accommodate traffic increases and truck traffic diverted by weigh station operation;**
- **State Police staffing is insufficient to properly operate weigh stations, patrol Route One and 236 and manage oversize load traffic; and**
- **The section of Route 236 from South Berwick to Berwick needs to be widened or realigned beyond the limits of its current public easement.**

#### **IV. RECOMMENDATIONS**

As a result of this comprehensive study of traffic congestion along the Route One and Route 236 Corridors the Commission makes the following recommendations:

- **The Maine Department of Transportation and The Maine Turnpike Authority should create better access to Interstate 95 from the north end of the Kittery Route One corridor;**
- **Where feasible and necessary, the Maine Department of Transportation should widen the Route One corridor to four lanes and add a center turning lane;**
- **The speed limit on Route 236, from Route 101 to Route 91, should be uniformly posted at 45 mph;**
- **When issuing overlimit permits, the Secretary of State-Bureau of Motor Vehicles should give greater consideration to approving routes that avoid town centers;**

- **If the MDOT study finds that an Interstate 95 interchange north of Ogunquit Village is warranted and no land use or environmental prohibitions exist, the Maine Turnpike Authority and the MDOT should construct one;**
- **The State of Maine should acquire an extended right of way along Route 236 from South Berwick to Berwick beyond the current public easement so that MDOT can widen or realign the road;**
- **The Maine Department of Transportation should construct a center lane on Route 236 from Kittery to the intersection with Route 101;**
- **State Police staffing of the weight enforcement stations should be increased along with general increases in patrolling of Route 236 and Route One;**
- **The Maine Turnpike Authority and the MDOT should offer greater incentives for and awareness of carpooling, such as discount toll fares and Park and Ride advertising;**
- **State and local policies pertaining to allowance of curb cuts should be more restrictive to protect the capacity of Route One and Route 236;**
- **The Governor should examine the economic impact of the burden and inconvenience caused by traffic safety and congestion problems along Route One and Route 236 and the feasibility of placing restrictions on through truck traffic; and**
- **The Maine Department of Transportation should include in its Planning Study of the Kittery to Wells Route One Corridor, traffic congestion and safety issues at the following intersections**

| <u>KITTERY</u>   | <u>OGUNQUIT</u>  |
|--|--|
| Route 236 and Route One southbound<br>Signalized curb cut at the Maine Outlet<br>Wilson Road and Route One | Route One and: Bourne Avenue<br>Shore Road and Route 1A (Ogunquit Sq.)<br>Captain Thomas Road<br>Tatnic Road<br>Agamenticus Road<br>Berwick Road<br>Ocean Street |

|  |   |
|--|---|
| <p><u>YORK</u></p> <p>Route One and:<br/> Beech Ridge Road<br/> Orchard Farm Road (and Suffina's Restaurant)<br/> Route 91<br/> River Road<br/> Southside Road<br/> Shop n' Save Entrance<br/> Old Post Road</p> | <p><u>SOUTH BERWICK</u></p> <p>Route 236 and:<br/> Lower Main Street<br/> Route 4 (Portland St.)<br/> Elementary School lot<br/> Vine and Academy (Middle school lot)<br/> Route 91 (Old South Rd)<br/> Norton Street<br/> Academy Street<br/> Route 4 (Maine St.)<br/> Old Mill Road (Quarry Dr.)<br/> Marshwood High School lot</p> |
|  |   |
| <p><u>ELIOT</u></p> <p>Route 236 and:<br/> Depot Road<br/> Bolt Hill Road</p>  |   |

**V. APPENDICES**

- A. Enabling Legislation
- B. Commission membership
- C. Map of the study area
- D. Synopsis of public hearing testimony
- E. Traffic growth trends
- F. Vehicular crash data
- G. Maine Turnpike traffic data
- H. Bureau of Motor Vehicle overlimit permit information
- I. Kittery Area Comprehensive Transportation Committee weigh station diversion study
- J. Bibliography of reports reviewed by Commission members

## CHAPTER 64

S.P. 571 - L.D. 1638

### **Resolve, to Review Traffic Congestion Including Truck Traffic along the Route 1 York Corridor and Route 236 Corridor**

**Emergency preamble.** Whereas, Acts and resolves of the Legislature do not become effective until 90 days after adjournment unless enacted as emergencies; and

**Whereas,** traffic congestion, including heavy truck traffic, along U.S. Route 1, Route 236 and other roadways in York County increases greatly each year during the summer and fall months; and

**Whereas,** the traffic congestion slows travel for Maine residents and tourists, creates noise and other environmental problems along the U.S. Route 1 York corridor, the Route 236 corridor and other area roadways and adversely affects area lodging and other commercial establishments; and

**Whereas,** review and study of issues related to traffic congestion are necessary to improve safety and convenience for all travelers and the quality of life for residents living along the U.S. Route 1 York corridor, the Route 236 corridor and area roadways; and

**Whereas,** emergency legislation is needed to begin the study promptly and to ensure that the issue is carefully considered; and

**Whereas,** in the judgment of the Legislature, these facts create an emergency within the meaning of the Constitution of Maine and require the following legislation as immediately necessary for the preservation of the public peace, health and safety; now, therefore, be it

**Sec. 1. Commission established. Resolved:** That the Commission to Review Traffic Congestion Along the U.S. Route 1 York Corridor and the Route 236 Corridor, referred to in this resolve as the "commission," is established; and be it further

**Sec. 2. Membership. Resolved:** That the commission consists of 11 members appointed as follows:

1. The President of the Senate shall appoint 2 members from the Senate, one of whom serves on the Joint Standing Committee on Transportation and one of whom represents a Senate district in York County;

2. The Speaker of the House shall appoint 2 members from the House of Representatives, one of whom serves on the Joint Standing Committee on Transportation and one of whom represents a House district in the York County area;

3. A representative of each of the following towns, designated by the manager of each town: Berwick, Eliot, Kittery, Ogunquit, South Berwick, Wells and York; and be it further

4. The chiefs of police for the towns of Kittery, Ogunquit, Wells and York or their designees; and be it further

**Sec. 3. Chairs. Resolved:** That the first named Senate member is the Senate chair and the first named House member is the House chair of the commission; and be it further

**Sec. 4. Convening of commission. Resolved:** That all appointments to the commission must be made no later than 30 days following the effective date of this resolve. The appointing authorities shall notify the Executive Director of the Legislative Council upon making their appointments. When the appointment of all members is completed, the chairs of the commission shall call and convene the first meeting of the commission, which may occur no earlier than 5 days following adjournment sine die of the Legislature but no later than July 15, 1999; and be it further

**Sec. 5. Duties. Resolved:** That the commission shall conduct a comprehensive review of the following:

1. Past, current and projected traffic flows and patterns along U.S. Route 1, Route 236, the Maine Turnpike and other major roadways in the York County area between Kittery and Berwick and between Kittery and Wells;

2. Vehicular accident rates in the U.S. Route 1 York and the Route 236 corridors;

3. Noise and dust pollution resulting from traffic and its effects on area businesses and residents;

4. Traffic weigh station activities, truck violations and the extent of traffic diverted from the Maine Turnpike in the York County area to avoid weigh station inspections;

5. Current local roadway signage, traffic signals, local traffic conditions and patterns and the increased number of curb cuts and their effect on traffic congestion;

6. Traffic patterns of nonlocal traffic, including long-distance carriers that may affect traffic congestion; and

7. State and local law enforcement coverage along the U.S. Route 1 York and the Route 236 corridors; and be it further

**Sec. 6. Participation by state departments. Resolved:** That, in studying these matters, the commission shall invite the participation of the Commissioner of Public Safety, the Commissioner of Transportation and the Executive Director of the Maine Turnpike Authority, or their designees. The commission may require the Department of Transportation, the Department of Public Safety and the Maine Turnpike Authority to provide the commission with such highway, traffic and other information as it determines necessary and beneficial to conduct its study of traffic congestion. In addition, the commission may seek relevant information from experts and interested persons; and be it further

**Sec. 7. Meetings. Resolved:** That, in conducting its duties, the commission may meet at such times and locations as approved by the President of the Senate and the Speaker of the House of Representatives, except that at least 2 informational meetings of the commission must be held in York County; and be it further

**Sec. 8. Staff assistance. Resolved:** That, upon approval from the Legislative Council, the Office of Policy and Legal Analysis shall provide staffing services to the commission; and be it further

**Sec. 9. Compensation. Resolved:** That legislative members are entitled to receive the legislative per diem and reimbursement of necessary expenses for their attendance at authorized meetings of the commission. Public members not otherwise compensated by their employers or other entities whom they represent are entitled to receive reimbursement of necessary expenses for their attendance at authorized meetings of the commission; and be it further

**Sec. 10. Reporting date. Resolved:** That the commission shall conclude its review and submit a report of its findings and recommendations, along with any suggested legislation, to the Joint Standing Committee on Transportation and to the Commissioner of Transportation by November 15, 1999. If the commission finds it is unable to meet its reporting date, the chairs shall submit to the Legislative Council, in writing, a request for extension of the reporting date, the reasons an extension is requested and a proposed new reporting date prior to the reporting date. The Legislative Council may grant an extension. Upon the submission of its required report, the commission terminates; and be it further

**Sec. 11. Commission budget. Resolved:** That the chairs of the commission, with assistance from the commission staff, shall administer the commission's budget. Within 10 days after its first meeting, the commission shall present a work plan and proposed budget to the Legislative Council for its approval. The commission may not incur expenses that would result in the commission exceeding its approved budget.

Upon request from the commission, the Executive Director of the Legislative Council or the Executive Director's designee shall provide the commission chairs and staff with a status report on the study budget, expenditures incurred and paid and available funds; and be it further

**Sec. 12. Appropriation. Resolved:** That the following funds are appropriated from the General Fund to carry out the purposes of this resolve.

**1999-00**

**LEGISLATURE**

**Commission to Review Traffic  
Congestion Along the U.S.  
Route 1 York Corridor**

|                   |         |
|-------------------|---------|
| Personal Services | \$1,100 |
| All Other         | 3,500   |

Provides funds for the per diem and expenses of legislative members of the Commission to Review Traffic Congestion Along the U.S. Route 1 York Corridor and funds to hold 2 public meetings and print the required report.

**LEGISLATURE**  
**TOTAL**

\$4,600

**Emergency clause.** In view of the emergency cited in the preamble, this resolve takes effect when approved.

Effective June 10, 1999.

**RESOLVE, TO REVIEW TRAFFIC CONGESTION INCLUDING TRUCK TRAFFIC ALONG THE  
ROUTE 1 YORK CORRIDOR AND ROUTE 236 CORRIDOR  
Resolve 64**

**MEMBERSHIP**

**Appointments by the President**

Senator Mark W. Lawrence, Chair  
#3 SHS  
Augusta, ME 04333  
Tel: 287-1500

Senator Vinton Cassidy  
RR1, Box 75  
Calais, ME 04619

**Appointments by the Speaker**

Representative Gary J. Wheeler, Chair  
29 1/2 Frost Hill Road  
Eliot, ME 03903

Representative Mary Black Andrews  
Old Post Road  
York, ME 03909

**State Departments**

Lt. Theodor Short  
Maine State Police  
502 Waterboro Rd.  
Alfred, ME 04002

Dept. of Public Safety  
624-7000

Lt. Bruce Dow  
Maine State Police  
#20 SHS  
Augusta, ME 04333

Dept. of Public Safety

Paul Violette  
871-7771

Representing Maine Turnpike Authority

John G. Melrose  
287-2551

Representing Dept. of Transportation

**Town Representatives**

James McMahan  
698-1101

Representing Town of Berwick

Roland Fernald  
439-1813

Representing Town of Eliot

John McCrillis  
439-0452

Representing Town of Kittery

Bruce Locke  
646-5139

Representing Town of Ogunquit

Representing Town of South Berwick  
384-3300

Rep. Ron Collins  
646-5113

Representing Town of Wells

Mark Green  
363-1000

Representing Town of York

**Interested Parties**

Kevin Nelson  
Dept. of Environmental Protection  
#17 SHS  
Augusta, ME 04333  
287-7688

Debra Hart  
Hart Public Policy  
P.O. Box 5486  
Augusta, ME 04330  
377-5515

Steve Cartwright  
Natural Resources Council of Maine  
3 Wade Street  
Augusta, ME 04330  
622-3101

Sue Jones  
Natural Resources Council of Maine  
3 Wade Street  
Augusta, ME 04330  
622-3101

**APPENDIX C**  
**Map of Study Area**  
(See printed report)

## **Synopsis of Testimony**

### **Commission to Study Route One and Route 236 Corridors**

#### ***Public Hearings - October 20th and 26th and Commission member testimony***

#### **ROUTE 236**

- This road has experienced a huge increase in traffic...especially heavy traffic. Results in many negative impacts, such as; diminished character of the neighborhood, safety concerns (especially at the new H.S. entrance), damage to roads (pavement has slipped to now resemble a rumble strip), slowing of school bus commute (due to tractor trailer and oversized load traffic) and especially quality of life.
- Congestion has increased dramatically especially during peak morning and evening times. The stretch where 236 goes into Berwick or meets Route 4 should be widened.
- An unofficial observation: 800 to 1000 commercial vehicles travel Main Street in South Berwick each day. The roads are poorly designed to handle the kind of traffic experienced present day.
- South Berwick roads are being overly burdened with oversized loads, such a cranes and modular homes. They will not be able to withstand such traffic for long. Such traffic should be on Interstate 95 which is built to handle these loads.
- At the Routes 236 and 101 junction (Southbound?) a left hand turn must be made from the middle of the intersection. This poses many safety concerns.
- A recent serious accident on the Turnpike backed up traffic all around York, Kittery and the Berwicks. This raises serious questions regarding ability to travel these roads in case of a concurrent emergency somewhere else of if assistance is requested from another town.

#### **Route One**

- Traffic congestion is progressively worse and extending longer into each end of the season.
- Lower end of route one in Kittery is the problem because this is the only way into Maine aside from the Turnpike when coming directly from the South. This stretch is a major route for shops and further destinations...it is only 4 lanes until you reach Haley rd. and then it turns into 2. The entire stretch should be 4 lanes.
- The exit to head North from Kittery is at the southern end of the strip which causes traffic confusion from traffic "doubling back." We need an interchange at the northern end of the strip and/or signs indicating the York interchange to the Turnpike.
- At the new Shop n' Save, two lanes turn into one at the turn to enter the parking lot. This is a disaster waiting to happen not only regarding safety but congestion as well. This Shop n' Save turn is only 300 feet from the route 91 intersection.
- Before the two weigh stations were opened concurrently, diversion traffic was a real problem. When commercial trucking enforcement is present it makes a welcome difference.
- The Chamber of Commerce responds to a lot of requests from some of its 90,000 annual visitors about alternate routes to destinations to the north. They are given suggestions to use

routes 236 and 4. They don't want to look like route one in Saugus MA but expansion is necessary. Also have concerns regarding emergency travel evacuation plans.

- There are currently 9 traffic lights from the "Welcome to Maine" sign to the Old Post Rd...if all proposals are accepted there will be 13! Entrance and exit roads to this stretch of route one should run parallel even if it does require widening. The barrier toll system should be eliminated and a new exit at Ogunquit should be built.
- People that live in areas and roads off of this stretch of route one can't go anywhere in the summer because of the traffic. Why can't the Kittery Trading Post give up some of its land to to make a left hand turn lane?
- Those making a left hand turn onto Orchard Farm Road from route one are sitting ducks for the speeding traffic coming from behind since there is no turning lane. Simply turning onto a residential street where I reside results in obscene gestures and fear for well being because of the impact on flowing traffic. Those turning into nearby restaurant (Sufina's ?) exacerbate the problem.
- There are no indicators to help change the mindset of motorists in this area. Without some sort of sign or signal people continue as though they are still on the highway. People are surprised when they come upon this intersection and traffic is interrupted....they simply don't know what to do.
- Residents are not able to enjoy and take advantage of the area that they help pay for.
- You can't just cater traffic plans to the business development in the area. These roads serve another purpose...people do use them to travel to work or other destinations beyond this corridor.
- All turns off of this corridor are problematic...not just the few highlighted here. Getting into traffic at any point is dangerous.
- It is difficult to make a turn out of the lots from the Kittery shops unless you have a compact car or ability to complete a tight turning radius...otherwise you're on the median.
- The entrance to the new housing development near the Kittery information center is beyond the 25 mph section of the road and will cause more traffic issues.
- Avoidance of the tolls since the increase and due to congestion at the barriers is a real contributor to all of the traffic problems in the area.
- There have been many accidents and complaints at the intersection at Beech Ridge road.

## Other

- Route 91 has become a main artery for the Berwicks and N.H. to head to the beach and other destinations. It is very hazardous in the winter because of the winding, hilly nature of the road.
- York Hospital has seen an increase in patients with its growth and expansion and 91 is the Eliot and Berwicks access to the hospital.
- Route 1A and Route 103 have also seen dramatically increased traffic and should be considered in this study as well.

**APPENDIX E**  
**Traffic Growth Trends**  
(See printed report)

**TREND IN HIGHWAY CRASHES**

| <b>3-Year Periods</b> | <b>Route 1</b> | <b>Route 236</b> | <b>York County</b> | <b>Statewide</b> |
|-----------------------|----------------|------------------|--------------------|------------------|
| 1990, 1991, 1992      | 931            | 408              | 13618              | 105247           |
| 1993, 1994, 1995      | 957            | 423              | 14544              | 111751           |
| 1996, 1997, 1998      | 1107           | 523              | 16164              | 123317           |
| <b>% Increase</b>     |                |                  |                    |                  |
| 1990-92 to 1996-98    | 18.9%          | 28.2%            | 18.7%              | 17.2%            |

**TREND IN INJURY CRASHES**

| <b>3-Year Periods</b> | <b>Route 1</b> | <b>Route 236</b> | <b>York County</b> | <b>Statewide</b> |
|-----------------------|----------------|------------------|--------------------|------------------|
| 1990, 1991, 1992      | 290            | 137              | 4451               | 33854            |
| 1993, 1994, 1995      | 289            | 137              | 4626               | 35533            |
| 1996, 1997, 1998      | 340            | 149              | 4956               | 36146            |
| <b>% Increase</b>     |                |                  |                    |                  |
| 1990-92 to 1996-98    | 17.2%          | 8.8%             | 11.3%              | 6.8%             |

*Data Provided by Maine Department of Transportation*

## APPENDIX G

Provided by the Maine Turnpike Authority

### Average Daily Traffic Volumes Exit 2 -Wells

| Year | SB Enter | SB Exit | NB Enter | NB Exit | Total  | Growth |
|------|----------|---------|----------|---------|--------|--------|
| 1996 | 2,228    | 2,636   | 2,644    | 2,228   | 9,737  |        |
|      |          | 90      | 3,326    | 1,930   | 10,364 | 4.3%   |
|      |          |         |          |         |        |        |
|      |          |         |          |         |        |        |

### Average Daily Traffic Volumes Exit 1 York I

| Year | SB Enter | SB Exit | NB Enter | NB Exit | Total  | Growth |
|------|----------|---------|----------|---------|--------|--------|
| 1997 | 18,892   |         | 18,943   |         | 37,836 | 4.8%   |
| 1998 | 20,381   |         | 20,233   |         | 40,614 | 7.3%   |
|      |          |         |          |         |        |        |
|      |          |         |          |         |        |        |

**APPENDIX H**  
**Bureau of Motor Vehicles**  
**Overlimit Permit Information**  
(See <http://www.state.me.us/sos/bmv/cvc/olperms.htm>)

**APPENDIX I**  
**Kittery Area Comprehensive Transportation Committee**  
**Weigh Station Diversion Study**  
**(See printed report)**

# Bibliography

## Reports Reviewed By Commission To Review Traffic Congestion Including Truck Traffic along the Route 1 York Corridor and the Route 236 Corridor

|   |  |                |
|---|--|----------------|
| Future Traffic Analysis   | VHB/Vanasse Hangen Brustlin, Inc.<br>Watertown, Massachusetts  | 1995           |
| Kittery Area Comprehensive<br>Transportation Study  | Southern Maine Regional Planning<br>Commission   |                |
| Regional Transportation Advisory<br>Committee Truck Route Report  | Greater Portland Council of<br>Governments Southern Maine Regional<br>Planning Commission                        | September 1999 |
| Report of Conclusions of a Study of<br>the Feasibility and Impact of Operating<br>the York Commercial Vehicle Weigh<br>Station on a Full Time Basis | Maine Department of Public Safety<br>Bureau of Maine State Police  | January 1996   |
| Route 236 Land Use and<br>Transportation Study  | Southern Maine Regional Planning<br>Commission for the Kittery Area<br>Comprehensive Transportation<br>Committee | March 1999     |
| U.S. Route 1 Corridor Traffic<br>Analysis, Wells-Ogunquit   | Wilbur Smith Associates  | March 1993     |
| Weight Station Diversion Study  | Kittery Area Comprehensive<br>Transportation Committee   | November 1999  |