

DRAFT

TRANSPORTATION

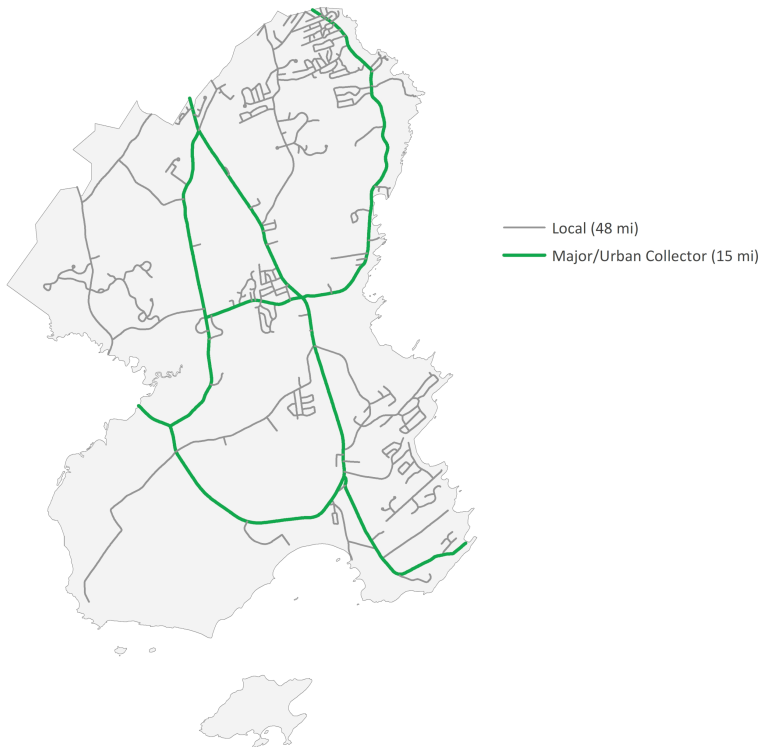
KEY FINDINGS

- Traffic volumes in Cape Elizabeth reached a peak in the 1990s and have generally declined over the past 15 years, with some road segments seeing declines exceeding 25% of 2002 volumes.
- Just over 90% of Cape Elizabeth residents commute outside of the town for work, with 61% driving to Portland, South Portland, or Westbrook.
- Although most of the traffic generated in Cape Elizabeth is residents commuting out of Town, nearly 70% of people who work in Cape Elizabeth commute from other towns.
- The Town's recently adopted complete streets policy will help create a safer, cost effective, equitable, and fully accessible transportation network that supports walkable, attractive neighborhoods.
- Tourism related traffic in residential neighborhoods will require more management during peak season.
- Residents desire more sidewalks on local collector roads to connect neighborhoods to each other.

The automobile represents the primary means of getting around in Cape Elizabeth. All fixed route transit systems, including air, bus, rail, and ferry, originate in Portland, and none of them passes within the Town's borders. An emerging network of trails, sidewalks, and bikeways provide infrastructure for walking and bicycling.

Road Network

Cape Elizabeth has 71 miles of public roads and an estimated 97 total miles of road. The Maine Department of Transportation prepares a functional classification of public streets and highways by grouping them into classes according to the character of service they are intended to provide ranging from land access to mobility. Generally, highways fall into one of four broad categories - principal arterial, minor arterial, collector road, and local road. Arterials provide longer through travel between major trip generators (larger cities, recreational areas, etc.) and have between 10,000 and 30,000 vehicles per day. With mobility as their primary purpose, arterials are designed to support relatively high travel speeds and minimum interference to through movements. Route 77 is classified as a collector for PACTS purposes and as an arterial in the Town Road Classification system.

CAPE ELIZABETH ROAD FUNCTIONAL CLASS

Source: Maine DOT

Collector roads collect traffic from the local roads and also connect smaller cities and towns with each other and to the arterials with traffic volumes between 2,000 and 8,000 vehicles per day. Collector roads are characterized by moderate speeds with the purpose of providing better access to adjacent land. Collectors in the Town of Cape Elizabeth include Shore Road, Sawyer Road, Mitchell Road, Spurwink Avenue, Scott Dyer Road, Wells Road, Two Lights Road, Old Ocean House Road, and Fowler Road. Feeding off collectors and arterials, local roads provide access to private properties or low volume public facilities with 100-500 vehicles per day. All other public roads are classified as local roads. Private roads are required to meet local road standards.

Maine's classification system establishes maintenance and responsibility characteristics for roadways. The Maine Department of Transportation maintains roads that serve primarily regional or statewide needs and roads that serve primarily local needs are Town's responsibility. Of the Town's 63 miles of public roads, the Town's Department of Public Works is responsible for summer and winter road maintenance on 59 miles of road.

With the Atlantic Ocean to the east and south and the Spurwink River to the west, Cape Elizabeth resembles a peninsula. These physical features establish the Town as a destination point, with no convenient through connections to other communities, resulting in relatively low traffic volumes. The Town's only locally classified arterial, Route 77, links residential areas across the Cape through South Portland to jobs and shops on the busy Portland peninsula. It also provides visitors with access to important recreation areas, such as Fort Williams Park, Two Lights State Park, and Crescent Beach.

Local Road Classification System

In order to maintain its roads in keeping with the character of the community, the Town has created a road classification system that builds upon the state functional classification system. The Town system includes 5 categories: arterial, collector, rural connector, feeder and local/private roads. Each road classification has unique requirements intended to accommodate the function of the road and still preserve community character, and is described below:

As with the state system, Route 77 is uniquely classified as an arterial.

Collector Streets are the second highest volume roads and include Mitchell Rd, Scott Dyer Rd, and Shore Rd.

Rural Connector Streets are lower volume roads and do not have the same character as Collectors, but are important to a cohesive transportation network. Charles E. Jordan Rd, Fowler Rd (south of Bowery Beach Rd), Old Ocean House Rd, Sawyer Rd, Spurwink Ave, Two Lights Rd (Wheeler Road to Beacon Lane) and Wells Rd are classified as Rural Connectors.

Feeder Streets are roads that handle higher levels of neighborhood traffic and include Broad Cove Rd, Cottage Farms Rd, Eastman Rd, Fessenden Rd, Fowler Rd (Ocean House Rd to Bowery Beach Rd), Hill Way, Oakhurst Rd, Preble Street, and Woodland Rd.

~~All other roads are considered local or private roads. Each road classification has unique requirements intended to accommodate the function of the road and still preserve community character.~~

Transit

At one time, trolleys and buses rumbled through the streets of Cape Elizabeth. Today, all fixed route transit systems, including air, bus, rail, and ferry, originate in Portland, and none of them passes within the Town's borders. Limited public transportation is available through the Regional Transportation Program (RTP) bus service by request only. RTP provides door-to-door, wheelchair-accessible rides to persons with disabilities in Cumberland County who cannot use a regular city bus due to a disability.

The closest fixed route bus stop is located on Route 77 in South Portland at the Sawyer Rd intersection and operated by South Portland Metro. The bus route includes stops at Southern Maine Community College on Broadway in South Portland and the Museum of Art on Congress Street in Portland. If a stop was added to this route in the Cape Elizabeth Town Center, it would add several minutes to an already long route that has hundreds of riders. ~~In addition to the cost of subsidizing the route, there are questions about the amount of ridership added in Cape Elizabeth balanced against the number of existing riders now with a more time-consuming bus route.~~

A "Cape Elizabeth only" bus route might be established that connects to existing public transit systems in Mill Creek, South Portland or Congress St, Portland. Depending on number of stops in Cape Elizabeth, frequency of service, and ridership, preliminary cost estimates for the town to subsidize bus service are in the range of \$250,000 annually.

Commuting

Just over 90% of Cape Elizabeth residents commute outside of the Town for work, with 61% driving to Portland, South Portland, or Westbrook. Although most of the traffic generated in Cape Elizabeth is residents commuting out of Town, nearly 70% of people who work in Cape Elizabeth commute from other towns. As mentioned in the Economy chapter, employment is fairly well disbursed geographically across the Town, with the highest concentration of jobs near the Town Center or clustered around the Cape Cottage/Oakhurst area. There are no employers with 250 or more employees in Cape Elizabeth. The largest employers include the public schools and the Inn by the Sea.

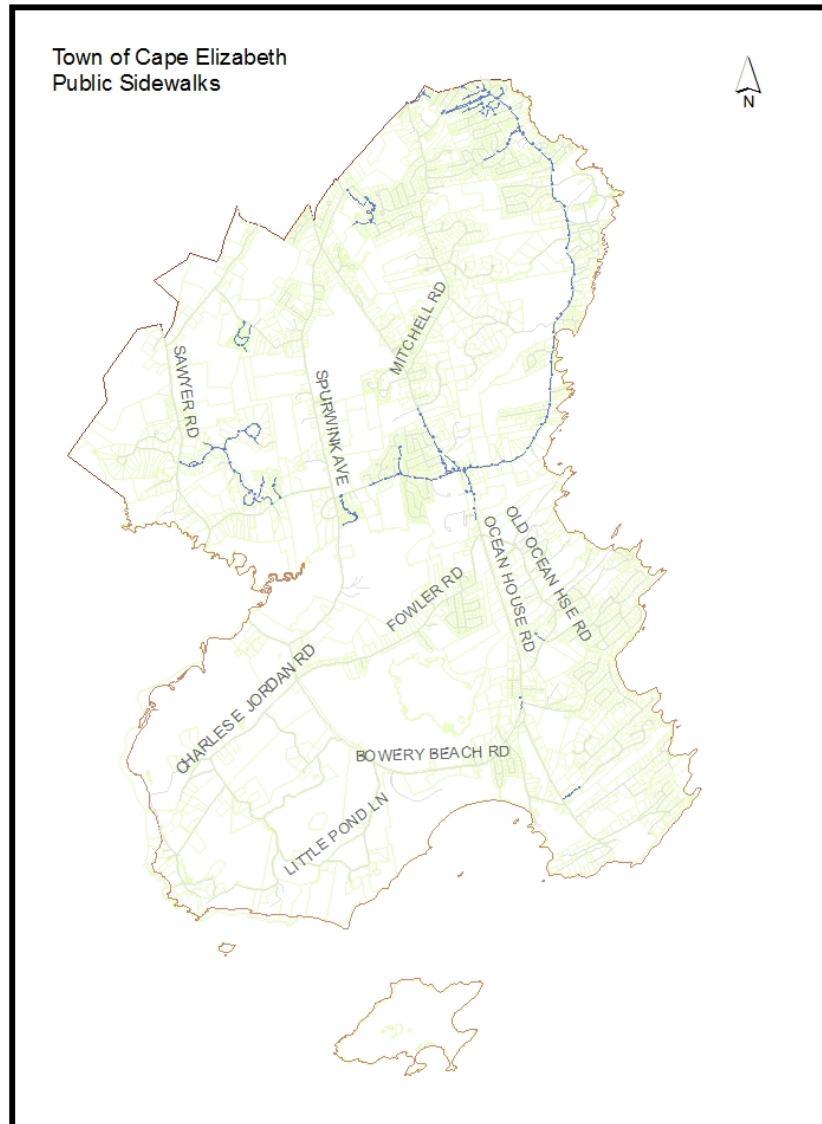
According to the 2015 ACS 5-year sample, there were 4,688 Cape Elizabeth residents who commuted to work. Of this number, 81.2% drove alone to work, compared to 81.8% in 2000, a decrease of 0.7%. Interestingly, between 2000 and 2015 the overall number of people commuting by car, truck, or van, whether driving alone or in a carpool, has declined from 88.3% to 86.8% of all commuting trips. This has been accompanied by a slight increase in active commuting, working at homes, and other means of transportation. Overall commute times decreased, from 18.8 minutes in 2000 to 18.2 minutes in 2015.

Trails

See the Recreation and Open Space Chapter for information on trails.

Sidewalks

The Town has a limited sidewalk network of 11 miles of sidewalks.



Source: Cape Elizabeth Planning Office 2017

The main pedestrian facility is the Shore Road Path, a 2-mile long 5' wide paved pathway that extends from the Town Center, along Shore Rd, to Fort Williams Park. The Shore Rd path was built in 2012 and was a recommendation of the 2007 Comprehensive Plan. An old network of sidewalks is located in the northeast corner neighborhoods adjacent to Shore Rd. A growing sidewalk network is under development in the Town Center. The Town Center Plan calls for extending sidewalks along both sides of all roads within the Town Center Zoning District. Town Center Design requirements mandate that new sidewalk construction be included as part of Site Plan Review. This approach has resulted in the incremental expansion of sidewalks within the Town Center. Full implementation of sidewalk construction, however, may require municipal construction of sidewalks in areas with no new

development. The Town, in partnership with the City of Portland and City of South Portland has successfully competed for grant funding to expand the Town Center sidewalk network in 2020. (See Economy Chapter, Tax Increment Financing District, for more information)

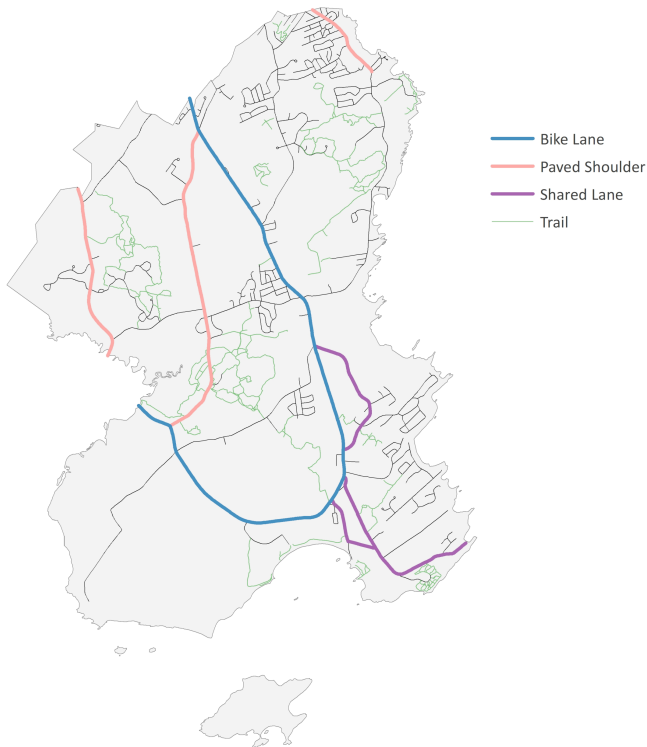
Most of the new sidewalks have been constructed as a mandatory requirement~~part~~ of new development, including Eastman Meadows and Cottage Brook. These sidewalks have been built to accommodate pedestrian traffic and create more of a neighborhood feel in new developments. For the most part, the sidewalk profile includes a 5-foot grassed esplanade within which street trees are planted. The construction of an esplanade between the sidewalk and the street reduces the perceived width of the street and discourages speeding. Except for Shore Road and the town center, there are no sidewalks along major roads that provide safe pedestrian connectors between neighborhoods and other destinations. A town-wide sidewalk network would promote pedestrian safety, public health, and a sense of community.

Sidewalks constructed in the public road right-of-way are maintained by the Town. The Public Works Department has a three tiered snow clearance plan where sidewalks adjacent to the school campus, then feeder street sidewalks and then neighborhood sidewalks are cleared of snow after the roads have been cleaned.

Bikeways

With lightly traveled roads, few signalized intersections, and beautiful scenery, Cape Elizabeth is a great Town for bicycling. However, bike facilities are limited to shoulders on Route 77, Shore Road (South Portland line to Fort Williams Park), Spurwink Avenue, and Sawyer Road. In addition, there are shared travel lanes on Old Ocean House Road, Two Lights Road, Kettle Cove Road, and Fessenden Road, and a growing network of off-road trails.

CAPE ELIZABETH BIKEWAYS



Source: GPCOG

Complete Streets

In 2017 Cape Elizabeth adopted a Complete Streets Policy. Complete Streets are designed and operated to provide safety and accessibility for all current and future transportation users whether they are pedestrians, bicyclists, transit riders or vehicular motorists, regardless of age or ability. Complete Streets principles contribute to the safety, health, economic viability, and quality of life by providing accessible and efficient connections between home, school, work, recreation and commercial centers. Ultimately, the Town envisions a well-connected multimodal network of transportation facilities that appropriately relates to the existing built environment in capacity and scale, recognizing that all streets are different and the needs of various users will need to be balanced in a flexible manner.

This Complete Streets Policy supports the goals outlined in the Town's 2007 comprehensive plan, and the Town Center Plan by creating a safer, cost effective, equitable, and fully accessible transportation network that supports walkable, attractive neighborhoods and safe connections from those neighborhoods to local businesses. It also contributes to the Town's livability goals by encouraging energy and environmental sustainability.

Parking

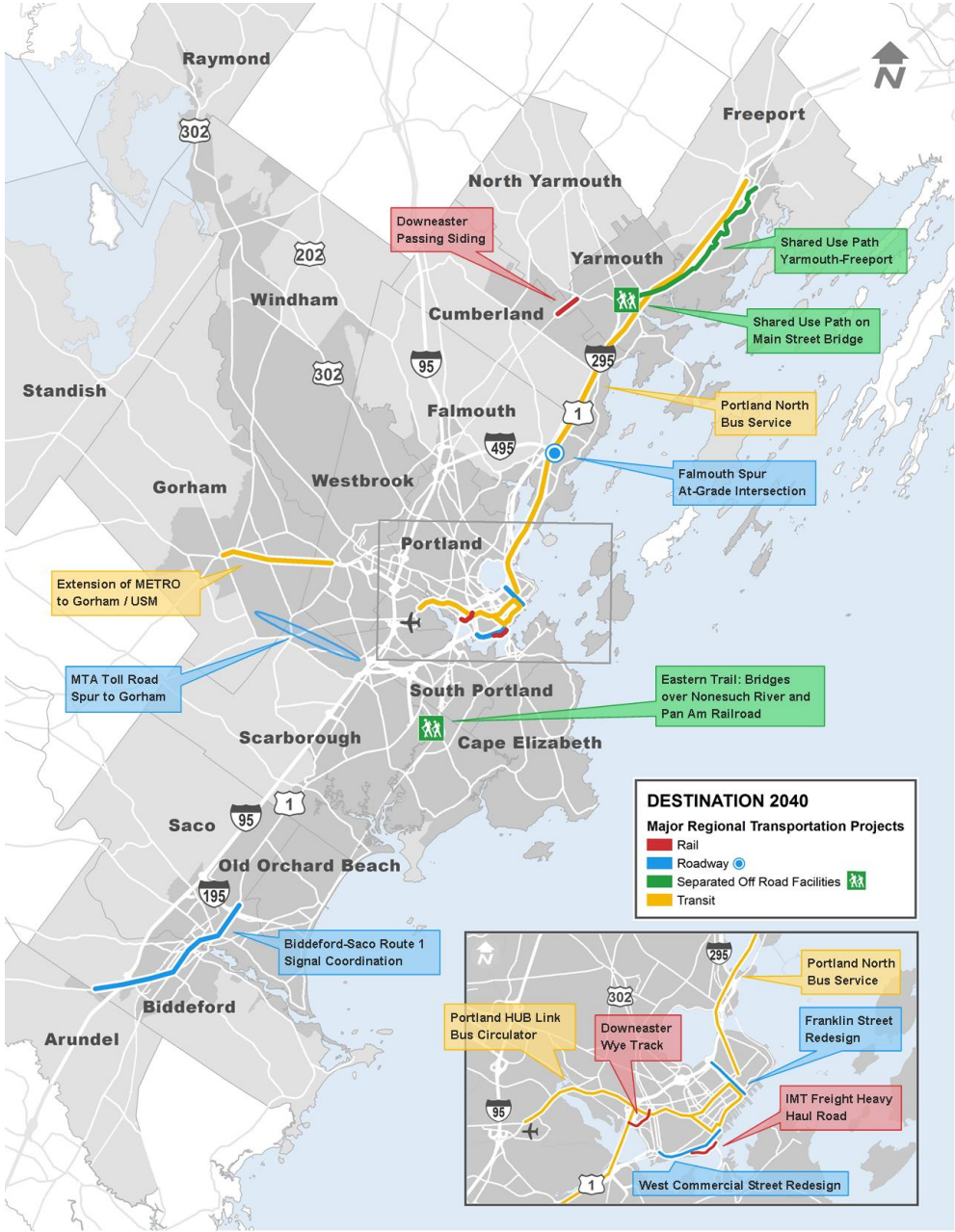
The Town has no major parking facilities. Major destinations, such as Fort Williams Park, the state parks and the school campus, have their own parking facilities. During major events, the Town usually makes special arrangements for temporary parking rather than create permanent parking facilities that would

be largely vacant for the rest of the year. For example, several privately owned fields next to Route 77 are used for temporary parking with shuttle bus service for the annual Beach to Beacon Race, which ends in Fort Williams Park. The objective of minimizing pavement for parking facilities is carried through in the review of new development, where local ordinances promote shared parking with compatible uses whenever possible.

Regional Planning

Major transportation improvements with State or federal funding are managed by a regional planning process that guides capital investments in Southern Maine. Since 1975, the Portland Area Comprehensive Transportation System (PACTS) has operated as the federally mandated "metropolitan planning organization" for Greater Portland. Besides Cape Elizabeth, the PACTS area includes portions or all of the following communities: Arundel, Biddeford, Cumberland, Falmouth, Freeport, Gorham, North Yarmouth, Old Orchard Beach, Portland, Raymond, Saco, Scarborough, South Portland, Standish, Westbrook, Windham and Yarmouth as of the 2010 Census. In addition to the 18 communities, PACTS committees are advised by seven public transportation providers, the Maine Department of Transportation (MaineDOT), the Federal Highway Administration (FHWA), the Federal Transit Administration (FTA), the Maine Turnpike Authority, the Greater Portland Council of Governments, the Southern Maine Planning and Development Commission, other public and private transportation organizations, and interested citizens.

In 2016, PACTS approved Destination 2040, which provides a vision for the transportation system through 2040. The plan addresses issues including congestion, accessibility and mobility through a system of investments that strike a balance between development, land use, and transportation. Although no major transportation improvements were identified within the boundaries of Cape Elizabeth, residents will benefit from decreased commuting times, improved bicycle and pedestrian facilities, easier access to the interstate and the Portland peninsula, and expanded transit service. Furthermore, PACTS has funded several speed studies in Cape Elizabeth.



Roadway Traffic

Traffic counts are collected annually by the Maine Department of Transportation. Annual Average Daily Traffic volumes are determined by placing an automatic traffic recorder at a specific location for 24 or 28 hours. The 24-hour totals are adjusted for seasonal variations based on factors that run 365 days a year on similar types of roadways. While traffic on selected arterials and collectors increased significantly throughout the 1980s, traffic volumes moderated in the 1990s and have declined over the past 15 years. Selected traffic volumes have been tracked over time at key locations across Town.

SELECTED TRAFFIC VOLUMES IN CAPE ELIZABETH

	1981	1990	2002	2016	35 Year Change	25 Year Change	15 Year Change
					1981-2016	1990-2016	2002-2016
Route 77							
<i>South of Scott Dyer Road</i>	7,670	9,610	11,850	9,439	23%	-2%	-20%
Route 77							
<i>South of Old Ocean House Road</i>	5,580	7,200	7,190	5,320	-5%	-26%	-26%
Shore Road							
<i>East of Route 77</i>	1,660	3,010	3,530	3,300	99%	10%	-7%
Scott Dyer Road							
<i>West of Route 77</i>	2,110	2,490	3,160	2,260	7%	-9%	-28%
Spurwink Avenue							
<i>At Scott Dyer Road</i>	1,660	2,540	2,770	2,060	24%	-19%	-26%

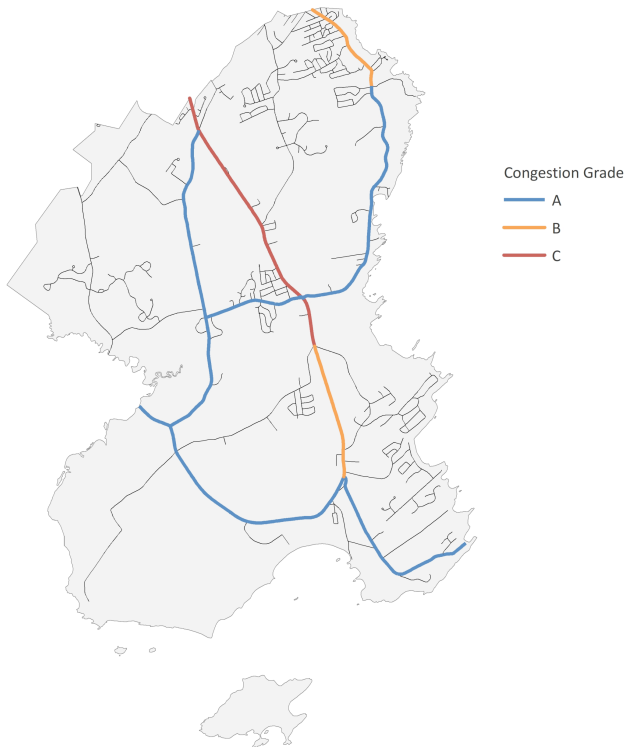
Source: Maine DOT, 1993 Cape Elizabeth Comprehensive Plan

Roadway Congestion

The Maine DOT uses a customer-focused engineering measure, called Customer Service Level (CSL), to track highway safety, condition, and serviceability. These CSLs are graded similar to a report card, on a scale from A-F. One measure of serviceability is congestion, which uses the ratio of peak traffic flows to highway capacity to arrive at an A-F score for travel delay. Peak summer months are specifically considered to capture impacts to Maine's tourism industry.

The map shown below identifies the CSL congestion grade for the major / urban collector roads in Cape Elizabeth. There are no Maine DOT roads in Cape Elizabeth that have received a grade of D or F. Ocean House Road from the South Portland line to Fowler Road has received a C grade for congestion. Shore Road from the South Portland line to Powers Road and Ocean House Road between Fowler Road and Two Lights Road have both received a B grade for congestion. Ocean House Road between Two Lights Road and Bowery Beach Road, Bowery Beach Road, Scott Dyer Road, Spurwink Avenue, Two Lights Road, and Shore Road between Powers Road and Ocean House Road have all received an A Grade for congestion. All of the remaining roads shown on the map are local roads that are not assigned a CSL score by Maine DOT.

CAPE ELIZABETH ROADWAY CONGESTION



Source: Maine DOT

High Crash Locations

The Maine Department of Transportation has developed a system for rating crashes based on a ratio between actual crash rates and critical crash rates. Crashes documented with a Critical Rate Factor (CRF) of greater than one are a higher priority than those with a CRF of less than one. High Crash Locations (HCL) are certain areas where MaineDOT has documented eight or more crashes in a three-year period with a critical rate factor (CRF) greater than one. According to the Maine Department of Transportation, there are no HCL locations in Cape Elizabeth for the three-year periods of 2013-2015 or 2014-2016.

Access Management

The Maine Department of Transportation has developed a set of access management rules to improve safety and preserve highway capacity by minimizing the number of curb cuts onto a roadway. Each curb cut creates a location for turning movements that increase the likelihood of an accident. Access management reduces the number of curb cuts by limiting the entrances for each parcel of land, encouraging shared curb cuts by adjacent parcels and replacing multiple driveways with a single access road.

The Department's rules apply to entrances (primarily commercial) and driveways (primarily residential) to promote location and access through existing access points or in carefully planned locations with the intent to preserve safety and posted speed of arterials and thus enhance productivity. Urban Compact Municipalities have the authority to promulgate and enforce their own access management rules. Urban

Compact municipalities are those in which the population, according to the last U.S. Census: (a) exceeds 7,500 inhabitants or (b) is between 2,499 and 7,500 inhabitants with the ratio of people whose place of employment is in a given municipality to employed people residing in that same municipality is 1.0 or greater. “Compact” or “Built-up sections” means a section of the highway where structures are nearer than 200 feet apart for a distance of one-quarter of a mile. Cape Elizabeth is one of 43 Urban Compact Municipalities in the state.

Cape Elizabeth has implemented access management within the Town Center. Several properties share an accessway and setbacks are reduced when shared driveways are created. Outside of the Town Center, new subdivision development is required to construct new roads to serve the development rather than allow multiple driveways to connect to existing roadways.

Connectivity

~~Cape Elizabeth has many neighborhoods located off of dead-end roads. As development has continued and larger portions of the population live in single access neighborhoods, the Town has restricted, for public safety reasons, both the length and the number of homes on a dead-end road. In some cases, access has been obtained by connecting to existing neighborhoods or building on paper streets. Connectivity between neighborhoods has proven to benefit public safety, traffic circulation, energy conservation, fiscal constraint and development of neighborhoods.~~

~~In reaction to a proposed development, the Town adopted by referendum in 2006 a prohibition on connecting neighborhoods when the connection will create a short-cut, defined as a shorter distance to travel than along an arterial, collector, rural connector or feeder street. The short-cut restriction creates an incentive to install gated emergency access roads. The emergency access roads remain problematic for maintenance, for a tendency to be used as storage areas and an added responsibility for the Fire Department for inspections and tracking access codes and keys.~~

Traffic Calming

~~Traffic Calming is a collection of engineering techniques intended to “calm” or slow down traffic, usually in residential or dense commercial areas. Techniques can range from initial road design that discourages excessive speed by incorporating narrow travel way widths, curves, and hills into the road design to retrofitting existing roads with stop signs, speed tables, chicanes, chokers, etc. Traffic calming can be applied to a new street or an existing road. Traffic calming measures, however, need to be coordinated with public safety needs and must consider each road’s function as a part of the larger transportation network.~~

~~The Town adopted a Traffic Calming Policy in 2007 administered by the Police Department. The policy relies on collection of traffic speed and volume data and deployment of an escalating level of traffic calming measures.~~

Road Projects

The Maine Department of Transportation has developed the Biennial Transportation Improvement Program list of projects within the Town that should be addressed within the next two years:

MAINE DOT 2017-2019 BIENNIAL CAPITAL WORK PORGRAM

ROAD	LENGTH	LOCATION	PROJECT	AMOUNT
Scott Dyer Road	0.57	Brentwood Road extending east 0.57 miles to Ocean House Road	1 1/4" Overlay	\$ 227,700
Route 77	NA	Biddeford Area 2018 LCP	Light Capital Paving	\$ 542,600

Source: Maine DOT

Local Transportation Issues

Connectivity

Cape Elizabeth has many neighborhoods located on dead end roads. As development has continued and larger portions of the population live in single access neighborhoods, the Town has restricted, for public safety reasons, both the length and the number of homes on a dead end road. In some cases, access has been obtained by connecting to existing neighborhoods or building on paper streets. Connectivity between neighborhoods has proven to benefit public safety, traffic circulation, energy conservation, fiscal constraint and development of neighborhoods.

In reaction to a proposed development, the Town adopted by referendum in 2006 a prohibition on connecting neighborhoods when the connection will create a short-cut, defined as a shorter distance to travel than along an arterial, collector, rural connector or feeder street (Zoning Ordinance Sec. 19-7-16). The short-cut restriction creates an incentive to install gated emergency access roads. The emergency access roads remain problematic for maintenance, for a tendency to be used as storage areas and an added responsibility for the Fire Department for inspections and tracking access codes and keys.

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The Town adopted a Traffic Calming Policy in 2007 administered by the Police Department. The policy relies on collection of traffic speed and volume data and deployment of an escalating level of traffic calming measures.

Tourism

The town's extensive coastline, coupled with its proximity to the City of Portland and exposure on the internet, has resulted in increased traffic due to tourism. Most of the town's residential neighborhoods developed along the town's coastline. Some of these neighborhoods, most notably those with tourism attracting features such as lighthouses, the Lobster Shack restaurant, and Fort Williams Park, are demanding relief. Concerns have included on-street parking that may compromise access for public safety vehicles, congestion, and unauthorized parking on private property. Cape Elizabeth will likely continue to be a desirable place to visit and some property owners appreciate revenue generated by tourism. The town will need to manage traffic to accommodate reasonable tourism activity and protect residential character.

Sustainability

The Greater Portland Council of Governments (GPCOG) conducted a Sea Level Rise Vulnerability Assessment for the town in June, 2015. The study included a road inundation analysis. The following table excerpted from the analysis indicates major roads vulnerable to inundation include Spurwink Ave, Shore Rd and Sawyer Rd.

Table 3: Cape Elizabeth Road Inundation Scenarios

Label	Street Name	Road Class	HAT + 2m	HAST + 3ft.	HAST + 2ft.	HAST + 1ft.	Probability	Consequence
1	Alewife Cove Rd.	Private	1,015 ft.	625 ft.	31 ft.	0 ft.	Medium	Low
2	Algonquin Rd.	Private	15	0	0	0	Low	Low
3	Cunner Ln.	Private	102	0	0	0	Low	Low
4	Little Pond Ln.	Private	1,513	0	0	0	Low	Low
5	Lower River Rd.	Private	493	463	69	0	Medium	Low
6	Peabbles Cove Rd.	Private	327	0	0	0	Low	Low
7	Ram Light Ln.	Private	104	0	0	0	Low	Low
8	Rams Head Rd.	Private	23	0	0	0	Low	Low
9	Shipwreck Cove Rd.	Private	357	0	0	0	Low	Low
10	Surf Side Ave.	Private	26	0	0	0	Low	Low
11	Tucker Ln.	Private	37	0	0	0	Low	Low
12	Garden Ln.	Local	182	182	0	0	Medium	Low
13	Park Cir.	Local	57	0	0	0	Low	Low
14	Reef Rd.	Local	60	0	0	0	Low	Low
15	Sawyer Rd.	Local	251	128	73	41	High	Medium
16	Shore Rd.	Collector	272	0	0	0	Medium*	High
17	Spurwink Ave.	Collector	740	335	204	21	High	High
18	Starboard Dr.	Local	577	431	118	0	Medium	Medium
19	Two Lights Rd.	Local	6	0	0	0	Low	Low
--	Totals	--	6,157 ft.	2,164 ft.	495ft.	62 ft.	--	--

As a follow-up to the Vulnerability Assessment, the town will be conducting an analysis of 16 culverts, including those on Spurwink and Sawyer Rd. The analysis will look at age, capacity and opportunities for wildlife habitat preservation (when undersized culverts result in scouring of the road bed.

Transportation Goals

Goal 1: The Town shall have a safe transportation system that meets the needs of both residents and nonresidents.

Recommendations:

1. Promote connectivity between neighborhoods when it supports public safety, traffic circulation and/or developments with a neighborhood character and revise Sec. 19-7-16 of the Zoning Ordinance as needed -
2. Evaluate the need, desire and local financial support for expanding public transit options in Cape Elizabeth.
- ~~3. Complete reconstruction of Scott Dyer Rd~~
- ~~3~~4. Continue administration of the Traffic Calming Policy.
4. Conduct a traffic analysis when tourism is impacting residential neighborhoods and develop strategies, such as but not limited to on-street parking limitations, satellite parking lots, and enhanced traffic enforcement, to accommodate reasonable tourism activity and protect residential character.

Goal 2: The Town shall promote the expansion of the sidewalk network and bikeways in a manner that promotes public safety and preserves the character of Cape Elizabeth roads and neighborhoods.

Recommendations:

1. Continue the construction of sidewalks in the Town Center and in new neighborhoods.
2. Undertake a process to identify the highest priorities for sidewalk and bikeway extensions, with an emphasis on adding sidewalks to Mitchell Rd and other local collector roads-
3. Increase funding construct new sidewalks in addition to replacement of existing sidewalks.

Goal 3: The Town should support transportation projects that modernize existing infrastructure

Recommendations:

1. Incorporate the Complete Streets Policy as a routine element of street improvement projects.

23. Complete reconstruction of Scott Dyer Rd

3. Study traffic congestion adjacent to and at the school campus.
4. Prioritize traffic calming measures in the town center instead of redesign of the Route 77/Shore Rd/Scott Dyer Rd intersection.
5. Incorporate analysis of climate change and sea level rise in transportation project design.