



Unified Planning Work Program

2022 - 2023

January 1st, 2022 through December 31st, 2023

Approved by the BACTS Policy Committee on November 16th, 2021

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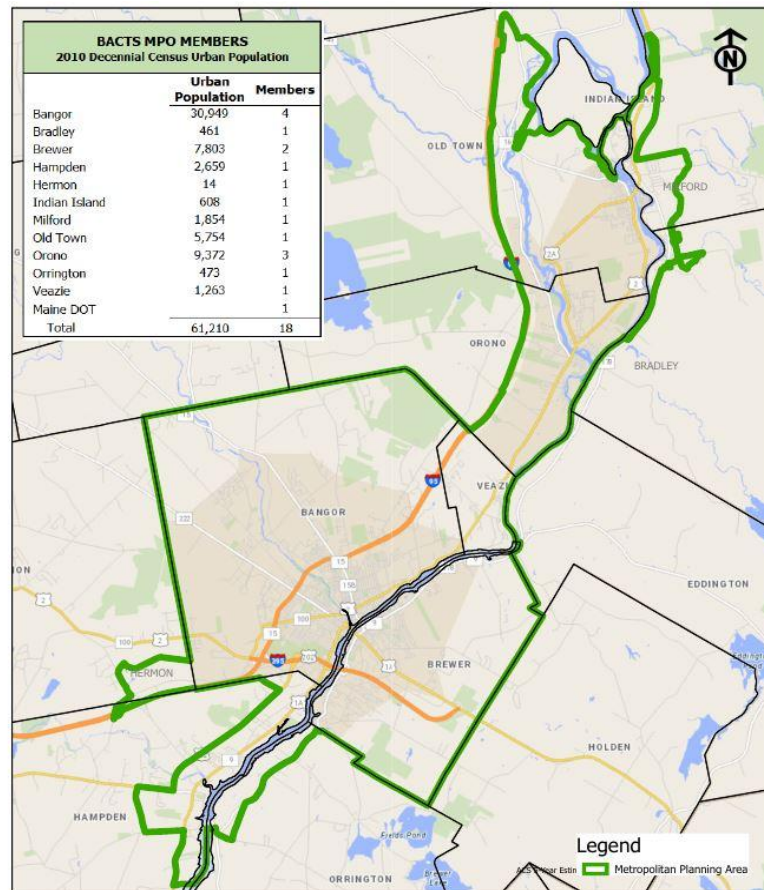
Introduction

The Bangor Area Comprehensive Transportation System (BACTS) is a Metropolitan Planning Organization (MPO) designated by the federal and state government to carry out a comprehensive, continuing, and cooperative transportation planning process for urbanized areas (as defined by the U.S. Bureau of the Census). BACTS' mission is focused on improving transportation in the greater Bangor region. The BACTS region includes 10 municipalities and Penobscot Indian Island.

BACTS evaluates and programs transportation improvement projects throughout the region. BACTS also facilitates communication between its member communities, the regional transit agency, and state and federal transportation agencies.

BACTS receives just under \$1 million dollars for a two year planning program and approximately \$2 million annually for capital funding.

BACTS is governed by a Policy Committee made up of municipal officials from member communities, a representative from Maine Department of Transportation (MaineDOT), Federal Transit Administration (FTA) and Federal Highway Administration (FHWA). The BACTS Policy Committee has the responsibility of planning and prioritizing transportation improvement projects funded in part by the U.S. Department of Transportation (USDOT) with funds provided through FHWA and FTA.



BACTS MPO MEMBERSHIP
2010 U.S. Decennial Census



There is one fixed route transit operator in the greater Bangor Urbanized Area (UZA), the Community Connector. The Community Connector serves the municipalities of Bangor, Brewer, Hampden, Veazie, Orono, Old Town, and the University of Maine. BACTS also serves as a convener for the municipalities contributing to the community connector to meet and discuss operations, budgets and capital plans.

BACTS' primary responsibility as an MPO is to establish a setting for effective decision making in the metropolitan area and develop regional planning products. This includes the Unified Planning Work Program (UPWP), long-range Metropolitan Transportation Plan (MTP), Transportation Improvement Program (TIP), Public Participation Plan (PPP), and an annual list of projects for which federal transportation funds are obligated. These plans and programs coordinate various elements of transportation networks into one cohesive regional

transportation system, determine goals and evaluate options, track performance, identify investment priorities, and document how federal transportation funds are spent in the region.

BACTS mission is to provide for the safe, economical, efficient, effective, and convenient movement of people and goods over a multimodal transportation system compatible with the socioeconomic and environmental characteristics of the region. The two year work plan focuses on supporting the BACTS mission. Highlights of the work completed in the 2020-2021 two year work plan can be found [here](#).

Federal Planning Factors

The Fixing America’s Surface Transportation Act (FAST Act) requires that ten specific planning factors can be considered by MPOs in the development of their UPWPs. The following matrix illustrates the planning factors considered in each of the UPWP tasks.

Planning Factors	Task 1 - Administration and Coordination	Task 2 - Programming	Task 3 - Data and Studies	Task 4 - Planning	Task 5 - Unallocated 2020-2021
Support economic vitality of the urbanized area	X	X	X	X	X
Increase safety of transportation system for motorized users	X	X	X	X	X
Increase security of transportation	X	X	X	X	X
Increase accessibility and mobility options for people and freight	X	X	X	X	X
Protect and enhance the environment, promote energy conservation, and improve quality of life	X	X	X	X	X
Enhance integration and connectivity of transportation system, across modes, for people and freight	X	X	X	X	X
Promote efficient system management and operation	X	X	X	X	X
Emphasize preservation of existing transportation system	X	X	X	X	X
Improve resiliency and reliability of the transportation system and reduce or mitigate stormwater impacts of surface transportation	X	X	X	X	X
Enhance travel and tourism	X	X	X	X	x

Performance Based Planning

Under the performance-based approach to transportation decision making, the metropolitan transportation planning process must include the establishment of performance targets that address the performance measures or standards established by the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) to use in tracking progress toward attainment of critical outcomes for the region in support of national transportation goals.

For each roadway performance measure, BACTS is required to establish a regional performance target or adopt and support the MaineDOT established target and therefore agree to plan and program projects that contribute toward meeting the targets. PM-1 Safety targets are updated annually. PM-2 Infrastructure Condition and PM-2 System Performance targets are based on a 4-year performance period. The first performance period is 2018-2021. Separate 2-year and 4-year targets are established for various particular measures under PM-2 and PM-3.

Transit performance measures require that BACTS establish initial regional performance targets for both Infrastructure Condition (Transit Asset Management State of Good Repair) and Safety. An MPO may choose to set new regional transit performance targets more frequently; however, regional transit performance targets are required to be updated with the preparation and submission of the system performance report that is required as part of the Metropolitan Transportation Plan (MTP).

BACTS is responsible for integrating performance measures in plans and programs, including providing a system performance report in the MTP which provides a description of the performance measures and targets used to assess system performance, evaluate the performance of the transportation system with respect to the performance targets and report on progress made. BACTS must integrate the goals, objectives, performance measures, and targets described by providers of public transportation. The BACTS Performance Measures Report and adopted targets can be found [here](#).

2022 - 2023 UPWP Proposed Tasks and Activities

The following task for the 2022-2023 UPWP reflects the priorities developed by the BACTS membership. Each task is funded through a combination of federal, state and local funding, and are completed by BACTS staff and consultants.

Task 1 - Administration and Coordination

Objective

This task largely focuses on the management of the BACTS committees (Executive, Policy, and Transit) as well as other additional ad hoc committees developed as needed. Under this task, BACTS staff will facilitate the management and supporting administrative tasks necessary for the operation of the MPO. BACTS will continue to build professional skills, which will allow staff to respond to our region's transportation needs. Another critical role of Task 1 is public engagement with the citizens of the BACTS region on transportation policy, planning, and projects. Task 1 also includes BACTS work on Traffic Incident Management in the greater Bangor region. The focus of this work is to improve safety for the traveling public and first responders through coordination, communication, and training.

Activities

MPO Management

- MPO Management - General management and administration of the day to day activities of the MPO, including human resource functions.
- Accounting and Financial Management - Prepare invoices and maintain general ledger, prepare program budgets, prepare financial information for annual review/audit, as required by federal and state governments.
- Transit Financial Plans - Work with City of Bangor/Community Connector to cooperatively develop a 3-Year Projected Operations Financial Plan and 10-Year Capital Plan.
- UPWP Development and Administration - Administer 2022-2023 Cooperative Agreement and any related consultant contracts or agreements relevant to the fulfillment of the 2022-2023 UPWP, complete annual reports, prepare amendments, as required, develop 2024-2025 UPWP.

Professional Development

- Training and Conferences - Attendance at workshops, conferences, and training classes to develop the analytical skills and maintain knowledge of current regulations and planning practices. Participate in various webinars, workshops, and training geared to increasing public participation in the transportation planning process.
- Professional Memberships, Subscriptions, and Affiliations - Participation in professional organizations, subscriptions to stay current on regulations and planning practices, advance technical, professional and outreach skills.
- Technical Programs, Manuals, and Publications - Purchase of technical programs, software and/or guidance and reference manuals.

Engagement

- Public Participation Plan (PPP) - Follow the procedures outlined in the public participation policy as adopted by the Policy Committee for each plan or program, review and update PPP, as deemed necessary through the planning process.
- Website and Social Media - Manage and update the BACTS website and social media pages to provide public notification and access to meeting agendas and related materials, as well as other documents and communications in support of transportation planning programs.
- Public Information/Education - Attend local public/group meetings to provide input and information, answer inquiries and provide guidance as requested. Review and update the Interested and Affected Parties List on an ongoing basis.
- Title VI/Environmental Justice/Non-Discrimination Plan - Review and update Title VI/EJ/Non-Discrimination Plan, prepare annual report of BACTS Goals and Accomplishments.

Coordination

- MPO Operations - Direct and coordinate the continuing, cooperative, and comprehensive metropolitan transportation planning process, facilitate and support the BACTS Policy Committee, Executive Committee, and Transit Committee, provide assistance on various planning study advisory committees at the local level, coordinate basic functions among federal, state, and local agencies including FHWA, FTA, and MaineDOT. Additionally serve as a member of the State of Maine Public Transit Advisory Council, Maine Transit Association, Black Bear Orono Express Shuttle Committee (non-voting member), and the Community Connector ADA Paratransit Appeals Committee.
- Interagency Collaboration - Attend MaineDOT/MPO Quarterly meetings, attend various collaborative meetings, and/or workshops.

TIM Group

- Management and Coordination- Provide administrative services, train first responders in the area, conduct after-incident reviews, develop performance measures to reduce delays, and improve safety during incidents. Attend and participate in the Statewide TIM Group.

Product Schedule

Task 1	Budget	Frequency	2022				2023			
			Q 1	Q 2	Q 3	Q 4	Q 1	Q 2	Q 3	Q 4
MPO Management	\$131,137	Ongoing	x	x	x	x	x	x	x	x
Professional Development	\$69,800	Ongoing	x	x	x	x	x	x	x	x
Engagement	\$35,700	Ongoing	x	x	x	x	x	x	x	x

Coordination	\$118,200	Ongoing	x	x	x	x	x	x	x	x
TIM Group	\$17,100	Ongoing	x	x	x	x	x	x	x	x

Funding

Responsibility	Estimated Costs	Funding Source	Amount
BACTS	\$331,937	FHWA PL	\$267,132
Consultant	\$0	MaineDOT	\$50,087
Direct Costs	\$40,000	Local	\$16,696
Total	\$371,937	FTA §5303	\$38,022
		In Kind	\$9,856
		Total	\$381,793

Task 2 - Programming

Objective

To develop a fiscally constrained program of investments, in cooperation with the State and public transit operator, reflecting investment priorities and making progress toward achieving performance targets. The BACTS Policy Committee recently adopted the Transportation Improvement Program Project Prioritization and Selection Policy ([here](#)), which outlines the process and criteria by which projects are prioritized and selected for funding in the TIP. This is the guiding document for activities performed in Task 2.

Activities

Project Selection and Prioritization

- The TIP subcommittee will review and amend, if necessary, the TIP Project Prioritization and Selection Policy, to ensure efficient and equitable investments in the region. The TIP subcommittee will then meet to work on the project selection process for a two year funding cycle. This includes:
 - Preparing the Capital Workplan timeline and Request for Projects,
 - Compiling, reviewing, and scoring roadway project request submissions,
 - Hiring an Independent Contractor to develop project scopes and estimates,
 - Reviewing roadway projects on-site (project ride) with MaineDOT and FHWA staff,
 - Obtaining independent cost estimates from Maine DOT,
 - Preparing a final Workplan list for BACTS Policy Committee approval

TIP Documentation

- BACTS is required to maintain an up to date and accurate TIP document, for the eligibility of Federal Highway Administration and Federal Transit Administration funding. BACTS staff will develop an annual TIP document, provide public notice, and solicit comments in accordance with BACTS PPP, review MaineDOT STIP for consistency with BACTS TIP, and prepare revisions/amendments, as required. BACTS staff will also work with the Community Connector to review, compile, and post listing of projects obligated in the previous federal fiscal year.

Ad Hoc Committee Support

- Signal Management Ad Hoc Committee - Organize and provide administrative support. Incorporate suggestions and recommendations into future programming tasks and duties.
- Collector Paving Inventory Ad Hoc Committee - Organize and provide administrative support. Incorporate suggestions and recommendations into future programming tasks and duties.

Product Schedule

Task 2	Budget	Frequency	2022				2023			
			Q 1	Q 2	Q 3	Q 4	Q 1	Q 2	Q 3	Q 4
Project Selection and Prioritization	\$41,450	Annual Process - Jan-June and as needed	x	x			x	x		
TIP Documentation	\$43,400	Annual process Dec-Jan and as needed	x			x	x			x
Ad Hoc Committee Support	\$4,150	As needed								

Funding

Responsibility	Estimated Costs	Funding Source	Amount
BACTS	\$78,000	FHWA PL	\$51,200
Consultant	\$10,000	MaineDOT	\$9,600
Direct Costs	\$1,000	Local	\$3,200
Total	\$89,000	FTA \$5303	\$25,000
		In Kind	\$6,100
		Total	\$95,100

Task 3 - Data and Studies

Objective

Data collection and access to data is a critical function of BACTS, especially when developing transportation plans, setting transportation policy, and when prioritizing transportation investments. BACTS provides our members with the ability to collect traffic data and roadway condition data, as well as providing data to MaineDOT to support their transportation planning process. BACTS uses a variety of methods to communicate information developed through data collection. BACTS produces graphic representation of data in maps, presentations, and in studies. BACTS processes data from a variety of sources and databases, such as Mysidewalk and Streetlight, which is accessible through paid subscriptions and MaineDOT memberships.

BACTS will conduct a number of transportation studies in the region which address transportation safety, mobility, and sustainability. BACTS strives to develop transportation plans with recommendations that address BACTS' performance targets and that are fiscally constrained. During this two year work plan, BACTS will focus planning efforts on a regional vulnerability assessment, which will be the first step towards a regional climate action plan. BACTS is not programming the total amount of planning funding to allow for flexibility during the two year work plan if additional planning needs arise for our members.

Activities

Data Collection

- BACTS staff will continue to work with members on traffic volume and turning movement counts as requested from member municipalities. All the data collected will be maintained in a database. Staff will manage the collection of other data that may be required to carry out planning responsibilities, such as pavement condition, speed and delay, signal timing and phasing, facility location, inventory information, and transit related data. Staff will continue to incorporate My Sidewalk and Streetlight data where appropriate, in planning activities. Staff will collect data to create databases to track annual condition and/or performance of systems for each performance measure, develop a performance report card (or dashboard) for each performance measure describing baseline data, performance targets, progress, and current condition / performance.

Inventories and Assessments

- Staff will also coordinate with the Community Connector to prepare a report of system performance to show analysis of ridership, fares, expenses, revenues, miles, and hours, collect and maintain data required to evaluate transit system condition and performance. Additional evaluation of routes, designated stops and other transit related policies will be conducted when necessary.
- BACTS staff will hire and manage consultants for the following work:
 - Conduct a vulnerable infrastructure assessment of the MPO region.
 - Conduct a study of which the BACTS Policy Committee has determined to be of importance for the continued success of long term transportation planning within the region, as determined in the beginning of the second calendar year of the UPWP.

Geographic Information System (GIS)

- Staff will use GIS to display demographic and land use information with traffic and transportation network inventory data to be utilized as a comprehensive planning tool. Staff will gather and organize GIS data obtained from planning studies, MEGIS, municipalities, U.S. Census, to ensure the data is useful to BACTS members. BACTS will create maps using data to insert in planning documents, for use at meetings, or for MPO decision-making.

Performance Measures

- Staff provide information to the BACTS Policy committee to develop, or agree to support the MaineDOT-developed performance targets. BACTS will integrate performance measures into plans and programs, develop performance target reporting, data

collection and analysis procedure and track safety related performance target progress. BACTS will continue to monitor safety conditions in the BACTS region.

Product Schedule

Task 3	Budget	Frequency	2022				2023			
			Q 1	Q 2	Q 3	Q 4	Q 1	Q 2	Q 3	Q 4
Data Collection	\$64,900	Ongoing	x	x	x	x	x	x	x	x
Inventories and Assessments	\$91,500	Ongoing	x	x	x	x	x	x	x	x
GIS	\$58,800	Ongoing	x	x	x	x	x	x	x	x
Performance Measures	\$8,300	Ongoing	x	x	x	x	x	x	x	x

Funding

Responsibility	Estimated Costs	Funding Source	Amount
BACTS	\$156,000	FHWA PL	\$158,800
Consultant	\$50,000	MaineDOT	\$29,775
Direct Costs	\$17,500	Local	\$9,925
Total	\$223,500	FTA §5303	\$25,000
		In Kind	\$6,100
		Total	\$229,600

Task 4 - Planning

Objective

Transportation planning is a core function of BACTS. BACTS strives to develop transportation plans that result in a safe, interconnected, multimodal transportation network. BACTS transportation planning focuses on increasing safety for all users of the transportation system by promoting a greater awareness of transportation safety design and practice .

Activities

Multimodal Planning

- Regional transportation planning focuses on the safe and efficient movement of users across all modes. BACTS staff will continue to plan for an inclusive transportation network, with the following activities:

Bicycle and Pedestrian Planning

- Technical Assistance - Provide advocacy and assistance to ensure bicycle and pedestrian facilities are considered during the planning and programming process for new-construction and reconstruction projects within the BACTS area.
- Committee Participation/Interagency Collaboration - Participate in Statewide Active Community Environment Workgroup (ACEW), participate in Maine Bicycle and

Pedestrian Council, participate in State of Maine Interagency Bicycle, Pedestrian Safety Workgroup, coordinate with Bicycle Coalition of Maine for regional projects, and support Maine Department of Transportation Heads Up.

Rail Planning

- Data Collection and Analysis - Monitor and update information as needed and utilize data to effectively plan for both passenger and freight rail opportunities within the BACTS region.

Transit Planning

- Bus Stop Design Best Practice Guidance - Finalize and facilitate the adoption of the Regional Bus Stop Policy.
- Plan for the implementation of transit technology as recommended in the 2019 Transit Study.
- Transportation Demand Management (TDM) - Provide technical assistance to local employers and businesses to develop TDM programs which reduce single occupancy vehicle travel and promote alternative modes of transportation for employees and visitors, develop listing of available facilities, services, and resources for SOV alternative transportation options.
- Structural Analysis Recommendations - Implement recommendations from structural analysis performed in 2021.

Transportation Safety Planning

- Monitor and update information as needed from MaineDOT's statewide database and reports to analyze area crash statistics, identify contributing factors at problem locations. Staff will develop appropriate countermeasures, use GIS mapping tools as appropriate to focus on crash locations with identifiable deficiencies in infrastructure, geometrics, excessive speed, signal length and/or coordination, etc. Staff will provide information to the BACTS Policy Committee to develop, or agree to support the MaineDOT-developed, PM1 Safety performance targets and integrate performance measures into plans and programs, develop performance target reporting, data collection and analysis procedure and track safety related performance target progress.

Metropolitan Transportation Plan (MTP) Update

- The MTP is the long-range transportation plan for the metropolitan area detailing both long- and short-range regional strategies and actions to implement goals and policies to facilitate the efficient movement of people and goods. The MTP addresses current and future transportation demand and identifies the region's goals and investment priorities for a 20 year planning horizon. The MTP is prepared through active engagement with the public and stakeholders.
- The MTP is a long range planning tool for the MPO, as such, the MTP must have tangible, achievable goals. These goals will be achieved through proper prioritization of funding in the UPWP and the Transportation Improvement Program (TIP) which identifies activities that align with the region's priorities. The BACTS Policy Committee has identified the priorities for the next MTP, which can be found [here](#).

Product Schedule

Task 4	Budget	Frequency	2022				2023			
			Q 1	Q 2	Q 3	Q 4	Q 1	Q 2	Q 3	Q 4
Multimodal Planning	\$30,800	Ongoing	x	x	x	x	x	x	x	x
Transportation Safety Planning	\$10,600	Ongoing	x	x	x	x	x	x	x	x
MTP	\$215,600	Ongoing	x	x	x	x	x	x	x	x

Funding

Responsibility	Estimated Costs	Funding Source	Amount
BACTS	\$202,000	FHWA PL	\$147,200
Consultant	\$50,000	MaineDOT	\$27,600
Direct Costs	\$4,000	Local	\$9,200
Total	\$257,000	FTA §5303	\$73,000
		In Kind	\$18,200
		Total	\$275,200

Task 5 - Unallocated 2020-2021 UPWP Funding

Objective

2020-2021 UPWP tasks were impacted by the COVID-19 pandemic, which resulted in a surplus of funds, unallocated during the 2020-2021 planning cycle. MaineDOT is allowing a one time carryover of unallocated 2020-2021 funds to be programmed in the 2022-2023 UPWP, not to exceed 15% of the total 2020-2021 UPWP budget. Task 5 outlines the activities to be programmed with the 2020-2021 UPWP carryover funding.

Activities

Studies

- BACTS Regional Traffic Signal Inventory - This study was programmed in 2021 in anticipation that it would carryover to 2022. Sebago will continue to work on the current contract.
- BACTS Policy Committee previously approved hiring a consultant for a Regional Collector Paving Inventory and Analysis. This work will be budgeted with 2020-2021 UPWP carryover funding.
- Regional Climate Action Plan Development- BACTS will contribute funding towards the development of a Regional Climate Action Plan.

Product Schedule

Task 5	Budget	Frequency	2022				2023			
			Q 1	Q 2	Q 3	Q 4	Q 1	Q 2	Q 3	Q 4
Studies	\$125,000	Ongoing	x	x	x	x				

Funding

Responsibility	Estimated Costs	Funding Source	Amount
BACTS	\$30,000	FHWA PL	\$100,000
Consultant	\$95,000	MaineDOT	\$18,750
Total	\$125,000	Local	\$6,250
		Total	\$125,000

UPWP Adoption and Amendment/Revision Process

The 2022 - 2023 UPWP is considered and approved by the BACTS Policy Committee prior to submission to MaineDOT for review. Upon satisfactory review, MaineDOT forwards the UPWP to FHWA and FTA for their review and approval. The UPWP is the basis for the biennial cooperative agreement which provides the funding for BACTS to carry out planning activities, MaineDOT and FHWA/FTA must indicate concurrence with the elements of the UPWP prior to the execution of the biennial cooperative agreement, and BACTS must receive a letter of authorization to proceed prior to beginning work and incurring expenses.

Amendments or revisions to the UPWP are considered and approved by the BACTS Policy Committee then submitted to the MaineDOT MPO Coordinator via email. Amendment requests are reviewed by the MaineDOT MPO Coordinator and MaineDOT Multimodal Planning & Operations Section staff (if applicable) and forwarded to FHWA and/or FTA for review and approval. Revisions do not require approval.

An amendment is a:

- change to the federally approved total planning budget;
- change to the scope of federally approved task;
- addition or deletion of a task.

A revision is a:

- change that does not change the FHWA/FTA approved total planning budget;
- change that does not change the scope of the federally funded work task.

BACTS Budget Summary 2022-2023 Unified Planning Work Program

Task	Project	Funding Source					Total
		FHWA PL	MaineDOT	Local	FTA §5303	In Kind	
1	Administration and Coordination	\$267,132	\$50,087	\$16,696	\$38,022	\$9,856	\$381,793
2	Programming	\$51,200	\$9,600	\$3,200	\$25,000	\$6,100	\$95,100
3	Data and Studies	\$158,800	\$29,775	\$9,925	\$25,000	\$6,100	\$229,600
4	Planning	\$147,200	\$27,600	\$9,200	\$73,000	\$18,200	\$275,200
5	Unallocated 2020-2021	\$100,000	\$18,750	\$6,250	\$0	\$0	\$125,000
	Totals	\$724,332	\$135,812	\$45,271	\$161,022	\$40,256	\$1,106,693

Task	Project	Breakdown of Costs			Total
		BACTS	Consultant	Direct Costs	
1	Administration and Coordination	\$331,937	\$0	\$40,000	\$371,937
2	Programming	\$78,000	\$10,000	\$1,000	\$89,000
3	Data and Studies	\$156,000	\$50,000	\$17,500	\$223,500
4	Planning	\$202,000	\$50,000	\$5,000	\$257,000
5	Unallocated 2020-2021	\$30,000	\$95,000	\$0	\$125,000
	Totals	\$797,937	\$205,000	\$63,500	\$1,066,437

Municipality	%*	2022	2023	Total**
Bangor	52.593%	\$10,261	\$10,261	\$20,522
Bradley	0.755%	\$147	\$147	\$295
Brewer	13.525%	\$2,639	\$2,639	\$5,278
Hampden	5.491%	\$1,071	\$1,071	\$2,143
Hermon	0.261%	\$51	\$51	\$102
Milford	3.298%	\$643	\$643	\$1,287
Old Town	9.828%	\$1,917	\$1,917	\$3,835
Orono	11.849%	\$2,312	\$2,312	\$4,624
Orrington	0.796%	\$155	\$155	\$311
Veazie	1.602%	\$313	\$313	\$625

*Ratio based on municipal percent of total Decennial Census Urban Population and percent of total VMT

**Note - Total equals 2022-2023 FHWA PL Local Match only, Carryover funding from 2020-2021 was paid in prior year.