



## **Unified Planning Work Program**

**2026 - 2027**

**January 1st, 2026 through December 31st, 2027**

Approved by the BACTS Policy Committee on September 23rd, 2025

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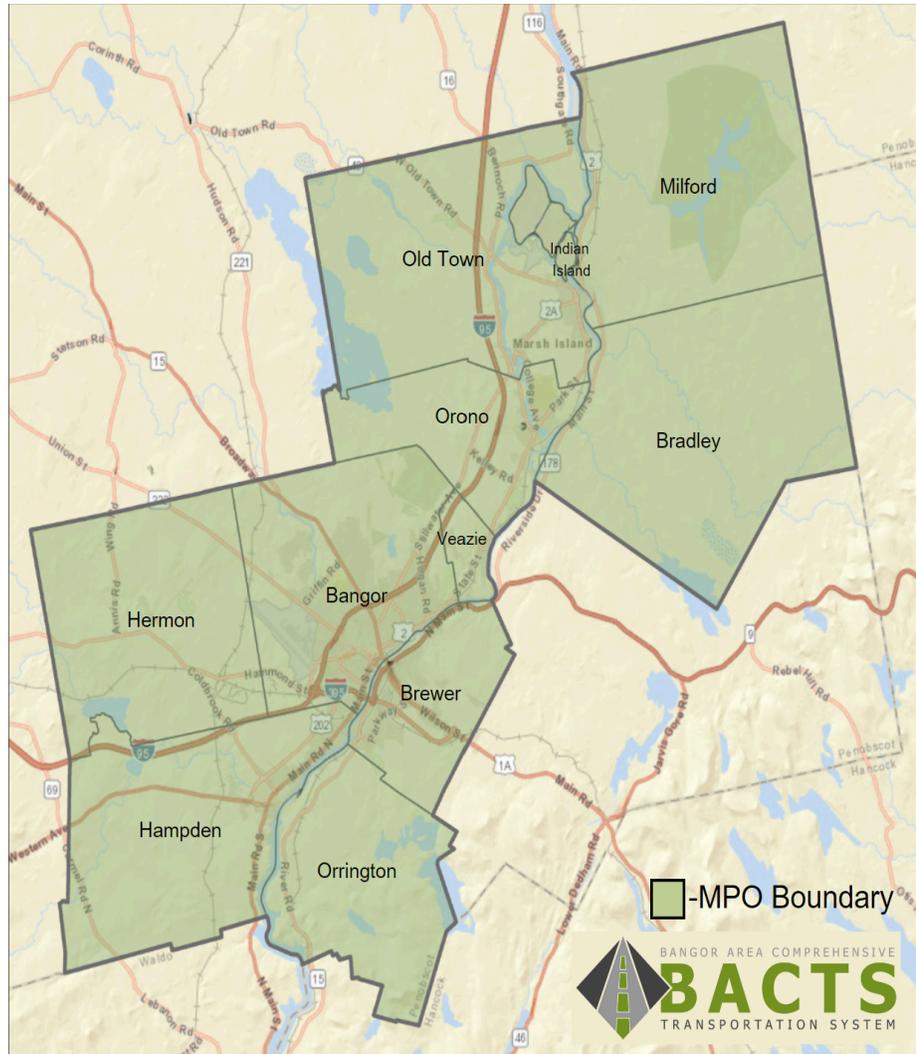
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## Introduction

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 is focused on improving transportation services in the Greater Bangor area, serving 10 participating municipalities and Penobscot Nation. Two non participating members include Eddington and Holden. BACTS pursues this aim by evaluating and programming transportation improvement projects throughout the region. Another major function of BACTS is to facilitate communication between stakeholders, such as its own member communities, the regional transit agency, and state and federal transportation agencies.

BACTS receives nearly \$1 million in federal planning funds biennially. Annually, BACTS and MaineDOT collaboratively prioritize capital projects and funding strategies for the region.

The governing body of BACTS is the Policy Committee and is comprised of municipal officials from member communities, a representative from Maine Department of Transportation (MaineDOT), Federal Transit Administration (FTA) and Federal Highway Administration (FHWA). This 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.



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), and Public Participation Plan (PPP). 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. To view the most recent demographic maps of our region, please reference our most current Title VI Plan which can be found [here](#). The two year work plan focuses on supporting the BACTS mission. Highlights of the work completed in the 2024-2025 two year work plan can be found [here](#).

### **Federal Planning Factors**

As required in 23 USC 134(h)(1), BACTS considers the ten specific planning factors in the development of its UPWP. The following matrix illustrates the planning factors considered in each of the UPWP tasks.

Planning Factors	Task 1 - Operation and Coordination	Task 2 - Programming	Task 3 - Data / Analysis	Task 4 - Planning
Support economic vitality of the urbanized area	X	X	X	X
Increase safety of transportation system for motorized users	X	X	X	X
Increase security of transportation	X	X	X	X
Increase accessibility and mobility options for people and freight	X	X	X	X
Protect and enhance the environment, promote energy conservation, and improve quality of life	X	X	X	X
Enhance integration and connectivity of transportation system, across modes, for people and freight	X	X	X	X
Promote efficient system management and operation	X	X	X	X
Emphasize preservation of existing transportation system	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
Enhance travel and tourism	X	X	X	X

### **Performance Based Planning**

BACTS' performance-based approach incorporates federal standards in its planning processes to ensure effective transportation decision making. In this approach, the metropolitan transportation planning process must establish performance targets that address the performance measures or standards previously set by the FHWA and the FTA. By tracking progress toward attainment of critical outcomes for the region, BACTS strengthens its support for national transportation goals and communicates its value as a transportation planning partner.

For each roadway performance measure, BACTS is required to establish a regional performance target or adopt and support the MaineDOT established target. In selecting an appropriate measure, BACTS therefore agrees 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. 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 MTP.

BACTS is responsible for integrating performance measures in plans and programs, including providing a system performance report in the MTP. The system performance report provides a description of the performance measures and targets used to assess system performance, evaluates the performance of the transportation system with respect to the performance targets and reports on achieved progress. 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](#).

### **2026 - 2027 UPWP Proposed Tasks and Activities**

The following tasks for the 2026-2027 UPWP reflect 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.

The following proposed tasks and activities are developed utilizing a combination of identified priorities by BACTS members, BACTS staffing capacity, and the utilization of anticipated funding for this period.

## **Task 1 - Operation and Coordination**

### **Objective**

This task is primarily dedicated to the operation and coordination of the MPO, ensuring effective transportation decision-making for the BACTS region. Task 1 involves managing BACTS' core committees (Executive, Policy, and Transit) and any necessary ad hoc groups. BACTS staff will facilitate all necessary administrative and management functions to support MPO operations, while simultaneously enhancing their professional skills to effectively respond to the region's transportation demands. A vital component of this task is also fostering continuous public engagement on transportation policy, planning, and projects throughout the BACTS region.

### **Activities**

#### *MPO Operations*

- General Administration - Management and administration tasks that support day-to-day activities of the MPO.
- Accounting and Financial Functions - Maintain general ledger and prepare invoices, program budgets, and financial information for annual review/audit, as required by federal and state governments.
- UPWP Development and Administration - Administer 2026-2027 Cooperative Agreement and any related consultant contracts or agreements relevant to the fulfillment of the 2026-2027 UPWP, complete annual reports, prepare amendments as required, and develop 2028-2029 UPWP.
- Monitor Grant Opportunities - Assess the availability, relevance, and potential benefit of certain state and federal grants to the operations of the MPO.

#### *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*

- 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. Proliferate other public-facing documents and communications in support of transportation planning programs.
- Monitor and Update Engagement Plans - Regularly monitor and update our engagement plans to ensure they remain effective and compliant. This includes adhering to the Public Participation Plan (PPP) procedures for all projects, and regularly reviewing and updating the PPP itself as needed. We also review and update the Title VI/Non-Discrimination Plan,

and prepare an annual report detailing BACTS' goals and accomplishments.

- Public Information and Outreach - 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.

**Coordination and Collaboration**

- Monitor Stakeholder Transportation Initiatives - Continuously monitor, track, and explore opportunities for cooperation in transportation initiatives led by local, county, state, and federal agency partners.
- Transit Coordination - Drive effective transit service by fostering strong collaboration between Community Connector and member municipalities, seeking external enhancement opportunities, and actively representing BACTS on key advisory bodies like the State of Maine Public Transit Advisory Council, Maine Transit Association, Black Bear Orono Express Shuttle Committee, and the Community Connector ADA Paratransit Appeals Committee.
- Interagency Collaboration - Regularly participate in MaineDOT/MPO Quarterly meetings and engage in collaborative meetings and/or workshops with member municipalities, regional partners, MaineDOT, FHWA, and FTA to facilitate information sharing and alignment of efforts.
- Committee Support - 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 and regional level, and coordinate basic functions among federal, state, and local agencies (including FHWA, FTA, and MaineDOT).

**Product Schedule**

Task 1	Budget	Frequency	2026				2027			
			Q 1	Q 2	Q 3	Q 4	Q 1	Q 2	Q 3	Q 4
MPO Operations	\$185,357	Ongoing	x	x	x	x	x	x	x	x
Professional Development	\$69,750	Ongoing	x	x	x	x	x	x	x	x
Engagement	\$34,500	Ongoing	x	x	x	x	x	x	x	x
Coordination and Collaboration	\$120,600	Ongoing	x	x	x	x	x	x	x	x

## Funding

Responsibility	Estimated Costs	Funding Source	Amount
BACTS	\$387,100	FHWA PL	\$291,290
Consultant	\$0	MaineDOT	\$42,180
Direct Costs	\$23,164	Local	\$30,584
<b>Total</b>	<b>\$410,264</b>	FTA §5303	\$46,151
		In Kind	\$11,595
		<b>Total</b>	<b>\$421,802</b>

## Task 2 - Programming

### Objective

To develop a fiscally constrained program of investments, in cooperation with our members, the State, and any public transit operators. Such programming efforts reflect investment priorities and make progress toward achieving performance targets. MaineDOT and BACTS engage in a cooperative process to develop a prioritized list of projects and a funding strategy to see them through completion. The BACTS Policy Committee previously 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.

### Activities

#### Project Selection and Prioritization

- Coordinate and collaborate with members to develop project lists that reflect cooperative Work Plan efforts and are consistent with MTP.
  - Hire an Independent Contractor to develop project scopes and estimates, as deemed necessary
- Prioritize coordinated project list according to TIP Project Prioritization and Selection Policy
  - Review and amend, if necessary, the TIP Project Prioritization and Selection Policy through the TIP Subcommittee to ensure efficient and equitable investments in the region.
- Coordinate with MaineDOT on project list to identify potential funding sources for proposed projects.
- Present final Work Plan list for BACTS Policy Committee Approval.
  - Submit to MaineDOT

#### TIP Documentation

- Maintain an up-to-date and accurate TIP document, as required, for FHWA and FTA funding eligibility. Develop an annual TIP document, provide public notice, and solicit comments in accordance with PPP. Review MaineDOT STIP for consistency with BACTS TIP, and prepare revisions/amendments, as required of BACTS staff.

#### Transit Programming

- Transit Financial Plans - Monitor, review, and provide assistance, as needed, with the City of Bangor/Community Connector 3-Year Projected Operations Financial Plan and a 10-Year Capital Plan. Coordinate with the Community Connector to review, compile, and post listing of projects obligated in the previous federal fiscal year.

**Product Schedule**

Task 2	Budget	Frequency	2026				2027			
			Q 1	Q 2	Q 3	Q 4	Q 1	Q 2	Q 3	Q 4
Project Selection and Prioritization	\$32,650	Annual Process - Jan-June and as needed	x	x			x	x	x	
TIP Documentation	\$8,200	Annual process Dec-Jan and as needed	x			x	x			x
Transit Programming	\$6,025	Annual process Dec-Jan and as needed	x			x	x			x

**Funding**

Responsibility	Estimated Costs	Funding Source	Amount
BACTS	\$46,700	FHWA PL	\$32,680
Consultant	\$0	MaineDOT	\$4,838
Direct Costs	\$175	Local	\$3,332
<b>Total</b>	<b>\$46,875</b>	FTA §5303	\$6,025
		In Kind	\$1,506
		<b>Total</b>	<b>\$48,381</b>

**Task 3 - Data / Analysis**

**Objective**

Collecting and providing access to data is a critical function of BACTS, driving the effective development and prioritization of regional transportation plans, policy, and investments. BACTS member communities and MaineDOT utilize the MPO’s ability to collect traffic and roadway condition data to inform their transportation planning process. The MPO uses a variety of methods to communicate information developed through data collection, which includes graphically representing data in maps, presentations, studies, and other deliverables to communicate data-driven insights. This data is processed by BACTS through a variety of sources and databases, which are largely accessible due to paid subscriptions and MaineDOT memberships.

BACTS will conduct a range of transportation studies focused on regional safety, mobility, and sustainability, ensuring recommendations are fiscally constrained and align with our MPO’s performance targets.

## **Activities**

### ***Data Collection and Performance Measures***

This activity encompasses the systematic collection and management of comprehensive transportation data, such as traffic volume, pavement condition, speed, signal timing, and transit information, often collaborating with member municipalities and partners. We integrate data from various sources, including Streetlight, to support planning efforts aimed at the safe access and use of the regional transportation system for all users. A key focus is the development and maintenance of performance measures:

- Performance Data - Create and maintain databases to track system condition and performance, developing reports (or dashboards) that detail baseline data, targets, progress, and current conditions.
- Transportation Safety - Analyze MaineDOT crash statistics to identify contributing factors at problem locations, utilizing GIS for infrastructure deficiency assessment and countermeasure development.
- Target Integration - Provide information to the BACTS Policy Committee to develop or support MaineDOT performance targets, establishing reporting and data collection procedures, and tracking safety progress to monitor regional conditions.

### ***Geographic Information System (GIS)***

- Produce comprehensive planning data and tools through GIS, displaying demographic, land use, traffic and transportation network inventory information. Gather and organize GIS data obtained from planning studies, MEGIS, municipalities, U.S. Census, to ensure the data is useful to BACTS members. Create maps using data to insert in planning documents, for use at meetings, or for MPO decision-making.

### ***Inventories and Assessments***

- Regional Capital Assessments and Inventories
  - Road Inventory, Sidewalk Inventory, and Signal Master Plan - Monitor the status and condition of roads, sidewalks, and signals throughout the BACTS region, reporting data to Consultant for inclusion in their software. This includes continuously updating our inventories and plans to fully encompass the entire BACTS area, as capacity allows.
- MTP - Monitor and track the implementation of the regional visions, strategies, and priorities detailed in the MTP. Engage with stakeholders, where relevant, to assess implementation of various elements of the MTP.
- Regional Transit System Assessment - Provide system performance analysis and support of ridership, fares, expenses, revenues, miles, and hours. Collect and maintain data to evaluate transit system conditions and performance as necessary. Additional evaluation of enhancing service and efficiency, routes, designated stops and other transit related policies will be conducted if deemed necessary.

**Product Schedule**

Task 3	Budget	Frequency	2026				2027			
			Q 1	Q 2	Q 3	Q 4	Q 1	Q 2	Q 3	Q 4
Data Collection and Performance Measures	\$114,075	Ongoing	x	x	x	x	x	x	x	x
GIS	\$45,000	Ongoing	x	x	x	x	x	x	x	x
Regional Capital Assessments and Inventories	\$190,500	Ongoing	x	x	x	x	x	x	x	x
MTP Monitoring	\$14,250	Ongoing	x	x	x	x	x	x	x	x
Regional Transit System Assessment	\$113,750	2026 - Mid 2027	x	x	x	x	x			

**Funding**

Responsibility	Estimated Costs	Funding Source	Amount
BACTS	\$297,800	FHWA PL	\$286,160
Consultant	\$160,000	MaineDOT	\$50,754
Direct Costs	\$19,775	Local	\$20,786
<b>Total</b>	<b>\$477,575</b>	FTA §5303	\$119,875
		In Kind	\$29,969
		<b>Total</b>	<b>\$507,544</b>

**Task 4 - Planning**

**Objective**

Transportation planning is a core function and strength of BACTS. The MPO strives to develop contextually relevant, transformative transportation plans that result in a safe, interconnected, multimodal transportation network. Focusing on improving safety for all users of the region’s transportation system, BACTS aims to incorporate planning best-practices and to promote greater awareness of transportation safety design.

**Activities**

*Freight Study / Updated Truck Routes*

- Analyze conditions and trends in the region’s freight network, and assess how potential improvements in infrastructure and policy could best benefit the BACTS region. Incorporate and reflect aspects of the MaineDOT State Integrated Freight Strategy, where appropriate.

*Hermon - Route 2 Study*

- Conduct a study on section of Route 2 and provide traffic analysis including capacity, turning movement, speed, recommend sidewalk and parking improvements, and identify

potential traffic safety improvements. Analyze the potential need for adding capacity to Route 2 from the Bangor / Hermon line to North Street in Hermon.

**Culvert Inventory - Hydrologic & Hydraulic Phase**

- Produce a document denoting the location of existing and planned culverts in the Greater Bangor urbanized area on collector roads and gaps that should be addressed as flooding risks grow in terms of regional importance.

**Complete Streets**

- Analyze conditions and trends in the region’s bicycle and pedestrian network. Develop an updated complete streets plan that communicates these conditions, identifies potential improvements and programs to create safer bicycle and pedestrian infrastructure, and prompts engagement with stakeholders on safety planning. Incorporate and reflect aspects of the Maine State Active Transportation Plan, where appropriate.

**Product Schedule**

Task 4	Budget	Frequency	2026				2027			
			Q 1	Q 2	Q 3	Q 4	Q 1	Q 2	Q 3	Q 4
Freight Study / Updated Truck Routes	\$2,500	Varies			x	x	x	x		
Hermon - Route 2 Study	\$79,200			x	x	x	x	x	x	x
Culvert Inventory	\$151,500		x	x	x	x	x	x		
Complete Streets	\$33,557		x	x	x	x	x	x		

**Funding**

Responsibility	Estimated Costs	Funding Source	Amount
BACTS	\$99,400	FHWA PL	\$186,258
Consultant	\$165,000	MaineDOT	\$27,517
Direct Costs	\$2,357	Local	\$19,105
<b>Total</b>	<b>\$266,757</b>	FTA §5303	\$33,877
		In Kind	\$8,412
		<b>Total</b>	<b>\$275,169</b>

### **2026 - 2027 UPWP Tasks Note**

A number of promising study and planning topics will not be directly funded through the 2026-2027 UPWP due to budget constraints. BACTS will assess these projects previously identified by members for the potential use of discretionary funding, if available, or during the development and budgeting process for the 2028-2029 UPWP. Studies / analyses identified at this time include the following planning topics:

- Regional land use mapping and housing inventory
- Feasibility study for adding on and off ramps at Greenpoint Road from I-395

### **UPWP Adoption and Amendment/Revision Process**

The 2026 - 2027 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 formal 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 materially change the FHWA/FTA approved total planning budget;
- change that does not change the scope of the federally funded work task.

## BACTS Budget Summary 2026-2027 Unified Planning Work Program

Funding Source							
Task	Project	FHWA PL	MaineDOT	Local	FTA §5303	In Kind	Totals
1	Operation and Coordination	\$291,290.40	\$42,180.18	\$30,585.43	\$46,151.00	\$11,594.75	\$421,801.75
2	Programming	\$32,680.00	\$4,838.13	\$3,331.88	\$6,025.00	\$1,506.25	\$48,381.25
3	Data and Studies	\$286,160.00	\$50,754.38	\$20,785.63	\$119,875.00	\$29,968.75	\$507,543.75
4	Planning	\$186,258.40	\$27,516.93	\$19,104.68	\$33,877.00	\$8,412.25	\$275,169.25
Totals		\$796,388.80	\$125,289.60	\$73,807.60	\$205,928.00	\$51,482.00	\$1,252,896

Breakdown of Costs (1)						
Task	Project	BACTS	Consultant	Direct	Totals	
1	Operation and Coordination	\$387,100	\$0	\$23,164	\$410,264	
2	Programming	\$46,700	\$0	\$175	\$46,875	
3	Data and Studies	\$297,800	\$160,000	\$19,775	\$477,575	
4	Planning	\$99,400	\$165,000	\$2,357	\$266,757	
Totals		\$831,000	\$325,000	\$45,414	\$1,201,414	

(1) Breakdown of Costs does not include In-Kind Funding

Municipality	% (2)	2 Year Total (3)
Bangor	37.08%	\$34,442.08
Bradley	1.54%	\$825.08
Brewer	11.75%	\$8,940.69
Hampden	10.87%	\$5,883.23
Hermon	9.09%	\$3,442.04
Milford	3.46%	\$2,400.83
Old Town	9.06%	\$6,688.84
Orono	11.22%	\$8,176.35
Orrington	4.27%	\$1,848.42
Veazie	1.67%	\$1,160.06

(2) Ratio based on municipal percent of total Decennial Census Urban Population and percent of total VMT. The figures for the 2026-2027 UPWP have an interim formula to assist members with the adjustment from the updated census figures. Figures in future UPWPs are subject to change.

(3) Invoices are sent on an annual basis for half of each member's total contribution. Figures are subject to change based on UPWP funding amendments.

## Attachment 1 - Task 5 (Rollover Funding)

Activities are included in Tasks 3 / 4 - Funding below is additional funding rolled over from our 2024-2025 UPWP with justifications included below for request of rollover.

### Regional Transit System Assessment

- Additional evaluation of enhancing service and efficiency, routes, designated stops and other transit related policies will be conducted if deemed necessary with additional funding available.

### Freight Study / Updated Truck Routes

- The delay in the 395 Connector project has necessitated a postponement of this study. The carryover funding will ensure that the study's findings are current and accurately reflect the new regional route network.

### Hermon - Route 2 Study

- Following extensive discussions with our members and MaineDOT, it has been determined that the scope of this project from our original plan should be expanded. The additional funding will allow us to conduct a more comprehensive study that aligns with MaineDOT's expectations and delivers greater regional benefit.

### Culvert Inventory - Hydrologic & Hydraulic Phase

- Our team is actively working with a consultant to complete Phase 2 of the Culvert Inventory. Phase 3 is programmed for the 2026-2027 UPWP and we would like to request any unexpended funds at the end of Phase 2 be allowed to roll into the Phase 3 Hydraulics and Hydrology study.

### Complete Streets

- Our team is actively working on the Complete Streets project during our current UPWP. This funding will be required to ensure the project's timely and complete execution.

### Product Schedule

Task 4	Budget	Frequency	2026				2027			
			Q 1	Q 2	Q 3	Q 4	Q 1	Q 2	Q 3	Q 4
Regional Transit System Assessment	\$35,000	2026 - Mid 2027	x	x	x	x	x	x		
Freight Study / Updated Truck Routes	\$30,000	Varies			x	x	x	x		
Hermon - Route 2 Study	\$45,000			x	x	x	x	x	x	x
Culvert Inventory	\$25,000		x	x	x	x	x	x		
Complete Streets	\$50,000		x	x	x	x	x	x		

**Funding**

Responsibility	Estimated Costs	Funding Source	Amount
BACTS	\$79,500	FHWA PL	\$148,000
Consultant	\$105,500	MaineDOT	\$18,500
Direct Costs	\$0	Local	\$18,500
<b>Total</b>	<b>\$185,000</b>	FTA §5303	\$0
		In Kind	\$0
		<b>Total</b>	<b>\$185,000</b>