



**Portland Area  
Comprehensive  
Transportation  
System**

**Policies and Procedures**

**for the 2012/2013**

**Transportation Improvement Program**

**Adopted October 2009**

**Amended March 2010**

May 7, 2010

Dear PACTS Committee Members,

We will use this document during the PACTS projects priority setting and administration during the next two years. The Policy Committee originally adopted this last October, and then made some revisions in March. Here are some highlights:

1. Use our Collector Roads Set-Aside funding to preserve the 83 miles in good condition until sufficient funding becomes available from the federal and state governments to meet their obligation as a partner with local municipalities to adequately repair and maintain the entire collector road system
2. Stick with our PACTS funding cap policy, and stick with our policy to fund our STP-funded projects (except transit) at 25% local, 10% state and 65% federal.
3. Add two elements to our proposal scoring procedures regarding public/private partnerships and collaborative efforts between towns, and change the weights from 80/20 to 50/50 given our two primary scoring tools: the PACTS Roadway Formula and the Destination Tomorrow Score, respectively.
4. Establish the pilot PACTS Credit Program.
5. Incorporate MaineDOT's new Three Party Agreement into our process.

Please join PACTS staff in thanking the TIP Process Committee members who met nine times to complete their work. The committee members were:

- John Bubier, Chair, Biddeford City Manager
- Jim Gailey, South Portland City Manager
- Nathan Poore, Falmouth Town Manager
- Steve Gunty, Old Orchard Beach Town Manager
- Mike Bobinsky, Portland Public Services Department Director
- Genie Beaulieu, Freeport Town Councilor
- Mike Laberge and Duane Scott, MaineDOT Augusta
- Bob Hough, MaineDOT Region One
- Tom Meyers, South Portland Bus Service Manager
- Greg Tansley, Biddeford Planning Director
- Tom Milligan, Biddeford City Engineer
- Jennie Franceschi, Biddeford Planning Engineer
- Molly Just, Westbrook City Planner
- Brooks More, Windham Town Planner
- Dan Jellis, Yarmouth Town Engineer

Please contact PACTS staff at any time with questions about the content of this document.

# PACTS TIP Policies and Procedures Document

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## **I. Introduction**

The Portland Area Comprehensive Transportation System (PACTS) shares the responsibility with the Maine Department of Transportation (MaineDOT) for the programming of all projects funded with Federal Highway and Federal Transit Administration (FHWA and FTA) funds in the PACTS Funding Area. The PACTS Funding Area covers parts or all of the following fifteen municipalities: Biddeford, Cape Elizabeth, Cumberland, Gorham, Falmouth, Freeport, North Yarmouth, Old Orchard Beach, Portland, Saco, South Portland, Scarborough, Westbrook, Windham and Yarmouth.

The primary purpose of this document is to describe the development and administration of PACTS "MPO Allocation" projects. These projects are funded with federal Surface Transportation Program (STP) and National Highway System (NHS) funds made available to PACTS each biennium by MaineDOT. The MPO Allocation is based on a percentage of the funds that come to Maine via the Federal Highway Administration (FHWA). The Allocation is the sum of the federal funds plus state and local matching funds.

On April 14, 2010, MaineDOT's Bureau of Transportation Systems Planning sent a letter to PACTS with the following estimates of the federal and state funds available for the PACTS MPO Allocation for the 2012-2013 biennium: \$10,243,217 in federal funds, and a state match of \$1,280,402. These figures are the same as our current (2010-2011) biennial amount. These federal and state funds produce an approximate \$14,500,000 total PACTS MPO Allocation based on the PACTS policy of programming most of the federal funds at an average 70% share. We are hoping that Congress will reauthorize a multi-year federal transportation funding and policy act before the end of 2010. This reauthorization action will enable the MaineDOT to calculate an exact amount for the PACTS MPO Allocation.

This document also describes the PACTS process to allocate FTA Section 5307 funds to the various transit systems in our region, and highlights several MaineDOT policies that directly affect the programming and project development work at PACTS.

Participants in the allocation of federal and state funds in our area should be aware of these three documents that are adopted every two years and updated when necessary:

1. Biennial Capital Work Plan - This is a MaineDOT statewide document prepared for the review and approval of the Maine Legislature. This document includes the latest MPO Allocation projects programmed by the PACTS Policy Committee.
2. Statewide Transportation Improvement Program (STIP) - This is a MaineDOT programming and project scheduling document prepared for the review and approval of the FHWA and FTA. Projects funded in the most recent Work Plan are listed here, as are active projects that were funded in earlier Work Plans. The projects listed in the STIP, including Congressional earmark projects, must also be listed in the PACTS TIP. The STIP covers a four-year period and is updated every two years.

3. Transportation Improvement Program (TIP) - This is a PACTS document prepared for the review and approval of the FHWA and FTA. The projects listed in the PACTS TIP, including Congressional and Legislative earmark projects, must also be listed in the STIP. The TIP covers a four-year period and is updated every two years.

This document does not describe the regional transportation planning process at PACTS, nor the work of PACTS to develop regional priorities to be considered periodically by Congress. Contact staff for more information on those subjects, or visit [www.pactsplan.org](http://www.pactsplan.org).

## **II. PACTS Programming Policies**

### **A. Organization Eligibility**

The chief elected or administrative officials from the following organizations may propose projects through the PACTS process:

- Biddeford Saco Old Orchard Beach Transit Committee (Shuttlebus)
- Casco Bay Island Transit District
- Each of the fifteen PACTS member municipalities
- Greater Portland Transit District (METRO)
- Greater Portland Council of Governments
- Maine Department of Environmental Protection
- Maine Department of Transportation
- Maine Turnpike Authority
- Northern New England Passenger Rail Authority (NNEPRA)
- Regional Transportation Program
- South Portland Bus Service
- Southern Maine Regional Planning Commission
- York and Cumberland Counties
- York County Community Action Corporation (YCCAC)

All others who wish to propose projects through the PACTS process must have the endorsement/sponsorship of one of the organizations listed above.

### **B. Project Eligibility**

Proposals for use of the PACTS MPO Allocation must be eligible for STP or NHS funding. The following list presents most of the eligible purposes.

- Reconstruction, rehabilitation, resurfacing and restoration of highways.
- Highway safety improvements.
- Traffic operational improvements, including installation and upgrading of traffic signals.

- Streetscape projects.
- Transit-oriented development projects.
- Capital costs for transit projects and carpool projects.
- Park 'n ride and satellite parking facilities and programs.
- Bicycle lanes and programs to secure bicycles including storage facilities and other similar bicycle facilities.
- Related road improvements to improve pedestrian amenities and safety, including pedestrian overpasses.
- Programs for new construction and major reconstruction of paths, trails or areas solely for the use of pedestrian or other non-motorized means of transportation.
- Preservation of abandoned railway corridors, including conversion and/or combined rail-with-trail use for pedestrian or bicycle trails.
- Bridge construction, reconstruction, widening, rehabilitation, resurfacing and restoration. Please note that this is a low PACTS programming priority because MaineDOT uses a separate federal funding program for these purposes. This same principle applies to the use of our MPO Allocation for projects on interstate highways and ramps.

In the event that a question arises regarding the funding eligibility of a proposal, PACTS, SMRPC or GPCOG staff will consult with MaineDOT, FHWA and/or FTA.

### **C. Proposal Requirements and Scoring Process**

Preliminary applications were due on January 8, 2010. PACTS staff reviewed and commented on the applications. Final applications were due on February 12, 2010. Final submissions that omit data or show incorrect data used in the scoring process will receive zeros in those scoring factors. Corrections and supplementary data will not be accepted after the deadline. Final applications that fail to meet the requirements listed below will not be considered.

Proposals for funding from the PACTS MPO Allocation must meet the following eligibility, threshold and policy endorsement requirements. Please review the application forms for specific information requested pertaining to the various project categories.

1. An intersection proposal whose primary objective is to improve the accommodation of morning or afternoon peak hour traffic must be for an intersection with at least one approach experiencing a current level of service of "D" or worse. A registered professional engineer must make such a determination.
2. An intersection proposal whose primary objective is to address a current unsafe condition must be for an intersection that MaineDOT has determined is a High Crash Location and whose "MaineDOT percent personal injury" exceeds the state average by at least 10 percent.
3. Proposals to change the existing intersection or roadway cross-section must be supported by a feasibility study that includes an analysis of feasible alternatives,

recommendation of the most viable alternative, a planning level estimate of cost, and at least one public forum. Studies without a clear recommendation will be deemed incomplete.

4. All proposals for new traffic signals must be accompanied by a warrant analysis approved by MaineDOT.
5. Proposals to reconstruct a road must be submitted by a registered professional engineer, and must include a cost estimate and state the source of the estimate. Test pits and/or test borings may be taken during EPS to confirm the engineer's recommendation.
6. Bicycle/Ped/Other – Proposals for the construction of new sidewalks/ paths/trails (excludes (re)striping of existing roadways) intended to be used solely by bicycles and/or pedestrians must be supported by an analysis that assesses viable alternative routes, potential demand, and level of municipal, business and resident support, that recommends the most feasible alternative, and that includes a estimate of cost. The analysis must be provided to PACTS staff by the February 12<sup>th</sup> deadline.
7. Proposals must include a purpose-and-need statement that describes the conditions that warrant the proposed project and explain the intended benefits of that project.

Note that we do not require applications for collector preservation paving projects. See the role of the Technical Committee in Section J below for more on this.

### Scoring

Regional staff (PACTS, GPCOG and SMRPC) and the members of the PACTS Committees carefully evaluate and score all other proposals for use of the MPO Allocation funds. The scoring and ranking processes involve policy and technical criteria that are extensive in scope and have been used for many years. We use the following formulas in the ranking of proposals:

- a. Collector Road Formula – Originally adopted in 2008 based on recommendations in the PACTS Collector Roads Assessment Study.
- b. Roadway Formula – The eight-factor formula used in the technical scoring of proposals under the Intersection and Rebuild Road Set-Asides.
- c. Destination Tomorrow Formula – The formula used in the policy scoring of proposals under the Intersection and Rebuild Road Set-Asides.
- d. Bike/Pedestrian Formula – The formula used in the scoring of bike/ped proposals.
- e. STP Transit Formula – The formula used in the scoring of proposals for transit capital improvements to be funded with STP funds available in the MPO Allocation funding.

Contact staff at PACTS, GPCOG and SMRPC for details on the formulas.

Every two years regional staff works with our TIP Process Committee (as well as all of the standing PACTS committees) to review the criteria. On October 22, 2009 the Policy Committee endorsed these changes to the process:

- Using our Collector Roads Set-Aside funding to preserve the 83 miles of roads in good condition until sufficient funding becomes available from the federal and state governments to meet their obligation as a partner to local municipalities to adequately repair and maintain the entire collector road system.
- Revised the Set-Aside funding policy. See below.
- Revised the Project Substitution policy. See page 15.
- Added the “Multi-Municipality” and the “Public-Private Funding” factors to the scoring of Bike-Ped, Intersection and Road Rebuild proposals. See PACTS staff for details.
- Changed the weights given to the Roadway and Destination Tomorrow Formulas to 50%/50%.
- Incorporated (in January 2010) the MaineDOT’s new Three Party Agreement process. See page 21.
- Shortened this TIP Policies document in order to make it more user-friendly.

#### **D. Match Ratios**

In the fall of 2010 the Policy Committee will use the same match ratios in programming the 2012/2013 MPO Allocation projects as the members used in 2008:

- For STP-funded Collector, Intersection, Rebuild Road and Bike/Ped Projects: the ratios at 65% federal, 10% state and 25% local
- For NHS-funded projects: the ratios at 80% federal, 10% state and 10% local
- For STP-funded Transit Projects: the ratios at 80% federal, 0% state and 20% local

This match policy is consistent with a 2008 MaineDOT policy to give Maine’s MPOs new flexibility for using state matching funds. Contact PACTS staff for details on this.

Note that MaineDOT intends to release in May 2010 a new policy regarding local match for capital improvement projects in Maine. We will review that policy and adapt ours if necessary.

Note also that MaineDOT has a policy whereby the minimum FHWA share in a project is 50%. As we learned in 2009, this is a MaineDOT policy rather than a FHWA policy.

#### **E. Set-Aside Policy**

In 2004 the Policy Committee created a set-asides structure with intent that the members act upon the priorities in *Destination Tomorrow* and address regional priorities. The Policy

Committee’s goal is to achieve the set-aside percentages over multiple biennia while reserving the right to exercise flexibility each biennium.

The percentages established in 2004 were based on a synthesis of the Eight Guiding Policies in *Destination Tomorrow*, estimates of the funding needed to upgrade and preserve the region’s collector roadway network through appropriate paving strategies, and historical spending patterns in the pre-2004 PACTS Funding Area. The TIP Process Committees in 2005, 2007 and 2009 reviewed the basic set-aside structure and recommended making some changes while retaining the fundamental concept.

In January 2010 the Policy Committee adopted the following set-aside policy for the coming biennium. The action included a commitment to use the entire Intersection Set-Aside for the Dunstan Corner intersection in Scarborough. This action was to honor the Policy Committee’s commitment made in 2008.

Note that the \$15,000,000 total is higher than the \$14,500,000 at the start of this document. The higher estimate was based on an optimistic estimate of federal funding. *PACTS staff and the Policy Committee will adjust these set-aside amounts later this year before programming 2012-2013 biennium projects.*

**PACTS 2012-2013 Biennial Set Aside Adopted January 2010**

	%	\$\$	Notes
Collectors	57%	\$8,550,000	A major increase in response to Collector Study.
Intersections	20%	\$3,000,000	<i>Will be used completely for Dunstan Corner.</i>
Rebuild Roads	10%	\$1,500,000	Arterial paving is a MaineDOT program.
Transit	9%	\$1,350,000	A statement for sustainable transportation policy.
Bike/Ped	4%	\$600,000	A statement for sustainable transportation policy.
Widen Roads	<u>0%</u>	<u>\$0</u>	A statement for sustainable transportation policy.
Total	100%	\$15,000,000	

The following narrative describes each of the set-aside categories.

Collector Set-Aside

Beginning in 2010, the PACTS policy will be to preserve the region’s existing 83 collector road miles that are in good condition, as determined by the PACTS Area Collector Road Assessment Study (which will be updated prior to project selection).

Contact PACTS staff for background on the extensive analysis and discussion on this subject by staff, the TIP Process Committee and many other PACTS committee members in 2009.

Note that staff and the members relied heavily on the January 2009 *PACTS Area Collector Road Assessment* report for this policy development. Staff and the Technical Committee worked closely with MaineDOT engineers and a consulting engineering firm during the preparation of the report and its “Collector Priority Index” ranking procedure.

#### Intersections Set-Aside

Typical intersection projects are the addition or upgrade of traffic signals, and the addition or widening of shoulders, turning lanes and through lanes. Other treatments to intersections are also eligible under this category.

#### Transit Set-Aside

The eligible capital improvement purposes for this set-aside include new or replacement vehicles, bus stops, utility vehicles, garages, computer hardware, bike racks, alternative fuel infrastructure, park ‘n ride lot improvements, and the purchase of carpool or vanpool vehicles and construction of transit oriented developments.

#### Rebuild Roads Set-Aside

This set-aside involves collector and arterial reconstruction projects that typically include constructing a new or rebuilt road structure from the sub-grade up, and/or significant drainage improvements. Minor straightening of a roadway’s horizontal and/or vertical curves is also included under this category. A Rebuild Roads project may also involve the widening of existing travel lanes (such as from 11 feet to 12 feet, or from 12 to 14 feet) and/or shoulders. A Rebuild Roads project may also include the construction of a new sidewalk if integral to the road portion.

Note that MaineDOT’s Arterial Paving Policy provides for the preservation paving of all arterials in the PACTS region. See page 19.

Note also that the prospect is low for PACTS to program reconstruction funds for a collector road because the competing arterial reconstruction proposals are likely to rank higher due to traffic volume points in the ranking process.

#### Bicycle/Pedestrian Set-Aside

Eligible purposes include streetscape improvements, off-road bike paths, sidewalks, bike lanes built as roadway shoulders designed and designated strictly for bicycle use, and all purposes eligible under the MaineDOT’s Quality Community Program except for the construction of paved shoulders designed to accommodate automotive travel. Contact PACTS staff for more information.

These are stand-alone projects – NOT components of road projects eligible for funding under other set-asides. Please note that projects in the other set-aside categories may include and must consider components designed to enhance the safety and mobility of pedestrians and bicyclists – but these components in other project categories may not be financed with funds from this Bicycle/Pedestrian/Other Set-Aside.

#### **F. National Highway System Funding**

In 2008, MDOT established a policy to encourage Maine’s MPOs to try to program one-third of their MPO Allocation funds for projects on the National Highway System (NHS) in our region. The premise is that the MaineDOT formula used to determine the size of the MPO Allocations to Maine’s MPOs is based approximately one-third on federal NHS funds that come to Maine.

Therefore, it is a PACTS policy to attempt to meet that one-third goal. Contact PACTS for more information on the NHS in our region.

#### **G. Two-Biennia Projects**

Large and complex highway projects usually require at least four years (two biennia) to design, fund and build. Often, the design work is done in the first biennium and then the construction is funded and completed in the second biennium. See “complex projects” below.

The PACTS “two-biennia policy” is a PACTS decision to fund design (also known as preconstruction engineering, or PCE) in a first biennium. This constitutes a commitment also to fund the project for construction in the biennium following completion of design, provided that: (1) PCE, as determined by the Preliminary Design Report, does not require a substantive change in the project, (2) PCE does not discover issues that either substantively increase the cost of the project or necessitates its deferral to a subsequent biennium, or (3) PCE does not determine that the project is not feasible for technical reasons or because of strong public resistance.

The final phase is project construction funding which is awarded in the subsequent biennium as referenced above. Given the complexity of many projects, MaineDOT often needs two years to complete the PCE and to advise us with certainty of what the project budget should be (as determined by the Preliminary Design Report) before the programming of construction funds. This two biennia practice is standard at MaineDOT. *PACTS and MaineDOT staff are well aware of the challenge for MaineDOT to produce adequate PCE information during one year in time for construction programming decisions by the Policy Committee. We are collaborating on this in order to make it work more efficiently.*

#### **H. Project Cap Policy**

PACTS MPO Allocation projects, excluding Transit Set-Aside projects, have a 25% contingency added to the project’s cost estimate at the time of funding by the Policy

Committee. *This amount – the cost estimate plus 25% contingency – represents the total amount that PACTS will fund for a project. Any amounts above this figure will be entirely the responsibility of the municipality.*

### Simple Projects

The 25% contingency is added to the cost estimate used by the Policy Committee in their final decision for “simple projects” – ones for which PCE and construction will be done in one biennium. The estimate may be a result of the PACTS EPS process or a MaineDOT/PACTS field review, or may be supplied by the municipality or agency putting forth the project.

### Complex Projects

The cost estimate for a project’s Preliminary Construction Engineering (PCE) work will be funded based on the most refined estimate at the time of the Policy Committee decision on which projects to fund in the next biennium. This estimate will normally be based on a percentage of a planning level estimate for the entire project. Historically, the amounts estimated to be needed to complete PCE have been accurate.

Construction for “complex projects” will be funded at the final PDR (Preliminary Design Report) amount plus a 25% contingency. If the PDR estimate exceeds by 25% the EPS or most refined estimate at the time of PCE funding, construction funding will not be guaranteed.

## **I. Enhanced Project Scoping**

In 2005, PACTS developed our Enhanced Project Scoping (EPS) process through collaborative efforts with MaineDOT in order to refine the scope and better manage the financial risk of projects. EPS identifies issues within a project that are likely to substantially impact either the cost of or time to deliver a project. PACTS staff will provide assistance in certain areas. Consultants will be used where appropriate. The MaineDOT will provide technical assistance such as reviewing geotechnical reports, and developing right-of-way cost estimates.

EPS is done after the Policy Committee’s decision on the “short list” of project candidates and before the final decision of which projects to submit to the MaineDOT for inclusion in the MaineDOT Biennial Capital Work Plan.

An EPS Report must be completed for all “short listed” project proposals (except collector paving) that meet any of the conditions listed below

1. Project will or might require right-of-way (ROW) acquisition.
2. Project will or might involve environmental issues beyond PBR (permit by rule).
3. Project will or might involve 4F (public parks and places) or § 106 (places of historic interest) issues.

4. Project will substantially impact existing utilities (above or below ground).
5. Project will or might involve substantial drainage issues.
6. Project will or might impact a railroad infrastructure.
7. Project has the potential to generate substantial public interest or opposition.
8. Projects that do not meet any of the above criteria may also be subject to EPS at the discretion of PACTS staff.

PACTS staff administer and oversee EPS Reports. Municipalities may be asked to submit additional information or to clarify aspects of the submitted proposal. PACTS retains the services of an engineering consultant to assist with the gathering and/or analysis of data or to otherwise assist in the preparing of EPS Reports. Each municipality pays the local share for the cost of the engineering consultant for EPS work on each proposal from that municipality.

MaineDOT may provide assistance in the following areas in the completion of the EPS Reports:

- Technical input and review of geotechnical analyses;
- Estimation of right-of-way costs;
- Recommending which projects should be subject to EPS; and
- Recommending which projects should be funded for PCE and construction in separate biennia and which should be funded in the same biennia.

## **J. Roles of PACTS Committees**

See PACTS Committees organizational chart below.

### **Policy Committee**

- Adopt this document.
- Serve as the final authority on interpretation of these policies and procedures.
- Adopt and submit an annual FTA Urban Funding allocation for the PACTS Funding Area to FTA and MaineDOT.
- Adopt the 2010 Short List of projects.
- Adopt and submit the MPO Allocation list of projects to MaineDOT in October 2010.
- Endorse a final PACTS TIP document for 2010-2013 in August 2009 for submission to the FHWA and FTA (and then again for the 2012-2015 TIP document in August 2011).
- Amend the MPO Allocation projects list and TIP as necessary in situations where the PACTS bylaws do not provide for such actions by the Executive Committee, or in situations where the Executive Committee is authorized to act but decides to seek Policy Committee action.
- Reprogram unspent MPO Allocation project funds.

## **Executive Committee**

- Make the following TIP project changes:
  - Revise the scope of work of funded MPO Allocation and FTA-funded projects as long as the amendments do not increase the PACTS contribution to those projects.
  - Endorse project substitution proposals per the PACTS Project Substitution policy.
  - Revise the PACTS TIP in order to correct administrative errors.
  - Add, delete or change other FHWA-funded and FTA-funded projects as requested by MaineDOT.

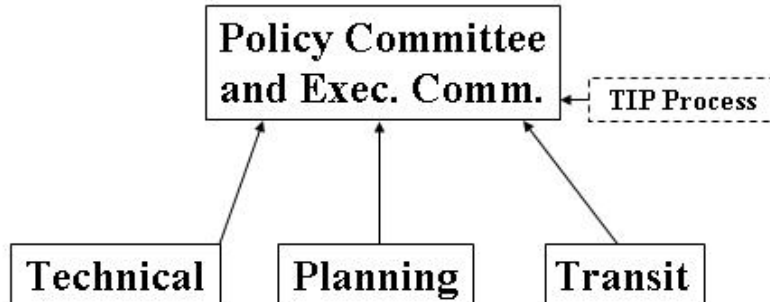
## **Transit Committee**

- Review staff scores for the proposals received for use of the Transit Set-Aside funds, and then submit “short list” and “final list” recommendations to the Policy Committee
- Submit a recommendation to the Policy Committee each year regarding the allocation of FTA Section 5307 Urban Formula Funds.
- Collaborate among one another to implement the recommendations of the Regional Transit Coordination Study from 2007 which outlines a path to creating a more seamless, efficient, customer-oriented system that serves and facilitates a growing ridership

## **Technical and Planning Committees**

- In the spring of 2010, the two committees reviewed staff’s scores of Bicycle/Pedestrian/Other proposals, and submitted a “short list” recommendation (to the Policy Committee) of project proposals that will undergo Enhanced Project Scoping during the summer. In the summer, they will make final recommendations on proposals that have had EPS reports completed.
- In the spring of 2010, the two committees will review staff’s first scoring of Rebuild Road proposals and submit a “short list” recommendation to the Policy Committee of project proposals that will undergo Enhanced Project Scoping during the summer. In the late summer, they will make final recommendations on proposals that have had EPS reports completed. (Normally the two committees would do the same work on Intersection proposals, but the 2012/2013 Intersections Set-Aside has been dedicated to Dunstan Corner.)
- In the summer and fall of 2010 the Technical Committee will review staff’s scoring of collector preservation paving projects, and submit a list of projects to be funded by the Policy Committee. We will use an update of our 2009 PACTS Collector Road Study in the selection of collector projects. We will update our regional database of collector road conditions during the spring of 2010, and then apply the ranking criteria outlined in the Collector Road Study.

## Committee Structure



### **TIP Process Committee**

Every two years the Policy Committee convenes a “TIP Process Committee” to review the PACTS policies and procedures described in this document. The members represent all of the standing PACTS committees. Staff and the Committee members report regularly to those other committees during the process in order to keep all parties aware of the work underway and to seek input.

### **K. Roles of Municipal Officers**

The PACTS Policy Committee asks that the Municipal Officers in each municipality provide the following policy support:

- Submit written endorsement to PACTS for all MPO Allocation proposals to PACTS from their municipality within two months of the submission of the proposals.
- Endorse proposals to PACTS from private, non-profit organizations within their municipalities.
- Submit written endorsement to PACTS for the projects from their municipality that the Policy Committee has voted to include in each biennial MPO Allocation list. This endorsement is required within two months of the Policy Committee’s vote and it should acknowledge the amounts programmed and the estimated local share for each project.
- Support the municipal signing of three-party agreements for project funding via the PACTS MPO Allocation.

## **L. Public Involvement**

PACTS encourages the general public to identify problems, to propose possible solutions, and to be involved in municipal decision-making processes during the development of projects to be funded via PACTS and MaineDOT.

The PACTS public involvement process for TIP project priority setting is a combination of contacts with member organizations and the general public, as outlined below.

- All feasibility studies funded by PACTS (which often produce funding proposals for specific projects from MaineDOT and/or PACTS) include a public outreach component. Our Enhanced Project Scoping process also includes a public input component. Together, these feasibility studies and project scoping efforts are designed to provide meaningful opportunities for public involvement in regional transportation planning and funding.
- We maintain at all times an up-to-date TIP section on our website, [www.pactsplan.org](http://www.pactsplan.org). The site includes a copy of the *PACTS Public Participation and Title VI Plan*.
- We publish legal ads every two years in the Portland Press Herald and Journal Tribune at the beginning of the process to review/revise this document. We also advise our Interested Parties list participants via email. Note: This policy is currently under review.
- At the beginning of the project selection process every two years we send an email to our municipal, state, transit, other regional organizations (and to our Interested Parties email list participants) advising of the deadlines for submitting MPO Allocation proposals.
- As described in Section E above, we ask that city/town councils, municipal officers and transit system boards submit written endorsements of all of their TIP proposals submitted to PACTS. We also ask for written endorsement to PACTS for the projects from their municipality that the Policy Committee votes to include in each biennial MPO Allocation list
- We hold a public meeting every two years in order to take public comment on the draft PACTS Transportation Improvement Program for the upcoming biennium.

## **M. Credit Program**

In March 2010, the Policy Committee adopted a one-time pilot “Credit Program”. The purpose is to help compensate our members for using 100% local funds to rehabilitate or reconstruct collector roads that are in poor condition and/or do not meet MaineDOT standards. A municipality must spend at least \$500,000 in local funds on one or more of our collectors. The locally funded projects must have been substantially completed in calendar 2009 and 2010. The Policy Committee will program federal and/or state funds – up to a limit of no more than \$250,000 per municipality – based on 10% of the funds spent by the municipality. The Policy Committee will finance up to \$1 million under this program from our Holding PIN.

Contact Paul Niehoff, PACTS Senior Transportation Planner, for more on this program.

## **N. Project Selection Schedule for 2010**

The following is an overview of the project selection schedule for 2010. Please see other sections of this document for details, or contact PACTS or GPCOG staff.

- January: Staff solicited project proposals from our members.
- Spring: Staff scores all proposals and shares results with Committees.
- Summer: Staff leads the “enhanced project scoping” process for the short-listed proposals.
- September and October: The Policy Committee receives final recommendations from staff and from the Technical, Transit and Planning Committees. The Policy Committee makes final 2012-2013 biennium MPO Allocation programming decisions and submits those to MaineDOT for inclusion in the MaineDOT’s Biennial Capital Work Plan.

## **III. PACTS Project Management Policies**

### **A. Project Monitoring**

PACTS staff is in constant contact with MaineDOT and uses the MaineDOT Project Status Updates to monitor the development of funded projects. PACTS uses the information in making any necessary adjustments to projects necessitated by increases or decreases in the MPO Allocation from year to year.

### **B. Project Amendments**

PACTS submits a Transportation Improvement Program (TIP) every two years to the FHWA and FTA. When the scope of a project in that document changes, if funding transfers are warranted or a project is withdrawn PACTS is required to amend its TIP and request concurrence from MaineDOT and FHWA. In most cases a substantial modification must be approved by the Policy Committee. The Executive Committee can approve minor revisions or fund transfers or projects withdrawn under the substitution policy. The Executive Committee can also approve a TIP amendment when FHWA or MaineDOT requests one. Fund transfers that do not affect our MPO allocation or result in a scope change or project withdrawal can be completed as an “administrative modification”.

When projects are removed from the TIP under either the substitution policy or are withdrawn and funds remain those funds are transferred to the PACTS “Holding PIN” to be reprogrammed to fund projects warranting additional funding or to add projects to the TIP (or to be used in the 2010 Credit Program).

### **C. Languishing Projects**

In the event that a project languishes for an extended period the Policy Committee will require a briefing by the project proponent based on the following framework:

- Staff will contact municipalities and transit organizations regarding all projects approved by the Policy Committee four years or more in the past.
- Staff will make the contact three months before the PACTS deadline for new TIP proposals. The approximate date is August in every odd-numbered year.
- A month later the project proponent will brief the Policy Committee explaining why the project has “languished” at which time the members will consider taking action regarding the project.

Please note that FHWA may request reimbursement of funds in the event that right-of-way acquisition for, or actual construction of, a project for which preliminary engineering was undertaken has not started by the close of the tenth fiscal year following the fiscal year in which the project was authorized.

#### **D. Unspent Project Funds**

Unspent MPO Allocation project funds are transferred into the PACTS “Holding PIN” for reprogramming by the Policy Committee.

#### **E. Project Withdrawals**

During the past twenty years PACTS has developed, refined and used a TIP priority setting process based in great part on a technical evaluation of TIP proposals. This technical approach has fostered a confidence in the professionalism of the PACTS process. However, while this process provides a strong basis for decision-making, there have been and there will continue to be occasions when changes in local priorities or other factors create a need to withdraw a funded project. In this case, unspent funds in the withdrawn project go back into the PACTS “Holding PIN” for reprogramming by the Policy Committee. Note: depending on the project withdrawal circumstances, the municipality shall be required to reimburse all expenditures as of the withdrawal date.

#### **F. Project Substitution**

A municipality or transit agency may request to withdraw a PACTS MPO Allocation project in order to transfer its funds to another PACTS MPO Allocation project that requires additional funding. This process is considered a project substitution.

- A request for substitution of a funded project may be made only after the Legislature has approved the project in the MaineDOT’s Biennial Capital Work Plan.
- A municipality or transit system seeking a substitution will submit a written request to the Executive Committee for consideration. The Executive Committee will consider such requests on a case-by-case basis, and may send the request to the Policy Committee for action.
- A municipality may not request to withdraw funds from a PACTS collector paving project for the purpose of this policy. (In 2009 this policy applies to all active collector paving projects.)

- If the withdrawn project retains a balance after transfer to the under funded project, the remaining balance will go into the PACTS “Holding PIN” for reprogramming by the Policy Committee.
- A municipality or transit system may not request to withdraw funds from a project that is four or more years old for the purpose of this policy. (The clock for this purpose starts when a project is first printed in a MaineDOT Capital Work Plan.)
- If the substitution is approved, new funding for the withdrawn project may not be requested from PACTS during the next biennial funding cycle. There is also no future-funding guarantee ascribed to the withdrawn project.

#### **IV. FTA Section 5307 Urbanized Area Program**

The Federal Transit Administration (FTA) administers federal funds dedicated for public transportation capital, operating and planning purposes in the PACTS Funding Area. FTA Section 5307 Urbanized Area Program funds, which Congress appropriates on an annual basis, are a major source of funding.

The PACTS Policy Committee has been sub-allocating FTA 5307 funds for 20 years, using a formula developed internally. During recent years, the PACTS Transit Committee has periodically reviewed the formula and has recommended changes to it.

In 2007, the FTA created a Small Transit Intensive Cities (STIC) funding program that supplements the Section 5307 program and rewarded good transit system performance. Transit systems in the PACTS region initially fared well under this program. The PACTS Transit Committee incorporated STIC funding into the overall 5307 allocation formula.

In January 2010 the Policy Committee asked that the Executive Committee review the Transit Committee’s proposed formula for distributing the FY 2010 FTA Section 5307 funds to the region’s transit systems. The proposed formula was based on a lot of work done by staff and the Transit Committee members during several months. On February 18<sup>th</sup> and 23<sup>rd</sup>, Nat Tupper, the Yarmouth Town Manager, facilitated meetings of our region’s transit systems. The meetings produced the revised formula shown on the next page and adopted by the Policy Committee on March 18, 2010.

This version of the formula is not much different from what has been used successfully over many years, but it is a little more complex.

- It has been based on two kinds of FTA money since 2007. The larger pot has been growing for many years. The smaller pot (the STIC funds) goes up and down from year to year. This year the region will not receive any STIC funding.
- The formula allocates most of the money based on a prior version of the formula that provides budget certainty to the transit systems from year to year. The remainder is allocated based on transit system performance, and sets aside a small portion of that for regional purposes.

Specifically, the formula allocates 5307 funds as follows:

- Divide the base portion of 5307 funds (funds up to 2009 amounts, or \$2.25 mm) based on the traditional formula (BSOOB: 6.66%; CBITD: 17.34%; METRO: 58.61%; RTP: 7.35%; SPBS: 7.00%; YCCAC: 3.04%)
- Any additional 5307 funds would be divided as follows:
  - The first 20%, up to \$40,000 would support shared projects
  - The balance, up to \$200,000, would be divided based on increased boardings (70%) and revenue vehicle miles (30%).
  - Any additional funds above \$200,000 would be divided according to the traditional formula (above).

As of March 2010, Congress had not yet set the funding for these funds for FY 2010, and it was unknown when that will happen. The Federal Transit Administration requires that the Policy Committee take official action on the actual dollar amounts for each transit organization after Congress appropriates the funds. Therefore, even though we know now approximately how much Congress will appropriate, the Policy Committee will have to take a second action on this sometime later in 2010.

Contact GPCOG or PACTS staff with questions about this funding allocation process.

23-Feb-09

### Allocation Formula for Calculating FY 2010 Section 5307 Funds

2007 Base

	A	B1	C1		D1	D2	D3	
	2007	2008	08 - 07	2009	09 - 08	09 - 07	2010	10 - 09
5307 1.	\$1,954,598	\$2,119,687	\$165,089	\$2,253,660	\$133,973	\$299,062	\$2,411,416	\$157,756
STIC 2.	\$723,646	\$626,738	-\$96,908	\$140,553	-\$486,185	-\$583,093	-\$31,551	\$31,551
<b>Total 3.</b>	<b>\$2,678,244</b>	<b>\$2,746,425</b>	\$68,181	<b>\$2,394,213</b>	-\$352,212	-\$284,031	<b>\$2,379,865</b>	<b>\$126,205</b>

Operator	Current % Allocation	Current 5307 \$ Allocation	Current STIC \$ Allocation	Total 5307 Allocation
BSOOB	6.66%	\$130,176	\$48,195	\$178,371
CBITD*	17.34%	\$338,927	\$125,480	\$464,408
METRO	58.61%	\$1,145,590	\$424,129	\$1,569,719
RTP*	7.35%	\$143,663	\$53,188	\$196,851
SPBS	7.00%	\$136,822	\$50,655	\$187,477
YCCAC	3.04%	\$59,420	\$21,999	\$81,419
<b>Total</b>	<b>100.00%</b>	<b>\$1,954,598</b>	<b>\$723,646</b>	<b>\$2,678,244</b>

1. 5307 D1<sup>1</sup>: Based on FTA '09 + 7%  
 Incremental Difference D2<sup>1</sup> = D1<sup>1</sup> - C1<sup>1</sup>

2. Regional Projects  
 D2<sup>2</sup> = D2<sup>1</sup> x 20%, not to exceed \$40,000

FY 2007, 2008 & 2009 Formulae and Amounts approved by PACTS Policy and MaineDOT

B. 2010 Draft Formula

Operator	Rev V-M	Rev V-M	Growth	Boardings	Boardings	Growth	Composite 3.		Boardings 2009
	2007	2009		2007	2009		30/70	20/80	
BSOOB	105,318	126,948	21,630	63,502	93,776	30,274	27,681	28,545	3.6%
CBITD*	59,663	59,876	213	855,273	760,097	(95,176)	(66,559)	(76,098)	29.0%
METRO	828,484	780,854	(47,630)	1,360,981	1,352,446	(8,535)	(20,264)	(16,354)	51.7%
RTP*	633,869	671,142	37,273	132,904	147,855	14,951	21,648	19,415	5.6%
SPBS	215,310	223,562	8,252	189,487	220,834	31,347	24,419	26,728	8.4%
YCCAC	116,391	240,119	123,728	38,764	41,949	3,185	39,348	27,294	1.6%
<b>Total</b>	<b>1,959,035</b>	<b>2,102,501</b>	<b>143,466</b>	<b>2,640,911</b>	<b>2,616,957</b>	<b>(23,954)</b>	<b>113,095</b>	<b>101,982</b>	

Operator	2009 Base 5307 Allocation	2009 Performance Factor 5307	2010 Balance 5307 Allocation - 20%	2010 Total 5307 Allocation	2010 Total % Allocation	= Total 2010 - Total 2009 % Change	
						Change	Change
BSOOB	\$150,094	24.48%	\$30,890	\$180,983	7.51%	\$21,529	13.50%
CBITD*	\$390,785	-58.85%	\$0	\$390,785	16.21%	-\$24,372	-5.87%
METRO	\$1,320,870	-17.92%	\$0	\$1,320,870	54.78%	-\$82,378	-5.87%
RTP*	\$165,644	19.14%	\$24,157	\$189,801	7.87%	\$13,826	7.86%
SPBS	\$157,756	21.59%	\$27,249	\$185,005	7.67%	\$17,410	10.39%
YCCAC	\$68,511	34.79%	\$43,909	\$112,420	4.66%	\$39,636	54.46%
<b>Total</b>	<b>\$2,253,660</b>		<b>\$126,205</b>	<b>\$2,379,865</b>	<b>98.69%</b>	<b>-\$14,348</b>	<b>5.60%</b>
<b>Regional</b>				<b>\$31,551</b>	<b>1.31%</b>	<b>\$31,551</b>	<b>100%</b>
				<b>\$2,411,416</b>	<b>100.00%</b>	<b>\$17,203</b>	<b>0.72%</b>

## **V. Coordination with MaineDOT**

As the primary implementing agency for projects programmed via PACTS, MaineDOT plays a key role in advising PACTS committee members and staff. The next few pages outline some key MaineDOT programs and some key federal transportation programs and requirements.

Please note that MaineDOT is about to produce two policy documents that might affect the PACTS programming process. We will adjust our policies and procedures in response to these MaineDOT initiatives if necessary. The two documents are:

- A new MaineDOT statewide policy regarding local match for capital projects; and
- The Highway System Simplification Study report. In 2009 the Legislature directed the MaineDOT to examine opportunities to simplify the state's current road classification system, and to determine if the division of maintenance and repair responsibilities over state and local roads needs to be "simplified." MaineDOT has teamed up with the Maine Municipal Association and many stakeholders from throughout the state to perform this study. Several PACTS staff and members have been participating actively. The report is due at the Legislature in July 2010.

For additional details on the overall MPO process in Maine and coordination of MaineDOT with Maine's MPO's, refer to the Administrative Guide for Maine MPO's. This can be found at <http://www.state.me.us/mdot/planning-process-programs/mpo.php>.

### **A. Arterial Paving**

MaineDOT uses other FHWA funds to pay for the preservation paving of arterials in the PACTS Funding Area. (Note that this is not "maintenance" paving.) See page 7 regarding the PACTS Rebuild Roads Set-Aside for the reconstruction of arterials and collectors in our region.

### **B. Other Federal and State Funds**

MaineDOT solicits proposals from municipalities, public transportation providers and state agencies for the use of federal and state transportation funds in the PACTS Funding Area in addition to the MPO Allocation funds. All PACTS member organizations are eligible *to apply directly to MaineDOT* for funding anywhere in their jurisdictions under the following programs.

- Hazard Elimination Program
- Congestion Mitigation and Air Quality Program (See Section C below)
- Quality Community Program
- Industrial Rail Access Program
- Small Harbor Improvement Program
- Boating Infrastructure Grant Program

- Certain eligible passenger and freight transportation improvements listed in MaineDOT's Project Solicitation Application.
- Safe Routes to School Program

In addition, MaineDOT will program improvements to bridges throughout the state and to the interstate highway system (apart from the turnpike).

MaineDOT Rural Road Initiative Program funds are available to all municipalities in the state for minor collector roads that are outside of federal urban areas. These funds are available on a matching ratio of 67% state and 33% local.

MaineDOT's Office of Passenger Transportation also administers a Transit Bonus Program.

In addition, the MaineDOT may choose to fund certain highway improvements within the PACTS Funding Area using federal funds *beyond the MPO Allocation*. The normal share ratios for these improvements are:

- STP: 80% federal, 5% state and 15% local
- NHS: 80% federal, 10% state and 10% local

Also, refer to the "Section 1821" and "703-B" partnership legislation described in the 2008 PACTS report entitled Leveraging Increased Funding Through Transportation Investment Partnerships. Note that the report describes 17 federal, state and local mechanisms to increase transportation funding.

Finally, in 2009 the MaineDOT led the process for programming projects throughout the state under the American Recovery and Reinvestment Act (ARRA). We expect that MaineDOT will take that same lead if Congress appropriates similar funding in 2010.

### **C. CMAQ Projects Scoring**

For approximately 15 years, the MaineDOT has used a major portion of the federal Congestion Mitigation and Air Quality Program (CMAQ) funding available to Maine for capital improvements and operating assistance for passenger rail and bus service. The PACTS Policy Committee has supported these decisions every two years through our biennial Transportation Improvement Program endorsements. Much of that CMAQ investment was used to implement the 1995 MaineDOT Strategic Passenger Transportation Plan.

In 2008, the MaineDOT began a new process for selecting projects to be funded with the annual \$8 million available from the CMAQ program. The new process involves a scoring procedure done by the staffs of MaineDOT, MaineDEP, PACTS, GPCOG, KACTS and others. In March 2009, the group ranked 92 candidates from throughout the state. The MaineDOT used the results of this ranking in the summer of 2009 in the selection of projects to be funded with CMAQ funds in the new Statewide Transportation Improvement Program.

PACTS, GPCOG and SMRPC staff will participate in this ranking process for the next round again in 2011. Contact staff for more information on this process.

#### **D. Project Status Updates**

MaineDOT periodically provides PACTS and our members with a Project Status Updates listing both the financial and work status of all MPO Allocation projects. PACTS staff works with MaineDOT to fine-tune this report to make it as useful as possible for all parties.

#### **E. MaineDOT Six Year Plan and Earmark Coordination**

During the TIP priority setting process in 2010, PACTS staff and members will review the MaineDOT's 2010 to 2015 Six Year Plan in order to be aware of priorities in that Plan that may affect the PACTS Area. Staff and committee members will discuss these priorities with MaineDOT and coordinate the development of studies and projects accordingly.

In this document MaineDOT has recorded a new policy that they “will not provide any matching funds for any project funded with congressionally designated funding not included in the MaineDOT’s Six-Year Plan.”

Go to <http://www.state.me.us/mdot/planning-documents/pdf/6yrplanopt.pdf> for a copy of the Plan.

#### **F. Non-Participating Projects**

A “non-participating” project is a cancelled FHWA-funded project for which the FHWA will not provide federal funding. Depending on the project withdrawal circumstances the municipality shall be responsible for 100% of expenditures to date.

#### **G. Three Party Agreement**

In January 2010, the Policy Committee endorsed the addition to our process of a Three-Party Agreement designed to clarify the responsibilities of MaineDOT, PACTS and the affected municipality regarding all projects (except transit capital) funded via our MPO Allocation. The template endorsed in January 2010 reflected adjustments made based on several months of negotiation between MaineDOT and PACTS staff and committee members.

MaineDOT initiated this new agreement after several years of MaineDOT and our municipal members asking for more involvement from PACTS staff during the project development and construction phases. This project involvement shift results in significantly more PACTS staff monitoring of project funding, project amending, and participation in review and revisions of project scopes. This change was precipitated by many factors within and outside of PACTS, and had led to our hiring in 2007 of PACTS staff to work on project development with our municipalities and MaineDOT.

Contact Paul Niehoff, PACTS Senior Transportation Planner, for more on this.

## **H. Municipal Projects on State Highways and Streets**

In January 2010, MaineDOT's Chief Engineer, Ken Sweeney, met with the Policy Committee to discuss standards that municipalities must meet when making capital improvements on collectors and arterials using strictly local funds. He said that MaineDOT appreciates very much the expenditures that municipalities have been making on these roads, and reminded the members that MaineDOT has jurisdiction and responsibility to assure that appropriate capital improvements are made to them. He described a short memorandum of agreement being developed for MaineDOT and municipalities to sign. This has been completed.

Contact Paul Niehoff, PACTS Senior Transportation Planner, for more on this.

# Glossary of Transportation Terms

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**Advance construction** – A Federal Highway Administration financing technique allowing a state to initiate a project without federal funds, while preserving the project’s future eligibility for federal-aid funds. MaineDOT uses advance construction as a cash-flow management tool.

**Air quality conformity** – This process ensures that MPO long-range plans, programs and projects are consistent with federal air quality standards. MPOs that were previously or are currently in non-attainment status with the federal Clean Air Act Amendments of 1990 must demonstrate that their areas’ long-range plans, transportation improvement programs and associated projects conform to the state’s plan for meeting clean air standards.

**Air quality maintenance area** – A geographic region previously designated by the Clean Air Act Amendments of 1990 as non-attainment, then upgraded to probationary attainment status subject to continued compliance with national air quality standards. Two of Maine’s four MPOs – the Portland Area Comprehensive Transportation System (PACTS) and the Kittery Area Comprehensive Transportation Study (KACTS) – are maintenance areas.

**Air quality non-attainment area** – A region that the Environmental Protection Agency has designated as failing to meet national air quality standards. As of 2007, Maine is in attainment.

**Amendment** – A revision to a long-range transportation plan or transportation improvement program that is significant enough to require public review and comment, a new demonstration of fiscal constraint, and/or an air-quality conformity determination. Examples include the addition or deletion of a project; or a substantial change in the cost, design concept, or design scope of a project included in an MPO long-range plan or TIP.

**Apportionment** – The distribution of funds using a formula prescribed by law. Federal transportation funds are apportioned to Maine.

**Authorization Act** – Basic, substantive legislation that establishes or continues federal programs and establishes an upper limit on the amount of funds for the program(s). The current authorization act for surface transportation programs is the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU).

**Biennial Capital Work plan** – The work plan lists projects proposed through MaineDOT for funding implementation over two years, consistent with MaineDOT’s 20-year long-range plan. It is submitted to the Legislature by March 30 of every odd-numbered calendar year in support of MaineDOT’s budget request. MPOs provide project lists to support this document.

**Clean Air Act Amendments of 1990** – This law, which updates the earlier Clean Air Act, specifically ties clean air improvements to receipt of federal transportation funding and imposes requirements on the transportation sector.

**Construction engineering (CE)** – All project engineering work after the start of construction.

**Congestion Mitigation Air Quality Program (CMAQ)** – The program funds projects in air quality non-attainment and maintenance areas that are calculated to reduce ozone precursors.

**Environmental Protection Agency (EPA)** – This federal agency implements the provisions of the Clean Air Act Amendments of 1990 at the federal level.

**Federal Highway Administration (FHWA)** – The federal agency within the U.S. Department of Transportation that administers the Federal-Aid Highway Program.

**Federal Transit Administration (FTA)** – A branch of the U.S. Department of Transportation that administers programs and funding affecting mass transit.

**Functional classification** – The process by which public roads are grouped into classes according to the character of service they are intended to provide. Urban roads fall into four broad categories: principal arterials, minor arterials, urban collectors, and local roads.

**Hazard Elimination Program** – A federal program that is part of the larger Highway Safety Improvement Program directed to transportation safety improvements. HEP projects are 90 percent federally funded. The program applies to all public highways, including local roads.

**Highway improvements** – Actions taken to bring an existing highway up to modern standards applicable to the functional class for the road.

**Locally administered project (LAP)** – Any MaineDOT project in which a municipality administers the design, development and/or construction of the project. Cities and towns administering LAPs must be certified through the MaineDOT LAP Certification Program. The LAP program is a reimbursement program. Each LAP necessitates the execution of a Local Project Agreement detailing the project development requirements expected of the municipality and MaineDOT.

**Maintenance paving** – A pavement treatment used as a holding action until a more significant treatment can be applied. It consists of a 5/8-inch nominal overlay. Maintenance paving in MPO areas is not eligible for state or federal capital improvement funding.

**Metropolitan Planning Area (MPA)** – The geographic area in which the metropolitan transportation planning process must be carried out. The boundary is determined by agreement between each MPO and the governor. By federal law, it must encompass the existing urbanized area defined by the U.S. Census Bureau, along with the area expected to become urbanized within the 20-year forecast period of an MPO long-range plan.

**Metropolitan planning organization (MPO)** – A regional policy-making body that is responsible for carrying out the transportation planning process in an urban area with a population of 50,000 or more, as determined by the U.S. Census Bureau. MPOs work with MaineDOT and other partners to develop transportation plans and programs for their regions. Maine has four MPOs:

- Androscoggin Transportation Resource Center (ATRC)
- Bangor Area Comprehensive Transportation System (BACTS)
- Kittery Area Comprehensive Transportation Study (KACTS)

- Portland Area Comprehensive Transportation System (PACTS)

**MPO capital improvement allocation** – MaineDOT every two years sets aside a portion of its Surface Transportation Program and National Highway System funding for each MPO. This allocation is based on a formula established by agreement between MaineDOT and each MPO. MPOs are responsible for identifying, selecting and prioritizing a financially balanced, multi-year program of capital improvement projects using this money. The projects must be consistent with the MPO long-range plan and be included in each MPO’s federally required transportation improvement program.

**MPO project** – A project selected by a metropolitan planning organization (MPO) for inclusion in the MaineDOT two-year work plan and the MPO four-year transportation improvement program.

**National Ambient Air Quality Standards (NAAQS)** – Federal standards that set allowable concentrations and exposure limits for various pollutants. These standards ensure that certain pollutants do not exceed specified levels more than once a year. Regions with levels of transportation-related air pollutants that violate the standards are designated as Non-attainment areas.

**National Environmental Policy Act of 1969 (NEPA)** – A federal law established to ensure that federally funded projects have a minimal impact on the environment, as well as on natural, cultural and economic resources. MaineDOT is obligated to consider all environmental factors under NEPA for all of its federally funded projects. The MaineDOT Bureau of Transportation Systems Planning is responsible for this aspect of project development.

**National Highway System (NHS)** – The NHS is a network of nationally significant highways approved by Congress in the National Highway System Designation Act of 1995. The NHS includes the Interstate System and nearly 114,000 miles of arterial and other roads and connectors to major intermodal terminals.

**Obligation** – The Federal Government’s legal commitment to pay or reimburse states and/or other entities for the federal share of a transportation project’s eligible costs.

**Obligational authority** – The total amount of funds that may be obligated in a year. For the Federal-Aid Highway Program, this consists of the *obligation limitation* plus amounts for programs exempt from the limitation.

**Obligation limitation** – A cap on the amount of federal funding that may be promised (obligated) during a set period. This is a budgetary control, required by federal law, which does not affect the apportionment or allocation of funds. Rather, it controls the rate at which these funds may be used.

**Pavement structure** – The pavement, gravel base, and sub-base of a roadway.

**Preconstruction engineering (PCE)** – The term covers all aspects of project engineering before construction.

**Preliminary engineering (PE)** – Early project engineering, usually done before the completion of preliminary design plans.

**Preservation** – Actions taken to preserve the investment in an existing transportation facility. Highway treatments falling under preservation may include repaving and drainage repair.

**Project Identification Number (PIN)** – A primary means of identifying and tracking projects within programs and information systems. MaineDOT assigns a PIN to all projects.

**Project Management Information System (PROMIS)** – A mainframe-based financial information system in use since the early 1980s. MaineDOT uses PROMIS as its primary financial information system.

**Reclamation** – A highway project that involves pulverizing the existing pavement in place with up to ten inches of the underlying material. The reclaimed material is then graded and compacted for based pavement.

**Reconstruction** – A type of highway treatment that involves constructing a new pavement structure from the subgrade up, for more than half of the project length.

**Rehabilitation** – A type of highway treatment that may involve significant improvements to the pavement structure, including a new pavement structure, for up to half the project length.

**SAFETEA-LU** – The Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users. The federal transportation funding measure became law in August 2005.

**Six-year plan** – MaineDOT every two years produces a Six-Year Transportation Improvement Plan that shows the projects it intends to undertake over six years, or three biennia. The six-year plan is the bridge between MaineDOT's long-range transportation plan, which covers 20 years and consists of long-term goals and strategies, and the two-year work plan, which lists the projects MaineDOT will undertake in a two-year period.

**Subgrade** – The material below the “structure” of the road. The structure includes the pavement, the gravel base, and the sub-base.

**State Implementation Plan (SIP)** – A federally mandated plan that contains procedures to monitor, maintain, and enforce compliance with national air quality standards. Transportation planning in air quality non-attainment and maintenance areas must consider the SIP, which is developed by the Maine Department of Environmental Protection.

**Stakeholders** – Individuals and organizations involved in or affected by the transportation planning process.

**Statewide transportation improvement program (STIP)** – A multi-year, intermodal program of federal-aid transportation projects consistent with all other required transportation plans developed within Maine. It lists all projects that MaineDOT intends to undertake with federal transportation funds within a four-year period. The STIP is updated biennially. MPO transportation improvement programs (TIPs) become part of the MaineDOT STIP.

**Surface Transportation Program (STP)** – A federal funding source for transportation projects associated with a public highway segment not functionally classified as rural minor collector or local road. MPOs are eligible to use these funds within their areas.

**Transportation Enhancement Program** – A category of federal funding. Ten percent of Surface Transportation Program funds must be set aside for projects that enhance the compatibility of transportation facilities with their surroundings.

**Transportation improvement program (TIP)** – The staged, four-year, intermodal program of prioritized transportation improvement projects. The TIP is an interactive MaineDOT-MPO document that lists all federally funded transportation projects in each MPO area. MPOs include projects they intend to program with their federal allocations, and MaineDOT lists the state-selected projects in each MPO area that will receive federal money. An initiative not listed in the TIP cannot receive federal transportation funds. MPO TIPs become part of Maine’s overall statewide transportation improvement program.

**Transportation Management Area (TMA)** – An urban area with a population of at least 200,000, as determined by the U.S. Census Bureau and officially designated by the U.S. Department of Transportation. TMA designation typically is requested by the governor and the affected MPO. Maine currently has no TMAs.

**Unified planning work program (UPWP)** – A UPWP addresses how an MPO will spend its allocation of Metropolitan Planning (PL) funds from the FHWA and its transit planning funds from the FTA. It identifies the planning priorities and activities to be carried out within the MPO area in a two-year period.

**Unbuilt road** – A highway that MaineDOT has identified as needing reconstruction or other improvement to meet modern operational and safety standards and adequate structural capacity. Note: MaineDOT is revising this term.

**Urban collector** – Collector highways in small urban or federally designated urbanized areas.

**Urbanized area** – A statistical geographic region designated by the U.S. Census Bureau. It consists of a central core and adjacent, densely settled territory that together have a residential population of at least 50,000, generally with an overall population density of at least 1,000 people per square mile. Federal law requires that a metropolitan planning organization (MPO) be designated to carry out the transportation planning process in each official urbanized area.

**Vehicle hours traveled (VHT)** – A calculation that transportation planners use in a variety of ways. VHT is the sum of times traveled by all motor vehicles in a specified region. In MPO areas, VHT is one of several factors that determine each MPO’s share of federal planning and capital improvement funding.

**Vehicle miles traveled (VMT)** – Similar to VHT, VMT is the sum of distances traveled by all motor vehicles in a specified region. In MPO areas, VMT is one of several factors that determine each MPO’s share of federal planning and capital improvement funding.