



STATE OF MAINE  
DEPARTMENT OF TRANSPORTATION  
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AUGUSTA, MAINE 04333-0016

Janet T. Mills  
GOVERNOR

Dale F. Doughty  
COMMISSIONER

**Testimony of  
Commissioner Dale F. Doughty  
Maine Department of Transportation**

**In Support of LD 2213**

**“An Act Making Supplemental Allocations from the Highway Fund and Other Funds for  
the Expenditures of State Government and Changing Certain Provisions of the Law  
Necessary to the Proper Operations of State Government for the Fiscal Years Ending  
June 30, 2026 and June 30, 2027”**

to the

**Joint Standing Committee on Transportation**

**March 5, 2026**

Senator Nangle, Representative Crafts, and Members of the Transportation Committee, my name is Dale F. Doughty, Commissioner of Maine’s Department of Transportation (“MaineDOT”). I am here to introduce the portion of the Governor’s proposed supplemental budget that pertains to MaineDOT.

In accordance with past Committee practice, and with the leave of the Chairs, I would propose that the detailed line-by-line reading of MaineDOT’s specific initiatives be deferred to the work session, so that you can get into items in as much detail as you wish. We have attached a detailed explanation of the initiatives as Appendix A.

I have been in front of you several times already discussing the past, present, and future of funding for MaineDOT. We have discussed the complex and interconnected sources of our funding – from Highway Funds, federal funds – including formula, targeted programmatic, and discretionary federal funds - locally secured funds, and bond funds. You have heard me articulate the necessity that we make assumptions about funding in order to develop a Work Plan, and the humility with which we do so, fully understanding that these are decisions are in the Governor’s and Legislators’ hands, as well as Congress. We have covered the concerning unstable landscape surrounding future funding and we have talked about the inclusive process by which we allocate those funds to transportation projects in development of our three-year Work Plan to ensure the prudent use of resources and the sustainability of our transportation assets. We

have discussed that transportation must be a long-term investment strategy and the implications of delays surrounding asset management.

In a late breaking development and related to our conversations about the volatility of both state and federal funding, the Revenue Forecasting Committee met February 26<sup>th</sup> and they are proposing a decrease in projected auto-related sales tax (FY 27 and moving forward) and liquor revenues (FY 26 and forward). In total, Highway Fund revenue is projected to be down \$14.7M during this biennium (FY 26 and FY 27) and \$15.8M in the next biennium (FY 28 and FY 29). As a result, and in the near term, the administration including MaineDOT and its sibling agencies will be looking to see what actions can be taken to mitigate the lost revenue.

In light of those discussions, however, MaineDOT's portion of this supplemental budget is relatively simple. Almost all of our initiatives can be put in two different categories. First, are position reorganizations, where positions have been evaluated to ensure that as responsibilities evolve, the positions are classified correctly within the State's salary schedule structure. These reorganizations have been reviewed and approved by the Bureau of Human Resources within the Department of Administrative and Financial Services. MaineDOT has shifted funding from the All Other expenditure category line where necessary to keep these initiatives neutral to the Highway Fund. That is, no additional Highway Fund allocation is necessary to put these reorganizations into effect.

The second category is position transfers. As MaineDOT makes internal programmatic changes, occasionally we submit budget initiatives that transfer positions between and among programs to align work with the appropriate program and funding source. Similarly, these transfers were kept neutral with respect to the Highway Fund.

The remainder of the initiatives reflect corrections from prior budgets, the need for increased spending for our Industrial Drive complex, and the increased revenue projected by the Revenue Forecasting Committee for the Multimodal Transportation Fund.

This supplemental budget also contains one language item that pertains to MaineDOT – Part E. Part E makes clear that this Transportation Committee has jurisdiction over Financial Orders related to the Highway Fund. Also this Committee has the authority to waive the requirement that such a Financial Order be submitted to the Office of Fiscal and Program Review (OFPR) 30 days in advance of it becoming effective.

That concludes my testimony, and I would be happy to answer any questions you may have.

## HIGHWAY AND BRIDGE CAPITAL

The **Highway and Bridge Capital** program has three initiatives beginning on page 12 of the Committee Document.

- 4) The first initiative (Ref. # 44) increases legislative count from .5 to 1.0. This is a technical correction that was brought forward by the Bureau of the Budget.
- 5) The second item (Ref. # 45-47) provides funding for the approved reorganization of Senior Technician positions to Lead Technician positions beginning in Fiscal Year 27. There are 90 Senior Technician positions being reorganized, 74 of which are in the Highway and Bridge Capital program. All positions in this program are funded 50% by the Highway Fund, 45% by federal funds, and 5% by other special revenue funds. The Highway Fund increase of \$434,519 is offset by a decrease in All Other funding of the same amount in the same program.
- 6) The third item (Ref. # 48-50) on pages 12 and 13 of the Committee Document provides funding for the approved reorganization of a Public Service Manager II position from range 30 to range 33 in FY 27. The annual cost of this reorganization is \$18,084 and is split-funded among the Highway Fund (50%), federal funds (45%), and other special revenue funds (5%). The Highway Fund increase of \$9,042 is offset by a decrease in All Other funding of the same amount in the same program.

## MAINTENANCE AND OPERATIONS PROGRAM

The **Maintenance and Operations Program** has five initiatives beginning on page 14 of the Committee Document.

- 7) The first initiative in this program is designated by Ref. # 27-28 and transfers and reallocates 5 Public Service Coordinator I positions from the Maintenance and Operations program to the Administration program.  
  
This represents the Maintenance and Operations side of the transfer covered by Ref. # 39 on page 10 of the Committee Document.
- 8) The second **Maintenance and Operations** item (Ref. # 29-30) transfers and reallocates a Public Service Manager I from the Administration program as the Maintenance and Operations' side of the transfer covered by Ref. # 40 on page 10 of the Committee Document.
- 9) The third initiative in this program – Ref. # 31-32 – transfers and reallocates one Office Associate II position from the Fleet Services program to the **Maintenance and Operations** program in FY 27.  
  
This represents the Maintenance and Operations side of the transfer covered by Ref. # 42 on page 11 of the Committee Document.

- 10) The fourth initiative in this program (Ref. # 33) increases allocation in the Industrial Drive Facility Fund for increased costs of maintaining and operating the facilities.
- 11) The fifth and final Maintenance and Operations item (Ref. # 34 ) provides funding for the approved reorganization of 90 Senior Technician positions to Lead Technician positions beginning in Fiscal Year 27. There are 90 Senior Technician positions being reorganized, 16 of which are in the Maintenance and Operations program. All positions in this program are funded 96% by the Highway Fund and 4% by federal funds. The Highway Fund increase of \$175,744 is offset by a decrease in All Other funding of the same amount in the same program.

### **MULTIMODAL TRANSPORTATION FUND**

The Multimodal Transportation Fund program has one initiative located on page 17.

- 12) The initiative for this program represents the results of the Revenue Forecasting Committee change in expected revenue for this account. The increase is \$743,753 in FY 26 and \$1,818,221 in FY 27.

### **RECLASSIFICATIONS**

The Department has reclassifications that are self-funded as well.

- 13) The Highway and Bridge Capital program has Ref. # 51-53 on page 19 that provide funding for reclassifications that have been approved by the Bureau of Human Resources and in some cases include retro pay that is due to employees.
- 14) The Maintenance and Operations program has Ref. # 36-37 on pages 19 and 20 that fund reclassifications that have been approved by the Bureau of Human Resources.

### **LANGUAGE**

- 15) Part E – Page 23 of the Committee Document  
This language item amends 23 MRS §1652 to make clear that the Transportation Committee has the authority to waive the 30-day wait prior submission requirement.

**Line-by-line Supporting Information on LD 2213**

**“An Act Making Unified Supplemental Appropriations and Allocations for the Expenditures of State Government, Highway Fund and Other Funds, and Changing Certain Provisions of the Law Necessary to the Proper Operations of State Government for the Fiscal Years Ending June 30, 2026 and June 30, 2027”**

**March 5, 2025**

The following is a line-by-line explanation of the MaineDOT supplemental requests for fiscal years 2026 and 2027 as included in LD 2213. This explanation will make reference to the Committee Document prepared by the Office of Fiscal and Program Review.

MaineDOT’s initiatives are primarily either (1) funding approved reclasses and reorganizations, where job duties had evolved and therefore compensation and classification needed to be updated; or (2) moving positions to better align their funding and responsibilities. In cases of transferring positions, you will see what appears to be repeated initiatives, but in reality these are corresponding initiatives which include a “transfer from” program and a “transfer to” program.

In all cases the initiatives are neutral to the Highway Fund.

**ADMINISTRATION**

The **Administration** program has two initiatives on page 10 of the Committee Document.

- 1) The first **Administration** item (Ref. # 39) transfers 5 Public Service Coordinator I positions from the Maintenance and Operations program to the Administration program, and reallocates the positions from 96% Highway Fund and 4% Federal Fund to 100% Highway Fund in FY 27.

Ref # 39 shows an increase in Personal Services of \$582,482, while the corresponding initiative in Ref # 27-28 on page 14 shows a decrease in Highway Fund allocation of \$559,182, because only 96% of the position cost was funded through Highway Fund dollars in the Maintenance & Operations program.

The increase in Highway Fund allocation for these positions of \$23,300, is offset by a reduction in All Other allocation in the Administration program.

	Highway Fund		Federal Fund
	Admin HF Ref #39	M&O HF Ref #27	M&O Fed Fund Ref #28
PS	582,482	(559,182)	(23,300)
AO	(23,300)		

<b>Totals</b>	<b>559,182</b>	<b>(559,182)</b>	<b>(23,300)</b>
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- 2) The second Administration initiative (Ref. # 40) transfers a Public Service Manager from the Administration program to the Maintenance and Operations program and reallocates the funding from 100% Highway Fund to 96% Highway Fund and 4% Federal Fund in FY 27.

The corresponding references in the Maintenance and Operations program are Ref #29-30 on page 14 of the Committee Document. In this case, the Highway Fund allocation for the position decreases and the difference - \$6,219 – is transferred to the All Other line, to keep the initiative neutral to the Highway Fund.

	Highway Fund		Federal Fund
	Admin HF Ref #40	M&O HF Ref #29	M&O Fed Fund Ref #30
PS	(155,495)	149,276	6,219
AO		6,219	
<b>Totals</b>	<b>(155,495)</b>	<b>155,495</b>	<b>6,219</b>

### FLEET SERVICES

The Fleet Services program has one initiative.

- 3) The initiative (Ref. # 42), on page 11 of the Committee Document, transfers one Office Associate II position from Fleet Services to the Maintenance and Operations program in FY27. This initiative also reallocates the cost of the position from 100% Fleet Services Fund to 96% Highway Fund and 4% Federal Fund.

The corresponding references in the Maintenance and Operations program are Ref. # 31-32 on page 15. The increase in Highway Fund allocation for the position is offset by a reduction in All Other in the same program.

	Fleet Services Fund	Highway Fund	Federal Fund
	Fleet Ref #42	M&O HF Ref #31	M&O Fed Fund Ref #32
PS	(84,497)	81,117	3,380
AO		(81,117)	
<b>Totals</b>	<b>(84,497)</b>	<b>-</b>	<b>3,380</b>