



Unified Planning Work Program

2024 - 2025

January 1st, 2024 through December 31st, 2025

Approved by the BACTS Policy Committee on August 29th, 2023

DRAFT

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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.

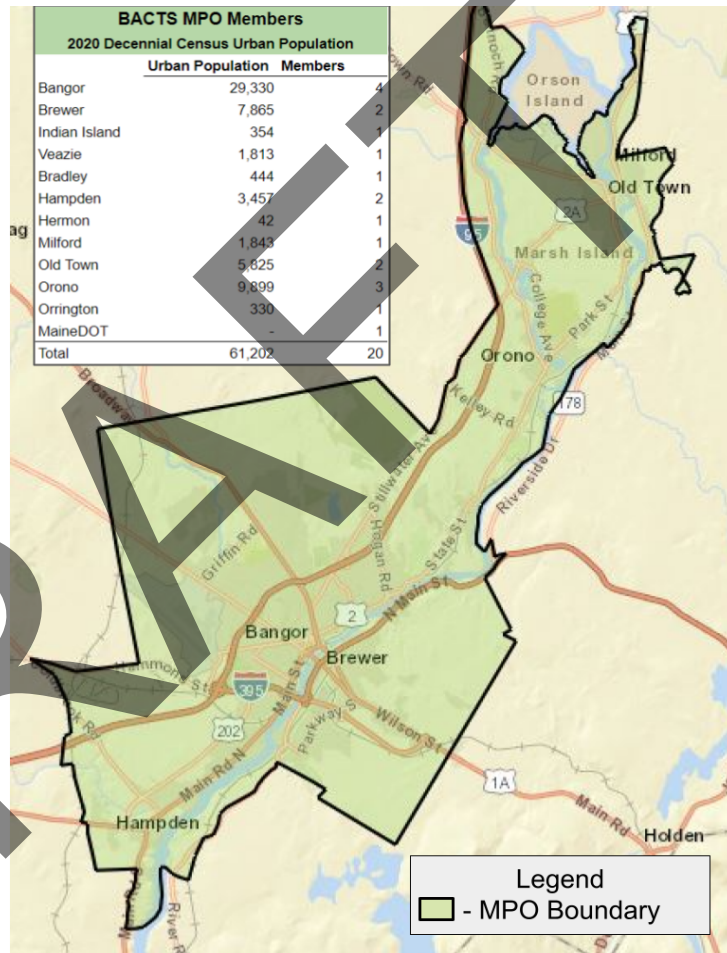
BACTS receives just under \$1 million dollars for a two year planning program and approximately \$2.2 million annually for capital funding.

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), Public Participation Plan (PPP), and an annual list of projects for which federal transportation funds are obligated. These plans and programs coordinate various elements of transportation networks into one cohesive regional



BACTS MPO Membership
2020 U.S. Decennial Census



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

BACTS' mission is to provide for the safe, economical, efficient, effective, and convenient movement of people and goods over a multimodal transportation system compatible with the socioeconomic and environmental characteristics of the region. The two year work plan focuses on supporting the BACTS mission. Highlights of the work completed in the 2022-2023 two year work plan can be found [here](#).

Federal Planning Factors

The Infrastructure Investment and Jobs Act (IIJA), also commonly known as Bipartisan Infrastructure Law, requires that ten specific planning factors can be considered by MPOs in the development of their UPWPs. The following matrix illustrates the planning factors considered in each of the UPWP tasks.

Planning Factors	Task 1 - Operations 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 is better able to support national transportation goals and communicate 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. The first performance period is 2018-2021. Separate 2-year and 4-year targets are established for various particular measures under PM-2 and PM-3.

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

2024 - 2025 UPWP Proposed Tasks and Activities

The following tasks for the 2024-2025 UPWP reflects the priorities developed by the BACTS membership. Each task is funded through a combination of federal, state, and local funding, and are completed by BACTS staff and consultants.

Since the previous UPWP, BACTS has increased its staff capacity to proactively meet the workloads of ongoing and future planning efforts. The following proposed tasks and activities are developed utilizing a combination of identified priorities by BACTS members, BACTS staffing capacity, and the utilization of expected funding for this time period.

BACTS' budget remains fiscally constrained with a significant likelihood of potential carryover into the 2026-2027 UPWP. BACTS has also submitted an application for the FHWA's Safe Street for All (SS4A) grant, which if successful, could prompt amendments to this UPWP to best describe and assess how such funding advances the MPO's planning and programming goals. Likewise, new data from the 2020 Census could also prompt UPWP amendments, in the event demographic changes are significant enough to change BACTS' funding mix.

Task 1 - Operation and Coordination

Objective

This task largely focuses on the management of the BACTS committees (Executive, Policy, and Transit) as well as other additional ad hoc committees, which are developed as needed. Under this task, BACTS staff will facilitate the management and supporting administrative tasks necessary for the operation of the MPO. BACTS will continue to build professional skills, which will allow staff to respond to our region's transportation needs. Another critical role of Task 1 is public engagement with the citizens of the BACTS region on transportation policy, planning, and projects.

Activities

MPO Operations

- General Administration - Broad, common management and administration tasks that support day-to-day activities of the MPO, including human resource functions.
- 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 2024-2025 Cooperative Agreement and any related consultant contracts or agreements relevant to the fulfillment of the 2024-2025 UPWP, complete annual reports, prepare amendments as required, and develop 2026-2027 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

- Public Participation Plan (PPP) - Follow the procedures outlined in the public participation policy as adopted by the Policy Committee for each plan or program. Review and update the PPP, as deemed necessary through the planning process.
- Website and Social Media - Manage and update the BACTS website and social media pages to provide public notification and access to meeting agendas and related materials. Proliferate other public-facing documents and communications in support of transportation planning programs.

- Title VI/Environmental Justice/Non-Discrimination Plan - Review and update Title VI/EJ/Non-Discrimination Plan. Prepare an annual report of 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

- Monitor Stakeholder Transportation Initiatives - Observe, track, and potentially cooperate in relevant transportation initiatives led by stakeholder partners in local, county, state, and federal agencies.
- Transit Coordination - Support a collaborative relationship between Community Connector and the member municipalities to ensure transit needs are met effectively. Seek out opportunities to improve service through connections with other agencies/stakeholders.
- Interagency Collaboration - Attend MaineDOT/MPO Quarterly meetings as well as collaborate meetings and/or workshops with regional partners, MaineDOT, other state agencies, FHWA, and FTA.

Committee Support

- MPO Committees - Direct and coordinate the continuing, cooperative, and comprehensive metropolitan transportation planning process. Facilitate and support the BACTS Policy Committee, Executive Committee, and Transit Committee. Provide assistance on various planning study advisory committees at the local level, and coordinate basic functions among federal, state, and local agencies (including FHWA, FTA, and MaineDOT).
- Public Transit Advisory Council - Serve as a member of the State of Maine Public Transit Advisory Council, Maine Transit Association, Black Bear Orono Express Shuttle Committee (non-voting member), and the Community Connector ADA Paratransit Appeals Committee.

Product Schedule

Task 1	Budget	Frequency	2024				2025			
			Q 1	Q 2	Q 3	Q 4	Q 1	Q 2	Q 3	Q 4
MPO Operations	\$114,000	Ongoing	x	x	x	x	x	x	x	x
Professional Development	\$38,000	Ongoing	x	x	x	x	x	x	x	x
Engagement	\$27,000	Ongoing	x	x	x	x	x	x	x	x
Coordination	\$50,000	Ongoing	x	x	x	x	x	x	x	x
Committee Support	\$38,000	Ongoing	x	x	x	x	x	x	x	x

Funding

Responsibility	Estimated Costs	Funding Source	Amount
BACTS	\$250,000	FHWA PL	\$149,600
Consultant	\$1,500	MaineDOT	\$26,700
Direct Costs	\$15,500	Local	\$18,700
Total	\$267,000	FTA §5303	\$64,000
		In Kind	\$8,000
		Total	\$267,000

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. There are ongoing processes between the MPO and MaineDOT to revise capital funding that could impact the prioritization of projects. The BACTS Policy Committee recently adopted the Transportation Improvement Program Project Prioritization and Selection Policy ([here](#)), which outlines the process and criteria by which projects are prioritized and selected for funding in the TIP. This is the guiding document for activities performed in Task 2.

Activities

Project Selection and Prioritization

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

TIP Documentation

- 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 BACTS PPP. Review MaineDOT STIP for consistency with BACTS TIP, and prepare revisions/amendments, as required of BACTS staff. Work with the Community Connector to review, compile, and post listing of projects obligated in the previous federal fiscal year.

Transit Programming

- Transit Financial Plans - Work with City of Bangor/Community Connector to cooperatively develop a 3-Year Projected Operations Financial Plan and a 10-Year Capital Plan.

Product Schedule

Task 2	Budget	Frequency	2024				2025			
			Q 1	Q 2	Q 3	Q 4	Q 1	Q 2	Q 3	Q 4
Project Selection and Prioritization	\$32,000	Annual Process - Jan-June and as needed	x	x			x	x	x	
TIP Documentation	\$13,000	Annual process Dec-Jan and as needed	x			x	x			x
Transit Programming	\$10,000	Annual process Dec-Jan and as needed	x			x	x			x

Funding

Responsibility	Estimated Costs	Funding Source	Amount
BACTS	\$32,400	FHWA PL	\$36,000
Consultant	\$22,500	MaineDOT	\$5,500
Direct Costs	\$100	Local	\$4,500
Total	\$55,000	FTA \$5303	\$8,000
		In Kind	\$1,000
		Total	\$57,000

Task 3 - Data / Analysis

Objective

Collecting and providing access to data is a critical function of BACTS, especially in the development or prioritization of transportation plans, policy, and investments within the region. BACTS member communities can utilize the MPO’s ability to collect traffic and roadway condition data to inform their transportation planning; BACTS also supplies data to MaineDOT in support of their planning processes. 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. This type of data is processed by BACTS through a variety of sources and databases, such as Mysidewalk and Streetlight, which are largely accessible due to paid subscriptions and MaineDOT memberships.

BACTS will conduct a number of transportation studies in the region which address transportation safety, mobility, and sustainability. BACTS strives to develop transportation plans with recommendations that address the MPO's performance targets and that are fiscally constrained. During this two year work plan, BACTS wrap up the regional climate action and adaptation plan and provide implementation support as needed.

Activities

Data Collection

- Traffic Data Collection - Work with stakeholders and partners on traffic volume and turning movement counts as requested from member municipalities and ensure all collected data will be maintained in an accessible database. Manage the collection of other data that may be required to carry out planning responsibilities, such as pavement condition, speed and delay, signal timing and phasing, facility location, inventory information, and transit related data. Incorporate MySidewalk and Streetlight data where appropriate, in planning activities.
- Performance Data Collection - Create and maintain databases to track annual condition and/or performance of systems for each performance measure. Develop a performance report card (or dashboard) for each performance measure, which describes baseline data, performance targets, progress, and current condition performance.
- Transportation Safety Planning - Monitor and update information as needed from MaineDOT's statewide database and reports to analyze area crash statistics. Identify contributing factors at problem locations and develop appropriate countermeasures. Utilize GIS mapping tools as appropriate to focus on crash locations with identifiable deficiencies in infrastructure, excessive speed, signal length and/or coordination, etc

Performance Measures

- Provide information to the BACTS Policy committee to develop or otherwise support the MaineDOT-developed performance targets and integrate performance measures into plans and programs. Develop performance target reporting, data collection, and analysis procedures. Track safety related performance target progress and continue to monitor safety conditions in the BACTS region.

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.

Village Partnership Initiative (VPI)

- VPI is a MaineDOT program that provides funds for improvements to bicycle-pedestrian and roadway safety infrastructure in qualifying communities. Assist, advance, and provide feedback to member municipalities' proposals for the VPI funds. Coordinate with MaineDOT in communicating VPI's relevance and requirements.

Inventories and Assessments

- Better Roads and Signal Master Plan - Monitor the status and condition of collector roads within the MPO’s purview and report them to the ongoing Better Road Program with Sewall. Engage with proactive maintenance of collector roads to reduce long term road repair costs.
- Penobscot Climate Action - Support implementation of the Penobscot Climate Action outcomes as needed, including additional committee coordination, public outreach, education, data collection, etc.
- Transit Support - Provide system performance analysis and support of ridership, fares, expenses, revenues, miles, and hours. Collect and maintain data required to evaluate transit system conditions and performance as necessary. Additional evaluation of routes, designated stops and other transit related policies will be conducted if deemed necessary.
- 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.
- Other Agencies’ Transportation Initiatives - Monitor and participate in relevant transportation initiatives led by local, state, and federal partner agencies.

Product Schedule

Task 3	Budget	Frequency	2024				2025			
			Q 1	Q 2	Q 3	Q 4	Q 1	Q 2	Q 3	Q 4
Data Collection	\$22,000	Ongoing	x	x	x	x	x	x	x	x
Performance Measures	\$7,000	Ongoing	x	x	x	x	x	x	x	x
GIS	\$26,000	Ongoing	x	x	x	x	x	x	x	x
VPI	\$37,000	Ongoing	x	x	x	x	x	x	x	x
Inventories and Assessments	\$100,000	Ongoing	x	x	x	x	x	x	x	x

Funding

Responsibility	Estimated Costs	Funding Source	Amount
BACTS	\$165,300	FHWA PL	\$139,200
Consultant	\$15,000	MaineDOT	\$19,200
Direct Costs	\$11,700	Local	\$17,400
Total	\$192,000	FTA §5303	\$14,400
		In Kind	\$1,800
		Total	\$192,000

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.

Culvert Inventory

- 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.

Hermon - Route 2 Study

- Hammond Street Capacity Study - Analyze the potential need for adding capacity to Route 2 from the Bangor / Hermon line to North Street in Hermon. Evaluate the impacts such a project would have on traffic volume and safety.

Brewer - South Main Street Traffic Analysis

- Wilson Street to I-395 Ramp Analysis - Study the section of South Main and provide traffic analysis including capacity, turning movement, speed, recommend sidewalk and parking improvements, and identify potential traffic safety improvements.

Active Transportation Plan

- Analyze conditions and trends in the region's bicycle and pedestrian network. Develop an updated active transportation 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.

Transit Studies

- Fare Structure Analysis - Analyze Community Connector fare structure and offer recommendations for potential updates. Produce a report that provides an overview of current and alternative fare structures, service value, comparisons to similar transit agencies, and other considerations.
- Community Connector Brand Recognition/Marketing - Assess the brand and visibility of Community Connector. Offer recommendations to improve service visibility, accessibility for riders, and the public desirability of the service. Provide estimated budgets and timelines for a potential full rebrand to match recommendations.

- Comprehensive Customer and Service Analysis - Collect and analyze data on Community Connector service, transit infrastructure, and customer use habits; such data may include factors such as origin/destination, stop infrastructure including ADA accessibility features, service hours, and satisfaction. Offer recommendations for improvements, with intentional consideration of costs and benefits.

Product Schedule

Task 4	Budget	Frequency	2024				2025			
			Q 1	Q 2	Q 3	Q 4	Q 1	Q 2	Q 3	Q 4
Freight Study / Updated Truck Routes	\$44,000	Varies			X	X	X	X		
Culvert Inventory	\$59,000			X	X	X				
Hermon - Route 2 Study	\$67,000						X	X	X	X
Brewer - South Main Street Traffic Analysis	\$127,000		X	X	X	X				
Active Transportation Plan	\$147,000				X	X	X	X	X	X
Transit Studies	\$230,000	Ongoing	X	X	X	X	X	X	X	X

Funding

Responsibility	Estimated Costs	Funding Source	Amount
BACTS	\$266,900	FHWA PL	\$355,200
Consultant	\$405,000	MaineDOT	\$67,400
Direct Costs	\$2,100	Local	\$44,400
Total	\$674,000	FTA \$5303	\$184,000
		In Kind	\$23,000
		Total	\$674,000

2024 - 2025 UPWP Tasks Note

A number of promising study and planning topics will not be directly funded through the 2024-2025 UPWP due to budget restraints. 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 2026-2027 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
- Regional electric vehicle (EV) plan, with a focus on charging infrastructure

UPWP Adoption and Amendment/Revision Process

The 2024 - 2025 UPWP is considered and approved by the BACTS Policy Committee prior to submission to MaineDOT for review. Upon satisfactory review, MaineDOT forwards the UPWP to FHWA and FTA for their review and approval. The UPWP is the basis for the biennial cooperative agreement which provides the funding for BACTS to carry out planning activities, MaineDOT and FHWA/FTA must indicate concurrence with the elements of the UPWP prior to the execution of the biennial cooperative agreement, and BACTS must receive a letter of authorization to proceed prior to beginning work and incurring expenses.

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

An amendment is a:

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

A revision is a:

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

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BACTS Budget Summary 2024-2025 Unified Planning Work Program

Task	Project	Funding Source					Total
		FHWA PL	MaineDOT	Local	FTA §5303	In Kind	
1	Operation and Coordination	\$149,600	\$26,700	\$18,700	\$64,000	\$8,000	\$267,000
2	Programming	\$36,000	\$5,500	\$4,500	\$8,000	\$1,000	\$55,000
3	Data and Studies	\$139,200	\$19,200	\$17,400	\$14,400	\$1,800	\$192,000
4	Planning	\$355,200	\$67,400	\$44,400	\$184,000	\$23,000	\$674,000
	Totals	\$680,000	\$118,800	\$85,000	\$270,400	\$33,800	\$1,188,000

Task	Project	Breakdown of Costs			Total
		BACTS	Consultant	Direct Costs	
1	Operation and Coordination	\$250,000	\$1,500	\$15,500	\$267,000
2	Programming	\$32,400	\$22,500	\$100	\$55,000
3	Data and Studies	\$165,300	\$15,000	\$11,700	\$192,000
4	Planning	\$266,900	\$405,000	\$2,100	\$674,000
	Totals	\$714,600	\$444,000	\$29,400	\$1,188,000

Municipality	%*	2 Year Total**
Bangor	52.593%	\$27,864.12
Bradley	0.755%	\$399.99
Brewer	13.525%	\$7,165.36
Hampden	5.491%	\$2,909.06
Hermon	0.261%	\$138.27
Milford	3.298%	\$1,747.24
Old Town	9.828%	\$5,206.74
Orono	11.849%	\$6,277.44
Orrington	0.796%	\$421.71
Veazie	1.602%	\$848.72

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

**Note - Total equals 2024-2025 FHWA PL Local Match only. Carryover funding from 2022-2023 was paid in prior year. 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.