

Available Data Summary





BREWER VILLAGE PARTNERSHIP INITIATIVE

Available Data Summary April, 2024



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Available Plans, Reports, and Data

In order to fully understand the context of the Study Area, Stantec reviewed recently completed local and regional plans and reports. This review focused on findings and recommendations within the study area to use as background and a basis for recommendation in this study. Baseline transportation and traffic data was also reviewed to help define the existing roadway and traffic conditions.

Prior Plans and Reports

- City of Brewer Comprehensive Plan | March 2015
- Comprehensive Plan Appendix A: Waterfront Master Plan (Penobscot Landing) | March 2015
- Brewer Penobscot Landing Report | 2004
- Heads Up! Pedestrian Safety Action Plan | January 2021
- Brewer Revitalization Plan Highland Street
- Action Plan for Walkability and Place-making in Brewer, Maine | October 2017
- Brewer Retail Consumer Survey | 2023
- BACTS Long Range Pedestrian and Bicycle Transportation Plan | July 2019
- BACTS Vision 2043 | November 2023
- BACTS Draft Transportation Improvement Program (referenced in Focus Areas only)
- Parker Street Site Plan, Brewer Engineering Department | February 2024 (referenced in Focus Areas only)

Transportation and Traffic Data

- Traffic Volumes
- Crash data
- Public Transit



Prior Plans and Reports: Summaries and Key Findings

- City of Brewer Comprehensive Plan | March 2015
- Comprehensive Plan Appendix A: Waterfront Master Plan (Penobscot Landing) | March 2015
- Brewer Penobscot Landing Report | 2004
- Heads Up! Pedestrian Safety Action Plan | January 2021
- Brewer Revitalization Plan Highland Street
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- BACTS Vision 2043 | November 2023



City of Brewer Comprehensive Plan | March 2015

The following findings and recommendation in the Brewer Comprehensive Plan are particularly relevant to the Brewer VPI Study:

Brewer Comprehensive Plan

Vision

- Valued assets. The City's primary goal is to retain, enhance and build upon the assets that residents and business people value most about Brewer. These include our:
 - safe, friendly, attractive, and quiet residential neighborhoods that are separate from our commercial areas;
 - attractive areas for business growth
 - attractive parks and variety of recreational opportunities;
 - Penobscot River waterfront and corridor.
- Centers of activity. We recognize the importance of centers of activity in Brewer where people can shop, obtain services, and take advantage of recreational, social, cultural, governmental, and/or educational opportunities. We will strive to ensure these areas are well planned so they function effectively, and, to the extent possible, are connected to neighborhoods by pedestrian and bicycle paths and public transportation.
- Visual appearance. We want private and public investment in the beautification of our city, especially at city entrances, in commercial-shopping areas, neighborhoods, and rural areas, and along the riverfront.
- Traffic and safety. We envision streets that are safe for pedestrians, cyclists, and motorists; and, in residential areas and centers of activity, traffic that is controlled, slow, quiet, and appropriate.
- Recreation. We want ready access to parks, pathways, and other recreation areas from every neighborhood in the city and along the river front. We envision pathways
 linking all parts of our city and providing opportunities for people to exercise and enjoy the out-of-doors, especially along the riverfront and without interference from
 vehicular traffic.

Recommendations

- Waterfront. Plan for the development and enhancement of the waterfront.
- **Transportation system.** Continue to prioritize community and regional needs associated with safe, efficient and optimal use of transportation systems. Continue to efficiently preserve or improve the transportation system.
- Traffic efficiency. Provide for traffic efficiency improvements whenever possible rather than new construction or rerouting projects on South and North Main, Wilson, and State Streets, to reduce noise and congestion, improve visual quality, and strengthen economic potential.
- Long range needs. Plan for the long range recreation needs of Brewer.
- Facility investments. Maintain and invest in recreation facilities as necessary to meet current and future needs.



Comprehensive Plan Appendix A: Waterfront Master Plan (Penobscot Landing) | March 2015

The following findings and recommendation in the Brewer Comprehensive Plan Appendix A are particularly relevant to the Brewer VPI Study:

The Waterfront Area

The concept plan envisions that this niche retail area is connected to Penobscot Square, a commercial, office, and entertainment space, by the Center Street Pedestrian Mall. The Mall offers a strong visual corridor from Main Street through to the River. Filled with street trees and site furnishings such as benches and pedestrian-scale lights, this open space is a respite for shoppers and business people. Partially covered, one central portion of the Mall provides shelter from rain and snow, becoming a year-round amenity.

The Streetscape Improvement Area

The Streetscape Improvement Area is located along North and South Main Streets. It begins in North Brewer in the vicinity of Chamberlain Street and continues southward to the Harris Street area. However, the main focal point extends from the Penobscot Bridge area (State St.) to just north of the 1-395 ramps.

Vision and Goals

- fosters and enhances the movement and safety of pedestrians, bicyclists, and drivers;
- is unified, clearly defined, and made more attractive by a consistency of materials,
- furnishings, signage and lighting;
- capitalizes upon and enhances opportunities for open space; and
- informs the Community of its unique place in history.
- make the street safer for pedestrians;
- improve the way the street looks and works for the community;
- serve all transportation needs without losing parking;
- emphasize what is best, different, and exciting about the street;
- improve the appearance of high profile intersection areas;
- make the street more inviting to pedestrians, including improving access for the elderly and the disabled;
- add more trees and landscaping;
- create a continuous and consistent lighting plan along the street; and
- improve the overall Main Street area signage.

Physical Improvements Amenities

- the condition of the street and sidewalk materials;
- the reconfiguration of the street crossing points;
- the clarification of the travel, turning, and parking lanes;
- the addition of street and pedestrian lights, street trees, and street furnishings;
- the upgrading of street signs, and addition of district and way finding signs; and
- the opportunities to enhance and develop public open space.
- the addition of designated bicycle lanes, one along the west edge of Main Street and the other along the east edge; parallel parking lanes where space and traffic considerations permit; vehicular-scale and pedestrian-scale lights at the back of the street curbs; public sidewalks of a minimum 5- foot width on both sides of the street; and street trees lining both side of Main Street, either at the back of curb or back of sidewalk, as space permits.



Brewer Penobscot Landing Report | 2004

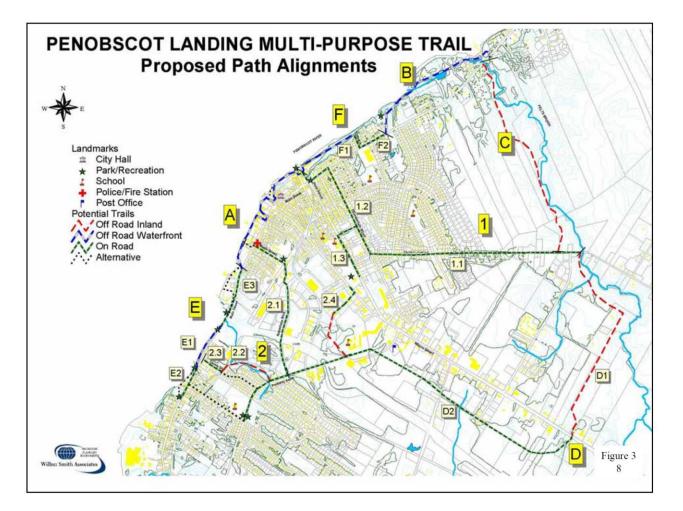
The following findings and recommendation in the Brewer Penobscot Landing Report are particularly relevant to the Brewer VPI Study:

Brewer Penobscot Landing Report

The City of Brewer's goal for the Penobscot Landing Multi-use Trail is "to establish a four season, multi-purpose bicycle and pedestrian trail that serves the following:

- Local residents and visitors;
- As a link in the East Coast Greenway and Down East Trail systems;
- As a pedestrian transportation corridor for the Penobscot Landing area; and
- To provide direct access to these areas for the bulk of the more urbanized parts of the City.

The Penobscot Landing Multi-Use Trail is envisioned as a network of facilities that will serve bicyclists, walkers and joggers for all types of trips. These trips may include commuting to work, taking care of business at City Hall, shopping at a downtown merchant, or frequenting a waterfront restaurant. The network will be composed of varied type of facilities: more fully developed shared use paths separated from the roadway, rustic trails, new or existing sidewalks and bikeways on city streets.





Heads Up! Pedestrian Safety Action Plan | January 2021

The following findings and recommendation in the Heads Up! Pedestrian Safety Action Plan are particularly relevant to the Brewer VPI Study:

Heads Up! Pedestrian Safety Action Plan

The Heads Up! Pedestrian Safety Project was launched in 2017. This initiative includes the following activities for each of the 21 Focus Communities:

- Convene and facilitate Community Pedestrian Safety Forums with community leadership, residents, and interested stakeholder groups to define local issues, review the community's pedestrian crash data, and identify / prioritize the locations of primary risk and need.
- Facilitate an infrastructure Site Safety Review with municipal staff and other interested parties, in which the top 5 (and in some cases, more) problem locations identified by the community at the Safety Forum are analyzed for possible infrastructure changes (e.g. painting crosswalks, changing curb lines, adding refuge islands, adding signs, etc.)
- Convene and facilitate Safer Walking Behavioral Forums for community leadership, residents, and interested stakeholder groups that focus on identifying priority problem behaviors, and then brainstorming educational and law enforcement interventions to improve safety for pedestrians.
- Collaboratively develop with each municipality a community specific Pedestrian Safety Action Plan (strategy) that incorporates both long-term and short-term alternatives for reducing the number of pedestrian crashes. A wide variety of possible mitigation recommendations were identified and are organized according to the classic Safe Routes to School "5 E's" model: Engineering, Education, Encouragement, Enforcement, and Evaluation. These strategies address policy, growth, infrastructure, education, outreach, and law enforcement.
- Collaborate with local law enforcement to implement a Pedestrian Safety Enforcement Program that supports police officers proactively interacting with individuals engaged in behaviors that may put pedestrians at risk. Program supports include technical assistance, education, outreach, handouts, and high-visibility safety items to distribute.

Priority Locations

- Intersection of Wilson Street and Main Street
- Intersection of Wilson Street and State Street
- Parkway South at the I-395 Interchange
- North Main Street between Union and Church Streets
- Hannaford Parking Lot and Rear Passage to Hannaford



Brewer Revitalization Plan – Highland Street

The following findings and recommendation in the BACTS Long Range Pedestrian and Bicycle Transportation Plan are particularly relevant to the Brewer VPI Study:

Brewer Revitalization Plan – Highland Street

The concepts in this community revitalization plan were shaped through a collaborative planning process between representatives from the Brewer City Council, the Brewer Housing Authority and the City of Brewer staff. It reflects the common desire to promote the stabilization, revitalization and development of land from Highland Street to Somerset Street, between State Street and Parker Street.

Purpose of Study

- Revitalize the areas surrounding Highland and Somerset Streets.
- Support the Brewer Housing Authority's efforts to provide services for Brewer residents.
- Support the future development of single and multi-family housing units.
- Support the future development of community centers and community services.

Goals

- GOAL 1: Preserve, enhance and strengthen the residential aspects of the plan area.
- GOAL 2: Increase the availability of affordable housing.
- GOAL 3: Increase the availability of community services offered by the Brewer Housing Authority.
- GOAL 4: Create a more attractive Highland Street Community Revitalization Plan area.



Action Plan for Walkability and Place-making in Brewer, Maine | October 2017

The following findings and recommendation in the Action Plan for Walkability and Place-making are particularly relevant to the Brewer VPI Study:

Action Plan for Walkability and Place-making

This report addresses place-making and walkability opportunities for the waterfront area and the downtown area in Brewer, Maine. This report summarizes the public's evaluation of 16 action items that were developed from public input received at a community workshop with a walkability and place-making audit, and a follow-up survey taken by over 200 people online. As a result of these two opportunities for in depth community input, City staff and the consultant developed a list of sixteen of the suggested community ACTIONS.

Actions

- 1. Access and Linkages "Welcome to Brewer" signs at gateway locations
- 2. Access and Linkages Improve and repair sidewalks
- 3. Access and Linkages Designated bicycle lanes for safe bicycle use
- 4. Access and Linkages Flashing crosswalk signs
- 5. Access and Linkages Bicycle racks along waterfront trails
- 6. Comfort and Image Additional tree plantings along the waterfront trail
- 7. Comfort and Image Plant street trees in the downtown area
- 8. Comfort and Image More dog waste bag stations and pet watering stations
- 9. Comfort and Image Outdoor seating in downtown area
- 10. Comfort and Image Public art and sculptures
- 11. Sociability Making downtown more inviting with places to linger, sit, listen to music, have coffee, snack, meal
- 12. Uses and Activities Food trucks downtown and along waterfront
- 13. Uses and Activities More children's play areas along waterfront
- 14. Uses and Activities Outdoor concerts, movies, entertainment, seasonal festivals along waterfront
- 15. Uses and Activities Exercise stations along waterfront trails
- 16. Uses and activities Moving the Farmers' Market to the Downtown Area



Brewer Retail Consumer Survey | 2023

The following findings and recommendation in the Brewer Retail Consumer Survey are particularly relevant to the Brewer VPI Study:

Brewer Retail Consumer Survey

The City of Brewer's Economic Development Department conducted this survey in order to learn more about the shopping patterns, expectations and opinions of Brewer's retail consumers. The survey is part of Brewer's business retention, development and attraction initiative.

Key Findings

- Brewer's downtown, Main Street, and waterfront areas would benefit from improvements by both the City of Brewer and businesses in order to become a more attractive destination for shopping, dining, and entertainment.
- Brewer's downtown, Main Street, and waterfront areas need improvements to become more attractive as a destination for shopping, dining, and entertainment. Survey respondents overwhelmingly offered up suggestions to increase parking, increase the variety of stores and restaurants, and clean up/rehabilitate tired and ugly buildings as their primary advice for increasing commerce in these areas.
- Survey respondents desire an increase in outdoor activities and outdoor space in the downtown, Main Street and waterfront areas.
- Respondents desire a splashpad, food trucks on the waterfront, public market/outdoor market, farmer's market on the waterfront, family-friendly waterfront activities, and more picnic tables.



BACTS Long Range Pedestrian and Bicycle Transportation Plan | July 2019

The following findings and recommendation in the BACTS Long Range Pedestrian and Bicycle Transportation Plan are particularly relevant to the Brewer VPI Study:

BACTS Long Range Pedestrian and Bicycle Transportation Plan

The BACTS Long-Range Regional Pedestrian and Bicycle Transportation Plan has been developed to document and provide a shared vision for a safe and functional connected pedestrian and bicycle transportation network within the greater Bangor urbanized area. This Plan complements the BACTS Metropolitan Transportation Plan (MTP), and as is the case with the MTP, serves as a guide for collaboration, coordinated decision-making and longterm planning for programming of transportation projects at the municipal, regional and state levels.

Priority Locations

- Int: Wilson / Main
 - Speeding traffic, crosswalks are too long, roads/crosswalks are poorly lit, signals not present or working well, motorists' turn signals conflict with ped crossing, too much traffic
- N. Main (Union to Church)
 - Speeding traffic, crosswalks are not visible enough, roads/crosswalks are poorly lit, signals not present or not working well, problems with maintenance and condition, needs RRFB



BACTS Vision 2043 | November 2023

The following findings and recommendation in the BACTS Vision 2043 Plan are particularly relevant to the Brewer VPI Study:

BACTS Vision 2043

VISION 2043 is a federally required and fiscally constrained document that is developed on a five year update cycle and provides highlights of the entire transportation network for BACTS.

Vison and Goals

- Improves Equitable Access and Quality of Life
 - Considers all users in investment decisions
 - Expand ADA accessible infrastructure and services
- Ensure Safety for All Users
 - Provides safe facilities for pedestrians, bicyclists and other active transportation
 - Reduces the dangers of roadway travel
- Promote Sustainability
 - Reduce emissions by promoting transit and/or active transportation
 - Feasible future maintenance
- Support Regional, Local, and Community Goals
 - Support Community Goals
 - Promote economic growth
- Maintain System Efficiency and Reliability
 - Reduce traffic congestion
 - Prepare for weather-related impacts and accelerated deterioration of infrastructure and maintain system

Brewer Prioritized Project List (none in VPI project area)

- Felt Brook Trail Corridor Connection
- South Main Street Sidewalks (Cove Street to Harriman Way and South Side over Sedgeunkedunk Stream)
- Grove Street Sidewalk (West side from South Main Street to Parkway South)
- Hillcrest Drive Sidewalk (West side from North Main Street to Oak Grove Drive)
- Brewer Rail Trail: Wilson to Green Point Rd
- 395 Connector Ramp Study: Greenpoint Rd



Prior Plans and Reports Key Findings by Focus Area

- Intersection of Wilson Street and Main Street
- Intersection of Center Street and Main Street
- Intersection of State Street and Main Street
- Intersection of Holyoke Street and Main Street
- Intersection of Wilson Street and Parker Street
- Wilson Street
- Center Street
- North Main Street



FOCUS AREA: Intersection of Wilson St. and Main St.

The following plans and reports referenced the intersection of Wilson Street and Main Street:

Brewer Comprehensive Plan

Findings

 In 2007, BACTS commissioned a Truck Routes study that identified a list of spot improvements needed at specific locations needed to accommodate trucks on the region's roads. Needed improvement in Brewer included Wilson Street at North Main Street

Recommendations

 Traffic efficiency. Provide for traffic efficiency improvements whenever possible rather than new construction or rerouting projects on South and North Main, Wilson, and State Streets, to reduce noise and congestion, improve visual quality, and strengthen economic potential

BACTS Long Range Pedestrian and Bicycle Transportation Plan

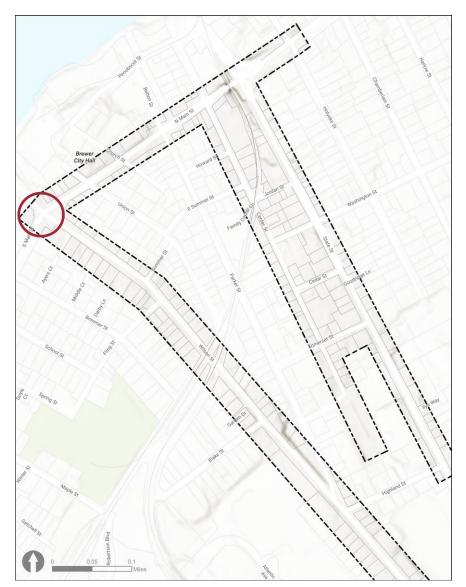
Recommendations

- Intersection Improvements: This intersection was the #1 priority in Brewer
 - Notes about the problem: Speeding traffic, crosswalks are too long, roads/crosswalks are
 poorly lit, signals not present or working well, motorists' turn signals conflict with ped crossing,
 too much traffic

Heads Up! Pedestrian Safety Action Plan

Recommendations

- Calm turning traffic
 - Complete a field review and a safety assessment to determine the appropriate turning radius for each leg of the intersection
 - Evaluate the appropriateness of using flexible delineators to tighten the radius of intersection corners to slow turning vehicles
 - Consider changing radii (through curb extensions or other strategies) of the southwest and northwest corners to slow turning traffic
- Modify pedestrian signals to improve crossing safety
 - Consider a leading pedestrian interval (LPI) phase at to reduce the number of potential conflicts between turning vehicles and pedestrians
- Increase visibility of crosswalks
 - Evaluate the appropriateness of flexible delineators to create seasonal curb extensions to enhance pedestrian visibility and shorten crossing distances
 - Evaluate current overhead lighting and consider upgrading to LEDs and expanding the number of luminaires
- Increase ADA functionality of crosswalks
 - Consider upgrading to Accessible Pedestrian Signals





FOCUS AREA: Intersection of Center St. and Main St.

The following plans and report referenced the intersection of Center Street and Main Street:

Brewer Comprehensive Plan

Recommendations

- Downtown district
 - Review and potentially expand the downtown district for portions of Main Street
- Waterfront/riverwalk plans
 - Review and consider updating the Waterfront master plan and Penobscot Landing Multi-Use Trail plan and continue to implement where feasible





FOCUS AREA: Intersection of State St. and Main St.

The following plans and reports referenced the intersection of State Street and Main Street:

Brewer Comprehensive Plan

Findings

 In 2007, BACTS commissioned a Truck Routes study that identified a list of spot improvements needed at specific locations needed to accommodate trucks on the region's roads. Needed improvement in Brewer include - State Street at North Main Street

Recommendations

 Traffic efficiency. Provide for traffic efficiency improvements whenever possible rather than new construction or rerouting projects on South and North Main, Wilson, and State Streets, to reduce noise and congestion, improve visual quality, and strengthen economic potential

BACTS Draft Transportation Improvement Program

BACTS Prioritized Project List 2024 – 2027

 State Street and North Main Street Operational and Safety Improvements – Signal Project \$338,900*

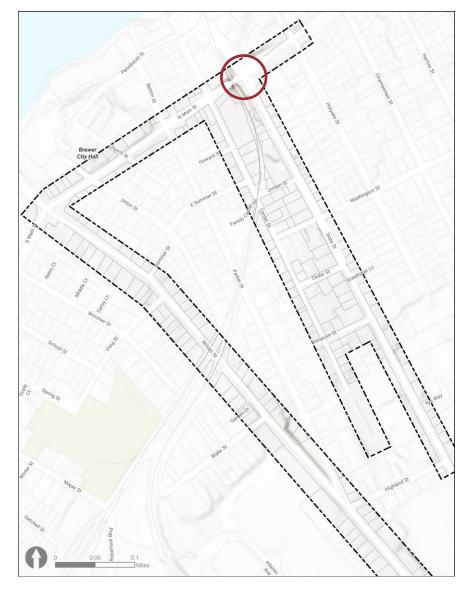
BACTS Prioritized Project List 2026 – 2027 – not yet funded

 State & N. Main - Operational and Safety Improvements - Signal Project -\$338,913

BACTS Long Range Pedestrian and Bicycle Transportation Plan

Findings

 North Main Street Shoulders (Wilson Street to Chapman Street). There is an extreme grade on the northbound approach at the State Street/North Main Street intersection that is problematic for bicyclists. Turn lanes also present challenges.





FOCUS AREA: Intersection of Holyoke St. and Main St.

The following plans and reports referenced the intersection of Holyoke Street and Main Street:

BACTS Long Range Pedestrian and Bicycle Transportation Plan

- Findings
 - Pedestrian Improvement Priority Location. (Ranked #10/10)
 - Speeding traffic, crosswalks are not visible enough, roads/crosswalks are poorly lit, signals not present or not working well.



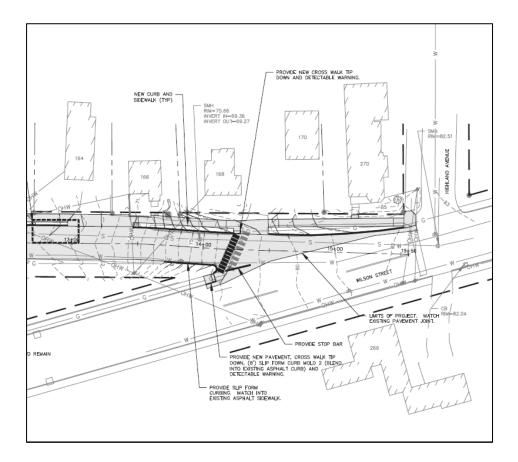


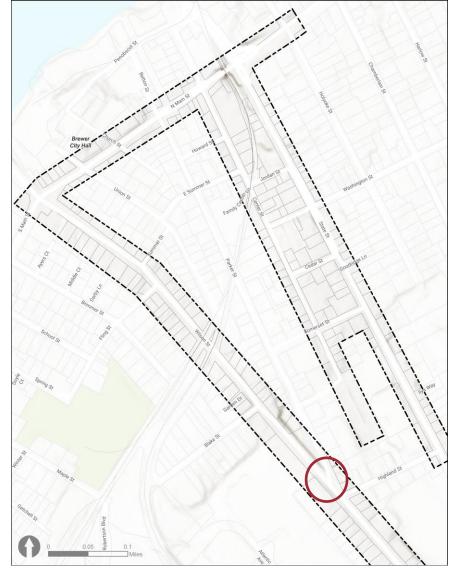
FOCUS AREA: Intersection of Wilson St. and Parker St.

The following plans and reports referenced the intersection of Wilson Street and Parker Street:

Parker Street Site Plan

• Intersection alignment and treatment improvements:







FOCUS AREA: Wilson Street

The following plans and reports referenced the Wilson Street corridor:

BACTS Long Range Pedestrian and Bicycle Transportation Plan

Findings

- Wilson Street features wide shoulders from North Main Street to State Street
- Wilson Street sees frequent bicyclist traffic from Bangor to Vista Way before that traffic diverts and heads down Dirigo Drive.
- There were several transportation projects funded through BACTS or directly by the Maine Department of Transportation that were scheduled for FY 2014/15. These included - Pavement Preservation: Wilson Street from Parkway South to Main Street
- Lack of coordinated signal systems on major corridors, specifically Wilson Street, is also a problem

Recommendations

- Wilson Street Study
 - Conduct a study to investigate an appropriate location for a pedestrian crossing between State Street and Green Point Road. (Pedestrians currently dart into traffic because signalized crossings are too far apart. Adding a new crossing could cause traffic back-ups and delays at traffic signals.)

Brewer Comprehensive Plan

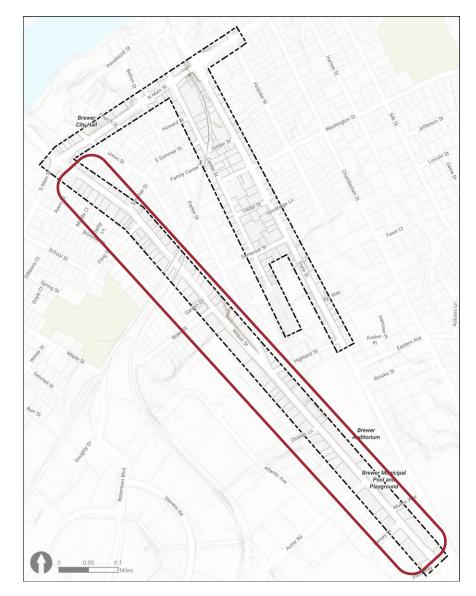
Recommendations

- Traffic efficiency
 - Provide for traffic efficiency improvements whenever possible rather than new construction or rerouting projects on South and North Main, Wilson, and State Streets, to reduce noise and congestion, improve visual quality, and strengthen economic potential

Brewer Penobscot Landing Report

Recommendations

- Wilson Street from Brewer Auditorium to Acme Road is a part of the proposed on-street connection for the Multi-Purpose Trail.
 - Review traffic signal operations and crosswalks along the segment to affirm adequate pedestrian provisions.





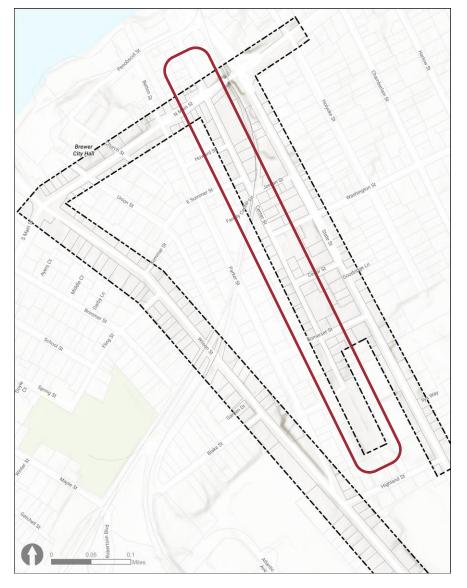
FOCUS AREA: Center Street

The following plans and reports referenced the Center Street corridor:

Brewer Comprehensive Plan

Recommendations

- Traffic efficiency
 - Provide for traffic efficiency improvements whenever possible rather than new construction or rerouting projects on South and North Main, Wilson, and State Streets, to reduce noise and congestion, improve visual quality, and strengthen economic potential





FOCUS AREA: North Main Street

The following plans and reports referenced the North Main Street corridor:

Brewer Comprehensive Plan

Recommendations

 Provide for traffic efficiency improvements whenever possible--rather than new construction or rerouting projects on South and North Main, Wilson, and State Streets--to reduce noise and congestion, improve visual quality, and strengthen economic potential

BACTS Long Range Pedestrian and Bicycle Transportation Plan

Findings

 North Main Street Shoulders (Wilson Street to Chapman Street). There is an extreme grade on the northbound approach at the State Street/North Main Street intersection that is problematic for bicyclists. Turn lanes also present challenges.

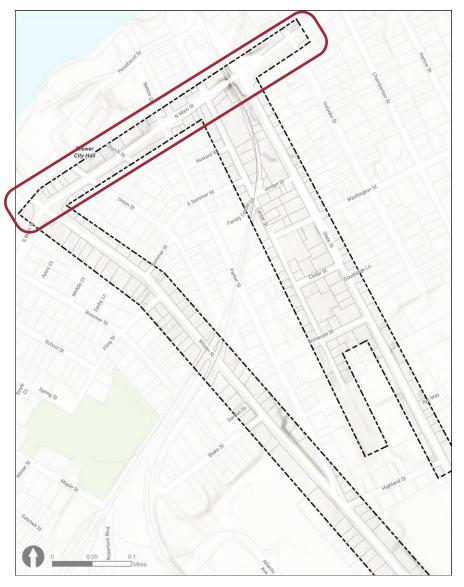
Recommendations

Add bump outs and RRFB on North Main Street at City Hall in 2019.

Heads Up! Pedestrian Safety Action Plan

Recommendations – North Main Street between Union and Church Streets

- Clearly define crosswalk locations to raise driver expectations about the possibility of pedestrians.
 - Evaluate the appropriateness of utilizing flexible delineators on the white edge line at crosswalks
 - Consider incorporating a gateway treatment as drivers enter this area
 - Install W11-2 double-sided pedestrian signage (high intensity yellow or yellow / lime color is recommended) on both sides of unsignalized pedestrian crossings to alert drivers of the presence of crosswalks
 - Implement and enforce 20-foot parking setback from all crosswalks
- Increase visibility of crosswalks
 - Complete a field review and a safety assessment to determine appropriate ped safety alternatives
 - Evaluate current overhead lighting and consider upgrading to LEDs and expanding the number of luminaires
 - Consider adding RRFBs to one of the crosswalks
 - Review MaineDOT's Pedestrian Safety Toolbox once released and consider implementing pedestrian crossing improvements as recommended within the toolbox
- Shorten crossing distance
 - Re-align crosswalk at Church Street to cross Main Street at closer to 90°
 - Improve safe pedestrian access
 - Consider adding ADA ramp from City Hall property to the sidewalk





Transportation and Traffic Data

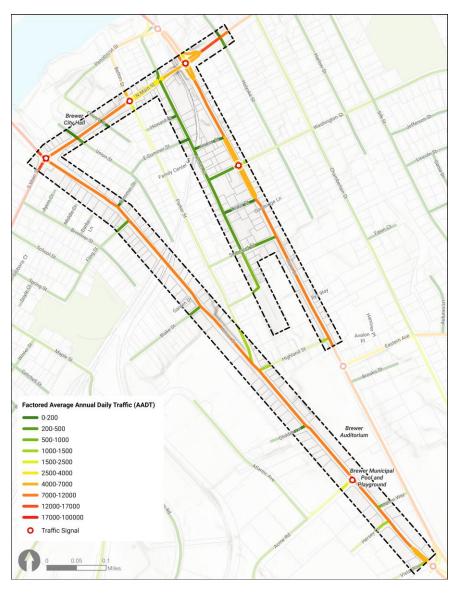
- Traffic Volumes
- Crash Data
- Public Transit



Traffic Volumes

Notes and Observations

- As expected, the highest traffic volumes are along State Routes: North Main Street, Wilson Street, and State Street.
- Factored AADT is highest at the intersection of Main Street / Wilson Street and on North Main Street between State Street and Holyoke Street.
- Parker Street has slightly higher traffic volumes compared to other local roads.

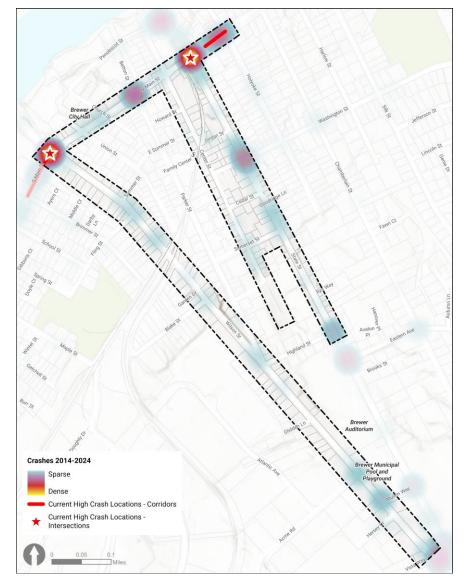




Crash Data

Notes and Observations

- The only two high crash intersection locations are just after the bridge crossings into Brewer from Bangor, at the intersections of Main Street / Wilson Street and Main Street / State Street.
- The corridor along North Main Street between State Street and Holyoke Street is a High Crash Location. This location also includes the crosswalk across North Main Street at Holyoke Street which has been identified as a dangerous crossing.
- Other areas with a higher density of crashes over the past decade include the intersection of North Main Street and Betton Street / Parker Street and the intersection of State Street and Washington Street.





Public Transit

Notes and Observations

- The only public transportation in Brewer is the Community Connector Bus based in Bangor, which has two routes in Brewer: Brewer North and Brewer South.
- Stop locations along North Main Street are in the process of being formalized as the transit agency transitions from a flagging system to formalized stops.

