



**CHITTENDEN COUNTY RPC**  
*Communities Planning Together*

# **Fiscal Year 2018 ANNUAL WORK PLAN**

*(Unified Planning Work Program - UPWP)*

***Public Hearing Draft – May 11, 2017***

Chittenden County  
Regional Planning Commission

July 1, 2017 – June 30, 2018



**CHITTENDEN COUNTY RPC**  
*Communities Planning Together*

---

110 West Canal Street, Suite 202  
Winooski, Vermont 05404-2109

CCRPC  
t 802-846-4490  
f 802-846-4494

[www.ccrpcvt.org](http://www.ccrpcvt.org)

---

The preparation of this report has been financed in part through grant[s] from the Federal Highway Administration and Federal Transit Administration, U.S. Department of Transportation, under the State Planning and Research Program, Section 505 [or Metropolitan Planning Program, Section 104(f)] of Title 23, U.S. Code and by matching funds provided by Chittenden County's 19 municipalities, and the Vermont Agency of Transportation. The contents of this report do not necessarily reflect the official views or policy of the U.S. Department of Transportation.

---

## **CCRPC Commission**

Chris Roy, Williston – Chair  
Michael O'Brien, Winooski– Vice-Chair  
Brian Bigelow, Underhill, Secretary-Treasurer  
Joss Besse, Bolton  
Garret Mott, Buel's Gore  
Andrew Montroll, Burlington  
Jim Donovan, Charlotte  
Marc Landry, Colchester  
Jeffrey Carr, Essex  
Dan Kerin, Essex Junction  
Andrea Morgante, Hinesburg  
Barbara Elliott, Huntington  
Catherine McMains, Jericho  
Henry Bonges, Milton  
Bard Hill, Richmond  
John Zicconi, Shelburne  
Chris Shaw, South Burlington  
Jeff Pillsbury, St. George  
Dave Tilton, Westford  
Joe Flynn, State of Vermont  
Vacant – Agriculture  
Don Meals, Conservation-Environmental  
Tim Baechle, Industrial-Business  
Justin Dextrateur, Socio-Econ-Housing  
Mark Sousa, CCTA (Ex-officio)  
Amanda Clayton, BIA (Ex-officio)  
Charles Hunter, Railroad Industry (Ex-officio)  
Christopher Jolly, FHWA (Ex-officio)  
Leah Sirmin, FTA (Ex-officio)

## **FY 2018 UPWP Committee**

Mike O'Brien (Chair)  
Andrea Morgante, Hinesburg  
John Zicconi, Shelburne  
Amy Bell, VTrans  
Ken Belliveau (PAC), Williston  
Joss Besse (PAC), Bolton  
Barbara Elliott (TAC), Huntington  
Justin Rabidoux (TAC), South Burlington  
Ex-Officio, non-voting:  
David Armstrong – CCTA  
Chris Jolly – USDOT, FHWA

## **CCRPC Staff**

Dan Albrecht, Senior Planner  
Charlie Baker, Executive Director  
Pam Brangan, GIS, Data and IT Manager  
Jason Charest, P.E., Senior Trans. Planning Engineer  
Eleni Churchill, Transportation Program Manager  
Forest Cohen, Business Manager  
Bryan Davis, AICP, Senior Transportation Planner  
Marshall Distel, Transportation Planner  
Chris Dubin, Transportation Planner  
Bernadette Ferenc, Transportation Business Manager  
Christine Forde, AICP, Senior Transportation Planner  
Peter Keating, Senior Transportation Planner  
Lee Krohn, AICP, Senior Planner  
Regina Mahony, AICP, Planning Program Manager  
Melanie Needle, Senior Planner  
Emily Nosse-Leirer, Planner  
Sai Sarepalli, P.E., Transportation Planning Engineer  
Michelle Thibault-Hatch, Finance Assistant  
Emma Vaughn, Communications Manager

---

# Introduction and Purpose of the UPWP

This document, the *Fiscal Year 2018 Annual Work Plan (Unified Planning Work Program)* (FY 2018 UPWP) defines the regionally agreed upon transportation and land use planning priorities and the roles and responsibilities of various participants in the planning process for Chittenden County. The work elements described are to be accomplished during the period between July 1, 2017 and June 30, 2018. The following sections provide an overview of the Chittenden County Regional Planning Commission (CCRPC) and describe how all of the municipalities, agencies, partners, stakeholders and other interests involved in the activities of CCRPC work together in a comprehensive, continuing, and cooperative process to meet critical transportation and land use needs of Chittenden County.

---

## *Introduction to Land Use Planning*

---

The CCRPC is one of Vermont's 11 officially designated Regional Planning Commissions (RPCs). Each RPC was created by its member municipalities in 1966, approved by the Vermont Agency of Commerce and Community Development specifically to undertake regional planning, and by statute are considered municipalities.

In Vermont, planning is performed collaboratively by the State, RPCs, and municipalities. Laws define how this collaboration is to work, specifying different responsibilities for each level of government. This means that the regional planning undertaken by each RPC is intended to be different from the planning undertaken by municipalities and the State.

Regional planning performed by RPCs is at an intermediate level between the most local planning performed by municipalities and the most general planning performed by the State. As a consequence, it makes sense that the regional planning responsibilities of RPCs are intended primarily to promote the coordination and collaboration of planning activities, both between each RPC's member municipalities and between those municipalities and the State.

The State calls upon each RPC to fulfill the following duties:

- ✦ Promote the mutual cooperation of the RPC's member municipalities and cooperate with neighboring states, regions, counties, and municipalities;
- ✦ Assist and advise municipalities in the preparation of plans, studies, and Bylaws regarding the appropriate development and use of the region's physical and human resources;
- ✦ Prepare a regional plan at least every eight years;

- ✦ Review proposed State capital expenditures for compatibility with the RPC’s regional plan and assist municipalities in assessing compatibility with municipal plans;
- ✦ Appear before District Environmental Commissions to aid in *Act-250* reviews of proposed developments and appear before the Public Service Board to aid in *Section-248* reviews of proposed utilities; and
- ✦ Confirm municipal planning programs and approve municipal plans.

In order to fulfill these responsibilities, the State empowers each RPC to exercise certain powers:

- ✦ Prepare studies, plans, and recommendations on a broad set of issues;
- ✦ Retain staff and consultant assistance, enter upon land with the prior approval of the owner to make examinations and surveys, hold public hearings, and require municipalities and the State to provide information;
- ✦ Carry out, with the cooperation of member municipalities, programs for the appropriate development and use of the region’s physical and human resources; and
- ✦ Perform other acts or functions that the RPC deems to be necessary or appropriate.

### **2013 ECOS Regional Plan**

The regional plan for Chittenden County must be updated on a maximum five-year cycle to comply with federal Department of Transportation and Economic Development Administration regulations governing the Metropolitan Transportation Plan and Comprehensive Economic Development Strategy which are encompassed in the regional plan. The 2013 ECOS Regional Plan was adopted by the CCRPC Board of Directors on June 19, 2013 and amended on May 18, 2016. The ECOS Regional Plan lays out four broad goals and eight strategies for the region:

#### **Broad Goals**

1. **Natural Systems** – Design and maintain a strategically planned and managed green infrastructure network composed of natural lands, working landscapes, and open spaces that conserve ecosystem values and functions, and provide associated benefits to our community.
2. **Social Community** – Promote the skills, resources, and assurances needed for all community members to participate in the workforce and in their family, civic and cultural lives, within and among their neighborhoods, and in the larger community.
3. **Economic Infrastructure** – Build the region’s capacity for shared and sustainable improvements in the economic wellbeing of the community through support of both local and globally competitive initiatives.

4. **Built Environment** – Make public and private investments in the built environment to minimize environmental impact, maximize financial efficiency, optimize social equity and benefits, and improve public health.

### **High Priority Strategies**

1. Improve and strengthen the economic systems of our region to increase opportunities for Vermont employers and employees.
  2. Strive for 80% of new development in areas planned for growth, which amounts to 15% of our land area.
  3. Improve the safety, water quality, and habitat of our rivers, streams, wetlands and lakes in each watershed.
  4. Increase investment in and decrease subdivision of working lands and significant habitats, and support local food systems.
  5. Increase opportunity for every person in our community to achieve optimal health and personal safety.
  6. Equip our residents with the education and skills that they need to thrive.
  7. Develop financing and governance systems to make the most efficient use of taxpayer dollars and reduce costs.
  8. Ensure that the projects and actions in all ECOS strategies assess equity impacts, and that the design and development of programs are inclusive of all and engage underrepresented populations.
- 

## ***Introduction to Transportation Planning***

---

Each fiscal year (July 1 to June 30), the CCRPC prepares a Unified Planning Work Program (UPWP), which guides the CCRPC and summarizes transportation and land use planning activities and priorities for the member municipalities in Chittenden County. It shows who will do planning studies, when the work will be completed, and what the final products and benefits will be. The UPWP also serves as a management tool, a program budget and includes anticipated financial resources and expenditure information for the fiscal year covered.

The process for developing the annual UPWP includes a careful consideration of critical transportation and land use issues facing the region and the analytical capabilities necessary to address them. This assessment is tied to the 2013 ECOS Regional Plan goals which encompass the Metropolitan Transportation Plan (MTP) for the region. Opportunities for public comment on the draft UPWP are available between January and May of each year, with a final public hearing in May prior to Board adoption of the document. Board adoption occurs in May.

In an effort to better link the work of the UPWP with the goals of the ECOS Regional Plan, this work plan is developed to focus the work plan elements on these goals. The purpose of the document is to provide the organization’s work plan in a format that is more accountable to our long range goals.

### **Metropolitan Planning Area**

The CCRPC metropolitan planning area consists of the 19 Chittenden County municipalities. In the year 2010, the population of the County was 156,545. The land area is 539 square miles. Chittenden County is currently defined as being in “attainment” for air quality under the Clean Air Act Amendments of 1990 (CAAA).

### **Key Products of the Transportation Planning Process**

FAST Act and its implementing regulations require that the CCRPC transportation planning process produce and manage the implementation of three principal products, all of which must be updated regularly:

- ▶ A Unified Planning Work Program (UPWP);
- ▶ A Metropolitan Transportation Plan (MTP); and
- ▶ A Transportation Improvement Program (TIP).

The CCRPC is also responsible to its membership and provides technical and planning assistance to the municipalities within the county and to the Vermont Agency of Transportation (VTrans).

### **Metropolitan Transportation Plan**

Federal law and regulations require that metropolitan areas such as Chittenden County develop and update a Metropolitan Transportation Plan (MTP). The MTP must have a minimum 20-year time horizon and consider needs and issues across all transportation modes. It must tie the plan for transportation investments to a clear statement of regional goals and priorities. Federal law also requires the MTP to address ten metropolitan planning factors to ensure the federal funds spent on the region’s transportation system also address national level goals for transportation. The MTP must also be fiscally constrained, which means the projected capital and operating costs associated with all the transportation projects and programmatic actions in the MTP cannot exceed the projected level of financial resources available during the life cycle of the MTP.

### **Transportation Improvement Program**

The Transportation Improvement Program (TIP) implements the MTP through a prioritized and fiscally constrained four-year program of federally funded projects in Chittenden County. The TIP is updated on an annual basis and submitted for state and federal approval by the end of July.

The TIP includes the anticipated timing and costs for transportation projects in Chittenden County from the planning through construction phases. Federal law requires the TIP to be fiscally constrained. In addition, documentation of private enterprise participation and financial capacity (as required for FTA Sections 3 and 9 programs) are included in the TIP. Projects in the TIP must be prioritized and adhere to

project selection criteria established by the CCRPC. Finally, the TIP development process must give the public ample opportunities to review and comment in a constructive manner prior to document finalization.

### **Transportation Funding**

The CCRPC receives funding for regional transportation planning from several sources, but there are two primary sources. Annually, the federal government, through the Federal Highway Administration (FHWA) and Federal Transit Administration (FTA), provides about 80% of the CCRPC's funding. Under federal law these funds must generally be matched by the recipient at a ratio of 80% federal and 20% non-federal. A Memorandum of Understanding (MOU) between the CCRPC (formerly CCMPO), VTrans, and the Chittenden County Transportation Authority (dba GMT) includes guidance as to which agency provides the local match for various funding sources and work types. The responsibility for the non-federal matching funds for both FHWA and FTA funds is shared evenly between the CCRPC and VTrans at 10% each. GMT provides 10% of funding passed through to them. For CCRPC, local jurisdictions are annually assessed for the CCRPC share of the 10% of the non-federal match. VTrans or the local governments may provide additional matching funds to leverage federal funds for certain specific planning projects. Infrequently, matching funds may also include the value of "in-kind" labor donated by volunteers and municipal staff in support of specific UPWP tasks.

### **Title VI, Environmental Justice, and Limited-English Proficiency (LEP):**

Planning must be done with the involvement and for the benefit of all the region's residents. The CCRPC is guided by federal Title VI (Civil Rights Act of 1964, As Amended) and environmental justice (EJ) mandates, and we strive to not only meet these mandates, but to create an overall transparent, inclusive planning process where Title VI, EJ, and LEP are integrated into all of our United States Department of Transportation (USDOT) federally funded programs and plans and is a guide for our public participation efforts.

Title VI of the Civil Rights Act of 1964, As Amended, states that "no person in the United States, shall, on the grounds of race, color, or national origin be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving federal financial assistance." The Civil Rights Act of 1964, As Amended, has added sex (23 United States Code 324), age (Age Discrimination Act of 1975), and disability (Americans With Disabilities Act of 1990).

Federal Executive Order #12898 (*Federal Actions To Address Environmental Justice in Minority Populations and Low-Income Populations*) defines environmental justice as, "*the fair treatment and meaningful involvement of all people regardless of race, color, national origin, or income with respect to the development, implementation, and enforcement of environmental laws, regulations, and policies.*" President Clinton issued Executive Order 12898 on February 11, 1994, which reinforces the importance of fundamental rights and legal requirements contained in Title VI and the National Environmental Policy Act and introduces low-income populations as an emphasis area (when addressing socio-economic concerns). Fair treatment means that no group of people, including a racial, ethnic, or socioeconomic group, should bear a disproportionate share of the negative environmental consequences resulting from industrial, municipal, and commercial



operations or the execution of federal, state, local, and tribal programs and policies. Recipients (such as Agency of Transportation, Metropolitan Planning Organizations, etc.) must identify EJ populations (EJ Mapping) and define a process to ensure that EJ populations participate in the Planning Process.

Federal Executive Order #13166 (*Improving Access to Services for Persons with Limited English Proficiency*) defines LEP as “*ensuring that recipients of Federal financial assistance (recipients) provide meaningful access to their LEP applicants and beneficiaries.*” Recipients must identify LEP populations (LEP Mapping) and define a process to allow for reasonable accommodation of LEP persons and populations in the Planning Process.

The CCRPC recognizes the importance of including all populations in our work and strives to meet the requirements outlined in legal statute for the benefit of all residents. More information on Title VI, EJ, and LEP is available in the 2014 Public Participation Plan.

*This page left intentionally blank.*



## **FY 2018 Annual Work Plan (Unified Planning Work Program)**

### **Legend:**

	ECOS Plan Strategy
	New FY18 Recommended Project
<b>Green Text</b>	New description and/or deliverable for existing task/project

	A	B	C	D	E	F	G	I	AK
	Task #	Task Name	Municipality or Partner Agency	Staff Lead	Staff Support	Task Description	Task Deliverable(s)	End Month/Year	TOTAL \$ CCRPC Staff
3									
7	1.0	<b>ECONOMIC OPPORTUNITY</b>							
8	1.1	<b>Land Use and Redevelopment</b>							
9	1.1.1.1	Brownfields 2016 Petroleum	Regional	Dan	Emily	Implement a multi-year Brownfields Petroleum Assessment grant to aid municipalities and private citizens to conduct environmental assessments and clean up planning to enable redevelopment of contaminated or potentially contaminated properties.	1. Manage contractors performing Site Assessments and Cleanup Plans for select properties.	tbd	\$ 10,868
10	1.1.2.1	Brownfields 2016 Hazardous	Regional	Dan	Emily	Implement a multi-year Brownfields Hazardous Materials Assessment grant to aid municipalities and private citizens to conduct environmental assessments and clean up planning to enable redevelopment of contaminated or potentially contaminated properties.	1. Manage contractors performing Site Assessments and Cleanup Plans for select properties.	tbd	\$ 10,868
11	1.2	<b>Tourism</b>							
12	1.2.1	Byway Coordination & Technical Assistance	Lake Champlain Byway, 3-county region	Dan	Pam	Provide coordination and technical assistance to the County's eight byway member municipalities [Milton, Colchester, Essex Junction, Burlington, South Burlington, Shelburne and Charlotte] to implement related projects and participate in broader, regional efforts via coordination with the Lake Champlain Byway Council which oversees management of the three-county Byway.	1. Participation at meetings of Lake Champlain Byway Council, VDTM Byway marketing and related meetings. 2. Project identification and grant writing with member municipalities. 3. Maintenance of and improvements to Byway website, exploration and/creation of Byway website mobile site/app and fielding Byway inquiries. 4. Integration of Byway Corridor Management Plan objectives into updates ECOS Plan.	ongoing	\$ 4,652
13	1.2.2	Champlain Valley National Heritage Partnership - Regional Stakeholder Group	Regional	Dan		Serve to coordinate County Regional Stakeholder Group to provide input into budget and activities of CVNHP.	1. Implement outreach meetings to provide input to CVNHP program.	6/17	\$ 1,606
14	1.3	<b>Economic Advancement</b>							
15	2.0	<b>PLANNED GROWTH</b>							
16	2.1	<b>Land Use and Development</b>							
17	2.1.1	Municipal Plan Development Assistance	Regional	Regina	Emily, Melanie	Provide municipal planning and technical assistance for Comprehensive Plans in accordance with the ACCD contract. Also assist municipalities with state designations, ERAF, flood resiliency and the Maintain/Evolve/Transform concept.	1. Use VAPDA developed forms, checklists, and standard procedures in municipal consultations and town plan approvals. 2. Complete statutory consultations with municipalities whose plans will expire up to 6/2019: Buel's Gore, Burlington (by 3/2017), Charlotte (by 7/2016), Colchester (by 4/2017), Hinesburg (by 9/2016 if not reviewed before then), Milton (by 7/2016), Shelburne (by 2/2017 though may not be doing an update), Winooski (by 4/2017) and other towns' Municipal Plans if requested and document results to DHCD using the standard template. 3. Complete formal municipal plan reviews and CCRPC Board approval for Bolton, Richmond, St. George, Williston and as requested. 4. Complete Flood Resilience checklist within tasks 2 & 3. 5. Municipalities provided assistance with state designation renewal requirements, and ERAF requirements. 6. Help interested communities use the Maintain/Evolve/ Transform (MET) process and develop an implementation program.	ongoing	\$ 22,925
18	2.1.3	Municipal Plan Implementation Assistance	Regional	Regina	Lee, Emily, Charlie	Local technical assistance and plan implementation activities not directly funded in other tasks.	1. May include: development review, draft bylaws, reports/research, build-out analysis, etc. 2. Annual report on assistance provided sent to VAPDA & DHCD on or before Sept. 30.	ongoing	\$ 26,055
19	2.1.3.9	Huntington Land Use Regulation Review	Huntington	Emily	Regina, Lee	Rewrite zoning, subdivision and floodplain regulations to promote growth in village centers while conserving our working landscape and natural resources. Incorporate information gathered from past studies of Science to Action; Village Form Based Code, Water/Wastewater, and Fluvial Erosion Hazard. Meet new requirements from the state and regional planning commission.	1. Review and organize comments from previous public sessions (7/16). 2. Revise flood and fluvial erosion hazard sections with VT DEC Rivers Program (8/16). 3. Revise and organize town-wide and district standards to remove redundancy and consistency with town plan and state statutes (9/16). 4. Add statutory, explanatory and visual content (10/16). 5. Prepare draft for public hearing (1/17). 6. Finalize draft (2/17). 7. Prepare mailings for public hearings and print drafts and final (2/17 & 4/17).	9/17	\$ 3,801
20	2.1.3.10	Infrastructure and Utility Easement Mapping in Shelburne	Shelburne	Pam		CCRPC support combined with Town staff effort. The Project's goal is to geo-reference and map several utility-related features: 1) water and wastewater easements; and 2) properties with physical connections to the municipal wastewater or water systems. <b>The proposed GIS project would continue the mapping of Town infrastructure and other features including stormwater infrastructure, easements, and other municipal infrastructure. Should it be necessary, work also may include limited updating of parcel information. The project would enhance the development review process, improve management of public works, and support the development of future stormwater utility.</b>	<b>The expected deliverable at the conclusion of the current phase of the project is updated GIS data and maps, including online maps.</b>	6/18	\$ 2,023
21	2.1.3.13	Richmond Scenario Modeling	Richmond	Melanie		Provide technical assistance to undertake scenario modeling to evaluate alternate regulatory schemes and their respective impacts, using CommunityViz and the Common Impacts Wizard. The scenario modeling will be integral to ensure new regulations reflect the Town's vision (as adopted in Town Plan in late Summer 2016) and to demonstrate the rationale behind future zoning changes.	1. Update current build out analysis. 2. Public meeting to present build-out and identify alternate scenarios. 3. Present alternate scenarios at public forum and gather feedback. 4. Present final findings/preferable scenario. 5. Final report.	12/17	\$ 6,307

















































**Appendix A - Transportation Budget Summary (FY2018)**

**PROJECTED RESOURCES**

<b>Funding Source</b>	<b>Federal Share</b>	<b>State Match</b>	<b>Local/Other Match*</b>	<b>Total Funding</b>
Consolidated PL	\$ 2,601,264	\$ 245,885	\$ 395,875	\$ 3,243,024
STP/SPR Funds	\$ 56,584	\$ 6,146	\$ 8,000	\$ 70,730
<b>Subtotal New Funds:</b>	<b>\$ 2,657,848</b>	<b>\$ 252,031</b>	<b>\$ 403,875</b>	<b>\$ 3,313,754</b>
c/0 Exit 14 Earmark funds & STP funds	\$ 35,600	\$ 900	\$ 8,000	\$ 44,500
Carryover from FY17	\$ 334,793	\$ 20,329	\$ 63,369	\$ 418,491
<b>Subtotal Carryover Funds:</b>	<b>\$ 370,393</b>	<b>\$ 21,229</b>	<b>\$ 71,369</b>	<b>\$ 462,991</b>
<b>TOTAL FUNDING</b>	<b>\$ 3,028,241</b>	<b>\$ 273,261</b>	<b>\$ 475,244</b>	<b>\$ 3,776,745</b>

\* includes matching funds from local communities & CCTA sources.

**PROJECTED TRANSPORTATION EXPENDITURES**

CCRPC Staff	\$ 1,443,614		
Direct Expenses	\$ 42,300		
CCTA	\$ 402,340		\$ 3,776,745
Locally Matched	\$ 598,300		\$ 3,776,745
Consultants	\$ 827,200	\$ 3,313,754	\$ -
Carryover from FY17	\$ 462,991		
<b>TOTAL PROJECTED EXPENDITURES</b>	<b>\$ 3,776,745</b>		

**PROPOSED EQUIPMENT PURCHASES**

<b>Items</b>	<b>Estimated Cost</b>	<b>Use</b>
Office furniture & equipment		
Computers		
<b>TOTAL:</b>	<b>\$ -</b>	