



*Communities working together to  
Meet Chittenden County's transportation needs*

**CHITTENDEN COUNTY METROPOLITAN PLANNING ORGANIZATION**

30 Kimball Ave, Suite 206, South Burlington, Vermont 05403-6839  
(802) 660-4071 / (802) 660-4079 Fax  
www.ccmpto.org / info@ccmpto.org

**Member Jurisdictions**

Bolton  
Burlington  
Charlotte  
Colchester  
Essex Junction  
Essex Town  
Hinesburg  
Huntington  
Jericho  
Milton  
Richmond  
St. George  
Shelburne  
South Burlington  
Underhill  
Westford  
Williston  
Winooski  
Vermont Agency of  
Transportation

**Ex Officio Members**

Chittenden County  
Transportation Authority  
Burlington International  
Airport  
Regional Planning  
Commission  
Rail Industry  
U.S. Department of  
Transportation

**2060 Metropolitan Transportation Plan Advisory Committee  
Meeting Thursday, April 16, 2009, 3:00PM  
CCMPO Offices**

**AGENDA**

**1. Welcome/Introductions**

**2. Meeting Notes from February 4, 2009**

See attached.

**3. Scenario Analysis**

Regional Plan based performance measures for selected future scenarios will be presented and discussed.

**4. Financial Plan**

The MTP must be based on a reasonable estimate of future funds while funding the continuing maintenance and operation of the existing system. We will discuss the fiscal constraint element and system preservation baseline costs. See attached.

**5. Transportation Analysis**

Staff has run our transportation model using the 2060 trend land use and transportation improvements recommended in our 2025 MTP. Preliminary results will be presented.

**6. MTP Draft Chapters 1 and 2**

Attached are the first two chapters of a draft MTP for your review. Also attached is a draft MTP outline.

**7. Next Steps/Next Meeting**

Staff recommends the next meeting take place in June 09 to discuss public outreach related to the scenarios.

Questions: Contact Peter Keating at 660-4071, x14 or pkeating@ccmpto.org

**Attachments:**

1. Notes from 2/4/09
2. MTP Financial Plan Part 1
3. MTP Draft chapters 1 and 2
4. Metropolitan Transportation System map
5. Draft MTP outline



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**2060 Metropolitan Transportation Plan Advisory Committee  
Meeting 2 – Meeting Notes**

DATE: Wednesday, February 4, 2009  
TIME: 4:30 PM  
PLACE: CCMPO, 30 Kimball Avenue, S. Burlington, VT  
PRESENT:  
MEMBERS: Amy Bell, VTrans  
Meredith Burkett, CCTA  
Dawn Francis, Chamber/GBIC  
Christopher Hill, Bike/Ped  
Mike O'Brien, CCMPO Board – Winooski (Committee Chair)  
Meredith Schuft, CATMA  
OTHERS: Charlie Baker, CCRPC Staff  
Michele Boomhower, CCMPO Staff  
Eleni Churchill, CCMPO Staff  
Jason Charest, CCMPO Staff  
Bryan Davis, CCMPO Staff  
Christine Forde, CCMPO Staff  
Lucy Gibson, Smart Mobility  
Phil Hammerslough, Burlington  
Peter Keating, CCMPO Staff  
Tim Fluck, CCRPC Staff  
Corey Mack, Winooski  
Norm Marshall, Smart Mobility  
Diane Meyerhoff, Third Sector Associates  
Melanie Needle, CCRPC Staff  
Michael Oman, Oman Analytics  
Dave Roberts, CCMPO Staff

**1) Welcome/Introductions**

Peter Keating of the CCMPO welcomed the committee and introductions were made.

**2) Meeting Notes from August 20, 2008**

The committee will not formally adopt the meeting notes, however corrections are welcome. There were none.

**3) Advisory Committee Role/Operating Procedures – Informational item (attached).**

**4) Scenario Planning/Visioning Workshops Report**

Norm Marshall of Smart Mobility described the Visioning Workshops (Hinesburg, Burlington, and Essex Junction) that were held last fall. A total of sixty-three people attended the sessions. Norm reviewed the briefing presentation from the sessions. Participants were required to allot future development (housing and employment) on a map of Chittenden County. Twelve different maps were created by small groups.

All twelve groups chose to consume significantly less land than the current trend suggests, so the CCMPO and CCRPC Staff created trend scenarios for analysis.

The twelve maps will be distilled down to three or four scenarios for testing and voting. The team looked at the different scenarios for information that might be significant. One difference is the amount and types of development in three geographic areas of the County - , the “core,” “inner ring,” and the “outer ring.” Examining the Outer Ring region revealed patterns that led to five possible scenarios: dispersed housing, dispersed centers, green belt (not much development), current trends, and mixed use.

In terms of transportation elements, all twelve maps called for increased transit – rail, bus, or both. Half of the maps showed lines on some or all of the proposed Circ Highway (some mark this as “multimodal”); the other half didn’t mark any part of Circ. Few, if any, new or expanded road projects were suggested and about half of the maps had some reference to increased bike infrastructure.

The consultants identified possible transportation indicators to use in the evaluation of the scenarios:

- Mode share (auto, transit, walking, biking)
- Vehicle miles of travel (VMT)
- Vehicle hours of travel (VHT)
- Percent of peak period traveled that is congested

The CCRPC has developed a series of approved indicators for scenario evaluation as well. They include:

- Growth in or near Suitable Planning Areas
- Efficient Use of Infrastructure (proximity to water and sewer)
- TOD-supportive design and location (compact walkable development and/or proximity to transit)

Norm posed the following questions to the Committee:

- Do we have sufficient public input to move forward with the scenarios?
- Are the scenarios appropriate? Should there be a more “moderate” development scenario?
- The groups discussed increasing rail transit, but it’s expensive. How do we factor cost into our scenarios when presenting them to the public?
- Should we proceed with modeling and analysis?
- How do we incorporate the broader policy issues of feasibility and implementation?

Dawn Francis of the Chamber/GBIC asked about a scenario that includes existing zoning regulations. Peter responded that the trend scenario somewhat mimics zoning and existing zoning cannot handle the amount of projected growth. Tim Fluck of CCRPC agreed that current zoning cannot accommodate the 2060 growth forecast. Norm further explained that all the groups developed a pattern that is not supported by current zoning. Dawn believes it’s important to explain that our zoning doesn’t accommodate the growth we expect, perhaps by showing a full build-out scenario. Lucy Gibson of Smart Mobility suggested we add a full build-out scenario.

Norm described the next steps. The team hopes to reduce the land use scenarios to four in order to bring them to the public. Once the land use scenarios are determined, they need to be married with the transportation scenarios. Finally, they will be analyzed by the CCMPO transportation model. The theory of scenario planning is that implementation strategies are discussed after a preferred scenario is chosen.

Transferable development rights (to preserve land in the outer core by building in the inner core) were discussed. Phil Hammerslough of Burlington asked “Do we develop as a unified county or as a group of towns within a county?”

The adequacy of public involvement was discussed. Peter Keating explained that he will visit municipal planning staff as a reality check of the scenarios. There was discussion about the “green belt” scenario and its practicality. Norm believes that the power of the visioning exercise is that the scenarios are developed by the public and those scenarios are tested. The ultimate implementation may be very

different; it is often a blend of the scenarios. Norm would like to do the first round of testing with a broad range of characteristics.

Amy Bell of VTrans asked if 63 participants is a representative sample of the public. Mike O'Brien (Chair) of Winooski is concerned that all 18 municipalities in the County may not have been represented. He believes that visiting all the communities is very important. Peter noted that there wasn't much participation from the rural towns and most participants tended to be older. Dawn suggested that Planning Commission members are representative of their communities. It would be great if they could undertake the exercise.

Peter is open to bringing the exercise to a larger constituency, if this group thinks it's important. A number of options were discussed – CCRPC Board, MMUHS class, Town of Milton, and "Focus the Nation" at UVM. Eleni Churchill of the CCMPO noted that she has had participation by college students in the Route 15 Study, and they bring a great perspective. Christopher Hill, Bike/Ped Representative, feels that twelve different groups from the workshops represented a reasonable sample. He doesn't expect there will be significant differences in the outcome with more people involved.

Peter suggested that we move forward with the current scenarios for analysis and he will invite additional groups to participate, to be sure that the results are consistent. This allows us to keep moving forward. Norm explained that after the analysis, the public will vote on the scenarios through an Internet survey. The target for the survey is this spring. The results will inform the choice of the final scenario.

#### **5) MTP Vision and Goal Statements**

Peter distributed the Vision and Goals from the previous Long Range Plan (attached). He would like input from committee members by **Friday, February 20, 2009**. From the comments and an examination of the value/goal statements from the visioning workshops, he'll craft an updated statement. Peter also distributed an outline of the 2060 Metropolitan Transportation Plan (attached). He hopes to have the first two chapters drafted for the next meeting, and perhaps part of chapter three as well.

The meeting was adjourned at 6:00PM.

**The Next Meeting will be held Thursday, April 16, 2009 at 3:00PM at the CCMPO Offices.**

Attachments:

Advisory Committee Operating Procedures (approved by CCMPO Board)

2025 MTP Vision Statement and Goals

2060 MTP Outline DRAFT (February 2009)

**OPERATING PROCEDURES FOR THE  
CCMPO 2060 METROPOLITAN TRANSPORTATION PLAN (MTPC)  
COMMITTEE**

- I. Purpose: The MTPC will be responsible to provide recommendations to the Board for the development of the Metropolitan Transportation Plan for the region, sometimes known as the Long Range Plan. Further the MTPC will assist the board by providing input to the other standing committees and Board to assure that recommended activities identified in the MTP are considered in the development of the annual work plan, TIP and other such implementation related tools of the CCMPO. The MTPC will recommend an MTP that:
- Is consistent with the adopted Chittenden County Regional Plan;
  - Considers all transportation modes;
  - Recommends projects and strategies that fall within the financial plan;
  - Assumes implementation of all projects in the approved Transportation Improvement Program (TIP), and
  - Incorporates an extensive public outreach effort during its development.
- II. Duties and Responsibilities
- A. At a minimum of every five years develop a new or updated Metropolitan Transportation Plan
- B. Develop policy recommendations for consideration of the Board
- C. Provide guidance to the Unified Planning Work Program (UPWP) and Transportation Improvement Program (TIP) related to issues or projects that arise from the long term planning.
- D. Coordinate activities with Transportation Advisory Committee (TAC) to assure all are informed and the opportunity for consistent recommendations to Board are achieved
- E. MTPC members will regularly report to the organization or constituency which he or she represents and to present to the MTPC the views of his or her constituency.
- F. The MTPC will report a least quarterly to the CCMPO Board and more frequently if so desired by the Board.
- G. The MTPC may advise CCMPO staff and consultants on any tasks related to 2060 MTP development including but not limited to:
- Public outreach tasks and methods
  - Analysis of fiscal resources
  - Transportation alternatives
  - MTP document format and content
  - Potential environmental mitigation activities
  - Land Use scenarios
  - Project and strategy recommendations
  - The review and disposition of MTP comments.
- H. Review and comment on all publications documenting the plan and its development.
- III. Membership and Officers
- A. There shall be three officers: a Chair, a Vice Chair, and a Secretary:
1. The CCMPO Chair shall appoint the Chair of the Committee with confirmation from the CCMPO Board.
  2. The MTPC shall elect a Vice Chair who shall preside over meetings in the absence of the Chair.
  3. The Executive Director, or his/her designee, shall act as committee Secretary.
- B. Membership on the MTPC will be approved on a bi-annual basis by the CCMPO Board, with membership generally consisting of the following categories:
- 3 Board members
  - 2 TAC members
  - 5 - 9 Interest related or public members

- o VTrans
- o FHWA (ex-officio)
- o CCTA (ex-officio)
- o CCRPC (ex-officio)

C. There will be no alternate or proxy membership.

D. The Executive Director and/or his/her designee shall be an ex-officio member and must be present at all meetings of the committee.

IV. Quorum

A quorum shall exist when a simple majority of the members are present at any scheduled meeting.

V. Staffing:

CCMPO staff shall be responsible for to the MTPC to assist development and review of documents, amendments, and reports in a timely fashion. All recommendations to the CCMPO will be presented by staff, through the Executive Director with a written record of recommendations by the MTPC.

VI. Accountability and Duration

The MTPC reports to and is responsible to the CCMPO Board. It will continue to function until the Metropolitan Transportation Plan for 2060 is adopted by the CCMPO Board and all documentation is completed.

VII. Functional Responsibilities

A. The MTPC shall meet at least quarterly or as the MTPC determines otherwise.

B. The MTPC may appoint any subcommittees on an ad hoc basis as may be desirable to carry out its mission and purposes. Such subcommittees shall have a discrete, defined objective and shall cease to exist upon completion of that objective.

VIII. Parliamentary Authority and Voting

The MTPC will make decisions by consensus. However, at the request of three or more members relative to a specific issue, a decision will be made by majority vote of those members present. No Advisory Committee actions will conflict with the CCMPO Bylaws.

8/31/05

9/13/05 As revised by Executive Committee comments.

10/19/05 Board approved with one revision

8/14/08 Revisions recommended by staff

9/17/08 Approved by CCMPO Board

**Chittenden County MTP  
Vision for Transportation in 2025**

***Our transportation system enhances and connects healthy, vibrant communities.  
It is safe, efficient, multi-modal and accessible to all.  
It supports economic vitality and is designed and operated to complement and***

**2.2.2 Regional Transportation Goals**

The MTP Steering Committee prepared 12 supporting goals to articulate and expand on the Vision. These goals state regional desires and aspirations for the transportation system as well as for the people and communities served by the transportation system.

- Goal 1:** Preserve and improve the physical condition and operational performance of the existing transportation system.
- Goal 2:** Reinforce sustainable land use patterns, such as growth centers, as set forth in local and regional plans.
- Goal 3:** Create a transportation system that offers constantly improving safety, accessibility, flexibility, and comfort for everyone.
- Goal 4:** Establish a transportation system that minimizes the time and total cost of moving people and goods, allowing the region's economy to thrive.
- Goal 5:** Protect or enhance the region's built and natural environments.
- Goal 6:** Create a transportation system that builds community, enhances neighborhood vitality, and minimizes noise, glare, and vibration.
- Goal 7:** Provide levels of access and mobility that insure people and goods can travel when and where they need to go.
- Goal 8:** Consider ways to improve transportation system efficiency before increasing transportation capacity.
- Goal 9:** Establish a transportation system that uses diverse sources of power and maximizes energy efficiency and conservation.
- Goal 10:** Develop a transportation system that features a variety of travel modes and encourages the reduction of single-occupant vehicle use.
- Goal 11:** Educate the public—from children to seniors—about the implications of different development patterns and mode choice decisions.
- Goal 12:** Provide improvements to transportation facilities and services expeditiously through an inclusive and cost effective process.

1. MTP Background
  - Overview of MPOs and the CCMPO
  - Federal regulations governing the MTP
  - The Metropolitan Transportation System (MTS)
  - MTP Advisory Committee and its role
  - CCMPO Approval/adoption process
  - MTP/Chittenden County Regional Plan relationship
  - Description of MTP Analytical tools
2. Public Involvement process
  - Vision and Goals
  - 2006 Public Opinion survey
  - Synopsis of public engagement activities
  - Taking a 50 year view
3. Demographics and Transportation: Current and Forecast Conditions
  - Population, household and employment forecasts to 2060
  - Demographic trends
  - Current Transportation Conditions
  - Forecast of future Transportation Conditions
  - The larger Northwest Vermont Region: Impacts on and from neighboring regions
4. Financial Plan
  - Federal Requirements for MTP Financial Analyses
  - Funding sources (Federal, State, Local, and Other)
  - Determining Financial Constraint
  - System preservation costs
  - Expected Level of Financial Resources Available in 25 and 50 years
5. Scenario Planning Results
  - Background
  - Visioning exercises
  - Scenarios created and analyzed
  - Selected scenario
  - Overview of transportation strategies and projects
6. 2060 MTP
  - Project/Strategy recommendations for each of nine corridors
  - Recommendations in 5, 10, 25 and 50 year time frames
7. Implementation
  - Review of financial resources
  - Funding allocations to priority areas
  - Implementation tools

# MTP Financial Plan Part 1

## Introduction

As discussed in the introduction to the overall plan, the MTP must incorporate a financial section that estimates how much funding over the life of the plan will be needed, how much will be available for the recommended transportation investments, and the costs to maintain and operate the existing system. The financial section must outline how the MPO can reasonably expect to fund all included projects and programs within a fiscally constrained environment, drawing on all anticipated revenues from the Federal and State governments, regional or local sources, the private sector and user charges.

This financial element, or plan, is a critical component of the overall plan. By requiring the plan to remain firmly grounded in reality, it prevents it from becoming little more than a flight of fancy, and a wish-list of absolutely every possible notion. It fosters careful consideration of how competing values and goals will be incorporated into the region's future.

Federal regulations establish the requirement for the financial plan in 23 CFR 450.322(f)(10). The operative requirements of that regulation are summarized here. The adopted MTP shall include:

- (10) A financial plan that demonstrates how the adopted transportation plan can be implemented. Key components of this plan to include:
  - (i) System-level estimates of costs and revenues to adequately operate and maintain Federal-aid highways and public transportation.
  - (ii) Agreed upon estimates of funds that will be available to support plan implementation.
  - (iii) Recommendations on any additional financing strategies with strategies for ensuring their continued availability.
  - (iv) Funding to include all Federally funded projects, both highway and transit. Projected funds to reflect “year of expenditure dollars.”

Based on these requirements, the financial plan is intended to be in direct support of the MTP as a whole. It is not intended to cover every dollar spent for transportation at any level of government or by any entity. The MTP itself is intended to guide the transportation investments managed and directed by the MPO, i.e. the capital investments in the transportation system that are supported by Federal funds. The financial element addresses the availability of these and directly associated funds (i.e. those in support of MTP projects and improvements), and their allocation.

Although the CFR requires assessment of system “operating and maintenance” needs, these are intended to reflect, effectively, “capital maintenance,” also sometimes described as “system preservation” expenditures. They do not include such maintenance activities as (e.g.) street sweeping, snow plowing, lighting, etc, however important to transportation system operations.

An important variation on this basic criterion is a need to identify operating funds for transit, which, in addition to capital funds, requires operating funds to function. Although these funds are not subject directly to the limitations of the MTP fiscal constraint (i.e. they originate from

different sources), their ultimate availability is a critical ingredient in the ability to actually put transit capital assets to work.

This financial plan/element is developed and presented in three parts:

1. overall level of fiscal constraint including projection of future funds and factors that are anticipated to affect this,
2. a base level of investment required for system preservation as called for under 23 CFR 450.322(f)(10)(i)
3. an estimate and analysis of the cost/financial implications of plan recommended improvements themselves.

This memo is intended to address the first of these components.

### **Financial Plan Part 1. Overall Constraint**

As has been indicated, MPO funds (ie those intended to be guided by the contents of the MTP) are, effectively exclusively the federal funds allocated to the Chittenden County metropolitan area under the aegis of the various Federal transportation acts, the current incarnation of which is SAFETEA-LU. To the extent that State and/or local funds are guided/directed by the MTP, these have been exclusively as matching funds for the Federal funds, almost always on an 80/20 basis, with the State/local share of the 20% match varying based on the nature of the project(s). Generally, it has been relatively straightforward to simply count on the availability of the required State/local match, so that the only direct limitation on funds availability is the Federal funding stream.

The one important exception to this has been transit funding. While the highway based transportation system receives a portion of its operating expenses through public funding, the majority of its expenses are shouldered by its private users, who must purchase, maintain, and operate their own transportation vehicles. The transit system, on the other hand must generate public funds for the purchase, maintenance and operation of its own fleet. The availability of these funds become a limiting factor on the ability of the region to absorb and effectively implement transit capital funds for improvements. This issue will be discussed in greater detail in subsequent sections.

The MPO and metro area access no other funds such as tolls and private contributions. Therefore, the anticipated funding level for transportation projects in the metro area is effectively the federal funds plus State and local match.

The single most critical issue for establishing how much funding will be available over the years covered by the MTP is therefore the future availability of Federal funds. FHWA has issued guidance on projecting Federal funds that may be reasonably anticipated to be available in future years. Under this guidance, the planning agencies may assume an annual percentage increase

based on average annual increase for previous ten (10) years<sup>1</sup>. For purposes of this analysis, constant (2008) dollars have been used.

Table 1. Historical MPO Funding - Year End Obligations (\$M)

FY	99	00	01	02	03	04	05	06	07	08	Ann Avg
Total	20.91	34.76	30.50	38.68	40.12	54.53	54.03	33.51	26.93	27.96	36.2
Increase	-17.2%	66.3%	-12.3%	26.9%	3.7%	35.9%	-0.9%	-38.0%	-19.6%	3.8%	4.9%

Note: Constant (2008) Dollars

This analysis has been based on the historical funding for the ten year period, FY 1999 - 2008. It finds that:

1. actual annual obligations have averaged 36.2 million over the 10 year period
2. the average annual increase in obligated funds over this period has been 4.9%

Unfortunately, this guidance results in slightly conflicting interpretations. It calls for a “straight-lined” projection.

However, a constant percentage increase results in a geometric progression. Fig 1 illustrates the effect of projecting future funding based on 1. a straight-line constant dollar increase based on a current 4.9% increase over the ten year average funding (green line), and 2. a constant annual percentage increase of 4.9% (magenta line). The red bars represent the historical actual expenditures FY 99 - 08.

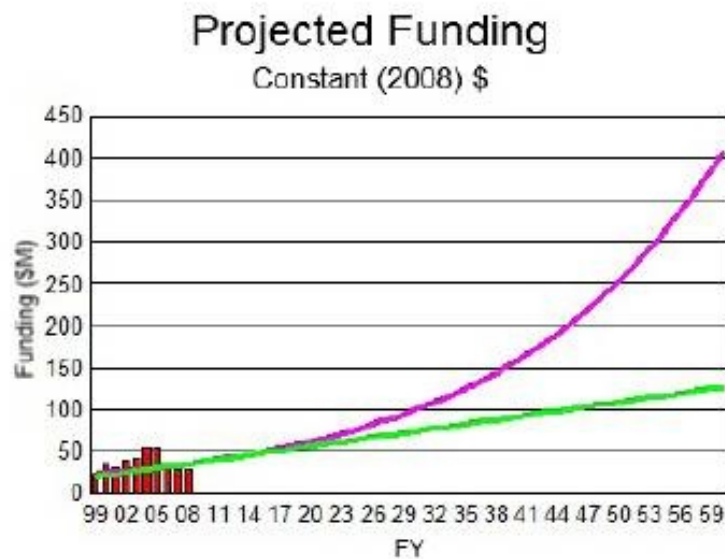


Figure 1 Funding based on constant percent (magenta) v dollar (green) increases

<sup>1</sup> “States and MPOs may assume Federal funding based on a straight-lined extrapolation of historic increases in Federal authorizations for that State or MPO. Thus, if Federal authorizations for the State of Muldoon have increased, on average, 6 percent annually over the period FY 1999-2009, then the State of Muldoon may assume that its Federal funding in FY 2010 will be 6 percent higher than is authorized in SAFETEA-LU for FY 2009. Similarly, Muldoon may assume an additional 6 percent increase between FY 2010 and FY 2011, and so forth. While Muldoon may assume a lower rate of increase, it may not assume a higher rate of increase in Federal authorizations. FHWA and FTA recognize that Federal funding after FY 2009 is very uncertain, so we also encourage States and MPOs to consider more conservative estimates of future Federal funding when they develop metropolitan long-range transportation plans, TIPs, and STIPs.” (Source: email from Gloria Shepherd to FHWA Division Office staff dated 8/22/06)

Based on this analysis, it seems far more likely that it is, in fact, the straight-line projection that is intended here, rather than the geometric. Therefore, the estimate of funding has been projected into future years using a straight line extrapolation based on current 4.9% increase (i.e. a slope of \$1.77M/yr) rather than a constant, annual 4.9% increase. This results in an annual expenditure level of just over \$125M in 2060 in constant (2008) dollars.

However, the regulations require that these be inflated to current (i.e. year of expenditure) dollars.

Table 2. Annual Inflation Rate: Historical Data

Year	99	00	01	02	03	04	05	06	07	08
CPI-U	166.6	172.2	177.1	179.9	184.0	188.9	195.3	201.6	207.3	215.3
Rate	2.2%	3.4%	2.8%	1.6%	2.3%	2.7%	3.4%	3.2%	2.8%	3.8%

Based on historical data, annual inflation during this ten year period has varied from a low of 1.6% to a high of 3.8%. The 3.8% figure has been the most recent year and inflation figures have tended to be a little higher in more recent years than in previous years.

However, other factors argue for the selection of a higher inflation rate, more in the neighborhood of 5.0% per year.

- this is the inflation rate used by CCTA in estimating its future operating expenses
- once current economic recovery efforts have run their course, current high federal deficits will likely result in higher inflation during much or all of the planning period
- inflation rates for transportation and construction have tended to be higher than overall inflation

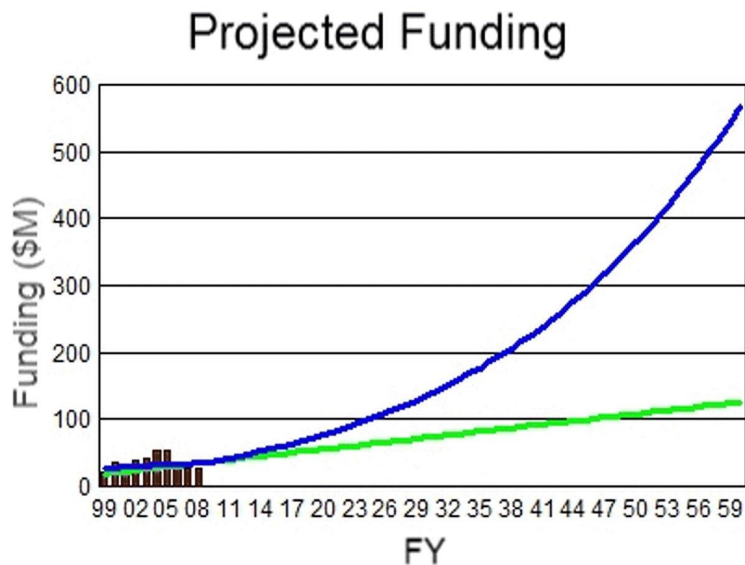
The results of applying each rate to the future constant dollar projection are shown in Table 3 and in Fig 2.

Table 3. Projected Funding in 10 Year Intervals (\$M)

FY	10	20	30	40	50	60
Constant \$	38.0	55.5	73.1	90.7	108.3	125.9
Current \$ @ 3%	39.1	76.9	136.0	226.8	363.9	568.5
Current \$ @ 5%	39.9	95.0	203.7	411.7	800.6	1,515.9

Note: Constant dollars v inflation at 3% and 5%

Because of the extreme value of the projection at 5% inflation in the out years, only the 3% inflation has been illustrated here (blue line). As in Fig 1, the green line represents constant dollar expenditures and the red bars represent the historical actual expenditures FY 99 - 08.



**Figure 2** Future funding based on constant (green) v inflated (blue) dollars

Potential Adjustments to Projected Funding

There are a number of factors that may result in adjustments to this projected level of funding. These include:

Potential increase:

- Alternative/innovative funding
- Bonding plan as envisioned by Legislature based on future revenue stream

Potential decrease:

- Decreasing federal support; depletion of transportation trust fund

Uncertain effect, likely increase if any:

- Stimulus funds

Except for the bonding proposal, these factors are deemed to be either too uncertain or too short lived (eg “stimulus” funds) to include quantitatively in future estimates. They are included qualitatively to temper consideration of the actual future funding stream.

Alternative/Innovative Funding

The MPO “Blue Ribbon Commission” (BRC) was established to:

“Provide recommendations by December 1, 2008 regarding viable innovative finance strategies to advance the region’s transportation needs, including all modes as well as the necessary connections with our land use, economic, environmental and quality of life needs.”

Ultimately, there was only a limited recommendation to seek additional financing without any specific indication as to the specific sources or methods that should be used:

“Recommendation 3: A sustainable source of additional funding should be developed for regional transportation needs”

This recommendation is seen as being implemented by a future transportation management entity envisioned beyond the current MPO structure.

A far more realistic and imminent consideration is an existing transportation bonding proposal currently before the Legislature. Although the ostensible purpose of this legislation is bonding, the important operative quality is the implementation of an additional revenue stream to support it, ie the permanent \$0.05 gas/diesel tax surcharge. Whether this is used to amortize bond(s) or simply in the ongoing funding process, this will increase overall level of fiscal constraint. The total amount of proposed bond is \$120M over three years (\$30M in each of the first two years and \$60M in the third year).

Based on historical data, the Chittenden County share of statewide transportation funds has varied between about 20% and 25% and it seems reasonable that this would apply to the bonding funds as well, resulting in an increase of between \$24M and \$30M in the three years of the bonding program.

Perhaps more to the point, the \$0.05 gas tax surcharge should raise about \$20M per year. If 20 - 25% of this were available in Chittenden County, this would result in a total increase in perpetuity of \$4M - \$5M per year in transportation funds. Final resolution of this is currently taking place, and it is still uncertain how much of the total funding stream will be through normal State avenues, and how much will be diverted in support of local transportation needs. Even without the tax, the Governor has indicated that additional fees might be imposed to achieve roughly the equivalent of the gas tax hike. Table 4 illustrates the effect of an additional \$5M per year available to the MPO funding stream. For this analysis, the gas tax has been included prior to the inflation factors. Although the actual bill has not been indexed to inflation, it seems unlikely that the Legislature will allow the value of this revenue stream to become vanishingly contributory over the next 50 years.

Table 4. Projected Funding Including Gas Tax in 10 Year Intervals (\$M)

FY	10	20	30	40	50	60
Constant \$	43.0	60.5	78.1	95.7	113.3	130.9
Current \$ (3%)	44.2	83.8	145.3	239.3	380.7	591.1
Current \$ (5%)	45.1	103.5	217.7	434.4	837.6	1,576.1

Note: Constant dollars v inflation at 3% and 5%

## Conclusion

Funding for CCMPO transportation is presently entirely dependent on Federal funding, which is matched 80/20 at the State and local levels. This is projected to increase by about 5% (4.9%) per year in real dollars over the course of the current plan to a total of about \$126M in 2060. Some additional funds in the form of a gas tax surcharge which is intended for bonding support is anticipated to bring in an additional \$4 - 5M/year. Additional funding sources, especially for transit operating funds will be critical for the expansion and even preservation of transit services in the region. This issue will be discussed more fully in subsequent sections of the financial plan.

Appendix Material: 23 CFR 450.322(f)(10)

(10) A financial plan that demonstrates how the adopted transportation plan can be implemented.

(i) For purposes of transportation system operations and maintenance, the financial plan shall contain system-level estimates of costs and revenue sources that are reasonably expected to be available to adequately operate and maintain Federal-aid highways (as defined by 23 U.S.C. 101(a)(5)) and public transportation (as defined by title 49 U.S.C. Chapter 53).

(ii) For the purpose of developing the metropolitan transportation plan, the MPO, public transportation operator(s), and State shall cooperatively develop estimates of funds that will be available to support metropolitan transportation plan implementation, as required under Sec. 450.314(a). All necessary financial resources from public and private sources that are reasonably expected to be made available to carry out the transportation plan shall be identified.

(iii) The financial plan shall include recommendations on any additional financing strategies to fund projects and programs included in the metropolitan transportation plan. In the case of new funding sources, strategies for ensuring their availability shall be identified.

(iv) In developing the financial plan, the MPO shall take into account all projects and strategies proposed for funding under title 23 U.S.C., title 49 U.S.C. Chapter 53 or with other Federal funds; State assistance; local sources; and private participation. Starting December 11, 2007, revenue and cost estimates that support the metropolitan transportation plan must use an inflation rate(s) to reflect "year of expenditure dollars," based on reasonable financial principles and information, developed cooperatively by the MPO, State(s), and public transportation operator(s).

(v) For the outer years of the metropolitan transportation plan (i.e., beyond the first 10 years), the financial plan may reflect aggregate cost ranges/cost bands, as long as the future funding source(s) is reasonably expected to be available to support the projected cost ranges/cost bands.

(vi) For nonattainment and maintenance areas, the financial plan shall address the specific financial strategies required to ensure the implementation of TCMs in the applicable SIP.

(vii) For illustrative purposes, the financial plan may (but is not required to) include additional projects that would be included in the adopted transportation plan if additional resources beyond those identified in the financial plan were to become available.

(viii) In cases that the FHWA and the FTA find a metropolitan transportation plan to be fiscally constrained and a revenue source is subsequently removed or substantially reduced (i.e., by legislative or administrative actions), the FHWA and the FTA will not withdraw the original determination of fiscal constraint; however, in such cases, the FHWA and the FTA will not act on an updated or amended metropolitan transportation plan that does not reflect the changed revenue situation.

# **1.0 BACKGROUND TO THE METROPOLITAN TRANSPORTATION PLAN (MTP)**

## **1.1 Introduction**

The Metropolitan Transportation Plan (MTP) is the long-range transportation plan for the Chittenden County Metropolitan Planning Organization (CCMPO). The MTP not only addresses current problems of congestion, accessibility and mobility but lays out the framework for the transportation system of the future. The MTP acknowledges today's fiscal, political and social realities while extending beyond the status quo to better integrate the disciplines of transportation and land use planning through regional collaboration.

This MTP started out as a wholly new project, taking a longer view – 50 rather than 25 years, and was designed to be a fresh approach to regional long range transportation planning. However, while the approach is different, the final result, in many ways, resembles our previous effort – the 2025 Plan. The reader comparing the two documents will see a familiar format, presentation, and chapter sequence. Many of the same relevant issues, project recommendations, and implementation techniques continue in this version as well. Just as the previous Plan did, this MTP again stresses the all important role land use plays in transportation decision-making.

This opening chapter is intended to provide the reader with background and context for MTP development. It contains an introduction to the federally-mandated role of Metropolitan Planning Organizations (MPO) and the federal requirements for MTP preparation and content, as well as an overview of the CCMPO, its composition and operating environment.

## **1.2 Overview of Metropolitan Planning Organizations**

A Metropolitan Planning Organization (MPO) is a transportation policy and decision-making organization established under federal law and made up of representatives from local government and transportation agencies. MPOs are required for any urbanized area with a population greater than 50,000. Typically, following each decennial census a new batch of MPOs are born.

Congress created MPOs in the 1960s to ensure that existing and future expenditures for transportation projects and programs were based on a “continuing, cooperative and comprehensive” (3-C) planning process within their metropolitan areas. Federal funding for transportation projects and programs are channeled through this planning process. MPOs have five core functions:

1. Establish and maintain a fair and impartial setting for effective regional decision-making in the metropolitan area;
2. Evaluate transportation alternatives;
3. Develop and maintain a Metropolitan Transportation Plan (MTP) for the metropolitan area covering a planning horizon of at least twenty years that fosters (1) mobility and access for people and goods, (2) efficient system performance and preservation, and (3) quality of life;
4. Develop a Transportation Improvement Program (TIP) that is based on the MTP and designed to serve the area's goals; and

5. Involve the public, including the general public and all the significantly affected sub-groups, in the four essential functions listed above.

The metropolitan planning process is structured to include active outreach strategies that give people opportunities to provide input. Opportunities for the public to be involved should occur throughout the process, especially during plan and program development. Federal guidelines also encourage MPOs to give special attention to those groups who have been underrepresented or underserved in the past in terms of the expenditure of transportation dollars.

One of the MPO's most important responsibilities is to make decisions about funding. Funding for transportation plans and projects comes from a variety of sources including the federal government, state governments, special authorities, assessment districts, local government contributions, impact fees and tolls or other user fees.

Federal funds are made available to the State and in consultation with the MPO, project funding priorities are identified. All of the Federal Highway Administration (FHWA) funds and part of the Federal Transit Administration (FTA) funds are administered by the state transportation agencies. A portion of the FTA funds are provided directly to transit operators through direct grant agreements, as is the process in Chittenden County with some FTA funding going directly to CCTA.

MPOs, therefore, do not have direct control over funding. However, MPOs do set priorities for regional transportation projects and do identify funding sources for each of the proposed projects through the MTP development process and transportation improvement program (TIP) development process, conducted in consultation with the State and local transit authority. In this way, MPOs are responsible for the allocation of federal transportation funds.

### **1.3 Chittenden County Metropolitan Planning Organization: Organization and Operation**

Formally established in 1982, the Chittenden County Metropolitan Planning Organization (CCMPO) is the MPO for the Chittenden County region's 18 municipalities and Buels Gore. Chittenden County has Vermont's only U.S. Census-designated urbanized area with a population over 50,000, making the CCMPO Vermont's only MPO. The Chittenden County region includes approximately 150,000 people, representing nearly 25 percent of the State's population.

The CCMPO programs approximately \$30 to \$55 million annually in federal transportation projects in consultation with the State and local transit authority; evaluates and approves proposed transportation improvement projects; provides a forum for interagency cooperation and public input into funding decisions; sponsors and conducts studies, assists the region's municipalities with planning activities, and develops and updates the MTP and other transportation planning documents.

The CCMPO is governed by a Board of Directors, which consists of a representative appointed by each of the 18 participating municipalities and one representative from the Vermont Agency of Transportation (VTrans). The Board also includes, as ex-officio (non-voting) members, representatives from the Chittenden County Regional Planning Commission (CCRPC), the Chittenden County Transportation Authority (CCTA), Burlington International Airport, Vermont Transportation Authority (VTA), the railroad industry, the Federal Highway Administration

(FHWA), and the Federal Transit Administration (FTA). All of these municipalities, agencies and interests work together in a comprehensive, continuing, and cooperative process to meet the region's critical transportation needs.

Five committees are established under the CCMPO bylaws. One of these standing committees—the Transportation Advisory Committee, (TAC)—makes recommendations on action items to be considered by the Board of Directors. The TAC is comprised of planners and engineers from member municipalities and agencies, as well as appointed representatives of the region's various public interest groups. As warranted, the TAC will appoint special subcommittees to focus on specific topics or projects. The other four CCMPO standing committees are: The Unified Planning Work Program Committee, MTP Advisory Committee, Public Transportation Committee, and the Regional Initiatives Committee. The Board and TAC are supported by a professional staff, with offices located in Winooski.

The CCMPO prepares and updates a number of documents that detail the investments and planning activities that will address regional transportation. The major planning documents include:

- **Metropolitan Transportation Plan (MTP):** Updated every five years, the MTP sets out a vision for the development of the region's transportation infrastructure over the next 20 or more years. It includes goals and objectives, analyses of regional trends, and planned improvement projects throughout the county for all modes of surface transportation.
- **Transportation Improvement Program (TIP):** Usually, updated annually, the TIP is a four-year prioritization program of improvement projects and activities. To be eligible for federal funding, proposed projects must be approved by the CCMPO Board for inclusion in the TIP.
- **Unified Planning Work Program (UPWP):** Updated annually, the UPWP describes the transportation planning activities of the CCMPO staff, its member agencies and other transportation and planning agencies conducting work in the region and budgets the CCMPO's planning funds from all sources.

All scheduled Board of Directors, TAC and subcommittee meetings are open to the public, and the CCMPO welcomes and encourages public participation in and input to the metropolitan transportation planning process. The Board of Directors meets in public session on the third Wednesday of most months. The TAC also meets monthly, usually on the first Tuesday. All regular CCMPO meetings include an opportunity for public comments on pertinent issues. In addition, public hearings on specific items, such as amendments to the TIP, are held as needed throughout the year.

## **1.4 Intergovernmental Cooperation**

### **1.4.1 Municipal Responsibilities**

The CCMPO is comprised of local municipalities that, in conjunction with state and the regional transit authority, are responsible for all CCMPO activities and products. In Vermont, municipalities typically provide half of the funds needed to meet federal matching requirements. Thus, the CCMPO planning budget is generally comprised of 80 percent federal funds, 10 percent state funds and 10 percent municipal funds.

### **1.4.2 The CCMPO/VTrans/CCTA/VTA Relationship**

In accordance with federal regulations, the CCMPO is required to carry out metropolitan transportation planning in cooperation with the State (i.e., VTrans) and with operators of public owned transit services (i.e., CCTA and, while the Champlain Flyer rail service operated, the VTA). The process, therefore, is designed to be cooperative such that no single agency or organization is given complete responsibility for the planning, construction, operation or maintenance of the region's transportation system. All parties function under memoranda of understandings (MOU) agreements between them and VTrans, CCTA, and VTA all sit on the CCMPO Board of Directors. The CCMPO is also responsible for actively seeking the participation of all relevant agencies and stakeholders in the transportation planning and prioritization process. The CCMPO approves the MTP and both the governor and the CCMPO approve the TIP.

### **1.5 Required Elements of MTP**

The MTP is the region's principal transportation planning document and sets regional transportation priorities. It should, therefore, also be the central mechanism for structuring effective investments to enhance transportation system efficiency. It should consist of short- and long-range strategies to address transportation needs and lead to development of an integrated, inter-modal transportation system that facilitates the efficient movement of people and goods.

As mandated by the federal government, the MTP must both articulate and work towards the region's comprehensive long-range land use plans, development objectives, and the region's overall social, economic, environmental, system performance and energy conservation goals and objectives. It should also be consistent with the statewide transportation plan and the CCMPO should make special efforts to engage all interested parties in the development of the Plan.

Federal law requires the CCMPO MTP to be updated every five years, however, in regions not meeting federal air quality standards, the update must be every four years. This schedule was established to ensure that the Plan remains valid and consistent with developing trends in the transportation system use and conditions. Federal regulations also mandate that the MTP:

- Identify transportation policies, strategies and projects for the future;
- Determine demand for transportation services for a minimum 20-year period;
- Identify congestion management strategies to address future demand;
- Maintain a multi-modal focus;
- Concentrate on the systems level, including roadways, transit, bicycle, pedestrian and inter-modal connections;
- Estimate costs and identify reasonably available financial sources for operation, maintenance and capital investments; and
- Determine ways to preserve existing roads and facilities and make efficient use of the existing system.

- Discuss potential environmental mitigation of MTP projects and strategies

The MTP also must incorporate a financial section that estimates how much funding over the life of the plan will be needed, how much will be available for the recommended transportation investments, and the costs to maintain and operate the existing system. The financial section must outline how the MPO can reasonably expect to fund all included projects and programs within a fiscally constrained environment, drawing on all anticipated revenues from the federal and state governments, regional or local sources, the private sector and user charges.

## **1.6 Federal Guidelines for MTP Development and Content**

In the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU), the federal government set out eight broad areas to be considered in the transportation planning process. These areas recognize that the growing importance of operating and managing the transportation system are the focal points for transportation planning. The eight areas, or factors, are:

1. *Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity and efficiency;*
2. *Increase the safety and security of the transportation system for motorized and non-motorized users;*
3. *Increase the ability of the transportation system to support homeland security and to safeguard the personal security of all motorized and non-motorized users;*
4. *Increase the accessibility and mobility of people and freight;*
5. *Protect and enhance the environment, promote energy conservation, improve quality of life, and promote consistency between transportation improvements and State and local planned growth and economic development patterns;*
6. *Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight;*
7. *Promote efficient system management and operation; and*
8. *Emphasize the preservation of the existing transportation system.*

The federal government also sets broad planning considerations for the planning process and establishes guidelines that relate to other issues, such as air quality, congestion management, environmental justice and smart growth/economic development, as discussed below.

### **1.6.1 Air Quality**

A metropolitan area's designation as an air quality nonattainment or maintenance area creates additional requirements in the transportation planning process. In areas with air quality problems, for example, transportation plans, programs and projects must conform to state air quality plans.

Because Chittenden County currently is classified as an air quality “attainment area” for all transportation-related pollutants, it is not subject to air quality conformity requirements. It is uncertain at this time as to whether or not we will maintain this air quality status over the life of this MTP. Air quality and the related issue of climate change will be further discussed in Chapter 7 – Implementation.

### **1.6.2 Congestion Management**

Areas with populations over 200,000 or that have been designated as a nonattainment for air quality purposes are called “transportation management areas” (TMAs)<sup>1</sup>. TMAs must develop a congestion management process that identifies actions and strategies to reduce congestion and increase mobility.

Because the population of Chittenden County currently is less than 200,000, the TMA designation is not applicable. However, before the end of the planning period - 2060, the population is forecasted to exceed the threshold and the region may be deemed a TMA, thus triggering congestion management requirements. Chapter 7 discusses the implications of this, including a potential future larger MPO.

### **1.6.3 Environmental Justice**

The goal of Environmental Justice is to ensure that services and benefits are distributed fairly to all people, regardless of race, national origin, or income and that they have access to meaningful participation. The legal foundation for environmental justice is the Civil Rights Act of 1964, which prohibits discrimination in any program receiving federal assistance.

As the agency responsible for coordinating the MTP, the CCMPO must ensure that all segments of the population have been involved with the planning process. The CCMPO should also ensure that the impact of proposed transportation investments on the underserved and underrepresented population is part of the Plan’s evaluation process.

### **1.6.4 Economic Development and Smart Growth**

The federal government recognizes the role that transportation plays in economic development and, therefore, encourages agencies to take advantage of opportunities to use transportation to positively influence development types, locations and densities. As the lead organization that drafts and adopts the MTP, the CCMPO is in a unique position to influence transportation investments toward improving the quality of life in the region and tailor some transportation activities to improve both specific economic development projects and regional mobility in general. Federal guidelines, therefore, encourage the CCMPO to leverage its influence to promote smart growth. Smart growth is development that, “invests time, attention, and resources in restoring community and vitality to center cities and older suburbs. New smart growth is more town-centered, is transit and pedestrian oriented, and has a greater mix of housing, commercial and retail uses. It also preserves open space and many other environmental amenities.” (from About Smart Growth at [www.smartgrowth.org](http://www.smartgrowth.org))

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<sup>1</sup> Not to be confused with ‘Transportation Management **Associations**’ which are organized groups applying carefully selected strategies to facilitate the movement of people and goods within a designated area. TMAs are often legally constituted and frequently led by the private sector in partnership with the public sector to solve transportation problems.

## **1.7 Metropolitan Transportation System**

The primary focus of the MTP is the Metropolitan Transportation System (MTS). It is the multimodal network of highways, arterial and major collector roadways, transit services, rail lines, bicycle paths, Burlington International Airport, and other inter-modal facilities critical to the movement of people and goods in the region. **Figure 1-1** depicts the existing Chittenden County MTS.

The MTS is also a planning tool used to identify metropolitan transportation problems, develop system-level solutions and serve as a focus for performance monitoring. The MTS distinguishes locally important transportation facilities from those that are strategically significant at the regional, state and even federal levels. These facilities and services form the regionally significant modal components critical to Chittenden County's mobility needs. As this system evolves and grows over time based on the recommendations in Chapter 6, the MTS system will change to accommodate those new facilities and services. The MTS is not stagnant but a dynamic system requiring regular updates.

For example, the MTS concept recognizes that planners must consider an urban bus transit system that runs on local streets and arterials, and therefore cannot analyze transit operations independently of arterial congestion. Similarly, an MTP that addresses arterial access management must also provide for appropriate pedestrian facilities and operations within that same arterial corridor. Resulting problems may be difficult to resolve, as a single mode strategy can lead to other modal conflicts. However, by addressing the transportation system as a single entity of interrelated elements, planners become more aware of potential conflicts in the planning stage, rather than finding unexpected consequences when a given project is under design or construction.

## **1.8 The MTP Advisory Committee and Its Role**

To guide development of the MTP and ensure broad-based representation in its development, the CCMPO established an MTP Advisory Committee. This committee included representatives from the CCMPO Board of Directors, TAC, business groups, bicycle and pedestrian advocates, the disabled, transit service providers, the Chittenden County Regional Planning Commission, the Vermont Agency of Transportation, and the Federal Highway Administration.

The MTP Advisory Committee met periodically to review progress, comment on reports, and to provide direction to the CCMPO staff and consultants. The MTP Advisory Committee was also responsible for final review and comment on the MTP drafts to the CCMPO Board of Directors.

Figure 1-1: Metropolitan Transportation System

## **1.9 CCMPO Approval/Adoption Process**

Following federal requirements, the CCMPO developed this MTP according to an inclusive public involvement process that addressed the elements required under law and regulation. Following input from the MTP Advisory Committee, a multi-level review and comment process was carried out, including final review by the CCMPO Board, the CCMPO member jurisdictions, and the public. The final draft of the MTP was distributed as part of this process and then presented at a public hearing. Once a final version of the MTP was agreed upon, the CCMPO Board approved the plan. **TO BE REVISED LATER AS NEEDED**

## **1.10 MTP as Part of the Chittenden County Regional Plan**

The MTP, after adoption by the CCRPC Board, serves as the transportation element of the Chittenden County Regional Plan. During MTP development, the CCMPO made efforts to ensure that the MTP is consistent with and supports the goals, objectives, and assumptions of the Chittenden County Regional Plan. The CCRPC is a sister organization established under State law and responsible for comprehensive (including transportation) planning for Chittenden County.

## **1.11 Appendix Documents Incorporated into the MTP**

Several studies/plans, previously approved by the CCMPO Board, form integral parts of the MTP and are appended to this document. These include:

**TBD BUT LIKELY TO INCLUDE THE 2008 PEDESTRIAN/BICYCLE PLAN, THE 2009 PARK AND RIDE PLAN UPDATE, AND CCTA'S SHORT RANGE TRANSIT PLAN.**

## **1.12 MTP Analytical Tools**

This document and the project recommendations identified in it benefit significantly from the application of two powerful computer tools – Geographic Information Systems (GIS) and the Chittenden County Transportation Demand Model.

### **GIS**

GIS is a system that integrates hardware, software, and data to obtain, manage, analyze, and display all kinds of geographical information. GIS allows its users to view, better understand, interpret, and visualize spatial data to more clearly reveal relationships, patterns, and trends. GIS data can be displayed in tables, graphs, or, as in the MTP, most often on maps.

GIS was employed in several ways to assist with MTP development. Most obviously are all of the maps showing transportation projects and strategies by mode and corridor. GIS was used in the Scenario Planning phase as well (more on this in Chapter 5) for both the calculation of several performance measures based on the Chittenden County Regional Plan and the visualization techniques used to illustrate future land use development types and patterns. Most of these GIS tasks were performed by CCRPC staff.

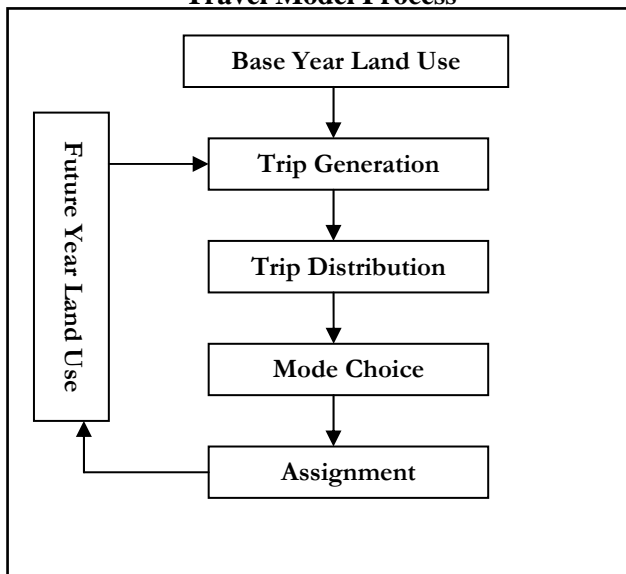
### ***The Chittenden County Transportation Model***

The CCMPO conducted much of the analysis of existing transportation conditions and forecasts of future transportation conditions using a tool known as the Chittenden County Transportation Model (the “model”). The model simulates the interaction between housing, employment and a multi-modal transportation system. System-wide transportation models have been used in Chittenden County since the mid 1980s. The current model was developed in 1994 and updated in 1998. The current model uses custom designed computer software and incorporates several advanced features including the ability to estimate bus, commuter rail, walk/bike and shared and single occupancy vehicle trips, and sensitivity to the effect transportation projects have on where trips are made.

The model is able to analyze morning (AM) and afternoon (PM) peak hour conditions. The afternoon peak hour was adopted for analysis of transportation alternatives because the PM peak represents the most congested conditions and therefore highlights any problem areas in the transportation system.

The model follows a five-step process as shown in **Figure 1-1**. This process is built first to replicate existing travel conditions and then adapted to simulate future scenarios.

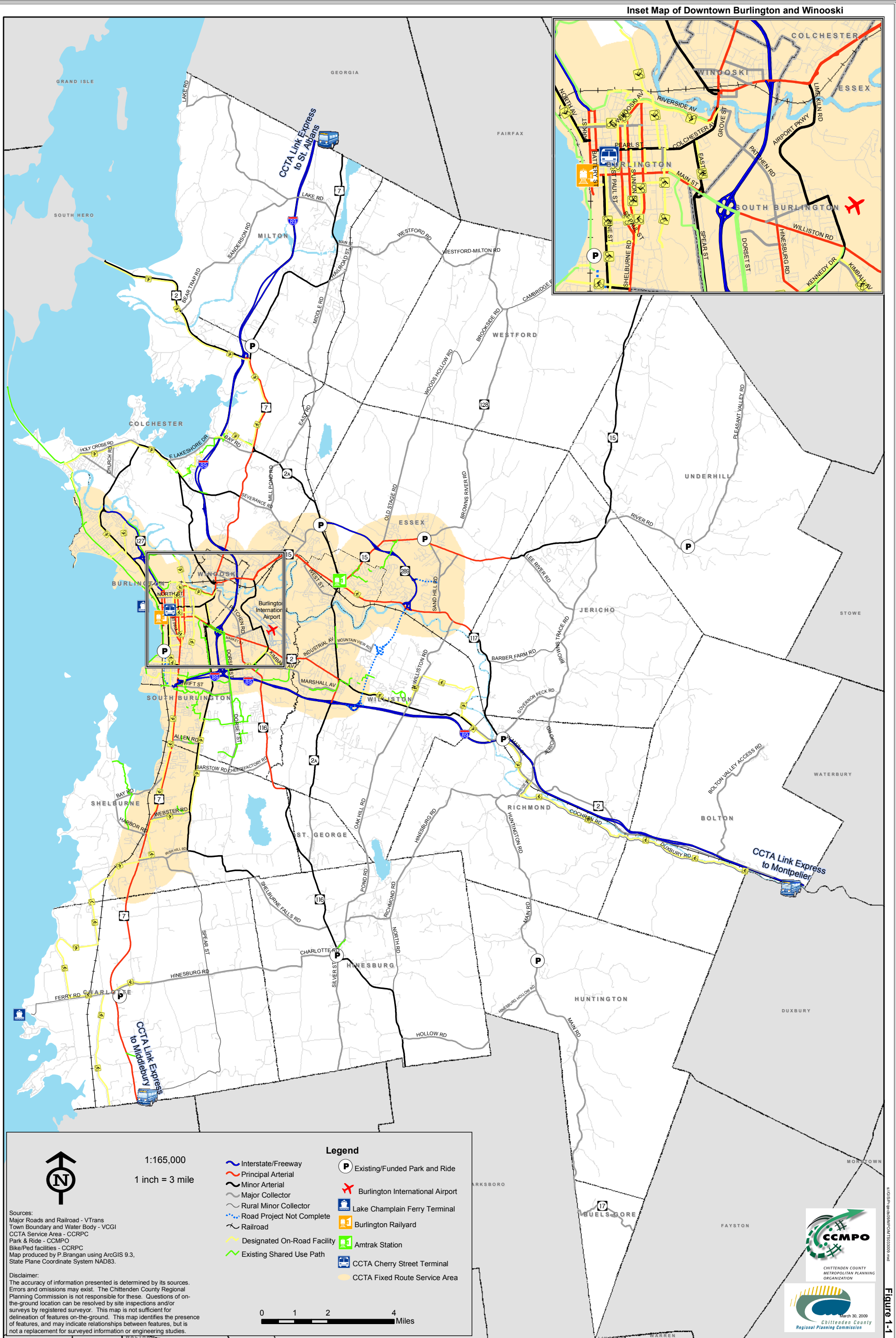
**Figure 1-1  
Travel Model Process**



The five model steps break-down the relationship between the land use, economic activity and travel behavior. Trip generation, for example, estimates the total number of trips to be taken and trip distribution estimates where these trips will go. Both of these steps are based on economic activity and land use patterns. The mode choice model evaluates how people will travel (i.e. automobile, bicycle, walk, etc.) and trip assignment estimates which route or path travelers will use.

The Chittenden County Transportation Model is a powerful and important analytical tool, but it is just that – a tool for helping us to better understand transportation issues. The model does not make decisions, but is one of numerous

resources the CCMPO calls upon to help make more informed choices about how to invest limited resources in the region’s transportation system.



**Figure 1-1: Metropolitan Transportation System**

## 2.0 REGIONAL DESIRES AND ASPIRATIONS: VISION, GOALS, OBJECTIVES AND THE PUBLIC INVOLVEMENT PROCESS

### 2.1 Introduction

Public participation is an integral element of all the CCMPO activities, including MTP development. For purposes of developing the MTP, the public includes anyone who resides, has an interest, or does business in the area potentially affected by transportation decisions related to the MTP. The federal regulations that guide MTP development are quite explicit on this: “*The MPO shall provide citizens, affected public agencies, representatives of public transportation employees, freight shippers, providers of freight transportation services, private providers of transportation, representatives of users of public transportation, representatives of users of pedestrian walkways and bicycle transportation facilities, representatives of the disabled, and other interested parties with a reasonable opportunity to comment on the transportation plan...*”. (Title 23, CFR 450.322(i))

The MPO must also have an approved Public Participation Plan (PPP) that spells out the process designed to engage the public in its various activities. For the MTP our PPP efforts are identified in the table below.

**Table 1: Metropolitan Transportation Plan – Public Participation**

Metropolitan Transportation Plan	
<i>Participation Element</i>	<b>Method and Timing</b>
Document Availability	Via website, mail (on request), CCMPO office, municipal offices, local libraries
Comment Opportunities	Minimum public comment period of 30 days for initial adoption and revisions. If the final MTP differs significantly from the one which was made available for public comment and raises new material issues, an additional opportunity for public comment shall be made available. Comments can also be made at MTPC, TAC or other committee meetings.
Public Hearings	One hearing prior to adoption by CCMPO Board
Initial Notice Period/Type	15 days prior to hearing, published in <i>Burlington Free Press</i> legal notices and to every town clerk
Amendment Notice Period/Type	15 days prior to hearing, published in <i>Burlington Free Press</i> legal notices and to every town clerk
Evaluation Technique	Number of participants at meetings, number of comments received

In addition to the precise measures identified above, the MTP development process included extensive informal outreach to the public, especially those who participated in early visioning workshops. Many of these citizens remained closely involved throughout the development process at the Advisory Committee level.

This chapter both describes the public outreach efforts for the 2060 MTP and reports on some of the key opinions, ideas and suggestions that resulted from that public outreach. The first section presents the transportation vision that resulted from the public involvement process and the goals and objectives prepared by the 2060 MTP Advisory Committee to support and articulate that vision. The second section outlines the overall public involvement process (including the results

of the Chittenden County Transportation Survey, first conducted in 2000, and more recently repeated in 2006), and highlights key themes.

## **2.2 Vision and Goals**

### **2.2.1 Transportation Vision**

Early in the 2025 MTP development process, and again as the 2060 version was drafted, the CCMPO and MTP Advisory Committee crafted the following Vision statement and vetted it during the public involvement process. The Vision articulates how people in the region envision their transportation system to work over the coming 50 years. The Vision is intended to clearly and concisely describe the overall purpose of the transportation system, how that system should perform and the system's role relative to the overarching themes of community, environment, economic vitality, equity, and cultural heritage. This 2060 MTP update maintains that Vision Statement while slightly revising the supporting goals of, and adding objectives to, its 2025 predecessor.

**Chittenden County MTP  
Vision for Transportation in 2060**

*Our transportation system enhances and connects healthy, vibrant communities.  
It is safe, efficient, multi-modal and accessible to all.  
It supports economic vitality and is designed and operated to complement and respect  
our cherished natural resources and cultural heritage.*

### **2.2.2 Regional Transportation Goals**

After a variety of outreach efforts, staff distilled the public input and completed some draft statements which were reviewed and revised by the MTP Advisory Committee. The following five goals were the result of this process. These goals begin to articulate the sentiments from the Vision Statement and provide guiding principles to enhance and improve Chittenden County's transportation system. Following each goal are more specific thematic objectives.

**Goal #1: Recognize the inextricable link between transportation systems and land use development and plan each for the mutual, and careful, support of the other.**

- Create a transportation system that builds community and enhances neighborhood vitality.
- Reinforce sustainable land use patterns such as designated local and regional growth areas. These growth areas will feature higher development densities and mixed land uses while discouraging sprawl and preserving open space.

**Goal #2: Protect our natural and cultural resources**

- Minimize the air, land, and water impacts of transportation system projects, strategies, and fuels.
- Minimize the noise, glare, vibration, and congestion from transportation systems.

- Encourage the use of, and protect the investment in, our historic transportation infrastructure.

**Goal #3: Provide multimodal transportation choices that consider the needs of all segments of our population**

- Provide levels of access and mobility that insure people and goods can efficiently travel when and where they need to go.
- Develop a transportation system that supports and features a variety of travel modes (including cars, buses, trucks, rail, other motorized vehicles, bicycles, and walking) and encourages less use of single occupant vehicles.
- Provide transportation systems that include all modal users in major transportation corridors – a concept referred to as “complete streets.”
- Create a transportation system that offers constantly improving accessibility, flexibility, and comfort for all users.
- Provide modal choices that address the transportation needs of underserved segments of our population including youth, the elderly, disabled, rural, and low income.

**Goal #4: Improve our transportation system safety, efficiencies and maintenance**

- Preserve and improve the physical condition and operational performance of the existing transportation system.
- Build, maintain, and improve transportation infrastructure and services with safety concerns a priority.
- Establish a transportation system that minimizes the time and total cost of moving people and goods.
- Promote ways to improve transportation system efficiency before increasing transportation system capacity.
- Encourage development of a transportation system that uses diverse and sustainable sources of power while maximizing energy efficiency and conservation.

**Goal #5: Fully coordinate and inclusively involve the public in all transportation decision-making**

- Establish governance and funding mechanisms that are regional and sustainable to support transit, bridge/roadway maintenance and other regional multimodal needs.
- Coordinate transportation planning and investment decisions between public and private entities and to include school transport.
- Strengthen partnerships between all planning organizations in order to maximize cost efficiencies and improve planning quality.

- Provide improvements to transportation facilities and services expeditiously through an inclusive and cost effective process.
- Educate the public – from children to seniors – about the implications of different development patterns and mode choice decisions.
- Remain open and flexible to new transportation related ideas.

## **2.3 Public Involvement Process**

The public outreach and involvement effort for the 2060 MTP development included a wide range of techniques. Some techniques involved interaction with residents and elected officials (such as surveys, advisory groups, and public meetings), while other techniques focused on the dissemination of information about the planning process (such as newsletters, progress updates, and web-based publications). The objective of all these efforts was to ensure that the MTP responded to the needs of Chittenden County residents.

### **2.3.1 Themes Emerging from Visioning Workshops**

In the fall of 2008, the CCMPO held three Visioning Workshops to assemble a variety of alternative “futures” for the region. Given a set a growth parameters and different types of land development, attendees were asked to map out what the future landscape of Chittenden County would look like in 50 years. As a guide to help them focus on this task, each group participating in the exercise was first asked to identify the values/goals that would be the basis for their proposed development decisions. Dozens of these values statements were gathered over the course of the three workshops and grouped into themes. Here were the dominant themes that emerged:

- Be aware of the challenges we face as we move into the future, including the special needs of various population segments (elderly, youth, disabled, low income, and rural residents) and external events beyond our control such as peak oil and global warming.
- Future development should follow carefully planned growth principles in order for the transportation and land development patterns to more efficiently support each other. Concepts such as mixed use developments, higher density growth centers, reduced sprawl, and open space/environmental protections need to be carefully implemented.
- Transportation must focus fairly on all surface modes and not to the detriment of the less used modes. Walking, biking, taking transit, and ridesharing need to be advanced as legitimate transportation options.
- Future transportation investments need to consider energy conservation as well as alternative fuel sources.

### **2.3.2 Year 2006 Public Opinion Survey**

In the year 2000 and again in 2006, the CCMPO commissioned a survey of people who live and work in Chittenden County to measure satisfaction with the County’s transportation system. The survey aimed to quantitatively assess opinions on how future transportation dollars should be spent in the region. Several topics within the broad objectives were evaluated, ranging from

highway efficiency to transit development to bike/walk facilities. The results of this analysis formed a quantitative framework for understanding public opinion and gauging regional priorities.

One of the main functions of the surveys was to broadly indicate regional priorities for the transportation system. The surveys asked the public to assess seven transportation strategies. “Preserving existing infrastructure” was identified as the most important strategy, while “minor highway efficiency projects” received the lowest rating. **Table 2-1** shows the ranking of the seven strategies tested together with the highest rated issue in each of these seven categories from the 2006 survey. Both surveys revealed the same top three priorities – System preservation, better safety, and more emphasis on walking and bicycling.

**Table 2-1  
Publicly Preferred Transportation Strategies**

<b>Ranking</b>	<b>Transportation Strategy</b>	<b>Highest Rated Issues in Category *</b>
<b>1</b>	Preserving Existing Infrastructure	Fixing poor bridges (88%) Repaving existing roads (77%)
<b>2</b>	Improved Safety	Providing sidewalks and bicycle paths (80%) Fix dangerous intersections (80%)
<b>3</b>	Bike/Walk Facilities	Repairing existing, poor condition sidewalks (78%) Encourage development within walking distance of other destinations (74%)
<b>4</b>	Highway Initiatives	Adding more travel lanes to congested roads (48%) Building more freeways to serve trucks and through traffic (46%)
<b>5</b>	Incentives to Use Transportation Alternatives	Encouraging employers to subsidize bus passes and carpools (61%) Providing guaranteed ride home programs for carpoolers (61%)
<b>6</b>	Expanded Transit Service	Encouraging development within walking distance of transit stops (64%) Expanding transit to/between all suburban towns (59%) Providing express transit services to rural towns and park and ride lots (57%)
<b>7</b>	Minor Highway Efficiency Projects	Improving traffic signal timing and coordination (84%) Adding turning lanes at intersections (69%)

\*The table includes the two issues within each strategy with the highest scores and any additional issue that was within two percentage points of the top two.

The surveys tested several different elements of the transportation system using a variety of questioning formats. Generally-speaking, responses were consistent across types of questions posed. Several themes emerged which had stronger support than others:

- Preserving the existing transportation infrastructure remains the highest priority.

- Having a safe transportation system is also a high priority.
- Bike and walk facilities are important and there is a general perception that the existing facilities are insufficient.
- Congestion is a concern and something most respondents consider when they plan and make trips.
- Respondents said they depend on their car to get around, but they also expressed a willingness to walk, take transit or work from home.
- Responses to questions about transportation and quality of life, such as traffic and pollution, were varied, suggesting that some neighborhoods and areas are more severely impacted than others.
- Although many respondents are positive about transit and consider it important, there also was a lack of awareness of the system services and routes.
- Locating new development within walking distance or close to transit enjoys considerable support.
- When given the opportunity to write in additional comments, considerable support was demonstrated for the construction of the Circumferential Highway.
- There is generally a positive outlook regarding the transportation system with significant majorities citing its enhancement to the region's quality of life and as an asset to the business community.

#### Other Noted Survey Observations

- 45% expressed their willingness to pay more in gas tax if the funds went to a variety of modes. 30% replied affirmatively if the funds only went to highways.
- Nearly 30% claim to have jobs that can be performed from home and over 90% of those would do so if their employers permitted it.

1. MTP Background
  - Overview of MPOs and the CCMPO
  - Federal regulations governing the MTP
  - The Metropolitan Transportation System (MTS)
  - MTP Advisory Committee and its role
  - CCMPO Approval/adoption process
  - MTP/Chittenden County Regional Plan relationship
  - Description of MTP Analytical tools
2. Public Involvement process
  - Vision and Goals
  - 2006 Public Opinion survey
  - Synopsis of public engagement activities
  - Taking a 50 year view
3. Demographics and Transportation: Current and Forecast Conditions
  - Population, household and employment forecasts to 2060
  - Demographic trends
  - Current Transportation Conditions
  - Forecast of future Transportation Conditions
  - The larger Northwest Vermont Region: Impacts on and from neighboring regions
4. Financial Plan
  - Federal Requirements for MTP Financial Analyses
  - Funding sources (Federal, State, Local, and Other)
  - Determining Financial Constraint
  - System preservation costs
  - Expected Level of Financial Resources Available in 25 and 50 years
5. Scenario Planning Results
  - Background
  - Visioning exercises
  - Scenarios created and analyzed
  - Selected scenario
  - Overview of transportation strategies and projects
6. 2060 MTP
  - Project/Strategy recommendations for each of nine corridors
  - Recommendations in 5, 10, 25 and 50 year time frames
  - A discussion of the environmental impacts from the recommendations
7. Implementation
  - Review of financial resources
  - Funding allocations to priority areas
  - Implementation tools