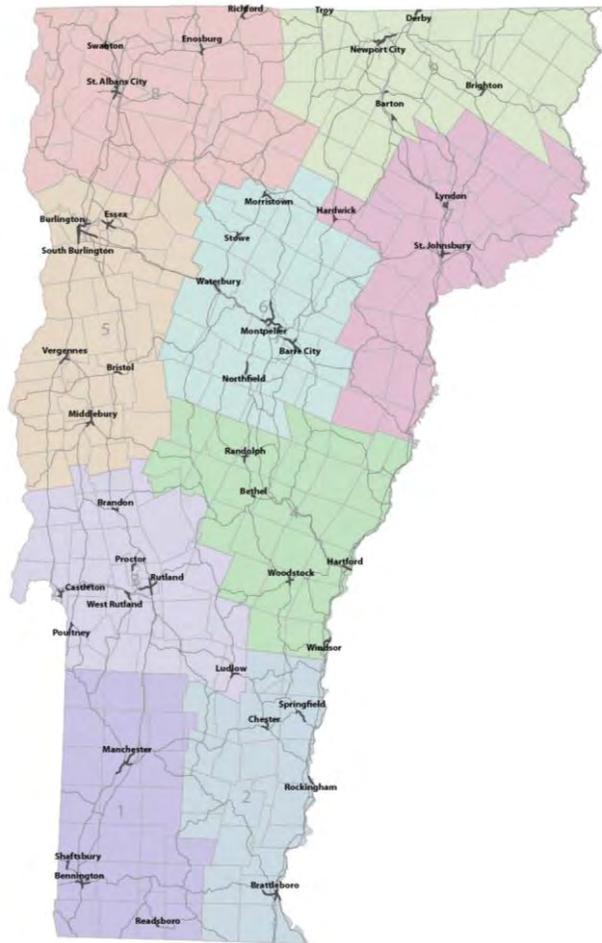


White Paper

Class 1 Town Highways

*Costs and Issues for Vermont Communities
Considering Reclassification of State Highways*



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1 Introduction

In Vermont's downtowns and village centers, state highway right-of-ways serve many important and often competing functions: walking, bicycling, parking, as public spaces, to provide access to adjacent businesses in addition to their role as transportation corridors. Vermont's planning policies and land use laws encourage investment, growth and development in these same locations, which are often supported by multimodal transportation options, streetscape improvements, traffic calming features and on-street parking. The state highways through Vermont's downtowns and larger village centers are often Class 1 Town Highways (C1TH), which have a state number but are managed by the municipality (refer to map on pg. 3). Class 1 Town Highways have joint State and Municipal jurisdiction, but the ownership of the right-of-way is not always clearly defined. VTrans provides assistance and guidance to Class 1 Municipalities ranging from consultation to annual town highway aid to funding for major projects.

Many municipalities around Vermont have been discussing the option of reclassifying the State highways through their village centers as C1TH. Reclassification can have benefits for both the municipality and VTrans. It provides more flexibility to the municipality for streetscape design, traffic calming measures, placement of crosswalks, on-street parking, coordination of maintenance activities, and the municipality receives annual compensation via Town Highway Aid. While at the same time the municipality retains eligibility for most state and federal grant programs. VTrans is relieved of maintaining a section of road that may require customized equipment or practices that are beyond the resources of VTrans maintenance staff.

This report includes a thorough discussion of the issues for municipalities to consider reclassification of a state highway as a Class 1 Town Highway, including potential costs and responsibilities.

2 Class 1 Town Highways

Class 1 Town Highways are locally controlled connecting links of state highways as they pass through downtowns or village centers. They are marked with a state route number, but are maintained by the municipality. They are typically limited to downtowns or village centers, where land use and economic activity is most intense. In some cases, the C1TH is coincident with a village municipal boundary. There is significant overlap between C1TH and Downtowns and Village Centers designated by the Downtown Development Board via the Agency of Commerce and Community Development Downtown Program pursuant to 24 V.S.A. § 2793, 2793a.

2.1 History

State highways were established in 1931, partially in response to the 1927 flood and to support a transportation system that needed to serve an increasing number of motor vehicles. The state took over the connecting routes, between village and downtown centers, but often left the ownership and responsibility for the downtown or village center streets to the municipality. In 1973, these corridors were officially classified as “Class 1” as part of a scheme where towns were asked to classify their entire road networks into classes 1 through 4. At that time, the system of town highway aid was established, which is still in place.

2.2 Class 1 Town Highways Today

The map on Figure 2.1 shows the locations of the Class 1 Town Highways at the time of this report. There are a number of communities that are considering reclassification, but in general, there have been only minor adjustments to the limits of C1TH. The community sizes range widely from Burlington with nearly 40,000 to Readsboro with only 805 residents.

Outreach to C1TH communities was conducted with a series of telephone calls to public works directors, road foreman, or town managers to assess their satisfaction with the current policy of C1TH. Responses were received from 51% of the communities with C1TH, and the complete results are provided in Attachment 1. Overall, 80% of the respondents were satisfied with the C1TH system and would not seek to give the road back to VTrans. They cited the benefits that would be expected, including design and maintenance flexibility, greater local autonomy for issues like speed limits or crosswalk markings, and avoiding the state permitting process for right-of-way work. However, 20% of the towns surveyed indicated that they would prefer to give the road back to VTrans, with inadequate funding being the primary reason. The towns in the latter group tended to be in economically stressed areas.

Table 2.1 lists all of the towns with C1TH, along with their population and downtown/village center designation status. In addition, any communities that have a traffic signal on their C1TH are noted. Figure 2.2 shows the communities sorted by population, and shows the wide range of community sizes.

Attachment 2 provides relevant excerpts from Vermont Statutes for C1TH information.

Figure 2.1: Class 1 Town Highway Towns and VTrans Maintenance Districts

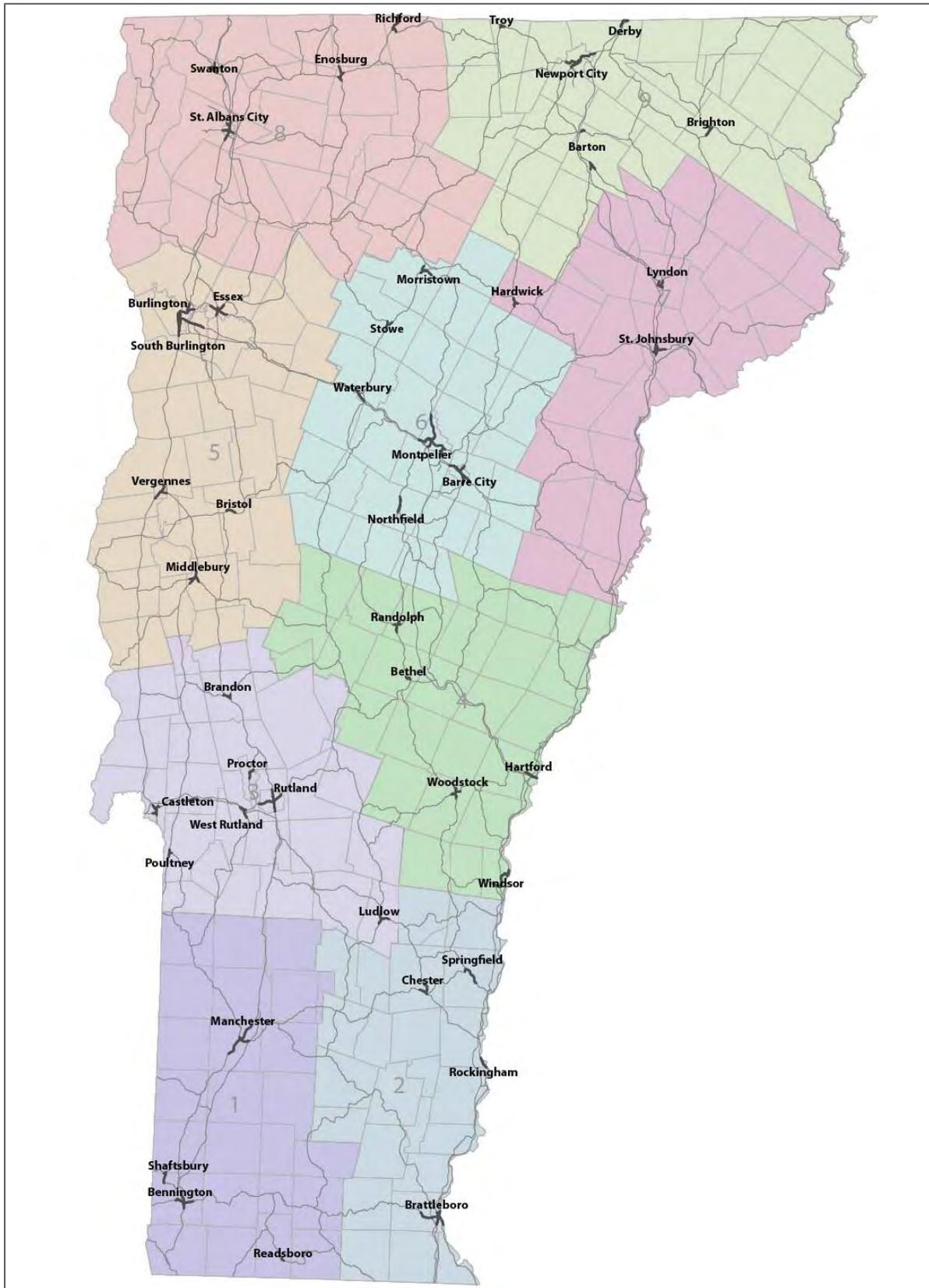
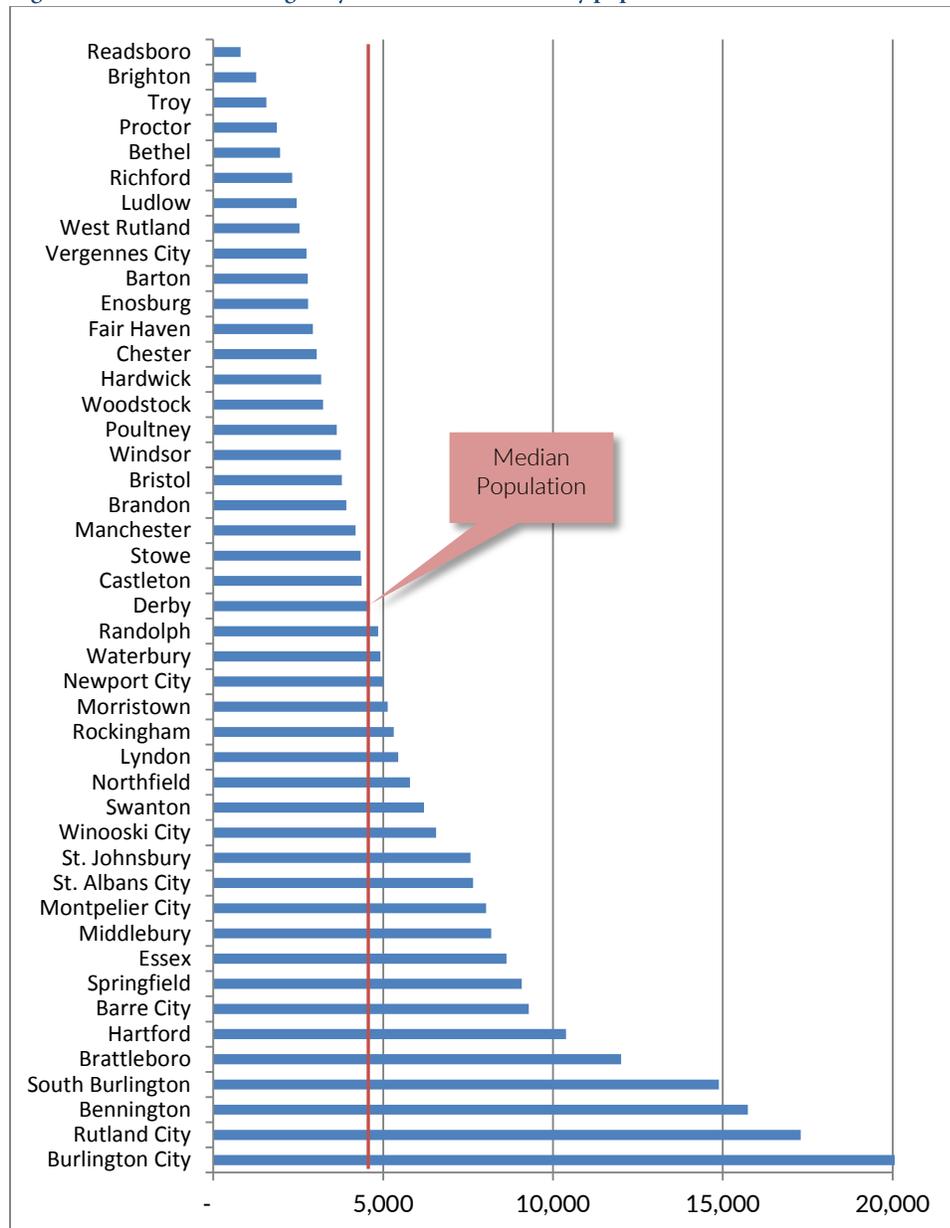


Table 2.1: List of Class 1 Town Highway Municipalities as of October 23, 2014

Town or City	Village, Place or Urban Compact	Miles	Population	Signals	Long/Short Bridges	Downtown or Village
Barre City	Barre City	5.4	9,291	5	2/2	D
Barton	Barton Village, Orleans Village	2.3	2,780		1/2	V
Bennington	Bennington U.C. -Old Bennington	5.9	15,737	3	2/3	D
Bethel	Bethel Village	0.9	1,968		1/0	V
Brandon	Brandon U.C.	1.9	3,917		1/0	D
Brattleboro	Brattleboro-W. Brattleboro U.C.	12.7	12,005	2	5/1	D
Brighton	Island Pond U.C.	1.7	1,260		2/2	V
Bristol	Bristol Village	1.2	3,788	1	0/0	D
Burlington City	Burlington City	7.1	39,824	34	3/1	D
Castleton	Castleton	1.1	4,367		1/1	
Chester	Chester-Chester Depot U.C.	2.5	3,044		1/1	V
Derby	Derby Line Village	1.4	4,604		2/0	V
Enosburg	Enosburg Falls Village	2.4	2,788		1/1	V
Essex	Village of Essex Junction	5.0	8,630	4	0/2	V
Fair Haven	Fair Haven U.C.	2.8	2,928		1/0	
Hardwick	Hardwick U.C.	1.5	3,174		1/0	V
Hartford	White River Jct. - Wilder U. C.	1.7	10,385	3	1/0	D
Ludlow	Ludlow Village	2.3	2,449	1	4/1	V
Lyndon	Lyndonville Village	2.0	5,448		2/1	V
Manchester	Manchester Center Depot U.C.	6.6	4,184		4/4	V
Middlebury	Middlebury U.C.	3.9	8,183	4	3/0	D
Montpelier City	Montpelier City	10.5	8,035	7	6/3	D
Morristown	Morrisville Village	2.8	5,139		1/1	D
Newport City	Newport City	6.6	5,005	5	1/0	D
Northfield	Northfield Village	2.2	5,791	1	1/0	V
Poultney	Poultney Village	1.3	3,633	1	1/0	D
Proctor	Proctor U.C.	1.5	1,877		0/0	
Randolph	Randolph U.C.	2.5	4,853		3/0	D
Readsboro	Readsboro Village	0.5	805		0/0	V
Richford	Richford U.C.	2.8	2,321		1/0	V
Rockingham	Bellows Falls Village	1.5	5,309	1	0/0	D
Rutland City	Rutland City	6.0	17,292	16	1/3	D
South Burlington	City Center	2.3	14,879		2/0	
Springfield	Springfield U.C.	2.9	9,078	4	3/2	D
St. Albans City	St. Albans City	4.3	7,650	4	0/5	D
St. Johnsbury	St. Johnsbury U.C.	4.7	7,571	1	4/0	D
Stowe	Stowe Village	1.5	4,339		1/2	V
Swanton	Swanton Village	2.7	6,203		1/0	V
Troy	North Troy Village	1.0	1,564		1/0	
Vergennes City	Vergennes City	2.8	2,741	2	1/0	D
Waterbury	Waterbury Village	4.1	4,915	2	2/0	D
West Rutland	West Rutland U.C.	1.9	2,535		4/2	V
Windsor	Windsor U.C.	4.1	3,756	2	4/1	D
Winooski City	Winooski City	2.0	6,561	5	5/0	D
Woodstock	Woodstock Village	2.9	3,232		3/0	V

Statewide, there are 115 traffic signals on Class 1 Town Highways, 86 “long” bridges (length greater than 20 ft), and 41 “short” bridges (length between 6 and 20 feet).

Figure 2.2: Class 1 Town Highway Communities sorted by population



2.3 Roles and Responsibilities

In our village or downtown streets which have state highways as their “Main Street”, the responsibilities for maintenance of features within the state right-of-way are divided between the town and VTrans.

Table 2.2 outlines the typical allocation of responsibilities between the town and VTrans in the existing jurisdiction, and compares to a reclassification scenario. Items which switch from State to Town responsibility are shown in boldface type.

Table 2.2: Maintenance Responsibilities for State Highways vs. Class 1 Town Highways

Item	State Highway		Class 1 Town Highway	
	Town	VTrans	Town	VTrans
Traffic Signal Maintenance		✓	✓	
Street Lights-Pedestrian	✓		✓	
Street Lights-Highway Safety		✓	✓	
Maintenance and Repair of Bridges/Culverts		✓	✓	
Sidewalks	✓		✓	
Striping* – Centerline		✓		✓
Striping* – Stop bars		✓	✓	
Striping* – Edge lines		✓	✓	
Striping* – on-street parking	✓		✓	
Striping* – Crosswalks on Side Streets	✓		✓	
Striping* – Crosswalks across State Highway		✓	✓	
Plowing – Travel Lanes		✓	✓	
Plowing – on-street parking	✓		✓	
Plowing – sidewalks	✓		✓	
Pavement – Major Resurfacing		✓		✓
Pavement – Patching and crack sealing		✓	✓	
Stormwater – Management and Compliance		✓	✓	
Stormwater – Maintaining and cleaning		✓	✓	
Replacing or Repairing Signs		✓	✓	

* While routine refreshing of pavement markings is a town responsibility, VTrans resurfacing projects will include all pavement markings, and typically use durable products that will reduce future maintenance requirements.

2.4 Funding and Assistance from VTrans

Because C1TH are considered part of the state highway system, VTrans has a strong interest in the functionality of these corridors, and provides many forms of assistance to communities. For projects that include the use of state or federal funding, VTrans has a role in the review and approval of designs, and has joint jurisdiction for some aspects of the roadway. The following sections outline the different types of assistance that VTrans provides to C1TH municipalities.

2.4.1 Town Highway Aid

By legislation, all Vermont towns receive town highway aid annually by formula, based on the total centerline miles of road in each class. Table 2.3 shows the current miles in each category statewide, and the funding rate per centerline mile for each class from 2013. The base amount of funding can vary from year to year based on funding allocated by the Legislature, but has remained approximately at this level for several years. It should be noted that due to the funding formula -- adding additional mileage to any one of the road classifications results in a reduced share of funding for all roads within that category.

Table 2.3: Town Highway Funding (FY 2015)

Classification	Mileage	Town Highway Aid rate per mile	Total funding	Portion of funding
Class 1	139.029	\$ 11,213.23	\$ 1,558,964.08	0.06
Class 2	2,774.883	\$ 4,112.45	\$ 11,411,569.49	0.44
Class 3	8,537.280	\$ 1,521.37	\$ 12,988,343.92	0.50
		TOTAL	\$ 25,958,877.49	

2.4.2 VTrans District programs

The VTrans Operations District staff is a helpful resource to C1TH communities. There are a number of programs available to municipalities from the VTrans maintenance districts, which are detailed in the *Orange Book: a Handbook for Local Officials*. The most significant program for Class 1 Town Highways is the Town Highway Structures Program. This program provides grants to municipalities of up to \$175,000 for the repair, rehabilitation, or replacement of any bridge or culvert of greater than 36 inches, or retaining wall on any Class 1, 2 or 3 Town Highway. The local match varies: 10% for municipalities that have adopted infrastructure codes and standards that meet or exceed VTrans codes and standards template, and 20% for all other municipalities. The VTrans districts work hard to assure a fair and equitable distribution of these funds to the communities that have the greatest needs. In addition, each district has at least one technician who provides direct support to municipalities for both technical and funding assistance. These programs are available for C1TH as well as other local road infrastructure.

The Districts provide other funding, including the Class 2 Roadway Program and Disaster Assistance, and are always an excellent source of information and advice for project needs, costs, and other technical resources.

2.4.3 VTrans capital programs

C1TH are fully eligible for state and federal project funding. Major projects to address bridges, resurfacing, safety, or bicycle and pedestrian facilities can be conducted through a variety of VTrans programs, which are summarized Table 2.4. C1TH are eligible for all of these programs, and whether the road is state- or town-owned is irrelevant to the prioritization process.

Table 2.4: VTrans Programs for C1TH Projects

Program	Description	Local Funds
Town Highway Bridge	Rehabilitation or replacement of bridges on any town highway, including Class 1.	10% for replacement; 5% for rehabilitation.
Pavement Management: Class I Town Highway Paving	Resurfacing, including reclamation or mill-and-fill of C1TH. Frequency approximately every 12-15 years.	None.
Highway Safety & Design	Addressing safety issues such as High Crash Locations or other items as recognized in State Transportation Innovation Council (STIC) and Strategic Highway Safety Plan.	None.
Transportation Alternatives Grants	Provides funding for a variety of bicycle and pedestrian infrastructure, streetscape enhancement, and environmental mitigation. Grants capped at \$300,000.	Minimum local match of 20% for design & construction and 50% for scoping
Bicycle-Pedestrian Program	Provides funding for locally managed bicycle and pedestrian projects. Some streetscape amenities are not eligible for funding. There is no maximum award.	Pre-SFY17 - 10% Local cash match. Proposal pending to increase to 20% effective SFY17.

2.5 Benefits of Class 1 Town Highways

The following are among the most important benefits of reclassification.

Coordination of Maintenance Activities. This is particularly an issue for winter maintenance on sections of road that have sidewalks or on-street parking, where VTrans might plow snow onto a recently cleared sidewalk or parking spaces, requiring the Town to repeat snow removal.

Design Control and Flexibility. While municipalities still must comply with applicable state and federal design guidelines, there are some VTrans-specific design policies or practices that may restrict or limit introducing features like angled parking, street trees, decorative crosswalks and traffic calming features into a state right-of-way. Reclassification would provide municipalities with greater autonomy for many street design features, including the following:

- posted speed limits
- crosswalk locations and surface treatments
- traffic signal installation
- placement of road and wayfinding signs
- travel lane widths
- shoulder widths
- on-street parking

- street tree planting
- median islands
- bulb-outs or curb extensions for traffic calming and pedestrian safety

The design flexibility noted above is, however, limited for certain aspects of C1TH, including the following:

- Municipalities are still required to adhere to the Manual on Uniform Traffic Control Devices (MUTCD) and the Vermont State Design Standards, which are adopted by administrative rule per 23 VSA 13§1025. The VT State Standards will also generally apply to all work performed with State and Federal funding. State sign laws, 10 VSA chapter 21, also apply to C1TH.
- 23 VSA 1104 contains on-street parking restrictions, as follows:
 - 2C prohibits parking within 20 feet of a crosswalk at an intersection,
 - 1D prohibits parking at midblock crosswalks, and
 - 1F prohibits parking on bridges.
- Load Rating
- C1TH maintenance may require additional maintenance equipment and specialized expertise that may not be currently present within a public works or road commissioner staff. E.g. Signal maintenance
- Limits on Speed Reduction, as posted speeds limits must conform to 23 VSA 1007

Speed Management. Some communities desire to reduce travel speeds in their centers to make them safer and more pleasant for walking, biking and other downtown activities through installation of traffic calming features. For example, the use of textured or colored materials on roadway projects is a way to change the character of a street design as it enters a more pedestrian-oriented village center. Other examples include landscaped curb extensions or bulb-outs, raised and textured crosswalks, and median refuges. However, these features bring additional maintenance challenges and requirements, so they are typically not supported by VTrans for use on state highways. Reclassification would allow a much wider range of options for communities to implement village traffic calming and arterial speed management. Traffic calming features will take more care and effort for snow removal and maintenance, which should be weighed against the safety benefits for all users that result from lower speeds and economic benefits of a more vibrant and walkable downtown.

Access Management. Reclassification would allow greater Town authority over the granting of access and driveway permits, and avoids the complications that can result from parallel local and state permitting processes.

Utilities in right-of-way. In communities that have municipally owned utilities, such as water, sewer or electric lines, in the right-of-way of their main street, there are significant funding advantages if the municipality also owns the right of way. For projects that require relocation of municipally owned utilities in a municipally owned right-of-way, the cost is 100% “participating” in a federally funded project, such

as a sidewalk, bridge or roadway reconstruction project. This can result in substantial savings to the town for any projects involving utility relocations.

2.6 Costs for C1TH Maintenance

Maintenance costs can be hard to predict, as they vary year to year with variations in weather and rates of deterioration of infrastructure. Both VTrans and Vermont municipalities have to adapt to changing maintenance needs and costs every year, and make adjustments to their budgets as needed. For purposes of this analysis of C1TH funding, the primary maintenance activities are identified, and based on research with Vermont towns, VTrans, and other sources, approximate costs or responsible allowances are provided to help communities understand the long term financial ramifications of C1TH. It should be noted that each municipality in Vermont has its own standards for maintenance that will vary with geographic and economic conditions.

For overall roadway maintenance, VTrans average cost per road mile (i.e. centerline mile) is \$16,600. Local road maintenance costs are difficult to compare as reporting practices are not always consistent, but vary widely from roughly \$4,000 to \$9,000 per mile. Typically, winter maintenance makes up more than half of these total maintenance costs. The current C1TH aid block grant of \$11,200 per centerline mile is less than VTrans spends per mile on roads, but more than towns spent. From the town perspective, the Class 1 Town Highways are likely to be the most heavily traveled and highest priority corridors for winter maintenance.

2.6.1 Routine Winter Maintenance

To develop this study, several different methods of accounting for winter maintenance costs were used, such as calculating the cost per centerline mile of plowing, application rates of salt, and cost per hour of plowing. The overall results were all reasonably similar. The costs presented in Table 2.5 are believed to reflect a responsible allowance for winter maintenance costs in line with those recorded in a number of Vermont communities, and are consistent with data provided by other states with similar conditions.

Table 2.5: Winter Maintenance Cost Allowance

Estimate	Item
\$ 100	Per hour of plowing (accounts for plow operations, fuel and labor)
80	Average plow events per year (based on VTrans Operations annual report)
0.25	Hours plowing per road mile per winter plow event (assumes 15 mph plow speed in village, 6 plow runs per winter plow event)
\$ 2,000	Subtotal for operations and labor costs
\$ 4,400	Salt allowance (per centerline mile)
\$ 6,400	Total Winter Maintenance per mile

2.6.2 Routine Summer Maintenance

The following are the primary cost considerations for Class 1 Town Highways, based on interviews with VTrans and Vermont municipalities. Many of these costs are also highly variable, and the amount any one community will spend is a factor of their priorities on road maintenance relative to the numerous other costs and demands. The cost estimates are intended to reflect a responsible assumption for purposes of planning and considering reclassification.

2.6.2.1 Line Striping

There are many choices for line striping, from less expensive but less durable paints to higher cost recessed thermoplastic or polyurea. The VTrans unit cost estimates range from roughly \$0.50 per foot for lower cost white lines to over \$3.00 per foot for more durable systems. Prices obtained by municipalities are sometimes substantially lower than this, more on the order of \$0.10 per foot. For purposes of planning, it is assumed that annual re-striping of the edge lines is conducted every other year, at a cost of \$0.25 per foot of striping, or \$0.50 per foot of roadway, at a cost of \$2,600 per mile every other year, or an allowance of \$1,300 per mile per year. Typically, the cost of parking spaces and side-street crosswalks are born by the municipality, and don't need to be considered in a reclassification cost analysis.

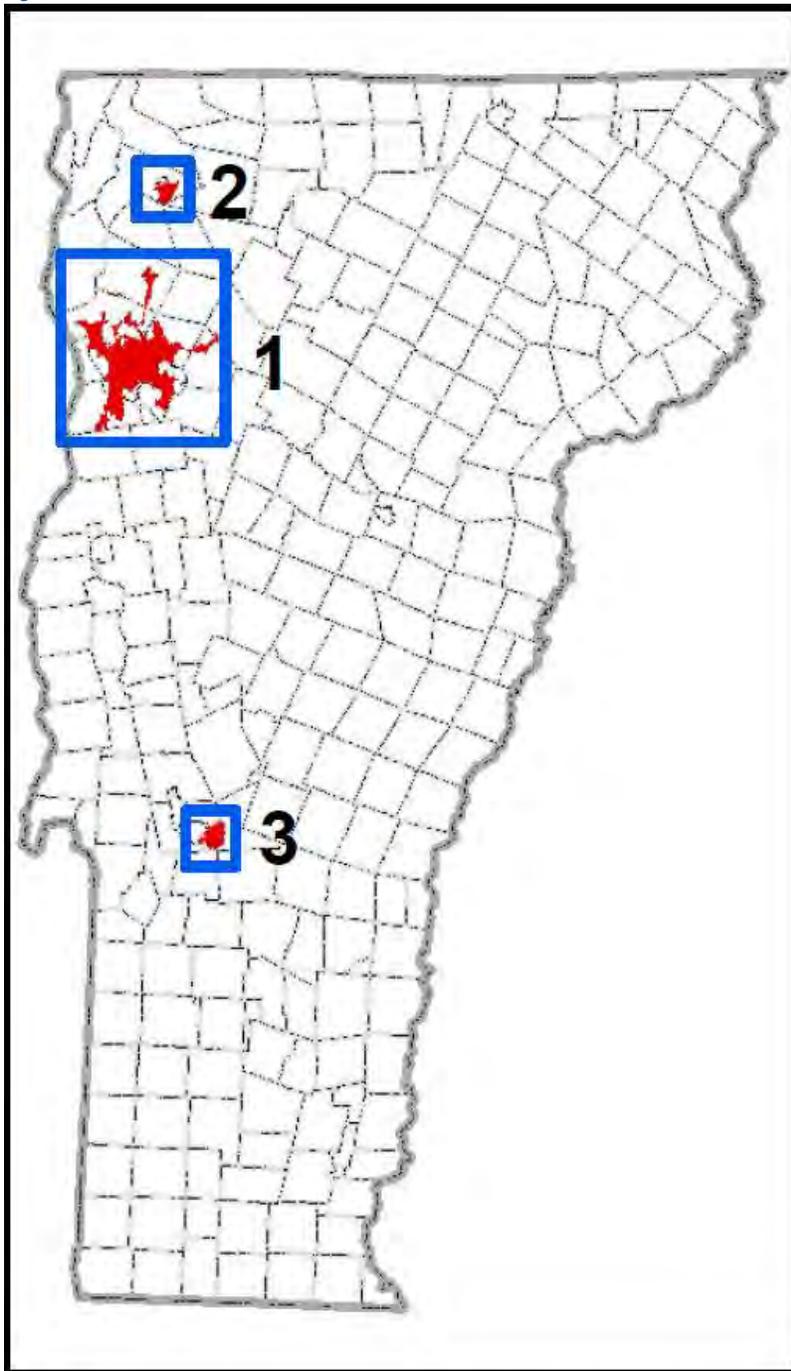
2.6.2.2 Replacing signs

Signs are occasionally damaged or stolen and need to be replaced. As a general rule the higher visibility and lower travel speeds in village centers reduce the likelihood of damage and replacement needs. For these purposes an allowance of \$500 per year is suggested for a basic road sign, but a higher amount would be appropriate if the roadway has larger and more complex sign assemblies. In particular, there is an overhead sign on a "sign bridge" structure, the replacement cost of these types of signs are quite high, so the condition and need for replacement should be evaluated.

2.6.2.3 Cleaning drainage inlets

Maintaining stormwater infrastructure is becoming increasingly important as the regulations applying to roadway stormwater are increasing. This is a cost item that each municipality considering reclassification should identify for their specific circumstances. The MS4 regulations result in more demanding maintenance practices, but currently, these only apply in relatively few watersheds in the Lake Champlain basin, shown below (1-portions of Chittenden County; 2-St Albans, Town & City; 3-Rutland, Town & City). It is likely that the regulations will become applicable in more areas over time. For purposes of this report, it has been assumed that an annual budget of \$1,500 per year will cover the cost of cleaning drainage inlets (which may require a contractor with a vacuum truck), sweeping or hand clearing debris, and clearing culverts each year. More advanced systems or permitting requirements could increase these costs; communities with minimal stormwater infrastructure may have lower costs than this typical figure.

Figure 2.3: MS4 Watersheds (as of October 28, 2014)



2.6.2.4 Pavement patching and crack sealing

While VTrans will pay for roadway resurfacing on C1TH through the Pavement Management program, these major projects typically only occur every 12 to 15 years. The need for patching and repair of pavement should be minimal over the first 5 years after resurfacing, but could be substantial after 10 years. Therefore, it is prudent to consider an annual allowance for pavement repair and crack sealing when planning for the cost of a C1TH, although it will be spent unevenly over the years.

Providing timely patching, crack sealing, and repairs is prudent to maintain the surface condition and public investment in the roadway. However, not all C1TH communities conduct maintenance practices consistently, perhaps under the mistaken assumption that a more deteriorated road will rise in priority for a major resurfacing.

2.6.3 Additional costs

The following are additional costs that the municipality will accept responsibility for with reclassification.

2.6.3.1 Lighting

The municipality will become responsible for any electricity costs from street lights that are currently paid for by VTrans. Typically, lights are provided at signalized intersections, crosswalks or other locations where lighting is provided for safety reasons. Towns can obtain the actual electricity costs from VTrans as they consider reclassification. With increased use of LED lighting, electricity costs have been greatly reduced.

2.6.3.2 Traffic Signals

The maintenance and operation of traffic signals will also become the responsibility of the town, which is a primary reason for hesitancy among some towns considering reclassification. Outside of the more urban areas, there are few traffic signals, so most towns do not have any experience or training to operate traffic signals. Contracted services are available, so towns should consider the likely cost of signal maintenance by a private contractor in their consideration of costs. VTrans has an activity tracking system that can provide exact costs for signal maintenance for towns. The VTrans costs should be adjusted upward to reflect the higher costs of a private contractor. Based on a review of available data and consultation with several signal maintenance contractors, a reasonable allowance for signal maintenance is \$2,000 per year per signalized intersection. This allowance includes the electricity cost of a traffic signal as well, which is low for all LED signals. Most all of VTrans traffic signals are LED and the electricity costs for operating the lights is quite low.

2.6.3.3 Bridges/Structures

Bridges are very often a part of a downtown state highway corridor, and the maintenance costs and requirements should be provided for. The life expectancy of a bridge can be significantly expanded if the owner practices preventative maintenance, such as washing bridges each spring to remove salt and patching holes and cracks quickly, while they are still small and before too much moisture gets in. VTrans monitors the costs of all maintenance activities on bridges over six feet long, with the annual total cost of approximately \$3,300 for each bridge.

2.6.3.4 Contingency Allowance

In any community there will be costs that will arise unexpectedly, and a small annual allowance for these is prudent.

2.6.4 Cost Analysis

The actual cost for any community to take over a state highway will vary significantly depending on their maintenance practices, and unique circumstances such as whether or not there is a traffic signal or MS4 stormwater requirements.

Table 2.6 provides an estimate of average annual maintenance costs for one mile of Class 1 Town Highway for a community with no traffic signals, or street lights and is not in an area with MS4 stormwater management requirements. The results show that the total annual average cost to adequately maintain one centerline mile of roadway is \$10,900, which is less than the current town highway formula aid allocation of \$11,200 per centerline mile.

Table 2.6: Cost Analysis for Class 1 Town Highway without signals, bridges, lights, or MS4 requirements

Winter Maintenance	Item
\$ 100	Per hour of plowing
80	Average plow events per year
0.25	Hour plowing per mile per storm
\$ 4,400	Salt allowance
\$ 6,400	Total Winter Maintenance Cost
Summer Maintenance	Item
\$ 1,250	Line striping
\$ 750	Culvert/drainage maintenance (assume no MS4 requirements)
\$ -	Electricity allowance
\$ -	Bridge maintenance – annual cost per bridge over 6 ft in length
\$ 500	Sign replacement allowance
\$ 1,500	Pavement repairs (patching, crack sealing)
\$ 500	Contingency allowance
\$ 4,500	Total Summer Maintenance Cost
\$ 10,900	GRAND TOTAL

97%	Ratio Costs per Revenue
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Table 2.7 shows a different scenario for a community with a traffic signal, state street lights, and more intensive MS4 stormwater maintenance requirements. The winter maintenance costs are assumed to be identical, but the other maintenance costs are substantially higher. The total cost for maintaining one

centerline mile of road is estimated to be \$17,450, which exceeds the current town highway formula aid by \$6,250, or 56%.

Table 2.7: Cost Analysis of Class 1 Town Highways with signal, electricity, bridge and MS4 requirements

Winter Maintenance	Item
\$ 100	Per hour of plowing
80	Average plow events per year
0.25	Hour plowing per mile per storm
\$ 4,400	Salt allowance
\$ 6,400	Total Winter Maintenance Cost
Summer Maintenance	Item
\$ 1,250	Line striping
\$ 1,500	Culvert/drainage maintenance (assume MS4 requirements)
\$ 500	Sign replacement allowance
\$ 1,500	Pavement repairs (patching, crack sealing)
\$ 3,300	Bridge maintenance – annual cost per bridge over 6 ft. in length
\$ 500	Electricity allowance
\$ 2,000	Signal maintenance – for one signalized intersection
\$ 500	Contingency allowance
\$ 11,050	Total Summer Maintenance Cost
\$ 17,450	GRAND TOTAL

156%	Ratio Costs per Revenue
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This analysis suggests that for towns with less complex situations in terms of signals or lights, the town highway aid covers reasonable allowances for basic maintenance activities. However, there may be a need to adjust the town highway aid formulas to reflect significant additional costs that are incurred by communities with signals, bridges or MS4 requirements. Attachment 3 shows a cost analysis tool that will allow communities to assess reclassification scenarios. Towns may use typical cost data as provided in this report or customize the data based on their specific conditions.

3 Candidates for Reclassification

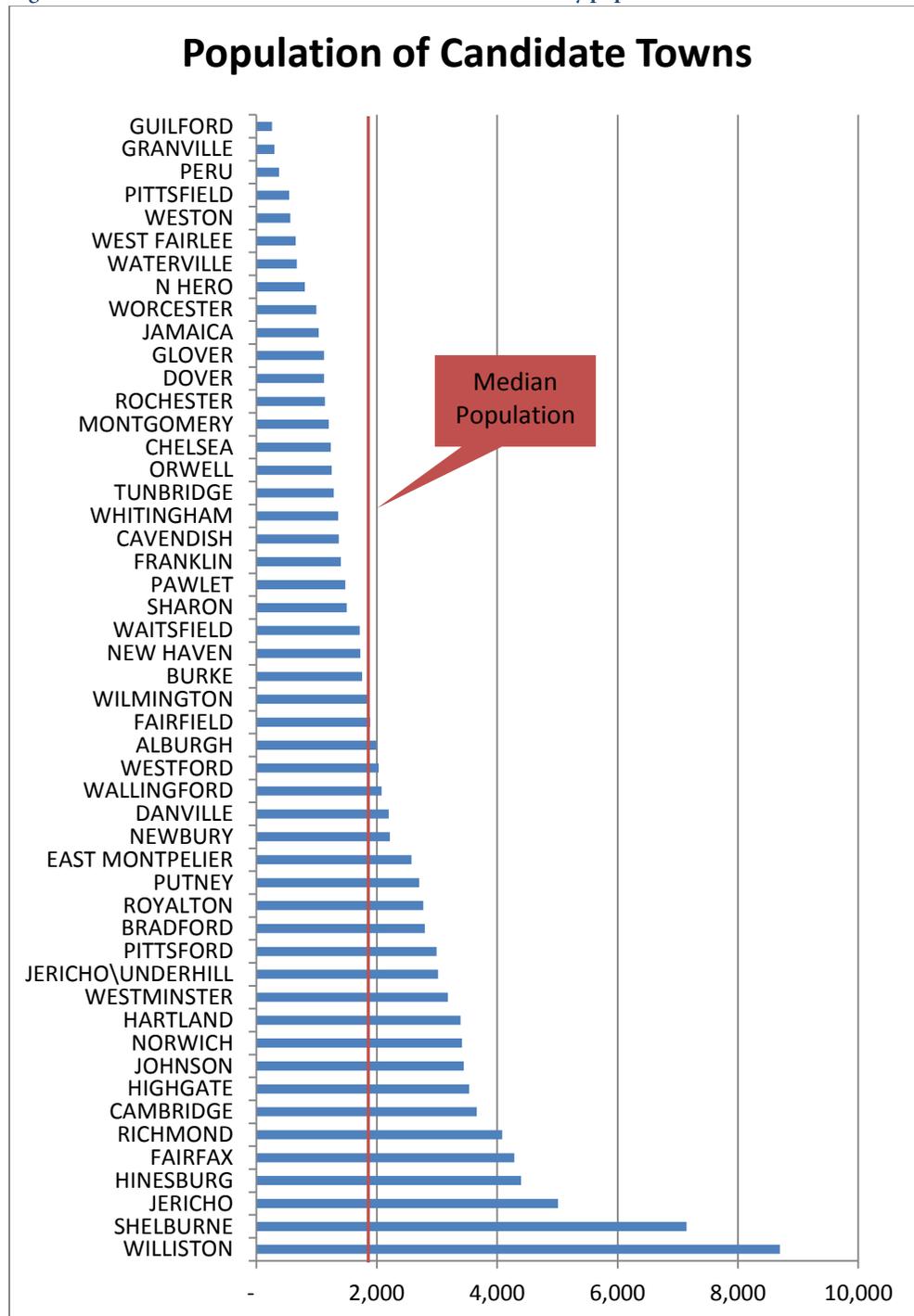
A list of possible candidates for C1TH reclassification is included that considers all designated downtowns and village centers, plus the larger villages that have been identified by Regional Planning Commissions as eligible for designation. The list provided on Table 3.1 shows these communities, along with their population, MS4 status, and whether or not they have a signal. Following that is a chart of these communities sorted by population.

Table 3.1: Possible Class 1 Reclassification Candidates

Village Name	Town Name	VTrans District	Designated?	Population	Signal or Beacon?	MS4?
West Dover Village Center	DOVER	1	Yes	1,124		
Pawlet Village Center	PAWLET	1	Yes	1,477		
Peru Village	PERU	1	No	375		
South Shaftsbury Center	S SHAFTSBURY	1	Yes	3,590		
Shaftsbury Village	SHAFTSBURY	1	Yes	3,590		
Whitingham Village	WHITINGHAM	1	No	1,357		
Wilmington Downtown District	WILMINGTON	1	Yes	1,876	✓	
Cavendish Village	CAVENDISH	2	Yes	1,367		
Proctorsville Village	CAVENDISH	2	Yes	1,367		
Algiers Village	GUILFORD	2	No	261		
Jamaica Village	JAMAICA	2	Yes	1,035		
Putney Village	PUTNEY	2	Yes	2,702		
Westminster Village	WESTMINSTER	2	Yes	3,178		
Weston Village	WESTON	2	Yes	566		
Castleton Corners Village	CASTLETON	3	Yes	4,717		
Orwell Village	ORWELL	3	Yes	1,250		
Pittsfield Village	PITTSFIELD	3	Yes	546		
Pittsford Village	PITTSFORD	3	Yes	2,991		
Wallingford Village	WALLINGFORD	3	Yes	2,079	✓	
Chelsea Village	CHELSEA	4	Yes	1,238		
Upper Granville Village	GRANVILLE	4	Yes	298		
Hartland Three Corners Village	HARTLAND	4	Yes	3,393		
Norwich Village	NORWICH	4	Yes	3,414	✓	
East Randolph Village	RANDOLPH	4	Yes	4,778		
Rochester Village	ROCHESTER	4	Yes	1,139		
Royalton Village	ROYALTON	4	Yes	2,773		
Sharon Village	SHARON	4	Yes	1,502		
Tunbridge Village	TUNBRIDGE	4	Yes	1,284		
West Fairlee Village	WEST FAIRLEE	4	Yes	652		
Hinesburg Village	HINESBURG	5	Yes	4,396	✓	
Jericho Corners	JERICHO	5	Yes	5,009		✓
Riverside/Underhill Flats Village	JERICHO\UNDERHILL	5	Yes	3,016		✓
East Middlebury Village	MIDDLEBURY	5	Yes	8,496		
New Haven Village	NEW HAVEN	5	No	1,727		
Richmond Village	RICHMOND	5	Yes	4,081	✓	
Shelburne Village	SHELBURNE	5	Yes	7,144	✓	✓
Williston Village	WILLISTON	5	Yes	8,698	✓	✓
East Montpelier Village	EAST MONTEPELIER	6	Yes	2,576	✓	
Waitsfield Village	WAITSFIELD	6	Yes	1,719		
Worcester Village	WORCESTER	6	Yes	998		
Bradford Downtown	BRADFORD	7	Yes	2,797	✓	
East Burke Village	BURKE	7	No	1,757		
Danville Village	DANVILLE	7	Yes	2,196	✓	
Wells River Village	NEWBURY	7	Yes	2,216		
Alburgh Village	ALBURGH	8	Yes	1,998		
Cambridge Village	CAMBRIDGE	8	Yes	3,659		
Jeffersonville Village	CAMBRIDGE	8	Yes	3,659		
Fairfax Village	FAIRFAX	8	Yes	4,285	✓	
Fairfield Center Village	FAIRFIELD	8	No	1,891		
Franklin Village	FRANKLIN	8	Yes	1,405		
Highgate Village	HIGHGATE	8	Yes	3,535		
Johnson Village	JOHNSON	8	Yes	3,446		
Montgomery Center Village	MONTGOMERY	8	Yes	1,201		
North Hero Village	N HERO	8	Yes	803		
Waterville Village	WATERVILLE	8	Yes	673		
Westford Village	WESTFORD	8	No	2,029		
Glover Village	GLOVER	9	Yes	1,122		

Of the villages listed above, only eleven are known to have traffic signals or flashing beacons, compared to the numerous signals on existing Class 1 Town Highways.

Figure 3.1: Class 1 Reclassification Candidate Towns sorted by population



4 Municipal Guide for Reclassification

4.1 Frequently Asked Questions

- **Does a C1TH require a higher standard of maintenance than other town roads?** NO- There is no requirement for “bare roads” snow removal, or immediate patching of potholes. Towns have the same discretion in maintenance operations on the Class 1 roads as other local roads.
- **Will our road be a lower priority if it is a Class 1 Town Highway?** NO - These programs are essentially “blind” to Class 1 status, as the prioritization processes focus on infrastructure, safety, and usage.
- **Does the Town maintain the signals?** YES - The town is responsible, and the cost of maintaining traffic signals is highly variable with the age, complexity, and condition of the signal. Most municipalities contract with a local firm for this service, the cost of which can range widely based on the condition and needs of the signals.
- **Does the Town own the right-of-way?** IT DEPENDS – Right-of-way will vary depending on if VTrans originally acquired ROW through fee simple purchase or by statute. The actual disposition of the state highway right-of-way is dependent on how that right-of-way is acquired. In most cases, the right-of-way is statutory, typically 3 or 4 rods centered on the existing right-of-way, and this would be transferred to the community. In cases where VTrans has acquired right-of-way in fee, typically during a widening project, they would maintain ownership of the right of way. A maintenance agreement would be developed between the Town and the State in these cases, though this is believed to be a rare situation.

4.2 Guide to Reclassification

The following sections outline the steps that towns can follow as they consider the possibility of reclassification. In addition, a spreadsheet tool has been developed as an aid for towns considering reclassification. It is available upon request, and intended to be posted online for Towns to use as they analyze the costs and potential revenues of reclassification. Attachment 3 shows the current draft of the spreadsheet tool, which can be customized and updated by towns as needed.

4.2.1 Establish your goals for reclassification

It is important for your town to articulate the goals of reclassification, and make sure there is local consensus on those goals. The goals may range from increased revenue to the town (if the town feels that they can provide the required maintenance for less than their grant amount) to having more control and flexibility in how the roadway is managed. A statement about the purpose and goals of reclassification will be helpful to guide later decisions on whether or not to proceed with the reclassification process. Contact your Regional Planning Commission to facilitate this discussion.

4.2.2 Inventory the road

An inventory of the roadway under consideration is essential to understanding the full set of responsibilities that would be taken on with reclassification. The following is a list of items to include in this inventory.

- **Road conditions.** This includes pavement condition and substructure of the road base. VTrans can provide useful information such as route logs and pavement condition information.
- **Bridges and culverts.** VTrans can provide the most recent bridge inspection reports and sufficiency ratings, as well as information on current maintenance needs and practices.
- **Roadway lights.** If there are any existing lights on the roadway, determine their condition and type, and electricity expense that is currently paid by VTrans. The VTrans district can provide this information.
- **Traffic signals, flashing signs or beacons.** Inventory their presence, condition, age, and electricity expense.
- **MS4 Status.** Confirm if your community is currently in an MS4 area from VTrans or your RPC.
- **Signs and pavement markings.** The cost spreadsheet includes an allowance for typical roadway striping, but any unusual additional markings or signs should be considered.

4.2.3 Develop Reclassification limits and scenarios

Establish potential limits for reclassification, which may be based on a variety of factors including:

- Village/urban context or community character which are less compatible with conventional VTrans roadway maintenance and management practices.
- Economic development goals that would be supported by further control of the roadway.
- Specific areas of concern where VTrans maintenance practices are not compatible with local activities or result in complaints, such as drainage or snowplows covering sidewalks.

It is recommended that intersections should not coincide with the reclassification limits because it can complicate any intersection project or design if it is split between two jurisdictions. Decide if the intersection should be in or out of the C1TH scenario, and provide an approach zone of at least 100 feet. The length of state highway to be reclassified for each scenario should be measured accurately, as it determines both the costs and revenues for the scenario analysis.

4.2.4 Calculate Costs and Revenues

Using the spreadsheet tool available from VTrans, calculate the probably maintenance costs and revenue for each reclassification scenario. While it is not required to analyze multiple scenarios of different roadway lengths, this can be helpful to determine if there is a “sweet spot” that provides the greatest overall benefit to the town. The spreadsheet tool provides typical unit costs for a variety of maintenance

items, and can also be customized to reflect local data and unique needs that may be present in some communities.

4.2.5 Discuss among your community and with RPC and VTrans

With the data on the revenues, costs, responsibilities and benefits, initiate a public discussion to inform the selectboard's decision on whether or not to proceed with reclassification. This is a topic that will likely be of concern to many stakeholders, particularly property owners in the reclassification area and town taxpayers. Be sure to allow sufficient time for sharing information and be willing to facilitate a public discussion.

Attachments

Attachment 1: Telephone Survey Results

Attachment 2: Vermont Statutes pertaining to Class 1 Town Highways

Attachment 3: Cost Analysis Spreadsheet

Attachments

Attachment 1: Telephone Survey Results

Attachment 2: Vermont Statutes pertaining to Class 1 Town Highways

Attachment 3: Cost Analysis Spreadsheet

Town/City	Contact	Title	Date of Contact	Routine Maintenance Activities	Additional Items	Bridges and Signals	Costs/Method of Tracking	Retain Control or Not? Why?
BARRE CITY	Scott Micheli	Interim Public Works Director	9/5/2014	Paint parking spaces, stop bars, crosswalks. Signage, street sweeping, stormwater, paving/patching/trenching, gate boxes, sewers	Rebuilding/patching sidewalks, Cutting back vegetation	Box culverts: 2 Signals:14	Call Back	
BARTON	Clem Landry	Road Commissioner	9/4/2014					
BENNINGTON	R.J. Joly	Highway Superintendent	9/5/2014	All winter maintenance, paving, crosswalk/traffic markings, sweeping twice per week, pot hole repairs, storm drain maintenance	Fog line painting, curb work, street lighting	Town responsible for bridge and signal maintenance	Roughly \$900,000	I would keep control. It would be hard to work with the State of Vermont with downtown issues, road closures, storm drainage, and residents
BETHEL	Keith Arlund	Road Commissioner	9/22/2014	Summer and winter maintenance of roadway as well as sidewalks associated with the Class 1 highway. Currently the only Class 1 town highway is Route 12 through the Bethel Village core and is .892 miles in length. State highway length in Bethel is 14.286 miles	Water and sewer utilities are also buried under and through Class 1	When sweeping is done on other roads the Class 1 is included and paid for by the town.	Costs for the above are not enumerated separately but could be estimated mathematically	The Town of Bethel has approximately 68 miles of Class 2 and 3 roads to maintain and repair. Additional mileage could create a financial burden for the town unless calculations for state and federal aid were increased appropriately to account for the full cost of additional miles
BRANDON	Peter O'Grady	Public Works Director	9/5/2014					
BRATTLEBORO	Steve Barrett	Public Works Director	9/5/2014					
BRIGHTON	Joel Cope	Town Administrator	9/5/2014	Town: Plowing, trash, crosswalk striping, parking spots, signage, sanding State: Centerline striping	Pothole repair, State does road reconstruction. Have 1 signal that was purchased and maintained by Town		No formal tracking; receive some money from State, \$72,000 from State toward highways	Would give back
BRISTOL	Peter Bouvier	Highway Foreman	9/22/2014	Plow, sand, salt, patch holes, put up signs, paint crosswalks, plow sidewalks, clean storm drains, sweeping	Pave, repair guardrails, construct new sidewalks	No bridge maintenance, Yes to signal maintenance	track costs on sweeping only	Would give back
BURLINGTON	Chapin Spencer	Director of Public Works	9/5/2014					
CASTLETON		Highway Department	9/22/2014	Striping, paving, patching, plowing, sanding, salting, sidewalk maintenance. State does centerline		None on class 1 portion. No signals in town	paving - same price as State. 4 miles of shim and overlay costs approximately \$360,000. Sidewalks on portion of Class 1 town highway - \$1,100 annual. Salt: \$76 per ton. Winter maintenance: town responsible for 70-80 miles of roadway. 7 total employees, about 35 total hours per average storm, but sometimes twice that.	Would not give back, but would not take on more. Too expensive from a maintenance perspective
CHESTER	Graham Kennedy	Public Works Director	9/5/2014					
DERBY	Marcel Caron	Public Works Manager	9/5/2014					
ENOSBURG	John Elwell	Town Manager	9/5/2014	Paving, plowing, salt, sand, potholes	Striping, sidewalks, signage		None except for initial investment	Give to VTrans
ESSEX JUNCTION	Rick Jones	Public Works Director	9/5/2014	Crosswalks, plowing, salting, striping	Traffic signals, sweeping, potholes, shimming while waiting for State to resurface (isnt done often enough)	Bridge located within the village center is maintained by the State	Don't keep track of costs specific to class one town highway	Village likes having control over the roadway. Can perform maintenance, redesign traffic patterns. No state right of way permitting required
FAIR HAVEN		Department of Public Works	9/5/2014					
HARDWICK	John Jewett	Town Manager	9/11/2014					
HARTFORD	Richard Menge	Public Works Director	9/11/2014					

Town/City	Contact	Title	Date of Contact	Routine Maintenance Activities	Additional Items	Bridges and Signals	Costs/Method of Tracking	Retain Control or Not? Why?
LUDLOW	Ron	Highway Foreman	9/22/2014	plowing, salting, patching, striping, small maintenance, stormwater/culvert maintenance. State responsible for center line striping.		Yes - town pays for maintenance of signals. Contracted out to East Coast signal		Would keep control. Happy with the arrangement and it is financially feasible for the town to maintain control. Town likes to have control of the roadway specifically for plowing, and also have more control for things like sidewalks. Some residents however want speed limit lowered through village from 35 to 25 and are unable because of the State prevented the change.
LYNDON	Tim Hooker	Public Works Supervisor	9/9/2014	Plowing, cold patching, resurfacing, restriping (except for centerline), sweeping		No bridge or signal maintenance	No method for tracking class one town highway expenditures	Would keep, it is good having the flexibility and authority to make changes
MANCHESTER	Jeffrey Williams	Public Works						
MIDDLEBURY	Dan Werner	Director of Operations	9/9/2014	We contract out crack sealing when necessary. We maintain pavement markings such as lettering, numbers, arrows, crosswalks, parking lines and edge lines. We occasionally touch up the centerline	Maintain signs/posts, an occasional curb replacement and storm structures. Also do sweeping	We do signal maintenance. We have performed maintenance for the Battell Bridge, some of it was VTrans grant.	We do not break out Class 1 expenses. Roughly \$20,000	We like having control. Keep it, mostly for maintenance for pavement markings, sweeping and snow removal. I can't conceive that the State would be able to meet the desires of our residents. Add in state permit process for any infrastructure repair. Yikes!!
MONTPELIER	Todd Law	Director of Public Works	9/9/2014					
MORRISTOWN	Mike Day	Village Road Foreman	9/9/2014					
NEWPORT	Tom Bernier	Director of Public Works	9/9/2014	Plowing, sanding, potholes	Sweeping	Signal paid for and maintained by Town, RYG responsible for signal maintenance	Winter estimate: about \$300,000	Give it back to State, too costly
NORTHFIELD	Ramon Hudson	Road Foreman	9/22/2014					
POULTNEY	Jonas Rosenthal	Village Manager	9/9/2014					
PROCTOR	Stan Wilbur	Town Administrator	9/11/2014					
RANDOLPH	Bill Morgan	Buildings, Grounds, and Hightway Operations Manager	9/19/2014	Restriping, plowing, sanding, salting, potholes, signage		No signals, Main Street bridge over 3rd branch of the white river. Recent project on Main St. bridge was cost shared by Town and State	Costs not broken out for Class 1	Would not give back to State. Allows us to have more control over maintenance, specifically winter maintenance. We like having control over what goes on downtown and being creative with streetscape enhancements. It also makes the permitting process faster.
READSBORO	Barry Howes	Superintendent of Public Works	9/9/2014	Plowing and salting, VTrans takes care of all other maintenance (Main St., part of VT Route 100)		No bridges or signals	Lumped into town budget	Would have to do more thorough assessment of pros and cons, would likely keep, good having the flexibility
RICHFORD		Town Garage	9/9/2014					
ROCKINGHAM / BELLOWS FALLS	Michael Hinds	Highway Superintendent						
RUTLAND CITY	Jeff Wennberg	DPW Commissioner	9/9/2014	Striping, potholes. It is a US Route so additional funding available	Sweeping	No bridge maintenance, Signal maintenance contracted out	Don't break down costs individually lumped into general budget	Would keep control, however it is a political decision
S BURLINGTON	Scott Jacobs	Highway Foreman	9/11/2014	Sweeping, storm drain cleaning, potholes, ditching/culverts, plowing, sanding, salting		No bridges, one culvert on Williston Rd. Signal maintenance contracted out to RYG		We think the arrangement is fine the way it is: more flexilby for design changes, ie adding a turn lane. We still involve state in most changes so its good to still have their perspective
SPRINGFIELD	Jeff Strong	Director of Public Works	9/9/2014					
ST. ALBANS	Allen Robtoy	Director of Public Works	9/8/2014	Plowing, sanding, salt, potholes, striping		20 bridges.culverts, RYG responsible for signal maintenance		Absolutely would not give control to VTrans. More fliexibility with local control, waiting on state approval for projects is cumbersome. Currently working on a deal to take over 1.6 more miles of State-owned roadway
ST. JOHNSBURY	Hugh Wescott	Public Works Director	9/8/2014					

Town/City	Contact	Title	Date of Contact	Routine Maintenance Activities	Additional Items	Bridges and Signals	Costs/Method of Tracking	Retain Control or Not? Why?
STOWE	Harry Shepard	Public Works Director	9/8/2014	Same as other roads and standard practice except also includes added work associated with maintaining sidewalks and streetscape features. More attention to grass strips and landscaping features which we try to enhance in the Village Center	M&R of ornamental streetlights and streetscape features; Paving work that State should be doing; Maintain troublesome concrete paver sidewalks (currently evaluating a Capital Program for Sidewalk Replacement throughout the Village with possible relocating/undergrounding some overhead wired utilities); Sweeping	Bridge maintenance, no signal maintenance	In FY2014 our Highway department expenses were approximately \$1.85M. This does not include Capital Projects such as \$40 K of sidewalk repairs on a small portion of Main Street. We do not track maintenance cost by road classification. We have approximately 1.5 mile of Class 1, 14.5 miles of Class 2, and 65 miles of Class 3. We spend very little on Class 4. My gut feeling is our Class would be \$200-250K of the FY2014 total	Like having control over the road, would keep. Our local and regional economy rely in large part on Stowe's tourism and we need to do more with our Village Center where our Class 1 roads are located than we could reasonably expect the State to accomplish; examples - we need to have the Village road and sidewalks substantially clean of snow before 7am. Larger storms we need to load, haul, and remove. Much of our summertime maintenance activities need to be scheduled and coordinated with our tourist/pedestrian/customers, etc.
SWANTON	Joel Clark	Road Commissioner	9/8/2014					
TROY	Lee Forbes	Road Foreman	9/11/2014					
VERGENNES	Mel Hawley	City Manager	9/22/2014	2 class one town highways in town: All of Rte. 22A through Vergennes and Old Route 7, for a total of approximately 3.4 miles. Town takes care of striping (except center line), paving, pothole repair, plowing, sanding, salting, culvert/stormwater maintenance, bridge repair, although often reaches maintenance agreement with State		1 bridge over the Otter Creek (rough cost: \$22 million). Bridge repairs costly although State usually contributes during maintenance projects. 2 fully actuated signals in town, maintenance is contracted out to CEA	Going to send email within 3 days of 9/22/2014 with detailed cost estimates	Would be reluctant to give up control. However, there are both pros and cons to town ownership. Pros: As it is now, we can control maintenance scheduling, particularly important for winter maintenance. We are able to control the speed limit, and do things like allow business owners to put sandwich boards in front of their stores within the right of way that otherwise would not be possible under state control. If we gave up control, I'm not sure what the State would allow or disallow, for example, would they want to change the parking configuration on Main Street? This would not go over well. Cons: town ownership is costly. The annual state contribution does not come anywhere close to covering the actual costs of maintaining the roadway.
WATERBURY	Alec Tuscani	Public Works Director	9/19/2014	Plowing, sanding, salt, potholes, striping, patching	VTrans has helped with some roadway repairs because of traffic to Moretown landfill was routed through Waterbury	1 bridge and 2 signals. State responsible for signal maintenance per agreement years ago which allowed State to locate facilities (prison, hospital) in Waterbury. Facilities now gone but State continues signal maintenance		Likely retain control. Gives us more control over things like access permits, signage. Streetscape features will be incorporated into the Main Street reconstruction, which has been planned since the 1970's. Project will be funded largely by VTrans. Improvements will include street trees, undergrounding utilities, bulbouts, wider sidewalk, provisions for bicycle travel, antique styled street lights
WEST RUTLAND	Frank Woolf	Road Foreman	9/22/2014				Will consult road foreman, prepare rough cost estimates and contact you	Currently seeking to reclassify portion of VT 4 through town in order to have more control
WINDSOR	Tom Marsh	Town Manager	9/8/2014					
WINOOSKI	Peter Wernsdorfer	Public Works Director	9/8/2014					
WOODSTOCK	Kevin Vandenburg	Highway Superintendent	9/8/2014	Potholes, resurfacing, curbing, sweeping	Extensive pothole repairs, grade repair		No formal system. Estimates for plowing:\$300 per winter storm	Village would love to retain control. More flexibility in terms of parking. However, not the town as a whole. '50/50'

Town	Comments
STOWE	<p>Additional comments: The paving conditions of Stowe's class 1 roads are very poor. We keep patching and in one case did an overlay (State responsibility) with local funds. The State is not keeping up with a reasonable repaving schedule on the Class 1 roads. For a tourism destination town in a tourism state, I would hope that our Class 1 roads would be given a higher repaving priority than they are and think it prudent for the State to do so</p>
VERGENNES	<p>Important to distinguish the "cost issues" versus the "control issues". It is a complicated question that involves a comprehensive review of all of the financial commitments weighed against the benefits the town receives from having control over the roadway. This is particularly true of Main St. through Vergennes's Central Business District. I would consider some sort of hybrid arrangement where the state and town can share maintenance responsibilities.</p>
WEST RUTLAND	<p>Currently writing a grant looking at reclassification of portion of VT 4 to Class One town highway. Primarily because of roundabout we are hoping to construct. State suggested reclassification because they did not want to deal with roundabout maintenance. In general, the State does a poor job of keeping up with maintenance (specifically Route 4). Curbs, islands falling apart, traffic light issues. The State will not allow town to fix, although town is focused on beautification.</p>

Village Name	Town/City	VTrans District	Contact	Title	Date of Contact	Have you considered reclassification?	Would you consider reclassification?	If yes - what has prompted reclassification?	Bridges and Signals
Alburgh Village Center	ALBURGH	8	Alton Bruso/Ming	Road Commissioner	9/15/2014	Hasn't been discussed. Matter for selectboard to decide.	Its possible, knowledge of potential VTrans annual contribution not widely known. Concerns are stormwater and high volume of traffic on US 2.		No signals or bridges
Bradford Downtown District	BRADFORD	7	Town Office		9/19/2014				
Cambridge Village Center	CAMBRIDGE	8	Bill Morey	Road Foreman	9/15/2014				
Castleton Corners Village	CASTLETON	3	Highway Department		9/15/2014				
Cavendish Village Center	CAVENDISH	2	Alphonzo Chambers	Highway Foreman	9/15/2014				
Chelsea Village Center	CHELSEA	4	Rick Ackerman	Road Foreman	9/15/2014				
Danville Village Center	DANVILLE	7	Wendy Somers	Town Clerk	9/19/2014				
East Middlebury Village Center	MIDDLEBURY	5	Sally LaFramboise		9/15/2014				
East Montpelier Village Center	EAST MONTPELIER	6	Mike Garand	Road Foreman	9/15/2014	Would be interested but have never had a formal discussion. We have never had control of Rte. 14 or 2, State has been active in road projects around the village center.	Yes, but the main problem is there is no real "village" in E. Montpelier. It would be nice to have control (to make changes such as speed limit) but can't realistically see taking control. Would not want to assume cost of maintaining entire half mile of roadway.	Poor coordination of VTrans project in and around the village center. 2 large VTrans projects done separately, would have been nice to have them done at once	
East Randolph Village Center	RANDOLPH	4	Randolph contact		9/15/2014				
Fairfax Village Center	FAIRFAX	8	Deborah Woodward	Town Clerk	9/16/2014	Not until we received your message yesterday. Brought up idea at selectboard meeting last night (9/15), selectboard 'overwhelmingly' agreed it is not a good idea. Not interested in reclassification primarily based on cost.	Don't have enough comprehensive information	This project	1 blinking light, bridge
Franklin Village Center	FRANKLIN	8	Lisa Larivee		9/15/2014	Hasn't been an issue , havent questioned reclassification	Yes, it is possible. Didn't know it was an option		No signals, no bridges
Glover Village Center	GLOVER	9	Harvey Dunbar	Road Foreman	9/15/2014				
Hartland Three Corners Village Center	HARTLAND	4	Robert Stacey	Town Manager	9/15/2014				
Highgate Village Center	HIGHGATE	8	Town Office		9/15/2014	Not that I know of. There was some discussion of changing the speed limit however	Yes, would be interested in having discussion. All decision makers may not be aware of annual contribution from VTrans		No signals, one bridge in need of replacement out of town
Hinesburg Village Center	HINESBURG	5							
Jamaica Village Center	JAMAICA	2	None Listed		9/15/2014				
Jeffersonville Village Center	CAMBRIDGE	8	Bill Morey	Road Foreman	9/15/2014				

Village Name	Town/City	VTrans District	Contact	Title	Date of Contact	Have you considered reclassification?	Would you consider reclassification?	If yes - what has prompted reclassification?	Bridges and Signals
Jericho Corners	JERICO	5	Todd Odit	Town Administrator	9/22/2014	Yes.	Having preliminary discussions	In short, the resistance from VTrans to consider anything other than the norm, i.e. sidewalks, lane widths, traffic calming, on street parking. We are not in the process of reclassification, but we having preliminary discussions of consideration	Yes to both
Johnson Village Center	JOHNSON	8	Duncan Hastings	Road Commissioner	9/19/2014				
Montgomery Center Village Center	MONTGOMERY	8	Renee Patterson	Town Clerk	9/15/2014				
North Hero Village District	N HERO	8	Pat Loyer	Foreman	9/15/2014				
Norwich Village Center	NORWICH	4							
Orwell Village Center	ORWELL	3	Susan Ann Arnebold	Town Clerk	9/15/2014				
Pawlet Village Center	PAWLET	1	Deb Hawkins	Town Clerk	9/15/2014				
Pittsford Village Center	PITTSFORD	3	Town Garage		9/22/2014	A few years ago there was talk of the town taking over a portion of Route 7 after the State completes a major stormwater reconstruction. State wanted town to be responsible for maintenance after project completion.	Do not this it is financially feasible. In the short term it would be nice, but in the long term the state contribution would not come close to covering the actual costs of maintenance.	A State funded project to completely update the towns stormwater infrastructure; maintenance agreement	2 bridges, one flashing light.
Proctorsville Village Center	CAVENDISH	2	Jane Pixley	Town Clerk	9/15/2014	No, it has not been discussed	No. Dealing with more pressing issues		No signals, 1 bridge
Putney Village Center	PUTNEY	2	Brian Harlow	Highway Superintendent	9/15/2014				
Richmond Village Center	RICHMOND	5	Peter Gosselin	Foreman	9/19/2014	Havent heard any discussion on the topic	Would consider in reference to the annual VTrans contribution		1 signal, 3 bridges
Riverside/Underhill Flats Village Center	JERICO \ UNDERHILL	5	Nate Sullivan	Foreman	9/19/2014	Has not come up to my knowledge	Would consider if a thoughtful and cogent plan were presented that would be financially responsible for the town		"2 bridges that we wouldn't be anxious to repair ourselves"
Rochester Village Center	ROCHESTER	4	Town Office		9/16/2014	No this issue has not been brought to the table	Personally don't think so. It would allow us to drop the speed limit to 25. However as it is we are more than happy to have the state responsible for pavement, line marking, sewer maintenance. It may make sense for bigger towns like Bethel or Randolph, but in our case we are too small.		No signals, 2 culverts on either side of the village that are worfully undersized. That is another thing we would be responsible to maintain if we did reclassify.
Royalton Village Center	ROYALTON	4	Highway Department	None listed	9/16/2014				
Saxtons River Village Center	ROCKINGHAM	2	Doreen Aldrich		9/16/2014				

Village Name	Town/City	VTrans District	Contact	Title	Date of Contact	Have you considered reclassification?	Would you consider reclassification?	If yes - what has prompted reclassification?	Bridges and Signals
Shelburne Village Center	SHELBURNE	5	Paul Goodrich	Superintendent of Highway	9/18/2014	Hasn't been seriously considered since someone brought a proposal to the town in I think 1981. Since then has not been raised to my knowledge	Wouldn't even think about it. It would be a huge financial burden for the town to assume. Not sure why anyone would want to take control. It requires a larger maintenance staff and larger budget. The towns budget is currently spread thin enough as it is. The VTrans annual maintenance contribution wouldn't come close to covering the true costs associated with town ownership. VTrans contribution "wouldn't pay for the salt needed in a single winter." If anything, trying to turn Spear St. over to the State. Additionally, VTrans is way behind on their maintenance.		
South Shaftsbury Center	S SHAFTSBURY	1	Terry Stacy	Highway Foreman	9/16/2014				
Waitsfield Village Center	WAITSFIELD	6	Valerie J. Capels	Town Administrator	9/16/2014	Yes, this discussion has been had many times.		It has become an issue because citizens want more 'latitude' when it comes to design and maintenance issues on VT 100 through town. Town feels powerless in decision making process. Town wants to change things such as street trees, sidewalks, street furniture. Town looked into revenue that town would receive under Class 1 designation but it wouldn't cover maintenance costs. This is particularly true of the towns storm water system and bridges that would become towns responsibility. Also we have a 7 person crew and don't have the personnel and equipment to maintain the road. Also, if we reclassified to Class 1, Rte. 100 would have highest priority during winter storms and again we don't have the resources	
Wallingford Village Center	WALLINGFORD	3	Phillip Baker	Road Commissioner	9/16/2014				
Waterville Village Center	WATERVILLE	8	Nancy LeRose	Town Clerk	9/16/2014	This issue has not come up	Most likely not. Town does not own any maintenance equipment or have any employees. We contract our road maintenance out to one person.		
Wells River Village Center	NEWBURY	7	Susan Underwood	Town Clerk	9/16/2014	No			Yes
West Burke Village Center	BURKE	7	Will Ware	Road Foreman	9/16/2014				
West Dover Village Center	DOVER	1	Bob Holland	Road Commissioner	9/16/2014				
West Pawlet Village Center	PAWLET	1	Deb Hawkins	Town Clerk	9/16/2014				
Westminster Village Center	WESTMINSTER	2	Russell Hodgkins	Town Manager	9/16/2014				
Weston Village Center	WESTON	2	Almon Crandall	Road Foreman	9/22/2014	No	We are now		
Williston Village Center	WILLISTON	5	Rick Peet	Highway Foreman	9/16/2014	Town had discussion of reclassifying about 10-12 years ago. VTrans approached the town primarily to take over maintenance activities on Routes 2 and 2A			
Wilmington Downtown District	WILMINGTON	1							

Village Name	Town/City	Comments
Jericho Corners	JERICHO	We are aware of the VTrans annual contribution. The funding is not a significant enough incentive to sway the town board to reclassify. Major concerns are cost of future reconstruction and intensity of plowing needs given the traffic volumes on Route 15 compared to town roads
Pittsford Village Center	PITTSFORD	Rough cost estimates: resurfacing (done about every 10 years: \$123,000 for 1.2 miles. Pavement @ \$68 per ton. Overall budget is 1.5 miles for over 50 miles of roadway. Includes fuel, upkeep, purchases, winter maintenance etc.
Riverside/Underhill Flats Village Center	JERICHO\UNDERHILL	Vast majority of traffic on Rte. 15 through town is people from out of town. Very small percentage actually residents. Current arrangement has been beneficial to town
Shelburne Village Center	SHELBURNE	Line striping - varies depending on quantity. Companies: L&D, Scotts Salt: 450 pounds/2 lane mile. Some will do 250-300 pounds depending on severity of storm. Signal maintenance: contracted to RYG Culvert cleaning: hire Hartigen. \$250-\$275/hour Cold patching: \$130 per ton. depends on size of pothole, approximately a half ton for larger potholes. Labor: 4 employees total plus a mechanic to maintain 60+ miles of road. 1 pass around town with 4 trucks takes anywhere between 2 and 4 hours. Grants become available from State for things like paving, signing, and bridges.
Waitsfield Village Center	WAITSFIELD	Talk to Waterbury - they took over control of State road through town and are now trying to give it back to State
Wells River Village Center	NEWBURY	We already have more than we can handle, both financially and manpower wise
Weston Village Center	WESTON	Our downtown area has lots of culverts, etc. and our sense is that the \$11k per mile would not be enough to allow us to break even. And even if it did, I'm not sure any of the other benefits would be meaningful to us. Basically, things seem just fine as they are.

19 VSA § 306. Appropriation; state aid for town highways

(a) General state aid to town highways. An annual appropriation to class 1, 2 and 3 town highways shall be made. This appropriation shall increase or decrease over the previous year's appropriation by the same percentage as any increase or decrease in the transportation agency's total appropriations funded by transportation fund revenues, excluding the town highway appropriations for that year. The funds appropriated shall be distributed to towns as follows:

(1) six percent of the state's annual town highway appropriation shall be apportioned to class 1 town highways. The apportionment for each town shall be that town's percentage of class 1 town highways of the total class 1 town highway mileage in the state;

(2) forty-four percent of the state's annual town highway appropriation shall be apportioned to class 2 town highways. The apportionment for each town shall be that town's percentage of class 2 town highways of the total class 2 town highway mileage in the state;

(3) fifty percent of the state's annual town highway appropriation shall be apportioned to class 3 town highways. The apportionment for each town shall be that town's percentage of class 3 town highways of the total class 3 town highway mileage in the state;

(4) moneys apportioned under subdivisions (1), (2), and (3) shall be distributed to each town in quarterly payments beginning July 15 in each year;

(5) each town shall use the monies apportioned to it solely for town highway construction, improvement, and maintenance purposes or as the nonfederal share for public transit assistance. These funds may also be used for the establishment and maintenance of bicycle routes. The members of the selectboard shall be personally liable to the state, in a civil action brought by the attorney general, for making any unauthorized expenditures from money apportioned to the town under this section.

19 VSA § 306a. Class 1 town highways; agency responsibility for scheduled surface maintenance

(a) Unless otherwise directed by the legislative body of a municipality, the agency shall assume direct responsibility for scheduled surface maintenance of all class 1 town highways, at no expense to the municipality. The class 1 town highways shall be included in the agency's pavement management system and analyzed for resurfacing needs and considered for programming of available federal and state funds on the same basis as state highways.

(b) The provisions of this section shall not affect any legislative body's jurisdiction over class 1 town highways or any municipality's responsibility for general maintenance of class 1 town highways, including, but not limited to, spot patching, traffic control devices, curbs, sidewalks, drainage, and snow removal.

(c) Notwithstanding the provisions of this section, major reconstruction of class 1 town highways, beyond the usual scope of resurfacing, shall continue to be a municipal responsibility, subject to availability of federal and state aid under chapter 15 of this title and payment of the uniform local share under section 309a of this title. (Added 1993, No. 61, § 11, eff. June 3, 1993; amended 1995, No. 183 (Adj. Sess.), § 18c, eff. May 22, 1996.)

19 VSA § 1101. Concurrent authority; class 1 highways

On all class 1 highways, and the bridges on class 1 highways the agency shall have concurrent authority and jurisdiction with selectmen in all matters within the authority and jurisdiction of the selectmen under the provisions of this chapter. If a person named in an order made by the agency under the authority of this section, neglects or refuses to comply with the order within the time prescribed by law, the agency may report the neglect or refusal to the state's attorney of the county where the highway or bridge mentioned in the order is located. (Added 1985, No. 269 (Adj. Sess.), § 1.)

23 VSA § 1393. Limits in incorporated villages and cities

(a) On all highways in an incorporated village or city the legal load shall be as prescribed for the state highway system, unless otherwise restricted and posted by the local authorities, as provided in this subchapter. With the approval of the secretary of transportation, the selectboard of a town may designate any highway in the town to carry the same legal load as specified in section 1392 of this title for state highways. When a certain highway has been approved by the secretary as to the legal load limit, then the secretary shall have the highway posted for the legal load limit. Notwithstanding the provisions of this chapter, state highway weight limits as specified in section 1392 of this title shall apply to class 1 town highways; however, when the legislative body of a municipality requests in writing, the secretary of transportation may set the weight limit on a class 1 town highway at less than the state highway limit under section 1392 of this title, if a reasonable alternative route is available for those vehicles traveling at the state highway limit.

(b) In making the determination as to whether a reasonable alternative route is available, the secretary of transportation shall, at a minimum, consider the following factors:

- (1) Whether the alternative routing will reduce or relieve traffic congestion in a downtown area.
- (2) Whether the alternative routing will enhance safety.
- (3) The length of the alternative route, and any increase in time made necessary by use of the alternative route.
- (4) Whether an adverse effect has been created relative to the quiet enjoyment and property values of people living along the alternative route.

(c) Any decision of the secretary made under this section may be appealed, in writing, to the transportation board within 30 days of the secretary's decision. The transportation board shall decide the question within 45 days of receipt of the appeal, and may take evidence or testimony. (Amended 1991, No. 214 (Adj. Sess.), § 3, eff. May 27, 1992; 1993, No. 186 (Adj. Sess.), § 2; 1995, No. 119 (Adj. Sess.), § 7.)

23 VSA § 1394. Designation of class 1 town highways

The class 1 town highways connecting the state highways through cities, villages, or municipalities shall be designated by the state transportation board and marked by the state secretary of transportation. The state secretary of transportation shall have signs erected on each road which leads off the state highway system stating the legal load of the highway leading from the state highway system. (Amended 1975, No. 7, eff. Feb. 14, 1975.)

Cost Analysis for Reclassification of Route 116 in Hinesburg

Scenario: **A**

Scenarios for consideration:	Roadway			
	Centerline Miles:	Bridges or Culverts <6':	Traffic Signals:	Flashing Beacons:
A: CVU Road through Buck Hill	1.40	2	3	1
B: Riggs Road through Buck Hill	1.25	1	2	-
C: Commerce St through Buck Hill	1.10	1	2	-

Electricity Cost (typical - from VTrans)

\$ 2,400
\$ 1,100
\$ 1,100

Town Revenue

	miles
Class 1 Limits:	1.4
\$ per mile	\$ 11,213
Revenue	\$15,698.52

Cost per mile of "linear" maintenance items

Item	Cost per Mile
Signs	\$ 500
Salt	\$ 4,400
Striping	\$ 1,250
Pavement Repairs	\$ 1,500

Typical Annual Signal Costs:

\$ 800	Signals (includes street lights and signal)
\$ 300	Flashing beacons
\$ 2,000	Signal maintenance annual cost

Annual Bridge and Stormwater Costs

\$ 3,300	Cost for maintenance per bridge
\$ 750	Cost for routine stormwater maintenance
\$ 1,500	Cost for MS 4 enhanced stormwater maintenance

Town Costs

Winter Maintenance

Allowance	Item	Notes
\$ 100	per hour of plowing	Accounts for wear and tear, operation of plows, and labor assuming some overtime
80	average plow events per year	Based on VTrans fact book
0.34	additional plowinghours per storm	Calculation based on 25 mph plowing through village, three runs each way during an event.
\$ 6,160	Sand/Salt Allowance	Based on town data and VTrans numbers
\$ 8,848	Winter Maintenance	

Winter Maintenance Costs

0.04	hours to plow one mile additional miles
6	plows per storm on average (3 each direction)
0.24	Hours plowing per storm per mile

Summer Maintenance

Allowance	Item	Notes
\$ 1,750	Striping	VTrans marks centerline, Town will be responsible for all other markings
\$ 1,050	Culvert/Drainage Maintenance	Annually (culverts on Route 116 have required very little cleaning in the past)
\$ 2,400	Electricity - allowance	Town will take on electric bill of any VTrans streetlights. LED conversion would reduce cost
\$ 6,000	Signal Maintenance	Contracted out to RYG Signals or comparable; assumed \$1000 per signal for newer signals
\$ 700	Signs	Replaced when damaged or removed (usually covered by insurance)
\$ 6,600	Bridge Maintenance per bridge over 6 feet	Annually
\$ 2,100	Pavement repairs (patching, crack sealing)	Annually
\$ 500	Contingency allowance	Annually
\$ 21,100	Summer Maintenance Costs	

\$ 29,948 TOTAL MAINTENANCE COSTS

191% Ratio Costs per Revenue

\$ (14,249) Net revenue (cost) to town