



RECORD OF MEETING

Regional Planning Commission (RPC)
of the Naugatuck Valley Council of Governments (NVCOG)
NVCOG Offices, 49 Leavenworth St. Waterbury, CT
Third floor
6:30 p.m. Tuesday, August 1, 2017

Attendance: Nancy G. Clark, Southbury; Robert Clarke, Woodbury; Leslie Creane, Derby; Gary Giordano, Bethlehem (by phone); Margus Laan, Plymouth; Jeremy Leifert, Thomaston; Ken Long, Middlebury; Ruth Parkins, Shelton.

Staff: Aaron Budris, Senior Regional Planner; Ben Muller, Transportation Planner; Joanna Rogalski, Regional Planner.

Guests: Bruce Wittchen, CT Office of Policy and Management; Matt Pafford, CT Office of Policy and Management

Public: 2 persons

The meeting opened at 6:30 PM.

1. Pledge of Allegiance, Roll Call, and Public Participation

The pledge of allegiance was recited. RPC members and NVCOG staff introduced themselves. At roll call eight (8) RPC members were in attendance. A quorum was not obtained for this meeting. No public comment.

2. Workshop for State POCD: Locational Guide Map for the State POCD 2018-2023, State of CT Office of Policy and Management – Bruce Wittchen, Matt Pafford

The mapping workshop for the State Conservation & Development Plan (SCDP) Locational Guide Map (LGM) revolved around a discussion of the underlying meaning of the Priority Funding Areas (PFA) as well as the technical details for how to submit local input about the locations and boundaries of the data represented on the LGM. Workshop not a record of public comments, but rather a discussion which will help formulate public comments, and answer questions. Legislators seemed to like the way the SCDP has been working thus far.

The following topics were discussed during the map workshop:

State Conservation & Development Plan (SCDP):

- Current and drafted SCDP may be viewed through the following link: www.ct.gov/opm/cdplan
- The SCDP differs from municipal Plan of Conservation and Development (POCD) in that state plan governs how state funding is used for state growth-related projects.
- The SCDP guides the state's priority funding process, whose goal is to minimize extension of infrastructure.
- The Locational Guide Map (LGM) is a part of the SCDP and reflects the SCDP text and identifies areas where the state prioritizes funding for growth-related projects; these areas are designated as priority funding areas (PFA) and balanced priority funding areas (BPFA).

State growth-related projects:

- To acquire funding for a state growth-related project, state agencies must show that: 1) their project is consistent with the SCDP, and 2) show that project is in a priority funding area (PFA) or balanced priority funding area (BPFA) as depicted in the LGM. Otherwise the Agency needs to go through an Exception Process, which takes a couple days to complete.
- Exception Process: Outside a PFA or BPFA, there is a two-step exception process:
 - 1.) State agency must consult municipal POCD and meet those goals.



2.) State agency must show how project meets other criteria, e.g. that project must be located in a particular area.

- A growth related project should not involve acquiring or developing real estate of \$200k or more, not counting affordable housing.

Locational Guide Map (LGM):

- To view current and proposed LGM's, use the following link: www.ct.gov/opm/cdplan
- LGM not a zoning map; meant to be a reflection of the plan text.
- Designation of priority funding areas meant to show location of the State's priorities.
- LGM uses Census blocks as geographic units of analysis because that is smallest geography unit available for the whole state. Parcel data not available for whole state.
- Census block scale can be deceptive – e.g. if water line crosses only a small corner of a census block, the whole census block is depicted as a priority funding area.
- Green is background for map, which also indicates unclassified areas according to the state.
- Some of the areas depicted on the LGM: Priority Funding Areas (PFA), Balanced Priority Funding Areas (BPFA), Protected Lands, Village Priority Funding Areas (VPFA) and Historic Districts.

Priority Funding Areas (PFA):

- Criteria for PFA designation includes: designation as urban cluster done by US Census, sometimes urban area not reflective of how locals view urban – controversial feature. Other criteria based on buffer around mass transit stations, rail and busway, which do not include local buses. Sewer service area maps being used – Water Pollution Control Authority (WPCA) sewer information. Local bus routes when service provided seven days a week.
- Current LGM priority funding areas are designated as such whether they have 1 or 7 criteria present, though the map does use different colors to depict the number of criteria present.
- CT OPM asking for local input to make maps as accurate as possible.

Conservation features of the LGM:

- Some features are regulatory in nature, like wetlands and 100 year flood zones.
- Some features are based on state policy, like core forests.
- Hurricane inundation zones added as conservation features for 2018 – 2023 LGM.

Balanced Priority Funding Areas (BPFA):

- If a conservation feature is coincident with a priority funding area, then that area is designated a BPFA.
- For State purposes, the BPFA counts as a priority funding area (PFA).
- BPFA functions like PFA, but state agencies should also consider how the conservation feature and proposed growth development project impact each other.

Village Priority Funding Areas (VPFA):

- Village priority funding area (VPFA) designations are developed based on what the municipality consider to be its village area; the geography is purely dependent on municipal input.
- The VPFA boundaries often cross census blocks and may include only a portion of a census block.
- To receive funding, state growth related projects must show consistency with village goals and character.
- OPM counting on municipalities to correct OPM's obsolete or erroneous data regarding VPFA's.



Protected Lands:

- Are depicted in Grey – these are officially protected lands.
- Some sort of conservation easement needed regardless of public or private ownership.
- If not officially protected, please contact OPM.

Historic District

- No specific significance for state.

Online LGM mapping tool:

- Intended to be form of limited use input for correcting LGM data.
- Current map tool is being tested and is not online.
- OPM will work through COG's to determine who in each municipality will be able to adjust maps, i.e. be the GIS contact for that municipality; could be planner or someone else determined by CEO. The OPM will then send an email to the GIS contact with link to map tool and instructions for use.
- Many ways to input map information, but the anticipated most useful map tool: – smart editor
- Please add initials when adding map comments through editor tool.
- If your municipality does not have a GIS, COG's are also a good mapping resource for LGM input.
- Slow connection can hinder usefulness of online map tool.

Two (2) options being considered for LGM mapping of PFA's:

- State legislators didn't have a lot to say about PFA's.
- If an area is designated a PFA, a state agency can go into that PFA with a growth related project without having to go through an exception process.
- OPM considering altering the number of development criteria needed for PFA designation from one to two
- Public comment sought regarding the following two options:
 - **Option 1** – Keep existing rule, i.e. PFA designation achieved with only one development criteria.
 - **Option 2** – Alter rule: PFA designation would require 2 development criteria. If area would only have one criteria, agencies would need to consult municipal POCD and go through exception process.
- **If Option 2 chosen**, then anticipate:
 - State funding be more based on municipal POCD's in the less developed areas.
 - Municipalities would have more say in state funding of growth-related projects.
 - PFA's with one development criteria would disappear from LGM.
 - BPFA with one conservation feature and one development feature would be remapped with a conservation designation.

Points based on questions asked:

- None of the data in LGM should be reflected in a regional plan of conservation and development (RPOCD). In the past, LGM was being misapplied. LGM highly constrained. LGM is not the plan, RPOCD should reflect text of plan.
- LGM has minimal impact on how things are done.
- State and municipal property handled no differently than other land.
- The State Water Plan currently being drafted must be consistent with the SCDP plan in terms of goals, and strategies to achieve goals. If State Water Plan released before SCDP finished, then consistency will need to be with 2013-2018 SCDP. OPM looks at consistency with 2018 plan. Current Water Plan draft does not seem to be inconsistent with SCDP. Water system interconnections may be called for in areas where there is no desire for development.



- GIS data accompanied by DRAFT POCD released to legislators in May 2017, does not include updates since release.

Public comment process and public hearing:

- Currently public comment process underway. Comment period closes on October 16, 2017.
- OPM is looking for input on whether to use one or two criteria for PFA, that is, Option 1 or Option 2 for LGM.
- NVCOG will host one of the public hearings on State C & D plan update for 2018 – 2023. Public hearing will take place during the NVCOG Council meeting on September 8, 2017.

3. Discussion: Pedestrian Plans for NVCOG municipalities – Ben Mueller

Pedestrian planning process began in May 2017, current plans for each municipality are in draft version. Main goal of pedestrian plans is to help municipalities become better at developing safe infrastructure. Other goals of planning process include: ID best practices at regional levels, access local needs and priorities, ID areas to improve COG services offered and funding options available.

A **demand and deficiencies index** for the region was developed for the plans:

- **Demand** is where pedestrian activity is expected, based on a few factors one being where towns have identified a pedestrian area, presence of existing sidewalks, schools, low income pop (less likely to have access to a vehicle), transit along with density of housing, jobs and road network.
- **Deficiencies** indicate areas that are dangerous for pedestrians (regardless of anticipated pedestrian activity) based on speed, availability of sidewalks, and history of crashes. Over next month, updated crash data will be incorporated. Higher deficiency weight given to crashes that resulted in pedestrian fatality.

Pedestrian crash data based on police reports – this skews crash data toward the more seriously injured and fatalities. Crash data only involves interaction of pedestrian and vehicle; does not depict tripping on curb and such. Bicycle crashes not in this plan because needs of bicyclists very different from pedestrians. Bike paths to be considered in future plan, with different approach considering route distances.

Plans currently not online accessible; asking for clarification from Towns to make data more accurate before more broad sharing of plans. Digital copies available upon request. If draft pedestrian plan data is incorrect or not intuitive, please contact Ben Muller.

4. Update: Environmental Protection Agency (EPA) Brownfields grant program – Joanna Rogalski

NVCOG has \$220,000 available for EPA eligible assessment projects. To apply for grant assistance through NVCOG, visit: <http://nvcogct.org/content/funding-opportunities>. If you are aware of a brownfield site in need of liability relief assistance, assessment funding, or clean-up funding, fill out a pre-application or contact Max Tanguay-Colucci at mcolucci@nvcogct.org

5. Update: Long Range Transportation Plan (LRTP) – Joanna Rogalski

- US DOT requires MPO's to develop LRTP's
- Reflects 20 year horizon
- All transportation modes – multi-modal
- Update plan every 4 years – current adopted Feb 2015, new LRTP needs endorsement by Feb 2019
- Financially constrained – reasonable expectation of sufficient funds to implement/construct projects
- Vision for future transportation system may be included and may look beyond existing financial resources
- NVCOG is MPO for Waterbury urban area – must develop LRTP



- NVCOG is member of Greater Bridgeport MPO which includes the four lower NR Valley towns – NVCOG must also write portion of GBVMPO LRTP for 4 towns
- NVCOG has started an outline for the LRTP – first step in a multi-task planning process to assess and ID transportation deficiencies and problems, and develop program to address issues ID'ed.
- Principal Goal of planning process: maintain transportation system in a state of good repair, ensure mobility and access for all residents of region
- All modes of travel – walking, biking, rail (passenger and freight), autonomous vehicles, intelligent systems (sensors measuring vehicle speed, occupancy, flow, accidents, dynamic message signs, ramp mgmt., GPS, traffic signal mgmt..), sustainability, security

6. Update: Water Issues: State Water Plan, State Water Supply Plan (Water Utility Coordinating Committees – WUCC) – Aaron Budris

State Water Plan

State Water Plan draft released for 120 day review period, started last week. Balanced plan, conservation public health development. Not a plan to solve problem but rather to create a framework to address problems. Local planning affected – class B water (Oxford and Southbury), ongoing state plans, regional connections, expanding protections of watersheds not currently protected. State Water Plan website – submit your comments and copy NVCOG on comments since NVCOG will also be submitting regional comments. Deadline for comments is November 20, 2017. Representative from the State Water Council (SWC) will be making a presentation at the September 8, 2017 NVCOG meeting to which the public is invited. SWC reps may also be invited to next RPC meeting to make a presentation.

State Water Utility Coordinating Committees (WUCC)

WUCC update – new exclusive service areas not yet on website. Exclusive Service Area (ESA) boundaries approved in June 2017. All WUCC's now working on integrative reports which will consider future conditions including population and supply. WUCC integrative reports will be combined into one statewide report. Much of the data collected for the WUCC's was incorporated into the State Water Plan; plans being written concurrently. Opinion varies on which plan should be written first, but the State sees that no plan is permanent and updates should be made more frequently in the future. Heritage Water and CT Water systems will still be depicted as two separate systems; there is an interconnect available for emergency situations.

7. Update: Sustainable CT – Joanna Rogalski

- Workgroups final meetings in June 2017. Six working groups. Recommended actions for certification.
- Draft Recommendations sent to Advisory Committee
- Snapshot of certification process to date: First year 2 levels of certification, complete certain amount of priority actions, requirement to form Sustainability Team, To seek certification muni must pass resolution by legislative body
- Currently Advisory Committee is meeting to design the program and determine governance
- End of August 2017 – testing pilot program with a few towns
- Early September 2017 – Pre-launch briefing for municipal leaders and legislators
- November 2017 – Launch of program at CT Conference of Municipalities (CCM) Convention
- Will incorporate some recommendations into NVCOG RPOCD.

8. Update: Regional Plan of Conservation and Development (POCD) – Joanna Rogalski

- Goal: Adopted by December 2018
- Goal: Draft for public review by July 2018



- Policy document – regional shared vision and values, points to other plans and planning tools
- Informed by Municipal POCD's
- Public participation – learning from residents
 - Municipal – NVCOG Council meetings
 - P&Z Commission visits – start in September 2017
 - Online Survey – start in September 2017
 - Focus group topics

9. Administrative Items – Joanna Rogalski

- a. Approval of April 4, 2017 Meeting Minutes (MOTION) – Since two of attendees resigned from RPC and a quorum is not available to vote, draft will remain as a record of meeting. At the call for corrections, Bob Clarke indicated he would discuss corrections after meeting adjournment.
- b. Referrals – During NVCOG's 2017 fiscal year, that is from July 1, 2016 to June 31, 2017, staff received 89 referrals. Since April 2017 RPC mtg., staff has received 32 referrals. For FY18, staff will also track if amendments have been adopted.
- c. Correspondence – Two (2) RPC representatives have sent their resignations: Sue Goggin (Naugatuck) and Marie Chasse (Bristol). The CT Office of Policy and Management contacted NVCOG about holding a workshop and public hearing for its update to the State Conservation and Development plan.
- d. RPC Officers for FY 2017-18– Solicitation of two persons to the Nominating Work Group, Confirmation of membership of the Nominating Work Group (MOTION), discussion of officer elections for Chairperson, Vice-chairperson, Secretary, and two At-large Representatives for the Executive Committee, Call for nominations of temporary replacements for vacant positions until report of Nominating Committee, Vote for temporary replacements for vacant positions until report of Nominating Committee (MOTION). Since a quorum was not achieved for this evening's meeting, no action was taken on this item. Discussion followed concerning revising the RPC Operating Procedures, and specifically the number of representatives needed to achieve a quorum. NVCOG staff will work on revisions and present a draft at the next RPC full meeting.

10. Roundtable - Points of Interest/Local Activities

Derby – Leslie Creane, Chief of Staff

We're moving along with the development on the South Side of Main Street, that's our biggest and brightest project for a while. We are fortunately moving past the point of the old days where you applied for grants and figured out how to use them. Now we're applying for grants because we know how to use them and actually have pieces of this project in particular, although not exclusively, set up. The other thing is Bad Sons Brewery just opened up, and you can order wings from the Dew Drop down the street which will deliver, so I strongly recommend stopping in. They did a fabulous job.

Plymouth – Margus Laan, Town Planner

Plymouth is progressing on its brownfields grant, Tighe & Bond is moving forward on the Phase II, and a Phase III application was submitted to DECD in May. We appeared before the Decision Committee to be vetted, or ranked, to determine how credible our application is. The consultant is doing a good job at determining options and how to go about cleaning up the site, that's the high point.

Middlebury – Ken Long, Zoning Commission

As I mentioned in previous meetings about gas stations being rebuilt in the center of town, well we have some gas wars going on that's been good for the pocket book. We now have three gas stations in the middle of town creating a



sort of gas wars. Our zoning regulations are still being rewritten, there's been some progress to clean them up after years of amendments; that's a positive. We hired a consultant to do that, Hiram Peck out of Woodbury. Something in my neighborhood, the FEMA mapping for flood maps affected about 50 houses in my neighborhood. It tentatively looks like half of them can be removed or reduced on the maps through the preliminary engineering phase. Now they're moving on to the next steps which may save some residents some money. It isn't easy to get these maps adjusted, but the first step has been completed.

Thomaston – Jeremy Leifert, Land Use Administrator

We have a town center plan committee working on writing a new town center plan. We hope to have a final rough draft done at some point in September which I'll probably send over for a look through down here. We're going to run a public forum in October for that. Hopefully we'll have that finished by the end of this year, that's the goal. Economic Development: we're tweaking our tax incentive ordinance, restructuring how we review applications for tax incentives, so the recommendations just need to go through our Selectman and town meetings. There's a new multi-million dollar tract under improvement at Nystrom's Pond, along with a bunch of drainage and parking improvements along with a state of the art running track and soccer fields. The last thing, they're going to be hosting Brewfest at the Railroad Museum on Saturday, August 26th. There's no rain date, so hopefully the weather holds out, but Black Rock Tavern is sponsoring it at the Railroad Museum.

Woodbury – Robert Clarke, Zoning Commission Chair

The historic commission denied an application to upgrade or retro-fit on the Texaco Station in the historic district. That application will probably be coming back, but the historic commission found some fault in terms of the design that the company wanted to implement. Our brewery-- it sounds like the west side of the state is going to be under beer-- is in process, and we will be doing the same thing: bring in food from the outside so you can bring food from one or more of the local restaurants. The Nonewaug HS a lot of construction has been approved by Wetlands & Zoning. The School Board is trying to avoid paying fees for the construction to the tune of some \$300,000. At the Zoning Commission meeting next week we will take up the application for a sober house where the Inn now stands. These facilities must be treated the same as single-family houses under state legislation. The PoCD is in the province of the Planning Commission, so I can't tell you how far they are through it. The Business & Economic Development Committee has gotten around to publishing what we're calling a Passport to Woodbury, built on the model of Kent's booklet. It will be available in the Town Office, the Land Use office, etc., and circulated around the state with the goal of picking up tourism and new residents. An online version comes out in about a month.

Southbury – Nancy Clark, Planning Commission

The theater is scheduled to be open now in late fall next to exit 14. We had a multi-family application denied due to noncompliance with the PoCD. Most of our time is being spent trying to formulate a plan for the future use of the Southbury Training School before we're given the opportunity to purchase it from the state. Half of the area has been dedicated to public use by the state. We've retained Milone & Macbroom to do an environmental study of the campus and reuse opportunities for the buildings. This makes this the third study, and we should come up with a proposed plan sometime next month should we have a desire as a town to purchase it. Our Farmer's Market is going on every Thursday. Our K-Mart is vacating. We don't have a tenant for the upper floor. The rear where the garden center existed will be eliminated, and the front facing South Main Street will be converted to three retail spaces. The first plan we rejected as it did not conform to the rural character described in our PoCD. We have new sign regulations in process. And we had three different proposals, one formal, for piggeries. We don't have any regulations on them just yet. Thomaston adopted a regulation last year using the state regulation: pigsties must be at least 300' from any neighboring building. They don't regulate how many pigs. What we're discovering is that runoff water is sometimes a



problem. Thomaston's regulations say the establishment must follow existing standards under the state agriculture department. We have a new church proposed in front of ZBA, and three hearings for lot subdivisions.

Bethlehem – Gary Giordano, Elector – Surveyor

Bethlehem is pretty quiet, a few lot line revisions every now and again. Our garlic festival is in October, Columbus Day weekend. This year, the Southbury Car Show is moving to the Bethlehem Fairground due to the lack of availability of the Southbury Training School.

Shelton – Ruth Parkins, Planning & Zoning Commission Chairperson

We are anything but quiet here in Shelton. We continue to have a lot of interest in the residential/retail area on Bridgeport Avenue, the former Tetley Tea building at Commerce has been demolished and the site is being prepared for retail and residential use. Downtown is coming along very well. Bridge Street Commons has just notified today that two floors of their mixed use building are available of four floors, renting between \$1400-\$1900/month. We're also in the process of a public hearing to do some text amendments to our PRD (Planned Residential Development) regulation, which currently isn't working very well. We're trying to promote more open space that we don't usually get from traditional subdivisions. We're aiming for something called a Designed Residential Development instead, basically allow a few more units and a bit more density but trade for additional public open space.

11. Other

Joanna Rogalski: NVCOG has a Facebook page. If you have information about your Town you would like us to post on the NVCOG page, please contact us.

12. Adjournment

Motion: To adjourn.

Motion made by Bob Clarke, seconded by Leslie Creane

VOTE: Unanimous

The meeting was adjourned at 8:50 PM.

Respectfully submitted by
Joanna B. Rogalski
Regional Planner, NVCOG
And
Benjamin Muller
Transportation Planner I, NVCOG