



City Council - Transportation, Energy and Utilities Committee

Tuesday, August 27, 2024, 5:30 PM,

Join in Person: Front Conference Room, 645 Pine St. Burlington, VT 05401

Join via Zoom: <https://zoom.us/j/84603122855>

To call into the meeting, including to speak during public comment:

Phone: 312-626-6799, Webinar ID: 846 0312 2855

1. Agenda

1.1. Motion to amend /approve

2. Adopt Minutes

2.1. Minutes of 7/22/27

3. Public Forum

4. Deliberative Agenda

4.1. 201 Flynn Avenue CSWD Purchase and Sale

4.2. Downtown 20 mph Speed Limit

4.3. planBTV Walk Bike Action Plan Update

5. Director's Report

6. Councilor Items

7. Next Meeting - September 24, 2024

8. Adjournment



**CITY OF BURLINGTON
DEPARTMENT OF PUBLIC WORKS**

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Chapin Spencer
DIRECTOR OF PUBLIC WORKS

MEMORANDUM

TO: Transportation, Energy & Utilities Committee

FR: Chapin Spencer, DPW Director
Lee Perry, DPW Division Director – Maintenance Division

RE: **201 Flynn Avenue Purchase & Sales Agreement Between the City of Burlington and Chittenden Solid Waste District**

DATE: August 27, 2024

Summary:

This is a briefing regarding the proposed acquisition of 201 Flynn Avenue for the purpose of providing the City a united and functional soil management area and associated storage. Specifically, we are looking to get feedback on the general approach and terms of the purchase and sale agreement with Chittenden Solid Waste District (CSWD) for the 201 Flynn Avenue property. Below is an outline of the history that has led up to today's current status.

Background:

- 2001: CSWD purchased 195-201 Flynn Avenue for ~\$510,000 with the intent of setting up an expanded drop off center (DOC) in Burlington. CSWD's expectation was that the City purchase the property and lease a portion back to CSWD for siting a modern updated DOC.
- 2015: CSWD told City they were planning to sell parcel on the open market given the lack of progress on a DOC and the adjacent Champlain Parkway project.
- 2016: City and CSWD agreed on a 3-year Memorandum of Understanding offering the City an option to purchase 195-201 Flynn Avenue with an annual \$16,667 option payment counted towards the ultimate purchase price.
- 2019: City and CSWD agreed on a 2-year extension of the 2016 MOU.
- 2020: CSWD closed the Burlington DOC during the pandemic and reopened just for organics due to the limited space and significant safety concerns
- 2021-2022: City and CSWD negotiated 2 MOU extensions to allow for continued negotiations. The City has currently made \$100,001.32 in option payments that will count toward the purchase price.

- 2023: MOU extended again in June of 2023 for 3 months, which expired September 30, 2023. During this latest extension, DPW and CSWD had productive discussions regarding the development of an expanded service DOC in the City of Burlington, as well as a site for City soils relocation and management for 339 Pine Street and the Intervale
- 2023: City and CSWD requested and were granted a (1) one-year extension of the MOU (through September 30, 2024) to give both sides more time to negotiate a purchase and sales agreement. This extension was needed for both the City, and CSWD, to complete their respective due diligence, most notably the Phase I&II environmental study of the parcels.
- 2023: CSWD indicated to the City that they were looking for a sale price at or close to the appraised value. CSWD's obtained appraisals valued the 201 Flynn (front) parcel at \$375,000 and the 195 Flynn (rear) parcel at \$650,000 - or \$1,025,000 for both. CSWD also told City staff that they are not sure the 195 Flynn parcel is an optimal location for a DOC. As a result of CSWD's financial expectations and their interest to look at 339 Pine or other sites for an expanded DOC, the City and CSWD began talking about the City only purchasing the 201 Flynn (front) parcel for the City's soil management needs. The CSWD Board of Commissioners indicated that there will be no other extensions to the current MOU.
- 2024: In July, CSWD reopened the Burlington DOC to expanded services including recycling, trash, food scraps, and scrap metal. Due diligence completed to date include, wetlands survey, building inspection, Phase I&II environmental assessment, deed research, and appraisals/draft appraisals (DPW's appraisal remains a draft as we await cost estimates for remediation).

Benefits of purchasing 201 Flynn Avenue:

- Provide space for a permanent, well-designed location for City soil management.
- Enable CSWD to expand their DOC operations at 339 Pine Street in the short term by removing City soil management from 339 Pine Street.
- Free up space to better accommodate the future Railyard Enterprise Project at 339 Pine Street.
- Give the City and CSWD the option long-term whether to locate the full-service, modern DOC at Pine Street, or Flynn Avenue.
- Secure additional "enterprise" land for current and future municipal operational needs.
- Accommodate interests in the Intervale to repurpose Water Distributions' existing soils management area by relocating to 201 Flynn Avenue.

Risks of Not Acting:

- City will lose \$100,000 in option payments
- City will continue to struggle with adequately managing urban soils at suboptimal facilities, or may have to purchase a more costly property, potentially outside of City limits.
- City will continue to store various municipal equipment outdoors in the elements, due to the already crowded conditions at 645 Pine Street vehicle storage facility.

- City will be more constrained in accommodating the Railyard Enterprise Project at 339 Pine Street

Current Status:

- DPW, and CSWD are in active negotiations and are drafting and reviewing a purchase and sales agreement for 201 Flynn Avenue.
- Legal has worked with outside Counsel to conduct land records research and has obtained a title opinion.
- DPW has developed a conceptual design for soils storage on the site (bunker locations for storage of materials etc.). Given the amount of space needed to accommodate multiple materials, a lot line adjustment was needed, and CSWD was amenable to this adjustment, as long as an easement to the 195 parcel was accommodated.
- Remediation costs based on the planned uses of the parcel are being calculated by the City's on call consultant, Vanasse Hangen Brustlin, Inc. (VHB).
- Clerk Treasurers office is confident that the City should be able to secure a 5-7 year lease to purchase 201 Flynn Avenue.
- The City's Solid Waste Generation Tax ordinance was recently amended to include the recycling of soils, and can be used to pay the debt service payments for the purchase of 201 Flynn Avenue. An increase in the tax will likely be needed to accommodate debt service payments.
- The City is in the process of hiring a contractor to survey the property.
- City has received a draft appraisal from Martins Appraisal LLC, and is awaiting for remediation costs to finalize the appraisal amount.

Financials

- By purchasing 201 Flynn Avenue, DPW understands the City would lose annual municipal tax income of \$10,780.20 as the parcel would become tax exempt. This modest impact would be likely counter-balanced by the potential of developing, and thus returning to the tax rolls, either 195 Flynn or 339 Pine, depending on where CSWD and the City ultimately locate the long-term DOC.
- The overall acquisition and fit up costs are projected to be approximately \$850,000 based on the City paying the appraised value of \$375K for 201 Flynn Avenue in addition to the soft costs, financing and fit up. We will share a more detailed budget with the TEUC at the meeting. Deducting costs already covered (soft costs and the \$100K option payments), this leaves approximately \$685,000 to finance. We are proposing to secure a 5-7 year lease and have the General Fund cover 2/3 of the cost through funding from the Solid Waste Generation Tax (SWGT) and have Water Resources cover 1/3 of the cost through its annual budget. Depending on the total financed amount, the terms, and the amount of existing SWGT that could be used for debt service payments, the maximum increase we project would be \$0.50/month per residential dwelling unit.

Public Engagement

In addition to the numerous Board of Finance, Transportation, Energy & Utility Committee and City Council updates and MOU extensions over the years, DPW has done this additional outreach:

- 10-21-2021: Presented an update at the Ward 5 NPA meeting

- 4-20-2023: Presented an update at the Ward 5 NPA
- 9-18-2024: Will update the DPW Commission on this proposed purchase and future use
- 9-19-2024: Requested time at the Ward 5 NPA for proposed purchase and future use

Summary:

Completing purchase and sale agreement for 201 Flynn Avenue, will address needs for both DPW and CSWD including:

1. Provide a long - term space for a well-designed location for City soil management.
2. Enable CSWD to expand their DOC operations at 339 Pine Street in the short term by removing City soil management from 339 Pine Street. This will give CSWD the ability to possibly add additional services beyond what they are currently offering (recycling, trash, compost, scrap steel).
3. Free up space to better accommodate the future Railyard Enterprise Project at 339 Pine Street. One of the options shows a path going through a portion of what currently houses the Street Maintenance Divisions construction materials, and soil storage area. These materials will be displaced by the project, and need an area to relocate.
4. Give the City and CSWD the option, long-term, to locate an expanded service, modern DOC at 339 Pine Street or 195 Flynn Avenue. If the current 339 Pine Street location is no longer viable for CSWD to operate a DOC from, then 195 Flynn Avenue, or another suitable location within the City could be used as an alternate location if they so decide.
5. Other than soil management, other construction materials, and equipment will be stored on site. Recent growth at our 645 Pine Street location has decreased public and employee parking as a result. Some equipment is stored off-site out in the elements during winter months.
6. Accommodate interests in the Intervale to repurpose Water Distributions' existing soils management area.

Next Steps:

- August 27 – Brief TEUC Committee on 201 Flynn Avenue process and the proposed terms for the purchase and sales agreement.
- September 9 – Finalize purchase and sales agreement with City Attorney, and CSWD
- September 16/23 – Seek approval from Board of Finance and City Council to execute purchase and sale agreement between the City, and CSWD, for 201 Flynn Avenue
- September 30 – Deadline to execute the purchase and sales agreement between the City and CSWD with proposed 60 day window to complete financing
- November 30 – Likely deadline to close the property transaction.
- Spring/Summer 2025 – Undertake site work improvements at 195-201 Flynn Ave and 339 Pine St
- Fall 2025 – City soil management activities begin at 201 Flynn Avenue and expanded DOC at 339 may further broaden acceptable materials to be dropped off.

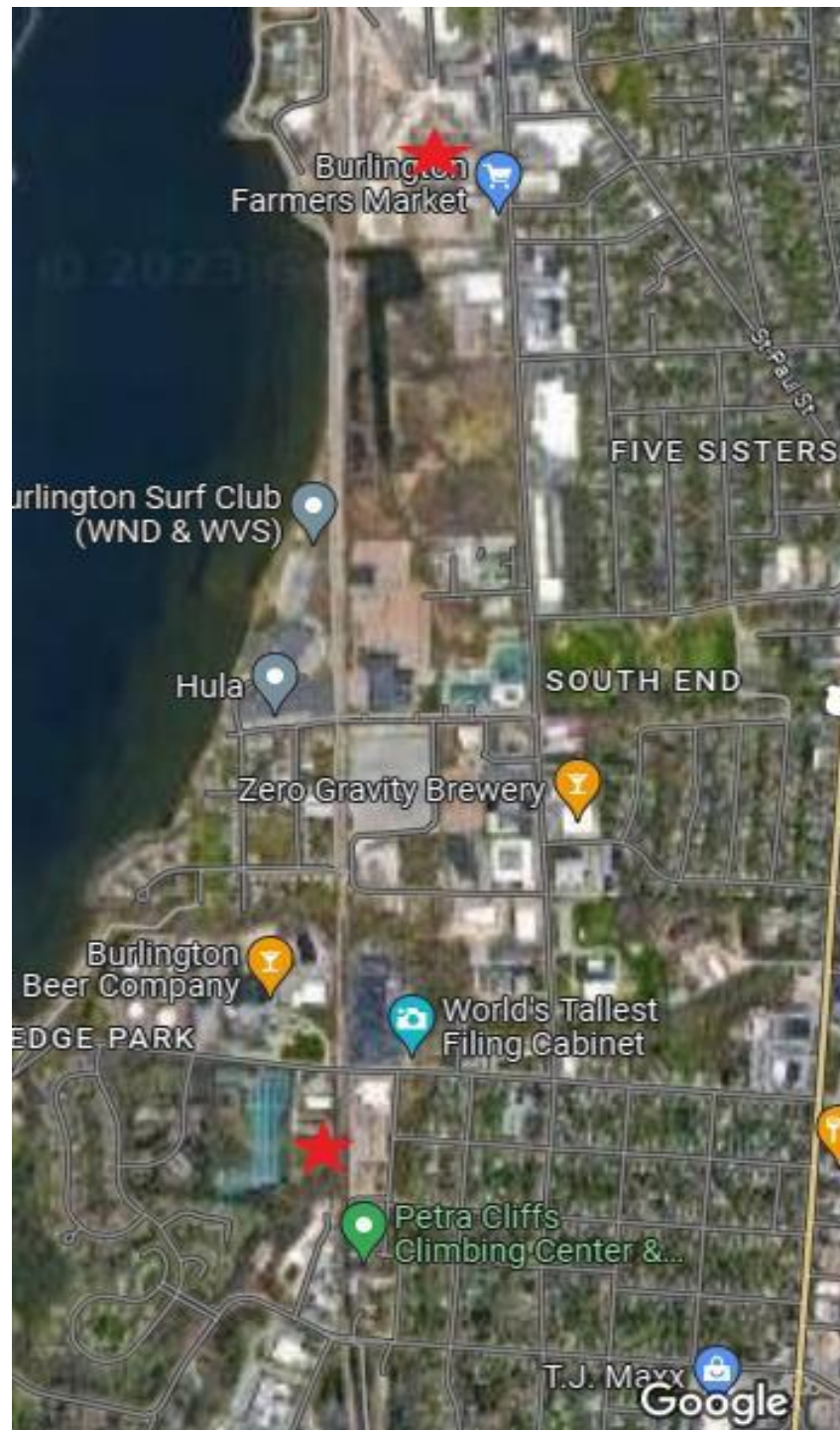
Staff is seeking to bring resolution to this long-standing issue between the City and CSWD. Please feel free to reach out with any questions or feedback on this topic.

Attachments: See maps below

South End Map –

339 Pine Street Red Star To The North

201 Flynn Avenue Red Star To The South



339 Pine Street Proposed Short Term DOC Expansion & REP Proposed Path

(Conceptual alignment for the Railyard Enterprise Project overlaid on map)

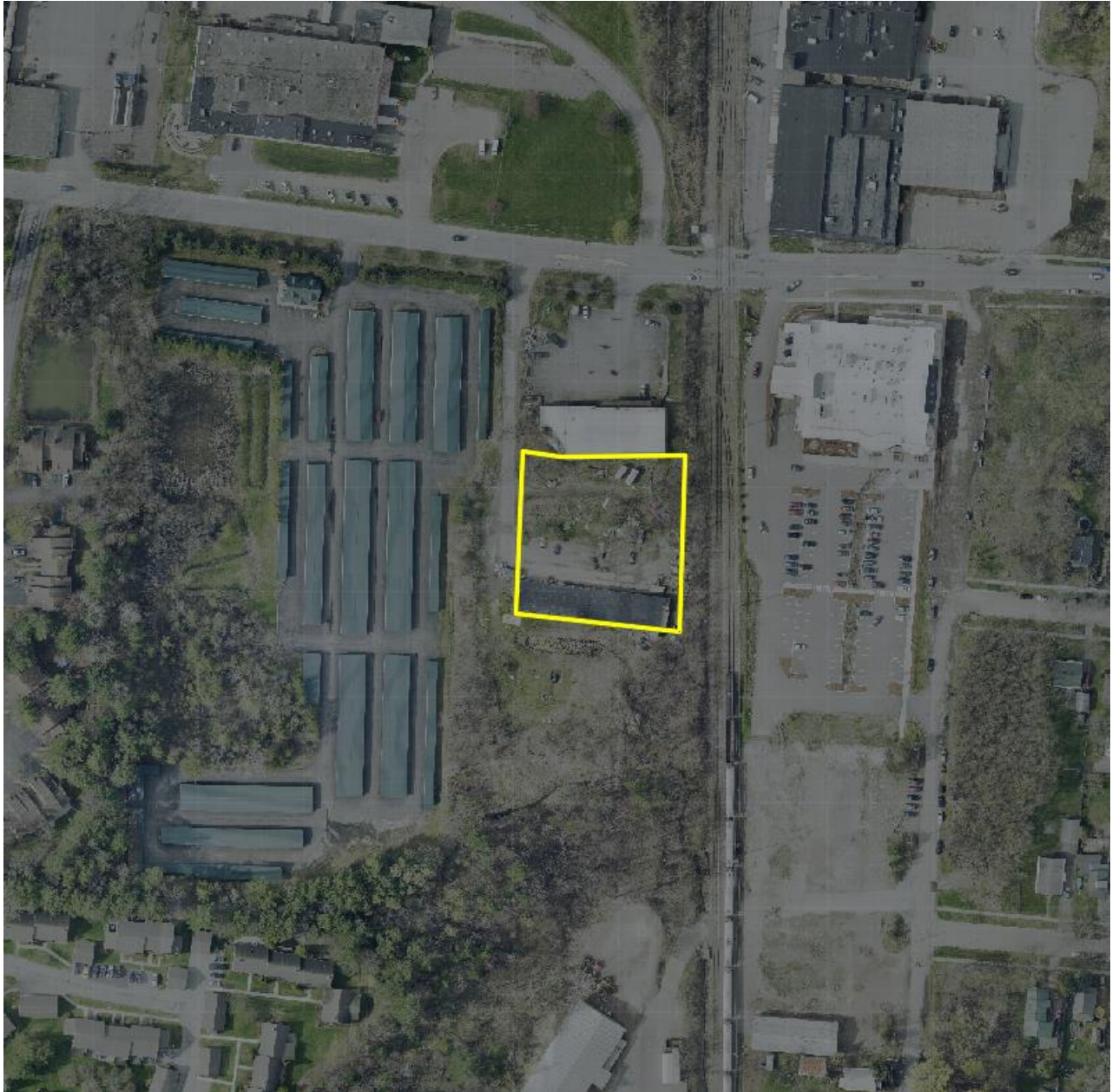


Current 339 Pine Street DOC Improved Design. Open Tuesday through Saturday.



201 Flynn Avenue

(Approximation of the property boundaries)



201 Flynn Avenue

(Conceptual Design with Lot Line Adjustment)





Burlington's Vision for Slow Streets in the Downtown Core

Transportation, Energy, and Utilities Committee (TEUC)

Wednesday, August 27th, 2024





Burlington Transportation Plan: Slow Streets and Speed Compliance

Presented by:

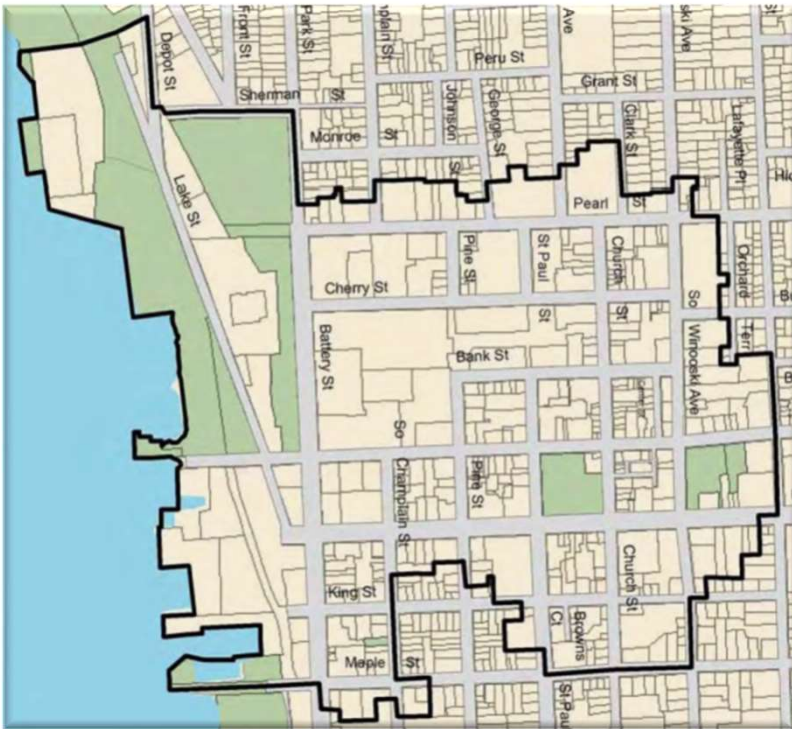
Phillip Peterson, PE

Senior Transportation Planner

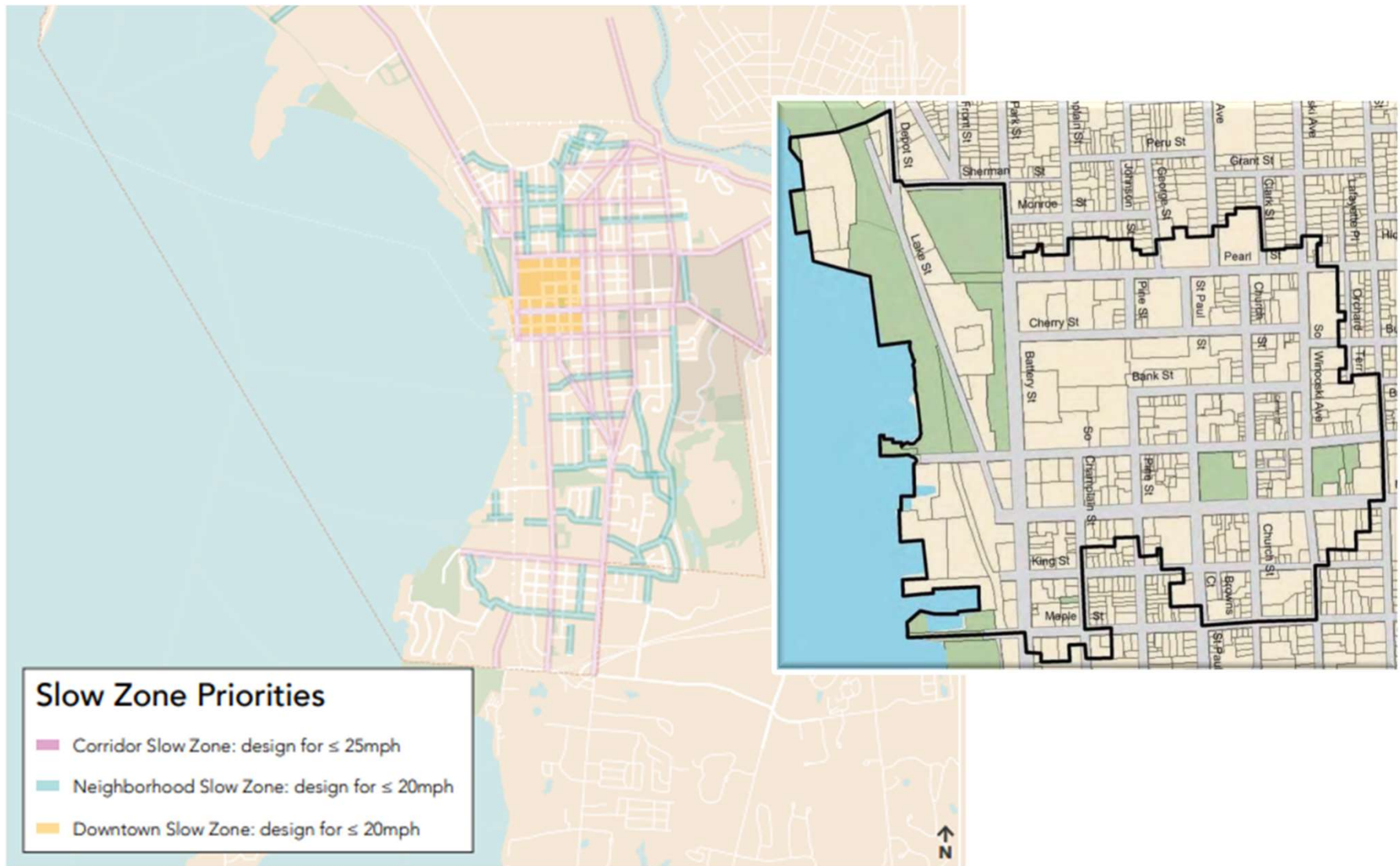
Department of Public Works (DPW)

Presentation Overview

- Anticipated Slow Zone Proposal
- Recommendation from Current City Plans
- Slow Streets Concepts and Benefits
- Discuss Compliance Strategies
- Project Timeline



Anticipated Slow Zone



- Downtown Core 20 MPH Zone

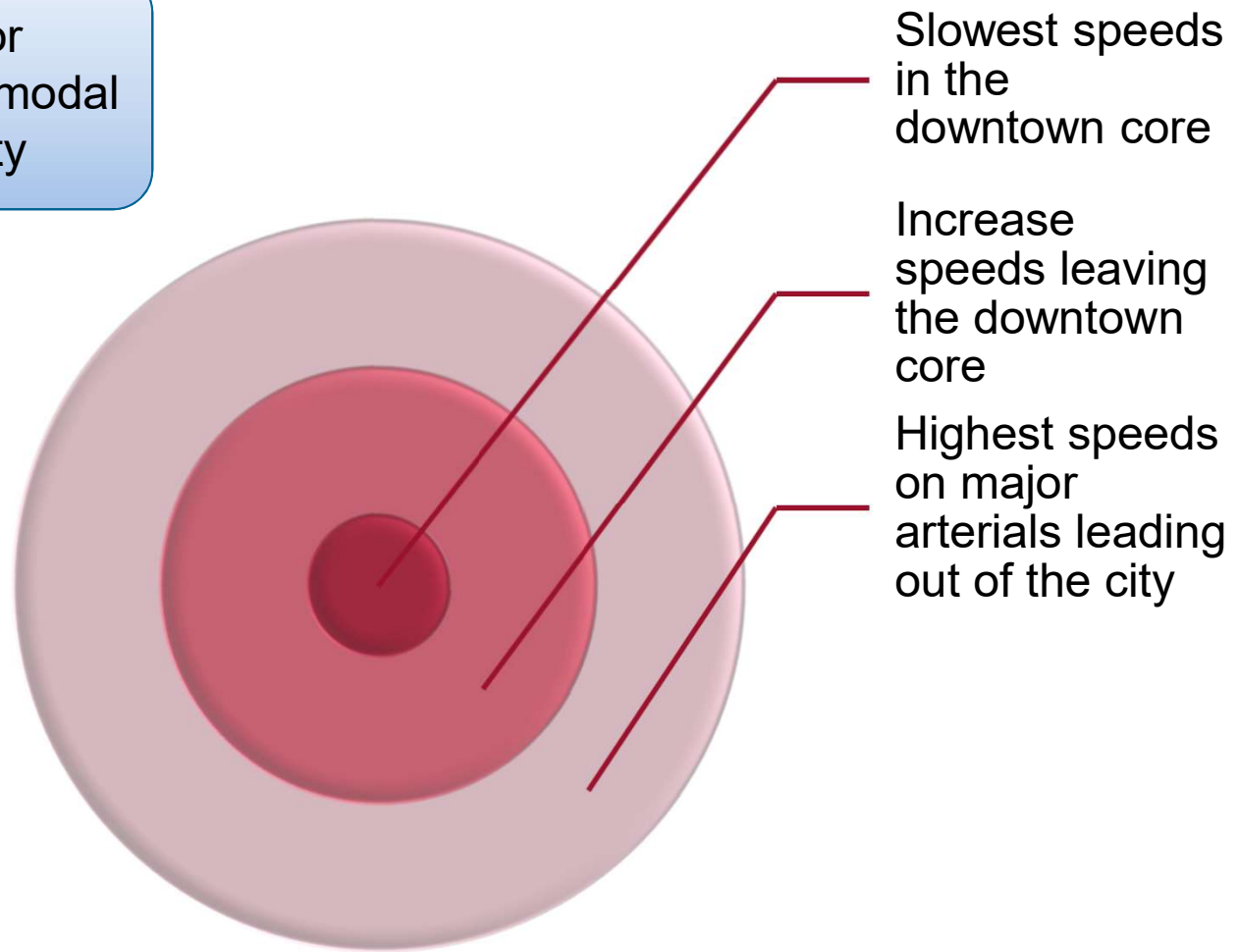
Transportation Plan for the City of Burlington

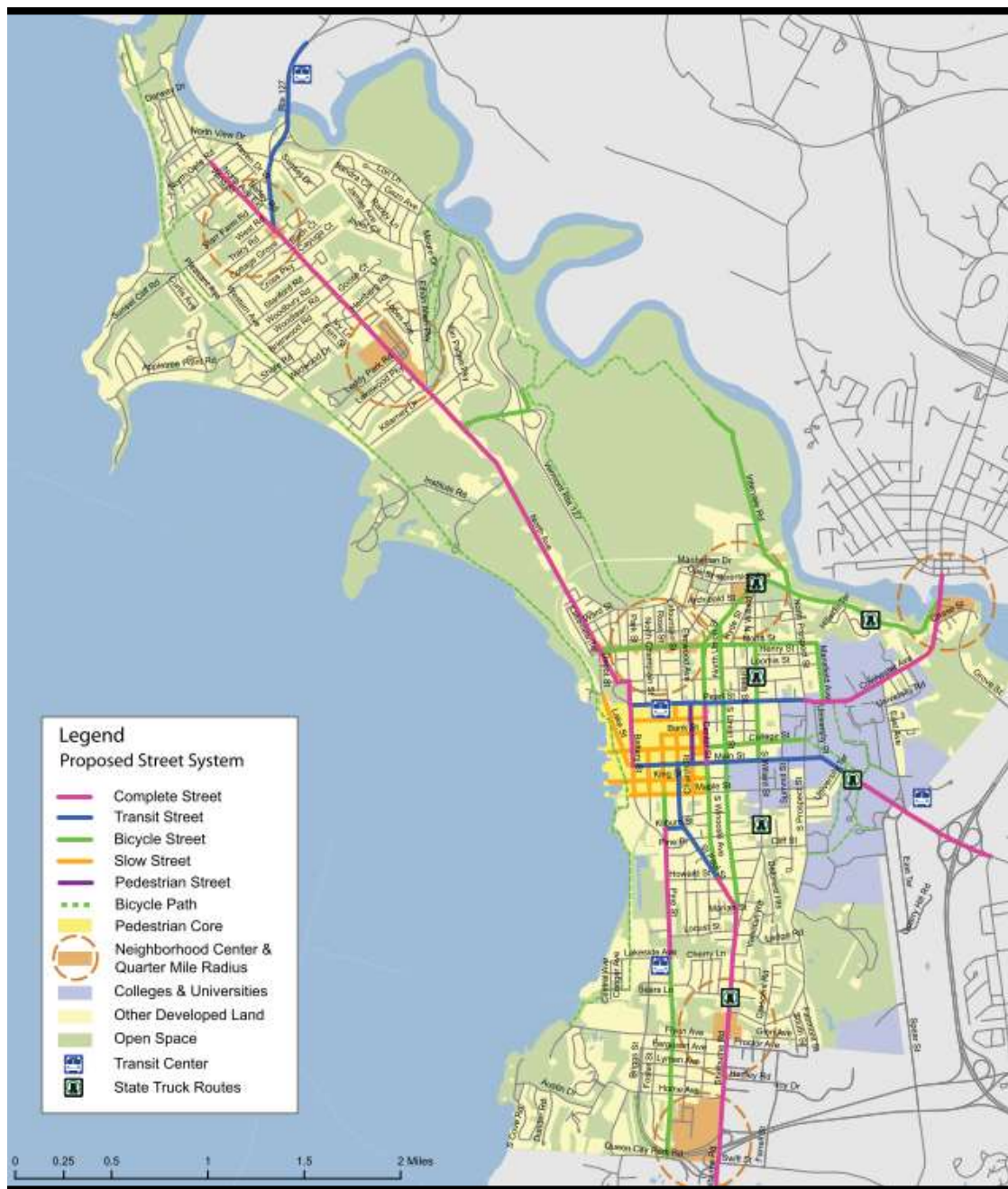
- Adopted: March 28, 2011
- Vision: Safe, efficient, and convenient transportation choices for all



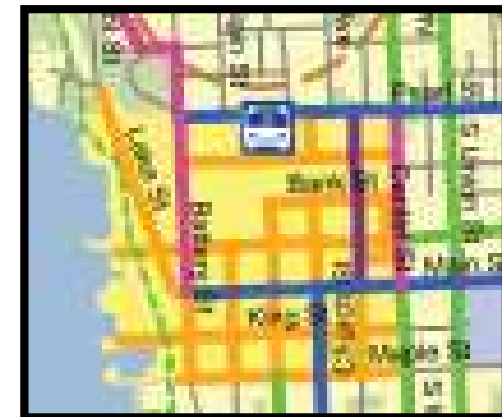
Underlying Philosophy

Design streets for walkability and multi-modal access and safety



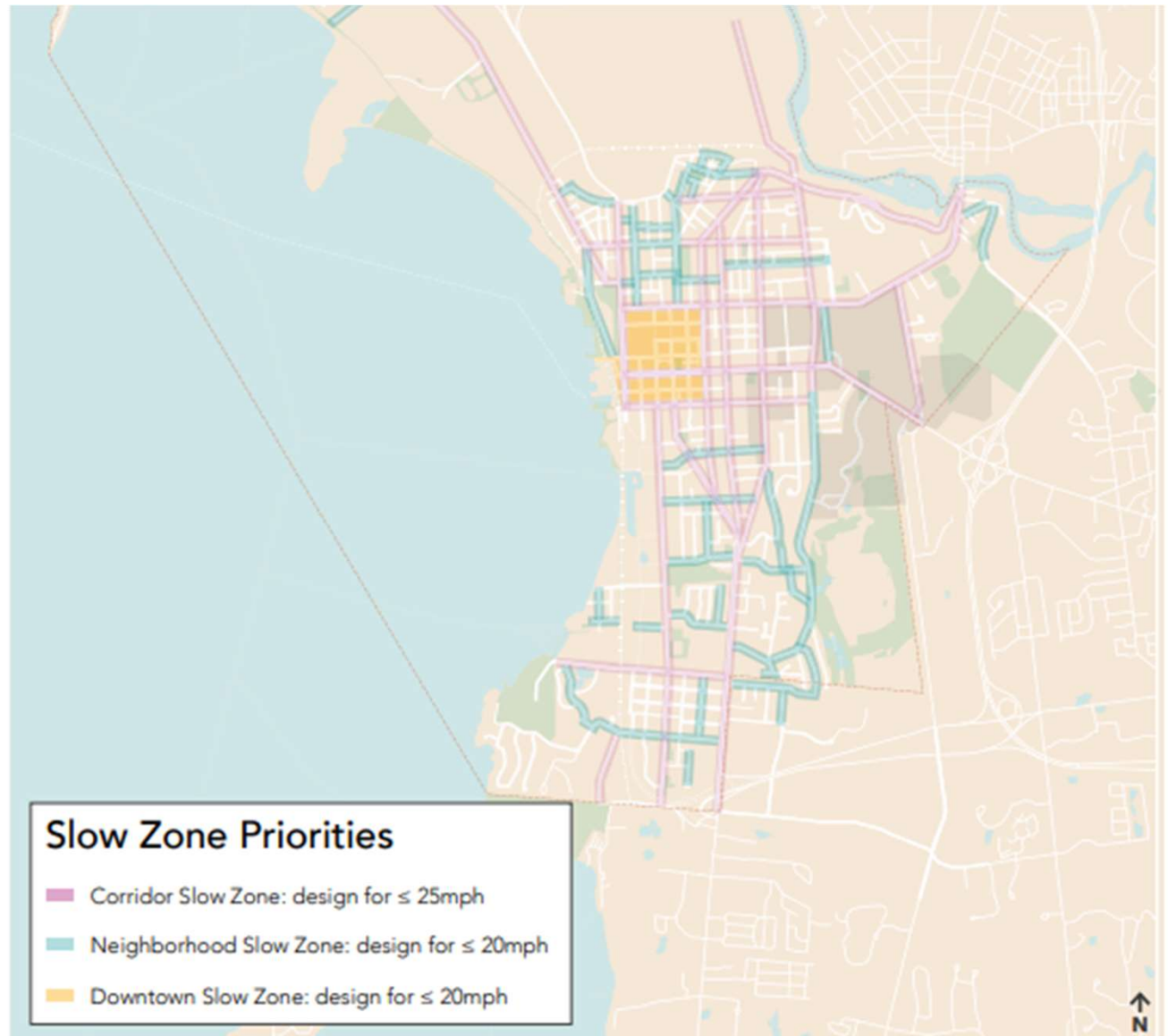


Transportation Plan Proposed Street System

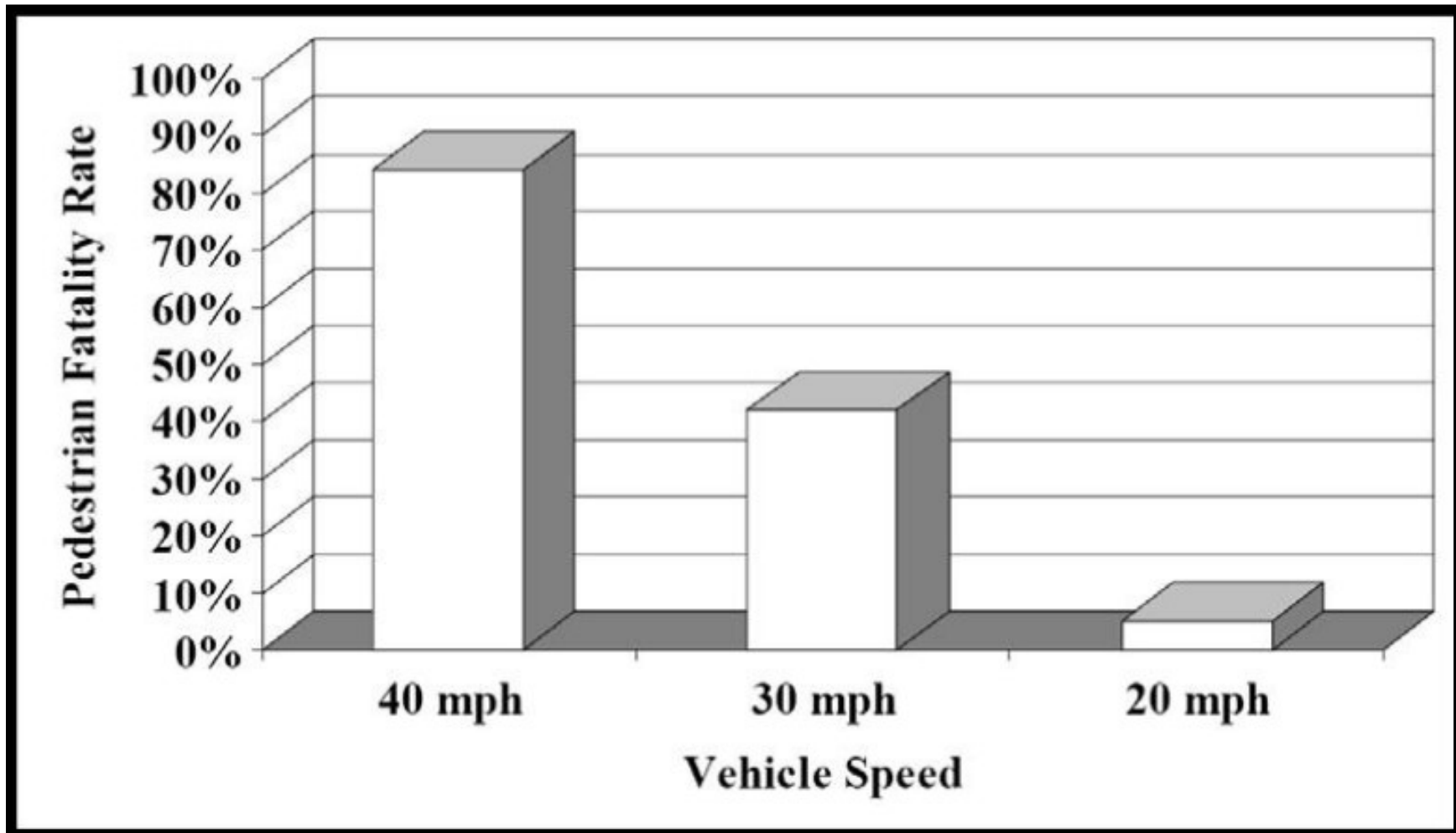


planBTV Walk Bike

- **Priority Streets for Speed Control** The first recommended action on page 67 calls out the need to engineer and design city streets to self-enforce appropriate target speeds. The map on this page shows priority corridors for speed control and enforcement, increasing safety for everyone's benefit. "Slow Zones" are areas where the street is designed and engineered for slow travel. That means designing for 85th percentile speeds to achieve 25 mph or less on major corridors, and 20mph or less on downtown streets.



Pedestrian Fatality vs. Speed



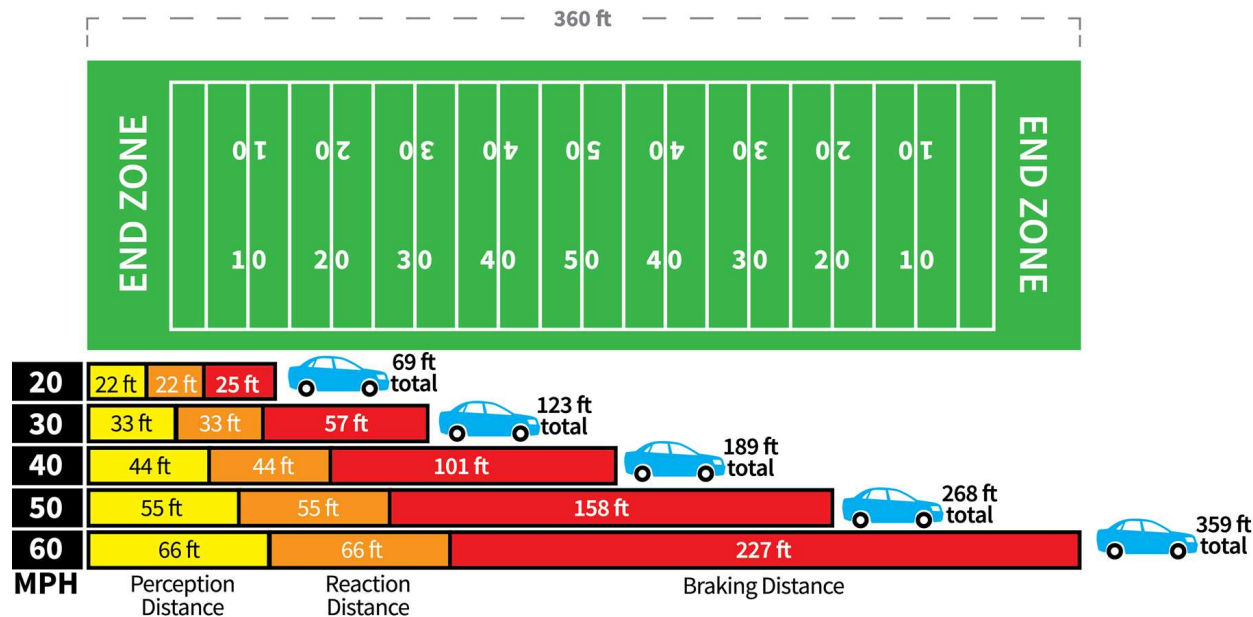
Source: NJ DOT

Field of vision vs. Speed

- (not to scale)



Stopping distance vs. Speed



Perception Distance

How far your vehicle travels - in ideal conditions - from the time you see a hazard until your brain recognizes it.

Reaction Distance

How far you will travel after seeing the hazard until you physically hit the brakes.

Braking Distance

How far your vehicle will travel - in ideal conditions - while you are braking.



Total Stopping Distance

The total minimum distance your vehicle will travel until you can bring your vehicle to a complete stop.



- Source: Florida Department of Highway Safety and Motor Vehicles

Challenges and Solutions

•Challenges

- Achieving driver compliance
- Balancing different modes of transportation

•Solutions

- Effective street design
- Community engagement and education
- Enforcement, (BPD Staff Shortage)



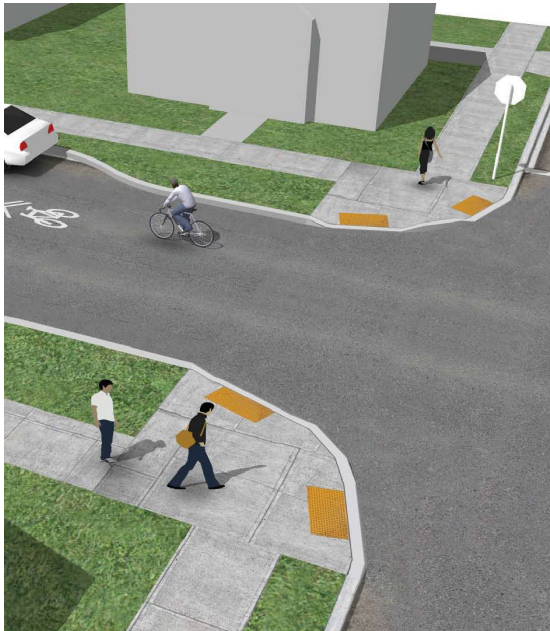
Photo by Nic Anderson



Challenges and Solutions

- **Tools to achieve design speed**

- Lane width
- Curb radii
- Paving materials
- Traffic calming features



Challenges Going Less Than 20 MPH

- **Marginal Safety Benefit**

- *“Efforts to reduce speeds further in selected areas showed only slight improvements in safety metrics.”* Source: Seattle Department of Transportation

- **Design Limitations**

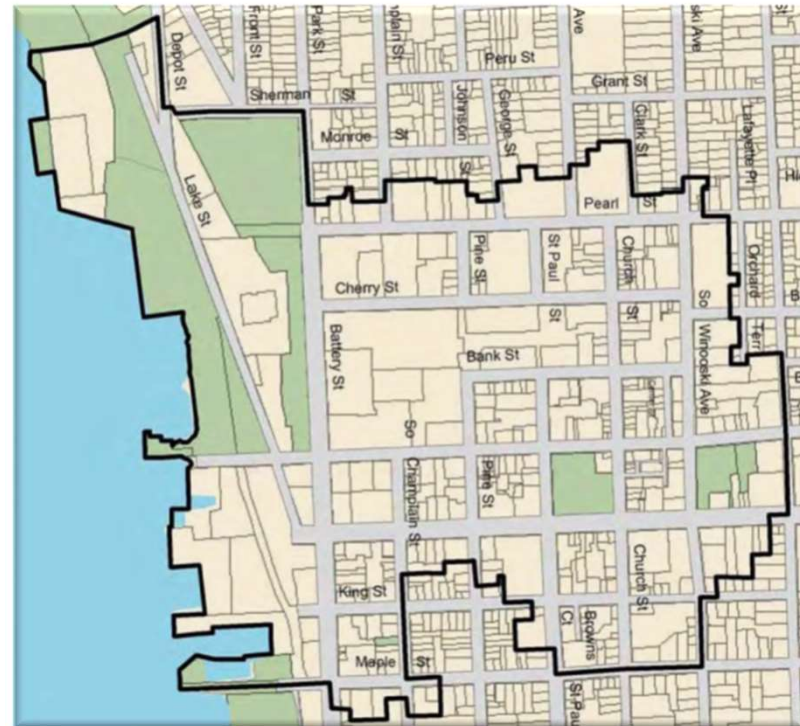
- **Logistics and Deliveries**

Main Street Concept Plan
Overview of proposed Main Street concept



Downtown Slow Zone Timeline

- Information Sharing: June 05 & July 10, 2024 BWBC
- Information Sharing: July 17, 2024 Commission
- Public Outreach & Feedback: July-August 2024
- Approval of 20 MPH Zone: Fall 2024 Commission





Thank you! Questions?

Phillip Peterson, PE

DPW Senior Transportation Planner

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(802)598-8356



planBTV Walk Bike Action Plan Update



Transportation, Energy, and Utilities Committee

August 27th, 2024



Agenda

- Committee Roles & Responsibilities
- planBTV Walk Bike 2017 Overview
- planBTV Walk Bike Action Plan Scope
- Envisioning Updated Goals
- Next Steps





Project Team



→ Karen Sentoff

→ Elisabeth Sundberg



→ Phillip Peterson

→ Julia Ursaki



CHITTENDEN COUNTY RPC
Communities Planning Together

→ Sai Sarepalli

→ Eliana Fox



Advisory Committee Members

- **Marek Broderick & Becca Brown McKnight** | City Council
- **Phet Keomanyvanh** | Racial Equity, Inclusion, and Belonging Office
- **Jak Tiano** | Burlington Walk Bike Council
- **Christina Erickson** | Safe Routes to School
- **Charles Dillard** | Office of City Planning
- **Chris Damiani** | Public Works Commission & Green Mountain Transit
- **Kelly Stoddard Poor** | AARP



Advisory Committee Role

- Drive **progress** towards actionable and dynamic plan
- **Liaise** with community groups for improved collaboration
- Ensure **community voices** are heard and considered
- Cultivate **community support** for safety & active transportation
- Ensure project outcomes **align** with community needs
- Participate in **decision-making** via regular meetings
- **Review** project materials for alignment with goals



Attend and participate in 4 AC Meetings

1.2 Advisory Committee

VHB will participate in regular meetings throughout the course of the project with a Project Advisory Committee which will be comprised of stakeholders from across the city. The Advisory Committee is expected to provide high level comments and detailed technical input as the plan evolves over time. The approach allows the project team to be nimble in response to input from the community and continue to progress towards an actionable and dynamic plan. VHB will provide meeting agendas and notes to document the discussion and action items from these critical touch points.

Purpose / Goal of Engagement

The goal of the Advisory Committee is to support the plan development process as project ambassadors, with roles including examining materials produced by the project team, liaising with community groups, soliciting input from community members, building community buy in regarding safety and active transportation, and reviewing outcomes and recommendations.

Group Members and Contacts

VHB will collaborate with the City and CCRPC to identify representatives to form an engaged Advisory Committee, including representation from:

- › Burlington City Council | Marek Broderick & Becca Brown McKnight
- › Burlington Racial Equity, Inclusion, and Belonging Office | Phet Keomanyvanh
- › Burlington Walk Bike Council | Jak Tiano
- › Safe Routes to School | Christina Erickson
- › Burlington Office of City Planning | Charles Dillard
- › Burlington Public Works Commission | Chris Damiani
- › Green Mountain Transit | Chris Damiani
- › AARP | Kelly Stoddard Poor

Engagement Schedule

The Advisory Committee will meet with the consultant team regularly to provide guidance and feedback on the project progress. The series of up to four (4) meetings are anticipated to start in May 2024 and continue through January 2025. Advisory Committee meetings will be held in-



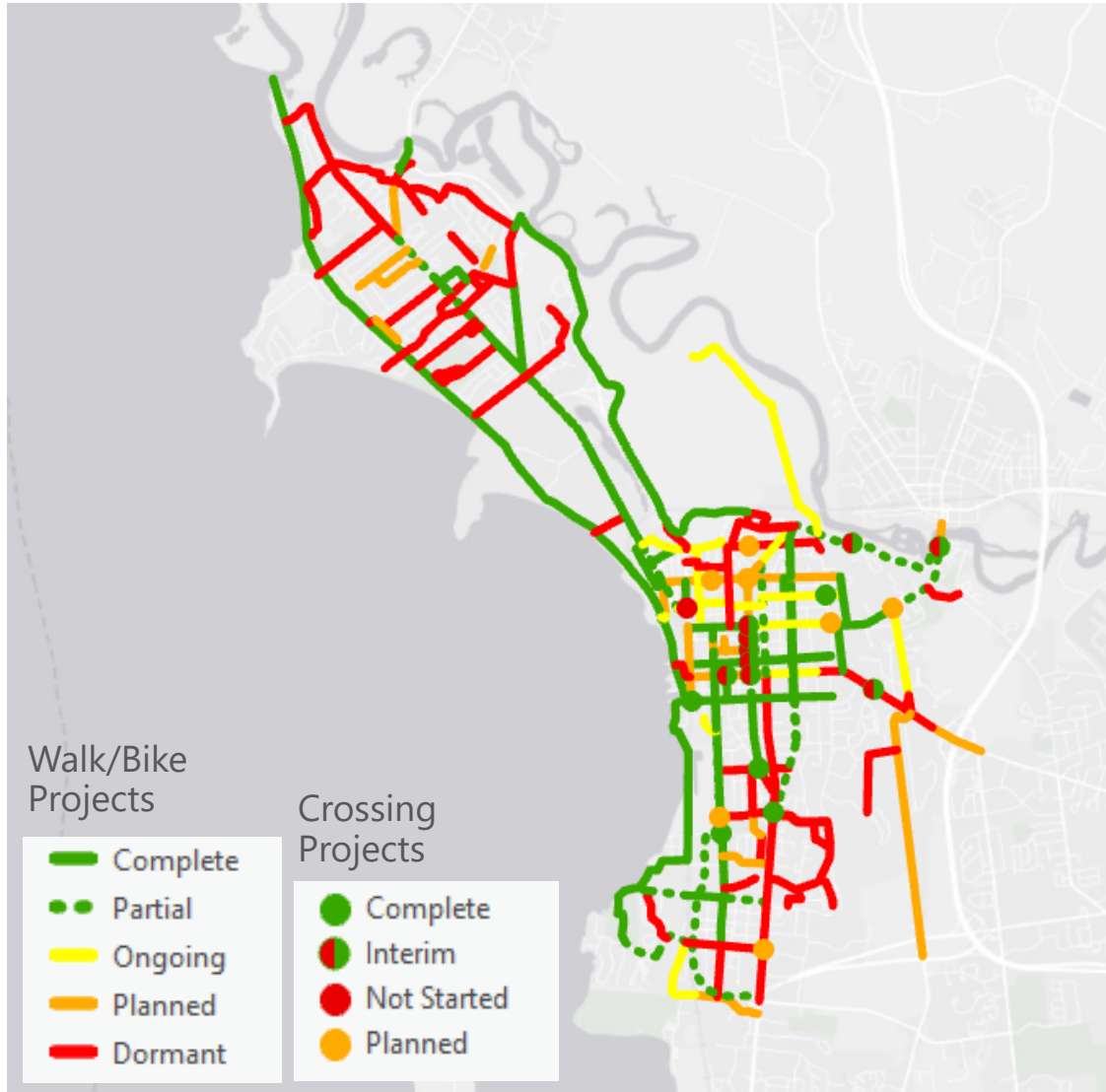
planBTV Walk Bike Plan 2017 : Overview



- Adopted in 2017 as Burlington's Comprehensive Plan for walking, biking, and active mobility
- Around 200 potential projects with a goal to be achieved over a 15-year period, and 118 projects to be completed within 5 years
- Projects include bikeway network development, pedestrian improvements such as new sidewalks and crosswalks, intersection safety upgrades, policy change, and more



planBTV Walk Bike Plan 2017 : **Project Progress**



- **Priority Intersections**

- **20** intersections targeted (+2)
- **5** projects completed
- **9** projects with interim improvements
- **6** planned (+1)

- **Bikeway Projects**

- **28** miles targeted by 2026
- **17.6** miles completed

- **Sidewalk Projects**

- **3.4** miles *new* sidewalk targeted by 2026
- **0.16** miles of pedestrian improvements
- **3-4** miles of reconstructed sidewalk per year



planBTV Walk Bike Action Plan : Overview



- *Burlington's Department of Public Works (DPW) is updating the existing 2017 planBTV: Walk Bike Plan; the goal is to create an action plan that continues to enhance facilities that promote safe and enjoyable walking, biking, and rolling in the City and provide viable alternatives to a private vehicle. The updated planBTV: Walk Bike Action Plan will be built on the 2017 plan, and through data-driven analyses and robust public engagement will result in a clear, prioritized list of specific projects, programs, and policies that DPW will implement in the coming years. This action plan will position Burlington well to apply for future rounds of Safe Streets For All (SS4A) or other federal grants to implement the projects and fulfill the vision of a safer and inviting walkable and bikeable City.*



Better infrastructure is critical, but it's only part of the picture

The 6 E's

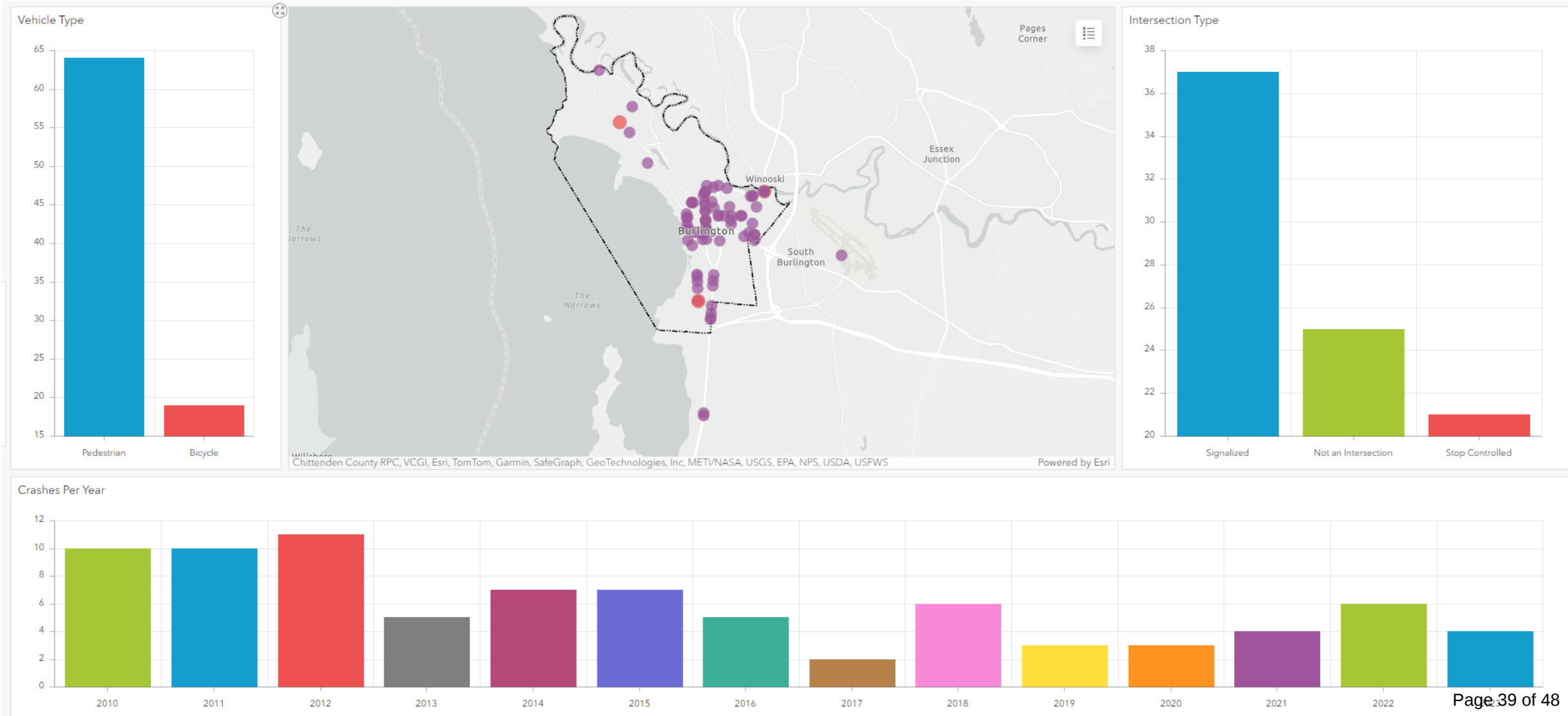
- Engineering
- Evaluation and Planning
- Education
- Encouragement
- Enforcement
- Equity



planBTV Walk Bike Plan 2017 : Goal Progress

Creating safer streets for everyone

- We will eliminate traffic-related fatalities and serious injuries by 2026.



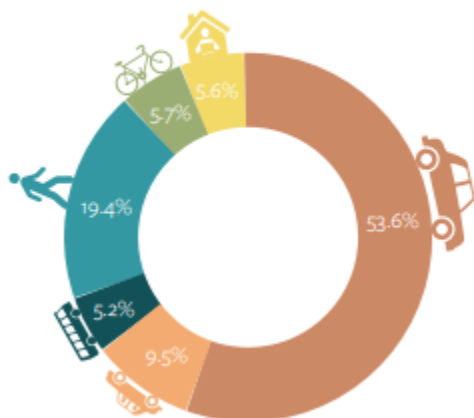


planBTV Walk Bike Plan 2017 : Goal Progress

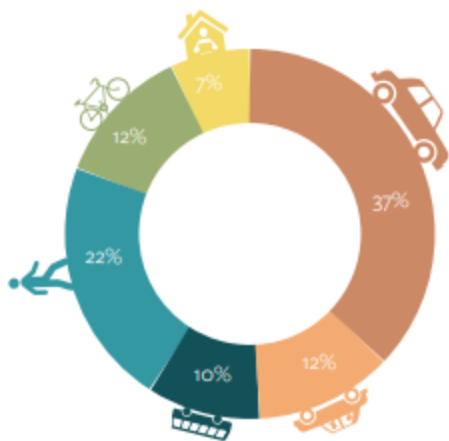
Making walking and biking a viable and enjoyable way to get around town

- By 2026, reliance on drive-alone trips will be low, and alternative modes will make up the majority of commute trips in Burlington

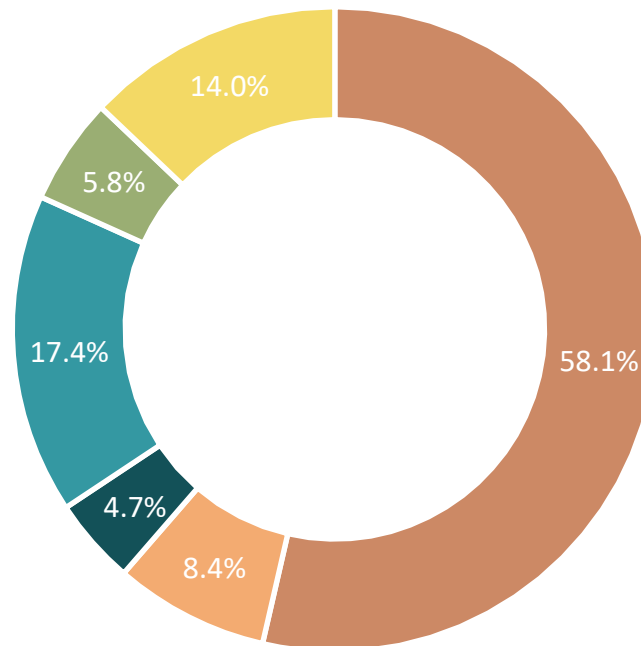
Burlington in 2013*



2026 Mode Share Goal



2022 Mode Share (ACS 5-year Estimates)

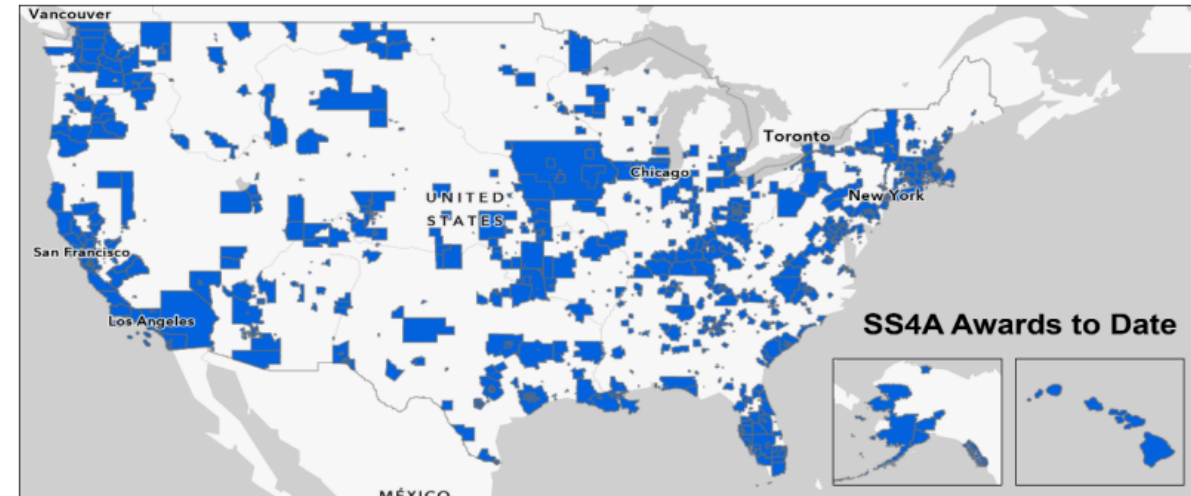




SS4A Overview

Safe Streets and Roads for All (SS4A) Program

- US Department of Transportation Grant Program
- Grants for implementation, planning, and demonstration activities
- Systematic approach to prevent deaths and serious injuries on the nation's roadways
- Designed to help local communities





SS4A Overview : Safe System Approach

The 6 E's

Safe System Approach

The 6 E's

- Engineering 
- Evaluation and Planning 
- Education 
- Encouragement 
- Enforcement 
- Equity 





SS4A Overview : Safe System Approach



- Redundancy is crucial
- Death/serious injury is unacceptable
- Humans make mistakes
- Humans are vulnerable
- Responsibility is shared
- Safety is proactive



What is in a Safety Action Plan?

Safety action plans are an essential foundation to develop approaches to **improve roadway safety**.

Safety action plans strive to reduce and **eliminate serious injury and fatal crashes** by identifying areas where education outreach or engineering improvements can be implemented.

- Leadership Commitment & Goal Setting
- Planning Structure
- Safety Analysis
- Engagement and Collaboration
- Equity Considerations
- Policy and Process Changes
- Strategy and Project Selections
- Progress and Transparency



planBTV Walk Bike Plan Update: **Scope of Work**



Conduct a Safety Analysis

- Analyze roadway, traffic, and crash data
- Identify high-risk locations
- Tailor safety strategies and countermeasures
- Take an equity-focused approach



Implement a Robust Public Engagement Process

- Develop a Public Involvement Plan
- Reach stakeholders inclusive of historically underserved communities
- Foster culture of safety and mobility for active transportation
- Focus on equity and more equitable outcomes



Create an Action Plan

- Develop a comprehensive set of projects and strategies to address safety and mobility
- Leverage data analysis and stakeholder input
- Prioritize by cost and timeframes
- Focus on improving safety and mobility for underserved populations



Develop Final Draft Walk Bike Action Plan

- Develop an action-driven walk bike plan
- Facilitate interactive public workshops to gather community feedback
- Modify draft plan based on received input
- Present plan for final adoption and approval



planBTV Walk Bike Plan Update: **Schedule**

- | | |
|---|-------------------------|
| ■ Existing Conditions Data Collection: | March – May 2024 |
| ■ Public Participation Interactive Map | September-October 2024 |
| ■ Data Analysis: | May – August 2024 |
| ■ Present at NPA's: | September 2024 |
| ■ Public Meeting #1: | October 2024 |
| ■ Public Meeting #2: | January 2024 |
| ■ Develop Recommendations: | January – February 2025 |
| ■ Develop Plan: | February – March 2025 |
| ■ Presentation to City Council: | March 2025 |
| ■ Submission Final Plan: | April 2025 |



Next Steps >>>

- Complete Data Gathering
- Finalize Vision + Goals
- Launch Public Input Tool
- Coordinate on Equity Analysis
- Initiate Safety Analysis





Project contacts



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CHITTENDEN COUNTY RPC
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