



CITY OF BURLINGTON, VERMONT
CITY COUNCIL TRANSPORTATION, ENERGY & UTILITIES COMMITTEE

c/o Department of Public Works
645 Pine Street, Suite A
Post Office Box 849
Burlington, VT 05402-0849

802.863.9094 VOX
802.863.0466 FAX
802.863.0450 TTY
www.burlingtonvt.gov

Councilor Maxwell Tracy, Chair *WARD 2*
Councilor Richard Dean, *East District*
Councilor Ali Dieng, *WARD 7*

Inquiries:
Phillip Peterson
802.865.5832
ppeterson@burlingtonvt.gov

Transportation, Energy and Utilities Committee of the City Council
Tuesday, October 17th, 2017 at 6:30 PM

Department of Public Works – Front Conference Room
645 Pine Street – Burlington, VT

–AGENDA–

1. **Agenda**
 - a. DISCUSSION
 - b. ACTION
2. **Public Forum**
3. **Minutes of 09/13/2017**
 - a. DISCUSSION
 - b. ACTION
4. **Public Engagement Plan for DPW Projects – 30 minutes**
 - a. Nicole Losch, Rob Goulding and Chapin Spencer presenting
 - b. 20-minute duration
 - c. Action: Guidance and recommendations
5. **DRAFT Great Streets Standards – 20 minutes**
 - a. Laura Wheelock, Meagan Tuttle, and Kirsten Merriman Shapiro presenting
 - b. 20-minute duration
 - c. No action required
6. **Councilors' Update**
7. **Adjourn**



We steward Burlington's infrastructure and environment by delivering efficient, effective and equitable public services

Public Engagement Plan

OVERVIEW

Best practices, public safety, regulatory requirements and the needs of the community inform every decision we make. DPW undertakes a variety of projects and performs a variety of services in Burlington. Public interest will vary based on the nature of the project and the timing, possible impacts, length and location of the project. The engagement strategy will be tailored to meet these needs.

Burlington is a dynamic and diverse city with residents who deserve and expect well planned, well-built and properly maintained infrastructure. With a population of over 40,000 that grows to over 100,000 during the day, the city has a wide range of residents, business owners, students, commuters and tourists who come to rely on DPW-provided services and infrastructure. From recycling and street maintenance to the implementation of long-term capital projects, our neighbors and visitors should have meaningful opportunities to be informed, to provide input and to make recommendations to DPW's planning process.

This plan uses the Community, Economic, and Development Office's (CEDO) civic engagement framework as a guide and directly references their 'Core Values of Civic Engagement' below, and provides a step toward helping DPW achieve its public engagement goals while continuing to serve Burlington. This plan will evolve as public engagement tools expand and as DPW and the community refine the public engagement process.

CORE VALUES OF CIVIC ENGAGEMENT

- **Respect:** Approach decisions openly, regardless of differences; clearly articulate participation ground rules.
- **Inclusiveness and equity:** Involve people most impacted; respect culture and language differences.
- **Easy participation:** Create milestones; lots of ways to participate via electronics and in person.
- **Meaningful engagement:** Open and unbiased process; deliberate and feasible options.
- **Mutual accountability:** Honest, respectful, informed discussion; meaningful assessment to measure growth.
- **Transparency:** Act with integrity in open process; access to clear, reliable information.
- **Evaluation:** Regularly assess the use of civic engagement; “lessons learned” are applied to future initiatives.

GOALS

- To provide inclusive, equitable and meaningful opportunities for the public to provide input, to give recommendations and to offer feedback on upcoming, ongoing or completed projects.
- To regularly and reliably provide information to the public about projects that will have an effect on daily life and to do so in a timely and predictable manner.

STRATEGIC INITIATIVES

- **Decision-Making and the role of public input:** Refine internal processes to evaluate capital projects, maintenance work and emergent issues with regard to how, when, where and with whom the public engagement process occurs in a way that meets resident/stakeholder needs while balancing resource constraints. Transition to a degree of standardization so that predictable engagement occurs for similar project-types.
- **Online Presence:**
 - Build out DPW social media platforms to be a trusted and reliable source of timely information.
 - The Capital Projects Portal will provide information on all public and private construction projects in the right-of-way to better inform the public and minimize disruptions, with continued refinements to ease of use and aesthetics.
- **Quick Build Program**
 - Includes an expanded suite of public engagement tools to include interim projects as engagement and educational opportunities.

- Build outreach materials and community understanding of the quick-build program, the value of interim improvements, and the value of real-time public engagement.

IMPACTS, EQUITY AND ENGAGEMENT

Upon identifying a project, moving a project to a new phase or encountering a project hurdle, DPW staff (project manager, management, public information manager, etc) will consider impacts and equity before deciding on and implementing a public outreach plan. The following assessment will be conducted to decide on the appropriate level of engagement and the additional tools needing to be considered beyond the minimum standards:

1. Who is positively impacted from the project?
2. Who may be negatively impacted and for how long?
3. What are the main concerns, issues and interests of the community?
4. Will any individuals, institutions or groups be disproportionately impacted?
5. Was the project recommended in earlier planning studies which included public engagement? Is additional public input needed or required?
6. Are there any linguistic or cultural barriers to engaging with impacted residents?

SPECTRUM OF ENGAGEMENT

Engagement is both a process and an outcome related to the public's ability to influence decision-making. The engagement process falls on a spectrum, ranging from no decision making ability (Inform) to having power over the final decision (Empower). Where a project falls on the Spectrum of Engagement indicates the highest level of public participation. For projects on the higher end of the Spectrum of Engagement, **the tools and strategies at lower levels may also be utilized as the project progresses through its various phases**. See Appendix for a list of specific project types, the minimum level of engagement the public can expect from DPW, the tools and our stakeholders.

For this plan, the public is considered stakeholders who should have a meaningful opportunity to shape, alter or be informed about DPW project work. At times, **early decision-making may have included regulatory or legal obligations, emergency issues, etc.**

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	INFORM	CONSULT	INVOLVE	COLLABORATE	EMPOWER
<i>Engagement strategies may be needed at many levels, depending on the project or its phase.</i>	Provide the public balanced and objective information.	Obtain public feedback (usually indirectly) on analysis, concepts/alternatives, or decisions.	Work directly with the public to understand concerns and aspirations as they are considered for the project.	Co-lead the project in partnership with the public on each aspect of the decision.	Place the final decision in the hands of the public.
Project Types	Minor Maintenance New Crosswalks Adopting Standards	Quick-Build Major Maintenance Road / Sidewalk Reconstruction	Traffic Requests Street Redevelopment New sidewalks	Scoping / Feasibility Studies Corridor Studies	Traffic Calming Special District Projects
Role of the DPW	Share information. Ensure public safety, access, and utility of basic public services that do not have regulatory impacts or change the line/grade of a road.	Indirectly engage the public. Improve public safety, implement projects that have no regulatory impact or impact on traffic distribution.	Directly engage the public. Implement public safety and/or access improvements through regulatory changes or through full reconstruction of a roadway or intersection.	Collaborate to identify a preferred alternative. Facilitate a conversation about transportation improvements.	Ask questions and provide information for informed decision making. Distribute impartial information, usually after engaging the public across the earlier spectrums of engagement
Role of the Public	Receive information	Provide feedback	Share ideas, concerns, and visions	Co-lead Committee or Task Force with the DPW	Decision maker
Tools and	Website	Surveys	Advisory	Coalitions and	Ballots (e.g.

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Strategies	Calendar Brochures Posters Flyers Displays Press Releases Social Media Email Listserve Newsletters Direct Mailings Door Hangers	Reports Legal ads Visualization Techniques	Committees Focus Groups Project Meetings Open Houses Public Forum Times	Partnerships	TIF) Mailed polls
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MEASUREMENT & EVALUATION

- Increase in visitors to the Capital Projects Portal
- Increase in visitors to website and social media
- Decrease in amount of new and total active DPW Customer Service inquiries
- Positive tone in media coverage with regard to the quality of the work DPW does and the analysis of its public engagement efforts
- Feedback from the City Council and DPW's Commission during the next year on overall engagement efforts
- Responsiveness to questions/issues raised through social media or See-Click Fix (SCF)
 - Service Level Agreements depending on work-order

APPENDIX:

This plan highlights the minimum engagement strategies that will be considered, but unique circumstances may require different approaches. DPW has and will continue to evaluate the level of impacts of all projects to determine the proper engagement strategy by asking the six impact, equity and engagement questions (referenced above):

INFORM Project Types

<u>Project Type</u>	<u>Engagement Tool</u>	<u>When</u>	<u>Example</u>
Minor Maintenance/Water Maintenance	Flyers/door hangers to residents if work impacts water service or if there will be a temporary loss of parking	24 hours prior to maintenance	Crack sealing, sidewalk cutting, water service work
Adopting Standards	Website	Once final	Driveway standards

CONSULT Project Types

<u>Project Type</u>	<u>Engagement Tool</u>	<u>When</u>	<u>Example</u>
Quick Build	Social Media educational post	During Installation	Bollard protected curb extension
	Flyers posted on adjacent stretch of project	72 hours prior to installation	
	Front Porch Forum Post	72 hours prior to installation	
	Project description on Quick Build website	One week prior to installation	

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	Area -Councilor notification; Commission Notification (Chair & Co-Chair)	One week prior to installation	
Major Maintenance/Road Reconstruction	Flyers/door hangers for businesses and residents	One week prior to construction	Repaving road (<i>additional regulatory requirements apply to early written notification to coordinate utility work</i>)), water relining/replacing
	Letters to residents and owners of adjacent parcels	One week prior to construction	
	Front Porch Forum	One week prior to construction	
	Capital Projects Portal	One week prior to construction	
	Area -Councilor notification; Commission Notification (Chair & Co-Chair)	One week prior to construction	
	Social Media	One week prior to construction	

INVOLVE Project Types

<u>Project Type</u>	<u>Engagement Tool</u>	<u>When</u>	<u>Example</u>
Traffic Requests (SOP on file)	Flyers/door hangers to residents who live adjacent to and within estimated area of effect	Five days prior to community meeting, or as soon as practical prior to meeting	Handicap parking space, Residential Parking
	Notify and share materials with requestor and interested parties who have shared email	Five days prior to community meeting, or as soon as practical prior to meeting	
New Sidewalks	Letters to residents and owners of adjacent parcels	One week prior to construction	
	Capital Projects Portal	One week prior to construction	
	Flyers/door hangers for businesses and residents	One week prior to construction	
	Front Porch Forum	One week prior to construction	
	Sidewalk project website	One week prior to construction	
	Area -Councilor notification; Commission Notification (Chair & Co-Chair)	One week prior to construction	
	Social Media	One week prior to construction	
Street Redevelopment	Project Meetings	Two weeks prior to meeting	Great Streets
	Letters to residents,	Two weeks prior to	

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	owners and businesses	meeting	
	Flyers/Door hangers for residents and businesses	Two weeks prior to meeting	
	Area-Councilor Notification; Commissioner Notification (Chair, Vice Chair)	Two weeks prior to meeting	
	Social Media	Two weeks prior to meeting	
	Street Redevelopment website	Prior to first public meeting	

COLLABORATE Project Types

<u>Project Type</u>	<u>Engagement Tool</u>	<u>When</u>	<u>Example</u>
Scoping Studies, Feasibility Studies, Corridor Studies	Project Website	One month prior to first public meeting	Colchester Ave
	Project Advisory Committee	Formed at consultant kick-off	
	Public Notification of Meetings	Two weeks prior to meeting	
	Front Porch Forum	Two weeks prior to public meetings	
	Social Media	Two weeks prior to public meeting	
	Area Councilor Notification Commissioner	If not included on the Committee: one week prior to public	

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	Notification (Chair, Vice Chair)	meetings	
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EMPOWER Project Types

<u>Project Type</u>	<u>Engagement Tool</u>	<u>When</u>
Traffic calming (neighborhood initiated)	Mail negative poll to neighborhood residents, owners, and businesses on the traffic calmed street (a negative poll asks people to respond if they do not want the project to advance as proposed).	Poll stays open for 3 weeks
	Area Councilor Notification Commissioner Notification (Chair, Vice Chair)	As poll is mailed; one week prior to implementation
Special District Project	Ballot Item	TIF District

GUIDANCE FOR WRITTEN MATERIALS

- **Project Manager, Project Staff and Public Information Manager will collaborate on content and distribution**
- **Contact Information**
 - Include a link to the project website / DPW website
 - Project manager and/or DPW customer service contact information
- **Project Details to include**
 - *Who:* DPW, contractor or both
 - *What:* Specific project details
 - *When:* Include anticipated start date and anticipated length

- *Where*: Include geographic parameters of project
- *Impacts*: Identify anticipated parking, obstruction, noise or other impacts

TOOLS

- Website, DPW's and/or City's homepage
- Social Media (Facebook, Twitter)
- Online calendars (DPW's or Government Meeting calendars)
- DPW Customer Service
- See-Click Fix
- Informational Signs and Brochures
- Door-hangers, Flyers, Letters
- Email notices and Newsletters (Front Porch Forum, CEDO's Buzz)
- Information/Press Releases
- Construction Portal
- Traffic-Alerts
- Public Meetings / Pop-up Meetings
- Demonstration Projects / Quick-Build Projects
- BTV Stat, Annual Reports
- Other Stakeholder Distribution (CEDO Business outreach, Advocate listservs, BBA)
- Online input tools (map-based, blogs)

STAKEHOLDERS

- Residents: Owners, Tenants, Landlords
- Neighborhood Planning Assemblies
- Council Members
- Public Works Commission
- Businesses: Owners, Business Associations
- Media
- Colleges: Administration, Students
- City Departments
- Adjacent Communities
- Advocates
- Institutions (e.g. UVMMC)



DRAFT for Board & Commission Discussion
October 2017

GREAT STREETS BTV

City of Burlington

Downtown Street Design & Construction Standards





CITY OF BURLINGTON, VT

The Great Streets Initiative is a Joint Project of the Community & Economic Development Office (CEDO) and the Department of Public Works (DPW).

Mayor of Burlington—Miro Weinberger

Acknowledgments

City Departments

Great Streets Initiative Team

Kirsten Merriman Shapiro—Senior Policy and Project Specialist, CEDO
Laura K. Wheelock—Public Works Engineer, Burlington Department of Public Works
Meagan E. Tuttle—Comprehensive Planner, Planning and Zoning Department

Suisman Urban Design
DuBois & King
Michael Vergason Landscape Architects
WagnerHodgson Landscape Architecture
Domingo Gonzalez Associates
Urban|Rain Design
Third Sector Associates
Toole Design Group

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DOCUMENT
FOR DISCUSSION

This document is best viewed in spreads using two-page view.

The Appendix should be viewed as single pages.

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What is a Great Street?

A GREAT STREET IS...

A Great Street is built to endure many decades and reflect Burlington’s values—values which have been articulated in community plans such as planBTV Downtown & Waterfront, Burlington Transportation Plan, planBTV Walk/Bike and many others. According to these plans, a Great Street is truly transformative, and is:

- **WALKABLE AND BIKEABLE**, safe for all modes and levels of accessibility
- **SUSTAINABLE**, both environmentally and in long-term durability
- **VIBRANT**, to support downtown’s diverse range of public and private facilities
- **FUNCTIONAL**, serving all users, flexible, maintainable and affordable



Why Great Streets for Burlington?

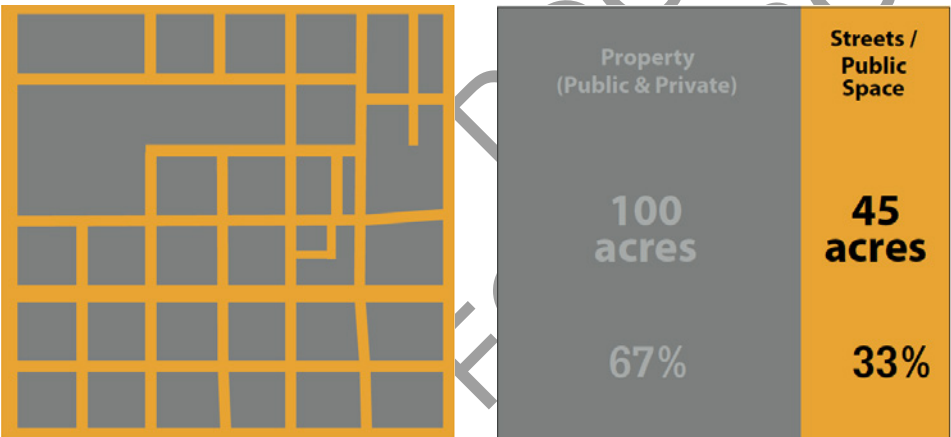
Through the Great Streets Initiative, the City of Burlington has established the goal of creating “great streets” in downtown wherever possible. Every roadway, passage, walkway, sidewalk, bumpout, and crosswalk within the right-of-way is part of downtown’s public street system—which comprises 33% of all of the land in downtown Burlington. Burlington recognizes its street system not merely as roadways for vehicles, but as the backbone of its collective public space, which reflects the values, identity, and character of Burlington. A “great street” system for downtown Burlington will merge seamlessly with public parks and plazas within it, and blend harmoniously with pathways and open spaces on adjacent private property. Together these integrated paths and places will create the setting for a downtown that is welcoming to all, socially vibrant, environmentally sustainable, and economically prosperous.

A great street system for downtown Burlington will also restore a balance among all of the users and uses within the public realm. Throughout most of urban history, walking has been the primary form of movement on city streets. But over the past 100 years, the growing demands of the automobile for ever more space to move and to park have tended to overwhelm all other users, not least the pedestrian. Burlington intends for these standards to correct that imbalance by once again placing the needs and experience of the pedestrian first, while ensuring

that all other users and uses are accommodated in a delicate balance.

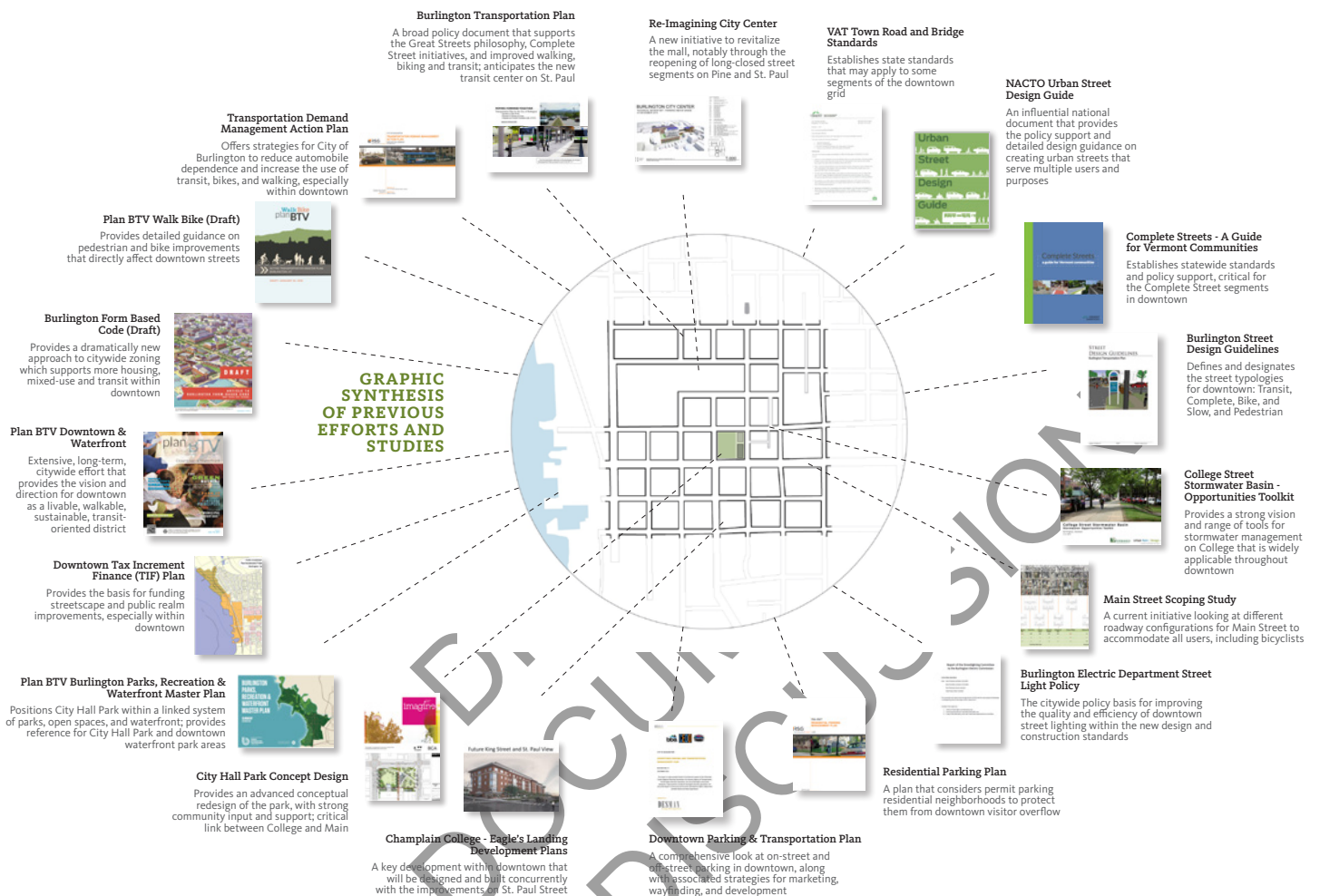
These standards build upon the principles for the design and function of the public realm found in dozens of plans, studies and design guides prepared by the City, and in some cases state and national organizations. Rooted in these plans, the standards detail both the basic requirements and options for transforming this street network by:

- addressing all features of the public right-of-way, including sidewalks, buffer areas, parking and travel lanes, bicycle lanes and medians.
- supporting roadway types that address and provide adequate access for all modes of travel, including people walking, biking, using transit, or driving.
- implementing complete streets, increasing the availability and utilization of sustainable transportation options, and achieving the “vision zero” principles to eliminate traffic-related fatalities.
- designing streets that are responsive to and encourage vehicular travel at appropriate volumes and speeds based on their surroundings in residential, commercial or mixed-use districts.
- developing a strong connection between public rights-of-way and the buildings and structures that line them.
- reducing quantity of stormwater runoff and heat island effect, and improving quality of stormwater runoff.



Streets take up around 45 acres—33% of downtown land—making them an important zone for investment.

Burlington's Previous Planning Efforts & Studies



The Great Streets Initiative draws upon local, state and national plans and guidance, including, but not limited to previous Burlington efforts and studies.

A VISUAL LANGUAGE THAT IS UNIFIED, NOT UNIFORM

An additional goal of these standards is to create a visual language for downtown that emphasizes the roles of both the public and private realms in communicating its character. The urban cores of most cities have a kind of visual or formal language that is expressed in the design of their streets and buildings. This language may be manifest in construction materials and colors, vegetation, furnishings, or signage. It may emerge organically, such as from tradition or economic patterns, or, it may be propelled by “standards” which specify a particular character for the public environment based on a variety of considerations.

Burlington has many aspects of its own language, which has evolved over nearly 200 years. Perhaps the most distinctive feature of downtown’s language is its historic buildings, particularly the ornamented brick and stone facades of multi-story commercial structures. Overlaid on these are a more recent series of public investments, such as ornamental street lighting, decorative paving on Church, stormwater gardens, sidewalk bumpouts, and a wayfinding system with distinctive color and form.

But these characteristics are not cohesive throughout downtown, and are weakened by areas with no distinctive language. These standards are intended to create a coherent language for the streets of downtown—to help unify downtown without making it uniform. The standards provide a set of common street materials and elements that recognizably belong to Burlington, are elegant to look at and use, support environmental sustainability, and are affordable to construct and maintain.

In general, the standards are not intended to distinguish one street from another (with the exception of Church Street), or one part of downtown from another (with the exception of

primarily residential blocks). Downtown is too small for such variation, and it is more costly and difficult to maintain such a variety of elements. Instead, the standards, as they are implemented, should yield a fundamentally unified public space.

But diversity and variety in the visual environment is also important; they give expression to the diverse individual and group sensibilities and interests of Burlington residents. These standards are premised on the principle that for downtown Burlington, diversity is best expressed, and should most often be provided, by the adjoining buildings, shops, signs, spaces, and furnishings on the private property which abuts the public realm. Some cities insist on uniform architecture and signage. While Burlington’s zoning rules require certain underlying principles of transparency and street activation, there is a wide range of possibility for architectural expression. Questions of aesthetics and visual language are ultimately mediated by the design review bodies, which determine where projects should fall on the spectrum from conforming to eccentric. While this document is about unity in the public realm, it encourages diversity along the private edges to give full expression to the character of Burlington as a place and as a community.

Once adopted, these standards should be used to guide the reconstruction and replacement of materials and infrastructure in the public realm of the next several decades. Achieving this unified visual language will come as individual streets and blocks are rebuilt, and as infrastructure and furnishings throughout downtown reach the end of their useful life and need to be replaced. This will be a big investment, and it will not happen all at once. This incremental transformation of the public realm underscores the importance of a commitment to these common materials and elements. Without this palette, individual street segments will continue to be designed as a reflection of the era in which they were built, and will continue to pose visual and functional challenges in the cohesion and maintenance of downtown’s public streets.

Burlington Street Design Principles



Presence of windows, doors, storefronts, awnings along sidewalks



Local sources, durable, handsome



Use of Silva Cells or structural soils for new trees in paved areas



Major increase in trees, foliage, and shade from an approved list of species



Landmarks recognized and features with view corridors, special lighting



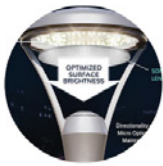
Unique installations at key locations



Special emphasis on safe and easy street crossing with wide, distinctive crosswalk treatments



Careful sidewalk design to accommodate snow plowing and storage



Efficient and updated lighting for sidewalks and roadways



Innovative handling of stormwater to slow and penetrate



Investments in protected bike lanes along key routes



More efficient on-street parking spaces, and better use of existing off-street parking facilities



Working with CTA, integration of shelters and signage into the sidewalk landscape



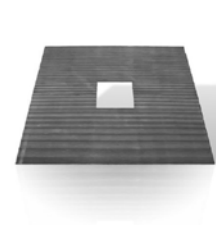
Widening and improving of sidewalks throughout downtown



Special paving and bollards for places where vehicles and pedestrians share the space



Investments in protected bike parking and bike hubs



Palette of elements and materials for downtown Burlington

REFRAMING THE “CENTER” OF DOWNTOWN

Part of Burlington’s overall vision for downtown is to reconnect Church Street, City Hall Park and the lake through a series of investments in the public and private realms. To this end, a final goal of these standards is to invest in quality materials and furnishings throughout downtown that will help spread commercial vibrancy and social activity beyond the Church Street Marketplace.

The earliest plans for Burlington show not only a chessboard of buildable blocks, but an open public square on one of the more central blocks. Such squares, often designated as the location for the main courthouse, were a common feature of new American cities with gridiron plans. Burlington’s center was indeed dubbed Courthouse Square and the city’s first courthouse was constructed there.

An open square within a grid tends to convey special importance on the four streets which adjoin it, which form a kind of pinwheel. In downtown Burlington, College, Main, St. Paul, and Church Streets have greater prominence due to their adjacency to the square. These four streets bordering the square were the primary commercial addresses during the city’s early decades. The square was a relatively utilitarian space, with roadways, places to hitch horses, and a relatively small oval lawn in the center. The open design of the square exposed the adjoining buildings on all sides except the east, where civic buildings were erected between the square and Church Street.

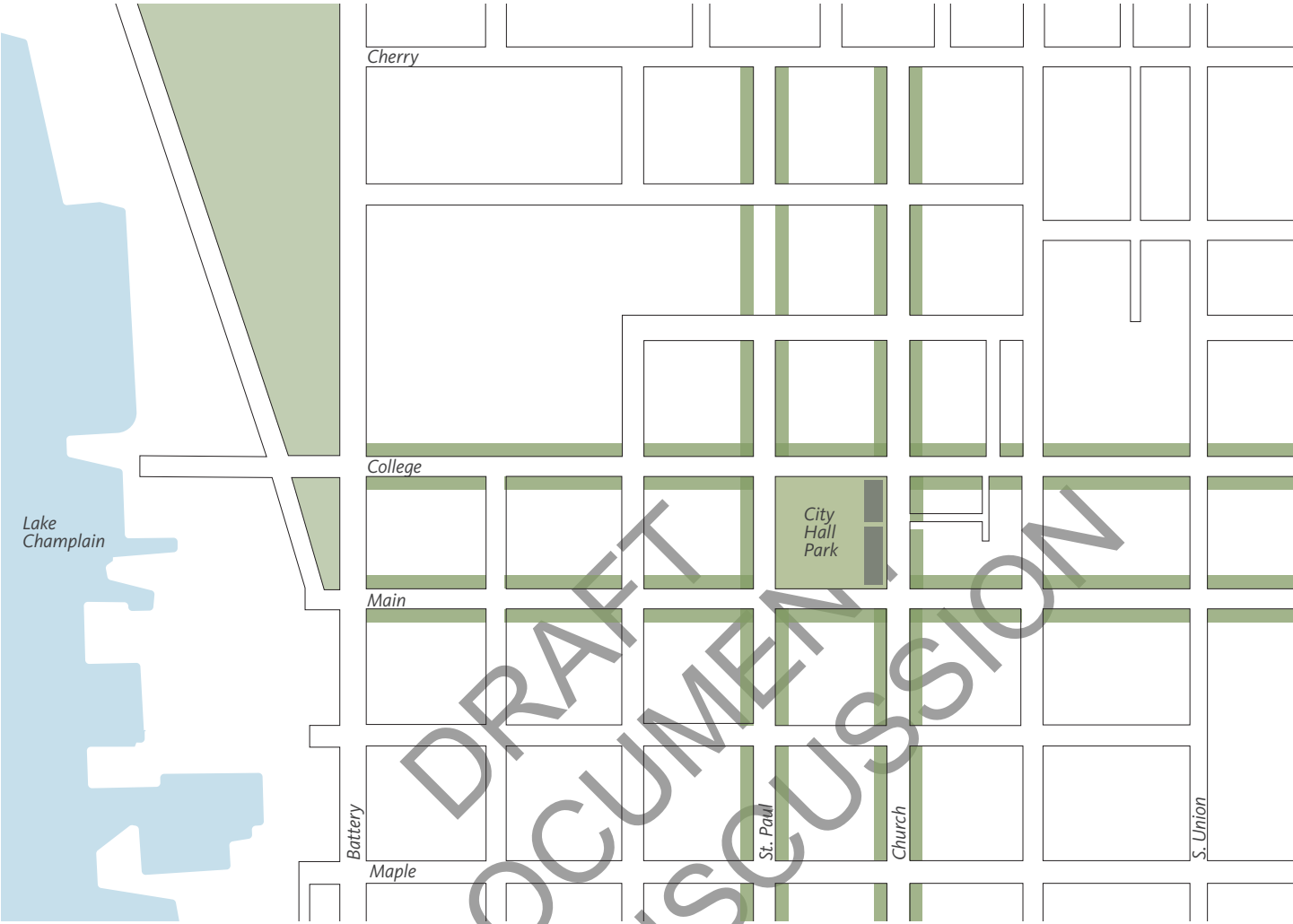
As the urban park movement took hold in the 1850s, Courthouse Square was redesigned as an ornamental park for strolling, sitting and leisure—this became an early iteration of what we now know as City Hall Park. The introduction of trees and landscaping had the effect of separating the sides of the square. In a somewhat unusual and awkward relationship, the civic buildings had their primary facades and entrances on Church Street, all but leaving their backs to the face the park.

During a period of commercial expansion in the 1880s, more and more businesses migrated away from the streets around the park, relocating to instead to Church Street. Church eventually became the de facto “main street,” meeting the key criteria for a traditional American main street: it was nearly level and lined with nearly continuous building storefronts and doorways, both essential for commercial activity. Church Street’s prominence was cemented in the 1980s with the banning of vehicular traffic and the creation of Church Street Marketplace. The street’s success has been key to the revitalization of downtown Burlington in the ensuing three decades.

By contrast, both City Hall Park and its surrounding commercial streets have experienced ups and downs since the early days of Courthouse Square. The park has been redesigned several times, and in its most recent form has benefited from the arrival of the Saturday farmers market during the summer and fall. During that event and others, the park (and to some extent the surrounding streets) reclaims its role as the most central and vibrant location in downtown. But at other times the square can seem relatively empty and inactive, particularly in comparison to Church Street. These two versions of the park—one as the bustling center of activity and the other as an empty space in poor condition—have simultaneously led to its degradation through overuse, and to its isolation and chronic challenges with behavior and petty crimes.

With Church Street and City Hall Park at its core, these standards will guide public investments in surrounding streets that will improve the quality and connectivity of downtown as a whole. While there has not been an explicit master plan guiding these investments, decades of improvements to the Church Street Marketplace, the recent reconstruction of blocks of lower Church and St. Paul Streets, additional plans for St. Paul Street approved in two separate approvals by Burlington voters, the stormwater plan for College Street, and the Great Streets master plan for Main Street are all key to achieving this goal. These improvements envision urban activity “pinwheeling” around City Hall Park along two pairs of streets in particular—St. Paul and Church, and College and Main—and further activating downtown as a whole.

The Pinwheel



The Pinwheel: recentring downtown Burlington streets around City Hall Park and connecting to Lake Champlain



Using this Document

These Standards DO:

- Identify a common palette of materials and furnishings that will provide for unity and visual integrity as downtown's streets are redeveloped over time
- Compliment Church Street's beloved visual character and high level of investment, without replicating it wholesale throughout downtown. Create a public realm that is complementary of current and future private development, and which showcase building facades, signage, etc as the unique and authentic aesthetic elements of downtown
- Draw upon city and state standards regarding the design and construction of the right-of-way as applicable, and includes all critical required elements/dimensions in a comprehensive document
- Include preferred and alternative materials/fixtures for the elements within the public right of way to allow flexibility to adapt to unique street conditions, project budgets, or other constraints
- Take precedence over existing City policies/documents regarding the design and construction of elements within the public right-of-way that existed prior to the most recent date of adoption by Council (unless otherwise noted)

These Standards DO NOT:

- Mandate the immediate reconstruction of all streets or replacement of individual elements within the ROW; instead, the standards should be applied to streets as they are redeveloped in a significant way, and guide the replacement of furnishings when they reach the end of useful life
- Provide specific designs for each street in downtown Burlington; some streets will require corridor-specific master plans to identify future design/transportation system goals
- Inventory all conditions that may exist within the City's public rights-of-way, particularly unknown conditions such as locations of abandoned utilities, contaminated soils, etc.

Who Should Use this Document?

These standards will guide the design and construction of projects within the public right-of-way, and will be used by anyone involved with transforming streets in downtown Burlington.

This includes:

- People who are planning or managing projects in the right-of-way, such as city officials and staff from departments such as Public Works, Parks & Recreation, Community & Economic Development, Planning & Zoning, Police, Fire, and Electric, as well as outside agencies, such transit and private utility providers who operate in the public right-of-way
- People who are professional street designers who are working on projects within the downtown right-of-way, including urban designers, landscape architects, civil engineers, transportation planners and engineers, lighting and utility designers, public art consultants and designers, environmental systems designers, etc.
- People who experience these streets—whether by foot, bike, bus or car—as they live, work, shop, dine, socialize, run a business or manage property in downtown Burlington.

How to Use this Document

- 1** **Design Considerations for Street Corridors** Consult *"Design Considerations for Street Corridors" on page 34* to understand current and future land uses, transportation, utility, and other factors that influence the design of the street corridor and the specific project within it.
- 2** **Future Street Type** After reading about the design influences for the particular street corridor, locate the proposed Future Street Type in the street's chart of Character/Uses.
- 3** **Roadway & Pedestrian Zone Options** Flip to the corresponding Street Type in *"Roadway & Pedestrian Zone Options" on page 78*. Identify the most appropriate options for the project's roadway and pedestrian realm based on the street's design considerations.
- 4** **Standard Zone Dimensions** Once the preferred options for the pedestrian and roadway zones have been determined, review all of the pertinent standards for dimension, location, etc of these elements according to *"Standard Zone Dimensions" on page 60*.
- 5** **Street & Intersection Assemblies** Utilize *"Street & Intersection Assemblies" on page 94* to guide the selection and placement of appropriate furnishings for the project. For situations in which the required standard street dimensions do not allow for the placement of an element in the preferred location, consult the "Placemaking Options" section for guidance on alternative arrangements for some of these elements.
- 6** **Materials & Furnishings Palette** Finally, use the *"Materials & Furnishings Palette" on page 251* to select specific furnishings, tree species, etc to finalize the plans for the project and to prepare cost estimates and other specification documents.

Downtown Street System

The Boundaries of Downtown

For the purposes of these standards, the downtown is defined as a 6 × 6 block grid bounded by Pearl and Maple Streets to the north and south, and Battery and Union Streets to the west and east.

Because of downtown's varied terrain and organic development, its apparent boundaries have shifted over time. While Battery on the West and Pearl on the North have remained clear edges, to the south and east the boundary has slowly expanded and fingered into residential districts. On the south, most of Main Street was a clear edge until commercial activity spread further south to King and Maple to take advantage of flat waterfront frontage. On the east, Winooski formed a sharp boundary due to the ravine; but as bridges were built and the ravine was eventually filled in, the downtown core gradually expanded westward towards Union as important links developed uphill to the university.

If the geometry of the downtown grid were a perfect 6 × 6 checkerboard, this would create 84 individual street segments. However, over time some short street segments (such as Center) were added, and other street segments (such as Bank, St. Paul and Pine) were removed during redevelopment in the 1970s, leaving approximately 82 individual street segments, including the planned restoration of a block segment on each St. Paul and Pine Streets between Cherry and Bank Streets.

Since many street design projects affect only a single street segment, or a small group of segments, these standards are likely to be applied over an extended period of time on a large number of individual construction projects. The standards are intended to be strong enough to create a discernible visual integrity to downtown's public space, but flexible enough to allow for change over time, as individual projects are realized. Furthermore, these standards apply to all streets throughout the downtown except for Church Street; their application may be further limited or modified as noted in the design considerations for each individual corridor.



Standards to guide the transformation of Burlington's existing rights-of-way into "Great Streets."

The goal of this document is to set a direction for the future of downtown Burlington's public realm and help guide it towards the development of Great Streets through the dimensions and assemblies documented here. This section contains information on how to transform rights of way within the downtown core into complete streets. In particular, this section provides the minimum required and preferred dimensional standards for all of the "zones" of the right-of-way, and draws on both state and local requirements as well as industry guidance and best practices. This section should be consulted as the starting point for any construction project within Burlington's downtown rights of way, in order to ensure project design meets all required standards. This section also provides guidance for options when the right-of-way is constrained, thus making it difficult to incorporate the preferred dimensions for each of these zones. A summary chart of the existing and proposed row and curb-to-curb conditions for all of the streets within the downtown core is provided on [page 54](#) for quick reference.



Zabby and Elf's on College St. (Photo credit Voyages Végé)

Modal Hierarchy

Modal hierarchies should be outlined to inform design and operation decisions in the public right of way. Modal hierarchy will influence cross-sections, intersection design, signal timing, maintenance scheduling, and other City department operations. The design of pedestrian friendly streets should be prioritized while improving the quality of space for all modes. The walking public should be given primacy in the design and operation of all downtown projects. Two possible default hierarchies for downtown Burlington include:

Pedestrian > Bicycle > Transit > Automobile along a bicycle priority street with bikeways or a bike corridor

Pedestrian > Transit > Bicycle > Automobile along a major transit corridor

Pedestrians

Most trips begin and end on foot and great street design should embrace this notion. Pedestrians are the life of city streets. Downtowns, with their shopping districts, entertainment areas, and civic institutions typically bring high volumes of pedestrian activity and require high quality walking environments to go with them. All street design, even in cases where pedestrians are not the predominant user, should provide for quality space where people can walk, stroll, or simply sit. People walking are extremely vulnerable to injury when sharing space with vehicles and the design and operations of streets and intersections must protect them. Sidewalks, crosswalks, pedestrian signals, and other pedestrian facilities must accommodate pedestrians of all abilities and comply with the Americans with Disabilities Act (ADA).

Bicycles

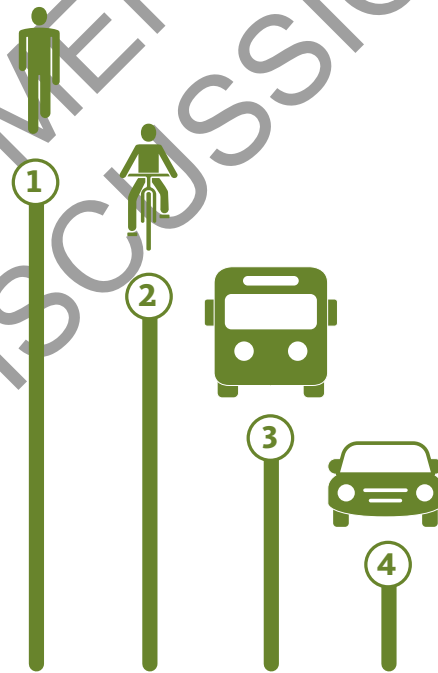
Like pedestrians, bicyclists are vulnerable users of public space who benefit from reduced traffic speed and dedicated facilities. However, bicyclists are significantly different from pedestrians. They travel faster than pedestrians but more slowly and less visibly than automobiles. Their skill level varies greatly, resulting in a wide range of speeds and behaviors. Also, bicycling is a social activity, and people often ride side-by-side or in groups. Bicycle facility selection requires an understanding of the street condition; bicycle usage, volumes, speeds and routes; and automobile volumes and speeds.

Transit

Buses extend the range of activity for Burlington residents and visitors. They provide access to essential services, jobs, housing and recreation and reduce the demand for automobile trips. Buses are a critical element of street design given their size and operational characteristics. The consequences for street design include lane width, intersection design, signal timing (often adjusted to give transit an advantage, transit-signal priority), pedestrian access (street crossings at bus stops), sidewalk design (making room for bus shelters), and bus stop placement and design (farside/nearside at intersections, bus pullouts, or bulb outs).

Automobiles

Private automobiles are an integral part of Burlington's circulation system. Even though they have been placed fourth in the modal hierarchy, they still must be accommodated, within the constraints of lower speeds and more prudent driving. Commercial vehicles will be given more leeway, as the efficient delivery of goods and services is paramount to supporting a healthy economy and meeting needs of local businesses.



*Pedestrian-first modal hierarchy diagram
(walking, cycling, public transit, private vehicle)*

ROADWAY AND PEDESTRIAN ZONES

The second critical dimension for street design is the roadway zone width—the distance between the curb face on one side and the curb face on the other—and the resulting width of the pedestrian zone on either side of the street. If the right-of-way is like an outer lining, the roadway width is the inner lining, and the relationship of the two determines the proportion of roadway space for vehicles in relation to the pedestrian space for everything else.

For the purpose of these standards, zones are organized as follows:

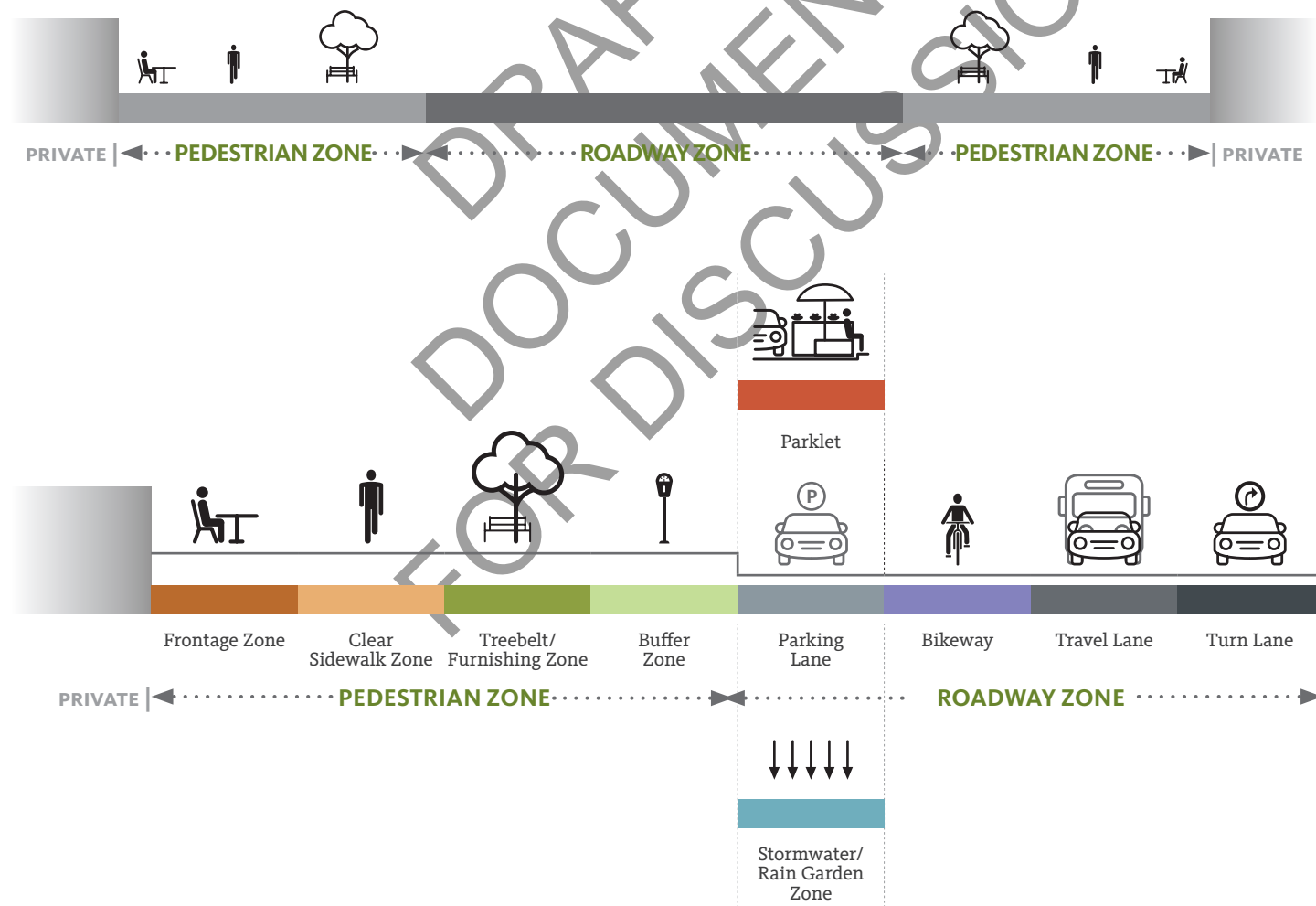
- The **Roadway Zone** includes turn lanes, travel lanes, parking lanes, and bicycle lanes. Although parklets function as an extension of the pedestrian zone, they typically occupy space

in the parking zone therefore, standards/dimensions for those will be included here.

- The **Pedestrian Zone** includes the curb, stormwater/raingardens, buffer zones, tree belt/furnishing zones, clear sidewalk zones, and frontage zones (special circumstances may call for a cycle track to be incorporated into the pedestrian zone).

In the “Street Types and Zone Options” section, the minimum and recommended dimensions for the roadway and pedestrian zones are based on the individual street types described. While there are some outliers due to larger or smaller row, in general the application of these standards will result in the following proportions:

- 40' roadway zone yields 13.5' pedestrian zone
- 37' roadway zone yields 14.5' pedestrian zone
- 35' roadway zone yields 15.5' pedestrian zone
- 30' roadway zone yields 18' pedestrian zone



Narrowing Roadway Zone to Widen Pedestrian Zone

According to planBTV Downtown & Waterfront, the “pedestrian is king.” The philosophy of these standards is to ensure that the safety and comfort of pedestrians is, in fact, king while also balancing the many uses in the public ROW. In Burlington, for downtown commercial streets with building faces at the property line, 13’ pedestrian zones are to be considered substandard, as they severely limit what can be accomplished outside of the roadway. These standards propose that 15.5’ pedestrian zones should be considered the minimum desirable dimension on commercial streets. Since the 35’ roadway width yields 15.5’ pedestrian zones, these standards recommend that existing 35’ roadways remain in place. The standards also recommend that where the existing roadway is 40’ wide, it be narrowed to 37’ (for thoroughfare/transit streets) or 35’ (for typical commercial streets) in order to achieve this preferred dimension.

Changing the width of the roadway usually involves moving the curb and gutter and its associated systems. The curb location usually determines, or at least indicates, other critical locations

such as underground utilities which run parallel to the roadway, and their junctions with “lateral” lines which connect services to adjacent private property. The curb also typically establishes the location for the gutter, storm drains, and sewer system. Changing curb locations is usually more complex and costly than merely moving striped lanes within the roadway, or moving street furnishings within the sidewalk zone. However, in some cases moving the curb location (along with associated storm-water facilities and utility lines) is an essential design tool to rebalance the proportion of roadway to usable public space for other purposes than vehicular movement, and is significantly less costly and challenging than expanding the ROW.

When a project boundary includes an entire block face or more, designers should work with the City to investigate opportunities for relocating the curb to meet the preferred dimension for roadway and pedestrian zones. In some cases, utility relocation, cost, or other unique constraints may prevent the complete redevelopment of the street, but it should be explored as a starting point in project design.

Curb-to-Curb: Existing



Curb-to-Curb: Recommended

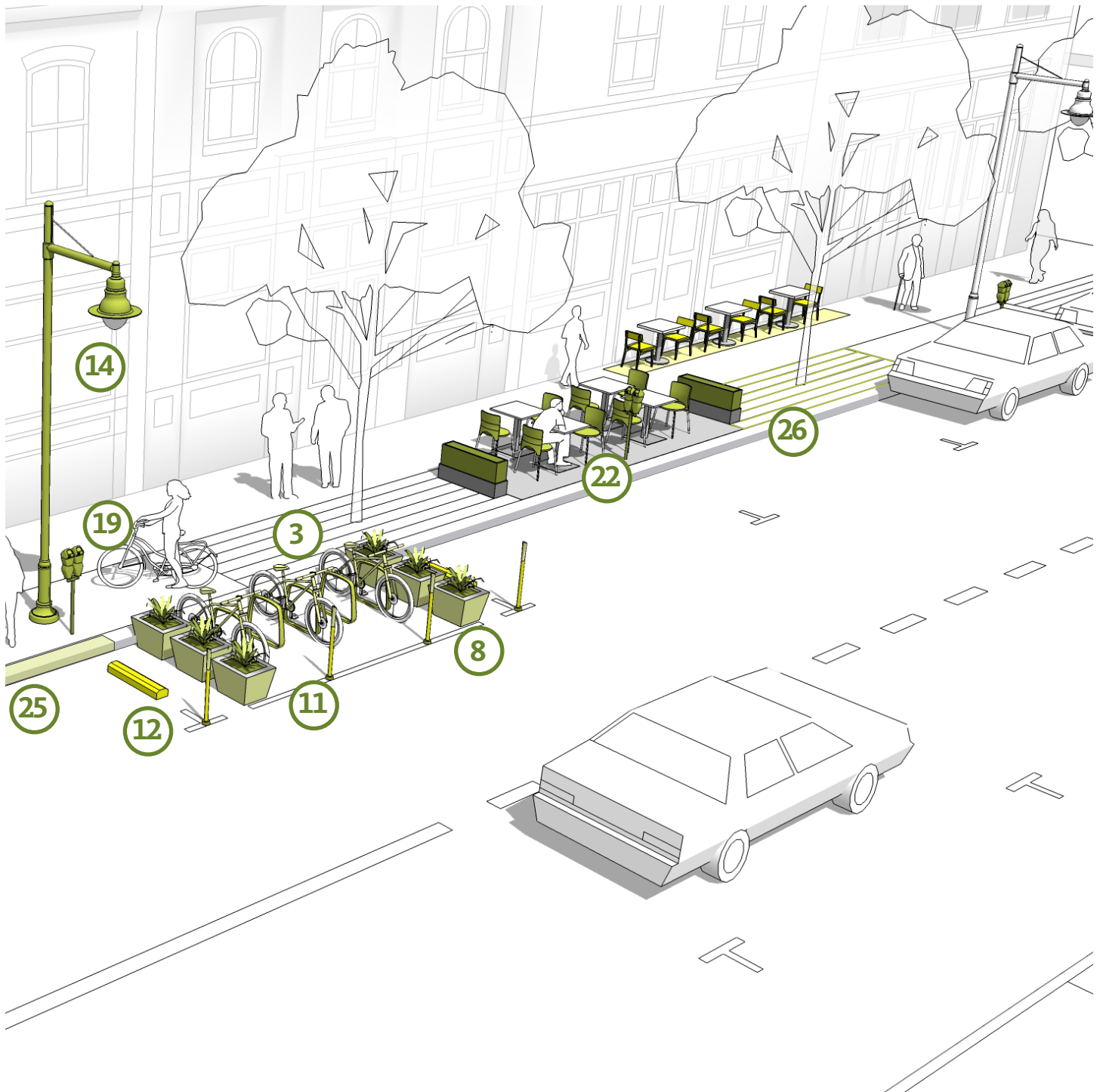


Recommended curb-to-curb widths are based on known design considerations. For those streets for which a unique master plan is recommended, the recommended roadway width may be subject to change.

Typical Commercial Street (66' ROW)

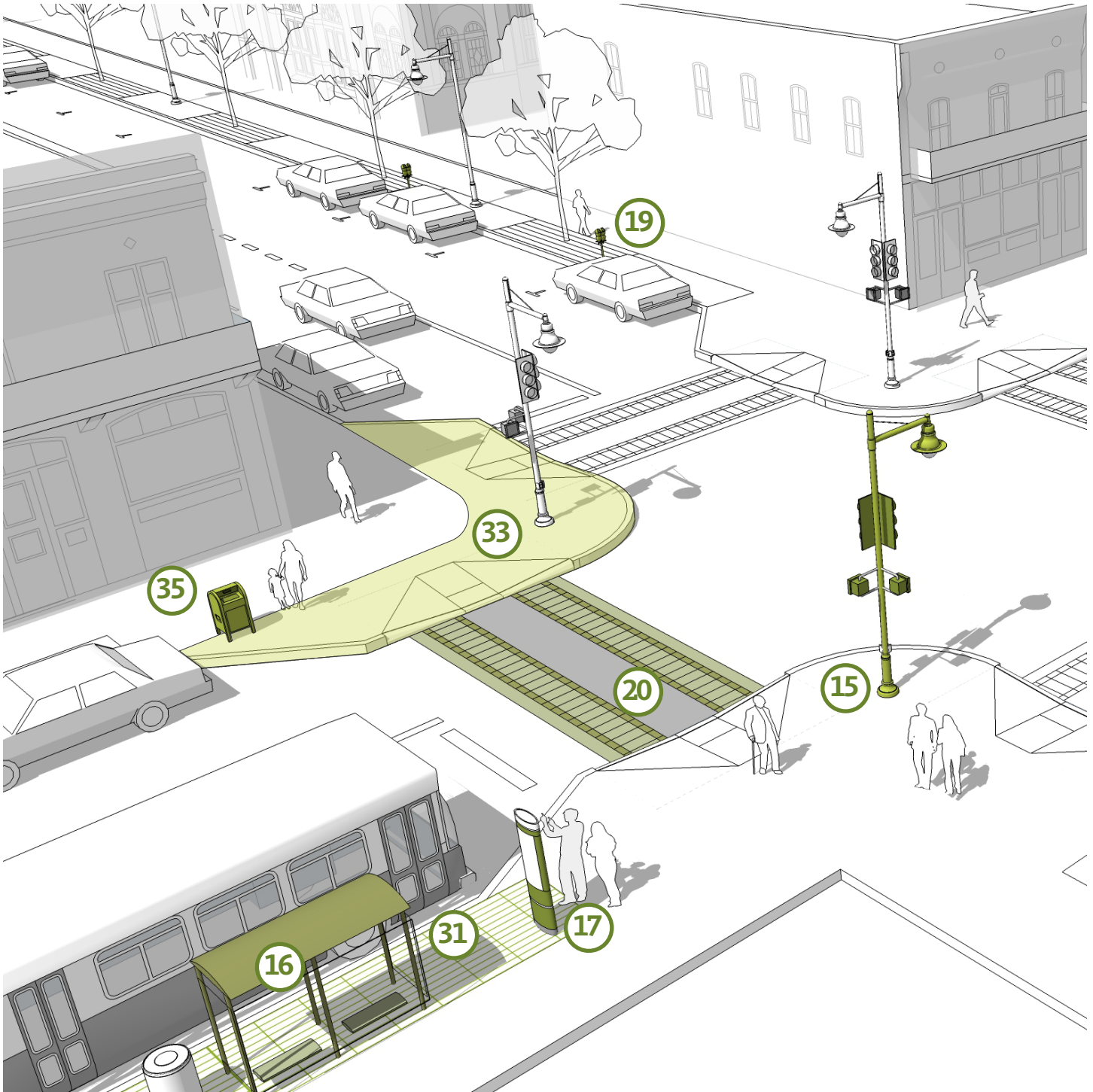
MIDBLOCK





Typical Commercial Street (66' ROW)

CROSS INTERSECTION







CITY OF BURLINGTON, VERMONT
CITY COUNCIL TRANSPORTATION, ENERGY & UTILITIES COMMITTEE

c/o Department of Public Works
645 Pine Street, Suite A
Post Office Box 849
Burlington, VT 05402-0849

802.863.9094 VOX
802.863.0466 FAX
802.863.0450 TTY
www.burlingtonvt.gov

Councilor Maxwell Tracy, Chair *WARD 2*
Councilor Richard Dean, *East District*
Councilor Ali Dieng, *WARD 7*

Inquiries:
Phillip Peterson
802.865.5832
ppeterson@burlingtonvt.gov

Transportation, Energy and Utilities Committee of the City Council
Tuesday, October 17th, 2017 at 6:30 PM

Department of Public Works – Front Conference Room
645 Pine Street – Burlington, VT

Members Present: Councilor Max Tracy, TEUC Chairperson Councilor Richard Deane, TEUC Member
Councilor Ali Dieng, TEUC Member

Other Councilors Present: None

City Staff Present: Chapin Spencer, DPW Nicole Losch, DPW Phillip Peterson, DPW Robert Goulding, DPW Laurie Wheelock, DPW Kirsten Shapiro, CEDO Meagan Tuttle, Planning and Zoning

Residents Present: See Attendance Sheet

1. Agenda

- a. Councilor Tracy called the meeting to order at 6:30 pm

2. Public Forum

- a. No residents spoke

3. Minutes of 09/13/2017

- a. Councilor Tracy moved for a motion on the minutes, Councilor Deane moved to approve the minutes and Councilor Dieng seconded. All in favor.

4. Public Engagement Plan for DPW Projects – 30 minutes

- a. Nicole Losch, Rob Goulding and Chapin Spencer presented, see attached
- b. 30-minute duration
- c. General discussion,
 - i. Councilor Deane question on approach with polling.
 - ii. Councilor Deane, what are the thresholds for road signs? Chapin Spencer, changes in traffic patterns; we should limit the use to traffic changes.

- iii. Councilor Deane, what is the timeline for capital projects GIS and other social media notifications? Robert Goulding, we are rolling out our construction capital projects website tomorrow. Chapin Spencer, here is the website (shows new web based tool)
- iv. Councilor Dieng is very pleased with the work. What is DPW doing to identify equity and engagement processes, specifically are there any tools? Robert Goulding, we are developing specific resources, especially with language barrier issues.
- v. Councilor Dieng what kind of information will be available for private projects? Robert Goulding, the online portal will give some information on private projects, however any detailed information can be obtained through DPW. Chapin Spencer, add language as it relates to see click fix.
- vi. Councilor Tracey, I don't see the different project types. Nicole Losch, we can look at where different projects would fit into the different categories. Chapin Spencer, we don't want to break it into too many different projects.
- vii. Councilor Tracey, can we put language in there that involves NPA presentations? Chapin Spencer, we can look at them on a case by case basis. Add NPA presentation under collaborate.
- viii. Resident Laurie Smith, traffic requests in the public engagement plan do not discuss property owners, even with the quick build; is there a way for all stakeholders to be notified further in advanced? Alternatives can be discussed sooner rather than later, when stakeholders are involved at the beginning. Nicole Losch, each situation is different and we will look at what tools are appropriate.
- d. Action: The TEUC recommends Councilor Knodell review the Public Engagement Plan with a memo from DPW Staff, there will be a check-in in one year with the TEUC and DPW Commission.

5. DRAFT Great Streets Standards – 40 minutes

- a. Laurie Wheelock, Meagan Tuttle, and Kirsten Merriman Shapiro presenting, see attached.
- b. 40-minute duration
- c. General discussion,
 - i. Councilor Deane what's the goal for a final document? Megan Tuttle, Hartford Connecticut is a great example of what we are trying to create. There are many details that have not been covered. We are constantly looking at more specifications and details.
 - ii. Councilor Deane have other design professionals been able to review your work? Laurie Wheelock, yes and no. There are many elements that have been looked at, while others have not. There has been a tremendous amount of internal review.

- iii. Councilor Deane is there a list of consistent materials for design consideration? We are creating a list of options within a list of elements. Specification are always changing, based on newest technology and available materials.
- iv. Councilor Dieng, why are you focused on the downtown core? The consistency of the downtown core and the. Kirsten Shapiro, our standards are driven by the current city vision, Plan BTV.
- v. Councilor Dieng, are there any streets which contain all the street elements you discussed? There are elements all over the downtown core; however there is not an entire streets that gets all of the elements.
- vi. Councilor Tracey, let's make sure we are being true to using sustainable material, no tropical hardwoods. Where do you see public art being a design element? There is a section on public art, however we cannot create specifications on public art.
- vii. Councilor Deane is there a density of planting standards? Having planted areas and different plant species that are native which will survive the environment.
- viii. Resident Laurie Smith, this document is stunning. I am 2000% behind this. We need a parking commission or some kind of parking group. Chapin Spencer, we have been working with Burlington Business Association. There is a Downtown Parking Committee.

d. Action: No action required.

6. **Councilors' Update**

- a. Councilor Tracey, the Greene Street pothole has not been fixed.
- b. Councilor Tracey, we need to schedule our November meeting. BED utilities update, Great Streets. November 29th and 30th at 5:30pm are both potential dates.

7. **Adjourn (8:03 pm)**

- a. Councilor Tracy motioned to adjourn and Councilor Deane seconded. Meeting was adjourned at 8:03 PM.

Transportation, Energy and Utilities Committee of the City Council

Tuesday, October 17, 2017 6:30 PM

Burlington Department of Public Works – Front Conference Room 645 Pine Street – Burlington, VT

SIGN-IN SHEET

NAME	EMAIL
Phillip Peterson (DPW)	
Neagan Tuttle (Planning/Zoning)	
Laura Wheelock (DPW)	
Robert Goulding (DPW)	
Laurie Smith	WLBSM1774JT @ GMAIL.COM
Kirsten McEvoy-Shapiro (CEDO)	