



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

c/o Department of Public Works  
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**Councilor Franklin Paulino, Chair** *North District*  
**Councilor Jack Hanson,** *East District*  
**Councilor Jane Stromberg,** *East District*

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**Transportation, Energy and Utilities Committee of the City Council**

**Tuesday, August 25, 2020 5:30 PM**

Due to current physical distancing measures, this meeting will be held virtually.

To view the meeting:

1. Join via Zoom: <https://us02web.zoom.us/j/84603122855>
2. Call in for audio-only – Phone number: 312-626-6799 and Webinar ID: 846 0312 2855

To participate in public comment:

1. You must either join the meeting via the Zoom link above (strongly encouraged) or by calling via the call-in information above.
2. If signed in via Zoom, please use the “Raise Your Hand” feature. This will alert DPW staff that you wish to speak and will automatically add you to the queue. When it’s your turn to speak, your name will be called and you will be unmuted.
3. If you are calling in, please press \*9 which will alert DPW staff that you wish to speak. When it’s your turn to speak, your phone # will be called out and you will be unmuted.
4. If you encounter any difficulties when attempting to speak, please email [DPWCommunications@burlingtonvt.gov](mailto:DPWCommunications@burlingtonvt.gov).

**–AGENDA–**

1. **Agenda**
2. **Minutes of 7/28/2020**
3. **Public Forum**
4. **Parking Revenues**
  - Jeff Padgett, DPW
  - 20 minutes duration
  - Informative
5. **South Winooski Avenue Update**
  - Nicole Losch, DPW
  - 20 minutes duration
  - Informative
6. **Consolidated Collection**
  - Lee Perry, DPW
  - 20 minutes duration
  - Action
  - Please see additional presentation material
7. **Director’s Report**
8. **Councilors’ Update**
9. **Adjourn**



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DEPARTMENT OF PUBLIC WORKS**

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**Chapin Spencer**  
*DIRECTOR OF PUBLIC WORKS*

**Lee Perry**  
*ASSISTANT DIRECTOR  
DPW MAINTENANCE DIVISION*

## **MEMORANDUM**

To: Transportation, Energy and Utilities Committee

From: Chapin Spencer, Director  
Lee Perry, Assistant Director DPW Maintenance  
Rob Goulding, Public Information Manager

Date: August 19, 2020

Re: Public Consolidated Collection Model follow up

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### **Background:**

On July 28, 2020, DPW held its second public engagement meeting as an agenda item for the City of Burlington's Transportation, Energy, and Utilities Committee, to share the latest version of the feasibility study on franchised consolidated collection. The consultant presented a PowerPoint via Zoom video conference, and then there was time allotted for comments, and questions by the public, and the Committee Members. We are working with the consultant to incorporate the comments received from the public meetings and have them finalize their report.

During the process, TEUC members and a few residents asked why a municipally operated consolidated collection model had not been an option in the initial study. Staff explained that the County, City and previous TEUC membership had previously focused on a private hauler model for several reasons including an interest to avoid putting small haulers out of business. The TEUC requested DPW to come up with a framework to study a municipally operated consolidated collection model for them to review at their August meeting. TEUC members expressed an understanding at the meeting that it would take an additional 3-6 months to study the feasibility of a municipally operated model.

### **Recommendation:**

After the July TEUC meeting, staff evaluated two options:

1. Contract with a consultant to do an analysis of municipally-operated CC system – would require an additional contract (~\$35K), take ~6 months, and would at least need BOF approval if GBB was selected

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2. Do in-house financial analysis of municipally operated CC system and seek targeted consultant analysis – would take staff time, ~6 months, be cheaper (~\$5K), and allow us to get GBB to complete the analysis within existing BOF-approved contingency

Based on TUEC input and staff consideration, we are proposing to proceed with Option #2 above for the following reasons:

DPW staff has reviewed and recommends #2 for the following reasons:

- We do not have \$35K available during the COVID-19 economic constraints to pay for an additional study
- We know our costs well having run the Recycling Program for decades – and are confident that we can put the financial analysis together.
- Key questions about the viability of the City operating the system relate to land and building constraints – and we are most up to speed on those considerations and potential solutions.

Overall, Option 2 makes sense because it is cheaper, utilizes the expertise of City staff, and targets the consultant engagement to the specific area where we need their input.

### **Draft City Scope of Work:**

Here are key components we would evaluate in starting up and operating a municipally managed consolidated collection program for Burlington residents:

- Administration and Supervision
- Direct personnel salaries and benefits (includes additional staff needed to provide various solid waste and recycling services, including managers, supervisors, drivers, customer service, education and enforcement)
- Vehicle and equipment capital
- Cart procurement, replacement and repair
- One-time implementation costs
- Vehicle operating, maintenance and fuel
- Facility capital (office space, vehicle maintenance facility, cart storage, vehicle parking)
- Public education, outreach, and enforcement
- Processing and disposal
- Billing options
- Other operating and maintenance costs

### **Draft Consultant Scope of Work**

Under this approach, we would amend our contract with GBB (within the contingency limit the BOF established) to:

- Summarize the advantages and disadvantages of private hauler and municipally operated consolidated systems
- Describe which approach has worked where and why
- Provide a perspective on which approach would be a better fit based on their industry expertise and knowledge of our community

Thank you for your interest in this consolidated collection feasibility study. Don't hesitate to contact me at [lperry@burlingtonvt.gov](mailto:lperry@burlingtonvt.gov), or 802-316-7568.



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**Chapin Spencer**  
*DIRECTOR OF PUBLIC WORKS*

**Jeffrey A. Padgett, MBA**  
*ASSISTANT DIRECTOR for PARKING & TRAFFIC*  
*(Interim)*

Date: August 25, 2020  
To: Transportation, Utility and Energy Committee  
From: Jeffrey A. Padgett, MBA  
Assistant Director for Parking and Traffic  
C.C. Chapin Spencer, Director of Public Works  
Subject: City Council Resolution 5.03; Adopted 1/6/20  
Funding Alternative Transportation

Please find below responses to the requests made in City Council Resolution 5.03.

***(1) the revenues of the on-street parking system, the residential permit parking system and any parking related revenues a that are not dedicated and restricted by law.***

**Non-restricted** parking revenues:

|               |                            |                                  |                  |
|---------------|----------------------------|----------------------------------|------------------|
| A)            | Parks Lots                 | Parks, Recreation and Waterfront | ~\$0.50 M        |
| B)            | Residential Permit Parking | Police Department                | ~\$0.03 M        |
| C)            | Parking Violations         | Police Department                | <u>~\$1.00 M</u> |
| <b>Total:</b> |                            |                                  | <b>~\$1.53 M</b> |

**Somewhat Restricted** parking revenues:

|    |                               |     |           |
|----|-------------------------------|-----|-----------|
| A) | On-Street Meters/Pay Stations | DPW | ~\$2.30 M |
|----|-------------------------------|-----|-----------|

**Very Restricted** parking revenues:

|               |                                                               |     |                |
|---------------|---------------------------------------------------------------|-----|----------------|
| A)            | Marketplace Garage &<br>Lakeview/College St./Westlake Garages | DPW | ~\$2.7M        |
| B)            | Surface Lots (Metered and Leased)                             | DPW | <u>~\$0.3M</u> |
| <b>Total:</b> |                                                               |     | <b>~\$3.0M</b> |

NOTE: in FY20 the DPW Operations lost approximately \$1.3M due to Covid-19 and are currently trending below budgeted revenues.

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## ***(2) Current budget uses and actual uses of those funds***

### **DPW Parking**

The use of funds generated by the Parking Traffic Division are specifically prescribed by City Charter: Title 3-48 Enumerated – Section (58). This section provides the authorization to build, acquire, finance, operate and generate revenue from parking in Burlington. It also provides oversight authority of the Public Works Commission and specific direction as to how funds are to be used.

The Charter requires receipts from garages and lots to be used in a more limited and distinctly limited way than those generated by on-street meters. This is reflect in the budget in two fund:

- 264 – Traffic
- 265 – Traffic - Parking Facilities

#### **A) Fund 264: Traffic**

This group is comprised of two sub-groups: *Right of Way* and *Traffic Signals*. Meter revenues are the primary source of revenue used to support the operating budget of the Traffic Group, they do not receive general fund funding. Additional funding is available to Traffic Signals from the Development Impact Fee fund to support capital improvements. These two subgroups have 7 full time employees, 36 part time employees, 10 seasonal employees plus specialty contractors to maintain and operate the following:

##### **Right of Way:**

- Signs
- Lines
- Crosswalks
- Crossing Guards
- Parking Meters

##### **Traffic Signals:**

- Signals
- Maintenance Lights
- Rapid Flashing Beacons

The use of on-street meter revenues to support Fund 264 is articulated in the City Charter:

“(D) ... All revenues generated from on-street parking equipment and systems **shall be used** by the City Council **for traffic regulation and control, including acquisition or maintenance of parking facilities; proper repair or construction of streets, sidewalks, and bridges; traffic or parking demand management facilities, planning, or services; traffic calming measures; and other transportation-related activities.** In addition, the City Council may vote to place any such revenues in the Parking Facilities Fund, at its discretion.”

This Charter language allows for a variety of uses for meter revenue and it has indeed been used in the past for local match funding, supplemental funding for pedestrian projects, and other relatively low cost, high leverage expenditures. However, the practical reality is that these alternative uses are not the norm because the typical revenue dollar volume generated by meters only covers the costs of the core Traffic operations listed above. This is situation, however, has been exacerbated by Covid-19. Due to the loss of revenue in March, April, May and June, the FY20 needed to be supported by use of fund balance. And, due to an expected drop in future meter revenue due to the ongoing pandemic, the budgeted Traffic revenues nearly exactly match expenses with significant reductions in typical expenses (overtime, computer investment, etc).

#### **B) Fund 265: Traffic – Parking Facilities**

This group is responsible for the operation and maintenance of the parking garages and lots owned by DPW. These facilities include:

## Garages

Lakeview/College Street/Westlake Garage Complex  
Marketplace Garage

## Lots

Elmwood Lot  
Main Street Lot  
194 St. Paul Street  
Pearl Street Lot  
College Street Lot  
Lake Street Extension Lot  
South Union Street

The use of revenues from these garages and lots to support Fund 265 is articulated in the City Charter:

**“(D) All receipts from the operation or lease of municipal parking lots and garages shall be kept by the City Treasurer in a separate fund, to be known as the Parking Facilities Fund and shall be used for the purpose of paying any and all expenses related to operating, maintaining, acquiring, constructing, or expanding the lots and garages, including any payments on any obligation incurred for construction or repair of those lots or garages. Any amounts unused at the end of a fiscal year shall be carried over to the next fiscal year. ...”**

And

**(E) If it shall reasonably appear to the Board of Public Works commissioners at any time that the receipts from the existing municipal parking lots or garages are in excess of the amounts required for the purposes enumerated in subdivision (D) of this subdivision (58), and that the acquisition of further lots or garages is not required, they shall cause rates and charges for the use of the lots and garages, or some of them, to be reduced.**

Taken together, section (D) and (E) restrict the use of garage funds to be solely used for garage related expenses AND if revenues exceed expenses, rates must be lowered.

This Charter language is very narrow, limits the ability of the garages/lots to participate in financially creative ways and disincentives the operation from generating funds in excess of expenditures.

## **Burlington Parks, Recreation and Waterfront (BPRW) Lots**

BPRW charges entrance fees at waterfront parks for motorists only. The net revenues generated from parking go into the City general fund to help cover the costs to maintain our parks. There is no charge to park if a guest has a Green Mountain Passport. Revenue (seniors and Veterans). The lots are located at:

Leddy Park Lot  
Oakledge Park Lot  
North Beach Lot  
Perkins Pier Lot  
Pease Lot  
Coast Guard Lot

The City Charter authorizes the creation and management of city parks in City Charter: Title 3-48 Enumerated – Section (36):

**“(36) To establish, manage, and control public cemeteries, parks, commons, or any other public place in said City, and to regulate the use of the same by the public, except as herein otherwise provided.”**

And then further defines park property in Title 3-215 Definition of “park property” as:

**“The term "park property" includes all parks, squares, and areas of land within the management of said Board; and all buildings, improvements, walks, drives, trees, plants, flowers, and other things thereon, and enclosures of**

the same; and all shade trees, shrubs, or plants on streets or thoroughfares; resting places, public grounds, or the like; and all birds, animals, or curiosities, or objects of interest or instruction; all tools or implements placed in or on any such enclosure.”

Based on this reading of the charter and the regulation promulgated in City Ordinance related to rates at these lots (Appendix D-4) there do not appear to be any limitations on the use of the funds generated from these parking operations.

### **Residential Permit Program**

The residential permit program generates revenues that partially support its operation. There does not appear to be any Ordinance or Charter language that would limit the use of these funds. The limitations of the meter system are predicated on revenues being generated by “on-street parking equipment” (ie. meters). Thus the on-street revenues generated by the Resident Permit program do not fall under those restrictions.

***(3) a list of legally acceptable uses of those funds for measure that would reduce vehicle miles travelled, including but not limited to whether or not those fund could be paid to Green Mountain Transit to eliminate fares on one or more routes, and***

DPW Parking Operations funds are restricted based on the Charter as excerpted above. The budgets for the 264 Fund and 265 Fund are specifically built around satisfying these limitations. To the extent that eliminating GMT fares can be defined as a “**parking demand management facilities, planning, or services**” this could be allowable with funding from 264 Fund: Traffic. Elimination of fares would not be a permissible expense in the 265 Fund: Traffic – Parking Facilities.

There does not appear to be a limitation on the use of funds from the Parks and Residential Permit funds.

***(4) a list of revenue raising ideas and, if possible, projected revenues to be realized from each idea, including but not limited to the expansion of areas in which meter are placed, raising the residential parking permit fees, and the expansion of hour for which parking is charged through the metered parking system.***

I am going to respectfully defer creating a list of ideas until the responses to requests 1-3 can be fully digested. Also, although DPW clearly generates the greatest revenues from parking, there are significant operational costs, deferred capital expenses and Charter constraints on revenue that make leveraging those funds challenging if not impossible, at this time. However, this is not to say that changes can’t be made that would allow for more flexible, intentional and targeted use of parking revenues. We welcome a discussion of possible paths forward.



# 2020 Lane Reconfiguration

Pearl Street to Maple Street



# Corridor Vision

- **Safe, inviting, and convenient travel** for all ages, all abilities, and all modes
- Walking and bicycling will be viable, enjoyable, and **encourage alternatives to personal vehicle use.**
- Businesses will flourish with an **activated streetscape and convenient access**
- **Mobility and parking needs will be balanced**
- **Street can adapt to changes** to the transportation system and land use



# Why Winooski Ave?

Primary north-south transportation corridor through the heart of downtown Burlington

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Lacks consistent and intuitive multimodal facilities

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Experiences 16% of bicycle and 17% of pedestrian crashes in the City

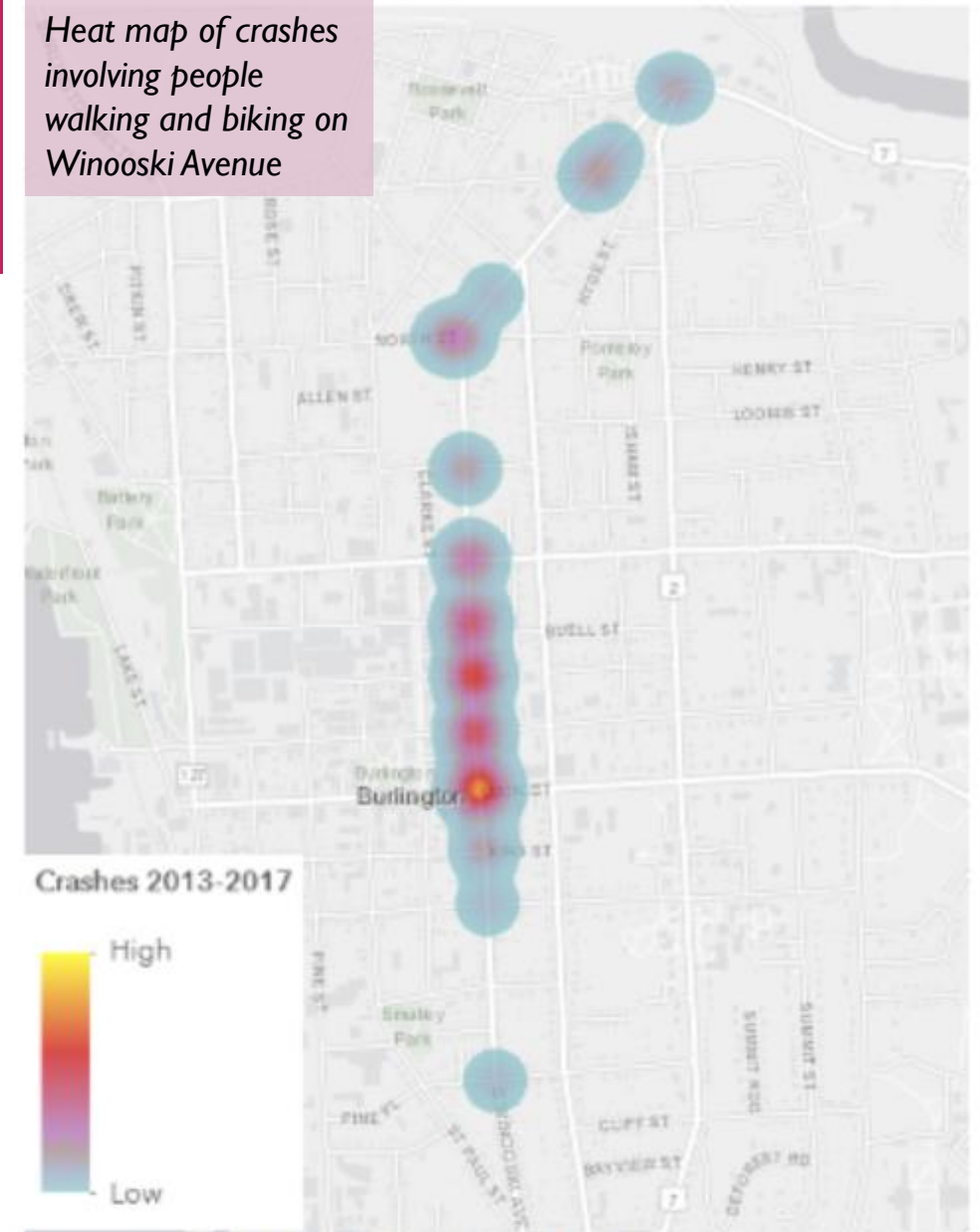
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6 High Crash Locations (VTrans)

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City Council directive on March 9, 2020

Heat map of crashes involving people walking and biking on Winooski Avenue



Source: VTrans Public Crash Data Query Tool

Note: "High" and "low" numbers of crashes are relative to the highest and lowest numbers along Winooski Avenue, not any other point of reference

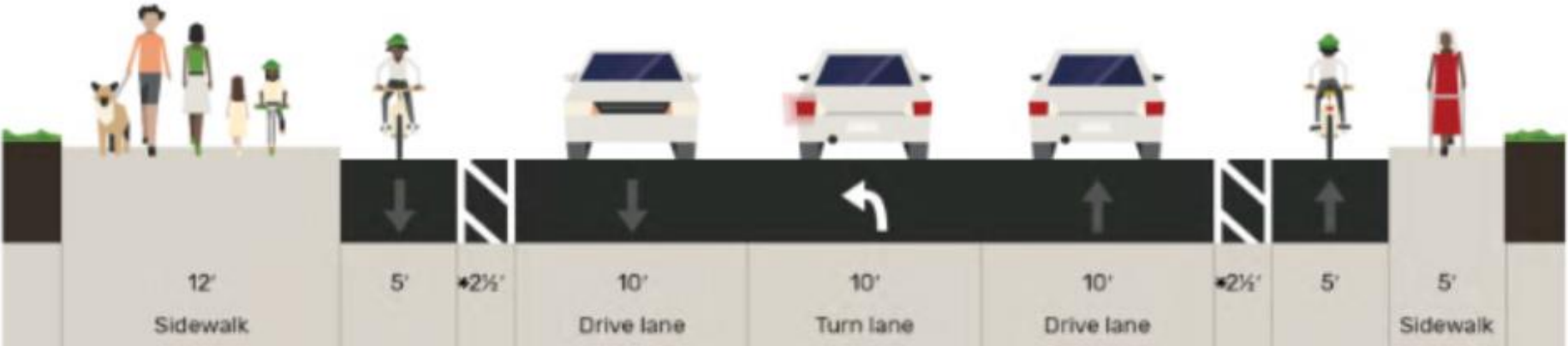
# City Council Direction: 2020 Completion

- **New pavement markings** from Pearl Street to Main Street
- **Continuous bike lanes** in both directions south of Main Street
- Considerations for **physical protections** for people walking and biking
- Improvements for high-priority **transit stops and pedestrian crossings**

Pearl St to College St



College St to Main St



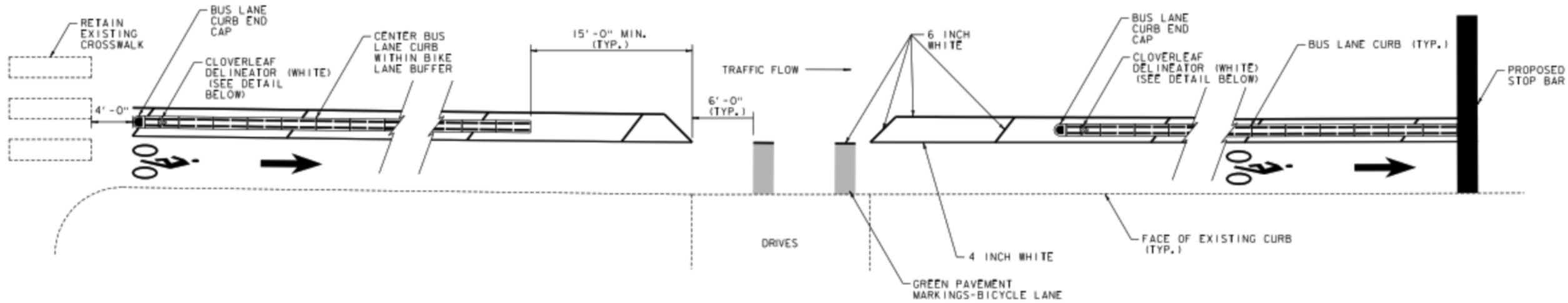
Main St to King St



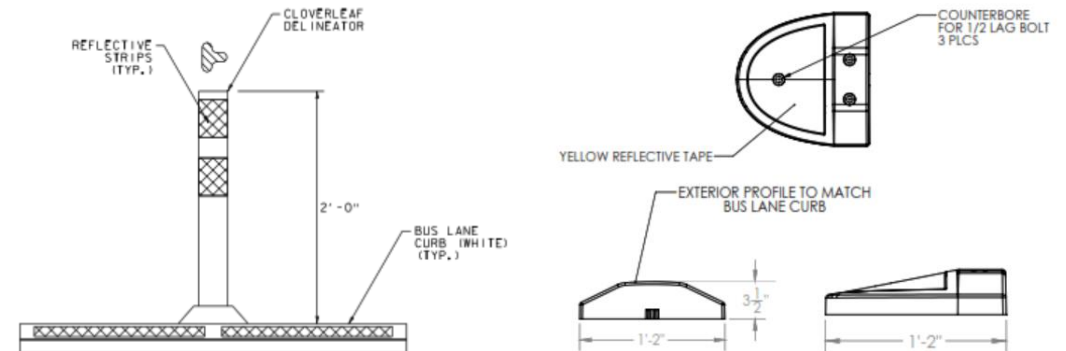
King St to Maple St



# Potential Protective Elements



**Main St to College St**  
Protected bike lanes  
Right turn traffic calming  
Curb extension into Main St (NE corner)



# Potential Protective Elements

## Cherry Street Left Turn Traffic Calming

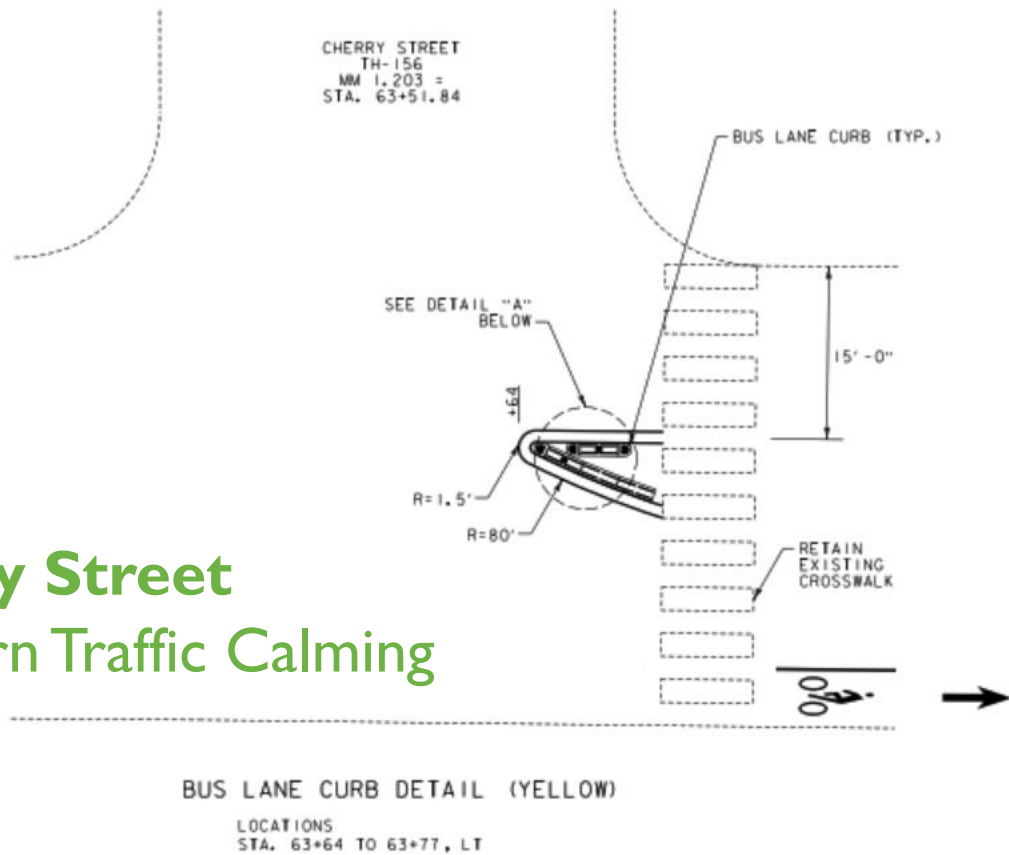


Photo Credit: Charlotte NC

## Bank St to Pearl St Planter medians (2)

✓ Fire Department review

# Schedule & Contact Info

## Progress Updates

- 8/25/20 – Transportation, Energy, Utilities Committee
- 8/26/20 – Ward 4/7 Neighborhood Planning Assembly
- 9/16/20 – Church St Marketplace Commission

## Decision-making

- 9/16/20 – Public Works Commission

## October 2020 Installation



### Project Manager:

Nicole Losch | [nlosch@burlingtonvt.gov](mailto:nlosch@burlingtonvt.gov) | 802-391-6809

<https://www.burlingtonvt.gov/dpw> (*plans & project website coming in September*)



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**Transportation, Energy and Utilities Committee of the City Council**

**Draft Minutes – Tuesday, August 25, 2020 5:30 PM**

1. **Meeting Called to Order at 5:33 PM**
2. **Minutes of 7/25/2020.** On motion of Councilor Paulino, the minutes were approved as written. Second by Councilor Stromberg.
3. **Councilors' Update**
  - Councilor Stromberg: Has started process for getting street signs in Ward 8.
  - Councilor Paulino: Thanks to DPW for New North End sidewalks. Has seen a decline in negativity for cones on North Avenue. .
  - Councilor Hanson: Starting the conversation of how we can move the process of bike infrastructure along faster. Must find a better way where it does not take as long.
4. **Public Forum.**
  - No public questions nor comments.
5. **Parking Revenues and Funding Alternative Transportation**
  - Jeff Padgett (DPW) presented a response to the request made in City Council Resolution 5.03. – January 6, 2020
  - Memo summarizing presentation was entered into the record.
  - (1) Revenues of on-street parking, residential permit parking not dedicated nor restricted by law:
    - Non-Restricted revenues for 2019 total \$1.53M.
    - Somewhat Restricted revenues for 2019 total \$ 2.3M.
    - Very Restricted revenues for 2019 total \$ 3M.
  - (2) Current Uses of Funds:
    - DPW Parking: City Charter limits use of funds
      - Fund 264 (right of way and traffic signals): Funds can be used for 'controlling and regulating traffic'
      - Fund 265 (parking facilities): Funds can only be used for garages and lots
    - Parks, Recreation and Waterfront Lots - No limitations on the use of these funds
    - Residential Permit Program - No restrictions but fully utilized in the General Fund budget
  - (3) List of legally acceptable uses of funds for measures that would reduce vehicle miles traveled
    - Revenue from Parks and Recreation lots and Residential Parking Permits are unrestricted but are currently being fully utilized in General Fund budget.
  - (4) A list of revenue raising ideas, with projected revenues from each idea
    - Assistant Director Padgett stated that he wanted the TEUC members to review the background materials first and ask specifically what revenue raising options the TEUC wanted staff to analyze.
  - Councilor Discussion
  - Councilor Stromberg – Are you suggesting using the residential permit program to pay for alternative transportation? Staff responded that we're not suggesting anything at this time, but providing background information. Presentation is to lay the groundwork for future policy discussion.
  - Councilor Paulino – Presentation was helpful. Wants a road map of funds and how they may be used.
  - Councilor Hanson – Wants follow up on data showing the expenditure side including managing the program. Interested in conversation about adjusting meter rates and ways to expand flexibility of parking revenue.
  - Additional Discussion

- Jeff Padgett – With guidance from today, staff can bring back additional information to the October TEUC. DPW is working with BPD with the Parking Enforcement transition and with Parks on the management of Parks' lots. The goal is to provide a customer-friendly, efficient and integrated municipal parking system.
- Public Comment: Gene Bergman: How does this mesh with other projects that you are working on? How do you "Bend the Arc" for positive opportunity?

#### **6. South Winooski 2020 Lane Reconfiguration**

- Senior Transportation Planner Nicole Losch (DPW) summarized the presentation in the meeting packet
- Corridor Vision: Safe, inviting, convenient travel for all, encourage alternatives to personal vehicles, activated streetscapes, balanced parking and mobility needs, streets that can adapt to changes.
- Why Winooski Avenue? It is a primary north-south transportation corridor but lacks multimodal facilities. It has a high number of accidents and injuries.
- City Council Direction: Implement the downtown segment in 2020 including:
  - Pavement markings Pearl to Main,
  - Bike lanes in both directions on Main
  - Consideration for physical protection
  - Improvements for intersections and pedestrian crossings
- Councilor Discussion
  - Councilor Stromberg – Great presentation. Could buffer areas be added to the plan for Pearl to College? Staff responded that it was possible at this time due to budget and time restraints as curb would need to be moved. Have you talked with Wards 1 and 8? No, but can attend if desired.
  - Councilor Paulino – Voted against this project and would vote against again but sees the good in it. East on Main could use traffic calming. Need to make sure we accommodate emergency equipment.
  - Councilor Hanson – Excited for project to move forward.
  - Public comment: Gene Bergman: Concern for plowing with protective elements. Study around City Market important. Asked if other Wards had been involved in the plan. No, staff is conducting public outreach for the project overall and can attend NPAs as requested.

#### **7. Consolidated Collection**

- Lee Perry, DPW presented recommendation that was outlined in the memo. Based on the TEUC request to study a municipally-operated model, staff is proposing an in-house study on a municipally run collection system for food scraps, trash and recycling. DPW staff requests up to six months to do the work and proposes a small contract amendment with GBB to provide context on such a model.
- Public Comment: Gene Bergman: Does not believe the hired consultant should make any recommendations. Staff believes this is not a core function. We do not know the right path without more evaluation. Confidence in the public option.
- Councilor Discussion
  - Councilor Paulino – One positive component is the keeping number of trucks down on neighborhood streets. Wants to think big, and turn around and think small. Maybe convert to one neighborhood at a time. Wants DPW to conduct a financial analysis of the municipally-run option. Open to exploring for the best option.
  - Councilor Stromberg – Concerned with implementation of the new organics law as she receives many questions. Composting needs to be a priority along with recycling and trash. Does not want extra cost to be a negative outcome to being green.
  - Councilor Hanson – Wants to see analysis and data before making decisions.
  - Councilor Paulino moved to support staff proceeding with conducting an analysis of a municipally-run consolidated collection program (described as Option 2 in the memo). Councilor Stromberg to Second this. All were in favor.

#### **8. Director's Update**

- Director Chapin Spencer provided two updates:
  - CSWD Burlington Drop Off Center (BDOC) – CSWD seeks to reopen the BDOC but only for food scraps because of COVID. Looking for guidance from Councilors.
    - ♦ Councilor Paulino – Significant concern and will go to Council with this.
    - ♦ Councilor Hanson – People rely on it and we should bring this to the Council.
  - Revisions to Traffic Calming Program – Updated the TEUC on the status of the proposed revisions to the Traffic Calming program and requested time at next meeting. Councilors were in support.

#### **9. Next TEUC Meeting**

- September 22, 2020 at 5:30PM

#### **10. Adjourn**

- On Motion by Councilor Paulino (seconded by Councilors Hanson), meeting adjourned at 7:23 PM.