



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

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Transportation, Energy and Utilities Committee of the City Council

Wednesday, August 13th, 2014 at 4:45 PM

Burlington Police Department – Community Room

1 North Avenue – Burlington, VT

–AGENDA–

1. Agenda
 - a. DISCUSSION
 - b. ACTION
2. Public Forum
3. Minutes of 5/28/2014
 - a. DISCUSSION
 - b. ACTION
4. Garage Assessment – Pat Buteau, DPW
5. Consolidated Collection – Tom Moreau, CSWD
6. North Avenue Corridor Study Update – Nicole Losch, DPW
(This agenda item will be informational only. The formal presentation of the study will be on the September TEUC meeting, scheduled for September 10)
7. Councilors’ Updates
8. Adjourn



CONSIDERATION OF CONSOLIDATED COLLECTION OF RESIDENTIAL TRASH AND RECYCLABLES IN CHITTENDEN COUNTY

INFORMATION SHEET – June 2014

The CSWD Board of Commissioners is evaluating consolidation of trash and recycling collection in Chittenden County. Consolidated collection means that a municipality (CSWD or an individual city, village, or town) contracts with one or more haulers to provide curbside collection service for specific routes or districts within that municipality, rather than have multiple haulers running routes in each neighborhood. The main reasons the Board of Commissioners is investigating consolidated collection are that it could lead to:

- 1) A reduction in costs to residents and businesses.
- 2) A reduction in the environmental and infrastructure impacts of excessive truck traffic.
- 3) An increase in the level of recycling by using consolidated collection as an effective mechanism to implement District-wide unit-based rates (customers are charged more accurately by how much they throw away as trash).
- 4) An increase in diversion by using consolidated collection as an effective mechanism to add collection of organics (food scraps, food-soiled paper, yard debris, etc.).

BACKGROUND

Chittenden County is home to an estimated 63,000 households and 6,200 employers. The current trash and recycling collection system operates as a non-exclusive franchise for both residential and commercial waste. This means that haulers are licensed by CSWD and compete for both residential and commercial customers in most municipalities. The City of Burlington provides collection of recyclables for its residents, but not trash. The Town of Westford contracts with one hauler for collection of residential trash and recyclables.

Ten private haulers provide subscription residential refuse and recycling collection in Chittenden County:

Company	Est. in County
Barnier Waste	1958-1997, 2002
Casella Waste Services	1990
Clean Green Sanitation	1999
Duffy's Waste & Recycling	mid-late 1990s
Gauthier Trucking	1950
Jerome Trucking	~1988
Myers Container Service	1999
Nolin's Trucking	1958
Tourville Trucking	1976
Trashaway & Recycling Service	2001

Three hauling companies and CSWD Drop-Off Centers collect 91% of municipal solid waste disposed by Chittenden County generators..

Largely due to its economic and environmental efficiencies, consolidated collection is the most common form of residential service in the country. A 2005 presentation by the Beverage Packaging Environmental Council at a National Recycling Coalition conference provided estimates on household recycling and trash systems in states without bottle bills. The breakdown is as follows:

Type of Recycling Program	%
Drop-off only	18%
Subscription (hire own hauler)	11%
Franchise/municipal*	63%
No recycling program	5%
Don't know	3%

*Collection provided by the municipality or by one or more haulers under contract with the municipality.

The 2008 American Beverage Association Community Survey, prepared by R.W. Beck found that 74% of households have access to curbside recycling service. Of these, 85% are served by the municipality or private haulers under contract with the municipality, and 15% are served by private subscription programs.

The following Vermont communities have organized curbside collection: Burlington (recycling only), Westford, Fairfax, St. Albans City, Bristol (recycling only), Bloomfield, Brattleboro, Brunswick, Burke (trash only), Goshen (trash only), Guildhall, Hartford (recycling only), Lyndon, Maidstone, Middlebury (recycling only), Proctor, Vernon (trash only), Westminster (trash only), and Westmore.

STUDIES ON COSTS

CSWD contracted DSM Environmental Services, Inc. (DSM) to evaluate the potential economic and environmental impacts associated with the consolidation of municipal solid waste and recycling collection systems in Chittenden County. The costs of the current system were compared to three potential consolidated collection systems. DSM estimated that contracts for weekly collection of all residential trash and recycling would result in \$4.4 million in savings in overall collection costs over the current system cost of \$18.5 million. Estimated savings from contracts for bi-weekly collection of residential waste and recyclables are \$5.9 million. Consolidating commercial collection would add \$1.6 million to the savings. Estimated savings do not include those related to reduced emissions, noise, and road maintenance.

On average, businesses would see an estimated 20 percent decrease in their waste management costs, and households, a drop of 24 percent if weekly pickup is provided and 32 percent if bi-weekly service is provided. The calculation of estimated environmental impacts shows that route consolidation and the accompanying increase in the quantities of recyclables collected will result in reduced air and greenhouse gas emissions.

The results of the study were provided to the governing boards of the District's 18 municipal members. Presentations were requested by and made to 11 of those boards.

The study assumed that all households would be included in the new system (i.e., all multi-unit residential buildings no matter the size). Large multi-unit residential buildings are usually serviced on haulers' commercial routes. Staff are currently recommending that only households in structures with less than five units be included in a consolidated collection system if one is implemented. Updated cost savings are in the works.

The results of an analysis of curbside collection of residential organics in Chittenden County completed by Skumatz Economic Research Associates (SERA) are in line with DSM's findings. SERA's study shows that the savings from implementing a consolidated collection system could cover all or most of the costs of adding residential organics collection, depending on the system chosen.

PUBLIC OPINION ON CONSOLIDATION

About half of the respondents to the 2013 Household Solid Waste Survey expressed support for a consolidated collection system in Chittenden County and about one-third did not. In addition, a number of neighborhood groups in the County have contracted on their own with one hauler in order to get a better price and reduce truck traffic in their neighborhoods.

PUBLIC CONCERNS

Haulers, CSWD Board members, staff, and others have expressed these concerns about implementing a consolidated collection system:

- a) Customers will no longer have a choice of who provides their service.
- b) Smaller haulers may not be able to compete with larger haulers for collection districts and could lose their businesses.
- c) Some haulers believe they will lose customers to Drop-Off Centers.
- d) Haulers who do not service commercial customers will lose their ability to grow for the term of the contract beyond the population growth, which will vary by collection district.
- e) The government should not interfere with the operations of private enterprise.

QUESTIONS

To get a better picture of what implementation of a consolidated collection system would look like in Chittenden County, staff developed recommendations on a number of questions. The questions came from haulers, CSWD Board members, municipal governing boards, and CSWD staff members. The recommendations were reviewed by the Study Committee and the CSWD Board of Commissioners. The list of questions and staff recommendations may be found at the end of this document.

PUBLIC INPUT

A Consolidated Collection Study Committee, consisting of CSWD Board members, licensed haulers, and CSWD staff, was formed to provide guidance and feedback during the investigation. Input from residents and the governing boards of the towns and cities in Chittenden County has also been sought.

CSWD is currently seeking additional input from municipalities and residents. A Citizen Advisory Committee is being formed, a public meeting will be held, municipalities will be surveyed, and comments from the public will be solicited.

At the January 2013 CSWD Board of Commissioners meeting, the Board established that member municipalities will be provided the opportunity to vote at the governing board level on whether or not to participate in a consolidated collection system.

GOING FORWARD

On May 28, 2014, the CSWD Board of Commissioners decided that consolidated collection merits further consideration. The next steps are as follows:

- 1) Additional municipal and public input sought.
- 2) Board decides whether to continue.
- 3) Draft RFP developed.
- 4) Municipal governing boards decide whether to participate.
- 5) Board decides whether to issue RFP.
- 6) RFP issued.
- 7) Board decides whether to implement system and provide official notice to haulers (minimum of three years).

QUESTIONS & RECOMMENDATIONS (see Questions section above for explanation)

1. *Should commercial routes be consolidated or just residential ones?*

Only residential routes should be consolidated at this time. Commercial routes (with greater volume per pickup) are more efficient than residential routes, and, therefore, savings would be less. Unlike residential service, the types of collection containers used and, consequently, the type of trucks used to service them, varies (carts, dumpsters, and roll-off boxes of various capacities). This makes designing a consolidated system more complicated. Experience with a residential system would be helpful before considering a commercial one.

2. *What is the definition of residential customer?*

Residential customer should be defined as a household in a dwelling with less than 5 units. In the case of condominiums, townhouses, and mobile home parks with 1-4 unit structures, a household would be considered residential only if it set out individual solid waste containers. Therefore, in this scenario, larger multi-unit structures would not be covered under the consolidation program as currently visualized.

3. *Should the level of service be the same throughout the County?*

A base level of service should be required in all collection districts, although the rates could be different based on differences in cost. Backdoor service must be offered, but may be offered for an additional fee. Haulers could offer additional services (e.g., bulky waste pickup) for additional fees.

4. *Should residential trash and recycling collection be every week or every other week?*
Collection should be weekly for now (although haulers could offer less frequent collection at a reduced price). Every-other-week collection should be revisited for the second contract period.
5. *Which unit-based rate system should be used?*
ANR has issued draft ACT 148 guidelines. Staff has provided comments. Due to the way the statute is written, ANR cannot be very proscriptive in its guidelines, which provides CSWD flexibility in drafting an amendment to its Solid Waste Management Ordinance. The draft amendment on unit-based rates will be included for review by the Board (first by subcommittee) with other draft amendments staff is recommending. Input from haulers will be obtained. Staff also discussed, but did not come to a conclusion on, how fees for organics collection would fit into a unit-based rate system.
6. *How do we maintain participation by all haulers?*
Participation by all current haulers cannot be guaranteed. An open bidding process must occur or CSWD would violate the Commerce Clause of the U.S. Constitution. However, if a public benefit is established, CSWD or a municipality could employ certain restrictions or mechanisms in a bidding process:
 - a) The number of collection districts or percentage of customers that one hauler can win in a bidding process can be restricted through the establishment of goals and guidelines.
 - b) Bidding on certain collection districts can be restricted to small haulers (e.g., those serving less than a certain number of customers) through the establishment of goals and guidelines.
 - c) Bidders can be encouraged to utilize other haulers, and small haulers can be encouraged to bid cooperatively.
 - d) The type of disposal permitted for the trash portion collected can be limited (e.g., to landfill only, no incineration).
 - e) Knowledge of local area or familiarity with collection routes in Chittenden County can be included as one of the selection criteria.

CSWD's consultant provided information on strategies employed by other communities to maintain competition. These will be considered if an RFP is developed.

7. *How much notice should be provided to haulers prior to an implementation date?*
A minimum notice of three years should be provided.
8. *What should be the length of the contracts?*
The length of contracts should be seven years to allow for amortization of equipment purchased.
9. *Should CSWD designate disposal facilities or obtain a disposal contract prior to bidding to provide a level playing field?*
Unless and until CSWD constructs a landfill or the Public Service Board regulates prices, staff recommends that a disposal contract for interested haulers be obtained prior to bidding.

10. *Will the haulers or CSWD manage the billing for customers?*

Haulers' recommendation: Haulers on the Committee prefer that CSWD do the billing and collection because it would reduce their costs, and CSWD could attach property for non-payment.

Consultant's recommendation: Haulers in the CSWD area have billing systems and are currently billing their customers. It would be ideal for them to continue to provide this service eliminating the need for CSWD to get into the billing business, for CSWD to coordinate day-to-day revision with the haulers regarding changes in customers' service levels, stopping service to accounts, starting new accounts, and financial management associated with paying revenues out to the haulers.

Counsel comments: Whoever does the billing may seek a judgment in court for non-payment, record the judgment, and attach property.

Staff recommendation: Haulers control the billing unless a municipality (such as Westford) chooses to pay the base service cost from its general fund.

11. *Would the hauler be able to sell or assign their contract?*

Yes, with prior approval from CSWD, if the buyer or assignee meets all contract terms and any participation limits are not exceeded. Criteria for CSWD approval would be spelled out in the contract (e.g., entity has obtained and is in compliance with all required local, state, and federal permits; entity has a satisfactory service record; entity has the equipment and capital required to fulfill the terms of the contract).

12. *How would Burlington's and Westford's collection programs fit into a new system?*

According to ANR, under a unit-based rate system, Westford (or any other municipality that opts for a similar system) could cover the base trash and recycling (and organics down the road) costs from its general fund. Service for additional trash units would need to be paid for by the customer, which could be done through a variety of mechanisms.

Act 148 requires that recycling fees be imbedded in trash fees. There is a question whether Burlington's Solid Waste Generation Tax, which provides funding for the residential recycling costs for the City, meets this requirement. Haulers include this tax as a line item on the bills of their residential trash customers in Burlington. Thus the billing mechanism may need to change. Burlington has been notified of this potential issue. Burlington's recycling program is already consolidated so it can't be more efficient. Under full consolidation, Burlington could decide to maintain their recycling program as is and bid out trash collection only, bid out both services, or add residential trash collection to the services the city provides.

13. *What is the cost of providing residential organics collection and can the savings from route consolidation cover it?*

The analysis of curbside collection of residential organics in Chittenden County completed by Skumatz Economic Research Associates (SERA) shows that the savings from implementing a consolidated collection system could cover all or most of the costs of providing residential organics collection, depending on the system selected. The SERA study also shows that without route consolidation, it will likely be expensive to residents for haulers to provide curbside collection service for organics as required by Act 148.

14. *With solid waste management fees diminishing as more materials are diverted from disposal, how will CSWD's administrative, regulatory, hazardous and special waste management, re-search, and education costs be covered?*

Staff discussed the pros and cons of a number of potential funding mechanisms. These are summarized below. Mechanisms were evaluated based on ease of implementation and how well they recovered costs from both businesses and residents based on waste generation. Staff believes assessing a percentage of haulers's gross receipts from providing collection services is the least problematic and the most effective at charging both residents and businesses for CSWD costs based on their waste generation under unit-based pricing. Further consideration by the Board is required, and the final decision on financing will be made through CSWD's strategic planning process, which will include input from stakeholders.

A. Franchise or contract fee

- 1) *Percentage of a hauler's gross receipts from providing collection service in Chittenden County combined with a tax on self-haulers' trash*

Pros: Would cover both residential and commercial entities based generally on waste generation under a unit-based pricing system.

Cons: Will experience some variation year to year. Calculating an amount to cover self-haulers (residential and commercial users of Drop-Off Centers and transfer stations) and assessing disposal facilities for self-haulers would be more difficult than by using a fixed amount per household. Used elsewhere but uncommon in Vermont.

- 2) *Fixed amount per household per year paid by haulers and Drop-Off Centers (could be included in Drop-Off Centers's trash fee based on the estimated number of households served annually).*

Pros: Through curbside or drop-off, all households would be charged.

Cons: Households would bear the full costs. Not based on waste generated. Charging haulers a set amount for each business served would be more disparate in relation to waste generated.

- 3) *Fixed annual amount paid by haulers*

Pros: Easy to implement with one or two haulers, which is not the system planned.

Cons: With several haulers, to calculate the amounts fairly, the number of customers, the amount gross receipts, and/or share of tonnage, etc. would be needed to devise a formula. Self-haulers would also need to be assessed in some fashion.

B. Assessment based on population (and commercial activity?) on municipal property tax

Pros: System already established. Commercial properties are included.

Cons: Would not recover costs based on waste generation. May not be supported by municipal members.

C. Franchise or contract fee combined with solid waste management fee

Pros: Costs for households and businesses would be recovered. Potentially a system to use during transition to a franchise fee if that system is chosen.

Cons: Households would be taxed through both mechanisms. Haulers often have mixed residential and commercial loads, so it would be difficult to only assess commercial trash at transfer stations.

D. County-wide property tax

Pros: All residential and commercial property owners are included.

Cons: No system currently exists. Does CSWD have the legal authority to establish? CSWD would bear costs to establish (unless other county/regional organizations were included). Much more costly to administer than other systems because of the number of customers. May not have widespread support. Would not recover costs based on waste generation.

E. County-wide sales tax

Pros: System already established. What is purchased ends up in the waste stream at some point (e.g., as trash, a recyclable, a compostable), so a "consumption tax" might relate well to waste generation.

Cons: Economic impact unknown. Packaging from food and clothing would not be taxed.

15. *Should CSWD stop offering collection of trash, recyclables, food scraps, and yard trimmings at Drop-Off Centers if consolidated collection is implemented?*

Approximately 25% of CSWD residents and some small businesses use CSWD Drop-Off Centers to manage their regular trash and recycling. There are a number of issues associated with continuing or discontinuing this option. For example, when bidding on collection districts, some believe haulers will have difficulty estimating what portion of households would choose self-hauling over curbside service in a particular district and how that portion may change over time. Requiring all households to participate in curbside service could provide additional savings per curbside household but would likely increase the cost for most self-haulers. Self-hauling has been an option that has been available since the beginning of town dumps and is appreciated by many for its social value as well. A quarter of the population may resent the loss of this option.

A number of municipalities and counties that contract for residential trash and recycling service allow households to opt out of curbside service and self-haul their materials to transfer stations. The consensus of the haulers and communities interviewed by staff is that the percentage of curbside customers vs. self-haulers remains steady over time. Curbside customers do not want to self-haul and vice versa. Good estimates of the number of curbside customers can be developed for each collection district in a consolidated system and included in an RFP. Staff recommend that self-hauling regular trash and recycling remain an option in a consolidated collection system.

16. *What avenues should be used to engage the general public in providing input on consolidated collection and residential organics collection?*

Staff recommends that a citizen advisory and municipal official advisory committees be employed as well as conventional methods (e.g., press release, public meetings, social media). In addition, input will be obtained through the strategic planning process.

17. *What would the rules be for member municipalities to opt in or out of the system?*

Municipalities would decide to opt in or out before RFP is issued for each contract period. If the municipality opts in, the term is for the length of the contract. Municipalities can implement consolidated collection on their own at any time.

Chittenden Solid Waste District

CONSOLIDATED COLLECTION ESTIMATED PROJECT TIMELINE
As of May 2014



#	ACTIVITY	FY 2014		FY 2015				FY 2016				FY 2017				FY 2018	
		WINTER	SPRING	SUMMER	FALL	WINTER	SPRING	SUMMER	FALL	WINTER	SPRING	SUMMER	FALL	WINTER	SPRING	SUMMER	FALL
	Calendar Year	CY 2014	CY 2014	CY 2014	CY 2014	CY 2015	CY 2015	CY 2015	CY 2015	CY 2016	CY 2016	CY 2016	CY 2016	CY 2017	CY 2017	CY 2017	CY 2017
1	Residential organics study completed	6/27/14															
2	Board decided to continue investigation	12/19/13															
3	Information sheet completed for work w/ governing boards	1/6/14															
4	Staff completes recommendations on remaining questions	4/24/14															
5	Consolidated Collection Study Committee reviews staff rec.		5/8/14														
6	State SW plan -- unit-based rates requirements			6/23/14													
7	Recommendations on outstanding issues to Board		5/28/14														
8	Board decision on whether to continue			5/28/14													
9	Additional municipal and public input sought																
10	Board decision on whether to continue																
11	Contractor selected to draft RFP (without districts defined)																
12	RFP developed (includes contract provisions)																
13	Board approves draft RFP																
14	Staff person hired to manage RFP/implementation/contracts																
15	Presentations made to municipal governing boards																
16	Municipal governing boards decide whether to participate																
17	Board decides whether to implement																
18	Disposal contract obtained																
19	Formal notice provided to haulers (minimum 3 years)																
20	Contractor selected to delineate collection districts, manage RFP																
21	Districts delineated, RFP issued, contractors selected																
22	Contracts negotiated																

Board decision points & opportunities for hauler/public direct input to Board	
Projects managed by staff	
Projects managed by or contracted to others	

#16
Jan 2016 provides
Jan 2019 3-year notice
Jan 2020 4-year notice

PREVIOUSLY COMPLETED:

Board prioritized reasons for investigating

Consolidated Collection Study Committee (CCSC) formed

CCSC selects consultant for cost analysis

Cost analysis conducted by DSM

Study results presented to CCSC, Board, & municipal governing boards

List of questions developed

Board approved voluntary program if system implemented; each town votes

Household survey completed

Staff, legal counsel, and consultant completed research on questions



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Transportation, Energy and Utilities Committee

DRAFT MEETING MINUTES:

Tuesday, July 1st - 2014 at 4:45 PM

**DPW – Front Conference Room
645 Pine Street – Burlington, VT**

Members present: Chair, Maxwell Tracy (TEUC)
Tom Ayres (TEUC)

Others present: Emily Boedecker, Local Motion
Guillermo Gomez, DPW
David Hartnett, Burlington City Council
Nicole Losch, DPW
Kurt Wright, Burlington City Council

Chair Tracy called the meeting to order at 4:55 pm.

1. Agenda

Chair Tracy moved to approve the agenda. All in favor.

2. Public Forum

Hartnett: I have been following the North Avenue Corridor Study. I have also had the chance to meet with Chapin Spencer, and he has given me assurance that the process being followed for the Corridor Study is not being rushed, but I do have concerns about the project. My concerns come after the Public Meeting that was held in Saint Mark's. The impression that I got from that meeting is that there are not many people in support of having bike lanes or roundabouts in North Avenue. We have to be very careful about this process. Someone who went to the meeting must have left with the impression that there is no support for the proposals in the study. In the end, I want to do whatever residents want. Residents are not happy with a lower speed limit, bike lanes or roundabouts. I am a bike rider. I ride the bike on the avenue. I am concerned that intent of the project is not necessarily for safety, but for the bikers.

Wright: All I have to say is ditto to what Dave has just said. My gut instinct tells me people don't want such drastic change. There are improvements that can happen but the most controversial changes will definitely stir up a lot of people. People were frustrated in that meeting. We shouldn't move forward with the plan. Unfortunately the way it works, people usually don't weigh in until the plan is in front of everyone.

Ayres: I agree with the fact that there is a substantial amount of people disagreeing. But I want to highlight that none of the options are written in stone. And one question that I have is, why didn't people stay in the meeting and weigh in?

Wright: There was a lot of information to digest in that meeting. People were frustrated. People stayed for 1 hour and 15 minutes. One comment from one known doctor who lives in the neighborhood reflects the typical comments we received that day: his question was why? Why do we need to do this? What is so bad that we have to make such drastic changes? People are OK with the lower speed limit on residential streets, but not on the corridor. It is not unanimous, but my feeling is that people don't want all this. People don't like how long it takes to get from point A to point B. The current bike paths are not perfect, but they work. You can take the bike path to the Waterfront and from there you can get to places downtown. You also have the other bike path, parallel to the belt line.

Ayres: You could make the same argument for the Beltline. People have the option of jumping into the beltline if they want to get to places faster.

Hartnett: The meeting was overwhelming. There are some fixes and safety upgrades needed. About the beltline, a huge percentage of the users of the beltline are from Colchester. There are also places along North Avenue that people need to get to, like Burlington High School and Burlington College.

Wright: The Beltline initially decreased congestion on North Avenue. But we have now added traffic from new buildings.

Hartnett: The Beltline has its own issues (accidents, poor lighting). These issues discourage people from using the beltline.

Wright: During the Public Meeting, some residents came to me and asked why wasn't the crowd directly whether they wanted the changes or not.

Ayres: I want to put Emily in the spotlight. The feeling from the crowd that this was a done deal came in part from a last minute proposal from Local Motion. It steered everyone in a different direction.

Boedecker: I wish I would have been there. The proposal had merit but it increased the confusion. In Local Motion we also hear from our constituents who support the corridor study and want changes. The confusion from this meeting has led into good conversations. I don't

want the voices from the supporters to be lost. I want to acknowledge our missteps, but I also want to acknowledge the supporters. We want the preferred alternative to be the best possible solution.

Ayres: The steering committee will come with the report in front of the TEUC and then to full City Council.

Wright: My bottom line is that I want no plan that has a huge amount of opposition. I am confident that there are more opponents than supporters.

Ayres: I have advocated for pilot testing so we can understand the impact. One problem I see is that the opponents of roundabouts think of the Winooski Rotary. That is not a roundabout or what a roundabout would look like on North Avenue.

Boedecker: I want to echo Tom's words regarding pilot testing.

Tracy: What we are seeing now in terms of transportation trends is a shift from car-centric to multimodal. I have the opportunity to travel a lot for work and I can tell you, we are falling behind compared to other cities. I understand that you have your constituents who support traditional forms of transportation, but there are also broader constituencies in the City.

Wright: I think the vast majority should be making these decisions.

Tracy: Multimodal transportation is controversial. I think that for a long time, Local Motion has been averse to controversy, so I applaud LM's effort in the process. We are currently reaching a turning point. Most of the easy decisions have been made and we have to start making some difficult ones. If we don't make these decisions, change is never going to happen.

Boedecker: What I believe Local Motion should do is bring in the best ideas that we can. Our misstep was that we complicated the process for DPW and the CCRPC.

3. Minutes of 5/28/14

Councilor Ayres moved to approve minutes from 5/28/14. All in favor.

4. Downtown Parking Initiative – Max Tracy, Burlington City Council

Tracy: I can summarize some of the information regarding the Downtown Parking Initiative. There are three on-going studies done by consultants regarding parking:

- Garage Assessment: this study is reviewing the repair needs for all city owned garages. The study is expected reveal the need for a sizeable amount of repairs.
- Resident Parking Study
- Downtown Parking Management Study

We don't want to inhibit any changes during the time that these studies are being completed, so there are some changes that are coming, regardless of the time line of these studies. New parking meters will be installed. These meters will be able to accept credit cards.

Losch: While we discussing parking, are any the councilors in the TEUC available to be part of the steering committee for the Resident Parking Study?

Tracy: I can be the representative.

5. Sidewalk and Pedestrian Inventory – Guillermo Gomez, Nicole Losch, DPW

Gomez: The City completed an inventory of the sidewalk system in 2009, with volunteers and city staff walking the entire system and documenting the deficiencies. The purpose of this plan was to be able to prioritize the sidewalk improvement projects. The methodology that was used for sidewalk planning was attempting to emulate what we currently do for streets. For the paving program, we use software to determine a Pavement Condition Index (PCI), based on data collected in the field on the condition of the roads. This PCI helps us prioritize the streets that we will be repaving each year to improve our overall road system the most with the funds we have available. With the years that we have been using the Sidewalk Strategic Plan, we have discovered some areas in need of improvement. We are now trying to have a more proactive approach to meet Americans with Disabilities Act (ADA) requirements). We recently issued a Request for Proposals for a consultant to redo the pedestrian infrastructure inventory, improve the methodology and identify areas that are not compliant with ADA requirements. We received proposals from four consultants and after evaluating and ranking them, we selected Sally Swanson Architects as the most qualified to do this project. This firm is based in San Francisco, California. They have a team within their company that does this type of project on a regular basis.

Tracy: When do you expect this to happen?

Losch: According to their schedule, they would start work in June and would be finishing up by December. We still have to go to Board of Finance and City Council to award this project. We expect to go to Board of Finance by July 14th if we manage to have the contract reviewed by then. If not, the following Board of Finance Meeting.

Tracy: This is very useful. You have my support for this.

6. North Avenue Corridor Study – Nicole Losch, DPW

Losch: There have been multiple meetings for this project. Our recommendations are evolving based on the feedback we have received. We are currently discussing the implementation.

Ayres: What will we be voting on?

Losch: On the implementation plan.

Ayres: Is there a way to estimate the impact on travel time that the alternatives would have?

Losch: Yes, traffic analysis has been a part of the process.

Boedecker: Will the data be available in September?

Losch: Yes. There are other impacts that we want to emphasize. It's not only about travel time.

Ayres: It's looking like this will go in front of the City Council in September, so Eleni can attend. Maybe we can plan to look at this again for the next TEUC meeting, which should happen in early August.

7. Update on Summer Paving Program – Guillermo Gomez, DPW

Gomez: Pike Industries was the lowest bidder for this year's paving program. This year, most of the work will be on residential streets, with the exception of North Champlain Street. We are also paving Appletree Point Road and Leddy Park Road. Work started earlier this week lowering structures, and paving will start next week. Working will start in the northernmost streets, and finalizing in North Champlain Street. The expected completion date is October 1st. With the departure of Erin Demers, who used to manage the paving program, we have hired Hoyle Tanner & Associates to manage the program. Jon Olin is the interim paving program manager, and he has brought in Al Dipietro as paving inspector. A new engineer has been hired to replace Erin. She will be starting on July 14th. The new engineer is expected to take over the management of the paving program.

Tracy: Could you please send us the street list?

Gomez: I will.

8. Bike-Ped Bonding

There are on-going conversations about adding a question in the ballot, either for November or March about active transportation financing. The details of what type of projects would be covered haven't been decided. There are currently needs for investment in sidewalks, on road and off road bicycle infrastructure, curbs. The options for financing could include a percentage of gross receipts, a bond, a tax, TIF funds, etc.

Tracy: Has there been a decision about adding bike infrastructure to the ballot?

Losch: There are on-road and off-road improvements that constitute bike infrastructure. Some of the on-road improvements are not clear at this point, so there is the open question of whether it is appropriate to include this in the ballot without clarity on what projects will be included.

Tracy: Clarity on this is good, but it can also be challenging. In terms of the ballot, with pensions and the school budget issues, we can't be continuously going to the public for all this. I think bundling all these needs makes sense for the ballot, but not everyone shares this view.

Ayres: I encourage pushing for the November elections for the ballot. In March, there is a general election, not in November.

Boedecker: I want to urge for any creative ideas to encourage creative ways to tie this to the established planning processes.

Ayres: The general public may not have an understanding of the concept of complete streets. There needs to be an effort to educate the public about this concept.

Tracy: Please make sure this committee is involved in these conversations. If this is moved forward, it will have to involve the City Council.

Ayres: There needs to be better communication regarding this.

9. Councilors' Updates

10. Adjourn

Tracy moves to adjourn. All in favor. Meeting adjourned at 6:20 PM.

1 EXECUTIVE SUMMARY

The team of Hoyle, Tanner & Associates, Inc. (Hoyle, Tanner), Freeman, French, Freeman (FFF), and Kirick Engineering has been retained by the City of Burlington to perform detailed conditions assessment with repair recommendations and budgetary considerations at the College Street Parking Garage in Burlington, VT. These recommendations include immediate, short term, mid term, and long term needs as well as long term maintenance. This report summarizes our field observations, engineering opinions, and estimated costs.

The College Street (formerly Burlington Square) parking garage is a precast prestressed concrete structure constructed with a Bay Side By Side layout using three rows of "double-tee" beams for the deck that is approximately 174' long by 252' wide. Reference Appendix B for garage floor layout plans. This 4 level structure plus partial roof was opened in 1985 and now serves as the main parking for the Hilton Hotel guests as well as many downtown businesses including Peoples United Bank and Fletcher Allen Health Care. The garage is centrally located within the downtown district midway between Church Street and the Waterfront. There are three vehicular entrances to the garage; the first floor entrance under the Hilton Hotel from Battery Street, the second floor entrance from College Street, and the fourth floor entrance from the Lakeview Parking Garage.

In preparation of this report the following assumptions were made:

- The garage was inspected within the limits of its footprint (generally 252' x 174'). The skywalk to the hotel, walls and ceiling of the tunnel (on Level 1) below the hotel are not owned by the City and are not included in this report.
- The interior of the elevator shaft was inspected for structural and architectural considerations. The elevator and associated equipment are routinely inspected and maintained under a separate contract.

There are many issues in the College Street parking garage that require repair or replacement. Understanding the level of capital investment required for this garage, this report has attempted to categorize repairs that allows for spending to be budgeted and spread over multiple years. All of the recommendations are important to the long term integrity of this garage, if they can be coordinated and completed sooner we recommend doing so. We have also included recommendations for general housekeeping and preventive maintenance schedules. Deferred capital spending will lead to more costly, more structure-critical repairs.

During our inspection we identified the following issues that should be addressed as soon as possible:

1. Remove loose overhead concrete from spalled areas on double tee beams and inverted tee beams. Particularly prevalent on the underside of Level 2 framing this presents a hazard to pedestrians and vehicles below. (DT-8: this nomenclature is used with the report to key identified issues and is further explained in the Conditions Assessment Section of the report)
2. Repair beam bearing condition on Level 2 framing at Grid B/2. (DT-9)

**Assessment of City Parking Garage Structures
College Street Garage
Burlington, VT**

3. Cover and protect exposed wiring connections (ED-1)
4. Repair surface spalls on stair treads. These present a dangerous tripping hazard. (ST-1)
5. Replace concrete pedestrian ramp on Level 4 by the Northeast stair tower. Accelerated concrete failure and voids present pedestrian hazard. (RA-1)

Almost all of the issues in this garage stem from poor drainage pitch and poor drain placement. Sealants, membranes, and concrete integrity break down faster due to ponding, delcing salts carried by vehicular traffic, and freeze/thaw cycles. Because of this it should be anticipated that garage maintenance will be more frequent and will be more costly than for a standard garage of this size and age.

Though there are many repairs and improvements necessary for this garage, much of the structure is still in serviceable condition. If repairs are completed with the recommended timeframe, future issues are quickly addressed, and a strong maintenance plan is adhered to this structure can be serviceable for another 20 to 30 years.

When considering alternatives at this garage location, recent average construction costs are at approximately \$25,000 per parking space for new parking garage facilities. So to reconstruct a new garage at this location, matching the existing 460 parking spaces would cost approximately \$11,500,000 (including engineering fees and demolitions costs).

1 EXECUTIVE SUMMARY

The team of Hoyle, Tanner & Associates, Inc. (Hoyle, Tanner), Freeman, French, Freeman (FFF), and Kirck Engineering has been retained by the City of Burlington to perform detailed conditions assessment with repair recommendations and budgetary considerations at the Lakeview Parking Garage (including the Westlake Garage public parking level) in Burlington, VT. These recommendations include short term and mid term needs as well as long term maintenance. This report summarizes our field observations, engineering opinions, and estimated costs.

The **Lakeview Parking Garage** is a steel framed structure constructed with a "Modified" Bay Side By Side layout using three rows of prestressed precast "double-tee" concrete beams for the deck that is approximately 172' long by 252' wide. (Reference Appendix B for garage floor layout plans.) The original structure, opened in 1998, consisted of 3 levels and was later expanded to 5 levels in 2006, supporting a combined total of 678 parking spaces. The garage now serves as the main parking for the Hotel Vermont guests as well as many downtown businesses including Macy's department store and Burlington Town Center. The garage is centrally located within the downtown district midway between Church Street and the Waterfront. The main entrance/exit to the garage is from Cherry Street on the second level. A driveway on the first level connects to the fourth level of the College Street garage.

The Lakeview garage is connected to the second level of the **Westlake Garage** via a driveway at the bottom of the western ramp from the first level. Access to the Westlake Garage is also provided from the Courtyard Marriott Hotel entrance on Cherry Street. Constructed in 2005, this public parking level (garage level 2) holds 59 spaces and is mainly used for Hotel staff and guests. The structure consists of elevated cast-in-place concrete slabs supported on concrete columns. The roof of this parking level supports the paved drive entrance for the Hotel as well as a landscaped garden and hotel terrace area.

In preparation of this report the following assumptions were made:

- The Lakeview garage was inspected within the limits of its footprint (generally 252' x 172'). The skywalk to the Macy's department store is not owned by the City and is not included in this report however it was noted that work is needed in this location.
- The interior of the elevator shaft was inspected for structural and architectural considerations. The elevator and associated equipment are routinely inspected and maintained under a separate contract.
- Only the public parking level of the Westlake Garage was inspected. The first level of this garage holds private parking and was not accessible during our inspection.

There are various issues in the Lakeview parking garage that require repair or replacement. The repair recommendations within this report prioritize the timeframe for the repairs to be completed as either short term or mid term to assist with preparing a plan and budget. We have also included recommendations for general housekeeping and preventive maintenance schedules.

**Assessment of City Parking Garage Structures
Lakeview Garage
Burlington, VT**

Most of the issues in the Lakeview Garage are a result of typical wear and tear and are repairs that are required as part of routine maintenance. The repairs identified in the Westlake Garage are typically associated with the roof use above.

In general both the Lakeview and Westlake garages are in good condition; most of the repairs and improvements necessary are minor and the structures are currently in serviceable condition. If repairs are completed within the recommended timeframe and a routine maintenance plan is adhered to these structures can be serviceable for another 30 to 40 years.

Though the Westlake Garage is currently in fair condition, and has many years of serviceable life remaining, we recommend the City release ownership of this portion of the structure. With the first level being private ownership, and the Hotel's roof garden and access drive use above, the mixed systems and responsibilities will become increasingly complicated. This garage can easily be separated from the Lakeview Garage, and an entrance can be maintained from the Westlake garage to maintain overflow support. For example the majority of issues noted for this garage in this report are directly related to the Hotel roof garden and paved driveway above. Responsibility and timeframe for the completion of these repairs is not fully in the City's control.

1 EXECUTIVE SUMMARY

The team of Hoyle, Tanner & Associates, Inc. (Hoyle, Tanner), Freeman, French, Freeman (FFF), and Krick Engineering has been retained by the City of Burlington to perform a detailed conditions assessment with repair recommendations and budgetary considerations at the Market Place Parking Garage in Burlington, VT. These recommendations include immediate, short term, mid term, and long term needs as well as long term maintenance. This report summarizes our field observations, engineering opinions, and estimated costs.

The Marketplace Garage is a "modified" double helix comprised of post tensioned cast-in-place concrete slabs and beams supported by cast-in-place concrete columns. Post Tensioning (PT) systems are typically used to reduce the structural depth of the slabs and beams to minimize the overall weight of the garage and to provide a more economical design. Each helix is 114' wide by 141' long, reference Appendix B for garage floor layout plans. This 5 level structure was opened in 1976 and serves as an important public parking facility for the Church Street Marketplace as well as other downtown destinations. There are two vehicular entrances on the first level of the garage; a south entrance from Bank Street and North entrance from Cherry Street. There is one exit from the Garage on the second level that outlets onto South Winooski Avenue. Three detached stair towers provide pedestrian access into and out of the garage. These are indicated on the original garage plans alphanumerically and labeled in the garage based on street access. They are as follows; Stair Tower A (Church Street), Stair Tower B (Cherry Street) and Stair Tower C (Bank Street). Stair Tower A houses two elevators in a single shaft in addition to stairs.

In preparation of this report the following assumptions were made:

- No record drawings are available for this garage. Therefore, the exact layout including size of the post tensioning tendons is unknown. The Design Drawings provided indicated the PT system for the slab was performance specified for the Contractor to design.
- The interior of the elevator shaft was inspected for structural and architectural considerations. The elevator and associated equipment are routinely inspected and maintained under a separate contract.

There are many issues in the Marketplace parking garage that require repair or replacement. Understanding the level of capital investment required for this garage, this report has attempted to categorize repairs that allows for spending to be budgeted and spread over multiple years. All of the recommendations are important to the long term integrity of this garage, if they can be coordinated and completed sooner we recommend doing so. We have also included recommendations for general housekeeping and preventive maintenance schedules. Deferred capital spending will lead to more costly, more structure-critical repairs.

During our inspection we identified the following issues that should be addressed as soon as possible:

1. Remove loose overhead grout patch from the underside of the construction joint at Level 1 D-E Ramp at Beam Line 4 (JS-3: this nomenclature is used with the

**Assessment of City Parking Garage Structures
Marketplace Garage
Burlington, VT**

report to key identified issues and is further explained in the Conditions Assessment Section of the report)

2. Patch concrete spalls with exposed reinforcing steel until more permanent floor surface repairs can be completed (CS-3)
3. Cover electrical junction boxes and patch spall locations until more permanent floor surface repairs can be completed (CS-4)

The most pressing issues at this garage stem from poor quality control during the original construction of the garage. Some structural elements, including the concrete slab and columns were constructed with inadequate concrete cover over reinforcing bars and PT strands which accelerates the rate of reinforcing corrosion and concrete deterioration.

Though there are many repairs and improvements necessary for this garage, much of the structure is still in serviceable condition. If repairs are completed within the recommended timeframe, future issues are quickly addressed, and a strong maintenance plan is adhered to this structure can be serviceable for another 15 to 20 years.

When considering alternatives at this garage location, recent average construction costs are at approximately \$25,000 per parking space for new parking garage facilities. So to reconstruct a new garage at this location, matching the existing 400 parking spaces would cost approximately \$10,000,000 (including engineering fees and demolitions costs).

City of Burlington
 Parking Garage Conditions Assessment
 Budgetary Cost Estimate Summary - DRAFT

Garage	Budgetary Cost Estimates				Annual Maintenance
	IMMEDIATE	Short Term	Mid Term	Long Term	
Marketplace Garage	\$16,000	\$2,736,300	\$1,337,700	\$85,000	\$105,000
College Street Garage	\$79,400	\$3,036,200	\$529,500	\$697,700	\$145,000
Lakeview Garage (Including Westlake)	\$0	\$318,500	\$335,500	\$0	\$155,000
Total Cost Per Phase	\$95,400	\$6,091,000	\$2,202,700	\$782,700	\$405,000

Note: The above information has been provided to assist the City with 2014 Garage Repair Planning. The Garage Reports have not yet been finalized and budgetary numbers may change. Budgetary Estimates are based on our field observations, engineering experience, and anticipated scope of work. Further development of design repairs and fluctuations in construction industry costs could impact overall project costs in either direction.

North Avenue Corridor Study

Transportation, Energy and
Utilities Committee

August 13, 2014



**PARSONS
BRINCKERHOFF**

Corridor Study Process

- **Project Initiation**
- **Existing Conditions + Issues**
- **Vision + Goals**
- **Options + Concepts**
- **Next Steps**

Corridor Study Origin

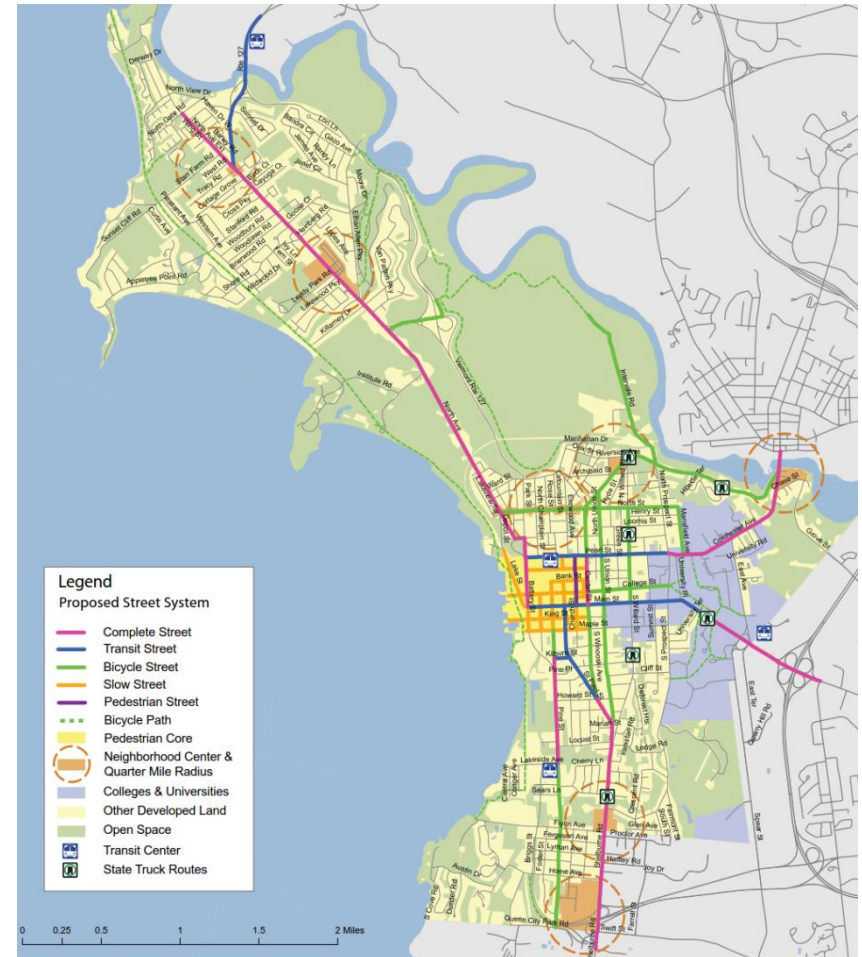
2011 Transportation Plan

“...A shift to a complete streets strategy...

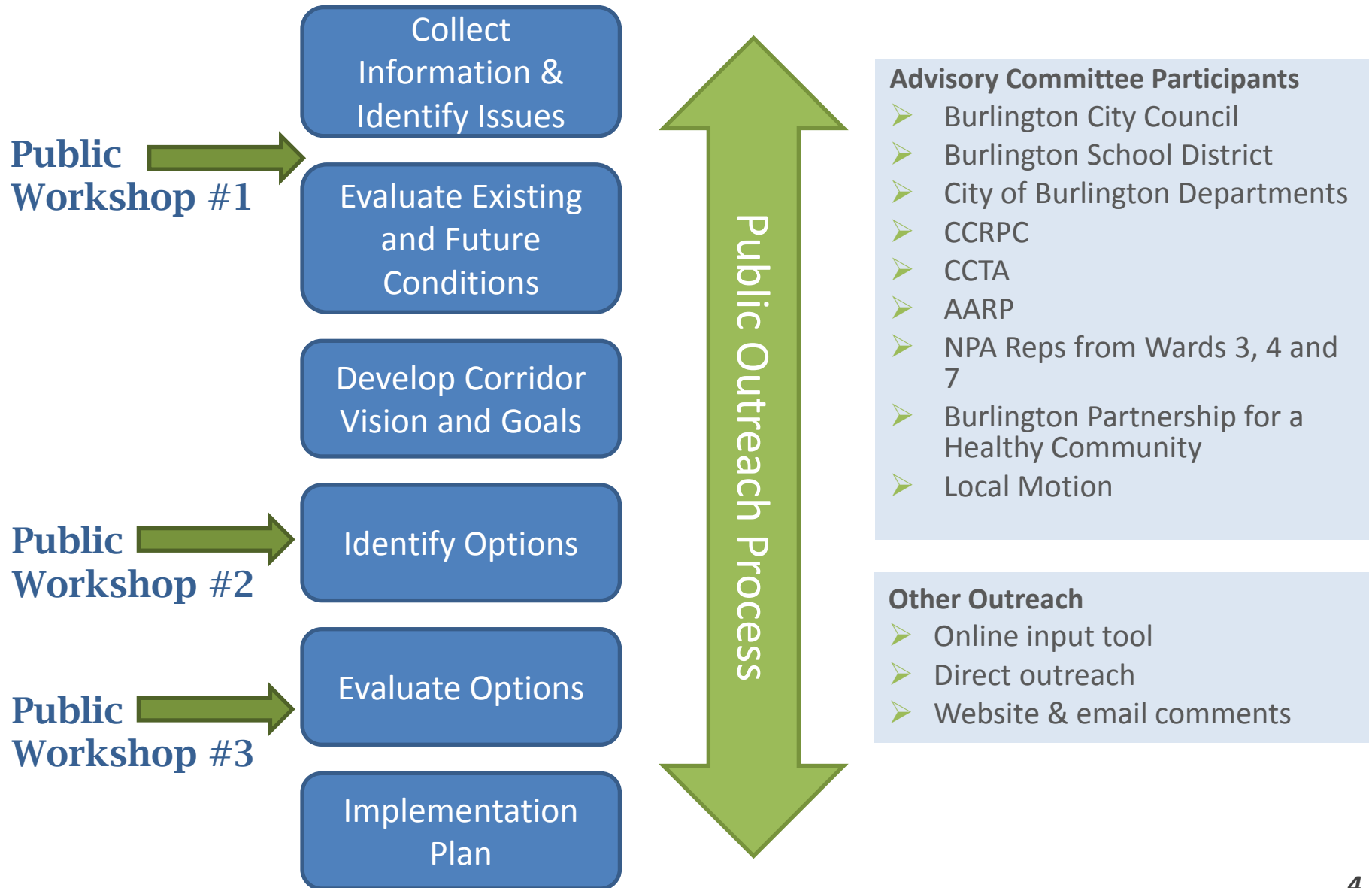
Burlington’s gateway streets must carry all travel modes – cars and trucks, buses, bikes, and pedestrians - because no alternatives exist...

A Complete Street could include: 1) enhanced transit stop; 2) traffic calming by removing a lane of through traffic; 3) short pedestrian crossings; 4) bike lanes; 5) updated utilities and lighting; 6) landscaped median island and turn lane; 7) stormwater planters; and 8) tree belts...

The only essential element of a complete street is accommodating all travel modes safely and efficiently.”



Corridor Study Process



Existing Conditions & Issues

Existing Conditions



**Plattsburg Ave
to Shore Rd**

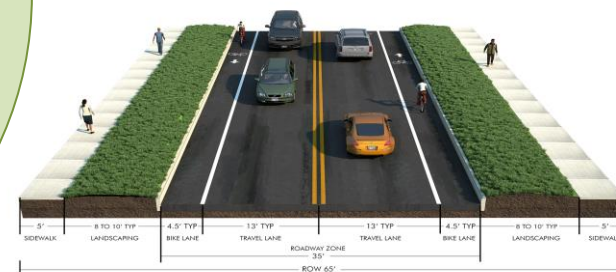


**Washington St
to North St**

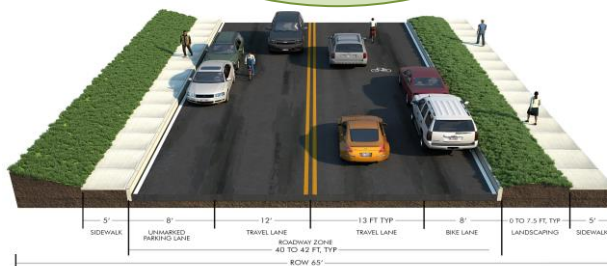


**Shore Rd
to VT 127**

- 66' ROW, but constrained
- Sidewalks throughout, but poor condition and few crossings
- Inconsistent bike facilities, limited connections to paths
- Single family + multi-family + scattered retail + institutions
- Frequent driveways
- CCTA Route 7
- Unclear parking
- Skewed intersections, high-speed right turns



**Institute Rd
to Washington St**



**VT 127
to Institute Rd**

Average Daily Traffic Volumes + Future Growth



High Crash Locations (2006-2010)

Birch Ct to Woodbury Rd

Crashes: 39
PDO: 33 (85%)
Crash Rate: 6.48 per MVM
Actual/Critical Ratio: 1.23
Severity Index: \$21,677

Gosse Ct/Woodlawn Rd to Poirer Pl

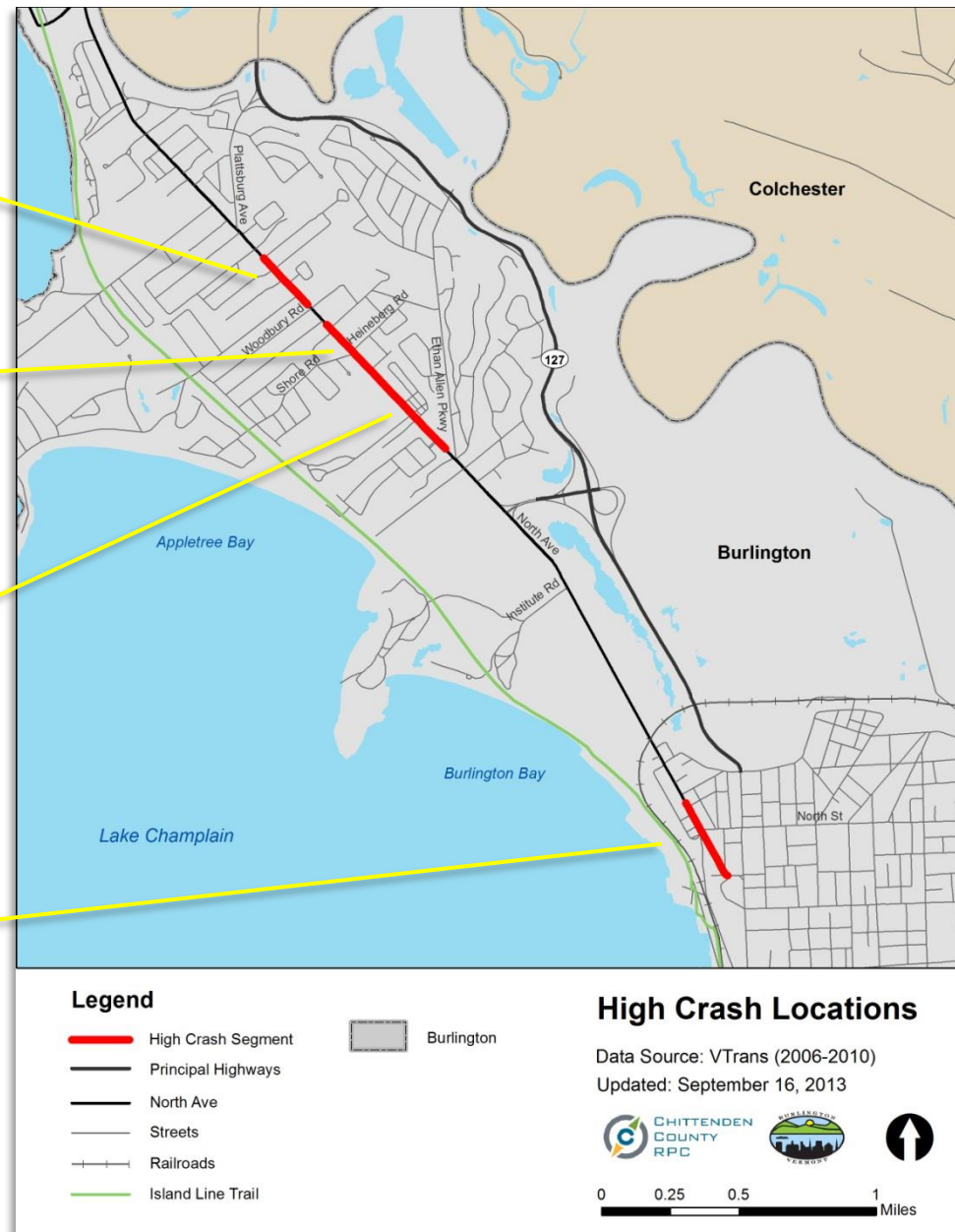
Crashes: 46
PDO: 42 (91%)
Crash Rate: 6.18 per MVM
Actual/Critical Ratio: 1.22
Severity Index: \$13,100

Lakewood Pkwy to Ethan Allen Pkwy

Crashes: 76
PDO: 60 (79%)
Crash Rate: 10.16 per MVM
Actual/Critical Ratio: 2.00
Severity Index: \$41,204

Strong St/Ward St to Sherman St

Crashes: 58
PDO: 4 (93%)
Crash Rate: 9.51 per MVM
Actual/Critical Ratio: 1.81
Severity Index: \$12,107



Vision & Goals

Vision Statement for North Avenue*

North Avenue will continue to serve as the primary transportation corridor connecting Burlington's New North End with the rest of the City.

As the North End's "Main Street," North Avenue will provide for safe, inviting, and convenient travel for all users of all ages and abilities—including motorists, pedestrians, bicyclists, and public transportation riders.

The need to move people through the corridor will be balanced with the need to provide access to homes, businesses, and local institutions.

The corridor will develop into an attractive public space through creative streetscape, signage, and other site design features.

The corridor will become more livable and desirable by promoting social interaction, public health, economic development and environmentally sustainable initiatives.

Goals for North Avenue

- Remake the North Ave corridor into a “Complete Street” that accommodates the safe and efficient travel for all users of all abilities and provides transportation choices.
- Improve safety for all users.
- Provide a range of convenient and efficient travel options and improve multimodal connections.
- Develop strategies that support vibrant and livable neighborhoods in the New North End; enhance the quality of life of residents and visitors; and support sustainable economic growth.

Concept Development

Initial Universe of Improvement Options

■ Intersection treatments

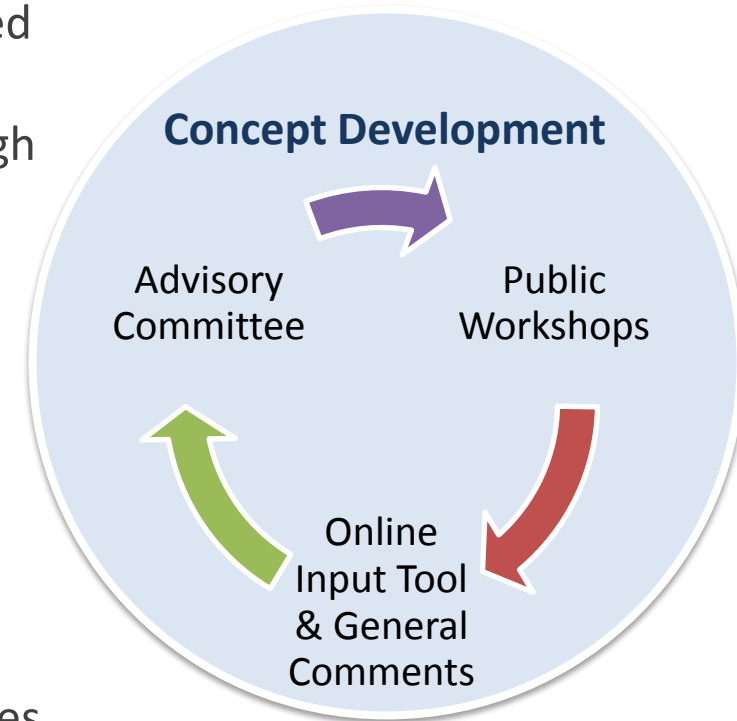
- ❑ Signal improvements, re-alignment, high speed turn elimination, and/or roundabouts
- ❑ Improved pedestrian and bicycle travel through intersections

■ Travel lane, parking and bicycle-related treatments

- ❑ Lane width reductions, travel lane reduction, turn lane creation, and/or lanes for bicycle facilities
- ❑ On-street parking on one side, both sides, and/or removed
- ❑ Designated bike facilities: sharrows / bike lanes (regular, buffered, or protected)

■ Pedestrian facilities

- ❑ Crosswalks, signal improvements, and/or gateway treatments



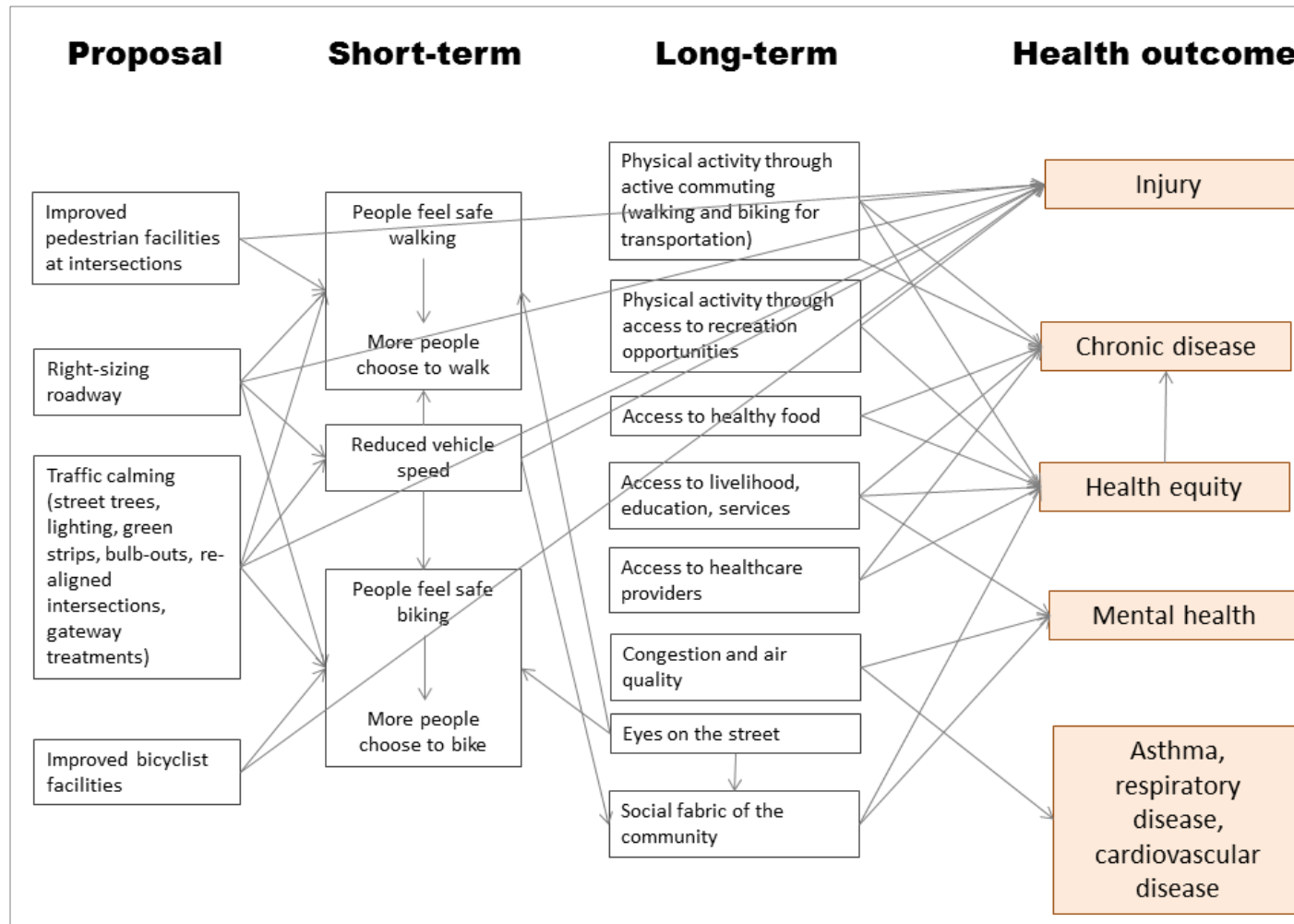
Analysis of Options

- Vision and goals
- Consistency with Burlington's Complete Streets Design Guidelines
- Impacts on safety for all users
- Multi-modal connectivity and transportation choices
- ROW impacts
- Maintainability

Health Impact Assessment

What are the potential health impacts of proposed changes to North Avenue?

Which proposals have the most potential to improve the health of vulnerable populations?



Short, Medium, & Long Term Implementation

- Short term = minimal design; completion within 1-3 years; basic improvements to advance without additional public process (e.g. signal timing, ADA improvements)
- Medium term = design needed; completion within 3-7 years; public process included in design process
- Long term = evaluation, scoping and design needed; completion is more than 7 years; robust public involvement

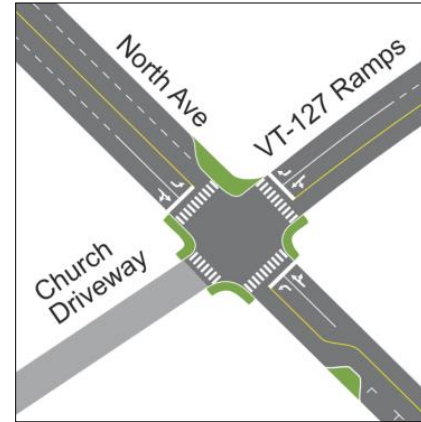
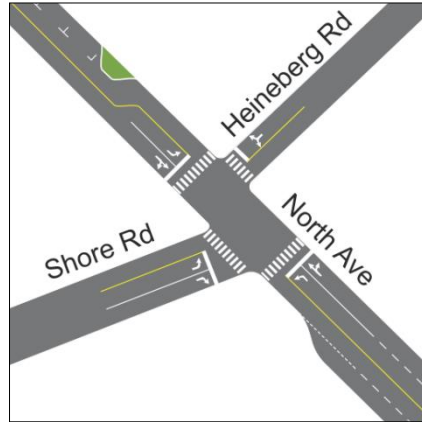
Concept Recommendations

Short-Term Intersection Concepts

- All intersections
 - ADA-compliant curb ramps and crosswalks on all approaches;
 - audible pedestrian countdown timers with a minimum 5-second (push-button) Leading Pedestrian Interval (LPI); and
 - bicycle facilities maintained through intersections (where provided in advance of intersections).
- New crosswalks:
 - Burlington College
 - Gosse Court
 - Killarney Drive / Village Green Drive
 - Green Acres / Cayuga Court

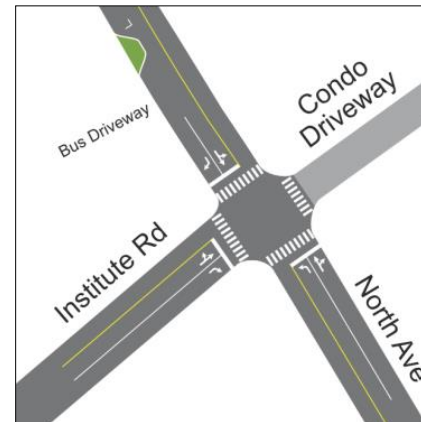
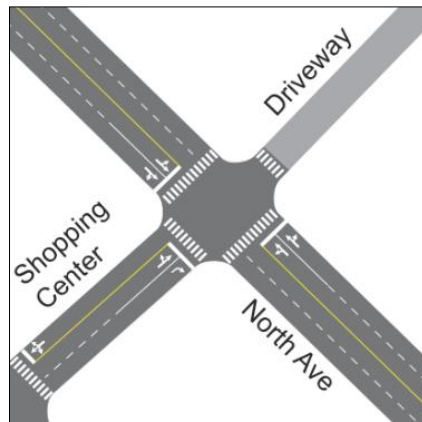
Short-Term Intersection Concepts, cont.

Shore Road:
increase pedestrian
crossing times, split
phasing,
pedestrian-
activated no right
turn on red.



VT 127: remove
high-speed
northbound and
westbound ramps

**Ethan Allen
Shopping Center:**
increase pedestrian
crossing times,
pedestrian-activated
no right turn on red.



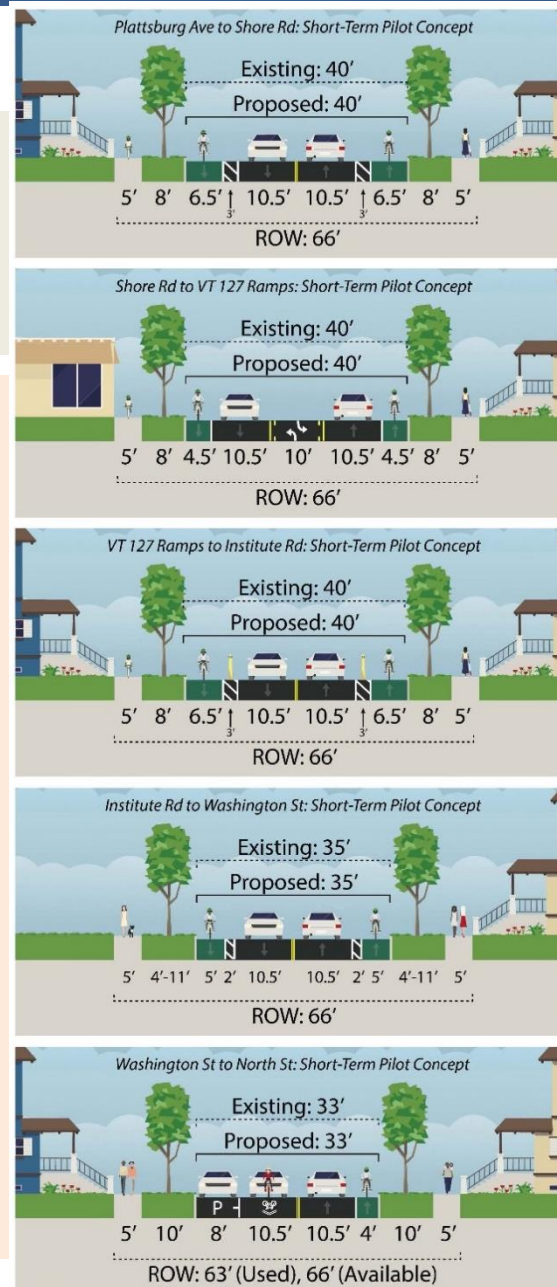
Institute Road:
reduce intersection
footprint, relocate
northbound bus
shelter, realign
southbound
sidewalk,
pedestrian-activated
no right turn on red

Short-Term Cross-Section Concepts

Advisory Committee Recommendation

Differences from Study Team Recommendation

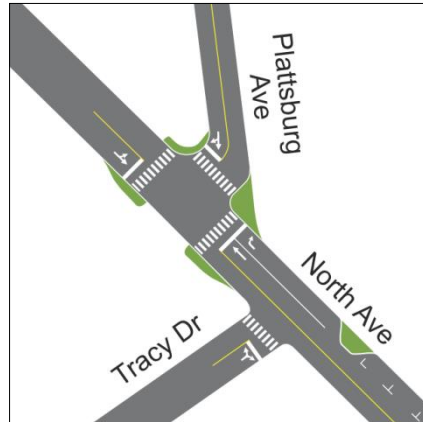
- No parking north of Institute Road
- Protected bike lane timing
- 4- to 3-lane pilot project timing
- 25 mph timing
- 4.5' bike lane in 3-lane section



Medium-Term Intersection Concepts

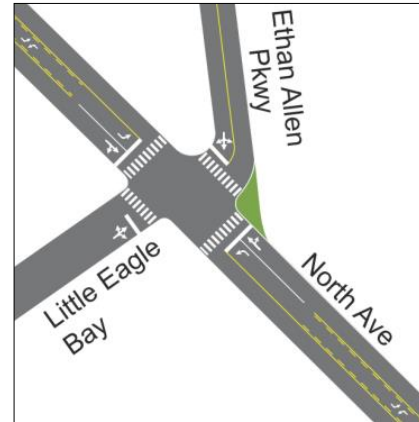
Plattsburg Avenue:

eliminate high-speed northbound right turn, add pedestrian activated no right on red.



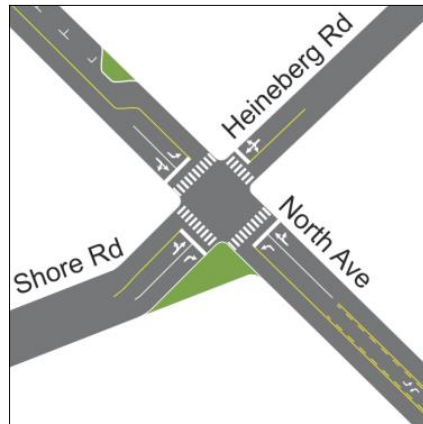
Ethan Allen Parkway:

scoping to relocate Park entrance, add Little Eagle Bay into signal, eliminate high-speed northbound right turn.



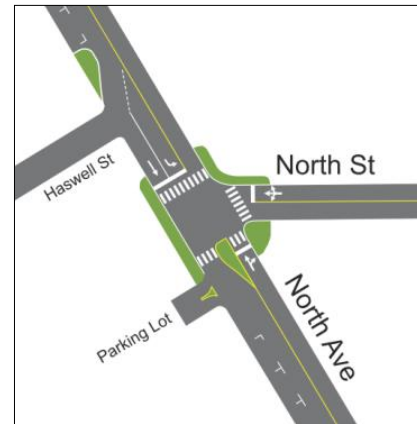
Shore Road:

if ROW is donated or easily acquired, realign Shore Road, keep longer crossing times and pedestrian-activated no right on red.



North Street:

parking lot right in / right out or curb cut removal, realign north and south crosswalks, add protected / permitted southbound left turns, pedestrian-activated no right turn on red



Medium-Term crosswalks

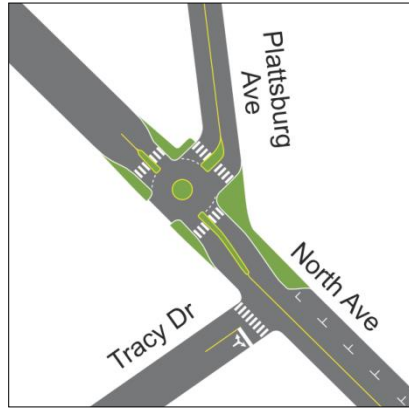
- **Washington Street:** raised intersection
- **Potential crosswalks** for medium-or long-term:
 - Ward Street
 - Saratoga Avenue
 - Poirier Place
 - Loaldo Drive
 - Lakewood Parkway
 - Staniford Road
 - Mid-block between VT 127 and Institute Road
 - Convent Square
 - Canfield Street.

Medium-Term Cross-Section Concepts

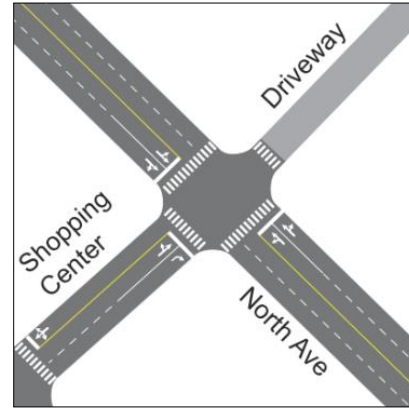
TBD
(potential 4- to 3- lane pilot project)

Long-Term Intersection Concepts

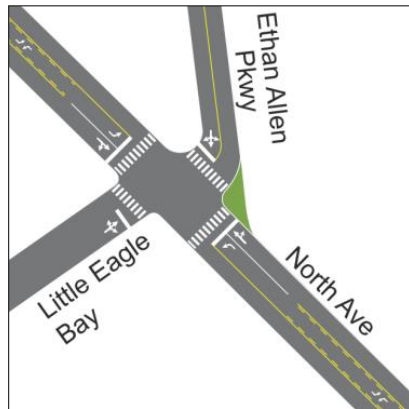
Plattsburg Avenue:
scoping for single-lane mini-roundabout



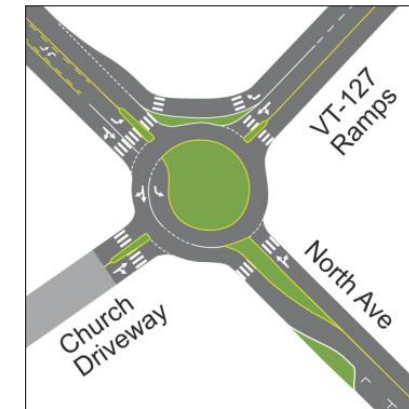
Ethan Allen Shopping Center: reconstruct curb and sidewalk at Farrington's Mobile Home Park and Bamboo Hut



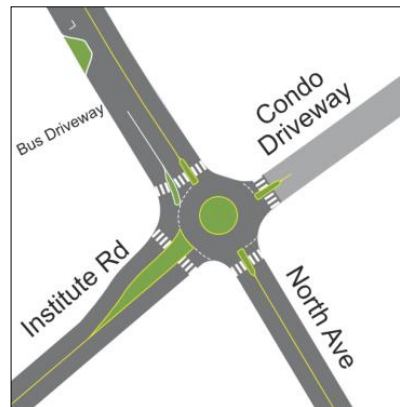
Ethan Allen Parkway: implement scoping study recommendation (signal or roundabout)



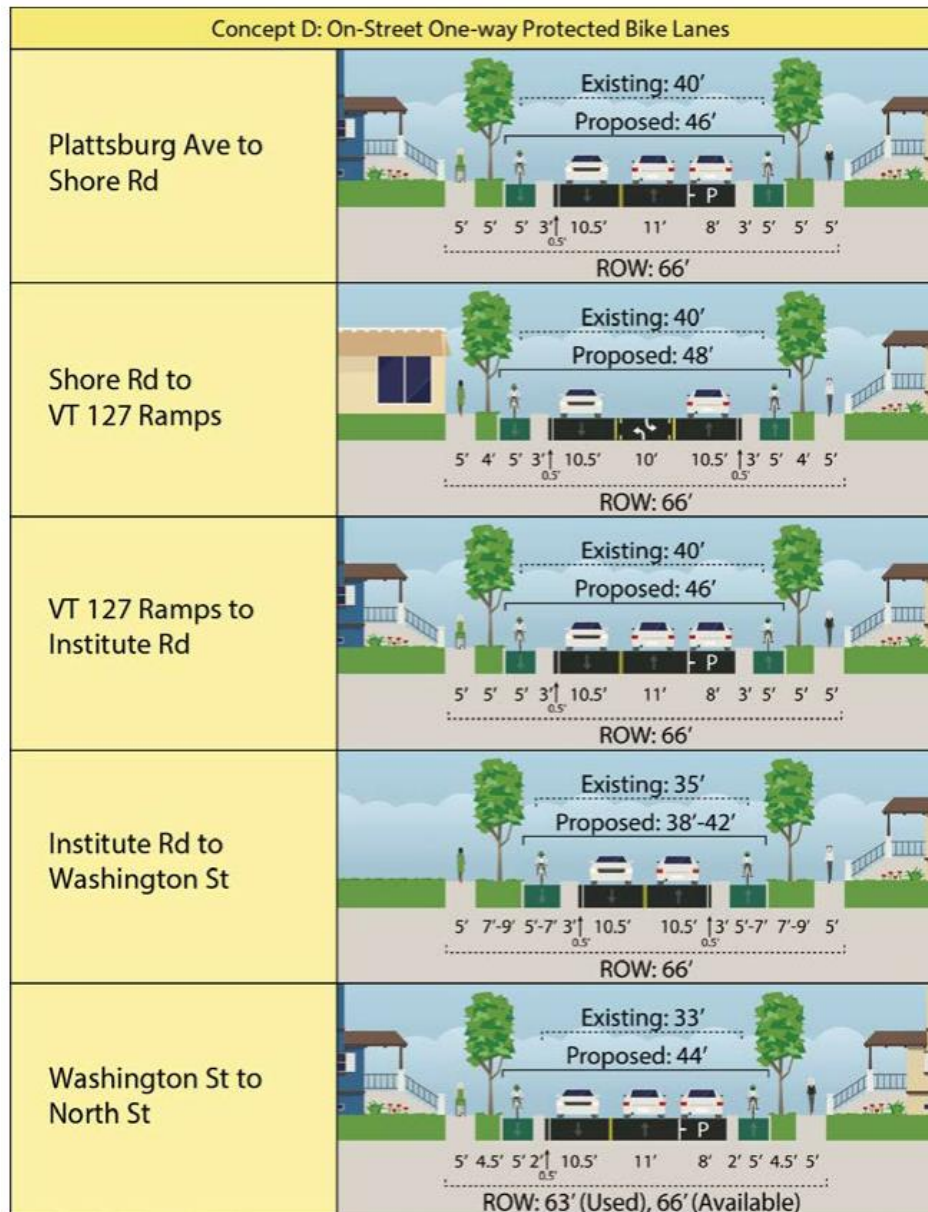
VT 127: scoping study for roundabout



Institute Road:
roundabout, resolve bus driveway



Long-Term Cross Sections Concept



High-Level Cost Estimates

Concept	Estimated Costs
Short Term 4- to 3-lane pilot: Planning + implementation	\$52,000
Short Term crosswalks: Basic - Enhanced	\$25,000 - \$110,000
Short Term intersections: Minor reconstruction	\$70,000
Short Term bike lanes: Buffered / protected lanes	\$60,000
Long Term cross section: On-Street One-Way Protected Bike Lanes	\$7,479,000

Next Steps

SEPTEMBER – TEUC and City Council

- Implementation Plan / Implementation Matrix
 - Chapter 4 of Corridor Plan
- Full Corridor Plan
 - Chapters and Appendices
 - Vision & Goals
 - Existing & Future Conditions
 - Universe of Improvement Options
 - Public Process
 - Development/Evaluation of Alternatives
 - Implementation Plan / Matrix

Questions? Comments?

Thank You!



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

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Councilor Maxwell Tracy, Chair, WARD 2
Councilor, Tom Ayres, WARD 7
Councilor William “Chip” Mason, WARD 5

Inquiries:
Guillermo Gomez
802.540.0557 DIRECT
ggomez@burlingtonvt.gov

Transportation, Energy and Utilities Committee

DRAFT MEETING MINUTES:

Wednesday, August 13th - 2014 at 4:45 PM

**Burlington Police Department – Community Room
1 North Avenue – Burlington, VT**

Members present: Chair, Maxwell Tracy (TEUC)
Tom Ayres (TEUC)
Chip Mason (TEUC)

Others present: Pat Buteau, DPW
Guillermo Gomez, DPW
Liam Griffin
Phil Hammerslough
RJ Lalumiere
Nicole Losch, DPW
Bill McGrath
Tom Moreau, CSWD
Jon Olin, Hoyle Tanner & Associates
Tony Redington
Paul Sisson
Chapin Spencer, DPW
Charlene Wallace, Local Motion

Chair Tracy called the meeting to order at 4:53 pm.

1. Agenda

Chair Tracy moved to approve the agenda. All in favor.

2. Public Forum

3. Minutes of 7/1/14

Councilor Ayres moved to approve minutes from 5/28/14. All in favor.

4. Downtown Parking Initiative – Pat Buteau (DPW) & John Olin (Hoyle Tanner & Associates)

See supporting documents for this meeting for the Executive Summary of the Garage Assessment Report

Buteau: I want to introduce you to Jon Olin, who is with Hoyle Tanner, representing the consultant hired to do the garage assessment for the City. He will introduce some of the key findings from the study.

Olin: Thanks. I am with Hoyle Tanner & Associates. We recently completed the garage assessment for the City. Our approach to this project was to assess and understand the needs for repairs on the garages and classify and price all these needs. We classified the repair list depending on the urgency of the work needed into the following categories:

- Immediate repairs
- Short term repairs (1-2 years)
- Mid-term repairs (2-5 years)
- Long-term repairs (10 years)

We also helped identify an annual maintenance plan.

In the College Street Garage we found poor lighting and structural deficiencies. Repairs are mostly at the floor level.

The Lakeview Garage, being the newest, has significantly less needs, mostly preventive work.

Buteau: We are looking to finance the repairs. We will shuffle around some of the repairs. We will need to borrow money in two stages. We will borrow once to get us through the next five years (immediate, short and mid-term repairs), and then once again for the long term repairs identified. We will be pledging part of the increased revenue from the parking rate increase for repayment.

Tracy: Will the increase bring enough revenue?

Buteau: This increased revenue will be good for the short term and the debt service.

Tracy: What is the timeline?

Olin: Preliminary engineering for the immediate repairs should start as soon as possible, with construction starting in the next construction season.

Buteau: Construction will depend on how long the engineering takes.

Olin: Replacements are repairs for each garage.

Buteau: We will be replacing components.

Mason: How did we get to where we are right now?

Buteau: It's a combination of factors. On one hand we have deferred maintenance from lack of funds. On the other hand, we have an inherited garage that the City got from the private sector.

Mason: Do garages support themselves with the parking fees collected?

Buteau: They will after the rate changes.

Tracy: Jon, from your experience doing work in other places, how do we compare? Are there things being done elsewhere that we could be doing?

Olin: In things like the Electronic Vehicle charging stations, Burlington is definitely leading.

Tracy: We want to improve the customer experience, but we also need to look at more things.

Olin: Garages are inherently expensive structures. They have to sustain unique uses and environmental factors. This is why planning for maintenance is really important. It might seem expensive at the beginning, but we will save in the long run if we invest in the maintenance of our garages.

Spencer: As next steps, the CAO and CEDO are looking to see if there is any interest in redeveloping any of the existing parking garage structures, before making any major investments. The information from this Garage Assessment will be included in the Parking Study.

5. Consolidated Collection – Tom Moreau, CSWD

See supporting documents for this meeting for the Consolidated Collection Info Sheet and Timeline

Moreau: CSWD has the mission of dealing with waste in an economic and efficient way. One of the things we are looking at right now is consolidating the collection of waste in the County. There are currently five trucks from five different companies that collect waste in my street. This situation replicates all over Chittenden County. I pay approximately \$34 a month and get the trash collected every two weeks.

CSWD is looking into consolidating collection in order to reduce cost to residents and businesses, reduce the environmental impact of excessive truck traffic and increase the level of recycling.

Currently, ten private haulers provide trash collection services in Chittenden County. The City of Burlington used to provide trash collection services, but this service went private in the 1950s. In Burlington, there are currently six companies offering the service. Countywide, approximately 90% of the waste is collected by the top 3 haulers. Our current mode of waste collection is used in less than 15% of the municipalities in the country. Other municipalities typically provide collection service directly or contract a private hauler to provide the service.

Estimated cost savings from consolidating collection are about \$4.4 million in savings in overall collection costs over the current system (Countywide). Consolidating commercial collection would add \$1.6 million to the savings. These savings do not include those related to reduced emissions, noise and road maintenance. CSWD is currently recommending that only households in structures with less than five units be included in a consolidated collection system. Cost savings reflecting this are currently in the works.

Some of the concerns people have about having a consolidated collection system include:

- Customers will have no choice of who provides the service
- Smaller haulers might be negatively affected, unable to compete with larger haulers.
- Some haulers believe they will lose customers to Drop-Off Centers.
- Haulers may lose the ability to grow for the term of the contract
- Some people believe that government should not interfere with the operations of private enterprises.

CSWD developed a list of questions that come from haulers, staff, board members and municipal governing boards to get a better picture of how the implementation of a consolidated collection system would look like. (See supporting documents for the list of questions and answers).

There will need to be a public process in order to move this forward (see supporting documents).

Spencer: I am the representative for the City of Burlington. I voted in favor of continuing the exploration of Consolidated Collection.

Moreau: If CSWD goes forward with this, each town will decide whether to send this item to vote. Towns can also group together.

Ayres: From an economic stand point, is this model more efficient?

Moreau: On a regional level the answer is not clear. There are pros and cons. There will be efficiencies from consolidating, but the tradeoff is less choices.

Mason: How do you bid this out?

Moreau: You bid out specific routes. CSWD would structure the routes, and then routes would be advertised for bid.

Sisson: Has this been vetted by attorneys?

Moreau: Yes. Municipalities have the right to regulate trash collection. It has to be proved that we are doing a verifiable public good. It is a privilege, not a right for haulers to provide this service to municipalities.

Sisson: Would it be charged in the property tax or separately?

Moreau: It could be charged through the property tax.

Griffin: When I moved to Burlington I found it mind-blowing how fragmented the trash collection service is.

Moreau: The biggest impact this model has is in the collection of recyclables.

Griffin: Where I used to live, trash collection was charged in the property taxes.

Lalumiere: I am also frustrated. There is no organics collection. Everything is done on different days, and I find the service expensive.

6. North Avenue Corridor Study – Nicole Losch, DPW

Nicole Losch from DPW presented with an overview of the Corridor Study. See supporting documents for this meeting for a PDF of the presentation.

Ayers: If a pilot doesn't work, what is the cost of the removal?

Losch: Depends on many factors. Grinding and repainting markings can be done under \$30,000. North Avenue will be repaved in a few years. If the timing is correct, the repaving of the street could take care of this.

Wallace: There is a great graphic that I have seen in other presentations, which shows the relationship between speed limit and traffic safety. The lower speed limit is a concern for some residents, so I think it would be useful if you could include this slide in the final presentation to help illustrate the safety impacts of reducing the speed limit. Also, an estimate of the increased travel time with the lower speed limit would be useful. I also want to point out how much a protected bike lanes attract many more users. There is a chart from studies done in Portland

that shows that there are lots of potential bike riders who don't use unprotected bike lanes because of concerns about their safety.

Hammerslough: People with visual disabilities take longer to cross a street. Estimates show that the people with visual disabilities will double in the next few decades. I would like improvements to be extended to all crossings. I have noticed that in Colchester Avenue there is no parking on either side. I don't think it would be such a hardship if parking was removed along North Avenue.

Sisson: I think one simple and cheap improvement that we can do is eliminating parking on the west side of North Avenue. The cross sections shown in the presentation don't show utility poles. I know it is expensive, but burying utilities would free up space. Additionally, ten foot setbacks should not be allowed in residential areas. I think there is a risk of increased traffic, especially in the morning if we implement the changes discussed. The public input process is flawed. All the meetings were held at the same time. If people were not able to attend the meetings, how could they give their input? I think there are some refinements that can be made on the corridor (crosswalks, lower speed limit), but I disagree with the elimination of one travel lane. We are lucky to have two great biking facilities (the Bike Path by the lake and the Route 127 bike path).

Griffin: I ride between the New North End and downtown. We have two bike paths, but they are not the most convenient way to travel between the New North End and downtown. I want to thank the committee for the work they have done. The slide that showed the accidents was very useful. I would like to know what effect the conversion would have on the number of accidents. I support the conversion, both as a driver and a biker.

Lalumiere: A high crash rate is reason enough to do this study and evaluate the implementation of some of these changes to the corridor. Whenever my wife rides, she goes way out of her way, avoiding the corridor just to feel safe while riding. One question that I have is if we implement a pilot for a year, would that be enough time to see a noticeable impact in the crash rate? Something else that I want to point out is the economic benefit of complete streets. Studies have shown that more inviting streets bring an economic benefit to adjacent businesses.

Redington: Regarding the reduction of number of lanes, from four to three, AARP has done studies where these lane reductions have taken place. These studies have shown that after two years, there is a reduction in the crash rate, and an increase in use of other modes of transportation (increase in bicycle ridership). All we are saying is "try before you buy". You can allow some changes as a pilot project, and if there is no acceptance for the pilot, we will find out. Also, a demo of a mini roundabout should be built soon. The community needs to see an example of a real roundabout before the one planned for Shelburne Road is built (scheduled for 2017). The changes that the city will experience if we implement these changes will be tremendous. Think of what our city would be like if projects like the bike path and the beltline never would have happened.

McGrath: I don't understand why the focus is here, when there are other parts of the city that have more serious issues. Shouldn't we deal with current serious issues before we do all this? All of the improvements in the study sound great, but if we don't deal with what we currently have, how can we embark in all these new projects? I don't have the answer, but I have questions. Where is the money for all this coming from? I think we should go slowly.

Lalumiere: I echo what you are saying, but I think North Avenue does have issues that we need to deal with. It is troublesome that I can't ride with my family to downtown in the most direct way.

Sisson: There are tractor-trailers coming out of Ethan Allen Shopping Center bringing supplies to Hannaford that already have difficulty maneuvering under existing conditions.

Ayres: Regarding throughput with the 4 to 3 lane conversion, would it be possible to get data from similar cases in the region?

Losch: We might be able to find other studies.

Sisson: Who determines if the pilot is or isn't successful?

Losch: The Public Works Commission would have some input, depending on the components of the pilot.

Tracy: The TEUC will be making a recommendation for the full City Council in September.

Wallace: It would be useful for the September meeting if you have answers to questions as to why we are doing each improvement.

Griffin: A slide with the potential costs of short-term, mid-term and long-term improvements would also be useful.

7. Councilors' Updates

8. Adjourn

Tracy moves to adjourn. All in favor. Meeting adjourned at 6:40 PM.