



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

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

802.863.9094 VOX
802.863.0466 FAX
802.863.0450 TTY
www.burlingtonvt.gov

Councilor Jack Hanson, Chair, *East District*
Councilor Jane Stromberg, *Ward 8*
Councilor Mark Barlow, *North District*

Inquiries:
Madeline Suender
802.735.5324
msuender@burlingtonvt.gov

Transportation, Energy and Utilities Committee of the City Council
Monday March 14, 2022 6:30PM

DPW Front Conference Room
645 Pine St, Burlington, VT 05482

This month, remote attendance is strongly recommended:

Join via Zoom, <https://us02web.zoom.us/j/84603122855>

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

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

If you prefer to attend in a physical location, you may join us at 645 Pine St in the front conference room
(masks required)

–DRAFT AGENDA–

- 1. Agenda**
- 2. Minutes of 2/24/22**
- 3. Public Forum**
- 4. North Winooski Parking Management Plan and Corridor Study Implementation**
 - Chapin Spencer, Nicole Losch, Norm Baldwin
 - Action
- 8. Director's Report**
- 9. Councilors' Update**
- 10. Next Meeting 3/22/22**
- 11. Adjourn**



**CITY OF BURLINGTON
DEPARTMENT OF PUBLIC WORKS**

645 Pine St. Suite A
Burlington, VT 05401
802.865.7200 VOX
802.863.0466 FAX
802.863.0450 TTY

Chapin Spencer
DIRECTOR OF PUBLIC WORKS

MEMORANDUM

To: Transportation, Energy & Utilities Committee (TEUC)

From: Chapin Spencer, Director
Norm Baldwin, P.E., City Engineer
Nicole Losch, Senior Planner

Date: March 10, 2022

Re: North Winooski Avenue Parking Management Plan and Corridor Study Implementation

Summary:

This memo seeks to provide a summary of the work of the City Council-Stakeholder Committee for the North Winooski Avenue Parking Management Plan – and offer the TEUC options as the Committee determines the next steps.

Background:

The City Council's March 2020 resolution related to the implementation of the Winooski Avenue Transportation Study called on the City to develop a Parking Management Plan along North Winooski Avenue. COVID-19 delayed the initiation of the Parking Management Plan, but the work did get underway in late winter 2020. The City, in partnership with the Chittenden County Regional Planning Commission (CCRPC) and a consultant team from RSG, coordinated the work. An advisory City Councilor – Stakeholder Committee met 6 times over a 12-month period to provide feedback, hear from stakeholders, and ultimately weigh in on the final Plan. The Parking Management Plan and the materials from the meetings at be found here: <https://www.ccrpcvt.org/our-work/transportation/current-projects/technical-assistance/north-winooski-avenue-parking-management-plan/#public-participation>

Based on public feedback, additional engagement and technical review, DPW staff and the consultant team updated the recommendations in the Parking Management Plan (PMP) prior to the Committee's last meeting in February – the most significant was the proposed phased implementation of the parking changes along the corridor. The PMP now recommends implementing the parking modifications between Union Street and Riverside Avenue as part of phase one and the parking changes south of Union Street as phase two (to be undertaken in future years). Implementing only phase one at this time would reduce the net parking loss by over half – from 82 to 40 spaces – while still achieving the completion of continuous bike lanes between downtown Burlington and the City of Winooski – the two most densely populated parts of the State. This phased PMP recommendation follows DPW's leadership decision to request upcoming City

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Council support for phasing the Winooski Avenue Transportation Study's implementation in the Old North End.

City Councilor – Stakeholder Committee Action:

After a robust discussion at the Committee's February 17, 2022 meeting, the Committee approved the following motion 4-3:

"The N. Winooski Avenue Parking Management Plan Steering Committee finds that the plan fails to meet essential parking needs for residents, business and service providers and makes the following recommendation to the Public Works Commission and City Council:

- *Pause the permanent removal of parking.*
- *During the pause, the Public Works shall work with small businesses and service providers on TDM before removing parking. This shall include:*
- *Signed agreements for shared off street parking to mitigate the loss of parking for residents, business and service providers.*
- *Make improvements to transit – service 15 minute headways, routes and shelters along N. Winooski Avenue before removing parking*
- *Pilot a temporary bike lane on N. Winooski Avenue between Union and Riverside to be developed by DPW to better understand impacts*
- *After the above effort, Public Works should present a new Parking Management Plan developed through a collaborative effort with the low-income and immigrant-owned businesses, social service agencies, and tenants that provides a comprehensive solution to the public for review and comment.*
- *During the pause, the City should take advantage of the state repaving as interim steps during this pause to add sharrows, improve crosswalks, post speed limit of 25mph and signs like above before removing parking."*

Next Steps:

DPW seeks guidance from the Transportation, Energy & Utilities Committee and the City Council on next steps given the competing directions from the NWPMP City Councilor – Stakeholder Committee's February 2022 motion and the City Council's March 2020 Winooski Avenue corridor resolution.

Additional Research:

To assist the TEUC in its deliberations, we offer the following information following up on the NWPMP Committee's motion:

- Seeking Additional Time: We have reached out to VTrans and asked if they would consider pushing back the paving of North Winooski Avenue north of Union Street from 2022 to 2023 as part of their two-year paving project in Burlington. They have indicated that they can accommodate this request.
- Offering Transportation Demand Management (TDM): If the City Council wants to support businesses and organizations along the corridor in adopting transportation demand management strategies, we offer the following:
 - Connect entities with the Chittenden Area Transportation Management Association (CATMA) as a resource. CATMA's mission is to help get employees to work in ways other than driving solo. They have a basic level of services offered free of charge for interested employers and additional services for employers who join CATMA. More information is at: www.catmavt.org.
 - Should the TEUC want to further spur TDM implementation along North Winooski Avenue, DPW recommends the City Council provide seed money through its FY'22 City Council Initiatives to interested businesses and non-profits. Those funds could be used to set up programs to incentivize carpooling, telecommuting, transit,

walking and biking. We understand there is approximately \$40,000 left in this fund for FY'22.

- Signing Shared Parking Agreements: DPW staff has personally discussed off-street parking opportunities with at least 10 property owners/businesses along the corridor. We have connected businesses who have parking needs with property owners who may have some off street parking availability. Several conversations are still ongoing. As the City is neither the entity with the parking need nor an adjacent property owner, we cannot require these arrangements to be made, but we continue to assist where we can. Over the past week, we have checked in with four stakeholders to offer our ongoing help.
- Improving Transit Service: DPW agrees with the NWPMP Committee goal to continue improving the regional transit service. We have actively supported transit improvements such as the real-time transit phone app, service expansion and fare-free service. Just this week we have advocated for continuing fare free service through FY'23. Even if the State does not allocate funding for fare free service system-wide, DPW is prepared to utilize Traffic Fund monies to make the City Loop service (with two important stops along the northern section of North Winooski) fare free as part of these interim improvements. Green Mountain Transit has projected that fare free service on the City Loop would cost the City approximately \$31-\$52K per year based on ridership projections.
- Drafting a New Parking Management Plan: DPW has undertaken the scope of work requested by the March 2020 Council resolution. The NWPMP Committee is suggesting additional work be done. To date, the CCRPC has funded a large part of three recent planning studies along this corridor. They may consider another City request, but funding may not be available. We would like to understand from the City Council what next steps are recommended.
- Installing a Pilot: DPW has reviewed the suggestion of conducting a pilot installation and offers these considerations:
 - Trying to coordinate a pilot for 2022 with a contractor would be difficult to implement in time and costly to install. There are very few street marking companies in our region and orchestrating a bid process and getting a successful bidder to commit for 2022 would be challenging. The rough estimate for installing the modification and uninstalling it for the coming winter would likely be in the range of \$35,000-\$40,000. This would be 100% City cost.
 - Without a pilot, if there were to be any changes sought after the State paving project due to on-the-ground experience, any adjustments would only need to be made once.
 - DPW has already proposed to phase the implementation of the corridor study interim recommendations and only install the lane changes between Union Street and Riverside Avenue. This installed northern section would act as a defacto pilot for understanding what if any issues need to adjusted going forward between Union Street and Riverside Avenue – and what lessons would be learned for the future work on the southern section of the corridor.
 - Finally, based on our experience on the Colchester Avenue corridor in 2010-2011 and the North Avenue corridor during 2015-2017, corridor pilot projects are resource intensive to manage, take time for people to fully adjust to new systems and expectations, require considerable ongoing data collection, and have significant cost.

We hope this information is helpful for the Transportation, Energy & Utilities Committee in your deliberations. Don't hesitate to reach out to me (cspencer@burlingtont.gov), City Engineer Norm Baldwin (nbaldwin@burlingtonvt.gov) or Senior Transportation Planner Nicole Losch (nlosch@burlingtonvt.gov) in advance of the meeting with any questions or feedback.

Resolution Relating to

North Winooski Avenue Parking Management Plan and Bike Lane Installation

RESOLUTION_____

Sponsor(s): Transportation, Energy, and Utilities Committee
Introduced: _____
Referred to: _____
Action: _____
Date: _____
Signed by Mayor: _____

CITY OF BURLINGTON

In the year Two Thousand Twenty-Two
Resolved by the City Council of the City of Burlington, as follows:

1 That WHEREAS, the City Council’s March 9, 2020 Resolution relating to the Winooski Avenue
2 Transportation Study identified interim improvements for North Winooski Avenue that would advance the
3 Study’s corridor vision; and
4 WHEREAS, the resolution was informed by the unanimous recommendation of a fourteen-member
5 Project Advisory Committee that met over the course of eighteen months and heard from hundreds of
6 members of the public before making their recommendation to add separate bicycle facilities the length of the
7 corridor; and
8 WHEREAS, the resolution directed the removal of parking to make way for separated bike facilities in
9 both directions for the entire Winooski Avenue corridor, which the resolution stated would be implemented
10 for South Winooski Avenue in 2020, and North Winooski Avenue in 2021; and
11 WHEREAS, the interim improvements process laid out in the resolution also included a joint City
12 Council-Stakeholder Committee (Committee) that would review and approve a North Winooski Avenue
13 Parking Management Plan (NWPMP) prior to the installation of dedicated bike lanes in both directions
14 between Pearl Street and Riverside Avenue; and
15 WHEREAS, the City Council resolved that the NWPMP would identify practical strategies for
16 balancing parking supply and demand north of Pearl Street, with the goal of meeting essential parking needs
17 while freeing up space for bike lanes; and
18 WHEREAS, the NWPMP study area included all of North Winooski Avenue and the side streets one
19 block from the corridor; and
20 WHEREAS, parking supply and demand north of Pearl Street was based on pre-pandemic parking
21 counts, direct community feedback through a web-based survey and Committee meetings, and national
22 parking models for site-specific parking demand; and
23 WHEREAS, essential parking needs were identified as those to access social services, park within one-
24 block for residential parking, loading for businesses, and visitors to businesses; and

25 WHEREAS, the NWPMP recommended practical strategies to balance on-street parking through time-
26 limited parking regulations, tactics to reduce demand, and off-street opportunities for shared parking; and

27 WHEREAS, the NWPMP recommended phased implementation to include the section north of Union
28 Street, with the existing southbound bike lane on North Winooski Avenue remain paired with the northbound
29 bike lane on North Union Street; and

30 WHEREAS, by a vote of 4 to 3 the Committee approved a motion stating that the NWPMP fails to
31 meet essential parking needs for residents, businesses, and service providers; and

32 WHEREAS, the Committee recommended parking removal be paused while the Department of Public
33 Works (DPW) obtains signed agreements for shared off street parking, improve transit with 15-minute
34 headways and amenities, pilot a bike lane north of Union Street, improve crosswalks and signage with
35 repaving, and present a new NWPMP in collaboration with low-income and immigrant-owned businesses,
36 social service agencies, and tenants; and

37 WHEREAS, the Committee recommendations conflict with the unanimous recommendations of the
38 Project Advisory Committee and also conflict with the March 9, 2020 City Council Resolution and therefore
39 new guidance is required for the City's work along North Winooski Avenue;

40 NOW, THEREFORE, BE IT RESOLVED that the NWPMP City Council-Stakeholder Committee
41 completed its work and the City Council gratefully acknowledges and thanks the volunteer members of the
42 Committee for their year-long efforts; and

43 BE IT FURTHER RESOLVED that the City formally request the Vermont Agency of Transportation
44 (VTrans) push back the paving schedule of North Winooski Avenue between Union Street and Riverside
45 Avenue until 2023 to allow the community additional time to prepare for the interim improvements; and

46 BE IT FURTHER RESOLVED that the City provide up to \$15,000 of seed funding, allocated from the
47 FY'22 City Council Initiatives fund, for businesses and non-profits north of Union Street to implement,
48 expand, or access transportation demand management (TDM) services; and

49 BE IT FURTHER RESOLVED that the DPW request the engagement of the Chittenden Area
50 Transportation Management Association (CATMA) to assist participating businesses and non-profits in
51 developing their TDM services; and

BE IT FURTHER RESOLVED that the City Council recommend funding be allocated from the Traffic Fund to operate, at a minimum, the Green Mountain Transit City Loop fare-free by July 1, 2023; and

BE IT FURTHER RESOLVED that the City Council request the DPW staff continue to be available at the request of North Winooski businesses and non-profit organizations north of Union Street to further explore off-street parking options; and

BE IT FURTHER RESOLVED that the DPW should advance the implementation of bike lanes in both directions on North Winooski Avenue north of Union Street in coordination with the 2023 VTrans paving project with a target completion of September 2023; and

BE IT FURTHER RESOLVED that the City Council requests DPW proactively engage stakeholders along North Winooski Avenue north of Union Street, with a particular emphasis on businesses owned by Black, Indigenous, and other people of color, to develop recommended regulatory changes for the remaining on-street parking spaces north of Union Street that best balance the needs of the corridor's various stakeholders.



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Transportation, Energy and Utilities Committee of the City Council
Monday, March 14, 2022 6:30PM

–DRAFT MINUTES–

Call to order 6:32PM by Chair Hanson

1. Agenda

Councilor Barlow moved to approve agenda. Seconded by Chair Hanson. All in favor passed unanimously.

2. Minutes of 2/24/22

Councilor Barlow moved to approve minutes. Seconded by Councilor Stromberg. All in favor passed unanimously.

3. Public Forum

Bragg via chat - I only see 4 people. Is this a one way blind communication?

Chair Hanson – Explains Zoom set up, panelists

No Comments.

Closes at 6:37

4. North Winooski Parking Management Plan and Corridor Study Implementation

- Chapin Spencer, Nicole Losch, Norm Baldwin
- Action

See attached memo.

Director Chapin Spencer – Here to get input on N Winooski. Overview of project.

Chair Hanson – Put together a draft resolution that will be discussed tonight to move forward and achieve a compromise to address what we've heard for past three years. 23 attendees so keep comments concise to give everyone chance to speak. Opens Public Comment 6:48PM.

Jane Knodell: The March 2020 Council resolution created committee which intentionally included people who live and work on N Winooski Ave. Committee concluded we do not yet have a plan that meets the needs of the community and we should keep working towards a solution. The work of the joint committee should be honored by the Council. The draft resolution before you recommits to the removal of parking in 2023 without solutions. Against resolution.

Graham Truk: Climate Crisis. Roll of the community government to look at long term climate goals not short term impacts. Gas is expensive. Bike infrastructure is needed. We need to take a lead here with safe bike infrastructure and low emission modes of transportation. Look past concentrated pain of some residents who may lose parking to the larger community as a whole who benefit. More affordable and vision Zero. Supportive of resolution.

Bragg – Disagree with the changes to North Winooski Ave. I have worked as an administrator for the Bike Ped Coalition. I have been biking here for over 20 years and "sharing the road" is the way to do this. Against resolution.

Liz Curry – We need bike infrastructure on N Winooski Ave. The resolution disregards the public engagement plan that governs DPW projects. The City is committed to climate crisis solutions but not a just transition. The City is missing the opportunity to mitigate the impacts on low income and minority populations. CATMA is not a trusted advisor in the neighborhood. Old Spokes home could play the role of a trusted advisor? We spent years doing community development in the neighborhood and gentrification possibility is disappointing. Bike infrastructure needs to happen in an environmentally just way. This will not help the users of the neighborhood in the short term. Against resolution.

Jonathon Weber – Ultimately think the phased approach is a good solution and honors public input. Supportive of resolution.

Jason Stuffle – There are already biking, walking, and driving/parking issues there. We have real issues that we are ignoring because of perceived issues that could result. The Colchester Ave parking removal had a similar process and people changed habits and adjusted with the parking removal. Paint changes for bike lanes can be undone. We should have more options than just vehicles. Supportive of resolution.

Eliana Fox – This resolution provides a good balance between parking management plan and corridor study. Supportive of resolution. Connor Smith echoes sentiment of support.

Liz Curry via chat - Colchester Ave. does not have the complexity that exists on No Winooski. Expecting low-income tenants and immigrant-owned business customers to "just adapt" is exactly the opposite of ensuring a just transition. People don't seem to understand or respect that concept. Colchester Ave. is a middle-income census tract. You can't compare to a low-income mixed use corridor that's like the ONE's downtown. This is not a binary conversation - it's not either or, it's "how," and "how fast"

Kirsten Shapiro – Need to find how we can have this transition work and not leave behind or have hard impacts on social services and small businesses in neighborhood. Appreciates the efforts to find ways to address some of these concerns but generally still concerned with intention to move forward and not have clear steps the address these. CATMA services don't seem like a good fit for small restaurants. What is solution or experience with CATMA and folks with English not as first language. What is happening on Bright Street? Thought that was identified and a place for displaced folks to park.

Nicole Losch – Bright Street traffic calming project will shift parking, not remove any. Potentially will gain a space.

Director Spencer – If Council decided to allocate funds to transportation management, it doesn't have to be CATMA. Could be done by application from business. Small businesses along this corridor may have different needs than typical CATMA businesses. We will work with them.

Chair Hanson – Resolution tries to lay out context of the process. Meant to be compromise to take into consideration what we heard from the two bodies the Council created to advise how we should proceed – Project Advisory Committee 14 member stakeholder committee, and

separate Parking Management Committee with additional stakeholders.

The original resolution was to move forward with bike lanes in 2021. There was an amendment that brought forward a Parking Management Plan (PMP). I issued an amendment to that Amendment to move forward after the PMP but the committee then rejected the proposal. This resolution moves forward a phased approach, less parking removed and good bike connectivity. Takes steps to mitigate negative effects such as direct money to effected businesses allowing them to make changes in advance of this. They can choose how they would use this. It also directs administration to insure fair free transit. This is currently happening through the end of the summer from the state. DPW staff is directed to continue working to find transportation solutions for impacted stakeholders. Meant to be actions that can be taken over the next 18 months and lesser scale implementation. Still advises project to move forward in 1.5 years but scaled back. Worked with Director Spencer on this resolution. Meant to be in alignment with what DPW has stated.

Councilor Jane Stromberg - Supportive of this. See it as a major compromise. Funding questions about pilot.

Chair Hanson – Not intending to do a pilot with this resolution.

Director Spencer – We have embarked on large multi-year pilots but some investments in doing these are significant and with paving coming in 2023 here this would be rushed and have many obstacles. Trying to install a pilot and remove it pilot and then install final design with paving was too much of an effort vs moving forward with paving with a solid plan.

Norm Baldwin – This one year would provide us with an opportunity to spend more time finding a solution with the community vs putting effort into a pilot.

Councilor Stromberg – I see this resolution as a compromise that works towards just transition. This is an important goal and we should center projects on this.

Councilor Barlow – Appreciates work that has been done to lessen impacts and address concerns. Appreciates another year to be able to sort this out. Finding additional parking to replace lost parking is the key to this. Important to remember parking is heavily used. The City is removing parking that has been available for many years so I think the City is responsible to mitigate the impacts. The City loop route – would the proposal be to use the city loop in current configuration or a modified version?

Director Spencer – Would need to be looked into by GMT, turning radius, timing, direction considered. We could look into this with GMT.

Councilor Barlow – Would depend on Stakeholder input if this is needed. Compromise to remove less parking, if we do this and get connectivity into Burlington, would that be the end of it or do you anticipate that we would revisit this and do more southerly blocks as well?

Chair Hanson – This resolution doesn't lay out a direction for that so unsure of what might happen. This resolution isn't attempting to influence future plans.

Director Spencer – We saw it as a sort of pilot to see how this works and if it works well and safely then that could inform whether or not we went ahead with anything more. We are trying to

move forward considering all input from study and stakeholders.

Norm Baldwin – A part of this solution needs to be with business owners regarding parking minimums and private parking. Effort to remove Parking Minimums to make housing affordable but it challenges removing on street parking. Problem just gets worse as we move forward with these projects.

Chair Hanson – Travel Demand Model study passed in September and will create a system for the City to ensure there are robust transportation solutions.
Recommend we move the full resolution for the City Council to adopt.

Councilor Stromberg – Seconds.

Chair Hanson – PMP shows if we did full project and full parking removal, not all lost parking would not be mitigated, though ~80% would be. If we are cutting parking removal in half, there is enough capacity to absorb. Parking will shift onto side streets and off street parking. Reduce the number of people driving to some extent though limited. What we are moving forward is well below getting into the territory of not having a plan to absorb parking loss.

Councilor Barlow – Would like to see the project done in a way that does not adversely affect some of the stakeholders. We have seen serious concerns. With another year to make it happen it will give the chance to find solutions. Would like to see an Amendment to insert a dependency to allow for lost street parking to be mitigated and address stakeholder concerns we have heard. Don't support this tonight. Need a commitment to replacing some of parking loss in a final resolution that goes to Council.

Councilor Barlow – No.

Councilor Stromberg and Chair Hanson – Aye.

Move to full Council for consideration, two to one.

4. Director's Report

Defer.

5. Councilors' Update

Defer.

6. Next Meeting 3/22/22

One more meeting with this committee before reconfiguration.

7. Adjourn

Councilor Barlow motion to adjourn. Councilor Stromberg seconds. All in favor. Meeting ends 7:43PM.