

Resolution Relating to

RESOLUTION

Sponsor(s): TEU Committee:
 (Councilors Paul, Keogh,
 Brennan & Wright)
 Introduced: 6/6/11 03/28/11
 Referred to: _____
 Action: _____
 Date: _____
 Signed by Mayor: _____

AMENDMENT AND RE-ADOPTION OF THE 2006 BURLINGTON MUNICIPAL DEVELOPMENT PLAN

CITY OF BURLINGTON

In the year Two Thousand Eleven.....

Resolved by the City Council of the City of Burlington, as follows:

That WHEREAS, Title 24 of Chapter 117, Vermont Statutes Annotated grants enabling authority for Vermont municipalities to undertake a comprehensive planning program and prepare, maintain and implement a plan within its jurisdiction; and,

WHEREAS, such authority requires that a municipality have a municipal development plan in place in order to develop and amend subdivision and zoning bylaws and assess impact fees; and,

WHEREAS, the City of Burlington has actively pursued the proper planning and regulation of land use and development within the city since 1925; and,

WHEREAS, pursuant to such authority a municipal development plan must be adopted or readopted at least every five years; and,

WHEREAS, the City of Burlington has completed the development of the *Burlington Transportation Plan* which is the result of a multi-year collaborative inter-departmental effort involving City staff from DPW, CEDO and Planning; a 17-member steering committee; a nationally-renowned consulting team; and the review and consideration of the Public Works Commission, the Planning Commission, and the Council's Transportation, Energy and Utilities Committee; and,

WHEREAS, the *Burlington Transportation Plan* is intended to become the new transportation element for the City's municipal development plan pursuant to the requirements of 24 V.S.A. §4382, §4384 and §4387, and met the requirements of 24 V.S.A. §4384 and §4385 regarding the process for adoption; and,

NOW, THEREFORE, BE IT RESOLVED, that the Burlington City Council hereby amends and re-adopts the *Burlington Municipal Development Plan* with the adoption and incorporation of the *Burlington Transportation Plan* as recommended by the Burlington Planning Commission and amended by the Council's Transportation, Energy and Utilities Committee subject to technical corrections, formatting, graphics and other minor non-substantive editing that change neither the concept, meaning or extent of the Plan as presented, such plan and amendment attached hereto.

Proposed amendments to the *Burlington Transportation Plan* (Planning Commission DRAFT, 23 March 2010)

Recommendation by the City Council Transportation, Energy and Utilities Committee, 9 February 2011

2) Transportation in the Future, 2B) Transportation Choices, p. 4-5

Parking

Parking is a critical resource for any community, especially in the downtown/core area. It is the means by which a driver is converted to a shopper, client, visitor, or just plain citizen. Provision of appropriate parking in terms of location, quantity, and accessibility is essential to the survival and prosperity of any community's downtown core, including Burlington.

The Burlington core area relies heavily on its "character" and attractive environment to support its economic base. Parking however, even when attractively done, represents a "hole" in the street-level activity that is an integral part of that attractiveness. Moreover, parking incurs substantial costs ranging from \$12-\$15,000 for above ground garage spaces and \$25-30,000 for underground spaces. Additionally, parking requires significant annual maintenance costs including plowing, paving and striping, fee collection, and policing.

It is the policy and priority of the City to better utilize the existing parking inventory by implementing improved parking management strategies, and to add additional inventory in strategic locations as necessary and as new development presents opportunities. Parking in the downtown core is currently inadequate and action should be taken to address this Parking issue. Parking management strategies aimed at increasing the utilization of existing facilities are set out in this Plan, and include improved wayfinding enabling motorists to more readily find available spaces in under-utilized facilities, along with more market-oriented approaches to the pricing of parking designed to free-up more on-street spaces. ~~However, parking in the downtown core is currently inadequate and action should be taken to address this issue.~~

3) Moving Forward, p. 10

The City has made significant progress toward the transportation goals in the 2001 *Municipal Development Plan*. This *Transportation Plan* builds on this success.

Moving forward on the *Transportation Plan* requires:

- Steering toward that course (*Transportation Services*);
- Monitoring what is going on (*Progress Indicators*); and

- Charting a course (*Five Year Plan*).

Transportation Services

The development of the street design guidelines and adoption of the “Great Streets” philosophy calls out for a “different” way of doing things. City staff and their governing officers must be committed to employing this new philosophy to implements segments of the plan. Commitment to the “Great Streets” philosophy will ensure a transparent process and an empowered decision making body.

Changes need to occur in the way the City delivers these programs and services. The changes are basic:

- treat the streets holistically as proscribed in the Great Streets philosophy,
- develop annual work plans dedicated to meeting the goals of this plan,
- establish mechanisms for the review of these plans,
- develop a project prioritization methodology and
- develop methods to communicate these activities to the public.

The Department of Public Works (DPW) will identify staff whose responsibility will be the preparation of work plans and the development of monitoring systems and communications methods designed to meet the goals set by the plan. Staff will continue to work with the city wide technical advisory committee and may create ad hoc advisory groups to carry out its responsibilities. This committee, an ad hoc working group known as the Transportation Technical Advisory Committee (TAC), is comprised of staff from DPW, the Planning and Zoning Department (PZ), the Community and Economic Development Office (CEDO), the Parks and Recreation Department (P&R), and Burlington City Arts (BCA). DPW will oversee the work of the TAC.

As a means of reviewing plans and communicating with the public prior to the implementation of major street redesign projects, DPW shall submit these projects' plans to and consult with the City Council's Transportation, Energy and Utilities Committee (TEUC).

The Public Works Commission (PWC), in its role of regulator of the operation of vehicular and pedestrian traffic on the streets and sidewalks, will continue its traditional oversight of the maintenance and development of infrastructure, parking and traffic systems. In this role, plans for major street redesign projects will be approved by the PWC after DPW has consulted with and received input from the TEUC.

~~while~~ The City Council Transportation, Energy and Utilities Committee (TEUC) will monitor the transportation indicators described below. This will set a course that will result in progress.

The Mayor and City Council may appoint advisory committees to oversee any phase of specific projects as they see fit.

4) Initial Five Year Plan, p 15

Downtown Parking Supply

Some parking in the downtown is likely to be lost due to redevelopment. The City has a policy of no net loss, so these spaces will need to be replaced. Additional parking spaces in strategic locations – particularly in the Main Street corridor - also may be needed.

Opportunities for increasing parking supply include expanding the Marketplace garage into the Handy air rights and adding on-street parking spaces with conversion to one-way streets. Both of these ideas require additional study.

The Marketplace garage study would include cost estimation, possible funding sources, and an estimated timeline. This opportunity, along with previously identified parking projects on the TD Bank site and the “super block” on the northeast corner of Main and South Winooski, deserve further study.

The relocation of the Cherry Street Transit Station will free additional on-street parking spaces. It may also be possible to convert Cherry Street or other downtown streets to one-way, which could provide additional parking spaces through conversion to diagonal parking. Scoping for these changes could be accomplished with the Marketplace District Improvements.

Finally, the City has had a longstanding preference not to develop parking on the waterfront. As a result, opportunities to develop additional parking supply in the Battery Street corridor – even underneath Battery Park Extension – need to be explored over the long term.

New and innovative motorized personal transportation devices, such as segways and electric scooters, will likely continue to gain interest as an alternative mode of transportation in Burlington. The City will need to evaluate the possible impacts the use of these devices may have on both vehicles on the street and pedestrians on the sidewalk and any infrastructure needs they may require.

Department of Planning and Zoning

149 Church Street
Burlington, VT 05401
Telephone: (802) 865-7188
(802) 865-7195 (FAX)
(802) 865-7142 (TTY)

www.ci.burlington.vt.us/planning

David E. White, AICP, Director
Ken Lerner, Assistant Director
Sandrine Thibault, AICP, Comprehensive Planner
Jay Appleton, Project Planner/GIS
Scott Gustin, AICP, Senior Planner
Mary O'Neil, Associate Planner
Nic Anderson, Zoning Clerk
Elsie Tillotson, Department Secretary



Burlington Planning Commission Report Municipal Development Plan Amendment Transportation Plan/Section

This report is in accordance with 24 V.S.A. §4384(c) which states:

"When considering an amendment to a plan, the planning commission shall prepare a written report on the proposal. The report shall address the extent to which the plan, as amended, is consistent with the goals established in section 4302 of this title.

The Burlington Transportation Plan is a multi-modal transportation improvement plan that provides a comprehensive and coordinated list of roadway, transit, bicycle and pedestrian facility, streetscape and land use recommendations for implementation that satisfy the overall vision of the City developed in the Burlington Municipal Development Plan.

The Plan takes the goals, vision and values of the Municipal Development Plan and proposes the steps that can move the City to realize them. The Municipal Development Plan vision statement calls for an "interconnected system" where "transit, cycling, and walking are successfully competing with the automobile for the dominant mode of choice." The draft Plan guides us in how to make these changes over time, but as this vision calls for a shift in emphasis in how Burlington sees itself getting around in the future, there will be trade offs and compromises. The Street Design Guidelines re-allocate the street right-of-way to provide bike lanes, and also improves pedestrian crossings, moves cars farther from sidewalks, improves safety for all modes, and reduces speeding. Implementation is intended to encourage more walking, biking and transit usage. Staff will document these travel modes before and after any conversions and will use this and other data to measure the degree of success of our efforts.

The proposed Burlington Transportation Plan furthers the following goals of 24 V.S.A. §4302 (c):

- To provide for safe, convenient, economic and energy efficient transportation systems that respect the integrity of the natural environment, including public transit options and paths for pedestrians and bicyclers.
 - Highways, air, rail and other means of transportation should be mutually supportive, balanced and integrated.
- To maintain and improve the quality of air, water, wildlife and land resources.
 - Vermont's air, water, wildlife, mineral and land resources should be planned for use and development according to the principles set forth in 10 V.S.A. § 6086(a).
- To plan for, finance and provide an efficient system of public facilities and services to meet future needs.
 - Public facilities and services should include fire and police protection, emergency medical services, schools, water supply and sewage and solid waste disposal.

- The rate of growth should not exceed the ability of the community and the area to provide facilities and services.

The proposed Plan does not alter in any way the designation of any land area within the City of Burlington.

MOVING FORWARD TOGETHER

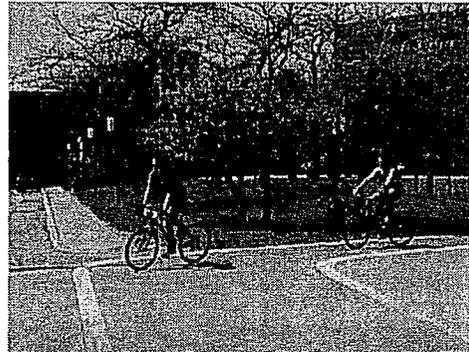
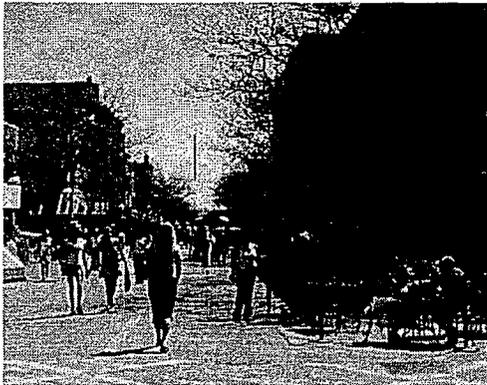
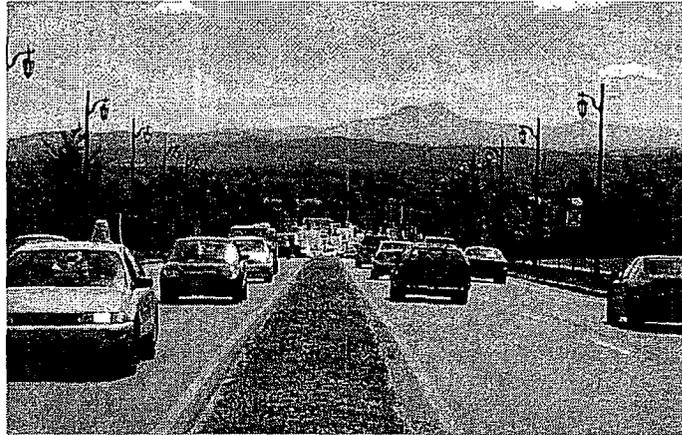
Transportation Plan for the City of Burlington

Department of Public Works

Department of Planning and Zoning

Community and Economic Development Office (CEDO)

FINAL DRAFT as recommended by the Council TEUC
- February 9, 2011

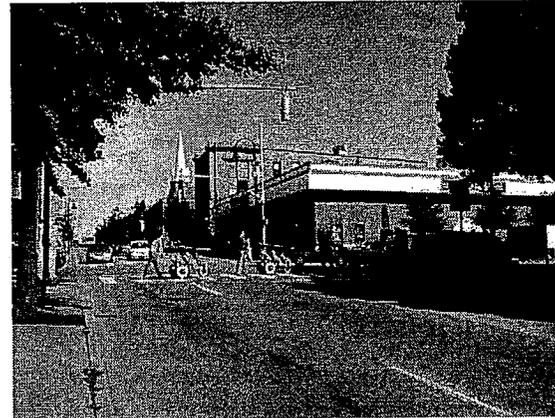


...the Transportation element of the *Burlington Municipal Development Plan* pursuant to 24 V.S.A Ch 117.

This *Transportation Plan* reaffirms Burlington’s long-term transportation vision, describes intermediate-term strategies for moving toward the vision, and specifies an initial Five Year Plan that will be updated annually. Once adopted, this *Transportation Plan* assumes the role of the required transportation element of the *Burlington Municipal Development Plan*.

1) Burlington’s Transportation Vision

...transportation functions as part of an interconnected system which offers a range of choices that are safe, affordable, efficient, and convenient for residents, employees, and visitors alike. As a result, rail, air, ferries, transit, cycling, and walking are successfully competing with the automobile for the dominant mode of choice. Local and regional multimodal corridors and centers are maximizing our use of existing infrastructure, while eliminating congestion, preserving air quality, and conserving energy. Commuters, families, and employers are benefiting from a diverse array of transportation demand management strategies such as car- and van-pools, flexible work schedules, and telecommuting. Land use and transportation decisions are considered together, significantly reducing the need for individual automobiles and large parking facilities. Greater use of rail for freight has been embraced as an effective means of removing trucks from neighborhood streets. City streets are attractive public spaces, and function as part of a system of interconnecting streets. Circulation within the downtown, waterfront, neighborhood activity centers, and institutional campuses is predominantly oriented to the pedestrian. A series of trails and paths provide access between neighborhoods and areas of protected open space.



In recent years, the City of Burlington has continually recommitted itself to a transportation vision which stresses transportation choices and livability, including the Legacy Plan (2000) and the Climate Action Plan (2000). This *Transportation Plan* reaffirms this vision.

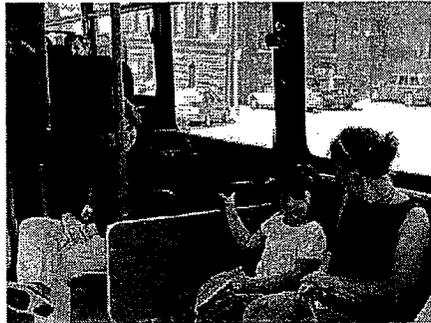


Table of Contents

1) Burlington’s Transportation Vision	1
2) Transportation in The Future	2
A) Strong and Healthy City	2
B) Transportation Choices	3
C) Great Streets	7
3) Moving Forward	9
4) Initial Five-Year Plan	10

2) Transportation in the Future

The *Transportation Plan* is directed at promoting three general themes:

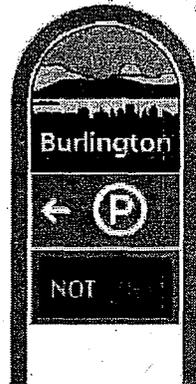
- A) Strong and Healthy City
- B) Transportation Choices
- C) Great Streets

2A) Strong and Healthy City

Transportation is a foundation of a vital Burlington. It serves residents, businesses, institutions, workers, shoppers, patrons, and visitors. Transportation infrastructure is a critical part of the urban form and a strong contributor to how the City is experienced in daily life.

Economic Health

The downtown/waterfront and Hill institutions areas are major jobs centers for the greater Burlington region. Other areas in the City may become more important jobs centers including the “enterprise zone” to the south of downtown along the Lakeshore and Pine Street, and the industrial area between Home and Flynn Avenues. These jobs centers depend on transportation for their workers, customers, and product delivery. As part of the *Transportation Plan* development, extensive interviews were conducted with business people in the downtown/waterfront area. Several concerns were frequently mentioned: parking availability, congestion, and wayfinding.



Physical Health

Studies have shown that regular physical activity improves health and quality of life. Adults can reduce the risk of chronic disease (i.e., heart disease, type II diabetes, obesity) with just 30 minutes of moderate exercise, such as brisk walking, five or more days per week. Many Americans report that they want to walk more but find barriers to walking. “Active living” for children can be promoted through “Safe Routes to School” and supporting children in walking and biking.

Choices for an Aging Population

The AARP recommends high quality walking and transit options for older residents. Its *Growing Older in a Livable City* process surveyed 800 local residents aged 45 and up about concerns and obstacles to walking and using transit. The highest ranked walking concerns were: 1) conflicts with bikes and skateboards, 2) adequate places to sit and rest, 3) crossing islands available where needed. The top transit concerns were: 1) adequate shelter, 2) limited weekend and evening service, 3) and benches.

Safety

Safety is of critical importance, particularly where walkers and bikers interact with cars and trucks.

Environmental Health

Tailpipe emissions represent the second greatest source of global warming gases in the United States. Encouraging alternative transportation modes is a key part of any effort to address global warming. The No Idling Campaign is another illustration of Burlington’s commitment to public health and the environment.

2B) Transportation Choices

Cars

According to 2000 Census data, 62 percent of Burlington residents drove alone to work and another 12 percent carpooled. For commuters coming into Burlington, the car mode share today is even higher – 83 percent drive alone and 14 percent carpool. There is peak hour/peak direction congestion at the City's gateways including Main Street, Colchester Avenue, and Shelburne Road. While this congestion is frustrating to many, all successful cities must deal with traffic congestion. A partially offsetting benefit of this congestion is that it "meters" traffic coming into the core of the City, and helps to limit congestion there.

The planned Champlain Parkway (Southern Connector) will add limited additional roadway capacity. The traffic analyses indicate that the Pine Street section will continue to act as a metering point. For the peak hours/peak directions, overall roadway capacity into and out of the City is estimated to increase by only about 2-4 percent.

Lacking expansion opportunities, the City does not intend to add new capacity beyond the Champlain Parkway. The goal of the City is to accommodate growth in travel within the existing roadway network and through Transportation Systems Management (TSM), non-auto modes, and Transportation Demand Management (TDM).

Transportation Systems Management (TSM)

Transportation Systems Management (TSM) uses the roadway as efficiently as possible. Common TSM actions include installing new traffic signals and improving coordination between signals.

There is a national effort to apply new technology to traffic management under Intelligent Transportation Systems (ITS). Several ITS projects are under consideration at the Chittenden County Metropolitan Planning Organization (CCMPO) which could help traffic operations in the City. These include projects to coordinate and monitor traffic signals on congested streets, provide signal preemption for emergency vehicles, and provide real-time traveler information.

Transit

Transit availability is critical, especially for the young, the old, those without cars, and those who otherwise are dependent on transit. It also is becoming increasingly important that transit be attractive to choice riders, some of whom will need to shift to transit if the City is to increase the number of travelers in and out of the core. Choice riders (those who do not rely solely on public transportation) have identified the current level of service as a deterrent to more transit use, citing lack of evening/weekend service, service frequency, and long travel times.

The near-to-medium term vision for public transportation service in Burlington is to provide a high level of service on primary trunk routes serving downtown from the north, northeast, east, and south, complemented by shuttle services and neighborhood feeder services. Trunk routes (see Fig. 2) include:



- North Avenue;
- Essex Junction (service to Colchester Avenue/Winooski/Essex);
- University Mall/Airport;
- Shelburne Road; and
- Pine Street.

These trunk routes would run frequently during the day, and service would be provided evenings and weekends, and serve both walk-access transit riders and those parking at remote lots.

Walking

Walking is the fundamental urban transportation mode and is an essential part of all trips, especially transit trips. Walking is healthy, good for the environment, and does not contribute to congestion. This *Transportation Plan* envisions a fully walkable city. Priorities for improving the City’s walking infrastructure include improved maintenance and improved crossings.

Biking

The *Transportation Plan* supports biking as a transportation choice that is non-polluting, energy efficient, and promotes good health. Burlington has some excellent off-road paths, but lacks the on-street facilities needed for biking to be a practical alternative to cars for day-to-day transportation. This *Transportation Plan* calls for a complete bike network.

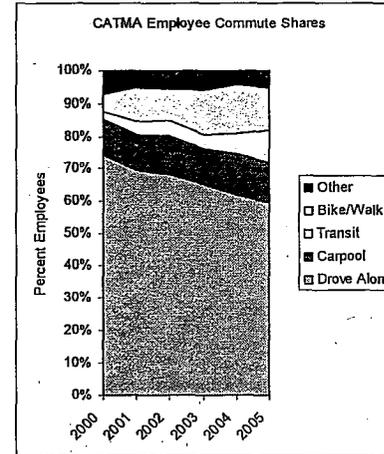
Accessibility

It is critical that transportation be accessible as possible, especially for pedestrians, transit customers, and those using handicapped parking spaces

Transportation Demand Management (TDM)

Transportation Demand Management (TDM) aims at reducing car travel and congestion. Work trips are especially important because they repeat on a regular basis, so changing even a single daily commute makes a big difference over time.

The Campus Area Transportation Management Association (CATMA) has been highly effective in reducing travel and parking demand for the City’s major educational and health care institutions. A Downtown Transportation management Association (TMA) is under discussion as a means to expand this success to the downtown area.



Parking

Parking is a critical resource for any community, especially in the downtown/core area. It is the means by which a driver is converted to a shopper, client, visitor, or just plain citizen. Provision of appropriate parking in terms of location, quantity, and accessibility is essential to the survival and prosperity of any community’s downtown core, including Burlington.

The Burlington core area relies heavily on its “character” and attractive environment to support its economic base. Parking however, even when attractively done, represents a “hole” in the

street-level activity that is an integral part of that attractiveness. Moreover, parking incurs substantial costs ranging from \$12-\$15,000 for above ground garage spaces and \$25-30,000 for underground spaces. Additionally, parking requires significant annual maintenance costs including plowing, paving and striping, fee collection, and policing.

It is the policy and priority of the City to better utilize the existing parking inventory by implementing improved parking management strategies, and to add additional inventory in strategic locations necessary and as new development presents opportunities. Parking in the downtown core is currently inadequate and action should be taken to address this issue as necessary. Parking management strategies aimed at increasing the utilization of existing facilities are set out in this Plan, and include improved wayfinding enabling motorists to more readily find available spaces in under-utilized facilities, along with more market-oriented approaches to the pricing of parking designed to free-up more on-street spaces. ~~However, parking in the downtown core is currently inadequate and action should be taken to address this issue.~~

Figure 2: *Street Types and Street Network* (map continued on following page)

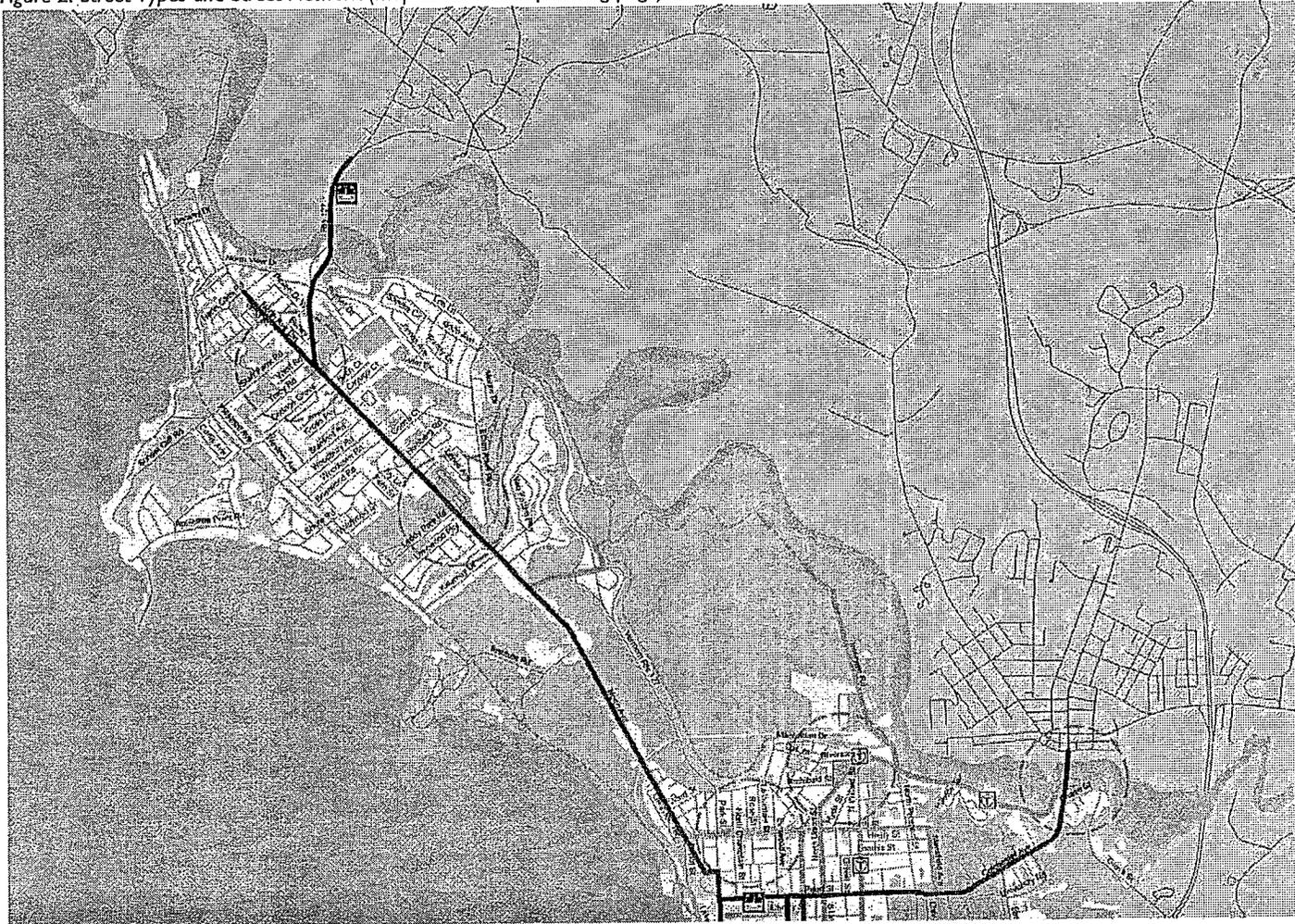
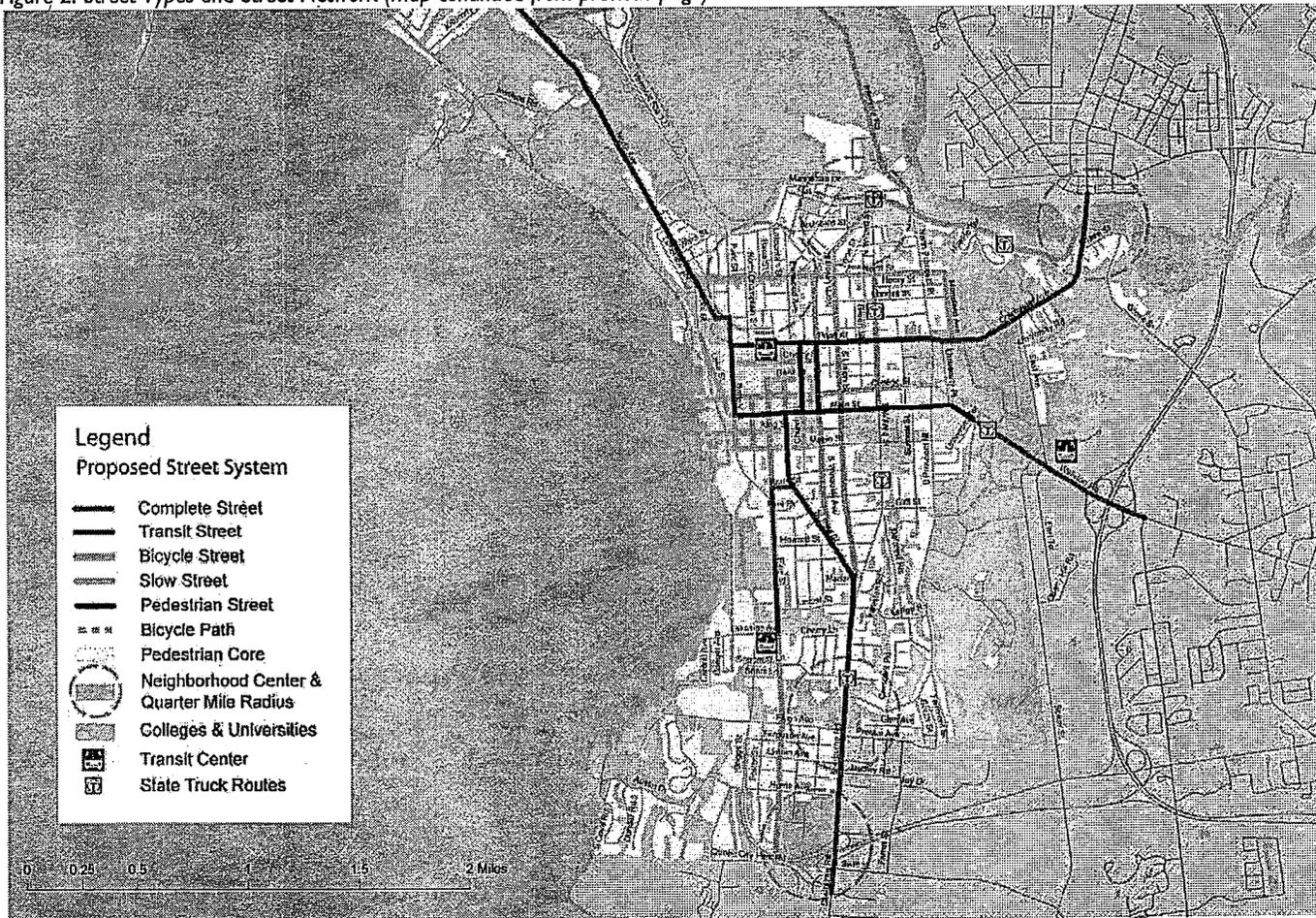


Figure 2: Street Types and Street Network (map continued from previous page)



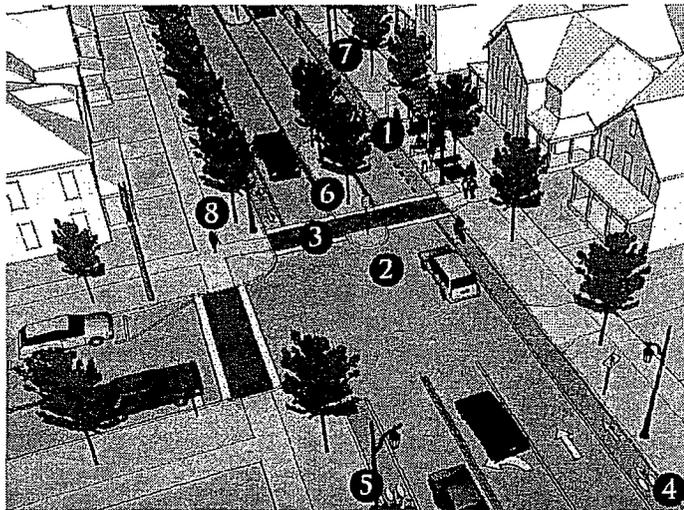
2C) Great Streets

A major component of this *Transportation Plan* is a shift to a “complete streets” strategy and the new *Street Design Guidelines*. Streets are classified (see Figure 2) as: 1. *Complete Street*, 2. *Transit Street and the Bicycle Street*, 3. *The Slow Street*, 4. *State Truck Routes*, and 5. *Neighborhood Streets*.

1. The Complete Street

In general, Burlington’s gateway streets must carry all travel modes – cars and trucks, buses, bikes, and pedestrians - because no alternatives exist. Typically, these streets today include four travel lanes with no space for bikes and poor pedestrian crossings. There is a successful national movement to reallocate pavement in such cases to form *Complete Streets*.

Figure 3: *The Complete Street*



A *Complete Street* (Figure 3) 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.

Some of the *Complete Street* conversions in Burlington will involve reducing the number of travel lanes from four to three. There will be concerns about whether a single through travel lane in each direction is sufficient to carry traffic. This issue will need to be addressed on a case-by-case basis in the scoping process, but preliminary analysis suggests that conversion is possible for the four-lane sections identified in Figure 2 except for Main Street through the UVM Campus where no changes are recommended. In addition, conversions elsewhere in the U.S. generally have resulted in reduced accident rates and less speeding.

In almost all cases, urban street capacity is limited at intersections rather than along street segments. Therefore, it is often possible to reduce width without increasing congestion. Furthermore, in a four-lane street, the left lanes operate inefficiently due to conflicts between left-turning vehicles and through vehicles. Moving the left turning vehicles out of through traffic removes these conflicts and also generally reduces accident rates.

Some features of the design shown in Figure 3, including the median treatment, could be modified during the scoping process. In many cases, a *Complete Street* can be tested with simple re-striping. The only essential element of a complete street is accommodating all travel modes safely and efficiently.

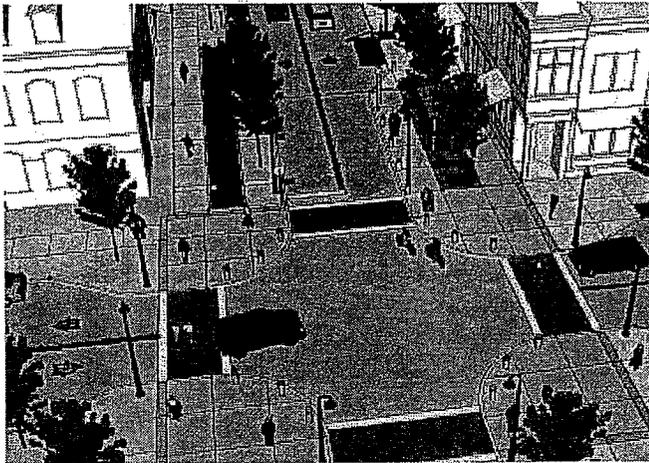
2. The Transit Street and the Bicycle Street

In Figure 2, *Complete Streets* in some locations transition to *Transit Streets* or *Bicycle Streets* where one of the modes is accommodated on a parallel route. For example, Main Street is shown as a *Transit Street* to the west of the central part of the UVM campus because bikes are accommodated on a combination of College Street and UVM paths. South Winooski Avenue is shown as a *Bicycle Street* because St. Paul Street is shown as the primary north-south transit street in that area. The *Street Design Guidelines* call for the remaining modes to be treated like they are in *Complete Streets*.

3. The Slow Street

The *Slow Streets* (Figure 4) are located within the pedestrian-oriented downtown core bounded by South Winooski Avenue, Maple Street, the waterfront, and Pearl Street.

Figure 4: The Slow Street



In the *Slow Streets*, cars, buses and bicycles all share the right of way. Pedestrians get priority, and crossings are frequent and short to help reduce intersection delays for both pedestrians and cars. Cars easily pull in and out of curbside spaces. It is proposed that a 20 mph speed limit be adopted for this area.

4. State Truck Routes

Routes 2 and 7 are designated Vermont truck routes. Some of this network is on *Complete Streets*. Residents on other sections, including Willard Street, frequently complain about truck traffic. There is no way to remove trucks from City streets. Instead, the *Street Design Guidelines* focus on calming traffic and supporting all modes. For example, South Willard Street is also a popular bicycle route. It has not been designated as a *Bicycle Street* because there is not enough space for separate bicycle lanes, but traffic speeds should be compatible with mixed traffic.

5. Neighborhood Streets

The streets not otherwise designated in the street plan will be *Neighborhood Streets*. This category ranges widely from low-volume residential streets to streets with moderate traffic volumes. Although there are no specific guidelines for these streets in the *Street Design Guidelines*, many of the general principles are applicable. Therefore, the *Street Design Guidelines* should be referenced prior to major reconstruction. In particular, the concepts for providing a quality pedestrian experience and accomplishing traffic calming through design are widely applicable to many situations.

The topic of appropriate speed limits was mentioned frequently in public meetings, as well as during the Pedestrian Summit. In order to create the safe pedestrian environment that is desirable for neighborhood streets, the City will adopt a blanket speed limit of 25 mph for all streets not otherwise posted.

3) Moving Forward

The City has made significant progress toward the transportation goals in the 2001 *Municipal Development Plan*. This *Transportation Plan* builds on this success.

Moving forward on the *Transportation Plan* requires:

- Steering toward that course (*Transportation Services*);
- Monitoring what is going on (*Progress Indicators*); and
- Charting a course (*Five Year Plan*).

Transportation Services

Current practice defers responsibility for implementation of transportation projects to the Department of Public Works (DPW) who oversees an ad-hoc working group known as the Transportation Technical Advisory Committee (TAC) comprised of staff from the Department of Public Works, the Planning and Zoning Department, the Community and Economic Development Office (CEDO), the Parks and Recreation Department, and City Arts.

The development of the street design guidelines and adoption of the “Great Streets” philosophy calls out for a “different” way of doing things. City staff must be committed to employing this new philosophy to implements segments of the plan. Commitment to the “Great Streets” philosophy will ensure a transparent process and an empowered decision making body.

Changes need to occur in the way the City delivers these programs and services. The changes are basic:

- treat the streets holistically as proscribed in the Great Streets philosophy,

- develop annual work plans dedicated to meeting the goals of this plan,
- establish mechanisms for the review of these plans,
- develop a project prioritization methodology and
- develop methods to communicate these activities to the public.

The Department of Public Works will identify staff whose responsibility will be the preparation of work plans and the development of monitoring systems and communications methods designed to meet the goals set by the plan. Staff will continue to work with the city wide technical advisory committee and may create ad hoc advisory groups to carry out its responsibilities. This committee, an ad hoc working group known as the Transportation Technical Advisory Committee (TAC), is comprised of staff from DPW, the Planning and Zoning Department (PZ), the Community and Economic Development Office (CEDO), the Parks and Recreation Department (P&R), and Burlington City Arts (BCA). DPW will oversee the work of the TAC.

As a means of reviewing plans and communicating with the public prior to the implementation of major street redesign projects, DPW shall submit these projects’ plans to and consult with the City Council’s Transportation, Energy and Utilities Committee (TEUC).

The Public Works Commission (PWC), in its role of regulator of the operation of vehicular and pedestrian traffic on the streets and sidewalks, will continue its traditional oversight of the maintenance and development of infrastructure, parking and traffic systems. In this role, plans for major street redesign projects will be approved by the PWC after DPW has consulted

~~with and received input from the TEUC. while~~ The City Council Transportation, Energy and Utilities Committee (TEUC) will monitor the transportation indicators described below. This will set a course that will result in progress.

The Mayor and City Council may appoint advisory committees to oversee any phase of specific projects as they see fit.

Progress Indicators

If we could first know where we are, and whither we are tending, we could better judge what to do, and how to do it... (Abraham Lincoln, speech to the Illinois Republican State Convention, June 16, 1858)

Fourteen progress indicators will be tracked and reviewed annually. The indicators have been chosen because they are important to the goals of the *Plan*, and because they can be tracked at little or no additional cost. Some of the indicators have specific goals. For example, there is a long-term goal for the first indicator of completing 100 percent of the *Complete Streets* network. Other indicators do not have specific targets but are important to monitor. For example, if the volume of traffic entering and exiting the City is increasing but road capacity is not, action will be needed.

The indicators are:

- 1) *Complete Streets* (percent completed);
- 2) *Priority Transit System* (percent of weekly service hours achieved);
- 3) *Transit Ridership* (annual);
- 4) *Traffic Volumes into and out of the City* (vehicles per weekday);

- 5) *Accumulation of Cars* (estimated for weekdays from traffic volumes – an indication of parking demand);
- 6) *Downtown/Waterfront Parking Spaces* (total public and private spaces);
- 7) *Downtown On-Street Parking Utilization* (peak times on weekdays – part of parking pilot program described below);
- 8) *Parking Revenues* (annual City parking revenues from garages, surface lots, and on-street spaces);
- 9) *Maintenance Expense* (annual City budget as percent of needed maintenance budget – current spending is not keeping up with maintenance needs)
- 10) *Number of Burlington Employees Covered by TMAs* (Total number in Transportation Management Associations including CATMA, a downtown TMA under discussion, and any other TMAs that might form);
- 11) *TMA Employee Mode Shares* (percent walking, biking, using transit, carpooling);
- 12) *Mode Shares for Students at Public Schools* (percent walking, biking, using transit, carpooling);
- 13) *Traffic Crashes* (reported crashes per year, segmented by injury vs. property damage only, and whether pedestrians and cyclists were involved); and
- 14) *Energy Use/Greenhouse Gas Emissions* (estimated fuel consumption in City and by City residents by cars, trucks and buses.

These indicators will track the City's progress towards achieving the long-term transportation vision with indicators addressing the three major themes of Strong and Healthy City, Transportation

Choices, and Great Streets. The indicators are described in more detail the Technical Appendix (Appendix 1).

4) Initial Five Year Plan

The Five Year Plan will be updated regularly.

The initial plan will focus on the following:

Maintenance

The City's first priority is maintenance. Current annual expenditures are insufficient to meet resurfacing needs. An additional challenge is that events, especially major snow storms, can place a major short-term burden on staff and equipment. Many comments have been received asking for better maintenance, particularly for pedestrian and bicycle facilities. Maintenance operations are largely paid for with funds from the street and sidewalk dedicated tax and excavation fees and supplemented by revenues from the traffic fund. The parking pilot programs (described below) may provide additional money for maintenance.

Funded Capital Projects

These projects are funded primarily with Federal and State funds. However, several of the projects require substantial local matching funds. This *Transportation Plan* calls for the completion of these projects.

Waterfront Improvements – This project includes improvements to lower College Street from Lake Street to the Circle, improvements to the Battery Park extension, bicycle and pedestrian improvements on the lakefront, wayfinding, and improved pedestrian crossings at College and Battery for which conceptual designs have been completed. Additional work is being done developing concepts for improving access to the waterfront north of College Street to include Depot Street and access to the Moran plant site, and to the waterfront south of Main Street to include access through the railyard. This

Transportation Plan calls for the Battery Street improvements to be done consistently with the *Complete Street* model, and that a waterfront parking pricing pilot project (described below) help provide matching funds.

Marketplace District Improvements – Funds are available for improvements to the side streets off of Church Street and to Church Street from Main to King. This *Transportation Plan* calls for street improvements to be done consistently with the *Street Design Guidelines* including the *Slow Street* model which emphasizes pedestrian crossings. Countdown timers and more public seating should be included in the scoping process. Another parking pricing pilot program would help provide matching funds and may provide a source of continued funding to maintain these improvements.

Downtown Transit Center – A Federally-funded study is underway to choose a location and design a new facility to replace the Cherry Street Transit Center.

South End Neighborhood Transit Center – CCTA currently operates two shuttle services from the PARC Shuttle Lot (a.k.a. General Dynamics lot), located between Sears Lane and Lakeside Avenue, just west of Pine Street on land leased by the City. The owners intend to develop this parcel. Over the long term the City looks to replace this surface facility with a parking structure (increasing the number of parking spaces from 350 to 575) and a climate-controlled passenger waiting area.

Wayfinding – Elements of the 2003 Wayfinding Plan will be implemented utilizing funds from the several downtown waterfront improvements projects. Completion of this project will help direct visitors to the City to easily find available parking and important destinations.

Southern Connector/Champlain Parkway – This project is intended to connect the western end of I-189 with the Burlington

downtown. A Final Supplemental Environmental Impact Statement (FSEIS) was completed in 2009 for an alternative which avoid the Barge Canal. These alternatives include about 0.7 miles of new roadway and using about 1 mile of existing streets (Lakeside Avenue and Pine Street). Pine Street would be reconstructed as a two-lane street with provision for bike traffic (either bike lanes or wider shared lanes). The Pine Street cross sections in the FSEIS are generally consistent with the *Complete Street* model in the *Street Design Guidelines*.

Flynn Avenue Sidewalk – The City has received funding through the MPO for the addition of sidewalk along the north side of Flynn Avenue connecting Shelburne Road to Pine Street and extending exiting sidewalk to Oakledge Park.

Capital Project Priorities Needing Scoping and/or Funding

Colchester Avenue – In 2006, the Colchester Avenue Task Force recommended that Colchester Avenue be reconstructed as a “fully integrated road designed as part of a multi-modal system accommodating transit, cycling and walking.” This *Transportation Plan* recommends a scoping process for Colchester Avenue to become a *Complete Street*.

Shelburne Street Roundabout – The intersection of Shelburne Street with Willard, Ledge, and Locust Streets has been identified as a high accident location. Previous work by the City recommended a roundabout at this location. VTtrans is starting a scoping process.

Route 127 Terminus – The end of Route 127 with local streets presents traffic concerns to local residents, especially concerning traffic speed. A scoping process resulted in City Council selection of a preferred alternative which has been identified in the CCMPO Transportation Improvement Plan for funding in 2010 and is awaiting state participation.

Queen City Park Bridge: Scoping has begun on this one lane bridge which connects Industrial Parkway with US Route 7. Bicycle/pedestrian capacity improvements are being explored as well as structural improvements.

Cliff Street Sidewalk: A neighborhood planning study examining the need for sidewalk along this Hill section street is wrapping up. Depending on the preferred alternative, capital funds may be needed.

Several possible capital projects were identified in the CCMPO Unified Planning Work Program: Improvements to Intervale Road, access planning for the Gosse Court Armory, and bicycle/pedestrian access to the Ethan Allen Homestead via North Avenue.

The desire for intersection improvements at the intersections of North Avenue and Plattsburgh Avenue, at North Winooski Avenue and Archibald Street and at Route 127 and Manhattan Drive have been registered through this and other neighborhood planning processes.

There are several possible capital bicycle projects, including implementation of the North South bicycle plan, repairs and upgrades to the waterfront bicycle path, and the development of a bicycle connection to Winooski are all projects in various stages of development.

This *Transportation Plan* calls for these projects to be prioritized and pursued in the order in which they are ranked.

Policy Initiatives.

The City will pursue several policy initiatives including:

- Supporting creation of a downtown Transportation Management Association (TMA);
- Changing speed limits to 20 mph in the downtown Slow Streets zone and to 25 mph on neighborhood streets without posted speed limits;
- Supporting improvements to the western corridor rail infrastructure and expansion of passenger rail services to Burlington;
- Supporting alternative funding sources for public transit operations;
- Supporting car sharing service (discussed more in Technical Appendix); and,
- Changing zoning parking requirements to permit impact fee or payment-in-lieu options.

Transit



The transit vision (described above) for a set of trunk routes with high frequency and evening and weekend service will require significant new funding. CCTA’s Transit Development Plan includes a comprehensive menu of service improvements including Interregional and Regional commuter services, trunk and local routes, shuttles and feeder services, and demand response service. Transit is a regional need and the reliance on local property taxes is a severe limiting factor on CCTA’s ability to increase service. In-Act 141 of 2001, the Legislature recognized that local property taxes are not a viable long-term source to support transit operations. The City will continue to push for a regional transit funding source.

However, successful transit is reliant on compact and efficient land use patterns. Proposed transit service improvements must be coordinated with established land use plans. Transit services should be provided where higher-density, mixed-use development is anticipated well in advance, rather than re-routed in response to new development proposals after-the-fact.

Parking Pricing Pilot Programs

It is the policy and priority of the City to better utilize the existing parking inventory by improving parking management strategies, and to add additional inventory in strategic locations only as necessary. Efforts to improve management of the existing parking systems include wayfinding and TMA’s as noted above, combined with remote parking served by shuttles/transit, carsharing, capital improvements that make parking facilities more attractive and desirable, and market-based pricing.

This plan introduces the concept of market priced parking with the recommendation of taking incremental steps to test its validity locally under the assumption that market pricing will influence demand. Three parking pricing pilot programs are proposed. The purposes of the programs are:

- Increase availability of high demand parking spaces by encouraging shifts to spaces that are less utilized,
- Encourage alternatives to driving alone, and
- Increasing parking revenue (possible uses include matching Federal grants, improving maintenance and enforcement, building more parking, and supporting transit).

Downtown On-Street Parking – Parking availability downtown is a common complaint of visitors and the business community. This is partly due to the heavy utilization of on-street parking spaces which are the most apparent parking spaces. Experts recommend pricing so that 15 percent of on-street parking spaces are available so customers will be able to find parking spaces quickly and easily. Others, particularly employees, are encouraged to find lower-priced, less visible spaces, use transit routes, or remote parking shuttles. The first pilot program would replace existing downtown meters in historically high demand areas with

a new system that would allow payment by credit card or paper currency in addition to coins. Pricing would be extended into evening hours, and prices would be increased gradually until target utilization was achieved.

Waterfront Parking Lots – A second pilot would charge for parking in the waterfront lots throughout the year and not just during special events. As noted earlier, the revenues generated would offset local cost of improvements.

Neighborhood On-Street Parking – A third pilot program would build on the residential permit program and include selling a limited number of non-residential permits for daily parking in the neighborhood. This program would only be advanced if there were neighborhood support, and should be part of a more comprehensive re-evaluation of the residents-only parking program. In other parts of the U.S., there has been strong interest when revenues are spent in the neighborhoods where the fees are collected.

Downtown Parking Supply

Some parking in the downtown is likely to be lost due to redevelopment. The City has a policy of no net loss, so these spaces will need to be replaced. Additional parking spaces in strategic locations – particularly in the Main Street corridor - also may be needed.

Opportunities for increasing parking supply include expanding the Marketplace garage into the Handy air rights and adding on-street parking spaces with conversion to one-way streets. Both of these ideas require additional study.

The Marketplace garage study would include cost estimation, possible funding sources, and an estimated timeline. This opportunity, along with previously identified parking projects on

the TD Bank site and the “super block” on the northeast corner of Main and South Winooski, deserve further study.

The relocation of the Cherry Street Transit Station will free additional on-street parking spaces. It may also be possible to convert Cherry Street or other downtown streets to one-way, which could provide additional parking spaces through conversion to diagonal parking. Scoping for these changes could be accomplished with the Marketplace District Improvements.

Finally, the City has had a longstanding preference not to develop parking on the waterfront. As a result, opportunities to develop additional parking supply in the Battery Street corridor – even underneath Battery Park Extension – need to be explored over the long term.

New and innovative motorized personal transportation devices, such as segways and electric scooters, will likely continue to gain interest as an alternative mode of transportation in Burlington. The City will need to evaluate the possible impacts the use of these devices may have on both vehicles on the street and pedestrians on the sidewalk and any infrastructure needs they may require.

Remote Parking

The City is committed to providing remote parking with transit/shuttle service. The PARC shuttle lot located between Sears Lane and Lakeside Avenue, just west of Pine Street is the location for the planned South End Neighborhood Transit Center. A Chittenden County Metropolitan Planning Organization (CCMPO) study from 2003 identified possible locations for additional “auto capture” facilities on Burlington’s periphery including a facility at Exit 14 in I-89. This *Transportation*

Plan supports linking the proposed transit trunk lines with other remote parking lots wherever possible.

5) For More Information:

The *Transportation Plan* has several appendices:

- 1) Technical Appendix
- 2) Street Design Guidelines
- 3) Market Study
- 4) Public Participation Report
- 5) Memo on alternative scenarios
- 6) Memo on preliminary Colchester Avenue analysis

The complete *Transportation Plan* can be accessed on the internet at:

www.dpw.ci.burlington.vt.us/transportation/

Printed copies can be read at City Hall (at the first floor Clerk's office), at the Department of Public Works on Pine Street, and at the Fletcher Free Library.

Please send or email comments to:

Dan Bradley
Department of Public Works
645 Pine Street, Suite A
Burlington, VT 05402-0849
802.865.5832
dbradley@ci.burlington.vt.us

The 2006 Legacy Town Meeting focused on transportation



Field Code Changed

Transportation Plan Steering Committee

Jesse Beck, Waterfront Marketplace Downtown Committee

Amy Bell and Polly McMurtry, VTrans

Mary Chaffee, Ward 4/7 NPA

Chris Cole, CCTA (Aaron Frank, alternate)

Peter Keating, CCMPO

Bill Keogh, Burlington City Council

Max Kuusela, Youth Representative

David Lustgarten, Burlington Bicycle Council

Roger Marshall, Ward 5 NPA

Jerry Manock, Ward 6 NPA

Dawn Moskowitz, DPW Commissioner

Bob Penniman, CATMA

Suki Rubin and Ariane Kissam, Ward 2/3 NPA

Wayne Senville, Ward 1 NPA

Marc Sherman, DPW Commissioner

Emily Stebbins and Livia DeMarchis, Planning Commissioners

Nancy Wood, Burlington Business Association.

City of Burlington Staff Management Team

Dan Bradley, Department of Public Works

David White, Department of Planning and Zoning

Kirsten Merriman Shapiro, Community and Economic Development Office (CEDO)

Consultant Team

Smart Mobility, Inc. (Norwich, VT)

Oman Analytics (Underhill Center, VT)

ORW Landscape Architects and Planners (White River Junction, VT)

Third Sector Associates (Burlington, VT)

TranSystems (Montpelier, VT)

