



COMMUNITY & ECONOMIC DEVELOPMENT OFFICE

149 CHURCH STREET • ROOM 31 • CITY HALL • BURLINGTON, VT 05401
(802) 865-7144 • (802) 865-7024 (FAX)
www.burlingtonvt.gov/cedo

Noelle MacKay, Director
Community & Economic Development Office



Chapin Spencer
Director, Public Works
Norman J. Baldwin, P.E.
Asst. Director Public Works

MEMO

TO: City Council Transportation Energy & Utilities Committee

FROM: Chapin Spencer, Director, Public Works
Laura K. Wheelock P.E., Public Works Engineer
Kirsten Merriman Shapiro, Senior Policy and Project Specialist, CEDO

RE: Bank and Cherry Street Improvements

CC: Noelle MacKay, Director, CEDO
Norm Baldwin, P.E., Asst. Director Public Works, City Engineer
Richard Haesler, Esq., Asst. City Attorney

DATE: May 11, 2018

Summary

This briefing memo provides Committee members an update on the concept design development process for Bank and Cherry Streets and requests the Committee consider recommending approval of the concept design to the full City Council. This generational reinvestment into Cherry and Bank Streets provides an exciting opportunity to renew our aging infrastructure and develop a streetscape that will foster the vitality of downtown for decades to come. We are currently updating the concept designs for these two streets based on input received during the April public comment period and will present the revised designs to your committee and the Public Works Commission at the respective May 16, 2018 meetings.

The Development Agreement (DA) between the City and CityPlace Burlington (CPB) has the City responsible for developing 30% design plans for Bank and Cherry Streets by June 30, 2018. City Council action at the May 21 meeting is necessary for the City's design consultant to successfully deliver the 30% plans by the end of June deadline.

We respectfully request the City Council Transportation, Energy and Utilities Committee (TEUC) approve the following motion at its May 16, 2018 meeting:

An Equal Opportunity Employer

This material is available in alternative formats for persons with disabilities. To request an accommodation, please call 802.863.9094 (voice) or 802.863.0450 (TTY).

To approve and recommend to the City Council their approval of the conceptual designs for improvements to Bank Street (between Church and Pine Streets) and Cherry Street (between Church and Battery Streets) presented on May 16, 2018 and authorize Chapin Spencer, Director of Public Works, the authority to manage the development and delivery of 30% designs for substantial compliance with the approved conceptual designs and the Development Agreement with BTC Mall Associates LLC (developer of CityPlace Burlington).

Project Background

As part of Burlington’s ongoing effort to reinvest in our downtown, voters in 2016 approved \$22M in Tax Increment Financing (TIF) to restore the segments of St Paul and Pine Streets that were destroyed during urban renewal and to comprehensively renew Cherry and Bank streets west of Church Street. This is about place, space and designing a downtown for all Burlingtonians.

BTC Mall Associates LLC, developer of CityPlace Burlington (CPB), will be designing and, after our approval of the design, constructing the new segments of St. Paul and Pine Streets prior to the City’s dedication and acceptance of these streets. The City is developing the designs for Bank and Cherry Streets using the Great Streets Standards for Burlington’s Downtown.

Under the Development Agreement approved by the City Council on October 16, 2017, the City is responsible for developing 30% designs for Bank and Cherry Streets by June 30, 2018. The intent of this timing is to maximize the design and construction coordination between the CityPlace Burlington project and the adjacent street reconstruction – helping to improve the overall design and minimize construction-related impacts for the broader community.

Past Milestones

Once the DA was executed on October 30, 2018, the City worked to complete the Great Streets Standards and obtain Commission approval from the relevant Commissions while simultaneously developing and managing an RFP process to procure a consultant to develop the 30% designs for Cherry and Bank Streets. On January 22, 2018, the Council approved a contract with Stantec to undertake the design work. In two months, Stantec provided concept designs and the City initiated our public engagement process in April 2018.

Design Standards & Goals

The design for Bank and Cherry Streets utilizes the Great Streets Design Standards for downtown to generate the goals for the project and the base concept. The primary goals for the streets are:

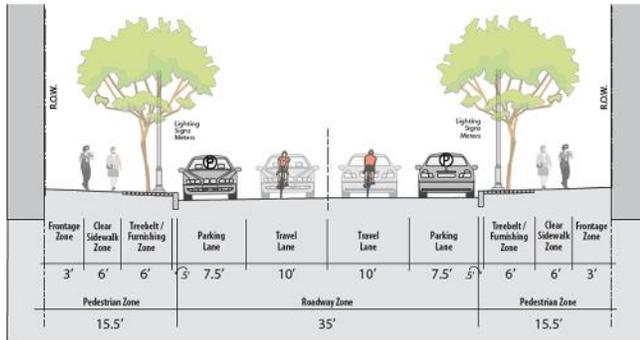
- J Walkable and bikeable — safe for all modes and all levels of accessibility
- J Sustainable — both environmentally sustainable, and long-lasting
- J Vibrant — to support the downtown’s diverse range of public and private activities
- J Functional — work for all users, flexible, can be maintained, affordable

To balance the use within the public right of way among all users (pedestrians, motor vehicles, transit vehicles, bicycles, delivery vehicles, utilities, etc.), the base concept will use the cross sections below for allocation of roadway and pedestrian zones.

Cherry Street

Commercial Slow Street
(66' ROW, 35' Roadway)

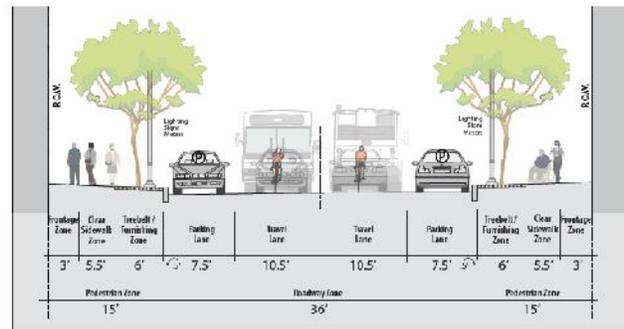
35' Roadway Zone—31' Pedestrian Zone



Bank Street

Commercial Slow Street with Transit
(66' ROW, 36' Roadway)

36' Roadway Zone—30' Pedestrian Zone



A quick look at the design plans above may seem similar to the streets as they are today, but the current concept plans make the following notable changes that come through from the Standards:

Infrastructure Under Street

-)] Bury the overhead utilities on Bank Street between St Paul and Pine Streets (to allow for bigger healthier trees and a cleaner look)
-)] Renew or rehabilitate the water and wastewater infrastructure on both streets
-)] Add a separate stormwater line under Cherry Street to connect to College Street outfall
-)] Install either soil cells or other optimum growing medium for the street trees

Streetscape

-)] Provide permeable pavers in greenbelt to take stormwater from sidewalk and treebelt to feed the trees
-)] Utilize granite curbs that will have a longer life than concrete and improved aesthetic
-)] Add bump outs that will narrow pedestrian crossings and add planting / activation areas
-)] Install new lighting fixtures consistent with BED design standards and meet current lighting standards for both the sidewalk and the street
-)] Add amenities along the streets based on input from these public meetings

Public Input

Our outreach to the community has included several public meetings (see list below) as well as a webpage, online comments, Front Porch Forum post, social media, outreach to property owners and businesses, handouts with basic info for webpage at most NPAs including all Wards Steering Committee meeting, and CEDO's Neighborhood Buzz.

-)] May 1, 2018 - Transportation, Energy and Utilities Committee (TEUC) presentation
-)] April 18, 2018 - Public Works Commission Presentation
-)] April 11, 2018 - Public Meeting on Bank and Cherry Street Design Concepts
-)] April 10, 2018 - Public Meeting on Bank and Cherry Street Design Concepts
-)] March 27, 2018 - TEUC -Introduction of the base Bank and Cherry Street Design Concepts

In addition, we have the following upcoming Public meetings:

- J May 16, 2018 - TEUC, 5:00PM at 645 Pine Street, Burlington
- J May 16, 2018 - Public Works Commission, 6:30PM at 645 Pine Street, Burlington
- J May 21, 2018 - City Council, 7pm at 149 Church Street, Burlington

We received numerous comments on the concept plans at the public meetings, through the website comment portal, and directly to DPW and CEDO. All comments received to date are posted on the project's website – links are included below. Comments received ranged from the street furnishings, to intersection alignments, to use of the pedestrian and roadway zones. Given our narrow rights-of-way and the many competing uses in the downtown, we were not surprised to receive comments urging the City to create dedicated bicycle facilities by removing parking, while also receiving comments urging the City to preserve or expand on-street parking.

Bicycle and Pedestrian Facilities

The project team received many comments about the type of bike facilities and creating additional pedestrian orientated space in the Concept Plan on both Bank and Cherry Street. The Concept Plan, per planBTV Walk Bike, utilized shared lanes for bike facilities on these two streets, and identified Pearl Street and Main Street as streets for dedicated bike facilities as the east west corridors in the Downtown. Unlike Pearl and Main Streets, Bank and Cherry Streets are relatively short (3 to 4 blocks) and have limited east/west connections. PlanBTV Walk Bike prioritizes pedestrian safety on Cherry and Bank Streets, where people commented on difficult intersections to cross.

In response to the comments received, the City and the design consultant explored additional options to accommodate the diverse uses within the City's narrow downtown rights-of-way including adding dedicated bicycle facilities. These dedicated bike facility options were challenging to accommodate, were short in length, did not have strong east/west connections, and each had significant impact to on-street parking and/or the pedestrian zone. After this review, our recommendation was to follow the guidance of planBTV Walk/Bike, continue with the dedicated E/W bicycle facilities on Pearl and Main, and incorporate additional design elements to further calm traffic on these interior downtown streets so that bicyclists have a high level of comfort when riding along or crossing these streets.

Design Revisions

We are currently updating the concept designs for these two streets based on input received during the April public comment period.

On Bank Street in particular, we determined that there is an exciting opportunity to use an innovative design approach – a curbless street – that gives the City great flexibility while bringing a strong aesthetic and pedestrian-centered approach to the public realm. A curbless street, similar to a Shared Street, will still provide distinction between the pedestrian zone and roadway zone as outlined in the Standards. The benefit of moving to a curbless street is that it prioritizes the pedestrian in these corridors while allowing vehicle travel and on-street parking. Typically, a street in this configuration will result in very slow vehicle travel speeds – consistent with the planBTV Walk Bike recommendation for shared travel lanes for bicycles and vehicles. The street will use vertical elements such as tree wells, bollards, light poles to help define the space between the roadway zone and pedestrian zone. There will also be materials within the road to define spaces

between travel ways, parking, tree belt, and clear sidewalk. A curbless street will also provide increased flexibility of space for adjacent businesses, space for civic events, greater accessibility for mobility impaired individuals and future adaptability as the City may seek to adjust elements to proportion the space between the roadway and pedestrian zone.

While Church Street itself is an example of a curbless street, there are other curbless streets in urban areas around the country that are designed for through vehicular traffic and on-street parking. Argyle Street in Chicago and Clematis Street in West Palm Beach are two examples.

The move to a curbless street on Bank Street will also help create a better linkage on the west end of the street to the existing multi-use path that runs between People's United Bank and the former Macy's store. This path connects to both Battery Street between the Hilton and Westlake Condos as well as to Cherry Street between Hotel Vermont and Macy's. Combined with the curbless street, this path provides an accessible E/W corridor for bicycle traffic from the hotels to Church Street.

On Cherry Street, we are recommending modifications based on public input that will further prioritize pedestrians, including a raised intersection at St. Paul and Pine Streets, upgraded and additional mid-block crossings, adjustment of furnishings, and the addition of transit shelters. A curbless street was determined not to be an appropriate design solution on Cherry Street due to the higher level of traffic overall and the presence of bus traffic.

Next Steps

The revised plans will be available on the project's website by at least May 16, 2018 for public viewing. We will then present the revised concept designs to the Public Works Commission and the TEUC at their respective May 16, 2018 meetings. At the meetings, we will seek support from the DPW Commission and sponsorship from the TEUC for the conceptual plan in order to bring it to the City Council on May 21, 2018 where we will seek to have the plan adopted.

Conclusion

The project team recently completed a public outreach period for the Cherry and Bank Streets project, and we are incorporating many of the comments into the concept plans. Staff is confident in the concept plans being developed and respectfully requests your committee consider approving the proposed motion outlined in the beginning of the memo at your May 16 meeting. We will seek the full City Council's approval of the concept plans on May 21, 2018.

This timeline will enable the City to maintain the schedule per the DA, where the City is required to provide 30% design plans to CPB by June 30, 2018. The 30% designs will have additional detail, particularly on underground infrastructure as well as developing an initial estimate to ensure that the designs are within the budget set out by the 2016 vote on TIF funding.

Project Website:

<https://www.burlingtonvt.gov/CEDO/BTV-Mall-Redevelopment-Process/Bank-Cherry-Streets>

Public Comments:

<https://www.burlingtonvt.gov/sites/default/files/Bank%20and%20Cherry%20Street%20Improvements%20-%20Comments%20through%205%202%2018.pdf>