

The Cherry Street Promenade is an exciting opportunity to invest in public infrastructure, stimulate economic growth, and create a more inviting connection to the Burlington waterfront. The concepts for this new-and-improved street have been developed through broad collaboration with Cherry Street businesses, other city departments, key stakeholders utilizing Cherry Street, and local design teams. This diverse team has created a project with momentum, ready for implementation in 2014. Upon completion, Cherry Street will entice pedestrians, provide a pleasantly calm route for drivers and bicyclists, and encourage increased economic activity along this currently underutilized corridor.

Department of Public Works 645 Pine Street Suite A, Burlington VT 802.865.5833 nlosch@burlingtonvt.gov





#### CITY OF BURLINGTON DEPARTMENT OF PUBLIC WORKS

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**Chapin Spencer** DIRECTOR OF PUBLIC WORKS

October 17, 2013

Mayor Miro Weinberger 149 Church Street Burlington VT 05401

Dear Mayor Weinberger:

The Department of Public Works is excited to present our proposal for the creation of the Cherry Street Promenade as a candidate for implementation through the Waterfront Tax Increment Financing. This is a unique opportunity to invest in public infrastructure, stimulate economic activity, and create an inclusive corridor of choice for our community. Our partnerships with stakeholders along the corridor will aid in rapid advancement of this design, and our improvements to the street will boost the recent and future development along Cherry Street.

We are requesting \$2.7 million in Tax Increment Financing to complete the project, with the total project cost estimated to be \$2.9 million. The Cherry Street Promenade has all of the required elements of a TIF District project: a need for redevelopment and for substantial infrastructure improvements, a commitment of the City to champion the project, the interest of private parties, and the challenge of understanding its redevelopment will translate into increased property tax revenue, but knowing typical financing is not enough to cover the needed improvements. By financing the Cherry Street Promenade through TIF, the city will show private investors its commitment to transform Cherry Street and extend the Church Street experience into one of its side streets with the most potential for revitalization.

The project team includes staff of the Department of Public Works. While the DPW will be the core team, we have a broad group of stakeholders and partners that will be heavily involved throughout the process. Our team includes:

- Chapin Spencer, Director of Public Works overseeing project development
- Norm Baldwin, P.E., Assistant Director of Public Works and City Engineer overseeing project design
- Nicole Losch, Transportation Planner planning and stakeholder coordination
- David Allerton, P.E., Engineer lead project manager
- Guillermo Gomez, P.E., Engineer supporting project manager
- Joel Fleming, E.I.T., Engineer resident engineer during construction

- Erin Demers, E.I.T., Engineer street and sidewalk operations and maintenance
- Megan Moir, Stormwater Administrator stormwater operations and maintenance
- Parks Department street tree and Battery Park Plaza operations and maintenance

In addition to our core team we have several city and community partners providing financial and other assistance to successfully implement the Cherry Street Promenade:

- Community and Economic Development Office engaging business owners, coordinating diverse interests, and maximizing economic development opportunities
- Burlington City Arts planning and coordination for public enhancements
- Chittenden County Transportation Authority coordination of Downtown Transit Center design and construction on and adjacent to Cherry Street
- Burlington Electric Department street light design, operations, and maintenance
- Burlington Harbor Hotel Group and Hotel Vermont Holdings contributing to the design fees for the project
- Burlington Town Center Mall advocating for revitalization and redevelopment of their Cherry Street frontages
- Civil engineers and landscape architects to be hired in 2014 design
- Contractors to be hired in 2015 construction

Cherry Street is owned and operated by the City of Burlington as a public right-of-way. The Department of Public Works manages the public realm, and the project contact for the Cherry Street Promenade is:

Nicole Losch, Transportation Planner / Bicycle and Pedestrian Program Manager 645 Pine Street Suite A Burlington VT 05401 865.5833 / <u>nlosch@burlingtonvt.gov</u>

The Director of Public Works and the City Engineer have the authority to advance the Cherry Street Promenade and enter into agreements binding the city until the monetary threshold of our authority is exceeded. The authority to bind the city into a large monetary agreement lies with the City Council, following recommendations from the Director.

I have reviewed our team's proposal and attest that all information is true and correct. No addenda were issued for this RFP, and our proposal shall remain valid for a period of not less than 90 days from the date of our submittal, October 17, 2013.

Sincerely,

Chapin Spencer Director of Public Works

# Contents

| COVER LETTER  |   |  |  |
|---|---|--|--|
| EXECUTIVE SUMMARY   | 1 |  |  |
| THE APPROACH  | 2 |  |  |
| IMPLEMENTING COMMUNITY PLANS AND ADDRESSING COMMUNITY NEEDS | 2 |  |  |
| Detailing our approach to design and the overall scope      |   |  |  |
| INCREASING ECONOMIC DEVELOPMENT                             | 4 |  |  |
| PURSUING AN ELIGIBLE PROJECT WITH NO REGULATORY HURDLES     | 5 |  |  |
| Inclusivity and beneficiaries                               |   |  |  |
| Improving our environment                                   | 7 |  |  |
| BRINGING ART INTO THE PUBLIC REALM                          | 7 |  |  |
| Encouraging downtown housing                                |   |  |  |
| Traveling along Cherry Street                               | 9 |  |  |
| THE TEAM  | 9 |  |  |
| Our Communication and Collaboration                         | 9 |  |  |
| Our Experience  |   |  |  |
| Our Roles and Commitments                                   |   |  |  |
| Our Collaborations on Other Projects                        |   |  |  |
| Quality Control and Coordination                            |   |  |  |
| Project Experience  |   |  |  |
| Lower Church & Saint Paul Streets                           |   |  |  |
| Pearl Street  |   |  |  |
| Colchester Avenue Corridor Plan                             |   |  |  |
| Evidence of Cost Controls                                   |   |  |  |
| THE IMPLEMENTATION  |   |  |  |
| FEASIBILITY   |   |  |  |
| Project Budget  |   |  |  |
| APPENDIX  | 0 |  |  |
| A. Letters of Support and Financial Commitment              | 2 |  |  |
| a. Burlington City Arts                                     |   |  |  |
| b. Burlington Electric Department                           | 2 |  |  |
| c. Department of Parks and Recreation                       | 2 |  |  |
| d. Burlington Harbor Hotel Group and Hotel Vermont Holdings |   |  |  |
| e. General Growth Properties / Burlington Town Center Mall  | 2 |  |  |
| f. Chittenden County Transportation Authority               | 2 |  |  |
| B. Conceptual Design & Budget                               |   |  |  |
| C. Project Schedule   | 6 |  |  |

### **Executive Summary**

It doesn't take any professional training to understand the differences when traveling along Cherry Street and the more popular connections between the downtown and waterfront – College and Main Streets. Everyone can agree that Cherry Street needs *something*. Pedestrians on Cherry Street don't linger, don't window shop, don't meander to admire their surroundings. Drivers behave differently as well, generally avoiding the street to park elsewhere.

Cherry Street between Church and Battery Streets is Burlington's only east-west street within the Waterfront TIF District and is vital to the economic health of each the downtown and the waterfront. Activities and development along the waterfront are not isolated – they need a strong connection to downtown Burlington. The Cherry Street Promenade will provide that connection, complementing the existing, ongoing, and proposed projects on Burlington's waterfront

Cherry Street's location provides an innate potential for heavy traffic from walkers, bicyclists, and drivers, but it is not fulfilling its potential. Data shows fewer pedestrians use Cherry Street than adjacent streets and fewer cars utilize the parking garage, although it is the newest in the city.

The deficiencies and recommended improvements along Cherry Street have been documented in the Waterfront Revitalization Plan, PlanBTV Downtown and Waterfront, and the Burlington Transportation Plan. The Cherry Street Promenade will advance these plans, increase foot traffic, and provide new opportunities for economic activity and mixeduse redevelopment.

The Cherry Street Promenade has all of the required elements of a TIF District project: a need for redevelopment and for substantial infrastructure improvements, a commitment of the City to champion the project, the interest of private parties, and the challenge of understanding its redevelopment will translate into increased property tax revenue, but knowing typical financing is not enough to cover the needed improvements. By financing the Cherry Street Promenade through TIF, the city will show private investors its commitment to transform Cherry Street and extend the Church Street experience into one of its side streets with the most potential for revitalization.

Cherry Street has the potential to yield an estimated \$1.6 million in property taxes and additional revenue from sales taxes, depending on the type of redevelopment that occurs after the completion of the promenade. The street will become a corridor of choice through intentional, comprehensive, interactive design. "Green Street" concepts incorporating natural, features landscape-based will improve stormwater, attract multiple modes of travel, and facilitate healthy urban trees. This overhaul of the public realm will remove the back-alley feel and create a beautiful, energy conserving streetscape. The public art components will create a sense of place and community identity and pride.

The Cherry Street Promenade is centered on pedestrians' priority, but the street will be thoroughly improved for all modes of transportation through bike parking, smart meters for on-street parking, transit improvements, and a generally attractive public space. The street will exclude no one but benefit everyone, providing transportation choices that are safe, affordable, efficient, and convenient.

Working with a team of landscape architects and civil engineers, we have developed conceptual plans and a conceptual cost estimate for the Cherry Street Promenade. The total project cost is estimated to be \$2.9 million, of which we are requesting \$2.7 of Tax Increment Financing (TIF). Other funds have been allocated from private partners and annual city capital programs.

To advance the project, a consulting team of landscape architects and civil engineers will be hired in 2014, following the March ballot for all TIF projects. The conceptual and preliminary plans will be presented to the community at two public meetings, and the plans will be vetted through our local decisionmakers as well.

Our team has a broad list of partners, including other city departments and other organizations with a vested interest in the long-term success and vitality of the corridor. Our collaboration with these partners and with the community will ensure a thorough and thoughtful project that is feasible and efficient to design and construct.

The Office of Plangineering in the Department of Public Works will be the core project team. We have decades of experience working with our partners and coordinating work on major streetscape projects, most recently lower Church and St. Paul Streets, Pearl Street at Church Street, and the community-driven Colchester Avenue Corridor Study. Our team is diverse, motivated, and experienced, with quality control institutionalized and multi-faceted. Working closely with our partners, we will produce a project that the community is proud of, that increases economic opportunities, and that will be completed within the timeline presented.

# **The Approach**

# Implementing community plans and addressing community needs

Cherry Street is one of only a handful of streets within the downtown core that provide a direct connection between the waterfront and downtown and is the only east-west street within the Waterfront Tax Increment Financing (TIF) District. It is also the regional hub for transit service provided by the Chittenden County Transportation Authority (CCTA).

Cherry Street's location alone brings the innate potential for pedestrians, bicyclists, transit riders and drivers to utilize this street. However, Cherry Street is obviously not fulfilling its potential:

- As reported in the *planBTV Transportation Study*, there is "an opportunity for shifting parking demand to underutilized facilities such as the Lakeview garage (66% occupied)."
- Pedestrian counts at intersections along Battery Street (Figure 1: Comparison of Pedestrian Activity in 2002Error! Reference source not found.) reveal a significant difference in the pedestrian volumes at Cherry Street when compared to other waterfront intersections.

The implications of Cherry Street's reduced activity are extensive but often overlooked: without people walking, biking and parking on Cherry Street there is no one to generate economic activity. Recent publications provide specific insight into this economic trend: pedestrians generate more economic activity than transit riders, drivers, or bicyclists<sup>1</sup> and bicyclists, transit users and pedestrians spend more on average than those who drive (for all businesses except supermarkets)<sup>2</sup>.



Figure 1: Comparison of Pedestrian Activity in 2002

Burlington has long-recognized the importance of the downtown-waterfront connections for the economic, environmental, personal, and civic health of our community. The Waterfront Revitalization Plan, PlanBTV Downtown and Waterfront, and Burlington Transportation Plan identify the ways in which Cherry Street should be modernized to attract visitors (and their dollars). The Cherry Street Promenade is designed to advance these plans, increase foot traffic on Cherry Street, and provide new opportunities for economic activity and mixeduse redevelopment.

The underlying concept is engagement and invitation – presenting the street as we would our home or our business. This open invitation to visit Cherry Street will create a cycle of economic improvement: increasing foot and vehicle traffic, which will increase economic activity, which will then increase future infill development. This cycle will carry through to the

<sup>1</sup> Economic Value of Walking, Todd Litman 2011: <u>http://www.vtpi.org/walkability.pdf</u>

<sup>2</sup> Examining Consumer Behavior and Travel Choices, OTREC 2013

waterfront itself. Waterfront activities and development are not isolated; they need a strong connection to downtown Burlington. Improvements to Cherry Street will complement these existing, ongoing and proposed projects on Burlington's waterfront.

Through this project the city and stakeholders will provide:

Interactive public enhancements to break up the sundeprived south side of Cherry Street through the Battery Park landing...

A new awning to replace the current CCTA shelter at Church Street, with covered bicycle parking to deliver long-term parking options for transit riders and downtown employees...

A successful

Battery Park landing that

leverages a future

connection over the

privately-owned

embankment to the

waterfront...

An environment that

brings people to the

restaurants on the

new hotels and

western end of Cherry Street... On-street parking reduced to one side, encouraging drivers to access the underutilized Lakeview Parking Garage...

> Opportunities for fast, local food in the renovated CCTA ticket booth and at food truck-accessible mid-day spaces between St. Paul and Pine Streets, plus instreet café seating near Church Street and Macy's...

Public infrastructure that entices the Burlington Town Center and Macy's to brighten their Cherry Street footprint...

Widened sidewalks, flow-through "Green Street" planters, and street trees with silva-cell substrate to offset the limited southern sunlight to replace the deteriorated, dysfunctional greenbelts...

A pull for pedestrians and bicyclists to use the Bank Street shortcut, including pedestrian-friendly signs and a canopied path entrance, festoon lighting and graffiti-deterring landscaping along the path...

Narrower travel lanes, pedestrian-friendly lighting, new pavement, and narrower pedestrian crossings to calm traffic and make the route more pleasant for both drivers and walkers...

# Detailing our approach to design and the overall scope

Over the coming months the Department of Public Works (DPW) will develop a Request for Proposals (RFP) that will be issued immediately following the success of the March ballot, allowing advancement of the Waterfront TIF district projects. Through the RFP, the DPW will hire consultants specializing in landscape architecture and civil engineering to move the Cherry Street Promenade from a conceptual plan into a constructible design.

Once the consulting team has prepared the conceptual design and alternatives, the first community meeting will be held to solicit feedback and comments. The team will have an opportunity to revise the conceptual plan in response to the community's and stakeholders' feedback and present the preliminary plans at one final public meeting. The plans will then be presented to local decisionmakers for approval and authorization to pursue the final design.

During design the project team will consult with CCTA and the Burlington Electric Department (BED), who are also planning construction work on and adjacent to Cherry Street. Our construction phasing will be coordinated with these two agencies to minimize redundancies and achieve efficiency in construction. The project costs for construction of the Downtown Transit Center (CCTA) and the new electrical conduits (BED) are not included in the scope of this project but are closely related and will be timed for collaboration. Other utility upgrades, such as water / wastewater, will be assessed during design to determine where specific upgrades will be needed.

#### Increasing economic development

Our estimates indicate significant potential for increased tax revenue along Cherry Street, upwards of \$1.6 million in property taxes (Table 1: Estimated Additional Property Taxes). Depending on the type of redevelopment, there is additional potential for increased sales tax revenue, of which 1% goes to the city. There will be even more potential for increased revenue along property redeveloped through the Cherry Street Promenade itself – accommodations for food trucks and vendors, outdoor cafes, and other opportunities for local entrepreneurs utilizing the public right-of-way.

There are approximately twenty six parcels (sixty two properties) adjacent to Cherry Street. According to the City Assessor's Fiscal Year 2013 Grand List, these properties paid approximately \$1.7 million in property taxes in fiscal year 2013. This number is expected to increase in advance of the Cherry Street Promenade, with Hotel Vermont recently entering into full operation.

To estimate the revenue generated by the Cherry Street Promenade project, the FY2013 grand list was consulted as was the 2011 study conducted by Milone & MacBroom Inc., *Land Use Inventory and Buildout Analysis of Downtown & Waterfront Area Burlington, VT*, which looked at the build-out potential of parcels in the Waterfront and Downtown areas

| Property Address  | Current Use          | Taxes Paid   | Gross Area<br>(SF) | Та | axes per SF | Net Potential<br>Build-out Area<br>(SF) | Potential<br>Additional Taxes |              |
|-------------------|----------------------|--------------|--------------------|----|-------------|---|-------------------------------|--------------|
| 2 Cherry Street   | Cathedral Square     | \$-          | 23,992             | \$ | -           | 250,000                                 | \$                            | 444,522.18   |
| 16 Cherry Street  | Cathedral Square     | \$-          | 104,645            | \$ | -           | 25,000                                  | \$                            | 44,452.22    |
| 70 Cherry Street  | Office & Residential | \$ 9,948.24  | 5,870              | \$ | 1.69        | 25,000                                  | \$                            | 42,368.99    |
| 29 Church Street  | Commercial           | \$171,342.00 | 74,000             | \$ | 2.32        | 50,000                                  | \$                            | 115,771.62   |
| 34 Church Street  | Commercial           | \$ 21,652.00 | 6,324              | \$ | 3.42        | 25,000                                  | \$                            | 85,594.56    |
| 144 Cherry Street | Commercial           | \$ 7,392.00  | 3,952              | \$ | 1.87        | 25,000                                  | \$                            | 46,761.13    |
| 150 Cherry Street | Commercial           | \$ 26,890.00 | 17,015             | \$ | 1.58        | 25,000                                  | \$                            | 39,509.26    |
| 152 Cherry Street | Commercial           | \$ 21,532.00 | 19,372             | \$ | 1.11        | 25,000                                  | \$                            | 27,787.53    |
| 158 Cherry Street | Commercial           | \$ 46,856.00 | 20,092             | \$ | 2.33        | 125,000                                 | \$                            | 291,509.06   |
| 67 Cherry Street  | Commercial           | \$289,829.00 | 226,440            | \$ | 1.28        | 125,000                                 | \$                            | 159,992.16   |
| 75 Cherry Street  | Parking              | \$ 24,924.00 | 207,120            | \$ | 0.12        | 125,000                                 | \$                            | 15,042.00    |
| 37 Church Street  | Commercial           | \$ 89,559.00 | 48,317             | \$ | 1.85        | 50,000                                  |                               | 92,678.56    |
| 38 Church Street  | Commercial/Mixed Use | \$ 28,436.00 | 16,688             | \$ | 1.70        | 25,000                                  | \$                            | 42,599.47    |
| 145 Cherry Street | Commercial           | \$ 25,717.00 | 14,739             | \$ | 1.74        | 25,000                                  | \$                            | 43,620.67    |
| 159 Cherry Street | Mixed Use            | \$ 4,799.00  | 2,413              | \$ | 1.99        | 25,000                                  |                               | 49,720.27    |
| 169 Cherry Street | Commercial           | \$ 11,248.00 | 6,004              |    | 1.87        | 25,000                                  | \$                            | 46,835.44    |
|                   | •                    |              |                    |    |             | TOTAL                                   | \$                            | 1,588,765.13 |

#### **Table 1: Estimated Additional Property Taxes**

of the City. Each parcel's existing developed area was subtracted from its build-out potential to obtain a net development potential area.

After looking at the grand list for fiscal year 2013, a tax amount per square foot of finished area was calculated for each of the properties that have strong potential for redevelopment. This value then was applied to the net potential area from the Land Use Inventory and Buildout Analysis to estimate the amount of additional tax revenue that could potentially be collected. The properties at 2 Cherry Street and 16 Cherry Street are tax exempt, but to account for their potential redevelopment, their potential additional taxes were calculated using the average taxes per square foot of all the other properties.

# Pursuing an eligible project with no regulatory hurdles

The purpose of Tax Increment Financing is to "...provide revenues beyond normal revenue sources, for infrastructure improvements that serve a defined municipal district which will stimulate development or redevelopment within a district..." (24 VSA § 1893). Cherry Street has all the required elements of a TIF District project, including a need for redevelopment, a need for substantial infrastructure improvements, commitment of the municipality to champion the project, and interest of private parties (Hotel Vermont, Courtyard Marriot, Burlington Town Center Mall, CCTA), where typical financing is not enough to cover the needed improvements but redevelopment will translate into increased property tax revenues.

Community plans have recognized the potential for redevelopment of most parcels along Cherry Street. The increasing amount of private investment that has occurred along the Cherry Street Corridor (e.g. Marriott Hotel, Hotel Vermont) is evidence of the private sector's interest in redevelopment in the area and is also evidence of increasing tax revenue. By financing the Cherry Street Promenade through TIF, the city will show private investors its commitment to transform Cherry Street and extend the Church Street experience into one of its side streets with the most potential for revitalization.

DPW Assistant Director Norm Baldwin and Transportation Planner Nicole Losch held a conference with staff of the Community and Economic Development Office (CEDO), where potential regulatory hurdles were identified based on the Cherry Street Promenade's concept design that is currently available. Since no federal funds are expected to be used for this project, most of the regulatory processes are not applicable or follow city protocols inherent in projects managed by the DPW. The potential regulatory steps that have been included in our project schedule are:

- Erosion Prevention and Sediment Control Plan will be developed by the design consultant and included in the preliminary plans, to be reviewed by Megan Moir, DPW Stormwater Administrator and team member for this project.
- Stormwater Technical Assistance to be provided by Ms. Moir.
- Stormwater State Approval will not be applicable, as the area of disturbance is expected to be under the state threshold.
- Traffic impacts will be reviewed by Mr. Guillermo Gomez, Public Works Engineer and supporting project manager for this project.

- Right-of-Way impacts are not anticipated for the project as the Cherry Street Promenade is within the public right-of-way. Temporary construction easements may be needed and will be secured during the design phase.
- Historic Preservation is not applicable, but plans will be reviewed by the Planning and Zoning Department.
- Archaeology impacts are not applicable since the project is located in a previously disturbed area.
- Water/wastewater infrastructure will not need additional capacity.
- Bike/pedestrian needs will be reviewed by Ms. Nicole Losch, Pedestrian and Bicycle Program Manager and team member for this project.
- Fire Safety will be assessed by the Burlington Fire Department during the design process.
- Building Trade Permits are not anticipated, but plans will be reviewed by DPW Technical Services.
- Hazardous sites were remediated in the past and no further action is required.

# Inclusivity and beneficiaries

By 2015, Cherry Street will become a corridor of choice through intentional, interactive design. The transportation choices and upgraded infrastructure will allow pedestrians of all ages and abilities to access the street and provide space to rest or play. Improved intersections will promote safe, inviting street crossings. The covered, secure, and appealing bicycle parking will exceed the current and future demands of everyday cyclists. Urban design enthusiasts and professionals will seek out the real-world examples of advanced stormwater features and streetscape treatments. This Promenade will exclude no one but benefit everyone – locals and visitors, young and young at heart, fully mobile and mobility-challenged, and all modes of transportation.

#### Improving our environment

The Cherry Street Promenade project provides the opportunity to bring "Green Street" concepts to a corridor connecting Church Street and the Burlington Waterfront. "Green Streets" incorporate natural, landscape-based features that infiltrate, reuse, and/or evapotranspirate stormwater and accommodate multiple travel modes, particularly walking and bicycling. Green Streets also provide shading, break up continuous paved surfaces, and will provide functional as well as aesthetically pleasing stormwater treatment systems to Cherry Street.

Management of stormwater will occur through the continued use of the existing stormwater system, but capacity will be increased through the addition of new stormwater mitigation systems such as rain gardens and Silva Cells (Image 1: A Green Machine of stormwater treatment). The existing stormwater system consists of catch basins and buried pipe currently directed to the Burlington Wastewater Treatment Facility (BWWTF). A Silva Cell is a modular suspended pavement system that uses soil volumes to support large tree growth and provide powerful on-site stormwater management. The installation of Silva cells to improve tree root development has been shown to be effective in urban environments, and along with the selection of specific tree species, to increase the likelihood of trees surviving in an urban environment. Rain gardens collect stormwater runoff, and not only provide water for growing shrubs and trees, but also provide an avenue for stormwater to infiltrate back into the ground, which reduces the amount of stormwater flow going to the BWWTF, and ultimately reducing the amount of stormwater



entering the BWWTF system and requiring treatment prior to discharge. This becomes an added benefit to the City.

PlanBTV describes Cherry Street as "desolate, bland, and non-inviting." It is our only blighted corridor connecting Burlington's downtown and waterfront, exhibiting deteriorated pavement and greenbelts, antiquated lighting, and a general back-alley feel. The Cherry Street Promenade will overhaul the public realm to create a beautiful street, while also boosting energy conservation through the new energyefficient street lights and increased walking or biking through the downtown and waterfront.

#### Bringing art into the public realm

The importance of art in the public realm can't be understated, as framed by James Becker in Public Art: An Essential Component of Creating Communities (2004),

"Imagine, if you can, a world devoid of public art: no Statue of Liberty, no Eiffel Tower, no Vietnam Veterans Memorial, no Tribute in Light. No murals, memorials, or monuments...These landmarks and special events enhance our experience of a place and our quality of life. They engender a sense of pride and community identity. They reach audiences outside museums, galleries, and theaters, and they add to the beauty of everyday life. They declare the worth of a place a time in our shared culture."

The City has a unique opportunity to create a sense of place and community identity through the Cherry Street Promenade, bringing art into the public realm by pursuing public enhancements as standalone features and functional components of the street.

We intend to break up the grey, shaded southern side of Cherry Street with interactive public art, creating a linear, interactive, art-filled promenade between the downtown and the Battery Park landing to the waterfront. Led by Burlington City Arts (BCA), the city will solicit public art through a separate RFP, with funding allocated within the budget for this project. The final selections will be chosen by an arts review committee of appropriate stakeholders.

#### Encouraging downtown housing

The Cherry Street Promenade will present the street as we would our home or business. By inviting and engaging visitors and locals, we will create a cycle of economic improvement that will ultimately produce future infill development.

As illustrated in the planBTV Downtown & Waterfront report *Land Use Inventory and Buildout Analysis of Downtown & Waterfront Area Burlington, VT*, the existing development along the north side of Cherry Street is very low, while the south side of Cherry Street is moderately developed (Figure 3: Existing Development Density). The report also acknowledges the great potential for mixed use development on both sides of the street (Figure 3: Net Development Potential).



**Figure 3: Net Development Potential** 

Outside of the TIF process, the city has a strong focus on increasing housing opportunities within new developments. The Cherry Street Promenade presents an excellent foundation to invite mixed-use development in the future.

#### Traveling along Cherry Street

The Cherry Street Promenade is centered on pedestrians' priority, providing transportation choices, and providing an abundantly attractive public space. Walkability will be achieved with wider sidewalks, street trees and beautiful flowthrough stormwater planters, access to public restrooms, food choices and seating, new street lighting and narrower street crossings, improvements to the Bank Street path, and interactive public art. Bikeability will be achieved with covered, long-term bicycle parking options, reduced motor vehicle speeds, improved access to the Bank Street path, and potential for onstreet bicycle facilities (to be determined during design). Connections to transit and private vehicles will be enhanced with new pavement, narrower travel lanes and calmer traffic movement, limited on-street parking utilizing smart meters and offset with increased utilization of the Lakeview Parking Garage, and transit-specific improvements through the Downtown Transit Center development on Saint Paul Street and Cherry Street.

The underlying transportation infrastructure will be modernized and attractive, but the specific street components will provide a level of attractiveness to rival the tree-lined Main and College Streets. Cherry Street will feature healthy street trees from their Silva-Cell substrate, "Green Street" treatments will publicly treat our stormwater runoff, and artistic elements along the southern side of Cherry Street to create a discernible connection between the waterfront and downtown. All of these improvements will create an attractive public space and options for transportation choices that are equally safe, affordable, efficient and convenient.

# The Team

#### Our Communication and Collaboration

The Office of Plangineering in the Department of Public Works will lead implementation of the Cherry Street Promenade. We have a long history of progressing projects with regulatory challenges, collaboration with stakeholders and other city departments, and broad communication.

When working with regulatory agencies, we ask the frank questions that will help us seek alternatives that could mitigate impacts or the need for regulatory permits, and communicate regularly with the regulatory divisions to address any issues early in the design process. We don't anticipate any regulatory issues for the Cherry Street Promenade, as described in detail above in "The Approach."

The DPW oversees the operations and maintenance of the public right-of-way. Our projects are very visible and very important to the community, and we embrace public participation as a regular component of project development. The community will have the opportunity to influence our design through two public meetings; outside of the actual meetings, comments are welcome at any time. We will also have a project website for the community to stay involved in the project development and design process.

We have already begun to communicate with stakeholders who have a significant interest in

the redevelopment and vitality of Cherry Street. Throughout the design process, we will expand our stakeholder outreach, working closely with and seeking guidance from our CEDO team. We will continue regular communication and meetings with existing stakeholders - Burlington Harbor Hotel Group (i.e. Hotel Vermont and Courtyard Marriot), Burlington Town Center Mall, CCTA, BED, and the Church Street Marketplace – and will expand our stakeholder committee to include the Burlington Walk Bike Council, AARP Vermont, Macy's, Hen of the Wood, Outdoor Gear Exchange, and others yet to be identified. Through direct meetings and regular communication, these groups will provide insight and guidance for design features that will maximize foot traffic and influence economic activity on the street.

#### **Our Experience**

Our DPW-led team has a track record of

successful projects and collaboration. Our team and our experiences are detailed below, highlighting our organizational structure (Figure 4: Organization Chart), team member roles and bios, demonstration of quality controls, and examples of our most recent relevant projects. Letters of support and commitment to the project from other team members and partners have been included as Appendix A. Please note that CEDO is unable to provide letters of commitment since they are staffing this RFP process, but they are committed to support any project that advances through this process.

#### Our Roles and Commitments

#### Chapin Spencer, Director of Public Works

Mr. Spencer will provide the leadership and guidance to staff to see this project through completion and will speak on behalf of the Department to the media, members of the public, local politicians, and local



**Figure 4: Organization Chart** 

decisionmakers.

Mr. Spencer joined the Department of Public Works in August 2013 as Director of Public Works. He oversees management of all public works activities and is the department's liaison between to Public Works Commission, Mayor, City Council, and State and Federal agencies. Prior to his appointment as DPW Director, Mr. Spencer served as Executive Director of Local Motion, a renowned Burlington-based nonprofit he founded in 1999. Under Mr. Spencer's leadership, Local Motion grew into one of the most successful bicycle and pedestrian advocacy organization among similarly sized cities in the country. Mr. Spencer has also served in a variety of other important roles in the community over the past 18 years. Mr. Spencer graduated from Trinity College with a Bachelor of Arts, Graduating with Honors.

# Norm Baldwin, P.E., City Engineer / Assistant Director (DPW)

Mr. Baldwin will support the project managers and provide technical oversight for the successful design, construction and operation of the project.

Mr. Baldwin is a 22 year veteran of the Department of Public Works. He has served as Assistant Director of the Technical Services and Engineering Divisions for the past 13 years, providing leadership and guidance to planners, engineers, and trades inspectors. Mr. Baldwin was also recently appointed as City Engineer and Surveyor, advising decisionmakers on questions relating public to works or improvements and overseeing the execution of work in accordance with plans, specifications and contracts. Mr. Baldwin is a licensed Professional Engineer in the State of Vermont and holds a B.S. in Civil Engineering from the

University of Vermont and a Certificate in Software Development from Champlain College.

## Nicole Losch, Transportation Planner (DPW)

Ms. Losch will lead the planning efforts for the project, coordinating with the CEDO team for communication with stakeholders and the public to ensure the community's voice is considered in the design process. She will also ensure financial commitments are properly allocated from each partner, and participate in design review for transportation elements, bicycle and pedestrian accommodations, and consideration of previous planning efforts.

Ms. Losch joined the Department of Public Works in 2005. Her responsibilities include designing and implementing strategic plans, leveraging municipal funds through the pursuit of grant applications, advocating for increased program funding, and facilitating community development and education of transportation projects and programs. She has procured nearly \$1 million in regional and state funding to plan and construct projects within Burlington and extensive experience in Local, Regional, State and Federal planning and policy. Before joining DPW, Ms. Losch worked for Santa Barbara County Planning and Development in California. She holds a B.A. in Geography with a focus on Natural Resource Planning from Humboldt State University, and is expected to sit for the Professional Transportation Planner certification in February 2014.

# David Allerton, P.E., Engineer (DPW)

Mr. Allerton will be the Project Manager and primary point of contact for this project during design and construction. He will procure design and construction services and will oversee dayto-day progress of the design and construction, project schedule, invoicing, and overall budget. Mr. Allerton joined the Department of Public Works in 2012 as a Public Works Engineer. He has more than thirty years of experience performing civil engineering and geological projects with private consulting firms, the State of Vermont, and the United States Geological Survey. He is currently applying professional expertise as Municipal Project Manager for both small and large scale projects funded mostly through FEMA and FHWA. His experience includes design, permitting and construction oversight, as well as bid phase, contract administration and resident engineering. Mr. Allerton is a registered Professional Engineer in the State of Vermont and holds a B.A. in Geology and an M.S. in Civil Engineering from the University of Colorado, at Denver.

#### Guillermo Gomez, P.E., Engineer (DPW)

Mr. Gomez will assist Mr. Allerton with the overall management duties for the project. He will update the project schedule and assist in coordination with utility companies, other projects occurring in the area, progress reports, invoicing, and communication between consultants and contractors and other city departments and stakeholders.

Mr. Gomez joined the Department as a Public Works Engineer in 2012. He has been the Municipal Project Manager for multiple federally funded transportation projects through the Local Transportation Facilities Program of the Vermont Agency of Transportation, working directly with VTrans Project Managers, consultants and the general public. Prior to joining DPW, he worked for for transportation engineering consulting firms in South Florida, planning and designing multiple high profile projects and transportation studies. Mr. Gomez graduated from the Universidad de los Andes in Bogota, Colombia with a B.S. in Civil

Engineering, and completed multiple graduatelevel courses in Transportation Engineering at Florida International University. He is a Licensed Professional Engineer in the State of Florida and is currently working to become a Licensed Professional Engineer in the State of Vermont.

### Joel Fleming, E.I.T, Engineering Technician (DPW)

Mr. Fleming will be the Resident Engineer, present at the construction site throughout the project and representing the City on day-to-day construction activities.

Mr. Fleming joined the Department of Public Works in 2010. He has worked as a resident engineer on federally funded streetscape projects, serving as a liaison between the owner, contractors and stakeholders. Joel also conducts traffic studies and oversees the City's Resident Parking program; he presents proposed traffic modifications to the Public Works Commission on a monthly basis and writes traffic regulations for the City of Burlington Code of Ordinances. Mr. Fleming graduated from the University of Vermont with a B.S. in Civil Engineering.

#### Erin Demers, E.I.T., Engineer (DPW)

Ms. Demers will participate in design review. As Manager of the Street and Sidewalk Programs, she will also program maintenance of the pavement and concrete elements of the promenade.

Ms. Demers joined the Department in 2007 as a Public Works Engineer and Municipal Project Manager. Since joining DPW, she has managed several large scale municipal development projects, the City Capital Program, and Street and Sidewalk Programs. She has worked directly with the Vermont Agency of Transportation's project managers, contractors and consultants, stakeholders, and the general public. Before joining DPW, Ms. Demers worked in the private sector and graduated from the Rochester Institute of Technology with a B.S. in Civil Engineering Technology. She is expected to sit for the April 2014 exam to become a licensed Professional Engineer.

### Megan Moir, Stormwater Administrator (DPW)

Ms. Moir will participate in design review and will provide support, if needed, during construction of the stormwater elements. As Stormwater Administrator, she will also program maintenance of the stormwater infrastructure.

Ms. Moir joined the Department of Public Works in 2009, serving as manager of Stormwater Program and administrator of the Stormwater and Erosion Control articles of the City's Chapter 26 Wastewater, Stormwater and Pollution Control Ordinance. She has ten years of technical expertise in stormwater management and erosion prevention / sediment control and has served as project manager on numerous grant funded projects, including the implementation of 3 ARRA funded Combined Sewer Stormwater Mitigation Projects (Project Budget \$1.2 million). Prior to working with the Department, Ms. Moir worked for the Vermont Agency of Natural Resources Stormwater Section after working for the private sector. Ms. Moir graduated from Rice University with a B.A in Latin American Studies with a Minor in Biology and also holds an M.S. in Water Resources from the University of Vermont.

# Warren Spinner, City Arborist (Department of Parks & Recreation, DPR)

Mr. Spinner will participate in design review and provide direction regarding the acceptable types of trees, shrubs and any other landscape elements of the project, including the Battery Park Landing. Mr. Spinner will also be available during construction and will program maintenance of the landscape elements of the project.

Mr. Spinner has been with the Department of Parks and Recreation since 1980. He manages the Urban Forestry Master Plan and directs the planning, planting, establishing and protection of 12,000+ public street trees and all trees, shrubs, flowers within the park system, city cemeteries, as well as vegetation management along bicycle paths and greenways under the City's jurisdiction. Mr. Spinner assists local beatification/tree advocacy organizations and non-profits with various events and programs. He also has experience providing private consulting in tree and shrub health care management and protection plans, tree insect and disease diagnosis, inventories, vegetation appraisals & litigation and educational workshops. Mr. Spinner actively participates in several local, state and national Arboricultural and Urban Forestry organizations. He holds an A.S degree Arboriculture Park in and the Management from University of Massachusetts Stockbridge School of Agriculture, is an International Society of Arboriculture Certified Arborist, Massachusetts Certified Arborist and a Vermont Certified Pesticide Applicator.

# Kirsten Merriman Shapiro, Special Projects Manager (CEDO)

Ms. Merriman Shapiro will participate in planning, design and construction of the project. Her firm understanding of community issues and extensive experience engaging business owners and stakeholders will aid coordination of diverse interests and maximize incentives for economic development along Cherry Street. Ms. Merriman-Shapiro has fifteen years of experience handling a variety of community development projects from planning through implementation (up to \$6+million) funded with local, state and/or federal funds during her years at CEDO. She applies CEDO's mission of implementing complex community, housing and economic development projects and programs, particularly in the Waterfront District. Past projects include reconstruction of Lake Street, creation of Waterfront Park, a community boathouse, Waterfront Bike Path, public fishing pier and public parking. These public improvements have spurred millions of dollars investment of private in commercial development, market-rate and affordable housing, and a non-profit science museum.

## Doreen Kraft, Director of Burlington City Arts Sara Katz, Assistant Director (BCA)

Ms. Katz and Ms. Kraft will participate in design review, providing guidance on opportunities to include artistic elements and leading the RFP process for the design, selection and inclusion of the public art components.

Ms. Kraft has been with City Arts since its inception more than 30 years ago, shepherding the organization through monumental growth in programs, staff and operating budget, including a \$3.5 million capital campaign to restore the historic Ethan Allen Firehouse (City Art's current home). She has been a core member of the City's cultural planning team, developing the City of Burlington's Art in Public Places Program in 1990 and stewarding projects in both the public and private sphere. Doreen has received the Susan B. Anthony Award for Leadership in the Arts (1999) as well as the Awards in the Visual Arts Outstanding Visual Artist National Award (1988).

Ms. Katz joined Burlington City Arts in 1999 and has since played a key role in managing the organization through its most significant years of growth, including planning for the Firehouse both architecturally Gallery, and programmatically, and advancing existina programs such as Art in Public Places and the Free Concert Series in Battery Park. She has extensive experience liaising with artists and government or private clients to ensure clear communication on public art projects from start to finish. As Assistant Director, Sara is responsible for hiring and administering a staff of 20, making recommendations for the annual budget to the executive director, and acting for the executive director in her absence. She holds a B.S. in Fine Art from Skidmore College and is an active artist.

### Munir Kasti, P.E., Manager of Engineering (BED)

Mr. Kasti will lead the electrical design for the streetlight system and will participate in project design, providing guidance and construction coordination for planned electrical utility upgrades along Cherry Street.

Mr. Kasti has been with the Burlington Electric Department since 1993 and has held several positions in the engineering area. Prior to joining BED, he worked at Commonwealth Electric Company in transmission and distribution systems planning. Mr. Kasti is licensed as a Professional Engineer in the State of Vermont and holds a B.S. in Electrical Engineering from the University of Arizona and a M.S. in Electrical Engineering from Northeastern University.

#### Steve Carlson, Project Manager (CCTA)

Mr. Carlson will participate in design, construction, and operations of the project, coordinating construction of the Downtown Transit Center (planned for St. Paul Street between Cherry and Pearl Streets and within the Cherry Street / St. Paul Street intersection) and programming operations of the transit elements of the project.

Mr. Carlson has been with CCTA since 2009 and is Project Manager for Downtown Transit Center, currently under design for construction on Saint Paul Street, between Pearl and Cherry Streets. Mr. Carlson has also worked as a Financial and Transit consultant in the Securities Industry and Financial Markets Association and at the Port Authority of New York & New Jersey, as an Assistant Department Director engaged in planning and development activities and operations. He holds a B.A. in Economics from Adelphi University, an MPA from New York University, and has completed a Professional Program in Urban Transportation (Carnegie Mellon University) and a Program for Senior Executives in State and Local Government (Kennedy School of Government, Harvard University).

#### **Committed Partners**

## Charles DesLauriers, Hotel Vermont and Courtyard Marriott (Burlington Harbor Hotel Group and Hotel Vermont Holdings)

Mr. DesLauriers will participate in the design and financing of the project, commiting \$10,000 to the design of the Cherry Street Promenade.

# Matt Chabot, Burlington Town Center Mall (General Growth Properties)

Mr. Chabot will participate in the design process, advocating for improvements to the Town Center Mall's Cherry Street frontages through their own design and construction process.

#### Our Collaborations on Other Projects

The DPW team of Plangineers is structured around collaboration, organized to consider engineering needs during the planning phase and to considering the planning efforts during project design and engineering. Our projects are in the public realm, and nothing we do is without consequence – routine maintenance may impact other utilities, remove water service, or restrict access. Our engineers meet regularly with other city utilities to discuss upcoming and ongoing projects.

Our larger planning projects are often pursued by public works but are not just public works projects – they are city projects, and concepts are regularly discussed with CEDO, BCA, and DPR, and include CCTA and BED when their services are known to be impacted. Collaboration and communication among this project team is embedded in our daily work.

This team collaborated with our community partners to develop our Cherry Street Promenade response to the Request for Concepts in the Waterfront TIF process. Through two group meetings and regular email and phone communication, we modified conceptual plans to address each team member's concerns. The process was well-received by all involved, and the DPW-led team received many thanks and compliments for the organization and open collaboration. We expect no less as we move forward from our conceptual plans into engineering and design.

#### Quality Control and Coordination

As is standard in DPW-led projects, quality control will continue to be overseen by Mr. Chapin Spencer, DPW Director, and Mr. Norm Baldwin, P.E., DPW Assistant Director. The Municipal Project Manager, David Allerton, P.E., and Co-Manager, Guillermo Gomez, will oversee the day-to-day quality of the work performed by consultants and contractors.

As part of the RFP that will be issued for design services, consultants will be required to include their internal Quality Control Procedures as well. Prior to the start of design, the Project Manager and Co-Manager, in collaboration with the design team, will develop a detailed project schedule, which will be updated on a regular basis with approval of the Project Manager.

The design process has been divided into multiple submittals (conceptual, preliminary, final and contract). Peer reviews will be a vital component of the in-house quality control design, and procedures during design documents submitted by consultants during each stage will be thoroughly reviewed by different team members according to their areas of expertise. Compliance with applicable design criteria will be reviewed, as well as the incorporation of elements agreed upon at meetings with project partners, stakeholders and members of the public. The Project Manager will hold periodic meetings to check in with design consultants about progress and to discuss any issues that may surface throughout the design phase. Once the design documents have been finalized, the project will go out through a competitive bid process to select the most qualified contractor(s).

Prior to the pre-construction conference, the selected contractor will furnish a construction schedule for review by the design consultant and the Project Manager. Once approved, this schedule will be submitted to the resident engineer. This schedule shall be updated on a regular basis by the contractor.

During construction, Mr. Joel Fleming, E.I.T, will be the Resident Engineer, and will work under the supervision of the Municipal Project Manager. He will review quality of the construction materials, and submit test results for review and acceptance by the Project Manager. Mr. Fleming will keep daily logs of quantities installed that will be matched with project pay items. This information will be used for payment of invoices to contractors and to keep track of costs. Mr. Fleming will immediately report any deviation from the design plans and specifications to the design engineer and the Municipal Project Manager.

#### Project Experience

### Lower Church & Saint Paul Streets Downtown Burlington, VT

This project reconstructed Church Street from Main Street to King Street and Saint Paul Street from Main Street to College Street. Elements of the construction included grinding, paving, installation of drainage facilities, installation of signs and pavement markings, landscaping, underground utility placement, widened sidewalks, crosswalks, traffic signals, street lighting, benches, shortened pedestrian crossings and a mid-block crosswalk, bicycle parking, café seating accommodations, artistic elements of the streetscape, smart meter infrastructure (for future hardware installation), and street trees.

Business outreach and coordination was aided by Kirsten Merriman Shapiro of CEDO. The DPW-led project was managed by Erin Demers, following protocols defined through the Local Transportation Facilities (LTF) section of the Vermont Agency of Transportation. The total project cost was \$2.2 million, utilizing Federal, State and local funds and required permitting, environmental and right-of-way processes according to State and Federal regulation. Ms. Demers oversaw the day to day progress of the project from design through construction, facilitating regular public meetings, processing invoices from consultants and contractors, and ensure cost controls and quality control of design and construction.

Following the LTF process, the planning, design and construction for Lower Church and Saint Paul Streets spanned 4 years, with construction being completed in 4 - 5 months. Norm Baldwin, P.E. provided technical oversight and guidance throughout the design and construction.

#### REFERENCE

Scott Gurley, Project Supervisor, Agency of Transportation, Local Transportation Facilities (802) 828-0057 / <u>Scott.Gurley@state.vt.us</u>

# Pearl Street Downtown Burlington, VT



This streetscape project reconstructed Pearl Street between Saint Paul Street and Winooski Avenue. Elements of the construction included new sidewalk and curbs, street trees with grates and guards, permeable brick pavers and cobblestones, traffic signals, signs and pavement markings, new lane alignments including bike lanes, narrowed travel lanes, benches, enhanced crosswalks, and an abandoned underground vault.

This DPW-led project was managed by Carol Weston, P.E. (former DPW Engineer) and David Allerton, P.E., current project manager. Mr. Allerton oversaw day to day progress of the project from final design through construction, supervised the resident engineer, held weekly project meetings, processed invoices from consultants and contractors, and ensured cost controls and quality control for the project. Joel E.I. Fleming, oversaw the day-to-day construction activities, kept daily logs of quantities installed, verified quantities with invoices, and processed invoices. Nicole Losch assisted with public meetings and outreach to reach community consensus on the project design. Norm Baldwin, P.E. provided technical oversight and guidance throughout the design and construction.

This project was implemented with Federal, State, and local, which require DPW to follow State and Federal regulations from planning through construction. The planning, design and construction occurred over 2 years, with construction completed in one year using city forces. The total project budget was \$914,000.

#### REFERENCE

Ron Redmond, Church Street Marketplace Executive Director (802) 865-7254 <u>ron.redmond.vt@gmail.com</u>

Colchester Avenue Corridor Plan Burlington, VT



This planning process was a collaborative effort of the DPW, Campus Area Transportation Management Association (CATMA) and the Chittenden County Regional Planning Commission (CCRPC). We evaluated the existing and future conditions for Colchester Avenue, developed and compared design options and recommendations, and offered a multi-year plan to implement recommendations that would improve safety, mobility and access for all modes of transportation. During the study the city pursued an opportunity to test a Complete Streets concept by reducing the vehicle travel lanes from four to three - one travel lane in each direction, a middle lane accommodating left turns and bike lanes in each direction between Prospect Street and East Avenue. This pilot project proved to be successful and was adopted permanently, as a near term economical solution to some of the deficiencies identified in the study, and as a first step construction towards of longer term improvements.

The corridor plan and Complete Streets project spanned 18 months and was completed for approximately \$100,000. Dan Bradley (former DPW Transportation Planner) and Nicole Losch provided project administration, convened stakeholder meetings, provided technical input, processed invoices, managed public input, and represented the city through meetings with the consulting team, stakeholders meetings, and the CCRPC. Erin Demers implemented the Complete Streets concept through the paving program. Norm Baldwin, P.E. provided technical oversight and guidance throughout design and construction.

#### REFERENCE

Eleni Churchill, Senior Transportation Planning Engineer, CCRPC (802)-846-4490 Ext. 11 echurchill@ccrpcvt.org

#### Evidence of Cost Controls

Cost control is part of the routine operations for the DPW team. Cost control procedures start during the procurement process and continue throughout the project. Effective procurement is the most important opportunity to reduce cost, and our team follows the City's Procurement Policy to obtain competitive pricing for both design and construction services. Our Project Managers require contractors to include a detailed scope of service, and this scope is required to be part of the contract documents.

The Department has systemic controls over payment of invoices against completed work, with review and approval on a regular basis as staff reference progress reports provided by consultants and contractors. Project managers review the project cost to date and compare expenses vs. work completed. Expenses to date and expected expenses are tallied with every invoice payment, ensuring continuous awareness of the project budget. Project managers also require written notification from consultants/contractors of any potential scope change, along with the financial impact of the change; no change order is approved without review and written authorization.

# **The Implementation**

#### Feasibility

A preliminary schedule was developed for all the project phases, illustrating the feasibility of the project (Appendix C). Our team is prepared to initiate the procurement process for design services and have a design team selected as soon as late spring 2014, upon completion of the March 2014 ballot item.

#### Project Budget

Construction costs were developed as a team effort by David Allerton, P.E., of the Burlington Department of Public Works, Munir Kasti, P.E., of the Burlington Electric Department, Jeff Hodgson of Wagner-Hodgson Landscape Architects, and Peter Smiar, P.E. of Civil Engineering Associates. Mr. Allerton has over 30 years of experience in the planning, design, and construction of municipal and private projects, including streetscape projects. Mr. Kasti has over 20 years of experience in electrical engineering, specifically in the planning, design and construction of electrical engineering improvements for the City of Burlington. Mr. Hodgson has over 26 years of experience as a landscape architect, including work on numerous streetscape projects, as well as institutional projects for college campuses. Mr. Smiars has over nine years of experience in urban stormwater design and retrofits which include rain garden and arch chamber designs in Burlington and throughout Vermont.

Project costs were developed utilizing bid tabs from recent projects completed by the City of Burlington and by the consultants, as well as the "Means Sitework and Landscape Cost Data," a manual of construction costs useful for estimating project costs, and the Vermont Agency of Transportation's 5-year Averaged Price List (2011 Specifications).

The estimate for the Cherry Street Promenade includes a 20% contingency to account for the conceptual nature of the design. Estimating project costs is typically completed subsequent to the planning and design process, when project details are better known. Our estimate is a pre-design estimate, and unforeseen changes are likely. There are also opportunities to reduce the project budget, primarily through reductions in stormwater treatments from the planned 50% capture to a minimum of 25% capture (a savings of several hundred thousand dollars).

Nearly all of the features within the Cherry Street Promenade project are enhancements to public infrastructure already maintained by annual city capital programs. Sidewalks, crosswalks, parking infrastructure, stormwater infrastructure, bicycle infrastructure, and path improvements will be maintained through DPW's annual capital programs, funded through property taxes and fee-based revenues. The street trees and Cherry Street Plaza improvements will be maintained through the DPR's annual capital programs funded through property taxes and fees. Street lighting will be maintained through the BED's annual capital programs. Café seating will be maintained by adjacent businesses, through agreements that will be negotiated during design.

Refer to Appendix B for a detailed line item cost estimate for this project.