

## Project Advisory Committee (PAC) Meeting No. 2

CCRPC Colchester/Riverside/Barret/Mill Scoping Study / 195311163

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Date/Time: April 26, 2016 / 5:30

Place: CCRPC Offices, 110 W. Canal Street, Suite 202, Winooski, VT

Next Meeting: TBD

Attendees: Jason Charest (CCRPC), Alexander Sampson (Winooski Public Works), Sharon Bushor (Ward 1 City Councilor), Jason Van Driesche (Local Motion), Nicole Losch (Burlington DPW), Greg Edwards (Stantec), Thad Luther (Stantec), Nora Varhue (Stantec), Wayne Senville (Ward 1 NPA Representative), Linda Letourneau (V/T Commercial - Chace Mill Property Manager), Peter Keating (CCRPC), Richard Hillyard (Ward 1 NPA Representative)

Absentees: David Armstrong (CCTA), Kelly Stoddard Poor (AARP), Sandy Thibault (CATMA, Hill Institutions), Eleni Churchill (CCRPC), Meagan Tuttle (Burlington Staff)

Distribution:

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## PAC Colchester Avenue/ Riverside Avenue Intersection Improvement Study Meeting:

### Tonight's Agenda/Study Tasks and Timeline

#### Tonight's Agenda

- Review project status
- Review project Purpose and Need
- Review input from public meeting and potential solutions
- **Gather feedback on issues and solutions**
- **Discuss next steps and next public workshop**



#### Study Tasks and Timeline

- Task 1: Data gathering, existing conditions analysis; **January-February**
- Task 2: Local concerns public workshop; **March**
- **Task 3: Alternatives development, PAC meeting, public workshop; March - June**
- Task 4: Alternative evaluation, draft scoping report, PAC meeting; **July- September**
- Task 5: Alternative presentation, final report; **October - December**



Following introductions Greg Edwards from Stantec outlines the meeting's agenda emphasizing two key items: gathering feedback on the issues that were highlighted at the last public workshop and discussing the set up and content of the next public workshop.

The project is currently on Task three which includes alternative development, the second PAC meeting and the second public workshop. In preparation for the next public workshop it is important to review the feedback and ideas addressed at the first public workshop.

**PAC Colchester Avenue/ Riverside Avenue Intersection Improvement Study Meeting:  
 Public Meeting Summary**

## Public Meeting Summary

Concern/Focus		Freq	Additional Comments:
Safety	General	6	<ul style="list-style-type: none"> <li>- Clear cues at pedestrian crossings</li> <li>- Continuous facilities for pedestrians and bikes</li> <li>- pedestrian/bike safety issues should be solved separately</li> </ul>
	Pedestrian	11	<ul style="list-style-type: none"> <li>- Mr. Lapointe was brought up twice. Important that his fatality be remembered and that safety can be improved to stop preventable fatalities</li> </ul>
	Bicycle	3	<ul style="list-style-type: none"> <li>- Issues need to be addressed and solved now (short term solutions)</li> </ul>
Speed		4	<ul style="list-style-type: none"> <li>- Cars are running red light</li> <li>- Complete streets</li> </ul>
Multimodal Design		4	<ul style="list-style-type: none"> <li>- Make space for everyone</li> <li>- Improve bike/ pedestrian/bus access; decrease cars</li> </ul>
Efficiency		4	<ul style="list-style-type: none"> <li>- Improve traffic flow</li> <li>- Roundabout could improve efficiency</li> </ul>
Economic opportunities		2	<ul style="list-style-type: none"> <li>- Connectivity to Winsokid</li> </ul>
Scope		1	<ul style="list-style-type: none"> <li>- Include Chase Street in project scope</li> </ul>
Signage		1	<ul style="list-style-type: none"> <li>- Additional signs and markings are needed for motorists to successfully navigate the intersection</li> </ul>
Facilities	Bike lanes	2	<ul style="list-style-type: none"> <li>- Sidewalk on Mill street</li> <li>- Provide continuous facilities</li> </ul>
	Pedestrian	2	
	Bike	1	



Greg presents a summary table of concerns and focuses from the public workshop. He stresses safety as a big takeaway and outlines other topics and concerns that were mentioned.

Jason Charest of the CCRPC asks the group for feedback on the summary table and asks if it accurately reflects the workshop.

Sharon Bushor of the City Council remarks that the Public Workshop's attendance was poor. She felt her break-out group was heavily focused on bicycle safety and she was disappointed that broader issues were not discussed. Topics such as vehicle traffic, mass transit and the needs of the Chace Mill and Mill Street community require further discussion. The groups' summaries touched upon other topics and issues but were not sufficient in satisfying her concerns about the intersection.

She shares her experience at a previous public meeting where participants moved from table to table with dedicated topics allowing adequate input on a range of problems. She proposes this style of meeting be considered going into the next public workshop.

Greg reassures that traffic operations will be reviewed tonight and that the focus table idea will be considered in future workshops.

Jason Van Driesche of Local Motion notes the amount of bike concerns displayed on the summary table clarifying that these bike concerns are hypothetical. Bicyclists remain too scared to utilize the intersection. He sees a lot of this attention as desire not user experience.

Hazards for bicyclists such as the chipping curb on the western sidewalk exiting the bridge, the slippery drainage structure and the lack of access to sidewalks and facilities

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are mentioned.

The group echoes that bike safety was a main focus at the meeting with Jason C. adding that although his group discussed traffic, safety was a focus.

Sharon redirects the discussion inquiring about plans for a new hotel in Winooski near the bridge.

Alexander Sampson from Winooski Public Works confirms a new hotel project located at the northeast corner of the bridge. Alex explains that it is an idea in progress and cannot confirm a size but would estimate that the facility to be around 80 rooms. The front entrance would be off Winooski Falls Way avoiding direct access off the Winooski circulator.

Sharon highlights that this project is relevant and should be considered into the traffic analysis.

### **Draft Project Purpose and Need Statement**

[Greg passes around "Draft Project Purpose and Need Statement" for the study (See Attachments)]

Greg introduces the "Purpose and Need Statement" which will be used to measure and evaluate proposed alternatives. He reads through the handout outlining the needs of the community and summarizing key elements to be addressed in the alternatives. Greg discusses improving the safety and mobility for all users, simplifying the intersection and reducing traffic congestion.

Greg clarifies that this "Project Purpose and Needs Statement" can evolve and additional input is encouraged. This document defines a beginning point.

Jason C. asks the group to provide input now or within a couple of weeks to incorporate into a revised draft for the next public meeting.

Wayne Serville of the Burlington City Council begins discussion about the document. He believes that bike connectivity should be defined beyond a safety issue but as a greater Burlington area problem. He would additionally like reassurance in the document that the community will have access to Mill Street businesses.

Sharon asks about the On Top Burlington School program that was previously discussed as a new addition to the Chace Mill. Sharon shares her experience going to the DRB with concerns. She asks if the program has been approved.

Peter Keating believes that the program found a location elsewhere and Linda Letourneau, representing the Chace Mill, confirms. Their application has been withdrawn.

Jason C. asks Linda more about the occupancy of Chace Mill.

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Linda shares that the building is at about 14% vacancy. She has 7 leases lined up to begin in May and June. These businesses will bring in about 14 people. Linda explains that 80% of the Chace Mill businesses are employers while 20% are retail/ restaurants.

Linda brings up her recent experience of confronting someone who parked at Chace Mill and then started walking up Mill Street. The women explained that she was walking up to meet a focus group about the Pedestrian Bridge and Path study. The lady then continued to ask Linda about the Chace Mill's backlot.

Jason clarifies that a feasibility study for a pedestrian bridge upstream of the existing is underway. The CCRPC is managing that project and emphasizes that it is a feasibility study. Brian Davis is the project's manager and Jason offers to put Linda in contact with him.

Linda believes a pedestrian bridge in the backlot at the tree line would be a good amenity for Chace Mill users.

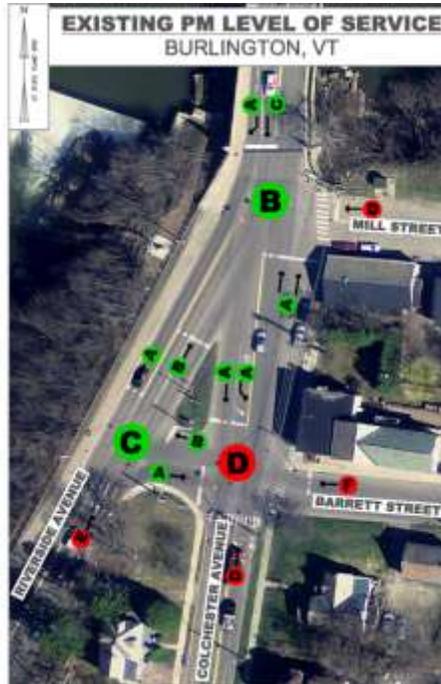
Nicole Losch of the CCRPC agrees that it would provide great connectivity across the river. She brings the groups focus back to traffic congestion.

### **Existing Operations**



To summarize the existing operations of the intersection, Greg presents four graphics showing the AM Design Hour Volumes (DHV), the AM Level of Service (LOS), the PM DHV and the PM LOS. He goes through each graphic highlighting the approaches and turning movements that see the highest volumes.

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Greg focuses on the PM graphics due to high volumes exiting Burlington in the evening. He explains the LOS letter ranking system. The approaches and intersections are graded on an A-F scale. The lower grades reflect longer delay times for vehicles in the

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intersection. Greg uses Table 2 to explain how the approaches and intersections are graded.

Table 2: Intersection Level of Service Criteria

Level of Service	Average Delay per Vehicle (Seconds)	
	Signalized Intersections	Unsignalized Intersections
A	≤10.0	≤10.0
B	10.1 to 20.0	10.1 to 15.0
C	20.1 to 35.0	15.1 to 25.0
D	35.1 to 55.0	25.1 to 35.0
E	55.1 to 80.0	35.1 to 50.0
F <sup>1</sup>	>80.0	>50.0

<sup>1</sup>Level of Service F is also assigned if the volume-to-capacity ratio exceeds 1.0 for a specific movement or lane group. For approach-based and intersection assessments, LOS is defined solely by delay. (Source: *HCM 2010 Highway Capacity Manual*, Transportation Research Board, National Academy of Sciences, Washington, DC, 2010.)

The existing conditions report is under review and will be posted to the website.

Sharon brings up the dangerous situation when northbound buses stop on Colchester Avenue and cars pass by cutting into the southbound lane.

Jason V. emphasizes the safety issues for pedestrian's crossing when two through lanes are presented and the potential for sideswipes. He brings attention to the incident a few weeks back when two pedestrians were hit near St. Michael's College.

Peter reflects on the LOS graphics for Mill Street noticing that the AM and PM have different volumes but similar LOS values.

Greg confirms that the delay on Mill Street is due more to the length of the traffic signal cycle than the traffic volumes.

Discussion begins about Barrett Street's "F" grade. Greg shares that intersection design is about decisions and balancing approach priorities. Jason V. reflects that "F", as shown on the LOS table, has a large range and proposes that the information be further ranked to represent how badly the approach is failing.

Greg explains that further details on queues and delay can be given but explains that once an approach receives a LOS F, any other differentiation or indication of failure is less accurate. Delay only accumulates.

Wayne asks if the delay on Barrett is signal produced or traffic produced.

Greg explains the delay is caused by competition of time from Colchester Avenue and the limitation of having a one lane approach.

Richard observes that Barrett Street delays are a combination of a short signal phase and

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slow dispersment of vehicles. Due to the geometry of cars exiting Barrett Street, traffic must move slowly to clear the intersection.

Sharon shares her experience of traveling behind a car trying to turn left onto Mill Street from Colchester Avenue. She shares that it is a frustrating turn and cars often wait for a red light to make an aggressive turn. This is unsafe and causes backups on Colchester Avenue over the bridge. Jason C. has observed that this turn can cause other drivers to make dangerous manuvvers into the adjacent right only lane to go around a waiting vehicle.

Greg references the left turning traffic volumes for Mill Street sharing that that turn has a DHV value of 4 vehicles per hour in the PM.

Nicole brings the groups attention back to the "Needs Statement". Reading through the statements she believes that the emphasis on queues/and congestion should be clarified. She believes more emphasis should be put on striking a balance and shouldn't be a priority for every approach. She believes wording should suggest that reducing queues is not the main priority for all approaches.

Jason V. asks if there is a way to further distinguish the priority of each need.

Jason C. clarifies that the needs are not necessarily ranked but wording should reflect the importance it holds within the project. The group agrees that the wording should be clear.

Sharon highlights her continued concern about safety through the intersection and the necessity for a shuttle service to the future Grove Street development. She shares her passion about the shuttle service and believes it will take more cars off the road and improve the safety of the area.

Jason C. asks if congestion should be adressed in the needs statement.

Jason V. believes it would be more accurate to say "improvement of traffic flow" to focus on improving the users experience.

Discussion centers on the typical traffic experienced on Colchester Avenue. Sharon and Peter share their experience observing the substantial back up extending as far back as East Avenue.

Thad Luther of Stantec adds that it takes little to cause a back up. There is no slack in the system to work with unexpected delays.

Nicole voices that a focus in the document should be incorporating the impacts of the expected growth in the area.

Jason V. suggests changing it to "address excessive delays" to focus more on approaches and times.

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Linda broadens the picture stating that congestion is a consistent issue throughout Burlington. The major arteries do not have enough capacity to hold the traffic of people exiting Burlington during the PM commute. The same issue is witnessed at other intersections leading out of downtown.

Peter recommends changing the wording from “reduce” to “manage” traffic congestion.

### **Open Discussion to Prepare for Public Workshop**

#### **Open Discussion to Prepare for Public Workshop**

##### 1. Short Term Solutions

- Pedestrian signals
- Left turn phase for SB Colchester
- ADA sidewalks
- Traffic calming
- Signal backplates
- Yellow interval for SB right turns on Riverside
- Restricted turns during peak hours
- Bicycles



#### **Open Discussion to Prepare for Public Workshop**

##### 2. Longer term solutions

- Consolidated intersection
- bike lanes - dedicated/shared
- 1 lane bridge w/ bike lanes
- Mill Street - rear drive one way out
- Roundabout



Greg asks the group if the discussion should transition into potential short term or long term solution.

Sharon stresses the importance of short term solutions. She shares her experience working on the South Prospect/ Pearl Street Improvement Project. It took the motivation of a resident at a public meeting to propose the preferred alternative. She believes it will take a passionate resident outside the PAC that understands the immediate needs of the community to propose an adequate short term solution.

Jason V. echoes the importance of a short term solution because of the uncertainty of available funds. Jason further asks about the northbound PM traffic volumes. He asks about the impact that one northbound lane would have across the bridge. He sees that as the only solution to enhance bike safety.

Jason V. adds that the two-to-one configuration would allow room for a two-way bike facility on the western side of the bridge that exits at Canal Street.

Greg explains that it is an option that continues to be discussed. The initial analysis of a one lane Northbound approach at the existing Colchester/Mill Street intersection indicates AM peak hour queues would extend into the Winooski circulator. Alternatively a one lane Southbound approach on Riverside would create very long PM delays on Riverside and Colchester Ave. This suggests that a reversible center lane may be necessary.

Alex shares that the Winooski Bridge's railings are being replaced along the bridge and construction would require a three-lane traffic configuration. There will effectively be a two month pilot project as a result of the construction that could be used to see the

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impacts of a three-lane bridge. The group agrees that this will be a great opportunity.

Greg discusses the traffic impacts of a three lane bridge with the long term four-way intersection alternative. He draws a red line on the four-way intersection alternative sketch and states that limiting the bridge to three lanes in the AM would provide approximately 150 feet of queing on the Southbound approach before becoming one lane on the bridge. The analysis indicates that the PM peak hour queue would extend further than 150 feet approximately 50% of the time during the PM peak.



Looking at the Alternative sketch Sharon is concerned about the bike lane provided between the south bound lanes. She thinks of her experience on Pine Street and communicates her confusion and dislike of the bike lane layout.

Jason V. adds that the proposed bike lane is an accepted design but would not encourage multimodal transportation. Bicyclists would still feel unsafe through the intersection.

Greg clarifies that without three-lane bridge, there are limited options for bicyclists with the existing intersection

Jason V. proposes taking bicycles out of the lane following the bridge. He states that the pedestrian bridge will be a great solution but bicyclists need more immediate resources.

Sharon asks how this configuration will serve bicyclists heading up Colchester Avenue.

Jason V. concludes that bicyclists would need to utilize the crosswalks or a two-way facility would need to extend up Colchester Avenue.

In response to a question about available data, Jason C. clarifies the DHVs do not include bicyclists but when traffic counts are conducted, bicyclist and pedestrian travel are captured. Greg adds the bicyclist facilities remain a goal throughout the alternative development.

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Sharon transitions the conversation to pedestrian safety and asks about flashing signals. She believes that a flashing light is the only way a cars will respect the pedestrian's right of way. She is concerned that pedestrians will not have adequate time to cross the intersection and specifically calls out cars making aggressive turns onto Mill Street and failing to yield to crossing pedestrians.

Nicole clarifies that standard pedestrian signals are used for signalized intersections.

Greg adds that once the facilities are implemented they can operate as a concurrent or exclusive pedestrian phase.

Wayne proposes adding a left turn arrow at Mill Street with an advanced turn. Sharon adds that it should be done for Mill Street and Barrett Street.

Jason V. asks Alex more about the three-lane bridge pilot project. He expresses his interest in seeing a pilot design that expands on that idea and further experiments with signalization, road narrowing, and other short term solutions.

Greg notes that is would be a great opportunity to see the 3 lane bridge's impacts on the Winooski circulator. Jason V. echoes support.

Nicole directs focus onto short termsolutions. She asks about utility limitations and traffic calming techniques. She looks at the list presented on the slide and calls out curb extensions and signal backplates. Attention is brought to the need for signal backplates to fix Riverside to Barrett Street AM visibility issues.

Richard highlights the necessity for signage to orient drivers through the intersection.

Greg brings short term solution slide back up and goes through the list.

### **Open Discussion to Prepare for Public Workshop**

#### **1. Short Term Solutions**

- Pedestrian signals
- Left turn phase for SB Colchester
- ADA sidewalks
- Traffic calming
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Discussion begins about adding a stop sign at Chase Street to encourage turns there but it is agreed that this change would only be moving the problem further south.

Linda expresses her concern about the long crosswalk proposed on the alternative

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sketch. She finds it redundant and unsafe. Greg reflects that crossings are typically provided on all approaches but exceptions are made. He adds that the pedestrian signal would work concurrently with Barrett's green light allowing for a long crossing period.

Nicole asks for further clarification on the short term options and brings attention to the alternative sketches.

Greg clarifies that the two sketches on the handout are the two long term alternatives. In response to further confusion Greg clarifies that he previously used the four-way intersection sketch to show a visual representation of the traffic impacts of narrowing the bridge to three lanes. Greg points out the redline that he drew shows the restriping discussed.

Linda asks for clarity on the yellow median lines.

Greg and Thad clarify that they are just paint and Thad further points out the sidewalk proposed on both sides of Mill Street. Wayne asks for further explanation on the difference between a short and long term solutions.

Nicole, Greg and Thad explain that they are differentiated by the amount of time and money necessary to implement. A short term solution typically remains within the curb line.

Nicole proposes that sketches of the short term alternatives be provided at the next public workshop.

Linda asks about the Mill Street's on-street parking.

Greg clarifies that this plan provides parking on one side and sidewalk on both sides.

Linda argues that on-street parking on both sides slows traffic and the proposed sidewalk would affect the newly implemented drainage riprap. She would like to see a sidewalk on the south side of Mill Street to provide access to the apartments, restaurants and businesses in Chace Mill. Greg and Thad note her preferences.

Greg asks further what short term solutions should be brought to the public workshops.

Nicole proposes the three lane bridge and asks about the feasibility of a short term T-intersection.

Thad argues that a T-intersection would be a very difficult short term solution. The alternative shown does not reflect how much grade leveling would be necessary. The existing curb line on the south end would need to be pushed back 25 feet. The elevation would be held at the northeast quadrant and the road would need to be raised around it to meet grade. This alternative would also require a six foot retaining wall. Thad adds that despite grade alterations it is a doable and good long-term solution.

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Wayne asks what the proposed alternative addresses.

Discussion begins explaining that the alternative simplifies the intersection, eliminates lane shifts, and provides greenspace.

Nicole suggests recapping each alternative's pros and cons at the next public meeting.

Richard asks about widening the bridge. Nicole and Jason C. clarify that it is unfeasible. The existing sidewalks are already cantilevered.

Discussion begins about signal removal at Mill Street and the limitation of left turns out of Mill Street. Greg reminds the group of the Mill Street back entrance. Linda shares that it is fine to be used by tenants. Greg suggests considering eliminating left turns on the Mill Street approach and making the rear drive a one way out road. Linda recalls it being an idea previously discussed.

Wayne further inquires why they would need to take out the traffic light. Greg explains that Mill Street sees relatively low traffic, traffic volumes would not warrant a signal, and its addition would create additional delay and queues. Richard changes the discussion to address the bus stop on Colchester Avenue. He recalls a previous project where bus bump out were discussed but disregarded as a necessity. His experience on the road reflects that bump outs are necessary because the unsafe environment produced when buses pull over to the side of the road. He believes that bus bump outs are necessary and should remain on the table to improve safety. Greg asks if the bus stops are in the best locations or if they are better situated in front of Dominos or elsewhere.

Jason C. adds that David Armstrong from CCTA is aware of the changes being discussed and the CCRPC is currently awaiting his feedback. Jason C. hopes to see a new stop further south on Riverside Avenue.

Peter reflects that the bus system through this intersection does not see a high volume of passengers getting on and off.

Discussion shifts to the other long term option sketched on the hand out.

Richard responds to the four-way intersection predicting that it will increase Barrett Street's productivity.

Thad introduces the roundabout option explaining that traffic volumes would require a two-lane roundabout with a minimum 140 foot diameter. Thad emphasizes the grade issues presented in this alternative. The roundabout would require a cut out of the southern corner curb significantly impacting the lower lot at the bottom of Colchester Avenue.

Wayne asks about the relative safety of the roundabout option. He points out the potential difficulty for travelers moving from Barrett Street to Riverside Avenue. He explains it would be hard to find traffic gaps for travelers to cut to the inside lane to travel

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around to Riverside Avenue.

Roundabouts are typically considered safer but two lanes provide an additional challenge.

Nicole asks about the necessity of turning arrows leading up to the roundabout and questions the Riverside Avenue approach and the west sidewalk configurations.

Greg explains that it helps orient and prepare the driver to be in the correct lane and clarifies that the graphics provided are working sketches of an alternative.

Richard shares that more should be done to channel people out to the right lane in the configuration and questions the alternative's feasibility. He asks what would need to be done topographically speaking.

Greg explains that a retaining wall would need to be built and possibly buildings moved.

Discussion begins about moving the proposed configuration north and utilizing the Dominos building space. The group agrees that this option should be further researched.

Richard proposes the idea of having a roundabout and a signalized intersection. This option would improve pedestrian safety.

Linda mentions the challenge of bigger trucks and roundabout. The roundabout would need to provide a wide and level surface for trucks to maneuver through.

Richard argues that an infeasible alternative should not be shown at the public meeting. Discussion begins on whether it is important to present the roundabout. Many think it should be presented to show it has been discussed, and analyzed as an option but has many limitations. It would be helpful to address both the pros and cons of this option. The group summarizes the pros of a roundabout explaining that it would be aesthetically pleasing, provide better flow to the intersection and calm traffic. Jason C. concludes that the alternative will be shown and the issues will be addressed.

Peter adds that he would also like to see a cost element to the alternatives. Greg proposes the idea of developing an alternative matrix comparing the alternatives.

Wayne would like to see more explanation of the short term alternatives.

Jason C. wants to further explore the impacts of shifting the roundabout toward the Dominos building. The group decided that one roundabout alternative should be picked to be presented and analyzed at the meeting.

Richard questions Alex on his experience with the use of flashing beacons in Winooski as a short term solution. Alex shares that it really depends on traffic volumes. Flashing lights are sometimes ignored.

## **PAC Colchester Avenue/ Riverside Avenue Intersection Improvement Study Meeting:**

### **Next Steps and Public Workshops**

#### Next steps and Public Workshop

- Conduct public workshop to seek input on potential alternatives – **May**
- Develop and evaluate alternatives; seek input at PAC meeting : **July- September**
- Task 5: Alternative presentation, final report; **October - December**

#### Public Workshop Meeting Dates

- Tues., May 17
- Weds., May 18 (CCRPC Board)
- **Thurs., May 19 - Available**
- Mon., May 23
- Tues., May 24 (Planning Commission)
- Weds., May 25
- **Thurs., May 26 - Available**



Greg transitions the conversation to the next steps and outlines what is to come. He proposes a few dates for the next public workshop. He highlights the 19<sup>th</sup> and 26<sup>th</sup> of May as dates from Diane where the UVM Conference Room is available. Everyone agrees that the 26<sup>th</sup> seems like a feasible Medical Center's date.

The meeting adjourned at 7:45 PM

The foregoing is considered to be a true and accurate record of all items discussed. If any discrepancies or inconsistencies are noted, please contact the writer immediately.

### **Stantec Consulting Services Inc.**



Nora Varhue, E.I.T.  
Engineering Designer, Transportation  
Phone: 802-864-0223  
Fax:  
nora.varhue@stantec.com

Attachment:

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