



**CHITTENDEN COUNTY RPC**  
*Communities Planning Together*

# **Downtown Burlington Parking and Travel Management Plan**

## **Request for Proposals**

**February 18, 2014**

**Proposals Due**

**Friday, March 7, 2014 at 4:00 PM**

Chittenden County Regional Planning Commission  
110 West Canal Street, Suite 202, Winooski, VT 05404

Phone: (802) 846-4490 / Fax: (802) 846-4494

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## 1.0 GENERAL INFORMATION

### 1.1 Introduction and Purpose

The city of Burlington is seeking to develop a management plan for its parking assets in the downtown core, both publicly and privately held. The transportation resources and choices of the community would inform this plan. The Chittenden County Regional Planning Commission (CCRPC), on behalf of the Burlington Business Association (BBA), is soliciting interest from teams of professionals to recommend comprehensive parking management strategies that are flexible, that are responsive to current and future market demand, that are based on knowledge and understanding of downtown Burlington's parking inventory, and that begin to form a community-wide transportation strategy.

Interested consultants or consultant teams are invited to submit separate technical and cost proposals addressing the scope of work. **Proposals are due in the CCRPC offices at 4:00 PM on Friday, March 7, 2014.**

### 1.2 Overview

In recent years, the City of Burlington has witnessed an increase in redevelopment and we expect that trend to continue. New and planned hotels in the downtown will bring increased activity, and recent pedestrian improvements to the streetscape add to the appeal of the downtown and build on the strength of the Church Street Marketplace, Burlington's pedestrian mall. An exciting new initiative to determine how the city will make infrastructure improvements on the waterfront will surely draw more people to the city once the changes are implemented. Our most recent downtown plan, [PlanBTV](#) identified several redevelopment opportunities within our downtown core. The residential vacancy rate in Burlington is currently less than 1%, and affordable and workforce housing are at a premium. In response to this dire need for more housing, a recent change to the city's Comprehensive Development Ordinance has eliminated a rule that no more than 50% of any new development can include residential. The increase in downtown housing that will accompany this change will put increased stress on the city's parking assets. In addition, an elimination of parking minimums for new development is being considered. Burlington's Central Business District (CBD) has low vacancy rates for both office space (<8%) and retail space (<6%). These factors all point to the vibrancy of our CBD and to the real need to manage our parking and transportation services as well as plan for those needs in the future. The City of Burlington is undertaking a comprehensive assessment of the city's three municipally owned parking garages – two of which are over 30 years old. With these increasing demands on current parking inventory, it is imperative that the city plan to manage its parking and transportation resources to create an efficient and comprehensive market-driven system; one that responds to current needs and plans for future needs.

Burlington's parking system has been the subject of two transportation studies and was also addressed in PlanBTV, a long-term guide to land use in Burlington's waterfront and downtown districts (see the following link for information about [PlanBTV](#) and its supporting Transportation Study as well as the city's [2003 Downtown Burlington Parking Study](#)). Although these efforts at understanding the system and how it could be improved are informative, the system has not changed in any significant way in over a decade. Pricing structures for garages and metered spaces are not based on market demand and are not flexible to changes in demand throughout the day, week, and season. All meters are coin operated and technologies such as pay and display, credit card-reading meter heads, multi-space kiosks, and parking apps have yet to be utilized. By charter, the city must also provide at least some amount of two hours of free parking at unspecified locations in downtown garages. This rule was originally put into place at a time when downtowns were trying to lure shoppers back to the core of the city after suburban strip malls and big-box stores starting drawing business away. However, dynamics have changed, with customers of today realizing the unique offerings and amenities of downtowns. It is time to reexamine whether or not the 2-hour free initiative continues to serve its intended function. About 70% of the transient garage users qualify for two hours free, and there is evidence of fairly widespread abuse of the system. Downtown employees cycle their cars through the garages every two hours, and people take advantage of times when the gates are left up to leave their cars in the garages for free for weeks at a time.

The downtown has over 4,000 parking spaces available to the public, and there are a nearly equal number of private spaces some which do not allow parking for the general public. At peak times, as many as 40% of parking spaces downtown are vacant (including privately held assets), and during nonpeak times, that number can increase to 50% and even 60%. Despite this abundance of parking, consumers frequently complain that there is nowhere to park during busy times. Signage throughout the city is poor and does not direct consumers to underutilized parking assets. Time limits and hours of enforcement do not allow market demand to drive consumers to a wide range of parking opportunities. Private owners of parking assets set their prices with no coordination with the larger parking system and how it functions as a single organism.

The city intends to begin rolling out a number of pilot projects over the next year to gauge their effects on revenue and the customer experience. Some of these pilots may include but are not limited to: extending hours of enforcement; eliminating time limits; changing the 2-hour free program (which cannot be eliminated altogether at this time as it is part of City Charter); altering garage operations to increase revenue and decrease abuse of the system; incorporating new technologies; and installing some number of credit card-reading meter heads or multi-space payment kiosks.

Concurrent with the rollout of pilot projects, the team of the city's Community and Economic Development Office (CEDO), the Department of Public Works (DPW), and led by the Burlington Business Association (BBA), known as the Downtown Parking Team, is seeking a team of parking professionals to work with us to create a parking management plan that would include best practices and recommend parking strategies that increase revenue, improve customer experience, support the City's multi-modal vision and maximize economic development opportunities. This team will work with our team, and connect with stakeholders and parking asset managers to create a roadmap to implementation for a comprehensive Parking Management District that improves the efficiency of our parking system as well as the customer experience for all users of the parking system: a plan for an efficient and modern parking systems that meets today's needs and is poised to provide parking resources as the city grows.

### 1.3 Key Goals

The Downtown Parking Team has set goals for both the short and long terms. The Downtown Parking Team will use a range of resources including internal ones to meet these goals. These goals are presented in an effort to provide an overall understanding of and critical background for the project. We are seeking support from parking professionals to help us meet our selected goals; outlined in this document's Deliverables Section.

#### Short-term Goals:

1. Assessment of usage patterns and occupancy of downtown Burlington's parking inventory, including all publicly and privately held surface lots, metered spaces, and parking garages (see existing inventory work done as part of [PlanBTV, the BTV Transportation Phase 1 Report](#) and the [2003 Downtown Burlington Parking Study](#)). Identify "zones" that are capacity rich and capacity challenged.
2. Experiment with pilot projects to determine impact on revenues and customer experience. These include but are not limited to: extending hours of enforcement; eliminating time limits; changing 2-hours free (which cannot be eliminated altogether at this time as it is part of City Charter); alternative forms of payment, 24-hr garage operation; and installing some number of multi-space payment kiosks. Include pilot projects with private parking asset owners.
3. Improve technology by phasing in some or all of the following: credit card-reading meter heads, multi-space payment kiosks, pavement sensors, pay and display technology, and pay by phone.
4. Reexamine the 2-hour free parking program to determine whether it should be restructured or possibly eliminated through City charter.
5. Receive from the Department of Public Works a 2014 Facilities Assessment of three city-owned garages that details current and ongoing repair and maintenance needs of each facility, assesses lifespan, and estimates associated costs.

6. Conduct an outreach and education effort to understand use of and experience with the parking system and the impact of parking on economic development. This effort will allow the Downtown Parking Team to create public and private support for changes to the parking system that are informed by user needs and experiences. NOTE: Outreach and education will be covered in a separate agreement.

7. Propose a structure for a comprehensive Parking Management District including management structure, operations, financial plan, and asset management.

8. Create operating agreements with all participating asset owners that support the realization of the above goals.

9. Pilot test changes to the Residential Parking Permit program in coordination with The Department of Public Works, which operates the program and the Burlington Police Department, which handles program enforcement. NOTE: A residential parking study is just getting underway under a separate agreement.

10. Examine bicycle parking infrastructure and the needs of bicycle parkers. Understand how bicycle parking is affected by current vehicle parking requirements and vice versa on both public and private property

11. Make short-term recommendations for Transportation Demand Management (TDM) – either specific pilot recommendations and action steps, or recommending a framework for further planning and implementation. Use a concurrent project which has the goal of crafting a TDM plan for the City of Burlington’s employees to inform these recommendations. NOTE: This City of Burlington TDM project is being done under a separate agreement.)

### Long-term goals:

1. Comprehensive management of all parking assets in downtown Burlington to maximize revenues, customer experience, efficiency, and current and future economic development opportunities. Owners of parking assets should still have control over their assets as they participate in the district.

2. Create a market demand-driven pricing system that drives customers to appropriate parking assets whether they are price-motivated or convenience-motivated. This system should be responsive to changes in demand and adaptable over time, with a goal of 85% occupancy of all parking spaces at any given asset.

3. Change the parking system so that it accepts multiple forms of payment.

4. Install excellent signage and wayfinding that includes key information on parking assets. NOTE: The City of Burlington’s Department of Public Works plans to install a wayfinding system for Burlington this summer.

5. Integrate technology into the parking experience by utilizing parking apps, high-tech meter heads, pay stations, pay by text, and other technology as appropriate for all parking assets.

6. Plan for the current and future parking needs of residential, commercial, and visitor groups based on current usage patterns, existing redevelopment opportunities, and forecasted growth.

7. Collaborate with the Department of Public Works to ensure compatibility with their goals.

8. Advocate for a Residential Parking program that complements downtown efforts, sustains itself, and leads to better customer satisfaction in residential neighborhoods, particularly those that border downtown.

9. Develop a TDM structure and strategy for all of downtown that includes multiple modes of transportation, including pedestrian, bicycle, and transit amenities. Look to a concurrent project to craft a TDM plan for the City of Burlington's employees to inform these recommendations. NOTE: This City of Burlington TDM project is being done under a separate agreement.

10. Develop a convenient system of short and long-term bicycle parking throughout the downtown to further expand transportation options.

### 1.4 Stakeholder Engagement

The Burlington Business Association, under a separate consultant agreement, will manage an Outreach and Education effort that will engage the following groups and the community at large to seek input and feedback on the parking and transportation system:

- Community & Economic Development Office staff
- Planning and Zoning staff
- Department of Public Works staff
- Public Works Commission
- Burlington Police Department Staff
- Burlington Business Association Members
- Church Street Marketplace Commission
- Transportation Research Center at the University of Vermont
- Burlington City Council representation
- Mayor's Parking Advisory Committee
- Downtown Property Owners and Developers
- Commercial Real Estate Brokers
- Downtown Businesses
- Business community leaders and associations
- Neighborhood Planning Assemblies

The Burlington Business Association will manage and conduct this outreach and education program so that it effectively informs and supports the work of the selected consultants to create a Downtown Parking and Travel Management Plan. This work will occur concurrently with work on creation of this plan.

## **2.0 SCOPE OF WORK - Deliverables in Bold**

1. Assessment (within 60 days of agreement on scope of work) of usage patterns and occupancy of all of downtown Burlington's parking assets, both publicly and privately held.
  - a. Analysis and graphic representation of usage patterns and occupancy rates for all existing and planned parking spaces in downtown Burlington, pricing structure, ownership, usage rates, and any restrictions.**
  - b. Assessment of 2-hour free program and recommendations for how it could be restructured OR draft language for why it should be eliminated through City Charter.**
  - c. Recommendations and justifications for changes to pricing structure, including time limits and hours of enforcement. This plan should be phased and flexible and include graphic representation of pricing recommendations by location, time of day, day, season, etc.**
  - d. On-call assistance with implementation advice on pilot programs as "add/alternates" to the agreed upon scope of work.**
  
2. Propose (within 90 days of completion of #1) a capital infrastructure plan, to be managed by the proposed Parking Management District, with financing plans for all aspects of implementation including improvements to on- and off-street spaces, improvements in technology, a signage and wayfinding program (beyond the scope of the current DPW wayfinding project), changes to garages, etc.

Coordination with The Department of Public Works (DPW) will be critical as DPW is in the process of undergoing a structural assessment of all City-owned garages and will need to both provide input based on their findings and receive feedback based on the findings of the selected team of professionals. Additionally, DPW is undertaking a simultaneous examination of the Residential Parking Program in Burlington. These two efforts need to complement one another, especially in regards to infrastructure and its management in transition zones between downtown and residential neighborhoods. DPW should also be consulted to ensure that proposed plans are in line with their mission and plans more generally. CEDO and the Parking Advisory Committee can provide information about likely future development and its demands on the existing parking system.

**a. Graphic representation of recommended parking infrastructure improvements across all publicly and privately held assets, including a flexible phasing plan.**

**b. Future demand analyses for existing spaces based on planned developments with graphic representations of recommended future parking infrastructure - both on-street and off-street.**

**c. Executive summary with funding and phasing plans for each improvement recommended. Funding strategies should be specific to each improvement and have a high likelihood of success.**

**d. Budget for proposed improvements with funding sources identified.**

**e. Investment model that enables parking infrastructure investors to capitalize on cash-flowing parking infrastructure.**

**3. Produce graphic representation of recommendations (within 90 days of completion of #1) for comprehensive signage and way-finding program that directs consumers to parking assets and includes pricing of assets. This deliverable should review and build upon the City of Burlington's soon-to-be-implemented Wayfinding Plan.**

**4. Deliver a report (within 90 days of completion of #1) that includes recommendations for phasing in smaller-scale technology improvements such as parking apps, pay and display, pay by text, etc. A budget should be included. Again, DPW should be consulted to make sure priorities and timeline align.**

**5. Propose (within 30 days of completion of #2/3/4) a Parking Management District governance and operational structure that improves the parking experience for both residents of and visitors to Burlington; takes into account the financial and development interests of all parking asset owners both public and private; and comprehensively and efficiently manages assets such that future investments in increased parking are minimized, or "right sized" based on the potential growth in the district, and existing parking assets received adequate repair and maintenance based on their useful life.**

**a. Analysis of current revenues from existing parking spaces, both privately and publicly held, and any zoning or ordinance restrictions on these parking assets.**

**b. Best-practices report on Parking Management Districts in similarly sized downtowns including impact on revenues for parking asset owners, customer experience, and development patterns.**

**c. Report on various Parking Management District models with a recommended best model for Burlington and including revenue plan for participating asset owners.**

**d. Report on how to improve regulation, development and coordination of downtown short-term and long-term bicycle parking facilities.**

6. Deliver a report (within 60 days of completion of #2/3/4) on how to improve Transportation Demand Management (TDM) efforts downtown. This report should be informed by a concurrent project by the City of Burlington to develop a TDM program for its 300+ downtown employees. The report should:

- a. **Report on best-practices for TDM in similarly sized communities**
- b. **Develop an implementation plan for an ongoing TDM initiative in the downtown that operates in coordination with the Parking Management District as well as other local, regional and state TDM programs.**

7. Plan to meet with the Parking Advisory Committee at each deliverable stage to present and receive feedback on that phase's work.

## **2.1 Project Budget**

The estimated budget for the Downtown Parking and Travel Management Plan is \$90,000

## **3.0 PROPOSAL REQUIREMENTS**

All consultants or consultant teams shall submit their proposal in two distinct parts; 1) Technical Proposal and 2) a Cost Proposal. The cost proposal must be submitted in a sealed envelope clearly marked "**CONFIDENTIAL COST PROPOSAL**" on the envelope. The technical and cost proposal may be submitted in a same packet with legible "**CONFIDENTIAL, Downtown Burlington Parking & Travel Management Plan**" on the envelope. In order to be considered responsive to this RFP, each consultant must conform to the following proposal requirements:

- i. Submit an original (clearly identified as original) and seven (7) copies, and one digital version, of the Technical Proposal (see requirements below). The copies of the Technical Proposal must not have acetate or plastic covers. Proposals **shall not exceed a total of 30 pages**, including cover page, table of contents and resumes, printed double sided and pages numbered consecutively.
- ii. Submit an original Cost Proposal (see requirements below) in a sealed, separate envelope.
- iii. **OPTIONAL:** Submit one (1) copy of the required Financial Forms (see requirements below) in a sealed, separate package. These documents (proof of insurance and VAOT Form AF38) will be required prior to finalizing a contract with the selected consultant.
- iv. Clearly indicate the following on the outside of each Technical Proposal and envelopes:
  - a. Project Name: Downtown Burlington Parking & Travel Management Plan

- b. Contents: Technical Proposal, Cost Proposal or Financial Information
- c. Name and Address of the Consultant

Proposal must be received at the CCRPC office by **no later than 4:00 PM on Friday, March 7, 2014**. Facsimile and electronic format submittals will not be accepted. Proposals shall be addressed to:

**Peter Keating**  
**Chittenden County Regional Planning Commission**  
**110 West Canal Street, Suite 202**  
**Winooski, VT 05404**

***If any of the above requirements are not met, the proposal may not be considered.***

Proposals received after the deadline will not be accepted. Consultants requesting additional information, clarification or questions regarding this RFP should submit a request on the CCRPC website at <http://www.ccrpcvt.org/burlington-parking-plan/>. Provide the section of RFP to which the question pertains to for reference in the request. The CCRPC will maintain a list of questions and answers on the CCRPC RFP webpage at <http://www.ccrpcvt.org/burlington-parking-plan/>. Questions will be accepted until **February 28, 2014** to ensure that all consultants have adequate time to review responses.

### **3.1 Technical Proposal Requirements**

The Technical Proposal should demonstrate that the consultant understands the intent and scope of the project, the content of the deliverables, and the specific tasks that must be performed in the course of supplying these services. In order to assist in the evaluation process, please include the following information in the technical proposal:

#### **3.3.1 Cover Letter**

Two-page maximum, with any changes to format or non-inclusion of required materials explained. Please include the following information:

- Explain why your team is qualified to perform this scope of work.
- Explain how deliverables will be provided to the project team, including expected response time to requests.
- Describe any constraints or issues unique to this scope of work that would impede your ability to complete the work on time and within budget.
- Identify all team members, partners, and sub-consultants and include the title and signature of the primary firm's contact person. The signatory shall be a person with official authority to bind the company..

#### **3.3.2 Methods and Plan**

Detail your methods and plan to carry out this scope of work, including an outline of your schedule and when it is expected to be complete. The schedule should begin with the issuance of a notice to proceed and end with submitting the final product.

### 3.3.3 Qualifications and Experience of the Consultant Firm(s)

Detail your related experience working with a city of similar size, similar amenities, and/or with similar parking challenges. Include the names and locations of these similar projects and only one or two samples of similar studies conducted in the last ten years. Samples should be no more than 10 pages each and do not need to include complete documents, but rather enough information to provide a sense of the work completed and relevance to Burlington's circumstances. Include names of participating team members who worked on these projects and names and contact information for members of the local team.

### 3.3.4 List of Project Personnel

The primary contact person should be identified, along with all supervisory personnel, partners, sub-consultants, and their areas of responsibility. The persons listed will be considered committed to the project. Please indicate the anticipated services and expertise each person will bring to the project. Please include a résumé for each professional and technical person proposed to be involved with the scope of work.

## 3.2 Cost Proposal Requirements

The Cost Proposal shall include a detailed person hour and proposed cost for each main task listed in the Scope of Work, Section 2.0, and the total cost proposed for the project. The Cost Proposal shall include the following, listing the prime consultant and any sub-consultants separately:

- a. Hourly rate schedule
- b. Overhead rate and fee
- c. Hours and cost by task and deliverable
- d. Total project cost

Any assumptions or constraints in the proposed price to perform the services should be listed in the cost proposal.

## 3.3 Proposal Conditions

CCRPC may issue addenda or amendments to this RFP, if necessary, and will be available on the CCRPC website at <http://www.ccrpcvt.org/burlington-parking-plan/>. It is the consultant's responsibility to check for updated information on the website and submit the addenda acknowledgement form or amendments available on the CCRPC website along with the Technical Proposal.

All proposals shall be submitted in accordance with requirements set forth in this RFP. It is the consultant's responsibility to ensure timely arrival of the proposal at the CCRPC office on or before the due date and time.

CCRPC is not responsible, in part or whole, for costs incurred in preparation of the proposal in response to this RFP. The cost of preparing, submitting and presenting the proposal is at the sole expense of the consultant.

All proposals become the property of CCRPC upon submission. CCRPC reserves the right to seek clarification of any proposal submitted and to select the proposal considered to best promote the public interest. All proposal information, technical and detailed cost proposals will be held in confidence during the evaluation process and before awarding the contract. All of these documents and information, thereafter, will become public information.

### **3.4 Non-Discrimination and Title VI**

The consultant shall comply with the provisions of the Title VI of the Civil Rights Act of 1964, the Civil Rights Restoration Act of 1987, and subsequent related acts, and all other federal statutory laws which provide in whole or in part that no person or entity on the grounds of race, color, national origin, sex, physical disability, or veteran status be excluded from participation in, be denied the benefits of, or be otherwise discriminated under the State, federal and USDOT assisted contracts, programs and activities.

## **4.0 PROPOSAL EVALUATION AND SELECTION**

### **4.1 Evaluation Process**

All Technical Proposals will be reviewed and evaluated by a review committee consisting of representatives from the following organizations: CCRPC, BBA, Burlington DPW and CEDO, and others from the Parking Advisory Committee

All Technical Proposals will be evaluated against the mandatory proposal requirements furnished in Section 3 in an initial review process. Proposals that fail to comply with the requirements may be rejected and not considered further in the evaluation process.

### **4.2 Technical Proposal Scoring**

Technical proposals are assigned scores using a predetermined point methodology for each of the factors below for a total of 100 points.

<b>Criteria</b>	<b>Points</b>
Demonstrated understanding of this particular project as reflected in the proposal	30
Qualifications of all team members associated with the scope of work and their experience completing similar projects in communities of comparable size and/or with similar parking challenges	20
Ability to complete scope of work within specified budget and time constraints	15
Overall quality of the submittal	15
Demonstrated understanding of the complexities of real estate markets, sustainable development, political sensitivities in changing parking systems, development financing, and development trends	20
<b>Total Points</b>	<b>100</b>

Once the technical proposal review is complete and scored, the cost proposal information will be reviewed by the review committee for consistency with, and in light of, the evaluation of the technical proposal. The proposed project cost will be a consideration in the selection.

#### **4.3 Optional Interviews and Presentations**

CCRPC reserves the right to select highly scored consultants and invite for optional interviews prior to awarding the contract. In this process, the review committee may ask the respondents to give an oral presentation, no more than 20 minutes, of their respective proposals. The purpose of this oral presentation is to provide an in-depth analysis of certain qualifications, experience in performing similar services, and an opportunity for the consultant to clarify or elaborate on their qualifications without restating the proposal to the review committee. The optional interview and presentation is merely to present facts and explanation to the review committee but not to negotiate any terms of the contract or selection process. The optional interview and presentation, if deemed necessary by the review committee, will most likely be held on March 27 or 28, place to be determined, in Burlington, Vermont. Actual date and time will be notified to the respondents at least 1 week prior to the meeting. All costs and expenses incurred in traveling for the purpose of interview and presentation shall be the responsibility of the consultant.

#### **4.4 Additional Information**

CCRPC reserves the right to reject any and all proposals received as a result of this solicitation, to negotiate with any qualified source, to waive any formality and any technicalities or to cancel the RFP in part or in its entirety if it is in the best interest of CCRPC. This solicitation of proposals in no way obligates CCRPC to award a contract.

#### **4.5 Insurance and Financial Information**

The selected consultant will be required to submit proof of insurance and carry the adequate insurance coverage, as specified in the CCRPC's contract, for the term of the contract.

The selected consulting firm and proposed sub-consultants shall submit the **VAOT Form AF 38** (Consultant Financial Background Questionnaire), prior to entering into a contract with CCRPC.

#### **4.6 Contract Award**

Contract will be awarded based on a competitive selection and scoring process. The scores from the technical proposals evaluation, cost proposal evaluation and interviews and presentation (if held) will be summed in making a final decision to award the contract. It should be noted that the consultant with lowest cost proposal will not necessarily be awarded the contract. The review committee will make a recommendation on a preferred consultant to the CCRPC's Transportation Advisory Committee (TAC). The TAC is responsible for final selection of a qualified consultant and awarding the contract.

#### **4.8 Relevant Links to Related Documents**

The following links contain substantial background information related to this study:

[PlanBTV](#) - synopsis and links

[PlanBTV Transportation Study & Retail Market Analysis](#) – look under phase 1 reports

[Downtown Burlington D.I.D. Map](#)

[Parking Committee Resolution](#) – the document from City Council that launched this initiative

[D.I.D. Charter](#) – the document that created the Downtown Improvement District

[Burlington Grand List](#)

[2008 Employee Transportation Study](#) – Results from Downtown Employee Survey

[2003 Parking Study](#) - An evaluation of existing and anticipated demand for parking in downtown

[RFP Parking Garage Assessment](#) – an engineering analysis of the structures