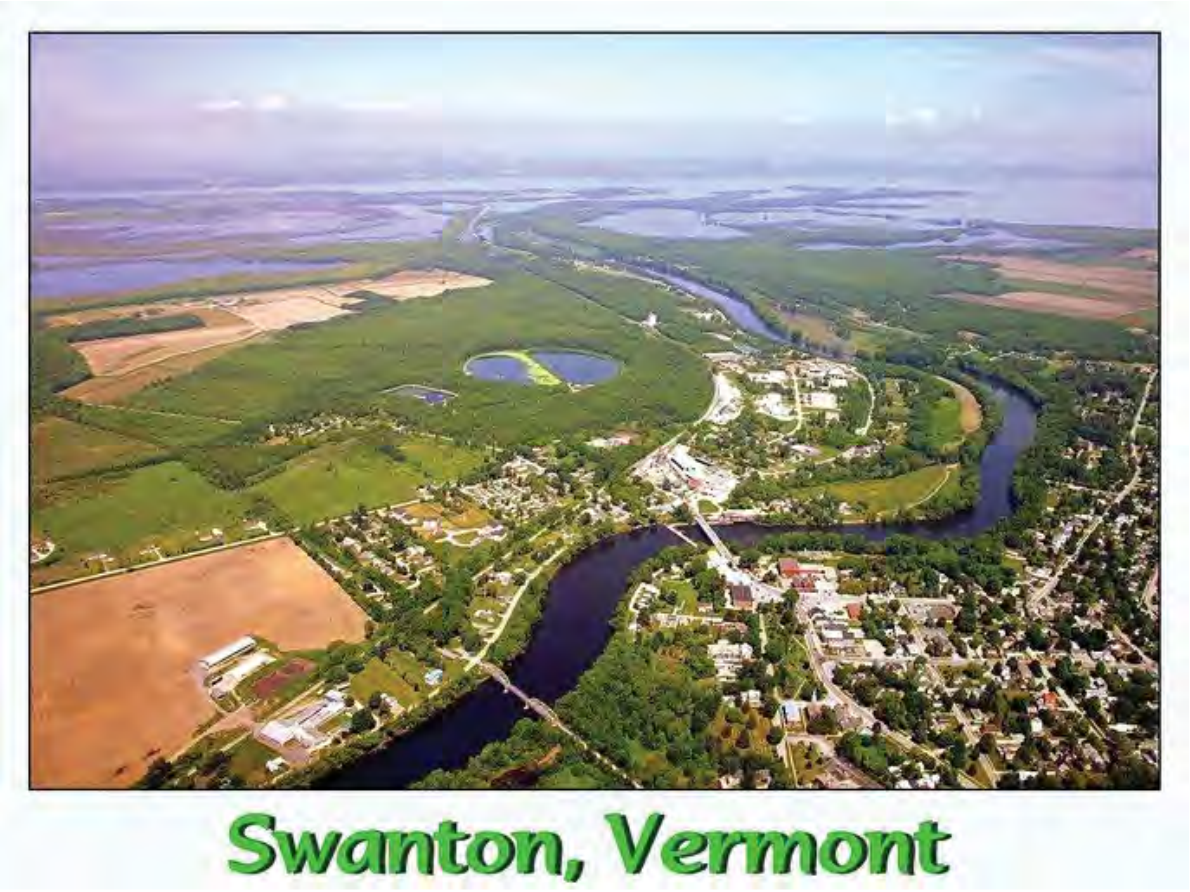
# Town of Swanton

# Sidewalk Scoping Study

Swanton, Vermont

❖ April 21, 2017




CCE
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Project: 15138

TABLE OF CONTENTS

1 Introduction ..... 1

2 Purpose and Need ..... 1

3 Study Areas and Existing Land Use ..... 2

3.1 South River Street ..... 2
3.2 VT Route 78 ..... 3

4 Proposed Locations of Facilities ..... 15

4.1 Alternatives Considered ..... 15
4.2 Conceptual Plans ..... 17
4.3 Preferred Alternatives ..... 17

5 Right-of-Way ..... 24

5.1 South River Street ..... 24
5.2 Vermont Route 78 ..... 24
5.3 Interstate 89 Right-of-Way ..... 25
5.4 Properties that Require R-O-W Acquisition ..... 25

6 Utility Conflicts ..... 26

6.1 South River Street Utilities ..... 26
6.2 Vermont Route 78 ..... 26

7 Existing Natural and Cultural Resource Concerns ..... 27

7.1 Natural Resources ..... 27
7.1.1 Wetlands ..... 27
7.1.2 Lakes/Ponds/Streams/Rivers ..... 28
7.1.3 Floodplains ..... 28
7.1.4 Endangered Species ..... 29
7.1.5 Flora/Fauna ..... 29
7.1.6 Stormwater ..... 29
7.1.7 Hazardous Material Sites ..... 29

7.1.8 Primary Agricultural Soils ..... 34
7.2 Cultural Resources ..... 34
7.2.1 Historic ..... 34
7.2.2 Archeological ..... 34
7.2.3 Architectural Resources ..... 35
7.2.4 Public Lands ..... 35
7.2.5 Impact Summary ..... 36
8 Preliminary Project Cost Estimates ..... 36
9 Anticipated Maintenance ..... 39
10 Public Involvement ..... 39
10.1 Local Concerns Meeting ..... 40
10.2 Alternatives Meeting ..... 40
10.3 Draft Final Report Public Presentation ..... 41
10.4 Written Comments ..... 41
11 Compatibility with Municipal and Regional Plans ..... 41
12 Project Time Line ..... 42
13 Project Viability, Conclusions and Recommendations ..... 43
14 Appendices ..... 44

A. Minutes of Local Concerns Meeting
   a. Public Notice
B. Minutes of Alternatives Meeting
   a. Public Notice
C. Minutes of Draft Final Report Presentation
   a. Public Notice
D. Preliminary Section 106 Review: Historic Preservation Letter Report
E. Revised Archaeological Resources Assessment
F. Written Public Comment
G. VTrans Town Road and Bridge Standards

# 1 Introduction

The Town and Village of Swanton are interested in constructing additional sidewalks in their community. They have jointly identified two sections of public highways that currently do not have sidewalks or other pedestrian facilities that appear to be critical needs within the community. The section of streets being considered are South River Street and Vermont Route 78 from First Street to the Missisquoi Valley Union High School.

The Town and Village of Swanton have acquired a Grant from the Vermont Agency of Transportation to perform a scoping study for new sidewalks and facilities on those two streets. Cross Consulting Engineers was selected as the consultant to perform the Scoping Study. As part of the project team, Cross Consulting Engineers engaged Lyssa Papazian to perform an evaluation of architectural and historic resources. The UVM Consulting Archaeology Program was also engaged to provide an archaeological report evaluating potential impacts of any construction on these two streets. Jointly, this team of professionals has evaluated the feasibility and identified impacts with regard to new pedestrian facilities in these two areas of Swanton Village and Town. This report will present the results of the Scoping Study, including documentation of public input, project impacts and estimated project costs.

# 2 Purpose and Need

The Town and Village identified South River Street and Vermont Route 78 as critical needs within the community for pedestrian amenities. South River Street was identified because the needed interconnection between the end of the existing Swanton Fit and Healthy Recreation Path and the westerly limits of the Swanton Village sidewalk system. South River Street is a gap in pedestrian facilities, requiring pedestrians to walk in or adjacent to the street to connect between the Recreation Path and the Swanton sidewalk system.

South River Street is a Town Highway which follows the westerly bank of the Missisquoi River. Traffic flow is relatively low, but speed is relatively high. There are also numerous residential properties on the west side of South River Street and a few residential properties on the east side of the street. This necessary interconnection of facilities has made this street a priority for improved pedestrian facilities.

Vermont Route 78 is a State highway that extends through Swanton Village in an east/west direction. The speed limit is 30 and 35 mph. Missisquoi Valley Union High School is located approximately 1 mile easterly of the Village on Vermont Route 78. There are currently no sidewalk facilities from the sidewalk at McDonald's Restaurant to the high school. Students walk to the high school every day and have no sidewalks to utilize. This requires them to walk along the edge of the highway which has a relatively high traffic volume and moderate speeds. This is a definite safety issue for pedestrians and is considered a priority by the Town and Village of Swanton.

Sidewalks along both streets are considered to be high priority needs within the community to improve pedestrian safety.

# 3 Study Areas and Existing Land Use

## 3.1 South River Street

South River Street is a primary town highway serving agricultural lands feeding traffic to and from Vermont Route 78 along the westerly side of the Missisquoi River. The speed limit is 30 mph. The portion of South River Street between the existing pedestrian bridge over the Missisquoi River and the westerly limits of the Swanton Village sidewalk system is approximately 1565 feet in length. There are approximately 13 residential properties located on the westerly side of South River Street in the area being studied. These residential properties consist of single family homes constructed prior to 1980, in most cases. Many of these homes are located very close to the street right-of-way, leaving few opportunities to expand the right-of-way on the westerly side. The westerly bank of the Missisquoi River is also very close to the South River Street right-of-way on the easterly side. There is only one residential property on the easterly side of South River Street within the study area, and that property is located at the extreme north end and opposite Lake Street. There is insufficient space between South River Street and the Missisquoi River for additional residential properties on the east side. That land is characterized by a

steep embankment down to the river. Therefore, there are numerous existing site constraints that affect the feasibility and cost for constructing pedestrian facilities along this portion of South River Street. See photographs on the following pages for existing conditions.

## 3.2 VT Route 78

Vermont Route 78 is a Class I State Highway that passes through Highgate and Swanton Vermont. This major arterial highway is the primary east/west route across northern Vermont for traffic between upper New York State and the eastern side of Vermont. This highway sees an average daily traffic flow of 7000 trips within the study area. As stated above, Missisquoi Valley Union High School is located on the northerly side of Vermont Route 78 on the boundary between the Towns of Swanton and Highgate. There are no pedestrian facilities between the high school and Swanton Village. The existing village sidewalk system currently terminates at the easterly boundary of McDonald's Restaurant. The distance to the terminus of the driveway to the high school, known as Thunderbird Drive, is approximately 2970 feet. This route passes across Interstate 89 at exit 21. The right-of-way of Vermont Route 78 varies as it crosses the Interstate due to land acquisition by the State of Vermont for the construction of that highway.

The existing land uses consist of commercial uses adjacent to the Interstate exit and residential uses easterly of the Interstate along the highway towards the high school. Most of the residential properties are located on the north side of the highway and consist of small pre-1980 single-family homes, vacant land and the Swanton Town Highway Department facility. Most of the land along the southerly side of Vermont Route 78 is vacant agricultural land, with three residential properties near Thunderbird Drive and Corey Drive.

Please see photographs of existing conditions on the following pages.



**Photo 1**
**South River Street**
**Terminus of Fit and Healthy Rec Path**



Photo 2
South River Street
(facing north)



Photo 3
South River Street
(facing north)




Photo 4
South River Street
(facing north)



Photo 5
South River Street
(facing north)



Photo 6
South River Street at Lake Street
(facing south)




Photo 7
VT Route 78 at
Thunderbird Drive
(facing west)




Photo 8
VT Route 78
(facing west)


JCT
INTERSTATE
89
Photo 9
VT Route 78
(facing west)




**Photo 10**
**VT Route 78 at Interstate 89**
**(facing west)**




**Photo 11**
**VT Route 78**
**(facing west)**

# 4 Proposed Locations of Facilities

## 4.1 Alternatives Considered

**South River Street** – Three alternatives were evaluated for new facilities along the portion of South River Street being studied. Alternative 1 included a new concrete sidewalk located on the western side of the street from Lake Street to the pedestrian bridge over the Missisquoi River. A new crosswalk would be provided across South River Street just north of the pedestrian bridge. The pedestrian interconnection would be completed between the pedestrian bridge and the Village sidewalk system at Lake Street. The sidewalk as proposed would be 5 feet in width and would be located approximately 5 feet westerly of the westerly edge of pavement of South River Street. This would leave approximately 3 feet to the right-of-way limit of South River Street. Currently there is no drainage within South River Street. Runoff from the street sheet flows off the pavement into the surrounding lawn area on both sides of the street and infiltrates into the sandy soil. Additional drainage would need to be constructed to prevent runoff from sheet flowing across the sidewalk, freezing and causing unsafe conditions. An underdrain or "French" drain should be installed between the new sidewalk and the edge of pavement of the street to collect surface water and discharge it through underground pipes and stone trenches to the river bank on the opposite side. This plan would place the sidewalk very close to some of the residences. The Shawn Cheney residence would be especially close to the sidewalk and the Gene Labombard home would be only 4 or 5 feet away from the sidewalk.

There are water and sewer utility conflicts with Alternative 1 that need to be considered.

Alternative 2 includes constructing a sidewalk along the easterly side of South River Street, primarily to avoid the impacts to the existing single-family residences on the west side. There is only one residence on the east side of the street and that is at the north end near the end of Lake Street. However, the westerly embankment of the Missisquoi River is very close to South River Street and would be impacted by construction of a sidewalk. In addition, there are overhead utility conflicts that will be discussed in future sections of this report. Similar to Alternative 1, additional under- drainage would be required for the sidewalk on the easterly side of the street. Functionally, the sidewalk on the easterly side of the street would be more convenient for users of the Recreation Path and would create fewer impacts to the residential properties on the westerly side of the street.

Alternative 3 provides widened paved shoulders along South River Street with striping for pedestrian and bicycle usage. This alternative is likely to be the least costly and create the fewest impacts. Given the expected relatively low volume of pedestrians along the street, and the rural nature of the area, using wide shoulders as walkways is considered feasible and would appear to be acceptable under the VTrans Pedestrian and Bicycle Facility Planning and Design Manual, Section 3.3.3. This proposal would involve widening both shoulders along South River Street by 4 feet and providing line striping and signage to advise motorists of the pedestrian usage of the shoulders. Utility conflicts with this alternative are reduced, but some still exist.

**Vermont Route 78** - Three alternatives for new pedestrian facilities along Vermont Route 78 from the Village sidewalk system to the high school were also considered. This section of Vermont Route 78 includes moderate pedestrian volumes, high vehicle traffic volumes and greater speeds than on South River Street. Wider shoulders were not considered appropriate for this street. Therefore, new concrete sidewalks were evaluated on both sides Vermont Route 78. Alternative 1 includes the sidewalk on the northerly side of the highway. Alternative 2 includes the sidewalk on the southerly side of the highway with appropriate crosswalks across Vermont Route 78 at each end of the project. Alternative 3 includes constructing a portion of the northerly sidewalk up to an existing right-of-way owned by the high school. At that point, the high school could extend the sidewalk through their property to the school.

Alternative 1 would include a sidewalk connecting to the existing Village sidewalk by McDonald's Restaurant and extending easterly under the Interstate to Thunderbird Drive. This location creates numerous impacts that will be discussed elsewhere in this report. There are potential impacts to wetlands, existing roadway drainage features, overhead and underground utilities and necessary right-of-way acquisition. This Alternative is generally considered to be the most practical alternate because most of the pedestrians currently use the north side of the highway and the school is located on that north side of the highway.

Alternative 2 is a similar design but extends along the south side of the highway where there are fewer impacts. Crosswalks would be provided opposite the end of the existing sidewalk system and at Thunderbird Drive. The sidewalk would extend easterly under Interstate 89 to a point opposite Thunderbird Drive. At that location, another crosswalk would be provided to allow pedestrians to access the north side of the highway. The alternate on the south side entails some impacts to overhead utilities, but generally does not involve wetland impacts and would have a minor impact on drainage features.

Alternative 3 includes constructing only a portion of Alternative 1. Approximately 1275 feet of sidewalk would be constructed to the existing right-of-way to the High School just easterly of Frontage Road. The High School could then construct a connecting sidewalk to the school. This would provide a somewhat shorter route to the High School and eliminate a large portion of the sidewalk along Vermont Route 78. There may be safety concerns with the section across from the High School property due to its lack of visibility. Pedestrian lighting may be required.

## 4.2 Conceptual Plans

Conceptual plans depicting the alternatives investigated in this scoping study are illustrated on the following six sheets. These plans were developed using aerial photograph backgrounds, Swanton Town Tax Maps and right-of-way information for the two sections of highways involved in the study. A field investigation has been performed along each route and utilities were identified that could be in conflict with the proposed sidewalk alternatives.

Topographic information illustrated on the plans was obtained from lidar available through the Vermont GIS program.

## 4.3 Preferred Alternatives

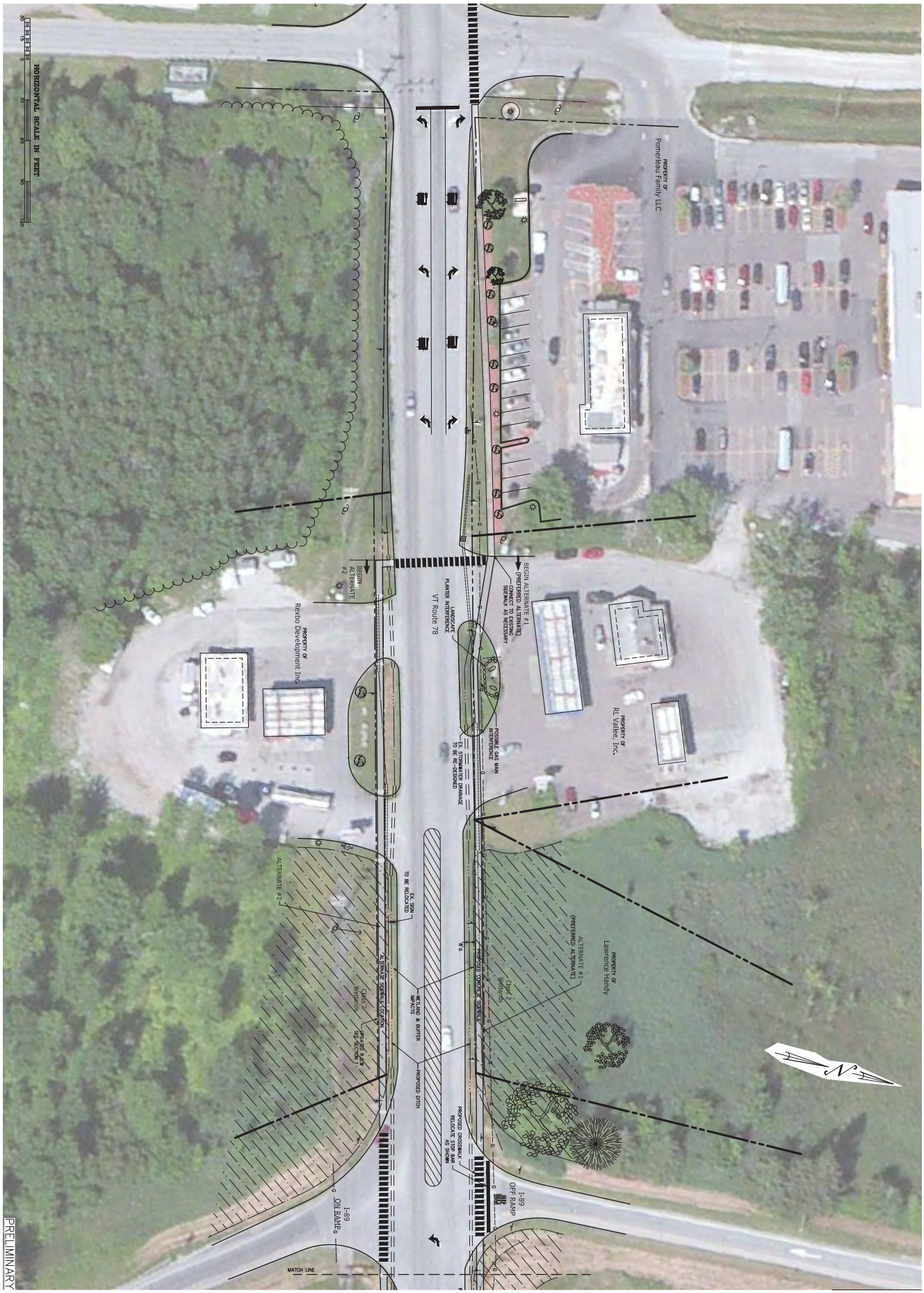
The joint legislative body consisting of the Town of Swanton Selectboard and the Swanton Village Trustees has selected the preferred alternatives for each alignment. These selections were made with public input which is discussed elsewhere in this report. The joint legislative body selected Alternative 3 for South River Street; widen shoulders on both sides of the street. They also selected Alternative 1 for Vermont Route 78; a new sidewalk along the northerly side of the street. Please refer to Section 10 of this report regarding details of the public involvement and the decision-making process that led to the selection of these alternatives.

PRELIMINARY
Legend
SEWER MANHOLE
CATCH BASIN
HYDRANT
GATE VALVE
UTILITY POLE
PROPERTY LINE
WATER LINE
SEWER LINE
GAS LINE
EXISTING CONTOURS
HORIZONTAL SCALE IN FEET
MISSISQUOI RIVER
South River Street
Central Vermont Railroad
Central Vermont Railroad Easement
ALTERNATE #1
ALTERNATE #2
PROPOSED CROSSWALK
EX. SIGN TO BE RELOCATED
EX. MAILBOX TO BE RELOCATED
POSSIBLE TREE ROOT INTERFERENCE
PROPERTY OF Town of Swanton
PROPERTY OF Robert Lumbra
PROPERTY OF Tammy Trudle
PROPERTY OF William & Judy Cheney
PROPERTY OF Sherry Cheney
PROPERTY OF David & Adrienne Bruckner
PROPERTY OF Craig & Audrey Cota
PROPERTY OF Felicia Cota
PROPERTY OF Richard & Mary Ann Bruckner
PROPERTY OF Richard & Mary Ann Bruckner
PROPERTY OF Richard & Mary Ann Bruckner

| | | | |
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| PROJECT: 15138<br>DATE: May 26, 2016<br>DESIGN: PC<br>DRAWN: RHW<br>CHECKED: PHC<br>APPROVED: PHC | CROSS CONSULTING ENGINEERS, P.C.<br>103 Fairfax Rd.<br>St. Albans, Vermont 05478<br>Tel. 802-524-2113<br>Fax. 802-524-9681<br>© COPYRIGHT 2017<br>Cross Consulting Engineers, P.C. | South River Street<br>Alternate Alignments | Town Of Swanton<br>Swanton, VT<br>Sidewalk Scoping Study<br>First Street & South River Street Swanton, VT | CIVIL<br>C-2 | SHEET C-2 OF 6 |

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CIVIL
C-3
SHEET C-3 OF 6

Town Of Swanton
Swanton, VT
Sidewalk Scoping Study
First Street & South River Street Swanton, VT

First Street - VT Route 78 Alternate Alignments

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Swanton, VT
Sidewalk Scoping Study
First Street & South River Street Swanton, VT

First Street - VT Route 78 Alternate Alignments

CIVIL C-4
SHEET C-4 OF 6

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PRELIMINARY

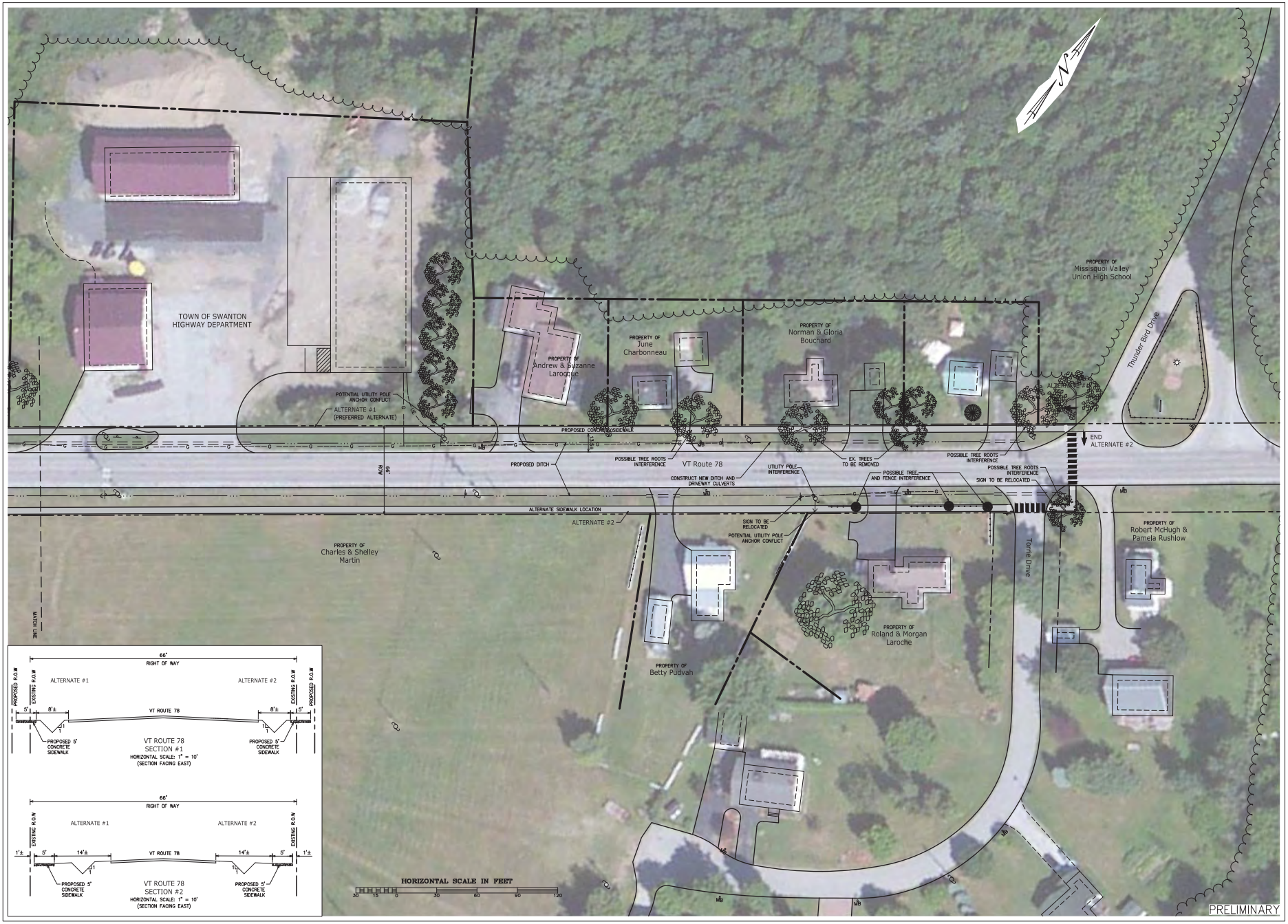
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| SHEET C-5 OF 6 | CIVIL C-5 | Town Of Swanton<br>Swanton, VT<br>Sidewalk Scoping Study<br>First Street & South River Street Swanton, VT | First Street - VT Route 78 Alternate Alignments |


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APPROVED: PHC

First Street - VT
Route 78 Alternate
Alignments

Town Of Swanton
Swanton, VT
Sidewalk Scoping Study
First Street & South River Street Swanton, VT

CIVIL
C-6
SHEET C-6 OF 6

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# 5 Right-of-Way

## 5.1 South River Street

The right-of-way width of South River Street is assumed to be 3 rods wide centered on the existing centerline of pavement. No other information indicating a different right-of-way has been found. The westerly right-of-way limit passes very close to several residences and appears to be almost touching the front porch of the Shawn Cheney residence.

The easterly right-of-way limit of South River Street is at or slightly over the top of westerly bank of the Missisquoi River.

No additional permanent right-of-way is expected to be required for the selected alternative on South River Street. The selected alternative involves widening the shoulders of the existing paved street. Temporary construction easements are also unlikely to be required. It is expected that there is sufficient room within the right-of-way limit to construct the widened shoulders without temporary easements. Driveways will be impacted however, and rights to reconstruct driveways are likely to be needed.

## 5.2 Vermont Route 78

The right-of-way width of Vermont 78 is 66 feet as illustrated on the Agency of Transportation Highway Plans. It is assumed that this highway is centered within its right-of-way. The right-of-way varies due to the acquisition of land by the State of Vermont for Interstate 89. Since the entire Interstate corridor is owned by the Vermont Agency of Transportation, the right-of-way width at Exit 21 is not relevant.

Additional rights-of-way will be required for construction of the preferred alternative along Vermont Route 78. It is expected that additional rights-of-way will be necessary along all private properties. Approximately 14 property owners will be impacted. One of these property owners is the Town of Swanton. See the list of affected landowners on the following page. The proposed sidewalk will pass in front of the Town Highway Department Garage property.

The proposed sidewalk would likely be placed at or near the northerly right-of-way limit of this highway. An additional right-of-way of at least 5 feet in width would be required for the entire route. In addition to permanent right-of-way, temporary construction easements and driveway reconstruction rights would also need to be acquired.

## 5.3 Interstate 89 Right-of-Way

The right-of-way limits for Interstate 89 have been taken from Vermont Agency of Transportation plans. The available space for the proposed sidewalk, where it crosses under the northbound and southbound lanes of this highway, is limited by existing concrete bridge abutments. The topography slopes steeply up to the highway elevation behind these abutments. There is some space available between the concrete abutments and the existing edge of pavement of Vermont Route 78, but the available width is restricted. The sidewalk would likely need to deflect closer to Vermont Route 78 where it crosses under the travel lanes of the Interstate. Protection of pedestrians in these locations is necessary due to the proximity of Vermont Route 78 pavement. Some type of barricade is necessary to protect the pedestrians. This could be a steel beam guardrail, concrete Jersey barriers or other type of protection.

## 5.4 Properties that Require R-O-W Acquisition

| | | |
|---|---|---|
| RL Vallee, Inc.<br>P.O. Box 192<br>St. Albans, VT 05478 | Lawrence Handy<br>405 Swanton Road<br>St. Albans, VT 05478 | Patricia Lafar<br>P.O. Box 69<br>Swanton, VT 05488 |
| Dale & Melissa Colgan<br>191 First Street<br>Swanton, VT 05488 | Wesco Realty, LLC<br>32 San Remo Drive<br>So. Burlington, VT 05403 | Michael & Shirley Korte<br>197 First Street<br>Swanton, VT 05488 |
| VT Gas Systems, Inc.<br>205 First Street<br>Swanton, VT 05488 | Brian Rowell<br>P.O. Box 162<br>Highgate Ctr, VT 05459 | Town of Swanton<br>PO Box 711<br>Swanton, VT 05488 |
| Andrew & Suzanne Larocque<br>227 First Street<br>Swanton, VT 05488 | June Charbonneau Life Estate<br>235 First Street<br>Swanton, VT 05488 | Gloria Bouchard<br>245 First Street<br>Swanton, VT 05488 |
| Charles & Shelly Martin<br>225 First Street<br>Swanton, VT 05488 | Missisquoi Valley Union High School<br>100 Thunderbird Drive<br>Swanton, VT 05488 | |

# 6 Utility Conflicts

## 6.1 South River Street Utilities

The proposed alternative on South River Street is likely to create significant utility impacts, especially with the aging water and sewer lines on the west side of the street. There is an overhead power/telephone utility line located on the easterly side of the street. This utility line is sufficiently far from the edge of pavement of South River Street to allow construction of widened shoulders. It is possible that one utility pole may be in conflict with the widened shoulder south of the intersection with Lake Street. That pole may need to be relocated.

There are no overhead utilities on the westerly side of the street, but electrical and telephone service lines cross the street to serve existing residences.

There is an underground water main along the west side of South River Street and a sewer line along part of the route. It is likely that the widened shoulder on that side of the street will be placed directly over that water main and sewer line.

These utilities are about 75 years old and should be replaced prior to constructing the widened shoulders. This would reduce the need and frequency of excavating the shoulders to repair these pipes.

## 6.2 Vermont Route 78

There are several potential utility conflicts along VT Route 78 with the proposed sidewalk. These conflicts primarily involve an existing natural gas main, drainage structures and ditches, and utility poles with overhead utility lines. There are also utility crossings, including a sanitary sewer from the Missisquoi Valley Union High School.

There is a new municipal water main on the south side of VT Route 78 between Waugh Farm Road and Lafar Street. Swanton Village is also considering construction of a water main on the north side of VT Route 78 from Waugh Farm Road to Thunderbird Drive.

The natural gas main appears to be sufficiently far from the proposed sidewalk on the easterly side of the Interstate. However, the gas line will conflict with the sidewalk on the westerly side of the Interstate in most locations. An actual field location of the gas line is required during final design to determine the extent of the conflict.

There is a significant amount of open and closed drainage along the northerly side Vermont Route 78 for the entire length of this project. The drainage is mostly open drainage and driveway culverts easterly of the Interstate. If the proposed sidewalk is placed at or near the right-of-way limit of Vermont Route 78, much of this drainage will not be impacted. However, drainage ditches and culverts will likely be impacted in the vicinity of Frontage Road.

Significant drainage impacts with existing storm drains and culverts in front of the Maplefield's gas station are also anticipated. This is a closed drainage system with catch basins that will need to be rerouted to avoid the proposed sidewalk. Alternatively, right-of-way could be acquired to relocate the sidewalk to avoid these utility conflicts.

The overhead utility line is located on the southerly side of Vermont Route 78. There are a few utility poles located on the north side that will be in conflict with the proposed sidewalk. These are shown on drawings C-5 and C-6. It is estimated that at least five utility poles and overhead cables will need to be relocated.

# 7 Existing Natural and Cultural Resource Concerns

## 7.1 Natural Resources

There are several natural and cultural resources that are of concern with this project. These concerns are identified below.

### 7.1.1 Wetlands

Wetlands are not a concern for the South River Street proposed alternative.

Wetlands will be impacted along a portion of the Vermont Route 78 sidewalk. Wetlands are located adjacent to Interstate 89 on the north side of Vermont Route 78. There is a significant Class II wetland located immediately westerly of the Interstate 89 off-ramp. The proposed sidewalk will impact this wetland and a Conditional Use Determination from the Agency of Natural Resources will be required. Also, an Authorization to Discharge fill into the wetland will be required from the US Army Corps of Engineers. This wetland is located on both sides of the Interstate off-ramp. There is also a smaller wetland located easterly of the Interstate 89 on-ramp and on the easterly side of Frontage Road. These wetlands will also be impacted and permits will be required. No other wetlands have been identified along the route of the proposed alternative.

### 7.1.2 Lakes/Ponds/Streams/Rivers

There are no lakes, ponds, or streams that will be impacted by the proposed project. The Missisquoi River is located directly adjacent to the easterly side of South River Street. The top of bank of the river is relatively close to the pavement of South River Street. The proposed shoulder widening alternative will minimize any impacts to the River. Appropriate erosion control methods will need to be used during construction to widened the shoulder on the easterly side of the street.

The project along South River Street should be exempt from the Vermont Shoreline Protection Act. Work along the State and local road systems is generally considered exempt. Work along Town highways is required to follow the Vermont Town Road and Bridge Standards. A copy of these standards is included in the appendix of this report.

The Vermont Route 78 sidewalk will not impact lakes, ponds, streams or rivers.

### 7.1.3 Floodplains

The South River Street shoulder widening will not impact the floodplain of the Missisquoi River. The elevation of the street is substantially higher than the base flood elevation.

There will be no impacts to existing floodplains.

### 7.1.4 Endangered Species

A review of the Vermont Natural Resource Atlas has indicated the potential for rare, threatened and endangered species on both South River Street and Vermont Route 78. The Natural Resource Atlas maps on the following pages illustrate the extent and general location of these resources. The impact on South River Street is listed as ID number 99. The impact on Vermont Route 78 is listed as ID number 8783.

### 7.1.5 Flora/Fauna

The Vermont Natural Resource Atlas did not identify any endangered or rare flora/fauna within the two proposed alignments for the project.

### 7.1.6 Stormwater

The construction of widened shoulders on South River Street and a sidewalk on the northerly side of Vermont Route 78 will create additional increased impervious surfaces. These impervious surfaces will increase the rate of storm water runoff to the existing drainage systems. A Stormwater Discharge Operating Permit may be required from the Agency of Natural Resources. In addition, modifications to existing drainage ditches, swales and closed drainage systems will be required as discussed above.

### 7.1.7 Hazardous Material Sites

A review of the Vermont Natural Resource Atlas has indicated the presence of hazardous waste sites, and hazardous waste generators in the vicinity of this project.

There is one hazardous waste site in the vicinity of the South River Street alignment, but is some distance away and located on the southerly side of Lake Street westerly of the railroad tracks. It is not expected that the project will impact that site in any way.

There are several hazardous waste sites and hazardous waste generators along the Vermont Route 78 portion of the project. The sites are located on both sides of the highway. The closest impacts are at the Maplefields gas station located adjacent to the McDonald's Restaurant and at the Swanton Town Highway Garage. These sites are shown on the following Natural Resource Atlas Maps.

# Swanton Sidewalk Scoping Study

Vermont Agency of Natural Resources

vermont.gov







## LEGEND

- Landfills
  - OPERATING
  - CLOSED
- Hazardous Site
- Hazardous Waste Generators
- Brownfields
- Salvage Yard
- Underground Storage Tank (w
- Dry Cleaner
- Parcels (where available)
- Town Boundary

## NOTES

Map created using ANR's Natural Resources Atlas
HAZARDOUS MATERIALS SITES

242.0 0 121.00 242.0 Meters

WGS_1984_Web_Mercator_Auxiliary_Sphere 1" = 396 Ft. 1cm = 48 Meters

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# Swanton Sidewalk Scoping Study

Vermont Agency of Natural Resources

vermont.gov







## LEGEND

- Amphibian and Reptile Crossir
  - Confirmed
  - Potential
- Invasive Plant Atlas
  - Acer platanoides
  - Berberis thunbergii
  - Euonymus alatus
- Rare Threatened Endangered
  - Threatened or Endangered
  - Rare
- Significant Natural Community
- Uncommon Species and Other
  - Animal
  - Plant
  - Natural Community
- Deer Wintering Areas
- Indiana Bat Hibernacula
- Indiana Bat Summer Range
  - Observed
  - Potential
- Wildlife Management Units
- Vermont Waterfowl Hunting Zc
- Parcels (where available)
- Town Boundary

## NOTES

Map created using ANR's Natural Resources Atlas
RARE, THREATENED AND ENDANGERED SPECIES ID 99

287.0 0 144.00 287.0 Meters

WGS_1984_Web_Mercator_Auxiliary_Sphere 1" = 471 Ft. 1cm = 57 Meters

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# Swanton Sidewalk Scoping Study

Vermont Agency of Natural Resources

vermont.gov







## LEGEND

- Landfills
  - OPERATING
  - CLOSED
- Hazardous Site
- Hazardous Waste Generators
- Brownfields
- Salvage Yard
- Underground Storage Tank (w
- Dry Cleaner
- Parcels (where available)
- Town Boundary

## NOTES

Map created using ANR's Natural Resources Atlas
HAZARDOUS MATERIALS SITES

327.0 0 164.00 327.0 Meters

WGS_1984_Web_Mercator_Auxiliary_Sphere 1" = 537 Ft. 1cm = 64 Meters

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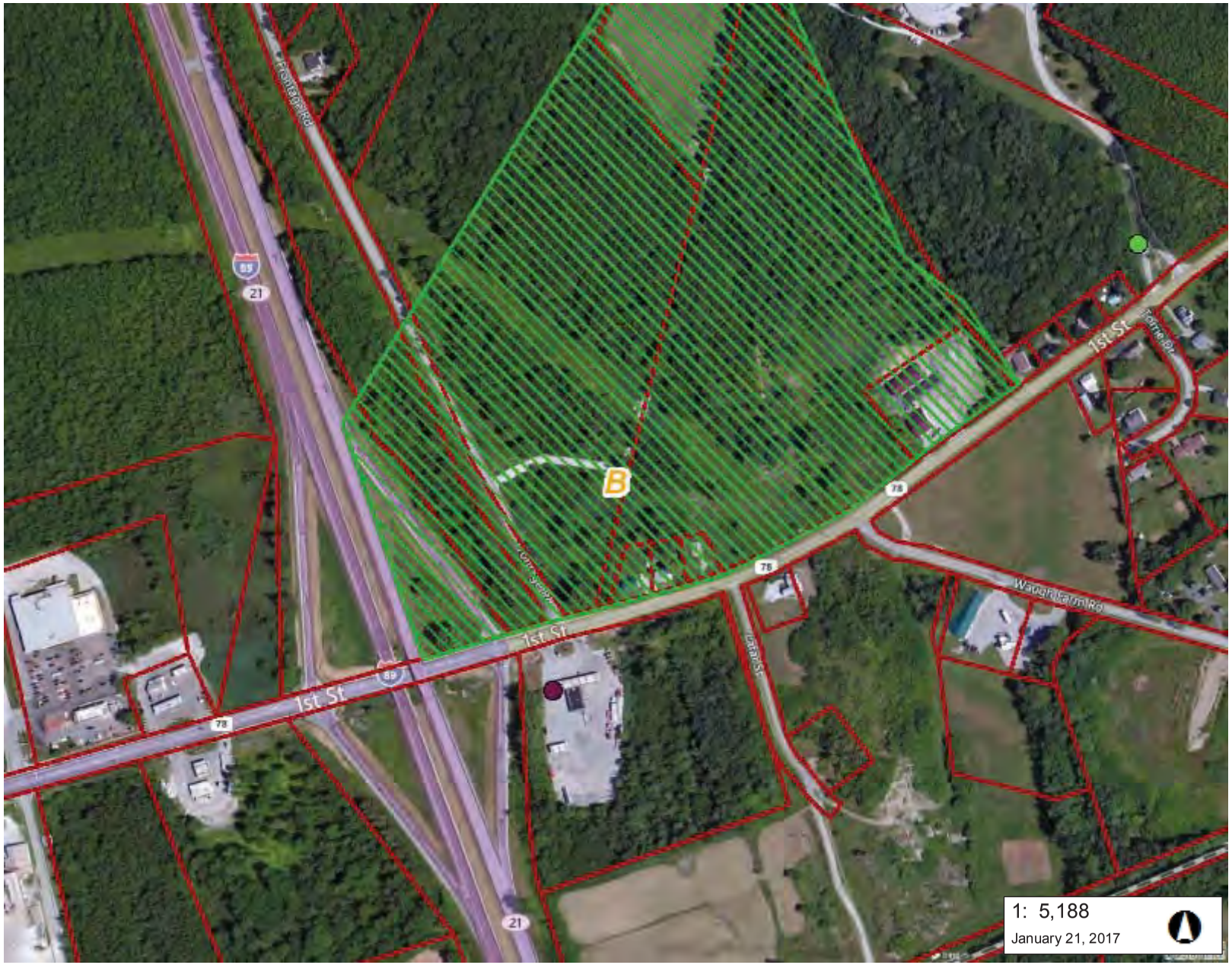
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VERMONT

# Swanton Sidewalk Scoping Study

Vermont Agency of Natural Resources

vermont.gov







## LEGEND

- Amphibian and Reptile Crossir
  - Confirmed
  - Potential
- Invasive Plant Atlas
  - Acer platanoides
  - Berberis thunbergii
  - Euonymus alatus
- Rare Threatened Endangered
  - Threatened or Endangered
  - Rare
- Significant Natural Community
- Uncommon Species and Other
  - Animal
  - Plant
  - Natural Community
- Wildlife Management Areas
  - Fee ownership
  - Non-fee interest
- Indiana Bat Hibernacula
- Indiana Bat Summer Range
  - Observed
  - Potential
- Wildlife Management Units
- Parcels (where available)
- Town Boundary

## NOTES

Map created using ANR's Natural Resources Atlas
RARE, THREATENED AND ENDANGERED SPECIES ID 8783

264.0 0 132.00 264.0 Meters

WGS_1984_Web_Mercator_Auxiliary_Sphere 1" = 432 Ft. 1cm = 52 Meters

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### 7.1.8 Primary Agricultural Soils

This project is not expected to significantly impact primary agricultural soils. All construction associated with this project is expected to be within the highway rights-of-way. The soils within these rights-of-way may qualify as primary agricultural soils, but are not functional for that purpose. Both sections of highway are in a suburban area with no significant adjacent cropland. Primary agricultural soils are not expected to be significantly impacted.

## 7.2 Cultural Resources

### 7.2.1 Historic

Lyssa Papazian has prepared a Historic Preservation Report letter with regard to this proposed project. Her letter is found in the appendix of this report. She investigated potential historic resources along South River Street and Vermont Route 78 for the length of the proposed alignments. The South River Street portion of the project will pass in front of single-family homes of varying age. The report indicated that none of these homes appear eligible for inclusion on the National Register of Historic Places. The Vermont Route 78 portion of the project passes by mid-20th century suburban homes. They also do not appear to be eligible for the National Register. Her conclusion was that no historic properties will be affected by this project.

### 7.2.2 Archeological

The University of Vermont Consulting Archaeology Program was retained to investigate potential archaeological impacts from this project. Dr. Charles Knight reviewed the preliminary alternatives for this project and prepared a report indicating his findings. His report is found in the appendix of this report. The Swanton area is well known for numerous archaeological sites, mostly involving pre-contact Native American sites. Dr. Knight indicated that no known archaeological sites exist along the proposed project alignments.

Dr. Knight also performed a field inspection of the proposed alignment segments. His inspection indicated that the westerly side of South River Street is potentially archaeologically sensitive. The easterly side is not sensitive however, due to the disturbance by the construction of the highway along the steep embankment to the river. The lower floodplain on the east side of the highway is potentially sensitive but is not expected to be impacted by this project.

The Vermont Route 78 alignment also contains potential archaeologically sensitive areas, especially in the vicinity of the Waugh Farm Road. An archaeological study is recommended if the proposed sidewalk will be constructed northerly of the alignment of the existing utilities in this area.

In conclusion, Dr. Knight recommends a Phase 1 Site Identification Survey for both South River Street and Vermont Route 78.

### 7.2.3 Architectural Resources

The report by Lyssa Papazian referred to in the section above also addressed potential architectural concerns. Again, none of the homes and structures along either proposed route have any significant architectural value. The conclusion was that there are no valuable architectural resources that will be impacted by this project.

### 7.2.4 Public Lands

Public lands exist along both alignment segments of this project. The Missisquoi River follows South River Street for the entire length of this segment of the project. Private properties apparently exist between South River Street and the edge of the river. In addition, the Town and Village of Swanton Fit and Healthy Recreation Path crosses the Missisquoi River and is the southerly terminus of the South River Street segment of this project. The Swanton Town Museum is also located on the westerly side of South River Street across from this bridge. The proposed South River Street segment of this project is intended to connect the pedestrian path and bridge to the existing sidewalk system near Lake Street.

Public lands also exist along the Vermont Route 78 segment. Interstate 89, owned by the State of Vermont, is a significant land owner along this segment. In addition, the Town of Swanton Public Works Garage is also located adjacent to the proposed Vermont Route 78 segment. It is not expected that this project will significantly impact either property.

### 7.2.5 Impact Summary

The following table is a summary of the various impacts for each alternative.

| SWANTON SCOPING STUDY IMPACT SUMMARY | | | | | |
|---|---|---|---|---|---|
| IMPACT TYPE | | | | | |
| **So. River St.** | **Right-of-Way** | **Utility** | **Wetlands** | **Archeological** | **Historical** |
| ALT 1 | Temporary Construction Easement | Water & Sewer Lines | None | Study Required | None |
| ALT 2 | Temporary Construction Easement | OHD Power/Telephone | None | None | None |
| ALT 3 | None | Water/Sewer Lines | None | Study Required | None |
| | | | | | |
| **VT Route 78** | | | | | |
| ALT 1 | Permanent & Temporary Needed | OHD Power & Telephone/Gas Main Drainage | 16,000 SF | None | None |
| ALT 2 | Permanent & Temporary Needed | OHD Power & Telephone/Water Main | 7,500 SF | Study Required | None |
| ALT 3 | Permanent ROW Needed | Gas Main Conflict Drainage | 16,000 SF | None | None |

# 8 Preliminary Project Cost Estimates

Preliminary construction cost estimates have been prepared for both South River Street and Vermont Route 78. Only the preferred alternatives were estimated. The South River St. project is estimated to cost $780,849 in 2018. The Vermont Route 78 sidewalk is estimated to cost $933,404 in 2018.

Both estimates include design engineering, special studies such as archaeology and wetlands, permitting, legal, and where appropriate, right-of-way acquisition. Construction engineering costs are also included to provide construction oversight and monitoring of unit costs and quantities during construction.

A breakdown of these estimates is found on the following pages.

## Swanton Scoping Study - South River Street
### Engineer's Opinion of Probable Construction Cost
### Alternate No. 3 - Widened Shoulders

CCE Project No.: 15138
Date: March 1, 2017

| Item No. | Description/Item | Estimated Quantity | Units | Unit Price | Total Cost |
|---|---|---|---|---|---|
| 1 | Mobilization | 1.0 | EA | $15,000 | $15,000 |
| 2 | Excavation | 1400.0 | CY | $15.00 | $21,000 |
| 3 | Fill Side Slope | 650.0 | CY | $20.00 | $13,000 |
| 4 | Geotextile | 18900.0 | SF | $0.20 | $3,780 |
| 5 | Dense Graded Crushed Stone | 1100.0 | CY | $43.00 | $47,300 |
| 6 | Base Coat Asphalt (2.5") | 190.0 | TON | $150.00 | $28,500 |
| 7 | Finish Coat Asphalt (2") | 150.0 | TON | $150.00 | $22,500 |
| 8 | Topsoil | 233.0 | CY | $45.00 | $10,485 |
| 9 | Erosion Control | 18900.0 | SF | $0.25 | $4,725 |
| 11 | Seed | 18900.0 | SF | $0.50 | $9,450 |
| 12 | Guard Rail | 730.0 | LF | $21.00 | $15,330 |
| 13 | Line Striping - Durable | 3150.0 | LF | $2.50 | $7,875 |
| 14 | Relocate Utility Pole | 2.0 | EA | $2,750.00 | $5,500 |
| 15 | Replace Municipal Water Main 4" and 6" | 1400.0 | FT | $100.00 | $140,000 |
| 16 | Replace Municipal Sewer | 1170.0 | FT | $75.00 | $87,750 |
| 17 | Signage | 1.0 | LS | $1,500.00 | $1,500 |
| 18 | Traffic Control/Barricades | 1.0 | LS | $35,000.00 | $35,000 |
| 19 | Contractors OH & P 15% | 1.0 | LS | $70,304.00 | $70,304 |
| 20 | Design Engineering, Archeology, Permitting and Legal | 1.0 | LS | $100,000.00 | $100,000 |
| 21 | Construction Engineering | 1.0 | LS | $40,000 | $40,000 |
| 22 | Right of Way Acquisition | 1.0 | LS | $0 | $0 |
| | **Subtotal** | | | | **$678,999.00** |
| | **15% Contingency** | | | | **$101,849.85** |
| | **TOTAL** | | | | **$780,849** |

Cross Consulting Engineers, P.C. (CCE), is not a construction cost estimator nor a construction contractor, nor should CCE's rendering an opinion of probable construction costs be considered equivalent to the nature and extent of service a construction estimator or construction contractor would provide. CCE's opinion is based solely upon his or her own experience with construction. This requires CCE to make a number of assumptions to actual conditions that will be encountered on site; the specific decisions of other design professionals engaged; the means and methods of construction the contractor will employ; contractors techniques in determining prices and market conditions at the time; and other factors over which CCE has no control. Given these assumptions that must be made, CCE states that the above probable construction cost opinion is a fair and reasonable estimate for construction costs of the required site improvements in accordance with the applicable rules and regulations.

## Swanton Scoping Study - VT Route 78
### Engineer's Opinion of Probable Construction Cost
### Alternate No. 1 - Sidewalk Along North Side of Highway

CCE Project No.: 15138
Date: March 1, 2017

| Item No. | Description/Item | Estimated Quantity | Units | Unit Price | Total Cost |
|---|---|---|---|---|---|
| 1 | Mobilization | 1.0 | EA | $20,000 | $20,000 |
| 2 | Excavation | 1500.0 | CY | $15.00 | $22,500 |
| 3 | Fill Side Slope | 800.0 | CY | $20.00 | $16,000 |
| 4 | Geotextile | 16800.0 | SF | $0.20 | $3,360 |
| 5 | Dense Graded Crushed Stone | 1150.0 | CY | $43.00 | $49,450 |
| 6 | Site Concrete (4000 psi) | 225.0 | CY | $200.00 | $45,000 |
| 7 | Concrete Sealer | 50.0 | GAL | $100.00 | $5,000 |
| 8 | Driveway/Roadway Pavement Patch | 7150.0 | SF | $5.00 | $35,750 |
| 9 | Topsoil | 233.0 | CY | $45.00 | $10,485 |
| 10 | Erosion Control | 20000.0 | SF | $0.25 | $5,000 |
| 11 | Seed | 28000.0 | SF | $0.50 | $14,000 |
| 12 | Guard Rail | 340.0 | LF | $21.00 | $7,140 |
| 13 | Tree Removal | 5.0 | EA | $4,000.00 | $20,000 |
| 14 | Line Striping - Durable | 400.0 | LF | $7.50 | $3,000 |
| 15 | Relocate Utility Pole | 5.0 | EA | $2,750.00 | $13,750 |
| 16 | Ditching and Culverts - New | 2525.0 | LF | $65.00 | $164,125 |
| 17 | Gas Main Relocation | 175.0 | LF | $30.00 | $5,250 |
| 18 | Landscape Relocation | 1.0 | LS | $10,000.00 | $10,000 |
| 19 | Signage | 1.0 | LS | $1,500.00 | $1,500 |
| 20 | Traffic Control/Barricades | 1.0 | LS | $60,000.00 | $60,000 |
| 21 | Contractors OH & P 15% | 1.0 | LS | $75,346.00 | $75,346 |
| 22 | Design Engineering, Archeology, Permitting and Legal | 1.0 | LS | $100,000.00 | $100,000 |
| 23 | Construction Engineering | 1.0 | LS | $45,000 | $45,000 |
| 24 | Right of Way Acquisition and Appraisal Fees | 1.0 | LS | $25,000.00 | $25,000 |
| 25 | Wetland Permitting and Mitigation Fees | 1.0 | LS | $55,000.00 | $55,000 |
| | **Subtotal** | | | | **$811,656.00** |
| | **15% Contingency** | | | | **$121,748.40** |
| | **TOTAL** | | | | **$933,404** |

Cross Consulting Engineers, P.C. (CCE), is not a construction cost estimator nor a construction contractor, nor should CCE's rendering an opinion of probable construction costs be considered equivalent to the nature and extent of service a construction estimator or construction contractor would provide. CCE's opinion is based solely upon his or her own experience with construction. This requires CCE to make a number of assumptions to actual conditions that will be encountered on site; the specific decisions of other design professionals engaged; the means and methods of construction the contractor will employ; contractors techniques in determining prices and market conditions at the time; and other factors over which CCE has no control. Given these assumptions that must be made, CCE states that the above probable construction cost opinion is a fair and reasonable estimate for construction costs of the required site improvements in accordance with the applicable rules and regulations.

# 9 Anticipated Maintenance

The South River Street project will require very little additional maintenance. Currently, this street is maintained by the Town of Swanton Public Works Department. Due to the additional street width as a result of this project, additional plowing will be required during the winter. Line striping must be maintained and repaving will need to occur on occasion. Otherwise, there is not expected to be any significant maintenance increase to the Town of Swanton Public Works Department.

The Vermont Route 78 sidewalk will be located in the State right-of-way, but it is assumed that it will be maintained by the Town and/or Village of Swanton. The sidewalk will need to be plowed during the winter months, and annual maintenance along the sidewalk edges will likely be required to repair damage caused by the sidewalk plow. Line striping for crosswalks and stop bars at the Interstate off ramp and on ramp and Frontage Road will also be required. Otherwise, no significant maintenance is expected to be required.

# 10 Public Involvement

The public has participated in this scoping study. Two public meetings were held before the Joint Legislative Body of the Swanton Town Selectboard and Swanton Village Trustees.

## 10.1 Local Concerns Meeting

The local concerns meeting was held at the Swanton Village offices on April 6, 2016. Representatives from the Swanton Town Selectboard and the Swanton Village Trustees were present, as well as members of the media, the District Administrator for VTrans District 8, engineers from Cross Consulting Engineers and members of the public. Minutes of this meeting are found in the Appendix of the Scoping Report. The project concept was explained by Peter Cross of Cross Consulting Engineers and comments were solicited from members of the audience. The Town of Swanton sent out notices of the local concerns meeting to property owners abutting both proposed alignments. Only one neighbor from the South River Street alignment was present for the meeting. Public comments were noted and were incorporated into the Scoping Study.

## 10.2 Alternatives Meeting

A second public hearing was held to present alternatives to the Joint Legislative Body and the public. This meeting was held on June 7, 2016. It was also warned as a regular Selectboard meeting and property owners abutting both alignments were notified in writing by the Town of Swanton. At this meeting, there were numerous parties present who lived along South River Street.

It was apparent that there were serious concerns by these property owners, especially for the South River Street segment.

Mr. Cross presented three alternatives for each of the two alignments and comments were solicited from the Joint Legislative Body and the public. All parties were in favor of the Vermont Route 78 segment. It became apparent that the proposed sidewalk on the northerly side of the highway was the preferred alternative.

It was less obvious what the solution would be on South River Street. Most of the property owners present were opposed to any sidewalk that would be closer to their houses than the existing street. There was also disagreement as to which side of the street would be most appropriate for the sidewalk.

The Swanton Selectboard and the Swanton Village Trustees decided to select the preferred alternatives at a subsequent meeting. Subsequently, they directed Cross Consulting Engineers to proceed with the proposed widening of both shoulders on South River Street with appropriate striping and signage.

## 10.3 Draft Final Report Public Presentation

A draft of the final Scoping Report was prepared and submitted to the Joint Legislative Body. A final public hearing was held on April 4, 2017. No members of the public participated, but the meeting was broadcast on local access television.

## 10.4 Written Comments

Only one written comment was received from the public. This written comment was unsigned, but was obviously from a landowner located on South River Street. A copy of the written comment is included in the Appendix of this scoping study.

# 11 Compatibility with Municipal and Regional Plans

The Town of Swanton Municipal Plan was adopted in September 2015. Numerous transportation goals and objectives are stated within the plan. The primary goal is "To provide a transportation system that offers convenient access to all parts of the Town and accommodates various types of travel (i.e. motor vehicles, bicycles, boats, and pedestrians)".

One stated objective is to support improvements and expansion of the sidewalk network in Swanton Village and to ease pedestrian travel and safety in Swanton. Another stated objective is to "Encourage improvements to bicycle and pedestrian safety within the Village and along Vermont Route 78". A third stated objective is to "Support planning for a Town-wide network of pedestrian/bicycle paths connecting major destination points and linkages to similar facilities in adjacent towns".

This Scoping Study evaluates two potential segments that would assist in meeting the goals and objectives stated within the Swanton Municipal Plan. The South River Street segment would connect an existing pedestrian path that crosses the

Missisquoi River with the existing Swanton Village sidewalk system near Lake Street.

The Vermont Route 78 section would extend the existing sidewalk system from the Village to the Missisquoi Valley Union High School. This is a critical sidewalk from a safety standpoint and would be utilized by the numerous students attending high school. Both alignments are needed and would partially fulfill the goals and objectives of the Municipal Plan.

The Northwest Regional Plan was adopted in September, 2015. This plan has numerous policies involving roadways, transit, pedestrian facilities and bicycle access. The plan contains policy guidelines to implement the complete streets law which requires that transportation projects take due account of motorists, bicyclists, public transportation users and pedestrians of all ages and abilities. The Regional Plan inventories existing bicycle and pedestrian facilities, including the “Swanton Fit and Healthy Recreation Path" which is the one-mile stone trail that connects Robin Hood Drive to South River Street in Swanton. The proposed South River Street segment would connect this recreation path to the Swanton Village sidewalk system. The Regional Plan also indicates that Swanton Village has approximately 40,904 feet of sidewalks along their street system. Table 4 of the Regional Plan indicates implementation policies for complete streets. Sidewalks are encouraged in downtowns, village areas and regional growth centers. Wider shoulders are encouraged in the areas without sidewalks.

# 12 Project Time Line

The following project timeline is proposed to implement this project should adequate funding for design and construction become available. The earliest construction activities could be in 2018, but that appears unlikely unless the Joint Legislative Body is willing to bond for the construction and design or grants are obtained. Assuming partial Federal and/or State funding for this project, procedures outlined by the Vermont Agency of Transportation Municipal Assistance Bureau must be followed. These procedures outline a fairly rigid process of design, environmental studies, permitting, and construction bidding. This timeline is only an estimate and the process can vary significantly.

| PROJECT TIMELINE | | |
|---|---|---|
| 1 | Complete Scoping Study | March 2017 |
| 2 | Explore Funding Sources | March 2017 – March 2018 |
| 3 | Release Request for Proposal for Engineering Services & Select Consultant | April 2018 |
| 4 | Complete Project Definition Phase A, 25% Plans, Environmental Studies and Project Permitting | May 2018 – May 2019 |
| 5 | Complete Project Design Phase B Including Right of Way Acquisitions and 100% Contract Documents | June 2019 – December 2020 |
| 6 | Bid Phase and Contractor Selection | January 2021 – February 2021 |
| 7 | Construction Phase | April 2021 – November 2021 |

# 13 Project Viability, Conclusions and Recommendations

This Scoping Study has evaluated two street segments for pedestrian connections within the Town of Swanton. The South River Street segment has raised concerns by abutting property owners due to the proximity of their homes to the existing street. The Joint Legislative Body has selected the preferred alternative of widening both shoulders on South River Street and providing line striping and signage, for use by pedestrians. This alternative is a compromise that would reduce impacts to adjacent properties while still providing enhanced safety for pedestrians wishing to connect from the existing recreation path crossing the river to the Village sidewalk system.

The Vermont Route 78 alignment has not generated controversy and it appears that all parties participating in this study believe this to be an essential safety feature for students walking back and forth to the local high school. While there are some natural resource impacts and utility impacts created by the sidewalk alignment, it is expected that the necessary permits can be obtained. The principal natural resource impact is to wetlands along a portion of this alignment.

In order to construct both segments, archaeology studies and wetland impacts must be evaluated and mitigated if necessary. The Town and/or Village must be willing to maintain the new pedestrian facilities. Cost estimates indicate that constructing both projects would exceed $1.5 million. Funding sources must be identified and the potential for grants must be evaluated.

Based on comments received from the public and the Joint Legislative Body, it appears that both segments are needed and would serve the public by improving pedestrian access and safety.

Therefore, it is recommended that the Swanton Joint Legislative Body continue to pursue both alignments identified in this Scoping Study and identify potential funding sources and develop a schedule for design and implementation of the pedestrian facilities identified herein.

# 14 Appendices

A. Minutes of Local Concerns Meeting
    a. Public Notice
B. Minutes of Alternatives Meeting
    a. Public Notice
C. Minutes of Draft Final Report Presentation
    a. Public Notice
D. Preliminary Section 106 Review: Historic Preservation Letter Report
E. Revised Archaeological Resources Assessment
F. Written Public Comment
G. VTrans Town Road and Bridge Standards

# TOWN OF SWANTON
# MINUTES
## SPECIAL INFORMATIONAL HEARING
## SIDEWALK FEASIBILITY STUDY

## *Wednesday, April 6, 2016 @ 7:00 p.m.*

*Reg Beliveau, Village Manager; Yaasha Wheeler, Secretary; Patrick & Peter Cross, Cross Consulting Engineers; Chris Leach and Eugene Labombard, Village Trustees; Henry Lambert, Swanton Enhancement Project; Dan Billado, Selectman; Tom Benton, St. Albans Messenger; Jim Cota, VTrans; Glenn Gurwitt; David Jescavage, Town Administrator; Elizabeth Nance; Andy Larocque; Linda Wirts; Mary Metayer; Ron Kilburn; Shawn Cheney.*

Mr. Jescavage opened the hearing at 6:05 p.m. He explained that the Village and Town applied for a grant for a feasibility study for two sidewalks, one to run along First Street from McDonald's/Maplefields to MVU and another to run along South River Street from the existing sidewalk north of Lake Street to the historical museum/pedestrian bridge.

Peter Cross, of Cross Consulting Engineers, explained the contracts. The scoping report was funded through VTrans, and they were in the initial phases of the project, with three public meetings total before the report would be issues. Right now, they were in the process of gathering information and evaluating. They would also consider alternative locations for the sidewalks, land use along the use, right-of-way issues, utility conflicts, natural resource concerns, and more. Two archaeology consultants and one historical consultant would be part of the evaluation. The alternatives would be part of the report.

He showed a slide depicting the South River Street route and a slide depicting the First Street Route. He opened up the floor to concerns and questions.

**SOUTH RIVER STREET**

For South River Street, the sidewalk was shown for the west side, because that was the side the houses were on and was further from the river. The sidewalk would cross the highway at some point and connect to the bridge. A few potential issues he foresaw was that some houses were close to the road, there were trees in the way, and there was little to no drainage.

Andy Larocque pointed out that the existing sidewalk was along the river side of the road, so the sidewalk would require another crossing. "I don't know if people want the

convenience of losing their yard to the sidewalk, versus having a sidewalk on the other side of the street." Daniel Billado felt that having the sidewalk on the house side of the road made the most sense for convenience's sake. Mr. Cross said that the historical significance of the houses would be considered as well and pointed out a few houses that were close to the road.

Ronald Kilburn said that the river side would be the better side because he was concerned about people pushing baby carriages and riding bicycles across so many driveways, whereas a sidewalk on the river side would allow for uninterrupted travel and scenic view.

Henry Lambert asked if it would be a bike path or recreation trail; Mr. Cross replied that the project had been presented to him as a sidewalk. Reginald Beliveau said that, at one time, the Town/Village had considered a trail extending from the Rail Trail and going along River Lane.

Glenn Gurwitt asked if there would be a green belt between the road and the sidewalk. Mr. Cross agreed that there would be a 5-8 foot wide green belt, with a 5-foot-wide sidewalk. Bethany Remmers, NRPC, said that a greenbelt was preferred because of separation from traffic and ability to deal with snow. Mr. Cross added that it also helped with drainage. Jim Cota (District 8 VTrans) said that there were a number of bonds/paving when crossing each driveway, which would not be a problem on the river side. Mr. Cross agreed, adding that there was water coming off the street toward the river on the river side.

Linda Wirts asked why there had been a request for the sidewalk in this particular location. Dan Billado explained that since the bridge and depot and recreation trail were in that area, the Trustees and Selectboard were concerned with pedestrian safety along South River Street. Mr. Cross summarized that this was proposed to connect the Rail Trail to the Village. Mary Metayer could picture the river side being more desirable because it was closer to the bridge and rail trail, and less disruptive to homeowners.

**FIRST STREET**

This project was more of a challenge because it was longer, with higher traffic volume, higher pedestrian volume, and some drainage issues. There was also some wetlands. For now, the sidewalk was considered for the side of the road on which MVU was located. The right-of-way was narrow, yet the road was wide, so there was not much space. The sidewalk would cross Frontage Road, the on-ramp for the interstate, some driveways, the town garage.

On the other side of the street, there were fewer driveways to cross, but there would have to be a crosswalk to reach MVU. Chris Leach, Village Trustee, said that there had been some thoughts of cutting across Frontage Road to MVU. Mr. Cross showed the location of the existing path through the woods, which was used by a number of the kids; that would be up to the Trustees and Selectboard to consider as an alternative. That would probably be less expensive to build as well. Chris Leach felt it may be the safest route. Shawn Cheney added

that the existing path was not monitored, whereas a sidewalk would be more visible, but the existing path was quicker and "cleaner." Dan Billado said that the sidewalk up to MVU would enhance the properties for connectivity to the Village.

Andy Larocque explained that the house next to the town garage was his, and explained that some fill would be needed because the area was not level. Water pools where the sidewalk was proposed and he was concerned about the drainage affecting water in his basement. Reginald Beliveau said that the Village had done a preliminary study for a water-line extension to MVU from the school to Waugh Farm Road and believed the line would go up that side of the road. Mr. Cross said that sidewalks can be built over waterlines.

Henry Lambert was concerned about the crosswalks over the on-ramp or off-ramp, which seemed to pose some safety hazards; the crossing would have to be very visible. Did Mr. Cross envision putting the sidewalk behind the piers or closer to the roadway? Mr. Cross explained that it was "tight" close to the road, but was a grade challenge behind the pier.

Glen Gurwitt said that, as a biker, he has learned to avoid the on-ramps and off-ramps at all costs, because motorists did not pay attention to him, even when he had the right-of-way. It was noted that the speed limit was 35 mph through that area. Elizabeth Nance asked how much traffic used those ramps, and Mr. Cross said that they would do some counts to consider the traffic. Ms. Nance asked if a stop light could be considered for the on or off ramp. Mr. Cross explained how signal warrants evaluated whether or not the area should be considered for a stop light, and said it could be looked at.

Eugene Labombard pointed out that the snow from the sidewalks would likely go toward the house side, rather than the street side, of the sidewalks. Reginald Beliveau noted that some people turn right to go to Champlain Farms in order to make a left turn toward town. Jim Cota mentioned "traffic calming," which he described as a "variety of solutions that help people slow down through the village," such as striping the edges. Reginald Beliveau explained how an island could affect traffic. Bethany Remmers said that a sidewalk was view as traffic calming as well.

Mr. Cross offered a form by which people could submit further comments. Cross Consulting Engineers would move forward with evaluating alternatives and would meet with both legislative bodies, and later hold more hearings for public input.

Shawn Cheney said he would rather walk along South River Street aesthetically, but was not certain it was realistic because of the steepness of the bank. People would have to cross the street anyway once they got to the train bridge. Mr. Cross that the bridge would have a designated crosswalk. Ron Kilburn suggested surveying the owners to see which side they preferred.

Mr. Cross summed up that there was drainage issues on either side. Elizabeth Nance asked if the sidewalk could be built up. Mr. Cross responded that a walkway could be made out of pressure-treated lumber to allow for drainage to the river.

Reginald Beliveau detailed the scope of the upcoming major paving project in the Village. He said there would be appropriate signs, space for bikers, and more safety possibilities.

Mr. Cross closed the hearing at 6:54 p.m.

ST. ALBANS MESSENGER MARCH 30, 2016

**PUBLIC NOTICE**
**LOCAL CONCERNS MEETING**
**Swanton Sidewalk Scoping Project**
**Wednesday, APRIL 6, 2016**
**AT 6:00 PM**
**AT THE SWANTON MUNICIPAL COMPLEX 120 FIRST STREET, SWANTON, VT**

**SUMMARY AGENDA:**
The above Local Concerns Meeting will be held by Cross Engineering consultants on Wednesday, APRIL 6, 2016 at 6:00 PM at the Swanton Village Complex at 120 First Street in Swanton, VT. The intent of the meeting is to discuss the Swanton Sidewalk Scoping Project process, the project limits, and the current conditions of portions of First Street and South River Street as well as to request comments about the proposed project from all interested parties including the public.
Cross Consulting Engineers (CCE) of St. Albans, VT is a consultant engineering firm working with the Town and Village of Swanton to assist with the project. Representatives from the Town, Village and Cross Consulting Engineers will be available at the meeting to address public concerns about the project. Questions or comments should be addressed to the Municipal Project Manager Peter Cross, Cross Consulting Engineers at 802-524-2113 or **pcross@crossconsultingengineers.com** or David Jescavage, Swanton Town Administrator at: (802) 868-7418 or **townadmin@swantonvermont.org**
Copies of maps of the project areas are available for viewing at the Town Administrator' office.

# TOWN OF SWANTON
# MINUTES
## REGULAR SELECTBOARD MEETING
## Swanton Town Office Building
## 1 Academy Street, Swanton, VT 05488

## *Tuesday, June 7, 2016 @ 7:00 p.m.*

*Present: John Lavoie, Selectboard Vice Chair; James Guilmette, Dan Billado, and Jeff Raleigh, Selectmen; Adam Paxman, Chris Leach, and Eugene Labombard, Village Trustees; Cathy Fournier, Town Clerk; David Jescavage, Town Administrator; Yaasha Wheeler, Secretary; Derick Billado, Animal Control Officer; Andy Larocque; Bill & Judy Cheney; Bob Lafar; Bernie, Heather, and Ann Cota; Amy Brewer, NMC; Chief Leonard Stell, SVPD; Peter Cross & Patrick Cross, Cross Consulting Engineers; Zach Scheffler, Ch. 16.*

**A. Call to Order**

Mr. Lavoie called the meeting to order at 7:00 p.m. This meeting would include a joint meeting with the Village Trustees.

**B. Pledge of Allegiance**

Mr. Lavoie led those present in the pledge of allegiance.

**C. Agenda Review**

Mr. Billado added (C) Building Repairs under "Old Business," and (A) Roy's Trailer Park under "Any Other Necessary Business." Mr. Lavoie added (D) Electronic Sign for Swanton Park under "Old Business." They moved (4) Law Enforcement after Item 2.

**D. Meeting Topics**

**1. Minutes**

**a) May 17, 2016 SLB Regular Meeting**

**b) May 23, 2016 SLB Special Meeting**

Mr. Guilmette made a motion, seconded by Mr. Raleigh, to approve the minutes as printed. Motion carried.

**2. Public Comments**

None.

### 3. Law Enforcement
#### a) Swanton Police Monthly Report

Chief Stell came forward to present the report for May 2016. There had been a total of 57 incidents, with nine traffic warnings and twelve traffic citations, for a total of $2265. There had been more calls in the evenings.

Mr. Billado said that the extra detail on Tabor Road had gone very well. The Town contracted with Swanton Police Department for 56 hours a week, but the department offered extra hours during the daytime as needed. The 5 p.m. to 1 a.m. schedule seemed to be working well, and Chief Stell said that the extra hour of daylight gave the department more visibility in the town.

Chief Stell presented a draft of the weight ordinance. The board had asked Chief Stell to help construct an ordinance for overweight trucks, and he had consulted with the Agency of Transportation, the Department of Motor Vehicles. He had considered some exemptions, as well as roads that had to be 80,000 lbs. At the end of the ordinance, the penalty section highlighted VT Title 23, Section 1301 to 1408. The board would take the draft ordinance home and read it, to discuss at the next meeting. Mr. Billado identified the ordinance as "above and beyond" the department's work for the town.

### 4. Old Business
#### a) Joint Meeting Between Selectboard & Trustees (Public Hearing)
##### i. Sidewalk Scoping Project Presentation by Cross Engineering

- ***South River Street Sidewalk***

Mr. Leach opened up the Village Trustee hearing at 7:10 p.m. Peter Cross of Cross Consulting Engineers came forward and presented images detailing the proposed sidewalks. The first area was along South River Street, from Route 78 to the Historical Museum and bridge; the second area was along First Street, from McDonalds to Missisquoi Valley Union high school.

The purpose of this scoping study was to look at options, come up with cost estimates, prepare timeline for completion of the project. As part of the study, this was the second hearing, an alternatives meeting to take public input and allow the boards to vote on the preferred alternative.

Mr. Cross showed the details for South River Street first. One alternative was to put the sidewalk on the west side of the street (house side), the second was to put the sidewalk on the east side of the street (river side), and the third was to widen the road on both sides by about four feet to create a "shared use path," which was really a striped portion of the road for use by pedestrians and bicyclists, rather than a set-apart sidewalk.

The sidewalks would be approximately 5 feet off the pavement, and drainage could be dealt with by the installation of a French drain: "We don't want the street water going across the sidewalk and causing icy conditions."

Mr. Cross showed the positions of the proposed crosswalks and sidewalks. On the western side, there would be some conflicts with utilities or trees, and some of the houses were very close to the road right-of-way. The main obstacles on the eastern side were tree roots, the steep embankment to the river, and some mailboxes. The board would have to consider the purpose of the sidewalk, and who it was meant to serve. Were they the users of the pedestrian path who would be crossing the river in a loop? Or were they the residents along the street?

The University of Vermont was doing a "desktop" research study to consider the known archeological areas in Swanton. They did not feel that the east side was archaeologically sensitive, but felt that the entire western side was archeologically sensitive, which would require additional studies, including digging and searching for artifacts.

Mr. Lavoie asked how the steepness of the bank would impact the sidewalk versus widening options. Mr. Cross said that the widening option would not go as far to the top of the bank as the sidewalk would, since the sidewalk included a strip of greenspace.

Mr. Leach asked about the possibility of a river walk overlooking the river. Mr. Cross said that was not within the scope of the study, but the issues that came to mind would be access to the river, floodplain, and disable accessibility.

Mr. Paxman asked if the crosswalks would be in place with the widening of the road; Mr. Cross said they would. Mr. Labombard asked whether a sidewalk or a widening would be safer. Mr. Cross replied that the sidewalk would be safer, because of the greenbelt and the further distance from the road.

Neal Speer, a landowner along South River Street, spoke for at least four landowners in the area. He applauded the work done by Cross Consulting Engineers. He said that most of the pedestrians along the road were the walkers and bikers who went along the east side of the street to use the rail trail. He thought that there would be a "war" if a sidewalk was installed on the western side of the road, and he felt that the archaeological check would be a "disaster." Every utility pole would have to be moved and there would need to be some fill to get the sidewalk width. Realistically, he felt that the best choice would be an east side sidewalk, with an alternative to widen the street.

Bernie Cota said that his concern with widening the road on the east side was making the bank too steep to access the river. Mr. Cross said that the fill required to build on the east side would extend into private property, requiring the acquirement of "slope rights."

Judy Cheney said she was 100% against the sidewalk and wanted it left just the way it was. "It would be 16 feet from my house to the sidewalk… People will be touching the house to

walk by there." She felt it would invade privacy to have the sidewalk on the west side. She could not see the sidewalk on the river side, because of the disturbance to the embankment. "Leave it as it is. It is country. It's out of the Village, so why is there a need for this?" She felt installing a sidewalk would create a lot of unnecessary work.

Mr. Cota asked who would maintain the sidewalk in the winter; would that be the property owners? Mr. Lavoie said that would be considered by the board.

Mr. Lavoie stated that the recreational Rail Trail was being used increasingly, which made the idea of a "total loop" of trail/sidewalk attractive, especially in terms of pedestrian safety. He affirmed that the board was considering all viewpoints.

He stated that Alice Johnson of 30 South River Street had submitted a letter, since she could not be present at the hearing. She did not see a "clear need to spend this amount of money for a short length of sidewalk." She suggested increasing safety by lowering the speed limit and adding more signs at a lower, more visible level. If a sidewalk was considered necessary, she recommended installing a sidewalk on the eastern (river) side. She was concerned about mail delivery, snow removal, and littering by pedestrians. She did not see a sidewalk as a high need, "especially considering the trade-off that people living here would get."

Bill Cheney said that 20 years ago, he wanted to move his house back from the road and was required to build back on the same foundation. "That Rail Trail created this." The Rail Trail was "great," but he felt that there were not enough walkers to justify a sidewalk along this road. "I think our money could be spent wisely somewhere else." He mentioned that some areas that could use greater attention would be drainage in the Village and surrounding areas.

Amy Brewer, of Northwestern Medical Center, representing Betsy Fournier and other citizens, said that the option on the river side allowed for pedestrians not to have to cross the street to get to the village. That would be better for pedestrians with young children. Also, the connectivity throughout the village helped young families and other pedestrians to allow access by Rail Trail, to walk instead of driving.

Andy Larocque said that the construction of the Rail Trail from St. Johnsbury would increase traffic along the Rail Trail, especially cyclists.

Judy Cheney said that she was concerned about the pedestrians and cyclists on the narrow sidewalk of the Village bridge (not the foot bridge). More sidewalks would encourage more traffic along that bridge, which she felt was unsafe.

Mr. Speer said that "this was a safety factor," and suggested that a compromise would be to widen the east side, because there were a number of pedestrians, even at night (especially kids). If something was done on the river side, would that require permits from the state? Mr. Cross replied that the shoreline protection rules exempted municipalities. The Agency

of Natural Resources had some rules to protect stream banks, but they would have to ensure that there would not be erosion.

Mr. Billado said that he appreciated the public input. Richard Thompson said that there were 100 people using that Rail Trail and he felt that sidewalks were a safety issue. However, it was also a cost issue and a quality of life issue. He was leaning toward widening the road.

Mr. Lavoie suggested creating a visible widening of the road only on the east side. His main concern was: "What is it going to take for only one person to get hit?"

Mr. Leach suggested a path on the other side of the river, near the two municipal parking lots, from the parking lot by the VFW, follow the river, and get up to the end of the bridge. Mr. Billado said that there was no right-of-way for the town or village there, so property would have to be purchased.

Shelley Martin said that safety was a big issue on Route 78 and suggested moving on to that item.

Mr. Cross said that widening the street would be shared by pedestrians or bicyclists. Cyclists meeting each other required 8 to 10 feet, and VTrans would probably recommend widening on both sides of the street.

Harold Garrett said that the area involved "heavy truck traffic." If you widened that road 4 feet, "you've just created a death trap."

- ***Route 78 Sidewalk***

Mr. Cross identified the three options for Route 78.

1) A sidewalk on the north side
2) A sidewalk on the south side
3) An option of cutting across the lots near the water line to access MVU

Mr. Cross said that the sidewalk on the north side was outside of the right-of-way and would go through a wetland between Interstate 89 and Maplefields, which would require right-of-way acquisition. There were also wetlands between the on-ramp and Frontage Road. This would require a crosswalk across an off-ramp and an on-ramp. The sidewalk would most likely need to be installed between the interstate abutments and the road.

A sidewalk on the south side would require a crosswalk in a high-traffic area. This would require a crosswalk across an on-ramp and an off-ramp. It would involve some wetlands near On-the-Run station.

In terms of Option 3, there was an easement for the water line across Brian Rowell's property. Mr. Cross pointed out two cross-sections. Between McDonald's and Frontage Road, he allowed 8 feet for ditches, with a 4- or 5-foot sidewalk. That would require acquiring some right-of-way. Once past Frontage Line, the highway narrowed, with more room for ditching without acquiring right-of-way.

Either the north or the south side after Frontage Road and Lafar Street, the sidewalk would be within the right-of-way, continuing past Waugh Farm Road and to the town garage. He would recommend taking the sidewalk straight through the garage driveways. There would be minor issues with tree roots—a few trees on the north would have to go—and some trees or poles would need to be relocated on the south side. He recommended putting a sidewalk along the north side, since that was the area most trafficked by pedestrians and was on the same side of MVU.

On option 3, the road could be taken to the back access road that goes to MVU. However, that would go across private property. If the northern sidewalk was considered, MVU could continue the sidewalk up to the school.

June Charbonneau agreed that the road needed a sidewalk for safety reasons, but they used the sewer and water road along Rowell's land anyway.

Shelley Martin said that the traffic was very fast and the kids were "kids." It was very dangerous.

Mr. Paxman asked about putting traffic lights at the bottom of the off-ramps of the interstate. Mr. Cross said that there were signal warrants that were evaluated in a traffic study to determine if the traffic signals were warranted. They were not often warranted for pedestrian purposes, but were sometimes considered in the cases of special safety considerations. Mr. Paxman encouraged doing a traffic study.

Mr. Billado said that, according to Jim Cota, the state sometimes installed things to slow people down. Mr. Cross explained that it was called "traffic combing," with items like islands.

Bill Cheney suggested a pedestrian bridge over the interstate.

Alice Johnson supported a Route 78 sidewalk.

Mr. Joel Clark was in favor of the north side, not in favor of sidewalk on the south side or going through the woods to the school. He recommended staying on the west side on South River Street because it would be "too costly" to put on the east side.

Judy Cheney supported a sidewalk on the same side of McDonald's and MVU. Traffic was heavy and rushed, especially coming off the off-ramp of the south side.

Mr. Cross added that the archeological issues were very minor, with only one potential site near Waugh Farm Road.

Andy Larocque asked about the width of the green space near MVU and his house. Mr. Cross said it would be roughly 13 to 14 feet to make room for the ditch to get proper drainage. The ditch had to stay along Route 78. The sidewalk was still in the right-of-way, 33 feet from the center.

Mr. Lavoie said that no decision would be made tonight. Mr. Cross said there would be a public presentation at the end of the study. The boards could vote on their preferred alternative at any time now. Mr. Jescavage said that there was a full set of plans in his office that would show the same images that Mr. Cross had presented tonight. Mr. Speer said that there was a set of prints at the Village office too.

Mr. Lavoie closed the joint meeting for the sidewalks.

### b) Electric Sign on Village Green

Mr. Clark had received some opposition to this sign. He needed input from both the Selectboard and the Village Trustees, since a vendor was coming on June 24th with a sign for him to consider. Mr. Labombard said that voters had denied a suggestion of that type a few years ago. Mr. Lavoie said that the funding would come from grant money and the economic development fund. Mr. Labombard would personally like to see a sign, but did not know if the voters voted down the sign because of the cost or because they did not want a sign.

Mr. Leach said the item considered had been for a kiosk, not a sign. They wanted control over the area, which was the perfect place for local news announcements. An ordinance should clarify what could be posted there, and have no other signs or banners. Mr. Lavoie felt a digital sign would be useful in bringing awareness and sparking interest in town affairs. He agreed that enforcement would be important.

Mr. Billado summed up that this would be no cost to the taxpayers. The trustees were in favor of the sign, so long as it was not distracting. Mr. Clark had said that there would be two brick pillars on either side, with the sign between them. Mr. Paxman said that the location made sense (at the end of First Street in the Village green).

Mr. Paxman made a motion, seconded by Mr. Labombard, to close the Village Trustee meeting at 8:42 p.m. Motion carried.

### c) Building Repairs

Mr. Billado said that the Town Office repairs needed to move forward. He said that he wished to consider repairs to the exterior windowsills, exterior bricks, and the roof.

He jumped to number 7(A) "Paving Bids."

**d) Discuss RR Museum Shingles Quotes**

The Selectboard considered the quotes. Mr. Jescavage had met with Mr. Ricky Gabree (who had the lowest price overall) and Mr. Gary Smith on site. The board discussed the various options in the bids from Ricky Gabree, Gary Smith, and Vaillancourt Property Management, Inc. Mr. Lavoie asked if they were all insured; Mr. Jescavage said that he would ask for proof of insurance when a bid was awarded. Mr. Jescavage added that Glen Vaillancourt had offered to inspect the Town Offices roof for $250.

The apparent low bidder was Ricky Gabree. Mr. Lavoie and Mr. Guilmette knew the roofers and affirmed that all three did quality work. Mr. Guilmette made a motion, seconded by Mr. Raleigh, to accept the bid of Ricky Gabree to repair the railroad museum roof on the south side by stripping and replacing with 30-year shingles, with cleaning and removal included in the price, for a price of $4675, contingent on proof of liability insurance and workman's comp insurance. Motion carried.

Mr. Billado made a motion, seconded by Mr. Guilmette, for Mr. Vaillancourt to submit an inspection report for the Town Offices building. Motion carried.

5. **Community Development –** None.
6. **Economic Development** – None.
7. **Highway Department**
   a) **Open Paving Bids**

The board read bids from ECI, Whitcomb Cons. Corp., and Pike Industries. In general, they awarded based on price per ton. ECI was at $62.40, Whitcomb was at $58.65, and Pike was at $54.90.

Mr. Lafar said he figured Lakewood Drive at 2.2 miles, so he had additional tonnage in his bid, based on price per ton.

Mr. Billado made a motion, seconded by Mr. Raleigh, to contract with Pike Industries at $54.90 per ton. Discussion: Mr. Billado said that the Town had always gone with Pike Industries and had a good relationship with them. The Town had chosen to go with another company last year, and thanked Pike Industries for "sharpening his pencil" in this bid. Mr. Guilmette said he appreciated that Mr. Lafar was present and came out every year. Mr. Lavoie said that there would continue to be discussions with Mr. Lafar about the exact nature of the work. Discussion concluded. Motion carried.

**b) Request for Town to Pave Area Where Water Leak Repair Took Place on Covey Drive**

Mr. Bob Chevalier had spoken with Mr. Jescavage about the repaired leak on Covey Drive. Years ago, the repair had been done entirely on private property, across the road, and the town had patched over the repaired area, unbeknownst to the Selectboard. In an e-mail, Joel Clark said, "I do not see the paving repair as our responsibility." Mr. Garrett said that anyone who cut the road had to maintain it for one year. Mr. Billado summed up that, under the new policy, anyone who did work in the town right-of-way should put the road back the way it was. Mr. Lavoie wanted to table this item to give Bob Chevalier a chance to speak with the board directly about the matter. The board agreed.

Mr. Garrett said that the repair was supposed to be supervised by the town, but it was not, so he did not know what was in the road.

Mr. Raleigh made a motion, seconded by Mr. Guilmette, to table the item to the next meeting. Motion carried.

**c) Street Updates**

Mr. Garrett stated that the road crew was still working on Tabor Road, which was two-thirds done.

**d) Other Updates**

The truck was up to Britch & Sons and would be welded tonight.

The two new road crewmen were adjusting well, but needed new steel-toed shoes. Brian Thompson was still on light duty, though he was able to do some mowing.

Via e-mail, Mr. Clark recommended getting the intersection mowing done soon. Mr. Lavoie asked Mr. Jescavage to find out Brian Thompson's next doctor appointment for his final release.

Joel Clark would prepare letters for both residents on Hog Island regarding the drainage issues in their area.

**8. Correspondence**

Mr. Jescavage presented a letter from Efficiency Vermont, asking if the town wanted to enter an agreement to replace all street lights with LED lights. The Selectboard said they had already done that last year.

Mr. Jescavage said that kids on ATVs were driving along the Rail Trail at night.

**9. Any Other Necessary Business**

**a) Roy's Trailer Park**

Mr. Billado noted that Champlain Housing had taken over Roy's Trailer Park, and the Town had supported them in acquiring a grant to get the park. He asked the board to ride through the trailer park now and consider the management. He detailed several areas in which the park was not being maintained. Chief Stell recalled that Champlain Housing's initial plans had detailed several things that had not yet been done.

10. **Public Comments (Reprise) –** None.

11. **Upcoming Events**
    a) **Wednesday, June 15, 2016 @ 7 p.m. Planning Commission, 1 Academy Street, Swanton, VT**
    b) **TBD, Swanton Brownfields Revitalization Meeting @ Town Offices**
    c) **Tuesday, June 21, 2016 Next SLB Meeting @ 7 p.m. @ Town Offices, 1 Academy Street, Swanton, VT**
    d) **Thursday, June 23, 2016 Next DRB Meeting @ 7 p.m. @ Town Offices, 1 Academy Street, Swanton, VT**

12. **Executive Session**

Not needed.

## E. Adjournment

Mr. Billado made a motion, seconded by Mr. Guilmette, to adjourn at 9:35 p.m. Motion carried.

# PUBLIC HEARING
# TOWN & VILLAGE OF SWANTON JOINT BOARDS
## 7:00 p.m. on Tuesday, June 7, 2016
### Swanton Town Offices
### 1 Academy Street
### Swanton, Vermont 05488

Notice is hereby given that the Town of Swanton Selectboard and the Village of Swanton Board of Trustees will hold a joint meeting for the purpose of conducting a public hearing to discuss the Sidewalk Feasibility Project with project consultant Cross Engineering. Cross Engineering will discuss and take public comment on different alternatives for the proposed First Street and South River Street sidewalks. Both boards will discuss the alternatives and may decide on a preferred alternative for each proposed sidewalk. Comments and questions from abutting property owners and members of the public are welcome.

Maps illustrating the proposed alternatives are available at the Town Clerk's Office, the Village Clerk's Office, and the Office of the Town Administrator. Questions may be directed to David Jescavage, Town Administrator by phone at (802) 868-7418 or by email at townadmin@swantonvermont.org.

# TOWN OF SWANTON
# AGENDA
# SELECTBOARD MEETING
## Swanton Town Office Building
## 1 Academy Street, Swanton, VT 05488
## *Tuesday, April 4, 2017 @ 7:00 p.m.*

A. Call to Order

B. Pledge of Allegiance

C. Agenda Review

D. Meeting Topics:

1. Minutes
   a) March 21, 2017 SLB Regular Meeting

2. Public Comments

3. Law Enforcement
   a) SWPD Monthly Report

4. Selectboard & Board of Trustees Joint Meeting
   a) Sidewalk Scoping Study Public Presentation By Cross Engineering
   b) Discussion of Electronic Sign Protocol
   c) Appointment of Zoning Administrative Officer
   d) Appointment of Development Review Board Member
   e) Discussion of the Source Protection Area for Village Water System
   f) Request for Town to Provide Liability Insurance for Fire Dept. Coin Drop
   g) Request for Town to Provide Liability Insurance for Chamber of Commerce Memorial Day Parade

5. Old Business
   a) Library Alcohol Policy Re: PACIF Insurance
   b) Discuss Chittenden County Humane Society Contract (executive session)
   c) Discuss Lake Street Bike Lane Scoping Grant
   d) Announce Household Hazardous Waste Collection Day

6. Community & Economic Development
   a) Update on Economic Development Conference

7. Highway Department
   a) Updates

8. Correspondence

9. Any Other Necessary Business
   a) Announce Need for Volunteers for Upcoming Vacancies on Planning Commission & Development Review Board

10. Public Comments (Reprise)

11. Upcoming Events
   a) Friday, April 14, 2017, Good Friday, Town Offices & Operations Closed
   b) Tuesday, April 18, 2017 @ 7 p.m., Next Selectboard Meeting, Town
   c) Offices, 1 Academy Street
   d) Wednesday, April 19, 2017 @ 7 p.m., Planning Commission, Town Offices, 1 Academy Street
   e) Thursday, April 27, 2017 @ 7 p.m., DRB Meeting, Town Offices, 1 Academy Street

12. Executive Session (contract)

E. Adjournment

# TOWN OF SWANTON
# DRAFT MINUTES
# SELECTBOARD MEETING
## Swanton Town Office
## 1 Academy St., Swanton, VT 05488

## *Tuesday, April 4, 2017 @ 7:00 pm*

Present: Joel Clark, Chair; James Guilmette, Vice Chair; Mr. Lavoie, Mr. Billado, Selectboard; Chris Leach and Adam Paxman, Village Trustees; Reg Beliveau; Village Manager; David Jescavage, Town Administrator; Cathy Fournier, Town Clerk/Treasurer; Elisabeth Nance, Town Administrative Assistant; Peter Cross, Cross Consulting Engineers; Tom Benton, St. Albans Messenger; Heather Butkowski, videographer.

**A. Call to Order** – The quarterly finance meeting, originally scheduled for 6:30 p.m., was cancelled due to a lack of a quorum and rescheduled for 6:30 p.m. on April 18, 2017 in the Town Offices.

Chair Clark called the Selectboard meeting to order at 7:00 pm; Mr. Leach opened joint meeting at 7:00 pm.

**B. Pledge of Allegiance** – Chair Clark led those present in the Pledge of Allegiance.

**C. Agenda Review** – Ms. Fournier added liquor license renewals via the Liquor Control Commission to Economic Development section, and delinquent dog license letter under Correspondence. Chair Clark added an update to the Swanton Wind LLC application under Old Business. Mr. Guilmette requested the Chittenden County Humane Society (now called Franklin County Rescue) contract be moved to Executive Session. Mr. Jescavage added real estate to Executive Session. Mr. Billado reported that Chief Stell is out of town and requested Mr. Jescavage move the Law Enforcement report to the next meeting.

**D. Meeting Topics**:

1. Minutes – Mr. Guilmette made a motion, seconded by Mr. Lavoie, to approve minutes as written. Mr. Billado noted that changes had been requested and made, and were reflected on the minutes provided at the meeting. Motion carried.

2. Public Comments – none

3. Law Enforcement – moved to next meeting

4. Selectboard/Board of Trustees Joint Meeting
   a. Sidewalk Scoping Study – Mr. Cross of Cross Consulting Engineers provided highlights of draft final report regarding two proposed sidewalk projects: 1) VT Route 78 from Maplefields Mobil station to Missisquoi Valley Union Middle/High School; and 2) South River St. The total cost of First St/VT Route 78 is estimated at $933,404 and the South River St is estimated at $780,849 which does not include any right-of-way acquisition. Mr. Cross believes the tentative timeline, based on both being VTrans-funded projects, puts construction in 2021 but it may be longer than that.

      Mr. Cross asked if the Village and Town might want to add to the proposal the section of sidewalk in front of McDonalds, which is in poor condition. It was decided to treat this as a separate project that does not need permitting and may be done prior to commencement of larger project.

      Chair Clark asked whether these types of projects are a funding priority with VTrans. Mr. Cross indicated that sidewalks are a popular program and a number of municipalities are in various stages of similar projects.

      The next step is to present final report, which will be provided to Mr. Jescavage for distribution. Once the report has been completed Swanton would then contact the state regarding funding opportunities, whether the projects are done in tandem or separately. Chair Clark suggested South River be done as a joint project, much of which can be done in-house. South River would be a quicker "win" while VT Route 78 was working its way through the process.

   b. Electronic Sign – Chair Clark drew everyone's attention to the initial protocol provided in the agenda packet as a discussion starting point. Mr. Paxman wanted to stress the need for policy uniformity between both town and village. The protocol specifies that the sign is reserved for use by the Town, Village, and non-profits/organizations whose message is for the benefit of the community of Swanton, and is intended to notify the public of upcoming events or community announcements. It is not intended to advertise events such as garage/estate sales; Mr. Beliveau reminded those present that there is an ordinance against such signs in the park.

      It was noted that the sign has had a positive impact on Historical Society events, as an example. Some suggestions were offered, such as using more abbreviations and providing character counts, as effective messaging guidelines for those wanting to use sign.

      Mr. Jescavage will include Village meeting announcements on the sign.

   c. Zoning Administrator – Mr. Guilmette made motion, seconded by Mr. Lavoie, to pass resolution as written to appoint Amy Giroux as Zoning Administrator until April 4, 2020. Motion carried.

d. Development Review Board (DRB) – Mr. Billado made motion, seconded by Mr. Lavoie, to appoint Harold Garrett to the DRB for the term to expire June 30, 2017 to fill vacancy created by appointment of Amy Giroux as Zoning Administrator. Motion carried. Chair Clark mentioned upcoming and potential vacancies on both the DRB and the Planning Commission. Mr. Beliveau expressed interest in filling Ms. Hill's term on the DRB when that becomes vacant at the end of June.

e. Source Protection for the Village water system – Chair Clark received a letter from Brian Bishop stressing the need to be cognizant of the location of the Village water intake location and the surrounding source protection area, and for landowners to be good stewards.

   Mr. Billado, as Health Officer, received a letter regarding boat spills like oil/gas that affect the water treatment plant.

f. Fire Department Coin Drop liability insurance – Mr. Jescavage received a phone call from the fire department's women's auxiliary requesting the Town put them on the insurance to cover the coin drop. Doing so would make them eligible to be covered by the Town's workers' compensation which is a significant amount of money. It is a Village issue and the request had already been addressed by the Fire Department. Any further response would come from the Village.

g. Chamber of Commerce (Swanton Community) Memorial Day Parade – Previous parades have been covered as a rider through private insurance. Because it is a community event, being organized through the Chamber, the Town should have ownership, which would likely mean it is covered under the Town's insurance. Mr. Jescavage will contact PACIF to verify this is the case.

h. Chair Clark, without objection, moved the Swanton Wind LLC discussion from Old Business. Chair Clark reported that he had attended a meeting at the Town lawyer's office with several others (Northwest Regional Planning Commission, Department of Public Service, among others) to discuss the wind project and felt that it was an instructive and informative meeting. He was reassured that the State was bringing in experts to review potential risks. Mr. Leach was concerned that the economics of such projects seem to lack priority, specifically the affect these projects can have on municipal utility rates. Chair Clark assured Mr. Leach that, although those attending the meeting were more versed in other issues, the economics was still a priority.

   Mr. Leach moved out of joint meeting at 8:30 pm; the Selectboard continued with regular meeting.

5. Old Business
   a. Library – Per PACIF and VLCT libraries and museums can have alcohol on site as part of an event that benefits the entity but someone at the event must be

trained and present at the event otherwise a caterer would have to be hired to serve. Library trustees have authority to hold events but because it is town insurance there should be some discussion between the Library Trustees and the Town.

b. Chittenden County Humane Society (Franklin County Rescue) – moved to Executive Session.

c. Hazardous Waste collection – will be held May 20th from 8:00 am – 2:00 pm. Mr. Jescavage will provide pricing information once he has it.

6. Community & Economic Development
   a. Conference – Chair Clark and Mr. Jescavage reported on the Economic Development workshop they had recently attended. Both felt the workshop was informative but came away with the understanding that municipalities would need to be the driving forces of their own economic development. Part of that strategy meant getting young people involved in their communities through a young leaders program. Square footage costs were shown as a barrier to redevelopment and needs to be addresses as well.

   b. Liquor Control Commission – Mr. Guilmette made a motion, seconded by Mr. Lavoie, to exit the Selectboard meeting and enter Liquor Control Commission at 8:40 pm. Mr. Guilmette made a motion, seconded by Mr. Lavoie, to approve liquor licenses. Motion carried. Mr. Guilmette made a motion, seconded by Mr. Lavoie, to exit Liquor Control Commission and enter Selectboard meeting at 8:42. Motion carried.

7. Highway – Chair Clark reported that the Town is getting bids on wall stabilizers and pilasters for lean-to bids in salt/sand shed, and informed the Selectboard that the paving bids are going out early. Lastly, the Highway Department is using the mild weather to do truck maintenance and paint plows.

8. Correspondence – Mr. Guilmette read delinquent dog license letter other members that would request an update on ownership or spur license renewal by May 12th. Mr. Lavoie made motion, seconded by Mr. Guilmette, to accept letter,. Motion carried.

   Mr. Jescavage updated the Selectboard on Lake Street/Maquam Shore bike lane scoping grant, specifically that the grant cannot be extended. Future money of this type will go to lake clean-up instead. Based on comparison of projects reported on in the presentation earlier the cost would be likely higher than that. Mr. Billado and Mr. Guilmette would like to finish some projects before starting anything new. Chair Clark made motion, seconded by Mr. Guilmette, to decline grant but let the state know that the Town is interested in future grant opportunity for this project. Motion carried.

Mr. Jescavage reported that, per Vtrans, in our region Swanton ranks 30 out of 34 towns in class 2 paving grants and 24 out of 34 on highway structures, based on monies received. Since 2008 Swanton has received $703,147 for highway structures and $358,892 for paving.

Mr. Garrett will be directed to contact Montgomery regarding culverts that have been sitting apparently used.

Mr. Jescavage reported that FEMA is holding workshop on April 24, 2017 in Enosburg on new risk map program to help avoid flooding on April 24. Mr. Jescavage will try to attend.

9. Any other necessary – Vacancies were discussed in joint session so Chair Clark promoted this again.

10. Public comments Part 2 – none

11. Upcoming events
    a. Friday, April 14, 2017, Good Friday, Town Offices & Operations Closed
    b. Tuesday, April 18, 2017 @ 7 p.m., Next Selectboard Meeting, Town, Offices, Academy Street proceeded by Finance meeting at 6:30 pm
    c. Wednesday, April 19, 2017 @ 7 p.m., Planning Commission, Town Offices, 1 Academy Street
    d. Thursday, April 27, 2017 @ 7 p.m., DRB Meeting, Town Offices, 1 Academy Street

12. Executive Session - Mr. Guilmette motion at 9:01 pm, seconded by Mr. Lavoie, to enter Executive Session. Motion carried.

    Mr. Billado made a motion, seconded by Mr. Guilmette, to exit executive session at 9:30 p.m. Motion approved.

    Action taken: Mr. Billado made a motion, seconded by Mr. Guilmette, to approve the contract with Chittenden County Humane Society for 2017. Motion approved.

**E. Adjournment** – Mr. Billado made a motion, seconded by John Lavoie, to adjourn the meeting at 9:32 p.m. Motion approved.

# LYSSA PAPAZIAN

## HISTORIC PRESERVATION CONSULTANT

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Mr. Peter H. Cross, PE
Cross Consulting Engineers
103 Fairfax Road
St. Albans, VT 05478
Via email: PCross@crossconsultingengineers.com

**Re:** **Swanton Sidewalk Scoping Study, Swanton VT:**
Preliminary Section 106 Review: Historic Preservation Letter Report
VTrans Grant#CA0438; Project# STP BP 14(013)

July 19, 2016

Dear Mr. Cross:

**Introduction**

As the 36 CFR 800-qualified historic preservation consultant hired by Cross Consulting Engineers on behalf of the Town of Swanton, I have conducted a Preliminary Section 106 Review for the above referenced undertaking. The Town of Swanton is undertaking a sidewalk scoping study which has been funded in part by a Vermont Agency of Transportation (VTrans) Highway Planning & Construction Grant. This Historic Preservation Report letter will assist VTrans and the Federal Highway Administration (FHWA) with compliance under Section 106 of the regulations implementing the National Historic Preservation Act.

The review has been conducted in order to identify the project's potential impacts to historic buildings and structures, historic districts, historic landscapes and settings. Potential archaeological resources are being identified separately. This letter report has been prepared to provide additional information about the historic status of the several proposed sidewalk alignments in Swanton, Vermont and to determine the effect, if any, of the project on historic resources within the project's "Area of Potential Effect" (APE).

**Project Description**

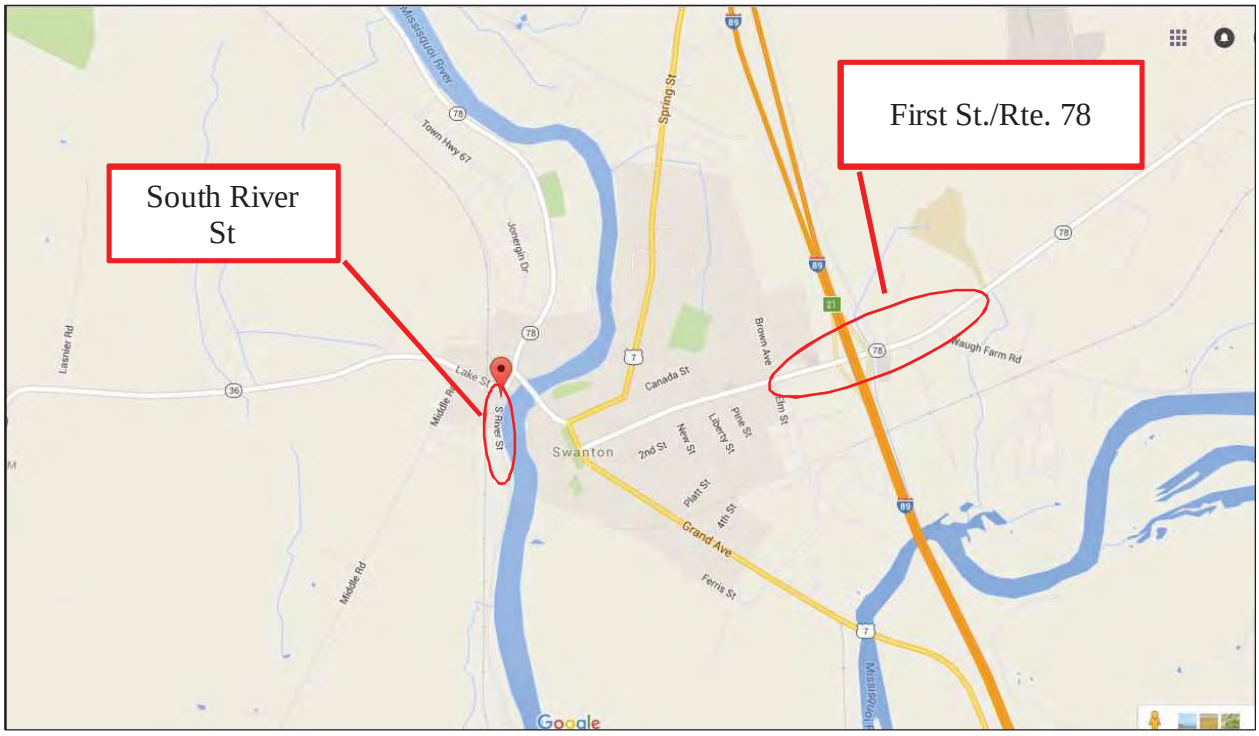
The scoping study has explored the feasibility of constructing sidewalks in several potential alignments in Swanton. There are two discontiguous sections where the sidewalks are being considered: South River Street south of Lake Street as well as First Street/Route 78 in the vicinity of the I-89 Exit 21 interchange with an optional northern spur off Route 78 on a trail along a current water line right of way (R.O.W.). In both paved areas, a proposed alignment on one side of the street as well as an alternate on the other side are both being considered. The new sidewalks would continue existing sidewalks in both areas.

In the South River Street area, three new crosswalks are being considered as part of the project. There three alternates designed. The first two are full 5' wide sidewalks on one side of the road or the other. The new concrete sidewalk would be separated from the road bed by a 5' wide lane with a French drain constructed in it. The South River Street area is bounded on the east by the

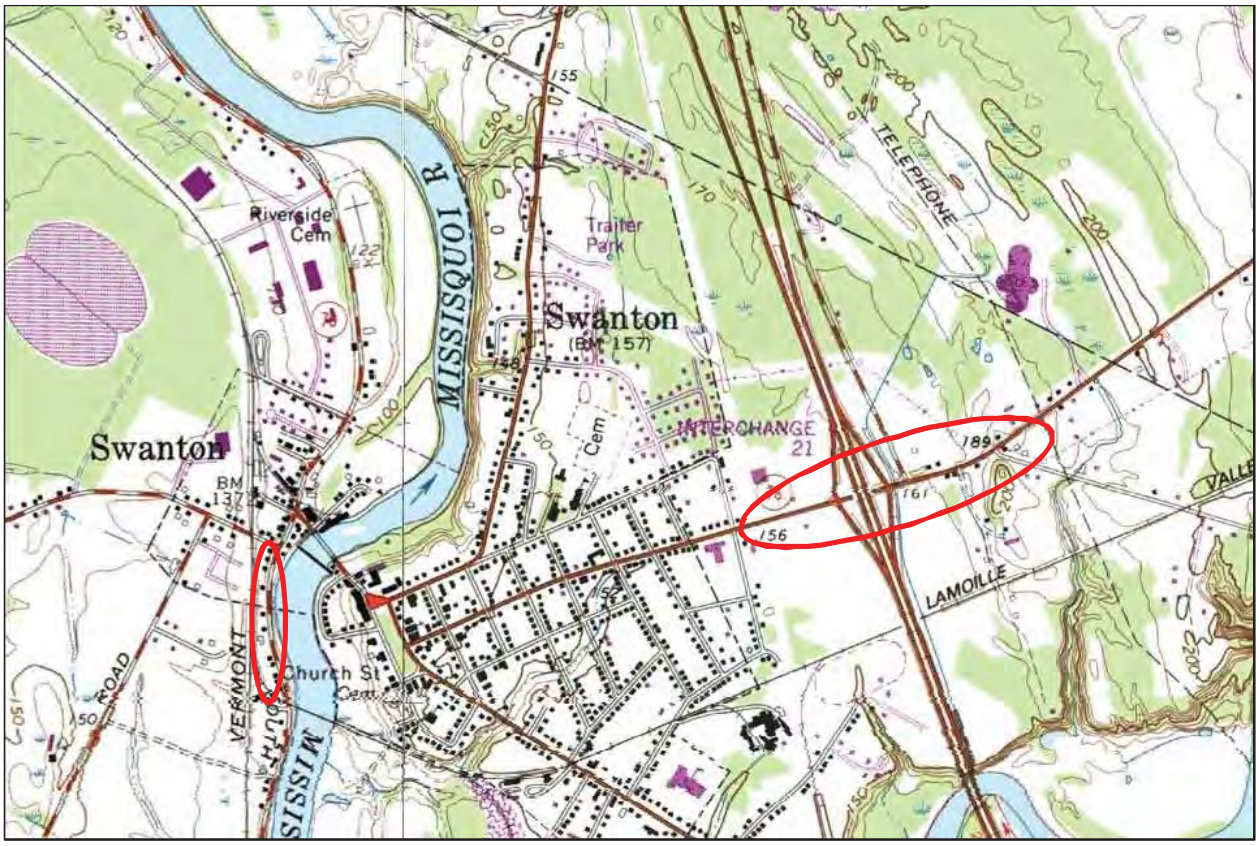
river bank with no buildings. The French drain would daylight to the river bank. The third alternative in this area is to build a 4' wide shared use pedestrian/bicycle path on both sides of the road bed by extending the pavement.

In the First Street/Route 78 area, there are three alternates designed and the area is divided into three sections. Section 1 extended from the McDonald's restaurant and parking lot (139 First Street) and extends through the I-89 interchange area to the water line R.O.W. near 191 First Street. Section 2 extends from the end of Section 1 west to Thunderbird Drive. The last Section is the currently unpaved trail on the water line R.O.W. In Section 1, the plans include a proposed sidewalk along the north side of First St/Route 78 and an alternate sidewalk along the south side. The present road R.O.W. is 66' throughout the First Street area. In Section 1, the plans propose to widen the R.O.W. by about 10.' The existing road is already quite wide here with double lanes near the highway entrance and exit ramps. The proposed new concrete sidewalk would be 5' wide and separated from the present road by an 8' wide drainage ditch. In Section 2, the road is much narrower with just one lane in each direction. The proposed plans would create the same 5' wide concrete sidewalk separated by a 14' wide median strip/drainage ditch and all within the existing 66' R.O.W. The third Section along the water line R.O.W. would have a single 5' wide sidewalk.

## Location Map




**Google map with sites identified**




**Highgate Center USGS QUAD, Detail with sites indicated by red circles. (North is at top of map)**

## Area of Potential Effect

The Area of Potential Effect (APE) is determined to be three alignments and their immediate vicinity. This includes two discontiguous APEs. The first APE is South River Street between Lake Street and the Swanton Depot/Pedestrain Bridge over the Missiquoi River. The APE includes the properties along both sides of South River Street. The second APE is First Street/Route 78 and starts at 139 First Street (Mc Donald's restaurant and parking lot) on the north side of First Street and 144 First Street on the south side of First Street; and extends east to Thunderbird Drive on the north side of First Street and Torrie Drive on the south side of First Street. A Third Segment of the sidewalk project is an alignment that follows the town water line right of way which extends north from First Street between Frontage Road and 191 First Street. This ROW has no above ground resources. The First Street APE includes properties on both sides of First Street.

South River Street Area APE






Google Earth image of South River Street Project area. North is at top of map.




Detail of Google Earth image of northern half of South River Street project area. Numbers in red indicate street addresses on S. River Street. North is top of map.




Detail of Google Earth image of southern half of South River Street project area. Numbers in red indicate street addresses on S. River Street. North is top of map.

First Street/Rte 78 Area

Water line R.O.W.







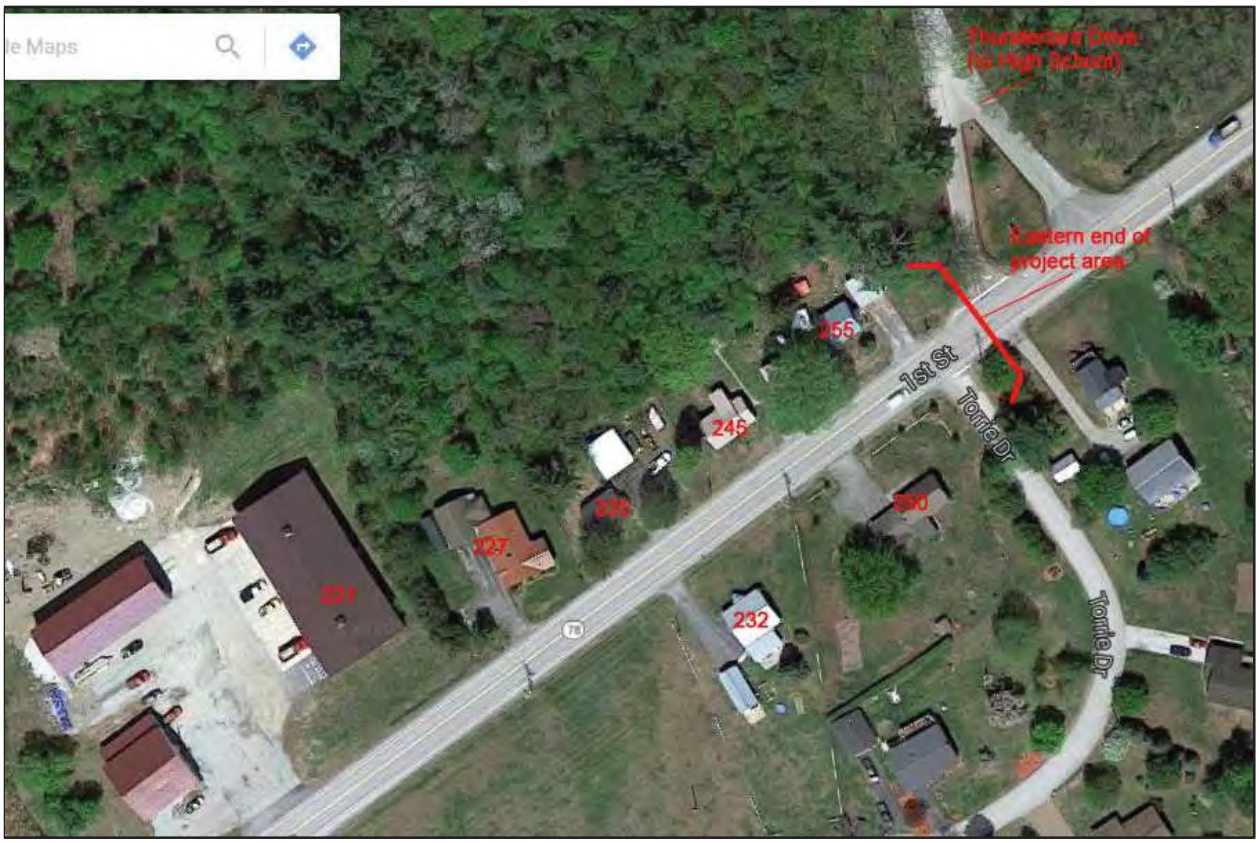
Google & Google earth images (top & bottom) showing First Street/Route 78 Project Area with Water line R.O.W. and high school. North is at top of maps.




Google earth image showing western end of First Street project area. Numbers in red indicate First Street property addresses. North is at top of map.




Google earth image showing center of First Street project area. Numbers in red indicate First Street property addresses. North is at top of map.




Google earth image showing eastern end of First Street project area. Numbers in red indicate First Street property addresses. North is at top of map.

**Identification of Historic Properties**

South River Street Area

The South River Street alignment area is located on the west bank of the Missiquoi River which is near but on the opposite side of the Swanton town center. The scoping study looked at and designed sidewalk options for a short, roughly 1.5 mile-long stretch of South River Street between Lake Street and a pedestrian bridge over the river. The suburban residential street borders the Missiquoi River on one (east) side. There are two properties in or near the alignment that are historic and potentially individually eligible for the National Register, although both of these have been moved here from outside the project area within the last 20 years. These are the c. 1892 West Depot train station building moved here in 1999 and the 1902 Pennsylvania Through-Truss pedestrian bridge moved here in 2009 from West Milton, VT and placed on the historic piers of the 1898 covered RR bridge which had, burned in 1987.Both of these are at the southern edge of the APE **(see photos 2-4)**. The area immediately around the bridge and depot also include other historic RR structures re-located to this site, a toll keepers booth and the in-ground remains of a former roundhouse and turntable.

The rest of South River Street is lined on the west by 14 single family homes on modest lots. There is one single family home on the east side of the street opposite Lake Street. 7 or 8 of these range in age from c.1850 to about 1930 and are located throughout but more concentrated to toward the northern end at Lake Street **(see photos 9-11, 15-20)**. These likely correspond to the homes seen on the 1916 USGS map **(See photo 34)** and in a 1933 aerial photograph **(see photo 35).** The rest of the homes, primarily on the southern end of the project area were built in the 1950s to about 1990 **(See photos 6-7, 12-14)**. The older homes include Gothic and Colonial Revival styles as well as more vernacular construction and are all altered, some quite substantially. None of them appear eligible for inclusion on the National Register of Historic Places nor does there appear to be enough architectural integrity for an eligible historic district. North of the APE on South River Street are more of the altered older houses and one extremely deteriorated old hotel. Further North to Depot Street the character is more industrial and commercial, presided over by a large feed mill, and includes the original location of the West Swanton depot as well as some modern stores. South of the project area the homes are more widely spaced.

First Street/Route 78 Project Area

The First Street project area begins on the western end around the I-89 Exit 21 interchange. This section is developed by a shopping center with a McDonald's restaurant and three gas stations **(see photos 22-25)**. These were all developed within the last 20 years. East of the interchange the road is sparsely developed with a few single family homes, a modern gas holder utility site and the modern town highway garage **(see photos 27-29)**. Closer to the eastern end of the project area there is a cluster of mid-20$^{th}$ century suburban homes **(see photos 30-33).** The 1916 USGS map of Swanton shows sparse, rural development along this section of road and none of those buildings appear to be extant today. The age of the small, suburban style homes throughout the area now appear to range from about 1950 to about 1980. They are typical of the ranch and cottage style homes built throughout Vermont and the country during this period and have been altered to greater or lesser degrees. They neither are distinctive architecturally as very good, intact examples of the style nor appear to be part of a significant planned development. Therefore, they do not appear eligible for inclusion on the National Register of Historic Places

nor does there appear to be enough architectural integrity for an eligible historic district. The rest of the project area is modern in character and not eligible either.

Water Line R.O.W.

The water line right of way has no structures or buildings **(see photo 26).**

**Assessment of Effect**

There appear to be no historic properties in either project area APE. There are two potentially individually eligible historic properties on the edge of the APE on South River Street however, they were moved to that location in 1999 and 2009 and so there is no historic context for them there. The construction of a sidewalk in this area which would not touch either structure would not affect them in any way.

**Therefore there will be No Historic Properties Affected by this project.**

Thank you very much.
Sincerely,



Lyssa Papazian

**Photographs**

**South Street Project Area**



**Photo 1. Looking north into Project Area (APE) on South River St. with Missiquoi Bridge off to the right, and depot off on left**



**Photo 2. Looking southwest from south end of APE with depot on right and entrance to bridge on left**



**Photo 3. Depot/ Swanton Historical Society museum, looking southwest at edge of APE**



**Photo 4. C.1902 Missiquoi Pedestrian Bridge, looking east from end of APE. Historic truss bridge altered (expanded) and relocated here in 2009 (from W. Milton VT)**



**Photo 5. Outside APE, looking southwest on South River Street from bridge entrance**





**Photos 6 & 7. (Center left & right) Looking south on South River St towards end of project area with (l. to r.) 50 & 48 S. River St.**



**Photo 8. (bottom) 46 South River St, possibly 19th duplex, altered**



**Photo 9. Looking south on South River St towards end of project area with (l. to r.) 46, 42 (c.1900, altered) and 40 (c. 1890, altered) S. River St.**



**Photo 10. (l. to r.) 36 (c.1970 & altered older barn) & part of 34 South River St., looking southwest**



**Photo 11. 34 South River St (c.1900, altered), looking southwest**



**Photo 12. Looking south on South River St with (l. to r.) 34, 30 & 28 S. River St.**





**Photo 13. (Left) 30 South River St (c. 1970); Photo 14. (Right) 28 South River St (c.1950, altered)**



**Photo 15. 24 South River St. (c. 1850, altered)**



**Photo 16. Looking north on South River Street with (l. to r.) 20, 18, 16, & 15 S. River St.**



**Photo 17. 20 S. River St (c. 1850 – Gothic Revival, altered)**



**Photo 18. Looking south on South River St. from Lake St. with Missiquoi River and truss bridge on left and 18 S. River St. (c.1930, altered) on right**



**Photo 19. Looking southwest at intersection of Lake & South River St with (l. to r. ) 16 (c. 1890, altered) & 12 (c. 1900, altered)**




**Photo 20. 15 South River St., looking east from Lake Street with northern end of project area**



**Photo 21. Looking northeast at South River Street outside APE/Project Area from Lake Street**

**First Street Project Area**




**Photo 22. Looking west on First Street at Mobil Station (165 First St) where proejct area begins and beyond to McDonald's/ Hannaford Shopping center property where existing sidewalk ends.**



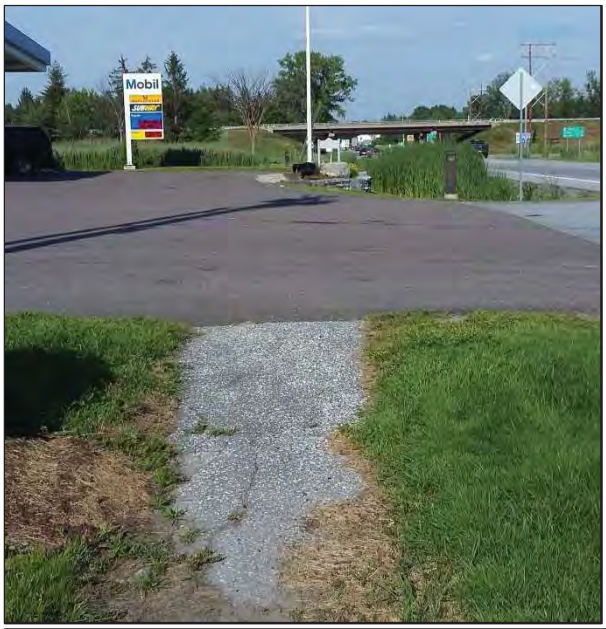




**Photo 23. (Top) Looking southwest on First Street from near I-89 on and off ramps at Sunoco Station (166 First St.) on left and Mobil Stattion (165 First Street) on right where project area begins and both sides.**

**Photo 24. (Center) Looking east on First Street towards I-89 from end of existing sidewalk and beginning of proejct area.**

**Photo 25. (Bottom) Looking east on First Street at I-89 Exit 21 interchange with Shell Station (188 First St.) beyond**





**Photo 26. Water line R.O.W., looking north from First Street**



**Photo 27. Looking west on First Street with I-89 in distance and (l. to r) 191 (c. 1980) and 197 (c.1950) First street on right**



**Photo 28. Looking northeast on First Street with 210 (c. 1960) First St. on right**




**Photo 29. Looking west on First Street with Town Garage (221 Fisrt St, c. 1980s-2000s)**



**Photo 30. Looking east on First Street with (l. to r.) 227 (c.1970), 245 (c. 1950), 250 (c.1960), & 232 (c. 1960) First Street**



**Photo 31. Looking west on First Street from Thunderbuird Drive intersection and eastern end of proejct area with (l. to r.) on the north side of First St: 235, 245 (c. 1960) and 255 (c. 1950)**




**Photo 32. Looking south on Thunderbird Drive to eastern end of project area with (l. to r.) 260 (c. 1920, altered) and 250 First Street**



**Photo 33. Looking southeast on First Street/ Route 78 from Thunderbird Dr. outside project area**




**Photo 34. Detail of 1916 USGS map of Swanton with project areas indicated by red circles**

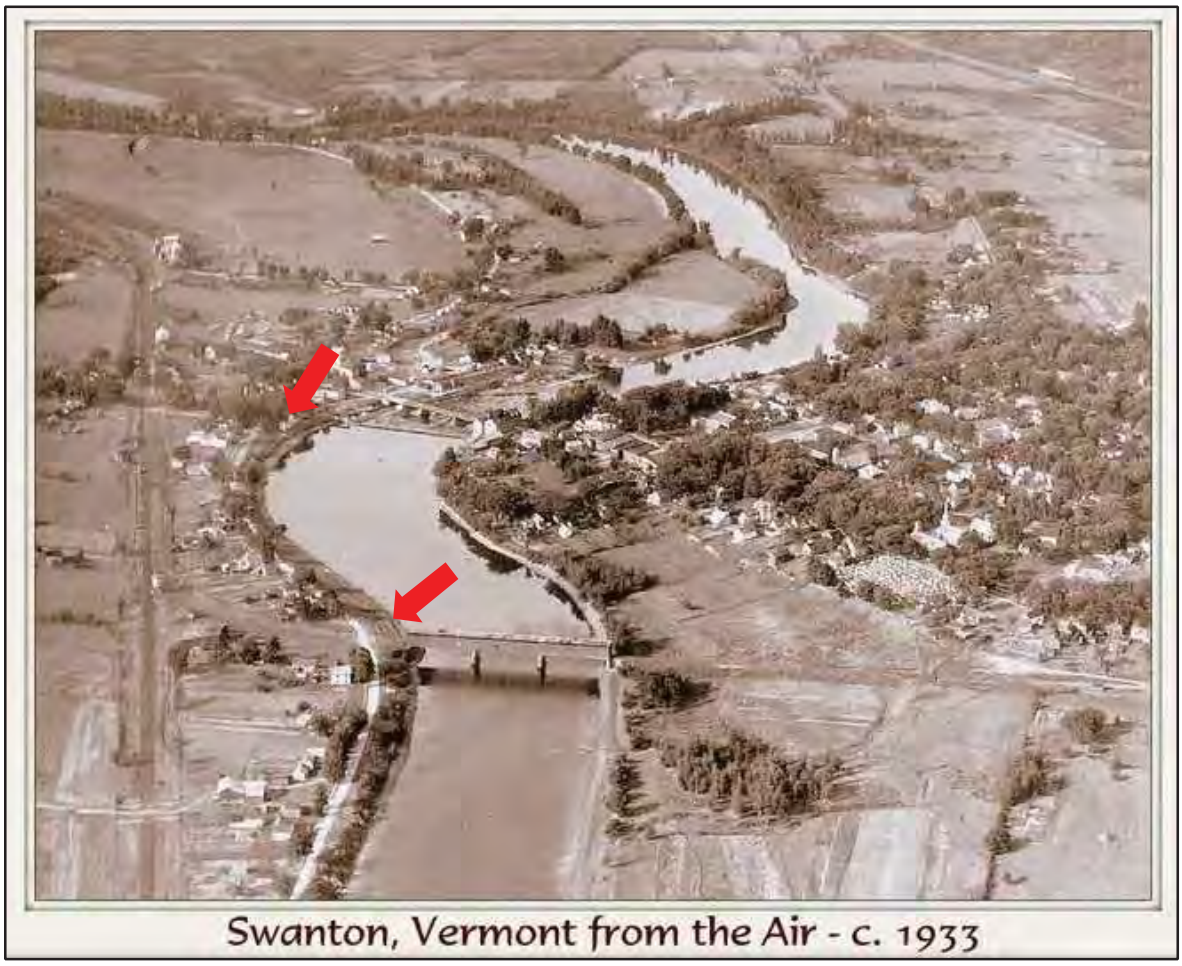



**Photo 35. c. 1933 historic aerial view showing about 7 homes between the arrows indicating the proejct area on South River St.**

# Revised Archaeological Resources Assessment for the proposed Swanton Town and Village Sidewalk Feasibility Study, Swanton, Franklin County, Vermont

**Submitted to:**

**Peter Cross**
**Cross Consulting Engineers**
**103 Fairfax Road**
**St. Albans, VT 05478**

**Submitted by:**

**Charles Knight, Ph.D.**

**University of Vermont**
**Consulting Archaeology Program**
**111 Delehanty Hall**
**180 Colchester Ave.**
**Burlington, VT 05405**

**Report No. 948**

**June 15, 2016**

**Revised Archaeological Site Inspection for the proposed Swanton Town and Village Sidewalk Feasibility Study, Swanton, Franklin County, Vermont**

## Project Description

The Town of Swanton, with assistance from Cross Consulting Engineers, proposes the Swanton Town and Village Sidewalk Feasibility Study, Swanton, Franklin County, Vermont (Figure 1). The proposed project will improve and expand the sidewalk network in Swanton Town and Village propose to ease pedestrian travel and safety in Swanton. Two areas of improvement are proposed. The first is along First Street/VT Rte 78 from the Hannaford Plaza at Missisquoi Street to the Missisquoi Valley Union High School entry drive (approximately 3600 +/- feet) (Figures 2-5). The second is along South River Street from the Railroad Depot/recreation trail terminus to Lake Street (Approximately 1600 +/- feet) (Figures 6-7).

The Archaeological Resources Assessment (ARA) was conducted as part of the Section 106 permitting process. One small area of archaeological sensitivity was identified along VT Rte 78, while the entire length of the South River Street alignment is archaeologically sensitive, depending on its proposed location along South River Street.

## Study Goal

The goal of an ARA (or "review") is to identify portions of a specific project's APE that have the potential for containing precontact and/or historic sites. An ARA is to be accomplished through a "background search" and a "field inspection" of the project area. For this study, reference materials were reviewed following established guidelines. Resources examined included the National Register of Historic Places (NRHP) files; the Historic Sites and Structures Survey; and the USGS master archaeological maps that accompany the Vermont Archaeological Inventory (VAI). Relevant town histories and nineteenth-century maps also were consulted. Based on the background research, general contexts were derived for precontact and historic resources in the study area.

## Archaeological Site Potential

No known archaeological sites exist along the proposed project's alignment. Regarding the section of the proposed project along VT Rte 78, the closest site is precontact Native American site VT-FR-1, which is located 575 m southwest of the intersection of VT Rte 78 and Waugh Farm Road (see Figure 1). Site VT-FR-1 may be a major precontact Native American burial site that was originally identified in the early part of the Twentieth Century. however, there is some confusion as to whether the location given to VT-FR-1 is, in fact, the location of the burial site. Regardless, it is also believed that whatever remains existed at the VT-FR-1 location, they are now destroyed. Beyond this site, numerous are known along the margins of the Missisquoi River around Waugh Farm Road. For instance, precontact Native American site VT-FR-12 is located along the north side of Waugh Farm Road immediately east of the mouth of Kelly Creek. The remains of fire pits, stemmed projectile points, and stone debitage were recorded from this site originally identified by a local avocational archaeologist and collector. Unfortunately little

information on the exact location and size of this site exists. Neither of these sites will be impacted by the proposed project.

In regards to the section of the proposed project along South River Street, the closest archaeological sites are two historic period sites north of the VT Rte 78 bridge crossing. Site VT-FR-150 is located on the eastern banks of the Missisquoi River, 90 m north of the bridge crossing. This site represents the remains of a marble mill that dates to the middle of the 19th Century. It is considered eligible for inclusion on the National Register of Historic Places. The next closest archaeological site is VT-FR-163, located 275 m northeast of the northern end of the proposed sidewalk, 180 m inland from the Missisquoi River. This site represents the remains of the Barney Forge, dating to the early 18th Century. Neither of these sites will be disturbed by the proposed project.

In regard to historic period resources, both the historic 1857 Wallings map (Figure 8) and the 1871 Beers map (Figure 9) show no historic period properties along the VT Rte 78 section, and limited development along the South River Street section. The structures that are depicted along the South River Street section likely represent the houses that still exist there today. As a result, there is no expectation of historic period archaeological sites to be found along the project alignment.

## Desk Review

As part of the desk review, the UVM CAP utilized the Vermont Division of Historic Preservation's (VDHP) predictive model for identifying precontact Native American archaeological sites. The Swanton Town and Village Sidewalk Feasibility Study area scores 88 on the Predictive Model, due to its location within 90 m of the Missisquoi River (12), on a major alluvial terrace of the Missisquoi River (32), along a natural travel corridor (12), and in an area with a high density of known archaeological sites (32). In addition to the paper-based predictive model, the desk review uses a Geographical Information System (GIS) developed jointly by the UVM CAP, and its consultant Earth Analytic, Inc., which operationalizes the paper-based model. It does this by applying the VDHP's sensitivity criteria to all lands within the State of Vermont. In these maps, archaeological sensitivity is depicted by the presence of one or more overlapping factors, or types of archaeological sensitivity (i.e. proximity to water, etc.). The Swanton Town and Village Sidewalk Feasibility Study alignment crosses areas that contain seven sensitivity factors, which are Drainage, Waterbody, Wetland, Head-of-draw, Stream-confluence, Kame Terrace, and Level Terrain (see Figure 1).

## Field Inspection

A field inspection of the project area was carried out on January 22, 2016 by Charles Knight, Assistant Director of the UVM CAP. Knight walked the entire length of the proposed alignment segments. For the most part, the section along VT Rte 78 is generally not sensitive due to its location away from any sensitivity factors, such as drainages (Figure 10). However, adjacent to the intersection with Waugh Farm Road, the landform drops into a broad drainage swale

(Figure 11). Thus the terrace edge overlooking this swale is archaeologically sensitive on both sides of VT Rte 78 (Figure 12). At least two utility lines were identified immediately north of the northern edge of the asphalt during the site inspection in this sensitive area, so some degree of subsurface disturbance exists along the northern side of VT Rte 78 (Figure 13). If the proposed sidewalk will be constructed beyond the existing alignments of these two existing utilities, then archaeological study is recommended. Further west of this area the road drops into the swale and then continues beneath I-89 (Figure 14). This section has been heavily disturbed. likewise, the western terminus of the project alignment, adjacent to the McDonald's and Dunkin' Donuts buildings has been heavily disturbed (Figure 15).

The South River Street sidewalk will be constructed on both sides of the road. The western side of South River Street is residential and archaeologically sensitive. The houses along that side of the street are sufficiently back far enough from the road that their construction would not have disturbed the soils within the sidewalk area, and the house lots do not look to have been modified through leveling or filling (Figure 16). The east side of South River Street, however, represents the very edge of the terrace and in all likelihood has been reinforced through fill and the road prism. In addition, the bank drops off almost immediately within a meter of the eastern edge of the road. So the eastern side of South River Street is not archaeologically sensitive. However, the lower floodplain along the east side, which is below the propsoed sidewalk alignment, and which represents the active floodplain, is also archaeologically sensitive. Therefore the western side of South River Street and the lower floodplain, below the eastern side of the street are archaeologically sensitive. The elevated eastern side of South River Street, that is between the edge of asphalt and the drop down to the lower floodplain, is not archaeologically sensitive.

## Conclusions

The Town of Swanton proposes the Swanton Town and Village Sidewalk Feasibility Study, Swanton, Franklin County, Vermont. The UVM CAP conducted an Archaeological Resources Assessment of the proposed improvements project and identified several areas of the proposed alignments as sensitive for precontact Native American sites. No areas of historic period Euroamerican site sensitivity was identified. One small section was identified as sensitive on the north side of VT Rte 78 at the intersection of VT Rte 78 and Waugh Farm Road (Figure 17). However, this sensitive area has at least two known utility lines passing through it immediately adjacent to the northern edge of the VT Rte 78 asphalt, and thus portions of it have been disturbed. Therefore, if the proposed sidewalk will be located further north than the existing utility lines (thus beyond 2 m from the edge of the asphalt), and thus impact intact soils, a Phase I site identification survey is recommended for this small section. Alternatively, if the proposed sidewalk is built on top of the existing utility alignment trenches, then no additional archaeological work is recommended.

In the South River Street sidewalk portion, the west side of the road is archaeologically sensitive (Figure 18), therefore a Phase I site identification survey is recommended for that side. The eastern side of the road is not archaeologically sensitive

In sum, a Phase I site identification survey is recommended for two sections of the proposed sidewalk alignment unless those areas can be avoided. Thank you for working with us on this project. Please let me know if you have any questions or comments.

Charles Knight, Ph.D.
Assistant Director

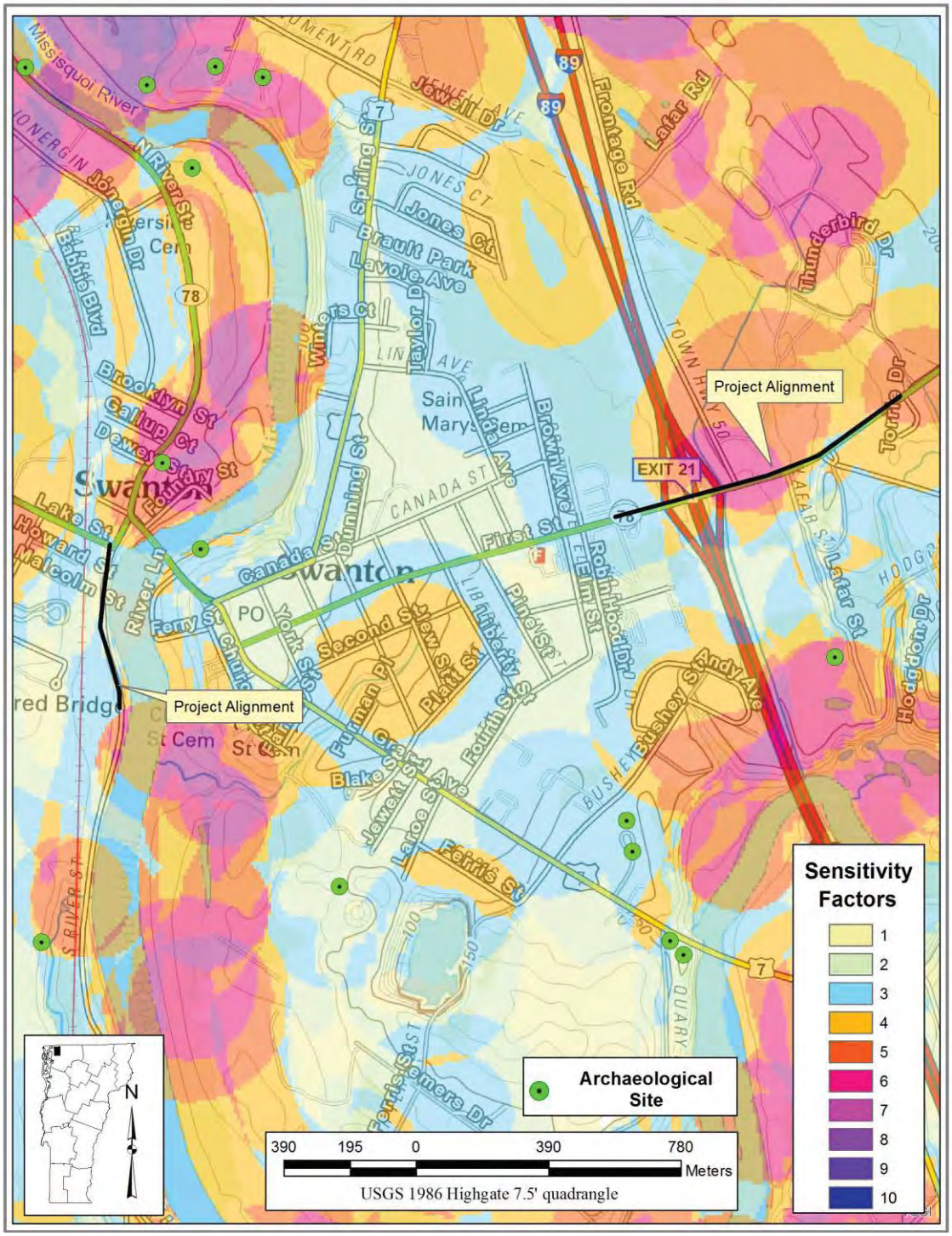



Figure 1. Map showing the location of the proposed Swanton Town and Village Sidewalk Feasibility Study, in relation to archaeological sensitivity factors and known archaeological sites, Swanton, Franklin County, Vermont.

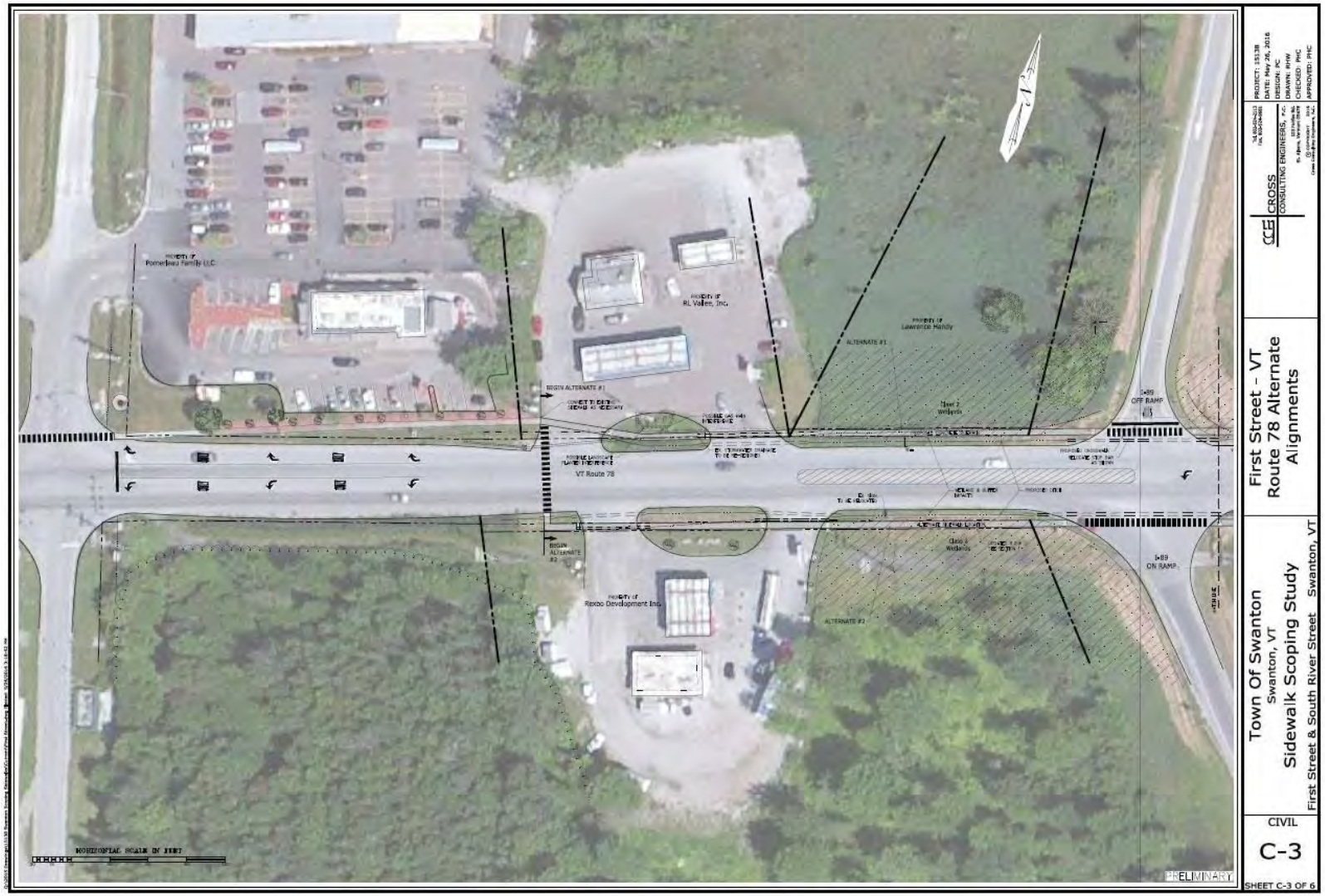



Figure 2. Map showing the western end of the VT Rte 78 section of the proposed Swanton Town and Village Sidewalk Feasibility Study, Swanton, Franklin County, Vermont.




Figure 3. Map showing the western-central portion of the VT Rte 78 section of the proposed Swanton Town and Village Sidewalk Feasibility Study, Swanton, Franklin County, Vermont.




Figure 4. Map showing the eastern-central portion of the VT Rte 78 section of the proposed Swanton Town and Village Sidewalk Feasibility Study, Swanton, Franklin County, Vermont.




Figure 5. Map showing the eastern end of the VT Rte 78 section of the proposed Swanton Town and Village Sidewalk Feasibility Study, Swanton, Franklin County, Vermont.

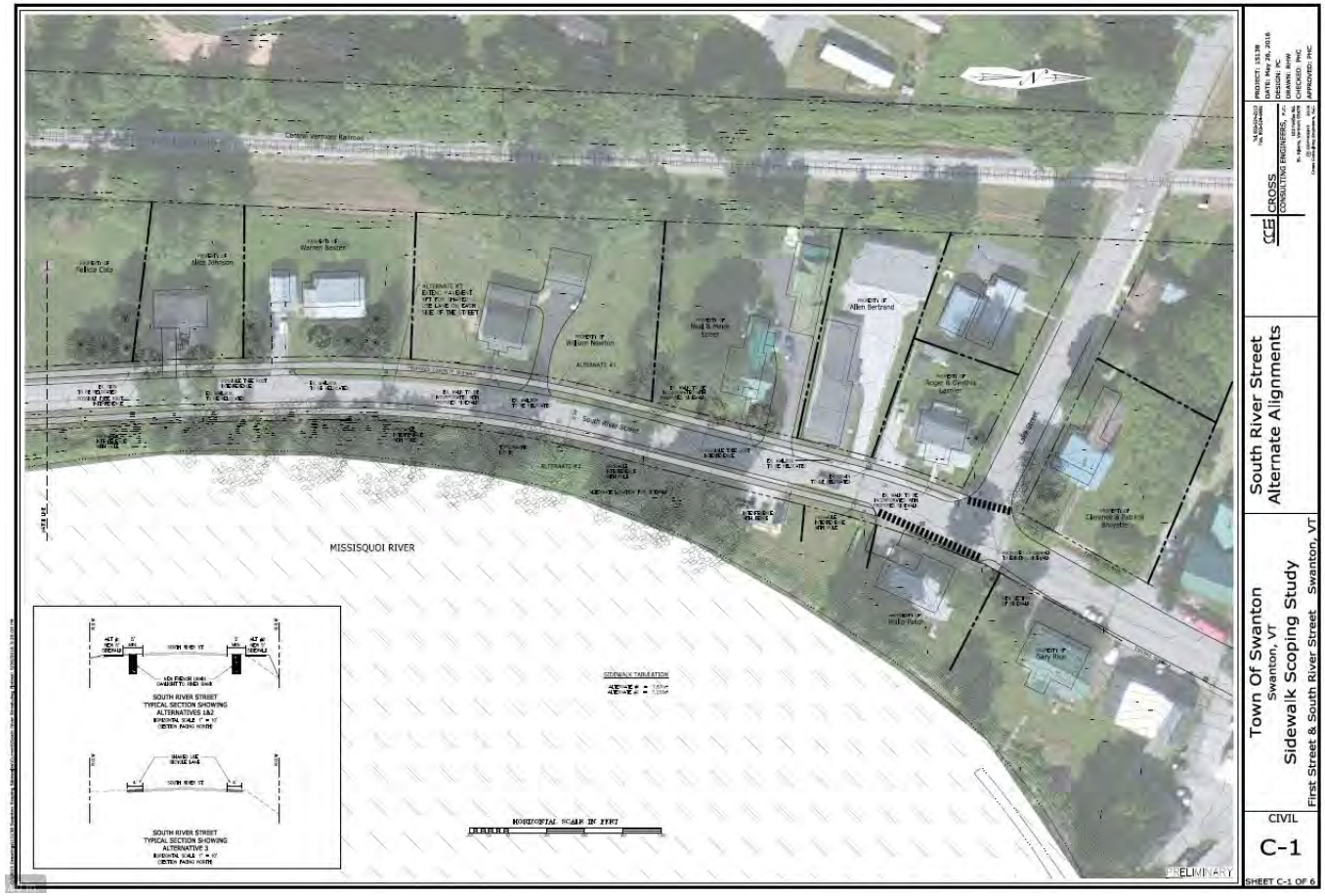



Figure 6. Map showing the northern half of the South River Street section of the proposed Swanton Town and Village Sidewalk Feasibility Study, Swanton, Franklin County, Vermont.




Figure 7. Map showing the southern half of the South River Street section of the proposed Swanton Town and Village Sidewalk Feasibility Study, Swanton, Franklin County, Vermont.




Figure 8. Historic 1857 Wallings map of the project location for the Swanton Town and Village Sidewalk Feasibility Study, Swanton, Franklin County, Vermont.




Figure 9 Historic 1871 Beer's atlas of the proposed location of the Swanton Town and Village Sidewalk Feasibility Study, Swanton, Franklin County, Vermont.



a



b

Figure 10. Photos looking east (a) and west (b) along the north side of VT Rte 78 for the Swanton Town and Village Sidewalk Feasibility Study, Swanton, Franklin County, Vermont.



a



b

Figure 11. Photos looking west (a ) and east (b) along the north side of VT Rte 78 near the edge of the terrace overlooking the drainage swale for the proposed Swanton Town and Village Sidewalk Feasibility Study, Swanton, Franklin County, Vermont.

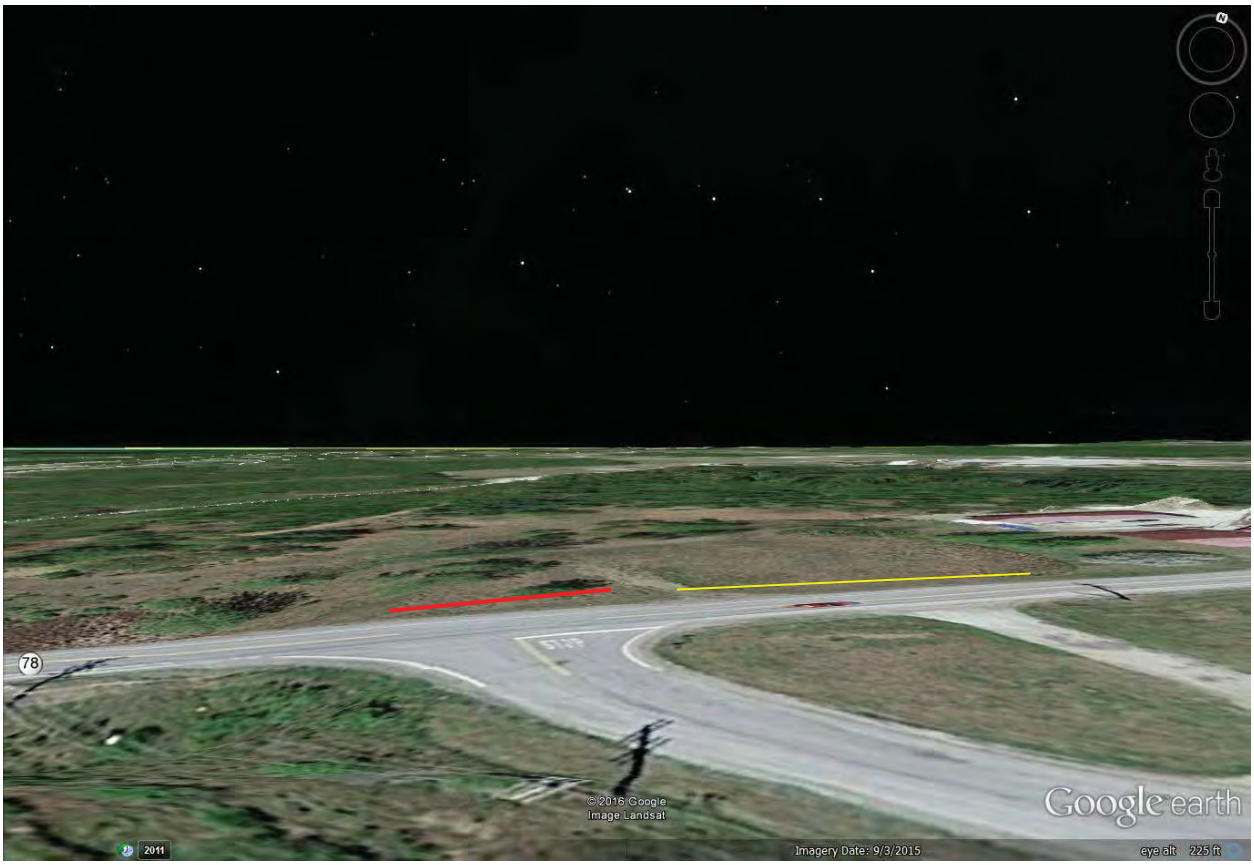



Figure 12. Google Earth oblique image looking north across the intersection of Waugh Farm Road and VT Rte 78 at area of archaeological sensitivity. Yellow line indicates identified utility lines and red line indicates area where buried gas line veers to the north. Note drop in topography immediately west of red line.



a




b

Figure 13. Photos looking east (a) and west (b) along the north side of VT Rte 78 within the drainage swale for the Swanton Town and Village Sidewalk Feasibility Study, Swanton, Franklin County, Vermont.



a



b

Figure 14. Photos looking west (a and b) along the north side of VT Rte 78 towards the I-89 crossing for the proposed Swanton Town and Village Sidewalk Feasibility Study, Swanton, Franklin County, Vermont.



a




b

Figure 15. Photos looking west (a ) and east (b) along the north side of VT Rte 78 at the western terminus of the proposed Swanton Town and Village Sidewalk Feasibility Study, Swanton, Franklin County, Vermont.



a



b

Figure 16. Photos looking northwest at South River Street (a ) and northwest at the lower floodplain terrace (b) along the South River Street section of the proposed Swanton Town and Village Sidewalk Feasibility Study, Swanton, Franklin County, Vermont.

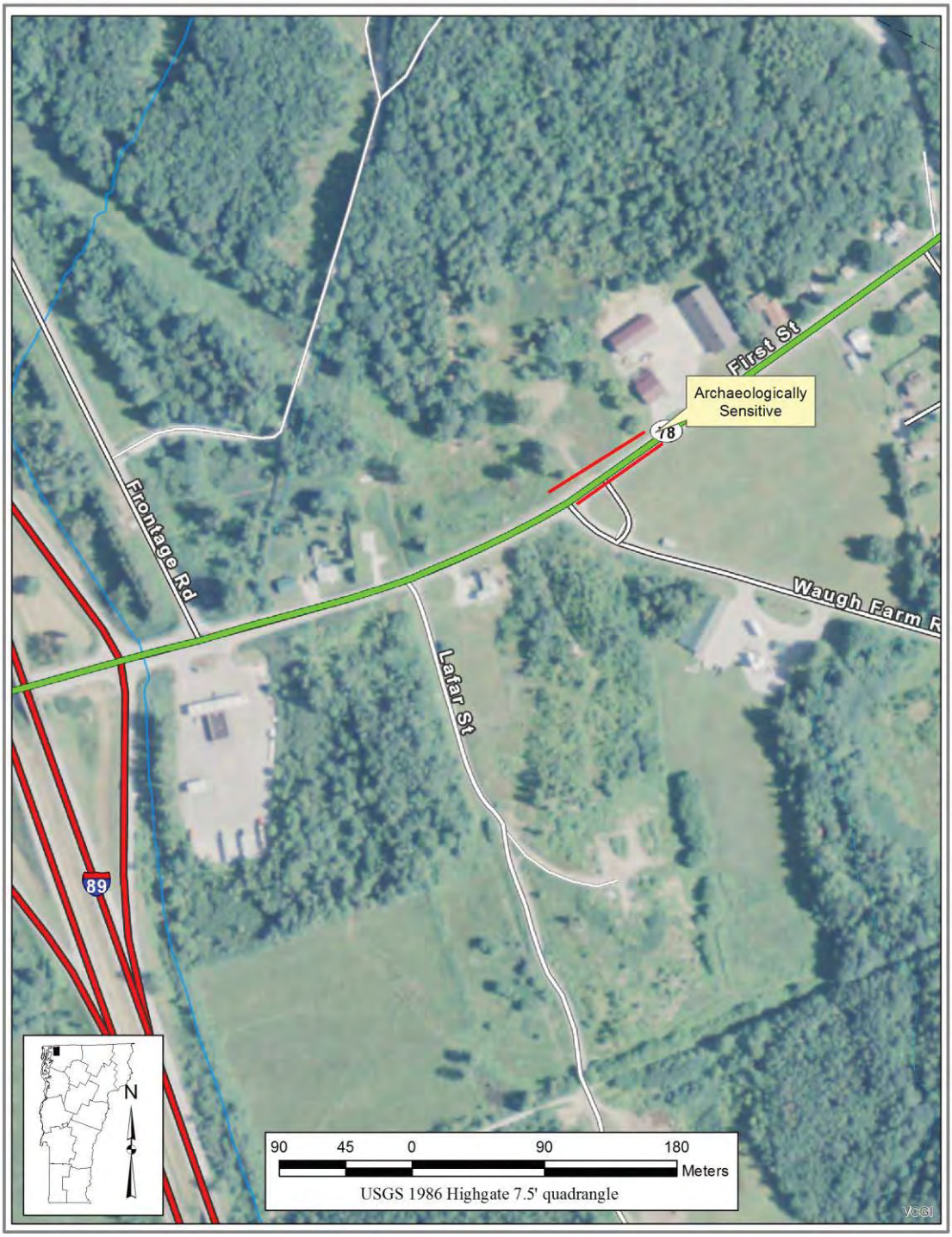



Figure 17. Map showing the location of the areas of archaeological sensitivity along the VT Rte 78 section of the proposed Swanton Town and Village Sidewalk Feasibility Study, Swanton, Franklin County, Vermont.

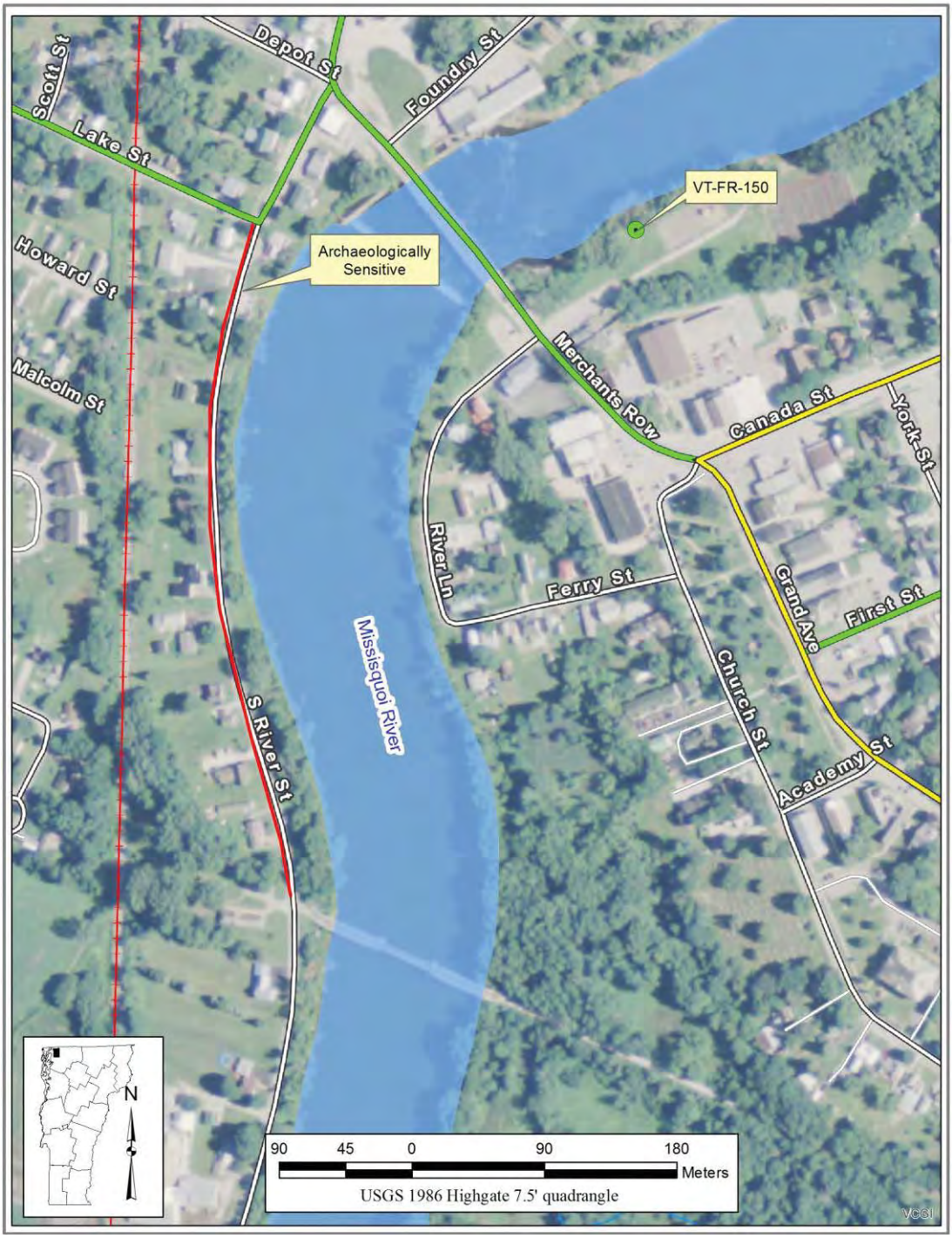



Figure 18. Map showing the location of the areas of archaeological sensitivity along the South River Street section of the proposed Swanton Town and Village Sidewalk Feasibility Study, Swanton, Franklin County, Vermont.

**In put for Cross Engineering about sidewalk proposals** (30 S River St resident)

I clearly see doing the First Street option, to get middle and senior high students safely to and from school, especially with the interstate traffic and other vehicles who may be moving quickly. Students would also not be as likely to interfere with traffic themselves, as some teens are prone to do, if tucked away on a sidewalk.

As an approximate ten year resident of South River Street, I do not see a clear need to spend this amount of money for a short length of sidewalk. Most foot traffic is local and tends to as much be folks going to/from town and their homes, which are often beyond the historical society/bridge route that has been proposed, as people out walking.

If safety of those who do walk there is the primary purpose, I would suggest slowing the traffic, by (1) dropping the signs down on the poles maybe 18 inches to be more visible, and (2) to consider dropping the speed in the area to twenty miles an hour. A very low cost solution, and with potential positive impact for the short length of road. Let's try it!

If a sidewalk is felt to be needed, placing it on the river side of the road will have minimal impact on current residents. Since that would cost a lot more, I am sharing the following concerns for the current residents, whose lives would be impacted negatively in a number of ways, which I hope are given weight in the decision making;

- taking land/yard space from everyone, literally taking several peoples' entire front yard are and shortening a number of driveways (mine would go from being a comfortable two cars, to not really two in order to keep the sidewalk clear, and there is not a lot of option for me to widen for side-by-side cars)
- loss of shrubs/trees would or could occur, from direct removal to put sidewalks in or over time due to the construction/road and sidewalk salt being so much closer, people messing with them trees when walking by, and so on.
- mail delivery would likely slow traffic with boxes all placed closer to the road, since traffic can not drive around the mail carrier (who is likely to be in more of the lane)
- snow removal will be much harder for residents, from more snow being moved by village/town (from road *and* sidewalk) and from our having less places to put it all, especially while trying to keep the mailboxes open for delivery (salt could be more intense of front lawns)
- trash left by walking passer-bys could be closer to our homes, and amount could go go up as well

Since our homes are placed in original/older sites or on older footprints, no one has put their buildings where they are. Putting a sidewalk, would seriously impact people's lives, and possibly property values due to smaller/removal of front yard.
If there was a lot of foot traffic, the costs and impact might be justified, but there isn't.
On nice days when I am home all day, ten to maybe fifteen people go by. It is likely 2-3 or fewer in the winter or if the weather is bad. I don't see a sidewalk as a high need, especially given the trade-off that people living here would get. Thank you.

January 23, 2013

# TOWN ROAD AND BRIDGE STANDARDS
# TOWN OF SWANTON, VERMONT

The Town of Swanton hereby adopts the following Town Road and Bridge Standards which shall apply to the construction, repair, and maintenance of all town roads and bridges.

The standards listed here are considered minimum and apply to construction projects and repair and maintenance activities. The standards include management practices and are designed to: ensure the safety of the traveling public, minimize damage to road infrastructure during flood events, and enhance water quality protections by minimizing sediment delivery to surface waters and/or wetlands.

The select board reserves the right to modify the standards for a particular project or repair or maintenance activities where, because of unique physical circumstances or conditions, there is no possibility that the project or activities can be completed in strict conformance with these provisions. Any modifications to the standards must be done in a manner that serves the underlying intent of the management practice, be it public safety, flood hazard avoidance, or water quality protection. Fiscal reasons are not a basis for modification of the standards. Questions about modifications to the standards should be directed to the VTrans District Office.

Municipalities must comply with all applicable state and federal approvals, permits and duly adopted standards when undertaking road and bridge activities and projects.

Any new road regulated by and/or to be conveyed to the municipality shall be constructed according to the minimums of these standards. If any federal and/or state funding is involved in a project, the VTrans district office must be notified prior to any field changes taking place that would alter the original scope of work.

**Roadways**

- All new or substantially reconstructed gravel roads shall have at least a 12-inches thick processed gravel sub-base, with an additional 3 inches (minimum) top course of crushed gravel.
- All new or substantially reconstructed paved roads shall have at least a15 inches thick processed gravel sub-base.
- All roadways shall be graded so water does not remain on the road surface. For roadways that are not super-elevated, this generally means a 2-4% ($^1/_4$" - $^1/_2$" per ft) crown for gravel roads and a 1-2% ($^1/_8$" - $^1/_4$" per ft) crown for paved roads to promote sheeting of water.
- Proper grading techniques for gravel roadways must be used to avoid creating a ridge or berm between the crown and the ditch.
- Any berm along the roadway shoulder that prevents the proper sheeting of water must be removed.

**Ditches and Slopes**

Soil exposed during ditch and slope construction, repair or maintenance must be treated immediately following the operation and temporary erosion prevention and sediment control practices must be installed and maintained during construction activities and until the ditch or slope is permanently stabilized.

The following are minimum erosion control measures. Careful attention must be given to areas vulnerable to erosion and immediately adjacent or discharging to surface waters and/or roadway drainage facilities:

- Seed and mulch all ditches with grades less than 5% when undertaking projects or repairs or maintenance activities that result in exposed soil. Vegetation must be established and monitored. If vegetation is not established within 10 days of placement, install biodegradable non-welded matting with seed.
- Stone line all new or reconstructed ditches or whenever soils are disturbed by maintenance activities with grades equal to and greater than 5%; alternatively, install stone check dams. The check dams must meet criteria outlined in the *"Standards and Specifications for Check Dams,"* from the *Vermont Standards and Specifications for Erosion Prevention and Sediment Control*. Specifically, dams must be placed so that the crest of the downstream check dam is at the same elevation as the base of the upstream dam.
- Create parabolic (wide "U" shaped) ditches when constructing new or substantially reconstructing ditches, rather than narrow "V" shaped ditches wherever lateral space allows. Ditches with gradual side slopes (maximum of 1:2, vertical to horizontal ratio) and a wide bottom (at least 2 feet) are preferred. Use biodegradable, non-welded matting to stabilize side-slopes where slopes are greater than 1:2 and less than 1:1 ½; apply seed and mulch to any raw or exposed side-slope if slopes are less than 1:2.
- All ditches must be turned out to avoid direct outlet into surface waters. There must be adequate outlet protection at the end of the turnout, either a structural (rock) or vegetative filtering area.
- If in the best professional engineering judgment of the VTrans Operations Division, there is a cost effective ditch treatment that will meet the intent of the management practices described above, but represents a departure from these standards, the municipality may implement the more cost effective ditch treatment alternative with the professional recommendation submitted in written form by VTrans prior to the municipality executing the work.
- When constructing new or substantially reconstructing side slopes, use appropriately sized stone armament on slopes that are 1:1½ or greater. If perennial streams are affected by the toe of slope the project must conform to the statewide Stream Alteration standards.

**Culverts and Bridges**

- Replacement of existing culverts and any new culvert must have a minimum culvert diameter of 18 inches.
- Replacement of existing bridges and culverts and any new bridges and culverts must be designed in accordance with the VTrans Hydraulics Manual, and, in the case of perennial streams, conform to the statewide Stream Alteration standards.
- All new driveway culverts must have a minimum diameter of 15 inches.
- When installing or replacing culverts, use appropriate techniques such as headwalls and wingwalls, where there is erosion or undermining or where it is expected to occur.
- Install a splash pad or plunge pool at the outlet of new or repaired drainage culverts where there is erosion or where erosion may occur. Splash pads and plunge pools are not appropriate for use in streams supporting aquatic life.

**Guardrails**

When roadway, culvert, bridge, or retaining wall construction or reconstruction projects result in hazards such as foreslopes, drop offs, or fixed obstacles within the designated clear-zone, a roadside barrier such as guardrail must be installed. The most current version of the AASHTO Roadside Design Guide will govern the analysis of the hazard and the subsequent treatment of that hazard.

**Underground Utility Crossings**
All underground utility crossings of a Town road right-of-way shall be set in place by boring under the road at an appropriate depth for the particular utility, with the proper tools and equipment, in a manner that does not disturb or damage the traveled surface of the road. The right-of-way outside of the traveled surface of the road may be temporarily disturbed during the implementation of the project and restored to its original condition afterward. If the subsurface boring activity encounters bedrock, large quantities of buried rocks, or other impenetrable debris that makes boring under the road either impractical or impossible, the Selectboard may waive this boring requirement and allow other reasonable alternatives for an underground utility crossing.

All work in a Town road right-of-way by an entity other than the Town's Highway Department requires the submission of a right-of-way work permit application and fee and the subsequent approval of the permit by the Development Review Board Chairman, Road Foreman, and Selectboard prior to the initiation of any work project in the Town road right-of-way. The Selectboard may set reasonable conditions on any right-of-way permit that it issues to any entity.

**Access Management**
The Town must have a process in place, formal or informal, to review all new driveway accesses and development roads where they intersect Town roads, as authorized under 19 V.S.A. Section 1111. Towns may reference Vtrans A-76 Standards for Town & Development Roads and B-71 Standards for Residential and Commercial Drives; and the Vtrans Access Management Program Guidelines for other design standards and specifications.

**Training**
Town Highway maintenance crews must collectively attend a minimum total of 6 hours of training per year on best road management practices. The Town must keep documentation of their attendance for a period of three years.

**Authority**
The Selectboard of the Town of Swanton hereby adopts these Town Road and Bridge Standards and any amendments thereto pursuant to the authority granted by 19 V.S.A. Sections 304(a)(21), 310, & 1111.

**Adoption**

**Passed and adopted by the Selectboard of the Town of Swanton, State of Vermont on June 19, 2013.**

**Selectboard:**

**John Lavoie, Chair**

**Daniel Billado, Vice Chair**

**Richard Thompson**

**Joel Clark**

**Kathy Lavoie**