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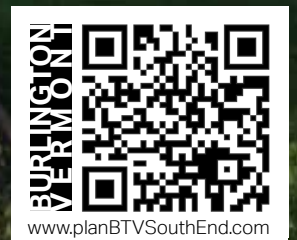
JUNE 2015

plan|BTV

South End

##OurSouthEnd

City of Burlington | Goody Clancy | CivicMoxie | Dubois & King



Acknowledgments

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A USER'S GUIDE

This is just the beginning...or the middle

planBTV South End marks an important moment in an ongoing conversation about the future of the South End. It establishes a foundation and direction that will guide public policy and public and private investment moving forward. It provides a “big picture” framework for the future of our neighborhood—a framework we’ve shaped together. But the conversation doesn’t stop here. Over time, we must continue working and planning together to further shape, refine and realize the projects, policies, and initiatives identified within this plan, and work to make exciting things actually happen.

There's a lot we South Enders and South End enthusiasts agree on...

...but we certainly don't agree on everything. Over the course of the planBTV South End effort, people from different parts of the neighborhood and different walks of life – from employees to business owners to residents and more—voiced many different views and perspectives. This plan has given voice to those many perspectives and concerns, capturing South Enders in their own words, and is much better for it as a result—thank you! Ultimately, planBTV South End has sought to find balance where possible, and define a path forward that's mindful of the full range of perspectives while also recognizing the important role the South End plays in the city and the region as a whole.

Stay involved!

Moving a plan forward takes time, and the real work begins now. Let's roll up our sleeves and make good things happen!



Implementation next steps



Responsible lead party



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ABOUT THE PLAN

Why do we need a plan anyway?

The South End is already great. So why do we need a plan?

planBTV South End is all about preserving what we love about this funky neighborhood and sparking improvements where they're needed, as the South End continues to evolve. Sometimes, neighborhoods let change happen to them. But some-

times, as neighborhoods change, what made them special in the first place is eroded or disappears altogether because community members didn't take the time to consider what direction they really wanted to go—and if that was where they were headed. Instead, as a community, we're getting out in front of the next wave of change. From lumber processing, to manufacturing, to transportation, to arts and food, the South End has been in a constant state of change and innovation, but what's next? Through this plan we're shaping how and where we'd like to see the neighborhood evolve, and identifying the improvements we'd like to see—improvements that will make the South End a more walkable, bikeable, green and connected place, an ever-more resilient economic hub for the City and region, a place where residential neighborhoods continue to thrive, a place where creative art/maker enterprises continue to flourish, and a place whose creative spirit is visible throughout the neighborhood.

planBTV South End is part of a phased effort to update Burlington's comprehensive plan, neighborhood by neighborhood.

We began with planBTV Downtown & Waterfront in 2010—a powerful example of what our community can accomplish when we come together to create a vision for a neighborhood's future. planBTV South End, launched in Spring of 2014, is the next step. We started

with investigation and documentation of conditions in the South End today. During Phase 1 of planBTV South End, we conducted an assessment of land use; transportation; stormwater; brownfields; and real estate market conditions. These findings provided an important foundation for Phase 2, development of the master plan documented here, between Fall of 2014 and Summer of 2015.

planBTV South End is rooted in a number of previous planning initiatives, including *planBTV Downtown & Waterfront*, which addressed the northern end of the planBTV South End study area; *The Walkable and Livable Communities Institute Report*, developed in Fall of 2014 following the planBTV South End Active Living Workshop; charrettes and design explorations led by Diane Gayer, involving community members and UVM students; the 2013 *Champlain Elementary School Safe Routes to School Pedestrian and Bicycle Feasibility Study*; the 2013 *Sustainable Neighborhood Assessment*; and the Railyard Enterprise Project.

The planBTV South End Master Plan represents the ideas, aspirations, and concerns of the hundreds of community members who participated in the process. This is our vision. Together, we can move this vision forward.

planBTV South End is funded in part by a grant from the National Endowment for the Arts with additional support from the Chittenden County Regional Planning Commission, AARP, the Environmental Protection Agency, the State of Vermont Department of Housing and Community Development, Champlain Housing Trust, Dealer.com and Burton Snowboards.

Taking it to the **people**

planBTV South End represents a community conversation—an important moment in an ongoing discussion about how this neighborhood could and should evolve over time. Many hundreds of South Enders and South End enthusiasts city-wide participated in this conversation, sharing their aspirations, ideas and concerns. They participated in planBTV South End events; they shared their perspective via the webtools; they tagged photos with #OurSouthEnd, sharing their view of what makes the South End special; they designed art-based strategies for reaching out to their neighbors in creative and engaging ways, and capturing their visions for the South End.

The planBTV South End master plan documents and reflects this broad-based community conversation. You can find more information about South Enders' perspectives and planBTV outreach efforts in the pages below, and throughout the plan.

Events!

Between Fall 2014 and Summer 2015, a series of events drew South Enders together to help shape this plan.

The project was publicly launched at the September **Art Hop**.



The September **Active Living Workshop** focused on walkability along Pine Street.



A **South End Crawl** in November showcased the rich mix of creative places within the neighborhood.



A **3.5 day Community Workshop** in February explored options for the future of the South End, and showcased artist-led outreach projects.



A **Draft Plan Release Party** in June put the draft planBTV South End Master Plan on display for community review and comment.

IMAGE PLACEHOLDER

Focus group meetings, smaller community meetings, "office hours" discussions with artists and the planning team, participation in NPA meetings and other community events, and more were all a part of the planBTV South End process.



Artist-led outreach

planBTV funded over 20 artist-led projects to engage community members in planning for the future of the South End.



Artists Terry Zigmund, Matt Gang, Tara Goreau created “S.E.A.D. seeds”—maple seed shaped plywood pieces recognizing the South End Arts District—that invited community members to share thoughts on what about the South End makes them smile, and what they would like to see change. Community members hung their S.E.A.D. seeds on one of three wooden trees, each painted to depict a scene from the South End.



Blue-orange flame point,
Fire to metal born red.
Twisted steel sprouts life.

Poem by
Edward Burke
Photo by
Evan Johnson

The Burlington Writers Workshop paired poets and photographers to tell stories from the South End, capturing its past, present, and future. Poems and photographs were featured at a public event during the Community Workshop.



At the King Street Center, artist Matt Heywood worked with kids and grownups to envision the kinds of things they hoped to see as part of the South End's future.

The internet is always open

South Enders used the online webtools and the #oursouthend hashtag to share their perspectives on the South End and view the perspectives of others. A website, Facebook, Twitter, and email alerts all helped keep folks in the loop on upcoming plan events.



Online webtools provided forums for community discussion about the South End (above). As part of the planBTV South End #OurSouthEnd campaign, South Enders shared photos of they love about their neighborhood (left).

For more info, skip right to
“South Enders Speak!” on page 28.



ABOUT THE SOUTH END

The ever-evolving South End: a scrapbook

The South End has evolved from **NINETEENTH CENTURY INDUSTRIAL HUB**...

to a **HIGH VACANCY PLACE**...

to a **CREATIVE SPACE**...a place where "stuff gets made" and where innovations happen.

The South End emerged as Burlington's industrial hub beginning in the mid-1850s, with a mix of heavy-duty industrial and manufacturing activities. The railroad and barge canal supported the lumber industry starting in 1849, and the Kilburn & Gates furniture manufactory opened twenty years later. A hundred years ago, along Pine Street, Burlington Coal produced gas for cooking and heating, generating the contaminants we're still managing today at the Barge Canal Site. At Howard and Pine, the E.B. and A.C. Whiting Brush Fibre Co. was expanding its factory complex. On Lakeside Ave, the Queen City Cotton Company operated a mill—and the state's first factory housing complex—in what would become the Lakeside neighborhood. Other residential neighborhoods were beginning to emerge as well, particularly east of Pine Street.

The Queen City Cotton Mill and its employees, looking west down Lakeside, circa 1900.



From *Mills & Factories—Lakeside Avenue Manufacturing*, by Kyle Obenauer. Learn more at: <http://www.uvm.edu/~hp206/2013/pages/obenauer/index.html>

Pine Street between Kilburn and Pine Place, looking south, circa 1930, with what is thought to be the E.S. Adsit Coal Company coal yard on the right.



Photo by Louis L. McAllister; from "Depression Era Streetscapes: South End - St. Paul Street, Pine Street, & Lakeside Development," by Caitlin Meives. Learn more at: <http://www.uvm.edu/~hp206/2006/Meives/pine7.html>

Lakeside Avenue at Central Avenue, looking east, 1945. The Queen City Cotton mill, then occupied by Bell Aircraft, can be seen on the left. The homes on the right were built at the turn of the 20th century. The neighborhood also included a barbershop, grocery stores, a nursery, and a meeting hall.



Photo by Louis L. McAllister; from "Depression Era Streetscapes: South End - St. Paul Street, Pine Street, & Lakeside Development," by Caitlin Meives. Learn more at: <http://www.uvm.edu/~hp206/2006/Meives/lakeside1.html>



By the 1950s, the South End was still hard at work but many of its buildings had shifted to new owners and businesses, while new buildings and businesses had become part of the landscape. The Vermont Structural Steel Corporation was at the peak of its success, employing 150 people from its Flynn Street location. On Lakeside Avenue, parts of the old Queen City Mill buildings had been retooled four times over—first as a storehouse for E.B. & A.C. Whiting company, then for government production of wartime materials, then for Bell Aircraft, and then to produce weapons systems for General Electric. Also on Lakeside Avenue, Blodgett Oven produced commercial ovens from their still-relatively-new factory.

Blodgett Oven circa 1948, shortly after construction of their South End factory. Like many manufacturing buildings in the South End, it will soon see reuse.



Photo: UVM's Center for Digital Initiatives

Pine Street, looking northwest, circa 1953. The coal gasification plant is the round building on the left side of the Pine Street and the E.B. and A.C. Whiting brush complex can be seen on the right.



From Mills & Factories—
From Cereal to Can
Openers: Historic
Industries along Pine
Street, by Karyn
Norwood. Learn more
at: <http://www.uvm.edu/~hp206/2013/pages/norwood/index.htm>

Vermont Structural Steel brochure.

FABRICATE AND ERECT STEEL

WE FABRICATE STEEL FOR BRIDGES OF ALL TYPES
WE ALSO REPAIR AND MAKE ALTERATIONS TO OLD BRIDGES

We fabricate steel for bridges of all types. We are familiar with State Highway Standards and are in a position to order tons in supplying structural steel, reinforcing steel and miscellaneous bridge fittings. We also repair and make alterations to old bridges.

BRIDGE RAILINGS

Our light iron shop is well adapted for the ornamental steel and iron work for bridge railings to meet any specifications, and our engineers will submit designs and estimates upon request.

WE ERECT WITH OUR OWN FORCE AND OFFER PROMPT SERVICE ANYWHERE

Our Skutumpah Steel Erectors are experienced riggers with special knowledge of structural framing. This knowledge in addition to modern equipment causes you of speedy and economical erection, according to the need and professional specifications of the industry. We erect steel for buildings, bridges and other.

SPECIAL PLATE AND HEAVY SHEET METAL WORK

WE SPECIALIZE IN ORNAMENTAL IRON WORK

From Mills & Factories—
Flynn Avenue Factories:
From Film to Chocolate,
by Frances Gubler. Learn
more at: <http://www.uvm.edu/~hp206/2013/pages/gubler/index.html>

Want to learn more about the South End's history?

There are great resources out there! Here are a few that this section draws from:

- Through **University of Vermont's Historic Preservation Program**, graduate students led by Professor Thomas Visser have researched Burlington's history and posted their findings to the web. Resources created through this program with particular relevance to the South End include:
 - > **Mills & Factories: Manufacturing Heritage Sites in Burlington and Winooski, Vermont**, available at: <http://www.uvm.edu/~hp206/2013/index.html>
 - > **Flynn Avenue Factories: From Film to Chocolate**, by Frances Gubler. <http://www.uvm.edu/~hp206/2013/pages/gubler/index.html>
 - > **From Cereal to Can Openers: Historic Industries along Pine Street**, by Karyn Norwood. <http://www.uvm.edu/~hp206/2013/pages/norwood/index.htm>
 - > **Lakeside Avenue Manufacturing**, by Kyle Obenauer. <http://www.uvm.edu/~hp206/2013/pages/obenauer/index.html>
 - > **Depression Era Streetscapes - Burlington, Vermont: South of Pearl Street and Colchester Avenue**, available at: <http://www.uvm.edu/~hp206/2006/>
 - > **South End - St. Paul Street, Pine Street, & Lakeside Development**, by Caitlin Meives. <http://www.uvm.edu/~hp206/2006/Meives/bigmap.html>
- Other resources:
 - > **Sustainable Communities: Creating a durable local economy**, by Rhonda Phillips, Bruce F. Seifer, and Ed Antczak.
 - > **Architectural Historian Britta Tonn**, who helped lead the planBTV South End Guided Photography Tour, an exploration of the South End's rich industrial heritage.
 - > **University of Vermont's Center for Digital Initiatives**, available at: <http://cdi.uvm.edu/collections/index.xql>
 - > **The Landscape Change Program**, at <http://www.uvm.edu/landscape>.

But by the 1970s, the economy had changed again. Many of the South End's early 20th century buildings, along with newer one-story industrial and commercial structures along Pine Street, stood vacant as businesses in search of industrial space left for the suburbs, other regions, or other countries, where goods could be manufactured at lower cost.

Over the next several decades, the slow work of rebuilding the South End as a bustling economic hub would roll forward. The rise of the "New Economy," featuring growth in industries like technology, art and design, and small-scale artisanal and food manufacturing, would draw new businesses to the South End's commercial and industrial buildings.

With hard work and leadership from the Community & Economic Development Office (CEDO), the South End Arts and Business Asso-

ciation (SEABA) and countless entrepreneurs, makers, and artists, South End spaces would fill once again.

Today, the South End's buildings are being retooled to accommodate a new generation of businesses, and vacant space is increasingly hard to find. The old Queen City Cotton Mill houses the Innovation Center of Vermont, a "green" building that provides office space for a dozen businesses and non-profit organizations. Occupants of the Whiting Brush complex now include a coffee shop, SEABA headquarters, an arts event space / bar / restaurant, and dozens of artists' studios and workshops. Employees of Dealer.com enjoy a creatively re-used building as they make websites for clients around the country. And residential neighborhoods continue to thrive. As the world changes, the South End keeps evolving with it.

Modest one-story post-war buildings along Pine Street have been adapted for use by doggie daycare providers, frozen yogurt makers, tortilla purveyors, a commercial kitchen/café, and more.



Other buildings continue to be used for traditional light industrial activities.



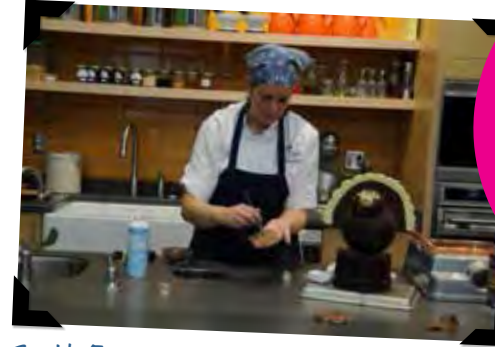
Today, the South End is a place where people **WORK AND CREATE.**



Burlington-born Dealer.com is the South End's biggest employer, keeping 800 workers busy. Thousands of other jobs are provided by businesses big and small. In total, the South End's 472 businesses employ 6,300 people.



The Filing Cabinet Sculpture



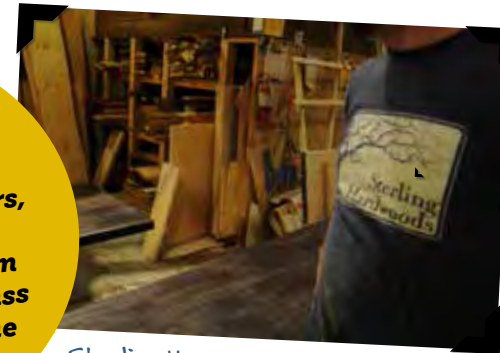
South End Kitchen

The planBTV South End Crawl invited community members to explore places of production, art and innovation across the neighborhood.



Businesses at 180 Flynn Ave.
Photo by Lee Krohn

From snowboards to sculptures, from coffee to can openers, from websites to woodworking, from green energy to glass blowing...that's the South End.



Sterling Hardwoods



Burton Snowboards

The South End is a place where people **LIVE.**

6,400 people live in the South End, from the Five Sisters neighborhood, to the Lakeside neighborhood, to Red Rocks, and beyond.



The South End is a place where people **EAT, DRINK, SHOP, GET FIT, AND COME TOGETHER.**



Speeder & Earl's Coffee



Citizens Cider



Vintage Inspired.
Photo by Lee Krohn



REV indoor cycling studio.
Photo by Lee Krohn



Conant Metal & Light



South End Art Hop

The South End is a place where people
WALK, BIKE, SWIM, AND PLAY.



The lakefront



City streets



Parks



The Island Line Trail



The beach

The South End is a
PLACE OF INFRASTRUCTURE.



Waste water treatment facility



The railyard

What's next for
the South End



Getting to know you... **BETTER.**

What's happening in the South End today?

planBTV South End began with an exploration of existing conditions that captured the lay-of-land related to:

- Land use
- Transportation
- Stormwater
- Brownfields
- Market conditions

Findings are documented in two reports: **The Burlington South End Market Study** (prepared by HR&A) and the **planBTV South End Phase 1 Existing Conditions Report** (prepared by VHB). These studies provided an important foundation for development of planBTV South End. Read highlights from these assessments—and additional info on transportation conditions—in the pages that follow...or read the full reports at www.planbtvsouthend.com.



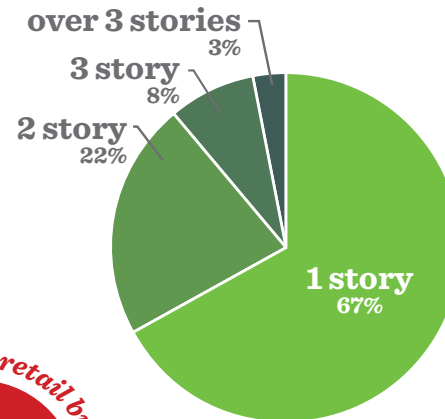
The planBTV South End Focus Area (the Enterprise Zone):

...includes

225 acres

2.6 million GSF
of built space

...is low density; 2/3 of buildings are 1-story tall



...is home to an eclectic mix of uses, including:



What is the Enterprise Zone?

Burlington's zoning code sets the rules for what kinds of development and what kinds of building uses are allowed where. For many years, the core of the South End—including much of Pine Street—has been part of the "Enterprise—Light Manufacturing Zone," often called the Enterprise Zone. This zoning district is intended for industrial and commercial uses. No housing is permitted within this zoning district, although adjacent residential areas contribute to its vitality, and several houses (e.g., along Batchelder Street and off Pine Street) have been "grandfathered in"—meaning they were around before the zoning district was established and owners can continue living there. Here's what Burlington's zoning code says about the purpose of the Enterprise Zone:

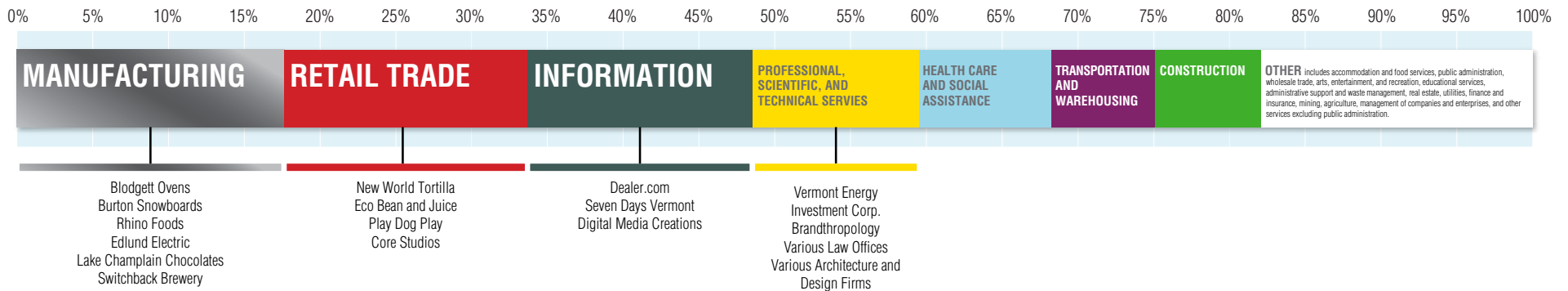
The Light Manufacturing (E-LM) district is the primary commercial/industrial center of Burlington, and is intended primarily to accommodate enterprises engaged in the manufacturing, processing, distribution, creating, repairing, renovating, painting, cleaning, or assembling of goods, merchandise, or equipment without potential conflicts from interspersed residential uses. Other accessory commercial uses are allowed to support a wide range of services and employment opportunities. This district is intended to ensure that sufficient land area is appropriately designated within the city to provide an adequate and diversified economic base that will facilitate high-density job creation and retention. This district is primarily intended to provide for industrial uses suitable for location in areas of proximity to residential development. Development is intended to respect interspersed historic industrial buildings, and reflect the industrial aesthetic of the district's past. Parking is intended to be hidden within, behind, or to the side of structures.

The South End is an important employment center for Burlington

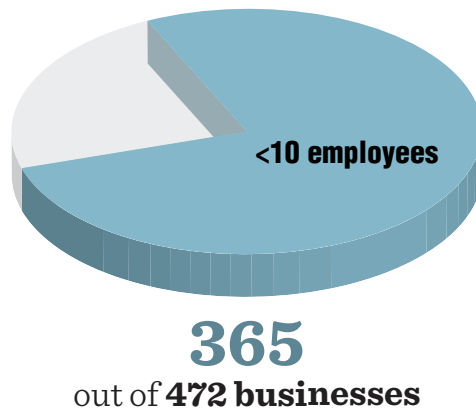
Home to **472 businesses** employing **6,300 people**

Almost half of jobs are in manufacturing, retail trade, & information

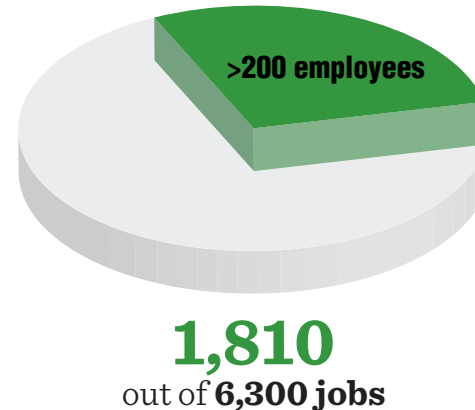
JOBS BY INDUSTRY SECTOR, 2014



Over **3/4** of businesses employ fewer than 10 people



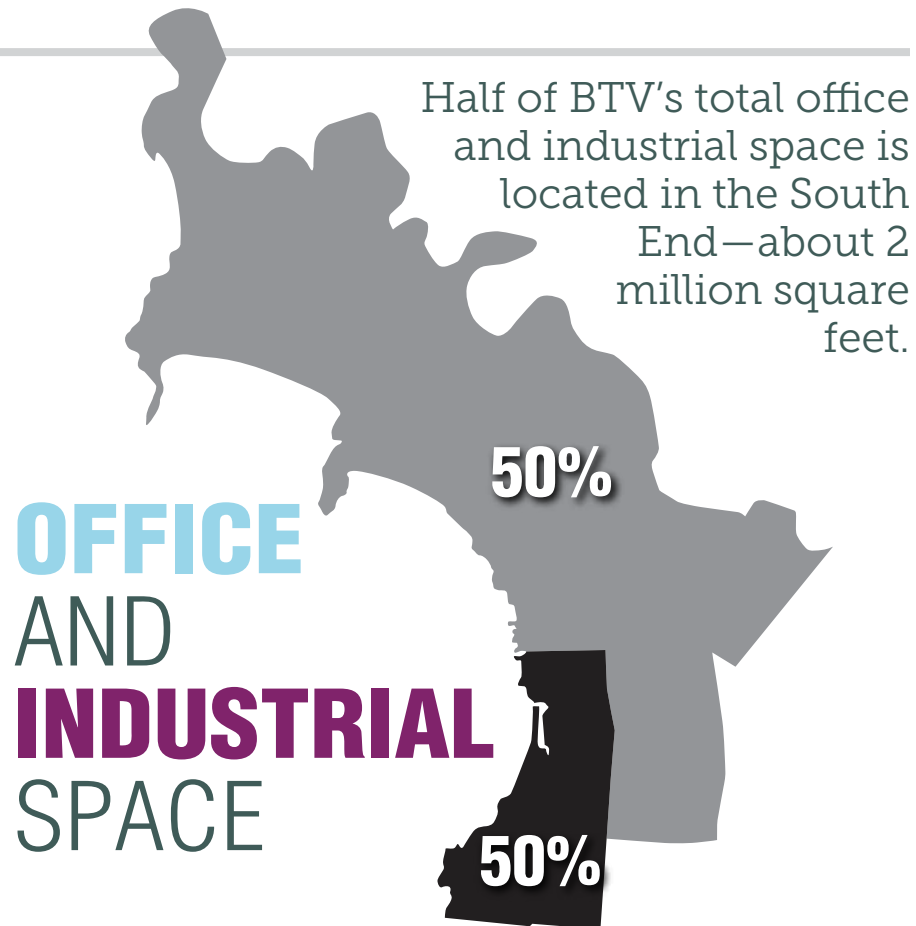
...but the **5 largest employers** provide more than **25%** of all jobs



Countywide, “New Economy” sectors grew 8%

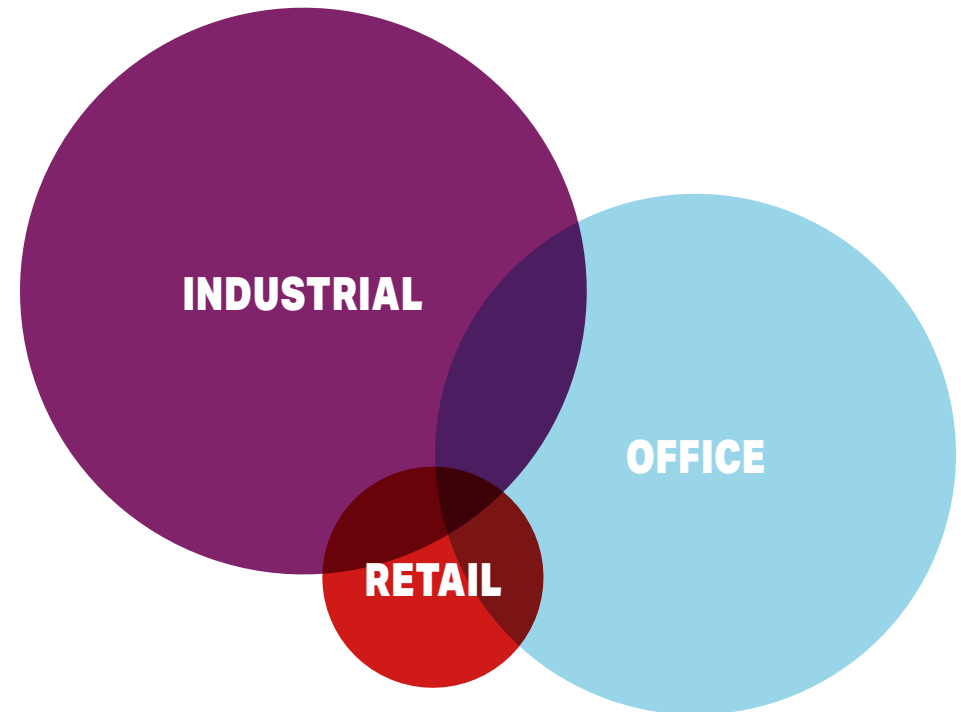
“New Economy” refers to industries like technology, arts & design, small-scale artisanal manufacturing, and food production.

The South End is an attractive location for companies seeking industrial and office space.



SOURCE: BURLINGTON SOUTH END MARKET STUDY, BY HR&A

Increasingly, South End buildings and businesses include a mix of industrial, office, and/or retail space.



Trends:

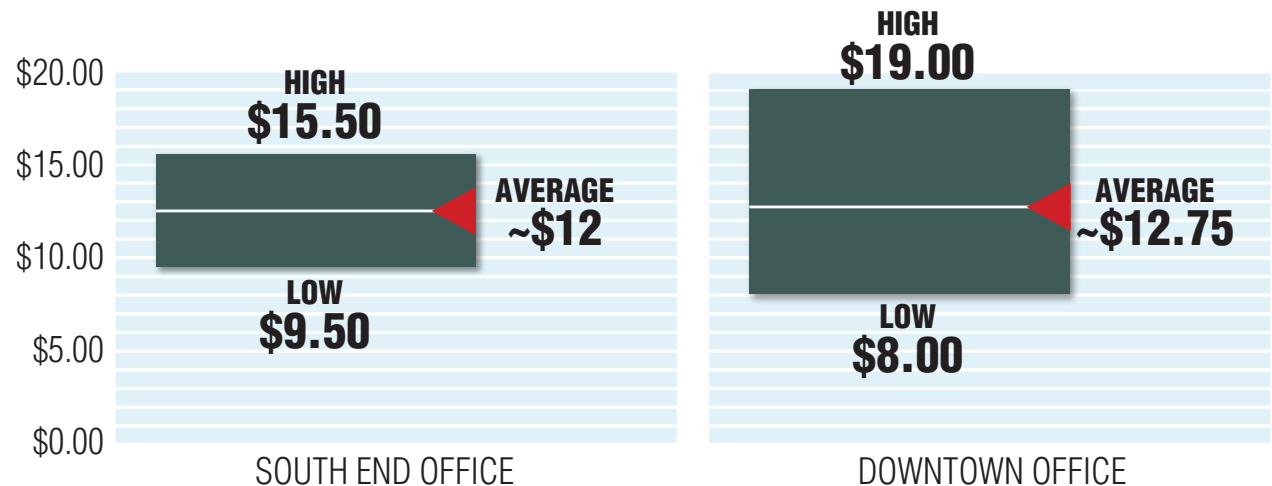
- Many old industrial buildings now house businesses that combine industrial AND consumer-facing operations (e.g., breweries with tap rooms, prototype facilities that offer public tours, some artist studios/galleries)
- Other old industrial buildings are attracting new businesses that require office, research and “maker” type space.

SOURCE: BURLINGTON SOUTH END MARKET STUDY, BY HR&A

Over time, the South End has become a more attractive place for businesses seeking office space and a less attractive place for businesses seeking traditional industrial space. As a result of rising rents caused by market demand, the South End is becoming increasingly unaffordable for traditional commercial-industrial business and small start-ups.

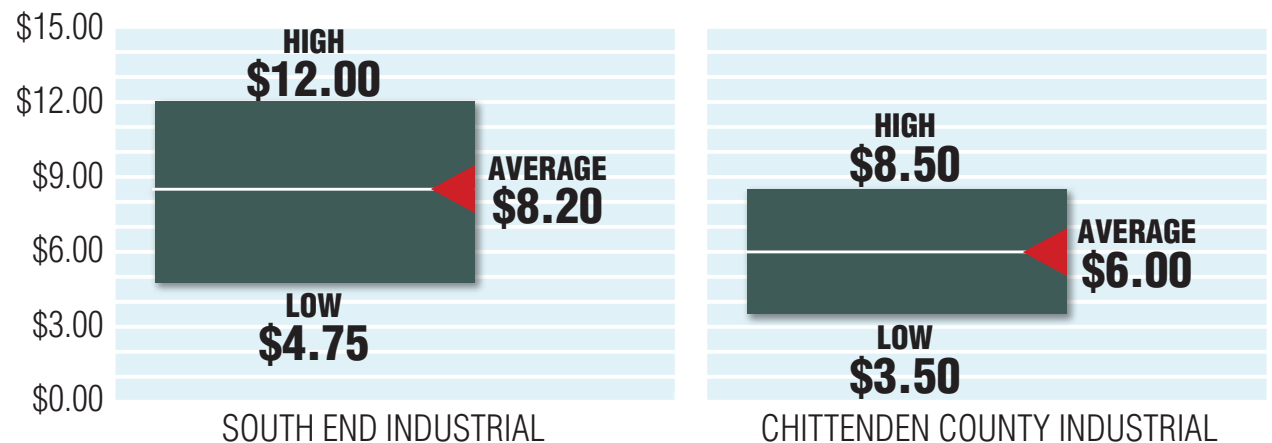
Average **office rents** in the South End are generally comparable to downtown.

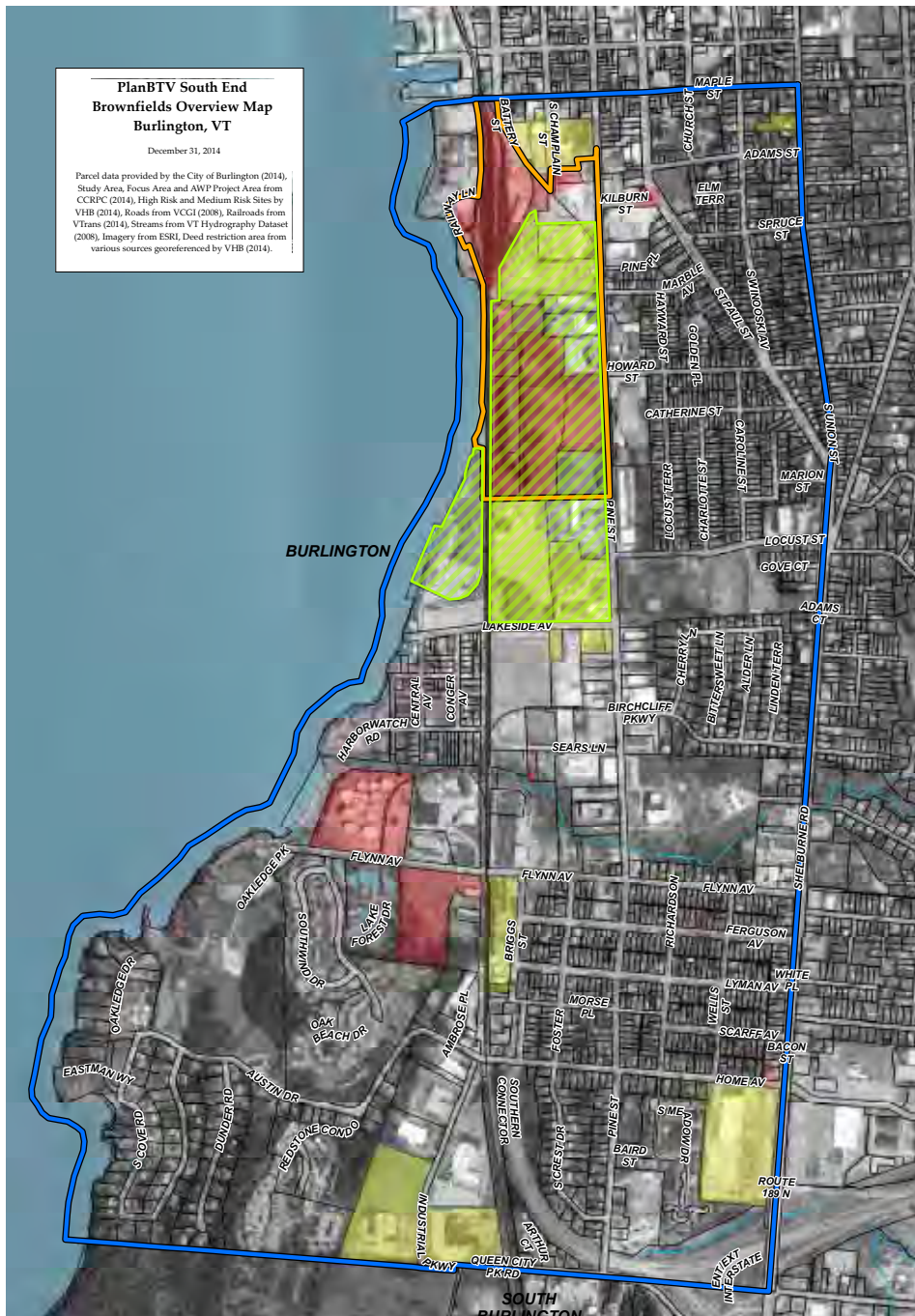
SOURCE: BURLINGTON SOUTH END MARKET STUDY, BY HR&A



Average **industrial rents** in the South End are higher than elsewhere in Chittenden County. This reflects the appeal of the South End to businesses that combine industrial with consumer-facing operations—and are therefore willing to pay higher rents for industrial space.

SOURCE: BURLINGTON SOUTH END MARKET STUDY, BY HR&A





As a neighborhood that has seen many decades of industrial activity, the South End has a number of brownfields sites.

Brownfields are properties where future use may be impacted by real or perceived environmental contamination.

LEGEND

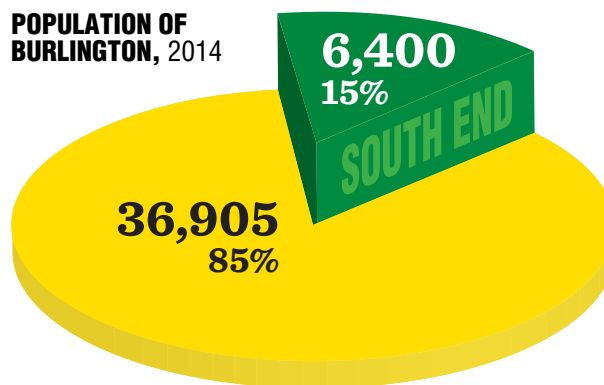
- planBTV South End Study Area
- AWP (Area-Wide Planning) Project Area*
- Barge Canal Deed Restriction Area
- High Risk Sites
Those sites where there is a documented presence or likely presence of any hazardous substance or petroleum product which poses a threat of a future release to the environment. This risk category includes sites with on-going investigations, sites with data gaps identified by consultants VHB, and sites with regulatory restrictions on land use or on-site activities.
- Medium Risk Sites
Those sites where a past release of hazardous substances or petroleum products has occurred, but the release and resulting contamination has been addressed to the satisfaction of the applicable regulatory authority. This risk category includes sites where hazardous substances have been allowed to remain in-place and may be subject to the implementation of required controls, such as deed restrictions, land use restrictions, activity use restrictions, or engineering controls.
- Parcel Boundary
- River/Stream
- + Railroad Tracks
- Waterbody

*Brownfields Area-Wide Planning is an EPA grant program which provides funding to conduct research, technical assistance and/or training that will result in an area-wide plan and implementation strategy for key brownfield sites, which will help inform the assessment, cleanup and reuse of brownfields properties and promote area-wide revitalization. Burlington's AWP funds are supporting the PlanBTV South efforts overall, and work in the area's brownfield specifically.

SOURCE: PLANBTV SOUTH END PHASE 1 EXISTING CONDITIONS REPORT, BY VHB

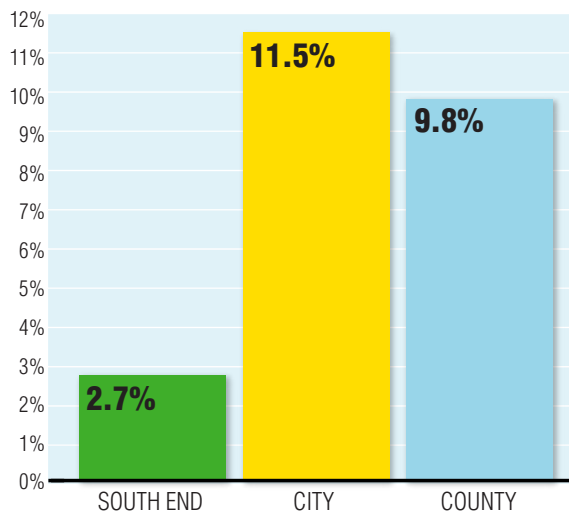
The South End is a desirable neighborhood to live in and near.

POPULATION OF BURLINGTON, 2014



While the South End experienced slower overall population growth than either the city or county since 2000...

POPULATION CHANGE, 2000–2014

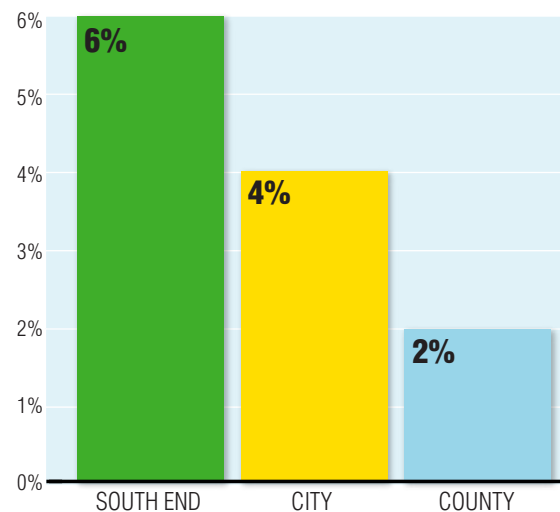


Factors include:

- Enterprise District prohibits residential uses
- Existing residential areas are largely built-out

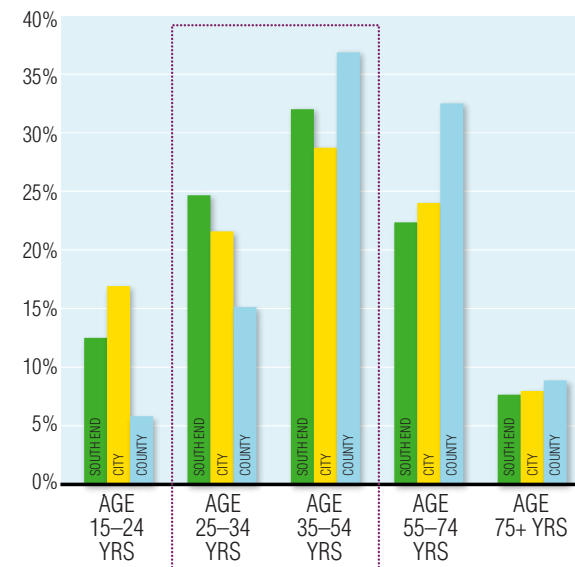
...it has seen a faster rate of growth among young professional households recently...

% CHANGE IN YOUNG (AGE 25–34) HOUSEHOLDS, 2010–2014



...and today has a larger share of young professionals and families.

DISTRIBUTION OF HOUSEHOLDS BY AGE OF HOUSEHOLDER, 2014



SOURCE FOR ALL DATA: BURLINGTON SOUTH END MARKET STUDY, BY HR&A

There is considerable unmet demand for housing citywide —and a resulting affordability crisis.

SYMPTOMS

- Burlington's lack of housing supply in the face of considerable demand is driving up the cost of available housing.
- New housing that has been developed has largely been condominiums and townhomes at high price points, or subsidized affordable rental housing. Very little has been developed for households "in the middle" that do not meet income requirements for subsidized units but still cannot afford housing at higher price points.
- This lack of available housing is negatively impacting the city's ability to attract young professionals and companies seeking to hire young professionals, and is therefore compromising efforts to promote economic development.
- It's also creating traffic and parking demand impacts in areas like the South End, where jobs are being created but people have to drive to get to them.

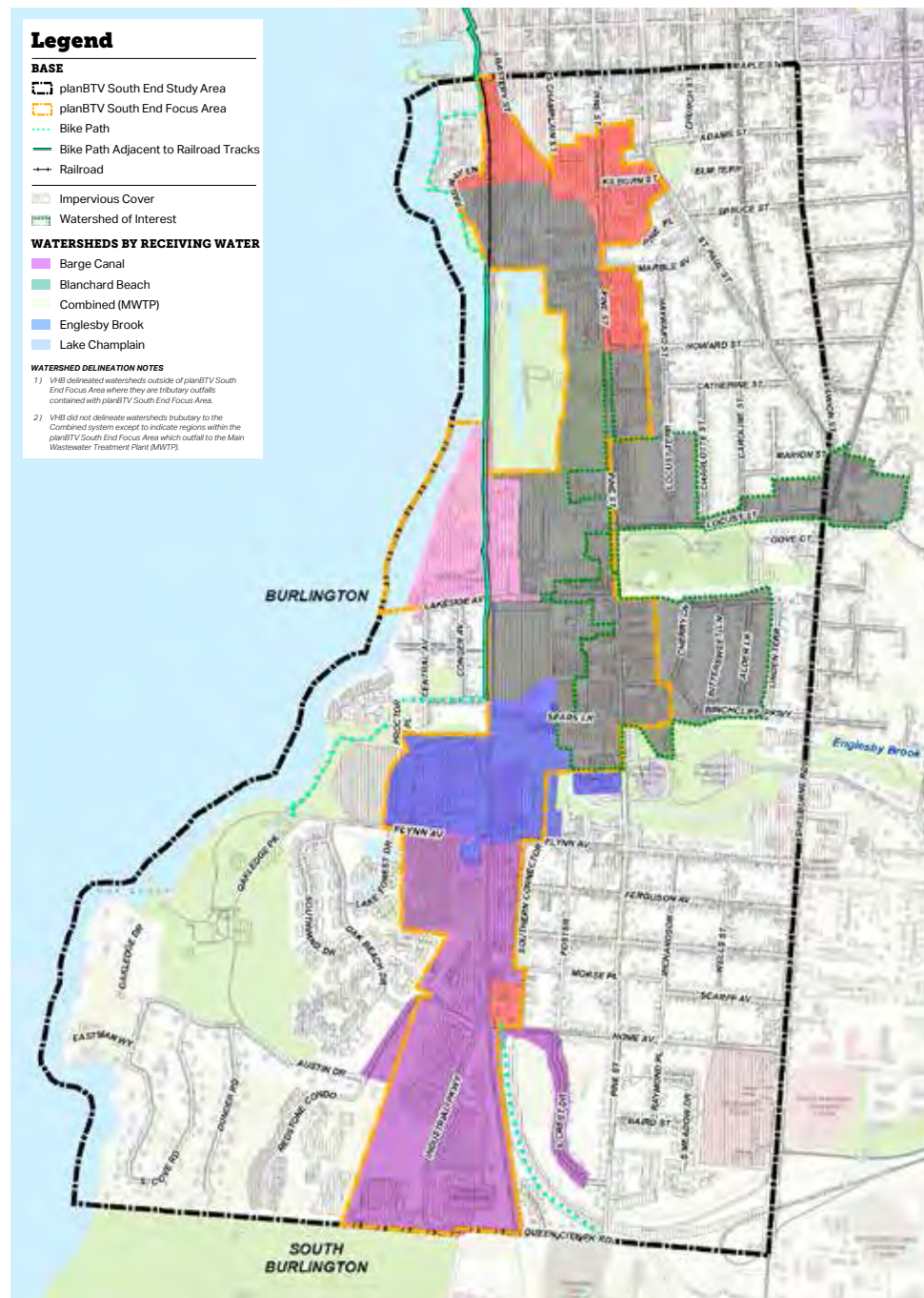
CAUSES

- There are relatively few suitable locations available to build new multifamily housing in the city.
- High fees and parking requirements, a lengthy and uncertain permitting process, affordable housing requirements and other development policies impose a suite of additional costs on new construction.

CURES

- Aligning market opportunities with specific neighborhoods and development sites.
- Addressing regulatory constraints and improving the use of existing tools to incentivize private investment.
- Linking the creation of new housing to broader economic development goals of job creation and innovation.

Countywide, **multifamily housing vacancy rates declined from 2.1% in 2009 to 0.9% in 2014.** Housing production has not met the need, and most new housing that has been built is located outside the city of Burlington.



SOURCE: CITY OF BURLINGTON

Impervious surfaces directly impact stormwater, water quality, and climate resilience.

A 1" storm event can generate **up to 27,000 gallons of stormwater runoff** per acre of impervious surface (like parking lots, drives, and roofs).

SOURCE: NYC DEP

Fifty-seven percent of the South End watershed area studied in the VHB Phase I Existing Conditions Report is covered by impervious surfaces.

That means that **up to 5 million gallons of stormwater runoff** has to be dealt with in these watersheds after a 1" storm—that's a lot of water!

A more climate-resilient Burlington will need to find creative ways to address issues like stormwater runoff and water quality. The South End is a great place to model green infrastructure and other proven approaches.

Impervious Cover Summary

WATERSHEDS	TOTAL AREA (ACRES)	IMPERVIOUS AREA (ACRES)	PERCENT IMPERVIOUS
Barge Canal	148.2	81.7	55%
Blanchard Beach	84.7	40.8	48%
Combined	30.7	25.9	84%
Englesby Brook	37.4	21.9	58%
Lake Champlain	22.5	13.6	60%
Grand Total	323.6	183.7	57%

Stormwater issues affecting the Focus Area are related to runoff quantity, runoff quality, or both.

PRIMARY STORMWATER ISSUE

TYPICAL STORMWATER MANAGEMENT MEASURES TO ADDRESS GOAL

Water Quality Treatment

Flow through practices like sand filters; bioretention or tree system filters with unrestricted underdrain; permeable pavements with unrestricted underdrain; downspout disconnection to vegetated area

Runoff Reduction

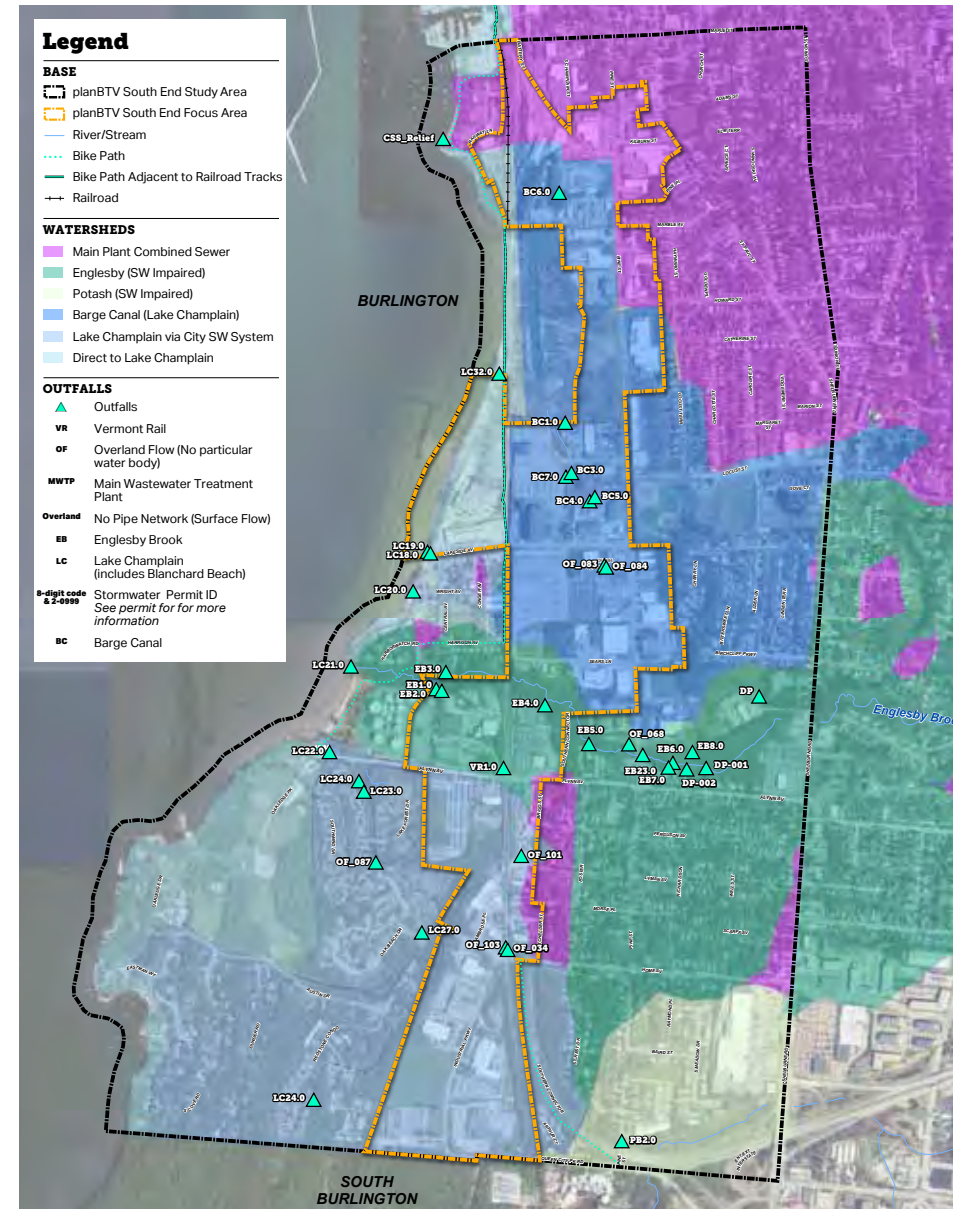
Infiltration type practices including subsurface infiltration, bioretention, tree system filters or permeable pavements without underdrain, increasing urban tree canopy coverage over impervious surface, residential downspout disconnection, removal of impervious surface, stormwater capture for reuse; green roofs

Peak Rate Control

Any of the runoff reduction methods, as well as, subsurface storage in tanks or pipes with slow release; bioretention or permeable pavement systems with restricted underdrain; green roofs or blue roofs.

SOURCE: PLANBTV SOUTH END PHASE 1 EXISTING CONDITIONS REPORT, BY VHB

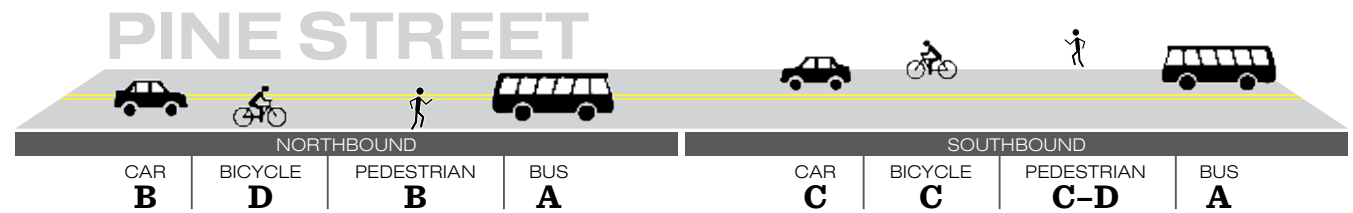
Watersheds by receiving water



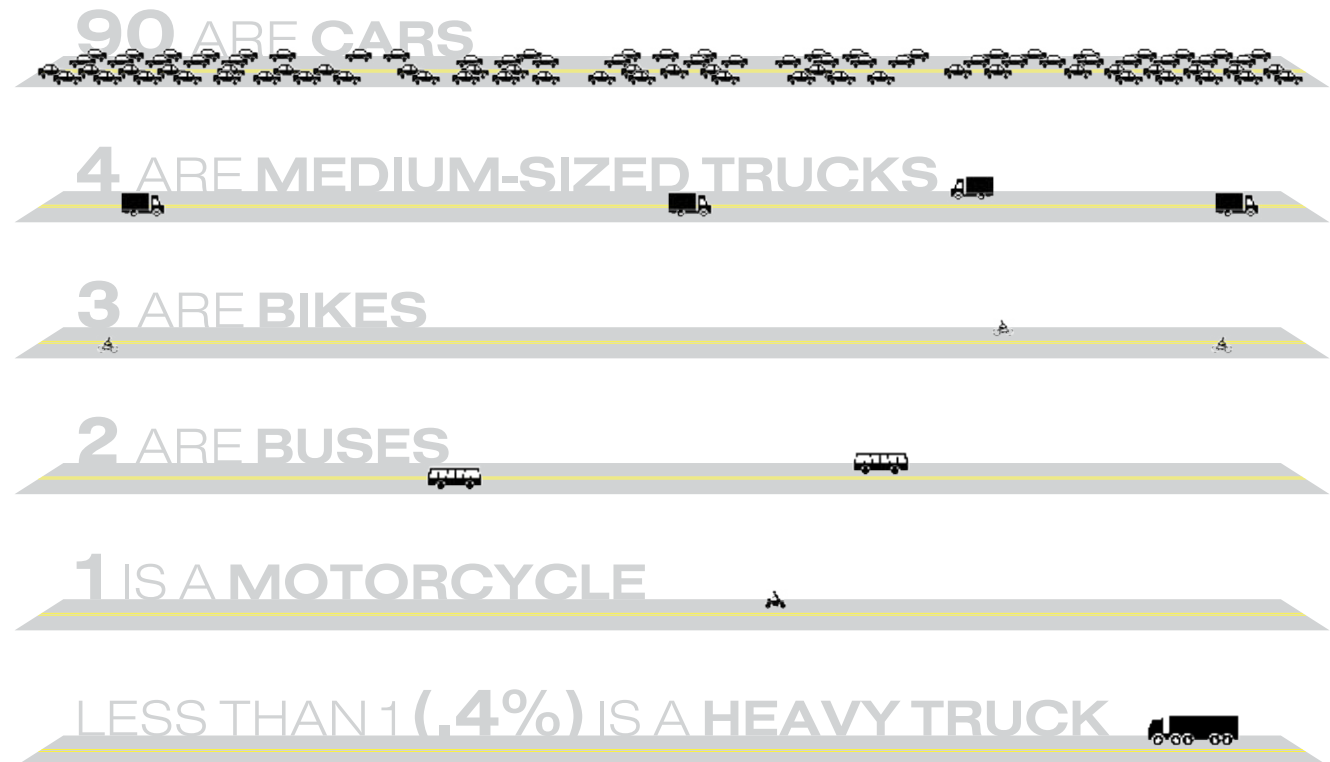
For an urban arterial, Pine Street performs relatively well in moving traffic across modes.

The planBTV assessment graded travel along Pine Street during the morning and evening rush hours from level of service "A" to "F". The target vehicular level of service for vibrant urban areas like the South End is a "C" or "D," which indicates an efficient use of the system with speeds appropriate for a bicycle- and pedestrian-friendly environment.

SOURCE: PLANBTV SOUTH END PHASE 1 EXISTING CONDITIONS REPORT, BY VHB



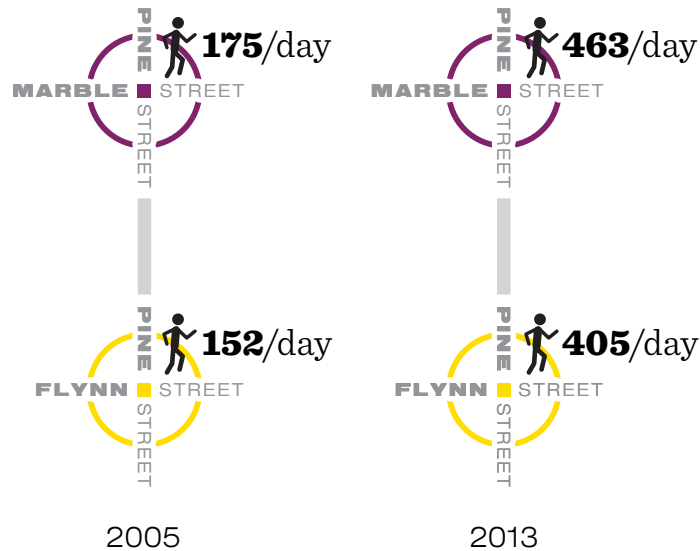
Out of 100 vehicles on Pine Street near Kilburn...



SOURCE: CCRPC AND DUBOIS & KING (2014)

More people are walking on Pine Street: while the number of pedestrians has more than doubled in the past 8 years...

(counts taken at intersections of Pine & Flynn and Pine & Marble)



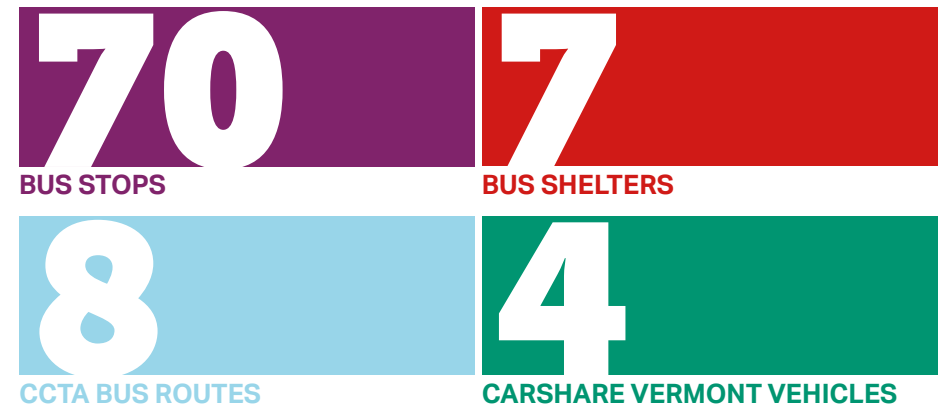
SOURCE: CITY OF BURLINGTON, DUBOIS & KING

...the number of crashes along Pine Street involving injuries to pedestrians or bicyclists has also increased.

SOURCE: CITY OF BURLINGTON, DUBOIS & KING



The South End is served by...



The busiest bus route is **Route #6: Shelburne Road**, with **982 riders/average weekday** in 2013 (across the whole route).

SOURCE: PLANBTV SOUTH END PHASE 1 EXISTING CONDITIONS REPORT, BY VHB

The planBTV Focus Area has:

Off-street parking spaces are privately-owned and dedicated to a specific property or land use; none are "public" parking.



SOURCE: PLANBTV SOUTH END PHASE 1 EXISTING CONDITIONS REPORT, BY VHB

WHAT'S IMPORTANT?

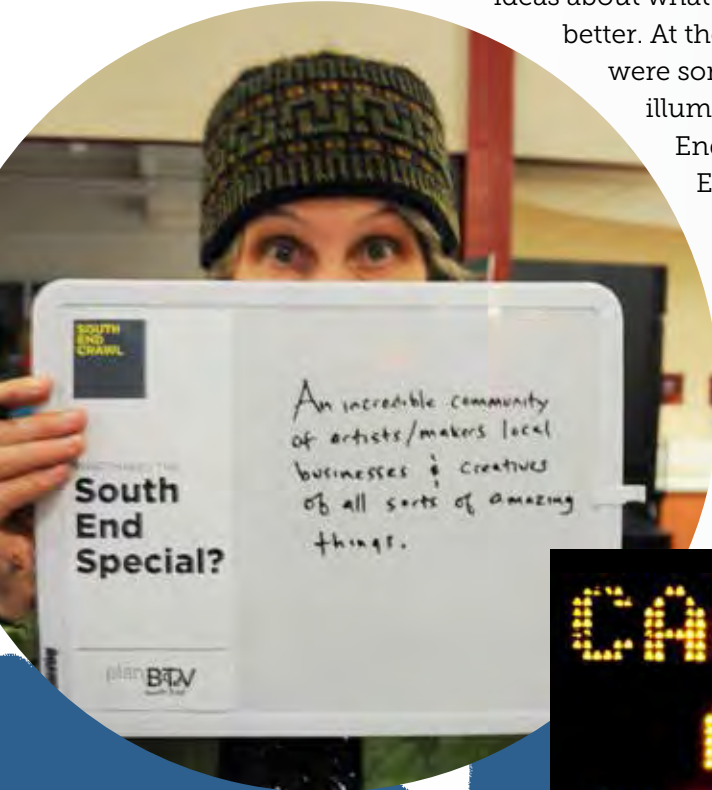
South Enders Speak!

Good plans are rooted in the voices and aspirations of the community they serve. Over the course of planBTV South End, hundreds of community members shared their hopes and fears for the South End, their values and priorities, their sense of what about their neighborhood should be preserved, and their ideas about what could be changed for the better. At the core of these comments were some common themes,

illuminating what South Enders want planBTV South End to accomplish and providing a framework for development of this plan. These themes became the guiding principles for planBTV South End.

Principles for PlanBTV South End

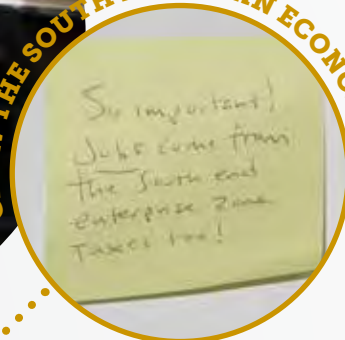
- **Preserve what's unique and authentic about the South End. Enable funky, fun, and creative places to flourish and grow within the South End.**
- **Reinforce and grow the South End as a center for innovative businesses and institutions, and as an important part of the Burlington economy.**
- **Improve access to the Lake, parks, and the bike path.**
- **Improve conditions related to traffic, bike safety, and the walking environment—especially along Pine Street.**
- **Preserve and expand affordable studio AND maker space within the South End.**
- **Enable underutilized places (e.g., the Barge Canal site) to be repurposed in ways that add to the uniqueness and vitality of the South End.**



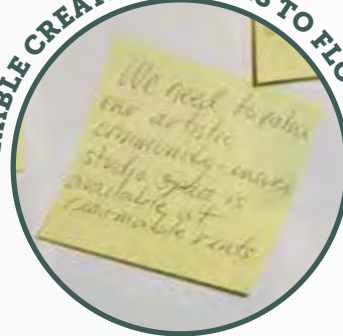
PRESERVE WHAT'S UNIQUE



GROW THE SOUTH END AS AN ECONOMIC HUB



ENABLE CREATIVE PLACES TO FLOURISH



IMPROVE ACCESS TO THE LAKE, PARKS, AND BIKE PATH



IMPROVE BIKING, WALKING & TRAFFIC CONDITIONS



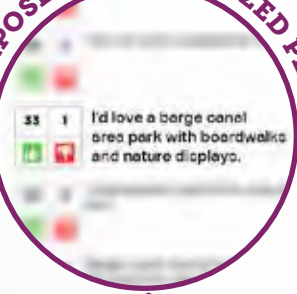
Comment from South End Crawl

Comment from the Community Workshop

Comment from the Community Workshop

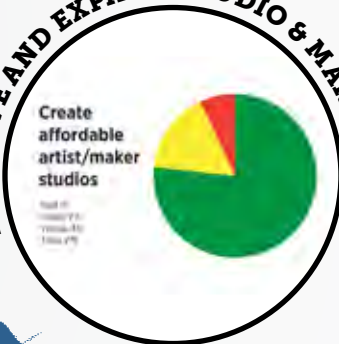
Community comment from ArtHop, as drawn by local artist Matt Heywood

REPURPOSE UNDERUTILIZED PLACES



Comment from the online webtool

PRESERVE AND EXPAND STUDIO & MAKER SPACE



Results of local artist Amey Radcliff's "Red Light, Green Light, Yellow Light" outreach project, gauging community sentiment on a broad range of topics. Red means stop, green means go, and yellow means yield—exercise caution.

[illegible]

What about their neighborhood makes South Enders smile? Art, food, people, the Lake, businesses, shops, and a whole lot more. South Enders spoke enthusiastically about what makes this neighborhood great.

What
about the
South End
**would you
change?**



What about their neighborhood would South Enders like to see change? Pine Street, biking conditions, traffic, sidewalks, streets, parking, and a more pedestrian friendly environment are the top themes. In short, South Enders would like their neighborhood to be easier to get around.

Lessons learned from other places/ Key things for the South End

The *Burlington South End Market Study* prepared by HR&A during Phase 1 of planBTV South End included a series of case studies, highlighting experiences from cities and neighborhoods across the country facing challenges similar to the South End. Here you'll find a snapshot of key examples and lessons learned. For the full report, see www.planbtvsouthend.com



SIZE

880 acres

NUMBER OF SUBZONES

6

TYPES OF USES (EXISTING AND PLANNED)

Heavy manufacturing, light manufacturing, warehousing, office, residential, community/civic

Milwaukee's 30th Street Industrial Corridor: Balancing Uses Across a Former Industrial Corridor

The 30th Street Industrial Corridor is one of Milwaukee's primary industrial areas. However, in recent years many large-scale manufacturers and other companies have ceased operations in the corridor. The city used a comprehensive public planning process to create a plan for revitalization in the corridor. As a result of this exercise, the city is taking a "subzone approach" and allowing new residential, retail, and other commercial development at key location, while preserving some areas for industrial uses.

RESULTS

- A vision and plan for the corridor's future, with distinct "subzones" that will facilitate development of a variety of context-appropriate uses.
- Initial development of Century City, a 50 acre business park.

LESSONS LEARNED

- **Planning by subarea.** The City of Milwaukee has sought to balance residential with commercial uses along the length of its 30th Street Industrial Corridor. The city is treating the corridor as six distinct "subzones." Each subzone has a specific purpose and redevelopment goal. For example, a "Small Business Development Zone" will focus on adaptive reuse of structures for multitenant industrial or flex use; a "Community Facility / Residential Zone" will embrace proximity to existing residential neighborhoods, and will be rezoned from industrial to residential and community uses to mitigate land use conflicts; and an "Anchor Business Retention Zone" seeks to preserve a high-quality business center, home to successful large businesses, including Miller-Coors and Harley Davidson.

- **Leveraging publicly owned property.** Cities and nonprofits designated by cities can offer public land at low cost to owners willing to guarantee affordable rents to potential tenants. In June 2014, the City of Milwaukee sold two parcels in the 30th Street Industrial Corridor at a below-market price to a for-profit developer that plans to leverage the low cost basis of the land (along with low-cost financing from the city) to offer industrial space at affordable rents. The City also solicited development offers for the former Esser Point factory, located within a designated "Community Facility / Residential Zone," on which the city envisions new residential development.



Burlington could pursue a subarea approach in the South End, identifying which land uses are appropriate to which area based on local context. See page 60 of this document.



Department of Planning & Zoning; Community & Economic Development Office



Burlington could leverage public land in the South End, including the conversion or redevelopment of city-owned property, to support target sectors.



Department of Planning & Zoning; Community & Economic Development Office

**SIZE**

300 acres, 4 million square feet of industrial and office uses in 45 buildings

NUMBER OF BUSINESSES

330 business with 1,100 employees

TYPES OF BUSINESSES

Artisanal/niche manufacturing, traditional manufacturing, marine manufacturing, entertainment production, contractors, standard

Brooklyn Navy Yard:

Non-profit Led Development Preserves Affordable Commercial Spaces

The Brooklyn Navy Yard has a long history as an employment center in New York. Following the decline of maritime industry, the area maintained its employment base through public and nonprofit investment in buildings and infrastructure, provision of spaces for a range of companies, and nonprofit leadership. The Navy Yard is administered by the Brooklyn Navy Yard Development Corporation (BNYDC), which is responsible for building development and improvement, tenant attraction and retention, and overall management of the Navy Yard. The City of New York supports BNYDC by investing in area infrastructure. The city also owns much of the property in the Navy Yard, which BNYDC manages.

RESULTS

- 1% vacancy across all properties
- In 2011, the Navy Yard was responsible for generating:
 - 10,350 jobs (direct and indirect)
 - Nearly \$2 billion in economic output (gross regional product)
 - \$139 million in business and individual income taxes to New York City

LESSONS LEARNED

- **Public financing and incentives.** Cities, nonprofits, and development corporations have used an array of financial incentives to facilitate property development and business attraction/retention in otherwise challenging markets (or those beginning to face challenges). Brooklyn Navy Yard Development Corporation (BNYDC), in partnership with private developers, has

used historic tax credits, green job creation tax credits, federal grants from the US Economic Development Administration, and targeted financial assistance from city and state funding sources to invest in new buildings and renovate older ones. Burlington should assess the incentives and public financing mechanisms it and partner organizations and agencies have available for developers and to businesses.



The city should also continue to work with Greater Burlington Industrial Corporation (GBIC) and the Vermont Economic Development Authority to direct investments and incentives to the South End.



Department of Planning & Zoning; Community & Economic Development Office

**SIZE**

15 PMD's total; 3 Near North Side PMD's have 441 acres combined

NUMBER OF BUSINESSES

827 businesses with 7,408 employees

TYPES OF BUSINESSES

Heavy manufacturing, light manufacturing, warehousing, food production and research, digital and high tech manufacturing, retail, professional services.

Chicago Near North Side PMD's:

Protecting Industrial Uses from Residential Encroachment

Declining manufacturing and increasing demand for housing led Chicago to create the first Planned Manufacturing District's (PMD's) in the late 1980s and early 1990s, protecting industrial corridors from residential encroachment through zoning restrictions. Accompanying Tax Increment Financing districts provide financial support to businesses and developers.

RESULTS

- Growth from 1991-2014:
 - Businesses: 169% gain, increasing from 308 to 827
 - Employees: 23% gain, increasing from 6,014 to 7,408

- Growth in retail & service sectors; decline in manufacturing.
- "New economy" businesses at Wrigley Innovation Center

LESSONS LEARNED

- **Flexible zoning regulations.** Chicago's planned manufacturing districts (PMD's) on the Near North Side demonstrate that while zoning may hold off residential development, it cannot change underlying market dynamics. Since inception of the PMD's in the late 1980s and early 1990s, manufacturing has declined as a share of all industries located within these districts.



Burlington should ensure that future land use planning accounts for the changes in market conditions, at the risk of industrial users decamping for more competitive sites elsewhere and leaving behind vacant land due to restrictions on market-viable land uses.



Department of Planning & Zoning; Community & Economic Development Office



OPENED
2007

DEVELOPMENT COST
\$3.9 million

PROGRAM
3,000 SF Artist work/sell studios
8,250 SF Office
3,000 SF Retail
5,000 SF Event Space
17,000 Institutional (American College of the Building Arts)

ZONING
"Planned Development District": Planned development districts are reviewed on a case-by-case basis to determine compatibility and appropriateness of land uses

DEVELOPER
The Noisette Company

FINANCING
First Citizens Bank (traditional debt financing)
Federal historic tax credits
Typical Lease Terms
Artist Studios: \$350-\$675 per month, one-year lease
Loft Offices: \$14-\$15 psf full service gross, three-year leases

10 Storehouse Row

North Charleston, SC

Low-cost development and an anchor tenant support affordable space for artists and result in a financial success

GOALS

- Convert an industrial warehouse into a building arts and design center.

ACCOMPLISHMENTS

- Half of the project was pre-leased to the American College of the Building Arts, leaving only 20,000 SF to lease up to other tenants.
- The combined low cost and fast lease-up of building has rendered the project a financial success.

LESSONS LEARNED

- **Subsidizing affordable space with high value development.** Market-feasible development can support uses which may not be otherwise feasible. Uses that generate higher levels of income can support affordable space, as can incorporation into projects with low development costs. The low cost of renovating 10 Storehouse Row in North Charleston, SC enabled the developers to offer 3,000 SF (out of a total 36,000 SF) of affordable "work-sell" space to local artists.



Burlington could explore regulatory or incentive mechanisms to require or inspire developers to provide affordable work space within developments, similar to inclusionary zoning requirements for new housing.



Department of Planning & Zoning: Community & Economic Development Office



OPENED
2008

DEVELOPMENT COST
\$17.9 million

PROGRAM
60 affordable live/work units (90%, 60%, and 50% AMI)
9,750 SF of retail/office space
30,000 common area and art gallery

ZONING
"Transportation Station Area District": allows for dense, mixed-use residential and commercial development

DEVELOPERS
Artspace (nonprofit developer), Belmont Shelter Corporation (nonprofit developer)

FINANCING
Tax credit sales (RBC-Apollo Equity): \$11,771,415
New York Housing Trust Fund: \$1,800,000
City of Buffalo (HOME): \$1,600,000
Philanthropic contributions: \$990,080
Deferred developer fee: \$903,032
Permanent loan (Community Preservation Corporation): \$575,000
Federal Economic Development Initiative funds: \$250,000

Artspace Buffalo Lofts

Buffalo, NY

Nonprofit development and complex financing support an adaptive reuse and new construction live/work project

GOALS

- Provide affordable housing for artists and their families.
- Provide community art space as well as commercial uses to serve residents and the surrounding neighborhood.

ACCOMPLISHMENTS

- Residential live/work units are fully leased.

CHALLENGES

- Environmental remediation of the site was greater than anticipated, and a more thorough review would have enabled ArtSpace to seek out additional funding.

LESSONS LEARNED

- **Nonprofit stewardship.** Nonprofits often have relatively low return thresholds, allowing for lower rents. Nonprofits are also well positioned to utilize a wide array of creative and below-market financing to fund projects. For example, ArtSpace, a nonprofit developer of affordable live/work space, uses a combination of its nonprofit business model, creative and below-market financing, and foundation and grant support to provide affordable live-work space to artists nationwide. For its recent Buffalo Lofts Project, ArtSpace used low-income housing tax credits, HOME grants, philanthropic contributions, below-market loans, and deferred developer fees to deliver 60 affordable live-work units at 90%, 60%, and 50% area median income.



Either a new or existing nonprofit—such as SEABA, GBIC, Champlain Housing Trust (CHT), or others—could potentially own, manage, and develop individual properties to keep rents low. BYNCD (see Brooklyn Navy Yard case study above) advises that onsite (in neighborhood) management is most effective.



Department of Planning & Zoning: Community & Economic Development Office

INNOVATION DISTRICTS + ARTS DISTRICTS + THE SOUTH END

The South End is an **innovation district**—a mixed-use urban place where companies and institutions cluster and connect. Innovation districts are places of start-ups, business incubators, and established anchor businesses or institutions. They tend to be compact and transit-accessible. Many include mixed-use housing, office and retail space. “Our most creative institutions, firms and workers crave proximity so that ideas and knowledge can be transferred more quickly and seamlessly,” notes the Brookings Institution in a recent report called *The Rise of Innovation Districts: A New Geography of Innovation in America*.¹ South End entrepreneurs say it’s just this proximity between businesses—from design firms, to engineering firms, to coffee roasters, to breweries—that makes the South End a great neighborhood in which to grow their company.

The South End is also an **arts district**, home to a critical mass of places where artistic and creative production, consumption, and collaboration thrive. Arts districts feature cultural facilities, arts organizations, individual artists, art-based business, and ancillary merchants. They tend to be unique, with their own character, community, and local resources. They also can have significant impact on their local economy, sparking improved livability, and attracting businesses and residents. South Enders care passionately about the arts community that’s grown within the South End.

The South End’s role as both an arts and innovation district is a distinctive strength—a powerful economic and creative foundation for the South End moving forward.

¹ For more information on innovation districts, see: <http://www.brookings.edu/about/programs/metro/innovation-districts>

What makes great innovation districts and arts districts tick?

Turns out they have a lot of characteristics in common:

- Creativity/innovation
- Collaboration
- Connectivity
- Diversity
- Anchors and multiple small players
- Non-profits and for-profits
- Places that offer serendipity/delight
- Intensity and density of uses
- Kick-start investment
- Coordinated efforts/programming/management

What kinds of spaces do these districts need?

Innovation Districts	Arts/Cultural Districts
Proximity to other innovators and places to interact	Proximity to other artists and places to interact
Knowledge spillover opportunities	Knowledge spillover opportunities
Collaborative/shared spaces	Collaborative/shared spaces
Production spaces	Production, consumption, interactive spaces
Flexible spaces with range of affordability	Affordable spaces
Ancillary and support uses and services	Ancillary and support uses and services
Experience-rich	Experience-rich
Density and intensity of uses	Density and intensity of uses
Walkability	Walkability
Diversity	Diversity
Space for anchors and multiple small players	Space for organizations, consumption (galleries, theatres, ancillary AND individual artists)
Non-profit and for-profit	Non-profit and for-profit
Start-up public investment (infrastructure, programming, management, marketing)	Start-up public investment (infrastructure, programming, management, marketing)

What are the common elements in success stories?

- Strategic action by cross-sector partners (not us vs. them, nor working in silos)
- Place-based orientation that is human-scale
- Core of creative and innovative businesses, activities and programming
- Diverse coalition of private, general public, developers, policy makers, and government officials
- Public/private participation and communication
- Artists engaged in their community—communities much larger than just arts and cultural uses and users
- Variety of spaces

WELCOME TO THE MAKER'HOOD

Our Plan for the South End

Burlington's South End is a special place, and as it evolves, we need to be sure to preserve what makes it great: its thriving residential neighborhoods; its beaches and bike path; the funky, not-so-polished character of its commercial and industrial areas; the studios and workshops, where creative types create; and most especially, the South End's important role as a maker'hood—a place where “stuff gets made,” from paintings to furniture to sculptures to cider to websites to chocolate...and so much more.

The South End has always been a place of change—and this is our plan for shaping that change. Together, we can ensure that this place we love today is a place we can love even more tomorrow.

In the pages that follow you'll find recipes for strengthening the South End as a green and connected eco-neighborhood, as a robust and resilient economic hub for Burlington and the region, as a great place to live, and as a place of energy, art, artisan deliciousness, and funkitude—the kind of place we want.

The Plan in planBTV South End is divided into two sections. **The first section is focused on policies and practices** for guiding future improvements within the neighborhood—recipes for sustaining economic development, preserving arts and affordability, improving open spaces and adding more, proactively managing challenges associated with brownfields and stormwater, and continuing to engage sensitive questions about potential expansion of housing within the South End. **The second section identifies on-the-ground improvements** throughout the South End, providing recipes that apply those policies and practices to the physical environment within four sub-areas that span the neighborhood. Both sections of The Plan respond to the aspirations and concerns voiced by South Enders throughout the planBTV South End effort.

For more information on policies and practices, keep reading! For more information on-the-ground improvements, skip to page 60.

RECIPES FOR SUCCESS

Recipes for **policies and practices**, inspired by artisan food production within the South End

Then Let it Rise

5 STEPS TO ECONOMIC DEVELOPMENT

Spice It Up

PRESERVING ARTS & AFFORDABILITY IN THE SOUTH END

Choices for Every Palate

MOBILITY

Get Your Greens!

PARKS, PARKLETS, BEACHES, AND THE CONNECTIONS BETWEEN THEM

Clean Before Use

BROWNFIELDS + A SUPERFUND SITE

Add Water Slowly

MANAGING STORMWATER

A Taste of Home?

HOUSING AND THE SOUTH END

Place-based recipes for **on-the-ground improvements**

Reinforce the Arts Hub

MAPLE STREET TO LOCUST STREET

A New Maker'hood Center

LOCUST STREET TO SEARS LANE

The Eclectic Ecosystem: From Brooks to Beaches to Breweries

SEARS LANE TO HOME AVENUE

R&D + Industry: Creating Room to Grow on Industrial Parkway

HOME AVENUE TO QUEEN CITY PARK ROAD

Recipes for **policies and practices**, inspired by artisan food production within the South End

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HOUSING AND THE SOUTH END



then let it rise

5 STEPS TO ECONOMIC DEVELOPMENT

The South End has long been an economic engine for Burlington and the region—a place where businesses grow from start-ups to success stories, and where people come to work. As the economy has changed, the types of work spaces businesses are looking for within the South End has evolved too.

A hundred years ago, South End buildings bustled with heavy-duty industrial activities. Coal was transformed into gas, structural steel and iron castings were fabricated, and the Lumiere Brothers manufactured plates for development of color photographs. By the 1980s, many of these buildings—and a new generation of one-story industrial and commercial structures—stood vacant. And today, those same buildings house a rich and eclectic mix of industrial, office, auto-related commercial, retail, and studio/workshop space.

What's the future fuel that will drive this economic engine? The Burlington South End

Vermont Structural Steel (Flynn Ave, 1951)

Market Study prepared by HR&A identified current trends and issues:¹

- **Growth in the “New Economy” sector**—industries focused on technology, arts and design, and small scale, artisanal and food manufacturing.
- **Demand for spaces that combine industrial AND retail operations** (e.g., breweries with tap rooms, prototype facilities that welcome shoppers and offer tours, commercial kitchens with restaurants, artists’ studios with retail space)
- **Industrial rents that are significantly higher than elsewhere in Chittenden County**, reflecting the appeal of the South End for blended industrial/retail operations...businesses that are typically willing to pay more for space than a company looking for a traditional warehouse or manufacturing facility. Today, average industrial rents are \$2.20/SF higher in the South End than for the county as a whole.
- **Office rents that are comparable to downtown**, reflecting the appeal of the South End for businesses in search of office space; the South End offers a fun, funky environment and relatively low cost parking.
- **There is strong demand for housing in the South End to accommodate a growing workforce**, but development economics and land use regulations (zoning) are barriers to addressing this housing need.

Burton Snowboards (Industrial Parkway, 2015)

All of these trends point to a reality that demand for space across all sectors exceeds the current supply. In order to meet these needs, policies are needed that increase the supply of space available by fostering development of new space, unlocking the potential of underutilized land through higher density development. There are a finite number of potentially developable parcels within the South End and it is critical that the full potential of these parcels to support new development is maximized.

Plan BTV South End outlines a strategy to:

- Expand the economic development toolbox available to support growth
- Provide direct assistance to existing and potential new South End businesses
- Advance land use policy changes within the Enterprise Zone to enhance its value to the City

¹ For more information, see the HR&A South End Market Study at www.planbtvsouthend.com

Strategies

Expand the economic development toolbox available to support growth.

There are many financial barriers but relatively few tools available to assist the City or property owners/businesses in advancing reuse of underutilized land and buildings within the South End.

Expand the financial tools available from state and regional sources to support development of new facilities—to include grants, new economic development programs, state designations that can enhance allocation of public resources.



Work cooperatively with the state government and regional development entities to advance this initiative.



Community and Economic Development Office; elected leadership

The South End is home to over 470 businesses employing nearly 6,300 people. Roughly 30% of Burlington's office space and 90% of the city's industrial space—a combined total of approximately 2 million square feet—is located in the core of the South End. That's an important slice of Burlington's economy, and no one wants to see that vitality threatened.

Provide direct assistance to existing and potential new South End businesses.

Businesses need a variety of supports to assist them with setting up a new enterprise or expanding an existing operation.

Provide workforce training support and other assistance to existing businesses; work with schools and other educational institutions to ensure available programs prepare the workforce for the jobs of the future; continue to provide technical support to businesses seeking space in the South End including identifying potential spaces; provide succession planning assistance to existing businesses and property owners; and assist businesses with navigating the permitting process.



Ensure that sufficient resources are available to support technical assistance activities.



Community and Economic Development Office

Advance land use policy changes within the Enterprise Zone to enhance its value to the City.

The Enterprise Zone needs to meet the evolving needs of the City, including incorporation of affordable and

workforce housing in select locations, while also leveraging opportunities for preservation and expansion of maker space. Efforts must also address the expansion needs of industrial businesses that may pose conflicts with nearby residential uses.

Evaluate possible changes to the Enterprise Zone that incorporate housing in select locations and result in more predictable development outcomes overall; support growth and expansion of operations for existing industrial businesses within the zone.



Continue community conversation and advance specific proposals for desired zoning changes.



Department of Planning and Zoning, Community and Economic Development Office

South End businesses (Flynn Ave, 2015)

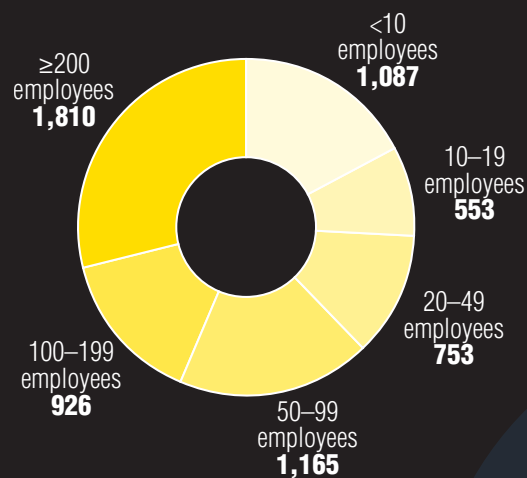


PHOTO CREDIT: LEE K. [unclear]

A deliberate mix of industries (art, food, beverages, crafts, resale, housing, education, etc.). Keep it a truly varied place!

Comment from participant in Marble Run outreach project, designed by local artist Kevyn Cundiff.

Number of employees by size of business, South End, 2014



6,294
total jobs

spice it up

PRESERVING ARTS + AFFORDABILITY IN THE SOUTH END

Thriving arts and maker districts contain varied uses and are in a constant state of motion. The South End needs strategies that support and grow: 1) artist space affordability; 2) spaces and places that allow for that often-talked about “funkiness” factor, including the freedom of artists and makers to “make and break” things at all times of the day and night; 3) visibility and density that bring customers and vibrancy.

As “urban pioneers,” artists benefit from low rents in areas where no one else wants to be. Over time, as neighborhoods gentrify, rising rents leave artists reacting to the forces around them instead of controlling where they work and what they pay. Ownership is a sure-fire way to ensure affordability but being in control requires much more than simply owning space. The capacity to lead and manage the acquisition, development, programming, maintenance, and operations of a building is a must for any organization or individual taking on development. In a city Burlington's size, capacity will depend on pooling a variety of resources and actors in and outside of the South End. And it's good business to pull in a variety of people and organizations—many of the skills and resources needed to acquire and manage affordable space go well beyond what most artists or arts organizations have *or wish to have*—becoming a real estate developer and property manager can be a big distraction from the making.

Setting up for success

The City of Burlington is out in front here...committed to ensuring affordable artist and maker spaces are sustained and grown as the city and South End change. What can be done to keep things moving forward?

- **Form a Collaborative Working Group.** Think of it as the “South End Maker Space Water Cooler”—a melting pot of ideas and relationships where conversations happen, ideas are born, and people are connected. What should it do?
 - > **Gather South End property owners** to discuss their goals, worries, needs.
 - > **Create a Technical Assistance team of experts** in brownfields, finance, and property management to help developers and entrepreneurs.
 - > **Engage landlords of artist space in honest (and difficult) conversations** about generational transitions and future plans.
 - > **Get the Burlington City Arts (BCA) market studies out there!** Developers and property owners need solid numbers to help them provide appropriate spaces.
 - > **Maintain a data base of makers with space needs** as a supplement to the market studies.
 - > **Publish the affordability tool kit (a**

“...Form and empower a strong South End steering committee that will be both visionary as well as come up with unique solutions; collaborate in building what will make the arts and businesses grow; empower the artists through creating new studios and maintaining affordability around a core of highly efficient maker structures.”

Community comment from the webtool

companion to this report) online and educate!

- > **Think about capacity and leadership.** What needs to happen? Who can lead?
- > **Don't get overwhelmed! Pick one project, even if small, and focus on getting the system and capacity in place to succeed! Word on the street indicates a cooperative arts/maker retail space would be a great first goal.**



Create the South End Working group, write a mission, and set goals and a timeline for results.



South End Arts and Business Association, with major support from Burlington City Arts. Others: Community & Economic Development Office, state-wide agencies and organizations, developers, and property owners

Strategies

There are multiple opportunities to proactively preserve/create affordable artist space in the South End through partnerships that combine financial, technical and management expertise.

Preserve/create affordable artist space through artist/maker ownership models (a.k.a., the Rosie the Riveter / Dive-in-and-Do-It strategy). Possibilities for artist/entrepreneur-owned spaces are 696 Pine Street and 747 Pine Street.



Identify underutilized buildings and use the new Burlington City Arts market data to create a viable maker space business plan.



South End Working Group, property owners, mission-driven developers

Preserve/create affordable artist space through nonprofit and for-profit developers (a.k.a., the Developers as Heroes strategy). Artist space projects are complicated and developers and non-profits offer much-needed expertise and resources. Consider an affordable component in 453 Pine Street or 747 Pine Street. A future opportunity is 339 Pine Street.



Approach developers about incorporating affordable space into current projects. A cooperative maker retail space might be a good first goal.



South End Arts and Business Association, Community & Economic Development Office, South End Working Group

Developers are important partners! In Boston, the pending sale of Midway Studios, an 89-unit artist live/work rental building with 24,000 SF of commercial space, brought the artists to action. They teamed with New Atlantic Development to create a viable financing structure and a credible offer of a \$20 million purchase price. Within 72 hours, the artists raised over \$500k by crowdfunding from friends, family, and arts advocates. Private Investments, with an 8% return, were easy to make online in amounts ranging from \$1,000 to \$1.7 million. An artists' organization now holds ownership and the units will remain affordable rentals. The property is managed by a Board of Directors, half appointed by New Atlantic Development and half by the residents.



SOURCE: MIDWAYFUND.COM

In Providence, RI, the non-profit AS220 acquired the 21,000 SF Empire Street building and then the Dreyfus Hotel and the Mercantile Block a few years later. AS220 financed acquisition with City loans, foundation donations, and capital campaigns. The strategy was simple: do a minimum build-out to meet code (artists got bare-bones spaces with no walls and minimum plumbing/kitchens) but nothing more, and use market rate tenants to help the bottom line. Strong support from foundations and the operation of AS220 Industries (the Community Print Shop, AS220 Labs, and AS220 Media Arts) fund operations.

PROCEED WITH CAUTION!

Developing and managing affordable artist space is not for the faint of heart. Some combination of the following elements is needed for success:

Vision

High risk tolerance

Resources (capital campaign, crowdfunding, grants)

Building management expertise

Revenue stream for ongoing building expenses

Technical assistance for development and property management

Ability to be an effective player/partner within real-world constraints and expectations (dealing with banks, regulatory bodies, end-users, design teams, engineers, etc.)

Patience

A "can do" attitude

Social and political capital



SOURCE: AS220.ORG

WELCOME TO THE MAKER'HOOD: OUR PLAN FOR THE SOUTH END

ADDING A LITTLE SPICE: ARTS & INDUSTRY—A TOOLKIT FOR PRESERVING AFFORDABILITY + FUNKINESS

DRAFT**Preserve/create affordable artist space through City actions**

(a.k.a., the City as Developer strategy).

Consider a City policy that new development on City-owned land

incorporate an affordable

arts component. The City may

also explore evaluating all City-owned buildings for artist space suitability and using the info to guide disposition and/or developer RFP guidelines. Properties to consider include 339 Pine Street.



Evaluate all City-owned property in the South End for suitability for artist/maker space and develop affordability requirements for development RFPs and disposition that incorporate affordable space.



Community & Economic Development Office, Burlington City Arts

Create zoning and development regulations that help expand the supply of workshop and work-live space (a.k.a., the City as Policy Maker strategy).

Zoning strategies can be used to encourage and require new affordable spaces for production and display. A balanced, feasibility-based approach is important here. Make the regulations too weak, the South End has lost an opportunity to expand its inventory of artist and maker space. But require projects to provide too much subsidy—either in the amount of artist/maker space or in the limits on rent or sales price—and a project could become financially undoable.

Potential strategies:

- **Require new office or housing projects to incorporate a set portion of arts space** to ensure that the inventory of arts/maker space grows along with other uses. A typical range is 5-10% of the project square footage. Some things to consider?
 - > Allowing projects to provide work space, work-live space; performance

or exhibit space; or a combination of those uses, to meet requirements.

- > Allocating to artists a set component of any affordable housing required under the City's inclusionary zoning policies for new housing developments. Require income verification and artist certification.
- > Requiring space for public art in ground floor and exterior spaces.



Explore city development economics to determine the correct proportion for affordable space requirements and write requirements for artist space inclusionary zoning and public art spaces.



Department of Planning and Zoning, Community & Economic Development Office, Burlington City Arts, South End Arts and Business Association

- **Require artist and income certification for eligibility for any subsidized work or work-live spaces in the South End** to ensure a proper use of subsidies and prevent gentrification/displacement of artists by non-artists within arts space projects.



Develop an artist certification strategy and create a peer review panel to oversee the process. Coordinate income certification with affordable housing requirements.



South End Arts and Business Association / Burlington City Arts for artists, with support from Department of Planning and Zoning



Work with landlords to understand their challenges. Investigate possibility for zoning FAR bonuses and other incentives to allow infill/additions on developed sites. Investigate possible grant sources.



South End Arts and Business Association, South End Working Group, Department of Planning and Zoning (zoning bonuses)

"Use social housing funds together with private foundation grants to build a number of artist/artisan only spaces for work and living and work to be affordable in perpetuity and run a board composed of residents and artists as well, I suppose, as the initial funders."

Community comment from the webtool

- **Provide incentives for creation/preservation of arts space in existing commercial buildings.**

South End artists benefit greatly from benevolent landlords. Consider:

- > Creating a code/regulations advocate to help landlords understand what and how to improve and upgrade spaces while retaining affordability.
- > Providing tax breaks or grants to offset costs of code compliance and systems upgrades in order to retain affordability.
- > Allowing increased density or infill on existing sites to help retain affordability through cross-subsidy of uses.



In 1991, the City of Lowell, MA, issued an RFP for the disposition and redevelopment of two adjacent brownfield sites housing former factories. EA Fish, a Boston-area private developer, won the RFP, purchased the land for \$120, and invested an additional \$3.9 million in redevelopment. The project helped increase the city's tax revenue by approximately \$350,000/year. These 49 loft-style artist homeownership units sold for an average of \$175,000 at the project completion.

- **Allow artist work-live housing within the existing Enterprise Zone.** Work-live housing can protect the characteristics and purpose of the Enterprise Zone by providing affordability and an alternative to traditional residential areas: noise, density, bare bones open floor plans, and proximity to light industrial and commercial uses would be a given. Consider:

- > Allowing (potentially by-right) creation of permanently affordable artist work-live units anywhere within the existing Enterprise Zone north of Sears Lane.



Revise the zoning code.



Department of Planning and Zoning

Support Burlington City Arts (BCA), SEABA (South End Arts and Business Association) and other arts organizations. BCA can play an instrumental role in ensuring South End artists continue to thrive and grow by offering mentorship and technical assistance. SEABA can lead the way locally, by engaging in collaborative relationships and participating in the recommended South End Working Group. BCA and SEABA will need to work closely together to achieve goals.



Form South End Working Group, set goals and craft a work plan



South End Arts and Business Association, with assistance from Burlington City Arts

Continue to incorporate the arts into the physical fabric of the South End. Strengthen visibility of the arts by prioritizing the retention (and expansion where possible) of existing buildings to support small artists and makers; and encourage creative use of building façades and public space.



Create a Pine Street Arts Corridor and Linear Arts Park



Parks, Recreation & Waterfront department; Department of Planning and Zoning; South End Arts and Business Association; Burlington City Arts

For more information, jump ahead to Reinforce the Arts Hub: Maple Street to Locust Street.

I THINK WE NEED TO TRY AND FIND WAYS FOR THE ARTISTS TO BE ABLE TO DO SOME KIND OF A CO-OP, GAIN FINANCIAL CONTROL OVER THEIR SPACES SO THEY'RE NOT AT THE WHIM OF OWNERS THAT DECIDE TO SELL...TO OTHERS WHO MIGHT BE ABLE TO PAY A LITTLE MORE.

Artist P.J. McHenry and the Arts Riot team repurposed a vintage phone booth to create a video recording station, where community members shared their ideas about the future of the South End.

The South End has a great model for artist-owned and managed space. The district's very own Soda Plant and S.P.A.C.E. embody this ownership/management option. Steve Conant, owner of Conant Metal and Light bought a building and had more space than he needed. He also had very little time to manage the rental of artist studios. Enter Christy Mitchell—the answer to the artist space management challenge. Today, the Soda Plant houses 18 artists and a gallery and Conant's business. Most importantly, Mitchell is the person handling the master lease of the artist space...allowing Conant to focus on his business and giving Mitchell an expertise in artist space management and operations that has allowed her to branch out—managing spaces in two other South End locations.



choices for every palate

MOBILITY

The thriving South End has seen an influx of jobs, people and activity. This means more people coming to the South End by car, but a growing portion (or share) are walking and biking. Pedestrians at key intersections have increased by almost 3 times since 2005—and the frequency of crashes between cars and bikes or pedestrians has increased as well. Throughout the planBTV effort, community members emphasized their desire for enhanced walkability and bikeability along South End streets and intersections, as well as for enhanced transit service. After all, creating a more inviting environment to walk, ride a bike or ride the bus is essential to the continued vitality and livability of the South End.

The planBTV South End strategy for improved mobility begins with a commitment to:

- Encourage low-speed, multi-modal streets that provide for safe and comfortable use by pedestrians and cyclists, and that are equipped to manage stormwater
- Improve connectivity through new street connections and through new and improved bike-ped links
- Improve transit service to better serve riders and to link South End destinations



As part of the planBTV South End artist-led community engagement project, local artist Tyler Vendituoli designed and fabricated a bike rack sculpture with a vintage coin operated parking meter on each coil. Vendituoli created this sculpture as a commentary on how we get into and out of the South End, how space is at an increasing premium, and the challenge of parking with growth of the area.

Strategies

Design for Lower Speeds and Many Modes

Keep speeds low for everyone's safety. People walking or bicycling are particularly vulnerable to higher speed traffic, and their injury and fatality rates shoot up in collisions with higher speed vehicles. Even with posted speed limits of 25 mph, design of streets and intersections can make faster speeds feel comfortable and appropriate for drivers, creating an uncomfortable environment for walking or biking. Providing streets that are safe and

welcoming across all modes is a priority throughout the South End—particularly on arterials such as Pine Street, Flynn Avenue, and Shelburne Street.

Reinforce the target speed of 25 mph for all streets in the South End, and incorporate traffic calming principles into every project, public and private. Provide for safe, welcoming, multi-modal streets that effectively manage stormwater. Update the City's Transportation Plan to expand the concept of a target speed, and reinforce through project design. Consider expanded use of traffic calming tools such as roundabouts, mini-roundabouts, raised/textured intersections, bumpouts, medians, alignment shifts, and tighter turning radii. Emphasize traffic calming

"The flashing beacons on Pine Street are a good start to help pedestrians cross the street safely but it's not enough. There should be bumpouts added so that cars see the pedestrians more easily."

Community comment from the webtool



along major streets such as Shelburne and Pine, near schools and parks, and in other locations as needed. Fill weak and missing links in the sidewalk network; seek to provide ample sidewalks and landscaped buffers that incorporate stormwater management features. Where needed/feasible, seek to equip streets with protected bike lanes, reducing conflicts between modes and enabling higher speeds for cyclists.



Leverage each project and the Burlington Bicycle and Pedestrian Master Plan process to advance these concepts.



Department of Public Works, Department of Planning & Zoning, City Economic Development Office

Conduct a Shelburne Street/ Shelburne Road multi-modal corridor and land use study. This corridor would benefit from a focused corridor study exploring strategies for making this street a more walkable, bikeable, crossable place. Current and future land use should be carefully considered as part of this study.



Secure funding for study.



Department of Public Works, Community & Economic Development Office, Department of Planning & Zoning, City of South Burlington

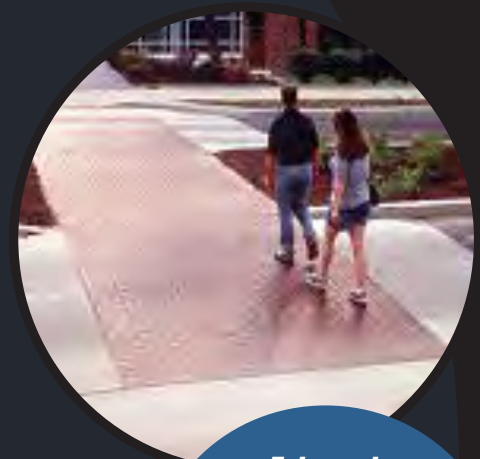
Develop a City policy on locating and designing mid-block crosswalks. Major streets like Pine with lots of pedestrian activity and lots of vehicular traffic would benefit from additional mid-block crossings, which would need to provide for pedestrian safety and be carefully coordinated with vehicular flows. Use of raised and/or textured paving and pedestrian activated signals should be considered.



Draft policy statement.



Department of Public Works



Enhanced crosswalks and raised/textured intersections make crossing streets easier and safer for pedestrians, while signaling to drivers that they've entered a pedestrian zone.

Consider expanded use of roundabouts and mini-roundabouts to reinforce lower, safer speeds at intersections.

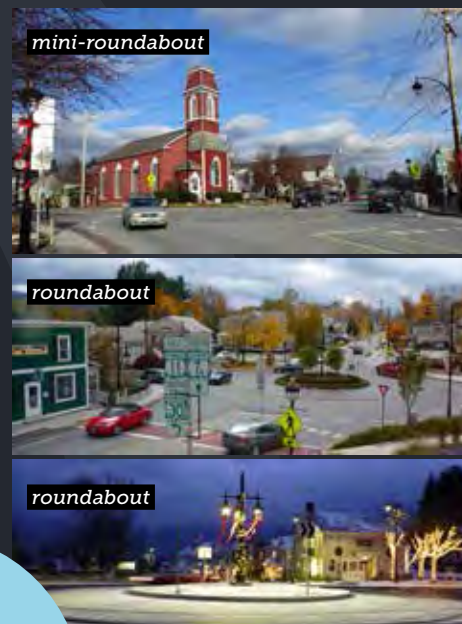
Explore potential for a redesigned intersection at Howard / St. Paul / Winooski, where improvements could help foster an emerging neighborhood activity center. Advance plans for a roundabout and other multi-modal improvements at Shelburne / Ledge Road / Willard / St. Paul / Locust intersection.



Construct roundabout and other multi-modal improvements at Shelburne / Ledge Road / Willard / St. Paul / Locust intersection.



Department of Public Works



Roundabouts, mini-roundabouts and tighter corner radii all help make intersections safer. Examples from Manchester, VT.

Photo credit: Lee Krohn



What would make getting around the South End easier or more enjoyable?

"Pedestrian only walkways that are not right on Pine Street, but set further back from the road, and that lead to some of the small shops that are tucked into the nooks and crannies"

Community comment from the webtool

More Connectivity

Street connectivity and smaller block sizes have numerous benefits for all modes of transportation, plus additional economic benefits. A redundant street network is a step towards greater resiliency.

Adopt land use policies that limit block size or perimeter, allowing future developers flexibility in how they provide connectivity. These policies could help shape evolution of the Lakeside/Locust/Sears Lane area, where new streets could help support a more connected South End, as well as in the area south of Maple and west of Pine, where new street connections are currently being explored through the Railyard Enterprise Project.



Revise development standards to ensure smaller block sizes where feasible if/when vacant lots are redeveloped.



Department of Planning & Zoning

Add new streets. Add new streets in the Lakeside/Locust/Sears Lane area, as well in the area south of Maple and west of Pine, where new street connections are currently being explored through the Railyard Enterprise Project. Explore the possibility of providing a connector, which could serve pedestrians, bicyclists and vehicles, or any of the above, between the Lakeside Avenue and the Railyard Enterprise Zone.



Develop official map showing future connections, which could be for bicycles and pedestrians if vehicular routes are not feasible.



Department of Planning & Zoning, Department of Public Works, City Economic Development Office, City Council

Serve the full range of cyclists.

Provide more choices and types of routes for cyclists, who range widely in their ability and desired facilities. The Champlain Parkway path provides a good addition to the network, but there are many more things that can be done.

Continue to expand and enhance bike infrastructure within the South End. Consider ingredients such as protected bike lanes along busy streets like Shelburne, expanded use of "sharrows," additional bike parking at South End destinations and at bus stops, expanding the South End's network of bike-ped links, and adding new links to the well-loved Island Line Trail.

"More more more: sidewalks, protected bicycle facilities, buses"

Community comment from the webtool



Further explore near-term and longer-term improvements through the Burlington Bicycle and Pedestrian Master Plan Process.



Department of Public Works; Parks, Recreation & Waterfront department

Establish a South End Neighborhood Path—a neighborhood bicycle route linking residential areas to Calahan Park, the Champlain School Edmunds Middle School, and other destinations. Provide an additional low speed route for the young and less confident cyclists—and for those who prefer a lower-traffic biking environment than Pine Street provides. The route will be a combination of a path through the school and park, and a bicycle boulevard on local, traffic calmed streets for "low stress" bicycling.



Explore the possibility as part of the Burlington Bicycle and Pedestrian Master Plan process.



Department of Public Works; Parks, Recreation, & Waterfront department

Champlain School at the heart.

Make it easier to walk or bike to the Champlain School and Calahan Park. Pine Street between Lakeside and Flynn should be transformed into a complete streetscape that will encourage all members of the family to walk or bike more regularly to the school or Calahan Park.

Improve walking and biking conditions at and to Champlain School, and better manage school drop-offs. Options could include a median for safer crossing, a streetscape with wider sidewalks, landscaped buffers, tighter corners at all intersections, narrower driveways, and narrower vehicle travel lanes on Pine Street.



Advance plans to construct speed tables and bulbouts along Locust Street and at the Birchcliff Parkway—Cherry Lane intersection (anticipated 2016); reactivate the Champlain Safe Routes to School (SRTS) Committee and update/expand the existing SRTS plan.







Champlain School Safe Routes to School Committee and Department of Public Works

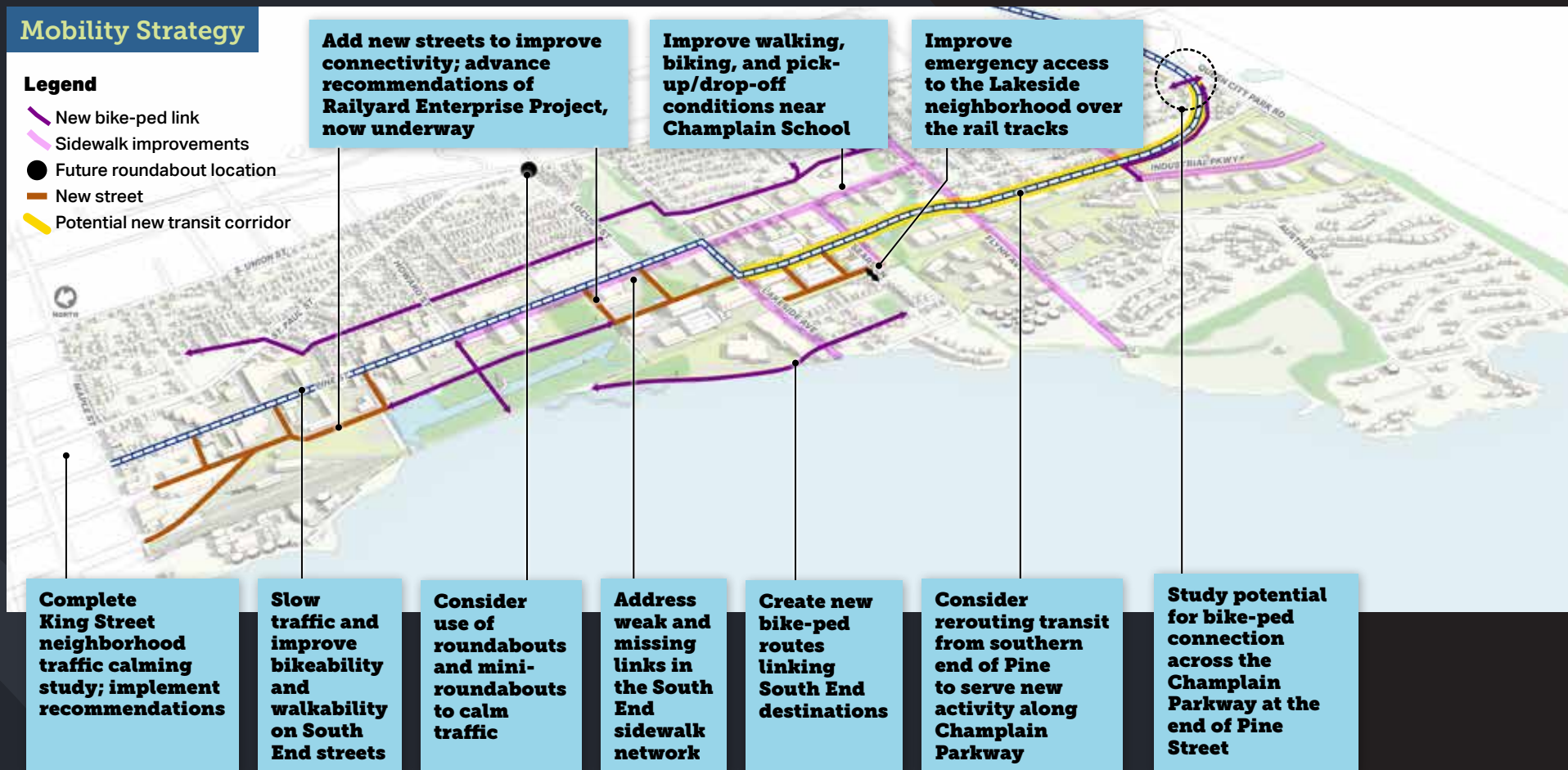
Improve Transit Service

Pine Street could be enhanced as a transit corridor, with attractive and fun bus stops, bike racks for easy modal transitions, lighting and comfortable shelters, and later service to attract more riders. More frequent, predictable bus service, plus extending transit into the evening and weekends to serve the numerous diversions in the South End would all help to build this into a transit corridor and start the "virtuous cycle" for transit. Rerouting transit along the future Champlain Parkway from the southern end of Pine could also be considered, to better serve the emerging hub near Lakeside Avenue and reduce traffic on Pine.

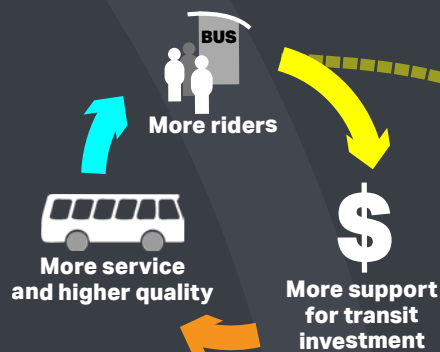
Mobility Strategy

Legend

-  New bike-ped link
-  Sidewalk improvements
-  Future roundabout location
-  New street
-  Potential new transit corridor



THE CYCLE



THE SPIN-OFF

Benefits to the community

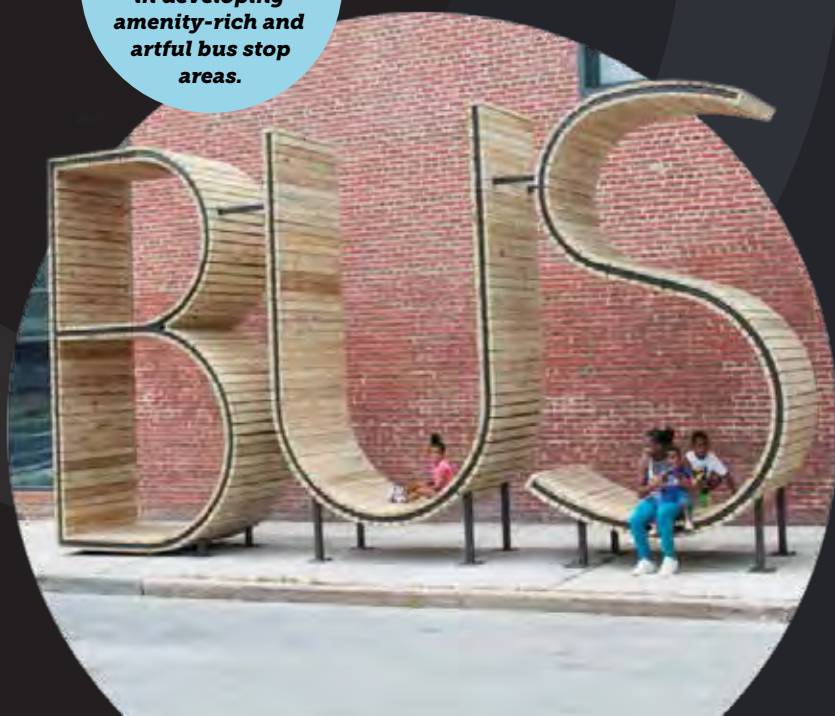
- more affordable transportation choices
- less need for parking
- fewer cars, less congestion
- cleaner air for all

For more information on these initiatives, see *Reinforce the Art Hub: Maple Street to Locust Street*; *A New Maker'hood Center: Locust Street to Sears Lane*; *the Eclectic Ecosystem: Sears Lane to Home Avenue*; and *R&D + Industry: Home Avenue to Queen City Park Road*.

Montreal's musical light-up swings are a great example of how interactive art and sculpture could enliven South End streets, including areas around bus stops.



A design competition could engage local artists in developing amenity-rich and artful bus stop areas.



Explore potential to increase frequency and hours of service.

Seek to provide real-time bus arrival information so South End commuters know exactly when the bus is coming. Reducing waiting times for the bus, and extending hours of service into the evening will make transit an appealing choice for many more people.



Begin conversations with Chittenden County Transportation Authority to explore funding options for service enhancements.



City Economic Development Office; Chittenden County Transportation Authority

Continue to explore potential for transit-oriented park-and-rides.

Consider development of a small transit-oriented park and ride where Burlington residents could drive to a LINK bus stop, and where inbound drivers could park at a satellite lot and catch a high frequency bus into the South End and Downtown. Such a facility could replace informal area park-and-rides which have recently gone away, or which are slated for other uses.



Identify potential locations for a future park-and-ride



Department of Public Works, Chittenden County Transportation Authority

Provide amenity-rich/artful bus stop areas.

There are many opportunities in and around transit stops for the local arts community to express itself – for instance, by integrating outdoor art and sculpture in/around bus shelters and bike parking, as well as through landscaping and creating real “places” at each bus stop. This will increase the fun and beauty of the South End, but also send an important message that transit is important and worthy of investment.



Seek design concepts from the community that can be integrated into transit stops, and identify possible funding sources, including Transportation Alternatives or National Endowment for the Humanities



City Economic Development Office; Department of Public Works; Chittenden County Transportation Authority, Burlington City Arts

Plan for Parking

The South End is a bustling place, and parking is a growing challenge. Shared parking solutions, appropriately located and well-designed parking structures, and a strong network of multi-modal options will be important ingredients moving forward.

Conduct a South End parking study.

Define policies and strategies for managing parking within the South End, including shared parking, structured parking, and transportation demand management.



Secure funding for study.








Department of Public Works, Community & Economic Development Office, Department of Planning & Zoning.

The Champlain Parkway Project: Not Your Mother's Southern Connector



Legend

-  Champlain Parkway
-  Shared-use path
-  New traffic signals with pedestrian signals and phases
-  Upgrade existing signal (Lakeside/Pine only)
-  Raised, textured intersection (no signal)
-  Improved/enhanced transit stop with bike racks

Originally conceived as the Southern Connector (a four lane divided highway), the project's design has changed greatly over the years. Here is what the Champlain Parkway means today:

- It provides a new connection to the interstate highway for the South End's industrial core, and **will take heavy truck traffic out of South End residential neighborhoods.**
- It is **designed to serve current and planned land uses in the South End** and to improve access to downtown.
- **It is a multimodal project.** Most of its length will include either a shared use path or bicycle lanes. Pedestrian safety and transit stop enhancements are also part of the current plan.

- The project design seeks to support all modes along the Pine Street corridor by **reinforcing a low design speed.**
- The capacity of Pine Street will increase somewhat between Main and King Streets with new **traffic signals replacing the existing 4-way stop intersections.** These intersections are both over capacity during afternoon peak hours, with long backups and delays.
- **The Champlain Parkway will increase the connectivity and resiliency of the South End's street network.** It will provide another way in and out, which will be especially useful for trucks, and also be very beneficial during incidents to keep people moving (i.e. accidents or other emergencies) on Shelburne Road. It will also provide more and better options for people walking or biking.

get your greens!

PARKS, PARKLETS, BEACHES, AND THE CONNECTIONS BETWEEN THEM

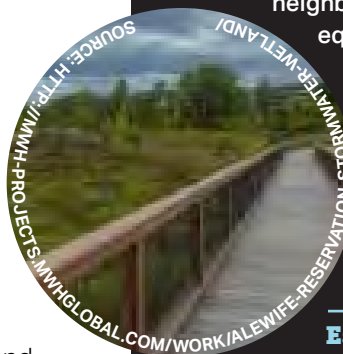
The South End has fabulous open spaces. From Oakledge Park, to Lake Champlain beaches, to the Island Line Trail bike path, to Calahan Park, South Enders make heavy use of neighborhood parks and paths. But some can feel tucked away, hard to get to, or—like the Barge Canal site—ill-equipped for the public use they increasingly get.

There are also opportunities for MORE parks and green spaces and outdoor public places to support this lively and artsy neighborhood and to help advance stormwater management goals. With the Parks Master Plan effort underway, there's a real opportunity to move South

End open space projects forward...and a healthy neighborhood needs its greens!

planBTV South End outlines a strategy to:

- Create new parks within the South End, leveraging key locations and underutilized sites
- Provide improved public access to existing parks, better linking parks to Pine Street
- Improve bike and walking connections that serve open space amenities by filling “missing links” in the South End sidewalk network and adding new bike-ped routes



Strategies

Create new parks within the South End; make existing parks more accessible

planBTV South End calls for five new/improved parks and public spaces to serve this nature + city loving neighborhood. Together, they'll equip the South End with a new urban wild, and will bring the creativity and spirit of the South End to the street. They'll help energize Pine Street, and provide new places for events and happenings.

Establish the Barge Canal Park, transforming the Barge Canal Superfund site into a publicly accessible urban wild - an open space destination incorporating interpretive signage, art, and trails.

Create Linear Arts Park along Pine Street, incorporating interactive sculptures, creative use of landscaping, and more, both along the street edge and in front of Pine Street buildings.

Explore potential for a new public waterfront park at the Blodgett site.

Create a new entrance to Calahan Park along Pine Street, improving access to the park and placing new activity on a less-than-exciting stretch of Pine Street.

Incorporate pocket parks and plazas into new development in the Lakeside Ave area as part of a future Maker'hood Center. Design spaces to accommodate events, happenings, and performances as well as informal use, and to double as stormwater management elements.

For more information on implementation for these initiatives, see Reinforce the Art Hub: Maple Street to Locust Street and A New Maker'hood Center: Locust Street to Sears Lane.



Burlington Earth Clock, near Oakledge Park. Photo taken during the planBTV South End Guided Photography Tour by tour leader, photographer, and Senior Planner at Chittenden County Regional Planning Commission, Lee Krohn.

Improve bike and walking connections to parks

Getting to parks and public spaces on foot or via bike should be safe and easy! New and improved biking and walking connections will help South Enders enjoy their Great Outdoors...and make it easier to get around the neighborhood.

Address weak and missing links in the South End sidewalk network.

Lack of sidewalks along parts of Lakeside Avenue and Pine Street, most of Industrial Parkway, and all of Sears Lane can make routes to South End open spaces less than welcoming for

those arriving on foot. Better sidewalk conditions with green buffers are needed along Flynn Ave, Home Ave south of Batchelder Street, and along Pine Street between Calahan Park and Champlain School.

Establish a South End Neighborhood Path along neighborhood streets east of Pine Street,

linking residential areas to Calahan Park, Champlain Elementary School, Edmunds Middle School, and other destinations, and providing a north-south walking and biking route as an alternative to travel along Pine.

Seek opportunities to create new ped/bike links from Pine to the Lake. Establish paths as elevated boardwalks if needed due to constraints on the Barge Canal site.

Extend the bike path along the waterfront at the Blodgett Site, creating a new segment of waterfront Island Line Trail.

For more information on these initiatives, see *Reinforce the Art Hub: Maple Street to Locust Street; A New Maker'hood Center: Locust Street to Sears Lane; the Eclectic Ecosystem: Sears Lane to Home Avenue; and R&D + Industry: Home Avenue to Queen City Park Road.*

"Parks and more connected green space would give people more reason to linger."

Comment from the planBTV South End Community Workshop



Green Space Strategy

Seek opportunities to create new ped/bike links from Pine Street to the Lake.

Create a new entrance to Calahan Park along Pine Street.

Incorporate pocket parks and plazas into new development in the Lakeside Ave area as part of a future Maker'hood Center.

Address weak and missing links in the South End sidewalk network.

Create Linear Arts Park along Pine Street.

Establish the Barge Canal Park.

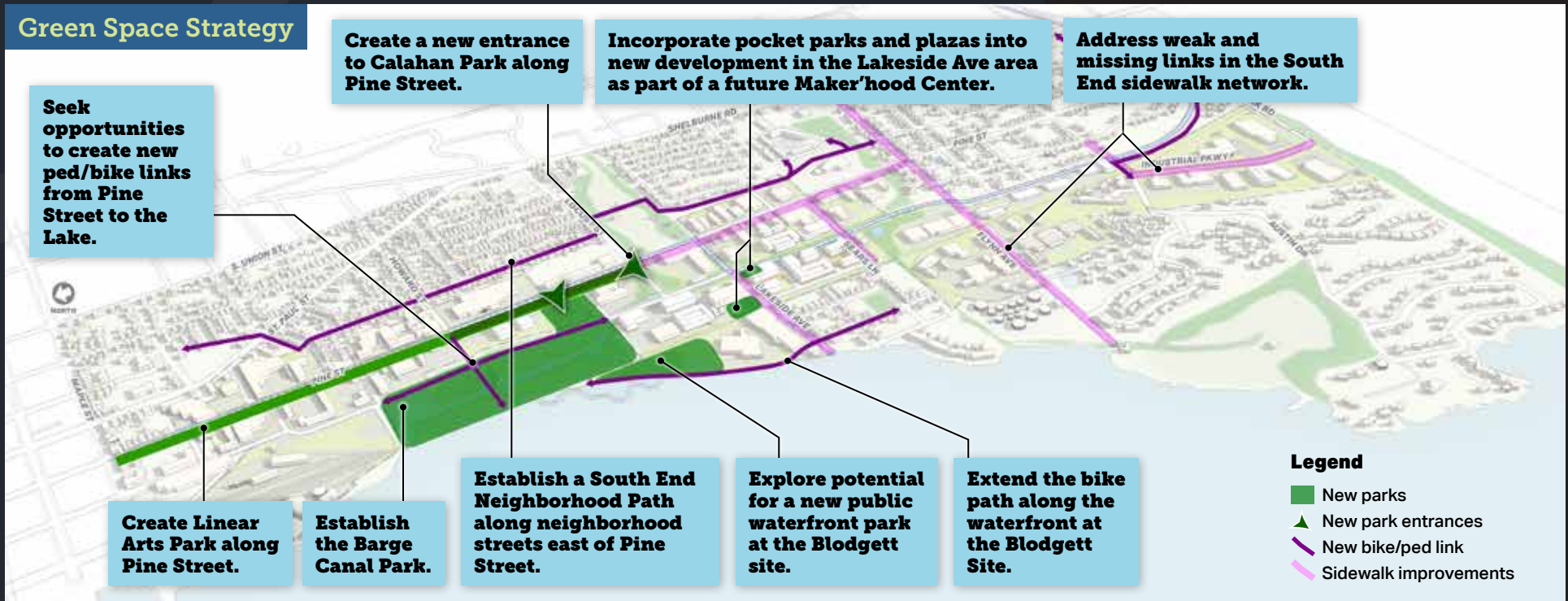
Establish a South End Neighborhood Path along neighborhood streets east of Pine Street.

Explore potential for a new public waterfront park at the Blodgett site.

Extend the bike path along the waterfront at the Blodgett Site.

Legend

- New parks
- ▲ New park entrances
- New bike/ped link
- Sidewalk improvements



clean before use

BROWNFIELDS + A SUPERFUND SITE

The South End's industrial history left behind brownfields, sites with documented or potential soil and/or groundwater contamination from previous uses. Contamination has to be mitigated before these sites can be safely turned into something new and beneficial for the South End—more industrial or maker space, small offices, or even housing. Remediating contaminated sites will both allow for new active uses to take place and improve environmental quality in the neighborhood.

The largest and best known of the South End's contaminated sites is the Pine Street Barge Canal site—a former coal gasification plant with such serious environmental issues it was designated by the federal government as a Superfund site. The Barge Canal site has a long history of clean-up and monitoring efforts. Brownfields scattered throughout the neighborhood have experienced varying levels of testing and remediation.¹

There are limited federal and state resources available to help with testing and clean-up so prioritizing a course of action is critical. Which sites are most important to be redeveloped and which sites need the most help? What new uses are appropriate for these re-claimed sites and how can they contribute to achieving urban design and development objectives?

planBTV South End outlines a strategy to:

- Provide necessary assistance to support redevelopment of key brownfield sites
- Advance clean-up and reuse of other South End brownfield sites

The VHB planBTV South End Phase 1 Existing Conditions Report provides information on neighborhood brownfield sites, consolidating information from many different sources. Read more at www.planBTVSouthEnd.com

Strategies

Provide necessary assistance to support redevelopment of key brownfield sites

Technical and financial assistance can be critical to helping owners of brownfield sites better understand the types of contamination on their land, assess the degree of remediation required, and then safely transform sites into something new. Partnerships between CEDO, the federal Environmental Protection Agency (EPA) and the Vermont Department of Environmental Conservation (VT DEC) can facilitate the process of evaluation, remediation, and redevelopment.

Activate land around the Barge Canal by encouraging remediation and appropriate reuse. One vacant site on Pine Street east of the canal (453 Pine Street) and one larger site south of the canal (the former General Electric Lakeside location, which includes the Innovation Center) are subject to the Barge Canal deed restrictions on allowable land uses. Any reuse has to be designed and located in a way that does not disturb the protective soil cap on the canal site.



Pursue EPA and VT DEC grants as needed. Integrate environmental considerations into future redevelopment plans for these sites.



Community & Economic Development Office, Department of Planning & Zoning; private land owners

Create new frontage on the future Champlain Parkway along Briggs Street and Batchelder Street. The former Vermont Structural Steel site occupies part of this area, is considered a medium risk to redevelopment and has deed restrictions that limit potential future land uses. On-site contamination is thought to be limited, however, and with the arrival of the Champlain Parkway, this newly visible area may see redevelopment.



Conduct further studies to quantify the contamination and level of remediation. Pursue EPA and VT DEC grants as needed. Integrate environmental considerations into future redevelopment plans for these sites.



Community & Economic Development Office, Department of Planning & Zoning; private owners

Add more industrial space along Industrial Parkway to take advantage of the location and current uses. Infill development made possible by consolidating parking in a shared facility will give existing users room to grow while staying in the same place. Any redevelopment here may be subject to VT DEC regulations.



Conduct further studies to quantify the contamination and level of remediation. Pursue EPA and VT DEC grants as needed. Integrate environmental considerations into future redevelopment plans for these sites.



Community & Economic Development Office, Department of Planning & Zoning; private owners

¹ For more information on the South End's brownfield sites, see the VHB planBTV South End Phase 1 Existing Conditions Report at www.planBTVSouthEnd.com

Continue to advance clean-up and reuse of other South End brownfield sites

Other brownfield sites will also require assistance to evaluate, remediate, and redevelop. City, state, and federal agencies can all play a role in making this happen. Since funds are always limited, an informed discussion about public priorities, desired uses, and market realities should guide the process.

Identify priority sites for further environmental study.

Several other sites in the South End also require further investigation to determine the extent of contamination and the type

of remediation needed before any redevelopment can be considered. The self-storage site on Flynn Avenue and the existing Mobil terminal are two examples of uses that may change over time but that have contamination concerns that are considered high risks to redevelopment.



Prioritize remaining brownfield sites for environmental study and future redevelopment based on location, potential reuse, visibility, and other factors.



Community & Economic Development Office, Department of Planning & Zoning



Complete funding application process. Complete studies and begin remediation efforts.



Community & Economic Development Office, Department of Planning & Zoning, property owners



Engage developers and designers to create plans that integrate environmental considerations into future reuse.



Community & Economic Development Office, Department of Planning & Zoning; private owners

Complete remediation and begin redevelopment. Once sites have been appropriately remediated, implement appropriate redevelopment plans to return them to active and productive use for the South End. Additional technical and financial support may be needed to make these projects feasible.

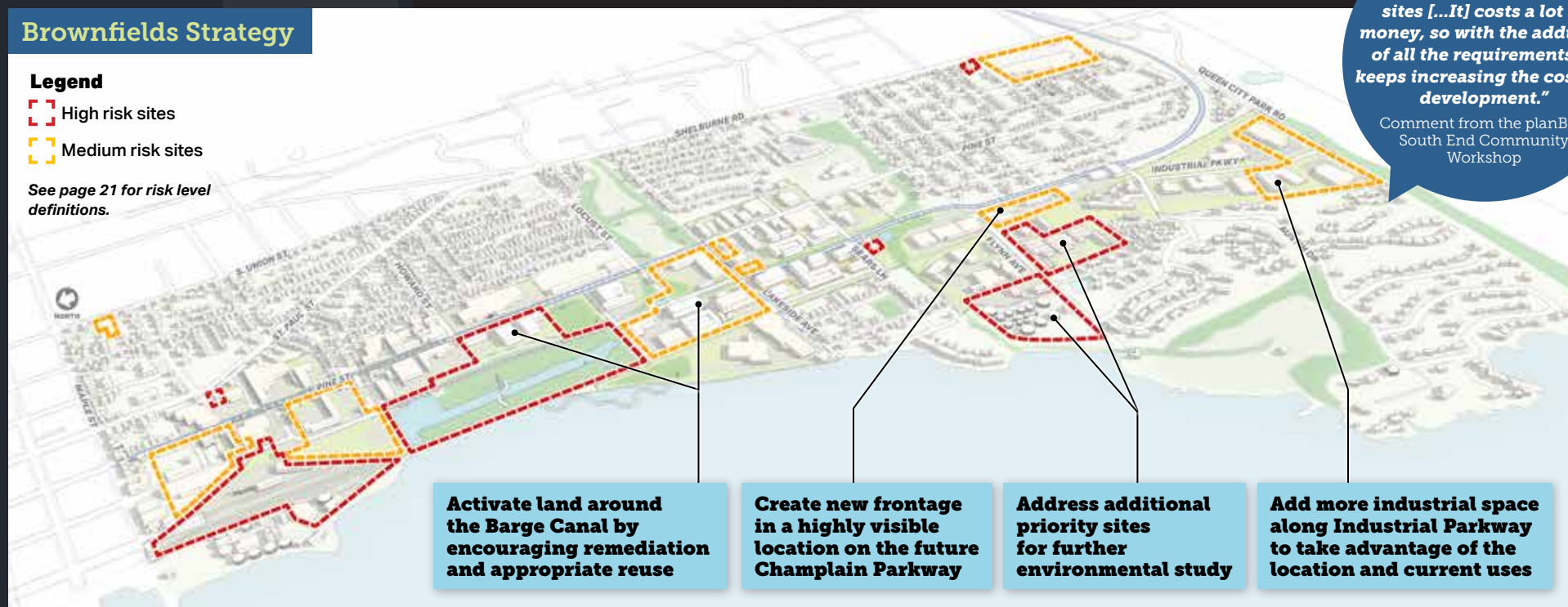
Brownfields Strategy

Legend

 High risk sites

 Medium risk sites

See page 21 for risk level definitions.



"Remediation is possible for most sites [...It] costs a lot of money, so with the addition of all the requirements, it keeps increasing the costs of development."

Comment from the planBTV South End Community Workshop

add water slowly

STORMWATER MANAGEMENT

The vital connection between the City of Burlington and Lake Champlain relies on the thoughtful management of stormwater, and reducing our impact on the Lake is among our highest priorities as a community. An urban industrial landscape where 'things are made' necessitates infrastructure for transportation and storage of cars and freight—e.g., surface parking lots and large building footprints—which typically involves a lot of pavement. These paved areas, however, generate stormwater runoff that follows several different paths to the Lake:

- Collected in underground combined sewer pipes that drain to the wastewater treatment plant,
- Drains into Englesby Brook (which is currently "impaired" due to stormwater flow),
- Directly into the Lake via the Barge Canal, or
- Directly into the Lake at Blanchard Beach.

The primary stormwater issues that impact the receiving waters are the **amount** of runoff and the water **quality** of the runoff. The aim of a sustainable stormwater management system is to first reduce the total amount of runoff, then slow it down, and finally provide treatment of the water before it enters Englesby Brook and Lake Champlain.

Lake Champlain is considered an "impaired" water due to excessive phosphorous levels, which will require the City to substantially reduce the phosphorous entering Burlington Bay (by as much as 25%). To meet this ambitious target, the City will need to seek out any and all opportunities to reduce and clean stormwater, ranging from retrofits to existing systems, to implementing the most effective and innovative systems in new public and private projects. The planBTV South End Stormwater management strategy begins with commitment to:

- Minimize paved areas—the primary sources of runoff
- Slow the flow of stormwater
- Treat stormwater to remove pollutants before water reaches the Lake
- Advance storm restoration for Englesby Brook
- Deploy a district approach to managing stormwater

These efforts are integral to advancing climate change resiliency and managing extreme weather events.

Bring the Green Machine to the South End!
There are a number of ways to sustainably slow down, store, and clean stormwater that are described and illustrated in detail in PlanBTV's Green Machine. Many of those strategies can also be applied to the South End, and are discussed within this section.

"Englesby Brook needs to be highlighted and nurtured as a stormwater collector and central water artery of the South End."

Community comment from the webtool

Strategies

Minimized paved areas, which are the primary source of runoff. In the spirit of "an ounce of prevention is worth a pound of cure" every square foot of pavement or roof area should be evaluated for its necessity. For example, parking areas should be sized for average use, not peak needs, and alternatives to driving and parking at high demand times. Driveway widths and streets should be just wide enough to accommodate the largest vehicles that typically come and go, and not necessarily the largest trucks that may ever show up. Multi-story buildings should be encouraged over single story spaces so that the "per person" or "per job" roof area is reduced.



Revise land development regulations to encourage or require minimization of parking lot sizes, street widths and roof surfaces, and to require use of pervious pavements and/or green roofs.



Department of Planning & Zoning, Department of Public Works

Slow the water down with measures that will disperse runoff rather than concentrate the flows. New developments, road projects, and parks can accomplish this quite easily by design, with stormwater being dispersed to multiple points and travel over planted areas before entering the city's network of stormwater pipes. Existing systems can be retrofitted, where "green pockets"

are inserted between the paved area and the collection systems for stormwater dispersal or filtration into the ground. Parking areas can be surfaced with permeable asphalt or paver systems that absorb or even store some stormwater.



Identify the "low hanging fruit" for reducing flows into the systems for retrofits of existing infrastructure.



Department of Public Works

Treat the water to remove phosphorus and other pollutants before it heads to the lake. Because the soil types and water table in the South End are less well suited to infiltration practices than other parts of the city, underdrains will be needed in most stormwater treatment projects. Bioretention cells or raingardens and sand filters are nothing more than landscaped pockets of soil and gravel of various shapes and sizes, which provide a place for stormwater to soak in and give life to plants and be cleaned in the process. Street trees can be planted in SilvaCell™ stormwater planters, which take in water from the street, clean and filter it with the soil, and then allow the water to be taken up by the tree while also providing adequate soil volume for tree survival.

These types of features should be used routinely in public and private development projects in favor of the conventional "collect and send into

"Stormwater management should provide multiple benefits, like pedestrian safety and greener streets."

Comment from Community Workshop

the lake" systems. In addition, retrofits of existing systems will be needed to meet the City's goals, which can be spurred on by pilot demonstration projects in the South End. Three possible ideas are:

- **Plant more trees** along the Champlain Parkway or Pine Street with SilvaCell System that stores and filters runoff.
- **Green bus bulbs.** The planned curb extensions in the Champlain Parkway project can be "upgraded" to also serve a stormwater management function by becoming mini-bioretention cells. Public art can further be incorporated to make these distinctive, attractive places.
- **Living Bioswales.** Within the South End and particularly along Pine Street, linear Stormwater Planters can be introduced to provide both reduction and treatment of runoff.



Identify opportunities for applying the City's College Street stormwater toolkit into new projects, and to existing infrastructure in areas where change is not expected.



Department of Public Works

Stream Restoration. The capability and functioning of our natural waterways, particularly Englesby Brook, can be enhanced by restoring or expanding the riparian zone along the brook's edge. This

means installing and maintaining plants and trees along its banks to hold in the soil, and provide treatment and filtering of rainwater before it enters the brook.



Engage the Champlain School and Neighborhood Association for interest, and apply for an Ecosystem Restoration Grant to fund riparian enhancement.



Department of Public Works

Plan it as a system. With the ever increasing focus on cleaning up Lake Champlain, both the City and private developers will be asked to do more to slow down and clean runoff from their property. An eco-district approach can be used in the South End so that the most effective stormwater solutions can be put to work in the right places. The concept of a district system or stormwater utility should be explored and would encourage using the public right-of-way for bioswales, retention pockets, tree wells, and other techniques to "bank" stormwater credits, giving more flexibility for future projects.



Explore the feasibility and alternatives for establishing a stormwater management district or utility



Department of Public Works, Department of Planning & Zoning, City Economic Development Office

Tools for Stormwater Management



Gaps in the curb allow water to go from the street into the soil, where it is taken up by trees and plants.

Porous parking areas can absorb or even store some stormwater.

Some communities integrate the arts into stormwater management practices.

Bioswales between the street and the sidewalk can be used to reduce and treat stormwater.

Parks and parklets within the South End should double as stormwater management elements.

Umbrella Park
Portland, OR

a taste of home?

HOUSING AND THE SOUTH END

Housing is not currently permitted in the South End Enterprise Zone, the area that's the focus of this plan. The case for and against housing within the core of the South End has been debated back and forth, and our community is passionate about this topic. But it is increasingly difficult to make the case that all housing should be excluded from the Enterprise Zone in the light of the regional and citywide housing shortage, the economic and environmental importance of locating additional housing close to South End workplaces, and a fundamental shift in the relationship of home and work in the new American city. So **planBTV South End advocates policy changes that would allow some housing in some places within the core of the South End provided certain critical conditions are met:**

- 1. Any housing must be targeted to the needs of the area workforce and must include an affordable component.**
- 2. Any housing must increase the supply of unique arts/commercial/maker space that characterizes the South End.**

South End artist Amey Radcliffe's "Red Light, Green Light, Yellow Light" project highlighted the range of opinions about whether housing should be allowed in the core of the South End, within the Enterprise Zone, where zoning currently prohibits housing. More than any other issue discussed during planBTV South End, this was a topic on which South Enders remain divided.

While opinions on this topic are likely to continue to be divided, the benefit of the community conversation in planBTV South End is that it allows the development of more nuanced solutions that respond to perspectives that come from both sides of the debate. Burlington must create the zoning tools to manage and control the type and extent of housing development in ways that avoid negative impacts that some community members fear, while capturing the positive economic and environmental benefits of an expanded housing supply.

**Build
more
housing**

What locations would be a good fit for multifamily housing? What kinds of housing should be allowed or encouraged? The planBTV South End strategy is to:

- Target housing to sites outside of the Enterprise Zone, where it's currently allowed by zoning.
- Allow housing within the Enterprise Zone in certain locations provided it's made up of workforce and affordable units, and that it increases the supply of unique arts/commercial/maker space that characterizes the South End.
- Continue the community discussion as part of the zoning effort.

planBTV supports expansion of housing with conditions

Community comments have been divided on the topic of housing. But with the right policies and controls in place, it's possible to capture the benefits without triggering undesirable impacts.

Community comments from the planBTV South End webtool.

"Don't let housing in the enterprise zone. We need to focus on commercial uses not housing in this area."

"The south end is the enterprise zone. Allowing housing will force artists out and will only create a positive improvement for developers. If housing is allowed in the south end it won't be a good mix with what is already there. Artists banging on metal, using power tools and working at odd hours will not mix well with housing."

"We desperately need more housing in Burlington and the South End is a great place for it. I think it should be allowed in only certain areas of the Enterprise Zone though, in order to keep the industrial and commercial nature of the area."

"Yes, of course. High density residential with required commercial on the bottom floor is almost always a great solution."

More housing could bring benefits for all of us, including:

- **More housing choices for people at different stages of their life**, so "empty nesters," younger workers and couples, and others looking for smaller, apartment-style units with lower monthly costs and maintenance burdens have options without leaving the South End.
- **More spending power focused on neighborhood businesses**, supporting a strong hyper-local economy.
- **More trips that can be taken on foot or via bike**, so area businesses would need less parking for customers and employees.
- **A more resilient economy that keeps workers and business in Burlington and Vermont**, because without ample housing at prices workers can afford, Burlington—and the South End economic hub—will face challenges in attracting and retaining businesses.

Some South Enders voiced concerns about allowing housing within the Enterprise Zone, including:

- **New housing could conflict with industrial and commercial activities**. The Enterprise Zone has long been a manufacturing district where housing is prohibited, and the one place left in the city where industrial activities are still allowed by local zoning. These kinds of activities typically come with loud noises, unpleasant odors, and truck traffic. While some of these impacts can be mitigated, housing could be a tough fit.
- **Housing might contribute to already rising rents and property values**. The South End is already an expensive choice for traditional industrial/manufacturing enterprises, with higher rents than elsewhere in the County.¹ This reflects the South End's appeal to businesses that combine industrial and consumer-facing operations—e.g., breweries with tap rooms, prototyping facilities with retail shops, commercial kitchens with cafés, studios that incorporate gallery or shop space—and are therefore willing to pay higher rents for industrial space. Adding more higher-paying uses within the Enterprise Zone could further erode the South End's position as a traditional manufacturing/light industrial area—perhaps threatening businesses that rely on low-cost space. This is especially true for small entrepreneurs and artists who rely on low cost space to make ends meet.

¹ Source: Burlington South End Market Study, by HR&A

Strategies

Add housing outside of the Enterprise Zone

Develop housing outside of the Enterprise Zone, where it's currently allowed by zoning.

Consider the school district maintenance facility behind Champlain School; the church site at Pine and Flynn; commercial parcels on St. Paul Street, Shelburne, and South Champlain Street.



Initiate conversations with land owners to gauge interest in potential redevelopment, and to identify potential barriers.



Department of Planning & Zoning; Community & Economic Development Office

Permit housing in certain locations within the Enterprise Zone.

Designate the area near Lakeside Avenue—the future Maker'hood Center—and a portion of the Railyard Enterprise Project area as places where housing is allowed, provided that the supply of unique arts/commercial/maker space is increased and housing combines workforce housing and affordable units. Large parking lots

and vacant sites are where the South End could add a significant amount of new space for offices, maker businesses and

"Live-work space for artists would be a useful resource."

Community comment from the webtool

"The parcel on Pine/Flynn (St. Anthony's) should be combination of South End community center and co-op housing. Housing is also appropriate behind Champlain School on the property which is now used for school maintenance equipment."

Community comment from the webtool

other supporting uses. Incorporating housing as part of the mix would support this area as a lively place on evenings and weekends, and offer new housing choices within easy reach of South End jobs and businesses. Regulations could require that a portion of the affordable units required under Burlington's inclusionary zoning rules be designated for artist and maker work-live space.



Prepare zoning revisions to allow housing under the conditions described above.



Department of Planning & Zoning; Planning Commission

Allow artist and maker work-live space in buildings new and old.

In a recent Artist Work Space and Housing Survey, over 140 local artists expressed interest in work-live space. This type of space would provide the option of working and living within a single unit designed for that purpose, lowering overhead and living space expenses for interested artists. Efforts already underway to explore feasibility of artist work-live space within the South End should continue to be advanced through non-profit

partnerships and/or private development. For more information on work-live space, please see *Spice It Up: Preserving Arts + Affordability in the South End*.



Prepare zoning revisions to allow artist work-live space within the South End.



Department of Planning & Zoning; Planning Commission

"I think that the area around Lakeside has a lot of potential for redevelopment (big parking lot) and housing should be allowed there, but always as part of a mixed-use building, on top of some commercial uses, like a grocery store for example."

Community comment from the webtool

In the Somerville, MA Fabrication District, two projects at 9 & 39 Medford Street in development by Berkeley Investments, a private real estate developer, will provide 100 residential units in an adaptive reuse project. The project complies with Somerville's 15% inclusionary housing requirement, as well as the zoning district's requirement that 5% of gross square feet be arts related. To comply with the latter, the project will include five artist live/work units (all of which will be two-bedrooms), an arts amenity space to be programmed by the residents, and a gallery/media room totaling 7,000 SF. The remainder of the units are market rate which will help cross-subsidize the affordable units.

Continue the conversation

Continue community discussion as part of zoning effort.

Continuing this discussion as part of the zoning update will be important in ensuring that the rules for future development in the South End match community sentiments.



Provide forums for continued community discussion and information sharing as part of efforts to update zoning.



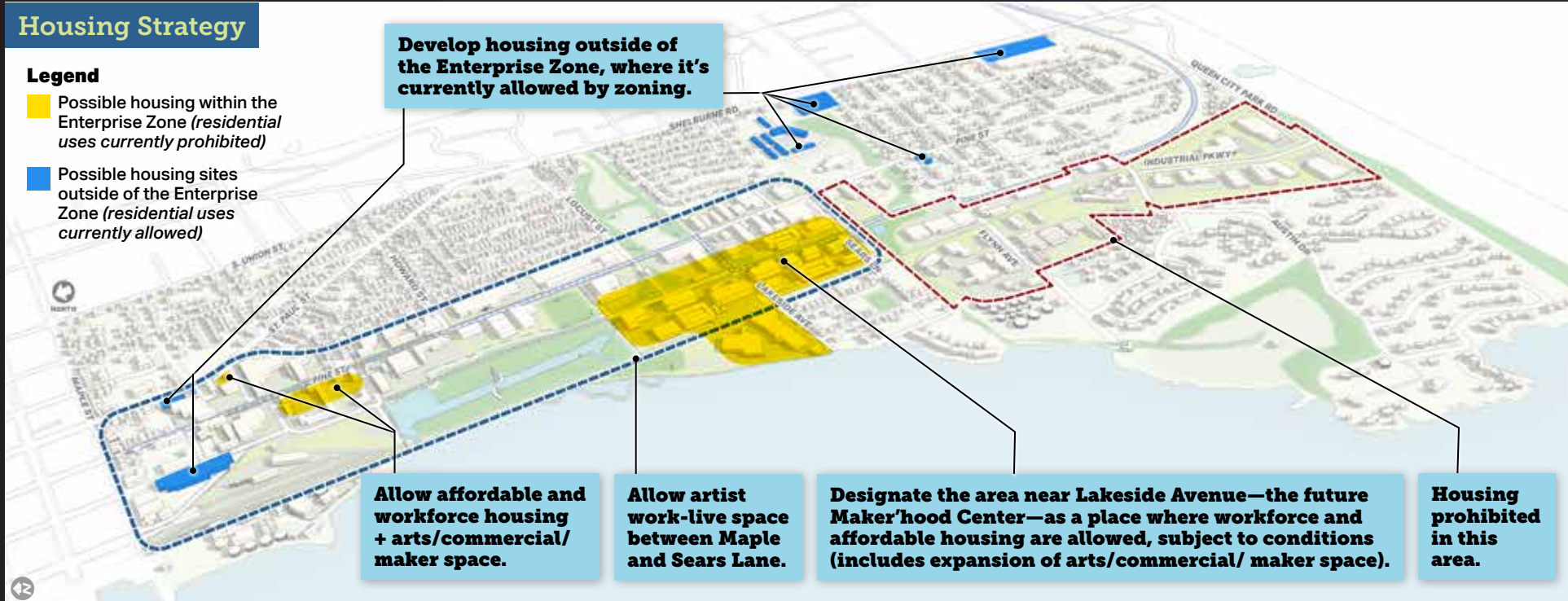
Department of Planning & Zoning; Planning Commission



Housing Strategy

Legend

- Possible housing within the Enterprise Zone (residential uses currently prohibited)
- Possible housing sites outside of the Enterprise Zone (residential uses currently allowed)

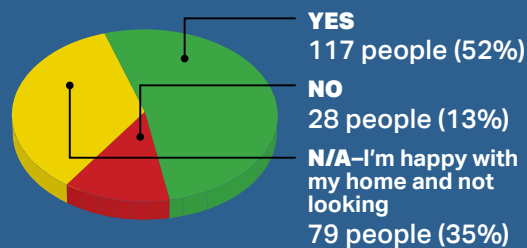


THE RESULTS ARE IN!

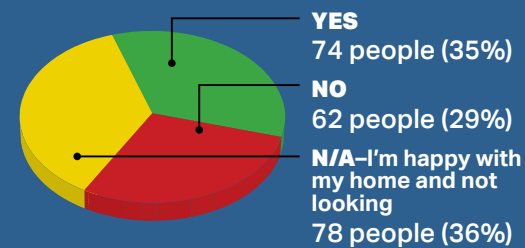
Two recent surveys asked:

"Assuming it's affordable to your income and meets your bedroom needs, would you live in a newly built 3 or 4 story building with an elevator and amenities if it was built on or near Pine Street?"

Respondents to the **Artist Work Space and Housing Survey**, targeting local artists, reported:



Respondents to the **South End Employee Housing Survey**, targeting workers at large South End businesses, reported:



In work-live space...

- Work is always present; living space is secondary (and sometimes just part time).
- Design of units reflects the primary purpose of work; work-live units look like industrial work spaces that have small spaces set-aside for residential needs.

Place-based recipes for **on-the-ground improvements**

The South End is a big and varied place. With over 800 acres of land, this neighborhood is made up of many smaller neighborhoods, each with distinctive characteristics, opportunities and challenges. These areas vary in their look and feel; in their relationship to the Lake, downtown, and the local transportation network; in their history and development patterns; and in the types of buildings and uses one finds within them. From Industrial Parkway to Charlotte Street, from Austin Drive to Pine Street, the South End holds many kinds of places. For the purposes of this plan, ideas and initiatives—those recipes for on-the-ground-improvements—are described as they relate to four sub-areas:

- **Maple Street to Locust Street**, where planBTV South End efforts focus on reinforcing the existing Arts Hub
- **Locust Street to Sears Lane**, where parking lots could be transformed into a new Maker'hood Center—an employment-focused place for businesses large and small
- **Sears Lane to Home Avenue**, where efforts focus on supporting the area's eclectic ecosystem, which ranges from brooks to beaches to breweries
- **Home Avenue to Queen City Park Road**, where efforts focus on creating room to grow R&D and industrial activities

The planBTV framework for each sub-area is summarized in the map on the next page, and outlined in more detail in the pages that follow.

reinforce the **arts hub**

MAPLE STREET TO LOCUST STREET

a new
maker'hood center

LOCUST STREET TO SEARS LANE

the eclectic ecosystem:
from brooks to beaches to breweries

SEARS LANE TO HOME AVENUE

R&D + industry:
creating room to grow
on Industrial Parkway

HOME AVENUE TO QUEEN CITY PARK ROAD

Improve walking environment, bus stops, and bike travel. Continue to reinforce Pine Street as a vehicular "slow zone" and as a "green street."

Prioritize retention/expansion of existing buildings to support small artist/maker enterprises.

Create a Pine Street Arts Corridor and Linear Art Park; use landscapes and street edges to highlight the arts and manage stormwater.

Fill missing links in a South End Neighborhood Path, linking neighborhoods east of Pine to Calahan Park, local schools, and beyond.

Enable multi-family housing behind Champlain Elementary School, on land now used for the school district maintenance facility.

Protect Englesby Brook; control flow and volume of stormwater.

Slow traffic on Pine south of Flynn; add curb extensions and mini traffic circles; incorporate stormwater management.

Improve walkability along Pine and Flynn Streets with new and improved sidewalks, intersection improvements, and more.

Create a signature park on the vacant Barge Canal Superfund site—a special open space with trails.

Seek opportunities to create **new ped/bike links from Pine Street to the Lake.**

Expand space available for maker enterprises within new infill development; incorporate active ground level uses; design/locate buildings to define streets and open spaces.

Extend the bike path along the waterfront to Lakeside Ave.

Improve walking, biking, driving and transit conditions through the Champlain Parkway improvements to Pine Street and other enhancements.

Establish a "Maker'hood Center": transform surface parking lots and underutilized sites near Lakeside Ave into a walkable mixed-use hub of new space incorporating maker enterprises, from high-tech to hand-made.

Construct Champlain Parkway—a new 2-lane road with parallel multi-use path.

Create new space for maker enterprises along Briggs Street, facing the future Champlain Parkway and providing a new gateway to the South End.

Pursue shared, structured parking on Industrial Parkway to create expansion space for businesses.

Legend

- Focus area.
- Champlain Parkway
- Potential street
- Infill development
- Near-term reuse
- New park entrance
- Major new or improved bike and pedestrian connections
- Bike path
- Paving
- New transit route
- Raised, textured crosswalks, or speed tables

0 500 1,000 1,500 2,000 feet



Desired Urban Form

- Multi-story buildings (2–5 stories)
- Building form defines streets/public spaces
- Active ground-level uses along major street frontages
- Structured parking where feasible; no parking lots along major streets
- Wide variety of materials accepted
- Creative use of facades encouraged, in keeping with arts district character

Preferred Uses

- Arts and maker focused; other large and small office-oriented enterprises
- Limited retail
- Potential for artist/maker work-live space

reinforce the **arts hub**

PINE STREET ARTS CORRIDOR & THE BARGE CANAL PARK

Welcome to the heart of the South End Arts District, a funky little hub of artists and makers and techy folks, nestled alongside the Lake and downtown. Here you'll find a railyard; a cidery; a Superfund site; offices and studios; and the ever-awesome Island Line Trail. This eclectic area has grit and energy and character...qualities we don't want to lose! Over time, we'll work to ensure an enduring and more visible arts presence, a more walkable Pine Street with new links to the Lake, and transformation of the Barge Canal into an accessible urban wild that celebrates its ecology AND its industrial roots.

Improve walking environment, bus stops, and bike travel. Continue to reinforce Pine Street as a vehicular "slow zone" and as a "green street."

Prioritize retention/expansion of existing buildings to support small artist/maker enterprises.

Create a Pine Street Arts Corridor and Linear Art Park; use landscapes and street edges to highlight the arts and manage stormwater.

Expand space available for maker enterprises with new infill development; incorporate active ground level uses; design/locate buildings to define streets and open spaces.

Encourage "funky facades"

Expand studio space; explore potential for work-live maker space

New development with arts element

With Champlain Parkway, off-street biking/walking path, Lakeside to Kilburn

With Champlain Parkway, 2-way bike lanes, Kilburn to Maple

With Champlain Parkway, traffic light added

Complete King Street neighborhood traffic study

Future Street connection(s). Location to be determined by Railyard Enterprise Project

Potential multi-modal link

Create a **signature park on the vacant Barge Canal Superfund site**—a special open space with trails.

Seek opportunities to create **new ped/bike links from Pine Street to the Lake.**

New public park at Blodgett site; extend bike path along waterfront

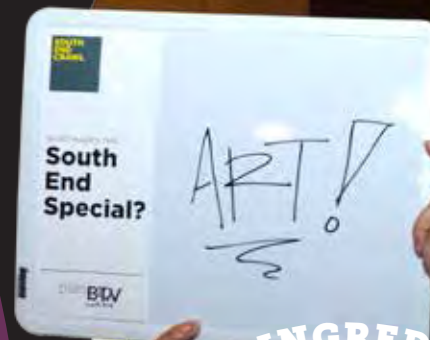
Legend

- Focus area
- Champlain Parkway
- Potential street
- Infill development
- Near-term reuse
- New park entrance
- Major new or improved bike and pedestrian connections
- Bike path
- Paving
- New transit route
- Raised, textured crosswalks or speed tables

0 250 500 feet

KEY INGREDIENTS

- ✓ **Expand space available for maker enterprises with new infill development;** incorporate active ground level uses; design/locate buildings to define streets and open spaces.
- ✓ **Improve walking environment, bus stops, and bike travel.** Continue to reinforce Pine Street as a vehicular "slow zone" and as a "green street."
- ✓ **Prioritize retention/expansion of existing buildings** to support small artist/maker enterprises.
- ✓ **Create a Pine Street Arts Corridor and Linear Art Park;** use landscapes and street edges to highlight the arts and manage stormwater.
- ✓ Create a **signature park on the vacant Barge Canal Superfund site**—a special open space with a network of trails.
- ✓ Seek opportunities to create **new ped/bike links from Pine Street to the Lake.**



South Enders want to keep this neighborhood a vibrant and funky place of creativity, creation, and art.

Expand studio space under non-profit or public ownership to preserve affordability. Explore potential for work-live space.

Continue to advance public and non-profit initiatives that would add studio space within the South End, ensuring that affordable studio space remains a permanent presence. Provide technical assistance to artists and makers looking to establish studio cooperatives. Pursue creation of permanently affordable work-live space dedicated to artists and makers.



Continue to assess demand and feasibility of creating affordable studio and/or work-live space for artists and makers.



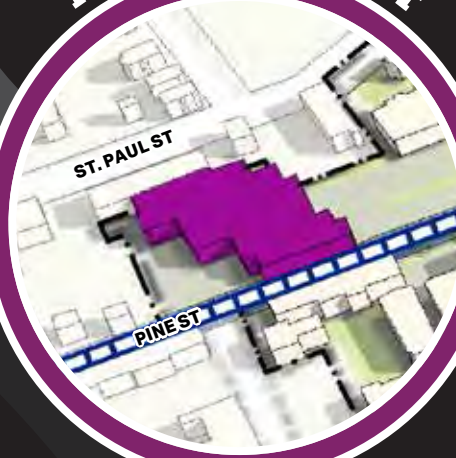
South End Arts & Business Association, Burlington City Arts



In Atlanta's funky Little Five Points neighborhood, the facades of old buildings have become works of art.



KEY INGREDIENT



Prioritize retention/expansion of existing buildings to support small artist/maker enterprises. Encourage continued use of buildings for maker enterprises, from high-tech to handmade, as existing buildings are likely to be a more affordable source of space than new construction. Encourage creative use of façades (through murals, sculptural elements, etc) to highlight the creative spirit of the South End and/or the enterprises occurring within.



Ensure that new zoning is consistent with these objectives.



Department of Planning & Zoning, Planning Commission

Conant Metal & Light provides a local example of how buildings can elicit surprise and delight.





Create an artful South End wayfinding signage strategy.

Use clear, simple wayfinding signage to direct people to South End destinations, including the bike path, the Lake, the Pine Street Arts Corridor, businesses along Flynn Ave, and the Lakeside Ave area. Develop a wayfinding plan that locates signage in key locations along Pine Street, Lakeside Avenue, the bike path, and Flynn Avenue. Signage design could be developed through a design competition. Example from Seattle, WA.



Develop a wayfinding plan



Department of Planning & Zoning, Burlington City Arts, South End Arts & Business Association, Department of Public Works

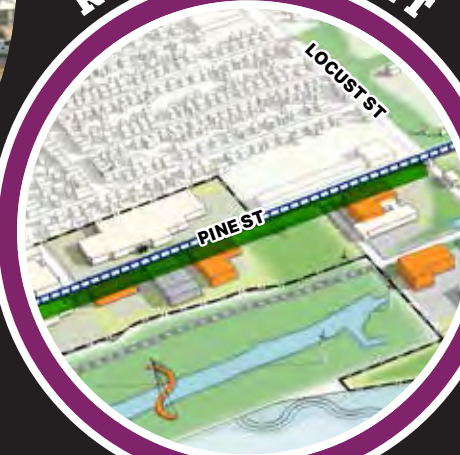


Interactive sculpture in Ann Arbor, MI; "The Cube" is a well-known piece of public art that can be rotated by kids, and is enjoyed by people of all ages.

A paint and collage mural created by area youth under the guidance of local artist Maggie Standley emphasized the importance of wildlife and natural areas within the South End. This mural was created as part of the planBTV South End artist-led engagement project. Standley worked with youth from within the South End and beyond, and from a diversity of socio-economic and ethnic backgrounds, to explore what they like about the South End and what changes they envision for the future.



KEY INGREDIENT



Showcase the arts with a Pine Street Arts Corridor and Linear Art Park.

Reinforce this section of Pine Street as an Arts Corridor, with a strong and visible arts presence. Create a Linear Art Park along Pine Street incorporating interactive sculptures, creative use of landscaping, murals created by local artists and youth, and other outdoor art pieces along the street edge and in front of Pine Street buildings. Include signage and/or banners that announce arrival within the Arts Corridor.



Develop an Arts Corridor & Linear Art Park Implementation Plan for this segment of Pine Street that identifies locations for installations, establishes a process and criteria for selecting/commissioning work, identifies potential funding sources, and engages local property owners and artists in shaping this initiative.

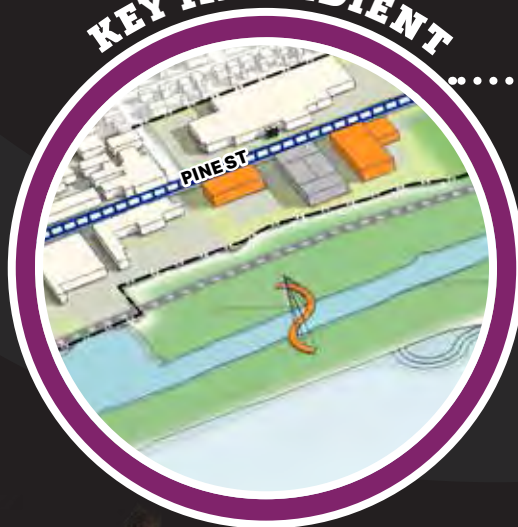


South End Arts & Business Association, Burlington City Arts, Department of Public Works





KEY INGREDIENT



**MEET THE
BARGE CANAL
PARK, AN URBAN
WILD NESTLED
BETWEEN PINE
STREET AND THE
LAKE**

Create a signature park on the vacant Barge Canal Superfund site—a special open space with trails. This Superfund site and urban wild can become a publicly accessible open space destination, incorporating interpretive signage, art, and trails linking the Lakeside area, Pine Street and the Lake. Leverage opportunities to recognize and highlight the industrial heritage of the site. Consider use of boardwalks through sensitive ecological areas. Sensitivity to the site's environmental issues will be essential.



Seek grants to fund design and implementation of the Barge Canal Park. Partner with owners of privately held Barge Canal parcels.



Parks, Recreation, & Waterfront department



barge canal park
& urban wild

potential for
small boats

island
line trail

access
to lake

signage

new path links
Pine Street to bike
path and lake



PHOTO CREDIT: SMITHGROUPJJR.

Interpretive signage could tell the story of the Barge Canal's industrial heritage and ecology. This example is from Milliken State Park, part of the Detroit Riverwalk, where a former industrial site has been transformed back into a wetland.



Signage can be artful and creative, designed to reflect the character of the site it serves. This signage is from the Jardin du Carrousel in Paris.



Boardwalk trails can be a great strategy for providing community access to places of environmental sensitivity, or where the land is best left undisturbed. Here's an example from the Parker River National Wildlife Refuge in Newbury, Massachusetts.



PHOTO CREDIT: DONNA WATERS

The Barge Canal site was once occupied by a coal gasification plant and has been designated as a Superfund Site. It blends nature and industry, history and ecology, beauty and grit.

Seattle's Gas Works Park was built on a former coal gasification plant—the same kind of facility that once occupied the Barge Canal site.



PHOTO CREDIT: LEE KROHN

"The Barge Canal area is an important wild patch in the South End. It is NOT 'underutilized'; but it is undervisited. Let Nature do her work (=cleaning up the pollution of the gasification plant) while still letting people come to visit and observe her working. There will need to be some explanatory panels, recounting the industrial history (without necessary celebrating it) and explaining its aftermath."

Community comment from the webtool

planBTV South End

What do you like?

Barge Canal Industrial Heritage Park rocks!

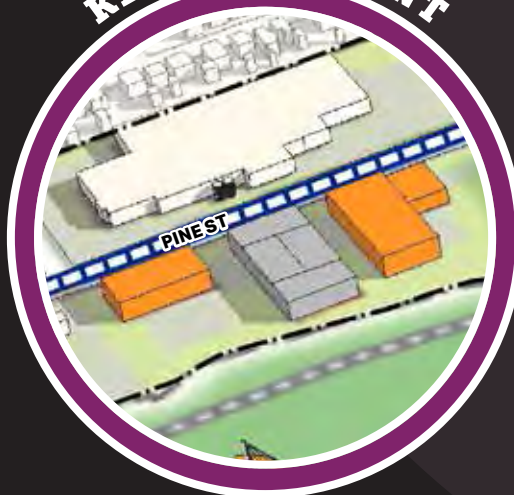
How would you improve it?

less

Ensure connectivity & access to this

KEY INGREDIENT

So close, and yet so far! (View of the Myer's Bagels building and the Great Harvest building from the bike path.) Today, Pine Street is farther from the bike path than it looks. It's .8 miles—more than a 15 minute walk—from Maple Street to Lakeside Ave, with no paths or streets between connecting Pine Street to the Lake and the bike path. A new bike-ped path through the Barge Canal site would link the Lake and the Island Line Trail to the heart of the Pine Street arts district.

KEY INGREDIENT

Seek opportunities to create new ped/bike links from Pine Street to the Lake, with connections to the Island Line Trail. If/where necessary given the sensitive ecology and environmental constraints of the Barge Canal site, consider establishing portions of trails as elevated boardwalks.



Seek grants to fund design and implementation.



Parks, Recreation, & Waterfront department, Department of Public Works

Expand space available for maker enterprises with new infill development; incorporate arts/maker space and shared parking; use structured parking where feasible. For infill development at the Barge Canal site, seek to locate buildings along Pine Street; include trail links to Barge Canal Park; comply with deed restrictions and environmental constraints.



Work with site owner to advance infill development.



Department of Planning & Zoning; Community & Economic Development Office



Explore potential for a new public waterfront park at the Blodgett site. As the Blodgett site transitions to new owners and uses, seek opportunities to establish a publicly accessible park along the waterfront.



Initiate conversations with property owners.



Community & Economic Development Office; Parks, Recreation, & Waterfront department



A study now underway is investigating opportunities to consolidate the railyard and create new street connections linking Pine with Battery Street and/or South Champlain Street. More information at <http://www.ccrpcvt.org/transportation/scoping/rail-yard-enterprise-project>



Continue to explore opportunities for new street connections in the Railyard Enterprise area. The Railyard Enterprise Project (REP) is exploring ways to consolidate the important functions of the railyard. New streets could connect Pine with Battery Street and/or South Champlain Street, defining new blocks and providing opportunities for new infill development.



Complete the Railyard Enterprise Project (REP) study and move its recommendations forward.



Chittenden County Regional Planning Commission, Department of Planning & Zoning, Community & Economic Development Office, Department of Public Works, VTrans, FHWA



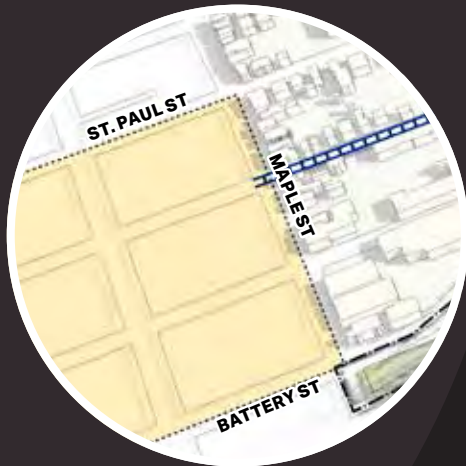
Add sidewalks: west side of Pine between Howard and Locust. Fill this gap in the sidewalk network to provide continuous sidewalks on both sides of Pine.



Consider funding design and construction of asphalt sidewalks in advance of the Champlain Parkway project.



Department of Public Works



Complete King Street Neighborhood traffic study and implement recommendations. Study area extends from Main Street to Maple Street, and from Battery Street to Saint Paul.



Complete study (anticipated 2015); seek funding for implementation.



Department of Public Works

A walkable, bike-able, easily crossable, transit-served Pine Street, accessible to those of all mobility levels, was a clear priority for local residents interviewed by local artists Michelle Sayles and Jen Berger as part of the planBTV South End artist-led community engagement initiative. Sayles and Berger captured common themes in a mural.



With the Champlain Parkway, Pine Street will receive better crosswalks and bus stops, and a parallel biking and walking path between Lakeside Avenue and Kilburn Street. Bicycle lanes in both directions are proposed between Kilburn and Maple. New traffic lights will be provided along Pine Street at King and Maple, and the signal at Pine and Lakeside will be upgraded. **For more information on the Champlain Parkway, skip to page 49.**

KEY INGREDIENT



Improve walking environment, bus stops, and bike travel;

continue to reinforce Pine and other South End streets as vehicular "slow zones" and as "green streets" with robust stormwater management capabilities. With the Champlain Parkway, Pine Street will see better bus stops, improved walking and biking routes, and new stormwater management infrastructure.

Walkable, crossable, bikeable, soakable (stormwater management equipped) streets with good connections to transit should be the goal neighborhood-wide.



Construct the Champlain Parkway.



VTrans, Department of Public Works, FHWA



Explore potential for a new north-south multi-modal link through the Barge Canal site.

This link would help improve connectivity within this part of the South End, making it easier to get around, and should be thought about in conjunction with development of a Barge Canal Park. The link could also serve as a multi-modal extension of potential future north-south streets created through the Railyard Enterprise Project, and/or within the Lakeside Avenue area.



Consider long-term potential for connection in ongoing planning and development efforts within this area.



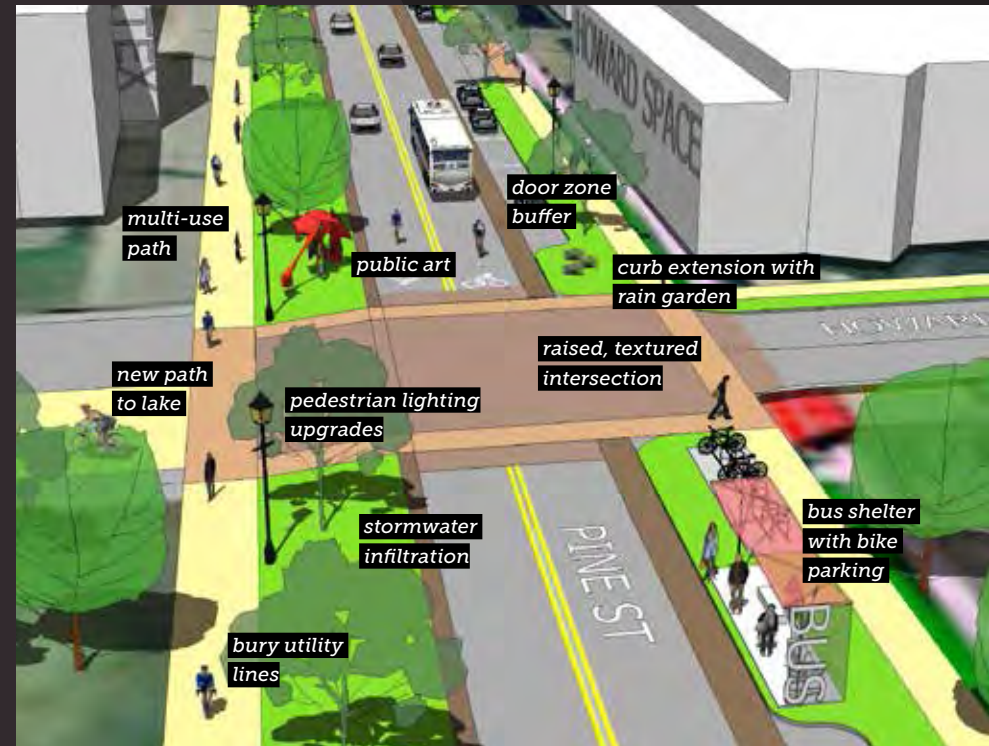
Department of Planning & Zoning, Department of Public Works, Parks, Recreation & Waterfront department



As part of the planBTV South End Active Living Workshop, the Walkable and Livable Communities Institute suggested potential traffic calming and walkability improvements, including landscaped mini-roundabouts, brightly colored bike lanes, burial of overhead utility lines and lighting.



CREDIT IMAGE: WALKABLE AND LIVABLE COMMUNITIES INSTITUTE



Pine Street at Howard Street, showing improvements that could make this street a better, safer place to bike, walk, drive and catch the bus.



Pine Street at Howard Street today, with a narrow discontinuous paved path on the left and no pedestrian lighting

Streetscape enhancements could dramatically improve Pine Street.



Desired Urban Form

- Multi-story buildings (3-5 stories)
- Building form defines new streets/public spaces
- Active ground-level uses along major street frontages
- Structured parking where feasible; no parking lots along major streets
- Traditional and new materials

Preferred Uses

- Employment focused: major employment center for large and small businesses, including art/maker enterprises
- Limited retail
- Potential for multi-family housing within mixed-use buildings; potential for artist/maker work-live space

a new maker'hood center

NEW SPACE FOR BUSINESSES, PARKS ADDED + REIMAGINED, NEW STREETS AND BIKE-PED PATHS

At the center of the South End, a new hub is emerging, sparked by a new generation of maker enterprises. Old industrial buildings are living second, third, or even fourth lives as old mills become centers for innovation, and as humble post-World War II industrial buildings adapt to house coffee roasters and tortilla purveyors, frozen yogurt producers and doggie daycare providers, bagel-makers, and chocolate manufacturers, and one of the best places in town to grab a hot chocolate. And new buildings are part of the mix too: on what was once a parking lot, in Champlain College's Miller Center, emergent media technologies are born, and adopted by area businesses. This hub is full of potential! Where big surface parking lots and vacant sites sit today, new businesses could thrive tomorrow—providing a home for the South End's next generation of maker folks. Housing also has the potential to be a part of this mix.

Establish a South End Neighborhood Path, linking neighborhoods east of Pine to Calahan Park, local schools, and beyond.

Improve walking, biking, driving and transit conditions through the Champlain Parkway project, improvements to Pine Street, and other enhancements.

Extend the bike path along the waterfront to Lakeside Ave.

Add speedtables and bulbouts

New entrance to Calahan Park

New streets

Provide continuous sidewalks on both sides of Lakeside Ave

LOCUST ST

Pocket parks and plazas

OPW

RED

Innovation Center

NEW PARK

Stodgett

BEACH

CENTRAL AVE

ISLAND LINE TRAIL

With Champlain Parkway, new traffic light; over long-term, consider roundabouts

Improve sidewalks between Park and School

New sidewalks and lighting on Sears Lane

Expand studio space; explore potential for work-live maker space

Create a green corridor between Englesby Brook to the Barge Canal site

Consider workforce housing as part of new mixed-use buildings within maker'hood center

Construct shared, structured parking

Improve access to the Lakeside neighborhood across the rail tracks for emergency vehicles.

Englesby Brook - a green corridor to the lake

Champlain Parkway constructed with multi-use path

New buildings for maker enterprises and supporting uses

Champlain College Lakeside Campus

Lake Champlain

Englesby Brook - a green corridor to the lake

SEARS LN

Improve sidewalks between Park and School

New sidewalks and lighting on Sears Lane

Establish a "Maker'hood Center": transform surface parking lots and underutilized sites near Lakeside Ave into a walkable mixed-use hub incorporating new space for maker enterprises, from high-tech to hand-made.

Expand studio space; explore potential for work-live maker space

Create a green corridor between Englesby Brook to the Barge Canal site

Consider workforce housing as part of new mixed-use buildings within maker'hood center

Construct shared, structured parking

Improve access to the Lakeside neighborhood across the rail tracks for emergency vehicles.

Legend

- Focus area
- Champlain Parkway
- Potential street
- Infill development
- Near-term reuse
- New park entrance
- Major new or improved bike and pedestrian connections
- Bike path
- Paving
- New transit route
- Raised, textured crosswalks or speed tables

0 250 500 feet

KEY INGREDIENTS

- ✓ **Establish a “Maker’hood Center”:** transform surface parking lots and underutilized sites near Lakeside Ave into a walkable mixed-use hub incorporating new space for maker enterprises, from high-tech to hand-made.
- ✓ **Extend the bike path along the waterfront** to Lakeside Ave.
- ✓ **Fill missing links in a South End Neighborhood Path,** linking neighborhoods east of Pine to Calahan Park, local schools, and beyond.
- ✓ **Improve walking, biking, driving and transit conditions** through the Champlain Parkway, improvements to Pine Street, and other enhancements.



Establish a “Maker’hood Center”: transform surface parking lots and underutilized sites along Lakeside Avenue into a walkable mixed-use hub incorporating new space for maker enterprises, from high-tech to hand-made.

Incorporate parking in shared, centrally located structures; pocket parks and plazas that double as a stormwater management features, and that can be used for local events; new streets; and a “green corridor” along both sides of the Champlain Parkway and beyond, linking Englesby Brook to the Barge Canal site as part of a robust stormwater management network. Consider allowing up to 35% of new square footage for uses that will help support the Maker’hood Center as a lively place—uses such as:

- café or coffee shop—
- small market—
- retail space associated with a production facilities—
- work-live space for artists and craftspersons—
- multi-family workforce housing, affordable to local workers—

Allow mixed-use buildings up to five stories tall to enable more intensive use of limited land within the Maker’hood Center; require new buildings to incorporate green building practices. North of Lakeside Ave., comply with deed restrictions and environmental constraints associated with the adjacent Barge Canal Superfund site.



Revise zoning to enable taller buildings and the range of uses identified above.



Department of Planning & Zoning, Planning Commission, Community & Economic Development Office



space for
special events

continuous
sidewalks



3- to 5-story
buildings

public art

new park/
event space

stormwater management;
underground tanks

**MEET THE
MAKER'HOOD
CENTER: A BUSTLING
ECO-CONSCIOUS HUB
WHERE CREATIVE PEOPLE
+ CREATIVE BUSINESSES
COME TOGETHER. THIS IS
A PLACE WHERE 'STUFF
GETS MADE,' FROM
HAND-MADE TO
HIGH TECH.**



ARTIST WORK-LIVE SPACE! WHO WANTS IT?

In a recent Artist Work Space and Housing Survey, over 140 local artists (just over 60% of respondents) expressed interest in work-live space.



Reuse of the Blodgett buildings for innovation businesses, creative enterprises and/or housing.



Continue to assess demand and feasibility of creating affordable studio and/or work-live space for artists and makers.



Burlington City Arts, South End Arts & Business Association



Work with property owner to advance reuse.



Community & Economic Development Office



Today, Calahan Park is hidden and inaccessible from Pine Street.



Create new entrance to Calahan Park along Pine Street. Open Calahan Park to Pine Street with a new entrance and park signage.



Seek funding for design and construction.



Parks, Recreation, & Waterfront department

Artist P.J. McHenry and the Arts Riot team repurposed a vintage phone booth to create a video recording station, where community members shared their ideas about the future of the South End.

OPEN UP THE PARK ON PINE STREET TO THE SIDEWALK AND MAKE...A LARGE PUBLIC ART INSTALLATION INSIDE THE PARK WITH JAZZ NIGHT ON FRIDAY NIGHTS IN THE SUMMERTIME.



KEY INGREDIENT



Extend the bike path along the waterfront at the Blodgett site. Create a new segment of the Island Line Trail along the waterfront at the Blodgett site, significantly expanding the amount of trail within the South End offering direct views—and potentially access—to the Lake.



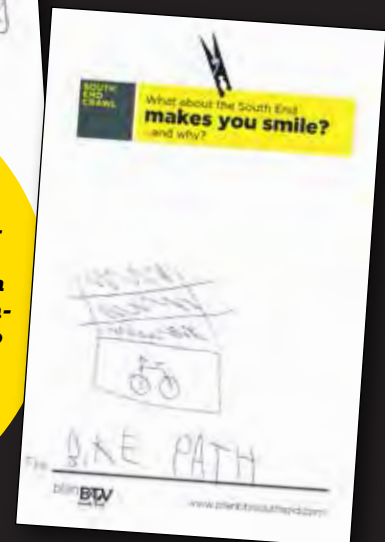
Investigate cost, feasibility and owner interest.



Parks, Recreation, & Waterfront department



At the planBTV South End Crawl, a community event showcasing the funky mix of creative enterprises within neighborhood, South Enders shared their thoughts on what they love about their neighborhood and what they'd like to see change. Love for the bike path—and a desire for a more walkable, bikeable South End—were common themes.



KEY INGREDIENT

Establish a South End Neighborhood Path along neighborhood streets east of Pine Street, linking residential areas to Calahan Park, Champlain Elementary School, Edmunds Middle School, and other destinations.

Provide a north-south walking and biking route as an alternative to travel along Pine, completing and extending the route identified as part of the Champlain School Safe Routes to School Study. Steps include: speed tables and bulbouts along Locust Street at Caroline Street and at Charlotte Street, and at the Birchcliff Parkway—Cherry Lane intersection (anticipated summer/fall of 2016); sidewalks along the north side of Birchcliff Parkway; paved paths through Park and behind Champlain Chocolates; working with property owners to formalize informal paths through residential lots (e.g., on Cherry Lane); and bike/ped bridge over ditch on Champlain School property, if needed.

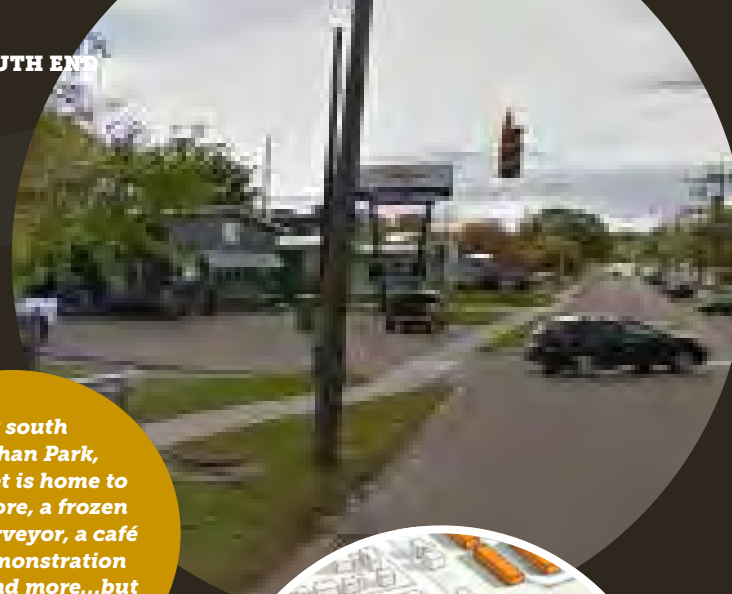


Construct speed tables and bulbouts along Locust Street and at the Birchcliff Parkway—Cherry Lane intersection (anticipated 2016)



Department of Public Works

Just south of Calahan Park, Pine Street is home to a bagel store, a frozen yogurt purveyor, a café with a demonstration kitchen, and more...but it's an unfriendly place to walk.



Make Pine Street more walkable between Calahan Park and Champlain Elementary School. On the east side of Pine Street from Lakeside Ave to Sears Lane, create a buffer at least 6' wide with grass and trees beside the road. Provide ample sidewalks at least 6' wide. Where possible, narrow curb cuts. Additional improvements might include improved streetscapes with wider sidewalks and landscaped buffers on the west side of Pine, a median for safer crossing, tighter corners at intersections, narrower driveways, and narrower vehicle travel lanes.

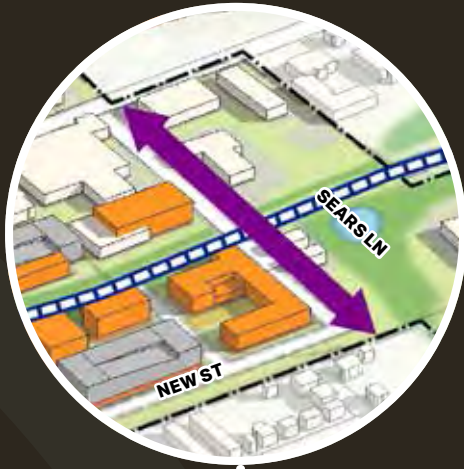
On the east side of Pine Street from Lakeside Ave to Sears Lane, create a buffer at least 6' wide with grass and trees beside the road. Provide ample sidewalks at least 6' wide. Where possible, narrow curb cuts. Additional improvements might include improved streetscapes with wider sidewalks and landscaped buffers on the west side of Pine, a median for safer crossing, tighter corners at intersections, narrower driveways, and narrower vehicle travel lanes.



Secure funding for design and construction



Department of Public Works; reactivated Champlain School Safe Routes to School Committee



Provide improved and continuous sidewalks on both sides of Sears Lane.

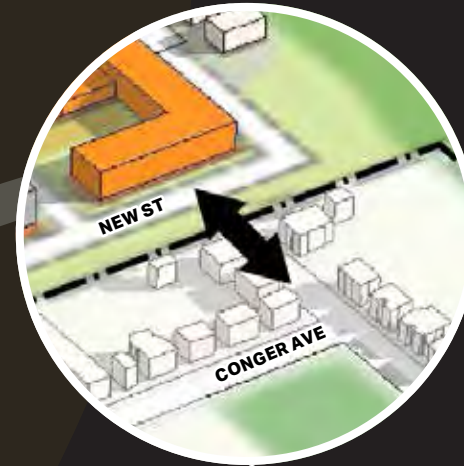
Provide 6' sidewalks and a landscaped buffer of at least 6' that incorporates stormwater management features. Add street lights. Improve walking conditions along Sears Lane, the route to Champlain School from the Lakeside neighborhood.



Secure funding for design and construction of sidewalk improvements



Department of Public Works



Improve access to the Lakeside neighborhood across the rail tracks for emergency vehicles, providing a secondary route in and out of the neighborhood.



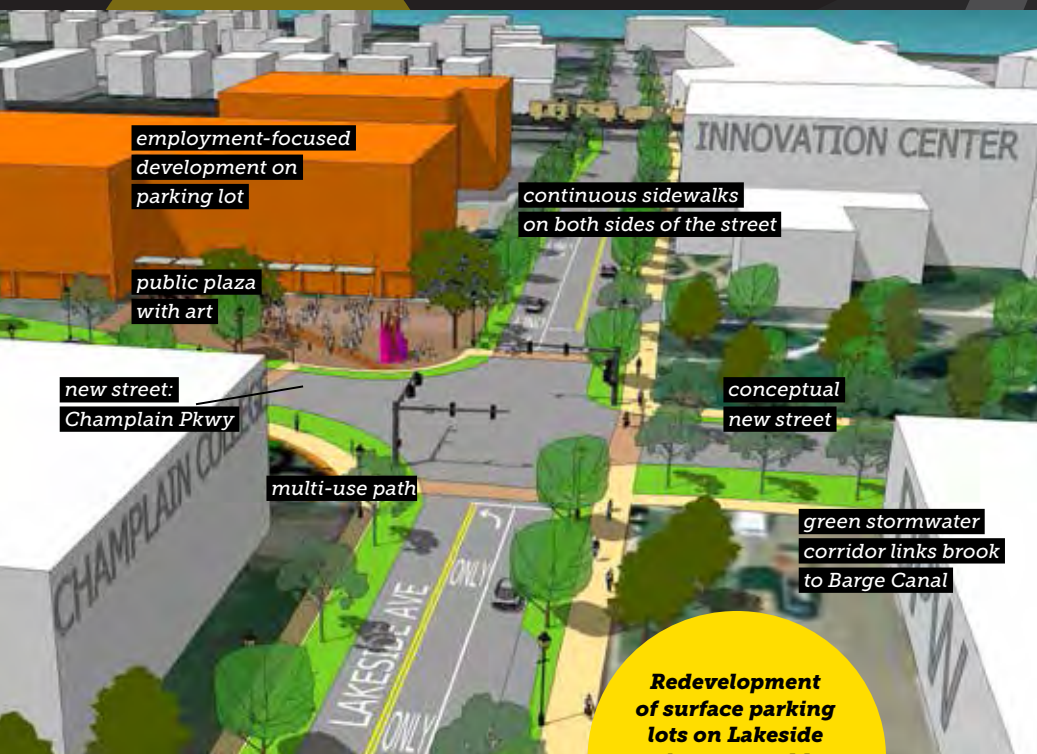
Convene a working group to explore strategies.



Department of Public Works; Police Department; Fire Department; Vermont Railway

Sidewalks and lighting would make Sears Lane a better place for those making their way between the Lakeside neighborhood and Champlain Elementary School.



WELCOME TO THE MAKER'HOOD: OUR PLAN FOR THE SOUTH END**A NEW MAKER'HOOD CENTER:** LOCUST STREET TO SEARS LANE**DRAFT****Lakeside Avenue at the Champlain Parkway**

Redevelopment of surface parking lots on Lakeside Avenue could transform this area into a greener, more walkable place

**Lakeside Avenue is dominated by parking today****Places like Castleberry Hill, a creative district in Atlanta, incorporate new infill development while maintaining a funky feel****Improve walking conditions along Lakeside Avenue.**

Provide continuous sidewalks on both sides of Lakeside Avenue, with a green planted buffer between the road and the sidewalk. Incorporate stormwater management features.



Secure funding for design and construction of sidewalk improvements



Department of Public Works; property owners

**Improve access to the Lake at Lakeside Avenue**

by providing connections to a new waterfront bike path segment and public park on the Blodgett site.



Initiate discussion with property owner



Community & Economic Development Office; Parks, Recreation & Waterfront department

KEY INGREDIENT



Champlain Parkway improvements within this area will include a “new build” portion of the Parkway (a 2-lane road with a parallel biking/walking path, fencing, and trees) and new and upgraded traffic signals. For more information on the Champlain Parkway, skip to page 49.

Improve walking, biking, driving and transit conditions through the Champlain Parkway, improvements to Pine Street, and other enhancements.

Continue to reinforce Pine, Lakeside, and other area streets as vehicular “slow zones” that invite walking and biking, offer good connections to transit, and function as “green streets” with robust stormwater management capabilities. The Champlain Parkway will provide improved street connectivity, new walking and biking routes, and new stormwater management infrastructure.



Improvements at the Pine Street—Lakeside Ave intersection, including upgrade of traffic signals and poles, installation of pedestrian signals and crosswalks, and new overhead street lighting, will be completed in advance of full Parkway construction.

VTrans, Department of Public Works



Explore opportunities to create new streets in the Lakeside Ave area.

Additional streets would strengthen the South End’s road network, improve connectivity for vehicles, pedestrians, and cyclists, and help relieve traffic on Pine Street.



Investigate cost, feasibility and interest among abutters.

Department of Public Works



Desired Urban Form

Within the Enterprise Zone

- 1–3 story buildings
- Building form defines streets/public spaces
- No parking lots along major streets
- Traditional and new materials

Within Neighborhood Mixed-Use District and behind Champlain School (Outside Enterprise Zone)

- 2–4 story buildings
- Building form defines streets/public spaces
- Active ground-level uses along major street frontages
- No parking lots along major streets
- Traditional and new materials

Preferred Uses

Within the Enterprise Zone

- Arts, maker, manufacturing, and R&D focused
- Limited retail
- Potential for artist/maker work-live space north of Flynn

Within Neighborhood Mixed-Use District and behind Champlain School (Outside Enterprise Zone)

- Multi-family residential focused
- Limited retail along Pine and Flynn

the eclectic ecosystem: from brooks to beaches to breweries

NEW STREETS, SIDEWALKS AND INFILL DEVELOPMENT

From a local elementary school to a 38' sculpture made from filing cabinets, from oil tanks to waterfront parks, from galleries and studios and a brewery to quiet residential neighborhoods—this part of the South End is an eclectic, evolving ecosystem. Nature, industry, artistry and community come together here, each an integral and dynamic part of the Flynn Ave area's whole. Over time, we'll work to ensure that this ecosystem is green and growing and connected: from a healthy Englesby Brook supported by robust stormwater management, to a fertile maker'hood environment with space to grow, to green streets, great parks, and thriving residential neighborhoods.

Enable multi-family housing behind Champlain Elementary School, on land now used for the school district maintenance facility.

Protect Englesby Brook; control flow and volume of stormwater.

Fill missing links in a South End Neighborhood Path.

Explore potential for a South End community center.

Improve pick-up/drop-off at Champlain School

Encourage adaptive reuse of St. Anthony Church for housing/mixed-use development; explore potential for additional housing on site.

Expand and preserve arts/maker space

Improve walkability along Pine and Flynn with new and improved sidewalks, intersection improvements, and more.

Construct Champlain Parkway—a new 2-lane road with parallel multi-use path.

Create new space for maker enterprises along Briggs Street, facing the future Champlain Parkway and providing a new gateway to the South End.

Neighborhood Mixed-Use District: Encourage redevelopment at Pine and Flynn for small-scale multi-family housing and neighborhood-serving retail/services.

Consider rerouting transit from Pine.

Pine St. south of Flynn: Add sidewalks and bike lanes; add curb extensions at intersections; consider mini-traffic circles

HOME AVE

With Champlain Parkway, new traffic light

Long-term potential for maker enterprise redevelopment.

Legend

	Focus area		Major new or improved bike and pedestrian connections
	Champlain Parkway		Bike path
	Potential street		Paving
	Infill development		New transit route
	Near-term reuse		Raised, textured crosswalks or speed tables
	New park entrance		

0 250 500 feet

KEY INGREDIENTS

- ✓ **Enable multi-family housing behind Champlain Elementary School**, on land now used for the school district maintenance facility.
- ✓ **Create new space for maker enterprises along Briggs Street**, facing the future Champlain Parkway and providing a new gateway to the South End.
- ✓ **Protect Englesby Brook**; control flow and volume of stormwater.
- ✓ **Construct Champlain Parkway**—a new 2-lane road with parallel multi-use path.
- ✓ **Improve walkability along Pine and Flynn** with new and improved sidewalks, intersection improvements, and more.

The Burlington School District maintenance facility, located behind Champlain Elementary School, could provide a site for new multi-family housing within the South End.



KEY INGREDIENT



Explore redevelopment of land behind Champlain School, now used for the school district's maintenance facility, for multi-family housing. Create 100 to 150 housing units in townhouses and apartment-style buildings up to 4 stories in height.



Work with the Burlington School District to find alternate location for the school district maintenance facility.

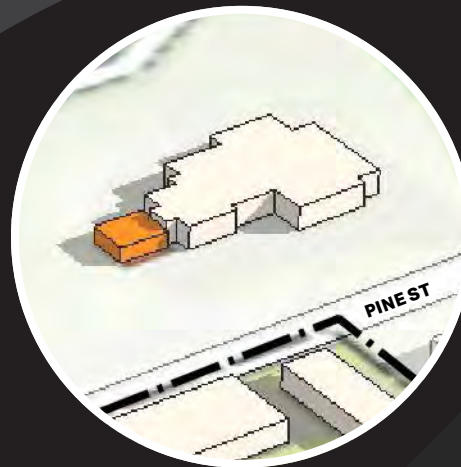
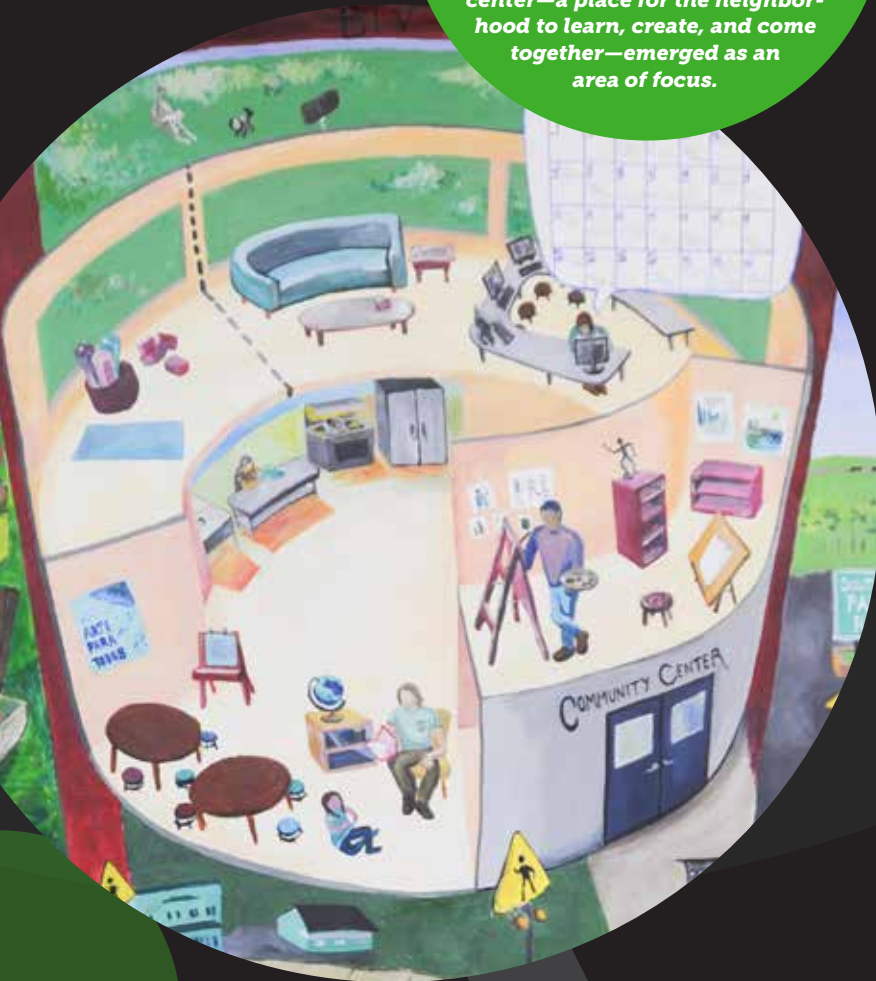


Department of Planning & Zoning, Burlington School District; Community & Economic Development Office

"Today, we see a really interesting and diverse mix of seemingly incompatible uses along this ½-mile stretch of Flynn Ave between Pine St and Oakledge that manage to co-exist naturally and harmoniously: residential, commercial, industrial, institutional (child care) and recreational, interspersed with natural, wooded areas and a railroad."

Architectural Historian Britta Tonn, during the planBTV South End Guided Photography Tour, an exploration of the South End's rich industrial heritage

As part of the planBTV South End artist-led community engagement initiative, local artists Michelle Sayles and Jen Berger interviewed lower-income residents about their concerns and aspirations for the neighborhood, and captured common themes in a hand-painted mural. A South End community center—a place for the neighborhood to learn, create, and come together—emerged as an area of focus.



Explore potential for a South End community center, potentially as an addition to Champlain School. A community center is desired by South Enders as a site for continuing education programs, workforce development, indoor recreation facilities, and more.



Continue to explore potential for a South End community center.



Parks, Recreation, & Waterfront Department, Burlington School District

KEY INGREDIENT



Create new space for maker, industrial or R&D enterprises along Briggs Street, facing the future Champlain Parkway and providing a new gateway to the South End. Approximately 100,000

GSF of new space in one- to two-story buildings could be created for commercial and industrial enterprises through redevelopment of existing buildings in an area that, with the Champlain Parkway, will soon be a gateway to the neighborhood.

Limited on-site contamination presents medium risk to redevelopment; comply with deed restrictions and remediate as needed.



Provide technical assistance to property owners interested in redevelopment.



Community & Economic Development Office

WELCOME TO THE MAKER'HOOD: OUR PLAN FOR THE SOUTH END

THE ECLECTIC ECOSYSTEM: FROM BROOKS TO BEACHES TO BREWERIES: SEARS LANE TO HOME AVENUE

DRAFT**Expand studio space under non-profit or public ownership.**

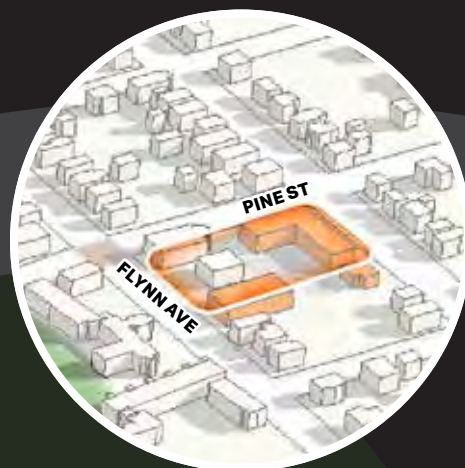
Continue to advance public and non-profit initiatives that would add studio space within the South End, ensuring that affordable studio space remains a permanent presence. Provide technical assistance to artists and makers looking to establish studio cooperatives.



Continue to assess demand and feasibility of creating affordable studio and/or work-live space for artists and makers.



Burlington City Arts, South End Arts & Business Association, Community & Economic Development Office

**Housing / mixed-use redevelopment of church site at Pine and Flynn.**

This site is located within a Neighborhood Mixed-Use District, which allows for housing and neighborhood-oriented goods and services. Redevelopment/adaptive reuse of the site would provide an opportunity for multi-family housing outside of the Enterprise Zone.

Redevelopment should occur with sensitivity to the scale and pattern of surrounding residential neighborhoods.



Provide technical assistance to property owners interested in redevelopment.



Community & Economic Development Office

Work by Diane Gayer and UVM students highlighted the importance Englesby Brook, and a resilient, sustainable, and connected South End.

**Long-term potential for redeveloping large sites along Flynn: oil tank farm and mini-storage site.**

Over time, the oil tank farm and the mini-storage facility near the foot of Flynn Ave could be redeveloped, providing space for new maker enterprises. On-site contamination of tank farm presents high risk to redevelopment; remediate as needed.



Provide technical assistance to property owners interested in redevelopment.



Department of Planning & Zoning; Community & Economic Development Office

KEY INGREDIENT**Protect water quality in Englesby Brook by slowing the flow and reducing the volume of stormwater.**

Continue efforts to improve water quality in Englesby Brook, and ultimately the Lake. Strengthen stormwater management regulations for new development and redevelopment projects, and require public projects to meet stormwater reduction goals. Complete flow restoration plan for Englesby Brook (now underway).



Undertake an integrated planning process to prioritize which improvements to implement first.



Department of Public Works

Through planBTV South End, local artist Kevyn Cundiff created the South End Arts District Amazingly Marvelous Marble Run. Community members were invited to drop a marble through a fanciful maze of tubes, ladders, and more in exchange for their comments on what within the South End should be preserved and what should be changed. Comments were posted to a facebook page.



KEY INGREDIENT



"New Build" segment of the Champlain Parkway constructed as 2-lane road with biking/walking path.

New road will incorporate a parallel multi-use path, fencing and trees. New traffic lights will be provided at the Flynn Ave and Home Ave intersections.



Construct the Champlain Parkway.



VTrans, Department of Public Works

The newly built segment of the Champlain Parkway, shown here looking north from the intersection with Home Ave, will incorporate trees, fencing and a multi-use path on one side of the street.



IMAGE BY STANTEC



Consider rerouting transit along the future Champlain Parkway; provide bus stops at Flynn and Home.

Once the Champlain Parkway is constructed, consider shifting bus traffic from Pine to the Parkway between Queen City Park Road and Lakeside Ave; better serve the new Maker'hood Center and relieve traffic from residential areas along Pine Street.



Construct the Champlain Parkway.



Chittenden County Transportation Authority

Following the planBTV South End Active Living Workshop, the Walkable and Livable Communities Institute suggested improvements to Pine Street near the Champlain School, including narrower 10' travel lanes, bike lanes in both directions, and a landscaped median (ideally a bioswale) with a pedestrian crossing.



CREDIT IMAGE: WALKABLE AND LIVABLE COMMUNITIES INSTITUTE



WELCOME TO THE MAKER'HOOD: OUR PLAN FOR THE SOUTH END

THE ECLECTIC ECOSYSTEM: FROM BROOKS TO BEACHES TO BREWERIES: SEARS LANE TO HOME AVENUE

DRAFT

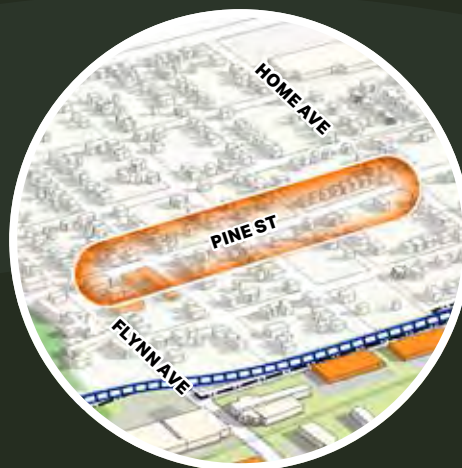
Establish a South End Neighborhood Path along neighborhood streets east of Pine Street, linking residential areas to Calahan Park, Champlain Elementary School, Edmunds Middle School, and other destinations. Complete the bike-ped route east of Pine Street linking residential areas to Champlain School; advance recommendations from the School Safe Routes to School study and extend this route to the serve neighborhoods south of Flynn. Between Sears Lane and Home Ave, construct boardwalk over Englesby Brook and surrounding wooded wetlands and extend path between residential properties to connect Champlain School to Flynn Avenue near Richardson Street.



Design and construct improvements.



Department of Public Works; reactivated Safe Routes to School Committee; landowners; Parks, Recreation & Waterfront department



Slow traffic and improve walk- and bike-ability on Pine Street at/around Champlain School and south of Flynn.

Restripe Pine Street south of Flynn with bike lanes in place of on-street parking. Calm traffic and improve walkability through curb extensions; consider mini traffic circles. Add sidewalks on the west side of Pine, from Lyman to Queen City Park Road. Provide a raised/textured intersection at Pine and Flynn, slowing traffic and improving visibility for walkers and cyclists at the transition between residential and commercial areas of Pine Street. Improve pick-up/drop-off conditions at Champlain School.



Secure funding for design and construction of improvements.

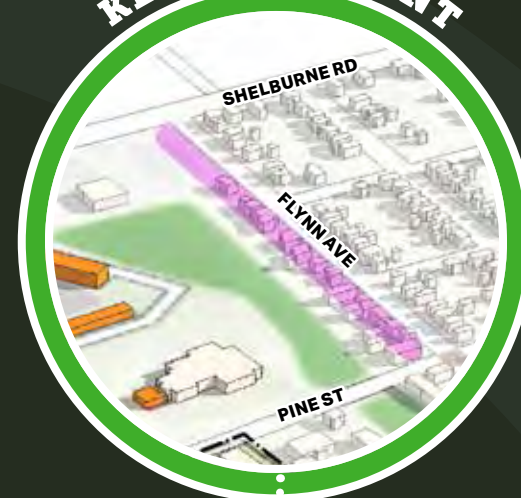


Department of Public Works

"Extend the sidewalk on the north side of Flynn Ave from where it dead ends."

Community comment from the webtool

KEY INGREDIENT



Add sidewalks on north side of Flynn Ave between Shelburne Road and Pine Street. Design of project is already underway.



Construct sidewalks (anticipated mid-summer/early fall 2015).



Department of Public Works

Beginning summer 2015, the City will be adding sidewalks on the north side of Flynn Ave between Shelburne Road and Pine Street. The new sidewalks will be located 3' from the existing curb.



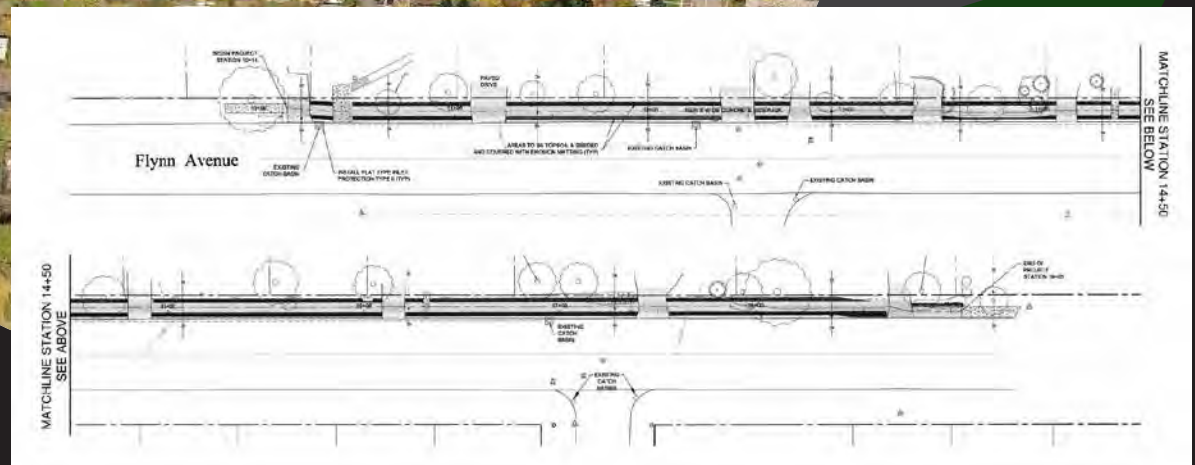
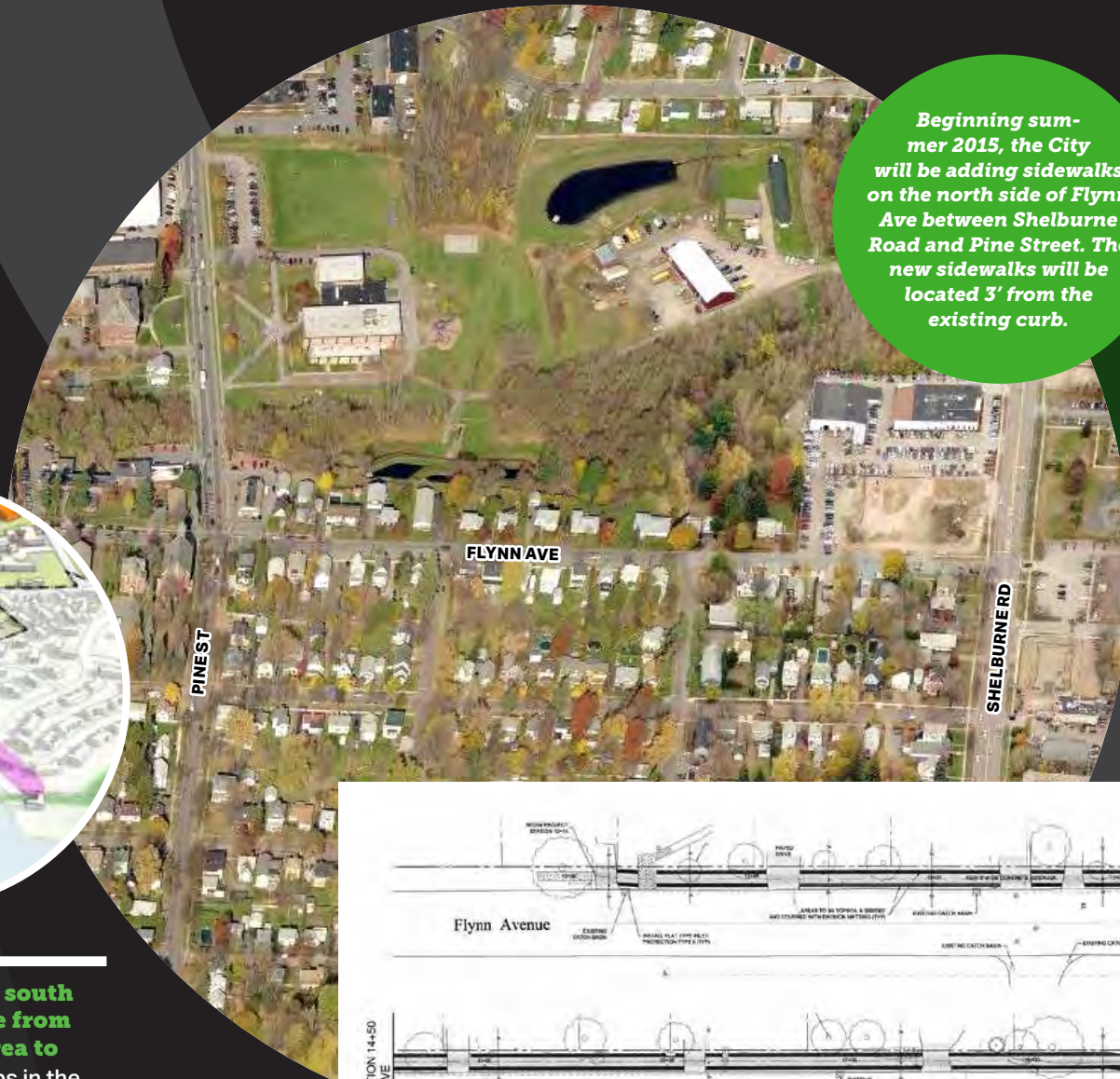
Add sidewalks along south side of Flynn Avenue from the Briggs Street area to Oakledge Park. Fill gaps in the sidewalk network to improve walking conditions on this key street.



Design and construct sidewalks.



Department of Public Works

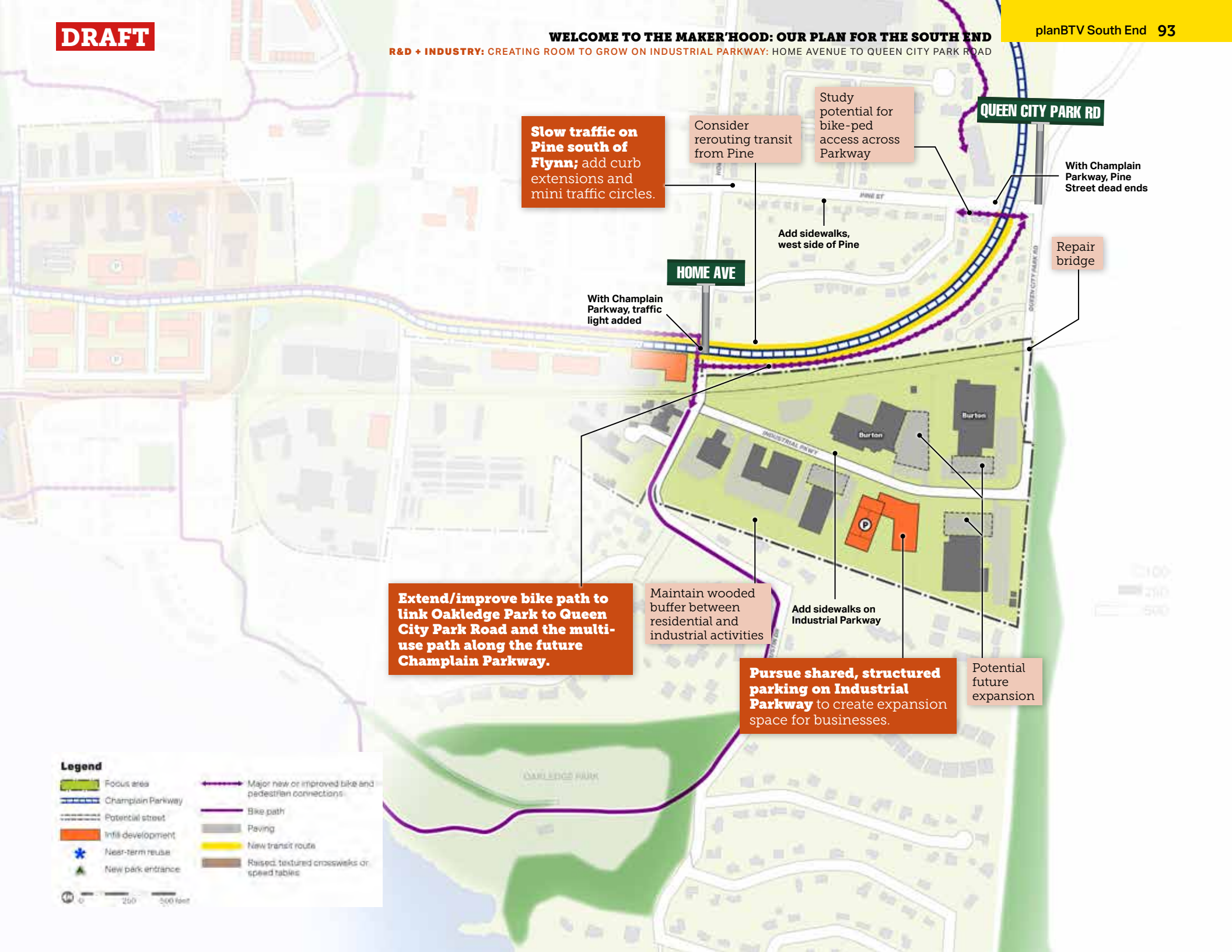




R&D + industry: creating room to grow on Industrial Parkway

WHAT'S NEXT FOR INDUSTRIAL PARKWAY, A MORE WALKABLE/ BIKEABLE PINE STREET, NEW AND IMPROVED BIKE AND WALKING CONNECTIONS

Quiet residential neighborhoods and a seemingly near-full industrial park occupy the southern-most end of the South End. But there's room for improvement here, too. With a strategy for shared, structured parking along Industrial Parkway, current businesses can expand their operations onto land they now use for parking lots. And there will be more space left for new industrial or research & development facilities to be part of the Industrial Parkway mix. With the new Champlain Parkway reducing traffic on this end of Pine Street, residential neighborhoods can look forward to more quiet—and to opportunities for a more walkable, bikeable stretch of Pine.



Slow traffic on Pine south of Flynn; add curb extensions and mini traffic circles.

Consider rerouting transit from Pine

Study potential for bike-ped access across Parkway

QUEEN CITY PARK RD

With Champlain Parkway, Pine Street dead ends

Add sidewalks, west side of Pine

HOME AVE

With Champlain Parkway, traffic light added

Repair bridge

Extend/improve bike path to link Oakledge Park to Queen City Road and the multi-use path along the future Champlain Parkway.

Maintain wooded buffer between residential and industrial activities

Add sidewalks on Industrial Parkway

Pursue shared, structured parking on Industrial Parkway to create expansion space for businesses.

Potential future expansion

Legend

- Focus area
- Champlain Parkway
- Potential street
- Infill development
- Near-term reuse
- New park entrance
- Major new or improved bike and pedestrian connections
- Bike path
- Paving
- New transit route
- Raised, textured crosswalks or speed tables

0 250 500 feet

KEY INGREDIENTS

- ✓ **Pursue shared, structured parking on Industrial Parkway** to create expansion space for businesses.
- ✓ **Slow traffic on Pine south of Flynn;** add curb extensions and mini traffic circles.
- ✓ **Extend/improve bike path to link Oakledge Park to Queen City Park Road and the multi-use path** along the future Champlain Parkway



Industrial Parkway would benefit from sidewalks along the east side of the road. Today, sidewalks are provided only in front of the bus stop.

Provide continuous sidewalks along Industrial Parkway from Home Ave to Queen City Park Road.

Today, sidewalks are provided only beside the bus stop. Add continuous concrete sidewalks, providing a walkable route to the Burton facility and other Industrial Parkway businesses. Incorporate stormwater management features.



Design and construct sidewalks.



Department of Public Works



KEY INGREDIENT



Pursue shared, structured parking on Industrial Parkway to increase the amount land available for expansion of industrial / research & development enterprises. Incorporate sound mitigation features into new and renovated space and sites where needed to avoid conflicts with existing nearby residential areas.



Provide technical assistance to property owners interested in infill development or expansion; where feasible, seek to provide funding assistance for structured parking.



Community & Economic Development Office



"Keep the connection from Pine Street to Queen City Parkway"

Community comment from the webtool

Conduct a feasibility study exploring potential for a bike-pedestrian crossing of the Champlain Parkway where Pine Street will dead-end. South Enders enthusiastically suggested the addition of a bike-pedestrian connection across the future Champlain Parkway, linking Pine Street to Queen City Park Road. Options for providing this connection might include a bridge; a tunnel; or an at-grade crossing.

An initial evaluation suggests that an at-grade crossing could be designed safely if appropriate measures were in place to reduce traffic speeds and alert drivers to crossing pedestrians (e.g., wide median refuge, an actuated signal), and that such a crossing could reinforce the transition from highway (I-189) to Urban Street (Champlain Parkway).



Initiate feasibility study



Department of Public Works; Parks, Recreation & Waterfront department

"I would like to see Pine St south of Flynn reclaimed as a neighborhood street once the Parkway is built."

Community comment from the webtool



Consider rerouting transit along the future Champlain Parkway; provide bus stops at Flynn and Home. Once the Champlain Parkway is constructed, consider shifting bus traffic from Pine to the Parkway between Queen City Park Road and Lakeside Ave; better serve the new Maker'hood Center and relieve traffic from residential areas along Pine Street.

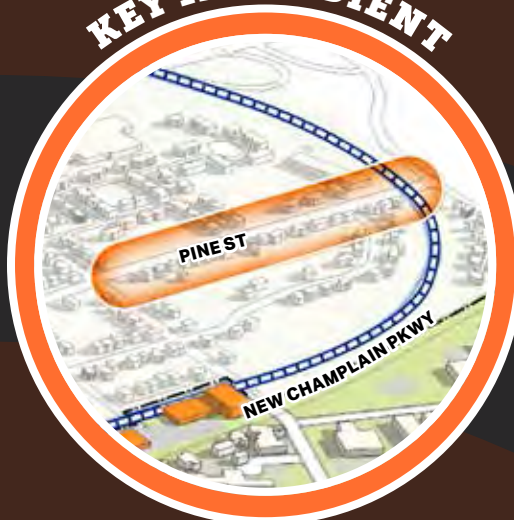


Construct the Champlain Parkway.



Chittenden County Transportation Authority

KEY INGREDIENT



Slow traffic and improve walk- and bike-ability on Pine Street south of Flynn. Restripe Pine Street south of Flynn with bike lanes in place of on-street parking. Calm traffic and improve walkability through curb extensions; consider mini traffic circles. Add sidewalks on the west side of Pine, from Lyman to Queen City Park Road. Incorporate stormwater management features.



Secure funding for design and construction of improvements



Department of Public Works

KEY INGREDIENT



Extend/improve bike path to link Oakledge Park to Queen City Park Road and the multi-use path along the future Champlain Parkway. Expand bike-ped connectivity in this part of the South End for commuting and recreation.



Construct improvements



Department of Public Works; Parks, Recreation & Waterfront department



*Repair of
the Queen City
Park Bridge is
anticipated in
2015.*

Repair the Queen City Park Road Bridge. This project, already underway, will include repair and resurfacing of the bridge deck and pedestrian safety improvements.



Construct repairs
(anticipated summer 2015).



Department of
Public Works



MOVING FORWARD AND PLAN IMPLEMENTATION

Getting Started

planBTV South End has involved many months of effort and hundreds of residents, employers, workers and others who live, work, create, or play in the South End. planBTV South End provides a long-term framework for shaping the future of the South End over the next 20 years—and represents an important step in City efforts to update Burlington's comprehensive plan, neighborhood by neighborhood.

planBTV South End includes more than 90 actions and initiatives. Some of these plan elements can happen quickly, or have already begun. Others may take many years to complete and may progress incrementally, in a series of steps. Many plan elements will require actions by the City, or by state and regional agency partners. Others can be advanced by an array of other stakeholders—residents, businesses, property owners, institutions, the South End Arts and Business Association (SEABA), Champlain Housing Trust (CHT), and others. Because resources like time, capacity, and funding aren't infinite, we won't be able to move forward on every initiative at once. But because we have a plan, we can move forward on multiple fronts, in multiple phases, and still all be headed toward the same end goal: strengthening the neighborhood we love as a place to live, work, create, and play.

Moving a plan forward takes passion, patience, and commitment—but together, we're up to the challenge. Here are some initiatives we think we can accomplish in the next 2–5 years, and that will have a real and visible impact on the South End:

[list to be inserted]

Help pick the priorities! Where do YOU think efforts and resources should be focused first?

