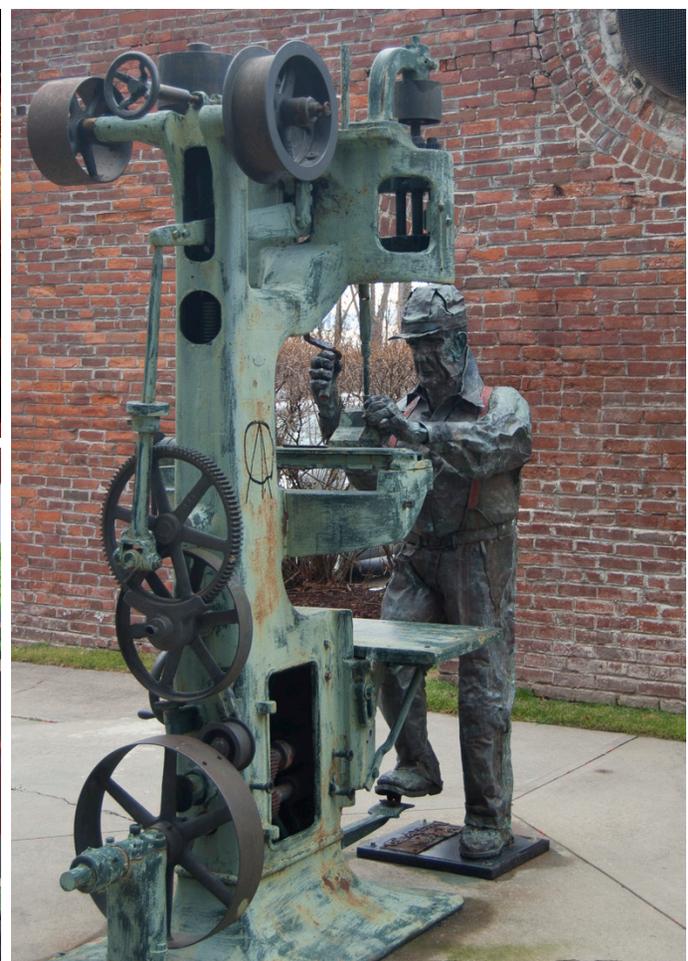
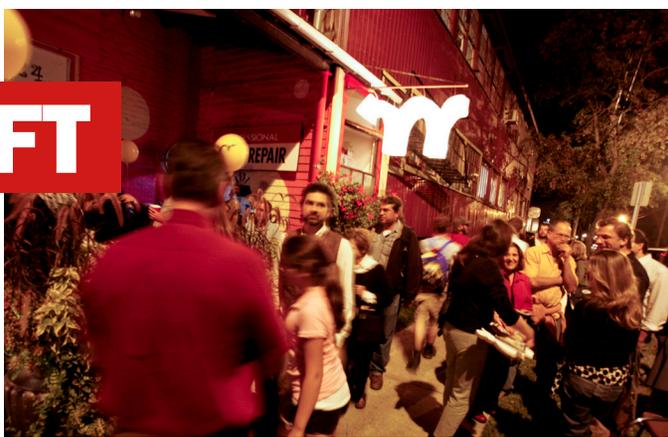


FINAL DRAFT



plan **BTV**
South End

**OUR PLAN FOR THE
SOUTH END NEIGHBORHOOD**

Prepared for the City of Burlington by
Goody Clancy | Civic Moxie | Dubois & King

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Welcome to the Plan!

An ongoing conversation...

planBTV South End marks a significant moment in an ongoing conversation about the future of the South End. It establishes a foundation and direction that will guide public policy, as well as 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. 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 important things happen.

...about an important part of our community.

There’s a lot we South Enders and South End enthusiasts agree on, but we certainly don’t agree on everything. During the preparation of planBTV South End, people from different parts of the neighborhood and different walks of life—from artists to employees to business owners to residents and more—expressed many different views and perspectives. This plan has given voice to these diverse points of view and concerns by capturing the ideas of South Enders in their own words—and it’s much better as a result. Thank you! Ultimately, planBTV South End has sought to find balance where possible, defining a path forward that’s mindful of the full range of perspectives while also recognizing the important role that 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. Continuing this conversation and implementing this framework will happen as the South End’s many partners, businesses, organizations, and groups of citizens come together to preserve and enhance the South End. Let’s roll up our sleeves and make good things happen!



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+ Funkiness	



PHOTO BY LEE KROHN

Introduction

Why Do We Need a Plan?

To Guide Change

Over time, all places change and evolve. Change can bring many social, environmental, and economic benefits and challenges. How this change impacts neighborhoods depends on how communities and their residents choose to engage with that change. In some places, change simply happens with little involvement on the part of the community. Sometimes this undirected change can bring a welcome evolution. Other times, this change can erode or even eliminate characteristics that made these

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 evolves.

places special to begin with because the community didn't take the time to consider the direction they really wanted to go.

From lumber processing and manufacturing, to transportation, arts and food, the South End has been in a constant state of change and evolution. But what's next? By

preparing this plan as a community, we're getting out in front of the next wave of change for the South End. We're shaping how and where we'd like to see the neighborhood evolve, and identifying the improvements we would like to see. Instead of sitting back and letting change simply happen, we're identifying improvements to make the South End more walkable, bikeable, sustainable, connected, and an ever-more resilient neighborhood that's important to the City and the region. We're identifying opportunities for a South End where neighborhoods continue to thrive, where enterprises continue to flourish, where a diversity of meaningful jobs are based, and where a creative spirit is visible throughout the area.

To Coordinate Plans and Studies

planBTV South End is part of a phased effort to update Burlington's comprehensive plan, neighborhood-by-neighborhood. This effort began with planBTV Downtown & Waterfront in 2010, which is 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 2014, was the next step. planBTV South End is also rooted in a number of previous planning initiatives which can be found in the appendix and on the planBTV South End project library at: www.planbtvsouthend.com. Key recommendations of these studies are incorporated throughout this plan.

To Create Benchmarks

Finally, planBTV South End includes many related studies to help us understand where we are today. The information contained in these studies not only points to important issues to address in the plan but also provides a snapshot in time, so that as change takes place we can measure it. These benchmarks will help us determine how the implementation of the plan's strategies are moving us towards the plan's vision.

#OurSouthEnd

Plan Focus Area



The South End Neighborhood

The South End neighborhood is bounded by Lake Champlain, Maple Street, South Union Street/Shelburne Road, and the southern Burlington boundary at Queen City Park Road. Despite its zoning and land use patterns, many describe it as a mixed-use neighborhood in which a whole range of activities thrive—from single-family neighborhoods to industrial operations.

However, many opportunities and challenges stem from the neighborhood’s geographic and iconic center: the Enterprise Zoning District. This zoning district acts as a spine that runs north to south, mainly along the Pine Street corridor, bisecting the residential areas of the neighborhood and separating many of the South End’s single-family residences from the lake and the open spaces along its edge. In addition, the character of buildings and uses changes within the Enterprise District, with more large-footprint industrial operations concentrated in the southern part, and historic buildings adapted into offices, artists studios and shops concentrated near downtown.

It is within the Enterprise District that much of the discussion about the South End’s future is focused. With stable, historic residential areas flanking its sides, the Enterprise District presents the greatest opportunity for the community to implement policies, projects and other activities that will preserve and enhance this neighborhood.

Consequently, the Enterprise Zoning District has been identified as the “focus area” and many of the plan’s strategies address this part of the neighborhood. This district does not permit housing, in order to ensure that this portion of the City is available for enterprise uses that provide a diverse economic base for the City, to get work done in a place where they can spread out and make noise.

What's in planBTV South End



A Snapshot of Studies and Conversations

The “About the South End” section presents key information collected during Phase 1 of this planning process. This began with research on the history of the neighborhood, and an assessment of today’s land use, transportation, stormwater, brownfields, and real estate market conditions.

The “What’s Important” section highlights the content of the community discussions that provided the foundation for this plan. The City hosted many forums for conversation about the neighborhood, and creative South Enders designed art-based engagement pieces to enhance this discussion. From formal presentations and Planning Commission meetings, to Art Hop and plan release parties, the planning team worked with South Enders and South End enthusiasts throughout the process to create and revise this plan.

A Roadmap for the Future

The “Our Plan for the South End” section provides guidance for the future of the neighborhood, organized in two parts:

- **Priority actions to preserve and enhance** the South End’s distinctive characteristics
- **Strategies to guide policy and projects** addressing economic development, the arts, transportation, public spaces, housing, stormwater and the reuse of brownfield sites

It’s important to note that this plan is part of an ongoing discussion about the South End. As a roadmap, this plan does not outline turn-by-turn directions for how to get where we want to go. Rather, it identifies a destination and points us in that general direction. It’s up to us to work together to find the best route to get there!

About the South End

In order to talk about our vision for the South End, it's important to understand both the neighborhood's history and where it is today. This section of the plan provides a brief history of the South End and a snapshot of the studies conducted as part of the planning process. These studies provided an important foundation for the development of this plan, including an assessment of the South End related to land use, transportation, stormwater, brownfields, and market conditions. Other South End studies have looked at livability, walkability, safe routes to schools, and community health. This section highlights key findings of these studies; links to the full documents are available in Appendix A on page 108 and online in the planBTV South End Project Library.

The Ever-evolving South End

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 Avenue, the Queen City Cotton Company operated a mill—and the

The South End has evolved from a **typical 19th century industrial hub...** to a place of **high vacancy rates...** into a **creative district** where companies are still making things alongside a new economy of businesses and innovators.



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.



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.



AND HERE IS A PORTION OF THE EFFICIENT FORCE THAT KEEPS THE WHEELS TURNING

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



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

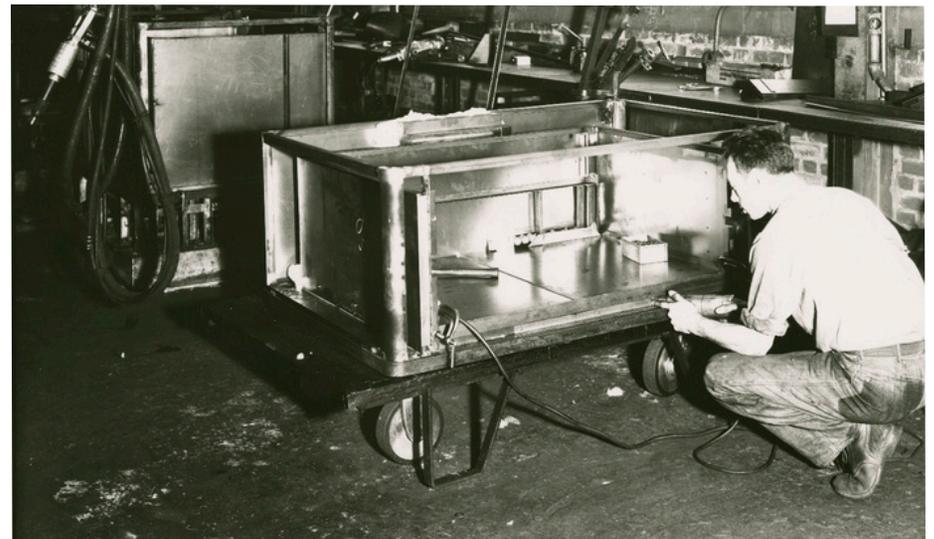
Bottom Left: Britta Fenniman Tonn and Lee Krohn led a walking and photography tour during the South End Crawl focused on the history and industrial architecture of the South End.

Bottom Right: 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.

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.

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.

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.





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.

Through the hard work of countless entrepreneurs, makers and artists, and with support from the Community & Economic Development Office (CEDO) and the South End Arts & Business Association (SEABA), the South End's spaces would fill once again.

Over the last forty years, the hard work of rebuilding and sustaining the South End as a bustling economic hub has continued. New businesses have set up shop in the neighborhood's iconic commercial and industrial buildings. Many of these new businesses continue to provide important manufacturing jobs, while distributing their products around the US and the world. The neighborhood has also witnessed the rise of the "New Economy," with growth in industries like technology, art and design, and small-scale artisanal and food manufacturing. This economy is drawing employers of all sizes to the South End, providing a new diversity of job opportunities—from offices to production and even retail, featuring both back-of-house and consumer-facing operations.

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. Historic residential neighborhoods have continued to thrive, while newer, multi-family housing communities have grown up around the industrial neighborhood. And, as the City's waterfront has evolved downtown, a similar desire to connect with and use the waterfront has emerged in the South End. As Burlington changes, the South End keeps evolving with it.¹

¹ Want to learn more about the South End's history? See Appendix C: Historic Resources on page 115 for resources and links.

The South End Today

Let's explore a little more about 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, and market conditions.

The details of this inventory have been 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 in the pages that follow...or read the full reports at www.planbtvsouthend.com.

As you read on, remember that this plan considered the entire South End, but with a particular focus on the Enterprise Zone. See the map on the next page for the extents of the Enterprise Zone.



Pine Street serves many transportation users and is lined by a variety of building types and small businesses.



Art Hop, a regular South End event, draws people from all over the city to visit the unique places found in the neighborhood.



The South End focus area is a varied place.

The South End has many distinctive identities that contribute to its notoriety as a creative and eclectic neighborhood. Throughout the South End, there are recognizable examples of buildings and activities that contribute to these identities.

- **Near Downtown**—This area contains a mix of tech, office, arts, retail, and consumer-facing industrial uses. Buildings here are mostly brick industrial structures built in the late 1800s and early 1900s.
- **Central South End**—This area retains some industrial character on the northern side of Lakeside Avenue along Lake Champlain; areas closer to Pine Street include several converted brick industrial buildings. Many of the post-World War II era buildings along Pine Street are now home to retail businesses, while those along Lakeside feature a variety of companies and even Champlain College.
- **Southern South End**—This area contains mostly owner-occupied industrial buildings that were constructed primarily between 1950 and 1970.

What is the Enterprise Zone?

For many years, the core of the South End—including much of Pine Street—has been part of the “Enterprise-Light Manufacturing Zone,” often referred to simply as the Enterprise Zone. The purpose of this district is all about ensuring there’s an area of the city dedicated to a diverse economic base that facilitates job creation and retention.

As such, this district has historically been intended for industrial and commercial uses, ranging from manufacturing and distribution to creating and repairing goods and services. The district also permits other accessory activities, like retail sales, that support these types of uses.

Today, the South End is a place where people work and create.

From snowboards to sculptures, coffee to can openers, websites to woodworking, and green energy to glass blowing...that's the South End. In total, the South End's 472 businesses employ 6,300 people.



Arts Riot



Rhino Foods on Industrial Parkway



Businesses at 180 Flynn Ave. PHOTO BY LEE KROHN



Burton Snowboards



Sterling Hardwoods



Dealer.com is the South End's biggest employer, keeping 800 workers busy. Thousands of other jobs are provided by businesses big and small.

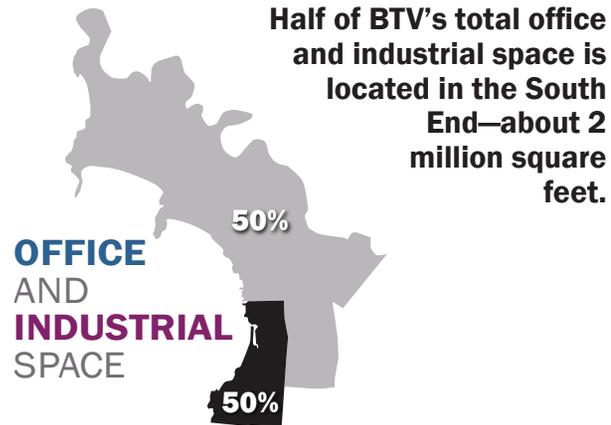
The South End is a place where people live.

6,400 people live in the South End, including in the Five Sisters neighborhood, the Lakeside neighborhood, Red Rocks, and more.



LAND USE

The South End has long been an attractive location for companies seeking industrial and office space.

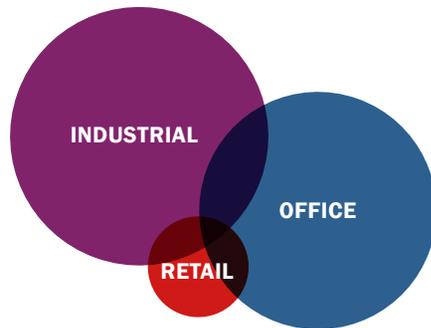


SOURCE: BURLINGTON SOUTH END MARKET STUDY, BY HR&A

South End buildings and businesses increasingly 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.



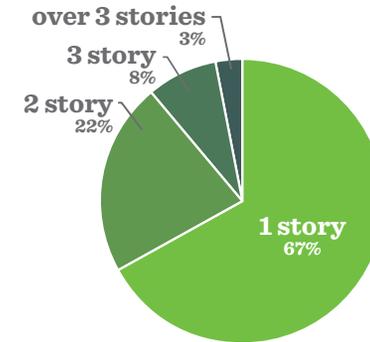
SOURCE: BURLINGTON SOUTH END MARKET STUDY, BY HR&A

A major component of the South End is the Enterprise Zone, a zoning district in which important economic activity is taking place.

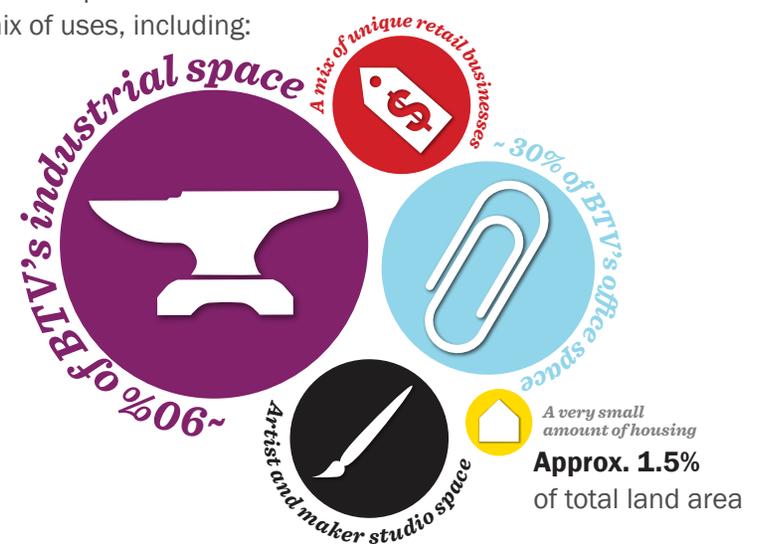
The Enterprise Zone encompasses...



The district currently is developed with low-density buildings.



And while it comprises only 4% of the City's land area, the Enterprise District is home to an eclectic mix of uses, including:



SOURCE: BURLINGTON SOUTH END MARKET STUDY, BY HR&A; PLANBTV SOUTH END PHASE 1 EXISTING CONDITIONS REPORT, BY VHB

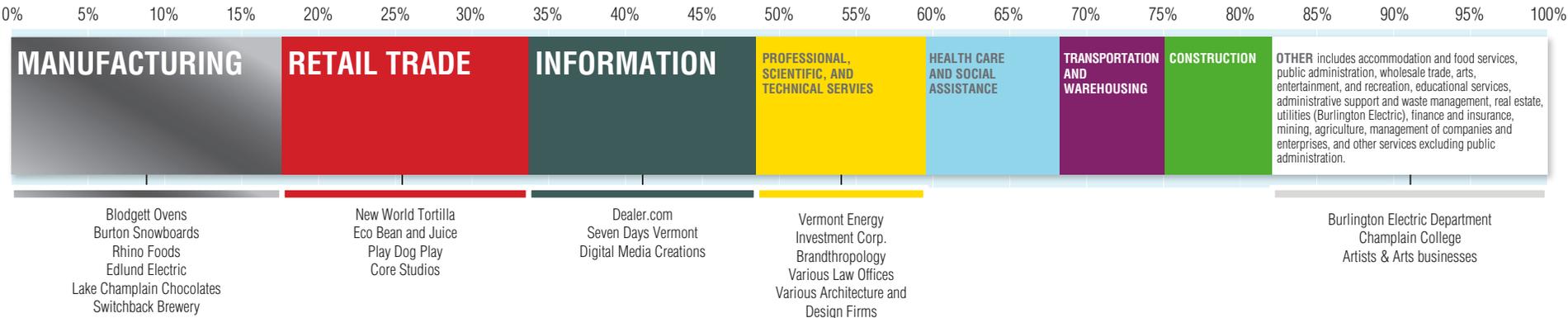
ECONOMY & JOBS

The South End continues to be an important employment center for Burlington.

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

Almost half of jobs in the South End are in manufacturing, retail trade, & information. The city's electric department, parks department, and public works are also located in the South End.

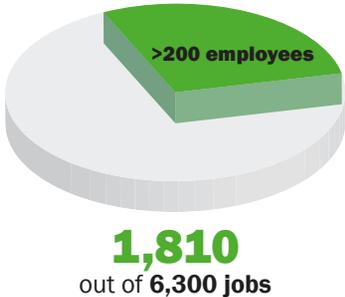
JOBS BY INDUSTRY SECTOR, 2014



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



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



The presence of art studios and art retailers is a growing part of the South End's economic and cultural identity.

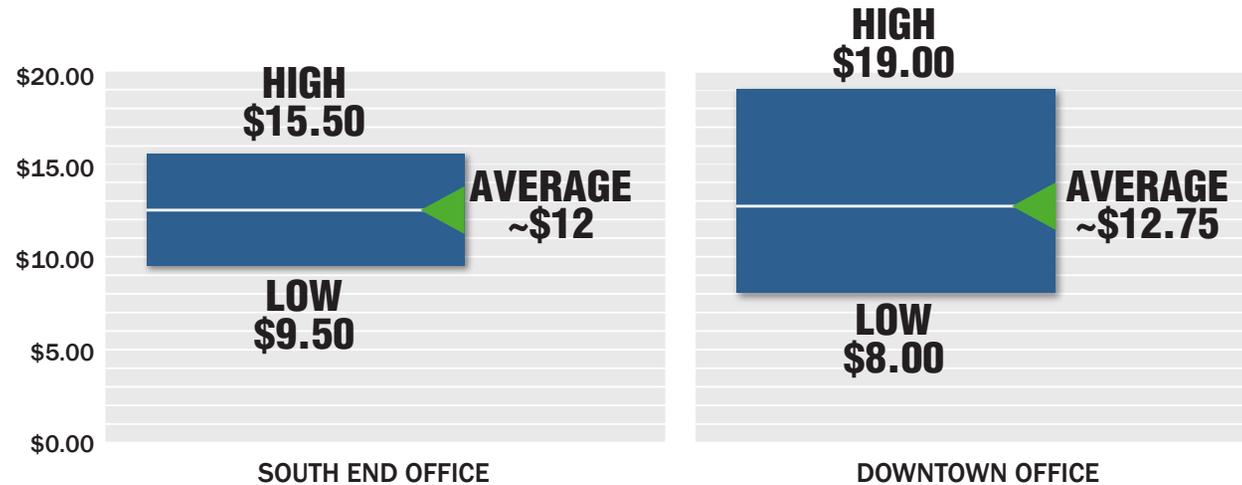
Countywide, "New Economy" sectors grew 8% "New Economy" refers to industries like technology, arts & design, small-scale artisanal manufacturing, and food production.

SOURCE FOR ALL DATA: 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, large-footprint 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.

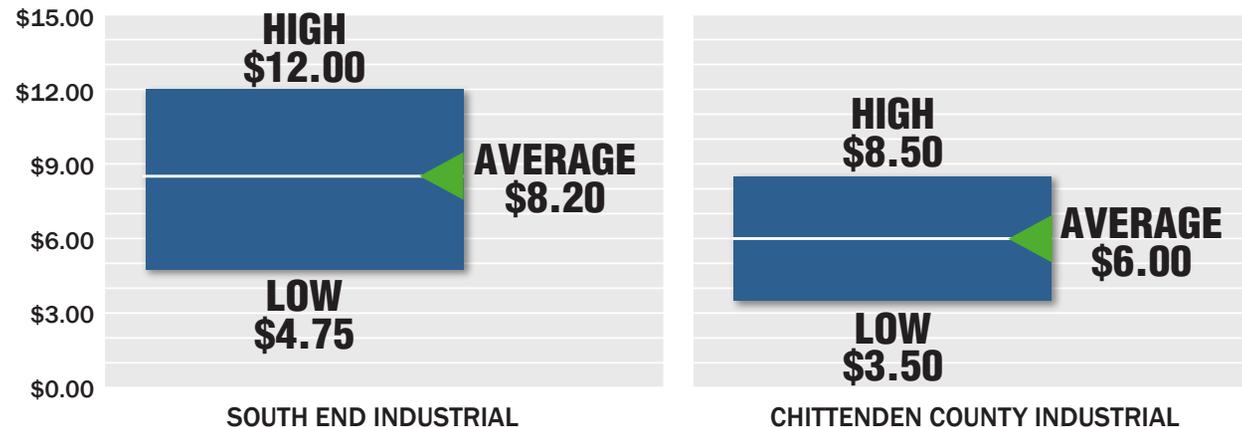
The South End offers a different office product than other parts of Burlington—it has a more rough, recycled, and industrial feel—and some larger sites include parking. However, average **office rents** in the South End are generally comparable to downtown.

NOTE: PRICES REFLECT PRICE PER SQUARE FOOT.
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.

NOTE: PRICES REFLECT PRICE PER SQUARE FOOT.
SOURCE: BURLINGTON SOUTH END MARKET STUDY, BY HR&A



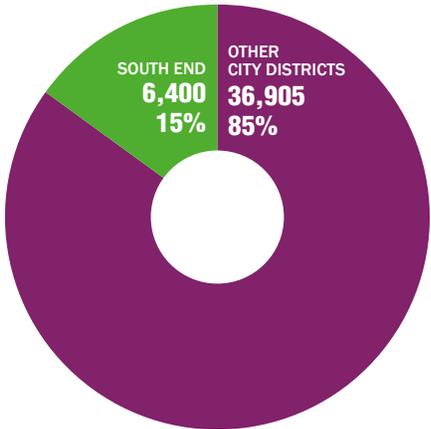
POPULATION & HOUSING

The South End is a desirable place to live.

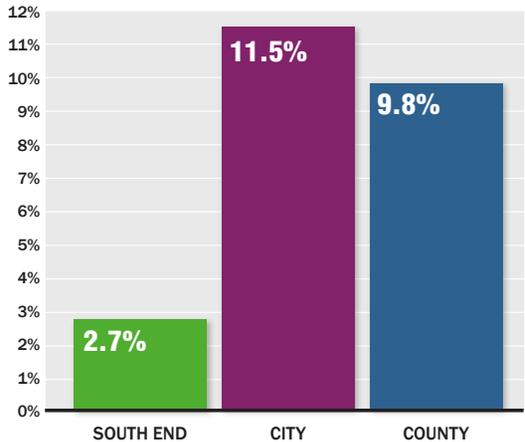
The South End boasts historic and vibrant neighborhoods within walking distance of Enterprise Zone businesses, the waterfront and downtown. From the historic neighborhoods of Lakeside and Five Sisters to the multi-family residential communities and cooperatives near Oakledge Park, there are a range of housing types throughout the South End. While the Pine Street corridor between downtown and Flynn Avenue is primarily commercial and industrial in nature, the residential communities flanking this important district and the presence of amenities like schools, parks and churches, add to the area’s desirability and create a truly mixed-use neighborhood.

Over the past decade and a half, the South End has experienced a slower population growth than the City of Burlington or Chittenden County. Residentially-zoned areas of the South End are largely built-out today, and the Enterprise District zoning prohibits residential uses. But this doesn’t mean it’s a stagnant neighborhood—quite the contrary. The residential neighborhoods in the South End are some of the city’s most desirable and prized. The eclectic character and walkability of the neighborhood are attracting the City’s young professionals and families. Today, the neighborhood is home to roughly 15% of the City’s population. Since 2000, the South End has seen a faster rate of growth among young professional households than the City and the County, with a 6% increase

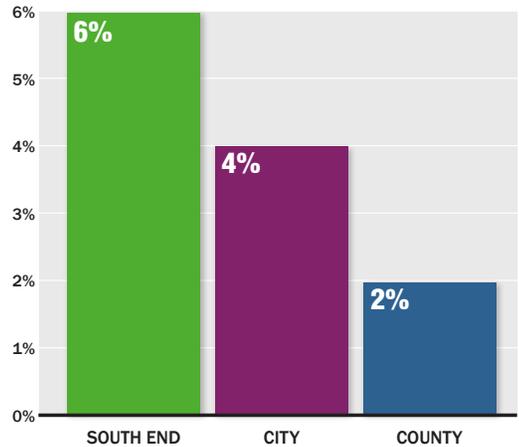
POPULATION OF BURLINGTON, 2014



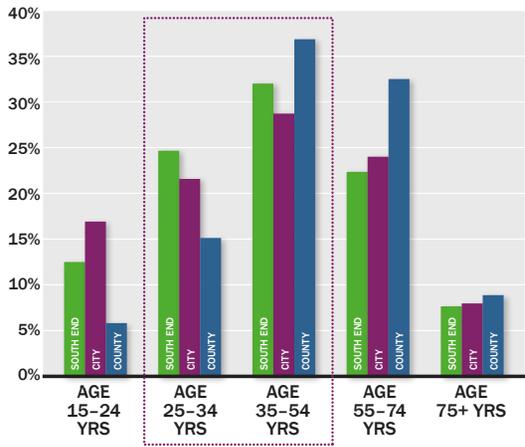
POPULATION CHANGE, 2000-2014



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



DISTRIBUTION OF HOUSEHOLDS BY AGE OF HOUSEHOLDER, 2014



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

in households aged 25-34 years old. This brings the share of young professional households to nearly 25% of all households in the South End with another 32% of households aged 35-54 years old.

The South End's character, walkability and amenities have ensured its residential stability over time and have contributed to its increasing appeal as a place to live. However, with a predominance of older, single-family homes, and very few opportunities to construct new housing, home-buyers pay a premium for housing in the South End. This is not unlike other locations within the City and County. In Chittenden County, multi-family housing vacancy rates dropped from 2.1% in 2010 and fluctuated from 1.2% - 1.5% until 2014, when the rate dropped to 0.9%. In June 2017, vacancy rates returned to 2.5%. However, housing production has not met the need, and most new housing that has been built is located outside of the City.

When considering the future of housing in the South End, the unmet demand for housing city-wide, and its impact on housing affordability, should be taken into account.

Burlington has a large unmet demand for housing citywide which is resulting in an 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 multi-family 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 neighborhood 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, and to mobility goals for multi-modal transportation enhancements.
- Considering appropriate housing types for the South End in the context of city-wide and regional housing supply and demand.

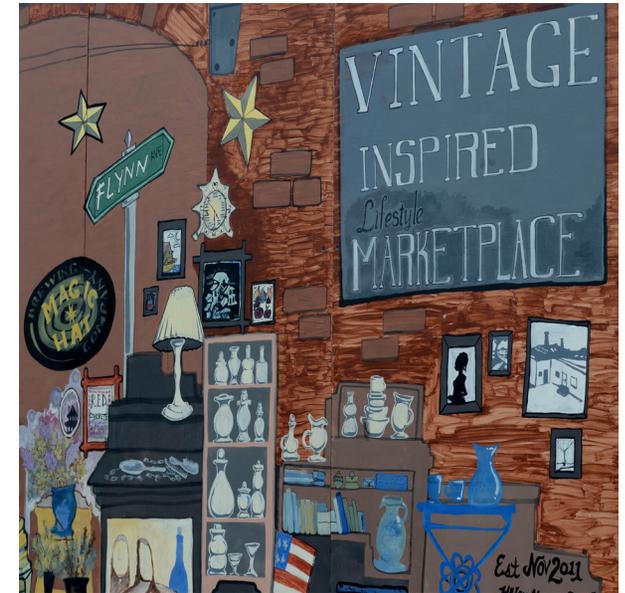
The South End is a place where people can purchase and enjoy food, drink, art, specialty products and services made by their friends and neighbors and sold in locally-owned businesses.



Speeder & Earl's Coffee



Citizen Cider



Vintage Inspired. PHOTO BY LEE KROHN



Conant Metal & Light



South End Art Hop

The South End is a place where people walk, bike, swim, and play.



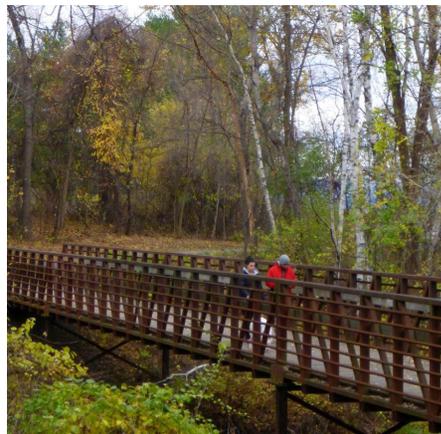
The beach



The Island Line Trail



Parks



Path over Englesby Brook
PHOTO COURTESY OF LEE KROHN



The lakefront



Lakeside Skating Rink
PHOTO COURTESY OF BURLINGTON PARKS & RECREATION

And, the South End is still a place that is home to important pieces of the City's infrastructure.



The railyard



Waste water treatment facility

NEIGHBORHOOD PARKS & AMENITIES

Many South End residents are within walking and biking distance of Lake Champlain, a City park, or the bike path. Amenities include:

- Approx. two miles of the Burlington Bike Path/Island Line rail trail is in the South End
- Oakledge Park & Blanchard Beach (a Regional Park of >50 acres, per parks master plan)
- Calahan Park (a Community Park of 10-50 acres, per parks master plan)
- 3 Neighborhood Parks—Lakeside, Smalley, and Baird
- Mini-Park—Potvin Park (St. Paul St)
- Immediately adjacent to Red Rocks Park in South Burlington.



Oakledge Cove
PHOTO COURTESY OF BURLINGTON PARKS & RECREATION



Calahan Playground
PHOTO COURTESY OF BURLINGTON PARKS & RECREATION



Lakeside Park



Baird Park
PHOTO COURTESY OF BURLINGTON PARKS & RECREATION



Potvin Park
PHOTO COURTESY OF BURLINGTON PARKS & RECREATION

TRANSPORTATION

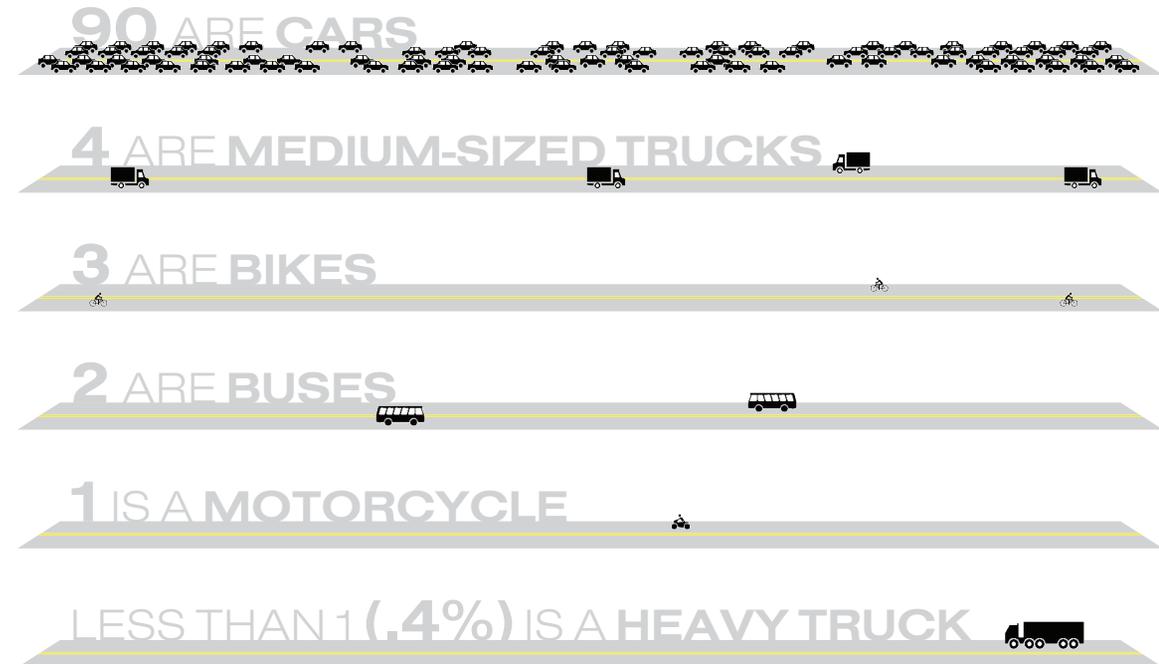
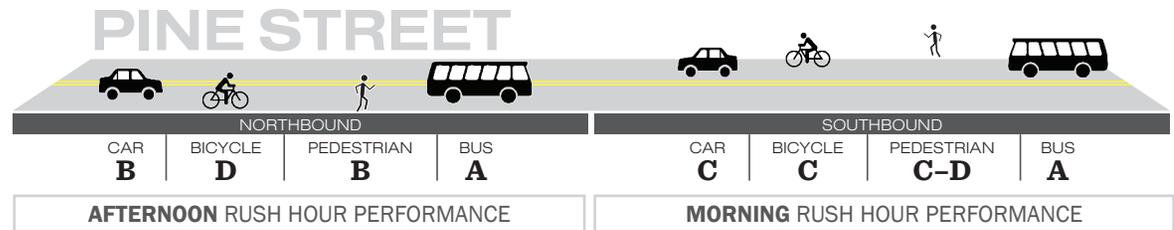
For an urban arterial, Pine Street performs relatively well in moving traffic across modes.

The planBTV assessment graded travel along Pine Street during the morning and evening rush hours from level of service “A” to “F” (A is least congested, F is most congested). 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

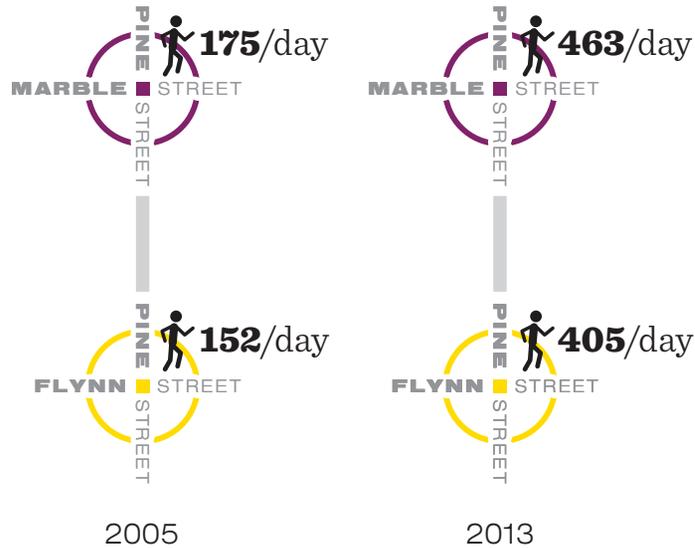
Out of 100 vehicles on Pine Street near Kilburn...

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)



...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

988 riders/average weekday

in 2017 (across the whole route).

SOURCE: GMT 2017 RIDERSHIP STUDY

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

ENVIRONMENT

As a neighborhood that has seen many decades of industrial activity, the South End has extensive impervious surfaces and a number of brownfields sites

While its industrial heritage is a point of pride and identity for the South End, the infrastructure and site contaminants left behind from these uses present a major challenge to the reuse and redevelopment of key sites throughout the neighborhood. In addition to the Barge Canal, which is a federal Superfund Site, many other properties have been identified as high or medium risk brownfield sites (see the map on the next page). Brownfields are properties where future use may be impacted by real or perceived environmental contamination.

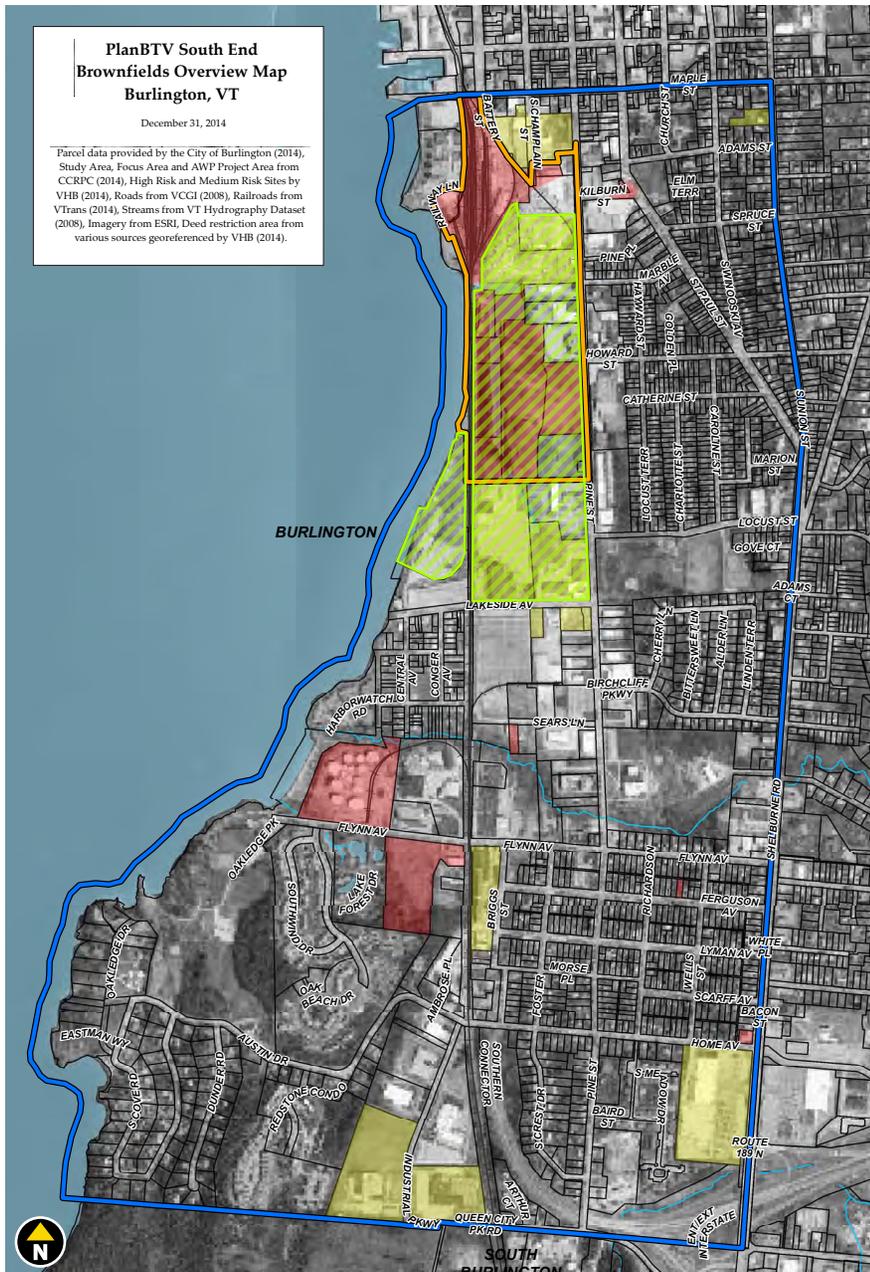
Furthermore, there are sites within the South End that may not be classified as a brownfield today, but may have potential contamination issues resulting from a former use on the site—or even nearby. In recent years, redevelopment projects throughout Burlington are experiencing unexpected challenges related to soil contamination. With more than a century of industrial and urban development, the City's soils have elevated levels of contamination, often requiring removal and disposal. Soil issues have added tens of thousands of dollars in additional cost to recent projects.

The quantity and quality of stormwater runoff is also a major environmental consideration for the South End. Stormwater runoff in the South End is received by the Barge Canal, Blanchard Beach, Lake Champlain, Englesby Brook and the City's Wastewater Treatment Plant. With large swaths of impervious surfaces, a lot of pressure is placed on these receiving waters leading to localized flooding, excess water flow, and pollutants entering our waterways. For example, we know Lake Champlain is impacted by excessive levels of phosphorus during peak rain events, and Englesby Brook is impaired due to the high volume of stormwater runoff that it receives. Finally, the low elevation of much of the South End relative to the Lake elevation presents a challenge with drainage and flooding issues.

The extent of brownfields, urban soils and needed stormwater management improvements pose significant cost and regulatory barriers to infill and redevelopment in the South End.



The Barge Canal Superfund Site has immense potential to once again become a productive part of the city's landscape—it blends nature and industry, history and ecology, beauty and grit. PHOTO CREDIT: DONNA WATERS



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

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, clean-up and reuse of brownfields properties and promote area-wide revitalization. Burlington's AWP funds are supporting the planBTV South End efforts overall, and work in the area's brownfield specifically.

Barge Canal Deed Restriction Area

The EPA Record of Decision prohibits residential use or children's day care centers on this site. Additional restrictions on groundwater, construction activities, and excavations are also listed in the Record of Decision.

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.

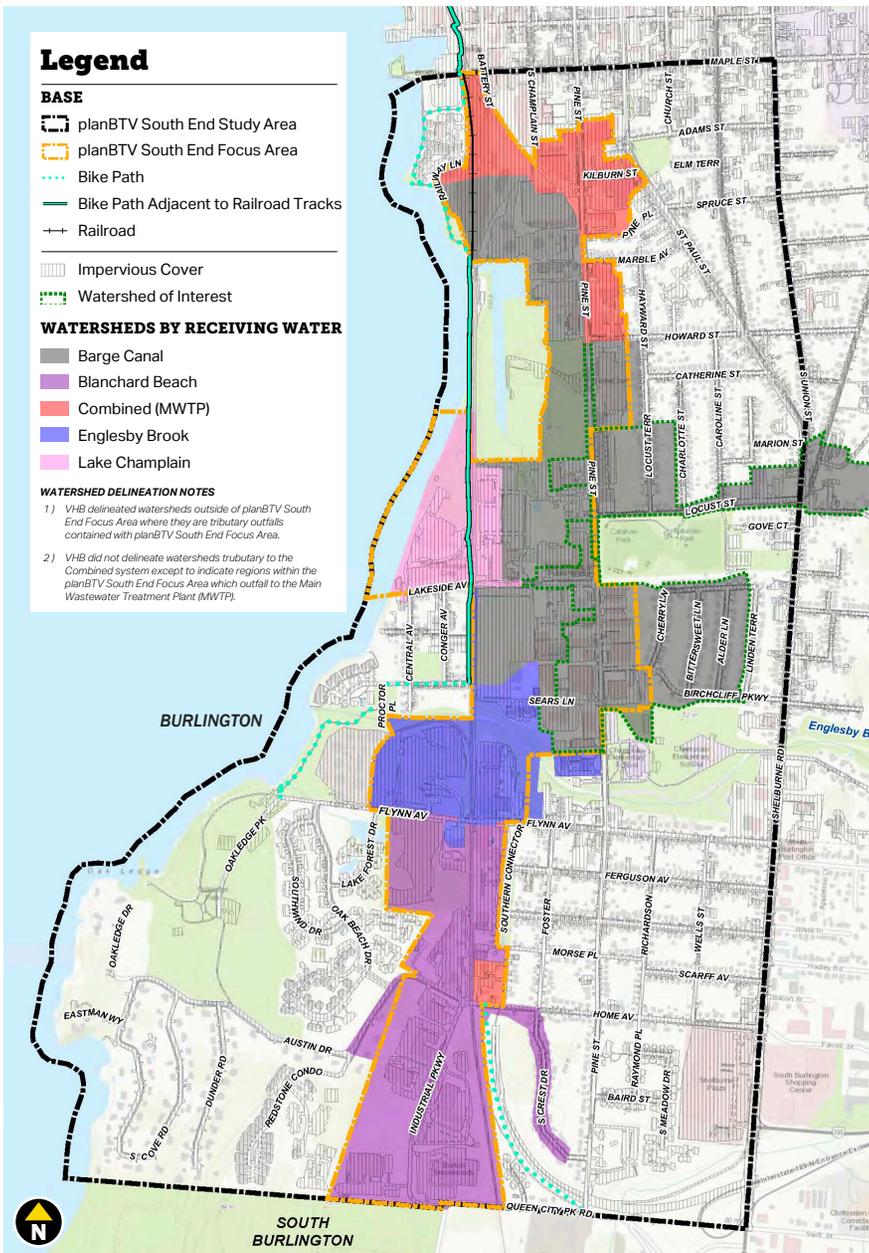
Parcel Boundary

River/Stream

Railroad Tracks

Waterbody

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



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, driveways, 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.

SOURCE: CITY OF BURLINGTON

Stormwater issues affecting the South End 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, increased 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.

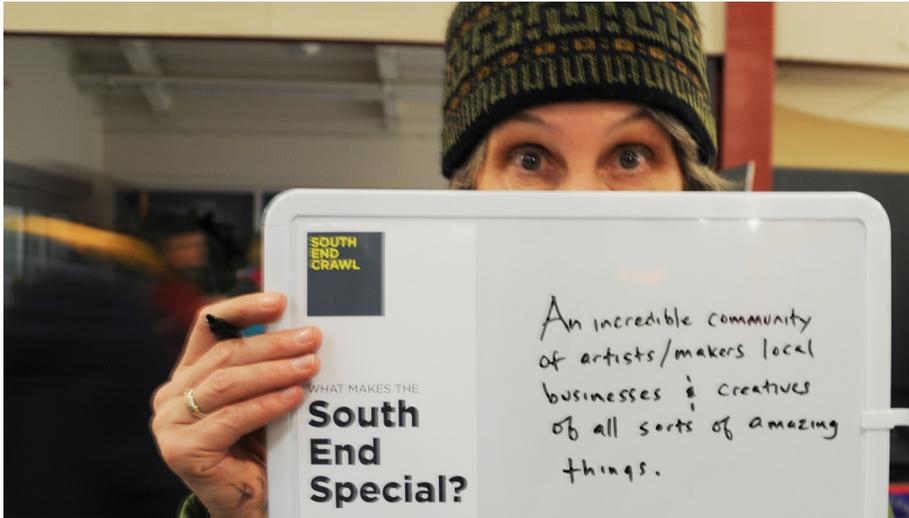
SOURCE: PLANBTV SOUTH END PHASE 1 EXISTING CONDITIONS REPORT, BY VHB

What's Important?

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

South Enders Speak!



Artist Amey Radcliffe shares her comments on what makes the neighborhood special during the South End Crawl.



Artist Terry Zigmund programmed a Digital Traffic Sign with excerpts of the community's responses to what makes them smile and what they would change about the South End.

The planBTV South End process engaged our community to talk about aspirations and to develop principles to guide our plan.

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, which are outlined on page 34.



Artists Terry Zigmund, Matt Gang and Tara Goreau distributed maple seed shaped plywood cutouts for the community to share what makes them smile and what they would change about the South End, and to invite them to the South End Crawl events.

Key Steps in the planBTV South End Process

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 with Dan Burden.



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. The Planning Commission worked to incorporate this feedback over the next several months.



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.



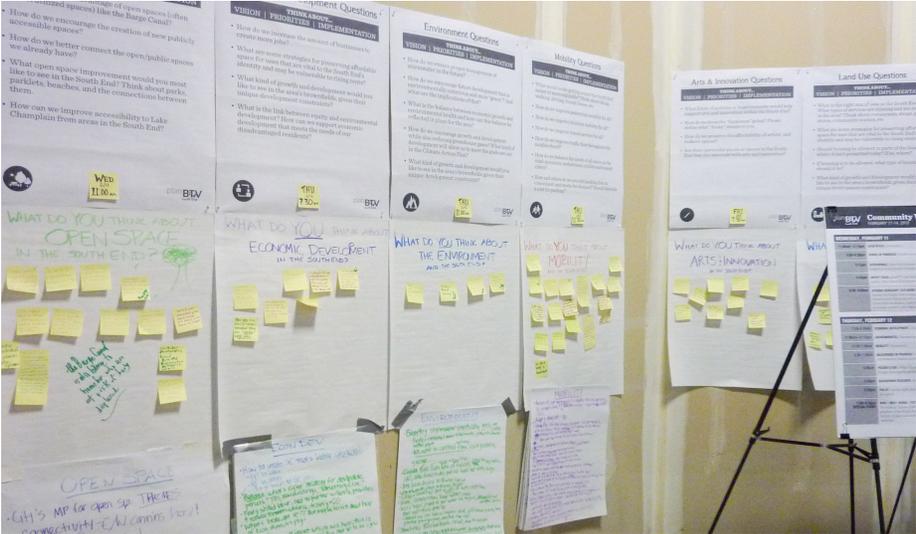
Community Workshop

During the 3.5 day Community Workshop South Enders had the opportunity to comment on three hypothetical visions for the neighborhood. Vision 1 presented the South End's future if it were to continue to evolve along its current trajectory with little planning. Vision 2 presented opportunities for strengthening the Lakeside area as a walkable, mixed-use innovation hub. And Vision 3 articulated Pine Street as a reimagined "great street" and linear arts hub. Workshop attendees were asked what they liked and what they would change about each of these visions.

With a diverse mix of stakeholders engaged in the workshop, a lot of opinions were heard. What stood out? Preserving the neighborhood's industrial, arts and creative identities, a desire for more neighborhood-supporting amenities, the need to improve non-vehicular transportation and connectivity, and the Barge Canal as an open space and industrial heritage site. In short, South Enders wanted a little bit of all three visions!



Residents shared what they liked and what they would change about each vision.



Topical discussions collected specific concerns and ideas about important goals for the South End.



Residents weighed in on specific goals for the neighborhood in Amey Radcliffe's "Red Light, Yellow Light, Green Light" project.

Arts-based Outreach

The South End is a hub of creative activity. Through an Our Town grant from the National Endowment for the Arts, planBTV South End funded more than 20 artist-led projects to engage the community in planning for the future of the South End. Many artists have an ability to develop meaningful involvement with the community through their unique skills, talents and perspectives. The projects for planBTV South End, which included interactive exhibits, demonstrations, creative writing and photography, murals, sculpting and more, had a specific emphasis on engaging voices of those who may not typically participate in community meetings. Artists used these projects to collect input, help the community consider future scenarios, tell stories—and generally get people excited about and involved in the planning process.

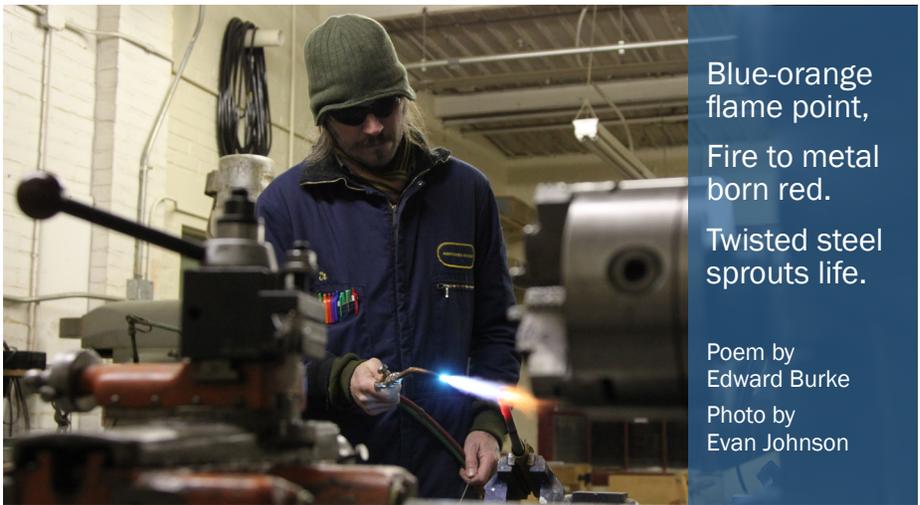
The artists' projects are highlighted throughout this plan, and a website has been created with details, photos and videos for each one at www.planbtvarts.com. Many of these projects will live on and continue to inform aspirations for the future of the ever-changing South End.



Artists Terry Zigmund, Matt Gang, Tara Goreau created “Seeds for S.E.A.D.”—maple seed shaped plywood pieces recognizing the South End Arts District. Community members shared what about the South End makes them smile, and what they would change. Seeds were hung on three wooden trees, each painted to depict a scene from the South End.



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.



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.



Clark Derbes created a Wayfinding Mural for the Community Workshop—in the parking lot across from the former Burlington Food Service Building, and inside from the front door to the deep recesses of the warehouse to lead the community to the workshop space.



Artists Kevyn Cundiff, Brian Goblik, Amey Radcliffe and Marie Davis created the S.E.A.D. Amazingly Marvelous Marble Run to engage the community in a discussion about planBTV South End—anyone who left a comment received a marble to drop in the run.

Find the artists' projects in planBTV South End!

Arts Riot—Phone Booth (p. 66)

Burlington Writer's Workshop—Words & Pictures: Working/Living Here (p. 30)

Jen Berger & Michelle Sayles—Resident Mural (p. 45, p. 58); Resident's Narratives/Pop-Up Performance

John Brickels—Stormwater Street (p. 96)

Julie Campoli & Bren Alvarez—Community Design Project (p. 77)

Kevyn Cundiff—S.E.A.D. Amazingly Marvelous Marble Run (left, p. 50)

Clark Derbes—Wayfinding Mural—Community Workshop (left)

Kate Donnelly—Crossing Pine; Crossing Pine at King Street Youth Center—a community project

Diane Gayer—Community Design Project (p. 59)

Matt Heywood—Art Hop Live Illustration (p. 27); Youth Illustration Activities at King Street Center (p.30)

Lee Krohn & Britta Fenniman Tonn—Photography Tour of the Historic South End (p. 7)

Amey Radcliffe—Red Light, Yellow Light, Green Light (p. 29, p. 34)

S.E.A.B.A.—MADE Exhibit

Maggie Standley—Youth Mural (p. 44)

Tyler Venditouli—Parking Meter Bicycle Rack (p. 78)

Terry Zigmund—Digital Traffic Sign (p. 26)

Terry Zigmund, Matt Gang, Tara Goreau—Seeds for S.E.A.D. (p. 30); 3 Gears Functional Sculpture

The Internet is Always Open

Throughout the planning process, 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. Today, the website is a repository of planBTV South End reports, studies, public input, photo galleries, and more!



www.planBTVSouthEnd.com
#OurSouthEnd

Online webtools provided forums for community discussion about the South End (top right). Social media and email kept the community informed, such as through the planBTV South End Facebook page (bottom right). As part of the planBTV South End #OurSouthEnd campaign, South Enders shared photos of what they love about their neighborhood (above & right).



planBTV South End

We want to hear from you! Please share your thoughts on any of the topics below and tell us if you support other peoples' comments.

Please select a topic below:

- OPEN SPACE
- MOBILITY
- LAND USE
- ECONOMIC DEVELOPMENT
- ENVIRONMENT** (view responses)
- ARTS + INNOVATION
- OTHER COMMENTS

ENVIRONMENT

How do we ensure proper management of stormwater in the future?

8	1	Set high standards
10	0	Deal with this issue now, don't allow more development until this is addressed.
8	0	Rebuild the existing stormwater lines that are in disrepair before they create sink holes. Increase the size of the lines as needed.
5	0	seems like storm water experts should know, but I could suggest incorporating some storm water into cooling towers for hot glass works and similar visionary cycling; creating a park environment around the Barge Canal could allow for innovative storm water solutions
7	0	planning for remediation zones (rain gardens, green spaces); lessening impermeability to slow run-off/ further toxification of the water systems; less parking lots/ more walking/biking corridors, aiding the defragmentation of the anti-landscape
4	0	Education.

Facebook post for Planbtv South End (@planbtvsouthend). The page shows the profile picture, name, and location. Below the profile information are navigation buttons for Home, About, Liked, Following, Share, and More. There are also buttons for Contact Us and Message.

planBTV South End Facebook page

Reframing Our Plan for the South End

There's a lot we South Enders and South End enthusiasts agree on, but we certainly don't agree on everything! When we released our draft planBTV South End, we learned that there was a lot of agreement around the Guiding Principles for the plan (page 34), but many diverse opinions about the specific policies that would help us achieve these goals.

For a year after the draft was released, the Planning Commission worked diligently to consider the plan's recommendations and the community's input on them. The Commission discussed the draft plan in six of its meetings, and its Long Range Committee held eleven special meetings, to review each theme of the plan and engage the community in its decision-making. And staff worked closely with City departments and other stakeholders to vet the ideas and ensure consistency with other plans for the South End.

Throughout this process, the Planning Commission recommended many improvements to clarify the intent of the plan, as well as several significant changes to the draft. Rather than sub-areas, the plan's framework is now reorganized around key action steps to preserve and enhance the distinctive characteristics of this neighborhood. The recommendations related to a change in zoning to allow housing in the Enterprise Zone were removed. The importance of the arts and affordability strategies were reinforced and a number of economic development strategies were added. And, to top it all off, the Plan got a new look to help our community more easily digest the important ideas that are presented within it.



Cover of the draft planBTV South End that was presented in June 2015.

Guiding Principles for planBTV South End

Many important themes emerged from all of the community discussions about the South End. These themes became the guiding principles for the development of the planBTV South End and its vision for the future of this neighborhood.

Preserve what's unique and authentic about the South End. Enable funky, fun, and creative places to flourish and grow within the South End.

Comment from South End Crawl

Reinforce and grow the South End as a center for innovative businesses and institutions, and as an important part of the Burlington economy.

Comment from the Community Workshop

Improve access to the Lake, parks, and the bike path.

Community comment from Art Hop, as drawn by local artist Matt Heywood

Improve conditions related to traffic, bike safety, and the walking environment—especially along Pine Street.

Comment provided during the South End Crawl

Preserve and expand affordable studio AND maker space within the South End.

Create affordable artist/maker studios

Red	19
Green	221
Yellow	45
TOTAL	275

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.

Enable underutilized places (like the Barge Canal site) to be repurposed in ways that add to the uniqueness and vitality of the South End.

Comment from the online webtool

Our Plan for the South End

The vision of planBTV South End is to preserve and enhance the South End's distinctive characteristics so that it continues to be a desirable place to live, innovate and create. The South End has always been an important piece of Burlington's economy and a place of change. This is our plan for shaping that change so that, together, we can ensure that this place we love today is a place that we can love even more tomorrow.

Our plan for the South End builds upon the unique identities of the neighborhood—from the area of Pine Street that functions as one of the city's iconic arts hubs, to the far reaches of Industrial Parkway where R&D and industry thrive. The plan discusses how these identities contribute to the South End's character as a diverse and creative place, and identifies key action steps that will reinforce these experiences in the future. In order to advance these key recommendations, the plan also details specific strategies for economic development, arts and affordability, mobility, neighborhood open spaces, brownfields, stormwater and housing.

The Vision for #OurSouthEnd

The South End is a neighborhood that is loved by all. Whether for its arts scene, availability of jobs or the bike path, South Enders have a lot to say about the energy and creativity that defines this part of Burlington. The neighborhood has earned its reputation as a place of innovation, hard work and reinvestment. We've witnessed its organic evolution, with artists, makers and businesses answering the call to reimagine the South End's spaces as they become available. There's a strong desire to preserve this identity, as a place that grows and changes through the creativity of its people. However, as the South End's reputation has spread, it has become increasingly desirable—so much so that we're seeing new challenges emerge, such as competition for space, unmet housing demand and increased traffic.

planBTV South End is all about preserving and enhancing what makes the neighborhood great, and sparking improvements where they're needed as the South End continues to evolve. In the pages that follow, you'll find strategies for strengthening the characteristics that define the South End, and expanding the space and resources available for the neighborhood to thrive. The neighborhood's creativity has brought it to where it is today, and the same innovative energy is what it will take to solve its challenges into the future.

Good plans are rooted in the voices and aspirations of the community they serve—and planBTV South End is no exception. The recommendations in this plan outline a course of action for the South End's future, guided by the principles summarized on page 34—principles which South Enders articulated by lending their voices throughout this planning effort. Specific input on how to achieve these goals varied widely; these recommendations strike a balance to support the overall vision.

“Old factory/industrial buildings very well preserved and adapted so well to a diversity of new uses. How seamlessly/harmoniously industrial, residential, commercial, institutional and recreational seem to coexist in this neighborhood.”

SOUTH END CRAWL 'SMILE'

“The energy and creativity that you can feel.”

SOUTH END CRAWL 'SMILE'

“What could become a real strength: artist/creation/innovation district and such.”

SOUTH END CRAWL 'CHANGE'

“I'd make it more bikeable & walkable. More path/bikeways to the Lake from Pine Street.”

SOUTH END CRAWL 'CHANGE'

This plan is about strengthening the characteristics of the South End to preserve what we love today, and give us more to love in the future. Above are a few 'Smiles' and 'Changes' submitted during the South End Crawl in late 2014.

planBTV South End is about preserving and enhancing what makes the South End great by:

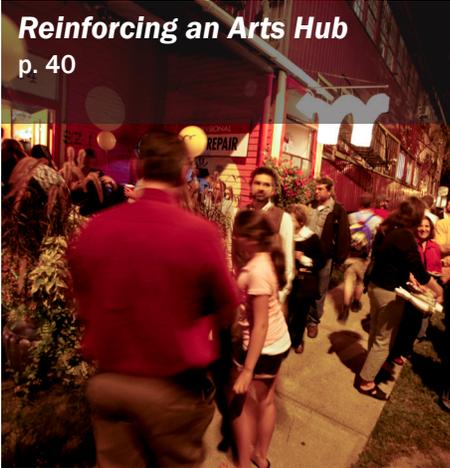


PHOTO BY LEE KROHN

To achieve this vision, planBTV provides specific recommendations in seven themes.

Look for these icons throughout the Plan or skip to the following sections for more details:



Creative & Vibrant Economy
p. 62



Arts & Affordability
p. 68



Housing & the South End
p. 72



Neighborhood Parks & Open Spaces
p. 78



Connectivity & Mobility
p. 82



Barge Canal & Brownfields
p. 92



Stormwater Management
p. 95

How to Read This Plan

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 transportation network; in their history and development patterns; and in the types of buildings and uses we find within them.

While this plan is for the entire South End, many of the neighborhood’s challenges and opportunities exist within the Enterprise Zoning District, which is the “focus area” outlined on maps within this plan. The majority of the plan’s recommendations apply to this focus area. Other recommendations identify ways in which the focus area can better integrated with the residential communities surrounding it. The planBTV South End framework is summarized in the map on the following page. In “Key Actions to Preserve and Enhance the South End,” beginning on page 40, you’ll see more detailed discussions about smaller areas of the neighborhood where the South End’s characteristics are most predominant today, and where there is great opportunity for expanding them in the future. In “Strategies to Guide Policies and Projects,” beginning on page 60, you’ll find these and other recommendations described more fully.

Look for the symbols from the previous page to connect the dots, and better understand how strategies from each of the plan’s seven themes will help us preserve and enhance the South End’s distinct characteristics.

MAP LEGEND

-  **Focus Area** The Enterprise Zoning District
-  **Existing Buildings**
-  **Potential Expansion of Existing Buildings** such as current one-story buildings on Industrial Parkway
-  **Potential Infill Development** such as on existing parking lots or other vacant or underutilized parcels
-  **Potential Reuse of Existing Buildings/Sites** such as the Blodgett Site or the City’s former street department building
-  **New or Improved Park/Open Space** such as the Barge Canal site or plazas/parklets associated with new developments
-  **Pine Street Linear Arts Park/Corridor**
-  **Potential New Street Connection** such as potential connections in the Railyard Enterprise Project or infill development in the vicinity of Lakeside Avenue
-  **Planned Champlain Parkway Route**, including new construction between Queen City Park Road and Lakeside Avenue, as well as proposed improvements to Pine Street
-  **Existing Bike Path/Bike Routes**, including the shared use path along the Lake and its on-street connections through South End neighborhoods
-  **Proposed New/Improved Bike & Pedestrian Routes**, including the South End neighborhood path and on-street bike facilities on Pine Street
-  **Potential Bus Route** to connect to Queen City Park Road and to relocate significant bus traffic off of lower Pine Street
-  **Raised/Textured Intersection/Crosswalk**
-  **Proposed Traffic Signal (as part of Champlain Parkway Plans)**
-  **Intersections to Study for Potential Improvements**

planBTV South End Framework

- Improve walking and biking conditions and transit service on Pine Street.** Add traffic-calming strategies throughout the corridor.
- Prioritize retention/expansion of existing buildings to support small artist/maker enterprises.**
- Create a Pine Street Arts Corridor and Linear Arts Park.** Add historical interpretive signage and utilize innovative landscape features to 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 School, on land now owned by the school district, and in other areas where permitted by zoning.
- Restore safe volume of stormwater in Englesby Brook,** and consider stream restoration in future.
- Slow traffic on Pine south of Flynn;** add curb extensions and mini traffic circles; incorporate stormwater management.
- Encourage infill/redevelopment** along Shelburne to provide neighborhood-supporting mixed use & multi family house.



- Improve walkability and encourage infill development near Pine Street and Flynn Avenue** with neighborhood-supporting mixed-use.
- Create a publicly-accessible open space on the Barge Canal Superfund site**—with trails and signage telling the story of the site.
- Seek opportunities to create new ped/bike links from Pine Street to Lake Champlain.**
- Expand space available for maker enterprises within new infill development;** incorporate active ground level uses; design/locate buildings to define streets and open spaces.
- Improve walking, biking, transit and driving conditions** throughout the neighborhood by increasing connectivity and route alternatives.
- Transform surface parking lots and underutilized sites near Lakeside Ave** into a walkable, mixed-use innovation hub, with new space for businesses from high-tech to hand-made.
- Construct Champlain Parkway**—a 2-lane road with a separated multi-use path.
- Create new space; explore potential for reuse of sites for light-industrial/maker activities** along Briggs Street & Flynn Avenue.
- Create space for expansion of businesses on Industrial Parkway** through development on parking lots; consider a shared parking structure.

MAP LEGEND

- Focus Area
- Existing Buildings
- Potential Expansion of Existing Buildings
- Potential Infill Development
- Potential Reuse of Existing Buildings/Sites
- New or Improved Park/Open Space
- Pine Street Linear Arts Park/Corridor
- Potential New Street Connection
- Planned Champlain Parkway Route
- Existing Bike Path/Bike Routes
- Proposed New/Improved Bike & Pedestrian Routes *See p.85
- Potential Bus Route
- Raised/Textured Intersection/Crosswalk
- Proposed Traffic Signal (as part of Champlain Parkway Plans)
- Intersections to Study for Potential Improvements



Key Actions to Preserve and Enhance the South End

REINFORCING AN ARTS HUB

The South End Arts District is a funky hub of artists, makers and tech folks, nestled alongside the Lake and downtown. This part of the South End will continue to be a destination, a place that the City's residents and visitors are drawn to explore because there's a sense of discovery and an authentic arts vibe. Art, food and other creative goods are being made and sold with pride. It's evident that this place has evolved over time, as the granularity and funkiness of façades and interior and exterior spaces tell the story of what once was. The clustering of buildings and activities along Pine Street give this part of the South End a feeling of being a special place.

Our Plan for the South End envisions a greater density of arts and creative uses both as existing buildings are retrofitted and additional spaces are created. This arts hub will be further strengthened by turning Pine Street into a highly pedestrian-oriented, bikeable corridor that is more connected to downtown, the waterfront and other neighborhoods, and is served by transit. The design of streetscapes and location of open spaces also contribute to the character of the area. Public art, signage and landscaping will reinforce the area's aesthetics, tell the story of the South End, and encourage visitors to explore. And, they'll include valuable stormwater management features. The Barge Canal, currently a restricted-access Federal Superfund Site, is envisioned to become a publicly-accessible open space for the neighborhood—a celebration of the South End's ecology and industrial roots.



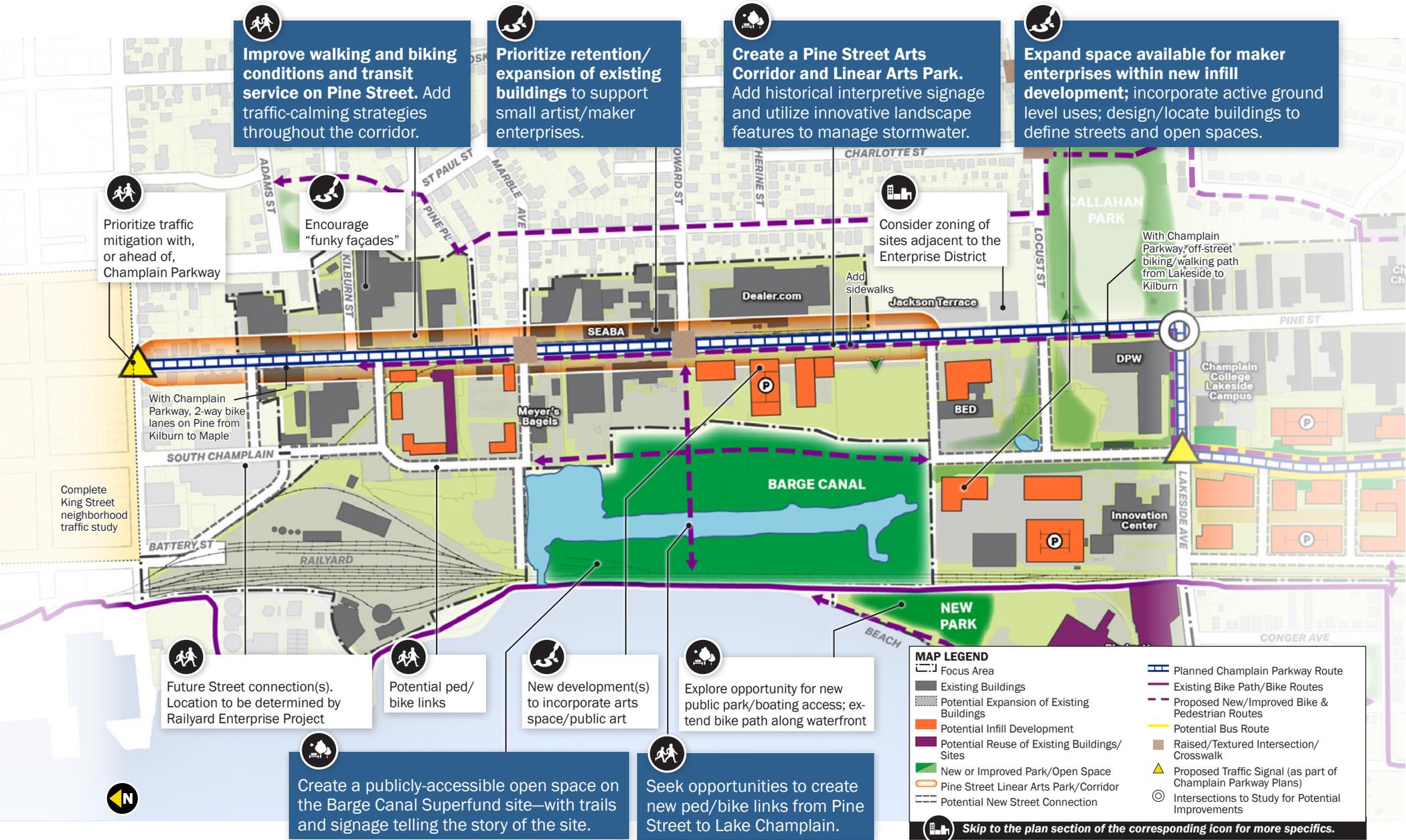
These urban design principles should guide property owners as they develop and redevelop properties along Pine Street to ensure that this part of the neighborhood retains its funky, arts vibe:

- Multi-story buildings (2-5 stories), building form should define streets/public spaces
- Active ground-level uses along major street frontages
- Creative use of façades is encouraged, wide variety of materials accepted
- Structured parking where feasible, no parking lots along major streets

While a wide variety of uses can be permitted in this area, emphasis should be on those that support an arts hub, such as:

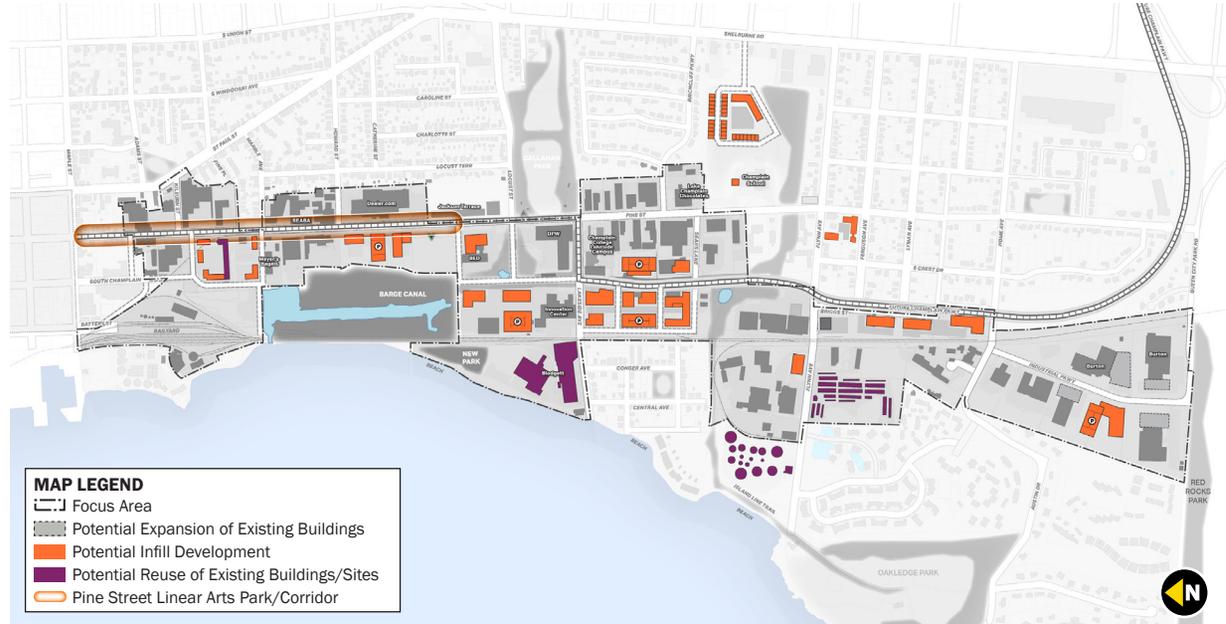
- Arts and maker focused businesses, artist work spaces
- Limited retail (limited to products being made nearby), small office enterprises

Key Strategies for Reinforcing an Arts Hub





 Prioritize the retention/expansion of existing buildings to support artists and makers. Encourage the continued use of buildings for maker enterprises as these are likely to be more affordable spaces than new construction.



 Continue to advance public, private, and non-profit initiatives that would add studio space within the South End. Provide technical assistance to artists and makers looking to establish cooperatives; assess demand and feasibility of creating new space; and encourage new infill developments to include an art/maker component.



 Active, ground level uses will reinforce this part of the neighborhood as a special place, providing many destinations for visitors to explore.

PHOTO BY LEE KROHN



 Ensure zoning permits the installation of creative façades to highlight the spirit of the South End, such as these artful façades in Atlanta's Five Points neighborhood (left) and on the Soda Plant building in the South End (right). PHOTO BY LEE KROHN





 Consider the South End’s role in a City-wide wayfinding strategy to direct visitors to South End destinations and reflect its arts and industrial character. Consider a design competition for South End signage. *IMAGE CREDIT: DCL*



 Reinforce Pine Street as an Arts Corridor with a strong and visible arts presence. Create a Linear Arts Park along the street edge and in front of buildings that incorporates interactive sculptures, creative landscaping, murals by local artists and youth, and wayfinding and gateway sign elements. Identify locations for installations and a process for commissioning/funding the work.



 Art in the public realm can be used to reinforce neighborhood character, history, and culture. *RIGHT PHOTO BY LEE KROHN*





 Create a signature park on the Barge Canal site, that is a publicly-accessible open space destination, which incorporates interpretive signage, art, and trails linking Pine Street, Lakeside Avenue and the waterfront. Design should reflect the site's industrial heritage and be sensitive to its ecology and environmentally sensitive areas, such as through the use of boardwalks.



 Work with owners of privately held Barge Canal parcels and the Blodgett Beach area, to identify opportunities for publicly-accessible open space/parks and boating access along the waterfront. *PHOTO BY LEE KROHN*



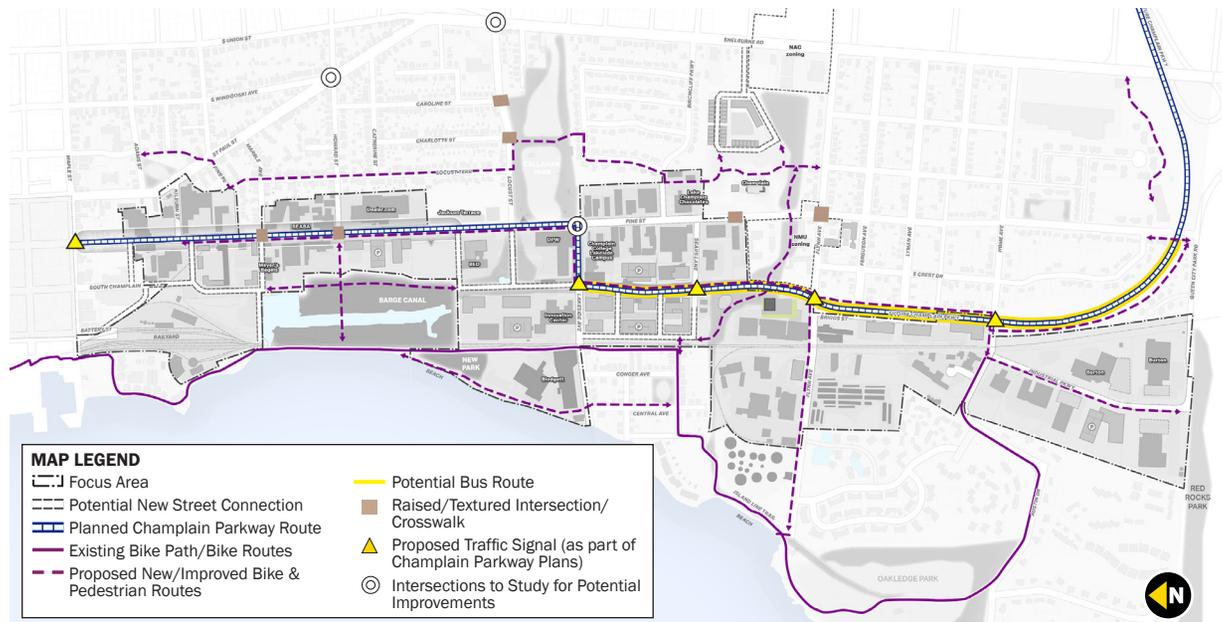
 Interpretive signage could tell the story of the Barge Canal's industrial heritage and ecology. This signage can be artful and creative, designed to reflect the character of the site. Boardwalk trails can be a great strategy for providing community access to places of environmental sensitivity, or where the land is best left undisturbed. *RIGHT PHOTO CREDIT: SMITHGROUPJJR*



 A paint and collage mural created by area youth under the guidance of artist Maggie Standley emphasizes the importance of wildlife and natural areas within the South End.



 Improve walking environment, bike travel and bus stops to reinforce Pine Street as a vehicular “slow zone” and “green street.” Consider ways to implement the Active Living Workshop suggestions to calm traffic, increase safety at intersections and mid-block crossings, bury overhead utilities, and increase lighting.



 A walkable, crossable, bikeable, soakable (stormwater management equipped) street with good transit connections should be the goal neighborhood-wide. These were clear priorities for local residents of all mobility levels interviewed by artists Michelle Sayles and Jen Berger, depicted in the mural below.



 Continue to explore opportunities for new street connections in the Railyard Enterprise area, and implement Pine Street improvements associated with the Champlain Parkway.



 Seek opportunities to create ped/bike links from Pine Street to the lake, north-south through the Barge Canal site, and improve walking and biking conditions along Pine Street. Start by adding sidewalks along Pine Street between Howard and Locust, as reflected in a mural developed with neighborhood residents by South End artists Michelle Sayles and Jen Berger. *LEFT PHOTO BY LEE KROHN*



EXPANDING THE INNOVATION DISTRICT

Near the geographic center of the Enterprise District, the South End is home to a growing job-focused district, which has become a destination for workers and companies that want to build synergies and create products and technologies. From powering the city; to discovering energy, technology and food innovations; to selling locally-made goods, this part of the South End is a place where Vermont's entrepreneurial ethic is on display. Former industrial buildings, living second, third or even fourth lives, have become centers of innovation. Former parking lots have been converted to new buildings hosting Champlain College's Miller Center, where new technologies are born and adopted by area companies.

Our Plan for the South End is about taking advantage of opportunities to build a beehive of workers and creative companies. What sets this area apart from others in the South End is the significant opportunity for new (and larger) infill, and the creation of a concentrated hub of entrepreneurial activity. Parking lots and vacant sites are reimagined with infill development that houses the next generation of businesses and makers, and expands connectivity for all modes of transportation. This hub of innovation will not only showcase the creative work of its companies—it will also feature creative building and site design, and the highest standards for sustainability and stormwater management.

Just as connectivity and collaboration are a part of the business models of companies in this area, it is an integral design principle for the physical fabric of this part of the neighborhood. New street connections are walkable, bikeable and served by transit. New buildings define important corners and new public spaces, which are designed to showcase the intersections between ideas; the synergy of new and old; and to encourage collaboration, meeting and brainstorming.



These urban design principles should guide property owners as they reimagine vacant sites and parking lots in this area:

- Multi-story buildings (3-5 stories), building form should define streets/public spaces
- Active ground-level uses along major street frontages
- Utilize both traditional and new materials for buildings
- Structured parking where feasible, no parking lots along major streets

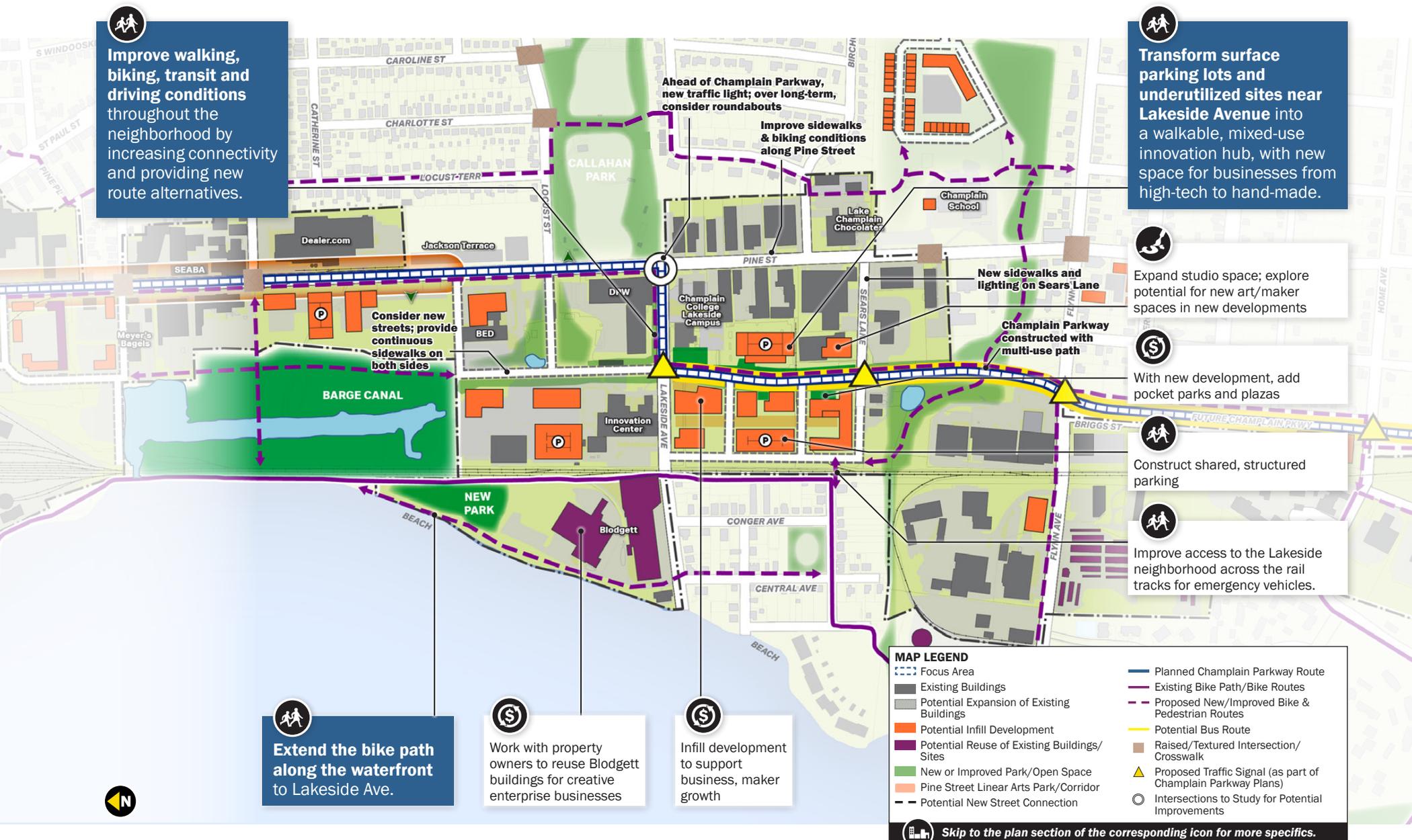
Uses in this area should be focused on growing and supporting a major employment center:

- Large and small businesses, creative offices, art/maker enterprises
- Limited retail associated with production spaces and to support workers, such as small cafés, market, etc.

Key Strategies for Expanding the Innovation District

Improve walking, biking, transit and driving conditions throughout the neighborhood by increasing connectivity and providing new route alternatives.

Transform surface parking lots and underutilized sites near Lakeside Avenue into a walkable, mixed-use innovation hub, with new space for businesses from high-tech to hand-made.



Consider new streets; provide continuous sidewalks on both sides

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

Improve sidewalks & biking conditions along Pine Street

New sidewalks and lighting on Sears Lane

Champlain Parkway constructed with multi-use path

Extend the bike path along the waterfront to Lakeside Ave.

Work with property owners to reuse Blodgett buildings for creative enterprise businesses

Infill development to support business, maker growth

Expand studio space; explore potential for new art/maker spaces in new developments

With new development, add pocket parks and plazas

Construct shared, structured parking

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

MAP LEGEND

- Focus Area
- Existing Buildings
- Potential Expansion of Existing Buildings
- Potential Infill Development
- Potential Reuse of Existing Buildings/Sites
- New or Improved Park/Open Space
- Pine Street Linear Arts Park/Corridor
- Potential New Street Connection
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- Intersections to Study for Potential Improvements
- Skip to the plan section of the corresponding icon for more specifics.

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

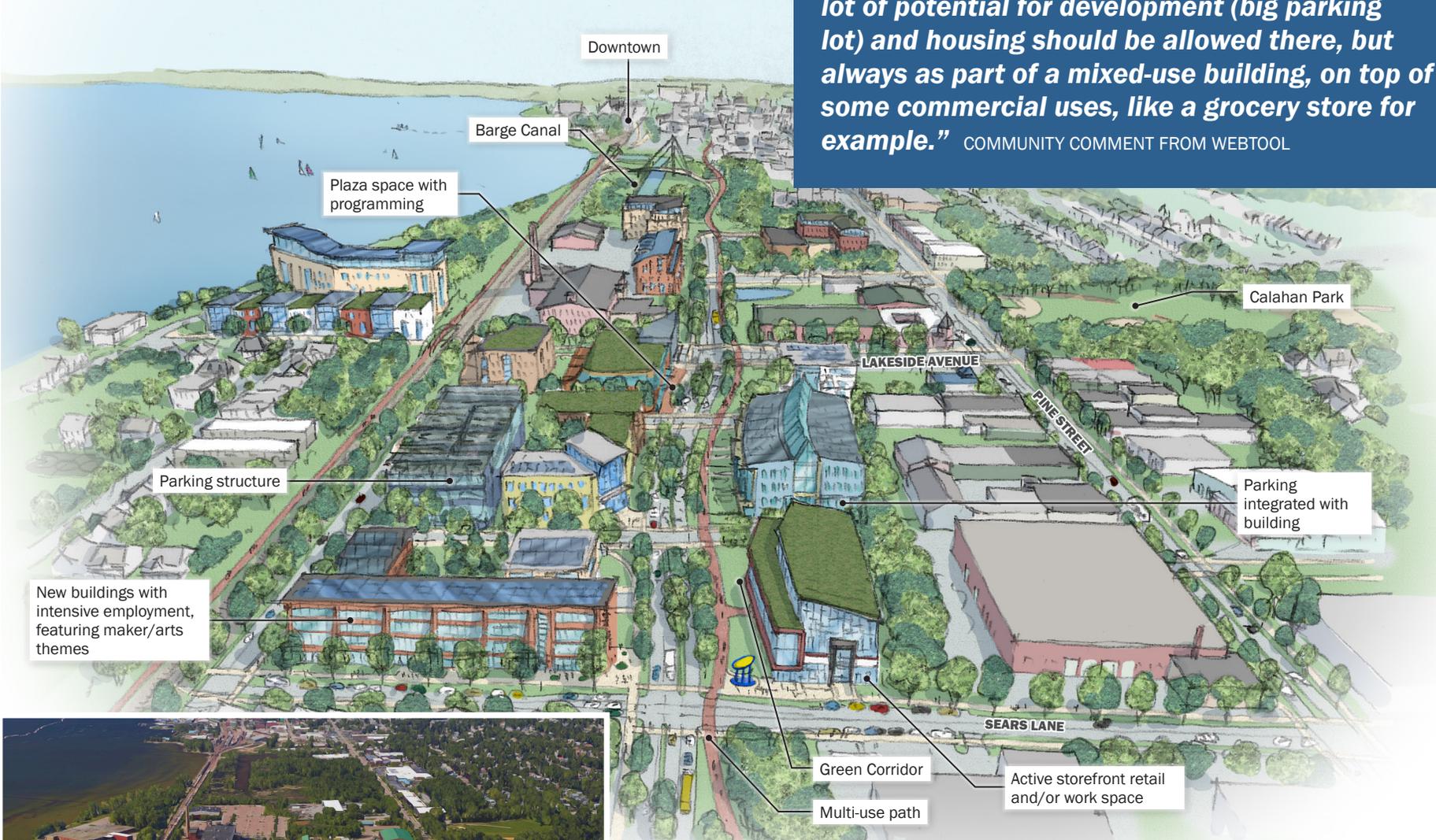
What kinds of spaces do these districts need?

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)

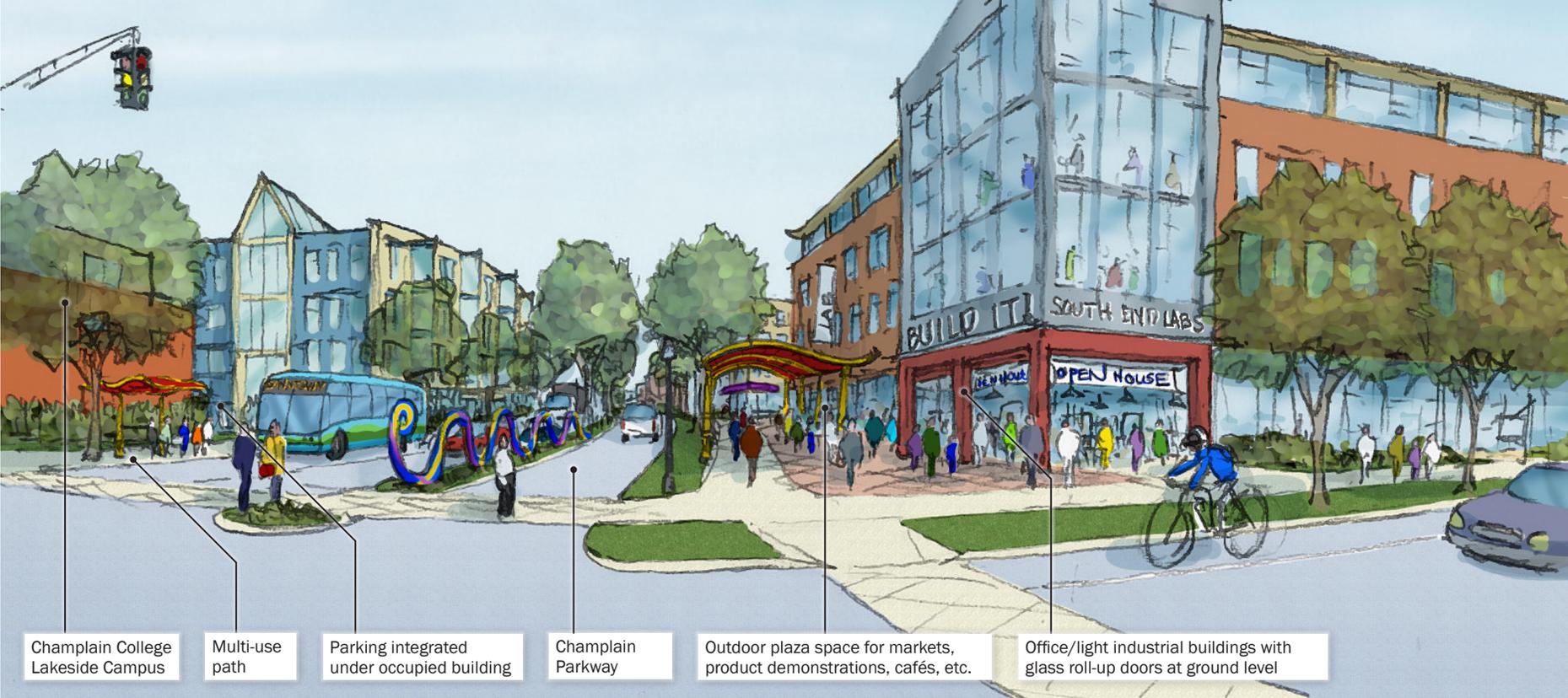
What are the common elements in success stories?

- 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

“I think that the area around Lakeside has a lot of potential for development (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 WEBTOOL



 Transform surface parking and underutilized sites and expand connectivity to create a walkable, mixed-use innovation hub for businesses and maker activities. Incorporate parking in shared structures, new pocket parks and plazas, a “green corridor” along both sides of the Champlain Parkway, and better link Pine Street to the Lake.



 Multi-story buildings should define streets and public spaces, and the energy of the large and small companies and creative enterprises within them should spill out into the public realm.



(\$) Permit multi-story infill development to accommodate additional art and maker space, offices for innovative businesses; work with property owners to explore opportunities for reusing existing buildings, such as the Blodgett Site.



(P) Improve walking, biking, transit and driving conditions through new street connections and improvements along Lakeside Avenue, Sears Lane and Pine Street. Provide continuous sidewalks, green planted buffers between the road and the sidewalk, and incorporate low-impact stormwater management



(\$) For new and infill development, encourage a mix of traditional and modern materials and best practices for site and building design. *PHOTO BY LEE KROHN*



(\$) With infill development, create new pocket parks and plazas that provide space for collaboration and events, and double as stormwater management features.

PRESERVING R&D AND INDUSTRY

The southern reaches of the Enterprise District is home to an enclave of large-footprint, more traditional research, warehousing, storage and industrial buildings where small and mid-sized businesses are hard at work. Companies along Flynn Avenue and Industrial Parkway are more rough and rugged, or back of house, and are busy prototyping, producing, packaging, shipping and storing their products.

Our Plan for the South End is about preserving an industrial area of the City because it is a destination for businesses and employees based on the type of work that they do. It is about recruiting new companies to fill industrial spaces as existing companies outgrow their footprint in the South End. And, it's about having space for businesses to grow by repurposing surface parking lots and expanding building footprints.

While the companies in the South End are not as noisy and dirty as they were once upon a time, businesses in this area need to be able to spread out, make some noise, and be accessible by heavy trucks. As industrial businesses in this area continue to thrive we'll maintain wooded buffers and find other ways to lessen impacts on nearby residential areas. And while there is not a high concentration of destinations in this area that people walk to, it is certainly a place that employees and nearby residents walk and bike through. The Champlain Parkway will help provide more direct vehicular connections to businesses on Flynn Avenue and Industrial Parkway, allowing opportunities for traffic calming on nearby neighborhood streets, and to make the area more accessible by people who walk and bike to other destinations—like Lake Champlain and the parks.



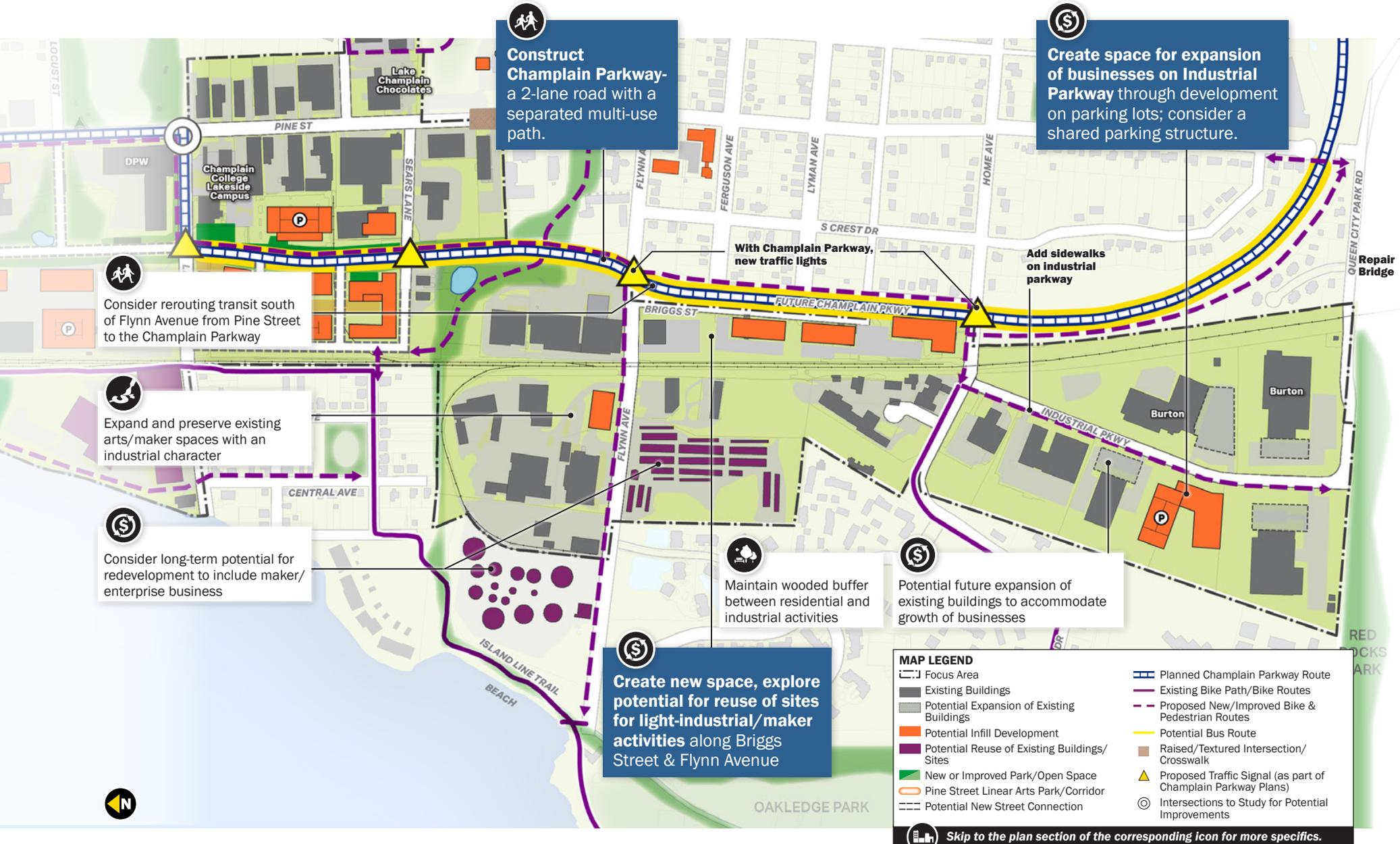
These urban design principles should guide property owners as they reimagine, reuse and expand sites in this area:

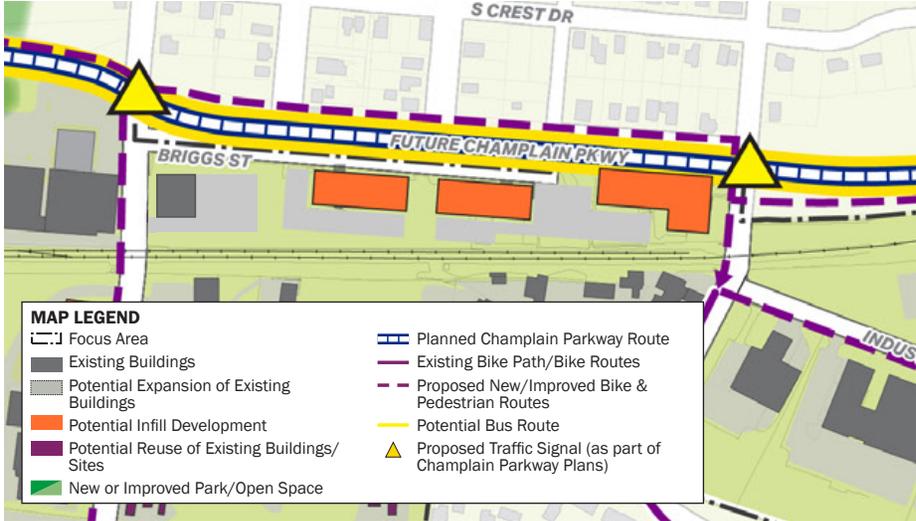
- Single or multi-story buildings (1-3 stories), larger minimum lot and building sizes permitted
- Utilize both traditional and new materials for buildings
- Structured parking where feasible, no parking lots along major streets

Uses in this area should be focused on supporting the needs of light industrial, R&D and industrial arts/maker businesses:

- Permit arts/maker/industrial/manufacturing/warehousing/ R&D
- Prohibit or limit retail and office uses as a standalone, except when wholesale or accessory to an enterprise function
- Consider performance standards to mitigate noise, smell, and/or traffic on nearby residences, and expand stormwater management

Key Strategies for Preserving R&D and Industry





Pursue shared, structured parking on Industrial Parkway to increase the amount of land available for expansion of industrial/research and development enterprises.

With a shared, structured parking facility, explore ways that existing R&D and industrial facilities can be expanded, or new, infill facilities can be integrated along Industrial Parkway.



Provide technical assistance to companies in the South End wishing to expand, and to new companies wishing to locate in the South End, filling the space of companies that have outgrown South End facilities.



Create new space in 1- to 2-story buildings for maker, industrial, or R&D enterprises along Briggs Street, facing the new Champlain Parkway, and providing a new gateway to the South End.



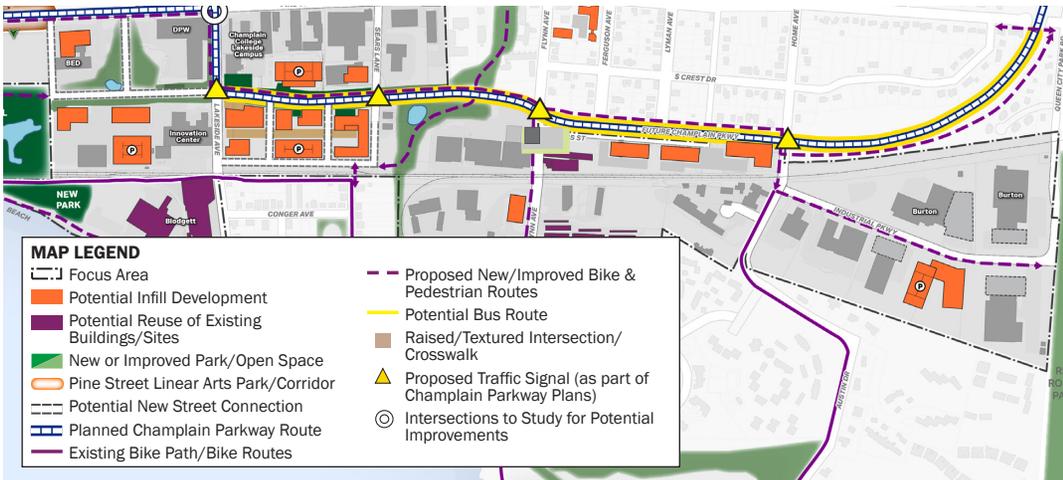
 Provide technical assistance to owners of large sites along Flynn Avenue, including the oil tank farm and mini storage site, which could be long-term sites for redevelopment. In particular, provide assistance for contamination clean-up efforts, which will pose a risk for any redevelopment of these sites.

PHOTO BY FRANCES GUBLER



 Encourage expanded buildings and infill industrial and R&D facilities to orient building fronts/customer entrances along major streets and sidewalks, with parking and loading to the rear or along secondary streets.

IMAGE COURTESY OF PLACEMAKERS BLOG



 Expand bike-ped connectivity for commuting and recreation. Extend/improve the bike path to link Oakledge Park to Queen City Park Road and the Champlain Parkway multi-use path. Provide continuous sidewalks to connect to businesses along Industrial Parkway between Home Avenue and Queen City Park Road.



 Utilize new and traditional materials on new and expanded industrial and R&D facilities, similar to other commercial building additions elsewhere in the South End.

CONNECTING NEIGHBORHOOD RESOURCES

The Pine Street corridor is the heart of the South End. From its intersection with Maple Street to its terminus at Queen City Park Road, homes, parks, schools, industry, art and business all have addresses on this important street. While many sites and buildings are used for only one purpose, it is the collection of these uses along and near Pine Street that gives this neighborhood its mixed-use identity.

Our Plan for the South End strengthens the southern end of Pine Street with neighborhood-supporting amenities, and better connects the neighborhood's resources across Pine Street. Several sites near the intersection with Flynn Avenue offer opportunities for mixed-use infill development that serves the neighborhood and provides opportunities for new multi-family housing. This growing neighborhood center is connected to existing residential areas, parks and schools via Pine Street and Flynn Avenue which are safer, more walkable, and more bikeable.

Over time, new sidewalks, bike routes, and street connections throughout the South End will strengthen the neighborhood's connectivity off of Pine Street, too. These connections will better link to the neighborhood's most prized asset—Lake Champlain—and provide low-stress alternatives for all residents to get where they want to go. And we'll work to ensure that it is a green and connected ecosystem. A healthier Englesby Brook will be supported by a robust stormwater management system on our streets, in our parks, and on private properties throughout the neighborhood.



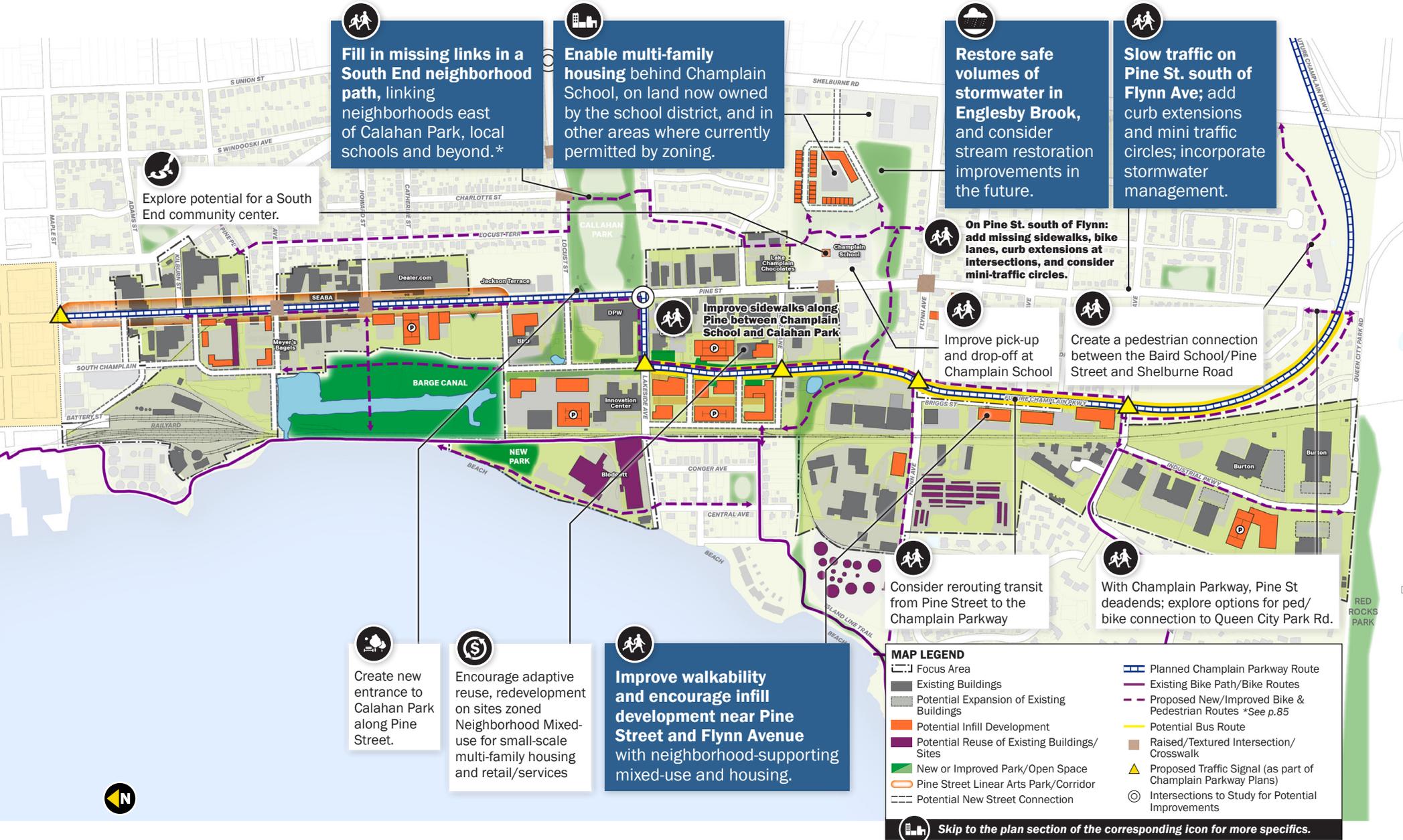
These urban design principles should guide mixed-use and residential developments outside of the Enterprise Zone:

- Multi-story buildings (2-4 stories), building form should define streets/public spaces
- Active ground-level uses along major street frontages
- Utilize both traditional and new materials for buildings
- Structured parking where feasible, no parking lots along major streets

Uses near the intersection of Pine Street and Flynn Avenue should be focused on strengthening a neighborhood center:

- Multi-family housing, density which complements neighborhood and supports housing growth
- Limited retail uses to support neighborhood, primarily fronting on Pine St. and Flynn Ave.

Key Strategies for Connecting Neighborhood Resources



Fill in missing links in a South End neighborhood path, linking neighborhoods east of Calahan Park, local schools and beyond.*

Enable multi-family housing behind Champlain School, on land now owned by the school district, and in other areas where currently permitted by zoning.

Restore safe volumes of stormwater in Englesby Brook, and consider stream restoration improvements in the future.

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

Explore potential for a South End community center.

Improve sidewalks along Pine between Champlain School and Calahan Park

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

Improve pick-up and drop-off at Champlain School

Create a pedestrian connection between the Baird School/Pine Street and Shelburne Road

Consider rerouting transit from Pine Street to the Champlain Parkway

With Champlain Parkway, Pine St deadends; explore options for ped/bike connection to Queen City Park Rd.

Create new entrance to Calahan Park along Pine Street.

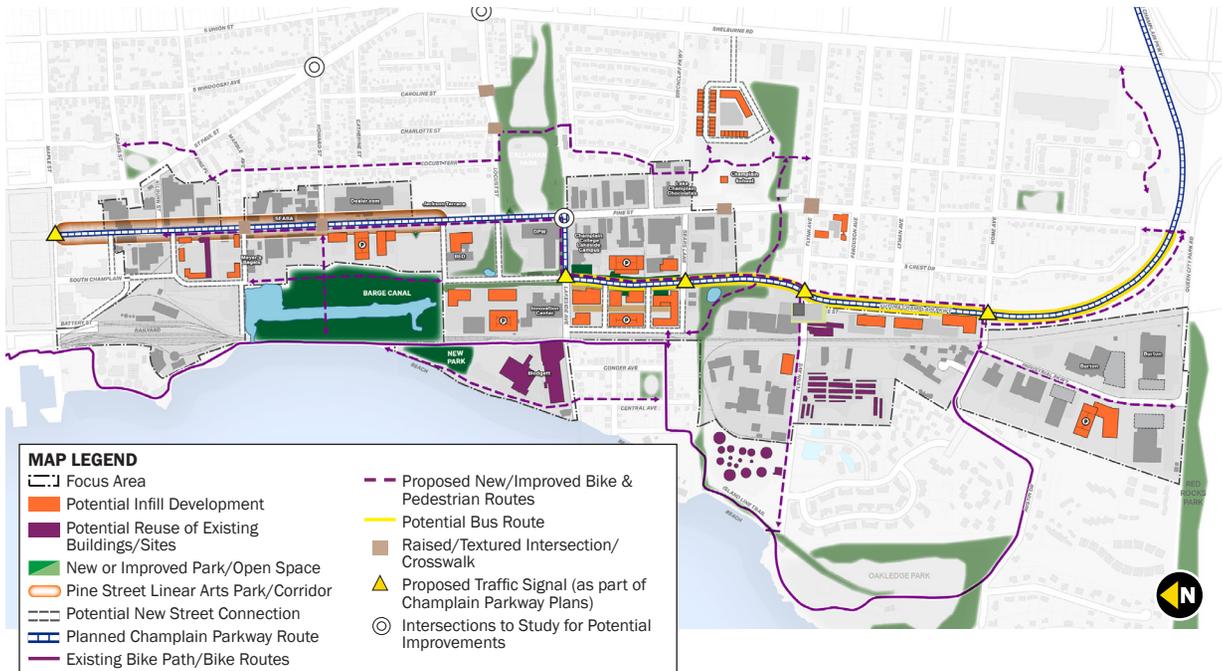
Encourage adaptive reuse, redevelopment on sites zoned Neighborhood Mixed-use for small-scale multi-family housing and retail/services

Improve walkability and encourage infill development near Pine Street and Flynn Avenue with neighborhood-supporting mixed-use and housing.

MAP LEGEND

- Focus Area
- Existing Buildings
- Potential Expansion of Existing Buildings
- Potential Infill Development
- Potential Reuse of Existing Buildings/Sites
- New or Improved Park/Open Space
- Pine Street Linear Arts Park/Corridor
- Potential New Street Connection
- Planned Champlain Parkway Route
- Existing Bike Path/Bike Routes
- Proposed New/Improved Bike & Pedestrian Routes *See p.85
- Potential Bus Route
- Raised/Textured Intersection/Crosswalk
- Proposed Traffic Signal (as part of Champlain Parkway Plans)
- Intersections to Study for Potential Improvements

Skip to the plan section of the corresponding icon for more specifics.



🚶 Explore opportunities for improving walkability and bikeability; infill development that can provide neighborhood-supporting mixed uses and multi-family housing; better connecting the neighborhood's diverse mix of uses; and improve the quality of Englesby Brook.

“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 WEBTOOL



🏠 Explore opportunities for redevelopment of land behind Champlain School for multi-family housing, and on properties near the intersection of Pine Street and Flynn Avenue for housing and neighborhood-oriented goods and services. Redevelopment/adaptive reuse of these sites would provide an opportunity for housing outside of the Enterprise Zone. Redevelopment should occur with sensitivity to the scale and pattern of surrounding residential neighborhoods.



🎨 South End artists Michelle Sayles and Jen Berger captured the concerns and aspirations of lower-income residents through interviews and the creation of a mural. A South End community center—a place where the neighborhood can come together, learn and create—emerged as an area of focus. Explore potential for a community center, possibly as an addition to the Champlain School.



🚲 Fill in gaps in the sidewalk network to improve connections to neighborhood resources, such as along the south side of Flynn Avenue between Pine Street and Oakledge Park. *PHOTO BY LEE KROHN*



 Establish a South End Neighborhood Path east of Pine Street to connect residential areas with parks, schools, and other destinations. Utilize recommendations from the Safe Routes to Schools study, and consider a boardwalk over Englesby Brook and wetland areas to connect the path from residences to Champlain School and other neighborhood destinations. (see details on p. 85)

PHOTO COURTESY OF SEATTLE DEPARTMENT OF TRANSPORTATION

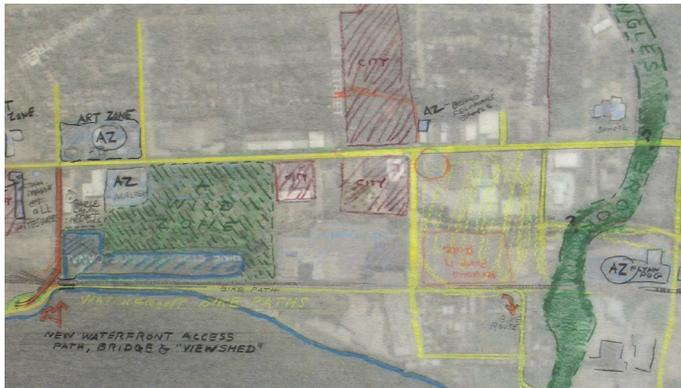


 Pine Street should be highly walkable, bikeable and served by transit. Provide a raised/textured intersection at Pine & Flynn; implement suggestions for Pine St. from the Active Living Workshop—10' travel lanes, bike lanes, a pedestrian crossing to Champlain School, a median for stormwater management, and improved pick-up and drop off conditions for the school. Improve visibility of people who walk and bike where Pine St transitions to more commercial uses. *IMAGE COURTESY OF WALKABLE AND LIVABLE COMMUNITIES INSTITUTE*



 Slow traffic along Pine St. south of Flynn. Replace on-street parking with bike lanes; calm traffic and improve walkability with curb extensions; install missing sidewalks, and consider mini traffic circles.

IMAGE COURTESY OF WALKABLE AND LIVABLE COMMUNITIES INSTITUTE



 Continue efforts to improve water quality in Englesby Brook, and ultimately Lake Champlain. Complete the Flow Restoration Plan for Englesby; strengthen stormwater management regulations for new development and redevelopment projects; and require public projects to meet stormwater reduction goals. Consider a plan for stream restoration for Englesby in the future. Draw on the inspiration provided by the Watershed Project developed by planner, designer and teacher Diane Gayer and her team.

RIGHT IMAGE COURTESY OF PHILADELPHIA GREEN STREETS DESIGN MANUAL



Strategies to Guide Policy and Projects

Now that we know more about the actions we need to take to preserve and enhance the South End’s characteristics, let’s take a closer look at the strategies we can use to help us achieve these goals. You’ve seen these icons throughout the plan, which represent which theme each of the “Key Strategies” relates to. Here’s where you’ll find those key strategies...and more! In this section, all of the plan’s strategies are grouped by theme, so that we better understand what it will take within a particular system, or by a particular group of people to implement #OurVision for the South End.



Creative & Vibrant Economy
p. 62



Arts & Affordability
p. 68



Housing & the South End
p. 72



Neighborhood Parks & Open Spaces
p. 78



Connectivity & Mobility
p. 82



Barge Canal & Brownfields
p. 92



Stormwater Management
p. 95

How to Read This Section

For each of the themes that follow, you’ll find a series of recommended strategies. Each of these strategies includes a “first step” to make it happen, and identifies potential stakeholders that might be involved in getting it going.



Recommended Strategy



First steps to make it happen



Stakeholders who should be involved

CREATIVE & VIBRANT ECONOMY



Second only to Burlington’s downtown, the South End has long been an economic engine for the City and the region. It’s a place where businesses grow from fledgling start-ups to national success stories. A place where manufacturing and R&D operations produce and prototype well-renowned products that have become staples in their industries. A place where artists and creatives ‘make and break’ things, and where innovative companies are discovering solutions for the future. This is a place where hundreds of people, with a wide range of occupations, come to work. Despite its small geographic area—just 4% of the city’s land area—the South End’s Enterprise District is home to 20% of the city’s jobs and over 90% of its current industrial space.

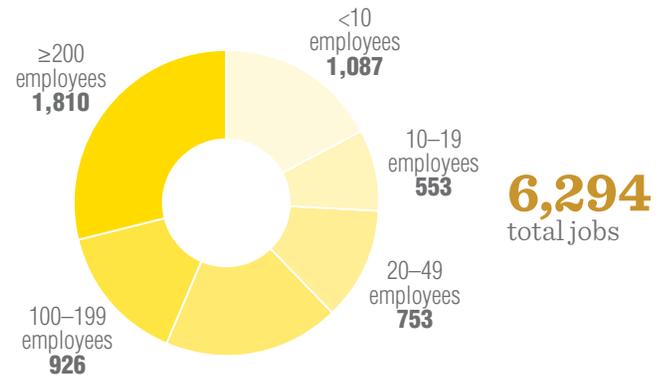
The South End has evolved quite significantly over time, and today enterprise, innovation and the arts form the interconnected economic and social identity of the district. As the economy has changed, the types of work spaces within the South End have changed, too. A hundred years ago, South End buildings 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. In today’s economy, these spaces are being adapted to support a rich and eclectic mix of small-scale manufacturing, food processors, artists and entrepreneurs, and a variety of offices and services.



PHOTO BY LEE KROHN



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



The Burlington South End Market Study, prepared during Phase One of this planning process, identified some of the important trends and issues that are shaping the South End today, and that will continue to drive this important economic district. These trends include:

Growth in the “New Economy” sector. Industries focused on technology, traditional and industrial arts and design, research and development, and small-scale artisanal and food manufacturing have been fueling the economic evolution of the South End. These creative industries are making their home among the industries that currently exist, and are likely to continue to be important sectors of the South End’s economy. Growth in this “New Economy” should be planned carefully, as the South End is already witnessing the impacts of its evolution, including:

- Demand for spaces that combine industrial AND retail operations is strong and growing. These include businesses like breweries with tap rooms, prototype facilities that welcome shoppers and offer tours, and artists’ studios with retail space. As a result, industrial rents are \$2.20/SF higher in the South End than in Chittenden County as a whole, reflecting the appeal of the South End for blended industrial/retail operations.
- Office rents that are comparable to downtown are a result of the desirability of the South End to businesses in search of office space that want to be part of the emerging and eclectic vibe of the district, and want to take advantage of its resources, like availability of parking.
- Increasing difficulty in finding affordable and available space for businesses that are looking for traditional warehouse/manufacturing space, and for artist and small startups that are looking for inexpensive spaces in which to launch and grow.

An evolving economy and workforce that supports mixed uses. The “New Economy” is no longer about large spaces with few workers. Many former manufacturing spaces have evolved into workspaces that look and function like offices, bringing with them far more workers and types of activities than the traditional uses. These redefined spaces are



PHOTO BY LEE KROHN

simultaneously driving the increased diversity of jobs in the South End, and contributing to its gentrification by creating a demand for:

- Opportunities for collaboration, both within companies themselves and among businesses and industries. The adaptive reuse of some buildings has allowed for a variety of businesses to share resources, space and ideas and to work together on innovative solutions for their industries and the community.
- Retail, entertainment and service uses which are being introduced into the South End in response to a demand from workers and nearby neighbors who are looking for places to eat, shop, exercise and socialize within walking distance.

A demand for housing in the South End to accommodate a growing workforce. As there is throughout the City, there is a significant demand for housing in the South End to support the workforce’s ability to live near their jobs and in an area with a high quality of life.

- Housing scarcity and affordability issues, which are confronting both the City and the region, are well-documented. But development economics and land use regulations present significant barriers to creating new, and a more diverse, housing types near significant South End employers.
- Employees of South End businesses, many of whom are commuting from housing outside of the City, are forced to drive and park, adding to traffic congestion and spill-over parking in residential neighborhoods.
- These factors are having an increasingly negative effect on businesses throughout the South End, and individual businesses' ability to attract talented employees to their companies and to the area. However, the demand for new housing has the potential to further threaten the availability and affordability of space for new and growing South End businesses. As a result, for more than two decades, City policy and regulations have prevented any new housing from being created within the Enterprise District.

Cities around the world have experienced similar trends, witnessing the transformation of former industrial districts into places where the “New Economy” is flourishing. These places have been defined and carefully planned for as “Innovation Districts.” These districts are compact, mixed-use, sociable places. They utilize an array of economic, physical and networking resources to drive more sustainable, collaborative economic development. And, they are living laboratories, building and testing solutions to help evolve businesses and strengthen communities.

The South End has evolved over time in a somewhat organic manner; today it is home to many of the resources and activities that are found in innovation districts. The trends, however, point to the reality that the demand for space across all industry sectors in the South End exceeds the current supply. The Enterprise District is at an important juncture, one at which we need to rethink land use policy and economic development strategies to ensure that the arts, industry and creative enterprise can continue to coexist without putting one another at significant risk.

To this end, finding creative solutions to increase the supply of space for these activities must be a central focus of this plan in order for the district to thrive. There are a finite number of potentially developable parcels within the South End. In order to meet the needs of new and expanding businesses, policies are needed that unlock the potential of underutilized land through higher-density, more compact development. In addition to other economic development programs and policies, a key step to achieving this potential is to explore finer-grained land use policies that balance the preservation and continued evolution of the South End's economic landscape.

As we look toward the future, we must be sure to **preserve what makes the South End great**—its character and authenticity—while also working to **enable and facilitate its continued evolution** as the City's arts, innovation and enterprise district, in which a diversity of businesses and job opportunities are located.

planBTV South End outlines a strategy to:

- preserve and support the character of the South End by redefining the one-size-fits-all approach to land use regulation
- recruit additional investment, jobs, and people to ensure its sustained vitality by increasing space and rebuilding important infrastructure
- continue to provide a platform for innovation and enterprise to take root and grow through creativity and collaboration

Strategies for a Creative & Vibrant Economy

ADVANCE LAND USE POLICY CHANGES TO PRESERVE AND EXPAND THE VALUE OF THE SOUTH END TO THE CITY.

Land use policy and regulation must evolve from a one-size-fits-all approach to one that recognizes the unique and varied character of the South End, and prioritizes strategies that will preserve and enhance those characteristics. This strategy supports the protection and expansion of the Enterprise Zone’s creative enterprise, manufacturing, business and arts sectors, while also identifying the need to find creative solutions to minimize conflicts with nearby residential areas and natural resources.

 **Evaluate possible changes to the Enterprise Zoning District that will reflect and enhance the experiences created by the built environment and types of activities within and around the district.** These changes should recognize the variation in character throughout the district, and consider the relationship of the Enterprise Zone to its neighboring residential areas.

A more fine-grain approach to land use regulation within the Enterprise Zone will guide future growth, redevelopment and/or reinvestment in such a way that the arts, industry and creative enterprise can continue to coexist—alongside strong and desirable residential neighborhoods and important natural resources. Revised zoning regulations will address how and where to concentrate and support the arts and artists more directly; where the emerging creative and innovation economy can grow and flourish, and where more traditional manufacturing businesses can continue without direct competition from more sanitized development and land uses.

These changes should reflect the South End’s characteristics, as discussed in this plan, and incorporate guidance on urban design, types of land uses, integration of transportation facilities and other infrastructure. Furthermore, any changes to the Enterprise Zone

**SOUTH
END
CRAWL**

What about the South End
would you change?
...and why?

- Full occupation of Factory space with diversified employment

should be considered together with the Housing section of this plan’s recommendation to evaluate the appropriateness of the zoning of properties within walking distance of the district.

Utilizing this guidance to shape a more fine-grain land use regulation within the Enterprise Zone will result in more predictable infill and development outcomes, clearly communicating what should be preserved and where new things can happen. Furthermore, it will support the growth and expansion of existing businesses while accommodating creative enterprises and innovation, and help to mitigate potential impacts on nearby natural resources and residences.

 *Consider a range of land use tools that could be used to guide the future growth and redevelopment of the Enterprise Zone; advance specific proposals for desired zoning changes.*

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

INCREASE SPACE AND REBUILD CRITICAL INFRASTRUCTURE IN ORDER TO SUSTAIN AND RECRUIT INVESTMENT, JOBS, AND PEOPLE TO SUPPORT THE SOUTH END.

Throughout the planning process, it has been clear that one of the major challenges impacting the South End is the ability to keep up with the demand for space across a broad range of business scales and types.

Encourage the redevelopment of under-developed sites to create new opportunities for businesses. Infill and new development can expand the stock of available space, as well as provide more variety in the size and types of spaces available.

 *Work with property owners to identify barriers to, and discuss potential strategies for, redevelopment of key sites.*

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

Facilitate the adaptive reuse of existing buildings in ways that keep them available to existing and potential businesses, artists and fledgling entrepreneurs. Reuse of these facilities can help maintain the character of the South End, maintaining affordable space over new construction, while also allowing for its continued evolution.

 *Foster collaboration among land owners and tenants to find opportunities for adaptive reuse of structures that will ensure long-term viability and affordability.*

 *Department of Planning & Zoning, property owners, tenants*

 **Re-build critical infrastructure** to facilitate the continued evolution and expansion of businesses, set a high standard for environmental protection, and increase safety for all modes of transportation.

 *Implement plans for expanded street connectivity, improved pedestrian and bicycle infrastructure, and stormwater.*

 *Dept. of Planning & Zoning, Community & Economic Development Office, Dept. of Public Works, Dept. of Parks, Recreation & Waterfront, CCRPC, property owners*

 **Create new and diverse housing opportunities within walking and biking distance of the Enterprise District** to address the demand from the South End’s workforce, and create places where employees can live in close proximity to where they work. **(See the “housing” recommendations)**

 **Consider the future role of the Shelburne Road corridor** in accommodating the City’s ongoing needs for transportation, housing, and employment opportunities.

 *Advance a Shelburne Road corridor study and implement recommendations of the regional ECOS Plan and City Council Housing Action Plan; ensure the study is broad in its evaluation of transportation and land use opportunities*

 *Dept. of Planning & Zoning, Community & Economic Development Office, Dept. of Public Works, CCRPC*

PRESERVE THE SOUTH END AS A PLACE WHERE INNOVATION AND ENTERPRISE CAN TAKE ROOT AND GROW.

The South End has long been an economic driver for the City. Strategies should focus on preserving what makes the South End great, while allowing for its continued evolution.

 **Prepare an economic development plan/strategy for the South End.** This strategy should consider the businesses, employees and resources available today, and the needs of existing and prospective businesses in the future. If this is included within a city-wide economic development strategy, the role of and opportunities for the South End should be clearly identified.

 *Prepare an economic development strategy; identify specific opportunities for the South End.*

 *Department of Planning & Zoning, Community & Economic Development Office, elected leadership*

 **Expand the economic development toolbox available to support growth.** There are many barriers, but relatively few tools available to assist the City, property owners, and businesses in advancing economic development objectives in the South End. Using an economic development strategy as a guide, the City can look for ways to expand upon its existing economic development tools. Some opportunities could include:

- **Expand the financial tools available from state and regional resources to support development of new facilities,** including grants, new economic development programs, or state designations that can enhance allocation of public resources. Work cooperatively with state government and regional development entities.

- **Continue to provide technical assistance to businesses,** including new enterprises and existing operations, who are seeking space in the South End. Help identify potential space; provide succession planning assistance to existing businesses and property owners; and assist businesses with navigating the city/state permitting processes.
- **Provide workforce training support** by working with local schools, colleges and universities and other regional institutions to ensure educational programs are preparing the workforce for the jobs of the future.

CEDO has a legacy of providing a range of support and assistance to businesses in Burlington, and in particular, those in the South End. This strategy is about expanding the resources available to support South End employers, which are critical to the economy and provide important jobs and services to our region. Funding and capacity to provide these services are limited, so creative partnerships may help the City achieve its economic development goals in the future.

 *Work cooperatively with state government, regional development entities, and local businesses, foundations and educational institutions to expand financial and strategic economic development tools; ensure sufficient resources are available to support these activities.*

 *Dept. of Planning & Zoning, Community & Economic Development Office, elected leadership*

 **Communicate the South End’s unique character and advantages** to potential future companies and enterprises that could locate in the district.

 *Continue and expand the “They Chose Burlington” campaign as a tool to tell the story about the South End when working to recruit, retain and grow the diverse mix of businesses in the district.*

 *Community & Economic Development. Office, SEABA*



ARTS & AFFORDABILITY

While the South End is home to an evolving landscape of businesses and jobs, it is also well-known as one of the City’s arts districts. Thriving arts and maker districts contain a variety of uses and are in a constant state of motion—and the South End is no different.

As “urban pioneers,” artists benefit from setting up shop in areas with low rents or high vacancy. Over time, as neighborhoods evolve, rising rents leave artists reacting to the forces around them instead of having the ability to control where they work and what they pay. **The Arts & Affordability Toolkit is an important resource and companion to this plan.** The Toolkit, (Appendix D) outlines a number of potential strategies that could be explored to help artists take the reins in determining the future of arts space in the South End.



IMAGE SOURCE: AS220.ORG



“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.” COMMUNITY COMMENT FROM PHONE BOOTH AT ARTS RIOT

Many of the strategies in the Toolkit discuss models for artists' ownership or partnership in the management of arts spaces. While it's certainly not the only strategy for preserving arts and affordability in the South End, it is an important one.

Ownership can be one of the most successful ways to ensure ongoing 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 interested in providing arts space. In a city of Burlington's size, the capacity to provide these spaces will depend on pooling a variety of resources and actors within 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 have the capacity to provide. Taking on responsibilities of real estate development or property management can be a big distraction from the making. On the flip side, owners and managers of commercial space may not have a thorough understanding of the current and future space and programming needs of an arts district.

The City of Burlington is 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?

planBTV South End outlines strategies to support and grow:

- collaboration and continued support for organizations that can strengthen the arts district
- models of ownership/property development to address the affordability and availability of artist's space in the South End
- visibility and density of the district that brings customers and vibrancy

Strategies for Arts & Affordability

ENHANCE COLLABORATION AND SET UP FOR SUCCESS.

There are opportunities to strengthen the South End as an arts district through partnerships that combine a variety of arts, business and property management expertise.

 **Prepare an assessment of the economic impact of the arts and identify space/resource needs.** This assessment should include an inventory of the current arts-related economic activity, supporting resources/infrastructure in the City today, and needs for the future. The role of and opportunities for the South End as an arts district should be clearly identified—what types of arts spaces and resources will be successful in an arts/maker/enterprise district.

 *Work with partners to prepare an assessment of the economic impacts of the arts; identify specific opportunities for the South End.*

 *Burlington City Arts, Community & Economic Development Office, CHT*

 **Form a Collaborative Working Group** representing a broad array of skills and perspectives to support each other. 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? The Arts & Affordability Toolkit outlines some of the key players that should be involved in this working group and some of the critical first steps this group could pursue in order to expand space available for an arts district. A quick snapshot includes:

- **Gather South End artists & makers** in a discussion about their goals and needs for an arts district.
- **Gather South End property owners** to discuss their goals, worries, needs.

- **Create a Technical Assistance team of experts** in brownfields, finance, and property management and arts district programming to advise developers and arts 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 database of artists/makers with space needs** as a supplement to the market studies.
- **Publish the Arts & Affordability Toolkit** (an appendix to this plan) 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 a South End Working Group; write a mission statement, and set goals and a timeline for results.*

 *Participants may include: SEABA, Burlington City Arts, Community & Economic Development Office, state-wide agencies and organizations, developers, property owners*

 **Continue to support Burlington City Arts (BCA), South End Arts and Business Association (SEABA), 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.

EXPLORE STRATEGIES FOR PRESERVING AND CREATING AFFORDABLE ARTIST SPACE.

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

 **Evaluate models for preserving/creating affordable artist space.** The Arts & Affordability Toolkit outlines a range of models that could be utilized to provide space. Each of these models presents its own benefits and challenges. These models, and properties that may be good candidates to deploy these models, are discussed in greater detail in the Toolkit:

- **artists/maker owned models:** common artists-as-owners structures include: an individual mission-driven artist as a developer; artist-owned spaces through a cooperative or an LLC; artist or non-profit organization joint venture with a developer; and arts organizations that own/lease space to others
- **non-profit and for-profit developers models:** artist space projects are complicated, and much needed expertise and resources can be gained by working with non-profit developers, for-profit mission-driven developers, or other for-profit developers
- **artist space through City actions models:** this could include a policy for affordable arts components of new development on City-owned land, or as a component of disposition and/or redevelopment of City-owned property

 *Use the Toolkit to evaluate sites/buildings which may be good candidates for new space. Use market data and results of the arts assessment to create a viable arts/maker business plan and approach developers; consider a city policy about arts space in public projects. (See page 116).*

 *To be used by organizations such as South End Working Group, SEABA, Burlington City Arts, Community & Economic Development Office, property owners, developers*

Create zoning and development regulations to help expand the supply of artist space.

Zoning strategies can be used to encourage, or even require, new affordable spaces for production and display. However, a balanced, feasibility-based approach is important. 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 infeasible. Regulatory strategies to consider are spelled out in more detail in the Arts & Affordability Toolkit, and include:

- **Consider incentives for new development projects to incorporate a 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. This requirement could identify work space, performance/exhibit space, or space for public art on the ground floor/ exterior of buildings. This requirement must be carefully informed by the City’s development economics and the results of BCA’s market study for new spaces.
- **Establish a process for verifying tenants/occupants**, when space is provided that is meant to be preserved as affordable or used exclusively by artists. This will help ensure the proper use of subsidized spaces and prevent gentrification/displacement of artists by non-artists within arts-specific projects.
- **Provide incentives for creation/preservation of arts space in existing commercial buildings.** Incentives could include: a code/regulations advocate that helps landlords understand what and how to improve spaces while retaining affordability; providing tax breaks or grants to offset costs of code compliance and upgrades without passing the costs of improvements to artist tenants; or, allowing increased density/ infill on sites to help retain affordability.

Consider the appropriate zoning and development regulations to reinforce the South End as an arts district. (See page 40).

Dept. of Planning & Zoning, Community & Economic Development Office, Burlington City Arts, South End Working Group

EXPAND THE VISIBILITY OF THE ARTS DISTRICT TO PRESERVE AND ENHANCE ITS VIBRANCY.

Continue to incorporate the arts and the story of the neighborhood’s history into the physical fabric of the South End.

Strengthen the visibility of the arts by prioritizing the retention (and expansion where possible) of existing buildings to support artists and makers, and encourage creative use of building façades, public space and signage.

Implement the Parks recommendation of this plan to incorporate a Pine Street Arts Corridor and Linear Arts Park (See page 78) into the South End. Consider additional opportunities for self-guided tours/apps to communicate these stories.

Department of Parks, Recreation & Waterfront, Department of Planning & Zoning, Burlington City Arts, SEABA

Communicate the South End’s unique character and advantages to potential and future arts and maker enterprises/ venues and their visitors/consumers.

Continue and expand upon existing marketing, events, and infrastructure, like South End Arts Hop, to increase visibility and create a critical mass of resources and enthusiasts to support the district.

Efforts by SEABA, Burlington City Arts, Community & Economic Development Office



PHOTO COURTESY OF SMITHGROUPJJR



PHOTO CREDIT: [HTTP://WWW.THISISCOSSAL.COM/2012/09/MUSICAL-SWINGS-ON-THE-STREETS-OF-MONTREAL/](http://www.thisiscoossal.com/2012/09/musical-swings-on-the-streets-of-montreal/)

HOUSING & THE SOUTH END

The plan recognizes that the Enterprise Zone does not have one distinctive character throughout, nor should the policies governing the entire zone be uniform. However, despite economic and demographic changes, the argument against allowing housing within the Enterprise Zone remains. Despite the bright lines depicted on the zoning map, the South End truly functions as a mixed-use neighborhood; it includes a commercial-industrial core flanked by thriving single- and multi-family neighborhoods. And this core has clearly distinguishable sub-areas, in which businesses feature a range of retail, office and industrial services.

Therefore, an important part of the planBTV South End process was to evaluate whether a single-use industrial zone is still relevant to the City's needs and the evolving character of the South End. The Planning process sought to answer questions about whether there are uses that are not permitted in the Enterprise Zone today that could be introduced in some locations.

Chief among these uses is housing. Housing is not currently permitted in the Enterprise Zone. 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. It is increasingly difficult to make the case that all housing should be excluded from the Enterprise Zone in light of the regional and city-wide housing shortage, the economic and environmental importance of locating housing close to South End workplaces, and the fundamental shift in the relationship of home and work in the new American city. So planBTV South End set out to answer the question, "Are there locations or situations in which some types of housing might be appropriate in some parts of the Enterprise Zone?"



With the increasing demand for housing city-wide, and the steady appeal of the South End as a place to live and work, the conversation about new housing in this part of the City is an important one. More housing in the South End could bring benefits for all of us, including:

- More housing choices for people at different stages of their life, so “empty nesters,” young 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, and to support the mixed-use character of the district.
- 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.
- Additional neighborhood density to support increased investment in neighborhood infrastructure, such as sidewalk and bikeway improvements and increased transit service.
- 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.
- New development and redevelopment of underutilized sites, utilizing the revenues of residential development to bring additional amenities and space to the South End that may not otherwise be economically feasible.

However, we heard a lot of opinions about this. The primary concerns from those who do not support housing in this part of the South End include:

- 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



Community comments from the planBTV South End webtool.

typically come with loud noises, unpleasant odors, and truck traffic. While some of these impacts can be mitigated, housing can be a tough fit and ultimately make it more difficult for businesses to operate.

- Housing might contribute to the already rising rents and property values. However, the South End is already an expensive choice for traditional industrial/manufacturing enterprises, with higher rents than elsewhere in Chittenden County. 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. Housing isn't the only culprit squeezing out manufacturing. But 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 the businesses that rely on this low-cost space. This is especially true for small entrepreneurs and artists who rely on low-cost space to make ends meet.

Following much debate around the housing question, planBTV South End does not recommend zoning changes to permit housing in the Enterprise District at this time.

At the end of the day, the Enterprise District is about manufacturing and small businesses. Supporting these activities and the affordability

planBTV South End supports a continued community conversation about appropriate locations and types of housing within the South End neighborhood.

of incubator space is the central focus of this plan. Some see new housing as essential to business sustainability, while others see it as a threat.

Several of the strategies in the accompanying Arts & Affordability Toolkit suggest creative housing

models and mechanisms for preserving affordability; these strategies could be utilized both within and outside of the Enterprise Zone as the conversation about appropriate housing locations and types continues.

We recognize that opinions on this topic are likely to continue to be divided—and all of these opinions are valid. The benefit of the community conversation had in the *planBTV South End* process is that it added momentum to the development of more nuanced and creative solutions that move away from one-size-fits-all solutions, to respond to the perspectives that come from both sides. Burlington must create the land use policies and 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 for a growing workforce. Conversations like this must continue, as should the evaluation of city-wide needs for housing—including the location, unit types, and price points—and appropriate solutions for neighborhoods like the South End.

Therefore, planBTV South End outlines a strategy that is consistent with the housing goals in the City's Municipal Development Plan, to:

- Develop new and infill housing where the zoning presently permits housing, in order to realize the environmental and economic benefits of a diverse range of housing options.
- Utilize strategies for economic development and mobility to further strengthen the relationship between the residential areas of the South End and the Enterprise Zone, and protect the unique, mixed-use nature of this neighborhood.
- Utilize partnerships and creative ownership models to protect the affordability of housing in the South End—both existing housing stock and new units that could be developed.

Strategies for Housing in the South End

INCREASE SUPPLY AND DIVERSITY OF HOUSING IN THE SOUTH END.

 **Develop housing outside of the Enterprise Zone, where it's currently allowed by zoning.** Consider sites that could be redeveloped, or that may be appropriate for infill housing, such as the school district maintenance facility behind Champlain School; the church site at Pine & Flynn; South Meadows; and commercial parcels on St. Paul, Shelburne and South Champlain Streets. Encourage development in locations which will diversify the housing types in the residential areas of the South End, strengthen the neighborhood's mixed-use character and support increased frequency and investment in transit and bicycle/pedestrian infrastructure.

 *Initiate conversations with land owners to gauge interest in potential redevelopment and to identify potential barriers. Implement recommendations of the Housing Action Plan.*

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

 **Evaluate the appropriateness of zoning of sites adjacent to the Enterprise Zone.** Explore opportunities for redevelopment or expansion of underutilized sites and buildings that are constrained by low-density zoning designations, such as the Champlain School site and other properties along Pine Street and near the Flynn Avenue intersection. Consider the zoning of properties around the Enterprise District, or the use of overlays for properties within and outside of the Enterprise District, which can help provide a transition and mitigate potential conflicts between the Enterprise Zone and residential neighborhoods.

 *Study the current uses and redevelopment potential of sites adjacent to the Enterprise Zone for potential rezoning to promote higher density residential or mixed uses; consider opportunities for zoning overlays to mitigate impacts of incompatible neighboring uses.*

 *Department of Planning & Zoning, Planning Commission*

 **Explore partnership opportunities and housing models which will advance the development of affordable and workforce housing in the South End.** Using the case studies in the Arts & Affordability Toolkit as models, work with property owners, developers and non-profits to identify opportunities for increasing the supply of housing units to all income ranges, but particularly units which could be affordable and desirable for South End employees, artists and area young professionals.

 *Study the present housing supply and demand for the City, determine the appropriate market segments that could be developed in the South End, and identify feasible mechanisms for preservation of affordability for housing in the South End.*

 *Department of Planning & Zoning; Community & Economic Development Office; property owners & developers; non-profit housing organizations; SEABA; South End residents*

CONTINUE THE CONVERSATION.

 **Continue community discussion regarding housing in the South End.** Continuing this discussion will be important to ensuring that the rules for future development in the South End match community needs. As our community and its neighborhoods continue to evolve, it is necessary to periodically revisit land use and zoning policies to ensure that change is sustainable and occurring in the appropriate locations, including within the Enterprise Zone.

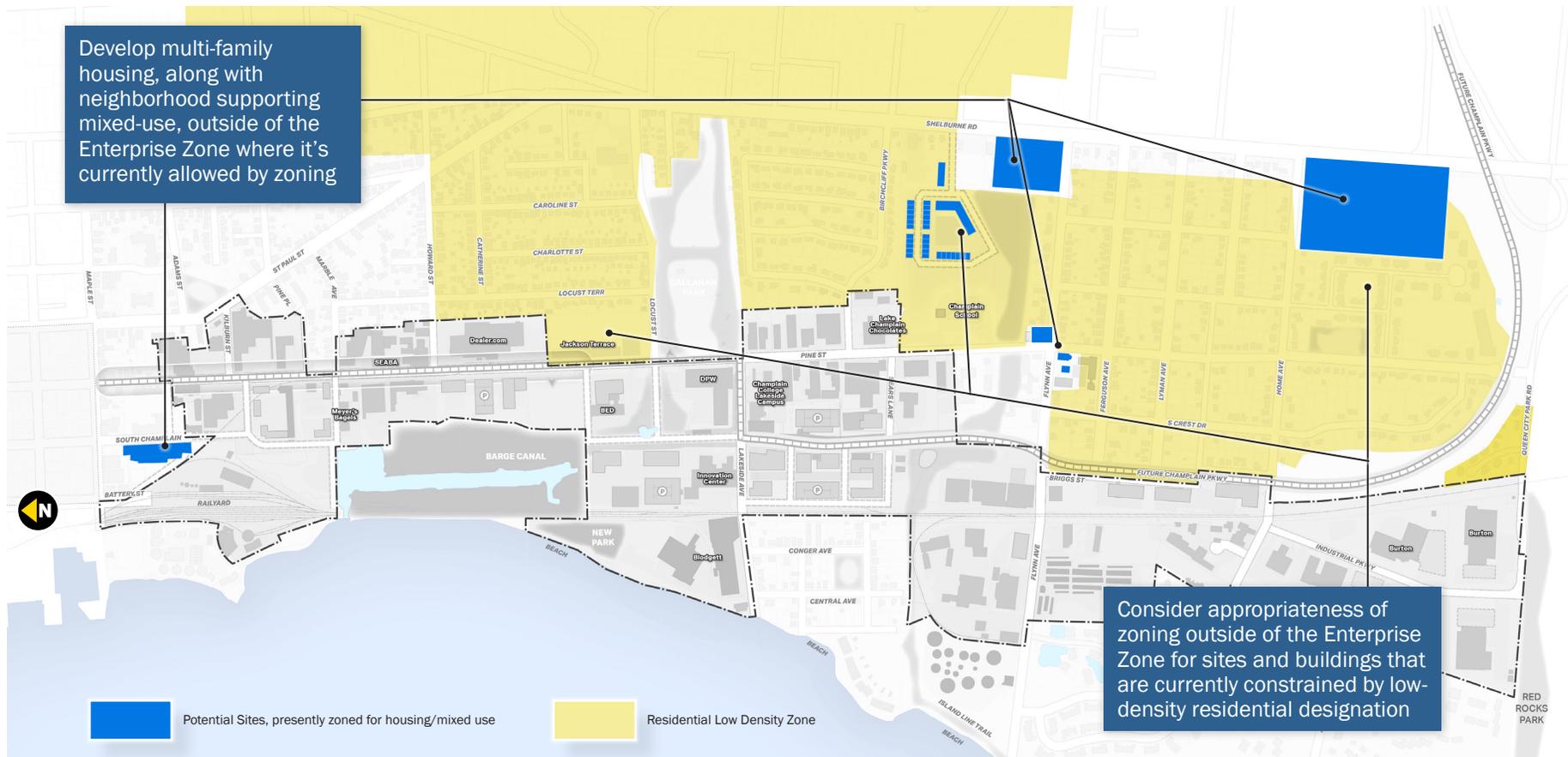
 *Provide forums for continued community discussion and information sharing as part of efforts to update zoning, implement partnerships and facilitate redevelopment.*

 *Department of Planning & Zoning; Planning Commission; property owners; SEABA; non-profit housing organizations; South End residents*

 **Monitor the impact that development and policy changes have on the South End and the Enterprise Zone.** As new development and redevelopment takes place within the South End, it will be important to utilize planBTV South End as a benchmark to evaluate change. Increased housing density can have many and varied impacts on the character, infrastructure, economics, environment and sustainability of a neighborhood—both positive and negative. Analysis of these impacts should inform further activities which take place in the South End, and be informed by other city-wide and regional housing strategies.

 *Periodically provide updates on the conditions of the neighborhood to evaluate whether the changes taking place in the South End are achieving the desired outcomes.*

 *Department of Planning & Zoning; Community & Economic Development Office*



The creative project by Bren Alvarez and Julie Campoli explored South End sites that could accommodate mixed-use infill development. The Jackson Terrace apartments was one site that was re-envisioned to include inviting community uses on the ground floor, such as studio space, with first floor apartments relocated to a second floor addition. Additionally, the project envisioned a “sixth sister” street, between Jackson Terrace apartments and Locust Terrace that could accommodate infill housing and/or live-work spaces, connecting the Five Sisters neighborhood and the Pine Street Arts District.





NEIGHBORHOOD PARKS & OPEN SPACES

The South End has fabulous open spaces. From its waterfront amenities including beaches, Oakledge Park, and the Island Line Trail to Calahan Park, South Enders frequently visit their neighborhood parks and open spaces. But some of these destinations can feel tucked away, hard to get to, or—like the Barge Canal site—ill-equipped for public use. There are opportunities for additional parks and public places in the South End, and for better connecting and utilizing the neighborhood’s existing amenities. Improvements and additions to the current stock of open spaces will not only continue to support this lively neighborhood, but will help advance some other important planBTV South End goals for stormwater management and reimagining brownfield sites, and will be guided by the recommendations from the City’s first-ever Parks, Recreation & Waterfront Master Plan.

planBTV South End outlines a strategy to:

- create new parks and public spaces and enhance current open spaces to meet more needs of the neighborhood
- increase connectivity to neighborhood open spaces



IMAGE COURTESY OF GROUNDVIEW DESIGN

Strategies for Parks & Open Spaces

CREATE AND ENHANCE NEIGHBORHOOD PUBLIC SPACES.

planBTV South End calls for new or improved parks and public spaces to serve this nature and 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, provide new places for events and happenings and better connect the diversity of neighborhood resources.

 **Establish the Barge Canal park**, transforming the Barge Canal Superfund site into a publicly-accessible urban wild—an open space destination for passive recreation uses which celebrates the industrial heritage and educates the community on the ecological sensitivity of the

site. Any recreational use of this site should be designed with extreme sensitivity to the site's history and ecological constraints, and could potentially incorporate interpretive signage, art and trails. Trails may need to be constructed as boardwalks in order to minimize any impact on the site.

 *Utilize the Brownfields Area Wide Plan for step-by-step guidance on how to pursue the clean up and reuse of the Barge Canal as a publicly-accessible open space; Utilize the Parks, Recreation & Waterfront Master Plan for guiding principles for park design.*

 *Community & Economic Development Office; Parks, Recreation & Waterfront Department; Planning & Zoning Department*



 **Explore potential for a new public waterfront park, boating access, and expanded waterfront bike path at the Blodgett site.** As plans for the reuse of the site evolve, work with the property owner to identify opportunities for part of the site to be utilized for a public park and/or for an extension of the bike path along the waterfront between the Barge Canal and Lakeside neighborhood.

 *Work with the property owner to identify opportunities for public access to the Blodgett beach.*

 *Community & Economic Development Office; Parks, Recreation & Waterfront Department; property owner*

 **Create a Linear Arts Park along Pine Street,** featuring interactive sculptures, murals, creative use of landscaping and more, both along the street edge and in front of Pine Street buildings. Utilize this as an opportunity to increase neighborhood green space, reinforce the character of the South End, and as an important piece of an innovative, connected stormwater management system.

 *Develop a Linear Arts Park Implementation Plan, a 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.*

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

 **Incorporate pocket parks, plazas and other open spaces into new developments in the Lakeside Avenue area.** As sites redevelop and a greater critical mass of innovative business activity is taking place in this area, these spaces will encourage collaboration and connection. They should be designed to accommodate events or informal use, can showcase innovations in tech, art and other maker industries, and can double as stormwater management elements utilizing best management practices.

 *Encourage property owners/developers to incorporate pocket parks, plazas and other open spaces that will reinforce the feeling of an innovation district in the South End.*

 *Department of Planning & Zoning; Public Works Department, Burlington City Arts; Property Owners*

 **Explore the potential for a South End community center** providing indoor recreation opportunities and neighborhood gathering spaces, potentially as an addition to the Champlain School. In addition to recreational and community uses, this space could also be used to advance Economic Development goals by hosting continuing education and workforce development programs.

 *Continue to explore potential for a South End community center.*

 *Parks, Recreation & Waterfront Department; Community & Economic Development Office; Burlington School District*

INCREASE CONNECTIVITY TO NEIGHBORHOOD OPEN SPACES.

Getting to parks and public spaces on foot or via bike should be safe and easy! In addition to providing transportation choices to South End residents, new and improved biking and walking connections will make it easier to enjoy the neighborhood’s diversity of open spaces.

 **Create a new entrance to Calahan Park along Pine Street,** improving access and opening up the Park’s activity on a less-than-exciting stretch of Pine Street. This offers an opportunity to better connect the neighborhood’s resources along a more walkable, bikeable Pine Street.

 *Identify opportunities for an additional entrance to the park from Pine Street.*

 *Parks, Recreation & Waterfront Department; Public Works Department*

 **Address weak and missing links in the sidewalk network that connect residents to open spaces.** 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. Additionally, explore opportunities for crosswalks on Blynn and Home Avenues between Pine Street & Shelburne Road.

 *Explore ways to advance planBTV South End’s Connectivity & Mobility recommendations. Secure funding to implement important links.*

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

 **Seek opportunities to create new ped/bike links from Pine Street to Lake Champlain** as part of the Barge Canal park.

Opportunities for better connections to the Lake are highly desired by neighborhood residents. Within the Barge Canal site, establish paths as elevated boardwalks if needed due to ecological constraints of the site.

 *Utilize the Brownfields Area Wide Plan for step-by-step guidance on how to pursue the reuse of the Barge Canal as a publicly-accessible open space.*

 *Public Works Department; Community & Economic Development Office; Parks, Recreation & Waterfront Department*

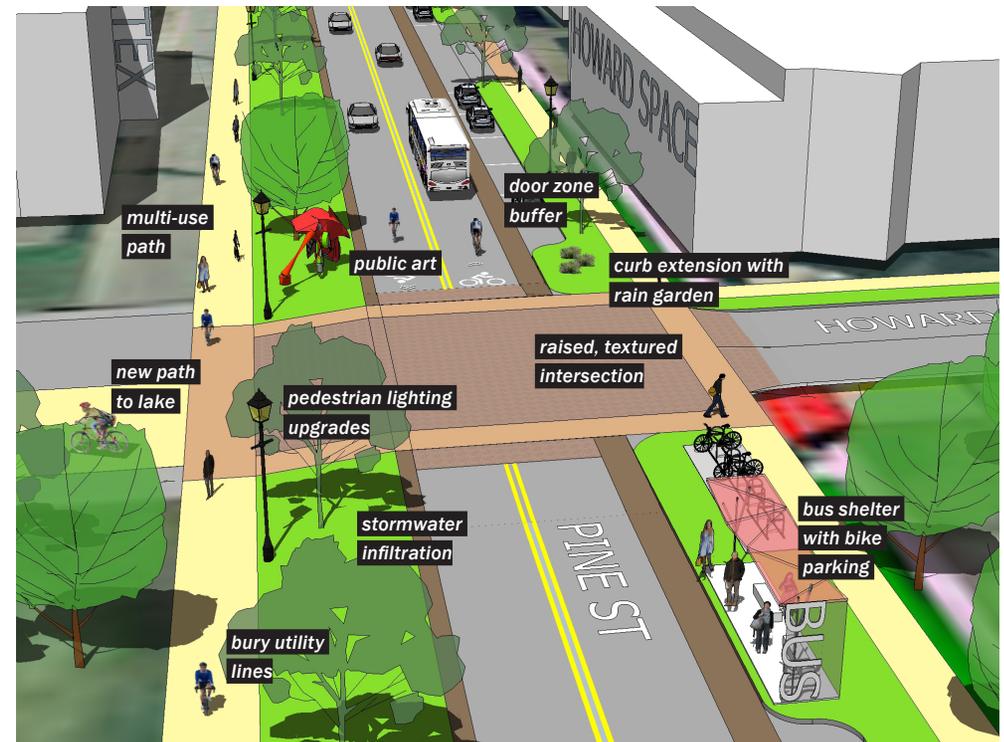


CONNECTIVITY & MOBILITY

The South End has seen an influx of jobs, people and activity which led to an increase in traffic of all kinds—not only people in cars, but people walking and biking to the South End as well. In fact, pedestrian counts at key intersections have increased by almost 3 times since 2005! With this growth in activity, however, we’ve seen a rise in traffic and safety challenges that we must address. With Pine and Shelburne Streets as the only north-south through streets in the South End, it is not uncommon for traffic to crawl along Pine Street as people leave their jobs to head home for the day. And, we’ve seen the frequency of crashes between cars and bikes or pedestrians along these routes increase as well.

In recent years, the City has made improvements in the South End to address some of these important challenges. Pedestrians now benefit from greater visibility when crossing major streets with the addition of Rapid Flashing Beacons. The intersection of Pine Street and Lakeside Avenue has been improved with a new traffic signal and better bike lane markings. But there’s much more we can do to improve the safety and connectivity of our transportation networks in the South End.

Throughout the planBTV South End process, community members emphasized their desire for enhanced walkability and bikeability along South End streets and at intersections, as well as for enhanced transit service. Additionally, those who live and work in the neighborhood are looking for more options for getting to their favorite businesses, to the Champlain School or to the Lake. In short, South Enders want a less car-centric neighborhood. Creating a more inviting and connected environment for walking, riding a bike, and taking the bus is not just essential for getting to and around the South End—these improvements also strengthen the character of the neighborhood, boost its economic development potential, and make it more environmentally sustainable.



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

The Champlain Parkway design and the Railyard Enterprise Project studies continue to evolve outside the scope of the planBTV South End process. However, the challenges and potential improvements that these projects could bring must be considered as part of this plan.

The Champlain Parkway's design—originally envisioned as a four lane divided highway that would run along the City's waterfront—has changed greatly over the past several decades. Today, plans for the Parkway not only consider new street connections, but also modifications to existing streets all the way from King Street to Queen City Park Road. It now includes design elements for slower speeds, facilities for walking and biking, greater connectivity to uses that need to be supported by vehicular and truck traffic, and sets up opportunities for traffic calming on nearby neighborhood streets. The Railyard Enterprise Project has emerged from several planning studies which identified the railyard as one of the largest underutilized areas of the City, with great opportunity for thoughtful redevelopment. Several alternatives are being studied for developing multi-modal transportation infrastructure that better connects Pine and Battery Streets, reduces impact of freight operations, improves connectivity with nearby residential neighborhoods, and supports economic development and mixed-use infill around the railyard area.

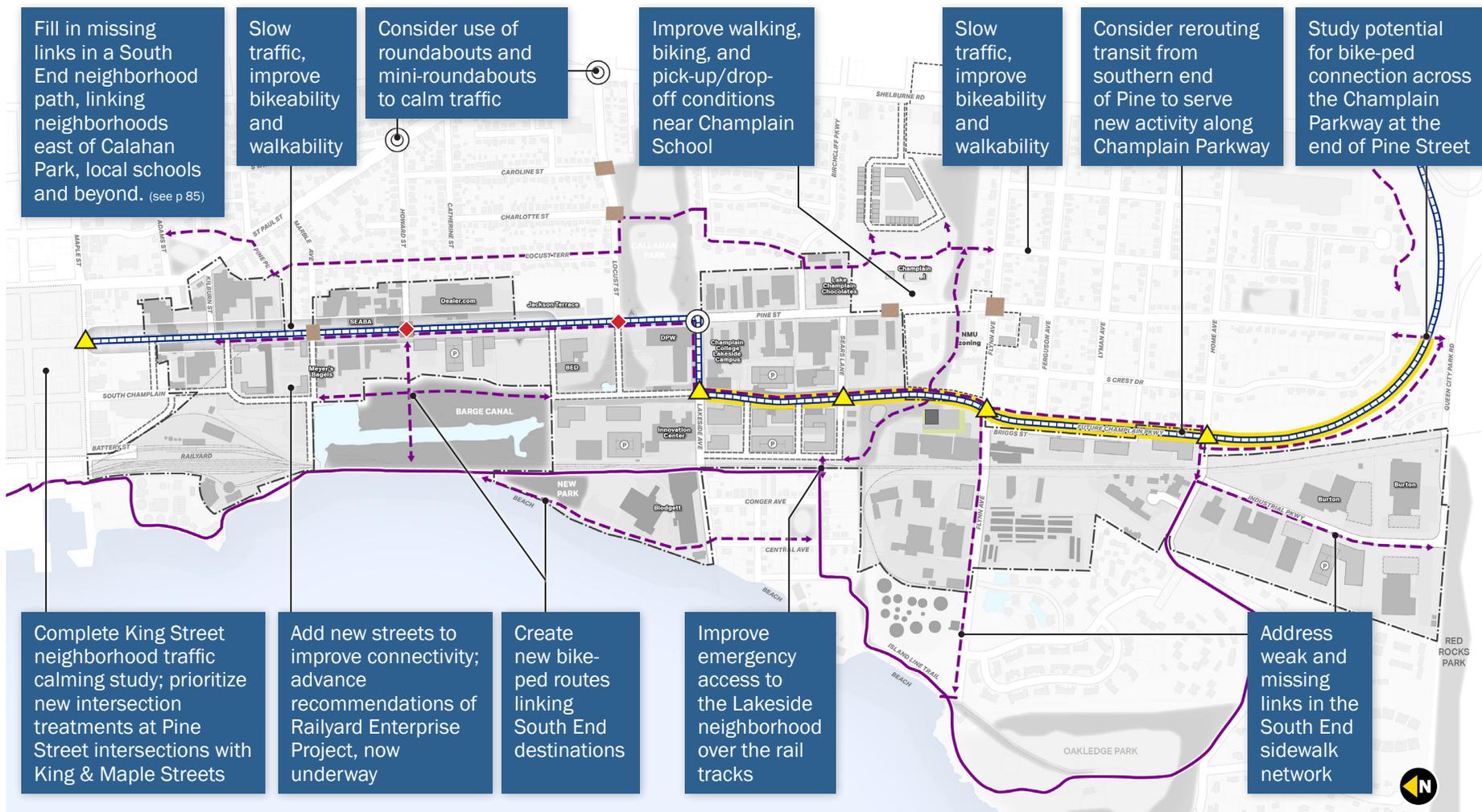
While there are many anticipated improvements from these projects, there are also many continuing concerns about the benefit that will be realized

by these investments. In particular, the Champlain Parkway's design has attracted a wide range of support, criticism, and suggestions for alternative street design or use of the land. The City continues to work with state and federal agencies to identify future retrofits and improvements that can be made along the Parkway's corridor to expand its functionality.

Much like the bold vision for new street connectivity in planBTV Downtown & Waterfront, this plan envisions that new and retrofitted facilities that emerge from these projects will serve to better connect the neighborhood, reinforce an urban street network, expand multi-modal connectivity and support economic development goals for the South End. By implementing these goals, the South End can become less car-centric and the streets can become an extension of the neighborhood's character.

To realize the vision for the neighborhood, planBTV South End outlines strategies to:

- improve on- and off-street connections for walking and biking so that they're safe and comfortable for the full range of users
- expand infrastructure for all modes of transportation in order to address critical connectivity, traffic and parking challenges
- reinforce the character of the neighborhood by using our streets not only as places for moving people, but also to support adjacent land uses, and as a canvas for innovative stormwater systems and public art



MAP LEGEND

Focus Area	New Transit Stops with Bike Racks
Potential New Street Connection	Raised/Textured Intersection/ Crosswalk
Planned Champlain Parkway Route	Proposed Traffic Signal (as part of Champlain Parkway Plans)
Existing Bike Path/Bike Routes	Intersections to Study for Potential Improvements
Proposed New/Improved Bike & Pedestrian Routes	
Potential Bus Route	

Strategies for Connectivity & Mobility

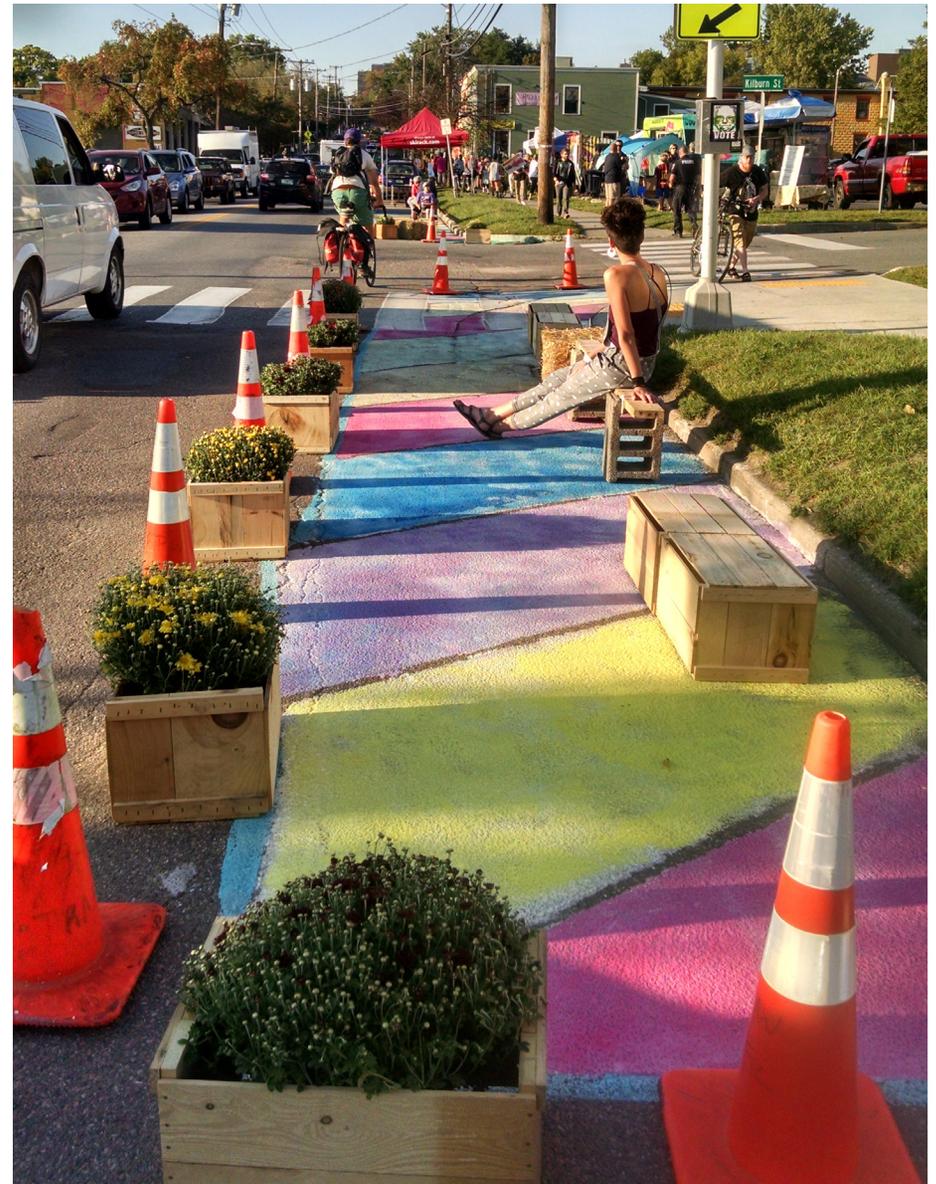
IMPROVE ON- AND OFF-STREET WALKING AND BIKING CONNECTIONS FOR THE FULL RANGE OF USERS.

A key element to reinforce the South End's identity as a mixed-use neighborhood is to ensure that there are safe, connected routes for people who walk and bike. Increased opportunities for walking and biking should be emphasized along the Pine Street corridor, and to connect neighborhood amenities, such as schools, parks, the Lake and other destinations. And, these connections are not only desirable for residents of the South End. Pine Street is a major commuter corridor; making it more friendly for people who walk and bike is attractive to employees of many South End companies, and helps reduce the pressure for more cars and parking as additional businesses start up in the neighborhood.



There are many opportunities to develop creative strategies to improve the South End's walking and biking infrastructure. Refer to the recommendations of the planBTV Walk/Bike Master Plan (www.planbtvwalkbike.org) for more specific details.

PHOTOS COURTESY OF JULIE FLYNN.



 **Reinforce the target speed of 25 mph for all streets in the South End.** People walking and biking are particularly vulnerable to higher speed traffic. Additionally, the design of streets and intersections can encourage vehicles to drive faster than posted speed limits, creating an uncomfortable environment for those walking and biking. We should update the City’s Transportation Plan to expand the concept of target speed, and reinforce it through project design. Traffic calming principles should be incorporated into all projects, public and private, and should be emphasized along major streets such as Shelburne and Pine, near schools and parks, and in other locations as needed.

 *Leverage current street and corridor projects currently underway to advance these concepts.*  *Department of Public Works*

 **Address weak and missing links in the South End sidewalk network.** Lack of sidewalks along parts of Pine Street and Lakeside Avenue, most of Industrial Parkway, and all of Sears Lane can make routes to South End destinations unsafe and less than welcoming for those traveling on foot. Additionally, better sidewalk conditions with green buffers are needed along Flynn Avenue, Home Avenue south of Batchelder Street, and along Pine Street between Calahan Park and Champlain School. Additionally, explore opportunities for crosswalks on Blynn and Home Avenues between Pine Street & Shelburne Road. We should also consider improving locations where “informal” pedestrian paths have cropped up, particularly as a way to connect the South End’s neighborhoods to nearby parks, the Lake and other amenities.

 *Further explore near-term and long-term improvements for the South End’s sidewalk/path infrastructure as recommended in the planBTV Walk/Bike master plan. Secure funding to implement missing links.*  *Department of Public Works; Parks, Recreation & Waterfront Department*

 **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. These crossings 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 a policy statement regarding mid-block crossings.*  *Department of Public Works*

 **Continue to expand and enhance bike infrastructure within the South End.** The South End needs a range of cycling infrastructure, to reflect the range in ability and desired facilities of people who bike. The proposed off-street, shared-use path proposed by the Champlain Parkway is a start. We should also consider infrastructure such as protected bike lanes along busy streets like Shelburne Road, bicycle boulevards on neighborhood streets, additional bike parking at South End destinations and at bus stops, expanding the South End’s network of bike and pedestrian links, and adding new links to access the well-loved Island Line Trail. And as we meet our goals for enhanced stormwater infrastructure, we can reduce barriers that make cycling uncomfortable—like puddles and temporary flooding that make some wary of bike commuting in the area.

 *Further explore near-term and long-term improvements for the South End’s bike infrastructure as recommended in the planBTV Walk/Bike master plan. Secure funding to implement missing links.*  *Department of Public Works; Parks, Recreation & Waterfront Department*

 **Establish a South End Neighborhood Path***—a neighborhood pedestrian and bicycle route linking residential areas to neighborhood parks, schools and other destinations. This route would provide a low-speed, low-traffic route for younger, older and less confident cyclists—and for those who prefer a lower-traffic walking and biking environment than Pine Street provides. The route will utilize a combination of a path through the school and park, and a bicycle boulevard on local, traffic-calmed streets for “low stress” biking.

**Note: The South End Neighborhood Path pictured throughout this plan is illustrative only, and draws upon the recommendations from the 2013 Champlain Elementary School Safe Routes to School Pedestrian & Bicycle Feasibility Study. Many of the connections do not presently exist. Particularly, it is acknowledged that the portion of the path illustrated to connect to Cherry Lane from Calahan Park is currently an informal path across private property with no public access at this time. Potential steps that would be necessary in order to formalize this path are outlined in the Safe Routes to Schools study, but are not the subject of this plan.*

 *Explore the potential for roadway treatments and connections of a route as part of the planBTV Walk/Bike master plan.*

Advance plans to construct elements of this route as recommended by the 2013 Champlain School Safe Routes to School study, and any applicable amendments.

 *Department of Public Works; Parks, Recreation & Waterfront Department; Community & Economic Development Office; Burlington School District*

 **Improve walking and biking conditions at and to Champlain School.** Pine Street between Lakeside and Flynn Avenue should be transformed into a complete streetscape that will encourage all to walk and bike more regularly to the school or to Calahan Park. Options for Pine Street could include a median for safer crossings, a streetscape with wider sidewalks, landscaped buffers, tighter corners at intersections, narrower driveways and narrower vehicle lanes. Additionally, a plan should be implemented to better manage school drop-offs.

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

Advance plans to improve school drop-offs.

 *Department of Public Works, Champlain Safe Routes to School Committee, Burlington School District*

 **Seek opportunities to create new pedestrian and bicycle links to Lake Champlain and the future Barge Canal park.** Improve existing conditions along Flynn and Lakeside Avenues. Seek opportunities for new connections from Pine Street to the Lake, and between Lakeside Avenue and the future street connections to the north being explored through the Railyard Enterprise Project. Establish paths as elevated boardwalks if needed due to environmental constraints on the Barge Canal site.

 *Secure funding to improve existing links. Study the feasibility of new connections through the Barge Canal site as part of future plans to transform the site into a publicly-accessible open space.*

 *Department of Public Works; Community & Economic Development Office; Department of Planning & Zoning; Parks, Recreation & Waterfront Department*

EXPAND INFRASTRUCTURE TO ADDRESS CONNECTIVITY, TRAFFIC AND PARKING CHALLENGES.

Providing more options for people to get around the neighborhood is an important step in addressing the mobility challenges of the South End. New street connections, with intersections at a more regular interval, provide more opportunities for people to get to their destinations, reduce congestion on Pine Street, and support investments in multi-modal transportation options. And with more efficient and appropriately located parking and transit infrastructure, we can make sure that the South End continues to be a bustling place—without all the idling!

Add new street connections. Add connections where new city streets are being explored through the Railyard Enterprise Project and the Champlain Parkway, and where other connections are possible through the redevelopment of key South End sites around Locust/Lakeside Avenue/Sears Lane (See page 72).

Amend the City's official map to include future connections.

Department of Planning & Zoning; Department of Public Works; Community & Economic Development Office; Vermont Agency of Transportation; Federal Highway Administration; City Council

Adopt land use policies that limit block size or perimeter, allowing future development flexibility in how it provides connectivity, but ensuring a well-connected urban street grid. These policies could help shape the 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 where new street connections are being explored as part of the Railyard Enterprise Project.

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

Department of Planning & Zoning



PHOTO BY LEE KROHN

Address key intersections to improve safety and alleviate traffic congestion. Consider appropriate locations for new traffic signals, roundabouts or mini-roundabouts to address traffic congestion, and 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.

Department of Public Works

Advance plans for a roundabout and other multi-modal improvements at Shelburne/Ledge Rd/Willard/St. Paul/Locust intersection.

Prioritize the implementation of an appropriate treatment to address traffic congestion at Maple/Pine intersection either in conjunction with or independent of the construction of the Pine Street section of the Champlain Parkway.

 **Conduct a Shelburne Road corridor study.** This area could benefit from a focused corridor study exploring strategies for making it a more walkable, bikeable, crossable place and to help foster an emerging neighborhood activity center at the intersection with Flynn Avenue. Also included as an economic development strategy, this study could consider current and future land use, and potential development/redevelopment sites.

 *Secure funding and determine a scope of work for the study.*

 *Department of Public Works, Community & Economic Development Office, Department of Planning & Zoning, Chittenden County Regional Planning Commission; consult with City of South Burlington*

 **Explore potential to increase transit frequency and improve service.** Reducing wait times for the bus, extending hours of service into the evening, increasing utilization of existing service lines (such as the Champlain College shuttle), and better integrating bus service with other multi-modal systems will make transit an appealing choice for many more people. And, service improvements such as real-time bus arrival information will help South End commuters know exactly when the bus is coming—making it an attractive option to driving.

 *Work with CCTA to explore options for funding service enhancements.*

 *Community & Economic Development Office, Department of Public Works, Chittenden County Transportation Authority (CCTA)*

 **Provide appropriately-located, amenity-rich bus stop areas.** Pine Street should be enhanced as a transit corridor, with attractive, well-lit, comfortable and accessible bus stops, bike racks for easy modal transitions, and the opportunity to turn transit hubs into “places.” These transit stops could also include outdoor art, landscaping and other creative features to make them beautiful and to reinforce the South End’s character. Well-designed stops will not only improve safety and comfort of existing riders, but can help increase ridership and send an important message that transit is important and worthy of investment.

 *Make bus stop enhancements a key component in other streetscape/corridor improvement projects, and in grant applications for those improvements.*

Seek design concepts from the community that can be integrated into transit stops. Identify possible funding sources for implementation such as Transportation Alternatives or the National Endowment for the Humanities.

 *Community & Economic Development Office; Department of Public Works; CCTA, Burlington City Arts*

 **Continue to explore potential for transit-oriented park-and-rides or intercept lots.** Consider development of a small transit-oriented park-and-ride or intercept lot where Burlington residents could drive to a LINK bus stop, and where inbound employees could park at a satellite lot and catch a high-frequency bus, walk or bike into the South End or Downtown. Such a facility should be designed to be multi-modal, and could replace informal area park-and-rides which have recently gone away or which are slated for other uses. Consult the 2011 Chittenden County Park-and-Ride & Intercept Facility Plan.

 *Identify potential locations for future park-and-ride or intercept lots; identify funding opportunities for high-frequency bus service*

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



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.

Plan for parking. Parking is a growing challenge in the South End. As key sites redevelop, and new infrastructure is added, shared parking solutions, appropriately located and well-design parking structures, and a strong network of multi-modal options is strongly recommended. We can further define policies and strategies for parking and transportation demand management through a South End parking study.

Secure funding and determine a scope of work for the study.

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

STREETS AS PLACES TO REINFORCE NEIGHBORHOOD CHARACTER.

Streets and other pathways are an important part of the South End. They provide the linkages to the neighborhood’s key destinations, and the way they are designed can reinforce the neighborhood’s identity, support the type of land uses that are desired, and perform other services—besides moving cars!

🗨️ Incorporate stormwater management features into streetscapes. Many of the traffic-calming features and landscape buffers that are to be built into public rights-of-way can also be utilized for innovative stormwater management features to help address the amount and quality of stormwater runoff that has an impact on our receiving waters. Improvements to South End streets and streetscapes should incorporate the recommendations of the Stormwater element of this plan.

▶️ *Implement stormwater management tools identified in the Stormwater element of this plan (See page 95) when South End streets are redesigned or new streets are constructed.*

👤 *Department of Public Works*

🗨️ Continue to incorporate the arts into the physical fabric of the South End. Strengthen the visibility of the arts by utilizing public rights-of-way, bus stops, signage and other streetscape enhancements, where appropriate, as opportunities to incorporate public art and creative landscapes.

▶️ *Implement the Parks element recommendation of this plan to incorporate a Pine Street Arts Corridor and Linear Arts Park (See page 78).*

👤 *Department of Public Works; Parks, Recreation & Waterfront Department; Planning & Zoning Department, Burlington City Arts; SEABA*



PHOTO COURTESY OF SEATTLE DEPARTMENT OF TRANSPORTATION



BARGE CANAL & BROWNFIELDS

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 open spaces. 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, monitoring and planning efforts. Other brownfields scattered throughout the neighborhood have experienced varying levels of testing and remediation. More information about these brownfield sites is available in the South End Phase 1 Existing Conditions Report at www.planBTVSouthEnd.com.

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 land use, urban design and development objectives?

planBTV South End outlines a strategy to:

- provide necessary assistance to support redevelopment of key brownfield sites
- continue to advance clean-up and reuse of South End brownfield sites

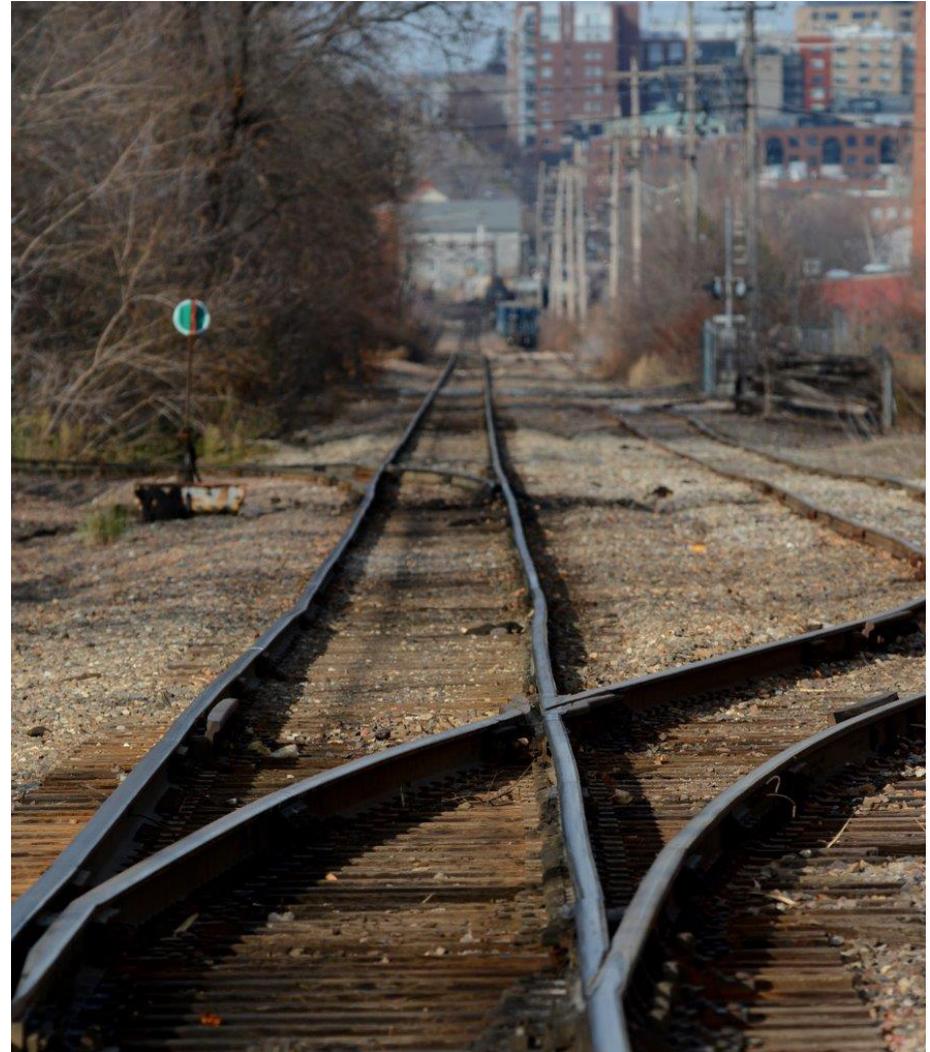


PHOTO BY LEE KROHN

Strategies for Brownfields

PROVIDE NECESSARY ASSISTANCE TO SUPPORT REDEVELOPMENT OF KEY BROWNFIELDS.

Planning, 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 take the steps involved in safely transforming 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.

Finalize plans underway for key South End brownfield sites.

Through the Brownfields Area Wide Plan and the Railyard Enterprise Project (REP), the City is studying future opportunities for brownfield sites in and around the railyard and Barge Canal sites. The Brownfields Area Wide Plan serves as an implementation plan for the redevelopment concepts in this plan, and the REP. These plans identify future infill and redevelopment opportunities, evaluate options for needed infrastructure connections, and outline the steps to safely transform these sites.

 *Complete the Brownfield Area Wide Plan and Railyard Enterprise Project Alternatives Assessment.*

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

Provide technical assistance to owners of brownfield sites.

Based on the extent of contamination and other factors, such as deed restrictions, owners face myriad remediation requirements and/or future land use restrictions. The City should continue to work owners of these sites to ensure they better understand contamination levels and have tools available for the clean-up and reuse of these sites.

 *Conduct further studies to quantify contamination and level of remediation.*

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

Pursue federal and state funds for evaluation and remediation of sites.

While remediation is possible for most sites, it drives up the cost of development. For priority brownfield sites, compete for funding assistance from federal Environmental Protection Agency (EPA) and Vermont Department of Environmental Conservation grants.

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

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

Complete remediation and begin redevelopment.

Once sites have been appropriately remediated, implement 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.

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

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

CONTINUE TO ADVANCE CLEAN-UP AND REUSE OF SOUTH END BROWNFIELD SITES.

In order to preserve and enhance the characteristics of the South End, this plan identifies potential redevelopment of and future uses for underutilized sites throughout the neighborhood—many of which are considered to be high- or medium-risk brownfield sites. Through additional planning and studies, opportunities for implementing planBTV South End’s vision for these sites, and the reuse of other properties, can be explored.

Prioritize the reuse of the Barge Canal site and the land around it. Continue to study opportunities for transforming the Barge Canal site into a publicly-accessible open space and activate land around it 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 of these sites has to be designed and located in a way that does not disturb the protective soil cap on the canal site.

 *Complete Brownfield Area Wide Plan and implement recommendations for these sites; investigate successful redevelopment of Superfund sites as public open spaces.*

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

 **Infill development along Industrial Parkway.** 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 property owners*

 **Identify other priority sites for further studies.** In addition to the key redevelopment sites outlined here, there are several other sites in the South End that will require further investigation to determine the extent of contamination and type of remediation needed before redevelopment can be considered. The former Vermont Structural Steel site, the self-storage site on Flynn Avenue and the existing Mobil terminal are examples of uses that may change over time, but have contamination concerns that are considered to be medium or 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*



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. As an urban industrial landscape where ‘things are made,’ we see a lot of infrastructure dedicated to transportation and storage of cars and freight in the South End—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. As we know from page 24 in the “About the South End” section, stormwater runoff for the South End is either collected in underground combined sewer pipes that drain to the wastewater treatment plant, or it drains directly into Englesby Brook or Lake Champlain (via the Barge Canal or Blanchard Beach).

The primary stormwater issues that impact our receiving waters are the **amount** of runoff for areas that drain to the combined sewer or Englesby Brook and the **quality** of the runoff that’s draining to Englesby Brook or the Lake. The aim of a sustainable stormwater management system is to first reduce the total amount of runoff. This can be done through minimization of impervious surface and use of green stormwater infrastructure. For the runoff that cannot be held on-site, a sustainable stormwater management system aims to slow down the water to reduce peak flows to the combined sewer and to provide treatment to the runoff that drains to our receiving waters.

Lake Champlain is considered to be “impaired” due to excessive phosphorus levels. To correct this impairment, the City will need to substantially reduce the phosphorous entering Burlington Bay, and ensure that future development has a net zero—or even a regenerative—impact on phosphorus runoff. 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. We should also be proactive about curbing potential impacts on Lake Champlain from chloride, a contaminant associated with the use of road salt for clearing ice and snow in winter conditions, and other pollutants our urban landscape may contribute to the lake. And an important component of all of this work is making sure that the community is educated on the importance of caring for our waterbodies and understanding what they can do to help reduce runoff and pollution.

Outside of planBTV South End, the City is preparing a City-wide Integrated Plan for Stormwater and Wastewater which will detail a wide range of water quality strategies.

This plan looks specifically at the South End, and identifies strategies to better utilize resources to manage and treat stormwater runoff to improve our impaired waterbodies:

- Identifying opportunities to expand stormwater capacity within existing infrastructure
- Reducing neighborhood runoff & localized flooding
- Improving the quality of runoff before it reaches its destination

Strategies for Stormwater Management

EXPAND STORMWATER CAPACITY WITHIN THE NEIGHBORHOOD.

Deploy creative thinking and planning for stormwater in a systematic way by retooling our existing infrastructure.

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. Much like the “Green Machine” for stormwater management downtown, a district system should be explored for the South End 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

Community & Economic Development Office; Department of Planning & Zoning; Department of Public Works

Rethink the role of parks and open spaces. The City’s first-ever Parks, Recreation & Waterfront Master Plan, adopted in 2015, identifies a major role for the City’s parks and open spaces in stormwater management. Burlington’s parks can perform essential ecological and biological functions for the City, as well as help capture stormwater runoff, prevent erosion and reduce the impact of floods. Management priorities will be established for each city park to identify its role in stormwater management, followed by an assessment of its geology and topography. This will guide decisions about each park’s capacity for and placement of amenities to ensure that its use complements its natural qualities and its larger role in the ecological health of the City.

Implement Stewardship recommendations from the BPRW Master Plan; continue to advance Oakledge Park siting study.

Parks, Recreation & Waterfront Department; Department of Public Works



John Brickels—Stormwater Street



REDUCE NEIGHBORHOOD RUNOFF.

As future development and redevelopment occur, both public and private entities should expand the use of low-impact development techniques to meet or exceed the City’s performance standards for stormwater.

 **Minimize 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 should be considered 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; expand the use of pervious pavements and/or green roofs; and encourage multi-story development to reduce impervious surface footprints.*

 *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*

 **Flow restoration for Englesby Brook.** Englesby Brook is an impaired waterbody primarily due to the uncontrolled volume of stormwater runoff draining from impervious surfaces in the area. The Flow Restoration Plan for the brook identifies that best management practices need to first be implemented throughout the watershed to reduce runoff to meet its target flow. Once the reduced flow has been met, we can set our sights on enhancing its capability by restoring 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 providing treatment and filtering of rainwater before it enters the brook.

 *Complete the Englesby Brook Flow Restoration Plan and pursue prioritized implementation of the proposed stormwater management retrofits*

 *Department of Public Works*

Engage the Champlain School and community groups to apply for an Ecosystem Restoration Grant to fund riparian enhancement.

IMPROVE WATER QUALITY.

Treat the water to remove phosphorous 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 Silva Cell™ 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 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 Silva Cell™ 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*



“Englesby Brook needs to be highlighted and nurtured as a stormwater collector and central water artery of the South End.”
 COMMUNITY COMMENT FROM WEBTOOL

Moving Forward and Plan Implementation

planBTV has involved hundreds of residents, employers, workers, and others who live, work, create, or play in the South End. This plan provides a long-term framework for helping shape the future of the neighborhood, and represents an important step in the City's efforts to update the comprehensive plan, neighborhood by neighborhood.

The plan includes dozens of actions and initiatives— all of which are summarized here, to help us keep track of how we're doing. Some of these 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 elements will require action by the City, or by state and regional agency partners. Others can be advanced by an array of stakeholders— residents, businesses, property owners, institutions, SEABA 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 this neighborhood we all love.

CREATIVE & VIBRANT ECONOMY

STRATEGIES	RECOMMENDATIONS	PRIORITY
Advance land use policy changes to preserve and expand the value of the South End to the City.	Evaluate possible changes to the Enterprise Zoning District that will reflect and enhance the experiences created by the built environment and types of activities within and around the district. These changes should serve to: <ul style="list-style-type: none"> Better protect existing businesses from incompatible uses Protect arts and maker enterprises while also encouraging mixed use/infill 	Short Term
Increase space and rebuild critical infrastructure in order to sustain and recruit investment, jobs, and people to support the South End.	Encourage the redevelopment of under-developed sites to create new opportunities for businesses.	Ongoing
	Facilitate the adaptive reuse of existing buildings in ways that keep them available to existing and potential businesses, artists and fledgling entrepreneurs.	Ongoing
	Re-build critical infrastructure to facilitate the continued evolution and expansion of businesses, set a high standard for environmental protection, and increase safety for all modes of transportation.	Mid Term
	Create new and diverse housing opportunities outside of the Enterprise District to address the demand from the South End’s workforce, and create places where employees can live in close proximity to where they work.	Ongoing
	Consider the future role of the Shelburne Road corridor in accommodating the City’s ongoing needs for transportation, housing, and employment opportunities.	Short Term
Preserve the South End as a place where innovation and enterprise can take root and grow.	Prepare an economic development plan/strategy for the South End as part of a city-wide plan/strategy.	Short Term
	Expand the economic development toolbox available to support growth.	Ongoing
	Communicate the South End’s unique character and advantages to potential future companies and enterprises that could locate in the district.	Ongoing

 **ARTS & AFFORDABILITY**

STRATEGIES	RECOMMENDATIONS	PRIORITY
<p>Enhance collaboration and set up for success.</p>	<p>Prepare an assessment of the economic impact of the arts and identify space/resource needs.</p>	<p>Short Term</p>
	<p>Form a Collaborative Working Group representing a broad array of skills and perspectives to support each other.</p>	<p>Short Term</p>
	<p>Continue to support Burlington City Arts (BCA), South End Arts and Business Association (SEABA), and other arts organizations.</p>	<p>Ongoing</p>
<p>Explore strategies for preserving and creating affordable artist space.</p>	<p>Evaluate models for preserving/creating affordable artist space.</p>	<p>Short Term</p>
	<p>Create zoning and development regulations to help expand the supply of artist space.</p>	<p>Short Term</p>
<p>Expand the visibility of the arts district to preserve and enhance its vibrancy.</p>	<p>Continue to incorporate the arts and the story of the neighborhood’s history into the physical fabric of the South End.</p>	<p>Ongoing</p>
	<p>Communicate the South End’s unique character and advantages to potential and future arts and maker enterprises/venues and their visitors/consumers.</p>	<p>Ongoing</p>

 **CONNECTIVITY & MOBILITY**

STRATEGIES	RECOMMENDATIONS	PRIORITY
<p>Improve on- and off-street walking and biking connections for the full range of users.</p>	Reinforce the target speed of 25 mph for all streets in the South End.	Short Term
	Address weak and missing links in the South End sidewalk network.	Ongoing
	Develop a City policy on locating and designing mid-block crosswalks.	Mid Term
	Continue to expand and enhance bike infrastructure within the South End.	Ongoing
	Establish a South End Neighborhood Path—a neighborhood pedestrian and bicycle route linking residential areas to neighborhood parks, schools and other destinations.	Mid Term
	Improve walking and biking conditions at and to Champlain School.	Ongoing
	Seek opportunities to create new pedestrian and bicycle links to Lake Champlain and the future Barge Canal park.	Mid Term
<p>Expand infrastructure to address connectivity, traffic and parking challenges.</p>	Add new street connections.	Long Term
	Adopt land use policies that limit block size or perimeter, allowing future development flexibility in how it provides connectivity, but ensuring a well-connected urban street grid.	Short Term
	Address key intersections to improve safety and alleviate traffic congestion.	Short Term
	Conduct a Shelburne Road corridor study.	Short Term
	Explore potential to increase transit frequency and improve service.	Underway
	Provide appropriately-located, amenity-rich bus stop areas.	Ongoing
	Continue to explore potential for transit-oriented park-and-rides or intercept lots.	Mid Term
	Plan for parking.	Ongoing
<p>Streets as places to reinforce neighborhood character.</p>	Incorporate stormwater management features into streetscapes.	Ongoing
	Continue to incorporate the arts into the physical fabric of the South End.	Ongoing



NEIGHBORHOOD PARKS & OPEN SPACES

STRATEGIES	RECOMMENDATIONS	PRIORITY
<p>Create and enhance neighborhood public spaces.</p>	<p>Establish the Barge Canal park, transforming the Barge Canal Superfund site into a publicly-accessible urban wild—an open space destination for passive recreation uses which celebrates the industrial heritage and educates the community on the ecological sensitivity of the site.</p>	<p>Long Term</p>
	<p>Explore potential for a new public waterfront park, boating access, and expanded waterfront bike path at the Blodgett site.</p>	<p>Mid Term</p>
	<p>Create a Linear Arts Park along Pine Street, featuring interactive sculptures, murals, creative use of landscaping and more, both along the street edge and in front of Pine Street buildings.</p>	<p>Mid Term</p>
	<p>Incorporate pocket parks, plazas and other open spaces into new developments in the Lakeside Avenue area.</p>	<p>Long Term</p>
	<p>Explore the potential for a South End community center providing indoor recreation opportunities and neighborhood gathering spaces, potentially as an addition to the Champlain School.</p>	<p>Mid Term</p>
<p>Increase connectivity to neighborhood open spaces.</p>	<p>Create a new entrance to Calahan Park along Pine Street, improving access and opening up the Park’s activity on a less-than-exciting stretch of Pine Street.</p>	<p>Short Term</p>
	<p>Address weak and missing links in the sidewalk network that connect residents to open spaces.</p>	<p>Ongoing</p>
	<p>Seek opportunities to create new ped/bike links from Pine Street to Lake Champlain as part of the Barge Canal park.</p>	<p>Long Term</p>

 **BARGE CANAL & BROWNFIELDS**

STRATEGIES	RECOMMENDATIONS	PRIORITY
Provide necessary assistance to support redevelopment of key brownfields.	Finalize plans underway for key South End brownfield sites.	Ongoing
	Provide technical assistance to owners of brownfield sites.	Ongoing
	Pursue federal and state funds for evaluation and remediation of sites.	Ongoing
	Complete remediation and begin redevelopment.	Mid Term
Continue to advance clean-up and reuse of South End brownfield sites.	Prioritize the reuse of the Barge Canal site and the land around it.	Long Term
	Infill development along Industrial Parkway.	Short Term
	Identify other priority sites for further studies.	Ongoing

 **STORMWATER MANAGEMENT**

STRATEGIES	RECOMMENDATIONS	PRIORITY
Expand stormwater capacity within the neighborhood.	Plan it as a system.	Ongoing
	Rethink the role of parks and open spaces.	Ongoing
Reduce neighborhood runoff.	Minimize paved areas, which are the primary source of runoff.	Mid Term
	Slow the water down with measures that will disperse runoff rather than concentrate the flows.	Short Term
	Flow restoration for Englesby Brook.	Mid Term
Improve water quality.	Treat the water to remove phosphorous and other pollutants before it heads to the lake.	Ongoing



HOUSING & THE SOUTH END

STRATEGIES	RECOMMENDATIONS	PRIORITY
<p>Increase supply and diversity of housing in the South End.</p>	<p>Develop housing outside of the Enterprise Zone, where it's currently allowed by zoning.</p>	<p>Ongoing</p>
	<p>Evaluate the appropriateness of zoning of sites adjacent to the Enterprise Zone.</p>	<p>Short Term</p>
	<p>Explore partnership opportunities and housing models which will advance the development of affordable and workforce housing in the South End.</p>	<p>Mid Term</p>
<p>Continue the conversation.</p>	<p>Continue community discussion regarding housing in the South End.</p>	<p>Ongoing</p>
	<p>Monitor the impact that development and policy changes have on the South End and the Enterprise Zone.</p>	<p>Ongoing</p>

Appendices

- A. Supplemental Plans & Studies
- B. Case Studies
- C. Resources
- D. Arts & Industry—A Toolkit for Preserving Affordability + Funkiness

Appendix A: Supplemental Plans & Studies

The following materials are full reports that were prepared as part of the planBTV South End plan development, as well as other plans and studies which have informed the draft planBTV South end.

planBTV South End Phase 1 Reports

- **Land Use, Transportation, Brownfields and Stormwater Analysis** (VHB)
https://www.burlingtonvt.gov/sites/default/files/PZ/planBTV/SouthEnd/2015.02.10_Report_Final.pdf
- **Real Estate Market Analysis** (HR&A Advisors)
<https://www.burlingtonvt.gov/sites/default/files/PZ/planBTV/SouthEnd/HR%26A%20South%20End%20Market%20Study%20-%20FINAL%2011%2019%202014.pdf>
- **Active Living Workshop Report** (Walkable and Livable Communities Institute)
https://www.burlingtonvt.gov/sites/default/files/PZ/planBTV/SouthEnd/Burlington_VT_WALC_2014_text_memo_FINAL.pdf

Related Plans & Studies which provided a Framework for this Plan

- **Champlain Elementary Safe Routes to Schools Pedestrian and Bicycle Feasibility Study**
<https://www.burlingtonvt.gov/sites/default/files/dpw/champlainelementaryschoolsrts.finalreport.4.2013.reportonly.pdf>
- **planBTV Downtown & Waterfront Master Plan**
https://www.burlingtonvt.gov/sites/default/files/PZ/planBTV/Downtown_Plan/planBTV_MasterPlan_APPROVED_061013_LowRes.pdf
- **Sustainable Neighborhood Assessment**
<https://static1.squarespace.com/static/5548ed90e4b0b0a763d0e704/t/5550d8bbe4b0ac20e1ec91b6/1441824560096/BurlingtonVT.pdf>
- **Burlington Brownfields Area Wide Plan**
- **Burlington Housing Action Plan**
https://www.burlingtonvt.gov/sites/default/files/CEDO/About_Us/Housing%20Action%20Plan.pdf
- **Chittenden County Regional ECOS Plan**
<http://www.ccrpcvt.org/wp-content/uploads/2016/01/ECOS-Plan-Final-MERGED-20160610.pdf>
- **Railyard Enterprise Project**
<http://www.ccrpcvt.org/our-work/transportation/current-projects/scoping/railyard-enterprise-project/>

Appendix B: Case Studies



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 non-profits 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.



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 non-profit investment in buildings and infrastructure, provision of spaces for a range of companies, and non-profit 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, non-profits, 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.

**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 PMDs: PROTECTING INDUSTRIAL USES FROM RESIDENTIAL ENCROACHMENT

Declining manufacturing and increasing demand for housing led Chicago to create the first Planned Manufacturing Districts (PMDs) 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 (PMDs) on the Near North Side demonstrate that while zoning may hold off residential development, it cannot change underlying market dynamics. Since inception of the PMDs in the late 1980s and early 1990s, manufacturing has declined as a share of all industries located within these districts.



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.



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 (non-profit developer), Belmont Shelter Corporation (non-profit 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

Non-profit 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

- Non-profit stewardship. Non-profits often have relatively low return thresholds, allowing for lower rents. Non-profits are also well-positioned to utilize a wide array of creative and below-market financing to fund projects. For example, ArtSpace, a non-profit developer of affordable live/work space, uses a combination of its non-profit 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.

Appendix C: Resources

- **Arts & Culture Planning: A Toolkit for Communities, Chicago Metropolitan Agency for Planning**, available at: <http://www.cmap.illinois.gov/documents/10180/76006/FY14-0006+ARTS+AND+CULTURE+TOOLKIT+lowres.pdf/f276849a-f363-44d4-89e1-8c1f2b11332f>
- **Arts & Planning Toolkit, Metropolitan Area Planning Council Arts & Cultural Division**, available at: <http://artsandplanning.mapc.org/>
- **Arts Space Development Financing**, Chris Walker, Urban Institute, available at: <https://www.urban.org/sites/default/files/publication/31221/1001175-Artist-Space-Development-Financing.PDF>
- **Champlain Parkway Design Study**, available at: [LINK?](#)
- **Chittenden County Park-and-Ride & Facility Intercept Plan**, available at: http://www.ccrpcvt.org/wp-content/uploads/2016/02/Parkride_InterceptFacility_FinalPlan_20110615.pdf
- **College Street Stormwater Basin: Stormwater Opportunities Toolkit**, available at: https://www.burlingtonvt.gov/sites/default/files/DPW/Stormwater/College_GIToolbox_FinalSubmittal.pdf
- **Englesby Flow Restoration Plan**, available at: <https://www.burlingtonvt.gov/DPW/Englesby-Flow-Restoration-Plan>
- **Integrated Planning for Municipal Stormwater and Wastewater**, available at: <https://www.epa.gov/npdes/integrated-planning-municipal-stormwater-and-wastewater#resources>
- **Katz, Bruce and Julie Wagner. The Rise of Innovation Districts: A New Geography of Innovation in America. Brookings Institution.** <https://www.brookings.edu/essay/rise-of-innovation-districts/>
- **Municipal Development Plan**, available at: <https://www.burlingtonvt.gov/PZ/Municipal-Development-Plan>
- **Nashville Artisan Manufacturing Zoning**, available at: <http://artsandplanning.mapc.org/?p=507>
- **Oakledge Park Siting Study**, available at: <https://enjoyburlington.com/oakledge-park-siting-study/>
- **Official Map of the City of Burlington**, available at: https://www.burlingtonvt.gov/sites/default/files/u119/map_4-2-1-1_official_map_85x11_00-00_0.pdf
- **planBTV South End Arts** available at: <http://planbtvarts.com>
- **Transportation Plan for the City of Burlington**, available at: <https://www.burlingtonvt.gov/DPW/Transportation-Plan>
- **University of Vermont's Center for Digital Initiatives**, available at: <http://cdi.uvm.edu/collections/index.xql>
- **Urban Manufacturing Alliance**, available at: <https://www.urbanmfg.org>

Appendix D: Arts & Industry— A Toolkit for Preserving Affordability + Funkiness

Thriving arts and creative industry districts contain varied uses and are in a constant state of motion; the policies and practices to ensure their sustainability and growth must be just as diverse. At the heart of these districts are three elements that are essential: 1) affordability for the artists, makers, and entrepreneurs who call these districts home; 2) spaces and places that allow for that often-talked about “funkiness” factor and where artists have the freedom to “make and break” things; and, 3) visibility and density that bring customers and vibrancy.

As “urban pioneers,” artists benefit from setting up shop in areas with low rents or high vacancy. Over time, as neighborhoods gentrify, rising rents leave artists reacting to the forces around them instead of having the ability to control where they work and what they pay. To this end, this toolkit is an important resource and companion to *planBTV South End*. This toolkit outlines a number of potential strategies that could be explored to help artists take the reins in determining the future of arts space in the South End. Many of the strategies in this toolkit discuss models for artists’ ownership of, or a partnership in the management of, space. While it’s certainly not the only strategy for preserving arts and affordability in the South End, it is an important one.

Ownership can be one of the most successful ways 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 interested in providing arts and creative space. In a city Burlington’s size, capacity to provide these spaces will depend on pooling a variety of resources and actors within 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

A Note about “Funkiness”

While it can be hard to define and quantify, it can be helpful to understand that funkiness comes from variety and serendipity: small and large things that include the ability for artists to inhabit and use informal and often-ignored spaces; the sweat equity that often goes into studio renovations and space maintenance; the acknowledgement that working and exhibition space has higher value than “polished” space; and the ability of the public realm to accommodate a variety of permanent, temporary, ephemeral and spontaneous installations, events, and happenings.

Visibility and density of uses are important to attract customers. Artists, makers, and other creative entrepreneurs depend on people with disposable income to buy their work. Density of uses, open gallery hours on weekends, signage, and marketing can all play a part in the “business” side of things for the South End.

go well beyond what most artists have the capacity to provide. Taking on responsibility of real estate development or property management can be a big distraction from the making. On the flip side, owners and managers of commercial space may not have a thorough understanding of the current and future space and programming needs of an arts district.

Many of the models contained in this toolkit describe successful examples of mixed-use development that include a range of affordable artists and maker spaces, and in some cases retail, office and residential uses that made them work financially. Finding the right mix of these uses is critical, and can have a major impact on individual projects and the character of the surrounding neighborhood. *planBTV South End* included a lot of passionate discussions about the appropriate mix of these uses in the neighborhood—and in particular in the South End’s Enterprise Zoning District.

At this time, the plan does not recommend changes to the City’s Enterprise Zone to allow for housing in this district. It’s important to note that the toolkit acknowledges this policy decision. However, these models are still relevant for many reasons. They provide perspective on how to make affordable development work and who could be involved. What’s more—these models could be utilized for properties in the South End not located in the Enterprise Zone, or in other artists’ areas throughout the City where housing is permitted. And finally, *planBTV South End* supports a continued discussion about the appropriate locations and types of housing within the South End neighborhood. These models can support City-wide discussions about how to meet the diverse needs of residents. And in the future, if the City’s land use policies reconsider areas of the South End Enterprise Zone that may be appropriate for housing, these models will be resource guide for investing in the South End.

The City of Burlington is committed to ensuring affordable spaces for artist and maker spaces are sustained and grown as the city and the South End change. To stay ahead of the curve and prepare for every opportunity, some things are imperative (and it’s not all up to the City to act).

Setting up for success: gathering the people and elements to make the best use of the tools

- **Form a Collaborative Working Group representing a broad array of skills and perspectives to support each other.** Provide a structure and a purpose, meet early and often. Think of it as the “South End Maker Space Water Cooler”—it’s the place where conversations happen, ideas are born, and people and organizations are connected to ensure every serendipitous event and possible strategy is used to ensure makers thrive. Key players are likely to include:
 - SEABA
 - Burlington City Arts
 - CEDO
 - Champlain Housing Trust

- State-wide agencies and organizations who can provide technical assistance, financing, and other resources
- Mission-driven developers
- South End land/property owners
- Finance, tax credit, artist space experts
- **Gather South End property owners.** Property owners are key to creating artist and maker space. The best place to start is with a conversation. Many of them, in fact. Property owners should have a central role in the Working Group, but also need their own group to discuss ideas, share thoughts, and openly talk about worries and goals.
- **Create a Technical Assistance Team of experts.** Use a sub-set of the Working Group and others to provide technical assistance to developers and entrepreneurs. Curate the group to include experts in brownfields, real estate finance, artists space, property management, programming, operating budgets, etc.
- **Engage landlords of artist space in honest (and difficult) conversations.** Not talking about market pressures, code compliance issues and generational transitions doesn’t make the challenges disappear. Benevolent landlords need to be at the table as soon as possible so discussions about future plans and needed help can move forward.
- **Get the BCA/CHT artists’ survey out there!** BCA, with the collaboration of CHT has spearheaded the first-ever survey of artist space needs and cost considerations. The assumption that artist space must be provided free is hurting artists and makers. Developers and property owners need solid numbers to help them provide appropriate spaces at desirable price points. And this does something important in that it reaches beyond the South End community to reach a larger artists audience to understand a broader set of needs and desires for space and affordable price points.

- **Maintain a database of makers with space needs** and the spaces existing in the district as a real-time supplement to the artists survey. What buildings and properties seem well-suited to space needs? Target them and start talking to land owners and developers! An example of an online clearinghouse of sorts is the creative space classifieds on <http://artsake.massculturalcouncil.org/blog/artsake/> and the listings on <http://mass.spacefinder.org/>
- **Publish this toolkit online!** Educate everyone about what actions are needed to preserve and grow affordable artist and maker space. Write about the challenges, and solicit input and suggestions. Let everyone know the challenges and the necessary ingredients for solutions to the affordability issue. Ask a developer to walk through a pro forma to explain the numbers. Have a banker talk about financing requirements and limitations.
- **Think and act about capacity and leadership.** What needs to happen? Why hasn't it happened? Who can lead? While it's tempting to look at government, regulations, and market forces as driving factors, history tells us that it takes leadership and a proactive stance to get things done, no matter what the environment. Where will that energy come from? What changes and partnerships are necessary to move things forward? How might board compositions change? What issues need a phone call? A coffee? A hug? This all circles back to the working group at the top of this list.
- **Don't get overwhelmed!** Pick one project, even if small, and focus on getting the system and capacity in place to succeed! So often the focus is on getting a building for arts space, stopping a development project or other large task when in fact, having a "system" in place that has all the people, agencies and collaborative ties to get things done is critical to any form of success. A good first project to stretch those collaborative muscle and get the South End system working smoothly? Word on the street indicates a cooperative arts/maker retail space would be a great first goal.

The NEXT STEPS include creating the South End Working Group, writing a mission statement, and setting goals with a timeline for results.

The Toolkit

Now that some basics are taken care of, it's useful to think about the menu of strategies that can be deployed to achieve affordability for artists and makers in the South End. Rather than think about the solution to affordability as a silver bullet in one project, approaching affordability and character as a district-wide web of policies and strategies can be much more effective in achieving long-term goals. While it may be difficult to create an entire project of affordable spaces, achieving just 3-5% affordability in artist and maker space in every development across the district would create a robust district that benefits from using new development as a tool to prevent the gentrification and destruction of the things that are best-loved in the South End.

Because everyone has a role to play, these strategies are offered in this toolkit according to the actors involved: What are artist ownership options? How can developers become heroes? What role do non-profits and the City have in the scheme of things? What approach should be taken, if any, with benevolent landlords? And how can the City provide a framework and incentives to make it all doable? The tools, along with some examples from other places and thoughts about how it could play out in the South End are listed here. And a note: the terms "artist" and "maker" are used interchangeably here for simplicity sake.

Proceed with Caution! (and full awareness)

Keep in mind that all of these artist ownership models described in the toolkit need a combination of some or all of the following elements to succeed (and of course, it's much the same list for private and non-profit developers...but they live, sleep, and eat this stuff every day while artists don't!):

- Vision
- High-risk tolerance
- A site or building prospect (and a good match in terms of cost, present ownership, location, size, layout)
- Resources (capital campaign capability, crowdfunding ability, people with expertise, financing sources, etc.)
- Capacity for building operations (day-to-day management, maintenance, programming)
- Identified revenue stream for ongoing maintenance and major capital expenditures (when the boiler breaks or the leaky roof needs replacement)
- Technical assistance/access to consulting services/partnerships if no development/renovation expertise
- Capacity 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
- Lots of social and political capital

ARTIST/MAKER OWNERSHIP MODELS (YES, IT REALLY HAPPENS SOMETIMES)

One of the best kinds of artist affordability comes from artist/maker-owned spaces (a.k.a., the Rosie the Riveter / Dive-in-and-Do-It strategy). Yes, taxes rise, operating costs increase yearly, and managing a building and tenants may be a headache—but at the end of the day, ownership means control over destiny and the whims of the real estate market. Here are four common ownership structures (and they aren't mutually exclusive!).

For any of the artist/maker ownership models present below, the NEXT STEP is to identify underutilized buildings and use BCA/CHT survey responses to create a viable artist/maker space business plan. WHO should act? The South End Working Group, property owners, and mission-driven developers all need to be at the table.

Individual mission-driven artist developer

Find a building, see a need, get creative, take a deep breath, and plunge right in. Or maybe buy a building for your own business needs and rent out some extra space. There are lots of variations to the individual mission-driven artist-owner and some simply involve long-term leases and creative management. Unless the artist had a previous life in property management and development, this route involves a lot of “on the job” experience and calls for robust partnerships.

South End possibilities:

- The number of artists/makers/creative entrepreneurs who exist in the South End make this a realistic possible approach.
- This approach might work for redevelopment of an existing building for small maker spaces that could support closer to market rents.
- This is where a technical assistance team would be a real asset.
- Renovation/additions to an existing structure seems more doable in the South End. Underutilized buildings with some land also offer good potential for bare-bones maker space redevelopment.



The South End's very own Soda Plant and S.P.A.C.E. embody the 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. A collaboration between Conant and Christy Mitchell allows Mitchell to rent the entire space and manage the sub-leases to artist tenants. Today, the Soda Plant houses 18 artists and a gallery and Conant's business. The arrangement allows Conant and Mitchell to each do what they do best.

PHOTO SOURCE: SPACEGALLERYVT.COM

Artist-owned

Some artists have resources and capacity that can be put to good use in buying and renovating a building. Sweat equity, crowd-sourced funding, and sometimes a savvy development partner can help make artist ownership a reality. Artist ownership becomes reality when a group of artists join forces, assess their capacity and common interests, enter into partnerships to fill expertise/resource gaps, and move forward as a united front to create a co-operative ownership model or LLC that offers affordable rental options.

South End possibilities:

- CHT, SEABA, CEDO, and BCA can be useful partners/leaders here to coordinate City assistance and expertise.
- This model will work best when significant technical assistance and mentorship is available. A South End technical assistance team would be a huge help here. A community development corporation might also offer mentorship and looking toward state agencies would be a good strategy to expand options.
- Consider whether an existing organization’s mission and capacity could be expanded to support ownership models.



In Boston, the pending sale of Midway Studios, an artist live/work rental building with 89 studios (36 of which are income restricted) and 24,000 SF of ground floor retail/commercial space, brought the artist tenants to action. They teamed with New Atlantic Development to create a viable financing structure, management strategy, and investor prospectus that helped them present a credible offer of a \$20 million purchase price to the private owner. Within 72 hours the artists raised over \$500k by crowdfunding and outreach to friends, family, and arts advocates. They reached \$1.1 million within 14 business days and had raised over \$2 million shortly thereafter. Investment in the purchase was made simple, with a downloadable offering available online and a promised return of 8% on investments ranging from \$1,000 up to \$1.7 million. Today, the artists have formed an organization to hold ownership and the units will remain affordable rentals....an unusual but much-needed ownership arrangement (most artist-owned buildings are co-ops not rentals). The property is managed by a Board of Directors, half appointed by New Atlantic Development, and half by the residents. With its expertise in building management and artist space, New Atlantic knows how to keep costs low to protect affordability.

PHOTO SOURCES: MIDWAYFUND.COM AND BOSTONGLOBE.COM

Artist or non-profit organization/developer joint venture

While developers can provide space for artists within their projects, it is rare that artists share ownership in the deal. But there are good reasons to find a mission-driven developer and think about what a partnership might look like. Artist projects are complicated and can draw from numerous financing sources...sometimes over a dozen. It takes a developer with deep experience, good relationships, and a love for the cause to make many of these deals work. Identifying non-profit or private for-profit developers who may be interested in a joint venture can be a path to ownership for artists and arts organizations.

South End possibilities:

- BCA could function as a non-profit partner in a scenario like this, collaborating with other organization to respond to South End space needs and building programming. A project manager with development expertise would be a necessary addition in some office or department of the City—perhaps in CEDO with that person taking on other projects as well.
- Other existing organizations could also serve as non-profit partner in a development deal. To do this, the organization would have to grow capacity and bring on dedicated staff and expertise. A capital campaign would also be necessary.
- The City of Burlington owns the property at 339 Pine Street, which offers opportunities for renovation/maintenance and expansion of affordable maker and artist space in the South End.



In Ventura, CA, the City wanted to build a new live/work space for artists, but could not identify an existing building for reuse, so turned to new construction. They brought in PLACE, a non-profit developer of arts spaces, as consultants, who partnered with the John Steward Company, a for-profit California developer and property management company to structure a viable project. The team identified a complex stack of financing that made the \$61 million project

possible. PLACE utilized CDBG funding, tax credits, as well as a mix of other public and private sources, to create a total building program that included 69 affordable units, 54 of which were designed for artist families and individuals and 15 units that are permanently set aside for deeply subsidized low income formerly homeless families and individuals. All affordable units are rental and the 13 market-rate condos are expected to provide nearly \$2 million in cross subsidy for the project. Assistive services for the low-income and formerly homeless tenants are provided on site and the project also provides for 6,100 SF of arts-friendly business for project revenue.

PHOTOS SOURCE: FIRSTFRIDAYSVENTURE.COM

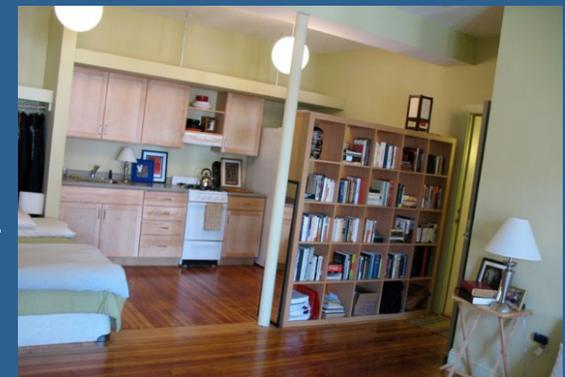
Arts organization owned/leased

An existing or new non-profit arts organization could develop space or enter into a long-term lease. Developing affordable artist space is not for the faint of heart but it is doable with patience and lots of grit and outside support. Leasing existing space is an easier task but offers no long-term protections. In either case, expertise of building management practices, including programming and managing multiple tenants, is essential.

South End possibilities:

- Existing organizations like BCA and Generator have expanded space for creative enterprises in the South End. In the future, BCA could explore sites that could accommodate additional development of these resources.
- Other City-owned parcels should be evaluated for suitability for artist space.
- Other area organizations and non-profits could consider the acquisition of an existing maker/artist space in the South End for long-term management or redevelopment. Numerous challenges must be met, including redevelopment costs and organizational capacity/mission fit.

In Providence, RI, the non-profit AS220 was formally organized in 1985. In 1992 it made its first acquisition of the 21,000 SF three-story Empire Street building and then added to its building portfolio with the Dreyfus Hotel and the Mercantile Block a few years later. AS220 financed acquisition with City loans, foundation donations, and capital campaigns. The organization has also filled the building with rent-paying tenants like the Groundworks Dance Company, Perishable Theater, and multiple artist residences. Commercial tenants round out the mix. 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 the real estate market to help support financing and operations by renting ground floor retail and restaurant space at market rents. Strong support from foundations and the operation of AS220 Industries (the Community Print Shop, AS220 Labs, and AS220 Media Arts) funds operations.



PHOTOS SOURCE: AS220.ORG

Creating Affordability in Market-Rate Environments



The small size of maker and artist spaces within larger spaces make this model for affordability more doable in market-rate conditions. Spaces such as Artisan's Asylum in Somerville, MA charge market rates for small (50 to 100 SF) work spaces. The rent from 170 of these spaces at \$2.50/SF per month, added to other rental revenue from 550 monthly membership

fees, storage rental, and flex space for short-term projects, provides 70% of operating revenue. The teaching/classes for members breaks even and the rest of the operating budget is supported by gifts, grants, events, and corporate sponsorships, which are significant. All in all, the 40,000 SF facility, in the former Ames Safety Envelope Complex, is a beehive of artists, makers, creative and tech hands-on entrepreneurs, and small businesses. It manages to do all this while paying market rent to the landlord. The organization has even put together some tutorials for how to make a maker space: <http://artisansasylum.com/how-to-make-a-makerspace/>. PHOTO SOURCE: ARTISANSASYLUM.COM

The South End is a natural place for this model. These spaces support the kinds of micro enterprise and light-industrial incubator uses that are central to the Enterprise Zone and also encourage a mixing of uses that is a central characteristic of Innovative Districts....a win-win all around.

In addition, Burlington has a local model for maker space. BCA launched the GENERATOR...Burlington's very own artist, maker, creative incubator space

which hosts 140 makers of all kinds...which now calls the South End home. The organization's experience with GENERATOR and the success of the space in providing makers with affordable places to collaborate and create, along with class learning opportunities, creates an opportunity for maker space expansion into the South End. PHOTO SOURCE: GENERATOR.COM



DEVELOPERS AS HEROES

While often seen as the evil players in the gentrification that has pushed artists out of affordable neighborhoods and buildings, with the right environment and collaborations, developers can provide permanent affordable work, work/live, and community arts space in projects. Not all developers are created equal. Not-for-profit community development corporations, mission-driven entrepreneurs, and traditional developers who have clear regulatory restrictions and supportive environments can all play a role in the affordability mix. In the South End, the NEXT STEP is to approach developers about incorporating affordable space (cooperative maker retail space, work/live, work) into current projects.

Not-for-profit developer

A not-for-profit developer can be an excellent creator of affordable work and live/work space. One of the best known is Artspace which owns and operates 35 affordable developments (new and redevelopment) across the country and also offers consulting services. Burlington also has its own home-grown non-profit that is a model for affordable housing development—the Champlain Housing Trust (CHT). The CHT developed artist live/work space at the Rose Street Artists’ Cooperative, a 12-apartment renovated former bakery that also contains gallery space.

South End possibilities:

- Organizations like CHT are an obvious option for developing artist live/work spaces in the South End. For this strategy to work, sites available for housing would have to be identified either in the South End Enterprise Zone or adjacent to the district.

The Rose Street Artists’ Cooperative and Gallery has the mission of “providing perpetually affordable living and studio space for local artists. The project was developed by CHT and offers twelve apartments along with a gallery and common space in the building. Members of the co-op must volunteer a few hours each month to help with arts events in the gallery. This requirement of volunteer time is typical of artist cooperative projects.



PHOTO SOURCE:
VTAFFORDABLEHOUSING.ORG

- As with all affordable housing development, restrictions should be in place to retain ownership and rental possibilities for those meeting income guidelines. In addition, it is important that artist certification requirements be in place to ensure artist units remain for artists actively engaged in making.
- Artspace, the non-profit developer of affordable artist space, is another option for development entity.

Mission-driven for-profit developer

Developing affordable space for artists takes a special set of skills. The complexity of financing, frequent use of government funding and tax credits, the knowledge needed about specialized artist space, and the ongoing pressures to keep operating costs low, act as a natural filter that leaves a limited number of for-profit developers interested in this specialized project area.

South End possibilities:

- Burlington has development companies who could fit the bill here and who should be part of ongoing conversations about affordable space in the South End. Put them in the Working Group!
- The BCA artists' survey can help developers understand how the provision of artist space can support his bottom line.
- Mission-driven developers should be heavily recruited for all new development possibilities.



In Boston, Peter Roth of New Atlantic Development is one such developer with an impressive track record



of working with artists and communities to create affordable live/work spaces. At ArtBlock in the South End of Boston, New Atlantic responded to an RFP issued by the Boston Redevelopment Authority, in which the city was putting publicly-owned land up for sale for the purpose of creating artist live/work units. The site consists of two new five-story buildings framing the historic Joshua Bates Arts Center, and the program includes a mix of 28 market-rate units, 26 affordable artist live/work lofts, an exhibition gallery called Mobius, and enclosed parking. The market-rate units were marketed as luxury condo units, which subsidized the affordable units. The Arts Center remains dedicated to providing artist work space, and the project also features a sculpture garden and street-level terrace. The \$21 million project was funded by the BRA, the City's Department of Neighborhood Development, Historic Tax Credits, and multiple construction loans. New Atlantic Development continues to own and operate the property with an eye toward keeping costs low and involving the artists on the board of The Bates Art Center, a former school which houses approximately 15 artists. PHOTO SOURCE: NEWATLANTIC.NET

For-profit developer

For-profit developers who may not have a particular expertise in artist housing shouldn't be excluded. Public projects that come with public financial support and stream-lined permitting offer opportunities for traditional developers to compete favorably. Clear expectations around zoning requirements and the provision of incentives to provide affordable artist space can work magic in turning traditional developers into heroes! These projects work best with clear City priorities and readily available information on artist space market demand and needs.

South End possibilities:

- BCA led the first-ever artist space survey. The results of this survey can help make the case with developers of how and why artist space could become a part of mixed-use development.
- Work with developers advancing projects in the South End to explore how affordable space might be accommodated in the project.
- Existing organizations should consider providing information on artist needs and even maintaining a list of artists interested in space in the South End as a kind of clearing house to help incorporate artist space in projects.



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 and was able to purchase the land for \$120,000 and invested an additional \$3.9 million in the redevelopment, Ayer Lofts, which included brownfield clean-up. The project helped increase the City's tax revenue by \$300,000 to \$400,000 per year as a result of the redevelopment, which is valued at \$9 million. The resulting development has 49 loft-style artist homeownership units, as well as a 3,100 SF café and gallery on the first floor. On average, the units sold for \$175,000 in 2000 at the project completion.

The Benevolent Landlord: leave well enough alone?

Much of the affordable space in the South End is due to benevolent or mission-driven landlords. Often, the artist-landlord relationship begins when properties are in transitioning areas and artists act as urban pioneers—paying cheap rents for bare bones spaces no one else wants or needs. It's a win-win for landlords and artists. Some, but not all, of these landlords have a soft spot for artists and makers. For others, artists are simply great tenants in a down market. The South End's Soda Plant, Mapleworks, and Howard Space Center all provide affordable space to artists, makers and creative users, not because it is regulated or funded, but simply because they do.

The challenge of course, is presented by changing real estate markets and generational changes in ownership. The need to update building systems, meet code requirements, and adapt to new users can also create affordability challenges as landlords grapple with how to meet legal requirements while keeping upgrade and operational costs low.

In general, honest conversations about long-term plans, generational transitions, estate planning and other difficult but important subjects should be the goal here. All of these landlords should be in the South End Working Group!

And remember, no news is definitely not good news. As the Midway Studios example illustrates, long-range developer and landlord intentions can be upended by the twists and turns life throws our way. Better to plan now and also to provide assistance to help keep these buildings vibrant and affordable by offering:

- Technical assistance around upgrades and code compliance
- Access to grants and tax credits for renovations and improvements
- Possible municipal support on code compliance
- City tax breaks for the provision of affordable maker/artist space could help ease the burden on landlords.

The Unsworth Properties-owned Howard Space offers artists and maker spaces and, along with Steve Conant's Soda Plant, is a major provider of affordable space in the South End.

PHOTO SOURCE: UNSWORTHPROPERTIES.COM



Dutch Boy Studios in East Oakland, CA is called the “Mother of all Artists Live/Work projects/legalizations” by many. A former paint factory contaminated with lead, the complex has been home to artists since 1979. Starting in 2000, it has been the focus of an extensive live/work building code re-write effort that has involved intensive negotiations between the City, consultants, architects, the building owner, and the artists who live and work there. Dutch Boy epitomizes the collaboration and “out of box” thinking necessary from all sides to create enduring, legal, code-compliant artist space that can remain affordable.



The City as developer

Some municipalities choose, often through their Redevelopment Authorities, to redevelop City-owned properties for artist live/work as rental or ownership opportunities. In this scenario, a City determines the project parameters and acts as a developer. But it could also use the *planBTV South End Master Plan* framework to issue an RFP to developers with affordability requirements and land uses clearly outlined. The City could issue an RFP for affordable artist development or a portion of affordable artist development in the redevelopment/disposition of any City-owned parcel or building in the South End.

A NEXT STEP for this strategy would be to evaluate all City-owned property in the South End for suitability for artist/maker space and create affordability requirements for development RFPs and disposition that incorporate affordable space. This effort could be a collaboration between CEDO and BCA.

South End possibilities:

- Any redevelopment of City-owned spaces in the South End should consider expanding maker and artist affordable space.
- An inventory of City-owned properties, vacant and occupied, should be created and examined to determine suitability of the properties and buildings for artist and maker use. This information can inform future RFPs and development plans.
- Consider whether organizations like CHT could offer rental, rather than homeownership, opportunities.

In Malden, MA, Irving Street Studios was created when the City purchased an 11,000 SF former convent in 2005 for \$200,000. A \$1.7 million renovation yielded nine artist units from between 550 to 850 SF each, as well as gallery and classroom space. To complete the renovations, the City received \$800,000 in Federal funds, as well as financing from local bank Salem Five. The City sold the units for between \$120,000 to \$125,000, with a \$10,000 down payment required, but for first-time homebuyers, provided \$7,500 in down payment assistance. The units were restricted to singles earning no more than \$46,300 per year and couples earning no more than \$52,950 per year, and required that a “substantial portion” of applicants’ annual income come from creative work.



The City as policy maker

planBTV South End is the City's effort to get out in front of change in the district to ensure the great qualities, uses, and opportunities of the South End are preserved and grown in future years. Many affordable arts spaces around the country don't enjoy the protection and assistance of government policies and regulations, nor the benefits that come from a density of compatible uses. In the South End, the City can get out in front and lead the way by creating policies and incentives that support the best qualities of the district. In conjunction with the tools for ownership and creation of affordable space, a consistent and district-wide approach to policy can ensure that the South End thrives as a hub for innovation, industry and creative makers not just in small pockets, but from the lake to Pine Street and beyond.

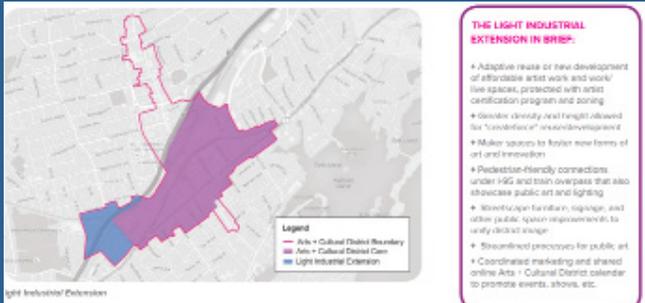
Zoning and development incentives

Zoning and development regulations can be used to help expand the supply of affordable spaces for production, work/live, and display. A balanced, feasibility-based approach is important here. Make the regulations too weak, and 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 infeasible.

Potential strategies are listed below. The key here is calibrating a carrot-and-stick approach that offers the right balance of incentives and mandatory requirements so that the goals are reached. Incentives and requirements may need adjustment over time.

Potential regulatory strategies include:

- **Create a special zoning district, or update zoning provisions, to better define arts and cultural uses, update requirements to support the sector's evolving needs.** A special artisan fabrication district, for example, could support a whole range of fabrication, arts, making, and non-art commercial uses.
- **Consider incentives for or require any 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 and to protect against possible loss of space in existing privately-owned affordable maker space properties over time. Explore a range of affordable artist space



THE LIGHT INDUSTRIAL EXTENSION IN BRIEF:

- Adaptive reuse or new development of affordable artist work and work/live spaces, protected with artist certification program and zoning
- Greater density and height allowed for "createforce" units/residences
- Maker spaces for faster new forms of art and innovation
- Pedestrian-friendly connections under I-92 and main avenues that also showcase public art and lighting
- Strategies for urban, signage, and other public space improvements to unify district image
- Streamlined processes for public art
- Coordinated marketing and shared online Arts + Cultural District calendar to promote events, shows, etc.

PHOTO SOURCE: NEWROCHELLENY.COM

A note about live/work vs. work/live spaces

The term artist live/work space has been used for many years to describe space that allows both living and working. Originally, this term was used to define very particular situations where living was allowed in manufacturing or industrial districts. Soho in NYC is an example of designated artist live/work space. Soho is also an example of a trend whereby most spaces that are designated live/work tend to migrate toward the “live” end of the land use spectrum over time. This phenomenon occurs because artist space is often desirable in its loft-style design and arts uses create dynamic neighborhoods over time.

The concern for gentrification of arts districts and arts-oriented areas and the rise of “maker” spaces that recognize a broader range of creative/craft uses in cities has led to the use of a different type of artist/maker space defined as work/live space. While this shift of words may seem superficial, the emphasis on space that is work space, in which one happens to also be allowed to live, defines a quality of space and relationship to other uses and spaces that is meant to protect affordable artist space and industrial/noisy maker space from residential gentrification. Here are some key characteristics of work/live spaces:

- Work is always present, and living space is secondary (and sometimes just part time).
- The design of the units reflects the primary purpose of work and look less like residential units with traditional kitchens, bathrooms and sleeping spaces and more like industrial work spaces that have small spaces set-aside for residential needs.
- Work/live projects may also provide individual work units that allow for living as well but that offer only shared kitchen facilities for all units or all units on each floor.
- Code and zoning regulations restrict changes to spaces to prevent “residential reversion.” In contrast, live/work space is primarily designed for living, with perhaps just a desk, work studio in a corner, or separate room set aside for working.
- The spaces are designed for proximity to “making”—acknowledging through design and policy that noise, dirt, and odors are acceptable and necessary characteristics of creative, affordable spaces.
- The spaces are part of a larger plan/goal of a making/creative neighborhood and community that collaborates, learns, and creates side by side and together. This may be purely artist, or include a broader concept of makers and creative entrepreneurs and enterprises...in fact, much like a 21st-century update of the heavier industrial uses once found in the South End Enterprise Zone.
- Work/live space may allowed in conjunction with other zoning policies that provide “Maker Protection Zones” that allow only certain types of uses. The key here is flexibility and an updated understanding of “maker” that goes beyond the industrial uses of the last century. Another protection policy might allow only rental units within given areas, which slows down gentrification in certain markets and discourages residential reversion.
- Work/live space fits well with the broader concept of innovative districts and 21st-century Enterprise Zones. Offering flexibility as well as business support and incubator services within work/live and innovative zones supports policies that emphasize the “working” over the “living” space.
- Urban design goals for areas with work/live spaces include spaces for interaction, collaboration, and sharing—similar to innovation district goals.

square footage requirement. Possible targets could be 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 by a panel of peers.
- Another option could be the creation of incentives within the City's inclusionary zoning policies specifically for artist-only housing. This should also require income verification and artist certification by a panel of peers.
- Requiring space for public art in ground floor and exterior spaces.

The NEXT STEP includes exploring city development economics to determine the correct proportion for affordable space requirements and write requirements for artist space inclusionary zoning and public art spaces. WHO would take this on? The Department of Planning and Zoning would lead the way, with assistance from CEDO, CHT, BCA, and SEABA.

- **Require artist and income certification for eligibility for any subsidized and/or permanently affordable work or work/live spaces** to prevent gentrification (through reversion to residential-only uses) and ensure subsidies are benefiting the right target group. Certification would be conducted by a panel of peers and would be based on demonstration of a commitment to artist or maker production (not on a subjective quality of work assessment).

Development of an artist certification strategy is the NEXT STEP. An artist peer review panel must be created to oversee the process. Coordinate income certification with affordable housing requirements. A lead would need to be identified to oversee the artist certification

process as well as to review income eligibility requirements. These efforts would be coordinated by relevant organizations based on the type of project and sources and purposes of subsidies.

- **Provide incentives for the reuse or incorporation of existing buildings into new arts uses.** These might include:
 - Creating a specialized artist work/live building code for older buildings with existing artist uses.
 - 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.

Working with landlords is the NEXT STEP. Goals should include understanding property owner challenges, and investigating the possibility for zoning FAR bonuses and other incentives to allow infill/additions on developed sites. Investigation of possible grant sources is also a priority.

- **Provide incentives for developers and property owners to provide new affordable artist and maker spaces.** These might include:
 - Floor area bonuses (increased FAR)
 - The right to build housing by special permit in limited designated areas in exchange for a portion of those projects being set aside for permanently affordable artist/make space
 - Expedited permitting
 - Publicly-funded infrastructure improvements
 - Waiver of permitting fees (for the entire project or pro-rated according to the ratio of affordable artist space provided)

- **Create design guidelines that 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. Policies and design standards could include:

- Creating a Pine Street Arts Corridor and Linear Arts Park
- Mandating space for public art in all development projects and in public realm plans
- Creating mandatory inclusion policies for affordable work/live units and possibly, communal exhibit or work space in all projects
- Mandating a minimum amount of Arts and Productive uses or a minimum number and type of arts units as part of every project

The NEXT STEP would be the creation of Design Guidelines and Zoning revisions. This would be spearheaded by the Department of Planning and Zoning, with collaboration from SEABA, BCA, CEDO and the South End community.

Other regulatory incentives

There are a range of other regulatory issues that impact the success of arts districts. Based on case studies from other communities, additional potential strategies are listed below. These will likely require partnership with other City departments as well as agencies outside the City, so it's important to bring them into discussions early.

Potential strategies include:

- Streamline the permitting process for cultural uses
- Consider the possibility and feasibility of sales, property, or income tax credits or exemptions within an arts district, or advocate for policies at a state level where applicable

- Target special historic tax credits and/or loan funds into an arts district to aid in redevelopment and new development that supports artists and makers

And finally, support for Burlington City Arts and local arts organizations and artists is key to the success of any of these strategies.

The City's continued commitment to artists and makers is exemplified in Burlington City Arts. BCA can play an instrumental role in ensuring South End arts and makers continue to thrive and grow by being entrepreneurial, leading the way in collaborative relationships to develop permanently affordable space, and by offering technical assistance and mentorship where possible.

BCA and other arts organizations will need to work closely together to achieve goals. BCA can provide the city-wide perspective and overall coordination and expertise for the Burlington arts community while an organization like SEABA can provide a leadership role for South End initiatives. A common theme in all the arts and maker space success stories is the presence of collaboration and leadership. As suggested by the recommended working group...it is going to take many actors and resources to achieve the goals of a continued and robust artistic presence in the district.

The NEXT STEPS for moving forward with strategies in this toolkit is the formation of a South End Working Group, and the setting of goals and a work plan with deadlines.



**OUR PLAN FOR THE
SOUTH END NEIGHBORHOOD**

Find this plan online at:
www.burlingtonvt.gov/planbtv/se

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