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**DELIBERATIVE AGENDA**  
**LOCAL CONTROL COMMISSION**  
**TUESDAY, FEBRUARY 18, 2014**  
**CONTOIS AUDITORIUM, CITY HALL**  
**7:00 P.M.**

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1. AGENDA
2. CONSENT AGENDA
  - 2.01. FIRST CLASS CLUB LIQUOR LICENSE RENEWALS (2014-2015):  
see attached list  
\*waive the reading, accept the communication, place it on file and approve the 2014-2015 First Class Club Liquor License Renewals with all standard conditions
  - 2.02. FIRST CLASS HOTEL LIQUOR LICENSE RENEWAL (2014-2015):  
see attached list  
\*waive the reading, accept the communication, place it on file and approve the 2014-2015 First Class Hotel Liquor License Renewal with all standard conditions
  - 2.03. FIRST CLASS RESTAURANT/BAR LIQUOR LICENSE RENEWALS (2014-2015):  
see attached list  
\*waive the reading, accept the communication, place it on file and approve the 2014-2015 First Class Restaurant/Bar Liquor License Renewals with all standard conditions
  - 2.04. SECOND CLASS STORE LIQUOR LICENSE RENEWALS (2014-2015):  
see attached list  
\*waive the reading, accept the communication, place it on file and approve the 2014-2015 Second Class Store Liquor License Renewals with all standard conditions
  - 2.05. OUTSIDE CONSUMPTION PERMIT RENEWALS (2014-2015):  
see attached list  
\*waive the reading, accept the communication, place it on file and approve the 2014-2015 Outside Consumption Permit Renewals
  - 2.06. OUTSIDE CONSUMPTION PERMIT APPLICATION (2014-2015):  
Scuffer Steak and Ale House, 148 Church Street  
\*waive the reading, accept the communication, place it on file and approve the 2014-2015 Outside Consumption Permit Application for the Scuffer Steak and Ale House
3. ADJOURNMENT

**ADJOURNED MEETING, CITY COUNCIL**  
**TUESDAY, FEBRUARY 18, 2014**

1. AGENDA
2. PUBLIC HEARING: MDP-14-01 – Climate Action Plan; Open Space Protection Plan; Amendment and re-adoption of the Burlington Municipal Development Plan
  - 2.01. PRESENTATION: David White, Planning and Zoning Director; Scott Gustin, AICP, Senior Planner, Planning and Zoning; Jennifer Green, Sustainability Coordinator, CEDO, re: MDP-14-01 – Climate

Action Plan; Open Space Protection Plan; Amendment and re-Adoption of the Burlington Municipal Development Plan (15 mins.)

- 2.02. COMMUNICATION: Sandrine Thibault, AICP, Comprehensive Planner, Scott Gustin, AICP, Senior Planner and Jennifer Green, Sustainability Coordinator, re: Proposed Municipal Development Plan Amendment: MDP-14-01 Burlington Climate Action Plan; Open Space Protection Plan; Amendment and re-adoption of the Burlington Municipal Development Plan
- 2.03. COMMUNICATION: II. Natural Environment
- 2.04. COMMUNICATION: Relationship to Other Plans
- 2.05. COMMUNICATION: VIII. Energy Plan
- 2.06. COMMUNICATION: Prepared by Landslide Natural Resource Planning, re: City of Burlington Open Space Protection Plan August, 2013
- 2.07. COMMUNICATION: Burlington, VT Climate Action Plan
- 2.08. COMMUNICATION: 2013 Municipal Development Plan Appendix B: Burlington Demographic Profile
- 2.09. COMMUNICATION: 2013 planBTV Burlington's Municipal Development Plan
- 2.10. COMMUNICATION: I. Land Use Plan
- 2.11. COMMUNICATION: Assistant City Attorney Sturtevant, re: Public Hearing Notice
- 3. PUBLIC HEARING: Proposed Amendment ZA-13-06 – Downtown Parking
  - 3.01. ORDINANCE: COMPREHENSIVE DEVELOPMENT ORDINANCE—Downtown Parking Standards ZA #13-06 (Planning Department, Planning Commission; Councilors Mason, Paul: Ordinance Committee)(2<sup>nd</sup> reading)
  - 3.02. COMMUNICATION: Senior Assistant City Attorney Bergman, re: Public Hearing Notice
  - 3.03. COMMUNICATION: David E. White, AICP, Director of Planning & Zoning, re: Downtown Parking Amendment (ZA-13-06)
  - 3.04. COMMUNICATION: Ernest Pomerleau, President, Pomerleau Real Estate, re: Parking requirement initiative
  - 3.05. COMMUNICATION: David C. Farrington, BTV Spaces, re: In Support of the Amendment
  - 3.06. COMMUNICATION: Michael Monte, Champlain Housing Trust, re: In Support of the Amendment
  - 3.07. COMMUNICATION: Jason Van Driesche, Director of Advocacy and Education, Local

Motion, re: Local Motion's strong support for the ordinance change

- 3.08. COMMUNICATION: Erik J. Hoekstra, Development Manager, Redstone, re: In Support of proposed amendment
- 3.09. COMMUNICATION: Yves Bradley-Vice President, Commercial Brokerage, Pomerleau Commercial Brokerage Division; Chair, Planning Commission, re: In support of amendment
4. PUBLIC HEARING: Proposed Amendment ZA-14-02 – RCO – Recreation Greenspace Lot Coverage
  - 4.01. ORDINANCE: COMPREHENSIVE DEVELOPMENT ORDINANCE—RCO-Recreation Greenspace Lot Coverage ZA 14-02 (Planning Department, Planning Commission, Councilors Mason, Bushor, Paul: Ordinance Committee)(2<sup>nd</sup> reading)
  - 4.02. COMMUNICATION: Senior Assistant City Attorney Bergman, re: Public Hearing Notice
5. PUBLIC FORUM **(Time Certain: 7:30 p.m. – 8:00 p.m. unless extended by the Council President per Council Rules)**
6. CONSENT AGENDA
7. RESOLUTION: Approving Burlington Telecom Settlement With Citibank (Full City Council: Aubin, Ayres, Blais, Brennan, Bushor, Decelles, Hartnett, Knodell, Mason, Paul, Shannon, Siegel, Tracy, Worden)
8. COMMITTEE REPORTS (5 mins.)
9. COMMUNICATION: City Councilors, re: General City Affairs (oral)(10 mins.)
10. COMMUNICATION: Mayor Weinberger, re: General City Affairs (oral)(5 mins.)
11. COMMUNICATION: Eileen Blackwood, City Attorney, re: Collective Bargaining (oral)

**\*\*\* EXPECTED EXECUTIVE SESSION \*\*\***

12. ADJOURNMENT

**BOARD OF CIVIL AUTHORITY**  
**TUESDAY, FEBRUARY 18, 2014**

1. AGENDA
2. CONSENT AGENDA
  - 2.01. RESOLUTION: Appointment of Assistant Election Officials/Appointment of Acting Justice of Peace (Councilor Shannon)
3. ADJOURNMENT

**CITY COUNCIL WITH MAYOR PRESIDING**  
**TUESDAY, FEBRUARY 18, 2014**

1. AGENDA
2. RESOLUTION: Authorization to Grant Charter § 130 Hardship (Mayor Weinberger, Councilor Worden)
  - 2.01. COMMUNICATION: Resolution Relating to City Council Rules Concerning Charter §130 Re Residency Requirement (Councilors Knodell, Shannon, Wright: Charter Change Committee) **Amended; Adopted 10/23/06**
  - 2.02. COMMUNICATION: Mayor Miro Weinberger, re: Request for Finding of Personal Hardship due to Major Change in Circumstance for CEDO Director Peter Owens
  - 2.03. COMMUNICATION: Peter Owens, CEDO Director, re: Background Information in Support of Request for Personal Hardship Determination
3. ADJOURNMENT

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**CONSENT AGENDA**

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**ADJOURNED MEETING, CITY COUNCIL**  
**TUESDAY, FEBRUARY 18, 2014**

- 6.01. COMMUNICATION: Lori Olberg, Licensing, Voting & Records Coordinator, re: Accountability List  
\*waive the reading, accept the communication and place it on file
- 6.02. RESOLUTION: Approving The Extension of The Maturity Date of A Revenue Anticipation Note for The Electric Department (Councilors Shannon, Bushor, Aubin, Knodell: Board of Finance)  
**Pending Board of Finance Approval on 2/18/14**  
\*waive the reading and adopt the resolution
- 6.03. RESOLUTION: Appointment of Acting Inspectors of Election for Wards One, Three, Four and Six (Councilor Shannon)  
\*waive the reading and adopt the resolution
- 6.04. RESOLUTION: Authorization for Budget Amendment for Runway Deicer at Burlington International Airport (Councilors Shannon, Bushor, Aubin, Knodell: Board of Finance) **Pending Board of Finance Approval on 2/18/14**  
\*waive the reading and adopt the resolution
  - 6.04.01. COMMUNICATION: Burlington International Airport, re: Finance Board Approval Request – Budget Amendment for Runway De-icer  
\*waive the reading, accept the communication and place it on file
- 6.05. COMMUNICATION: Martha R. Lang, Ph.D., re: Wasteful and Unnecessary Spending by the Burlington School Department

\*waive the reading, accept the communication, place it on file and send copies to the Board of Finance Members and BSD Superintendent Collins

6.06. COMMUNICATION: Martha R. Lang, Ph.D., re: 118 North Champlain Street and Taft School Leases

\*waive the reading, accept the communication, place it on file and send copies to the Board of Finance Members and BSD Superintendent Collins

6.07. INDOOR AND OUTDOOR ENTERTAINMENT PERMIT RENEWALS (2014-2015):  
see attached list

\*waive the reading, accept the communication and approve the 2014-2015 Indoor and Outdoor Entertainment Permit Renewals with all standard conditions

***Members of the public may speak when recognized by the Chair, during the Public Forum (time certain: 7:30 p.m.) or during a Public Hearing. This agenda is available in alternative formats upon request. Persons with disabilities, who require assistance or special arrangements to participate in programs and activities of the Clerk/Treasurer's Office, are encouraged to contact us at 865-7000 (voice) or 865-7142 (TTY) at least 72 hours in advance so that proper arrangements can be made. This meeting will air live on the night of the meeting on Burlington Telecom, Channel 317. This meeting will also air on Channel 17 on February 19, 2014 at 8:00 p.m., repeating at 1 a.m., 7 a.m. and 1 p.m. the following day. For information on access, call Scott Schrader, Assistant CAO for Administration and Management (865-7140) or Lori Olberg, Licensing, Voting and Records Coordinator (865-7136) (TTY 865-7142).***

## Local Control Commission – Tuesday, February 18

### First Class Clubs:

Burlington Country Club  
Elk's Club

### First Class Hotel:

Made in Vermont, LLC

### First Class Restaurants and Bars:

August First  
Barrio Bakery  
Blue Cat Café and Wine Bar  
Boloco  
Burlington Bay Market and Café  
Church Street Tavern  
El Cortijo  
Farmhouse Tap and Grill  
Flynn Center for Performing Arts  
Ice House Restaurant  
My Little Cupcake  
Nectar's  
New World Tortilla  
Pizzeria Verita  
Red Square Bar and Grill  
RiRa's The Irish Pub  
Shalimar of India  
Skinny Pancake  
Sodexo-Champlain College  
Sodexo-Davis Center, Brennan's Pub Bistro  
Sodexo-UVM Faculty Dining Room  
Vin

### Second Class Stores:

Burlington Wine Shop  
City Market  
Courtyard by Marriott  
J & M Grocery  
JR's Corner Store  
Mobil Short Stop North Avenue  
Rite Aid 4272  
Rite Aid 10317  
Riverside Beverage

Shopping Bag  
VT BBB Retail Store  
Waggy's Store & Deli

**Outside Consumption Permits:**

August First  
Blue Cat Café and Wine Bar  
Boloco  
Burlington Bay Market and Café  
Burlington Country Club  
Church Street Tavern  
Farmhouse Tap and Grill  
Ice House Restaurant  
Nectar's  
Red Square Bar and Grill  
RiRa's The Irish Pub  
Skinny Pancake

**DEPARTMENT OF LIQUOR CONTROL**  
**OUTSIDE CONSUMPTION PERMIT**

Fee \$20.00

Name of Licensed Premise (Corporation/Partnership/Individual, d/b/a)

PJSC, LLC

d/b/a The Scuffer Steak and Ale House

Address 148 CHURCH ST. Town/City BURLINGTON

License Number 7548-001-1RST-01 Email or Fax # PJSC148@gmail.com

Outside consumption would be in the area described below: (describe fully, including size, physical barriers, etc.)

25 x 50 patio on the CSM. This area will be roped/chaind off. Area will consist of approx 16 tables and umbrellas

@ 60 seats

\*recommnded for approval @ 2/16/14 for mtg to

pd check # 004956 to Dica (820)

Please remember that this outside consumption permit is an extension of your license to serve alcohol beverages, and that the same rules apply in this area as do in the regularly licensed premise area.

Outside Consumption time period (hours) from 9am to 2am everyday

Permanent Use  (Permanent use will be considered year round use)

Occasional Use  Day(s) Requested \_\_\_\_\_

Hours Requested \_\_\_\_\_

Signature of Licensee [Signature]

**OUTSIDE CONSUMPTION PERMITS MUST FIRST BE APPROVED BY YOUR TOWN/CITY CLERK**

APPROVED BY LOCAL CONTROL COMMISSIONERS

Town/City Clerk Signature \_\_\_\_\_

Date \_\_\_\_\_

*City of Burlington*  
**planBTV: Burlington Municipal Development Plan**

Introduction & Demographic Profile

Our Community Vision: A Sustainable Burlington

**Land Use**

North Street Plan

Downtown & Waterfront Plan

**Natural Environment**

Open Space Protection Plan

**Built Environment**

**Transportation System**

**Economic Development**

**Community Facilities & Services**

Parks Master Plan

**Energy**

Climate Action Plan

**Housing**

Consolidated Plan

**Education**

Implementation Plan

Relationship to Other Local and Regional Plans

# 2014 Climate Action Plan



# A Sustainable Burlington

CAP implements the vision set in:

- ▶ planBTV-Downtown & Waterfront
- ▶ Municipal Development Plan
- ▶ IBM Smarter Cities Report
- ▶ Legacy Plan



# What is climate action planning?

- ▶ A process:
  - Measuring
  - Planning
  - Reducing GHG emissions
- ▶ Customized roadmap and guide for the future
- ▶ Decision support tool



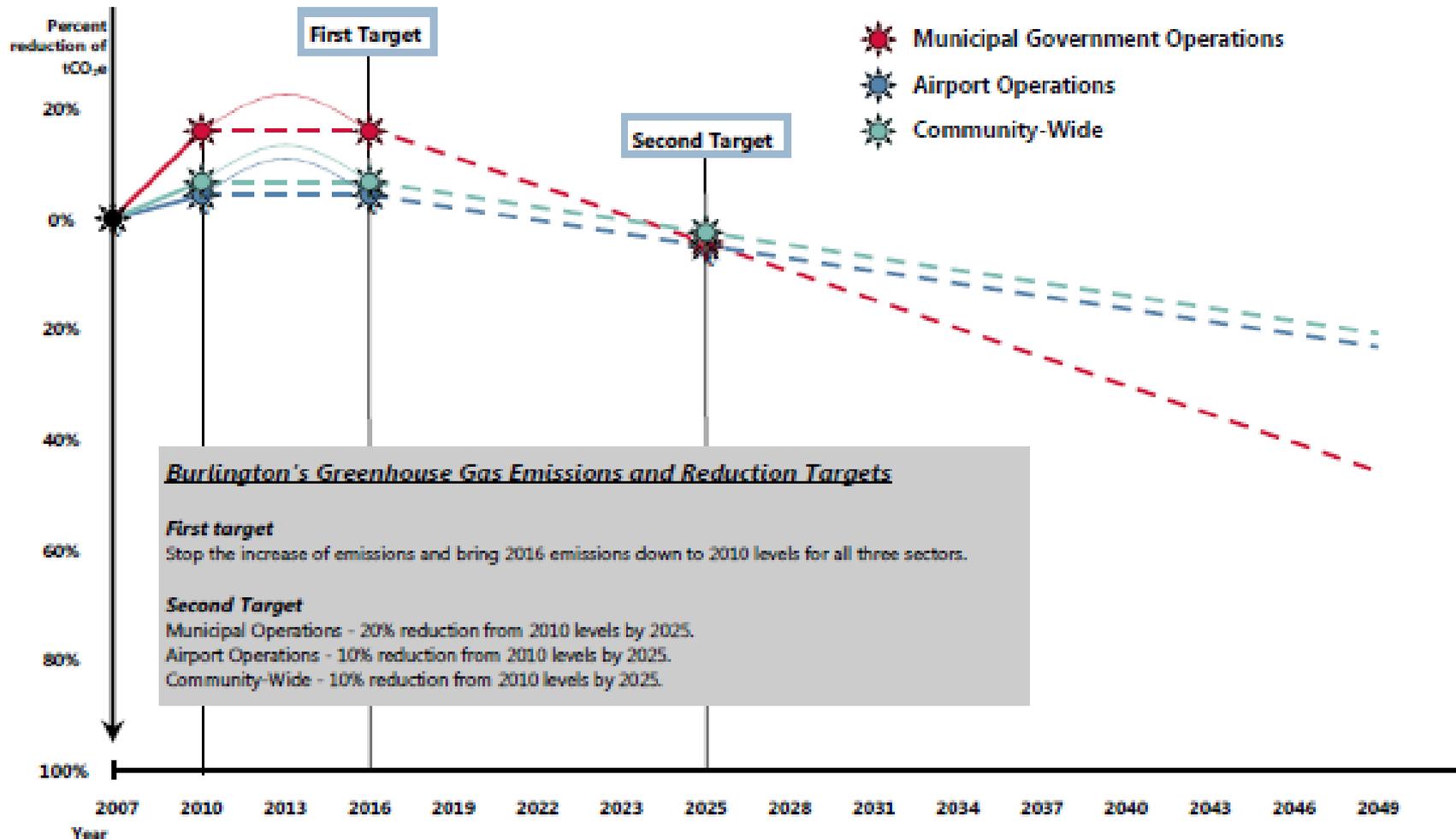
# Why we care?

## Reducing Impacts on:

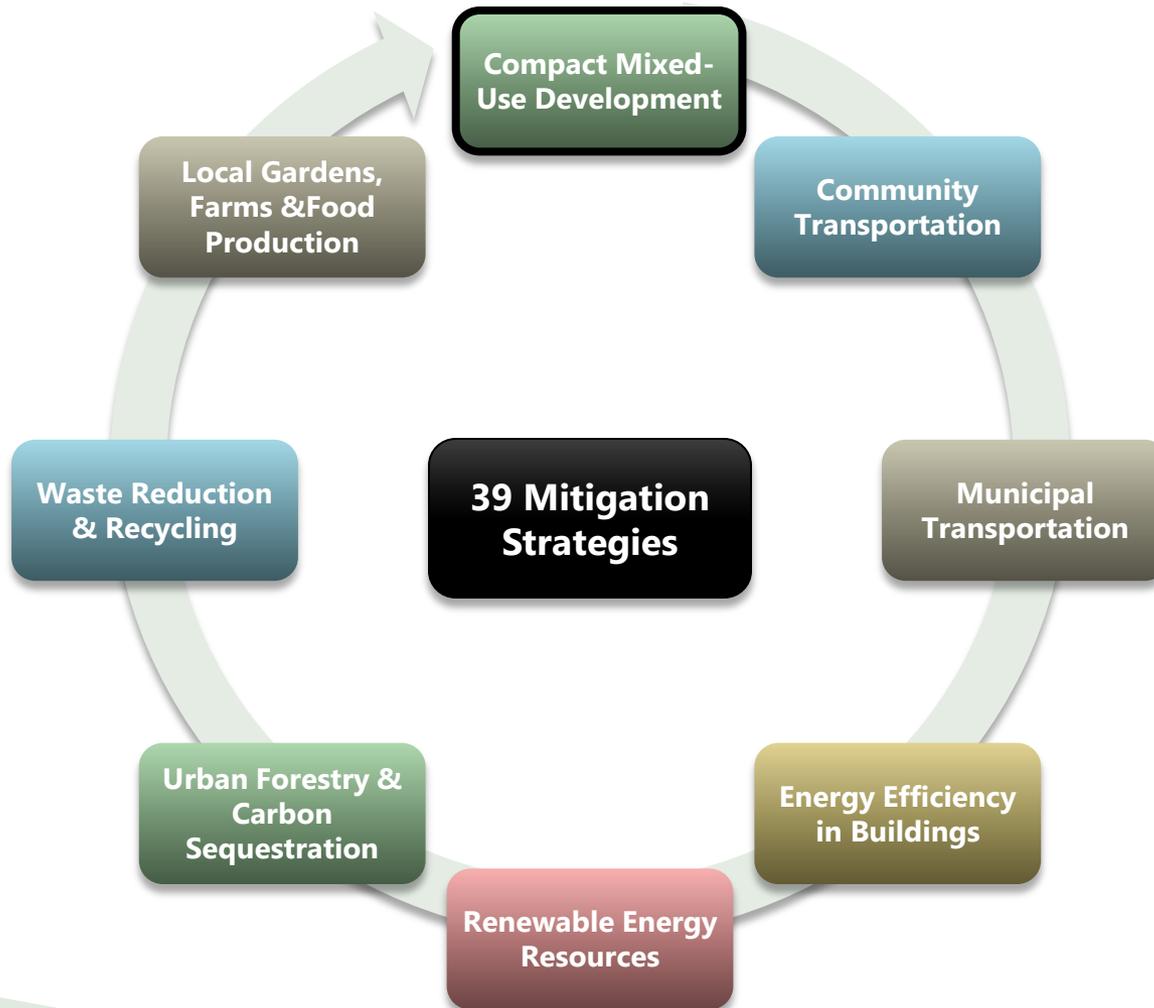
- Human Health
- Forests and Agriculture
- Winter Recreation
- Infrastructure and Land



# Burlington's Reduction Targets



# Mitigation Strategies





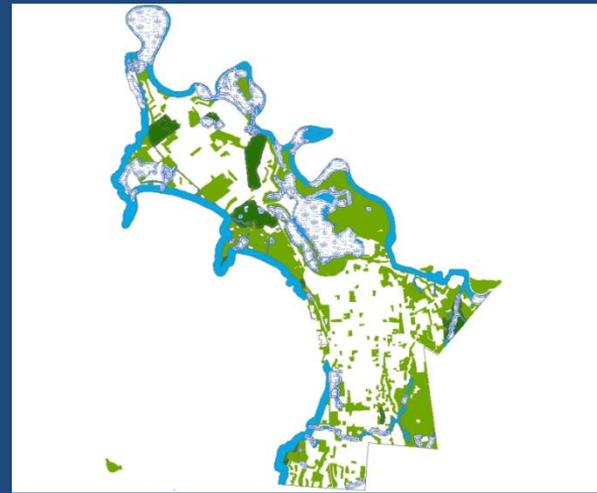
*A project of the Burlington Conservation Board*

# Open Space Planning in Burlington

- 1989 Conservation Board Established
- 2000 Open Space Protection Plan
  - Natural areas
  - Recreational spaces
  - Open spaces
- 2013 Plan Update
  - Natural areas
  - Urban agriculture
  - Green infrastructure
  - Access and connectivity

# Three Prongs of Open Space Plan

- Education
- Conservation & Stewardship
- Planning and Development Review



# Where Does the Open Space Protection Plan Fit in?

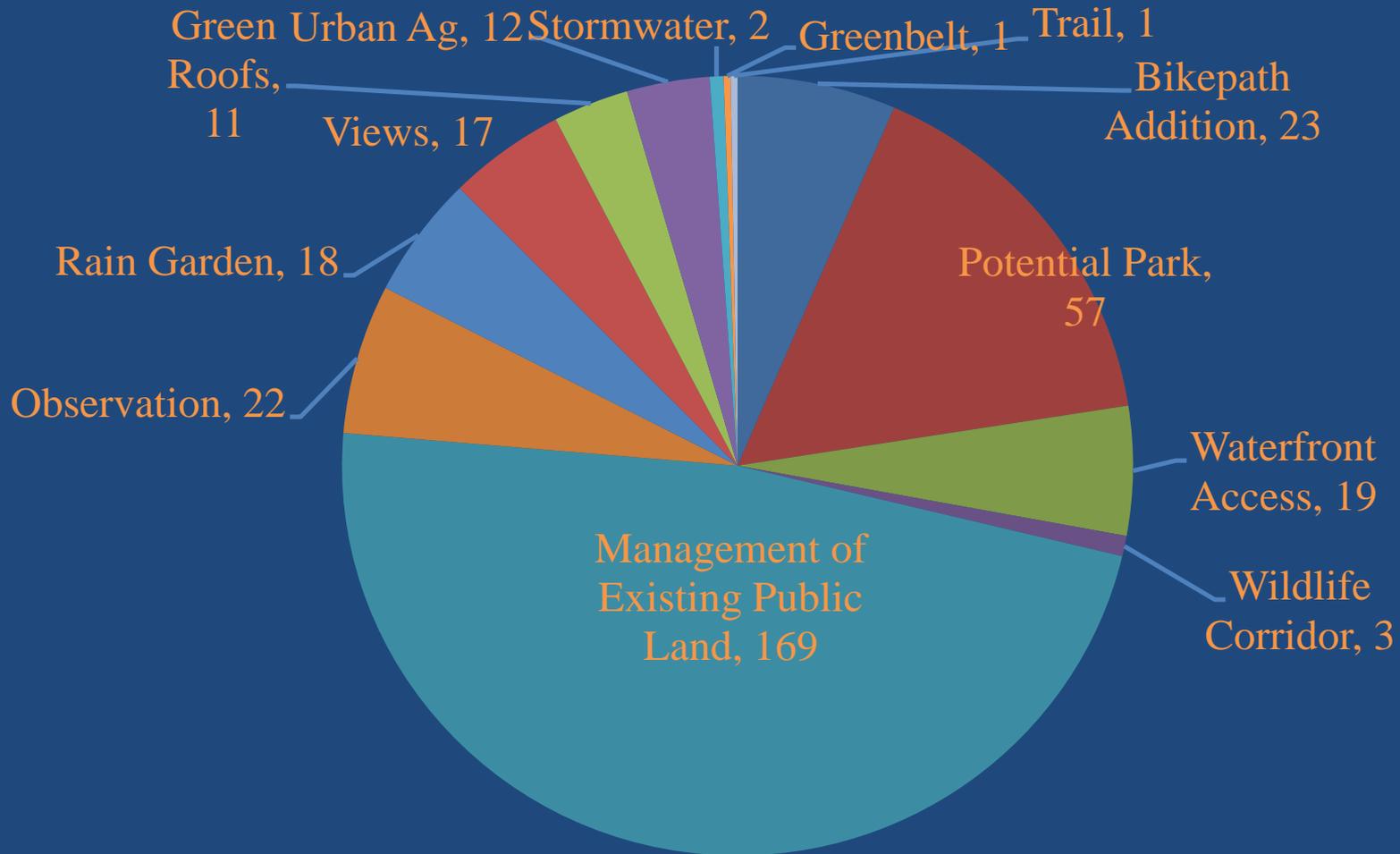
## Part of the Municipal Development Plan

- Plan BTV, Downtown & Waterfront Plan
  - Ecological Integrity
  - Urban Agriculture
  - The Green Machine
- Open Space Protection Plan
  - Inventory & open space characteristics
  - Identifies opportunities for implementation
  - Open space planning policy

# Public Outreach

- Two rounds of meetings with all NPA's
- Stakeholder meetings with local interest groups, city boards and commissions
- Dedicated website
- Online public input tool
- Public hearings

# Public Comments for the Update

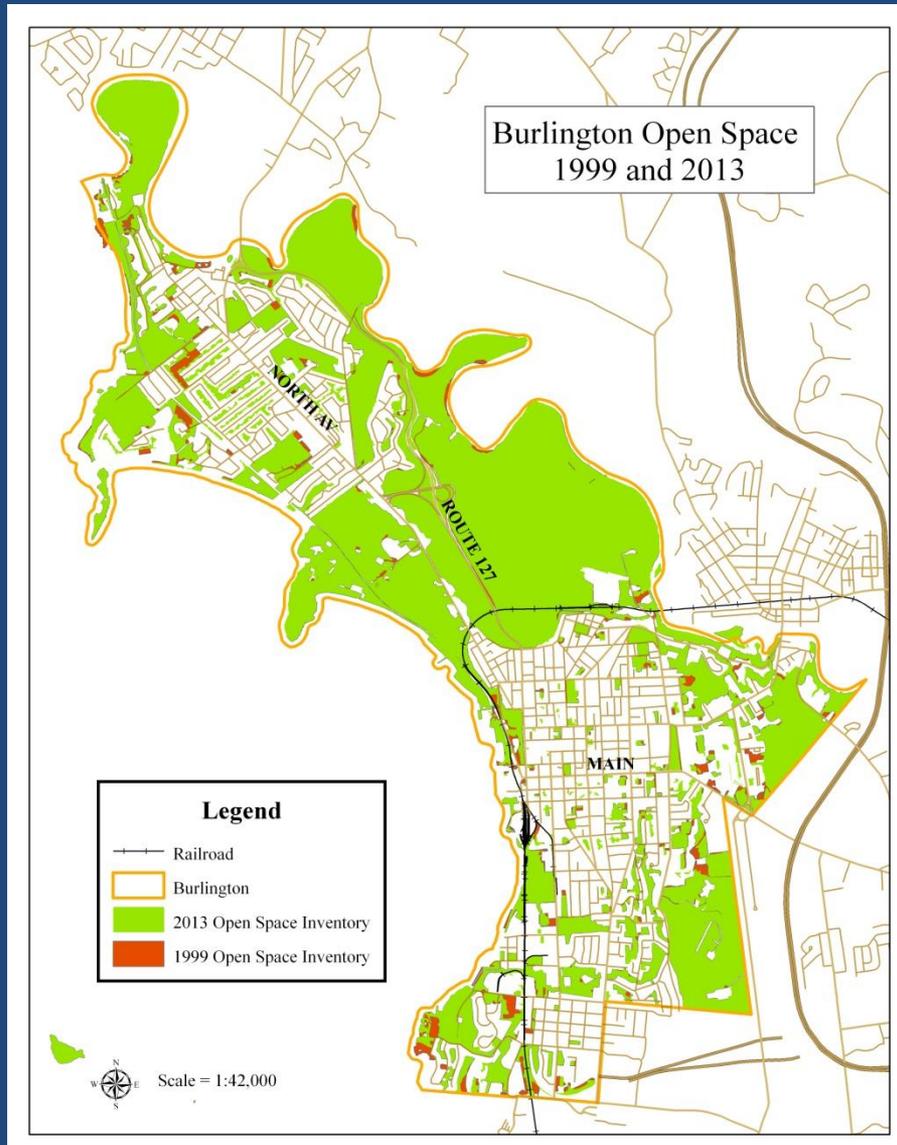


# Open Space Inventory

## Fun Facts

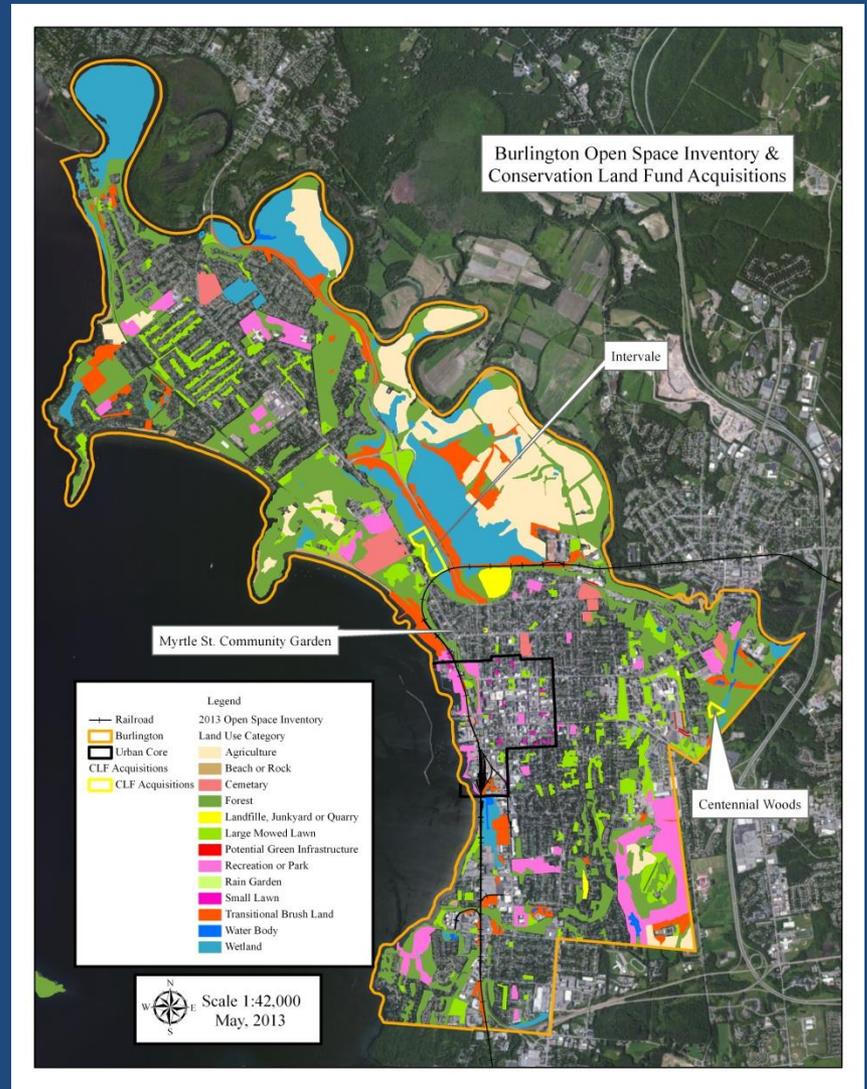
- 6,784 acres of city area
- 3,318 acres of open space
- 49% open space
- 1,266 acres in SFHA (38%)
- 37 parks
- 3 public beaches
- 3 cemeteries
- 2 dog parks
- 6 urban wilds
- 42 trail miles (public and private)

Public Land Type	Acres
City Park	364.85
Other Open Space	239.90
Winooski Valley Park District	431.65
Total	1,036.41



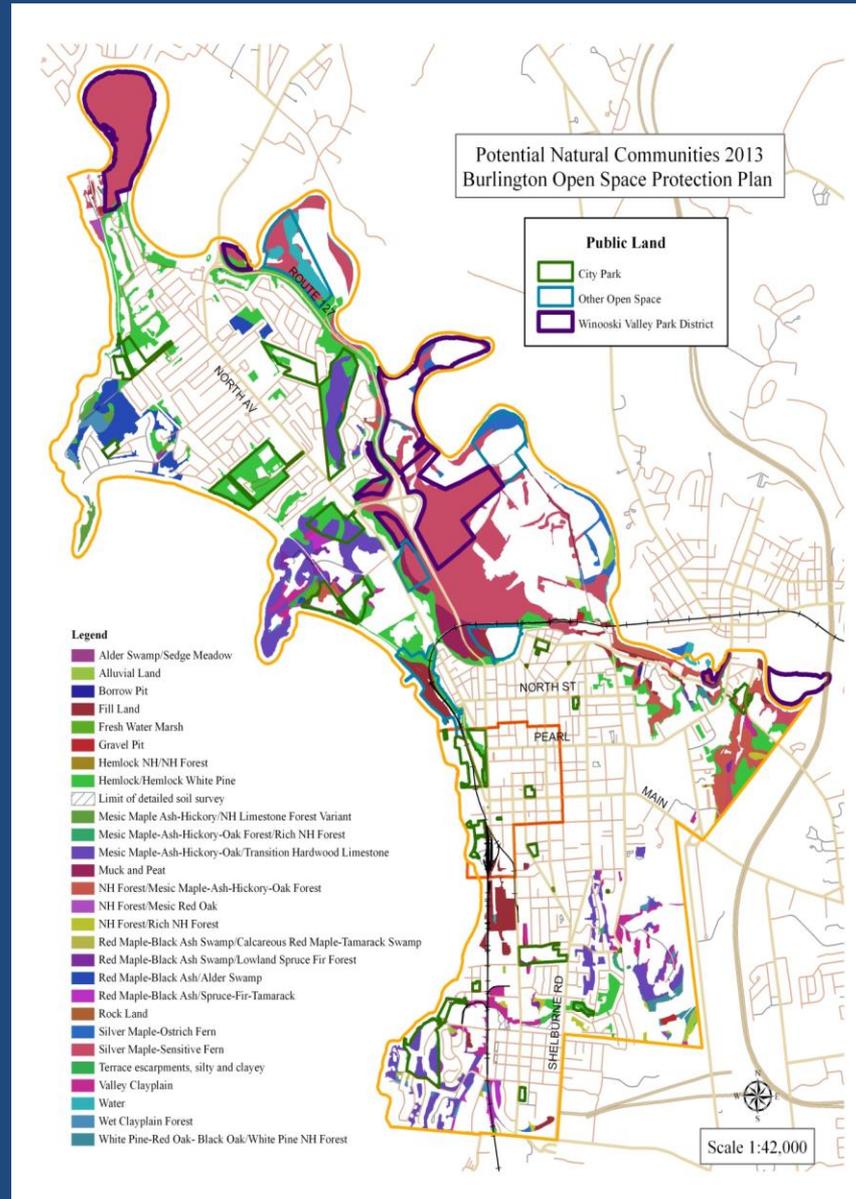
# Inventory by Land Use

Category	1999	2013	Change
Agriculture	634.18	562.74	-71.45
Beach or Rock	11.68	23.79	12.11
Cemetery	79.10	78.72	-0.37
Forest	1,159.70	1,166.78	7.08
Landfill	23.44	23.62	0.17
Large Mowed Lawn	235.71	296.82	61.11
Potential Green Infrastructure	N/A	1.78	N/A
Rain Garden	N/A	0.84	N/A
Recreation or Park	278.25	281.12	2.87
Small Lawn	N/A	5.03	N/A
Transitional Brush Land	233.40	261.02	27.61
Water Body	8.42	16.29	7.87
Wetland	583.05	599.85	16.80
<b>Total Acres</b>	<b>3,246.94</b>	<b>3,318.39</b>	<b>71.45</b>



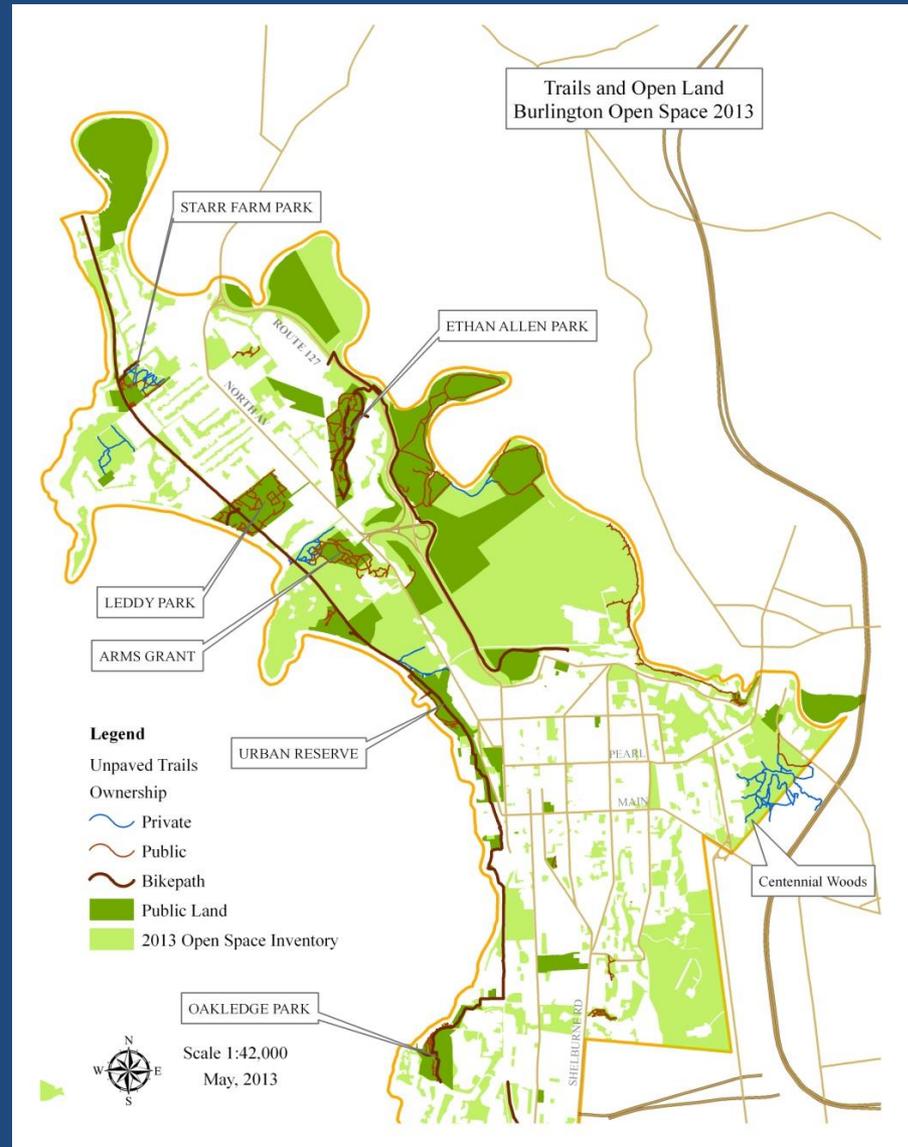
# Natural Community Types

- 6,775 original acres
- 2,021 acres within unmowed open lands
- 691 acres within unmowed public lands



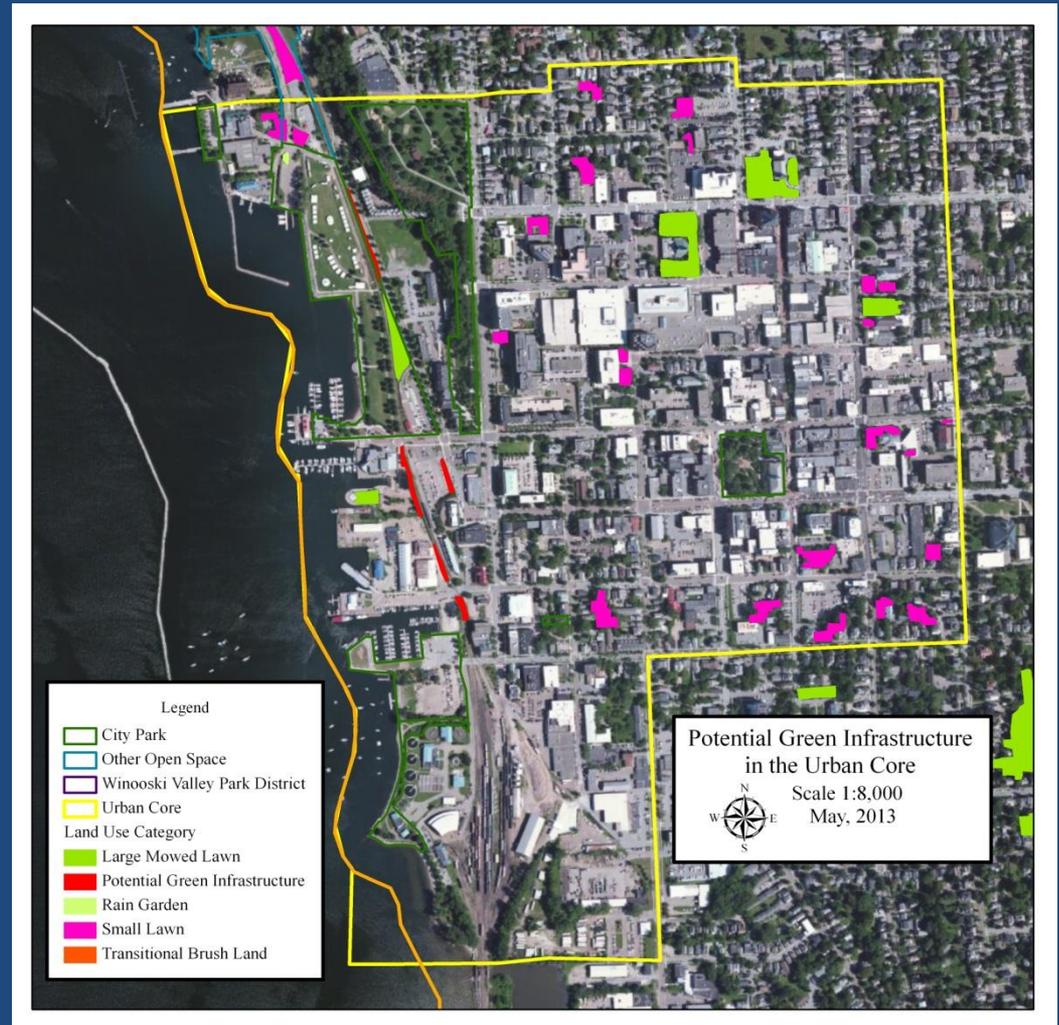
# Trails

Type	Miles
Paved Bikepath	12.80
Public unpaved	21.30
Private unpaved	7.60
<b>Total</b>	<b>41.70</b>



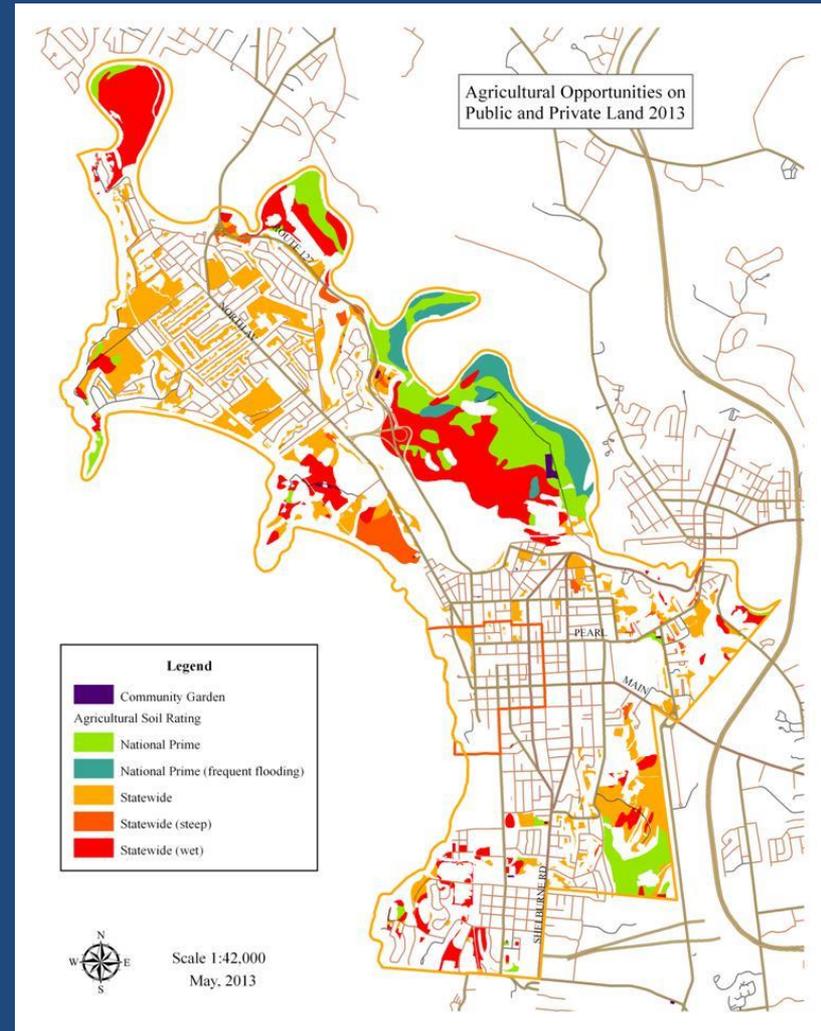
# Green Infrastructure

- Pocket parks
- LID stormwater management
- Rain gardens
- Downtown rooftop assessment



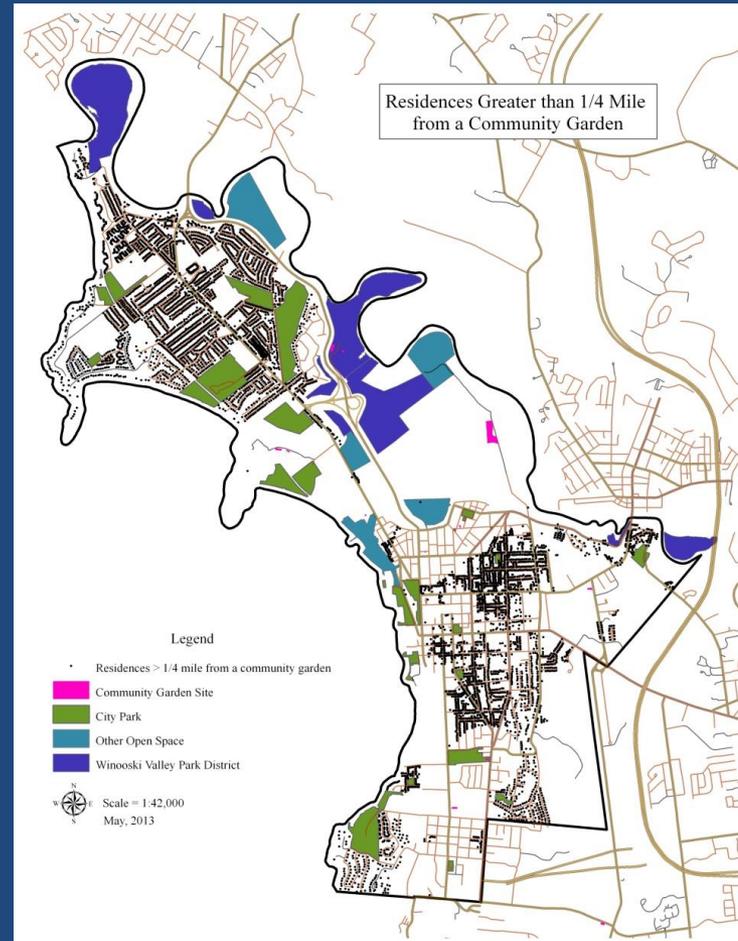
# Urban Agriculture

- 440 acres of National Prime
- 748 Acres of State Prime
- 563 acres currently used for agriculture
- 402 acres of field, lawn and transitional brush land that is National or State prime and not used for agriculture.

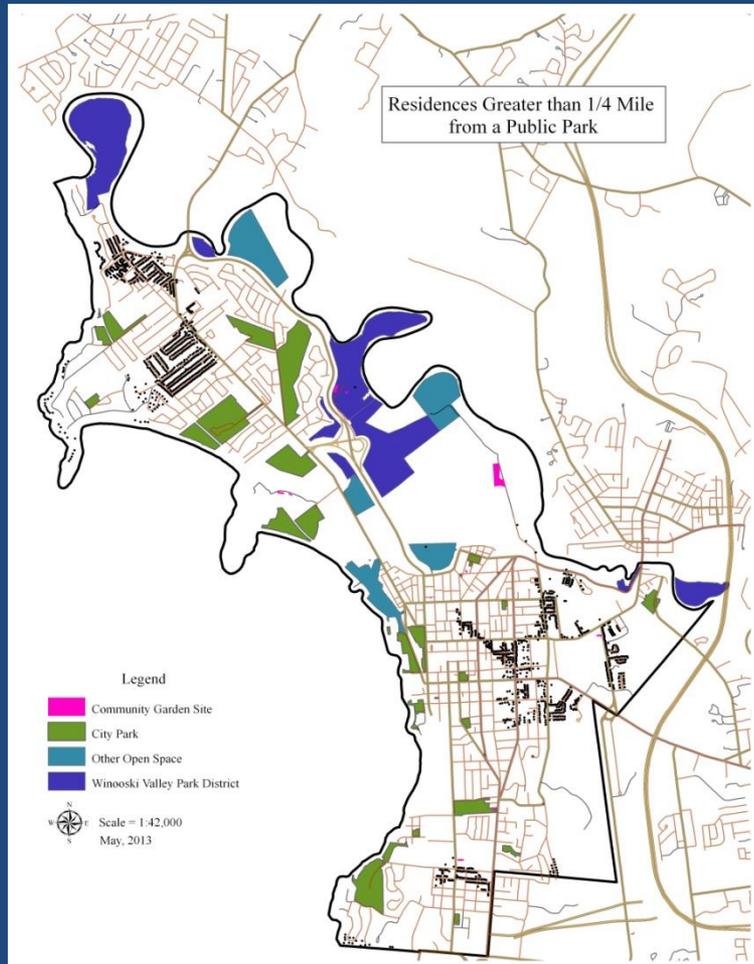


# Access to Community Gardens

- 10,290 residential buildings
- 7,493 residences > 1/4 mile from an existing community garden
- Many in New North End have large yards and good soils

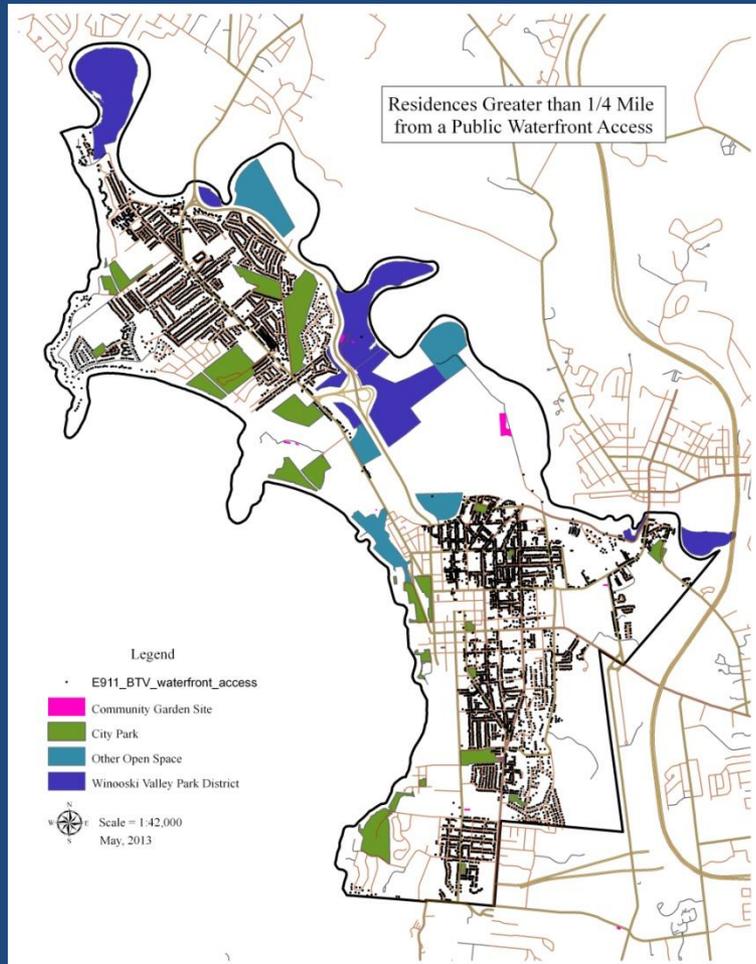


# Public Land Access



- 10,290 residential buildings
- 2,046 > 1/4 mile from a public open space

# Public Waterfront Access



- 10,290 residential buildings
- 8,712 > 1/4 mile from a public waterfront access

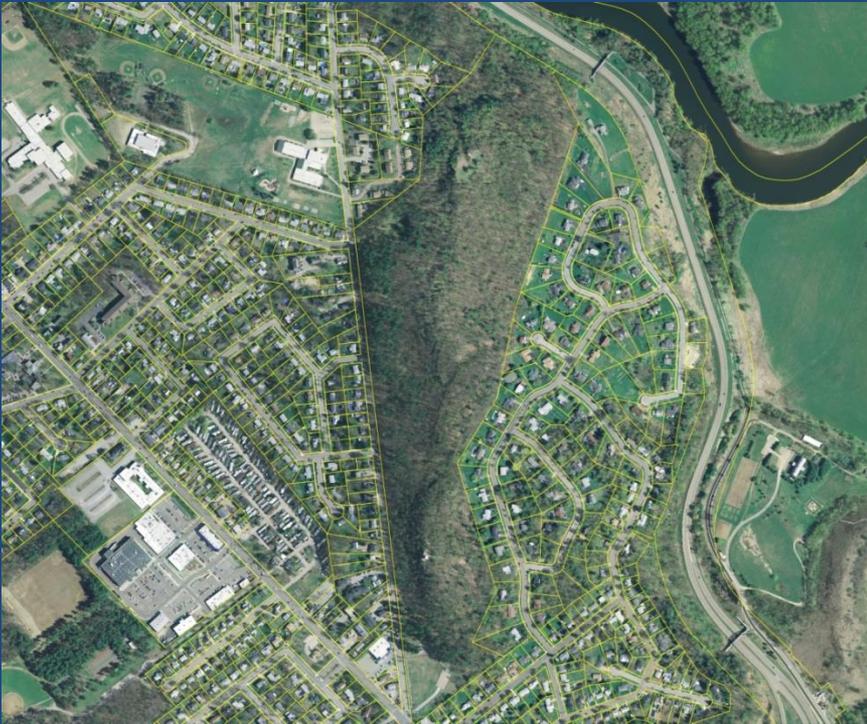
# Wildlife Corridors

- 2000 City Habitat & Corridor Report
- 2005 WVPD Wildlife Inventory
- 2007 WVPD Habitat & Corridor Report
- 2010 Wildlife mapping
- 2013 Barriers to connectivity & mitigation recommendations



Okay, so now what?

# Public Lands Management



- Parks master plan update
- Management plans
- Conservation Legacy Fund
  - Stewardship
  - Acquisition
  - Management planning?
  - Conservation Projects?

# Education

- School Based and Community Initiatives
  - Partnership for Change
  - Audubon Center
  - Rock Point School
- Partnerships
  - UVM
  - Nature Conservancy



# Conservation & Stewardship

- Prioritize acquisition or easements of rare natural communities & wildlife corridors
- Target underserved areas for new community gardens and pursue conservation of large scale ag lands
- Enhance green infrastructure with targeted acquisitions or easements of micro-scale green spaces

# Planning & Development Review

- Include rare or threatened natural communities in significant natural areas overlay.
- Implement policy recommendations of Urban Agriculture Task Force Report
- Decentralize stormwater management system with emphasis on functional green spaces throughout the city's urban fabric
- Prioritize acquisition or easements in areas with little or no conserved lands access

# The Bottom Line

- Better understanding of our open spaces, their functions, values, and distribution
- Opportunity for enhanced connectivity
- Targeted acquisitions
- Improved decision making

## Department of Planning and Zoning

149 Church Street  
Burlington, VT 05401  
Telephone: (802) 865-7188  
(802) 865-7195 (FAX)  
(802) 865-7142 (TTY)  
www.ci.burlington.vt.us/planning

*David E. White, AICP, Director*  
*Ken Lerner, Assistant Director*  
*Sandrine Thibault, AICP, Comprehensive Planner*  
*Jay Appleton, Project Planner/GIS*  
*Scott Gustin, AICP, Senior Planner*  
*Mary O'Neil, Associate Planner*  
*Nic Anderson, Planning & Zoning Clerk*  
*Elsie Tillotson, Administrative Assistant*



### MEMORANDUM

TO: Joan Shannon, City Council President  
Burlington City Councilors  
Mayor Miro Weinberger

FROM: Sandrine Thibault, AICP, Comprehensive Planner  
Scott Gustin, AICP, Senior Planner  
Jennifer Green, Sustainability Coordinator

DATE: Wednesday, February 12, 2014

RE: Proposed Municipal Development Plan Amendment: **MDP-14-01 Burlington Climate Action Plan; Open Space Protection Plan; Amendment and re-adoption of the Burlington Municipal Development Plan**

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Two public hearings have been scheduled on **Monday, January 27, 2014** and **Tuesday, February 18, 2014** to hear public comment on the **Climate Action Plan; Open Space Protection Plan, their adoption and incorporation into the Burlington Municipal Development Plan (MDP) by amendment of the Introduction, Land Use Plan, Natural Environment, Energy and Relationship to Other Plans chapters of the MDP and the re-adoption of the MDP.**

#### [Climate Action Plan](#)

The Climate Action Plan is a detailed and strategic framework for measuring, planning, and reducing Green House Gas (GHG) emissions and related climatic impacts. It is a customized roadmap for making informed decisions and understanding where and how to achieve the largest and most cost-effective emissions reductions that are in alignment with other municipal goals. The plan includes an inventory of existing emissions, reduction goals or targets, and analyzed and prioritized reduction actions.

As you will recall, the Council reviewed and held two public hearings on the Climate Action Plan last spring, but did not take action until the proposed amendment expired. Therefore, the adoption process needed to begin again with the planning commission and this is now coming back to the Council for adoption. There has been **one minor change** to the document since last spring. A "box" was added at the bottom of page 9 of the document to speak to the McNeil Station emissions.

The *Burlington Climate Action Plan* is the result of a collaborative inter-departmental effort over more than 4-years involving the Legacy Project, Planning & Zoning, Burlington Electric Department and others. The planning process has included the following steps:

- Greenhouse gas (GHG) emissions inventories preparation (2007 & 2011), as well as analysis tool development
- Reduction targets establishment
- GHG mitigation strategies development
- GHG mitigation strategies analysis
- GHG mitigation strategies prioritization
- Plan and website development and preparation

This Plan has received public input beginning with the formation of eight workgroups that generated 200+ mitigation strategies in the fall of 2008. These strategies were presented and refined at the Legacy Town Meeting on December 9, 2008.

*The Transportation, Energy and Utilities Committee (TEUC) recommended adoption of the 2013 Climate Action Plan and associated Energy Chapter update of the MDP back in the spring of 2013.*

## **Open Space Protection Plan**

The update of the Open Space Protection Plan, rather than a wholesale replacement of the 2000 plan, adapts the original vision and goals to reflect progress made on past goals and changes in the public perception of needs for open space. It also provides greater analysis and policy guidance for natural areas, urban agriculture, and green infrastructure - items contemplated, but not fully articulated, in the original plan. The fundamental components of open space planning established in the 2000 plan – Conservation Education, Land Conservation, and Planning and Development Review - are retained. This update is an addendum to the 2000 Open Space Protection Plan and both are incorporated by reference into the MDP.

The Burlington Conservation Board initiated the update of the City's Open Space Protection Plan in the summer of 2012. The city's original Open Space Protection Plan had been adopted in 2000 and had not been amended since. The original Open Space Protection Plan assembled a city-wide inventory of open spaces on public, private, and institutional lands. It also established the Conservation Legacy Program to oversee the city's Urban Wilds and the newly formed Conservation Legacy Fund for open space acquisition and protection. The original Plan was the basis for the city's Significant Natural Area zoning overlay intended to limit developmental impacts to ecologically significant lands in the city.

The 2013 update of the Open Space Protection Plan has updated the open space inventory, reflecting changes in land use and development, but also depicting open spaces at a much finer scale than in the original inventory. Within the framework of that updated inventory the Plan addresses the following key points:

- Identifies significant natural communities and includes assessment of underrepresented natural communities
- Identifies prime agricultural soils (state and federally significant)
- Identifies green infrastructure opportunities within the city's downtown core
- Maps formal and informal recreational trails
- Includes proximity analyses of residents within ¼ mile of community garden, public parkland, and the waterfront

The new data in the updated Plan will enable improved decision making relative to new development and acquisition of additional open spaces. New community garden opportunities can be identified and implemented in underserved areas of the city. Improvements can be made in the connectivity of the city's trail network. Significant natural communities may be preserved, and green infrastructure may be expanded within the city's downtown core.

The updated Open Space Protection Plan has been built on extensive public outreach and input. Two rounds of public outreach formed the basis of the update. Presentations were made to each NPA in the winter of 2012 to convey initial ideas and to solicit guidance from citizens as to what the update should accomplish. City boards and commissions, including the Conservation Board, Parks & Recreation Commission, and the Planning Commission were also consulted. A meeting of county-wide array of environmental groups was also held to garner input and guidance. The second round of public outreach took place in the spring and summer of 2013 and involved presenting refined open space goals and objectives for the Plan update to all NPA's. As with the first round of public outreach, city boards and commissions were also consulted during the second round of outreach.

A dedicated webpage was established and involved the use of an online public input tool such as that used for PlanBTV. People were able to see a map of the city with the open space inventory and post comments on the map for

others to review and comment on. This input tool proved very popular and useful in identifying priorities for the Plan update.

The updated draft of the Open Space Protection Plan was completed in the late summer of 2013. The Planning Commission reviewed the draft twice and ultimately held a public hearing on November 12, 2013 wherein the plan was approved and forwarded to the City Council for public hearing and adoption.

## **Municipal Development Plan**

All City plans and programs which effect transportation and development, including the Comprehensive Development Ordinance (zoning and subdivision regulations), Impact Fees and Capital Improvement Plan, must be in conformance with the policies and directives found in the MDP.

**The following sections of the MDP have been updated and all are being readopted:**

**[\\*Introduction & Burlington Demographic Profile](#)**

**[\\*I. Land Use Plan](#)**

**[\\*II. Natural Environment](#)**

**[\\*VIII. Energy Plan](#)**

**[\\*Relationship to Other Plans](#)**

The **Introduction** and **Relationship to Other Plans** chapters of the MDP have been updated at the request of the Chittenden County Regional Planning Commission (CCRPC) to ensure that factual data and information was correct.

The **Land Use**, **Natural Environment** and **Energy** chapters have been updated to remove any redundancy between the MDP chapters and the Climate Action or Open Space Protection Plan.

The Planning Commission held a public hearing on November 12, 2013, on the proposed amendments to the Climate Action Plan, Open Space Protection Plan and the Municipal Development Plan, wherein the plans and other amendments were approved and forwarded to the City Council for public hearing and adoption.

Staff from CEDO and Planning & Zoning Department will be available at Monday's meeting to answer any questions you may have.

Thank you in advance for your consideration.

## II. NATURAL ENVIRONMENT

### **Vision Statement**

*This Plan envisions Burlington as a city where...*

*...Burlington's natural environment is recognized as a fundamental asset whose protection is essential to our continued health, high quality of life, and future development. Significant public and private investment have improved the quality of our water, air, and soils, and natural filtration systems and processes are used on par with more engineered solutions. Burlington has committed itself to reducing greenhouse gas emissions and improving the quality of our waters. A combination of purchases of land and easements, responsible stewardship, and creative site planning has permanently protected significant natural areas, community forests, wildlife corridors, and important natural systems for the benefit and enjoyment of current and future generations. Natural areas, parklands, and greenbelts join development with conservation throughout the urban fabric of the city.*

### **CITY POLICIES**

THE CITY OF BURLINGTON WILL...

- **Work toward a sustainable relationship with the natural environment.**
- **Protect its natural resources from degradation, including: air, water, soils, plant and animal life, agricultural lands, forests, geologic features, and scenic areas.**
- **Maintain or increase the existing ratio of publicly owned or permanently protected natural areas to developed land.**
- **Protect and preserve natural areas and open spaces of local, regional, and statewide significance for the benefit of future generations.**
- **Protect, maintain, and enhance the City's urban forest, including both large patches of woods and wooded corridors/treebelts that provide places of refuge and travel corridors for wildlife and people.**
- **Protect the shorelines and waters of Lake Champlain, the Winooski River, and other water sources from damage and degradation.**
- **Maintain and improve the integrity of natural and recreational systems within the City.**
- **Preserve scenic viewpoints and viewsheds, and insure public access to natural areas where appropriate.**
- **Increase the number and quality of small urban open spaces, especially in underserved neighborhoods of the city.**

- **Guide a higher proportion of future development into the city center and neighborhood activity centers.**
- **Ensure long-term stewardship and appropriate public access to natural areas and open space, including improved opportunities for pedestrian access and interaction throughout the City.**



Green Frog



North Beach Wetland



Lake Champlain Shore



Winooski River Kayakers

## INTRODUCTION

Sustainable development in the City of Burlington begins with a respect and understanding of the natural systems that provide us with the resources necessary to function and grow, and that support our outstanding natural **environs**surroundings. These include basic functions such as clean air and water, but also include stable and fertile soils and irreplaceable natural communities. These resources and natural systems not only provide drinking water, breathable air, habitats, and agricultural opportunities, but also serve as the cornerstone to enhancing our overall quality of life. They offer numerous recreational opportunities and enhance our competitive advantage for future growth and prosperity.

This section outlines Burlington's policies and priorities for protecting and sustaining its most important environmental and natural features.

### An Ecosystem Perspective

Burlington is part of the largest metropolitan area in the Lake Champlain Basin. Located on a peninsula between the Winooski River and Lake Champlain, our urban community is intricately linked with the many facets of the larger basin ecosystem, and beyond. Although much of the land within the city has been altered to provide homes, employment, and recreational opportunities, our relationship and responsibilities to the natural environment are of no less significance. Our physical, emotional, and cultural well-being are inseparably linked to the health of natural systems. Burlington residents have strongly voiced their concern for the city's natural environment and their desire to protect it.

Burlington's physical setting contributes much to our uniqueness. Among the obvious features is the city's relationship to water. Of the 32 miles that make up our political boundary, 25 miles are defined by the Winooski River and Lake Champlain. No point in the city lies more than 1 3/4 miles from either of these two water bodies. When we consider the streams that flow through the city, it's clear that our daily activities have the potential for adversely impacting our own drinking water, healthy aquatic life, and high quality recreational experiences.

Lake Champlain and the Winooski River are two of the region's most valued resources. They provide extensive aquatic habitat, scenic beauty, recreation opportunities, even food, and drinking water. Lake Champlain provides our drinking water as well as that of dozens of other communities within the region. The lake and river are simply elements of a much larger and very complex ecosystem - including the *Lake Champlain Basin*, spanning 8,234 square miles; the 10 million acre *Champlain Adirondack Biosphere Reserve*<sup>1</sup> designated by the United Nations in 1989; and, the 26 million acre *Northern Forest* stretching from eastern Maine to the Tug Hill region of central New



<sup>1</sup> An honorary designation bestowed by the United Nations to encourage social and economic vitality, and preserve and improve environmental health.

York. For these and other reasons, many of our local activities must be considered within a larger regional context.

Stormwater runoff is the most significant source of nonpoint source water pollution in the United States and within the Champlain Basin. Recognizing the importance of improving the water quality of stormwater runoff, Burlington established a Stormwater Program in 2009. The Program is administered by the Department of Public works but entails cross-departmental coordination for development review, parks & public lands maintenance, and transportation infrastructure. The Stormwater Program is also involved in the oversight of the operations and maintenance of the city's combined and separate storm sewer systems.

Burlington's combined sewer system handles wastewater and stormwater, primarily in the Downtown and South End, but also in parts of the New North End. Stormwater runoff entering the combined system is treated and discharges its treated wastewater and stormwater runoff into the lake and river. Large storms, however, can overwhelm the combined sewer system and cause overflows with little treatment into the receiving waters. Emphasis has been placed on capturing stormwater onsite where it falls and either infiltrating it into the ground or slowly releasing it into the combined system. Doing so lessens peak flows and reduces the chances of overflows. Presently, Burlington is separating a portion of its storm and wastewater to limit the amount of raw sewage discharged during heavy storm events. Upgraded treatment facilities will monitor phosphorus levels and improve water quality.

The City's separate storm system serves much of the New North End and small sections of other city neighborhoods. Much of the city's Stormwater flowing through this separate system stormwater runoff, however, continues to flow's untreated into the lake and the river. As more and more of the city's land area is made impervious to water, the volume of runoff will increase, carrying motor vehicle oil, road salt, household chemicals, and other toxins directly into the lake and river. To prevent address this, emphasis has been placed on improving onsite water quality by way of infiltration into the ground or by providing filtration of runoff prior to offsite discharge into the separate system. the City must treat all stormwater runoff, as well as The City has also limited the use of hazardous substances on lawns and green areas.

The long-term effects of increased boating and recreational uses on and along the lake remain unclear. The lake cannot indefinitely neutralize all the toxins, chemicals, and wastes discharged into it. Development up and down the lake will further degrade the quality of the water. Burlington ~~must work~~ is an active partner with other municipalities in the Lake Champlain Basin working to improve water quality and manage the recreational carrying capacity of this important body of water.

Besides protecting its lake, river and streams, the City must consider its ground water—water that seeps into the earth through porous soils and cracks in the bedrock. Because Burlington gets its drinking water from the lake and not from wells, the City has given little consideration to groundwater. Yet both ground and lake water are part of the same water cycle, making it vital that Burlington protect the quality of both water resources. Hazardous waste sites, leaky underground storage tanks, and other disposal facilities can contaminate groundwater that eventually mingles with lake and river water.

### **An Economic Asset**

The economic, cultural, public safety, and health benefits of balancing community development with environmental protection are increasingly being quantified in economic, as well as social

measures that show them to bring significant and diverse values to society. Open space protection is an important component behind successful community development projects, and a major contributor to the character of place that forms the foundation of our economy. Community investment and planning will determine where and how development occurs, how cost effective it is, and whether the most important natural systems are preserved and sustained.

There is a long-held belief that undeveloped land is not economically productive, and that it only really carries its weight in the local tax base after it is developed. Communities are quickly learning the opposite. More and more studies are showing that conserving open land and choosing carefully where development goes is not contrary to economic health, but essential to it. Corporate CEO's say quality of life for employees is the third-most important factor in locating a business, behind access to domestic markets and availability of skilled labor. Owners of small companies ranked recreation/parks/open space as the highest priority in choosing a new location.

The choice we face is not one of environment and aesthetics versus economics, after all. Instead, the fact is that land conservation is a sound investment. Studies comparing the fiscal impacts of development to those of open space protection have found that open space preservation has a more positive impact on a community's economy than most conventional forms of suburban-style



Burlington Bike Path

development, even when property is preserved through public dollars. Weighing the true costs and benefits of development and open space protection is the key to making the right investment choices, for in the final analysis, the cost of protecting a community's important natural systems and open spaces may seem high, but the cost of not protecting them may be much, much higher.

### Urban Ecosystems

The elements of the natural world do not recognize political boundaries, nor can they be compartmentalized, fenced off, and isolated from our day-to-day activities. Rainwater flows off rooftops, over lawns, and down streets along a path towards the lake. The air we breathe flows freely through the mountains, forests, and meadows, across highways, homes, and industry. Much of what we do, no matter where we may happen to be, has the potential for impacting the natural environment.

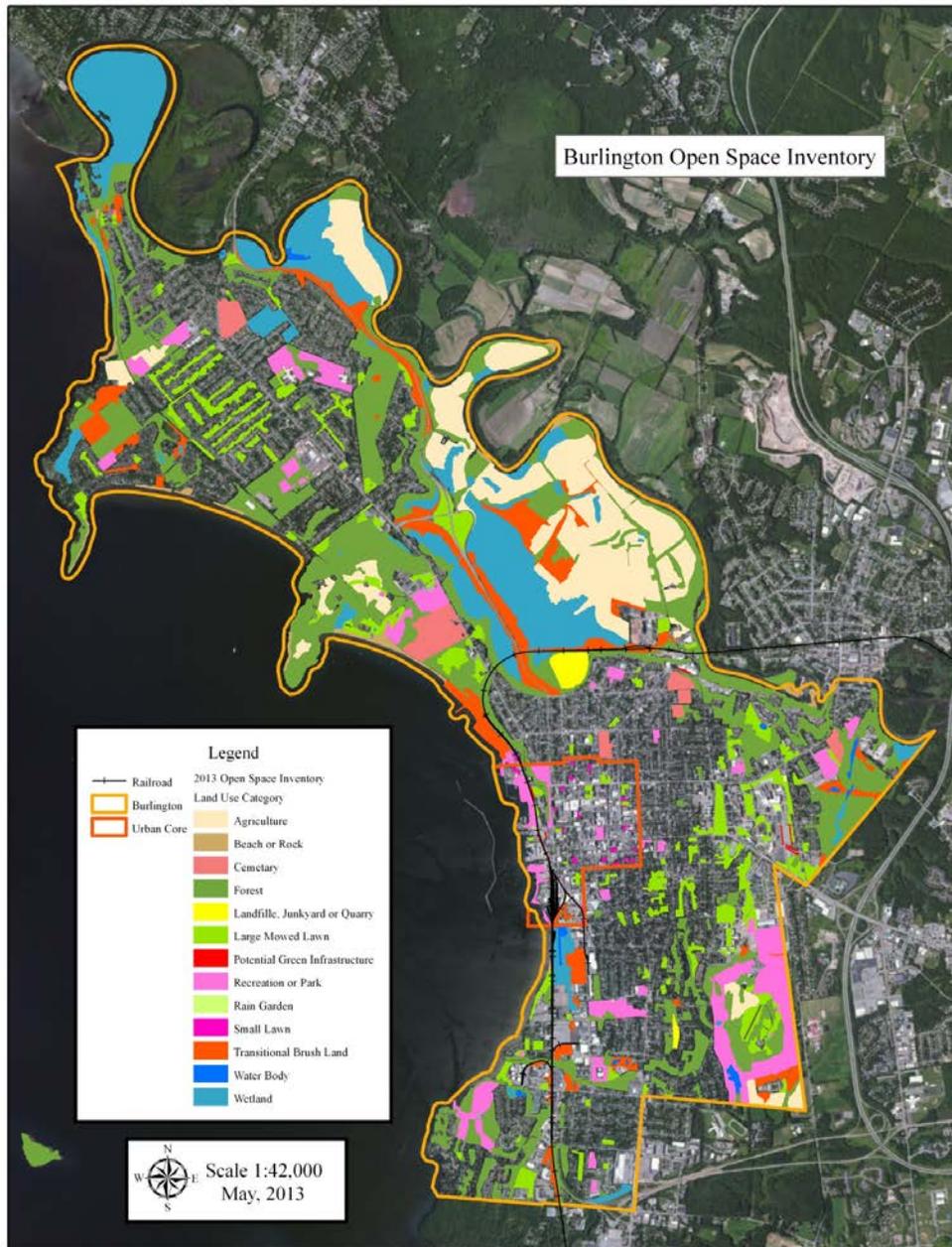
Traditionally, planning for the environment and natural resources has focused on specific issues affecting public health (water quality, toxic reduction, air pollution, etc.) and the protection of individual sites or species. What these approaches often fail to consider is the fact that everything is interconnected. There is little value in protecting the site of an endangered plant population if the water flowing through the habitat is polluted. Typically, too much attention is focused on an individual plant or animal population, and not enough on the conditions that enable their existence or survival - their habitat.

Burlington recognizes its environment and natural landscape as part of an "urban ecosystem." This ecosystem includes not only natural resources, habitats and systems, but also human

adaptations and enhancements such as street trees, culverted streams, and stormwater runoff. In order for growth and prosperity to be sustainable over time, future development must minimize its impact on the environment through proper location and site design, energy efficiency, waste reduction, and renewable and durable construction materials. Rivers and streams that serve a wetland, areas of forest cover that connect sustainable forest communities, and travel corridors that link important wildlife habitats all must be considered ~~for example~~.

### **Open Space Protection Plan**

In 2000, the city adopted its Open Space Protection Plan. That Plan created an inventory of open spaces within the city and identified several distinct open space categories – wetlands, riparian and littoral zones, and significant natural areas. The Plan also served as the foundation for the Conservation Legacy Program and associated Conservation Legacy Fund. The Conservation Legacy Program and associated fund enabled the city to play an active role in the acquisition and protection of significant open spaces within our urban ecosystem. The Open Space Protection Plan and its 2013 update identify and categorize open spaces within the city and establish priorities for acquisition and protection of these spaces and also identify opportunities for implementation of open space land uses such as urban agriculture and green infrastructure. Protection, acquisition, access, and facilitation of appropriate land uses are fundamental priorities of the Open Space Protection Plan.



### PROTECTING SHORELINES AND WETLANDS

Lands along the Winooski River and Lake Champlain are particularly fragile, and serve as important greenbelts surrounding the city. Vegetation along the shoreline of lakes and ponds, rivers and streams, and wetlands should be protected in order to stabilize the shoreline, filter surface runoff, and provide habitat for wildlife. [In](#)



Lake Champlain Shoreline

~~order to effectively provide these valuable ecosystem services, t~~The Vermont Fish and Wildlife Department ~~suggests limiting the following activities near waters: housing and commercial development, road construction, cultivation, dumping, filling, mowing, and herbicide application. Fish and Wildlife~~ recommends setting aside buffers of naturally growing grasses, shrubs, and trees to protect the health of a stream, wetland, river, or lake. These buffers must be large enough ~~(50-100 feet) to capture surface runoff, and must be permanently conserved.~~allow provision of their ecosystem services. ~~City regulations protect these fragile areas with established buffer zones and require Conservation Board review of development proposals that may impact them.~~

Shorelines must not be used exclusively for private benefit. Appropriate public access should be encouraged in places that will not harm the ecology of these fragile areas. ~~The City will work to establish public access through easements or acquisition in places that will not harm the natural environment along shorelines.~~All development adjacent to a shoreline should be subject to Design Review, as well as review by the Conservation Board. ~~The Waterfront Board, a former advisory body to the City Council, prepared two plans addressing growth, protection and renewal along the Winooski River. The aim of both of these plans is the clean-up and protection of the river corridor, and improved public access with the overall theme "to create an integrated environment supporting both urban and rural patterns in appropriate locations."~~

Wetlands are particularly important for protection ~~regardless of their size~~. As development adds impervious surface, their role in capturing and treating urban runoff becomes more and more critical. City regulations ~~must take a closer look at how these important resources are protected and undertake efforts to ensure their essential functions are maintained~~protect the functions and values of wetlands and their associated buffer zones and require Conservation Board review of development proposals that may impact them.

~~Burlington requires a shoreline setback of 50 feet outside the urban core. However, the zoning should be amended to require vegetative buffers or other erosion control techniques along our wetland, river, and lake shorelines in areas outside the downtown waterfront. These buffers must at a minimum reflect the required buffers imposed by state and federal agencies. The City must at the same time, work to establish public access through easements in places that will not harm the natural environment along shorelines.~~

### **SIGNIFICANT NATURAL AREAS**

~~Natural areas are discrete areas of particular sensitivity that are recognized for their highly significant natural functions and values. These areas must be protected from the impact of development. Burlington contains 17 natural areas (including 6 urban wilds) as recognized by the Vermont Natural Heritage Program. These areas provide habitat for rare, threatened, or endangered species. Recent map work associated with the 2013 Open Space Protection Plan update establishes the basis for future onsite analysis to identify additional natural areas within the city that may warrant protection. This map identifies up to 22 distinct natural communities that may have been historically present in the city and may continue to exist today. City regulations recognize the importance of these natural areas with established buffer zones and require Conservation Board review of development proposals that may impact them. Where appropriate, the city should work towards improving public access to these natural areas.~~

## STEEP SLOPES

There are many areas throughout the city with steep slopes. Construction, cutting and filling, and loss of vegetation on these sites can erode the slope's stability, degrade water quality, and diminish the city's natural landscape. ~~After identifying affected areas, Burlington should consider implementing an ordinance that has adopted regulations~~ limiting development on these slopes to preserve scenic quality, and prevent unnecessary damage to shorelines or bodies of water from streambank erosion.

~~Areas along the north side of Riverside Avenue slope steeply down to the Winooski River. This area is increasingly prone to slope instability and some areas have recently failed forcing the City to condemn some existing buildings. It also offers scenic views along the river as well as the potential for passive recreation. The City should consider rezoning this area as open space, or seek public acquisition to protect the Winooski River corridor thus adding to a scenic natural greenbelt around Burlington. Several other areas of steep slope exist, including along North Avenue, surrounding the Intervale and along the lakeshore, and should be further defined.~~

## THE INTERVALE

The Intervale is a **700350-acre floodplain area** along the Winooski River just one mile from downtown Burlington, ~~of which about half is in the floodplain.~~ This unique ~~floodplain land,~~ formed by the meanderings and seasonal flooding of the Winooski River, is presently used for farming and community gardens, conservation and education, ~~and power generation, and limited industrial activity.~~ The Intervale contains Burlington's largest natural areas, best agricultural soil, and largest extent of undeveloped land. Mostly protected by ~~Recreation, Conservation, Open Space (RCO)~~ zoning, the Intervale continues to merit special attention.



Intervale Community Farm

~~Some of the richest agricultural soil in the area lies within the Intervale. As a result, this area~~ The Intervale has an agricultural tradition that stretches back to its first human settlers. These first farmers were Native Americans who grew beans, corn and squash in the area for hundreds of years. American settlers, including Ethan Allen, later farmed the floodplain throughout the 18th and 19th centuries. The farms in the Intervale, however, declined in the last century, and it became a dumping ground in the 1960's and '70's. Dumps, highway construction and wetland drainage threatened the integrity of the Intervale and obscured its agricultural value.

Nevertheless, farming never completely ceased in the Intervale. The area represents the last prime farmland in the city boundaries. Even as the last dairy farms were waning, Burlington residents lobbied to open the area to residents who wanted to grow their own food. To fulfill this demand, Tommy Thompson of "Gardens for All" set up the first community gardens in 1970.

In 1986, the Intervale entered its current era when Will Raap, president of Gardener's Supply Company, decided to locate the headquarters of his national mail order company on the ~~far~~ edge of the floodplain. Mr. Raap's vision of a sustainable farming experiment was solidified in

1988 when he formed the Intervale Foundation, a nonprofit organization committed to growing food using sustainable agriculture methods. The Foundation took over the task of acquiring additional acreage in the floodplain, administering an incubator program, managing the Green City Farm, and operating the compost project.

Today, the land is being revitalized, and is home to ~~several~~ small incubator farms, community supported agriculture, and a community co-op farm, ~~and a large-scale composting project~~. In addition to serving as the agricultural heart of Burlington, the Intervale is premier wildlife habitat with frequent sightings of deer, fox and mink. The Intervale also functions as an important recreational area for hikers, bikers, boaters, and others.

In ~~1995~~2012, the Intervale Foundation developed a management plan for ~~approximately 870 acres of Winooski River~~ its land area located in the floodplain to define and protect the areas natural character and agricultural potential. The objectives of the Plan include enhancing agricultural productivity, protection of wildlife habitat, and management of the resource in the context of the ecological processes that shape it. The City supports these efforts, and will continue to work to protect this important part of the city for the purposes of conservation and open space, wildlife and scenic corridors, agricultural use and passive public recreation.

### **URBAN AGRICULTURE**

Beyond the relatively large scale farmlands of the Intervale, urban agriculture includes smaller enterprises such as market gardens, community garden, and even backyard gardens. Growing interest in the pursuit of these smaller scale urban agricultural activities is reflected in the 2012 Urban Agriculture Task Force report. Map work associated with the 2013 Open Space Protection Plan update depicts prime agricultural soils within the city network of open spaces and provides an analysis neighborhoods currently underserved by community gardens. The city is presently developing regulations to facilitate greater urban agricultural opportunities. The prime agricultural soils information and proximity analysis may be utilized to identify appropriate locations for new or expanded community gardens or other urban agricultural activities.

### **GREEN INFRASTRUCTURE**

Green infrastructure includes urban green spaces that may be utilized as pocket parks to provide refuge from the urban hardscape. It also includes spaces that may be used as areas for integrated stormwater management in the form of rain gardens, infiltration parks, and the like. Capturing stormwater runoff in these urban green spaces is essential to improving water quality and lessening impacts to "gray" infrastructure such as separate and combined sewer systems. Presently, city regulations do little to encourage green infrastructure. Given the clear benefits to water quality and the lessened impacts to "gray" infrastructure, the city should establish incentives for green infrastructure. Mapping information contained within the 2013 Open Space Protection Plan update identifies green areas, particularly within the urban core, that may be appropriate for utilization as green infrastructure.

### **TRAILS**

Trails provide access to open space lands for recreational purposes, transportation alternatives for walkers and bicyclists, and corridors for wildlife movement throughout the city. Analysis in the 2013 Open Space Protection Plan update reveals that Burlington has more than 40 miles of trails; however, much of the trail network exists in disconnected clusters. The city should pursue greater connectivity within its trail network to improve its overall functionality. Information within the Open Space update may be used to identify priority areas for connection and expansion.

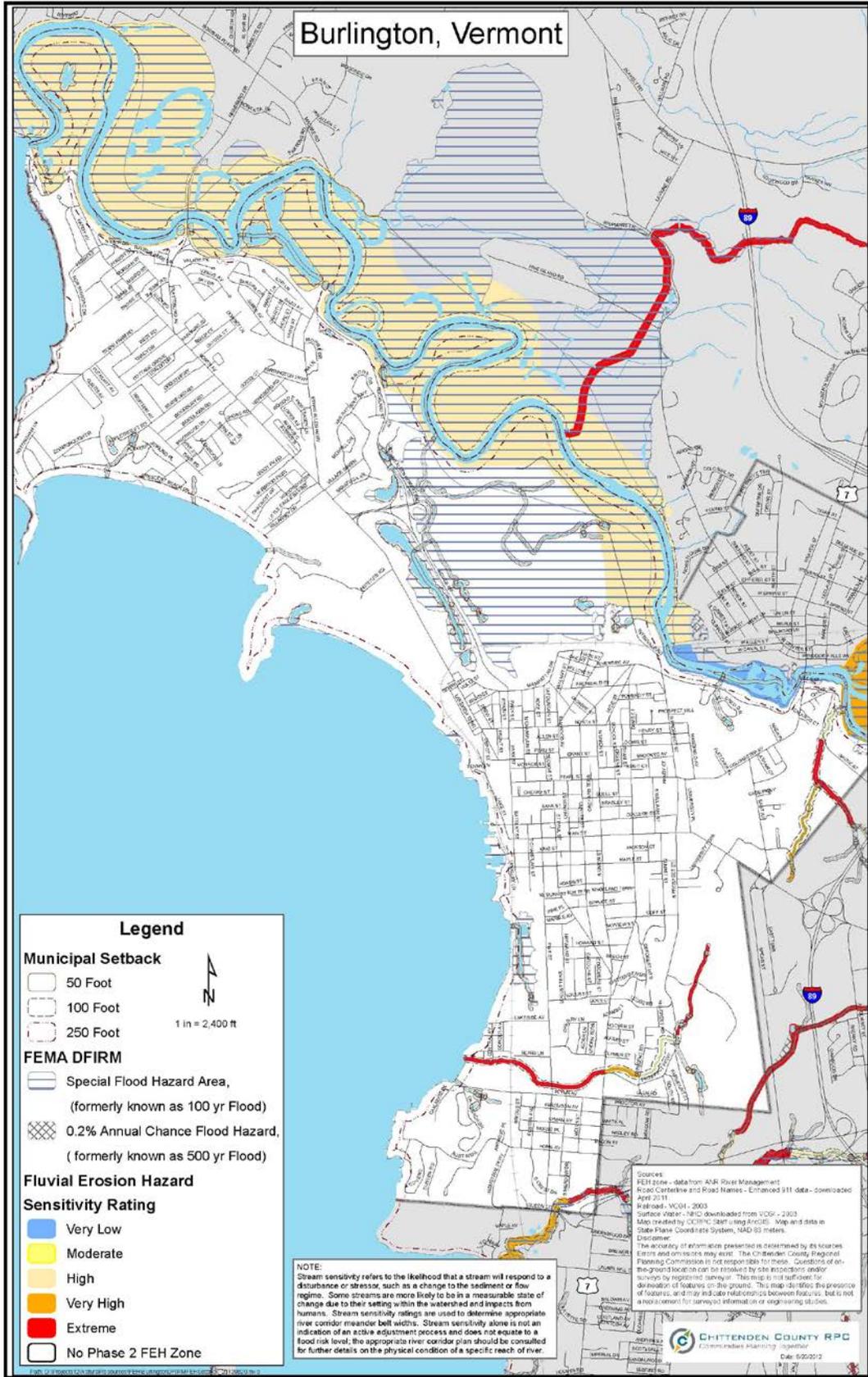
## **FLOODPLAINS AND FLUVIAL EROSION HAZARD AREAS**

Vermont statutes governing the use of areas likely to be flooded have been developed to protect people as well as natural resources. Burlington has also been a member of the National Flood Insurance Program (NFIP) since the 1980s and has therefore regulated development in the flood hazard areas since then. Two types of areas have been defined, flood hazard areas and floodways.

Flood hazard areas (Title 10 V.S.A., Chapter 32) are areas that have a 1 in 100 chance of being inundated by flood in any given year. They have been designated by both federal and state governments and are often updated. If the flood hazard area is improperly used and unprotected, a flood can create a serious threat to the public, private investments can be destroyed, and significant natural resources can be damaged. In Burlington, most of the flood hazard areas are located along the Winooski River Valley, which the Intervale is part of. There are very few structures in the Burlington floodplain, except for the mouth of the Winooski River.

A floodway (Title 10 V.S.A., Chapter 32) is the channel of a river or other watercourse and the adjacent land area that must be reserved to discharge the 100-year floods without cumulatively increasing the water surface elevation more than one foot. The floodway is the most hazardous section of a flood hazard area. Developments in a floodway are likely to increase the flood height and velocity and probably would be damaged in the event of a flood.

Floodplains in Burlington are depicted on the map on page 11.



While some flood losses are caused by inundation (i.e. waters rise, fill, and damage low-lying structures), most flood losses in Vermont are caused by "fluvial erosion," *Fluvial erosion* is erosion caused by rivers and streams, and can range from gradual bank erosion to catastrophic changes in river channel location and dimension during flood events.

A mapped FEH area includes the stream and the land adjacent to the stream. In Burlington, FEH have been mapped for the Winooski River, Engelsby Brook and Centennial Brook, as seen on the map on page 12. This map identifies the area where stream processes can occur to enable the river to re-establish and maintain stable conditions over time. The area boundaries also attempt to capture the lands most vulnerable to fluvial erosion in the near term as well as the area needed by a river to maintain equilibrium. Mapping of those FEH areas also provides a valuable insight into the location and nature of fluvial erosion hazards, and can be used to support many effective mitigation options. These include:

- using the map to design new investments in the Capital Budget (larger culverts, etc.) to reduce impacts of fluvial erosion on municipal infrastructure; and
- creating a Fluvial Erosion Hazard (FEH) Overlay District similar in scope and detail to Flood Zones wherein new development would be restricted similarly.

### Natural Areas and Open Space

Natural areas are discrete areas of particular sensitivity that are recognized for their highly significant natural functions and values. These areas must be protected from the impact of development. In addition to the obvious elements of water and air, Burlington has approximately 600 remaining acres of wetlands — including the Northshore Wetland on the shore of Lake Champlain that has recently been designated "Class I"<sup>2</sup> by the VT Water Resources Board. The Vermont Natural Heritage Program has identified 17 sites throughout the city that provide habitat for rare, threatened, or endangered species. There are 676 acres of soils with high agricultural potential, primarily in the Burlington Intervale. The urban forest includes the trees that grow in our backyards, along our streets, and in natural areas that support rich forest communities. Approximately 1,485 acres of forested lands (not including the trees in our backyards and greenbelts) remain in the city.

The Burlington Conservation Board, an advisory board to the Burlington Planning Commission, has established criteria to identify **Natural Areas of Local Significance**. These criteria are:

- wetlands as defined by the Federal Wetland Delineation Manual
- significant natural areas identified by the Vermont Natural Heritage Program
- undeveloped lands over one acre in size, with good or high potential agricultural soils
- sustainable forest community
- land containing critical habitat for migratory waterfowl, fish, and other wildlife
- shorelines of surface waters, to include the Winooski River, Lake Champlain, wetlands, tributaries, and natural drainage ways
- geological features of regional and state significance

<sup>2</sup>In accordance with the *VT Wetland Rules*, all Vermont wetlands are designated as Class I, II, or III. Class I Wetlands represent the most significant wetlands in the state, are designated after evaluation by the VT Water Resources Board, and receive the highest level of protection.

- migration corridors that link natural communities
- outstanding natural features unique to Burlington
- any established natural site that provides valuable resources for education or has exceptional natural beauty

The City has completed a plan that begins a process of identifying these resources within the city, established a city program that will work towards the long-term stewardship of city-owned natural areas, and created a dedicated land conservation fund to help acquire other important open and natural areas throughout the city. The *Burlington Open Space Protection Plan* presents a far-reaching strategy that will enable the City to pursue and implement its long-held goals for open space protection. This Plan was adopted by the City Council in October 2000, and is hereby incorporated into this plan by reference.

The *Burlington Open Space Protection Plan* introduces and describes a comprehensive land conservation program for the City of Burlington that is to be implemented through three complimentary approaches:

- 1) **Conservation Education** to improve the public's familiarity and appreciation of Burlington's natural areas, to communicate the importance of open space protection, and to encourage public participation in the protection process;
- 2) **Proactive Conservation** that identifies sites of the highest priority for protection, and offers the mechanisms and resources to set these lands aside as a legacy to future generations. The cornerstones to this approach include the creation of a *Burlington Conservation Fund* by the City, and the establishment of a *Conservation Legacy Program* which will guide the acquisition of conservation land; and,
- 3) Future **Planning and Improved Development Review** to continue the planning process for open space protection in the city, and act as a safety net for specific resources and features from the adverse impacts that may be associated with nearby development.

The plan provides an over-arching vision for the future of Burlington's landscape where natural areas, parklands, and greenbelts are physically integrated into the urban fabric to complement development with conservation—where natural and recreational systems play an essential role in enhancing environmental quality, economic prosperity, and quality of life. Burlington's "vision" embraces two forms of open space that encompass the character of an urban place within a distinctively natural landscape—*Significant Natural Areas* and *Urban Greenspaces*.

- **Significant Natural Areas** include a unique collection of features and resources that hold regional significance as natural systems and open land, serve to define the character of Burlington, and are at the foundation of the natural systems that support the city.
- **Urban Greenspaces** are especially important to Burlington for softening densely developed neighborhoods, creating an aesthetic within the city, and providing small areas of refuge from the urban hardscape. The Open Space Plan offers a framework for establishing the significance of "Urban Open Spaces" within the city, however further evaluation and study in this area is necessary.

**Significant Natural Areas:**

- ▲ Lake Champlain Shoreline
- ▲ Winooski River /Intervale
- ▲ Englesby Brook/Ravine
- ▲ Centennial Brook/Woods
- ▲ Natural Heritage Sites
- ▲ Surface Waters

**Urban Greenspaces:**

- ▲ Neighborhood Greenspaces
- ▲ Urban Waterfront
- ▲ Treebelts
- ▲ Recreational Linkages & Trails

Open space protection in Burlington embraces the reality that not all lands can, or even should, be protected from development. As a regional growth center, Burlington must find a balance between conservation and continued development that addresses the needs of the City's diverse population—present and future. By encouraging and accommodating more development, and at higher densities than in surrounding communities, Burlington can play a very important role in protecting open space and working lands throughout the region. It is important to make smart choices based on understanding the resources important to the community's future, and how they work together as part of a more complex system.

As Burlington continues to develop, remaining natural areas become more vulnerable to encroachment and their ecology more endangered. The City must protect these sensitive areas through full or partial acquisition, easements, rezoning, or increased development review. Protection strategies can also include tax incentives for privately owned natural areas, and securing private and public conservation grants to purchase land.

Presently the city has approximately 650 acres of natural area either publicly owned or permanently protected by easements, and nearly one-third of the city (~1,800 acres) is considered undeveloped land by the City Assessor's Office. This figure includes land that is being used for playgrounds and golf courses, but does not include large yards. The City has long held a goal to retain a four-to-one ratio<sup>3</sup> of developed land to protected natural areas in an effort to ensure that natural areas are protected as other land is developed. The program outlined in the *Open Space Protection Plan*, will play an important role in helping the City achieve this objective.

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<sup>3</sup> For each four acres of development, one acre should be set aside as a natural area or protected open space.

## Natural Environment Action Plan

Action Item	Lead Agency	Secondary Agencies
Continue to implement the remediation and Interim Stewardship Plan for the Urban Reserve.	CEDO	Planning & Zoning
Investigate design opportunities to utilize permeable surface materials in place of impermeable materials in new development and parking.	Planning & Zoning	Public Works
Continue to identify and map significant natural areas and open spaces, and prioritize areas for long term protection.	Planning & Zoning Parks & Recreation	
Implement measures to treat stormwater runoff from existing development, and require new development to treat stormwater through the use of acceptable best management practices	<del>Planning &amp; Zoning</del> Public Works	<del>Planning &amp; Zoning</del>
Continue the implementation of the <i>Open Space Protection Plan and its 2013 update</i> .	Planning & Zoning Parks & Recreation	
Identify and map hazardous waste sites and underground storage tanks	Planning & Zoning CEDO	
<del>Amend the Burlington Zoning Ordinance to ensure that proposed development located in and/or involving sensitive resources identified in the Open Space Protection Plan be subject to Major Impact Review, and the resource features/attributes that should be protected.</del>	<del>Planning &amp; Zoning</del>	
<del>Develop Design Review criteria to be applied specifically in the RCO Design Review District that address the protection of natural systems and open space.</del>	<del>Planning &amp; Zoning</del>	
<del>Amend Article 30 of the Burlington Zoning Ordinance to include a definition of Buildable Area for the purposes of calculating allowable density in particularly sensitive parts of the City.</del>	<del>Planning &amp; Zoning</del>	
Use the <a href="#">Official Map 2013 Open Space Inventory</a> to <del>delineate guide</del> potential purchases of high priority <del>significant natural areas and</del> open spaces <u>and trail connections</u> .	Planning & Zoning	Parks & Recreation
<del>Evaluate and consider the adoption of a development impact fee dedicated to natural area/open space protection.</del>	<del>Planning &amp; Zoning</del>	<del>Parks &amp; Recreation</del>

Support conservation organizations, including the Winooski Valley Park District in their conservation efforts and goals to educate the public about the value of wetlands, shorelines, and natural areas	Planning & Zoning	Parks & Recreation
Work with other local, state, and regional groups on watershed policy and planning	<a href="#">Planning &amp; Zoning</a> <a href="#">Public Works</a>	<a href="#">Public Works</a> <a href="#">Planning &amp; Zoning</a>
Collaborate with neighboring communities regarding protection of important natural features and systems.	Planning & Zoning	Parks & Recreation
Develop City policy to minimize the use of road salt on city streets as permitted by safety requirements	Public Works	
Development of source reduction programs.	Public Works	



Centennial Woods



Lake Champlain



## Relationship to Other Plans

The impacts, both positive and negative, associated with growth and development knows no boundaries. It is incumbent on every community to look beyond its borders, and evaluate the potential regional impacts associated with changing land use patterns. Individual developments must be compatible with adjacent neighborhoods, and so too must the plans of communities and regions. This portion of this Plan briefly examines its compatibility with similar plans in adjacent communities and that of the region.

### Compatibility with Adjacent Municipalities

Burlington shares boundaries with three communities: the cities of South Burlington and Winooski, and the Town of Colchester. The Winooski River separates Burlington from Colchester and Winooski. Only with South Burlington, do land uses abut directly.

#### CITY OF SOUTH BURLINGTON

The table below presents a comparison of actual zoning districts ~~proposed land uses~~ along the border shared between Burlington and South Burlington. For the most part, land uses are compatible. In two instances, one in each community, residential uses abut non-residential use. This is the result of historical growth and land use patterns, and must be addressed on a case-by-case basis through proper site planning to mitigate any possible adverse impacts.

Boundary/Location	ZONE	
	So. Burlington	Burlington
<b><u>Lake Champlain - Route 7</u></b>		
Lakeshore-Central Ave.	Recreation	Residential (RL- <del>W</del> )
Central Ave.-Railroad	<del>Residential MD</del> <u>Queen City Park</u>	<del>Industrial</del> <u>Enterprise Light-Manufacturing</u>
Railroad-Pine St.	Commercial <u>1</u> - <u>Residential 15</u>	Residential (RL)
Pine St.-Route 7	Commercial <u>1</u> - <u>Residential 15</u>	<del>Commercial/ Residential (RL)</del> <u>Recreational (RCO-RG)</u>
<b><u>Route 7</u></b>		
I-189-Home Ave.	Commercial <u>1</u> - <u>Residential 15</u>	<del>Commercial/ Residential (RL)</del> <u>Recreational (RCO-RG) and Neighborhood Activity (NAC)</u>
Home Ave.-Proctor Ave.	Commercial <u>1</u> - <u>Residential 15</u>	Residential (RM)

Boundary/Location	ZONE	
<i>continued</i>	<b>So. Burlington</b>	<b>Burlington</b>

**Route 7-Spear Street**

Route 7-S. Prospect St.	Residential <del>4MD</del>	Residential (RL <del>M</del> )
S. Prospect-Spear St.	<del>Residential/OS Institutional - Agricultural South</del>	<del>Open Space Recreation (RCO-RG)/ Institutional (IUC)</del>

**Spear Street**

I-189- <del>Quarry Hill</del> Route 2	<del>Residential/OS Institutional-Agricultural South</del> <del>Residential 4</del> <del>Institutional-Agricultural North</del>	<del>Open Space Recreation (RCO-RG)/ Institutional (IUC)</del>
<del>Quarry Hill Rd.-Route 2</del>	<del>Residential MD</del>	<del>Institutional (UC)</del>

**Route 2-Patchen Road**

Rte. 2-Cent. Woods	<del>Commercial 1 - Residential 12</del>	<del>Institutional (IUC)</del>
Cent. Woods-Grove St.	<del>Conservation/OS Institutional-Agricultural North</del>	<del>Conservation Recreation (RCO-RG)</del>
Grove Street-Winooski River _____	<del>Residential MD4</del>	<del>Residential (RL)</del>

~~MD = Medium Density ————— LD = Low Density~~  
~~OS = Open Space ————— UC = University Campus~~

SOURCE: So. Burlington Planning Department

Two areas of particular interest to the City of Burlington are the gateways into the city between Williston Rd. and I-89, and between Shelburne Rd. and I-189. Burlington will continue to monitor proposed developments in these areas for their potential impact on traffic congestion into and out of the city, and their visual relationship to the city’s gateways. For more on the treatment of Burlington’s Gateways, see the *Built Environment Section*.

**CITY OF WINOOSKI**

The Winooski River forms the boundary between Burlington, and the City of Winooski, and Town of Colchester. All three communities call for shoreline protection of these fragile areas in their respective land use policies.

Winooski and Burlington share the Winooski River Bridge (US Rt. 7) as a gateway. The Winooski Plan proposes ~~sd~~ strengthening the City’s central commercial area adjacent to this gateway, which has happened gradually in the last few years. ~~and Burlington supports-created~~ a small mixed

commercial zone at Mill Street, ~~to allow reciprocity with the Winooski downtown area, surrounded by low density residential on Grove and Chase Streets.~~ These uses are generally complementary. For more on the treatment of this gateway and the Grove Street neighborhood, see the *Land Use Section*.

## **TOWN OF COLCHESTER**

The Colchester Plan states:

"Warners Corner Planning Area serves as a gateway to the town from the City of Burlington and is appropriate for providing concentrated commercial services and high density residential occupancy. The development of this area mirrors the development patterns of the north end of Burlington."

The New North End is the most suburban section of Burlington ~~with limited access to services. While, and~~ adjacent "concentrated commercial services and high density residential" land uses ~~might are~~ not necessarily ~~be~~ compatible, ~~the presence of the Warners Corner provides a great opportunity for New North End residents to access services close to home. In fact, Yet~~ the river and Route 127 act as a buffer to minimize potential disharmony ~~in land uses~~. Colchester and Burlington must ~~continue to~~ work together to insure an adequate traffic circulation and transportation program to prevent congestion.

## **SHARED RESOURCES AND ISSUES**

Compatibility refers to more than adjacent land uses; it also includes the use of, and impacts upon shared resources, such as the lake and river, air, transportation systems, and regional facilities.

### ***Transportation***

Burlington shares two major arterial entrances with South Burlington, and one each with Winooski and Colchester. A tremendous amount of traffic flows through these communities traveling in and out of Burlington. This Plan suggests strategies to reduce the number of these trips to ease congestion in all communities and parking problems in Burlington.

Many communities are developing innovative approaches to traffic management. The South Burlington Transportation Management Association is one such strategy designed to ease congestion along US Route 7. Colchester and Winooski may also want to explore similar strategies to limit new trips. All four communities must work cooperatively to address congestion at our borders, and in support of expanded public transportation options throughout the region.

### ***Burlington International Airport***

Owned by Burlington, but located in South Burlington, Burlington International Airport (~~BIA~~) serves as an important transportation hub and economic resource for northern Vermont and northeastern New York. However, continued growth of the airport may pose additional impacts on neighborhoods in South Burlington, Winooski and to some extent Williston. Airport officials are encouraged to work closely with South Burlington and Winooski representatives to minimize disturbance. Similarly, communities surrounding the airport must ensure future development is both compatible and located safely outside federally designated operational limits.

## Water Quality

Burlington’s plan identifies measures to protect the quality of Lake Champlain and the Winooski River. Colchester’s plan mandates protection and improvement of water quality in Mallets Bay, and further suggests shoreline protection to prevent pollution and erosion. South Burlington, too, wants to maintain and protect the water quality of Lake Champlain as well as rivers and streams. Winooski calls for improved water quality in the lower Winooski River.

Urban stormwater runoff is the largest threat to water quality in this country. As Burlington, and our neighboring communities continue to grow, consideration should be given to joint efforts to monitor and address stormwater management.

## Housing

Presently Burlington provides approximately 85% of the subsidized affordable housing for low-income people in Chittenden County, with Winooski providing most of the rest. South Burlington and Colchester propose creating affordable housing in their municipalities. This is a goal compatible with Burlington’s plan and should be aggressively pursued. All communities in the region must make take measures to address their fair-share housing responsibilities.

### Compatibility with the **ECOS** Regional Plan

Largely, the **Regional-ECOS** Plan articulates a strong and visionary future for Chittenden County. The Plan emphasizes future development that fulfills the concept of “growth centers” at both the regional and local scale. In doing so, it recognizes the importance of mixed-use development, higher densities, walkable communities, sharing responsibilities for affordable housing, protecting open space, and planning for future infrastructure to name only a few.

#### The ECOS plan vision

The ECOS plan articulated vision is as follows: “Our vision is that Chittenden County be a healthy, inclusive and prosperous community”. Burlington’s community vision is presented in the chapter: Our Community Vision: A Sustainable Burlington, and reflects the wishes and aspirations of those who have participated in the process over the year.

#### ECOS and planBTV Broad Goals

The ECOS plan presents a set of goals that related very closely to the goals articulated in planBTV. The table below presents the ECOS broad goals and lists which sections of planBTV include similar goals for Burlington. No contradictions have been found in analyzing regionals and local overarching goals for the future.

<b>ECOS plan</b>	<b>planBTV Chapters &amp; Supporting Plans</b>
<b>1. Natural Systems – Design and maintain a strategically planned and managed green infrastructure network composed of natural lands, working landscapes, and open spaces that conserve ecosystem values and functions, and provide associated benefits to our community.</b>	Land Use Chapter Natural Environment Chapter Energy Chapter <b>Supporting Documents</b> Open Space Protection Plan, 2000 and 2013 update Climate Action Plan (to be adopted in 2013)
<b>2. Social Community – Promote the skills,</b>	Education Chapter

resources, and assurances needed for all community members to participate in the workforce and in their family, civic and cultural lives, within and among their neighborhoods, and in the larger community.

Community Facilities and Services Chapter

**3. Economic Infrastructure – Build the region’s capacity for shared and sustainable improvements in the economic wellbeing of the community through support of both local and globally competitive initiatives.**

Economic Development Plan

**Supporting Documents**

planBTV-Downtown & Waterfront Plan, 2013

**4. Built Environment - Make public and private investments in the built environment to minimize environmental impact, maximize financial efficiency, optimize social equity and benefits, and improve public health.**

Land Use Chapter

Built Environment Chapter

Housing Chapter

Transportation Chapter

Energy Chapter

**Supporting Documents**

planBTV-Downtown & Waterfront Plan, 2013

Climate Action Plan (to be adopted in 2013)

**1. Land Use:**

The Regional Plan presents a hierarchy of progressively larger scale and more intense mixed-use development in the creation and designation of “planning areas.” The creation of these “planning areas” provides a very important framework to focus a wide range of objectives and policies governing future land development. However, as presented they do not reflect some of the more important differences in land use patterns and intensities envisioned across the region. By example:

- The “Metropolitan I” areas are too extensive and decentralized in order to effectively support the concentrated development pattern envisioned. Metropolitan I Areas must clear in their intent and purpose, and given their regional significance should reflect the highest (not just high) priority for infrastructure and public transportation investments.
- The “Metropolitan II” Areas are also very expansive, and it is extremely unlikely that they can effectively encourage the concentrated development pattern envisioned. The CCRPC is faced with a very difficult challenge in this regard given the need to recognize both what already exists, in addition to the desired development pattern of these areas.
- Rural Areas are vast and encompasses a wide variety of development types and intensities. Again, we encourage the CCRPC to consider dividing it into two—creating a category for “conservation and recreational areas” that are distinct from rural residential and highlight large areas of open space serving agricultural, forestry, recreational or land conservation roles.

As noted above, the planning areas provide a framework for focusing a wide range of objectives and policies governing future land development. As such, very clear criteria that govern future

public investments (such as expansion or extension of water or wastewater capacity) within or adjacent to this area is necessary. The CCRPC also needs to develop clear and measurable growth objectives, and specific and direct policy statements that will effectively guide future development and investment into this framework.

## **2. Transportation:**

The Regional Plan importantly emphasizes the “land use-transportation nexus” and the need for careful planning for transportation infrastructure. It is necessary however for the land use plan to clearly define the priority — transportation infrastructure is developed to serve and support land development, not the other way around.

Despite laudable goals, priorities and innovative non-highway investments, over 70% of the new investments proposed in the preferred alternative are dedicated to new highway construction. Many of these new investments do not appear to support a concentrated land use pattern thus creating a substantial disconnect between many of the proposed investments — particularly highway-related infrastructure — and the vision. The current Metropolitan Transportation Plan appears to have neglected to consider which combination of transportation investments resulted in the best overall performance of the desired land use and development pattern.

## **3. Affordable Housing:**

The CCRPC has recently adopted housing targets for each community that treat all communities equally with regard to providing future housing, and at long last recognizes that all of the region’s communities have a responsibility of providing their fair share. However, we note that it assumes that the current situation is equitable, and does not take into account the current imbalance in how housing — and particularly affordable housing — is current provided.

## **Conclusion**

Burlington’s plan is largely compatible with those of its neighboring communities and the region. Nevertheless, as long as municipalities must continue to rely on local property tax as their primary means of revenue generation, it will be impossible to adequately address issues of growth distribution within Chittenden County and fulfill the goals of Act 200.

## VIII. ENERGY PLAN

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### **Vision Statement**

*This Plan envisions Burlington as a city where...*

*...Burlington is a leader in the development and implementation of energy efficiency and renewable energy measures that reduce energy costs, enhance environmental quality, improve security and sustainability, and enhance economic vitality. Key elements of this success are a broad range of energy efficiency programs, public education in resource conservation, publicly-owned alternatively-fueled electric generation, biomass-fueled district energy technologies, energy-efficient green building technologies, and climate-friendly transportation solutions, which includes support for alternative fueled vehicles.*

### **CITY POLICIES**

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THE CITY OF BURLINGTON WILL:

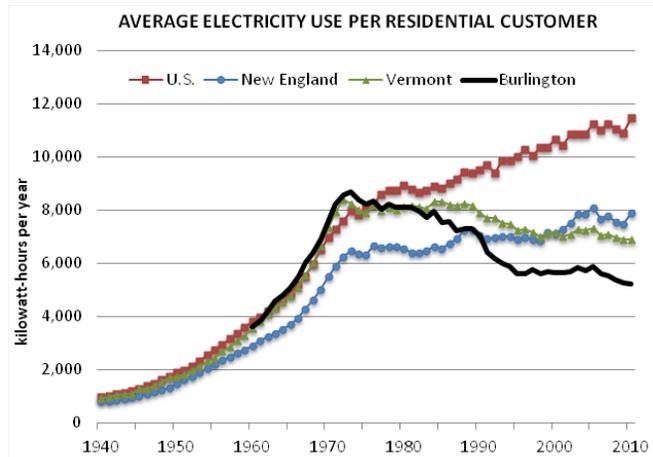
- **Optimize overall energy efficiency, reduce energy requirements, and minimize the need for new energy resources on a citywide basis.**
- **Continue to aggressively pursue the transition to renewable sources, cogeneration, and district heating.**
- **Improve the energy efficiency of city-owned buildings and facilities.**
- **Reduce transportation energy use by lessening reliance on drive-alone car trips, using more fuel-efficient vehicles, promoting increased transit use, and decreasing vehicle miles traveled.**
- **Educate its citizens regarding energy efficiency, the benefits of public utility ownership, renewable electric generation, and conservation to ensure that citywide resource allocation decisions in years to come will reflect the wishes of an informed citizenry.**
- **Make tangible efforts to reduce greenhouse gas emissions through the implementation of the *Climate Action Plan*.**

## INTRODUCTION

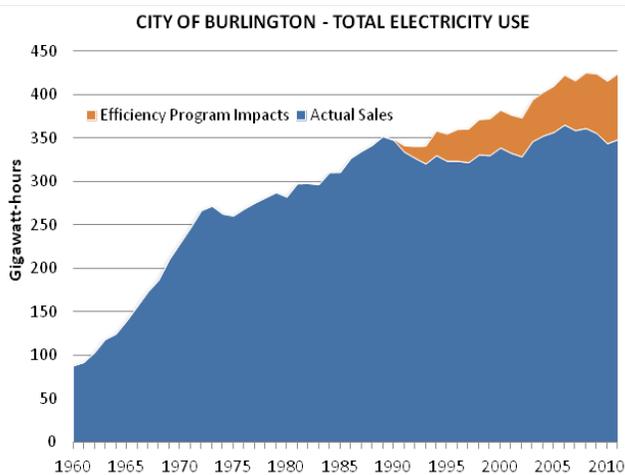
Access to reliable and clean energy, at an affordable price, will be an important factor in defining and facilitating future growth and development in Burlington. This Chapter briefly outlines how energy is used and supplied to the city, discusses some of the most important public policy issues related to energy generation and consumption, and finally proposes a series of strategies to improve efficiency, protect the consumer and the environment, and maintain energy self sufficiency. Much of the information and policy direction for this section comes from *The Burlington Climate Action Plan*<sup>1</sup> adopted by the City Council in the late spring fall of 2000~~2013~~, and included as part of this plan by reference.

## Energy Use & Supply

Nearly ~~two-thirds~~ 85% of city residents rely on natural gas for residential use, and this is projected to increase in the near term. space heating and domestic hot water use; typically the two largest users of energy in homes. Over 90% of commercial customers rely on natural gas for these purposes as well, however these buildings can use a good deal of electricity for lighting, central air conditioning, ventilation, and office equipment. Statewide energy use among fuels shows a dominance of oil in energy consumption. About 70% of Vermont homes use oil for space heating purposes.



In 1989, approximately 23% of homes and apartments in the city used electric space heating as the sole heating source and through the efforts of energy efficiency programs, residential electric heat use has been reduced down to about 5% of homes with electric heat as the sole heat source. These are typically buildings that do not have access to natural gas due to topography or subsurface conditions that make laying pipeline difficult. percent of the non-transportation energy used, or 51 percent of the dollars spent, in homes came from electricity. Since that time, through the efforts of local demand side management programs, residential electric heat has been reduced dramatically



<sup>1</sup> [The 20123 Climate Action Plan: A Plan to Save Energy and Reduce Greenhouse Gas Emissions. Climate Protection Task Force. Burlington, Vermont. February 2000.](#)

down to 2% of homes. Rather than raising electric rates, Burlington's ratepayers saw a 5.03 percent decrease in 1996.

Statewide energy use among fuels shows the dominance of oil in our energy consumption. Oil consumption is projected to increase 52% between 1990 and 2015. Use of other fuels (electricity, natural gas, and LPG) is also expected to increase, but their total usage is small compared to oil. Vermont Gas, a private company, provides natural gas to most of the city, except those areas where low demand, topography, or subsurface conditions make laying pipeline difficult.

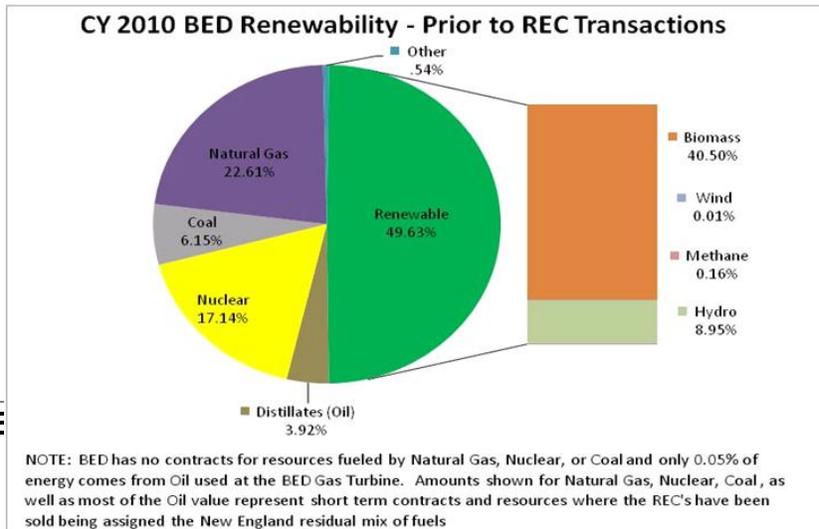
Electricity is a high-quality power source, but to date has been inappropriate for space and hot water heating due to historically higher costs. Natural gas continues to be is a more suitable heat source. Recent significant drops in the current and projected costs of natural gas make this unlikely to change in the foreseeable future. Oil on the other hand has seen continued price escalation. If the market for natural gas were to change materially however, this could need re-examination. If gas and other fossil fuels prices continue their steady escalation however, this policy will need re-examined, particularly given associated greenhouse gas emissions. Although Vermont uses more hydroelectric power and wood energy than many other states, our total use of renewable energy sources is much smaller than our use of non-renewables. Use of renewables is not growing as fast as our use of non-renewables statewide.

Burlington's energy use priorities focus on developing more effective and economically viable Vermont based renewable energy alternatives including solar, wind and bio-mass energy sources, and a continued emphasis on conservation and efficiency programs aimed at both the end user and commercial producer. Energy efficiency has been shown to be Vermont's least expensive future energy supply resource over time, and is consistently becoming a greater environmental imperative. The Burlington Electric Department is owned by all the citizens of Burlington, who have been unequivocally clear that the option for future supply that they prefer above all others is the pursuit of additional cost-effective energy efficiency.

**BURLINGTON ELECTRIC**

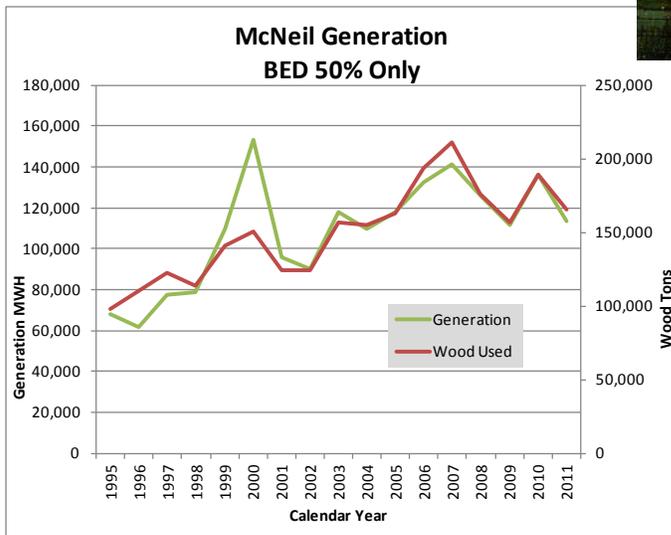
Burlington is fortunate to have a municipally-owned and operated electric company. Burlington Electric (BED) began in 1905, and currently serves about 16,0300 residential customers and more than 3,600 commercial customers. BED serves the full range of energy services including generation, transmission, distribution, energy efficiency and other retail energy services.

Burlington is a recognized world leader in the use of renewable energy and energy conservation. In ~~2004~~2011, Burlington as a whole used 4.7 percent less same amount of electricity than it used in 1989 ~~— about 435,000 megawatts.~~ The pie chart below shows the proportion of BED's 2010 energy sources that came from renewable generation (this chart reflects the source of BED's power, and does not reflect the change in BED's emission claims caused by the sale of RECs as discussed below).



BED owns 50% of the 502-megawatt (MW) McNeil Generating Plant located in the Intervale. McNeil Station is one of the world's largest woodchip-fueled electric generating facilities. In late 2008 a new emission control system (a regenerative selective catalytic reduction or "RSCR" device) was installed which dramatically reduced McNeil's nitrogen oxide (NOx) emissions. With the installation of this equipment, McNeil qualifies to sell Renewable Energy Credits ("RECs") to other states. When BED sells these RECs, BED loses the ability to claim McNeil as a renewable generating source, but is able to use the revenues from the sale of the RECs to offset the cost of the emission control equipment and to help control rates. Since late 2008, BED has realized significant value from the sale of McNeil RECs and these revenues have been used to help maintain current rate levels.

The graph below summarizes the annual generation and tons of wood used at the McNeil Station. The difference between tons of wood used and generation in 2000 represents the last year where McNeil used significant amounts of natural gas to generate electricity (though the capability to do so still exists). The drop in output in 2011 is related to periodic maintenance that occurs on a seven year cycle.



~~and is part of an experimental biomass gasification demonstration project started in 1997. During fiscal year 1999, McNeil Station produced 183,109,400 kwh of power while consuming~~

~~270,848 tons of wood chips. This represented a significant increase over recent years as McNeil Station is increasingly called upon to provide voltage support and transmission stability to the New England Power Grid. BED will continue to monitor fugitive dust in the area of McNeil Station that has been an issue for nearby residents, and continue to take the necessary steps to minimize emissions.~~

~~Land adjacent to McNeil Station remains undeveloped, and BED has expressed interest in its use for other innovative energy-related uses. This is proposed as the future home of "Riverside Eco-Park" which is envisioned as a 60,000 sq.ft. greenhouse and business complex that utilizes thermal energy generated at nearby McNeil Station.~~

~~In addition, BED owns a 25-MW turbine located next to the Water Treatment Plant on Lake Street. The gas turbine is a black start unit capable of cold-starting the McNeil Station as well as energizing critical load such as the Fletcher Allen Health Center, bringing the entire city on line, including the McNeil Station, in less than 30 minutes from a cold start. BED is also capturing methane gas at the former city landfill north of Manhattan Drive to generate about 0.5 MW of power.~~

BED has recently contracted for the full output from Georgia Mountain Community Wind (GMCW), a proposed 10 MW wind facility in Milton/Georgia, Vermont which went online at is expected to go on-line by the end of 2012. Additionally, BED has signed and received voter approval for a long-term contract with Hydro-Quebec where deliveries will begin in 2015. Lastly, BED has received approval for a modification to its tariff to allow it to increase the benefits customers receive from solar net metering installations in recognition of the higher value of solar renewables to BED. BED continues to seek other power supply options including local generation. BED has the right to purchase (at fair market value) the Winooski One hydro facility on the Winooski River between Burlington and Winooski at the end of its current VEPP contract in March 2013. This facility is capable of producing 7.3-MW of power. Maintaining local energy self-sufficiency is an important component to Burlington's future sustainability.

~~BED continues to seek other power supply options including local generation. BED is currently researching the viability of a locally developed wind power facility. It is negotiating for the possibility of ownership with collaborating on the Chase Mill Hydro Project on the Winooski River between Burlington and Winooski which now delivers BED 1.3-MW of power. Maintaining this local energy self-sufficiency is an important component to Burlington's future sustainability.~~

In addition to its own generation facilities, BED purchases power from a variety of sources and through the New England Power Grid. In determining where to purchase energy, BED considers the total social and environmental costs in its decision-making process. In 2012, approximately 46 50% of this power came comes from renewable sources and this percentage is expected to continue to grow when the new resources mentioned above begin deliveries. When BED's Integrated Resource Plan (IRP) was filed in 2008, Burlington had a goal of providing 100% of its power from renewable sources. The new 2012 IRP revisited the 100% renewable goal in light of lower natural gas prices and did support buying short-term renewable power contracts until cheaper long-term renewable sources could be found. BED continues to focus on a goal of 100% renewable supply and is continuing to seek cost effective options. In particular, a third wind contract is under consideration and BED hopes to soon purchase the Winooski One Hydro dam. If those two options work out as expected, BED will reach 100% renewability in 2014.

In determining where to purchase energy, BED considers the total social and environmental costs as well as the out-of-pocket ones. For example, when one considers the difficulty and costs of nuclear waste disposal, Vermont Yankee may prove to be a more expensive alternative than other sources. In part, Burlington chose not to purchase power from Hydro-Quebec for these types of reasons. BED also will need to carefully scrutinize its generation expansion proposals in light of utility de-regulation and the success of demand reduction strategies. If new generation alternatives are pursued, careful consideration must be given to effects on the natural and built environments of the city.

### **Advanced Metering Infrastructure (AMI)**

The deployment of AMI is a technological advance that will change BED's business and operations in very fundamental ways. These changes will have a profound impact on the community, so BED is committed to working closely with its customers, other Vermont utilities, regulators and legislators to arrive at solutions that provide the best benefit to the Burlington energy consumer.

BED partnered with other Vermont utilities and the Department of Public Service ("DPS") to develop and submit a statewide grant application to the Department of Energy ("DOE") to obtain Smart Grid Investment Grant ("SGIG"), funding. The funds awarded to all participating Vermont utilities totaled \$69 million of a \$138 million project (100% of the requested amount). The DOE awarded BED \$7.15 million for a \$14.3 million total project (again 100% of the requested amount). The full Federal matching funding received by BED reduced BED's direct cost for its Smart Grid projects by 50%. On June 28, 2011, BED sought voter approval to issue Revenue Bonds to obtain matching funds for the projects, which resulted in approval of the bond issuance by 61% of Burlington voters. BED closed on the sale of the Revenue Bonds on October 13, 2011. BED initial phase of advanced meter deployment began on April 23, 2012 and finished in early 2013.

BED's AMI plan centers on its ability to improve system planning/reliability, improve customer service, empower customers to engage in choices regarding their use of energy, and possibly modify their usage to reduce costs. BED has defined a list of service offerings and utility enhancements that will result from the AMI project.

The selected technologies will have the ability to provide immediate customer and societal benefits as well as the potential for future benefits as the systems and service offerings mature. These benefits are derived from the enhanced data collection, communications and process integration capabilities provided or enabled by the proposed AMI Project. Over the longer-term, use of AMI (integrated with a Meter Data Management System) for time-of-use pricing or other pricing options, will allow customers to the option to adjust consumption decisions based on the day-to-day (or potentially even hour-to-hour) price of electricity and its impact on their bills.

With a fully active system, BED can:

- Dispatch crews to outages without waiting for customer calls (while minimizing manual handling of outage information)
- Give customers much greater insight into how they use electricity via a web portal
- Reduce the need to send trucks into the field for move-in and move-out meter readings
- Have much more information to assist in answering customer questions
- Develop more accurate class level load forecasts

- Be able to develop much more personalized energy efficiency programs (including better estimates of potential savings)
- Be much more accurate in our distribution transformer and conductor sizing
- As a side benefit, automate many of the manual functions performed every day, giving staff more time to focus on customer needs and more tools to fix problems

BED believes the following benefits are possible to the consumer as a result of this new technology:

- Expanded integration of distributed renewable energy
- Access to data needed to support time differentiated electric rates in more detail than is currently possible
- Capability to connect power consuming appliances in the home to load control devices if customer's desire
- Opportunity to reduce fossil fuel use by converting fossil energy sources to electric based renewable sources
- Remote access home usage and ultimately remotely control appliances/usage
- Allowed access to third party services to better manage their usage and load control (e.g. Google)

### ***District Heating & Cooling/ Community Energy***

BED, in conjunction with the Department of Public Works, continues to study the feasibility of developing district heating and cooling, or now known as "~~Community~~ District Energy," within portions of the city. Areas under evaluation begin with the ~~institutions on the Hill (UVM and FAHC), but could later include the City Center and Waterfront~~ Winooski Avenue corridor all the way to the downtown. Although not under consideration at this time, the concentration of industrial land uses along Pine Street may make this area another attractive location to provide this type of service.

The concept for District Energy is to replace natural gas and fuel oil as heat sources with hot water. Such a plan will utilize excess city water capacity, combined with energy and excess/low cost heat produced by McNeil Station, ~~with an expansion to possibly include a small gas turbine in a later phase~~. Energy would be distributed underground to either heat or cool buildings within the district. If feasible, district heating and cooling is expected to provide a viable energy alternative, make use of existing water capacity, diversify the city's energy mix, and make the city a more attractive and competitive location for business.

## **Energy Efficiency Programs**

With the support of Burlington residents in the form of a \$11.3 million bond, BED began an ambitious energy efficiency program in 1990. Over \$37.26 million has been invested by BED since 1991 with about half of this being coming from ~~matched~~ from BED customers. BED has implemented a wide range of programs to reduce overall energy consumption and costs through the city. These included:

- **Smartlight:** leased compact florescent energy saving light bulbs to both residential and commercial consumers. ~~In the near future, this may include other items financed on the electric bill.~~
- **Neighbor\$ave:** ~~offers household energy audits of all energy consumed, compact florescent light bulbs, and installs water and energy savings measures for electric water heater customers. This program will be BED's vehicle to promote the "10% Challenge Campaign" portion of the *Climate Action Plan*.~~
- **Heat Exchange:** offers assistance and financial subsidies to convert customers from electric heating to other heating sources. Over time, as legislation in this area evolves, BED will become increasingly more involved in the growth of fossil fuel saving energy efficiency programs as well.
- **Top 10:** ~~offers a customized menu of energy savings opportunities to the City's largest electrical customers to provide "positive cash flow" financing of demand-side management measures. This program will also carry forward the commitments customers have made to the Climate-Wise Program and the "10% Challenge Campaign."~~
- **Energy Advantage:** ~~offers "positive cash flow" financing to deliver retrofit energy savings measures to small to medium-sized businesses.~~
- **Energy-Efficiency Guidelines:** ~~adoption of minimum standards for buildings and energy-consuming equipment in new construction and rehabilitation projects.~~
- **Construction and Equipment Replacement:** ~~provides technical assistance and customized incentives for reducing energy demand beyond the Energy Efficiency Guidelines.~~
- **Commercial Efficiency programs:** offers a customized menu of energy savings opportunities to the City's commercial electric customers to provide "positive cash flow" financing of demand-side management measures.
- **Energy-Efficiency Standards:** adds additional requirements to those minimum standards adopted at the statewide level for buildings and energy-consuming equipment in new construction and rehabilitation projects. These go hand in hand with incentive programs to help building owners, architects, developers, and even tenants to achieve higher levels of energy efficiency.
- **PACE:** is an innovative residential energy efficiency and renewable energy financing program that was launched in 2012. It offers residents a way to finance high-level energy efficiency and small-scale renewable energy projects over very long terms, making these projects more affordable.

In 2000, BED was appointed the City's "energy efficiency utility." This designation allows BED to administer funds collected on the electric bill through a statewide "energy efficiency charge." This appointment was renewed in 2011.

### ***The Future under De-Regulation***

BED is participating in discussions at the federal and state level concerning de-regulation of the electric industry and the introduction of competition. The discussion centers primarily on the deregulation of the generation component of the industry, and the introduction of competition, or choice, for the retail customer. While this discussion has recently lost momentum nationally, restructuring has been implemented in a number of states, and several legislative and regulatory efforts have been explored in Vermont since 1995.

While changes of this magnitude may offer unforeseen opportunities, several issues must be considered. These primarily include environmental impacts associated with energy sources, protection of low-income consumers, and continued support for research and development. BED has been a leader in environmental protection, efficiency and renewable energy resources, and addressing the needs of low-income consumers. Local ownership and control has been essential to realizing these objectives as well as achieving stable (and falling) electric rates since 1993. Any final solution to industry de-regulation must also address growing concerns over the vulnerability of the regional power grid to ensure a continuous supply of power at reasonable and stable rates. Additionally, maintenance of transmission corridors must be continued by trained foresters and arborists to minimize disruptions and protect vegetation within the rights-of-way.

BED and the VT Public Service Board should continue to investigate and advocate for opportunities to maintain local jurisdiction in the event the restructuring discussion regains momentum. The use of exit fees to discourage or at least compensate for the potential loss of large customers, and support for environmental protection and renewable energy resource programs.



### **Energy Use and Climate Protection**

Most climatic scientists now agree that human-caused emissions of greenhouse gases<sup>2</sup> are having a measurable impact on the earth's climate. While increases in global temperatures are highlighted as one of the primary outcomes of climate change, many impacts that are more serious may result. These include an increase in the frequency and intensity of extreme weather events, rising sea levels, and a northward expansion in the range of tropical diseases and pests. Each poses a significant economic and environmental threat to our region and beyond.

In 1996, Burlington became one of the first cities to join the "Cities for Climate Protection" campaign, organized by what is now referred to as "ICLEI: Local Governments for Sustainability." This led to a 1998 City Council resolution to reduce our emissions to 10% below 1990 levels and

<sup>2</sup> "Greenhouse Gases" are any gas found in the earth's atmosphere that contributes to trapping energy under the atmosphere and causing warming. Such gases include carbon dioxide, methane, ozone, nitrous oxide, chlorofluorocarbons (CFC's) and water vapor.

the formation of a Climate Protection Task Force. This group, comprised of non-profit, city, and business leaders appointed by then Mayor Peter Clavelle, guided an 18-month analysis and planning process, which ultimately led to the City's first Climate Action Plan (CAP). This plan was adopted by the City Council in May 2000.

In 2008, Burlington began its CAP update and review process with an inventory of Burlington's emissions. This inventory, conducted using ICLEI's Clean Air and Climate Protection (CACAP) software, involved input, not only from key City departments such as Burlington Electric Department (BED), Department of Public Works (DPW), and Department of Planning and Zoning (DPZ), but other organizations such the Chittenden Solid Waste District (CSWD) and the Regional Planning Commission.

**GHG emissions reduction target:**

The first short-term target requires leveling off the emissions by 2016 and bring them back to 2010 levels. The second target involves an actual reduction of the 2010 emission levels by 2025:

- Municipal Operations - 20% reduction from 2010 levels by 2025.
- Airport Operations - 10% reduction from 2010 levels by 2025.
- Community-Wide - 10% reduction from 2010 levels by 2025.

In 1996, the Burlington City Council agreed to participate in the "Cities for Climate Protection" campaign organized by the International Council for Local Environmental Initiatives (ICLEI). In 1998, the Council adopted a resolution that set a target of 2005 for reducing local greenhouse gas emissions by 10 percent below 1990 levels, and established the Climate Protection Task Force.

The largest source of greenhouse gas emissions in Burlington is carbon dioxide resulting from the combustion of fossil fuels. Burlington's estimated CO<sub>2</sub> emissions were 509,000 tons in 1990, and 624,000 in 1997 – or 13 and 16 tons per person respectively. In order to meet the City Council's target, CO<sub>2</sub> emissions would have to be reduced by 257,000 tons.

In the spring of 2000, the City Council adopted the *Burlington Climate Action Plan* which recommends a more achievable reduction goal 156,000 tons – or 10 percent below 1997 levels. *Burlington's Climate Action Plan* seeks to:

- Raise awareness about individual and business actions that can reduce the threat of global climate change.
- Guide decision-makers in Burlington towards policies, strategies, and actions that can cut greenhouse gas emissions.

Recommended actions propose to reduce traffic and air pollution, save money for the City and its residents and businesses, and help protect the environment for future generations. After a lengthy public idea generation and prioritization process, thirty-six strategies have been included in the plan under the following eight categories: Examples of strategies in the plan include:

- Compact Mixed-Use Development
- Community-wide Transportation
- Municipal Transportation
- Local Gardens, Farms and Food Production
- Energy Efficiency in Buildings
- Renewable Energy Resources
- Urban Forestry & Carbon Sequestration

- Waste Reduction and Recycling
- ~~Retrofit city buildings and revise operations to make municipal operations more energy efficient and climate friendly. Including an increase in the use of energy efficient and alternative fueled vehicles as part of the city fleet; Expand and maintain the City's inventory of street trees and shrubs; and creation of a telecommute policy and program for employees to work from home.~~
- ~~Encourage residences and businesses to invest in energy efficiency and renewable energy; Fully implement existing utility sponsored efficiency programs (electric and natural gas) in the commercial and industrial sectors; Fully implement existing utility sponsored efficiency programs (electric, natural gas, weatherization) in the residential sector; Implement a "10% Challenge Campaign" to enlist the support of all energy consumers in reducing greenhouse gas production; and Support the establishment of the efficiency utility.~~
- ~~Implement policies and planning to reduce transportation demand and to encourage more fuel efficient and alternative fueled vehicles; Continue implementation of existing TDM programs including park and ride lots, shuttles and rideshare programs; and develop park and ride lots and shuttle services that link and connect to employment centers.~~
- ~~Support the development of a biomass district heating system; Support ongoing R&D of new technologies including bio-gasification and fuel cells; and Address the barriers to developing a district energy system that uses the rejected heat of the McNeil Electric Generating Plant to supply the energy needs of the Greater Burlington area customers including: UVM, FAHC, downtown, the waterfront and Winooski.~~

In addition to reducing greenhouse gas emissions, the recommendations of this Plan will benefit the city in other ways:

- **Cleaner air:** Motor vehicles are the single largest source of urban air pollution. In addition to greenhouse gases, cars emit such carcinogens as butadiene, benzene, and formaldehyde.
- **Improved human health:** Cleaner air will result in healthier people. An estimated 40,000 premature deaths nationally are attributed to motor vehicle emissions.
- **Improved economic vitality:** Improvements in energy efficiency mean tangible cost savings to individuals and businesses. Energy independence keeps local dollars in the local economy and improves the competitiveness of local businesses.
- **A more livable community:** A city with less traffic, cleaner air, more trees, and successful businesses will be a more attractive and livable place to live for current and future generations.

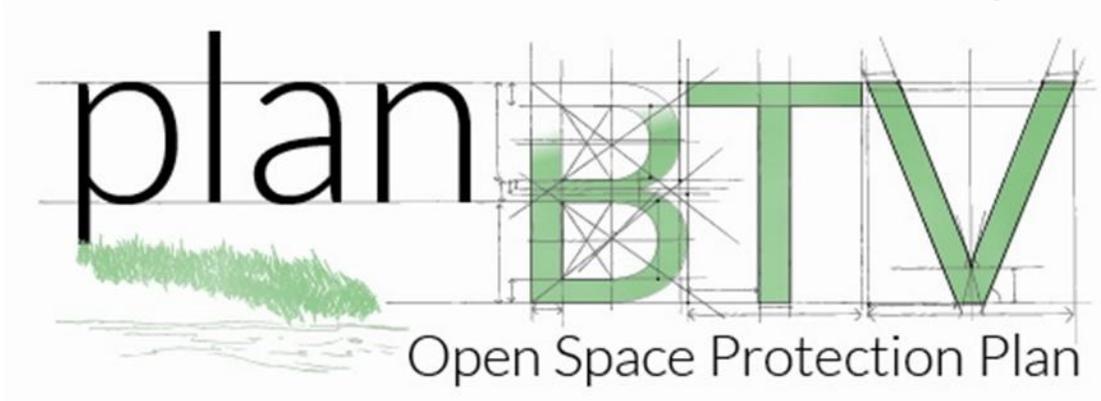
## Energy Action Plan

Action Item	Lead Agency	Secondary Agencies
<del>Analyze the potential of operating city-owned vehicles on alternative fuels and periodically review the analysis to consider changing conditions and opportunities.</del>	<del>Public Works</del>	<del>BED</del>
Sponsor forums for architects, developers, contractors, and others to inform them about new city ordinances, regulations, and standards and to provide technical assistance as to how they can incorporate new analytic and production techniques in their work	BED	Public Works
Review vocational curricula to promote energy efficiency and to develop programs to prepare students for employment in new energy-related fields.	BED	Schools
<del>Establish an energy district if justified by the positive result of BED's feasibility study of district heating and cooling.</del>	<del>BED</del>	<del>Public Works</del>
<del>Revise the Energy Efficiency Ordinance for new construction to integrate new technologies.</del>	<del>BED</del>	<del>Public Works</del>
Develop an overall energy budget to manage the city's energy consumption. For electricity, the budget should be based upon local generating capacity if practical.	BED	
Examine the costs and benefits of requiring new development to either pay an energy impact fee or make an offsetting investment in efficiency.	BED	Planning & Zoning
Prepare an evaluation of the citywide potential, constraints and impacts associated with the development of new renewable energy sources - including fuel cell, cogeneration, biomass, solar, geothermal, hydro, wind, and methane.	BED	
Develop guidelines for tree heights and species selection that maximize energy efficiency.	Parks & Recreation	BED
<del>Increase use of energy efficient maintenance vehicles and City fleets.</del>	<del>Public Works</del>	<del>BED</del>
<del>Explore and develop climate friendly procurement and purchasing guidelines.</del>	<del>Treasurer's Office</del>	<del>BED</del>
Amend and enforce the municipal code and ordinances with an eye on reducing CO2 loads.	Planning & Zoning	BED
<del>Explore a telecommute policy and program for selected employees to work from home.</del>	<del>Human Resources</del>	
Develop a comprehensive education/outreach program to increase public awareness about the affects of global climate change on public health, the economy and the environment.	BED	Planning & Zoning Public Works Schools

Expand and maintain the City's inventory of street trees and shrubs.	Parks & Recreation	
Fully implement existing utility sponsored efficiency programs (electric and natural gas) in the commercial and industrial sectors.	BED	
<del>Fully implement existing utility sponsored efficiency programs (electric, natural gas, weatherization) in the residential sector.</del>	<del>BED</del>	
Increase energy efficiency in municipal-owned and leased buildings.	Treasurer's Office	BED Public Works Schools
Explore and to obtain the resources necessary to implement the objectives of the municipal buildings and operations plan.	Treasurer's Office	BED Public Works Schools

# City of Burlington Open Space Protection Plan

August, 2013

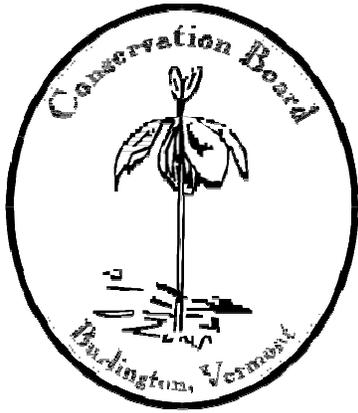


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City of Burlington  
Open Space Protection Plan  
Public Hearing Draft – August, 2013



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## 1.0 Introduction

### 1.1 Purpose of this Update

Thirteen years ago, recognizing the importance of open space to our quality of life, social interactions, economic well-being and environmental health, the City of Burlington completed the first Open Space Protection Plan. Since then, many of the goals identified in the first plan have been completed, some lands have been conserved while others have been developed and the perspective of residents has changed. This update, rather than a wholesale replacement of the 2000 plan, adapts the original vision and goals to reflect progress made on past goals and changes in the public perception of needs for open space. It also provides greater analysis and policy guidance for natural areas, urban agriculture, and green infrastructure - items contemplated, but not fully articulated, in the original plan. The fundamental components of open space planning established in the 2000 plan – Conservation Education, Land Conservation, and Planning and Development Review - are retained. This update is an addendum to the 2000 Open Space Protection Plan and both are incorporated by reference into the Municipal Development Plan.

This update is based on an extensive public outreach process. We touched base with Burlington residents to find out what was on their minds regarding open space quality, availability and access in the City today. Next, the open space inventory was updated to reflect the current status and use of open space in the city. We then combined the social information from the outreach with the geographic information of the updated inventory in a table that can be used to

inform open space acquisitions in the coming years. Finally, we articulated policy goals to guide future decisions relating to open space land uses.

### 1.2 Vision

Burlington is a place where open spaces and the built environment are intertwined with one another in a symbiotic relationship that helps to make Burlington the unique place that is it. The conservation of open space enhances the quality of life for residents and allows for the continued functioning and restoration of the natural systems of which we are a part.

Open space consists of natural areas, urban agriculture, parklands, greenbelts, rain gardens and pocket parks.

**Natural Areas** are those places where innate systems are allowed to function with little interference from humans. These areas serve to define the character of Burlington and are the foundation of the natural systems that support the city.

**Urban Agriculture** encompasses community gardens, market gardens, and the working farmlands of the Intervale and a growing interest in community orchards and edible landscaping.



Community Garden at Calahan Park.

**Parklands** are generally owned by the City and managed for specific recreational purposes, including developed recreational areas (ball fields and tennis courts) and beaches and rustic trails and natural areas.

**Green Infrastructure**, such as greenbelts, rain gardens, and pocket parks, soften densely developed neighborhoods by providing small areas of refuge from the urban hardscape. We have added small lawn areas within the urban core to the inventory of open spaces to identify potential places for green infrastructure in the most developed part of the City.

### 1.3 Established Goals of Open Space Planning

- 1) Protect and preserve natural areas and open spaces of local, regional, and statewide significance for the benefit of future generations.
- 2) Maintain and improve the integrity of natural and recreational systems within the City:
  - Protect, maintain, and enhance the City's urban forest, including both large patches of woods and wooded corridors/treebelts that provide places of refuge and travel corridors for wildlife and people;
  - Protect the shorelines and waters of Lake Champlain, the Winooski River, and other water sources from damage and degradation;
  - Preserve scenic viewpoints and viewsheds; and
  - Increase the number and quality of small urban open spaces, especially in underserved neighborhoods of the city.
- 3) Ensure long-term stewardship and appropriate public access to natural areas

and open space, including improved opportunities for pedestrian access and interaction throughout the City.

The Open Space Protection Plan (OSPP) is a plan of action that has been successfully implemented through the creation of a comprehensive land conservation program for the City. It is also a living document that must adapt to evolving public needs for open spaces. Three complementary approaches form the foundation for this plan:

- 1) **Conservation education** improves the public's familiarity with and appreciation of Burlington's natural areas. It communicates the importance of open space protection and encourages public participation in the land conservation process.
- 2) **Proactive conservation** identifies sites of the highest priority for protection and offers resources to conserve these lands for today and as a legacy for future generations. The keystone of this strategy is the establishment of the Conservation Legacy Program which:
  - Prioritizes lands that are most important and suitable for long-term protection based on the City's open space vision and the presence of important natural or recreational features;
  - Administers a land conservation fund to assist with the costs of purchasing land or conservation easements; and
  - Ensures the stewardship of City owned conservation lands.
- 3) **Land use planning** that guides land use decisions related to open space lands including:

- Conserved lands;
- Protected natural resource areas;
- Open space lands with potential for acquisition and conservation; and
- Open space lands with potential for identified open space priorities such as green infrastructure or urban agriculture.

Together these three strategies create a comprehensive approach to open space protection. This framework is designed to be flexible, so that it can evolve with the needs and priorities of the City of Burlington as they change over time.

#### 1.4 Open Space in the Big Picture

Burlington has a number of adopted plans and reports that guide specific aspects of City life. Many of these plans call for the stewardship and conservation of open spaces and the important natural functions that they provide to residents. **Plan BTV**, the **Climate Action Plan**, the **Urban Agriculture Task Force Report**, the **Urban Forestry Master Plan** and numerous natural area plans and wildlife inventories all identify the link between ecological integrity, social well-being and our quality of life. Specific topics include transportation and local recreation, stormwater management and water quality, local gardens, farms and food production, and urban forestry and carbon sequestration. The OSPP is part of the City’s Municipal Development Plan. Plan BTV, the Downtown & Waterfront update of that plan, identifies several major themes pertinent to open space protection:

- Ecological Integrity;

- Urban Agriculture; and
- The Green Machine (a system of gray and green infrastructure proposed to handle stormwater runoff in the urban core).

The OSPP supports Plan BTV by including an inventory of open spaces within the City and characterizing them according to open space priorities. The OSPP addresses ecological integrity through the lens of natural communities and their relative abundance. It addresses the importance of local food production by mapping existing community gardens, large agricultural lands and prime agricultural soils. This information enables us to identify underserved areas of the City and to target open space lands for potential community garden or other agricultural use. Finally, the OSPP supports the need to improve the quality of stormwater running off city streets and rooftops by identifying open spaces, particularly within the urban core, that may be utilized for stormwater management in the form of rain gardens, infiltration parks, or other green measures that lessen impacts on our existing stormwater infrastructure and the receiving waters of Lake Champlain.

The Parks and Recreation Department is undergoing the first ever city wide parks master planning process just as the OSPP update is being finished. The Master Plan will address needs within the existing park infrastructure – including maintenance and capital improvements. The Parks Master Planning process will use public input collected during the OSPP update as well as the OSPP Inventory to inform their process.



**Figure 1. Open Space Priorities in other City Plans**

### 1.5 Accomplishments

Many of the goals identified in the original OSPP were accomplished, including on-going conservation education, the creation of the Conservation Legacy Program and its associated fund, and the identification and conservation of natural resource areas through the land use map and zoning by-law.

#### 1) Conservation Education

- The CLP program has successfully developed and supported active interpretation in City natural areas

through guided nature walks. In the future, the program looks to achieve active interpretation in natural areas through partnerships with conservation organizations.

- Work Days – The CLP partners with schools and community groups to provide meaningful hands on experiences for volunteers and students. These work days help the City manage the trails and invasive species within City urban wilds while also providing learning opportunities for the volunteers engaged in the projects.

## 2) Proactive Conservation through the Conservation Legacy Program and Fund

- A fund dedicated to conservation and stewardship of Burlington's open spaces was established in 2004. The money comes from a ½ cent on the property tax which accumulates annually. Thirty percent of the revenue goes to operations and the remaining 70% is for land acquisition.
- Since its inception, the fund has been used to conserve 23 acres of forest land, wetland, and community garden land, enabled the conservation of an additional 181 acres of agricultural land in the Intervale, and is enabling the conversion of the McKenzie parcel, in the Intervale, from field to productive agricultural land.
- Creation of the Land Steward position within the Department of Parks and Recreation. The Land Steward is responsible for fulfilling the goals of the OSPP. The fund pays 75% of the salary of the Land Steward (the other 25% comes from the Trees and Greenways tax).
- Community gardens – Burlington's Community garden program represents the most significant volunteer/user lead management of open space in the city. This program raises approximately \$20,000 annually which is used directly in the management of the community garden network, which includes:
  - 14 community gardens
  - 650 plots
  - 700 active gardeners
  - 9 acres of garden area
  - 7.5 acres in cultivation
- Access to conserved lands has been improved.

## 3) Land Use Planning and Improved Development Review

- Natural resource areas, including wetlands, waterways, flood hazard areas, and significant natural areas were delineated with regulatory standards established for development in or adjacent to them. These standards are administered through the zoning permit process with review criteria based on protecting the functions and values of the resource



**Burlington Electric Department land conveyed to Intervale Center in 2007, facilitated with Conservation Legacy Fund.**

## 1.6 Conservation Board OSPP Update Goals

The OSPP is a project of the Conservation Board. At the start of the process the following ideas were brought forth by their members:

- Update the open space inventory and delineate lands conserved with the Conservation Legacy Fund;
- Identify potential pocket parks which provide small shared community spaces that enhance social interaction and create green refuges especially in the Urban Core;
- Integrate green infrastructure and stormwater management into the open

space network. In addition to providing stormwater retention and infiltration, improving water quality and reducing demands on the City's Sewer treatment plant, these areas can potentially function as pocket parks;

- Evaluate opportunities for community gardens and urban agriculture – awareness of the importance of providing people with opportunities to grow their own food and teach children about agriculture has grown significantly since the last plan. Urban agriculture helps meet many goals identified across subject plans including sustainability, reducing our carbon footprint, and improving water quality;
- Delineate formal and informal trails with an emphasis on improving access and connectivity throughout the network;
- Assess natural communities – understand which natural communities are currently represented in the existing public land inventory and assess the feasibility of having more or all native communities represented across City Park lands;
- Develop standards for creating and updating management plans for Burlington's key natural areas;
- Identify underserved areas of the city by type of open space land – i.e. access to natural areas, community gardens, pocket parks, and developed recreation sites; and
- Update the matrix of open space priorities used to guide land acquisition decisions by the Conservation Legacy Program.

## 1.7 Update Process

The OSPP update started with wintertime public outreach to the Neighborhood Planning Assemblies (NPA's) at four different meetings (some NPA's share meetings). A fifteen minute presentation provided background information, followed by time for questions and group comments. Large paper maps were on the wall so that people could put comments directly onto them. An online public input tool that allowed users to place comments on a map of the city and to review and comment on the comments of others was also utilized. In addition to the NPA meetings, a stakeholder meeting was held with 15 attendees from local and state conservation groups. (See Appendix C for a list). Meetings were also held with the Parks & Recreation Commission, Planning Commission, Conservation Board, Burlington Area Community Gardens Board, and city staff. In all, an array of comments was collected in meetings and online that helped guide the update process. A second round of springtime public outreach with all of the NPA's was used to present findings and revised open space goals and objectives garnered from the first round of outreach. In large part, these findings, goals, and objectives were affirmed by NPA meeting attendees.

### **Additions to the Plan from Public Outreach:**

- Green roofs (part of Green Infrastructure)
- Bike path improvements
- Potential park acquisitions
- Views
- Waterfront access
- Wildlife corridors

- Opportunities for Urban Food Forestry (edible landscaping)

## 2.0 Public Input Results

A total of 355 comments were collected during the update. Specific comments maybe be found in appendix D.

### 2.1 Bike Path Improvements

Five distinct locations were suggested to improve bike path connectivity:

- Howard-Kilburn Street access
- Burlington College connection
- Intervale access via bike at the south end of 127 and at the north end by utilizing the pedestrian “Bridge to nowhere” across 127.

Topic	Number
Bikepath Improvements	23
Green Roofs	11
Greenbelt	1
Management of Existing Public Land	169
Observation	22
Potential Park	57
Rain Garden	18
Stormwater	2
Trail	1
Urban Ag	12
Views	17
Waterfront Access	19
Wildlife Corridor	3
<b>Table 1. Public Outreach Summary</b>	
<b>Total</b>	<b>355</b>

### 2.2 Green Roofs

Cherry Street parking garage was proposed to host a green roof. Green roofs are one tool in the “Low Impact Development” toolbox for helping slow stormwater runoff and providing green space in urban areas. An additional benefit of creating open space on the parking garage could be opening up views in all directions.

### 2.3 Greenbelts

Greenbelts are the areas along road right of ways that are unpaved. They have traditionally been managed as lawn areas with street trees growing in them. Increasingly cities are using them to treat stormwater runoff by establishing rain gardens and swales. These green strips and their associated trees reduce heating in the summer months and provide habitat for birds and green spaces for people to enjoy.



Trail Work, McKenzie Park.

### 2.4 Management of Existing Public Land

By far the area that received the most public comment was management of existing public lands. Approximately 22 different areas were addressed by 169 comments received on this subject. The comments range from requests for new uses (dog parks and urban agriculture), to management of existing trail networks and identification of underutilized public lands. Leddy Park received 30 comments, many on the value of the trails and undeveloped recreational opportunities in the park. Appendix B

provides a summary of the on-line comments by category as well as location.

## 2.5 Observations

Twenty-two general observations were recorded, mostly focused on natural history and areas of positive social interaction. There is some overlap between this category and “Management of Existing Public Land”.

## 2.6 Potential Parks

Twenty-eight distinct areas were identified as potential parks with 57 comments supporting them. Suggested acquisitions ranged from beaches to large forested tracts to pocket parks.

## 2.7 Rain Gardens

Eighteen comments supporting rain garden development were focused primarily on the Callahan Park rain garden. Neighbors on Caroline Street are interested in creating a rain garden in the greenbelt and would like direction from the City.

## 2.8 Stormwater

A stormwater demonstration project was suggested for a parking lot at Leddy Park and better drainage at Oakledge Park was called out.

## 2.9 Trails

Although trails and trail maintenance accounts for many of the comments regarding management of existing public

lands, only one comment identified a separate trail not already on public land.

## 2.10 Urban Agriculture

Eight sites were identified for potential urban agricultural use on existing public land as well as on private land.

## 2.11 Views

Seventeen comments on the importance of views to Burlington’s livability were registered with interest in maintaining and opening up views as development occurs. A number of people were interested in utilizing the views from parking garages and creating open, green spaces on top of them, including an idea to install telescopes that let you zoom into the distant Adirondack peaks.

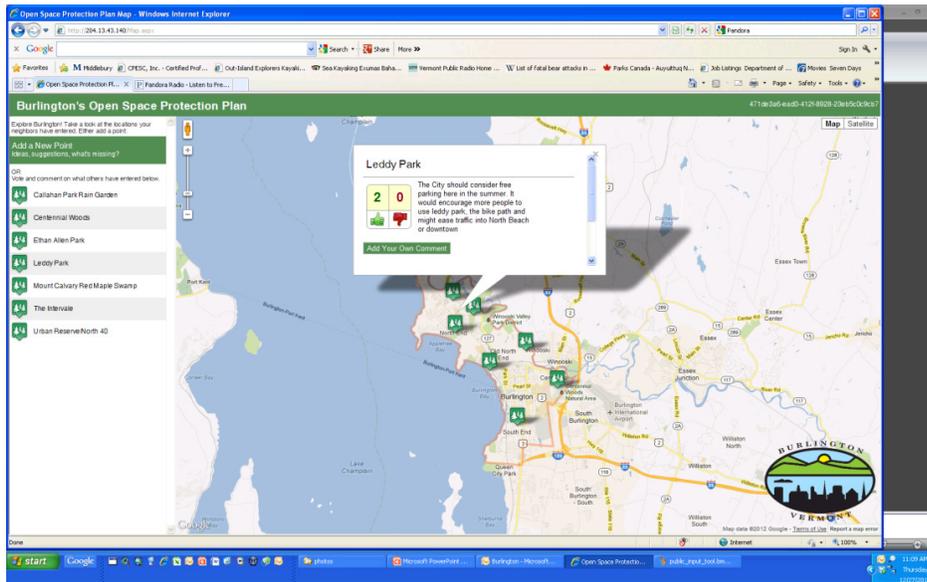
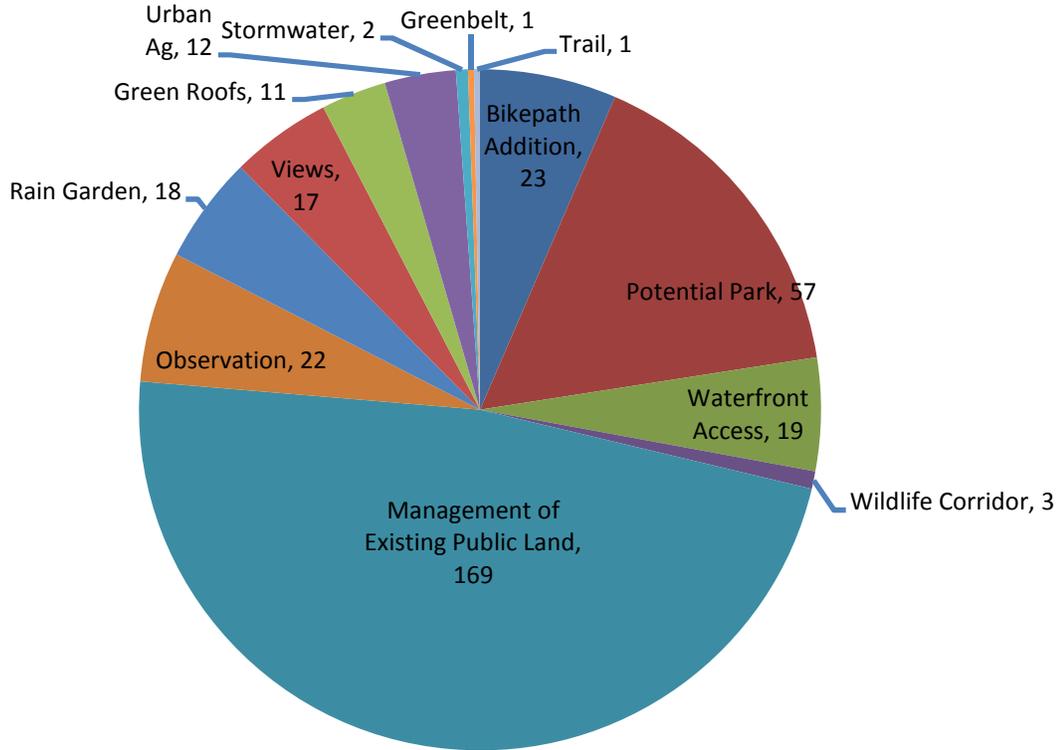
## 2.12 Waterfront Access

Nineteen different comments regarding seven different waterfront access areas were made.

## 2.13 Wildlife Corridors

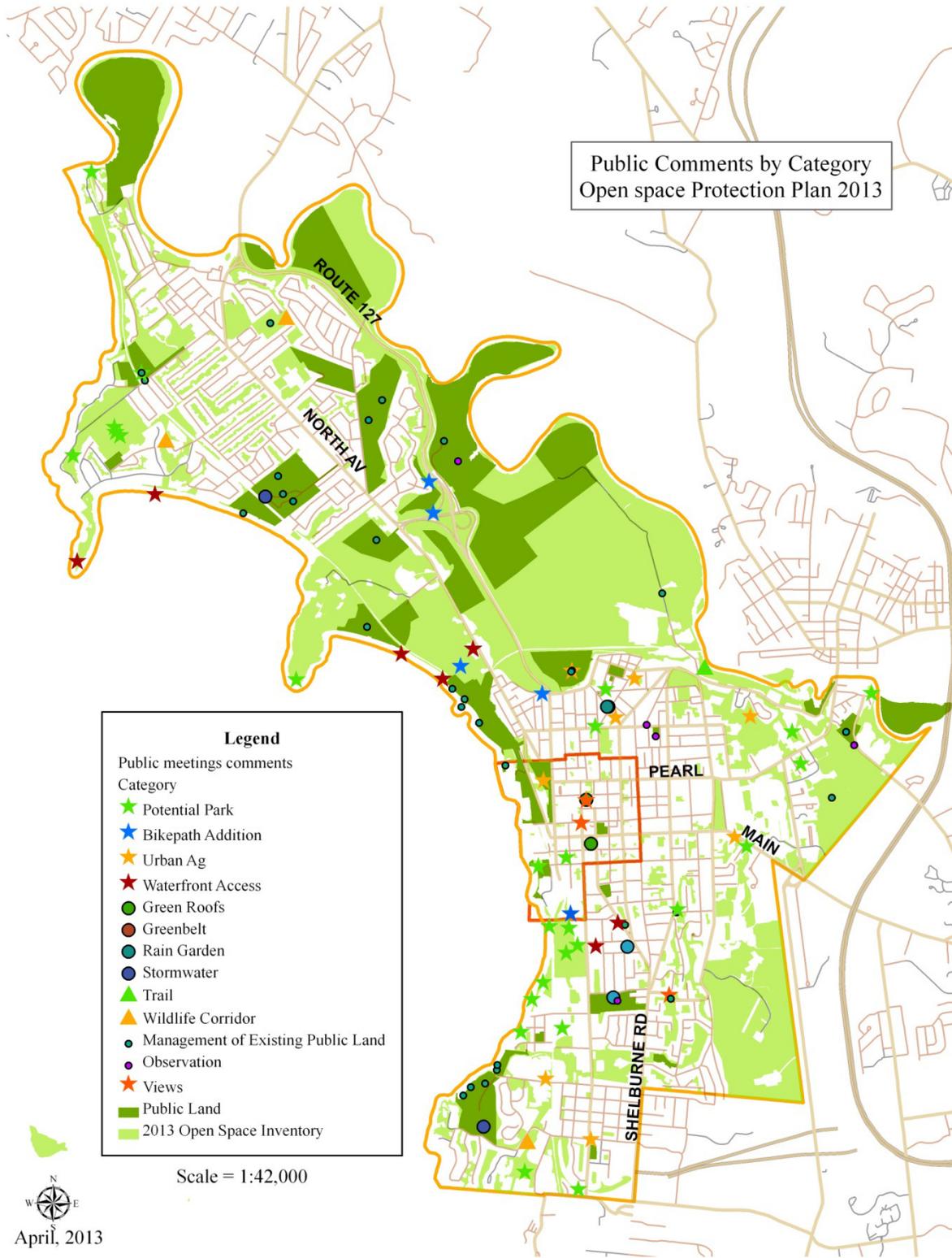
Three different areas for wildlife corridors were called out via public input. A UVM student group has expanded upon existing wildlife habitat and corridor reports and has identified barriers to movement along these corridors (Greater Burlington Wildlife Corridor Analysis, Spring 2013). The student report also proposes methods to remove the barriers or lessen their impacts.

Chart 1. Public Comments



Public input tool on Google Maps.

# Map A. Public Input by Category



### 3.0 Open Space Inventory

What constitutes open space? Because open spaces provide many benefits and functions it is important that we understand what types of land we are considering “open” as we begin to think about how much land is necessary in each category to meet the needs of Burlington residents today and in the future. For example, although Burlington is 49% open, if we consider only publicly owned land, the City is 15% open space.

The open space inventory was updated using the most recent available color aerial photography from Bing maps (2012). State’s black and white aerial photography (2007) was used where leaf off was necessary to see detail. A detailed explanation of the update process may be

**Table 3 Open Space Fun Facts**

Fun Facts
• 6,784 acres of city area
• 3,304 acres of open space
• 49% open space
• 1,266 acres in Floodplain (38%)
• 37 parks (w/in 1,070 acres)
• 3 public beaches
• 3 cemeteries
• 2 dog parks
• 6 urban wilds
• 42 trail miles (public and private)

found in Appendix D at the end of this document. Overall, open space outside of the Urban Core was included in the inventory if it was greater than one acre or a specific type of land use as described below. Generally the same land use categories were used as in the 2000 plan, however, a small lawn category (~ 900 square feet or greater)

**Table 2. Open Space Inventory**

Land Use Category	Acres
Agriculture	562.7
Beach or Rock	23.8
Cemetery	78.7
Forest	1167.0
Landfill	23.6
Large Mowed Lawn	295.7
Potential Green Infrastructure	1.8
Rain Garden	0.8
Recreation or Park	267.3
Small Lawn	5.0
Transitional Brushland	261.0
Waterbody	16.3
Wetland	599.9
<b>Grand Total</b>	<b>3303.7</b>

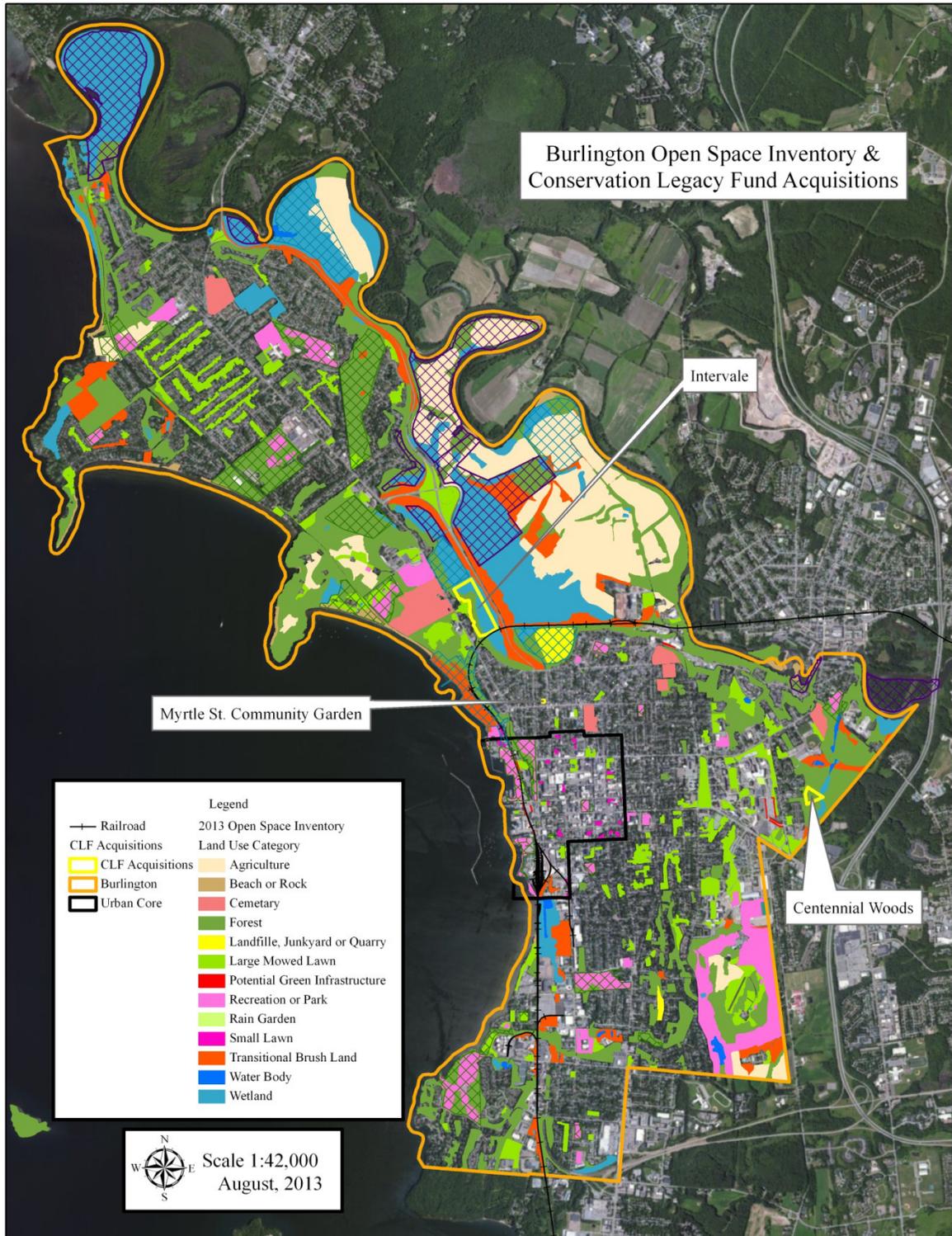
was added to inventory potential pocket parks or other green infrastructure in the Urban Core. Existing rain gardens and some areas for potential rain gardens were added. The Large Mowed Lawn inventory was expanded, especially in the New North End. Although these lands are private backyards, they still provide important open space functions, including access to high quality soils for gardening and connectivity for certain wildlife species.

**Table 4 Public Land Acreage**

Public Land Type	Acres
City Park	364.9
Other Open Space	239.9
Winooski Valley Park District	431.7
<b>Total</b>	<b>1,036.4</b>

The 2000 inventory contained 3,247 acres of open space lands, whereas the 2013 inventory contains 3,304 acres – a net change of + 57 acres. While it is tempting to compare the acres of open land inventory from 2000 to 2013, the first generation of data were collected at a much coarser scale than this update and thus some of the categories were potentially over or under represented in the first inventory.

# Map B. Open Space Inventory



#### 4.0 Public and Private Partnerships

Although 49% of Burlington is open space today, only 15% of the City is in public ownership. Many important open spaces are privately owned and generously shared with the people of Burlington by their owners. In addition to maintaining and increasing the acquisition fund to purchase these lands if they become available, the City must work to maintain positive relationships with property owners by communicating with them regularly and addressing management issues as they come up.

Additionally, many of the goals identified in the Open Space Protection Plan depend upon all property owners to support them through conscious choices regarding development and management of privately owned land. Actions that private landowners of developed lots can take to help support the Open Space Protection Plan are:

- Removing unnecessary fencing or providing gaps in fences, especially in areas that are part of contiguous open lands. This will make it easier for wildlife to travel through developed neighborhoods to the larger parks and the Lake;
- Planting native trees and shrubs that are wildlife friendly; and
- Reducing stormwater runoff to improve water quality in Lake Champlain by installing smaller or pervious driveways, capturing roof runoff with rain barrels, disconnecting gutters from city sewers, and implementing infiltration practices.

#### 5.0 Natural Community Types

*A natural community is an interacting assemblage of organisms, their physical*

*environment, and the natural processes that affect them. (Thompson and Sorenson, page 58)*

Natural communities provide a framework for organizing and understanding the natural world at the landscape level. Conservation biologists agree that conserving biodiversity can best be achieved by conserving all of the different types of natural communities. Natural communities are critical to maintaining healthy populations of indigenous plants and animals. They provide a generalized measure of how the current landscape compares to that of pre-European settlement.

While Burlington functions as the regional growth center for Chittenden County, conservation of representative natural community types is one goal of the open space protection plan. Natural communities are important for educational purposes but also because many species of wildlife successfully make their livings close to and in some cases even in, the City. Opportunities for residents to interact with nature within the city improve quality of life and allow us to learn about and explore the natural world without getting in a car.

The potential for natural communities in Burlington was assessed for this plan using the Natural Resource Conservation Service (NRCS) soil survey data linked to Natural Community Types as defined in Wetland, Woodland Wildland (Thompson & Sorenson). The potential natural community map was created by using the naturally vegetated lands from the open space inventory and joining them to the soils map and linking that to the natural community types. (For a detailed description of each natural community type, please refer to

Wetland, Woodland, Wildland.) The information in this analysis provides a preliminary basis for further onsite investigation as to the presence of any potential natural community type.

The soil data for Burlington includes 772 acres of unmapped area in the urban core, 441 acres of fill land and 222 acres of water. These lands were included in the total acres for consistency throughout the plan. To evaluate the current status of possible natural communities in Burlington, only lands that are un-mowed, and therefore have the potential to have natural communities present were included on the map. Without doing extensive field work, it is not possible to say what natural communities actually exist currently on all of these vegetated lands, however, the assumption of this analysis is that if they are unmanaged, they are likely to have or evolve toward pre-settlement natural communities. Field work is required in order to evaluate the natural communities at each site and this information is for planning purposes only.

For the purpose of this analysis, the percent of each natural community present before settlement was compared to what could exist today if the currently forested and transitional shrub lands are either in their natural community or evolving towards it.

Of the twenty-two natural community types understood to be present in Burlington before European settlement, all of them may either still exist or have the potential to exist based on the 2013 open space inventory and the soil data. The potential existing community types are skewed toward wetlands, which is understandable because wet areas are harder to develop and filling them is restricted. Eight natural community

types are either relatively rare or are non-existent on current public lands. Note that the management plans for four of the city's urban wilds (Ethan Allen Park, McKenzie Park, Mount Calvary Red Maple Swamp, and Arms Grant property) outline and address verified natural community types within these urban wilds.



**Mixed Forest, East Avenue; conserved with Legacy Fund.**

**Table 5. Relatively Rare Natural Community Types**

<b>Under Represented Natural Community Types</b>	
Alluvial land	Red maple-black ash swamp/lowland spruce fir forest
Hemlock-northern hardwood/northern hardwood forest	Red maple-black ash/alder swamp
Mesic maple-ash-hickory/northern hardwood limestone forest variant	Terrace escarpments, silty and clayey
Northern hardwood forest/rich northern hardwood forest	Valley clayplain
Red maple-black ash swamp/calcareous red maple-tamarack swamp	Wet clayplain

When considering future areas for restoration or conservation, it is recommended that community types that currently are at a lower percentage of the landscape than before settlement are prioritized.

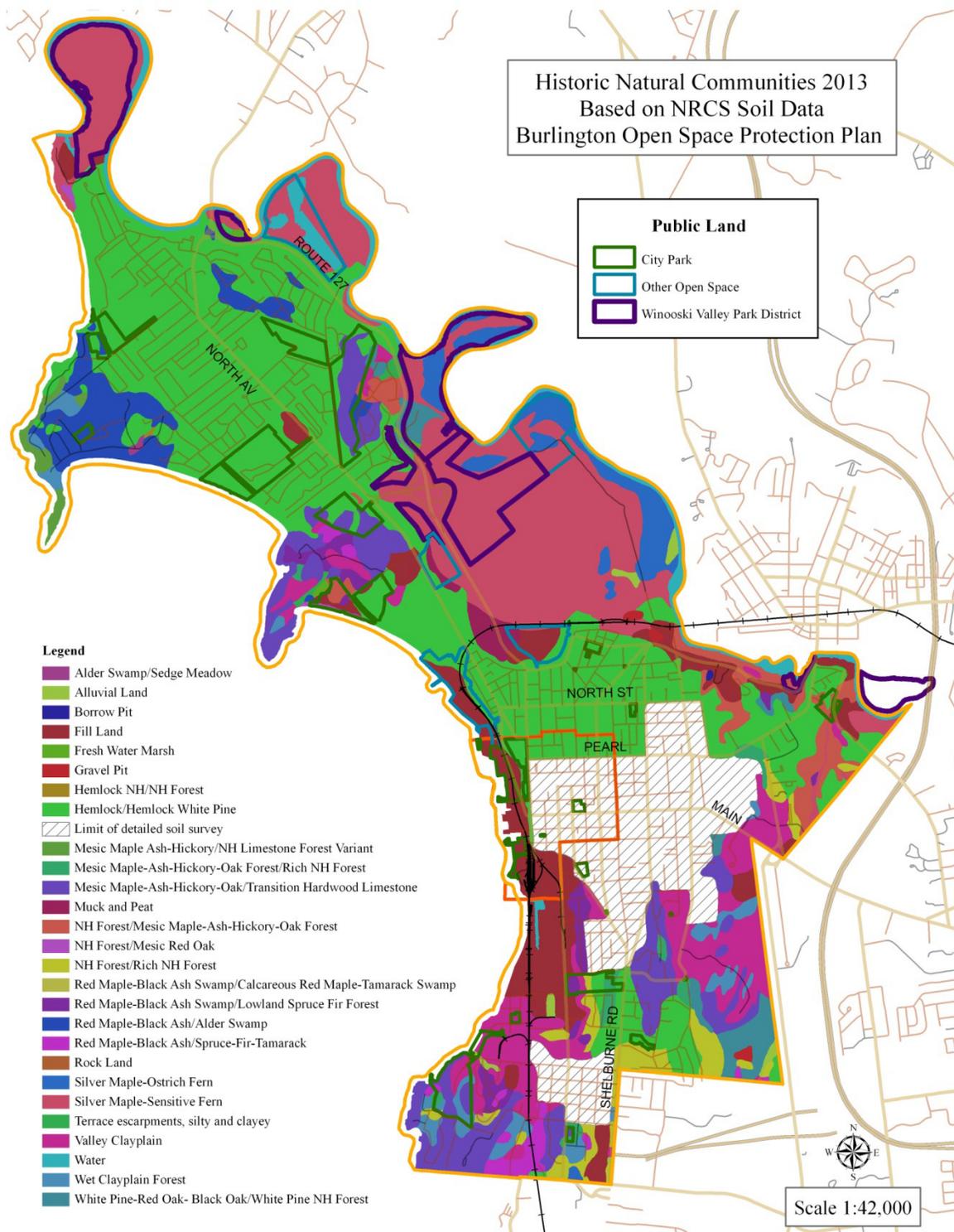
**Table 6. Field Mapped Natural Community Types on Public Land**

<b>Park</b>	<b>Natural Community Type</b>
Ethan Allen	Mesic Oak-Hickory-Northern Hardwood Forest
	Dry Oak-Hickory-Hophornbeam Forest Northern Hardwood Forest
	Temperate Calcareous Cliff Community
Arms Grant	Mesic Maple-Ash-Hickory-Oak Forest
	Transition Hardwoods-Limestone Forest
McKenzie	River Beach Complex
	Floodplain Forest
	Open Wetlands
Mt. Calvary	Rare Sandplain Swamp (variant of the Red Maple-Sphagnum Acidic Basin Swamp)

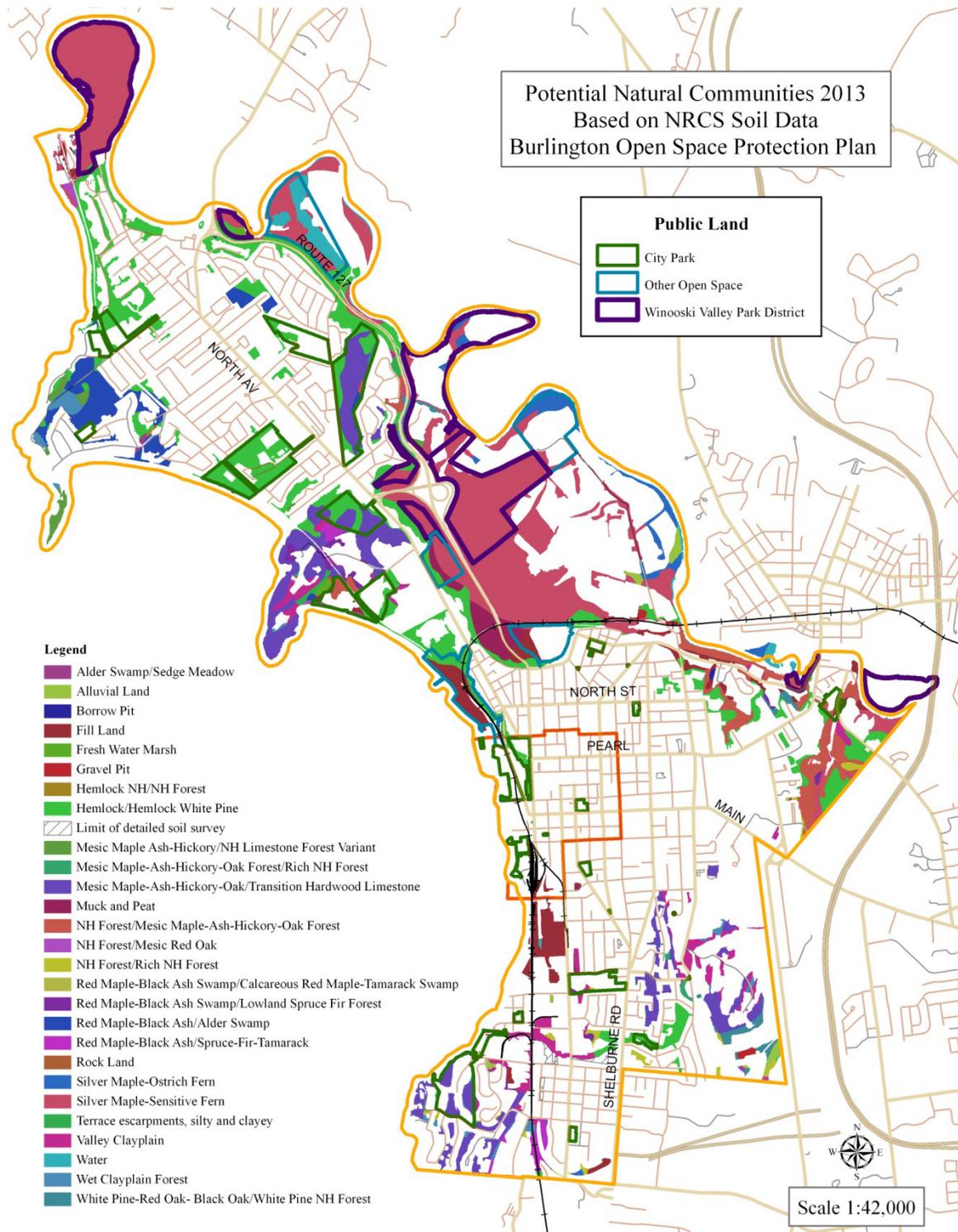


**Winter berry in Arms Park.**

# Map C. Historic Natural Communities



# Map D. Potential Natural Communities



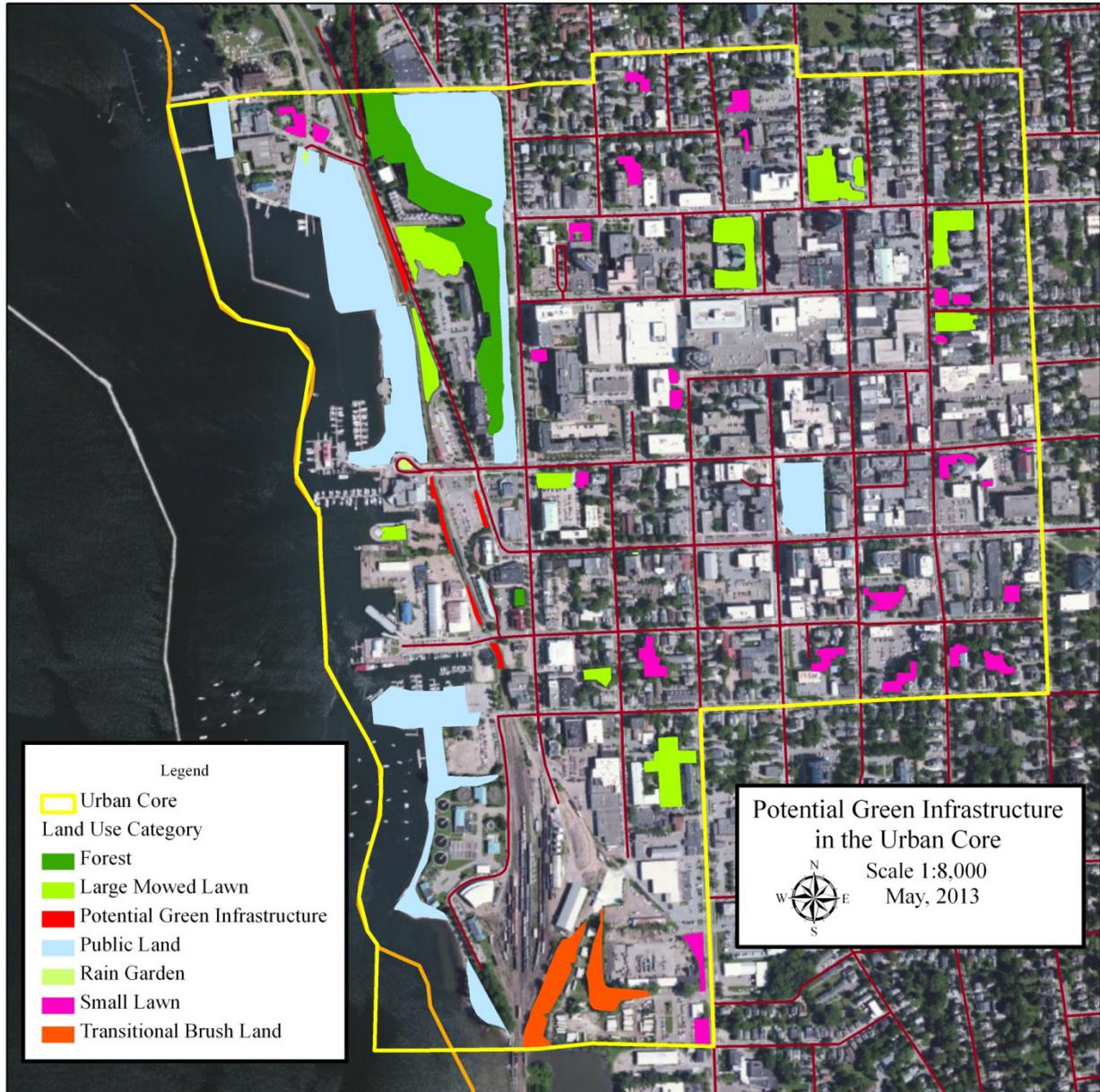
**Table 7. Natural Community Acreage**

Natural Community Type	Acres Before Settlement	Percent	Existing Un-mowed Open Lands	Percent	Un-mowed Public Lands	Percent
Alder Swamp/Sedge Meadow	3.0	0.0%	1.4	0.1%	N/A	N/A
Alluvial Land	22.1	0.3%	13.7	0.7%	0.4	0.05%
Borrow Pit	1.2	0.0%	0.9	0.0%		
Fill Land	440.7	6.5%	99.9	4.9%	31.9	4.62%
Fresh Water Marsh	7.7	0.1%	6.8	0.3%	3.2	0.46%
Gravel Pit	10.2	0.2%	4.9	0.2%		
Hemlock NH/NH Forest	1.1	0.0%	0.7	0.0%		
Hemlock/Hemlock White Pine	2216.8	32.7%	473.2	23.4%	138.8	20.08%
Limit of detailed soil survey	771.5	11.4%	10.8	0.5%		
Mesic Maple Ash-Hickory/NH Limestone Forest Variant	29.5	0.4%	13.7	0.7%		
Mesic Maple-Ash-Hickory-Oak Forest/Rich NH Forest	44.0	0.6%	4.0	0.2%	0.2	0.03%
Mesic Maple-Ash-Hickory-Oak/Transition Hardwood Limestone	416.5	6.1%	232.9	11.5%	69.2	10.02%
Muck and Peat	42.0	0.6%	39.2	1.9%	8.5	1.22%
NH Forest/Mesic Maple-Ash-Hickory-Oak Forest	143.5	2.1%	101.3	5.0%	11.5	1.67%
NH Forest/Mesic Red Oak	8.7	0.1%	6.7	0.3%	3.1	0.45%
NH Forest/Rich NH Forest	130.6	1.9%	16.1	0.8%	0.4	0.06%
Red Maple-Black Ash Swamp/Calcareous Red Maple-Tamarack Swamp	2.8	0.0%	0.2	0.0%		
Red Maple-Black Ash Swamp/Lowland Spruce Fir Forest	74.8	1.1%	14.7	0.7%	0.3	0.05%
Red Maple-Black Ash/Alder Swamp	213.0	3.1%	79.3	3.9%	2.7	0.39%
Red Maple-Black Ash/Spruce-Fir-Tamarack	56.5	0.8%	17.2	0.9%	0.2	0.02%
Rock Land	0.1	0.0%				
Silver Maple-Ostrich Fern	172.8	2.6%	49.3	2.4%	23.6	3.41%
Silver Maple-Sensitive Fern	1114.4	16.4%	658.4	32.6%	357.4	51.73%
Terrace escarpments, silty and clayey	10.1	0.1%	6.8	0.3%		
Valley Clayplain	410.5	6.1%	71.9	3.6%	3.4	0.49%
Water	222.4	3.3%	49.2	2.4%	31.0	4.49%
Wet Clayplain Forest	103.6	1.5%	23.3	1.2%	1.1	0.16%
White Pine-Red Oak- Black Oak/White Pine NH Forest	105.0	1.6%	23.9	1.2%	3.8	0.55%
Total	6775.2	100.0%	2020.6	100.0%	690.7	100%

## 6.0 Green Infrastructure

Green infrastructure is an important component of the urban landscape, providing an oasis of green, a place to sit and enjoy art and for stormwater management practices such as rain gardens or infiltration parks. There were twenty seven open space areas with green infrastructure potential identified within the urban core area ranging in size from 800 ft<sup>2</sup> to 22,000 ft<sup>2</sup>. They are categorized as “small lawn” on the map below.

Map E. Potential Green Infrastructure in the Urban Core



## 7.0 Urban Agriculture

In September 2012, the Urban Agriculture Task Force completed a thorough study of the issues facing urban agriculture in the City and made policy recommendations to address them. The complete report can be found online at:

<http://burlingtonfoodcouncil.org/our-projects/uatf/>. The report states that:

Urban agriculture can be broadly defined as **growing food within a city**. The term can embody a range of activities, including home, school, rooftop, and community gardens, urban livestock and poultry, beekeeping, commercial farming, and the use agricultural structures such as of greenhouses and hoop houses. Some definitions of urban agriculture encompass postproduction activities such as processing, distribution, and marketing. Urban agriculture can be commercial, noncommercial, or a hybrid. In terms of scale, urban food production can occur in a space as small as a container on a balcony all the way up to agricultural fields many acres in size. (Page 10, Urban Ag Task Force Report to City Council, Sept. 2012).

Table 9 Prime Soils on Undeveloped Land

Rating	Acres
Prime	439.7
Prime - frequent flooding	146.8
Statewide	748.4
Statewide - steep	91.9
Statewide - wet	655.4
<b>Total</b>	<b>2,082.3</b>

Planning for open space conservation in Burlington includes consideration of urban agricultural opportunities, specifically access to land for community gardens,

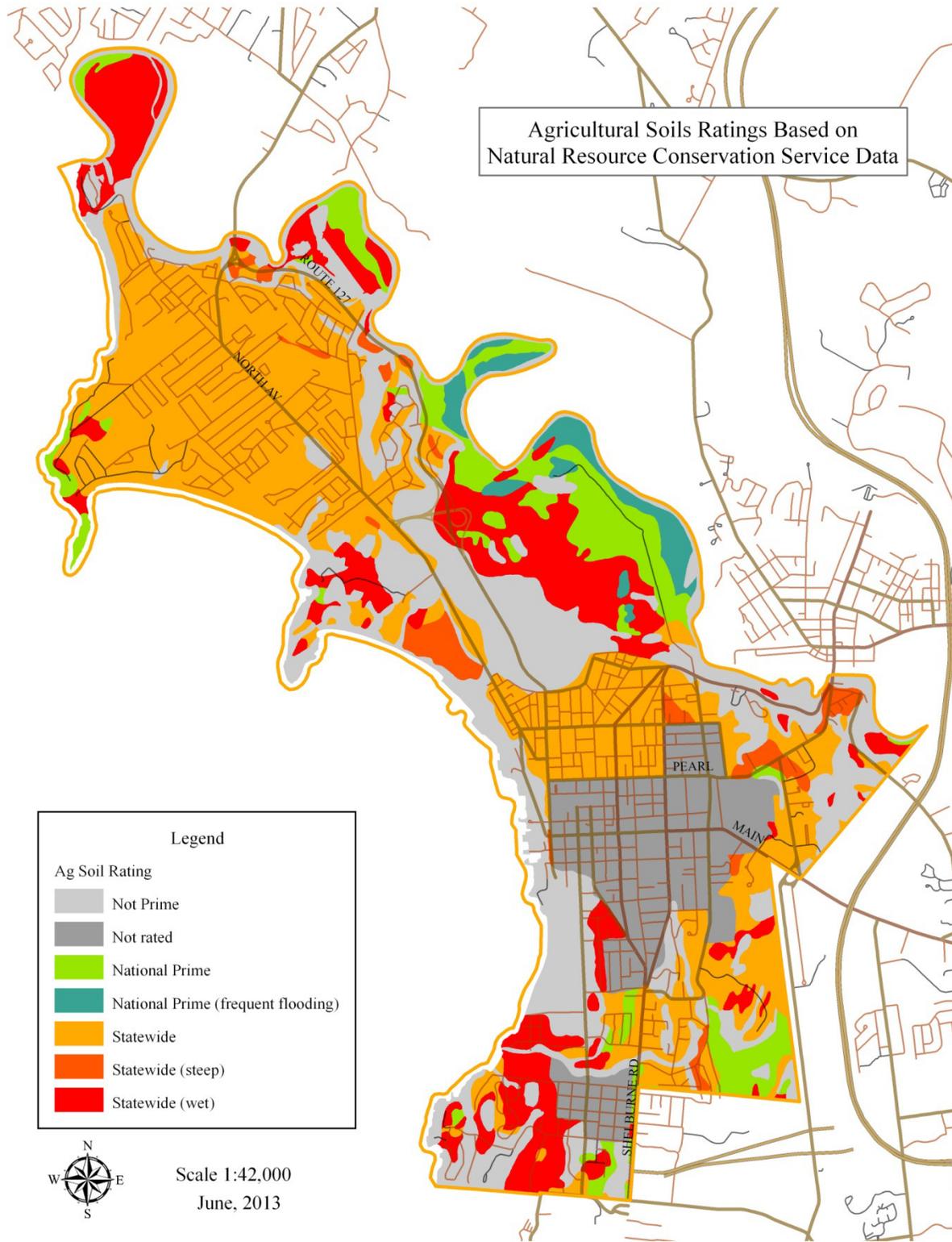
Table 8 Community Garden Acreage

Name	Acres
Archibald Neighborhood Garden	0.1
Avant Garden at Myrtle Street	0.1
Baird Community Garden	0.1
Calahan Community Garden	0.3
Champlain Community Garden	0.4
Discovery Garden	0.2
Ethan Allen Homestead Community	0.8
Lakeview Community Garden	0.1
Medical Center Community Garden	0.3
Riverside Community Garden	0.1
Rock Point Community Garden	0.7
Starr Farm Community Garden	1.8
Tommy Thompson Community	6.2
Wheelock Community Garden	0.3
<b>Total</b>	<b>11.4</b>

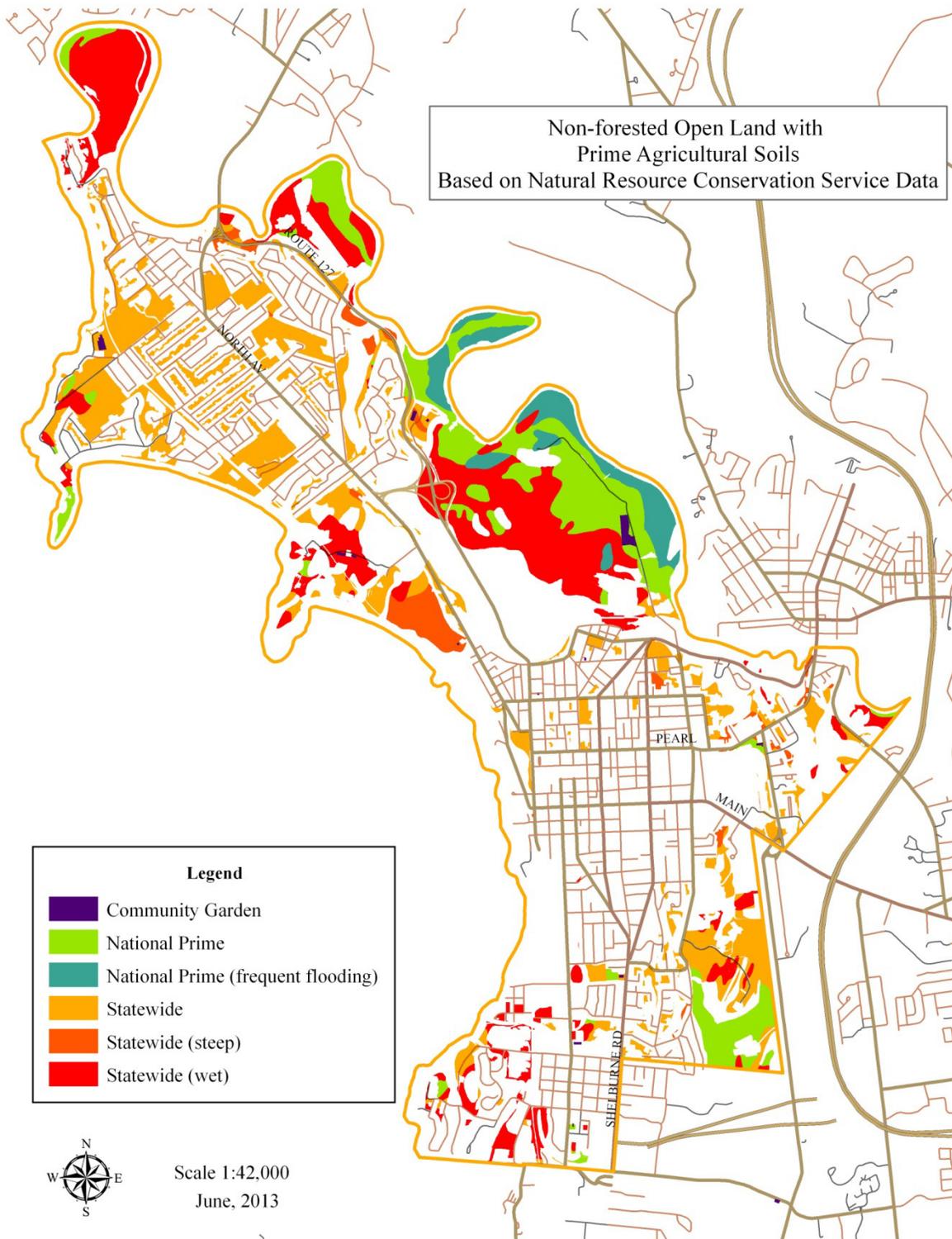
market gardens, and larger agricultural enterprises. There are currently 14 community garden areas totaling 11.4 acres within Burlington (7.5 tillable acres). However, of these acres, over 6 of them are in the Intervale.

A GIS analysis was done to identify areas for future community gardens or commercial agriculture sites. The land use categories of Large Mowed Lawn, Small Mowed Lawn and Transitional Brush Land from the updated Open Space Inventory were sorted based on the presence of State or National Prime agricultural soils from the 2011 NRCS soils data. These areas are the most likely to be readily available for conversion to another use, compared to currently forested land or recreation fields. Many of these lands are privately owned and any change of use would be in partnership with the current owner.

# Map F. Citywide Prime Agricultural Soils



# Map G. Open Land with Prime with Agricultural Soils



## 8.0 Trails

Trails provide access to open land for recreational purposes, transportation alternatives for walkers and bicyclists and corridors for wildlife movement throughout the City. Much of the of the public input relating to management of already owned public land was about trail management and impacts on natural areas and water quality.

Trails and associated access to open space account for the largest benefit of private open land to the general public. Many owners of large open spaces generously allow for public access to their property. When planning for open space management in the City, it is critical to remember the role private land plays in enhancing quality of life for all residents.

According to a recent trail inventory, completed by the Parks and Recreation Department, Burlington has approximately 29 miles of trails that are not part of the formal bike path system. Of these, twenty one miles are on public land and the remaining eight are on private land. These trails are a little more than half formal (16.5 miles), dirt (24 miles) in good condition (16.8 miles) and split almost evenly between foot paths (16 miles) and multi-use paths (13 miles).

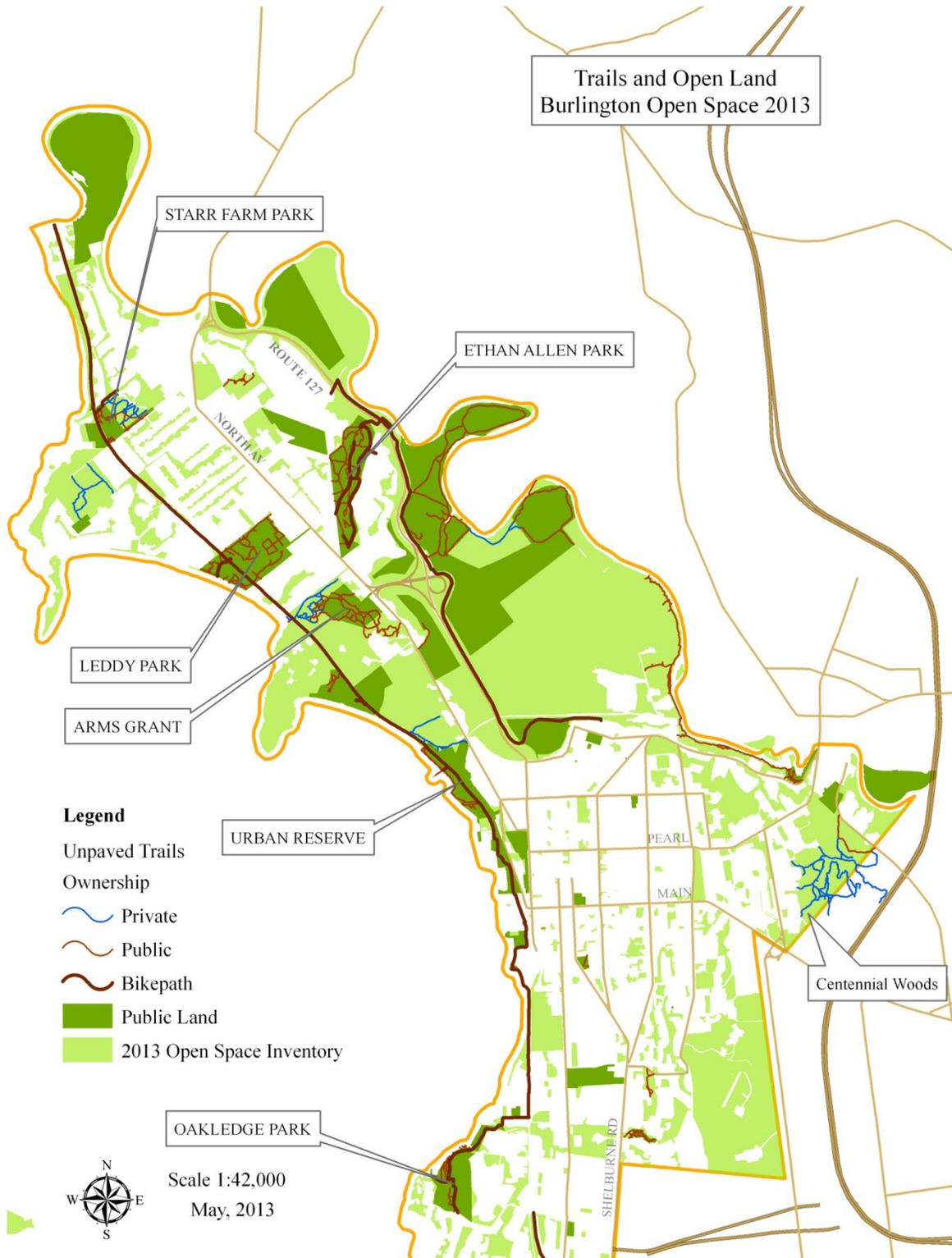


Impromptu ski trail, North Beach.

Table 10. Trail by Type

Type	Miles
Paved Bikepath	12.8
Public unpaved	21.3
Private unpaved	7.6
<b>Total</b>	<b>41.7</b>

# Map H. Trails



## 9.0 Access to Publicly Owned Open Space

One measure of the inventory of open space is how far people must travel to access different outdoor opportunities. There are 10,290 residential properties in Burlington. Of these:

- 2,046 are more than ¼ mile away from a public park;
- 8,712 are more than ¼ mile away from public waterfront access; and
- 7,314 are more than ¼ mile away from a community garden space.

## 10.0 Open Space Planning Goals and Actions

The OSPP, as part of the Municipal Development Plan, supports open space goals identified in that plan and provides action steps to meet them. Input from the public, city boards and commissions, and other stakeholders is included under the four main categories of this plan:

- Natural Areas
- Urban Agriculture
- Parklands Access and Connectivity
- Green Infrastructure

### 10.1 Natural Areas

Within the city limits, it is possible that there were historically 22 unique natural communities. As the city has developed over the generations, many of these natural communities have experienced significant loss and fragmentation. However, today there is potential that all or most of them can continue to exist. Since the 2000 OSPP was adopted, there have been a number of ecological and wildlife studies that assess

the significance and functions of our natural communities and the need to protect them. The city's urban wilds contain and protect a host of these natural communities.

Protection of remaining natural communities outside of these urban wilds, particularly those that are rare at the local or state level, is a priority.

The Natural Areas Zone included in the city's Comprehensive Development Ordinance (based on Significant Natural Areas identified in the 2000 OSPP) may be amended to include rare or otherwise significant natural communities verified by onsite analysis. In addition, the OSPP may be used to help the city prioritize acquisition of presently unprotected natural communities and may also be used to target open space links and wildlife corridors between natural communities to reduce further fragmentation.

Goal: To provide access to representative natural community types within the Burlington parks system for residents, especially children, to be able to experience and learn about the different plants and animals that live in them.

Actions:

- Continue to field map natural community types on existing public land and update the open space inventory accordingly.
- Begin field mapping of natural community types on private land with interested landowners.
- Prioritize the conservation of under-represented natural community types when evaluating conservation projects.
- Create a GIS database of field mapped natural community types.

- Work toward conserving the pre-settlement ratio of natural community types among conservation lands.
- Incorporate findings of existing wildlife reports into open space acquisition and protection decisions.

## 10.2 Urban Agriculture

Like most communities in Vermont, Burlington originally contained large tracts of farmland. Much of that farmland has been developed; however, residents are embracing the importance of local food production to promote sustainability, enhance healthy living, and provide food security. The September 2012 Burlington Urban Agriculture Task Force report addresses in depth the current state of small and large scale agriculture in Burlington and identifies a number of measures to promote and sustain the expansion of our agricultural base. The OSPP can build on the Urban Agriculture Task Force report by guiding acquisition or other protections for open space lands either currently in agricultural production or that may be appropriate to use for new agricultural production.

There are presently 14 community gardens in Burlington, but the largest single space used for them (6+ acres of a 9.25 acre community garden total) is in the Intervale. A better balance of community garden distribution throughout the city is a priority. The open space inventory includes 2,082 acres of prime agricultural lands. Eighty acres are contained within public lands, and 403 acres are contained within lands that may be readily converted to agricultural use such as recreational fields, lawns, and transitional shrub land. The open space inventory may be used to help guide the location and establishment of additional community gardens, particularly in



**Sustainability Academy students at the Avant Community Garden in Myrtle Street Pocket Park, conserved with Legacy Fund.**

underserved areas of the city, and it may also help prioritize conservation of currently unprotected agricultural lands.

Over the past decade, the number of cities integrating fruit and nut trees into municipal planning has risen. During this time, over 40 North American cities have established public urban orchards, food forests, edible parks, or other similar landscape features. A combination of factors have contributed to this phenomenon including public interest, increased concerns over local food security and public health, and an effort to explore novel methods of engaging urban citizens in open space planning and maintenance. Initiatives can roughly be broken down into three types: planting, harvesting, and mapping, and are collectively referred to as *urban food forestry*. As with community gardens and other agricultural lands, the open space inventory may be used to inform

decisions as to where urban orchards, food forests, and the like may be established.

Goal: To support urban agricultural initiatives by:

- Prioritizing the development of agricultural areas and new community gardens spaces in underserved neighborhoods through the utilization of existing public lands or by acquiring additional lands where necessary.
- Supporting food forestry and edible landscape initiatives.

Actions:

- Evaluate the need/desire for community garden space in areas identified as underserved and acquire garden space accordingly.
- Evaluate the need/desire for larger scale agricultural lands in areas with appropriate soils and other necessary site characteristics.
- Work with the City Arborist to establish criteria for installing edible landscaping where public input identified opportunities and in other locations.
- Add fruit and nut trees to community gardens.
- Map community fruit trees and opportunities to graft existing trees.
- Establish volunteer organizations to oversee the maintenance and harvest of community fruit trees.
- Convert small areas of marginal public land into miniature orchards or food forests.
- Collaborate with groups like Branch Out Burlington to increase the number of fruit trees planted on private land, which

could be utilized in urban gleaning projects.

### 10.3 Parkland Access, Connectivity, and Trails

Burlington is blessed with 37 parks on 1,070 acres of land. This parkland is primarily managed by the city and the Winooski Valley Park District and includes places for active and passive recreation, access to urban wilds/natural areas, dog parks, and public beaches. Much of this parkland, however, is concentrated within the Winooski River floodplain/Intervale area and also within a stretch of waterfront from the downtown to North Beach. There is relatively little parkland within the city's urban core and older neighborhoods south of Manhattan Drive and Riverside Avenue and also in the New North End west of North Avenue.

The city also contains some 42 miles of recreational trails. Most, but not all, of these trails are on public lands, and many of the trails exist in disconnected clusters. Enhancing public access to parklands and improving trail connectivity is a priority. The OSPP may be used to identify open space lands within areas of the city with little or no public parkland and may be used to guide acquisition of new parks for these underserved areas. The OSPP may also be used to identify potential corridors to connect disjointed trails networks and to inform the acquisition of lands or easements to provide improved connectivity.

Trails are a valuable amenity in our parks, providing access and opportunities for recreation. Trails can also present management challenges. As access to park land increases, so do user-created trails. In

many instances, these user-created trails negatively impact natural areas within the parklands and can threaten rare or endangered plants, or they can be established in areas that are otherwise not suitable.

Goal: To provide public park access to all neighborhoods of the City and enhance pedestrian and bicycle connectivity among new and existing parks.

Actions:

- Prioritize conservation acquisitions in underserved neighborhoods.
- Prioritize implementation of bike path connections identified during the public process, the Parks Master Plan, and in the recent Bike Path Taskforce report.

Goal: To provide formalized access to and within Burlington’s public natural areas through established trail networks that are suitable for the soil conditions, slope, and ecology.

Actions:

- Continue to monitor and inventory trail networks throughout Burlington.
- Encourage users to access formalized trails through the implementation of appropriate way finding, interpretation, and trail head development.
- Identify funding sources to support the formalization and rerouting of informal trails.
- Work with private landowners who have existing trail networks to identify the highest appropriate level of public/private partnership that supports increased access to trail networks.

## 10.4 Green Infrastructure

Stormwater runoff is the single largest non-point source of water pollution in the United States today. The Champlain Valley is no exception. Burlington has historically treated a significant portion of its stormwater runoff through the combined stormwater/sanitary sewer system. This combined system, however, can be overwhelmed by large storm events and results in sewer overflows from our wastewater treatment plants into Lake Champlain. The separate stormwater system, because it is not combined with the sanitary sewer system, does not overwhelm the city’s wastewater treatment plants, but it offers no treatment at all.

Due to increasing pressures on the combined sewer system, increasingly stringent requirements from the U.S. Environmental Protection Agency, and the public’s desire for clean water, Burlington has made significant efforts to improve how it handles stormwater. Chapter 26, the city’s Wastewater, Stormwater, and Pollution Control ordinance, adopted in 2008, established a stormwater program within the city and put Burlington far ahead of the minimum requirements established by the



Rain Garden at Calahan Park.

State of Vermont for stormwater management. It establishes performance measures for stormwater management at a fine scale to address the myriad of small city parcels within Burlington, and it specifically acknowledges and promotes the use of green infrastructure such as rain gardens, bioswales, and infiltration chambers to handle stormwater.

Plan BTV: The Downtown & Waterfront Plan builds on the idea of green infrastructure and lays forth an ambitious plan to create a Green Machine consisting of rain gardens, green plazas, green streets and the like to capture and treat stormwater with green infrastructure that mimics natural processes. The OSPP may be used to help implement the Green Machine and to help strengthen the city's network of green infrastructure generally. Acquisition or protection of green spaces that are appropriate for stormwater management functions within the city center and established neighborhoods is a priority. The open space inventory identifies open spaces down to the micro scale, particularly within the urban core, that may contribute to the city's green infrastructure network.

Goal: To increase the inventory of pocket parks within the urban core that can provide multiple benefits, including infiltration and/or retention of stormwater, respite from the urban landscape, and shade.

Actions:

- Field verify potential green infrastructure identified in the open space inventory and evaluate its usefulness for providing stormwater treatment and pocket park space.
- Prioritize acquisition of potential green infrastructure sites.

## 11.0 Implementation

The core principles of open space planning in Burlington were established and clearly articulated in the 2000 Open Space Protection Plan: Conservation Education, Land Conservation, and Land Use Planning and Development Review. These core principles remain valid today. Within this established framework, this update serves as an addendum to the original plan to include and address residents' open space needs and priorities as they have evolved over the past thirteen years. The information within this update is intended to enable better, more informed decision making as related to conservation education, open space preservation, and land use planning.

The Open Space Protection Plan is a living document and will be administered by the Conservation Legacy Program in partnership with public and private parties and is intended to evolve over time as the primary guide for open space planning within the city.

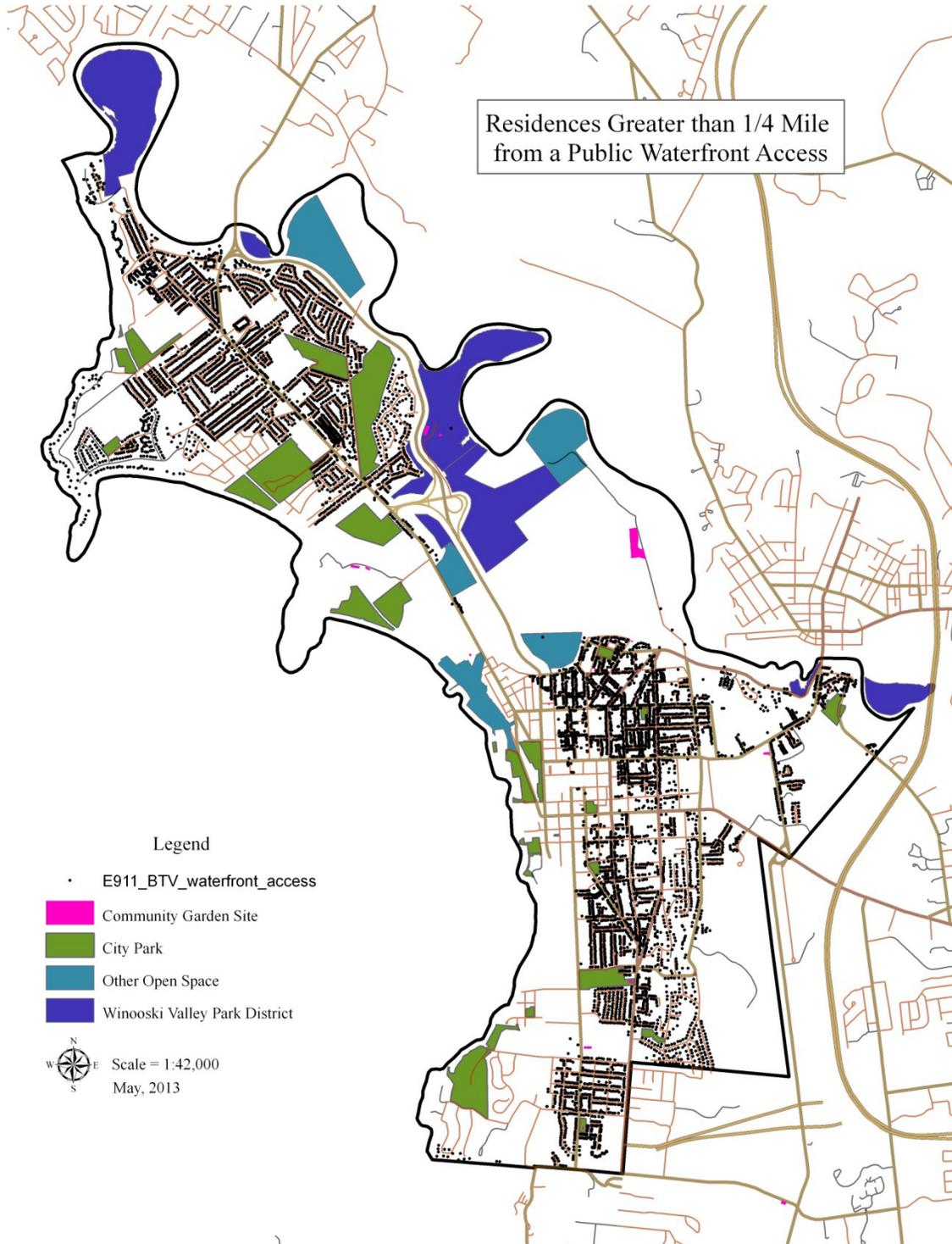


Clouds at North Beach.

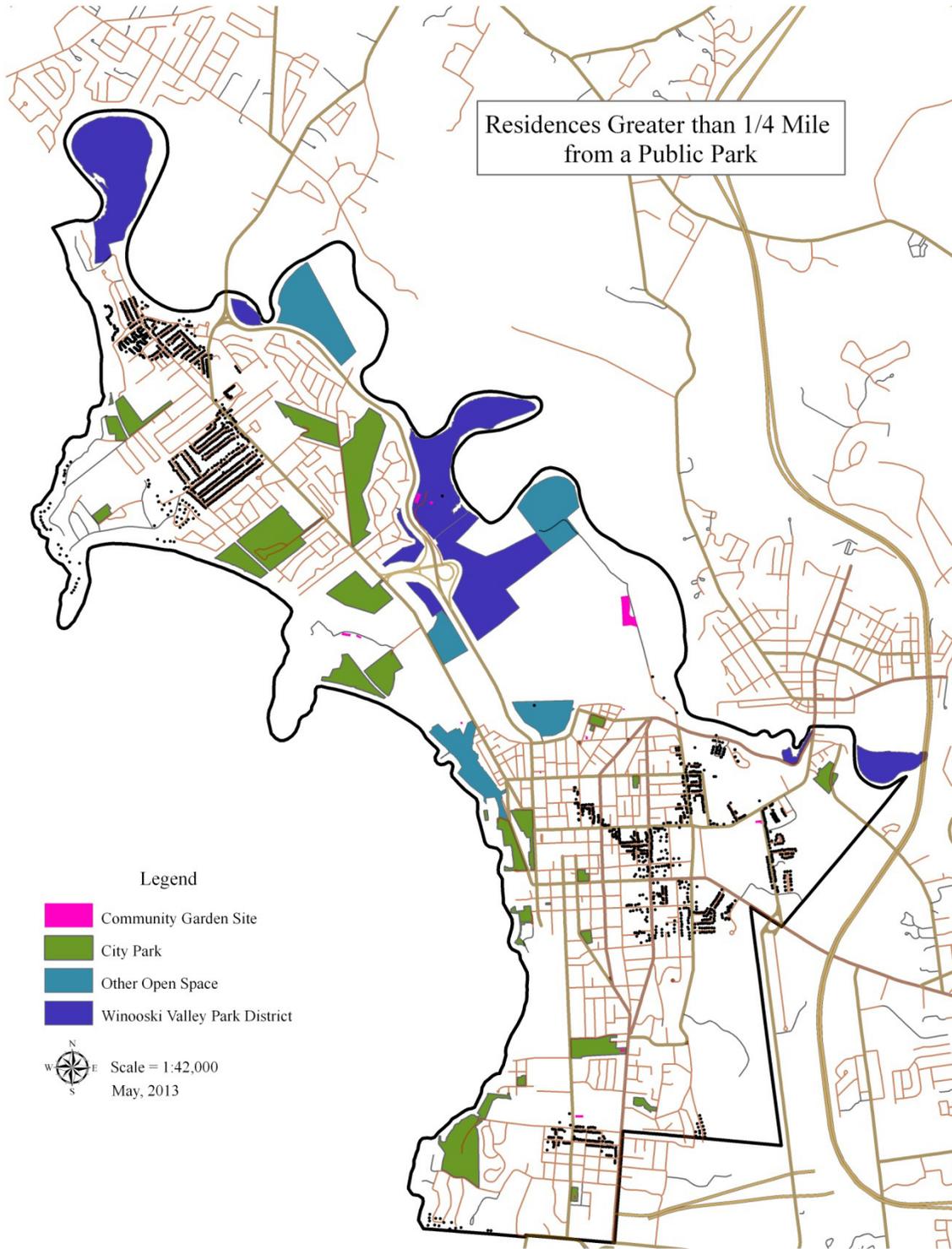
Map I. NR Zoning districts



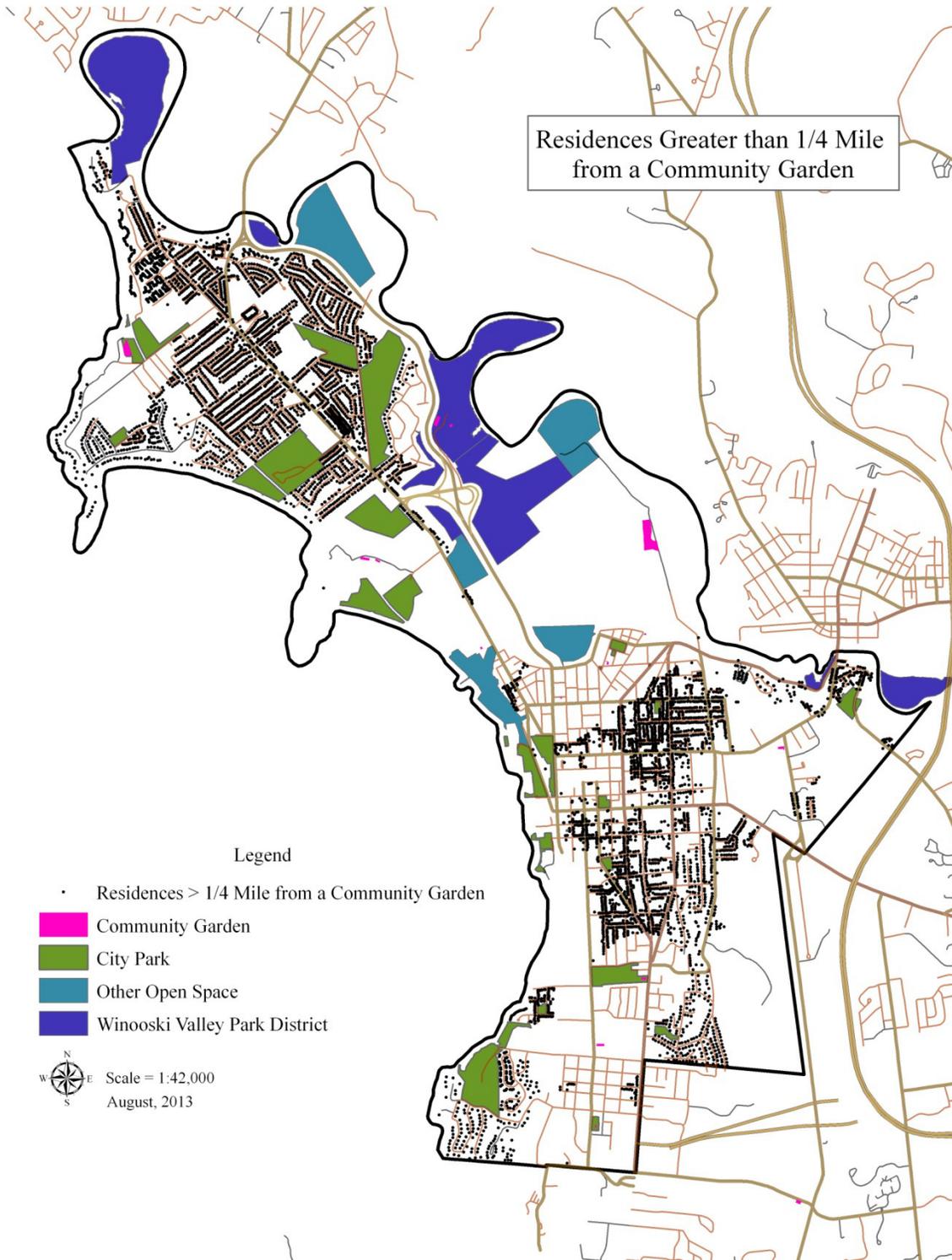
Map J. Residences Greater than 1/4 mile from a Waterfront Access



Map K. Residences Greater than 1/4 mile from a Public Park



Map L. Residences Greater than 1/4 mile from a Community Garden



## Appendix A. Public outreach comments not on a map

### Ward 6 – January 10, 2013, Greek Orthodox Church

1. Please keep area bounded by Burlington Country Club with recreation land and not institutional district zoning.
2. Please make it a priority to install rain gardens at Edmonds School. Will control stormwater and provide a great public example.
3. 48 miles of trails is great but too bad they aren't connected. Can't get there from here!
4. Ward 6 Map – urban forest canopy bridging street on Cliff Street between So. Willard and Summit Ridge – home to huge number of special birds and wild animals; beautiful trees, cool in summer, lets a person feel the forest in the city. Potential park on N.E. side of intersection.
5. Yes! Please give guidance for ways to beautify the greenbelt. They are underutilized spaces with great potential.

### Ward 5 – January 17, 2013

6. Properties – priorities for conservation long term – land adjacent to Blodgett Oven Factory – incredible beach, open space currently only open to employees. If property changes hands (almost did recently) city should acquire open lands for public.
7. Lone Rock Point – incredible property. The diocese currently allows access (with permission). If sold to different owner, could be at risk.
8. Add to plan inventory places where people access the water (lake and river) – boat launch in Intervale.
9. Oakledge Park – Blanchard Beach – opportunity to improve a path to southern edge of beach for use as launching canoes, small sailboats. Currently it is steep and eroded, making it difficult to wheel a dollied boat down to the water.

### Ward 1/2/3 – January 22, 2013

10. Does our data (in the slide show) include private cemeteries? No.
11. Should the wetland zone map be updated to reflect climate change? The City recently updated the wetland maps using LIDAR and aerial photography.
12. FEMA updated flood maps for Burlington right before the spring 2011 floods. The “new” maps were off by 1.2’.
13. My top two concerns in our natural areas are rogue trails and people and pets (off leash dogs). Dan Cahill responds: Parks has tried to close “rogue” trails and limit access but the use tends to return. We are trying to embrace our user groups and upgrade trails as opposed to pushing them to the margins. However, ecological integrity remains paramount.  
Public responds: OK but there are steep grades in Ethan Allen Park where biking is inappropriate. Maybe try signs where bikes can go and where they cannot (with an explanation of why not). You will never get 100% but you can improve the situation enough to solve the problem.
14. Centennial Woods is vulnerable to overuse pressure. The neighbors are the best stewards and really appreciate it.
15. Paul Bierman has a great presentation on the increase of impervious surfaces in rental properties around the UVM campus. SG reply: “parking creep” is on code enforcement’s radar. Many of these properties do not have permits to increase parking.”
16. The better a park is maintained, the better it is sustained.
17. Schmanska Park is very deteriorated/not very welcoming. The parking is confusing – consider adding an entrance for a visual cue (like was done for the Intervale a number of years ago). (entered on the map)

18. Pomeroy Park – gets lots of use for basketball (North Street).
19. The pocket park at North/Hyde/School is lovely to walk by and surprisingly well maintained.
20. I am happy to be a resident of Burlington with so many nice parks!

**Ward 4/7 – January 23, 2013 – these notes were part of an open forum Q&A**

21. Concerns about Leddy Park – how it is designated and future management as an undeveloped park.
22. Public access to beach needs to be increased.
23. Wildlife corridors – Rubenstein Project.
24. Does Protection Plan address dumping/garbage? Channel 17 has photos taken by attendee of dumping.
  - Dan Cahill (DC) responds: this is an on-going issue for City Urban Wilds. Increased access makes it easier to dump. We are always looking for ways to address it.
25. Where/how do trails fit into OSPP? Plans for monitoring and closing some?
  - DC: Trails=use, highly used=increased conservation priority. Inventory allows us to quantify and plan for them. It also helps with maintenance but also helps identify inappropriate trails for closure.
26. Bridges over beltway – one goes nowhere on west side. Any consideration to linking to the bike path on North Avenue?
27. Potential access from North Avenue behind BTV College.
28. There are many trails on private property – I understand the need for the inventory but were property owners notified?
  - DC: Yes and some of them did not want the trails on their properties shown publicly with the inventory.
29. Garbage mentioned above was from the City not the public. City was authorizing itself to use it (Urban Reserve) as a toxic dump.
30. How did the City justify using this area as a staging area for dumping?
  - Scott Gustin (SG) responds: A couple of approvals – one for work on the breakwater and also approval of the Moran re-development. Neither included a permit for dumping.
  - DC: Mapping of the urban reserve with UVM graduate students is happening right now. What are the conservation values of the Urban Reserve? One unique aspect is that this is former lake (i.e. the land is fill).

**Chip Allen's feedback was given directly to Dan Cahill before the meeting started as Chip could not stay for the whole meeting. [Chip@allenvt.com](mailto:Chip@allenvt.com) – please send draft plan.**

31. Invest in impediments at Ethan Allen Park – informal and rogue bike use is causing significant trail issues.
32. User education – encourage quiet and appropriate bike use.
33. Restrict bicycles to pavement.
34. Pileated woodpecker – preservation of aesthetic and accessible to wildlife – part of user education.
35. Keep active recreation in lawn i.e. picnics/playground/field use.
36. Tower pathway – grave or paved pathways? Reconsider gravel.
37. Dogs seems about 50%.

## Appendix B. Summary of On-line comments

On-line Comments by Category	Sum of VotesUp
<b>⊖ Bikepath Addition</b>	<b>19</b>
Burlington College	10
Howard-Kilburn St access to bike path	9
<b>⊖ Green Roofs</b>	<b>10</b>
cherry st parking garage	10
<b>⊖ Management of Existing Public Land</b>	<b>156</b>
Bike Path between North Ave and Starr Farm Rd.	4
Blanchard beach	6
Centennial Woods	15
ethan allen homestead	10
Ethan Allen Park	8
Leddy Park	30
Leddy Park Beach	4
Leddy Park-stormwater runoff	1
Manhattan Drive Field	7
Moran Plant	2
Mount Calvary Red Maple Swamp	4
North Beach	8
Oakledge entrance	7
park at St Paul & So. Winooski Ave	1
Starr Farm Playground and Fields	8
The Intervale	16
Urban Reserve/North 40	18
wild flowers in this park, behind a church	7
<b>⊖ Observation</b>	<b>16</b>
Burlington: Views of the Lake	2
Flynn Estate	8
Leddy Park Beach	4
wild flowers in this park, behind a church	2
<b>⊖ Potential Park</b>	<b>43</b>
appletree point public access	2
Blodget Beach	1
Burlington College	1
Flynn Estate	1
Flynn Estate at Appletree Point	19
Island line trail dock	1
Pine St open land south of Maltex Bldg.	7
Starr Farm Playground and Fields	2
Winooski River outlet west side	9
<b>⊖ Rain Garden</b>	<b>17</b>
20 Caroline ST Rain Garden and extended it to Loc	6
Callahan Park Rain Garden	11
<b>⊖ Urban Ag</b>	<b>8</b>
Battery park slope	1
Citywide home gardens	1
Manhattan Drive Field	5
Water facility terraced slope facing Davis center	1
<b>⊖ Views</b>	<b>17</b>
Burlington: Views of the Lake	12
cherry st parking garage	1
Ledge Road & Iranistan	4
<b>⊖ Waterfront Access</b>	<b>15</b>
Appletree Point Lakefront	2
appletree point public access	12
Burlington College woods' path to beach	1
<b>Grand Total</b>	<b>301</b>

Appendix C. Partners meeting attendees

<b>Partner</b>	<b>Contact</b>
Winooski Valley Park District	Yumiko Jakobcic
Intervale Center	Rob Hunt
Regional Planning Commission	Dan Albrecht
Burlington Permaculture	Mark Krawczyk
Rock Point	Chuck Courcy
Vt Community Garden Network	Jess Hyman
Trust for Public Land	Roger Krussman
Trust for Public Land	Kate Wanner
Crow's Path	Teage O'Connor
UVM & Burlington College Professor	Zac Ispa-Landa
BHS Parent and Volunteer - Nordic Program	David Lustgarten

## Appendix D. Burlington Open Space Protection plan: Land Inventory

Plan Area	Agriculture <sup>1</sup>	Beach or Rock <sup>1</sup>	Cemetery <sup>1</sup>	Forest <sup>1</sup>	Former Landfill or Quarry <sup>1</sup>	Large Mowed Lawn <sup>1</sup>	Potential Green Infrastructure <sup>1</sup>	Rain Garden <sup>1</sup>	Recreation or Park <sup>1</sup>	Small Lawn <sup>1</sup>	Transitional Brushland <sup>1</sup>	Water <sup>1</sup>	Wetland <sup>1</sup>	Total Acres	Miles of Trails	Under-represented Community <sup>2</sup>	Agricultural Opportunities <sup>3</sup>	Acres of Public Land	Underserved Residences Within 1/4 mile	Lakefront Access	Identified as a Potential Park <sup>4</sup>	Name
1				18.3								144.4	162.7				138.9	328				Derway Island
2				1.7								1.5	3.2					5	Yes			
4	8.8	1.7		10.5					0.4			7.2	28.7	Yes		6.6	569	Yes				North Shore Wetland
5				3.6	0.3								3.9		0.3		519					
6	7.7	0.4		39.9	1.2		13.0		4.5				66.7	1.8	Yes	16.1	13.9	1194	Yes	Yes		Flynn Estate
7				7.7									7.7				411					
8				6.8					10.0				16.9		Yes	10.0		23	Yes			
9					0.4								0.4		0.4		6	Yes				
10				39.7			3.7		17.7		11.0		72.1	0.83		14.4	3.7	1072	Yes	Yes		Flynn Estate
11					2.0								2.0		2.0		22					
12					0.6				1.6				2.2	Yes	2.2		32	Yes				
13		1.0		7.0	3.8								11.8	Yes	1.1		42	Yes				Apple Tree Point
14		1.3							1.5				2.8	Yes	1.1		55	Yes				
15				7.0									7.0	Yes			380	Yes				
16		1.1			1.4								2.6	Yes	1.4		255	Yes				
17				4.0	17.1								21.2	Yes	17.1		728					
18					2.6								2.6		2.6		305					
19					5.5								5.5		5.5		262					
20					3.4								3.4		3.4		211					
21				1.9									1.9				55					
22				1.0	1.1								2.1		1.1		725					
23			15.5	116.3	8.6		25.5		21.6		22.5		210.1	2.8	Yes	38.1	95.3	1250				Ethan Allen Park
24					3.4								3.4		3.4		129					
25				2.4	0.3								2.7		0.3		110					
26					6.5								6.5		6.5		9					
27	489.8	4.1		156.2	0.9				86.8	2.4	312.0		1052.1	7.2	Yes	12.4	392.5	70				Intervale East
28				1.7					3.6		0.9		6.3		Yes	0.9	0.1	3				

Notes: <sup>1</sup>Land use category; <sup>2</sup>Based on pre-settlement proportions; <sup>3</sup>Lawns and shrub/scrub lands with prime ag. soils; <sup>4</sup>From public input during this plan update

Plan Area	Agriculture <sup>1</sup>	Beach or Rock <sup>1</sup>	Cemetery <sup>1</sup>	Forest <sup>1</sup>	Former Landfill or Quarry <sup>1</sup>	Large Mowed Lawn <sup>1</sup>	Potential Green Infrastructure <sup>1</sup>	Rain Garden <sup>1</sup>	Recreation or Park <sup>1</sup>	Small Lawn <sup>1</sup>	Transitional Brushland <sup>1</sup>	Water <sup>1</sup>	Wetland <sup>1</sup>	Total Acres	Miles of Trails	Under-represented Community <sup>2</sup>	Agricultural Opportunities <sup>3</sup>	Acres of Public Land	Underserved Residences Within 1/4 mile	Lakefront Access	Identified as a Potential Park <sup>4</sup>	Name
29				22.4		2.2				19.8		50.2		94.5	0.2		2.1	34.0	2			Intervale West
30				1.9		3.0				3.3				8.2			1.9		8			
31						2.4								2.4			2.4		400			
32						2.3								2.3			2.3		387			
33						3.7								3.7			3.7		375			
34						4.4								4.4			4.4		311			
35						1.0								1.0			1.0		183			
36						1.2								1.2			1.2		216			
37				37.1		1.7		6.7						45.5	2.3	Yes	8.4	42.5	140			Leddy Park
38		1.2		14.0										15.2	0.9	Yes		13.6	47	Yes		Leddy Park
39						1.0								1.0			0.4			Yes		Mt. Calvary Swamp
40	18.8		38.6	132.4		27.5		20.7		2.5	1.2			241.8	4.4		17.6	56.1		Yes		Arms Grant
41	8.5	9.3		75.0		7.5		1.9		18.9	5.8			127.0	1.3		1.4	34.9		Yes	Yes	Lone Rock Point/North Beach
42				7.6						5.4	5.5			18.4					3			
43				25.6	20.7					7.0	3.4			56.7			0.0	32.2	14			Old Landfill
44				10.0										10.0	0.1			8.2				
45									0.5	0.2				0.7				0.7				
46								0.6						0.6				0.6				
47				6.8		1.2	0.04	6.5						14.6			6.2	10.3				
48									0.3					0.3				0.1				
49									0.1					0.1				0.1				
50								0.03	0.9					1.0				1.0				
51								7.7						7.7				7.5				
52						0.5								0.5				0.5				
53						0.6								0.6		0.6		50				
54						0.4								0.4		0.4		63				
55			5.7											5.7				91				
56								0.5						0.5		0.5						
57						0.8								0.8		0.8		45				
58								3.0						3.0		3.0	2.7					

Notes: <sup>1</sup>Land use category; <sup>2</sup>Based on pre-settlement proportions; <sup>3</sup>Lawns and shrub/scrub lands with prime ag. soils; <sup>4</sup>From public input during this plan update

Plan Area	Agriculture <sup>1</sup>	Beach or Rock <sup>1</sup>	Cemetery <sup>1</sup>	Forest <sup>1</sup>	Former Landfill or Quarry <sup>1</sup>	Large Mowed Lawn <sup>1</sup>	Potential Green Infrastructure <sup>1</sup>	Rain Garden <sup>1</sup>	Recreation or Park <sup>1</sup>	Small Lawn <sup>1</sup>	Transitional Brushland <sup>1</sup>	Water <sup>1</sup>	Wetland <sup>1</sup>	Total Acres	Miles of Trails	Under-represented Natural Community <sup>2</sup>	Agricultural Opportunities <sup>3</sup>	Acres of Public Land	Underserved Residences Within 1/4 mile	Lakefront Access	Identified as a Potential Park <sup>4</sup>	Name
59								0.3						0.3		0.3	0.2					
60					0.2									0.2		0.2						
61					1.2									1.2		1.2						
62						0.24								0.2				12				
63			7.2	1.9										9.1				128				
64			3.1											3.1				64				
65			2.3	3.0										5.3				207				
66														1.3		1.3	1.2					
67				51.9	9.6			2.1			0.5			64.1	Yes	3.4		2191		Yes		
68					1.2									1.2		1.2		195				
69					2.9									2.9		2.2		131				
70					1.1									1.1				167				
71				0.9										0.9				189				
72				0.1	5.1	0.28		1.7	4.1	1.0				12.3		1.8	1.7	2044		Yes		
73								3.9						3.9			2.9		Yes	Yes		
74								0.6						0.6					Yes			
75										13.0	4.1	16.2		33.3					Yes	Yes		Barge Canal
76		0.3			1.9									5.8					Yes	Yes		
77										0.7		1.8		2.5								
78					0.4									0.4								
79				2.6										2.6	Yes							
80				3.0				0.03	14.9					17.9	Yes	7.8	16.6					
81					0.8									0.8				6				
82					0.3									0.3				15				
83								1.8						1.8	0.1		1.7					
84				0.8										0.8	Yes							
85					1.1									1.1				6				
86					1.0									1.0				16				
87								0.9						0.9				167				
88								1.3						1.3				199				

Notes: <sup>1</sup>Land use category; <sup>2</sup>Based on pre-settlement proportions; <sup>3</sup>Lawns and shrub/scrub lands with prime ag. soils; <sup>4</sup>From public input during this plan update

Plan Area	Agriculture <sup>1</sup>	Beach or Rock <sup>1</sup>	Cemetery <sup>1</sup>	Forest <sup>1</sup>	Former Landfill or Quarry <sup>1</sup>	Large Mowed Lawn <sup>1</sup>	Potential Green Infrastructure <sup>1</sup>	Rain Garden <sup>1</sup>	Recreation or Park <sup>1</sup>	Small Lawn <sup>1</sup>	Transitional Brushland <sup>1</sup>	Water <sup>1</sup>	Wetland <sup>1</sup>	Total Acres	Miles of Trails	Under-represented Natural Community <sup>2</sup>	Agricultural Opportunities <sup>3</sup>	Acres of Public Land	Underserved Residences Within 1/4 mile	Lakefront Access	Identified as a Potential Park <sup>4</sup>	Name
89					0.3									0.3				132				
90					5.2									5.2				114				
91					1.1									1.1				79				
92					1.9									1.9				53				
93			0.4											0.4								
94					0.8									0.8								
95							1.3							1.3		0.0						
96					0.9									0.9								
97			4.0											4.0				18				
98			1.7											1.7	Yes			47				
99			7.3		3.3									10.6	Yes	3.0		27				
100			0.5											0.5	Yes			60				
101			0.7											0.7				223				
102					0.5									0.5				198				
103					5.3									5.3		0.0		184	Yes			
104					0.5									0.5				186				
105					1.8									1.8				238				
106					0.9									0.9				203				
107					0.6									0.6				160				
108					9.0									9.0				287				
109					0.3									0.3				181				
110					0.1									0.1				195				
111					0.3									0.3				211				
112					4.0									4.0				337				
113			0.5											0.5				134				
114					5.9									5.9				116				
115			2.7											2.7				138				
116					8.7									8.7		5.6		145				
117	0.2				14.0	0.58	0.70							15.4		5.1		1747				
118					0.9									0.9				93				

Notes: <sup>1</sup>Land use category; <sup>2</sup>Based on pre-settlement proportions; <sup>3</sup>Lawns and shrub/scrub lands with prime ag. soils; <sup>4</sup>From public input during this plan update

Plan Area	Agriculture <sup>1</sup>	Beach or Rock <sup>1</sup>	Cemetery <sup>1</sup>	Forest <sup>1</sup>	Former Landfill or Quarry <sup>1</sup>	Large Mowed Lawn <sup>1</sup>	Potential Green Infrastructure <sup>1</sup>	Rain Garden <sup>1</sup>	Recreation or Park <sup>1</sup>	Small Lawn <sup>1</sup>	Transitional Brushland <sup>1</sup>	Water <sup>1</sup>	Wetland <sup>1</sup>	Total Acres	Miles of Trails	Under-represented Community <sup>2</sup>	Agricultural Opportunities <sup>3</sup>	Acres of Public Land	Underserved Residences Within 1/4 mile	Lakefront Access	Identified as a Potential Park <sup>4</sup>	Name
119						0.22								0.2				140				
120				1.0		3.4								4.3	Yes	3.4		413				
121						1.9		2.0						4.0		3.7		100				
122						1.6								1.6				23				
123						0.4								0.4		0.0						
124						0.3								0.3		0.2						
125								8.2						8.2		2.1		1				
126	28.9			54.8		21.4		100.1	12.1	3.4	0.4			221.2	Yes	113.9		110				Golf Course
127				2.3										2.3	Yes							
128				12.1										12.1	Yes			14				
129						0.4								0.4								
130						0.7								0.7								
131				1.0										1.0								
132									0.6					0.6		0.3						
133				8.0	2.9									10.9	0.3							Redstone Quarry
134				1.3										1.3								
135				5.0										5.0	0.6	Yes	2.5	25				
136		3.3		29.4										32.7	1.6	Yes	4.8	363				Salmon Hole
137				15.3					0.8		6.9			23.1			0.8		Yes			
138			6.3	75.5		1.2		7.8	10.2	4.5	3.4			109.0	4.1	Yes	5.3	6.5	1342			Centennial Woods
139				1.5										1.5					112	Yes		
140						1.1								1.1		0.2		122				
141				0.9										0.9				149				
142						0.8								0.8		0.8		136				
143				0.8										0.8	Yes			14				
144				0.3										0.3				14				
145						0.5								0.5		0.5		25				
146				2.2										2.2	Yes			41				
147						0.8								0.8		0.8		70				
148				9.6		1.4		5.3	4.8	0.6				21.7	Yes	4.9		651				

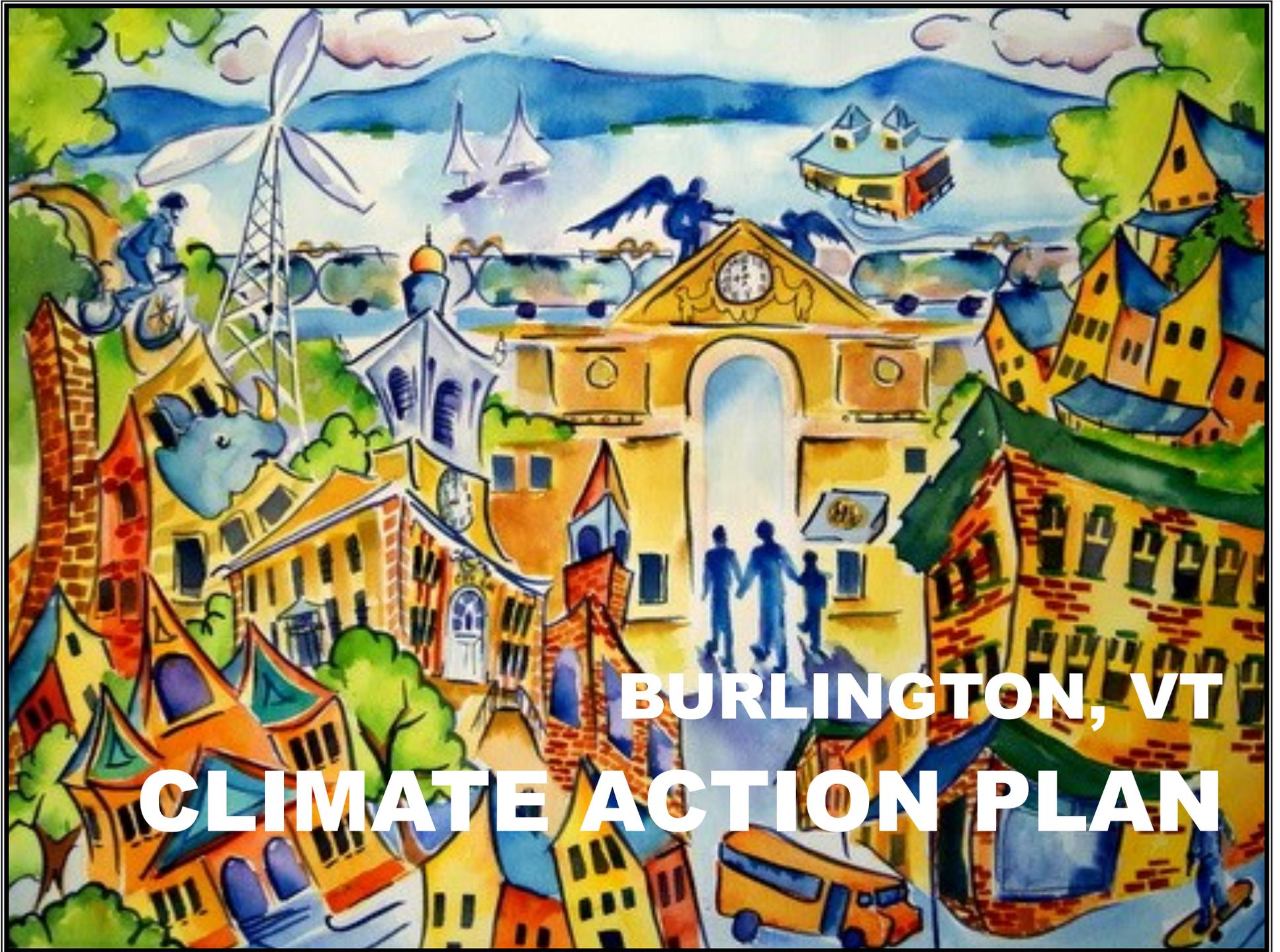
Notes: <sup>1</sup>Land use category; <sup>2</sup>Based on pre-settlement proportions; <sup>3</sup>Lawns and shrub/scrub lands with prime ag. soils; <sup>4</sup>From public input during this plan update

Plan Area	Agriculture <sup>1</sup>	Beach or Rock <sup>1</sup>	Cemetery <sup>1</sup>	Forest <sup>1</sup>	Former Landfill or Quarry <sup>1</sup>	Large Mowed Lawn <sup>1</sup>	Potential Green Infrastructure <sup>1</sup>	Rain Garden <sup>1</sup>	Recreation or Park <sup>1</sup>	Small Lawn <sup>1</sup>	Transitional Brushland <sup>1</sup>	Water <sup>1</sup>	Wetland <sup>1</sup>	Total Acres	Miles of Trails	Under-represented Natural Community <sup>2</sup>	Agricultural Opportunities <sup>3</sup>	Acres of Public Land	Underserved Residences Within 1/4 mile	Lakefront Access	Identified as a Potential Park <sup>4</sup>	Name
149				7.1					2.9					10.0	Yes			283				
150									3.3					3.3	Yes			18				
151					1.6									1.6			1.3					
152					0.8									0.8					Yes			
153				1.0	0.5			0.3						1.8	Yes		0.5		Yes			
154				3.5	2.7									6.3	Yes	1.6	3.0	21	Yes			
155									0.6					0.6	Yes			14				
156									0.5					0.5	Yes			40				
157					0.7									0.7				36				
158									0.4					0.4	Yes			43				
159					0.5									0.5				110				
160				0.7										0.7				66				
161				0.5										0.5	Yes			57				
162					0.9									0.9				86				
163				0.4								4.2		4.5	Yes							
164								1.0						1.0		0.3						
165					0.4									0.4				2				
166								1.8						1.8		0.7	1.6	11				
167					2.5									2.5				14				
168				8.4										8.4	Yes			18				
169									3.8					3.8	Yes	0.7		8				
170				12.9	6.8									19.7	Yes			19	Yes			
171				8.3						0.2				8.5	Yes			45				
172				30.4	0.4			23.7						54.5	0.7	Yes	11.5	39.8	10	Yes		Oakledge Park
173				7.4						0.6	1.0			8.9	Yes			15				
174				2.8										2.8				15				
175				1.5										1.5				13				
176				1.4	0.4									1.8	Yes			37				
177				0.8										0.8				63				
178										0.1	0.5			0.6				121				

Notes: <sup>1</sup>Land use category; <sup>2</sup>Based on pre-settlement proportions; <sup>3</sup>Lawns and shrub/scrub lands with prime ag. soils; <sup>4</sup>From public input during this plan update

Plan Area	Agriculture <sup>1</sup>	Beach or Rock <sup>1</sup>	Cemetery <sup>1</sup>	Forest <sup>1</sup>	Former Landfill or Quarry <sup>1</sup>	Large Mowed Lawn <sup>1</sup>	Potential Green Infrastructure <sup>1</sup>	Rain Garden <sup>1</sup>	Recreation or Park <sup>1</sup>	Small Lawn <sup>1</sup>	Transitional Brushland <sup>1</sup>	Water <sup>1</sup>	Wetland <sup>1</sup>	Total Acres	Miles of Trails	Under-represented Natural Community <sup>2</sup>	Agricultural Opportunities <sup>3</sup>	Acres of Public Land	Underserved Residences Within 1/4 mile	Lakefront Access	Identified as a Potential Park <sup>4</sup>	Name
179					1.6									1.6		1.0		202				
180				3.6										3.6								
181					2.9									2.9		0.0						
182					3.1				1.1					4.2	Yes	1.2		205				
183					0.7									0.7		0.5		87				
184				0.5										0.5				20				
185				12.3										12.3								
186	0.1													0.1								
187									0.6					0.6	Yes							
188						0.18								0.2								
189						0.24								0.2			0.1					
190					16.6									16.6		0.9						
191					0.6									0.6		0.6						
192					0.4									0.4		0.4		151				
193							0.07							0.1			0.0					
<b>Total Acres</b>	<b>562.7</b>	<b>23.8</b>	<b>78.7</b>	<b>1167.0</b>	<b>23.6</b>	<b>295.7</b>	<b>1.8</b>	<b>0.8</b>	<b>281.0</b>	<b>5.0</b>	<b>261.0</b>	<b>16.3</b>	<b>599.9</b>	<b>3317.4</b>	<b>0.0</b>		<b>387.4</b>	<b>981.2</b>	<b>N/A</b>			

Notes: <sup>1</sup>Land use category; <sup>2</sup>Based on pre-settlement proportions; <sup>3</sup>Lawns and shrub/scrub lands with prime ag. soils; <sup>4</sup>From public input during this plan update



**BURLINGTON, VT  
CLIMATE ACTION PLAN**

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## **What is a Climate Action Plan?**

A climate action plan is a detailed and strategic framework for measuring, planning, and reducing Green House Gas (GHG) emissions and related climatic impacts. Municipalities design and utilize climate action plans as customized roadmaps for making informed decisions and understanding where and how to achieve the largest and most cost-effective emissions reductions that are in alignment with other municipal goals. Climate action plans, at a minimum, include an inventory of existing emissions, reduction goals or targets, and analyzed and prioritized reduction actions. Ideally, a climate action plan also includes an implementation strategy that identifies required resources and funding mechanisms.

## **What is this plan about?**

This document provides an overview of Burlington's Climate Action Plan - how it was created, why it is necessary, and what are its goals. Supporting research, documentation, and steps that city officials, individuals, and organizations can take to implement change are available at [www.burlingtonvt.gov/cap/](http://www.burlingtonvt.gov/cap/).

# BURLINGTON

## LEADING THE WAY

**1996**

Burlington becomes one of the first cities to join the "Cities for Climate Protection" campaign organized by ICLEI.

**2000**

Burlington's first Climate Action Plan is adopted by City Council in May.

**2009**

The City prepares a cost-carbon benefit analysis of 17 proposed mitigation actions.

**2016**

The City will have stabilized its greenhouse gas emissions with the use of strategies presented in this plan.

**1998**

City Council passed a resolution setting a 2005 reduction target of 10% below 1990 levels.

Mayor Clavelle forms the first Climate Protection Task Force.

**2008**

The City begins the update of its Climate Action Plan with the preparation of a new Greenhouse Gas Inventory.

Over 100 citizen participate in the generation of 200+ mitigation strategies.

**2010**

The City creates a greenhouse gas emission tracking tool to easily allow City government to regularly track and record emission data.

**2025**

The City will have reduced its greenhouse gas emissions by the first target identified on page 10.

# WHY WE CARE?

## WHAT IS CLIMATE CHANGE ?

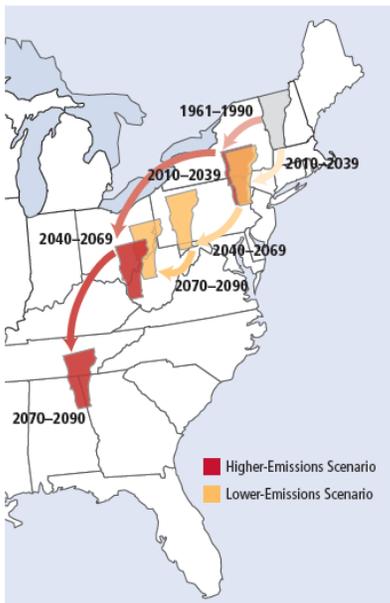
The greenhouse effect is the process by which the atmosphere traps some of the sun's energy, warming the Earth and moderating our climate. A human-driven increase in 'greenhouse gases' has enhanced this effect artificially. These greenhouse gases include carbon dioxide, produced by burning fossil fuels and through deforestation, methane, released from agriculture, animals and landfill sites, and nitrous oxide, resulting from agricultural production plus a variety of industrial chemicals.

## VERMONT'S CHANGING CLIMATE

From the Lake Champlain shore to the Connecticut River Valley, the climate of Vermont is changing. Records show that spring is arriving earlier, summers are growing hotter, and winters are becoming warmer and less snowy. These changes are consistent with global warming, an increasingly urgent phenomenon driven by heat-trapping emissions from human activities.

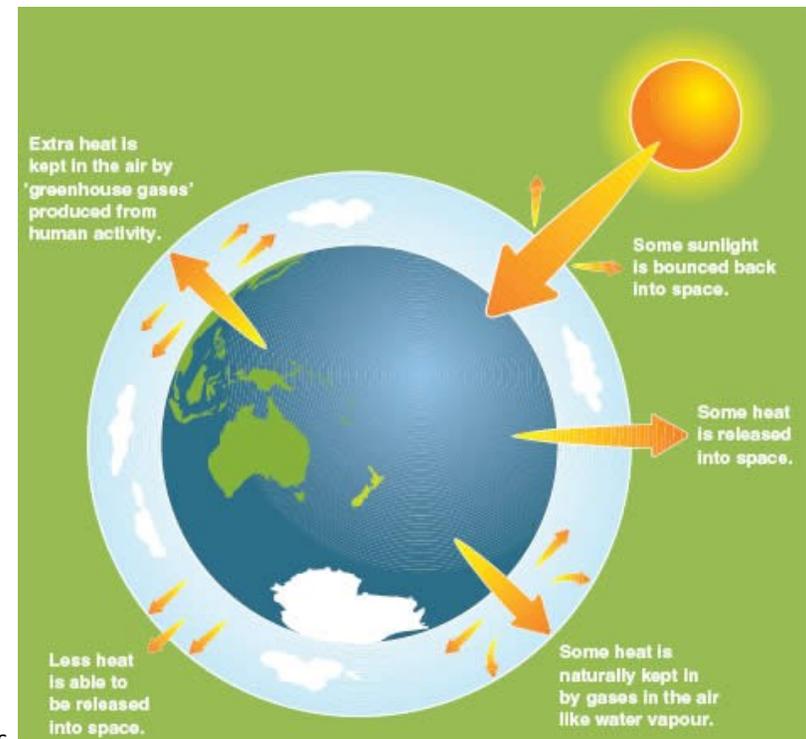
New state-of-the-art research shows that if global warming emissions continue to grow unabated, Vermont can expect dramatic changes in climate over the course of this century, with substantial impacts on vital aspects of the state's economy and character. If the rate of emissions is lowered, however, projections show that many of the changes will be far less dramatic. Emissions choices we make today—in Vermont, the Northeast, and worldwide—will help determine the climate our children and grandchildren inherit, and shape the consequences for their economy, environment, and quality of life.

**Temperature.** Average temperatures across the Northeast have risen more than 1.5 degrees Fahrenheit (°F) since 1970, with winters warming most rapidly—4°F between 1970 and 2000. If higher emissions prevail, seasonal average temperatures across Vermont are projected to rise 9°F to 13°F above historic levels in winter and 7°F to 14°F in summer by late-century, while lower emissions would cause roughly half this warming.



### Migrating State Climate

Changes in average summer heat index—a measure of how hot it actually feels, given temperature and humidity—could strongly affect quality of life in the future for residents of Vermont. Red arrows track what summers in Vermont could feel like over the course of the century under the higher-emissions scenario. Yellow arrows track what summers in the state could feel like under the lower-emissions scenario.



**Precipitation and winter snow.** The Northeast region is projected to see an increase in winter precipitation on the order of 20 to 30 percent. Slightly greater increases are projected under the higher-emissions scenario, which would also feature less winter precipitation falling as snow and more as rain. Heavy, damaging rainfall events have already increased measurably across the Northeast in recent decades. Intense rains struck the region in 2011 during Irene, for example, causing widespread flooding. The frequency and severity of heavy rainfall events is expected to rise further under either emissions scenario.

**Drought.** In this historically water-rich state, rising summer temperatures coupled with little change in summer rainfall are projected to increase the frequency of short-term (one- to three month) droughts, particularly if higher emissions prevail. By late-century, for example, short-term droughts are projected to occur annually under the higher emissions scenario (compared with once every two years, on average, historically), increasing stress on both natural and managed ecosystems.

# IMPACTS OF CLIMATE CHANGE ON VERMONT AND BURLINGTON

## IMPACTS ON WINTER RECREATION

Snow and cold temperatures mean big business for the Green Mountain State. Ski areas provide recreation for residents and visitors along with thousands of jobs, and contribute more than \$1.1 billion a year to the state's economy. Winters are already changing, and may look and feel profoundly different over the course of the century.

**Snowmobiling.** Vermont is part of a six state network of snowmobile trails totaling 40,500 miles and contributing \$3 billion a year to the regional economy. Snowmobiling relies almost entirely on natural snowfall. Projected losses in natural snow cover and the impracticality of snowmaking on this vast system mean that the snowmobiling season could decline dramatically by late-century.

**Skiiing.** Milder winters are expected to shorten the ski season, and the state's ski areas may no longer be viable by late-century.

**Lake ice.** Ice fishing and pond hockey are winter favorites in Vermont. However, global warming will render lake ice cover increasingly thin and shorten its duration. Ice cover duration on Lake Champlain has already declined in recent decades.

## IMPACTS ON FORESTS AND AGRICULTURE

**Forests** cover nearly 80 percent of the Vermont landscape. The state's forest-related manufacturing, recreation, and tourism sectors contribute more than \$1.4 billion to the state's economy and provide jobs for many residents. These woodlands also provide wildlife habitat, protect watersheds, conserve soil, and store carbon. Climate change has the potential to dramatically alter the character of Vermont's forests.

**Agriculture** has long been a vital part of Vermont's character and economy. Global warming will present both opportunities and challenges to Vermont's growers. For example, increases in the frequency of short-term drought could necessitate increased irrigation and operational costs, while a longer growing season could benefit those farmers seeking to invest in warmer weather crops that are currently hard to grow.

By late-century, increasing summer temperatures and heat stress could depress the yields of some of Vermont's economically important cool-weather crops. Northward expansion of agricultural pests and weeds are expected to further impede crop production during this time frame, and potentially pressure farmers to increase their herbicide and pesticide use (or, in the case of organic farms, invest more heavily in labor-intensive weed and pest control).

## IMPACTS ON HUMAN HEALTH

From more intense summer heat waves to deteriorating air quality, the effects of global warming are expected to increase the risk of a number of health problems.

**Extreme heat.** While Burlington residents are accustomed to the occasional summer heat wave, the number of hot days is projected to increase substantially in much of the state by late-century, with some areas experiencing temperatures over 90°F on more than half of July days. Very hot days are not only unpleasant but also dangerous, as they increase the risk of heat stress and even death.

**Air quality.** Higher temperatures and increasing levels of carbon dioxide (CO<sub>2</sub>) in the air are also expected to have significant impacts on human health, which could include development or reproductive harm, asthma attacks, lung cancer, wheezing and coughing, shortness of breath, cardiovascular harm, lung tissue redness, swelling, etc.

**Vector-borne disease.** Mosquitoes and ticks carry West Nile virus (WNV) and Lyme disease-causing bacteria, and spread them to animals and humans. Projections for the Northeast of warmer winters, hotter summers, and more frequent summer dry periods punctuated by heavy rainstorms can set the stage for more frequent WNV outbreaks.

## IMPACTS ON INFRASTRUCTURE AND LAND

In the last decades, the frequency and severity of storm events have increased tremendously and in Burlington more specifically we have seen increased flooding. Think of the Lake Champlain flooding and Irene in 2011, and Hurricane Sandy in 2012. Such flood events equate to **higher levels of stormwater** and have a direct impact on our water infrastructure in the City. During major storm events the waterfront wastewater treatment plant cannot always handle the increased flow in areas of the city where the wastewater and stormwater systems are combined. This means that untreated wastewater is sent directly to the Lake. Given the age of our infrastructure, these major storm events threaten their integrity and we should expect to see more unanticipated breaks, wash-outs and flooding.

**Bank erosion** is another impact of more severe flooding. Damage that the Burlington bike path and many lakeshore properties quickly come to mind when remembering the 2011 events. The cost to repair and/or replace eroded banks create an additional burden on individuals, city finances and the cost often has to ultimately be paid for by citizens.

**Limited recreation opportunities** from decreased water quality or physical constraints due to flooding have also been more frequent, i.e.: beach closures, prohibited swimming and/or boating, limited bike path use, etc.



# CLIMATE CHANGE AND EQUITY

Equity and inclusion are a high priority for the City of Burlington. To respond to the complex and intertwined issues of climate change and social equity, the City must put forth a clear and unyielding effort to promote inclusion in all decision and policy-making processes, while at the same time applying an equity lens to implementation strategies in order to create an integrated response that goes far beyond reducing carbon emissions. Addressing social equity will, in turn, help foster strong, resilient natural systems and neighborhoods. Some areas for consideration include:

- How can the City of Burlington build a more diverse and multi-disciplinary climate action stakeholder group?
- By evaluating emissions mitigation strategies with attention to issues of equity, how might planning and implementation of infrastructure and behavioral emissions reduction projects be enhanced?
- In what ways does a more inclusive set of active stakeholders create a more effective and innovative emissions reduction program?
- What are the synergies between equity and inclusion goals and climate action goals and how do these crossovers advance a community culture of sustainability?
- How can the City of Burlington help ensure the safety and health of all of its citizens in the face of a changing climate?

The City of Burlington has identified five key areas, which present pressing equity issues either presently or in the future. These issues will be explored in the future to create a more comprehensive and transparent plan of action.

<p><b>Housing</b></p> <ul style="list-style-type: none"> <li>◆ Disparate concentrations of wealth in relation to floodplains and green space</li> <li>◆ Individuals’ financial ability to adapt and respond to climatic changes</li> <li>◆ Access to energy efficient homes – including heating, cooling, and weatherization</li> </ul>	<p><b>Infrastructure and Transportation</b></p> <ul style="list-style-type: none"> <li>◆ Individuals’ proximity to affordable, reliable public transportation</li> <li>◆ Distance from town center and shopping centers proportional to levels of income and wealth</li> </ul>	<p><b>Extreme Weather Events and Impacts</b></p> <ul style="list-style-type: none"> <li>◆ Flooding and tree falls</li> <li>◆ Effects of extreme weather on livability, comfort, and crime</li> </ul>
<p><b>Food Security</b></p> <ul style="list-style-type: none"> <li>◆ Stability and viability of long-term, local agriculture</li> <li>◆ Access to and affordability of fresh, local foods</li> <li>◆ Community garden placement and supporting resources</li> <li>◆ Home garden and composting education</li> </ul>	<p><b>Participation, outreach, and education</b></p> <ul style="list-style-type: none"> <li>◆ Equitable community involvement in policy and decision making process such as zoning and land use planning</li> <li>◆ Build on the work of the diverse stakeholders through a climate action education designed to engage and inform all members of the community</li> </ul>	

The City of Burlington, through its climate mitigation and adaption efforts, has already begun developing a comprehensive, integrated plan of action to respond to and deal with the issues of climate change and equity.

# WHERE ARE WE NOW WITH GOVERNMENT OPERATIONS EMISSIONS?

*Snapshot in time*

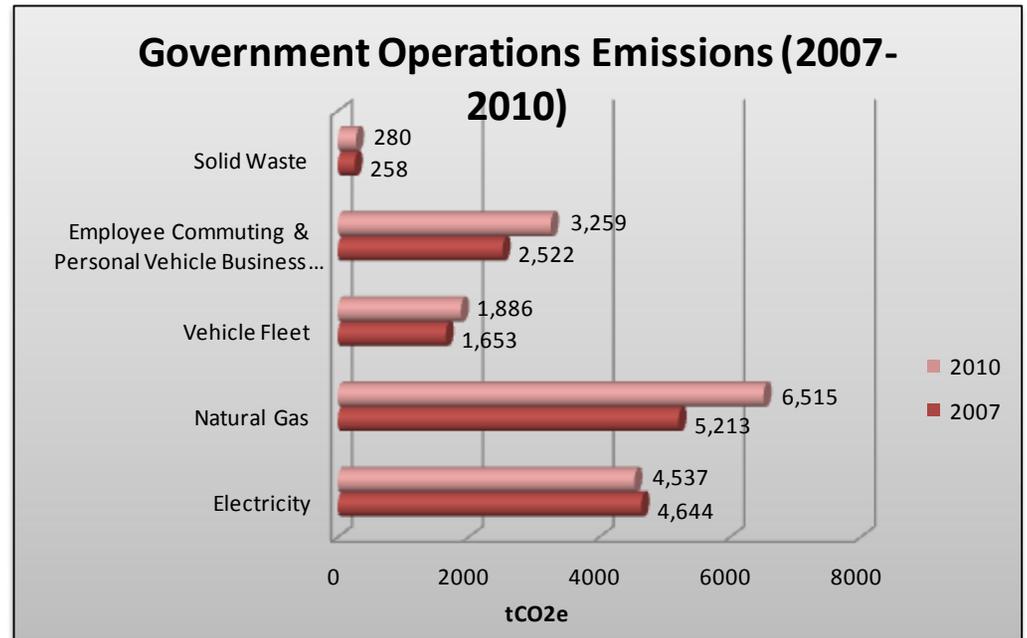
While based on extensive research and analysis, the Burlington Climate Action Plan represents a snapshot in time using the best information available today. The greenhouse gas emissions inventory results depicted below and in the next few pages are always changing. The 2007 and 2010 inventories were prepared using the International Local Government Greenhouse Gas (GHG) Emissions Analysis Protocol developed by the Climate Registry and ICLEI. It is our hope to update this information every 3 years to track progress.

The City of Burlington's government operations generated 14,290.7 tCO<sub>2</sub>e in 2007, increasing by 15% to 16,476.9 in 2012. This translates to an increase in cost from \$4.5 million in 2007 to approximately \$4.9 million in 2010 (a 7% rise).

While electricity usage and emissions have decreased between 2007 and 2010, every other generation source has increased, with employee commute being highest (a 29% increase).

- In 2007, the City Government consumed around 21 million kWh of electricity, emitting 4,643.8 tCO<sub>2</sub>e. This decreased by 2% in 2010 to around 20 million kWh and 4,537.2 tCO<sub>2</sub>e.
- In 2007, the City Government consumed over 965,000 CCFs of natural gas, emitting 5,213.4 tCO<sub>2</sub>e. This increased by 25% in 2010 to over 1.2 million CCFs and 6,514.8 tCO<sub>2</sub>e.
- The City Government's vehicle fleet consumed around 184,000 gallons of diesel, biodiesel, and gasoline (23,957.1 MBTU) in 2007, emitting 1,653.3 tCO<sub>2</sub>e, which increased by 14% in 2010 when over 210,000 gallons (27,323.2 MBTU) were consumed and 1,885.9 tCO<sub>2</sub>e were generated.
- With over 5.9 million miles driven for commuting purposes in 2007 and over 420,000 miles driven in personal vehicles for business travel, employee commuting & personal vehicle business travel emitted 2,521.9 tCO<sub>2</sub>e. The average commute distance was 11 miles (one way) in 2007 and 78% of employees drove alone to work. In 2010, nearly 8.0 million miles were driven for commuting purposes and around 330,000 miles were driven in personal vehicles for business travel. Employee commuting & personal vehicle business travel generated 3,259.0 tCO<sub>2</sub>e, a 29% increase from 2007. The average commute distance rose to nearly 13 miles (one way) in 2010, and 75% of employees drove alone to work.
- The City Government disposed over 1,600 tons of land filled waste in 2007, which generated 258.2 tCO<sub>2</sub>e. This increased to nearly 1,750 tons of land filled waste in 2010 and 280.0 tCO<sub>2</sub>e.

These results show that by improving the energy efficiency of city-owned buildings and encouraging city workers to use alternative ways of commuting to work, the city can have a strong impact on reducing annual GHG emissions. These types of initiatives would also have a direct impact on costs/savings both for the City and its staff.

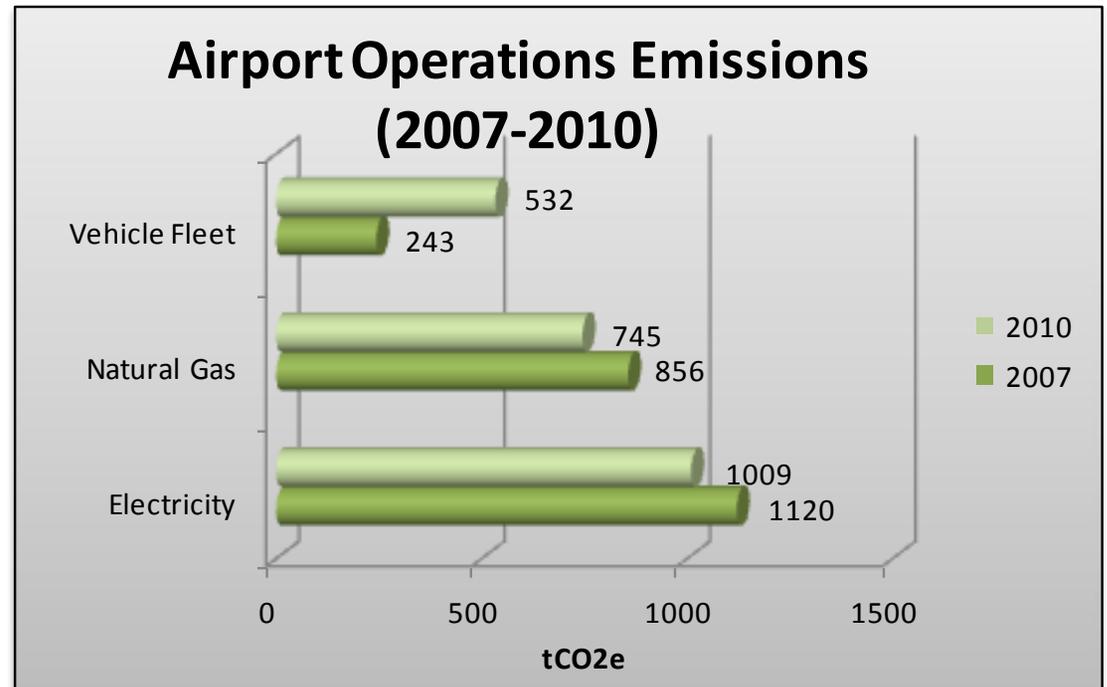


# WHERE ARE WE NOW WITH THE AIRPORT'S EMISSIONS?

The City of Burlington's Airport generated 2,219.4 tCO<sub>2</sub>e in 2007, increasing by 3% to and 2,287.2 tCO<sub>2</sub>e in 2010. This translates to a cost of \$963,300 in 2007, decreasing by 2% to \$947,339 in 2010. For more information on data, inputs and assumptions, please see appendices A and B.

- In 2007, the Airport consumed over 5.1 million kWh of electricity, emitting 1120.1 tCO<sub>2</sub>e. This decreased by 10% in 2010 to around 4.6 million kWh and 1,009.2 tCO<sub>2</sub>e.
- In 2007, the Airport consumed nearly 160,000 CCFs of natural gas, emitting 856.1 tCO<sub>2</sub>e. This decreased by 13% in 2010 to around 138,000 CCFs and 745.1 tCO<sub>2</sub>e.
- The Airport's vehicle fleet consumed around 25,000 gallons of diesel, biodiesel, and gasoline (3,493.3 MBTU) in 2007, emitting 249.2 tCO<sub>2</sub>e. In 2010 these figures increased to over 48,000 gallons (6,517.2 MBTU) consumed and 543.5 tCO<sub>2</sub>e generated. This presents an increase of 218%.
- The Airport spent over \$963,000 in 2007, decreasing by 2% to just over \$947,000 in 2010.

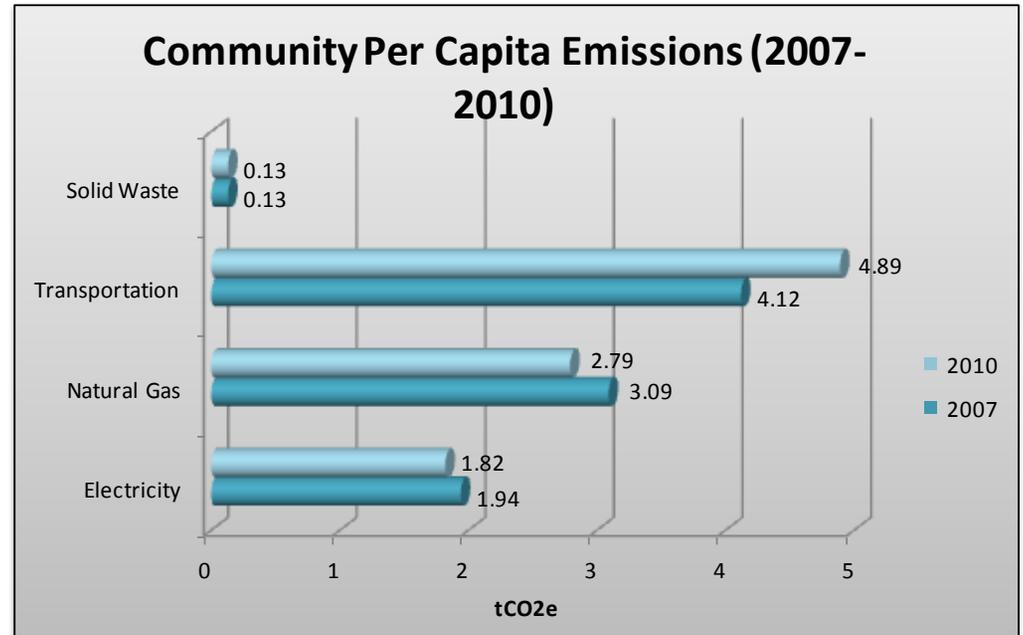
Since these numbers were calculated, the airport has undertaken aggressive energy efficiency efforts. Projects include: replacing incandescent taxiway lighting with LEDs; replacing terminal, roadway, and parking lot lighting with CFL and LEDs; replacing parking garage lighting with LEDs; replacing aging air conditioning and heating equipment with high efficiency units; and replacing terminal air handling units with high efficiency units. The airport has also upgraded manual equipment controls to digital.



# WHERE ARE WE NOW WITH COMMUNITY EMISSIONS?

As a Community, Burlington generated 380,762.3 tCO<sub>2</sub>e in 2007, increasing by 6% to 404,778.6 tCO<sub>2</sub>e in 2010. This translates to a cost of over \$78.9 million in 2007, decreasing by 4% to \$76.0 million in 2010. In order to account for population growth in the future and allow for relative comparison between inventories, a per capita emission analysis is most helpful. The graph to the right presents the community inventory results per capita for both 2007 and 2010. The table below presents the total emissions for the community.

- In 2007, the Community consumed over 360.6 million kWh of electricity, emitting 79,664.2 tCO<sub>2</sub>e. This decreased by 4% in 2010 to around 346.2 million kWh and 76,474.4 tCO<sub>2</sub>e.
- In 2007, the Community consumed nearly 23.4 million CCFs of natural gas, emitting 126,496.0 tCO<sub>2</sub>e. This decreased by 7% in 2010 to nearly 21.7 million CCFs and 117,242.6 tCO<sub>2</sub>e.
- With over 259 million vehicle miles traveled (VMT) in 2007, Community transportation emitted 169,102.0 tCO<sub>2</sub>e. This increased by 24% in 2010, when 320 million VMT were driven and 205,487.0 tCO<sub>2</sub>e were generated. Transportation is the largest source of emissions generated by the Community. In short, emissions increased by almost a quarter since 2007.
- The Community disposed of nearly 34,375 tons of landfilled waste in 2007, generating 5,500.1 tCO<sub>2</sub>e. This increased by 1% to 34,841 tons of landfilled waste in 2010 or 5,574.6 tCO<sub>2</sub>e.



Of the total Community GHG emissions, 44% was generated by Community transportation in 2007, and 51% in 2010, indicating that a reduction in annual vehicle miles traveled (VMT) in Burlington could have the biggest impact on our emissions reduction target.

## Community - 2007 and 2010 Total Emissions

Source	2007 GHG Emissions (tCO <sub>2</sub> e)	Percent of Total 2007 City Emissions	2010 GHG Emissions (tCO <sub>2</sub> e)	Percent of Total 2010 City Emissions
Electricity	79,664.2	21%	76,474.4	19%
Natural Gas	126,496.0	33%	117,242.6	29%
Transportation	169,102.0	44%	205,487.0	51%
Solid Waste	5,500.1	1%	5,574.6	1%
<b>TOTAL</b>	<b>380,762.3</b>	<b>100%</b>	<b>404,778.6</b>	<b>100%</b>

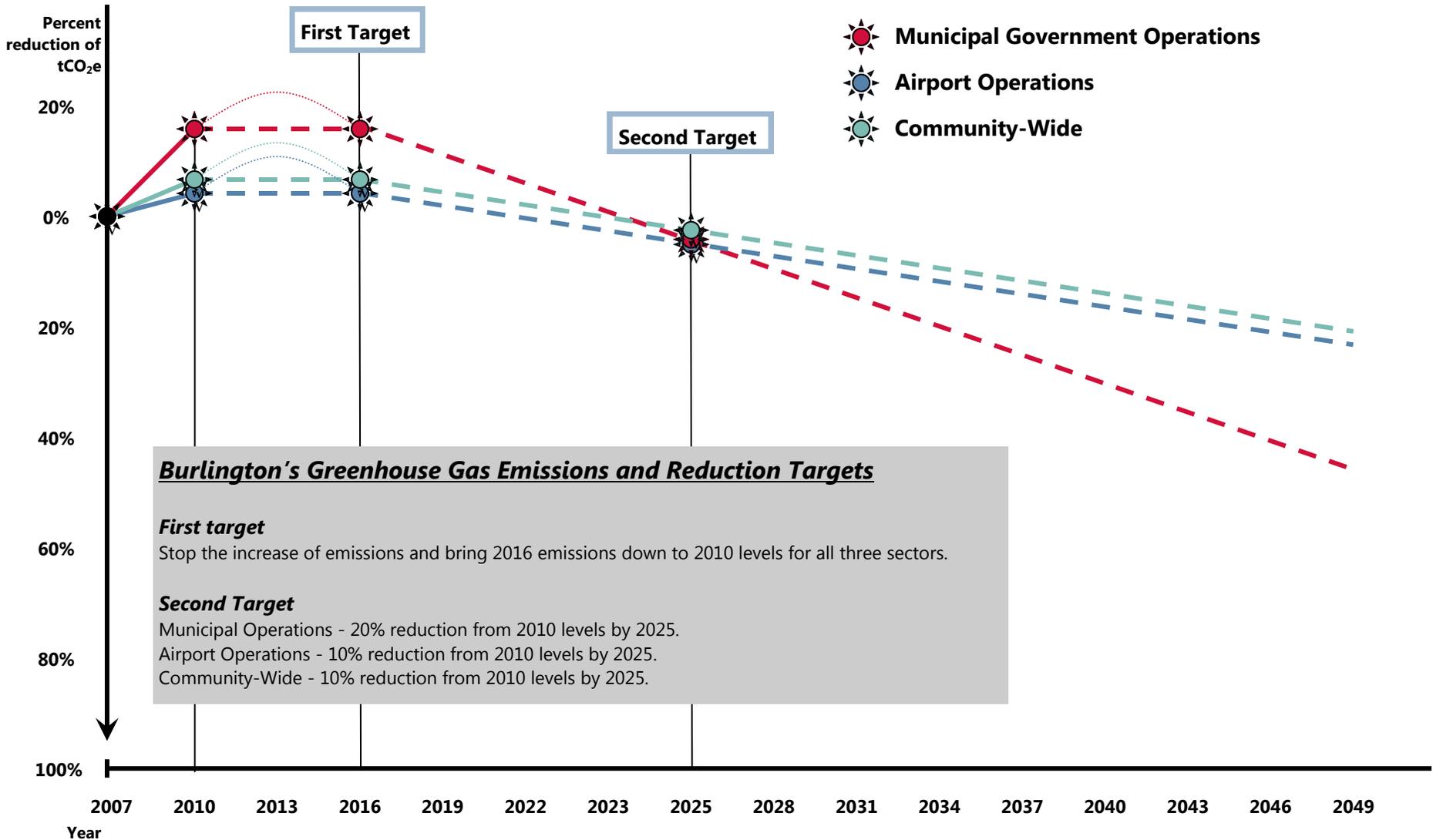
Please note that percentages may not add up to 100% due to rounding.

While energy produced from biomass may not always be carbon neutral, the Climate Protection Protocol (the standard GHG tracking tool used by cities around the world) does not require that GHG from biomass be integrated into overall calculations. That said, should this change and biomass be included in an updated Protocol, Burlington will include this information when it collects future data.

The US Environmental Protection Agency reports that 2012 McNeil's Total Facility CO<sub>2</sub>e Emissions (excluding Biogenic CO<sub>2</sub>) were 8425 metric tons and McNeil's measured Biogenic CO<sub>2</sub> was 344,501 metric tons.

# WHERE ARE WE GOING?

Now that we have a sense of where our current emissions levels are, it is important to set emission reduction targets that are realistic considering where we have been and considering that emissions have increased between our two inventories. The chart below illustrates specific reduction targets for government operations, airport operations, and the community respectively. The first target requires leveling off the growth of emissions by 2016 and bring them back to 2010 levels. The second target involves an actual reduction of the 2010 emission levels by 2025.



# HOW CAN WE REDUCE OUR EMISSIONS?

In the fall of 2008, the city launched a lengthy community process, reflective of Burlington's participatory decision-making and community involvement history. Between September 2008 and February 2009, over 100 community volunteers and City staff gathered in eight working groups to develop emissions mitigation strategies under seven of the following eight themes. This work resulted in over 200 recommendations that were shared and vetted with the public at the December 2008 Legacy Town Meeting.

Each of the top strategies presented in this plan were carefully evaluated and chosen with the following criteria in mind:

- GHG Reduction Effectiveness
- Financial Performance/Cost Effectiveness
- Existing Implementation Capacity
- Available Funding/Financing
- Technical Feasibility
- Public Interest/Support
- Existing Momentum/Champion
- Local/Regional Economic Impact

Through this evaluation, 39 strategies rose to the top and are included in this plan as the first steps to take to reduce our emissions.

Most recently, with the development of planBTV-Downtown & Waterfront and other initiatives, the City added one more theme/goal that is central to reducing our impact on climate change. **Compact mixed-use development** considerations have proven to be one of the most effective ways to affect our generated emissions at a community level.

The following pages of the plan present the overarching goals for each theme as well as the related proposed strategies.



# Goal: Promote compact mixed-use development.

## Strategies

- Promote an active and vibrant downtown and waterfront core
- Promote compact mixed-use development in neighborhood activity centers
- Expand housing choices and grow the housing supply to create more live/work opportunities
- Expand transportation choices and the Complete Street system
- Incentivize urban infill development in the city core and dense activity centers through zoning
- Incentivize energy efficient building siting, design and operation through zoning
- Expand the comprehensive stormwater management system to incentivize low impact development technologies
- Create a more predictable development permitting process

In Burlington, our urban fabric is compact and actively encourages mixed uses. As we work to make it even better we have the potential to further reduce pollution and congestion, enhance social interaction, improve the efficiency and effectiveness of public service delivery, and create more vitality when compared to a more suburban development pattern. Studies of residential developments have found that high-density development emits less than half as much GHG per capita as low-density development. Particularly, the National Academy of Sciences, in a recent study chartered by Congress, has found that compact mixed-use development is likely to reduce Vehicle Miles Traveled (VMT) and could directly and indirectly reduce energy use and greenhouse gas emissions.



planBTV-Downtown & Waterfront, recently developed by the City, clearly articulates the need for more housing in our downtown, more housing that is affordable to everyone. This additional housing will in turn allow more people to live closer to their workplace and services, therefore reducing their need to drive on a daily basis. Urban dwellers typically have lower energy costs and a smaller carbon footprint. Neighborhood activity centers, located throughout the city, also provide opportunities for bringing housing, shopping, working, playing and transportation choices closer together so it is easier for Burlingtonians to walk or bike. Connecting these nodes with frequent and convenient transit will ultimately create an overall more efficient and inclusive transportation system.



Recent storm events are indicative of why we need to re-think how we manage our stormwater. Here it's more about how we adapt to climate change. Turning "grey streets to green streets" will not only improve the management of stormwater but also actively encourage more trees and plantings which have an important role in the sequestration of CO2 and reduce the urban heat island effect. Green roofs and walls on our buildings are a great stormwater management tool which also helps to reduce heating and cooling costs.

## Climate Factoids

Transit Accessible households use ~93 million fewer BTU's annually than their auto-dependent suburb counterparts (Jonathan Rose Companies, 2011)  
Reducing a homes size by half (2,200 to 1,100 sqft) reduces its GHG emissions by ~36% (OR Dept. of Environmental Quality, 2010)  
A typical SF home consumes an average of 108.4 million BTU's per year, while a multi-family building with at least 5 units uses only 54.4 million BTU's per year (US Energy Information Administration, 2005)

# Goal: Reduce community-wide vehicle miles traveled (VMT) by 10% per capita by 2025.

## Strategies

- Improve bicycle and pedestrian infrastructure
- Integrated transportation system improvements
- Create a downtown Transportation Management Association
- Price parking to maintain 85% utilization
- Develop infrastructure for fuel-efficient vehicles
- Develop a citywide bike/pedestrian plan

Burlingtonians are busy people: they commute to work, run errands, visit health care providers, and travel to recreate and play. Currently, fifty-one percent of the city's greenhouse gas emissions are produced by cars, trucks and buses. (This inventory excludes emissions from air travel, an approach that mirrors that of most cities.) To lower emissions, a high-quality transportation system, including a robust public transit network, and amenities to support biking, walking, and car sharing, are key. This, coupled with support for alternative fuel vehicles, such as a network of charging stations for the area's nascent but growing electric vehicle population, will greatly reduce GHGs.



## Public Transit Solutions

Burlington is fortunate to have a variety of players involved in broadening our transportation options beyond the single occupancy vehicle. The Chittenden County Transportation Authority (CCTA) offers regular transit services to Burlington and surrounding communities. During the time this plan was written, CCTA daily ridership continued to grow. For example, ridership climbed 3.2% between 2010 and 2011, providing 2,510,959 total rides on their fixed-route service. More specifically, ridership on the Montpelier LINK increased by 21%, the Middlebury LINK by 10%, and the St. Albans LINK Express by 9% respectively. Continuing to work with CCTA on the expansion and increase of frequency of service in Burlington and beyond is crucial to reducing future greenhouse gas emissions.



## Walking, Biking and Carsharing

Walking and biking are transportation choices that promote health and emit no or very few greenhouse gases. Burlington will reduce emissions if more stakeholders walk and bike and, use services such as CarShareVT. The "co-benefits" of these transportation options also make these appealing alternatives to single occupancy vehicle use. For example, research shows that carsharing can reduce overall household costs, and of course, walking and biking are important for overall physical health and well-being.

The IBM Smarter Cities Challenge Report proposes recommendations supporting the strategies of the Climate Action Plan:

- Enable electric vehicle (EV) sharing

**See the Smarter Cities Report for more information**

# Goal: Reduce the amount of municipal vehicle miles traveled (VMT) by 10% by 2025.

## Strategies

- Develop a government alternative employee commuting program
- Develop a government vehicle retirement and replacement program.
- Develop a government vehicle sharing/fleet management program

Although community-wide transportation generates the bulk of greenhouse gases (or approximately 205,000 tCO<sub>2</sub>e), 5,000 tCO<sub>2</sub>e are attributed to City operations, and staff commuting to work.

To help reduce emissions, while opening up needed parking and alleviating congestion, the City provides regional and local transit passes to all interested employees. The City has partnered with Local Motion on bike-commute trainings several bicycles available to staff for work-related travel. CarShare Vermont, one of the nation's first non-profit car sharing operations, is available to staff who drive for work. Offering the use of fuel efficient CarShare Vermont vehicles allows employees options beyond the city fleet, car rental, or personal vehicle use for work-related travel. And personal CarShare membership frees up city staff to take public transport to work by allowing them car share access during the day for private errands during the lunch hour.



To date, the City owns three compressed natural gas (CNG) recycling trucks. CNG emits far fewer particulates into the air, making it a more environmentally sound fossil fuel substitute. And because Burlington owns its own CNG filling station, it's less expensive to fill up CNG vehicles than similar vehicles that use standard gasoline. The Burlington Electric Department also recently purchased a biodiesel hybrid truck, a much more fuel efficient alternative. Still, the City should also consider every opportunity to better manage its vehicle fleet, ensuring that all vehicles are used to their full potential and that a larger proportion of the fleet uses more energy efficient and environmentally friendly fuels. This is especially true as new cars and trucks are purchased and old ones are phased out. An analysis of the current fleet usage and efficiency could provide opportunities for reduction of the fleet and increased fuel efficiency all the while reducing City operations.

# **Goal: Develop zoning, planning, and economic development policies that support local food production.**

## **Strategies**

- Develop public-private partnerships and infrastructure to support processing, preserving and storage of locally produced foods.
- Create and implement a policy for raising non-domesticated animals

By continuing to expand and grown Burlington's range of local food choices, we're not only reducing greenhouse gas emissions from the transportation of food from farm to plate, we're strengthening regional food security, building the local economy, and improving community health. Indeed the "co-benefits" of local food production, processing and consumption make the support of local food systems a winning proposition.

Fortunately, Burlington has a plethora of local food players. The Friends of Burlington Gardens, the Intervale Foundation, New Farms for New Americans, and Burlington's Parks and Recreation Department are just a few working on and supporting local food production and consumption. The Sustainable School Food Project, and the Burlington School Food Project, are working on education and to bring local food into area schools. Groups including UVM's Extension Service and Sustainable Agriculture Program, and the Urban Agricultural Task Force are addressing issues around policy, zoning, and research.

To create a more consistent supply of local products and enhance the local food supply chain, there needs to be a variety of places and means to market local farm products. The City already benefits from a seasonal farmers' markets, local grocery stores like City Market, and activities at the Intervale Food Hub. There is the additional opportunity for farm stands, a year-round market hall, street vendors selling locally-produced foods using and promoting local food products, specialty food retail outlets, joint marketing, and festivals celebrating local foods.



More attention is needed on the development of a robust public-private infrastructure to support additional processing, preserving and storage. Not only will this open up new ways and means to enjoy local food year round, these value-added activities can help spur economic development while lowering greenhouse gas emissions from the transportation of food. And while some work has gone into the support of non-domesticated animal production, there is still work to be done.

# Goal: Increase energy efficiency in buildings.

## Strategies

- Require new residential construction to be Vermont Energy Star for Homes (VESH) qualified
- Fully implement BED Advanced Metered Infrastructure (AMI) program
- Require new commercial construction to follow Core Performance guidelines
- Implement the "PACE" (Property Assessed Clean Energy) Program for residential properties and explore expansion to commercial properties
- Implement a deep energy efficiency program for government buildings
- Replace existing streetlights with LEDs
- Create a green roof policy and incentive program
- Revise and implement the Time of Sale ordinance
- Implement the Environmental Preferable Purchasing (EPP) Policy city-wide

Improving energy performance of city's buildings is a key goal of the plan. Achieving this will require a concerted effort by government and its many public and private partners, including single and multi-unit property owners. Not only does increased building efficiency — and the efficiency of our infrastructure such as our City's streetlights — result in financial savings, it can help spur the local economy by creating employment opportunities.



Burlington's current success in energy efficiency can be attributed to two main players — Vermont Gas Systems (VTGas) and the Burlington Electric Department (BED). Working in tandem, VTGas and BED offer residents, businesses, and other Burlington-based entities ways to reduce energy use in buildings. Nationally recognized, BED's energy efficiency programs are the result of a bond to fund energy efficiency programs that supported program activities through 2002. Since 2003, BED customers (like all other Vermont electric customers) pay a small monthly Energy Efficiency Charge (EEC) that supports efficiency programs. When these funding sources are considered along with customers' direct costs, about \$42 million has been invested in BED's energy efficiency efforts over the last 22 years. This includes about \$19.3 million spent by BED and another \$22.6 million in matching expenditures by BED customers. The overall effect has been dramatic. Annual electricity consumption in 2012 was 5.3 percent lower than in 1989. Energy efficiency investments save Burlington consumers \$15.4 million of retail electric costs annually.

And now, with Advanced Metered Infrastructure being put in place throughout the city, property owners will have the power to better manage their energy consumption. This, coupled with the new commercial "PACE" program, Burlington stakeholders will have even more opportunities for efficiency and the creation of more renewable energy options.

The IBM Smarter Cities Challenge Report proposes recommendations supporting the strategies of the Climate Action Plan:

- Making Burlington synonymous with green technology
- Leveraging the Smart Grid (Advanced Metered Infrastructure)
- Promote energy efficiency execution (E3)
- Create a coordinated communication plan for "Burlington - the green tech city"

**See the Smarter Cities Report for more information**

# Goal: Increase the use of cleaner and renewable energy sources.

## Strategies

- Study feasibility of McNeil district heating project
- Implement additional "Solar on Schools" projects
- Implement BED "Renewable Energy Resource Rider" program
- Implement a "Solar City" project on municipal buildings
- Develop methane gas capture and CHP potential at City's wastewater treatment plants

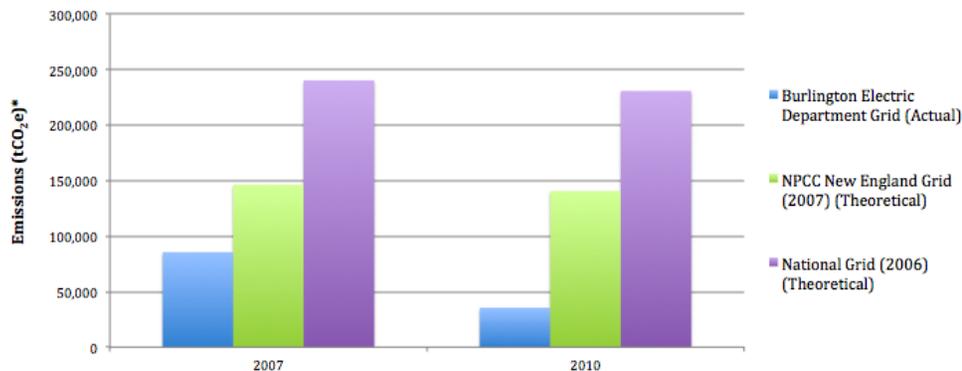
To reduce our greenhouse gases, Burlington should strive for higher efficiency from our existing energy sources and continue to work towards its goal of 100% renewable power. Work on this front will not only reduce emissions, but protect us from the whimsical forces of the traditional energy market.

As a municipal department for the City of Burlington, Burlington Electric Department has a long history of sourcing electricity from clean power mixes. This is reflected in the lower emissions from the Burlington Electric Department Grid, shown in blue in the graph below. Generating electricity with fossil fuels contributes to climate change. BED has long been a leader in renewable energy development. BED's 2012 Integrated Resource Plan established a goal to continue seeking long-term renewable resources to fill the remaining supply gap without substantial rate impacts. Since the 2012 IRP was filed in September, 2012, BED has executed a five-year contract for energy from small existed hydro



City Market Solar Panels

## City of Burlington - 2007 and 2010 Electricity Emissions by Grid



The 2007 Burlington Electric Department Grid emissions were applied to the 2007 usage and the 2010 Grid emissions were applied to the 2010 usage. For theoretical purposes, the emissions factors for the regional grid, the NPCC New England Grid (2007), shown in green below, and the National Grid (2006), shown in purple in the graph below, were applied to the 2007 and 2010 usage. The NPCC New England Grid provides cleaner electricity than the National Grid, but not as clean as the Burlington Electric Department Grid.

facilities, received approval to exercise the option and started discussions to pursue purchasing the Winooski One hydro facility, and the Georgia Mountain Community Wind Project in Georgia Vermont has come on line and begun delivering energy. Purchasing the Winooski One hydro facility will meet another 8 - 9% of the city's annual energy needs.

Under Mayor Weinberger's initiative, on November 13, 2012, the City Council passed a resolution to waive all building, electrical, plumbing and zoning permit fees associated with the installation of solar photovoltaic panels and thermal hot water equipment for a period of one year. This is aimed at reducing barriers for such installations as well as strengthening Burlington's commitment clean and locally generated energy.

The IBM Smarter Cities Challenge Report proposes recommendations supporting the strategies of the Climate Action Plan:

- Optimize the Joseph C. McNeil

**See the Smarter Cities Report for more information**

# **Goal: Increase carbon storage and sequestration with additional forest and tree coverage.**

## **Strategy**

- Increase the Urban Tree Canopy (UTC)

Research indicates that carbon sequestration — or the process by which carbon is captured and stored to avoid release into the atmosphere — is a sound and viable way to reduced greenhouse gasses. Because trees sequester carbon, Burlington is fortunate to have an extensive tree canopy, approximately 40% of Burlington’s land cover mass. Not only do trees sequester carbon, Burlington’s urban forest, a mosaic of planted landscapes and what remains of the native forest, is a reflection of the city’s health, well being, and livability. It is an important part of Burlington’s character, giving the City a special sense of place.

Our tree canopy also offers additional benefits. The air and water are cleaner because the trees and plants remove pollution from the air and reduce run-off. Open spaces and urban stream corridors define a sense of space in our communities while providing a quiet respite from hectic urban life. Neighborhoods with tree-lined streets offer shade and protect us from inclement weather. Shoppers frequent shaded business districts where trees help save energy, reduce noise, and soften the hard edges of structures and paved areas.



Burlington has several key players, including Branch Out Burlington (BOB), working to protect, expand and grow our tree canopy. A volunteer organization, BOB’s goal is to promote a vision of a city graced by a variety of beautiful and healthy trees, and a citizenry actively involved with the perpetual expansion and preservation of our urban forest.



# Goal: Reduce the amount of waste sent to landfills

## Strategies

- Implement a residential organics collection program
- Explore a residential Pay As You Throw (PAYT) program
- Require recycling bins at all public facilities and events
- Increase the use of reusable shopping bags
- Work to consolidate trash haulers by neighborhood or district
- Require all major construction and demolition projects to submit waste management plans

Burlington produces an estimated 34,000 tons of waste annually. To reduce the amount of waste we generated as a community along with the associated environmental costs of transportation, individuals, government, and the private sector must work together. Much of this effort will need to focus on behavior change, and encouraging stakeholders to not only comply with mandatory recycling, but to compost and think critically about reducing waste at the point of purchase.

The waste reduction goal also requires that Burlington restructure its methods of garbage pickup and transport. Currently, residences and businesses contract with haulers directly to pick up trash and compostable materials; the City picks up recyclables. New approaches are being explored to reduce the amount of driving currently required to pickup waste, including consolidating trash hauling by district or neighborhood.



And while the majority of trash is generated at the community level, over 1,600 tons is generated by City government. To reduce this, the City of Burlington recently implemented a waste reduction program in all City buildings, including composting. By simply composting brown paper towels in the staff's City Hall restrooms, approximately 2,400 gallons of waste will be diverted from the waste stream annually.



Landfill in Moretown, VT

## MOVING FORWARD

The Burlington Climate Action Plan identifies a coordinated set of strategies that everyone who lives in, works in or visits Burlington can adopt to help reduce our city's carbon footprint and enhance our quality of life. It is a call to action for each of us to be thoughtful, persistent and committed.

Most of the strategies in the Plan will provide net benefits to residents, businesses and other organizations. While we recognize that these are aggressive goals, they can be achieved by working together, spending money wisely, accomplishing multiple objectives with existing programs and harnessing new funds from federal, state and local government, along with utilities, foundations and corporations. As we move forward, each strategy must be continuously assessed and monitored. To help with that process, the City's Green Team has been formed to review performance against our goals and to recommend revisions, adjustments and improvements.

Timely and efficient implementation this plan will require regular updates of our greenhouse gas inventory so that progress can be tracked, allowing the City to evaluate and re-evaluate the effectiveness of the strategies. It is also essential to note that current strategies might change or new strategies might surface depending on emerging technology, change in financial and staff resources, and as our commitment to climate planning grows. These continuous efforts mean that the Climate Action Plan is a work-in-progress, requiring on-going time, diligence, and effort.

The goal and strategies identified below have been developed and added to ensure a seamless and constant implementation of the strategies identified in this plan:

**GOAL:** ENSURE THE IMPLEMENTATION OF THE CLIMATE ACTION PLAN (CAP) THROUGH CONSTANT COORDINATION WITH STAKEHOLDERS AND REGULAR ANNUAL ASSESSMENT OF THE CITY'S PROGRESS.

- Develop a progress assessment structure that would include: annual progress report format, GHG emissions inventory 3-year update and periodical revisit of all strategies' relevance.
- Create a **Sustainability Coordinator** position responsible for the management and implementation of Burlington's Climate Action Plan. This position will involve assessing progress as well as overseeing the involvement of partner agencies such as the City's Green Team.
- Empower the City's Green Team to take on the implementation of the Climate Action Plan in conjunction with the Sustainability Coordinator.



# OUR STRATEGIES IN DETAILS

In order to achieve our reduction targets, we've got to get to work. The next step is to prioritize, with guidance from the City Council and other leaders, the following strategies — and then get started on implementation. Some will have limited up front cost, while others will require a substantial investment. In the end, however, most will bear financial rewards in the reduction of maintenance and operation costs.

**NOTE:** These recommended strategies came out of a public process and are not necessarily an exhaustive list nor are they completely defined and detailed. Further refinement should be expected based on actual needs and opportunities at the time of implementation.

COMPACT MIXED-USE DEVELOPMENT	LEADER
<b>Promote an active and vibrant downtown and waterfront core</b> - planBTV-Downtown & Waterfront presents a good framework for the promotion of a vibrant downtown. Ensure that the ideas outlined in planBTV are implemented.	All City Departments
<b>Incentivize urban infill development in the city core and most dense activity centers through zoning</b> - Continue to ensure that zoning regulations incentivize and allow for compact mixed-use development to occur in neighborhood activity centers.	Planning & Zoning Dept.
<b>Expand housing choices and grow the downtown housing supply to create more live/work opportunities</b> - Remove existing regulatory barriers to the development of more housing downtown and provide additional incentives through regulations, programs, etc.	Planning & Zoning Dept.
<b>Expand transportation choices and the Complete Street system</b> - Implement the 2011 Transportation Plan to the greatest extent possible, ensuring that a Complete Street approach is taken for every reconstruction or redesign project.	Dept. of Public Works
<b>Incentivize energy efficient building siting, design and operation through zoning</b> - Develop a form-based code that will ensure efficient building design and siting, and continue to require the use and implementation of the Energy Code.	Planning & Zoning Dept.
<b>Expand the comprehensive stormwater management system to incentivize low impact development technologies</b> - Develop and implement additional stormwater management policies for new development and find ways to incentivize their use.	Dept. of Public Works
<b>Create a more predictable development permitting process</b> - Develop a form-based code that improves the development review and permitting process, increasing its predictability for developers.	Planning & Zoning Dept.
COMMUNITY TRANSPORTATION	LEADER
<b>Improve bicycle and pedestrian infrastructure</b> - Build upon the Complete Streets guidance integrating on-street bicycle and pedestrian facilities into all future infrastructure improvements to City streets.	Dept. of Public Works
<b>Integrated transportation system improvements</b> - Build upon the City's Transportation Plan to implement several improvements of an integrated transportation system including the creation of a downtown transit center, Park and Ride and Auto Intercept lots to capture cars before they enter City neighborhoods, and increased frequency of transit in corridors servicing downtown and auto intercept facilities.	Dept. of Public Works
<b>Create a downtown Transportation Management Association (TMA)</b> - Develop a downtown transportation management association that plans, develops, and manages all employee transportation and parking programs, infrastructure, and related facilities. The goal of the TMA would be to offer and improve cost-effective and convenient alternative transportation services while simultaneously reducing travel demand and traffic congestion and improving air quality.	TBD

<b>COMMUNITY TRANSPORTATION</b>	<b>LEADER</b>
<b>Price parking to maintain 85% utilization</b> - Increase parking rates to market-based rates and to maintain an 85% parking utilization rate. This action will better relate parking supply with demand, increase the likelihood of available spaces, reduce traffic congestion, improve air quality, and increase revenues for the City.	Dept. of Public Works
<b>Develop infrastructure for fuel-efficient vehicles</b> - This proposed action would develop infrastructure and incentives for fuel-efficient vehicles. This might include charging stations for electric and electric-hybrid vehicles and fueling stations for CNG and other alternative fuel vehicles.	Dept. of Public Works
<b>Develop a Citywide Bike/Pedestrian Plan</b> - This proposed action would build upon the City's North/South Bike Plan by taking a more comprehensive look at the City's existing bike/pedestrian infrastructure and designing and implementing necessary improvements.	Dept. of Public Works
<b>GOVERNMENT TRANSPORTATION</b>	<b>LEADER</b>
<b>Develop a government alternative employee commuting program</b> - Reduce government employee commuting miles by encouraging employees to commute through emissions-free modes (telecommuting, walking, and biking), as well as less impactful modes (car pooling, ridesharing, and mass transit). It would also include incentives such as a parking cash-out program.	City Green Team
<b>Develop a government vehicle retirement and replacement program</b> - Retire 5% of the government's vehicle fleet and replacing 25% of the gaso-line-powered vehicles with hybrids; retire twelve vehicles and replace 62 gas-powered vehicles with hybrids over a five year period.	Dept. of Public Works
<b>Develop a government vehicle sharing/fleet management program</b> - Includes vehicle acquisition, assignment and maintenance with a focus on cost-effectiveness and emissions reduction. Could also include other functions, such as vehicle financing, driver management, speed management, fuel management, health and safety management, regulatory compliance, and validating green initiatives.	Dept. of Public Works
<b>LOCAL GARDENS, FARMS AND FOOD PRODUCTION</b>	<b>LEADER</b>
<b>Develop public-private partnerships and infrastructure to support processing, preserving and storage of locally produced foods</b> - Develop public-private partnerships and infrastructure for the processing, preserving and storage of locally produced foods.	TBD
<b>Create and implement a policy for raising non-domesticated animals</b> - Create and adopt a clear and consistent policy for raising non-domesticated animals, for egg, meat, and milk production, in city neighborhoods and urban agriculture areas.	TBD
<b>ENERGY EFFICIENCY IN BUILDINGS</b>	<b>LEADER</b>
<b>Require new residential construction to be Vermont Energy Star for Homes (VESH) qualified</b> - Require new residential construction to be Vermont Energy Star for Homes (VESH) qualified. VESH are designed and built using best practices to save energy by reducing air leaks and thermal bypass, and by requiring high efficiency heating and appliances.	Burlington Electric Dept.
<b>Fully implement BED Advanced Metered Infrastructure (AMI) program</b> - BED is in the process of installing smart meters in all buildings in the City of Burlington. Smart meters will provide data to BED and its customers in 15 minute intervals, and offer two-way communication. This better data can then be used to achieve increased efficiency.	Burlington Electric Dept.
<b>Require new commercial construction to follow Core Performance guidelines</b> - Require new commercial construction to follow Core Performance guidelines, a program offered by BED, and Vermont Gas. Core Performance is a prescriptive guide to reduce energy use in commercial buildings by 20-30%.	Burlington Electric Dept.

ENERGY EFFICIENCY IN BUILDINGS	LEADER
<b>Implement the "PACE" Program for residential properties and explore expansion to commercial properties</b> - The PACE program will allow residential property owners to access long term municipal financing to make eligible energy efficiency and renewable energy improvements to their buildings. By opting into a special tax assessment district, property owners pay for these improvements via property taxes over a period up to twenty years.	Burlington Electric Dept.
<b>Implement a deep energy efficiency program for government buildings</b> - Perform deep energy efficiency improvements in all municipal buildings. Deep energy retrofits would include extensive renovations to existing structures that use the latest in energy-efficient materials and technologies and results in significant energy reductions.	Burlington Electric Dept.
<b>Replace existing streetlights with LEDs</b> - Continue to replace all existing streetlights (approximately 3,300) with LEDs over a 10-year period.	Dept. of Public Works
<b>Create a Green Roof policy and incentive program</b> - Create incentives to encourage that all new flat roofs at or under 30 degree-pitch, both private and public have to be vegetated. If old roofs have to be retrofitted, the building owner may be able to receive public financial support for a green roof.	Dept. of Public Works
<b>Revise and implement the Time of Sale ordinance</b> - Build upon the existing residential rental housing time of sale energy efficiency ordinance by applying it to all residential and commercial buildings. Furthermore, it proposes that, as a condition of sale, all buildings must receive an energy inspection and rating that is available to prospective buyers.	Code Enforcement Office
<b>Implement the Environmental Preferable Purchasing (EPP) Policy city-wide</b> - Fully implement the City's existing environmental purchasing policy, requiring that it be applied to all procurement decisions city-wide.	City Green Team
RENEWABLE ENERGY RESOURCES	LEADER
<b>Study the feasibility of McNeil district heating project</b> - Use McNeil power plant as a heat source for a district heating system that would improve McNeil's efficiency, make use of some of its waste heat, and provide heat to consumers at a relatively low and predictable price.	Burlington Electric Dept.
<b>Implement additional "Solar on Schools" projects</b> - Put solar PV panels on the City of Burlington schools' roofs. The panels on seven schools will be owned and operated by a private third-party development partner who can take advantage of federal and state tax credits, which the City cannot.	School District
<b>Implement BED "Renewable Energy Resource Rider" program</b> - Encourage residents and businesses to install solar PV panels. This is achieved through setting a predictable and stable rate above the retail cost of electricity, and therefore above the rate for standard net metered production.	Burlington Electric Dept.
<b>Implement a "Solar City" project on municipal buildings</b> - Install solar photovoltaic panels on appropriate city-owned buildings with the goal of providing 1MW aggregate power and helping to minimize the occurrence of peak load.	Burlington Electric Dept.
<b>Develop methane gas capture and Combined Heat and Power (CHP) potential at City's wastewater treatment plants</b> - Fully develop the potential for capturing methane gas and generating electricity and/or heat from the City's decentralized waste water treatment facilities.	Dept. of Public Works
URBAN FORESTRY AND CARBON SEQUESTRATION	LEADER
<b>Increase the Urban Tree Canopy (UTC)</b> - This proposed action would increase the urban tree canopy (UTC) by planting a total of 588 trees per year and by maintaining the existing urban tree canopy. This would be achieved both on public and private property.	Parks Department

WASTE REDUCTION AND RECYCLING	LEADER
<p><b>Implement residential organics collection program</b> - Collect residential organic food waste (no yard waste) to be composted and would be modeled after the existing City residential recycling program, thus having a similar infrastructure and cost profile.</p>	<p>Dept. of Public Works</p>
<p><b>Explore a residential Pay As You Throw (PAYT) program</b> - Change the current residential collection payment system to a system in which residents pay per unit of trash collected. Programs like these result in a decrease of solid waste, as well as overall cost savings to participants. The current physical system would remain the same.</p>	<p>Dept. of Public Works</p>
<p><b>Require recycling bins at all public facilities and events</b> - Require that recycling bins are available and maintained at all public facilities and events.</p>	<p>Parks &amp; Recreation Dept.</p>
<p><b>Increase the use of reusable shopping bags</b> - Create incentives for increase usage of reusable shopping bags and the complementary reduction of disposable plastic bags.</p>	<p>Businesses</p>
<p><b>Work to consolidate trash haulers by neighborhood or district</b> - Consolidate trash haulers by neighborhood or district, thereby limiting the number of trucks driving through the city, reducing vehicle miles and congestion, and improving air quality.</p>	<p>Chittenden Solid Waste District (CSWD)</p>
<p><b>Require all major construction and demolition projects to submit a waste management plan</b> - Require construction and demolition (C&amp;D) projects to submit a waste management plan. Such a plan would include: waste recycling, salvage or reuse goals; estimated types and quantities of materials or waste generated from the project site; proposed and intended disposal methods for these materials; and detailed instructions for subcontractors and laborers on how to safely separate or collect the materials at the job site.</p>	<p>Planning &amp; Zoning Dept.</p>

## **ACKNOWLEDGEMENTS**

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Miro Weinberger

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# CITY OF BURLINGTON, VERMONT

## 2013 Municipal Development Plan

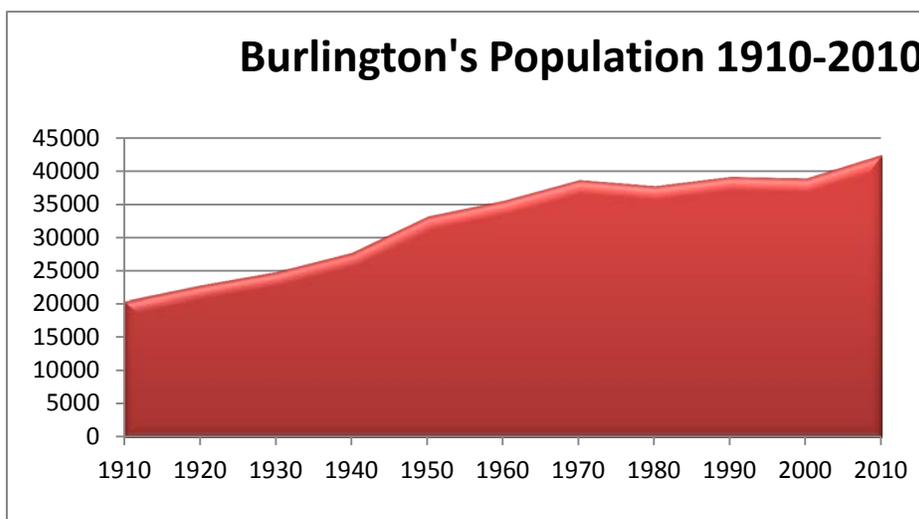
### APPENDIX B: Burlington Demographic Profile

This section presents a basic overview of some of Burlington's socio-economic trends. More detailed information pertaining to economic and housing characteristics can be found in those respective sections of the Plan, or in an appendix developed for the *2008 Consolidated Plan for Housing and Community Development* prepared as part of the City's participation in the U.S. Department of Housing & Urban Development Community Development Block Grant (CDBG) and Home Investment Partnership Act (HOME) programs.

#### POPULATION

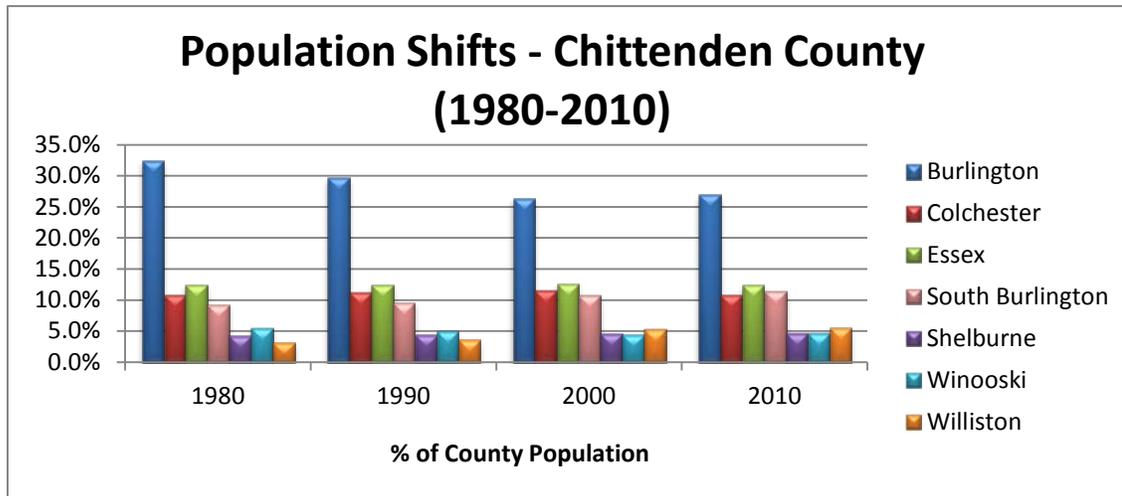
The City of Burlington remains Vermont's most populated community with a 2010 (US Census) population of 42,417. This accounts for just over 27% of Chittenden County's total population, and more than two times that of the state's next largest community – the Town of Essex.

Since 1960, Burlington's population has experienced a series of "ups and downs" with only small real increases over time. Between 1970 and 1980, Burlington witnessed a 2.4% population decline which was later offset by a 3.8% increase between 1980 and 1990. The Census 2010 population represents a 9.1% increase since 2000. . This sudden increase in population during the last decade follows the national trend of people migrating back to the inner cities. In fact, downtown Burlington has seen an even more significant increase in residents with 23% in the last decade.



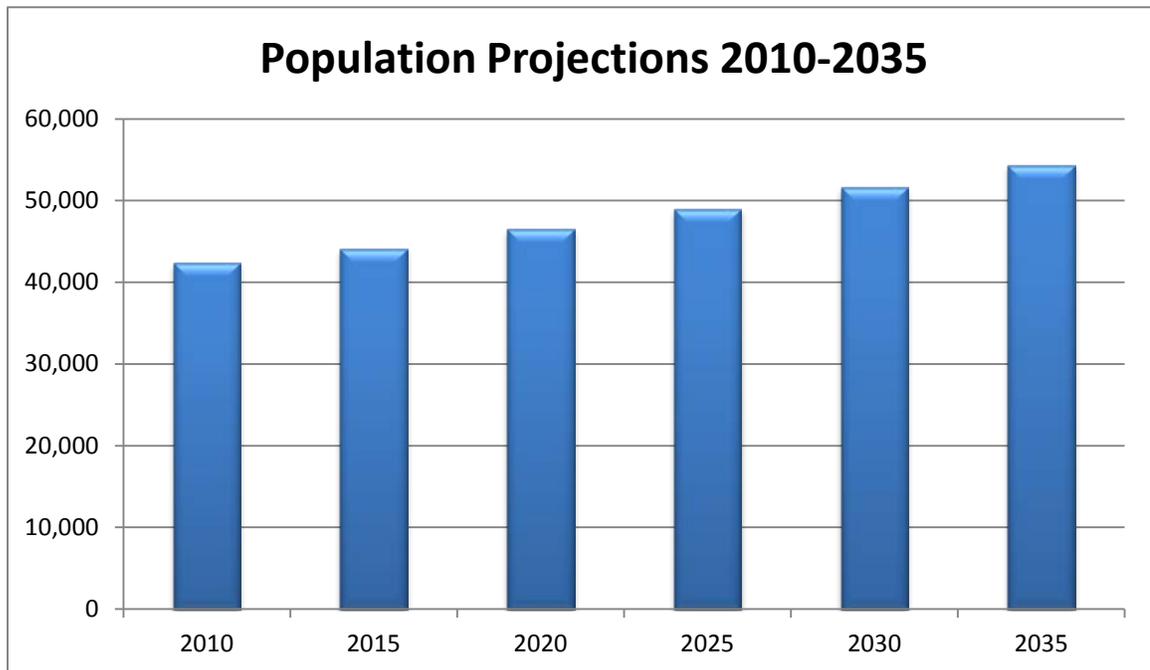
The actual population number is less important than the trends experienced within the larger region however. Burlington's marginal population fluctuations are in contrast to

population growth experienced by other communities in Chittenden County, and is indicative of continuing suburbanization within the region.



As illustrated here, Burlington’s population as a percentage of the County’s has experienced a steady decline between 1980 and 2000, but is now seeing a resurgence, beginning to see its share of the county’s population increase.

The Chittenden County Regional Planning Commission has recently collaborated on the creation of a new Economic and Demographic Forecast for the six northwestern counties of Vermont. This forecast projects future population growth, employment and housing demand through 2035.

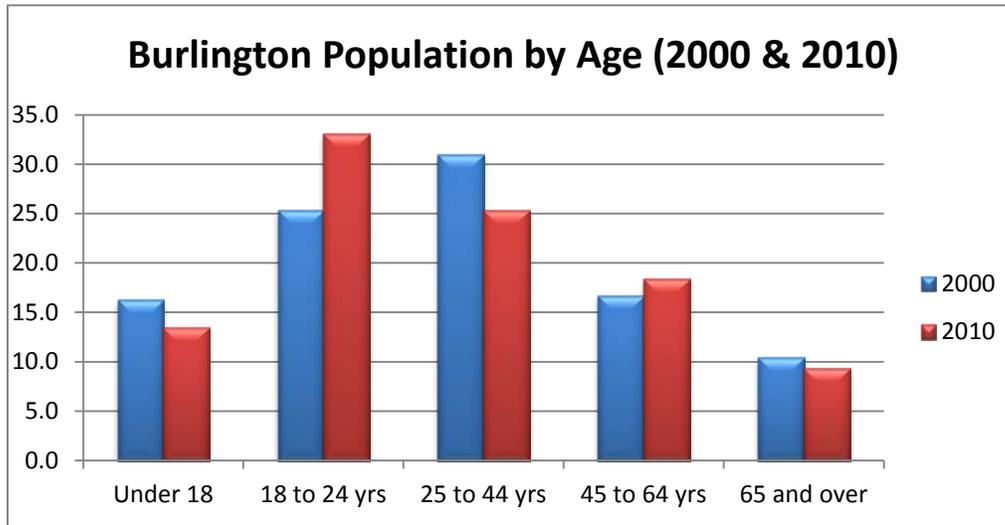
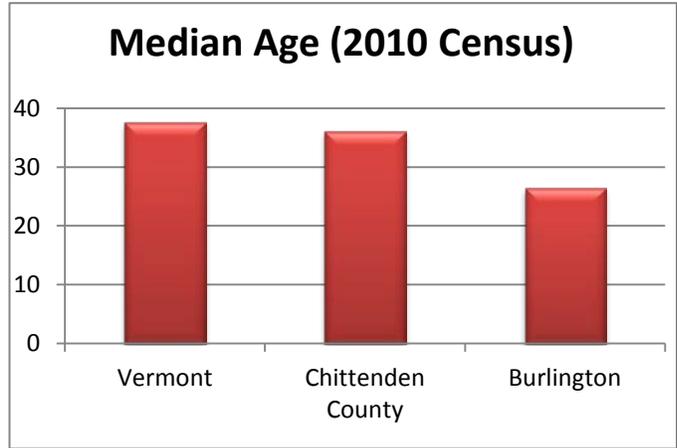


Population projections, by design and practice, are “best estimates” at a given point in time, of what the future may bring. They typically involve a complex array of assumptions, and combine relationships between employment trends, net migration and natural population increases. While they are an important planning tool, projections should be used with great caution – particularly the smaller the community and the longer the time horizon. The following chart illustrates a range of possible populations based on related trends.

However, Burlington’s population is not the whole growth story.

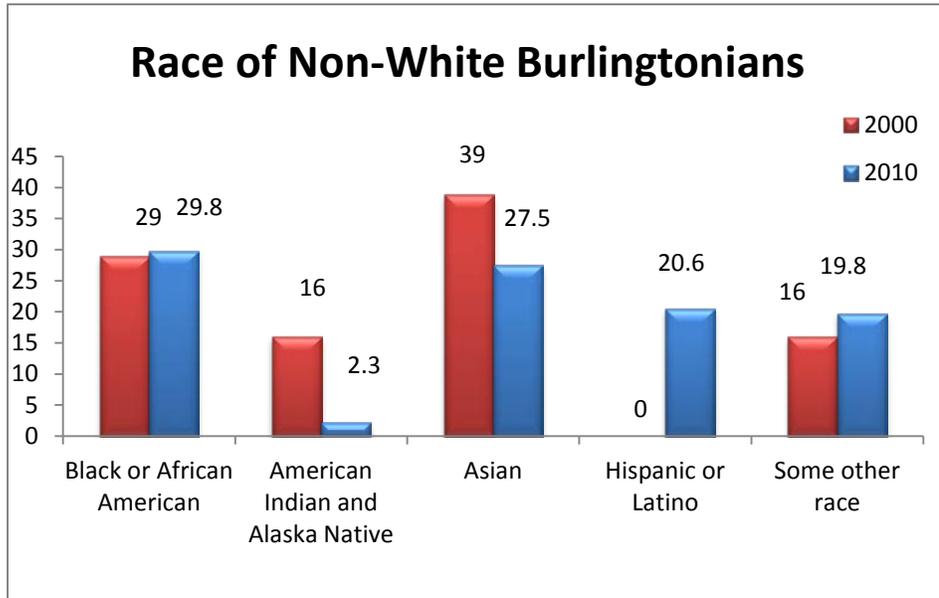
**Burlington’s population is young.**

The median age in Burlington is 26.5 years old as compared to the state median of 37.7. The graph below shows how younger kids under 18 are becoming a smaller part of the population, while the 18 to 24 years old (college student) have increased considerably as a proportion of the overall city residents.



With demographic trends towards smaller families, growth of housing must also be considered. Growth in housing has consistently exceeded population growth since 1960. The city continues to be an attractive place to live - especially as people are drawn to the many amenities the city has to offer including convenient access to shopping, services and employment opportunities.

**Burlington’s population is diverse.** 12.7 percent of Burlington’s residents identify themselves as non-white, and 2.6 percent of the population is of two or more races.



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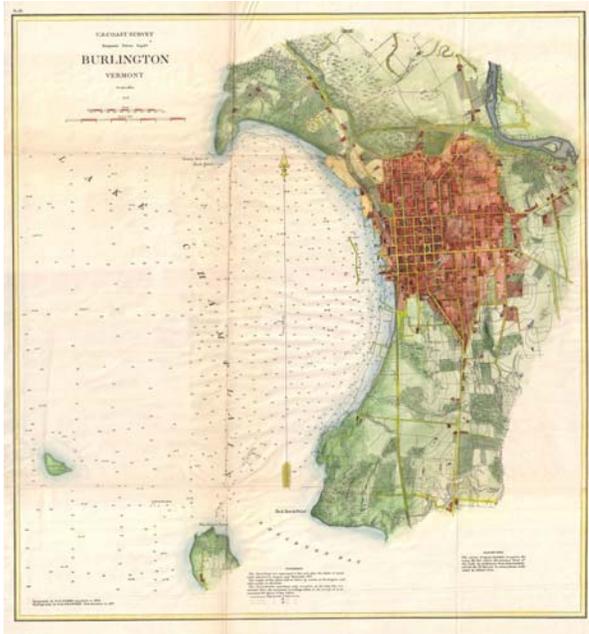
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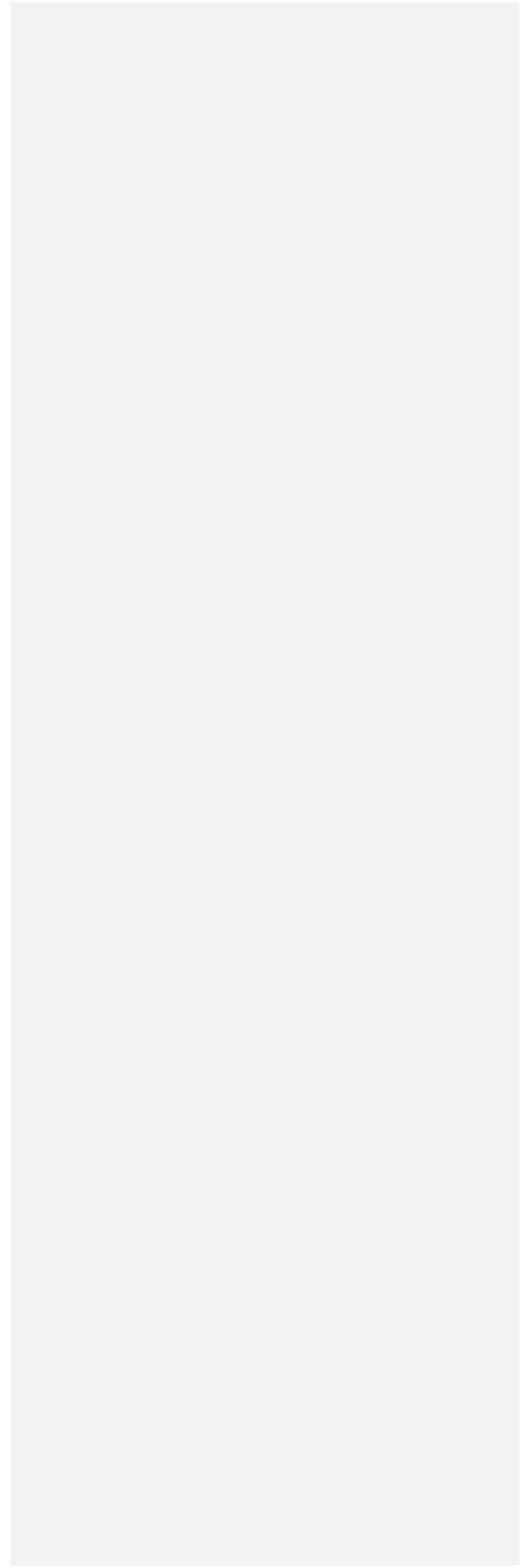
***Re-Adopted by the Burlington City Council***

*28 March 2011*

**CITY OF BURLINGTON, VERMONT**



♻️ PRINTED ON RECYCLED PAPER ♻️



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Several smaller maps are incorporated into the relevant sections of the Plan as necessary.

## Introduction

Burlington's "Municipal Development Plan" presents a vision for land use and development over the next ten to twenty years ~~period~~. It will prepare the city for growth, provide a reliable basis for public and private investment, and guide the city through the early twenty-first century. This plan has been prepared and adopted in accordance with the Vermont Municipal and Regional Planning and Development Act (VSA Title 24, Chapter 117).

## History of Planning in Burlington

Land use planning has played a central role in shaping the City of Burlington since 1925 when voters authorized "the creation of a Municipal Planning Commission in accordance with Act No. 107 of the Laws of Vermont of 1921." This action eventually resulted in the city's first land use plan and zoning ordinance in 1947, a subdivision ordinance in 1955 to control the layout of city streets, and subsequent revisions to each as needed.

In the 1960's, the City undertook a major urban renewal program in an effort to revitalize the downtown area. Large tracts of land were created in the Central Business District (CBD) to be available for commercial development. However, urban renewal also eliminated neighborhoods, altered street patterns, and significantly changed the historic context of the downtown.

Since 1973, in accordance with the Vermont Municipal and Regional Planning and Development Act (VSA Title 24, Chapter 117), a Municipal Development Plan for the City of Burlington has been prepared every five years. In 1988, the Vermont legislature amended the Act and other statutes affecting land use planning. Collectively known as "Act 200," these changes encouraged comprehensive planning at the state, regional and local levels, facilitated cooperation between communities, and offered a forum to resolve disputes. Communities that choose to plan must do so in an effort to address a common set of statewide goals. The 1991 *Burlington Municipal Development Plan* was Burlington's first plan to be guided by the goals of Act 200.

[A new approach to the update of the Municipal Development Plan, now branded planBTV, has recently been developed in Burlington. Instead of preparing an overall update every 5 years, the Department of Planning & Zoning is now constantly working on various area-wide master plans or topic specific plans that eventually update the relevant chapters of this plan. The recent 2013 Downtown & Waterfront Master Plan is a great example of this new approach, which will allow for a more in-depth look and understanding of the dynamics and character of each distinct city neighborhood.](#)

~~The C~~reation of ~~a Municipal Development Plan, planBTV~~ is greatly advanced ~~with-by~~ the inclusion of several ~~past and new~~ planning studies and technical reports prepared by various city departments. To the extent practical, these priorities are also included in this Plan. ~~A References and Resources Section is found at the end of the Plan to provide a listing of these reports and others that are relevant to the issues and proposals presented.~~

~~In addition to the Legacy Project, examples of new major plans include:~~

~~All of these plans are to be considered incorporated into this plan, and are adopted herein by reference:~~

- ~~Urban Reserve Interim Use and Stewardship Plan, October 1997~~
- ~~North Street Revitalization Plan, November 1998~~
- ~~Waterfront Urban Renewal Plan, December 1998~~
- ~~Climate Protection Plan, February 2000~~
- ~~Street Tree Master Plan, February 2000~~
- ~~Harbor Management Plan, October 2000~~
- ~~Open Space Protection Plan, October 2000~~
- ~~Consolidated Plan for Housing and Community Development, 20032008~~
- ~~planBTV-Downtown & Waterfront Master Plan 2013~~
- ~~planBTV-Open Space Protection Plan 2013~~
- ~~planBTV-Climate Action Plan 2013~~

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~~Much of the information for the maps in this Plan was analyzed, and the maps themselves developed, using the Planning and Zoning Department's Geographic Information System (GIS). GIS performs complex analyses of geographically related information and is capable of displaying that information in tabular or map formats. The City continues to maintain this system as an important decision and administrative support tool.~~

### **Purpose and Role of the Plan**

A community's Municipal Development Plan, or "Master Plan," must be both visionary and strategic. The Master Plan outlines goals and objectives for the future and is the principal guide directing land use policy and decision-making. It defines the policies, programs and specific actions necessary to attain these objectives.

A Master Plan ~~is~~must be prepared every 5 years in accordance with state statute and has standing in statewide regulatory proceedings including Act 250. As mentioned above, Burlington's new approach to land use planning provides more frequent updates to the Municipal Development Plan with the preparation of area master plans or topic specific plans. All City plans and programs which effect land use and development, including the Zoning Ordinance, Subdivision Regulations, Impact Fees and Capital Improvement Plan,

must be in conformance with the policies and directives found in the Municipal Development Plan.

For the vision presented in this plan to become a reality however, other steps must follow its adoption. These include:

- **revision of municipal ordinances and bylaws** to ensure the Plan's goals and policies are properly reflected, implemented and enforced;
- **development of a capital budget and program** to outline long-term public investment needs and commitments;
- **development of area-specific master plans, programs and policies** to offer more detailed and site-specific strategies for selected parts of the city;
- **ongoing evaluation** of plans, policies and programs; and
- **continuing community involvement** in the planning and governing process.

This Master Plan must be considered a "living document" and not placed on a shelf until the next revisions ~~are due in 2011~~. It will be continually reviewed, modified and expanded as necessary to reflect changing circumstances and opportunities. In fact, the process for revising this plan has already begun, and over the next 2-3 years a comprehensive re-write of the City's Master Plan will take place.

#### **Creation of this Plan**

~~The process for creating a Municipal Development Plan requires extensive research, analysis and collaboration at all levels in the city. The Plan must be comprehensive in its scope, yet as specific as possible in its direction. And most importantly, the Plan must reflect the needs and desires of the residents of the community.~~

#### **REVISIONS SINCE 2001**

~~Burlington's previous Municipal Development Plan was adopted in June of 2001. This was an update to the 1996 and 1991 Plans. The 1991 Plan was the last comprehensive re-write and the result of a three year process which included extensive citizen participation. The 1991 Plan was, by and large, written by the residents of the city—a fact in which Burlington takes great pride. The 2001 Plan incorporated the vision for the City developed by the **Burlington Legacy Project Action Plan**—again the result of an extensive public process.~~

~~This new document retains all of the 2001 plan's overall philosophy and priorities. Adopted in accordance with state statute (24 VSA §4387) as a readoption of the 2001 Plan, changes are limited to very brief updates to the following:~~

- ~~• projects that have been completed;~~
- ~~• projects, initiatives, or programs that have been substantially revised; and,~~
- ~~• projects, initiatives, or programs that may have been abandoned.~~

Revisions to the 2001 Plan also identify areas for future planning needed to address ongoing needs or redevelopment within the context of existing land use policy.

### ***The Burlington Legacy Project – Building A Better Future For Burlington***

Between the summer of 1999 and the spring of 2000, Burlington's citizens engaged in a community visioning process called "The Burlington Legacy Project." People from all of Burlington's neighborhoods came together to build a vision of the future. Led by a diverse group of people from all segments of the community, the project spent nearly a year tapping the wisdom of hundreds of Burlington residents who've shared their insights about our city, drawn from a rich vein of everyday experience.

The Legacy Project provides a roadmap for change that will guide Burlington in becoming the vital economic, social, and cultural hub of the region. It envisions our growth into a real city with both a significantly higher population and an outstanding quality of life, including a thriving business sector; full, high-wage employment; a vibrant downtown and waterfront; excellent housing opportunities; strong social supports; and an environment that is managed and protected with great care. The Burlington Legacy Project provides a blueprint for ongoing, community-wide dialogue about how to resolve these conflicts. It also calls for a strong spirit of collaboration with surrounding communities, for Burlington cannot be sustainable as a city if our region as a whole does not support this goal.

As a "roadmap for change," the Legacy Project creates a foundation for this and subsequent City Municipal Development Plans. The vision and many of the actions developed and put forth by the Legacy Project have been incorporated into this Plan to be adopted as part of the City's "official" land use and development policy. However, this is only an interim step in this process.

The next revision of the City's Municipal Development Plan will be the first complete and comprehensive re-write of the Master Plan since 1991. The Burlington Planning Commission is committed to undertaking a multi-year process that will advance the Legacy Project's vision for Burlington to the next stage by outlining more specific policies and land use plans that will facilitate the City's future growth and evolution as a sustainable community.

### **PLANNING DOCUMENTS AND TECHNICAL STUDIES**

Creation of a Municipal Development Plan is greatly advanced with the inclusion of several planning studies and technical reports prepared by various city departments. To the extent practical, these priorities are also included in this Plan. A *References and Resources Section* is found at the end of the Plan to provide a listing of these reports and others that are relevant to the issues and proposals presented.

In addition to the Legacy Project, examples of new major plans include:

- *Urban Reserve Interim Use and Stewardship Plan, October 1997*
- *North Street Revitalization Plan, November 1998*

- ~~▪ [Waterfront Urban Renewal Plan, December 1998](#)~~
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**Burlington Demographic Profile**

Commented [ST1]: Move the demographic profile to the APPENDIX.

This section presents a basic overview of some of Burlington's socio-economic trends. More detailed information pertaining to economic and housing characteristics can be found in those respective sections of the Plan, or in an appendix developed for the ~~2003-2008~~ Consolidated Plan for Housing and Community Development prepared as part of the City's participation in the U.S. Department of Housing & Urban Development Community Development Block Grant (CDBG) and Home Investment Partnership Act (HOME) programs.

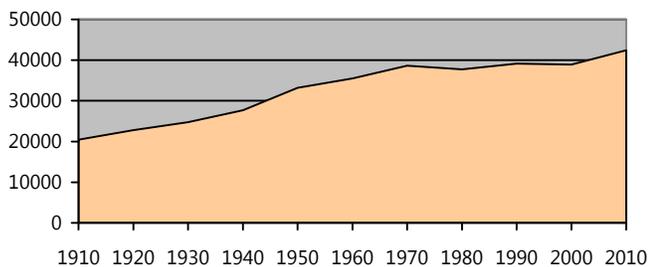
**POPULATION**

The City of Burlington remains Vermont's most populated community with a ~~2000-2010~~ (US Census) population of ~~38,889~~42,417. This accounts for just over ~~26~~27% of Chittenden County's total population, and more than two times that of the state's next largest community – the Town of Essex.

Since 1960, Burlington's population has experienced a series of "ups and downs" with only small real increases over time. Between 1970 and 1980, Burlington witnessed a 2.4% population decline which was later offset by a 3.8% increase between 1980 and 1990. The Census ~~2000-2010~~ population represents a ~~0.69~~1% ~~decrease~~increase since ~~1990~~2000. ~~This figure however is disputed by City officials. A decrease in overall population directly conflicts with local population estimates and growth of housing units over the past decade. The City will be taking active steps in the immediate term to challenge and correct these figures to reflect a more accurate population of the City. This sudden increase in population during the last decade follows the national trend of people migrating back to the inner cities. In fact,~~

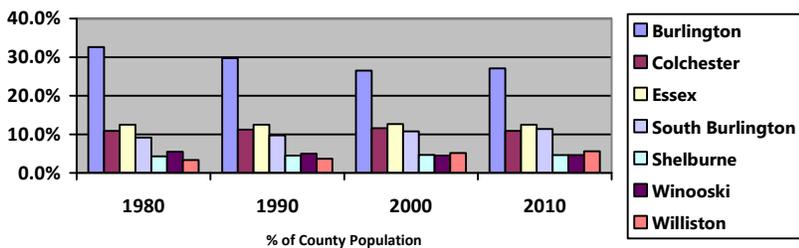
[downtown Burlington has seen an even more significant increase in residents with 23% in the last decade.](#)

**Burlington's Population 1910-2010**



The actual population number is less important than the trends experienced within the larger region however. Burlington's marginal population fluctuations are in contrast to population growth experienced by other communities in Chittenden County, and is indicative of continuing suburbanization within the region.

**Population Shifts - Chittenden County (1980-2010)**



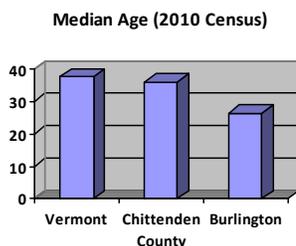
As illustrated here, Burlington's population as a percentage of the County's has experienced a steady decline [over the past 30 years between 1980 and 2000, but is now seeing a resurgence, beginning to see its share of the county's population increase.](#) The communities of South Burlington, Williston, Colchester and Shelburne have absorbed the largest shares. [This trend is predicted to continue unless there are coordinated efforts to manage and redirect growth within the region.](#)

The Chittenden County [Regional Planning Commission](#) and the [Metropolitan Planning Organization](#) have [has](#) recently collaborated on the creation of a new Economic and Demographic Forecast for the six northwestern counties of Vermont<sup>1</sup>. This forecast projects future population growth, employment and housing demand through 2035.

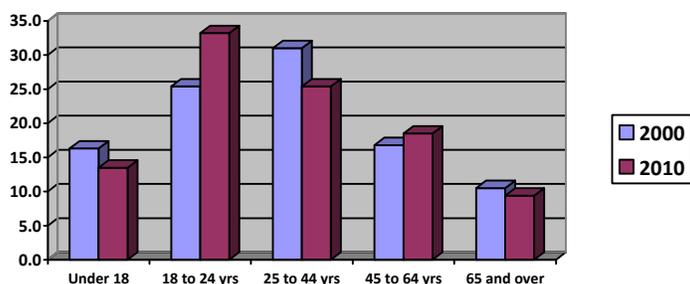
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However, Burlington’s population is not the whole growth story.

**Burlington’s population is young.** The median age in Burlington is [29.226.5](#) years old as compared to the state median of 37.7. [The graph below shows how younger kids under 18 are becoming a smaller part of the population, while the 18 to 24 years old \(college student\) have increased considerably as a proportion of the overall city residents.](#)



Burlington Population by Age (2000 & 2010)

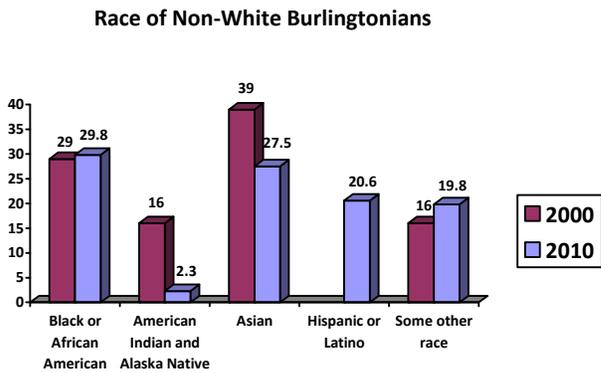


[ADD more comments...](#)

<sup>1</sup> “Economic and Demographic Forecast: Northwest Vermont and Chittenden County, 2000 to 2035 and Beyond,” prepared by Economic & Policy Resources, Inc. for the Chittenden County Regional Planning Commission and Metropolitan Planning Organization, September 2000.

With demographic trends towards smaller families, growth of housing must also be considered. Growth in housing has consistently exceeded population growth since 1960. The city continues to be an attractive place to live - especially as people are drawn to the many amenities the city has to offer including convenient access to shopping, services and employment opportunities.

**Burlington's population is diverse.** 71.7 percent of Burlington's residents identify themselves as non-white, and 2.6 percent of the population are of two or more races.



## I. LAND USE PLAN

### **Vision Statement**

*This Plan envisions Burlington as a city where...*

*... **neighborhoods** are the heart and soul of the community, and possess a strong identity. Neighborhoods are linked to each other via a network of greenspaces, public transit, pedestrian, and bicycle routes. Historic patterns of development and architecture are respected, while future growth reflects changes in family, work and travel patterns by offering a range of housing choices. Everyday services such as markets, pharmacies, and childcare are concentrated in higher density mixed-use activity centers that serve the immediate needs of the surrounding neighborhood. Local streets are reclaimed as public spaces, oriented to pedestrians, with minimal through traffic.*

*... the **downtown** is a distinctly urban place serving as the historic core of the county's educational, economic, cultural, and governmental center. Downtown Burlington is a high density, mixed-use growth center that has blended the need for concentrated and efficient development with a respect for the city's architectural heritage and natural environment. Vacant and underutilized land and buildings have been adaptively reused for housing, shops, and offices. An integrated system of regional and local public transit, bicycle routes, and pedestrian paths are increasingly competitive with individual automobiles as the preferred mode of travel thus reducing the need for single-passenger automobiles. Downtown Burlington is also a neighborhood - offering housing for a range of income levels and household types, everyday services, and employment opportunities.*

*... religious, educational and medical **institutions** have a respected place in the community, and play a vital role in the city's economy and social well-being. Development of academic and medical campuses, including additional housing, is concentrated on core campuses in order to minimize impacts on adjoining residential neighborhoods. Working cooperatively with the City, neighborhoods, and business community, the institutions share their valuable skills, resources, and leaders to help address development, transportation, housing, social, and neighborhood issues within the community. Historic properties have been adaptively reused and redeveloped to ensure they continue to contribute to the community and neighborhood. Development of property owned by religious institutions is in some cases being redeveloped into higher density mixed-use developments or preserved as open space.*

... **Lake Champlain and the Winooski River**, are protected and cherished as valuable natural and economic assets of the community. The Downtown Waterfront offers a dynamic mix of year-round recreational, cultural, commercial, and residential uses, and is physically and architecturally integrated into the downtown and surrounding neighborhoods. Commercial development on the waterfront compliments and enhances other commercial districts in the City. Public access and circulation is provided by an integrated system of regional and local public transit, ferries and shuttles, bicycle routes, and pedestrian paths. The shorelines outside of the downtown and along the river remain largely undeveloped with a network of protected conserved lands including natural areas offering habitat and travel corridors for wildlife, trails and bike paths for passive recreation, and agriculture. The ecology and natural and cultural history of the shoreline are protected and interpreted for the public.

... the city's unique **natural systems and open spaces** are identified and protected through a combination of public acquisition, stewardship, and creative site planning, and function as vital components of the city's infrastructure and economy. The Lake Champlain shoreline, Winooski River corridor and Intervale, Centennial and Englesby Brooks, and other significant natural areas have been the focus of these efforts.

## LAND USE POLICIES

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### THE CITY OF BURLINGTON WILL...

- **Protect natural areas from harmful and incompatible development, and maintain the integrity of natural systems.**
- **Conserve and strengthen residential neighborhoods.**
- **Encourage the adaptive reuse and historically sensitive redevelopment of underutilized sites and buildings.**
- **Encourage mixed-use development patterns, at a variety of urban densities, which limit the demand for parking and unnecessary automobile trips, and support public transportation.**
- **Strengthen the City Center District (CCD) with higher density, mixed-use development as part of the regional core while ensuring that it serves the needs of city residents, particularly those in adjacent neighborhoods.**
- **Target new and higher density development into the Downtown, Downtown Waterfront, Enterprise District, Institutional Core Campuses, and the Neighborhood Activity Centers.**
- **Encourage development of an active, urban waterfront that offers a mix of uses, is open to the public and linked with adjacent neighborhoods.**

- Strengthen the Pine Street corridor for commercial - industrial development while minimizing adverse impacts on adjacent residential neighborhoods.
- Encourage light industry, the creative arts and technologies, and manufacturing and incubator space for new and emerging business in appropriate locations including the Pine Street corridor.
- Support the development of the proposed Intervale Eco-Park to provide opportunities for value-added processing of agricultural products and develop synergistic relationships between agricultural and energy-related businesses.



## INTRODUCTION

Future development and investment in the City of Burlington are guided by a diverse set of policies and strategies intended to encourage and facilitate development in specific parts of the city. The following section outlines the principal land use and development pattern to be implemented over the next 10-20 years, and serves as a policy umbrella to the other sections of the Plan that follow. It defines *where* and *how* future development is to occur. All of the other sections offer more detailed information and guidance in specific areas such as transportation or urban design that will help to facilitate this pattern.

This section of the Plan is strategic in its approach, and does not offer information or insight for all portions of the city. Instead, it focuses on areas of the city that are targeted for future development or redevelopment. These areas are the **Downtown Improvement District**, the **Downtown Waterfront**, **Institutions**, **Neighborhood Activity Centers**, the **Enterprise District** and **Brownfields**. Additionally, this Plan identifies individual neighborhoods that are in a state of change and require strategic planning and investment in order to meet community goals. These neighborhoods are **Riverside Avenue**, **Mill-Grove Street**, the **Old North End Enterprise Community**, and the **South End neighborhood**. Where this Plan is silent regarding a specific part of the city – primarily low-density residential areas, it is intended that those areas remain largely unchanged, and that the current development and use patterns remain as they are in order to preserve and maintain a high quality of life.

### A Regional Growth Center

Burlington is at the heart of a larger urbanizing region that is the principle-principal economic and cultural engine for the northern Champlain Valley, as well as the state of Vermont. While Burlington only makes-up a small portion of this area in physical terms (~10 square miles or 1.66% of Chittenden County's land area), the surrounding area is often distinguished by its proximity to the city. The city itself is the largest, and the most intensely developed community in Vermont with a population more than two-times that of its neighbors. Being the most urban agglomeration in the state also brings challenges to Burlington that are similar to other larger metropolitan areas, i.e.: homelessness and transient populations, concentration of social services, etc.

The historic development pattern of the region is characteristic of New England with higher density mixed use compact centers surrounded by working farms and forests, and served by basic infrastructure - the definition of what we today call a "growth center." These features help to define Vermont's unique identity, support our high quality of life, and form the qualities that attract new business development and tourism.

However, the traditional development pattern has become blurred and is threatened by suburban development on the fringes of the city including large single-use developments such as shopping malls and planned residential subdivisions, strip commercial development along major highway corridors, and the continued dominance of the automobile with its associated parking lots, traffic congestion and ever-expanding highways. This trend is not only a threat to the region's traditional patterns of development, but also to our future economic growth, natural environment, and sense of community.

Geographically, Burlington is only a small part of the surrounding region, and has no extraterritorial authority over land use and development in adjoining communities. Responsibility

and ability to reverse this trend of suburbanization lies therefore with each nearby community, and our willingness to collaborate together as a region on land use and public investment issues.

The ~~2001-2013 Chittenden County ECOS Regional Plan placed places~~ much of Burlington within a "Metropolitan Planning Area" which also includes portions of the cities of Winooski and South Burlington. The Regional Plan presents a hierarchy of progressively larger scale and more intense mixed-use development pattern. The creation of these "planning areas" follows Vermont's land use planning goals which seeks to define "growth centers"<sup>1</sup>, and provides a very important framework to focus a wide range of objectives and policies governing future land development. The purpose of the regional growth center is to "contain the county's largest buildings and highest residential densities. Since most of the enterprises and services having a substantial regional impact are anticipated to be located in a Metropolitan Planning Area, it should receive the highest priority for public sewer and water infrastructure. An emphasis on non-automotive modes of transportation should be given priority to allow for easier pedestrian access."

The City welcomes the opportunities and responsibilities that are associated with serving as the historic core of a regional growth center. The boundaries of this area, however, must reflect existing and proposed development within the city, and recognize the fact that portions of this area may be either unavailable or undesirable for future development. ~~Expansions and adjustments to the regional growth center boundaries in Burlington should be considered in order to facilitate and accommodate the proposed concentrations of development.~~

For the Regional vision to become reality, all communities must work together towards a more sustainable pattern of development. ~~As such, Burlington has long advocated for a stronger voice in regional decision-making through population-based representation on regional planning organizations.~~ A more traditional pattern, through the use of carefully planned growth centers, is necessary to protect and invigorate existing cities and villages, maintain working farm and forest lands, and bring back a more sustainable and affordable form of community development.

Growth centers throughout the region should reflect traditional settlement patterns and be served by adequate infrastructure including public transportation. The number and size of growth centers must be based on reasonable projections of future growth, and their capacity to accommodate high-density development – primarily as infill and adaptive reuse. They must be small enough to concentrate development, yet large enough to accommodate the projected growth. And finally, growth centers themselves must encourage higher density mixed-use development, respect historic and cultural resources, preserve and create pockets of greenspace where possible, and promote public transit, walking and biking as the preferred forms of transportation. The Regional Plan should lead this process with a detailed plan for regional growth and development that emphasizes compact development and serves to discourage sprawl.

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<sup>1</sup> The concept behind "growth centers" is to concentrate higher density mixed use development into traditional development centers in an effort to preserve and maintain the surrounding rural landscape.

## A Vermont City

By nearly every definition, Burlington is a city—;Aa city, however, at a smaller Vermont scale. Burlington has tall buildings, but most remain under five to eight stories; an important airport and public transit system; colleges and a university, theaters and galleries, offices, restaurants, hotels, banks and shops - yet still ~~remains at just above only around~~ 40,000 residents.

Burlington is also, in many ways, a traditional Vermont village in both form and function. The city is compact and serves as a central place of commerce, housing, education, industry, and government. People know local shop owners, and often encounter family, and friends throughout their daily travels. This description as both city and village is the essence of what makes Burlington such an attractive place to live, work and visit. Burlington exemplifies the metaphor of the “urban village<sup>2</sup>” - “a shorthand way of describing the *feel* we want from our cities.” It is not so much more than a location, but ~~a the personality feeling~~ of a place—~~its personality~~. Urban villages aren’t built - they evolve over time.

Burlington’s character and sense of place is widely celebrated – both locally and nationally. The city’s character has evolved over time by respecting historical development patterns and architecture; cultivating “community” in our neighborhoods; protecting valuable natural, historic, and recreational resources; developing lively cultural events, resources and activities; and putting the needs of City residents above the desires of visitors.

However, as Burlington has continued to evolve, this Vermont City must meet the challenges of accommodating future populations without destroying its character. Nurturing Burlington’s human scale, social character, and sense of place while encouraging future growth and development is the primary objective of the City through the implementation of this Plan.

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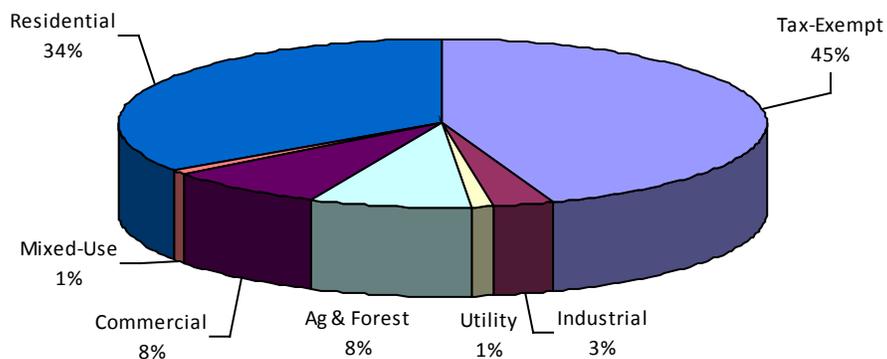
<sup>2</sup> Sucher, David, *City Comforts: How to Build an Urban Village*. City Comforts Press. Seattle 1995,

## Room to Grow

Burlington has relatively little undeveloped land remaining on which to grow. The entire city consists of only 6,457 acres of land ([5,601 acres when excluding right-of-ways](#)). Yet, Burlington will continue to grow, both as a community, and as an important part of the economic, social, and cultural core of the region. This Plan anticipates continued and sustainable growth in housing, services, employment, and population, while protecting the city's natural systems, maintaining its moderate scale and high quality urban design, supporting its neighborhoods, and celebrating its heritage.

The basic land uses in Burlington include residences, commerce, industry, public/semipublic facilities, parks and recreation, and undeveloped land. Residential and tax-exempt lands are the largest categories of use.

**Burlington Land Use (Percentage of Acreage)**



Over one-third of the city ([21,676 acres](#)) is considered undeveloped land [by the City Assessor's Office](#). Undeveloped does not necessarily mean un-used however. While these properties may not contain a structure, they may be put to a commercial or industrial use for storage, serve as a golf course or playground, be actively farmed, or used for parking. In many cases, this land is both undesirable and unsuited for development due to seasonal flooding, steep slopes and sensitive natural or cultural features. A vast majority of the undeveloped land in Burlington is exempt from property taxes, which means it is owned by a religious or educational institution, the city or the state, or a non-profit organization.

Vacant land is only a portion of the future development potential ~~however~~. Many properties remain significantly "underdeveloped"<sup>3</sup>. Many developed parcels and surface parking lots could be more intensely re-developed with multi-use structures<sup>4</sup>, taller buildings, and smaller setbacks. ~~In 2002 the Planning Department completed a buildout analysis of the downtown area and found that there remained the potential for an additional 3.5 million square feet (residential and non-residential combined) of development within in the designated downtown development district. The exact potential for development on any one site can only be determined by detailed analysis~~

<sup>3</sup> "Underdeveloped" refers to those parcels that are developed at less than 50 percent of the average of the existing or allowable density in the zoning district.

<sup>4</sup> "Multi-Use Structures" refers to buildings, for example, with: parking below grade, street level retail, and office and/or residential uses above the street.

~~of each parcel. Inefficiently developed properties represent some of the best opportunities for future growth. The City will need to undertake further analysis to better understand the physical capacity of specific parts of the city to accommodate additional development.~~

Complete build-out of the City is not likely to happen ~~however~~. Many parcels are substantially developed - some with historic buildings - or include areas that are inappropriate for intense development. Often land characterized as vacant cannot, and should not, be developed because it is either wetland or other natural area, has steep or unstable slopes, or is a small, oddly shaped lot. However, Burlington can easily accommodate additional growth and sustain itself as an important component of the regional hub without threatening the City's unique qualities and defining characteristics.

The challenge ~~presented by the Legacy Project Action Plan will be~~ is to define the amount of future growth that is possible and desirable, and develop effective strategies to encourage future growth while retaining the scale and character of the city. These strategies must address two distinct issues ~~that~~ currently faced d by the City: first, how can we ensure a more efficient use of properties that are currently developed to some extent (such as through adaptive reuse of vacant upper floors, or additions); second, is to ensure the most efficient use of properties that are currently undeveloped or undergoing significant redevelopment. ~~It will be a priority of the City over the next 2 years to investigate and evaluate the capacity of the City to grow significantly without having a detrimental effect on our high quality of life.~~

## Open Space Protection

The natural environment is a chief ingredient in defining Burlington's character - making it one of the most attractive and inviting small cities in the country. Burlington's citizens, non-profits, and city government have a proud tradition of protecting the city's sense of place, natural environment, open spaces, and recreational opportunities. Recent studies throughout the country have debunked the myth that conservation and development are inherently at odds. The fact is that open space conservation is good for everyone - residents, property owners, visitors, and businesses alike - and the bottom line. This is a fact that Burlington clearly recognizes, and from which it has long benefited.

~~It was for these reasons that in 1997 the Burlington City Council passed a resolution calling for the creation of "a plan to protect important natural areas and open spaces." The result was the completion of the Burlington Open Space Protection Plan in October 2000, and is hereby incorporated into this plan by reference. This-The plan presents a far-reaching strategy that will enable the City to pursue and implement its long-held goals for open space protection. The plan provides-providing an over-arching vision for the future of Burlington's landscape where natural areas, parklands, and greenbelts are physically integrated into the urban fabric to complement development with conservation - where natural and recreational systems play an essential role in enhancing environmental quality, economic prosperity, and quality of life. A 2013 update, rather than a wholesale replacement of the 2000 plan, adapted the original vision and goals to reflect progress made on past goals and changes in the public perception of needs for open space. The foundation of the update was an extensive public outreach process to understand what is currently on the minds of residents regarding open space quality, availability and access. The open space inventory was also updated to reflect the current status and use of open space in the city. Combining the public input gathered with the updated inventory in a matrix will be used to inform open space acquisitions in the coming years. Finally, policy goals were articulated to guide future decisions relating to open space.~~

**Both the 2000 Open Space Protection Plan and its 2013 update are hereby incorporated in to this plan by reference.**

Burlington's "vision" embraces two forms of open space that encompass the character of an urban place within a distinctively natural landscape — *Significant Natural Areas* and *Urban Greenspaces*.

- **Significant Natural Areas** include a unique collection of features and resources that hold regional significance as natural systems and open land, serve to define the character of Burlington, and are at the foundation of the natural systems that support the city.
- **Urban Greenspaces** are especially important to Burlington for softening densely developed neighborhoods providing small areas of refuge from the urban hardscape, and creating an aesthetic within the city that helps define our high quality of life. While not within the original mandate of the *Open Space Plan*, it attempted to offer a framework for establishing the significance of these "Urban Open Spaces" within the city. Further evaluation and study in this area is necessary and will be undertaken by the City.

- Significant Natural Areas:**
- ▲ Lake Champlain Shoreline
  - ▲ Winooski River /Intervale
  - ▲ Englesby Brook/Ravine
  - ▲ Centennial Brook/Woods
  - ▲ Natural Heritage
  - ▲ Surface Waters
- Urban Greenspaces:**
- ▲ Neighborhood Greenspaces
  - ▲ Urban Waterfront
  - ▲ Treebelts
  - ▲ Recreational Linkages & Trails

Open space protection in Burlington embraces the reality that not all lands can, or even should, be protected from development. As a regional growth center, Burlington must find a balance between conservation and continued development that addresses the needs of the City's diverse population – present and future. By encouraging and accommodating more development, and at higher densities than in surrounding communities, Burlington can also play a very important role in protecting open space and working lands throughout the region. The important thing is to make smart choices based on understanding the resources important to the community's future, and how they work together as part of a more complex system.



Northshore Wetland



Lone Rock Point

**Growth Areas**

The City of Burlington expects, and welcomes, continued growth and development over the next ten years – primarily in the form of infill, adaptive re-use and redevelopment. In an effort to facilitate future growth, and to continue to encourage urban densities and use patterns, the City

will seek to concentrate future higher-density development activity primarily into the following areas:

**DOWNTOWN & URBAN WATERFRONT**

**planBTV – Downtown & Waterfront Master Plan**

In the Fall 2010, the City of Burlington was awarded a Sustainable Communities Challenge Grant by the US Dept. of Housing and Urban Development (HUD) which provided a unique opportunity to advance Burlington’s place as one of America’s most livable and sustainable communities. Burlington’s project – known as “planBTV” and incorporated by reference herein – was the result of a 2+-yr planning process for the development of a comprehensive guide for downtown and waterfront development that will foster sustainable economic growth over the next 10-20 years.



The development of a land use and development plan focused on Burlington’s Downtown and Waterfront has been a long-standing action item in the Municipal Development Plan since at least 1996. While many other planning efforts involving the downtown or waterfront have taken place over the years, none were comprehensive in scope where land use, transportation, land development, urban design, and public infrastructure were all woven together. Additionally, past examples of comprehensive plans prepared by the City had been done at a city-wide level with broad-brush and high level recommendations. The planBTV study area encompasses the Downtown Improvement District in its entirety, as well as the waterfront and harbor, but does not include the Urban Reserve.

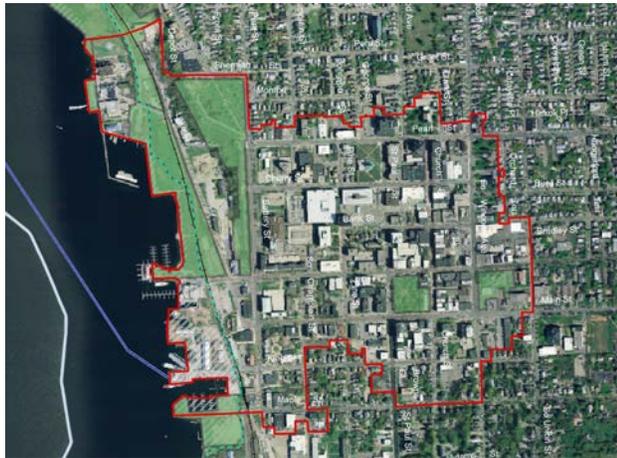
*planBTV: Downtown and Waterfront Master Plan* refines broad city-wide goals for sustainable development into a focused, actionable, area-specific strategy to ensure the vitality of the central core of our community and enable us to achieve our community vision. While the over-riding focus of the effort has been centered on improving economic vitality, the plan addresses a wide range of inter-related topics including housing, transportation, climate change, urban agriculture, waterfront and harbor development, parking, land use and urban design. Overall, the final outcome can be summarized around four fundamental themes in order to create a more livable community – **Vibrant Economy, Great Urban Design, Housing Choice, and Transportation Choice**. None can be considered in isolation, and all have a direct influence on the success of each and every other theme.

## DOWNTOWN IMPROVEMENT DISTRICT

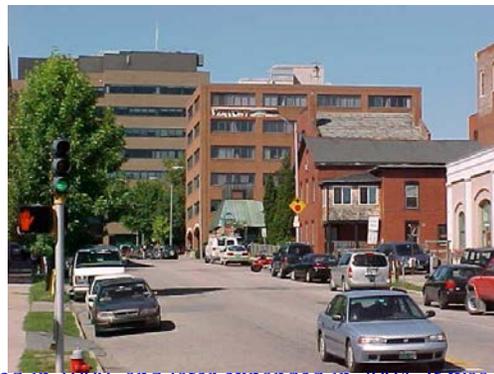
Burlington's downtown, which is largely encompassed within the newly created Downtown Improvement District<sup>5</sup>, serves as an important part of the region's cultural and commercial core. It is home to several of Vermont's largest financial institutions; offices for city, state and federal government; entertainment and cultural centers such as the historic Flynn Theater and Memorial Auditorium; and destination retail including the Church Street Marketplace and the Burlington Town Center (formerly Burlington Square Mall).

However, downtown Burlington must also serve as a residential area. The City is working hard to encourage additional housing downtown in order to bring people closer to their places of work. Adding housing makes more efficient use of space and public facilities, lessens the need for automobiles and parking, and adds vitality and an improved level of security in the evening. Downtown housing must accommodate (in both affordability and type) all income groups in order to ensure a diversity of residents. It cannot, and must not, become an enclave for either the rich or poor. Growth of housing in the downtown area should keep pace with growth in commercial development. The City encourages housing downtown by offering density bonuses for development that includes public benefits such as public parking and affordable housing. City ordinances ease parking requirements for mixed-use development that includes housing.

The City will continue to attract and support a range of retail and office development in the downtown—diverse in both type and scale. Our priority is to serve the needs and interests of Burlington residents, and we must take care not to make the downtown an exclusive attraction for tourists and visitors. Community-oriented shopping and services (i.e. general merchandise, grocery, pharmacy, hardware, post office, daycare, etc.) must be available to meet the needs of the people who work and live in this urban neighborhood. The completion of



of the City Market by the Onion River Co-Op. is an excellent example of this type of neighborhood-oriented development. Burlington's downtown also includes a tremendously successful arts and entertainment district which includes regional venues such as the Flynn Center for the Performing Arts and Burlington's Memorial Auditorium, festivals, and a growing array of small galleries and night spots. Opportunities for growth and expansion of this sector are seen as an important downtown



<sup>5</sup> The Downtown Improvement District was originally created in 1999, and later expanded in 2004. It was created as a special assessment district in part to levy a property tax surcharge to pay for 2 hours of free parking throughout the downtown area. It is intended to define the portion of the downtown area where much of the City's future development and public investment is desired and will be concentrated, and is a designated "Downtown Development District" under the VT Downtown Program.

development strategy that should benefit all residents.

Finally, parking continues to challenge the vision for additional development downtown, and the City will continue to encourage creative solutions. Examples include placing parking within structures that include street-front retail or office space, or underground whenever the topography of the site makes it advantageous. Improvements to the city's and region's transportation systems hold the most promise by significantly lessening the need to bring cars into the city center. Public transit, such as the College Street and PARC shuttles, commuter rail, and car/vanpools must be expanded and improved.

The Downtown must remain an active and attractive place to visit, live, shop and work. Key elements for future downtown development include:

- Buildings that provide a mix of uses including housing on upper floors and higher activity uses on the ground floor which liven the street;
- Target areas for future public parking developed in collaboration with private development;
- Creation of an expanded Business Improvement District (BID) that could provide services above and beyond what the City provides, just like the Church Street Marketplace does today. This expanded BID could also serve as the transportation management association for downtown coordinating and collaborate collaborating on transportation demand management programs and initiatives;
- Housing opportunities of mixed types and for mixed incomes;
- Adaptive reuse of historic buildings and redevelopment of underutilized sites;
- Development at urban densities that minimize air and water pollution, preserve open space, and enhance social interactions and a sense of community;
- Development patterns and densities that favor public transportation and an excellent transportation system that serves residents, businesses and cultural facilities by frequent, accessible and comfortable service;
- Pedestrian and bicycle routes throughout the area and into adjoining neighborhoods including well-marked and convenient pedestrian crossings and wide sidewalks; and,
- Amenities including pocket parks, street trees, flower boxes, street furniture, public art, bike parking, bus shelters, etc.

The City's "Downtown Development District" designation will make various incentives such as state tax credits and loans available to facilitate continued redevelopment and reinvestment in the heart of the city. To gain a better understanding of the opportunities and obstacles for future development, the City has created a detailed area plan specific to the Downtown and Waterfront – planBTV. planBTV identifies and specifies the infrastructure needs, density potential, and development logistics and defines design standards. planBTV should serve as the primary tool for guiding private and public investment necessary to ensure the vitality of the city's core.

### ***–City Center District***

The City Center District (CCD) is the heart of the city's downtown and its principal growth center. As in all of Burlington's downtown, this central core area, must encourage a mixture of uses, especially housing and cultural facilities, not simply businesses.

Several areas within the CCD remain underdeveloped with room for an additional 1-2 million square feet of development. Much of this land could be used more efficiently by using setbacks that bring buildings closer to the sidewalk edge, building to existing height limits, and including mixed uses where housing and commerce occupy the same structure. General government services of the city, state and federal government should be concentrated in the downtown where they remain accessible without the need for an automobile.

Pedestrian and bicycle circulation should be improved through a network of connecting mid-block pathways extending north/south and east/west throughout the downtown. The initial objective is to provide connections between the Church Street Marketplace and the Downtown Waterfront. One example includes the expansion of a system of paths developed between the Chittenden Bank, Hilton Hotel, and Macy. Another opportunity might include an east/west pathway that could extend Lawson Lane down to the waterfront and up to Center Street. The back rooms of buildings that open on these pathways could then be used as active commercial spaces. Other connections should include the Hill Institutions and the residential neighborhoods north and south of the City Center District (CCD).

### ***–Church Street Marketplace***

The cornerstone of Burlington's retail area is the Church Street Marketplace, attracting approximately 3 million visitors and shoppers annually. The Urban Land Institute notes that the Church Street Marketplace "has kept downtown Burlington the retail center of the region." This four-block long, pedestrian mall is managed by the City through a nine-member volunteer commission. The Marketplace Commission oversees the maintenance, operation and promotion of the Marketplace. The Commission's nearly \$600,000 budget supports promotional (festivals, events, advertising) and maintenance activities.



The Church Street Marketplace, one of the most successful pedestrian malls in the United States, is abutted by classic buildings, most of which have been handsomely restored in the last decade. Ground floor retail space is complemented by upper story residential and commercial office space. National tenants such as Banana Republic, City Sports, and The Body Shop blend with distinctive local retailers. The Marketplace is extensively programmed and managed to be a lively place throughout the year with outdoor restaurant seating, street vendors and entertainers, and regularly scheduled public events.

The retail vacancy rate is currently 3.6%. According to a recent survey conducted by the City's Church Street Marketplace Office, there are 17,000 square feet of vacant space on the second and third floors of properties fronting on the Marketplace. CEDO and Marketplace are working with property owners to convert vacant second and third



floors into housing. Residential conversions are either underway or planned in five buildings representing 22,000 square feet of renovated space. Efforts to revitalize vacant upper floors is a high priority as the City seeks to make the most effective and efficient use of existing buildings, and add to the availability of housing in the downtown area. The Church Street Marketplace is now listed on the National Register of Historic Places, which provides additional financial incentives to facilitate redevelopment and preservation of income-producing historic buildings.

### ***~Urban Renewal District***

Innovative development should also be encouraged in the former Urban Renewal District—the northwest quadrant of the CCD. An anchor department store, Macy, and a municipal parking garage for the *Burlington Town Center* have been added to this site, as well as the Marriott Hotel and Westlake condominiums. A new hotel and is currently under construction to complete the development of the Urban Renewal Area.

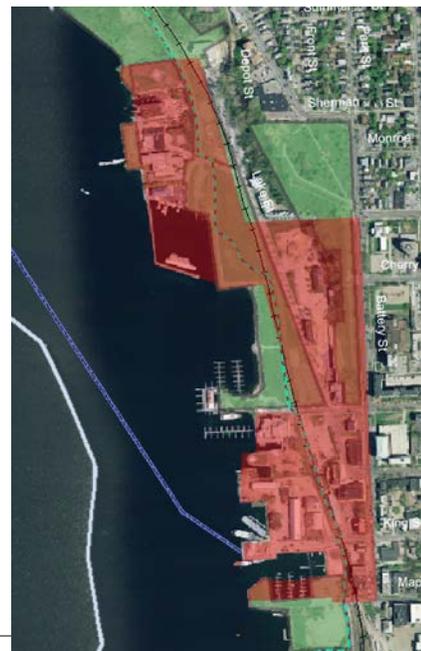


This area should be the site of intensive mixed-use development including housing, hotels, a small to medium-sized meeting/convention center, and public exhibition space. The objective is to create a public attraction that helps to link the Church Street Marketplace and the Downtown Waterfront, and to make the most efficient use of the downtown's largest undeveloped site. In doing so, mid-block pathways and public greenspace must be included to facilitate pedestrian and bicycle circulation north-south and east-west. Over the very long term, the City may consider the feasibility of re-introducing one or more through streets within portions of the urban renewal area in order to ease the flow of traffic through downtown by improving north-south circulation.

### **THE DOWNTOWN WATERFRONT URBAN RENEWAL DISTRICT**

Since the early 1800's, Burlington's harbor and downtown waterfront have been an important commercial area, scenic and recreational attraction, and community resource. The Lake Champlain waterfront is the city's premier gateway, and an asset that cannot be duplicated or replaced.

The City's priorities for the Downtown Waterfront—whose extent is defined as the area between the Urban Reserve to the north and the Barge Canal to the south—begin with economic vitality and public access. The vision for the downtown waterfront includes the development of a mixed-use neighborhood. However, an effort will be made to ensure the waterfront remains an economically inclusive zone where residents, businesses and patrons of all incomes and types feel welcome. Pressure to develop the waterfront for exclusively high-income private development will continue to be discouraged. Housing for persons of all



income levels must be available, in addition to a variety of shops, offices, and public amenities.



Community Boathouse

The waterfront is a public resource, and the public's use and enjoyment of this resource is the City's highest concern. Much of the downtown waterfront is filled land, and governed by the state's Public Trust doctrine thus restricting many private uses. Direct access by the public to the water is encouraged to the greatest extent possible. Circulation patterns in this area must emphasize access for pedestrians, bikes and public transit, and include strong linkages into adjacent neighborhoods. The continued use of precious waterfront land for surface parking is strongly discouraged.

In 1998, the City revised its *Waterfront Revitalization Plan* for the Waterfront Urban Renewal District. This Plan ~~is was~~ a revision of an Urban Renewal Plan prepared by the City in 1990. The 1998 Plan ~~includes included~~ 22 projects that are in varying stages of development. New projects include the expansion of the Lake Champlain Basin Science Center, redevelopment of the Moran Generating Station, improved pedestrian and public transit connections with downtown, and access to adjoining neighborhoods to name only a few. This plan ~~for the future of Burlington's urban waterfront~~ is incorporated into this municipal development plan by reference. The City's priorities for the Downtown Waterfront have most recently been articulated in planBTV-Downtown & Waterfront Plan adopted in 2013. planBTV includes many of the projects identified in the 1998 Waterfront Revitalization Plan.

### **~~Burlington Harbor~~**

~~The Burlington Harbor Commission and the Dept. of Parks and Recreation have completed the Burlington Harbor Management Plan in October 2000, which outlines the future use and management of Burlington's 3,000-acre harbor. This plan seeks to protect this important resource while balancing a mix of uses that enhance access and enjoyment by the public. The plan subdivides Burlington's Harbor into two distinct pieces: the "Inner Harbor" that is enclosed and protected by the Breakwater, and the "Outer Harbor" which lies outside the Breakwater to the north and south.~~



~~The emphasis of the plan is on water use, and it designates portions of the harbor for various types and intensities of uses. The major thrusts of this plan within the Inner Harbor are to establish fixed moorings, move seasonal boating facilities from the Boathouse to Perkins Pier, make the Boathouse a "Gateway" for transient boaters, expand marina services at the Lake Champlain Transportation Co., and dedicate the northern portion of the inner harbor (between to the Coast Guard Station and the former Moran Station) to community water uses.~~

~~A critical next step in this process will be the completion of planBTV to inform future planning decisions at the policy level. A more in depth study that offers greater detail as to the nature, extent and scale of future upland development is still needed to serve the water based activities proposed—particularly in the inner harbor.~~

### **- Urban Reserve**

The 40-acre "Urban Reserve" north of the Moran Plant remains largely vacant, and has limited infrastructure making new development costly. In proposing the original purchase of the Urban Reserve, the *1990 Urban Renewal Plan for the Waterfront Revitalization District* stated very clearly that one of the principal motivations for creating this "Urban Reserve" was: "to reserve the right for future generations to determine what level of development should occur at this site." The citizens of Burlington maintain a strong interest and concern for the future of their waterfront in general, and the Urban Reserve in particular.



In October 1997, the City Council adopted an *Urban Reserve Interim Use and Stewardship Plan*, which recommended that the City maintain the property as passively-used and publicly-accessible open space allowing the continued re-naturalization of the property and reseedling, with opportunities for public education, enjoyment and informal passive recreation. Additionally, the plan committed to the continued investigation and limited remediation of this brownfield site, and to maintaining remnants of the property's railroad and industrial heritage. The final use of this property remains a large and important issue for the city. A long-term plan for the property ~~is a priority of the City should be completed by 2012—not more than 15 years from the adoption of the Interim Plan.~~

### **INSTITUTIONS**

Burlington's institutions of higher education and health care play an important role in the city's economy and overall vitality. Not only do they provide nearly 30 percent of all jobs in the city, they serve statewide educational and health care needs, attract new and expanded business to the region, and broaden cultural opportunities within the city. In order to compete in their respective missions, they must continue to change and grow over time. The Institutions do, however, pose impacts on adjoining residential neighborhoods. Issues such as noise, parking, traffic, housing costs and neighborhood character continue to be of great concern.

A more urban configuration of each core campus, fixed growth boundaries, more efficient use of existing facilities, and cooperative relationships such as CATMA (Campus Area Transportation Management



Association) and partnerships such as UVM's Winooski Falls apartments, will help the Institutions develop without further intrusion into the neighborhoods. In recent years, the City, the institutions and the neighborhoods have worked jointly on the creation of Institutional Core Overlay (ICO) Zones that would concentrate development within their respective core campuses. To-date core campuses have been adopted for Champlain College, UVM and Fletcher Allen. ~~A separate ICO for UVM's Redstone Campus has been contemplated to concentrate future housing.~~

As the Institutions focus future growth within these core campuses, a fresh look should be taken at the current ~~Institutional University Campus (UC(I))~~ zoning district boundaries, and allowed densities outside of the core campuses, to ensure both continue to reinforce safe and healthy neighborhoods with vital and growing institutions.

### **- University of Vermont**

The UVM Board of Trustees are considering a new Campus Master Plan ~~for the University's holdings statewide. As would be expected, it focuses primarily on the Main and Redstone campuses found in Burlington and portions of adjacent South Burlington.~~ This plan outlines a number of strategies to concentrate university functions within existing boundaries, improve circulation within and through the various campuses (Academic, Athletic, and Redstone), and make more efficient use of existing sites for future development. Additionally, UVM has entered into ~~a several~~ partnerships with a private developer to provide housing for students ~~as part of the downtown Winooski revitalization project.~~ This is a good model that should be considered for use in Burlington's City Center as well. Finally, there may be opportunities to create and locate research and development space in the city's enterprise district as a means of supporting new business development and technology transfer. All of these go a long way towards balancing the future development needs of the University with a respect for the surrounding residential neighborhoods.



Ira Allen Chapel



Waterman Building

Perhaps the biggest issue facing the University-City relationship continues to be that of student housing. Students have a tremendous impact on the availability and affordability of housing in the city as well as the quality of life in the residential neighborhoods surrounding the campus. While not all students who live in rental housing attend the University, it has a dominating influence given its size and the composition of its undergraduate population.

The University and the City have struggled over this issue for decades with little result. As part of a City-University agreement, UVM is working to provide additional on-campus housing at University Heights. This is an important and welcomed step, but more will need to be done in coming years to absorb a higher percentage of students who live on-campus. The University currently houses approximately ~~60~~47% of its undergrad degree students on-campus. ~~It is the City's objective that UVM will gradually increase this percentage to no less than 50-52% over the next 3-5 years.~~ Other opportunities for additional on-campus housing include the recently acquired Trinity campus and Redstone campus.

The University and the City must also continue to address quality-of-life issues faced by the residential neighborhoods surrounding the campus. Problems over noise, traffic, parking, and vandalism threaten the stability and tranquility of these residential areas. The University has also agreed to take action against any off-campus student misconduct.

**- Champlain College**

Champlain College is a small private college located between the University of Vermont and the downtown. Champlain was established in 1878 as a business college, and operated as a two-year college until 1991 when its first bachelor's degree was offered. A graduate program was added in 2002. Today, Champlain occupies 40 buildings on over 22 acres, and serves approximately 1,8002,000 students. ~~Back in 2007, Champlain College developed is currently in the process of developing a new campus master plan that. This planning effort will need to address~~ how and where Champlain College will grow in the future ~~if it is~~ to meet it's goal of increasing it's student base without further intrusion into the surrounding residential neighborhood. Opportunities for consideration may include apartment-style housing in the City Center.

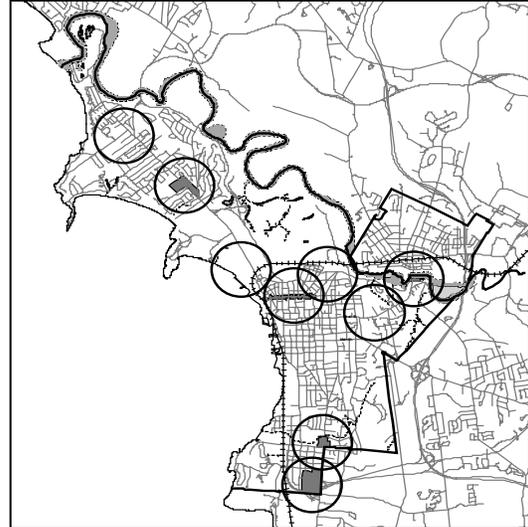
**- Fletcher Allen Health Care**

Fletcher Allen has made an important strategic decision to make a significant investment in expanding and revitalizing its MCHV-Campus in Burlington. This \$70 million, 607,000 square-foot development project created a new outpatient treatment facility on the MCHV Campus, a new Education Center that physically integrates the hospital complex with the adjacent Medical School at the University, and more than 1,200 underground parking spaces. This development has been largely welcomed by the City and nearby residents. However, concerns over traffic into and through the facility, the loss of greenspace, and threats to historic resources and water quality in Centennial Brook remain. As their attention turns to future needs and facilities, including those of the in-patient portion of the hospital, Fletcher Allen will need to continue its efforts to minimize the impacts of parking and traffic, preserve the remaining historic buildings and valued open spaces, and reduce stormwater runoff to allay these concerns.

## NEIGHBORHOOD ACTIVITY CENTERS

The 1991 Burlington Municipal Development Plan introduced the concept of the “Neighborhood Activity Center” (NAC) to encourage small-scale commercial and mixed-use development in convenient neighborhood locations. The NAC applies the growth center concept<sup>6</sup> at a neighborhood scale.

The intent of the NAC is to take underutilized commercial areas within a residential area, and transform them into higher-density, compact mixed-use settlements. These areas will typically include childcare centers, local banks, grocery stores, offices, branch libraries, pharmacies, small businesses, churches, and housing. NAC’s are close to where people live and oriented to serving the neighborhood, thus lessening the need to drive for local errands and convenience shopping. They may also be attractive locations for community technology centers that provide support and resources to small businesses, and serve as remote offices for larger businesses offering employment for nearby residents.



Neighborhood Activity Centers

In 1994, the City completed a conceptual plan for two Neighborhood Activity Centers – one located on North Avenue at the Ethan Allen Shopping Center, and the other on North Winooski Avenue and Archibald Street. ~~The Ethan Allen Shopping Center has seen a significant increase in the number of housing units, with the recent development of both senior and rental units. A third site on Shelburne Street at the Sears Plaza was only preliminarily considered at that time. Significant redevelopment is either completed or planned for all three of these locations. Unfortunately however, only North Winooski Avenue includes additional housing and multi-story development.~~

Today, the City takes a broader view of NAC’s, and recognizes their potential application across a wider variety of sites around the city. If they are to be successful, they must be within walking distance of nearby residents, and therefore more than just two or three locations throughout the city are necessary. They also need to be designed and scaled to serve the surrounding neighborhood; therefore, a “one size fits all” approach to density or uses may not be appropriate. Finally, they should be linked to the center city via active public transit corridors. Additional locations for the development of Neighborhood Activity Centers include North Street’s Commercial District, the intersections of Shelburne Street and Flynn Avenue, North Avenue and Plattsburg Avenue, Colchester Avenue and Mill Street, ~~and the former Trinity College campus and St. Josephs Orphanage.~~ Each site will be evaluated for its ability to serve such a function, and appropriate zoning changes will be developed on a case-by-case basis.

The City will draw infill development into these areas through revised zoning that promotes neighborhood-scale mixed uses, increased density, smaller setbacks, additional parking waivers, and height bonuses for shared and below-ground parking. Convenient access to transit, and bicycle and pedestrian routes, must also be provided. Finally, it is of critical importance that these

<sup>6</sup> Growth Centers are areas of higher density, typically mixed-use, development surrounded by working farm and forestland or lower density development.

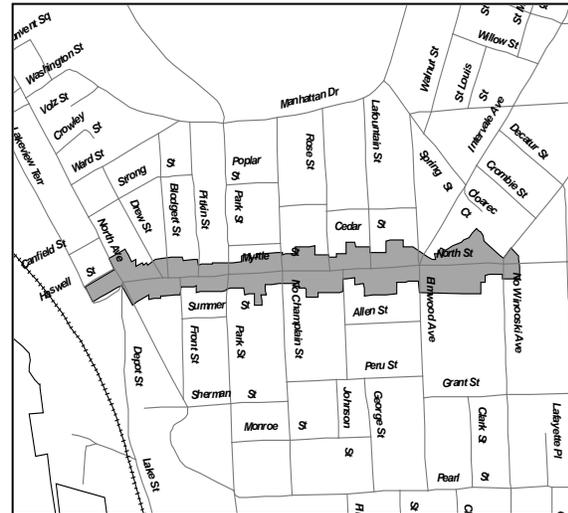
areas maintain clear and distinct boundaries from the surrounding neighborhood to prevent the spread of the higher densities ~~to the rest of the neighborhoods~~. Options for consideration will include the creation of a ~~new “urban village” zoning district or the allowance of planned unit developments (PUD’s) in these areas of the city form-based regulations for these areas.~~

### **- North Street Commercial District**

In 1998, the City completed a revitalization plan for North Street’s commercial district. The North Street Plan was adopted by the City Council with a specific recommendation that the City’s Municipal Development Plan incorporate its principle recommendations. ***This Plan for the revitalization of the North Street Commercial District is thus incorporated by reference.***

Historically, the western portion of North Street (west of No. Winooski Ave.) has served as “Main Street” for Burlington’s Old North End (ONE) neighborhood. The intent of the Plan is to create a more livable and pedestrian-friendly environment, and restore community pride and vitality in the commercial district. In doing so, the same concept of higher-density, neighborhood-oriented uses envisioned for NAC’s were applied as a strategy for future development and revitalization of this struggling commercial district.

The intent behind the creation of the Plan ~~is~~ was to create-support a mixed-use area that supports locally-owned destination businesses and encourages small, neighborhood-oriented businesses. The traditionally working class and ethnically diverse character of the neighborhood will be maintained and supported, and the history of North Street and the Old North End Neighborhood should be celebrated and communicated. The City was successful in listing the North Street Commercial District to the National Register of Historic Places, and will continue to seek Downtown District designation from the VT Downtown Program so that this area can benefit from the full range of incentives for redevelopment available at the state and federal level.



North Street Commercial District

The ~~principle-principal~~ recommendations of the Plan focus on the safe use and enjoyment of the streetscape for pedestrians. ~~A;~~ a range of streetscape improvements including narrowing the street, widening the sidewalk, raised and painted crosswalks, and creating bump-outs at intersections and crosswalks. Other improvements include adding street trees and landscaping, the undergrounding of all overhead utilities, and a reconfiguration of the street lighting. While the streetscape and street reconfiguration portions of this Plan were completed in 2005, the City must still work hard with local businesses and residents to ensure the vision for this neighborhood center is fully realized.

## THE ENTERPRISE DISTRICT

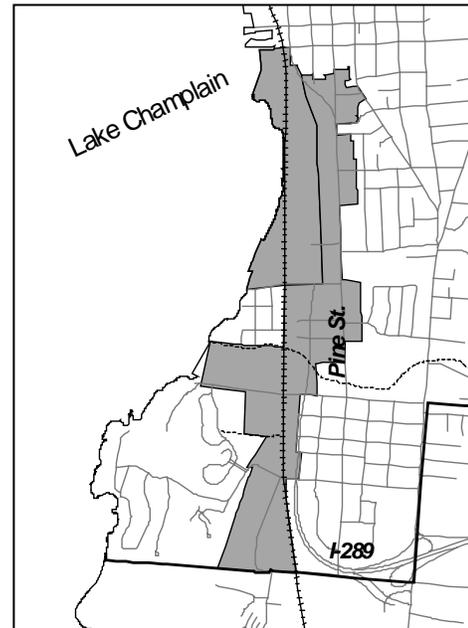
Historically, Burlington's major industrial corridor, the Enterprise District along and west of Pine Street, has seen new and expanded industrial uses, and the adaptive reuse of old warehouses and factories. The Enterprise District adjacent to the Pine Street corridor is one of the only places in the city where many commercial-industrial uses are permitted. Traditionally, these businesses have provided many well-paying jobs to both white and blue-collar workers, added significantly to the regional economy and city tax-base, and helped to underwrite the cost of city services and utilities.

However, this area is also adjacent to several residential neighborhoods, and there is growing pressure to allow new uses such as retail and housing that may not be complementary to the area's commercial-industrial character and function. Nearby residents are particularly concerned about the impact of through-traffic, particularly trucks, on neighborhood streets; noise from nearby industrial uses; safety of pedestrians and children; and access to local parks and the lake. The City is working to protect these residential areas from the impacts of nearby industrial uses, and will promote future uses that are less transportation and trucking oriented. Traffic calming techniques and designated truck routes have been employed to discourage through-traffic and trucks in residential areas. The long anticipated completion of the Champlain Parkway should also help to address many of the traffic concerns.

However, tensions over the future direction of this portion of the city remain. Is it to continue as a predominantly commercial-industrial district that supports value-added enterprise, or is it to convert to a more mixed-use commercial district that supports additional housing? While significant change has occurred in the City's manufacturing base over the years, many opportunities remain for the future. The City must maintain some place where commercial and industrial uses can remain and flourish if the City's objectives as a sustainable community are to be realized. The location, extent and character of this (or these) area(s) must be evaluated within the context of overall citywide objectives for land use and community development.

Planning is underway for the redevelopment of a significant portion of this area surrounding the General Dynamics' site into largely commercial offices. The future of the railyard immediately to the north could well be a deciding factor as well. If the railyard operations are moved out of the city, opportunities to expand rail use and relieve future truck traffic will be lost. The City must first consider the long-term impact on its future commercial-industrial base before turning its back on this important piece of transportation infrastructure. If additional jobs are to be brought into the area, then there must be recognition of the housing demand that this will create and the impact on an already severe housing shortage. Finally, redevelopment of the railyards should keep in mind the recommendations of the *Burlington Harbor Management Plan* that designates this area for seasonal marina services.

Working with businesses and residents, the City must identify areas within the district that remain viable for continued commercial-industrial use, and assess the fiscal impact to the tax-base and



Enterprise Zoning District

ratepayers of any proposed conversion away from commercial-industrial uses. If the City chooses to maintain the commercial-industrial nature of the district, it must then aggressively protect this area from intrusion by incompatible uses, and work to minimize any impacts on adjacent residential areas. Examples should include greater use of rail to minimize truck traffic, and permanent buffers (either vegetative or lower intensity uses) from residential areas. Over the next ~~several few~~ years the City will develop a detailed sector plan ([planBTV-South End](#)) that outlines future [usedevelopment](#), infrastructure, greenspace, and circulation needs of this portion of the city.

## **BROWNFIELDS<sup>7</sup>**

The *Burlington Brownfields Pilot Initiative* is an US Environmental Protection Agency (EPA) program that facilitates redevelopment of properties with real or perceived contamination issues through the assessment of environmental risk, remediation planning, and relief from liability. The City has made the cleanup and redevelopment of Brownfields a high priority to improve the environment, increase the tax base, create and retain jobs, and curb sprawl.

The Community & Economic Development Office (CEDO) works with non-profit partners, other City Departments, commercial brokers, developers, and Vermont Dept. of Environmental Conservation to expedite complex transactions. ~~For the second time in three years, the City's Brownfields Pilot was selected by the Environmental Protection Agency as a national "Showcase Community Finalist."~~

Completed Projects include Architectural Salvage Warehouse, Mill View Apartments, Multigenerational Center, the temporary VT Transit Passenger Terminal, Thelma Maple Housing Coop, and Metalworks.

Recent projects include:

- **Vermont Transit Bus Barns:** Bus and trolley maintenance and repair facility into 25 units of affordable housing and 20,000 square feet of new commercial space.
- **Urban Reserve:** Assessment and cleanup of former bulk oil storage facility.
- **Moran Plant:** Abandoned coal-fired power plant.
- **Pine Street:** Potential 100,000 square foot new commercial/retail development.
- **Vermont Railway Rail Yard:** Potential move of railway being studied: possible 13 acres freed up for mixed-use development
- **General Dynamics Armament Systems (GDAS):** Possible construction of new world headquarters and redevelopment of 225,000 square foot manufacturing facility.
- **Central Market:** conversion of former dairy/ice cream factory/police station into food market.

## **City of Neighborhoods**

Burlington's vitality and sense of community comes largely from the strength of its residential neighborhoods and the diversity of its people. Neighborhood boundaries are defined by where you live, and more importantly the people who live near you. It is this sense of place, and the

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<sup>7</sup> Brownfields: Abandoned, idled, or under-used industrial and commercial facilities where expansion or redevelopment is complicated by real or perceived environmental contamination. (US EPA)

quality of the built and natural environment, that form the foundation of Burlington's outstanding quality of life.

The individuality of each residential area of the city must be respected in order to support and strengthen established neighborhood land use and design patterns, and most importantly the quality of life enjoyed by the residents. For example, setbacks and building height should generally reflect existing neighborhood patterns, but they needn't be uniform throughout the city. There are places in the city (downtown, NAC's, and other areas where higher density development is desired) where



smaller setbacks ~~could~~ should be allowed. Commercial uses, except authorized home occupations, should largely be excluded from residential areas except where they are part of a neighborhood activity center. The stability and quiet of low-density residential areas should be protected to the greatest extent possible. Working with neighborhood representatives, the City needs to identify design features worthy of protection, and work with citizens and the private sector to improve the livability of neighborhoods.

Within each neighborhood, this Plan vigorously promotes greater opportunities for pedestrian and bicycle travel, access to public transportation, traffic calming of residential streets, concentrations of mixed-use development that provide convenient neighborhood services, restoration of older buildings, and public greenspace in an effort to enhance neighborhood identity and character. Future opportunities include:

- Residential uses, including single-room occupancy (SRO) with no kitchens, in upper floors of commercial buildings.
- ~~Rezoning the mouth of the Winooski River from waterfront commercial to a residential/recreation/conservation zone.~~
- Performance standards to protect residential neighborhoods from the impacts of adjacent industry and commercial development.
- Creation of mixed-use higher-density neighborhood activity centers to put daily services and jobs within walking distance of residential areas.
- Improving the frequency and convenience of public transit, and developing creative parking alternatives for higher density developments.
- Offering childcare facilities in all neighborhoods.
- Increasing density in Neighborhood Activity Centers and designated locations along major transit corridors.
- Embarking on a greening program to replace unnecessary pavement with landscaping; encourage a diversity of open spaces accessible to each neighborhood including pocket parks and community gardens; the promotion of rooftop and wildflower gardens, and a network of paths and wildlife travel corridors.

## NEIGHBORHOODS IN TRANSITION

Many neighborhoods in the city are in the process of changing or reinforcing their own identity. Through sensitive and strategic design, regulation, enforcement, and investment, the City can target these areas in order to fulfill community goals.

### **Riverside Avenue**

Historically a mix of residential, industrial, public, and commercial uses, Riverside Avenue ~~was recently is slated for major road reconstruction that will to~~ clearly define the street edge, improve access and safety for pedestrians and bicycles, and improve the flow of traffic. The south side of the street has been the site of rapid residential development. Ways must be found to alleviate traffic congestion, improve pedestrian connections into adjoining neighborhoods, and contain stormwater. Strong erosion control measures are necessary to protect steep slopes and water quality. The northern side of the road parallels the Winooski River along a very steep embankment. This area is increasingly prone to slope instability and some areas have recently failed forcing the City to condemn some existing buildings.



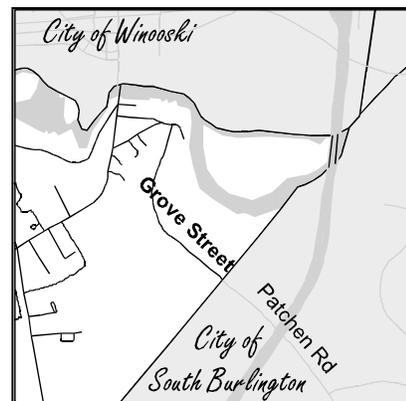
Riverside Avenue Area

The City will encourage a more urban configuration of higher-density mixed residential and commercial uses on the south side of the street. The street itself must continue to serve as an important thoroughfare for the city while providing safe opportunities for pedestrians and cyclists. The area along the river bank is ideal for a greenway corridor connecting to the Intervale, providing a buffer from the busy street for the river and the trails along the river bank. The City is considering rezoning portions of the north side of Riverside Avenue along the river to an open space zone such as Recreation/Conservation/Open Space (RCO), as well as long-term protection through acquisition for conservation and the use of transferable development rights.

### **Mill Street-Grove Street Neighborhood**

At the eastern end of Riverside Avenue is the Mill Street-Grove Street neighborhood. This area lies directly across the Winooski River from the City of Winooski, and is connected with the City of South Burlington via Patchen Road. The neighborhood serves as an important gateway to **both** cities of Burlington and Winooski.

As with Riverside Avenue, areas adjacent to the river along Grove Street have very steep banks and sensitive habitats. These must be cleaned-up and protected to prevent degradation, erosion and water quality. Opportunities to preserve a greenway corridor along the river to protect water quality, preserve wildlife travel corridors, and provide passive recreation are a high priority.



Mill Street-Grove Street Area

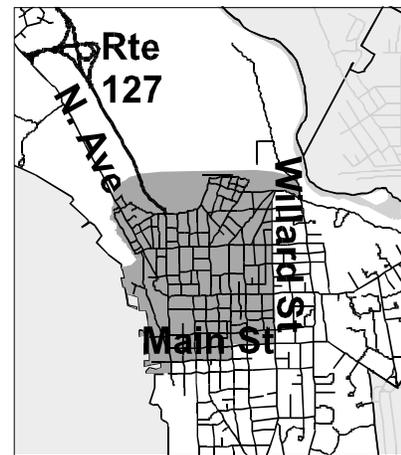
Mill Street is a neighborhood with a rich history, and strong

ties to the City of Winooski. The riverfront surrounding the Winooski Falls and the associated mill buildings are important features – both naturally and historically. Pedestrian access across the river must be ensured as many residents are served by businesses and services found in Winooski. A proposal to provide a pedestrian bridge across the river in this area will go a long way towards improving connections across the river. ~~A small neighborhood activity center providing basic neighborhood conveniences and services should be considered within the small commercial area adjacent to the bridge. Opportunities for higher density infill development should be investigated to accommodate future growth.~~

### ***The Old North End Enterprise Community***

Neighborhoods immediately north and south of downtown have suffered neglect and disinvestment over the years. These areas need public and private investment in infrastructure, housing, and street amenities to improve their residential and commercial environment.

In 1994, a portion of the City of Burlington was named an *Enterprise Community* by the US Department of Housing & Urban Development - one of 75 nationally. This area encompasses the neighborhoods of the Old North End, Downtown Waterfront, Central Business District, and the neighborhoods immediately south of the CBD generally bounded by King and Willard Streets (Census Tracts 3, 4, 5 & 10). This area is defined by its pervasive poverty, high unemployment, and general distress. In fact, no other neighborhood in Vermont matches Burlington's Enterprise Community (EC) in terms of population living below the poverty level.



Old North End Enterprise

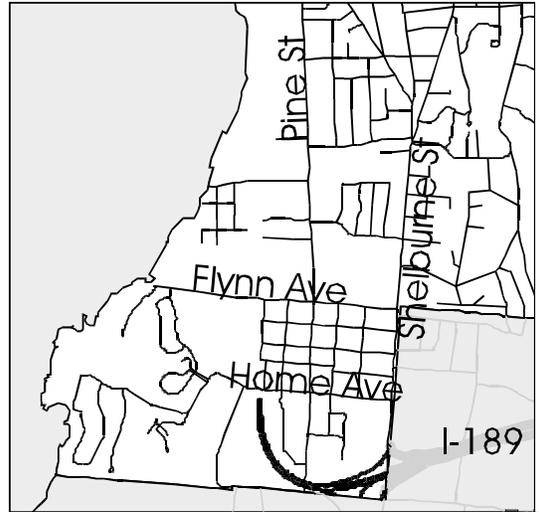
In the face of many challenges, the EC remains a viable residential and commercial area with many assets and opportunities. The housing stock is in poor condition, but repairable. Existing small business require only a bit more space, assistance or capital in order to prosper. There exists a well-established network of "third-sector" organizations with years of experience. In addition, perhaps more importantly, there remains a sense of community and neighborhood identity that is working hard to make the EC a better place. Several projects are underway or have been recently completed that will help to advance the goals of the neighborhood including:

- **Vermont Transit Bus Barns:** The conversion of an historic bus and trolley maintenance and repair facility into 25 units of affordable housing and 20,000 square feet of new commercial space.
- **Community Health Center:** An extensive redevelopment and expansion of the Community Health Center facility on Manhattan Drive.
- **North Street Commercial District Revitalization Plan:** A combination of streetscape, historic preservation, and business development strategies to revitalize the Old North End's "Main Street."
- **North Winooski Avenue Rehabilitation:** Streetscape and traffic flow improvements.

It continues to be a high priority of the City to actively promote redevelopment and investment within the Enterprise Community, and to implement the strategies found in *Common Ground: A Strategic Plan for the Old North End Enterprise Community* which is incorporated into this Plan by reference.

### South End Neighborhoods

As discussed previously, Burlington's "South End" neighborhoods have become increasingly attractive as places to live given their proximity to downtown and the lake. However, ~~as noted previously~~, portions of this area ~~of the city~~ are part of an industrial zone that extends southward along the lakeshore from the downtown. Obvious conflicts have been the result. Residents are faced more and more with the impacts (most typically noise and truck traffic) resulting from the redevelopment and expansion of industrial uses nearby. Industrial properties are faced with angry neighbors with complaints over traffic, noise, and loss of open space. This is increasingly a problem as the City looks to support and retain existing manufacturing jobs and attract additional businesses to this area - the largest industrial zone in the city, and at the same time improve the livability of its residential neighborhoods.



Burlington's South End

Current zoning offers little relief. Buffers between residential and industrial zones are small, and use restrictions do little to limit the types of uses that are most likely to generate high volumes of truck traffic. At the same time, zoning has encouraged increased residential development near to what has traditionally been a predominately industrial area. The result has been the completion of several large residential developments (Red Rocks, Lake Forest, Ledgewood, Southwind). The outcome of these converging policies has had unsatisfactory impacts on many South End residents, as well as posing uncertainty for existing and future industrial users.

The City must take immediate steps to ensure industrial uses adjacent to residential areas minimize their impacts on the residential character of the South End especially with regard to through traffic, air quality, noise and safety for cyclists and pedestrians - especially young children. At the same time, the City must take steps to protect core industrial areas by limiting scattered infill residential development and other uses that may threaten to erode the continued viability of industry and manufacturing.



Land Use Plan

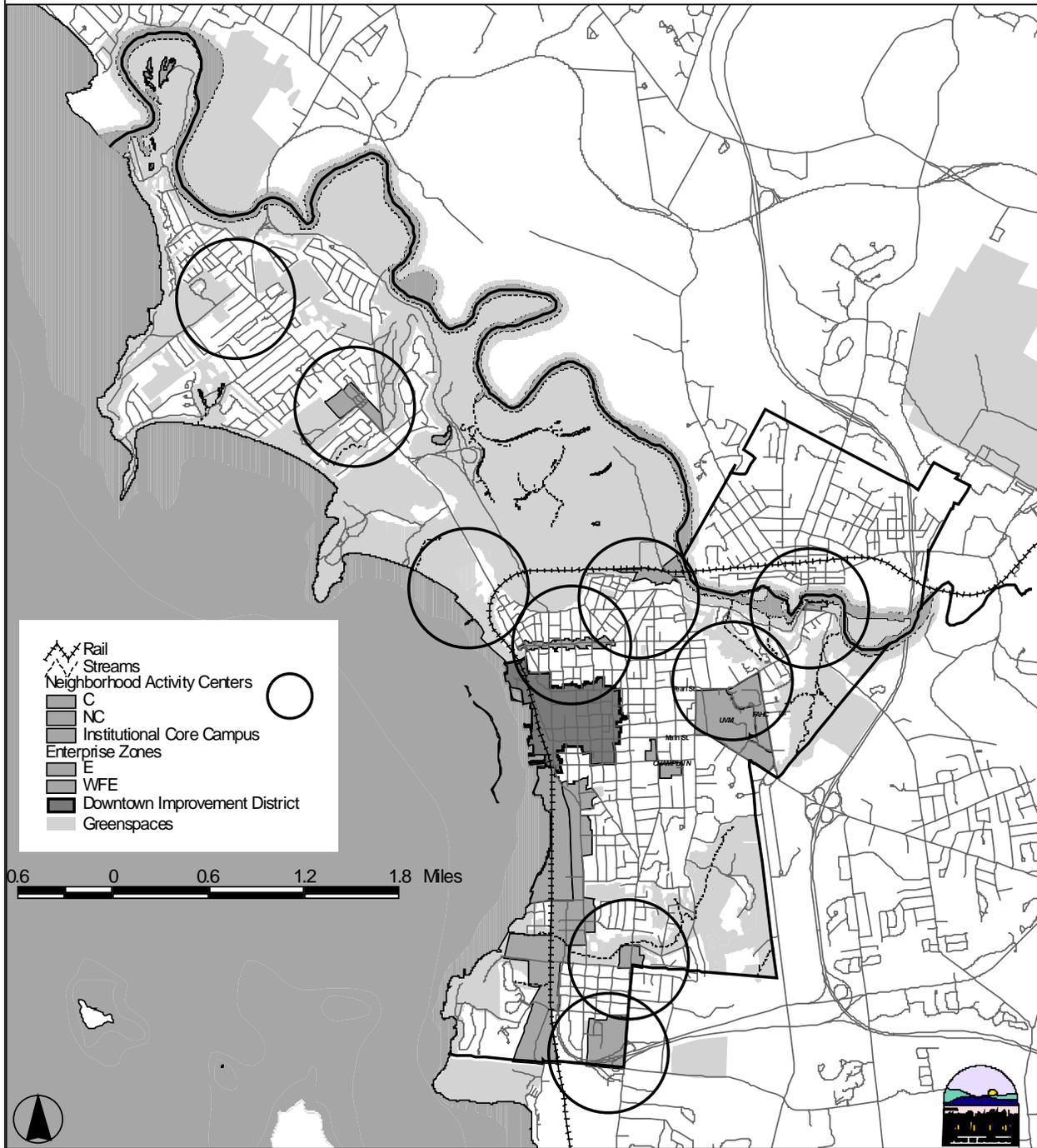
Lakeside Avenue



Pine Street Sculpture

City of Burlington, VT  
2001 Municipal Development Plan

# Future Land Use Map - Centers for Growth and Development -



## Land Use Action Plan

Action Item	Lead Agency	Secondary Agencies
Undertake an analysis to better understand the physical capacity of specific parts of the city to accommodate additional development.	Planning & Zoning	CEDO
Completion of a study that evaluates the nature, extent and scale of future upland development needed to serve the water-based activities proposed by the <i>Harbor Plan</i> .	Parks & Recreation	Planning & Zoning CEDO
Continue the implementation of the <i>North Street Commercial District Revitalization Plan</i> .	CEDO Public Works BED	Planning & Zoning Parks & Recreation
<a href="#">Develop a plan</a> <del>BTV-South End area master plan to identify</del> areas within the south end Enterprise Zoning District that remain viable for continued commercial-industrial use, and assess the fiscal impact to the tax-base and ratepayers of any proposed conversion away from commercial-industrial uses.	Planning & Zoning CEDO	
Continue the cleanup and redevelopment of Brownfields a high priority to improve the environment, increase the tax base, create and retain jobs, and curb sprawl.	CEDO	
Consider a rezoning for the former-St. Joseph's Orphanage that would allow for <del>a more creative and diverse arrangement of land uses and densities</del> <a href="#">institutional campus development</a> .	Planning & Zoning CEDO	
Continue the implementation of the <a href="#">2000 Open Space Protection Plan and its 2013 Update</a> , <del>and develop the second phase of this plan to address Urban Greenspaces</del> .	Conservation Board Planning & Zoning Parks & Recreation	
Advocate land use and development policy and strategies that further Burlington's role as the historic core of the region, limit suburban sprawl, and encourage future development to be concentrated within local and regional growth centers as a member of the Chittenden County <del>MPO and</del> RPC.	Planning & Zoning Public Works CEDO	
<del>Advocate representative voting based on population as a member of the Chittenden County MPO and RPC.</del>	Planning & Zoning Public Works CEDO	

Evaluate and develop plans and ordinance changes that seek to protect core industrial areas by limiting residential development and other uses that threaten to erode the continued viability of industry and manufacturing, and ensure industrial uses adjacent to residential areas minimize their impacts on the residential character of the South End especially with regard to through traffic, air quality, noise, and safety for cyclists and pedestrians—especially young children.	Planning & Zoning CEDO	
Rezoning the southern bank of the mouth of the Winooski River to RCO	Planning & Zoning	
Complete the rezoning of identified Neighborhood Activity Centers after public involvement including requiring mixed use and small commercial uses within higher density residential developments.	Planning & Zoning	
Complete the revision of the Zoning Ordinance to include an Institutional Core Overlay Zone.	Planning & Zoning	
Re-examine the <a href="#">UC-Institutional</a> District boundaries and allowed densities in those areas where they adjoin residential neighborhoods.	Planning & Zoning	
Investigate the benefits of shoreline zoning to protect the Lake Champlain and Winooski River waterfronts.	Planning & Zoning	
Evaluate opportunities for rezoning portions of the north side of Riverside Avenue along the river to an open space zone such as Recreation/Conservation/Open Space.	Planning & Zoning	
Develop more plans for Riverside Avenue and the Pine Street corridor through the use of design charrettes or preparation of a detailed sector plan.	Planning & Zoning	
Monitor remediation and interim use of the Urban Reserve.	Planning & Zoning CEDO	
Examine the opportunities for increasing allowable densities along selected portions of major transit corridors.	Planning & Zoning	CEDO
Study the feasibility of using transfer of development rights program for portions of the city.	Planning & Zoning	CEDO
Prepare a plan for the development of a network of connecting mid-block pathways within the downtown and into adjacent neighborhoods, and add these corridors to the City's Official Map.	Public Works	Planning & Zoning CEDO
<a href="#">Amend the zoning bylaws to allow for small commercial uses within large residential developments.</a>	Planning & Zoning	CEDO
Monitor the expansion of FAHC to ensure issues regarding traffic, historic buildings and stormwater runoff are carefully addressed.	Planning & Zoning	Public Works
Monitor the impact of the "Functional Family" ordinance on the supply and affordability of housing.	CEDO	

# BURLINGTON, VERMONT PUBLIC HEARING NOTICE

## **MDP-14-01 - Climate Action Plan; Open Space Protection Plan; Amendment and re-adoption of the Burlington Municipal Development Plan**

Pursuant to 24 V.S.A. §§4385, 4387 and 4432 the Burlington City Council will hold two public hearings on **Monday, January 27, 2014** and **Tuesday, February 18, 2014** to hear public comment on the *Climate Action Plan; Open Space Protection Plan, their adoption and incorporation into the Burlington Municipal Development Plan (MDP) by amendment of the Introduction, Land Use Plan, Natural Environment, Energy and Relationship to Other Plans chapters of the MDP and the re-adoption of the MDP*. The hearings will begin at 7:00 p.m., in Contois Auditorium of Burlington City Hall at 149 Church Street, Burlington VT.

### **Statement of Purpose:**

The Climate Action Plan is a detailed and strategic framework for measuring, planning, and reducing Green House Gas (GHG) emissions and related climatic impacts. It is a customized roadmap for making informed decisions and understanding where and how to achieve the largest and most cost-effective emissions reductions that are in alignment with other municipal goals. The plan includes an inventory of existing emissions, reduction goals or targets, and analyzed and prioritized reduction actions.

The update of the Open Space Protection Plan, rather than a wholesale replacement of the 2000 plan, adapts the original vision and goals to reflect progress made on past goals and changes in the public perception of needs for open space. It also provides greater analysis and policy guidance for natural areas, urban agriculture, and green infrastructure - items contemplated, but not fully articulated, in the original plan. The fundamental components of open space planning established in the 2000 plan – Conservation Education, Land Conservation, and Planning and Development Review - are retained. This update is an addendum to the 2000 Open Space Protection Plan and both are incorporated by reference into the MDP.

All City plans and programs which effect transportation and development, including the Comprehensive Development Ordinance (zoning and subdivision regulations), Impact Fees and Capital Improvement Plan, must be in conformance with the policies and directives found in the MDP.

### **The following asterisked sections of the MDP have been updated and all are being readopted:**

#### **\*Introduction & Burlington Demographic Profile**

Our Community Vision: A "Sustainable" Burlington

#### **\*I. Land Use Plan**

#### **\*II. Natural Environment**

III. Built Environment

IV. Historic Preservation

V. Transportation

VI. Economic Development Plan

VII. Community Facilities and Services Plan

#### **\*VIII. Energy Plan**

IX. Housing Plan

X. Education Plan

Implementation Plan

#### **\*Relationship to Other Plans**

Glossary of Terms

References and Resources

Appendix: Community and Housing Profile

**The geographic area affected** for the Climate Action Plan; the Open Space Protection and for the Burlington Municipal Development Plan is the entire City of Burlington, Vermont.

**Full text copies** of all documents are available for public review at the following locations: Department of Planning & Zoning, and the Burlington City Clerk's Office both in Burlington City Hall, 149 Church Street, Burlington, Vermont.

COMPREHENSIVE DEVELOPMENT ORDINANCE—  
Downtown Parking Standards  
ZA #13-06

That Appendix A, Comprehensive Development Ordinance, of the Code of Ordinances of the City of Burlington be and hereby is amended by amending Article 8, Parking, Part 1: General Requirements, thereof to read as follows and by deleting the column “Downtown Districts from the Table on Minimum Off-Street Parking Requirements, as follows:

**Sec. 8.1.1 Purpose** As written.

**Sec. 8.1.2 Applicability** As written.

**Sec. 8.1.3 Parking Districts**

The demand for parking is highly dependent on the context within which a given use or structure is located. Factors such as proximity to other related uses, availability of public transportation, the density of land uses, and the ability to share parking with nearby uses are all factors which influence the demand for individual and dedicated off-site parking. For the purposes of this Article, the following three (3) Parking districts as illustrated in Map 8.1.3-1 are hereby created:

(a) and (b) As written.

(c) Downtown Parking District:

This parking district ~~further reduces~~ eliminates the requirements from the baseline standards recognizing that extensive sharing of parking demand between nearby land use occurs; that a majority of travel to and between land uses is independent from an automobile; and that an array of public parking facilities and frequent transit service greatly reduces the need for independent parking for individual land uses.

COMPREHENSIVE DEVELOPMENT ORDINANCE  
Downtown Parking Standards - ZA#13-06

**Map 8.1.3 - 1 Parking Districts** As written.

**Sec. 8.1.4 Existing Structures** As written.

**Sec. 8.1.5 Existing Structures - Change or Expansion of Use**

Whenever there is an alteration or conversion of a structure or a change or expansion of a use which increases the parking requirements, the total additional parking requirements for the alteration, conversion, change, or expansion shall be provided in accordance with the requirements of this Article. A waiver may be requested pursuant to the provisions of Sec. 8.1.14.

**Sec. 8.1.6 Non-conforming Residential Structure**

Where additions or conversions to existing residential structures within a Neighborhood or Shared Use Parking District add living space but do not add dwelling units, and such sites do not currently meet the parking standards of **Sec. 8.1.7**, one (1) parking space shall be provided for each additional room. Single detached dwellings shall be exempt from this requirement.

**Sec. 8.1.7 Minimum Off-Street Parking Requirements**

Parking for all uses and structures shall be provided in accordance with **Table 8.1.7-1**.

- (a) Where a use is not listed, parking requirements shall be determined by the DRB upon recommendation by the administrative officer based upon the capacity of the facility and its associated and a comparison of other listed uses that are substantially equivalent in nature and impact with regard to their parking demand and usage. This procedure shall not apply where a listed use has a “0” minimum off-street parking requirement.

(b) As written.

- (c) Downtown Parking Districts. Any minimum off-street parking requirements that have been imposed by a zoning permit upon a use or structure within the Downtown Parking District are hereby eliminated and rescinded as of the effective date of Zoning Amendment ZA 13-06.

Table 8.1.7-1 Minimum Off-Street Parking Requirements
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COMPREHENSIVE DEVELOPMENT ORDINANCE  
Downtown Parking Standards - ZA#13-06

	<b>Neighborhood Districts</b>	<b>Shared Use Districts</b>	<b>Downtown Districts</b>
<b>RESIDENTIAL USES</b>	<b>Per Dwelling Unit except as noted</b>		
Multi-unit attached dwelling units, studio units or 1-bedroom dwelling unit.	2	1	
Single Family detached and Duplex	2	2	
<b>RESIDENTIAL USES - SPECIAL</b>	<b>Per Dwelling Unit except as noted</b>		
Assisted Living	0.5	0.5	
Bed and Breakfast (per room, in addition to single-family residence)	1	0.75	
Boarding House (per two (2) beds)	1	0.75	
Community House	1	0.75	
Convalescent Home (per four (4) beds)	1	1	
Dormitory (per two (2) beds)	1	1	
Group Home (per two (2) beds)	1	1	
Historic Inn (per room, in addition to single-family residence)	1	0.75	
Sorority & Fraternity (per two (2) beds)	1	1	
<b>NON-RESIDENTIAL USES</b>	<b>Per 1,000 square feet of gross floor area (gfa) except as noted</b>		
Adult Day Care (per two (2) employees)	1	1	
Agricultural Use	0	0	
Amusement Arcade	2	1	0
Animal Boarding/Kennel/Shelter	2.5	1.5	
Animal Grooming (per grooming station)	1	1	0
Animal Hospitals/Veterinarian Office	3	2	
Appliance & Furniture Sales/Service	2.5	1	
Aquarium	1.3	1	
Art Gallery	3.3	2.5	

COMPREHENSIVE DEVELOPMENT ORDINANCE  
Downtown Parking Standards - ZA#13-06

Table 8.1.7-1 Minimum Off-Street Parking Requirements			
	<b>Neighborhood Districts</b>	<b>Shared Use Districts</b>	<b>Downtown Districts</b>
Auction Houses	3.3	2.5	
Automobile & Marine Parts Sales	2.5	1.5	
Automobile Body Shop	2 plus 1/bay	2 plus 1/bay	
Automobile Repair/Service	2 plus 1/bay	2 plus 1/bay	
Automobile Sales – New & Used	2	2	
Bakery - Retail	2.5	2.5	
Bakery - Wholesale	2	2	
Bank, Credit Union	2.5	2	
Bar/Tavern	4	3	
Beauty/Barber Shop (per station/chair)	1	1	
Bicycle Sales/Repair	2.5	1	
Billiard Parlor (per game table)	1	1	
Boat Repair/Service	2	2	
Boat Sales/Rental	2	2	
Boat Storage	3	2	
Bowling Alley (per lane)	3	2	
Building Material Sales	3.3	2.5	
Café (per four (4) seats)	1	1	
Camp Ground (per camping space)	1	1	
Car Wash (stacking spaces per wash bay)	4	4	
Cemetery	0	0	
Cinema (per four (4) seats)	1	1	
Club, Membership	3.3	2.5	
Community Center	3.3	2.5	
Community Garden (per ten (10) plots)	1	1	
Conference Center	3	2	
Contractor Yard (per 1,000 gfa of office	2.5	2	

COMPREHENSIVE DEVELOPMENT ORDINANCE  
Downtown Parking Standards - ZA#13-06

Table 8.1.7-1 Minimum Off-Street Parking Requirements			
	<b>Neighborhood Districts</b>	<b>Shared Use Districts</b>	<b>Downtown Districts</b>
space)			
Convenience Store	3	2	4
Convention Center	n/a	3	
Courthouse	n/a	3.3	
Crematory (per FTE employee)	1	1	
Crisis Counseling Center	4	3	
Daycare - Home (6 children or less)	0	0	
Daycare - Large (Over 20 children) (per two (2) employees)	1 plus 1 per 5 children	1 plus 1 per 5 children	
Daycare - Small (20 children or less) (per two (2) employees)	1	1	
Dental Lab	2	1	
Distribution Center (per 3,000 gfa)	1	0.75	
Dry Cleaning Plant	1.3	1	
Dry Cleaning Service	2.5	2	
Film Studio	3.3	2.5	
Fire Station (per apparatus)	2	2	
Food Processing	1.3	1	
Fuel Service Station (per employee/shift)	1	1	
Funeral Home (per four (4) seats)	1	1	
Garden Supply Store (per 1,000 gfa of retail area.)	3	2	
General Merchandise/Retail	3	2	
Grocery Store	3	2	0

COMPREHENSIVE DEVELOPMENT ORDINANCE  
Downtown Parking Standards - ZA#13-06

Table 8.1.7-1 Minimum Off-Street Parking Requirements			
	<b>Neighborhood Districts</b>	<b>Shared Use Districts</b>	<b>Downtown Districts</b>
Hazardous Waste Collection/Disposal (per two (2) employees on the largest shift)	1	1	n/a
Health Club	3	2	
Health Studio	2	1	
Hospitals (per patient bed)	2	2	
Hostel (per two (2) beds)	0.5	0.5	
Hotel/Motel (per room)	1	0.75	
Laundromats (per washing machine)	1	1	
Library	1.3	1	
Lumber Yard (per 1,000 gfa of retail area.)	3	2	
Machine Shop/Woodworking Shop	1.3	1	
Manufacturing	1.3	1	
Manufacturing - Tour Oriented	1.3, plus 3 per 1,000 gfa devoted to patron use.	1.3, plus 2 per 1,000 gfa devoted to patron use.	
Marina (per berth)	0.5	0.5	
Medical Lab	2	1	
Micro-Brewery/Winery	3	2	
Museum	1.3	1	
Office - General	2	2	
Office - Medical, Dental	3	2	
Open Air Markets	0	0	
Operations Center - Taxi (per three (3) employees)	1	1	
Operations Center - Truck/Bus (per 3,000 gfa)	1	0.75	

COMPREHENSIVE DEVELOPMENT ORDINANCE  
Downtown Parking Standards - ZA#13-06

Table 8.1.7-1 Minimum Off-Street Parking Requirements			
	<b>Neighborhood Districts</b>	<b>Shared Use Districts</b>	<b>Downtown Districts</b>
Park (per playing area)	5	0	
Parking Garage – Private	0	0	
Parking Lot – Private	0	0	
Performing Arts Center (per four (4) seats)	1	1	
Performing Arts Studio	1	0	
Pet Store	2.5	1	
Pharmacy	3	2	
Photo Studio	2.5	1	
Photography Lab	1	1	
Police Station	2.5	2	
Post Office	1.3	1	
Post Office - Local	2	2	
Printing Plant	1.3	1	
Printing Shop	2	2	
Public Transit Terminal	1 per 200 gfa of public waiting space	1 per 200 gfa of public waiting space	
Public Works Yard/Garage	0	0	
Radio & TV Studio	2	2	
Rail Equip. Storage & Repair	0	0	
Recording Studio	1.3	1	
Recreational Facility - Indoor (per four (4) seats)	1	1	
Recreational Facility - Outdoor (per playing field)	15	10	
Recreational Facility - Outdoor Commercial	Larger of 1 per 4 seats or 15 per playing	Larger of 1 per 4 seats or 10 per	

COMPREHENSIVE DEVELOPMENT ORDINANCE  
Downtown Parking Standards - ZA#13-06

Table 8.1.7-1 Minimum Off-Street Parking Requirements			
	<b>Neighborhood Districts</b>	<b>Shared Use Districts</b>	<b>Downtown Districts</b>
	field	playing field	
Recreational Vehicle Sales – New and Used	2	2	
Recycling Center - Large above 2,000 gfa	0	0	
Recycling Center - Small 2,000 gfa or less	0	0	
Research Lab	2.5	2	
Restaurant	4	3	
Restaurant – Take-Out	4	3	
Salon/Spa	4	4	
School - Secondary (per Classroom)	7	5	
School - Primary (per Classroom)	1.5	1.5	
School - Trade/Professional	5	3	
School, - Post-Secondary	2	2	
Solid Waste Facility - Incinerator, Landfill, Transfer Station	0	0	
Tailor Shop	2	1	
Vehicle Salvage	0	0	
Warehouse	0.5	0.35	
Warehouse - Self Storage Facility	1 per resident manager, plus 1 per 100 leasable storage spaces	1 per resident manager, plus 1 per 100 leasable storage spaces	
Warehouse - Retail	3.3	2.5	
Wholesale Sales	1.3	1	
Worship, Place of (per four (4) seats)	1	1	

COMPREHENSIVE DEVELOPMENT ORDINANCE  
Downtown Parking Standards - ZA#13-06

**Sec. 8.1.8 Maximum Parking Spaces**

The total number of parking spaces provided in all parking districts shall not be more than 125% of the minimum number of spaces required for the Neighborhood Parking District for any given use as required in Table 8.1.7-1 where such a requirement (more than 0) exists. Where there is no minimum requirement stated, there is no maximum requirement. In no case shall the maximum number of required spaces be less than one (1) per unit of measurement (beds, units, 1000 gross sq ft, etc.) for the use.

(a) **Exemptions:** The following shall reduce the maximum number of allowable spaces required by this section:

1. through 4. As written.

**5. Waiver of Maximum Parking Limitations.** Parking in excess of the maximum parking limitation of this section may be waived by the DRB pursuant to the provisions of Sec 8.1.14 with the following additional requirements:

- A. and B. As written.

**Sec. 8.1.9 Off-Street Loading Requirements** As written.

**Sec. 8.1.10 Parking Dimensional Requirements** As written.

The following standards in Table 8.1.10-1 below shall be used to ensure safe, adequate, and convenient access and circulation. These standards shall be adhered to except in situations where a lesser standard is deemed necessary by the DRB due to site topography, location of existing or proposed structures, lot configuration, and/or the need to preserve existing trees and mature vegetation.

**Table 8.1.10-1 Minimum Parking Dimensions** As written.

**Sec. 8.1.11 Limitations, Location, Use of Facilities**

(a) **Off-Site parking facilities:**

Except for single and two-family dwellings, required parking facilities may be located on another parcel of land as follows:

1. As written.
2. Downtown and Shared use Parking Districts: Any off-site parking shall be provided within 1,000 feet of the use it is intended to serve unless such parking is provided as part of a Parking Management Plan pursuant to Sec. 8.1.14 approved by the DRB.
3. As written.

COMPREHENSIVE DEVELOPMENT ORDINANCE  
Downtown Parking Standards - ZA#13-06

**(b) through (h)** As written.

**Sec. 8.1.12 Parking for Disabled Persons** As written.

**Sec. 8.1.13 Stacked and Tandem Parking Restrictions** As written.

**Sec. 8.1.14 Waivers from Parking Requirements/ Parking Management Plans**

The total number of parking spaces required pursuant to this Article may be reduced to the extent that the applicant can demonstrate that the proposed development can be adequately served by a more efficient approach that more effectively satisfies the intent of this Article and the goals of the municipal development plan to reduce dependence on the single-passenger automobile.

Any waiver granted shall not exceed fifty percent (50%) of the required number of parking spaces except for the adaptive reuse of a historic building pursuant to Sec. 5.4.8 and ground floor retail uses in any Mixed Use district which may be waived by as much as one hundred percent (100%). Waivers shall only be granted by the DRB, or by the administrative officer pursuant to the provisions of Sec. 3.2.7 (a)7.

In order to be considered for a waiver, the applicant shall submit a Parking Management Plan that specifies why the parking requirements of Sec. 8.1.7 are not applicable or appropriate for the proposed development, and proposes an alternative that more effectively meets the intent of this Article. A Parking Management Plan shall include, but not be limited to:

(a) A calculation of the parking spaces required pursuant to Table 8.1.7-1.

(b) through (d) As written.

\* Material stricken out deleted.

\*\* Material underlined added.

## **PUBLIC HEARING NOTICE**

### ***Burlington Comprehensive Development Ordinance***

#### **PROPOSED AMENDMENT ZA-13-06 –Downtown Parking**

Pursuant to 24 V.S.A. §4442 and §4444, notice is hereby given of a public hearing by the Burlington City Council to hear public comments on the following proposed amendments to the City of Burlington's *Comprehensive Development Ordinance (CDO)*. The public hearing will take place on **Tuesday, February 18, 2014** beginning at **7:15 p.m.** in Contois Auditorium, on the second floor of Burlington City Hall, 149 Church Street, Burlington VT.

- (1) ZA-13-06—Downtown Parking** – This proposed amendment to the Comprehensive Development Ordinance eliminates off-street parking requirements throughout the Downtown Parking District. The change is intended to increase the affordability of development, reduce the creation of unnecessary and underutilized parking, and encourage greater flexibility to find more creative and effective parking and transportation solutions by eliminating the required minimum off-street parking requirements in the downtown. CDO sections 8.1.3, 8.1.6, 8.1.7, and 8.1.8 and Table 8.1.7-1 (Minimum Off-Street Parking Requirements) are modified and sections in Article 8, Parking, Part 1: General Requirements are renumbered

The full text of the *Burlington Comprehensive Development Ordinance* and the proposed amendments are available for review at the Department of Planning and Zoning, City Hall, 149 Church Street, Burlington Monday through Friday 8:00 a.m. to 4:30 p.m. or on the department's website at [www.burlingtonvt.gov/pz](http://www.burlingtonvt.gov/pz)

## Department of Planning and Zoning

149 Church Street  
Burlington, VT 05401  
Telephone: (802) 865-7188  
(802) 865-7195 (FAX)  
(802) 865-7142 (TTY)

[www.burlingtonVT.gov/pz](http://www.burlingtonVT.gov/pz)

David E. White, AICP, Director  
Ken Lerner, Assistant Director  
Sandrine Thibault, AICP, Comprehensive Planner  
Jay Appleton, Senior IT/GIS Programmer  
Scott Gustin, AICP, Senior Planner  
Mary O'Neil, AICP, Senior Planner  
Nic Anderson, Planning & Zoning Clerk  
Elsie Tillotson, Administrative Assistant



## MEMORANDUM

TO: Joan Shannon, City Council President  
Burlington City Councilors  
Mayor Miro Weinberger

FROM: David E. White, AICP, Director of Planning & Zoning

DATE: Wednesday, February 12, 2014

RE: Downtown Parking Amendment (ZA-13-06)

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For your consideration you will please find in your packet a proposed amendment to the *Burlington Comprehensive Development Ordinance* for your consideration and adoption as recommended by the Burlington Planning Commission and the Council Ordinance Committee.

This amendment (ZA-13-06 – Downtown Parking) proposes to eliminate the on-site parking requirements within the Downtown Parking District. Current maximum parking limits (125% of the Neighborhood Parking District requirement) as well as bike parking requirements are proposed to remain unchanged. This amendment also unencumbers existing development from parking requirements imposed under past zoning permits in order for underutilized parking spaces to be shared across properties in support of both existing and new development. This is a critical step in ensuring the success of the new Downtown Parking Initiative and their ability to test several pilot projects.

The intent of this amendment is to facilitate new infill development in the core of our city and is one of the flagship recommendations of ***planBTV: Downtown and Waterfront Master Plan***. As proposed, this amendment will:

- encourage more productive and valuable use of limited land in our downtown and thereby improving the taxbase;
- improve our ability to protect, maintain and even restore the urban fabric and character of our downtown;
- make our downtown more walkable and pedestrian-friendly, and provide much greater support for alternatives such as walking, biking, transit and car sharing;
- facilitate more efficient use of underutilized existing parking (35% or ~3,100 vacant parking spaces downtown at any given time);
- make new development less expensive (parking costs \$20-30k per structured space);
- make it easier to create more housing and particularly affordable housing (parking increases the cost of housing by 15-30%.); and,

- provide much greater flexibility and creativity in how we manage the supply and demand for parking and transportation.

The creation of more parking that is absolutely necessary runs counter to nearly **all** of the objectives we have for our downtown like making our downtown more:

- o walkable and pedestrian-friendly;
- o economically vital with an active street-level experience for all;
- o transit-supportive; and,
- o cleaner and greener

This proposal is about increasing choice and flexibility, and does NOT mean that no more parking will ever be built in our downtown - either by private developers or the City. Instead the creation of more parking should be driven by actual market forces and the ability of users willing to pay for it.

**Why such a change?**

On-site parking requirements have been a staple of local zoning ordinances for 50 years. However, there is a growing consensus around the country that this is actually one of zoning's biggest mistakes. There is a rapidly growing body of research, perspective and policy change among urban planners, designers, economists, traffic engineers, researchers, and decision-makers around the country focused on reforming how communities regulate and manage parking - especially in mixed-use downtown areas like ours.

Many communities around the country have, or are in the process of, eliminating minimum on-site parking requirements in at least part of their community including:

- |                                |                  |
|--------------------------------|------------------|
| Austin, TX                     | Boston, MA       |
| Cincinnati, OH                 | Coral Gables, FL |
| Eugene, OR                     | Fort Myers, FL   |
| Fort Pierce, FL                | Ithaca, NY       |
| Ipswich, MA                    | Los Angeles, CA  |
| Milwaukee, WI                  | New York, NY     |
| Olympia, WA                    | Portland, OR     |
| San Francisco, CA              | Stuart, FL       |
| Seattle, WA                    | Spokane, WA      |
| United Kingdom (entire nation) | Washington, DC   |

Early adopters, and those communities that never imposed the parking requirements in the first place, have successfully demonstrated that it can have a very positive effect on downtown vitality contrary to popular belief. Here in Burlington elimination of on-site parking requirements will work hand-in-hand with a robust collection of parking management strategies to address access to parking, its cost and support for alternative modes be implemented by the new Downtown Parking Initiative.

Thank you for your consideration.

## Lori Olberg

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**From:** Nathan Wildfire  
**Sent:** Wednesday, February 12, 2014 3:45 PM  
**To:** David E. White; Lori Olberg  
**Cc:** Peter Owens; Mike Kanarick; Miro Weinberger; Brian Lowe  
**Subject:** FW: Parking requirement initiative

I imagine this is too late for the packet, and it's not on letterhead, etc, but good to know it came in. It's probably repetitive to the one Yves wrote. More of an FYI.

Nate

---

**From:** Ernie Pomerleau [<mailto:EPomerleau@vermontrealestate.com>]  
**Sent:** Wednesday, February 12, 2014 3:32 PM  
**To:** Nathan Wildfire  
**Cc:** Yves Bradley  
**Subject:** Parking requirement initiative

Burlington City Councilors,

I am writing in support of the amendment to eliminate parking requirements within the Downtown Parking District. As one of the area's oldest development companies and largest Marketplace fee contributors in the city I have always believed in a walk-able and pedestrian-friendly Downtown. This amendment will help preserve our local character and urban fabric by eliminating the mandate that projects build more parking than is necessary. I was one of the original team to establish the Church Street marketplace and feel strongly about this community.

Additionally, this amendment will help facilitate additional housing development that can take advantage of current vacancy downtown. Lastly, as a strong supporter of PlanBTV and the current parking initiatives underway, I believe we have an obligation to manage our parking differently and more successfully.

This is a more logical approach to development and mirrors many communities having successfully implemented this process already.

Please support this crucial initiative..

Sincerely,

Ernie Pomerleau



Ernest Pomerleau  
President  
Pomerleau Real Estate  
69 College Street  
PO Box 6  
Burlington, Vermont 05402  
802 863-8210  
[www.VermontRealEstate.com](http://www.VermontRealEstate.com)



Burlington City Councilors,

I am writing in support of the amendment to eliminate parking requirements within the Downtown Parking District. As a downtown commercial property owner and developer, I see this potential change as a great opportunity to pursue some of the planBTV initiatives and smartly grow our city. This amendment will encourage and provide more productive and valuable use of limited land in our downtown and enable development, while improving the tax-base. With it we will also see a much more focused approach to deal with Burlington's transportation and parking needs

This is a new and exciting time in Burlington; I look forward to seeing these changes and hope you agree.

Thank you for your support and consideration.

Sincerely,

David C. Farrington

BTVspaces

110 MAIN STREET – BURLINGTON – VERMONT – 05401

[dave@BTVspaces.com](mailto:dave@BTVspaces.com)

802-316-6452

# CHAMPLAIN HOUSING TRUST



February 12, 2014

Burlington City Councilors:

Hope you are all well.

I am writing in support of the amendment to eliminate parking requirements within the Downtown Parking District. As a developer of housing, CHT often needs to make the right choices in providing the right amount of parking for our developments. Location matters, and the type and tenure of housing does as well.

One size does not fit all. And with zoning requirements that are highly prescriptive, that is what you get.

We believe this amendment will facilitate housing development in Burlington. We need to build flexibility into our zoning codes.

Thank you very much for your support and consideration.

Sincerely,

Michael Monte  
COO / CFO

**HEADQUARTERS** 88 King Street, Burlington, Vermont 05401 | P: 802.862.6244 | F: 802.862.5054

**FRANKLIN/GRAND ISLE** 13 Lake Street, St. Albans, Vermont 05478 | P: 802.527.2361 | F: 802.527.2373

[WWW.GETAHOME.ORG](http://WWW.GETAHOME.ORG)

[WWW.CHAMPLAINHOUSINGTRUST.ORG](http://WWW.CHAMPLAINHOUSINGTRUST.ORG)

THIS ORGANIZATION IS AN EQUAL OPPORTUNITY  
EMPLOYER AND PROVIDER



NeighborWorks  
CHARTERED MEMBER





February 12, 2014

To the Burlington City Council:

I am writing to communicate to you Local Motion's strong support for the ordinance change to waive downtown parking requirements that you are considering at your February 18 meeting. We have been following the issue closely for a number of months, and it is our assessment that waiving downtown parking requirements is the right thing to do for several reasons.

**First, flexible parking standards will encourage developers to build for walkability first and parking second.** Our current one-size-fits-all approach to parking results in buildings that are dominated by parking garages rather than by people-friendly storefronts -- something you would expect in a suburban Walmart, not a walk-friendly downtown. Any developer who wants to stay in business will continue to provide parking as part of a project, but given the option, many developers will begin to use creative strategies to meet parking demand that are more consistent with and supportive of a walkable downtown.

**Second, flexible parking standards will make it easier for our community to create a network of bike lanes throughout the city.** Our current approach to managing parking makes it very hard to remove parking spaces -- even when preserving parking comes at the expense of a safe and continuous network of bike lanes. If we want a future where anyone eight to eighty years old feels safe and comfortable on a bike anywhere in our city, we absolutely must become more nimble in how we manage parking. Freeing up space on our streets will be much easier if we move towards an integrated and adaptive approach to parking management, and this waiver is the essential first step in that direction.

**Finally, flexible parking standards will make it easier for developers to build high-quality projects that make Burlington a vibrant and attractive place to live.** Providing parking -- especially structured parking -- is very expensive, and every dollar spent on parking means one less dollar to spend on the kind of high-quality architectural design that our city deserves. A flexible approach to parking will also make it easier for developers to build housing that regular people can afford by dedicating more space to living and less space to parking -- an arrangement that is particularly attractive to many young professionals.

**Thank you for your consideration of this important issue.** Providing for flexibility in how much parking is built as part of new development is the right decision for so many reasons. In our assessment, promoting walkability, creating options for biking, and creating a vibrant and attractive downtown are reason enough to institute flexibility in parking standards. For these and other reasons, I urge you to vote for this ordinance change.

Please contact me if I can be of assistance.

Sincerely,

A handwritten signature in dark ink, appearing to read "J. Van Driesche", with a long horizontal flourish extending to the right.

Jason Van Driesche  
Director of Advocacy and Education  
Local Motion

# Redstone

Brokerage Services  
Development  
Property Management  
Construction

Burlington City Councilors,

The proposed amendment to eliminate parking requirements within the Downtown Parking District is an important step in facilitating smart growth in the City of Burlington. As someone that has been working very hard for the last decade to bring thoughtful development to our community, I can tell you that every project I work on hinges on figuring out how to provide the right amount of parking for the proposed use. I know that regardless of the requirements in the Ordinance, any project I propose needs to have the right amount of parking to ensure that the project is marketable and can be financed. Eliminating parking requirements in the Downtown Parking District is about flexibility. It is a recognition that property owners and developers will figure out how to provide adequate parking for their projects regardless of City Ordinance requirements. It allows the flexibility for a property owner or developer to identify creative ways to deal with parking such as off-site CCTA shuttle service from satellite parking lots; utilizing existing off-site parking structures/lots downtown; providing incentives for tenants to carpool, use public transit, CarShare, etc. While the current Ordinance allows for parking waivers from the DRB on a case-by-case basis it creates ambiguity and opens our development review process up to challenges from project appellants. The Ordinance is a law and everything in it is open to interpretation and questions of reasonableness from a court of law in a permit appeal. Items in the Ordinance that may seem to allow flexibility often leave the DRB and Planning & Zoning staff in the tough position of having to interpret what is reasonable. Those discretionary DRB decisions have the potential to be overturned by a court if the court does not agree with the DRB's assessment of what is reasonable. This has happened on a number of good projects in Burlington and those projects have either duked it out in court for years on end or they have died on plans and were never built.

As a local developer and resident of Ward 2, I believe in a walk-able and pedestrian-friendly Downtown. This amendment will help preserve our local character and urban fabric by eliminating the mandate that projects build more parking than is necessary. This amendment will encourage more productive and valuable use of limited land in our downtown, thereby improving the tax-base.

As a supporter of PlanBTV and the current parking initiatives underway, I believe we have an obligation to manage our parking differently, like many other cities across the country. This is one important step that was prioritized in PlanBTV. Thank you for your support and consideration.

Sincerely,



Erik J. Hoekstra  
Development Manager



February 11, 2014

To the members of the Burlington City Council-

I am writing in support of the amendment to eliminate parking requirements within the Downtown Parking District. As a long-time citizen of Burlington, I believe in a walk-able and pedestrian-friendly Downtown, as this is one of the key characteristics of the quality of life in the Queen City. This amendment will help preserve our local character and urban fabric by eliminating the mandate that projects build more parking than is necessary. This amendment will encourage more productive and valuable use of limited land in our downtown, thereby improving the tax-base, and encouraging new infill development at the core of our city.

Additionally, this amendment will help facilitate additional housing development that can take advantage of current vacancy downtown. This amendment also makes new development less complicated and more affordable by providing much greater flexibility to how new development accommodates its demand for parking and transportation. This is important if Burlington is to regain some measure of affordability as it grows over time.

This amendment is about increasing choice and flexibility, and does not mean that no more parking will be built in our downtown - either by private developers or the City. Instead the creation of more parking should be driven by how we manage the actual parking supply and demand. The amendment is also not about giving up an important public contribution made by new development. Instead it is about managing our assets in a smarter way and getting better development in our downtown that helps us to achieve our larger community and economic development objectives. Thank you for your support and consideration.

Respectfully yours,

Yves Bradley-Vice President, Commercial Brokerage  
Chair, Burlington Planning Commission

COMPREHENSIVE DEVELOPMENT ORDINANCE--  
 RCO-Recreation Greenspace Lot Coverage  
 ZA 14-02

That Appendix A, Comprehensive Development Ordinance, of the Code of Ordinances of the City of Burlington be and hereby is amended by amending Section 4.4.6 Recreation, Conservation and Open Space Districts, and Table 4.4.6-1 and Table 4.4.6-2 thereof to read as follows:

**Sec. 4.4.6 Recreation, Conservation and Open Space Districts**

(a) As written.

**(b) Dimensional Standards and Density**

The density and intensity of development, dimensions of building lots, the heights of buildings and their setbacks from property boundary lines, and the limits on lot coverage shall be governed by the following standards:

**Table 4.4.6 -1 Dimensional Standards and Density**

District	Lot Coverage <sup>1</sup>	Setbacks <sup>1</sup>			Height <sup>1</sup>
		Front	Side <sup>2</sup>	Rear <sup>2</sup>	
<b>RCO-A</b>	5%	<b>15'</b>	10%	25%	35'
<b>RCO-RG</b>	5% <sup>3</sup>	<b>15'</b>	10%	25%	35'
<b>RCO-C</b>	5%	<b>15'</b>	10%	25%	25'

1. See also exceptions to lot coverage, setbacks and maximum height in **Article 5**.

2. Percentages figure refers to either a percentage of lot width, 10% in the case of side yard setbacks, or lot depth of 25% in the case of rear yard setbacks.

3. City Parks have specific lot coverage maximums based on use and location. See table of lot coverage standards below.

**Table 4.4.6.2 – City Park Lot Coverage Maximum Standards**

<b><u>Park</u></b>	<b><u>Lot Coverage</u></b>
<u>Baird</u> <u>Battery Park and Extension</u> <u>Calahan</u> <u>Champlain Street</u> <u>Leddy</u> <u>North Beach and Campground</u> <u>Oakledge</u> <u>Schmanska</u> <u>Smalley</u> <u>Staff Farm</u>	<u>15%</u>
<u>Appletree</u> <u>Lakeside</u>	<u>20%</u>
<u>Waterfront Park</u>	<u>25%</u>
<u>City Hall Park</u>	<u>35%</u>
<u>Pomeroy</u>	<u>30%</u>
<u>Roosevelt</u>	<u>30%</u>
<u>Perkins Pier<sup>1</sup></u>	<u>70%</u>
<sup>1</sup> Perkins Pier is a Marina Facility	

(c) **Permitted and Conditional Uses-** *As written*

(d) **District Specific Regulations**

The following regulations are district-specific exemptions, bonuses, and standards unique to the RCO districts. They are in addition to, or may modify, city-wide standards as provided in **Article 5** of this ordinance and district standards as provided above in **Tables 4.4.6-1**.

**1. Lot Coverage Exemption for Agricultural Structures.**

The maximum allowable coverage may be increased to ten percent (10%) in the RCO-Agricultural District for agricultural structures subject to approval by the DRB.

**2. Exemptions for Tree removal and Turf Maintenance in City Parks.**

In city parks, regular tree maintenance and removal not otherwise associated with land clearing for new development or site improvements, and regular turf maintenance including re-grading and reseeding shall be exempt from the requirement to obtain a zoning permit.

**3. Exemptions for low impact design (LID) stormwater management techniques.**

Due to the unique nature and critical importance of City Parks in the City's overall green infrastructure, LID stormwater management techniques (such as pervious pavement and asphalt, green roofs and rain gardens, etc...) shall be credited against lot coverage as determined by the City's Stormwater Administrator pursuant to the requirements of Burlington Code of Ordinances Chapter 26.

**4. Pervious surface materials not included in impervious lot coverage calculations.**

Pervious surface materials, such as woodchips and clay or dirt playfields in City Parks shall not be included in impervious lot coverage calculations.

\* Material stricken out deleted.

\*\* Material underlined added.

## **PUBLIC HEARING NOTICE**

### ***Burlington Comprehensive Development Ordinance***

#### **PROPOSED AMENDMENT      ZA-14-02 –RCO-Recreation Greenspace Lot Coverage**

Pursuant to 24 V.S.A. §4442 and §4444, notice is hereby given of a public hearing by the Burlington City Council to hear public comments on the following proposed amendment to the City of Burlington's *Comprehensive Development Ordinance (CDO)*: ZA-14-02 –RCO-Recreation Greenspace Lot Coverage.

The public hearing will take place on **Tuesday, February 18, 2014** beginning at **7:15 p.m.** in Contois Auditorium, on the second floor of Burlington City Hall, 149 Church Street, Burlington VT.

**Purpose:** ZA-14-02 is intended to provide more flexibility for the management of city parks (urbanized greenspaces) and the activities conducted there by (1) allowing city parks to have increased lot coverage based on the use and location of the park, (2) increasing permitted lot coverage in city parks in recognition of existing and future improvements, (3) creating credits to allow for lot coverage in city parks for low impact design stormwater management techniques, (4) removing the requirement to obtain a zoning permit for tree removal and regular turf maintenance, and (5) having pervious surface materials such as woodchips and clay or dirt playfields in city parks not be included in impervious lot coverage calculations.

**Geographic areas affected:** The proposed amendments are applicable to the City's Recreation, Conservation, Open Space – Recreation Greenspace Districts.

**List of section headings affected:** ZA-14-02 affects Burlington CDO Sec. 4.4.6 Recreation, Conservation and Open Space Districts, subsection (b) Dimensional Standards and Density and subsection (d) District Specific Regulations and Tables 4.4.6-1 (Dimensional Standards and Density) and 4.4.6-2 (City Park Lot Coverage Maximum Standards).

**The full text** of the *Burlington Comprehensive Development Ordinance* and the proposed amendments are available for review at the Department of Planning and Zoning, City Hall, 149 Church Street, Burlington Monday through Friday 8:00 a.m. to 4:30 p.m. or on the department's website at [www.burlingtonvt.gov/pz](http://www.burlingtonvt.gov/pz).

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2 **Resolution Relating to**

3 Aubin, Ayres, Blais, Brennan, Bushof, Decelles, Hartnett, Knodell, Mason, Paul, Shannon, Siegel, Tracy, Worden

**RESOLUTION**

Sponsor(s): Full City Council:

Siegel, Tracy, Worden

Introduced: \_\_\_\_\_

Referred to: \_\_\_\_\_

Action: \_\_\_\_\_

Date: \_\_\_\_\_

Signed by Mayor: \_\_\_\_\_

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6 **APPROVING BURLINGTON TELECOM SETTLEMENT**  
7 **WITH CITIBANK**

12 **CITY OF BURLINGTON**

14 In the year Two Thousand Fourteen.....

15 Resolved by the City Council of the City of Burlington, as follows:

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17 That WHEREAS, in August 2007, the City entered into a municipal lease/purchase arrangement (“the  
18 Lease”) with Municipal Leasing Consultants (which was later allegedly assigned to Citibank, N.A.) for  
19 certain equipment used in the Burlington Telecom system; and

20 WHEREAS, in September 2011 Citibank, N.A. filed suit against the City of Burlington and the law  
21 firm of McNeil, Leddy & Sheahan, P.C., asserting multiple claims after the City terminated the Lease in  
22 2010; and

23 WHEREAS, following extensive discussions and two two-day Early Neutral Evaluation sessions,  
24 the City’s negotiating team led by the Mayor has reached a Mediated Settlement Agreement with Citibank  
25 and McNeil, Leddy & Sheahan, P.C., which is attached to this Resolution; and

26 WHEREAS, pursuant to that Agreement, the Court has granted a stay of proceedings in the  
27 litigation pending completion of the contemplated settlement; and

28 WHEREAS, paragraph 5.1 of that Agreement calls for the City Council to approve the Agreement  
29 on or before February 28, 2014;

30 NOW, THEREFORE, BE IT RESOLVED that the City Council, having determined that the  
31 Agreement is in the best interests of the City, hereby approves the Agreement and authorizes the Mayor or  
32 his designees, as provided in the Agreement, as follows:

- 33 - to negotiate Financing and participation by the City in that Financing up to a total of \$7,300,000  
34 and to bring that Financing and City participation back to the Council for final approval; and  
35 - to execute a mutual release with McNeil, Leddy & Sheahan, P.C.; and  
36 - to submit a petition with the PSB; and  
37 - to cause Burlington Telecom to make the Monthly Payments outlined in the Agreement; and  
38 - to take such other additional steps as may be necessary to carry out the terms of the Agreement,  
39 subject to prior review by the City’s attorneys.

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APPOINTMENT OF ASSISTANT ELECTION OFFICIALS/  
APPOINTMENT OF ACTING JUSTICE OF PEACE

In the year Two Thousand Fourteen.....

Resolved by the Board of Civil Authority of the City of Burlington, as follows:

That WHEREAS, the City of Burlington Annual City Election will occur on March 4, 2014;  
and

WHEREAS, state statute, 17 V.S.A. §2454, requires the appointment of a sufficient  
number of assistant election officials for each voting district by the Board of Civil Authority with  
an attempt to appoint an equal number of persons from each major political party; and

WHEREAS, ward clerks as presiding officers of their voting districts have found  
sufficient persons of varying political affiliations to serve as assistant election officials for their  
districts; and

WHEREAS, these persons will serve under the direction of the ward clerks as assistant  
election officials, providing competent and essential assistance to the elected ward officers in the  
running of the March 4, 2014 Annual City Election;

NOW, THEREFORE, BE IT RESOLVED that the Burlington Board of Civil Authority,  
in accordance with state law, appoints the following assistant election officials with the said  
appointments to be in effect only for the March 4, 2014 Annual City Election:

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APPOINTMENT OF ASSISTANT ELECTION OFFICIALS  
/APPOINTMENT OF ACTING JUSTICE OF PEACE

Ward One

- Denise Brault (R), 36 Henry Street
- Christina “Chris” Bullard (I), 166 Loomis Street
- Tom Dunn (D), 188 Loomis Street
- Glenn McRae (I), 131 Mansfield Avenue
- John Sheehey (I), 139 Mansfield Avenue
- Lillian Walker (D), 247 Hildred Drive
- Norma Yandow (D), 162 Loomis Street

Ward Two

- Megan Humphrey (P), 13 St. Louis Street
- Elizabeth (Lisa) Gibbons (D), 25 St. Louis Street
- Kathy Valloch (P), 280 College Street

Ward Three

- Chris Brown (R), 63 Lafountain Street
- Gail Compton (D), 81 Pearl Street #2
- Sonja Cunningham (I), 79 Peru Street Apt#2
- David Ellsworth-Keller (I), 300 Lake Street #407
- Amanda Hannaford (D), 61 Church Street #D
- Christina Hubbard (I), 24A Blodgett Street
- Amy Kirschner (I), 168 North Champlain Street
- Cindy Schneider (I), 20 Blodgett Street #A
- Jacob Schumann (I), 6 Pine Street #1

Ward Four:

- Benjamin Boshier (I), 74 Oakcrest Drive
- Angele Court (I), 128 Lakewood Parkway
- Beth Friese (R), 67 Beachcrest Drive
- Lee Gilbert (R), 32 Dewey Drive
- Alida “Jane” Hamilton (D), 129 Cumberland Road
- Barbara Kelley (D), 56 Cross Parkway
- Sarah Sherrill (D), 160 Woodbury Road
- Sherry Star (I), 67 Woodridge Drive
- Marguerite Zabriskie (D), 119 Northshore Drive

Ward Five:

- Debra Blumberg (I), 66 Scarff Avenue
- Thomas Case (I), 67 Marble Avenue
- Nancy Knox (I), 69 Catherine Street
- Trina Magi (I), 78 Charlotte Street
- Patrick B. McKenzie (D), 99 Birchcliff Parkway

APPOINTMENT OF ASSISTANT ELECTION OFFICIALS  
/APPOINTMENT OF ACTING JUSTICE OF PEACE

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Rick Norcross (D), 216 Battery Street

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Mary Ann Samuels (I), 148 Locust Terrace

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Susan Sharp (D), 135 Shelburne Street

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R. Paul Smith (D), 155 Austin Drive

90

Rachel Stampul (I), 129 Hayward Street

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Ward Six:

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Nathaniel “Nat” Ayer (P), 35 Deforest Heights

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Dale Azaria (D), 792 South Prospect Street

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Patricia Berry (I), 22 Clymer Street

97

Alison Cassler (D), 5 Deforest Heights

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Kathleen Colman (R), 361 South Union Street

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Betsy Davis (D), 61 Fairmount Street

100

David Jenemann (I), 31 Kingsland Terrace

101

Judith Kelly (D), 140 Ledge Road

102

William “Bill” Kelly (D), 140 Ledge Road

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Susan Leff (D), 439 South Willard Street

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Amy Lilly (D), 28 Deforest Heights

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Jerry Manock (D), 14 Kingsland Terrace

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Alan Matson (D), 792 South Prospect Street

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Katherine Montstream (P), 57 Clymer Street

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Fran Mount (R), 325 South Union Street

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Michelle Mraz (I), 10 Holt Street

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Eugene (Gene) Richards (R), 168 Summit Street

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Michael Rooney (D), 292 South Willard Street

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Mary Rutherford (D), 61 Fairmount Street

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Al Weldon (R), 65 Deforest Heights

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Joyce Weldon (R), 65 Deforest Heights

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Ward Seven:

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Hilda Carrier (I), 72 Heineberg Road #225

119

Paula Ciardelli (I), 158 Saratoga Avenue

120

Mary Lavalley (D), 1694 North Avenue

121

Faye Lawes (I), 14 Hardy Avenue

122

Wally Mick (D), 84 Venus Avenue

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Constance “Connie” Riley (R), 76 Morrill Drive

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Steve Schifilliti (I), 42 Farrington Parkway

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ACTING JUSTICE OF THE PEACE

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Amy Bovee (D/P), 288 Main Street #13B

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Lynn Brelsford (I), 131 Main Street #308

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7 AUTHORIZATION TO GRANT CHARTER § 130  
8 HARDSHIP  
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14 In the year Two Thousand Fourteen.....  
15 Resolved by the City Council of the City of Burlington, as follows:

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17 That WHEREAS, City Charter § 130(c) requires that listed department heads become legal voters of  
18 the City within a year of becoming a department head; and

19 WHEREAS, § 130(c) allows a department head to be granted an extension of time in which to  
20 become a legal voter beyond the one year if a “personal hardship” is found by the City Council with  
21 Mayor presiding; and

22 WHEREAS, by resolution adopted on October 23, 2006, rules were established to provide  
23 guidelines for determining personal hardship; and

24 WHEREAS, these rules state that the City Council shall find a personal hardship if the appointee  
25 has children in grades K-12 currently attending a Vermont school other than Burlington; and

26 WHEREAS, Community and Economic Development Office Director Peter Owens was residing  
27 in Hanover, New Hampshire, at the time he was hired and has minor children, currently in grades 9 and  
28 11, who attend school across the Connecticut river in New Hampshire in the Dresden School District,  
29 SAU #70; and

30 WHEREAS, upon hiring, Director Owens initially established his residence in Burlington and  
31 traveled to see his children at their home in Hanover, New Hampshire; and

32 WHEREAS, the traveling back and forth has become disruptive to the family relationship, and  
33 Director Owens would like to return to living at the family home in Hanover, New Hampshire; and

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AUTHORIZATION TO GRANT  
CHARTER § 130 HARDSHIP

WHEREAS, the Dresden School District, SAU #70, is an interstate school district formed under the Vermont-New Hampshire Interstate School Compact, 16 V.S.A. § 771d seq., that accepts children from both Vermont and New Hampshire and thus is a Vermont school district; and

WHEREAS, Vermont tax dollars support students attending Hanover High School, and Vermont taxpayers elect members to the SAU #70 School Board, thus identifying Hanover High as a Vermont school within the meaning of the City Council Rules; and

WHEREAS, these rules further state that a hardship extension granted due to the school children circumstance shall be effective for as long as the condition exists; and

WHEREAS, these rules also require that all appointees granted an extension must annually sign a form prepared by the Human Resources Department certifying that the condition upon which the hardship was found continues to exist and place responsibility on the appointee to notify the Human Resources Department of a change in circumstances and make sure that the form is signed;

NOW, THEREFORE, BE IT RESOLVED that the City Council with Mayor presiding hereby finds a personal hardship for Director Owens and allows him an extension from the requirement to be a legal voter of the City for the time period that the condition described above continues to exist and signs the annual form certifying that condition.

CITY COUNCIL RULES CONCERNING CHARTER §130  
RE RESIDENCY REQUIREMENT

In the year Two Thousand Six.....

Resolved by the City Council of the City of Burlington, as follows:

That WHEREAS, the Charter Change Committee has met on numerous occasions to consider how best to clarify the circumstances under which exemptions to the City Charter's residency requirements may be granted to Department Heads; and

WHEREAS, the Committee has determined that the best course of action is to set forth a definition for "personal hardship" and an implementation process which must be followed in order for a Department Head to qualify for an extension to the current residency requirements;

NOW, THEREFORE, BE IT RESOLVED the City Council Charter Change Committee recommends adoption by the City Council of the following Rules Concerning Charter §130 as approved by the Committee on September 13, 2006:

City Council Rules for Charter § 130

I. Applicable Law.

§ 130 (c).

(c) Except as provided below, any person appointed by the mayor and approved by the city council for the position of city assessor, city attorney, chief administrative officer, city constable, civil defense director, director of the office of community and economic development, harbor master or human resources director, and any person appointed to be the superintendent or corresponding chief executive officer of the cemetery, electric light, fire, parks and recreation, planning, police, public works or school departments shall, in order to be legally eligible to serve, either be a legal voter of the city as of the date his or her term of office commences and at

CITY COUNCIL RULES CONCERNING CHARTER  
§130 RE RESIDENCY REQUIREMENT

all times thereafter or, if not a legal voter as of the date his or her term of office commences, shall become a legal voter within the city within one year from the date such term of office commences and maintain such status at all times thereafter. **In case of *personal hardship* found and declared to exist by the city council with mayor presiding, the time limit for an individual to become a legal voter of the city may be extended for a set period of time beyond one year.**

II. Purpose of Rules.

The expectation of the City, as expressed by the will of the voters, is that department heads should live in the City. The purpose of the rules is to provide guidelines for determining "personal hardship" and implementing the limited extension allowed by the Charter.

III. "Personal Hardship"

A. The City Council shall grant to a prospective appointee a personal hardship extension if one of the following circumstances is certified to exist:

- (1) ~~minor children in a school district in grades K-12 currently attending a Vermont school~~ other than Burlington; **(amended 10/23/06)**
- (2) appointee is currently employed by the City and is promoted and appointed to position listed in § 130 (c).

B. A prospective appointee may qualify for a personal hardship for any other circumstance(s) at the discretion of the City Council upon a finding by the council that such circumstance creates a hardship warranting an extension beyond the one year allowed by § 130 (c).

IV. Implementation

A. Hiring Process Up to Appointment

1. The human resources department shall inform applicants in writing on the job description (a) about the residency requirement, (b) that if an extension is desired the applicant must claim a hardship on the application, and (c) that a waiver of these requirements will not be considered after the time of appointment unless there is a major change in circumstances. These rules shall be made available to all applicants.

2. Personal hardship must be claimed on the application for the position, with the reasons set forth therein. At the time of application, applicants shall sign a statement certifying that they acknowledge the residency requirement, the limits on receiving and having an extension, and the responsibilities of an appointee upon receiving an extension.

CITY COUNCIL RULES CONCERNING CHARTER  
§130 RE RESIDENCY REQUIREMENT

3. All hardship requests made pursuant to III B shall be sent directly to the City Council for review and action prior to appointment.

4. A personal hardship extension must be granted at the time of the appointment of the applicant. An extension will not be considered after the time of appointment unless there is a major change in circumstances.

B. Process After Appointment

1. A hardship extension granted due to III. A. (1) shall only be effective for the time that circumstance exists. An extension granted due to III. A. (2) shall be effective for as long as the employee holds the position and stays in the residence occupied at the time of appointment. An extension granted due to III. B. shall be effective for the time specified by the council in the exercise of its discretion or the time the circumstance exists, whichever is shorter. The approval of the extension shall have a date noting the expiration of the extension and the date by which a renewal must be submitted in the case where a set number of years is specified.

2. All appointees granted an extension must annually sign a form prepared by the Human Resources Office certifying that the condition upon which the hardship was found continues to exist. It is the responsibility of the appointee to notify the Human Resources Office of a change in circumstances and make sure that the form is signed.

3. A personal hardship extension granted for a period of specified years may be renewed upon application to the City Council, such application to be submitted at least 6 months prior to the date of expiration of the extension. A renewal request shall be sent to Human Resources Committee and the Human Resources Department for review and advice to the City Council.

4. The failure to obtain an extension is grounds for the immediate termination of an appointee.

5. No person shall be reappointed to the position without there being an extension approved by the City Council.



## Office of Mayor Miro Weinberger

### MEMORANDUM

**To:** City Council  
**From:** Mayor Miro Weinberger  
**Date:** February 13, 2014  
**Re:** Request for Finding of Personal Hardship due to Major Change in Circumstance for CEDO Director Peter Owens

---

This memo supports a resolution finding a personal hardship for Community and Economic Development Office (CEDO) Director Peter Owens and allowing him an extension from the requirement to be a legal voter of the City of Burlington.

As Peter has described in the attached memo, one of his children is encountering serious difficulties, and Peter has responded by spending more time out of Burlington than he anticipated when he took the CEDO Director position. This new and unexpected circumstance, and Peter's desire to avoid any appearance of impropriety even though it is arguable that he continues to meet the technical requirements of Burlington residency, has compelled him to seek a personal hardship determination.

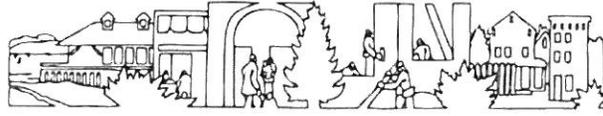
From my perspective, Peter is a committed employee who, in the face of an unexpected challenge leading to a major change in circumstance, is attempting to do right by his children. To me, it is clear that we should support a member of our employee team – a team that the Mayor and the Council lead together – in such a circumstance if: 1) we can; and 2) the employee's professional performance continues to be acceptable.

With respect to 1), the Council clearly has the ability to support Peter, since his status as a parent with children in school in another community qualifies him for a personal hardship determination explicitly allowed by Council Rules.

With respect to 2), as Peter's direct supervisor, I can report to the Council that I have noted no change in Peter's performance in recent months as he has spent fewer nights in Burlington. He continues to be an exceedingly hard worker who invests an enormous number of hours in the job. Furthermore, I believe Peter deserves considerable credit for the progress his department is making on numerous public projects – in particular the Champlain Parkway, the Railyard Enterprise Project, and the numerous projects contained within the Public Investment Action Plan – as well as for the new interest and energy we see from many other parties who are pursuing plans to make major investments in Burlington in partnership with the City.

The resolution before you would allow the personal hardship extension to continue as long as Peter reports annually that the need for it continues to exist. However, the Council will of course have an annual opportunity to review the acceptability of Peter's performance and take appropriate action at the time of his annual re-appointment.

Thank you for your consideration.



## COMMUNITY & ECONOMIC DEVELOPMENT OFFICE

149 CHURCH STREET • ROOM 32 • CITY HALL • BURLINGTON, VT 05401  
(802) 865-7144 • (802) 865-7024 (FAX)  
[www.burlingtonvt.gov/cedo](http://www.burlingtonvt.gov/cedo)

**To:** City Council  
**From:** Peter Owens, CEDO Director  
**Date:** February 13, 2014  
**Subject:** Background Information in Support of Request for Personal Hardship Determination

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As most of you know, due to unexpected changes in my family circumstances, I am requesting a personal hardship determination allowing me an extension on meeting Burlington's residency requirement. I offer the following as background to this request.

The residency requirement for department heads was an explicit and fully understood condition of my hiring as CEDO director in July of 2012. As a family including two school-aged children (James, 11<sup>th</sup> grade and Amanda, 9<sup>th</sup> grade), my wife (Carolyn) with a full time business to look after, and myself, we did not make this decision lightly. I accepted the offer knowing I would be moving to Burlington and seeing my family on the weekends.

Upon commencement of work, I relocated from Hanover, NH to Burlington and registered to vote in compliance with the residency requirement. Initially, we actively looked to buy a home in the City, put in several offers and were even under contract to buy a home in the fall of 2012. However, for a variety of reasons we decided that it made more sense to rent rather than buy--at least initially.

Meanwhile, over the course of the year, it became slowly apparent that my being away was having a far greater impact on our family than we anticipated. Our kids have always been well-adjusted and self-reliant. However, the combination of my being away all week and Carolyn being out at evening meetings on a regular basis created a less than ideal environment for the kids--especially our son. Over the last winter, I made conscious adjustments to my work schedule to be more present. Despite these efforts, by late spring my son was cycling downward with a decidedly negative impact on both his school work and personal well-being. With enormous effort and great support from the school and local health care providers, he was able to finish the school year. But it was clearly a place none of us wanted to return to the following year.

After considerable discussion with my family over the summer, I made a commitment to be a more consistent presence in my children's lives over the current school year. While my working week is still based in Burlington, I have been returning to Hanover at least one and sometimes two nights each week to be part of my children's daily lives--sitting down to dinner together, engaging in idle family chatter, and just being a part of their everyday world. After several months, we are convinced this new arrangement is a much better situation for the children's well-being. Finally, I believe this new arrangement has not adversely impacted my ability to perform my duties effectively.

Thank you very much for your consideration.

		2/13/2014	
<b>Prepared by: Lori Olberg, Licensing, Voting &amp; Records Coordinator</b>			
<b>Meeting Date</b>	<b>Type of Document</b>	<b>Action Requested</b>	<b>Return to Council</b>
1/9/2012	Resolution: Creation of a Financial Literacy Web Page	progress report to the Council by the Interim CAO	2/13/2012
2/13/2012	Resolution: Ongoing and Future Relationship Between the City of Burlington and the University of Vermont	report due back to the Council by the Community Development and Neighborhood Revitalization Committee	3/26/2012
8/13/2012	Resolution: Landlord Accountability	report due back to CD & NR Committee from the Code Enforcement Office	not-specified
11/26/2012	Resolution: Moving Urban Agriculture Issues Forward	Board of Health to report back to the Council; Planning Commission to report back to the Council	6/24/2013
3/11/2013	Resolution: Commission and Board Appointment Process	report due back from the Charter Change Committee to the Council	Spring 2014
3/11/2013	Resolution: Survey to Determine if Commissions and Boards are Functioning Optimally	report due back from the Charter Change Committee to the Council	Spring 2014
3/18/2013	Communication: Burlington Committee on Accessibility Strategy and Plan	future action to be taken	not-specified
4/15/2013	Resolution: Proposed Amendments to Appendix B Rules and Regulations of The City Cou	postpone action for now	post City Council Retreat
6/10/2013	Resolution: City Attorney Constitutional Analysis of No Trespass Ordinance for Church Street Marketplace June 12, 2012	have the Ordinance Committee review Attorney John Franco's issues	not-specified
6/24/2013	Communication: John L. Franco, Jr., re: CSM Trespass Authority Ordinance Opinion Supplement	referred to the Ordinance Committee	not-specified
7/15/2013	Communication: UVM Housing Master Plan	referred to the Institution/Human Resources Committee	not-specified
7/15/2013	Communication: Richard Cate, UVM, re: COB and UVM MOU re: Zoning Amendments	referred to the Institution/Human Resources Committee	not-specified
8/12/2013	Ordinance: CDO Historic Building Materials ZA 13-12	referred to the Ordinance Committee	not-specified
8/12/2013	Communication: P & Z Director White, re: Proposed Zoning Amendment 13-12	referred to the Ordinance Committee	not-specified
9/23/2013	Resolution: Finalize A Strategic Plan for Diversity, Equity and Inclusion for the City of Burlington Districts	final plan and adoption by the City Council	1/27/2014
11/4/2013	Communication: Corey Mallon, RN, re: St. Joseph's School	"wtrapf" and referred to the Board of Finance	not-specified
11/4/2013	Communication: Hunter Rieseberg, VLCT, re: VLCT Board Sets DY15 Dues	send a copy to the Board of Finance	n/a
11/18/2013	Resolution: Launching The Downtown Parking Improvement Initiative	tasked to complete the downtown parking facilities assessment	no later than the end of 2014
11/18/2013	Resolution: Launching The Downtown Parking Improvement Initiative	Downtown Parking Management Plan will be presented to the City Council for adoption	no later than March, 2015
11/18/2013	Communication: Thomas Gustafson, VP for University Relations & Administration, Re; City of Burlington and University of Vermont Memorandum of Agreement Re: 2009 Zoning Amendments	referred to the Institution/Human Resources Committee with a report due back as to whether UVM is meeting the goals of the agreement and an assessment as to whether UVM is holding students accountable for off-campus behavior, and trends in the neighborhoods as they relate to UVM housing issues	2/10/2014
12/9/2013	Communication: CC Resolution -St. Paul Street Easement Deed Draft	"wtrapf" and referred to the Board of Finance	not-specified
1/13/2014	Ordinance: CDO--Neighborhood Mixed Use District Expansion ZA 14-05	referred to the Ordinance Committee	not-specified
1/13/2014	Communication: David E. White, re: Proposed Zoning Amendment - ZA - 14 - 05	referred to the Ordinance Committee	not-specified
1/27/2014	Communication: Jeff Munger, Chair, Airport Commission, re: Taxi Services	referred to the Board of Finance; copies sent to the OC/LC	not-specified

APPROVING THE EXTENSION OF THE MATURITY DATE  
OF A REVENUE ANTICIPATION NOTE FOR THE  
ELECTRIC DEPARTMENT

In the year Two Thousand Fourteen.....

Resolved by the City Council of the City of Burlington, as follows:

That WHEREAS, pursuant to Section 62(a) of the Charter of the City of Burlington (the “City”), the credit of the City may be pledged by temporary borrowing in anticipation of the receipt of revenue from the City’s Electric Department in an amount not to exceed Five Million Dollars (\$5,000,000) outstanding at any time, to provide working capital for the Electric Department; and

WHEREAS, notes issued pursuant to such Section 62 shall mature within two years from the date of issue, and may be renewed or refunded by the issue of other notes maturing within a similar period whenever such action is deemed expedient; and

WHEREAS, the City Council adopted a resolution on February 11, 2013 approving the borrowing of a Revenue Anticipation Line of Credit from KeyBank National Association (the “Bank”) in the maximum principal amount of \$5,000,000 (the “Loan”) to provide working capital for the Electric Department, on terms similar to the previous revenue anticipation loan extended by the Bank to the City; and

WHEREAS, the City determines it is expedient to renew the Loan and extend the maturity date to a term not to exceed two years from the date of issue;

NOW, THEREFORE, BE IT RESOLVED that the City Council hereby approves the renewal of the Loan in an amount not to exceed Five Million Dollars (\$5,000,000), with a maturity date of the Loan to a term not to exceed two years from issuance, as may be determined by the Chief Administrative Officer; and

BE IT FURTHER RESOLVED that the Mayor, Chief Administrative Officer and any Assistant Chief Administrative Officer are, and each one of them is, hereby authorized and empowered to execute and deliver:

- (i) a promissory note for the Loan, and such loan documents, supplements to and/or modifications to the existing loan documents for the Loan in such form and with such terms as they deem necessary and in the City’s best interests, (ii) such documents and instruments as the Bank may request in connection with the Loan, and
- (iii) such other documents and instruments necessary or convenient in connection with the Loan.

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APPOINTMENT OF ACTING INSPECTORS OF ELECTION  
FOR WARDS ONE, THREE, FOUR AND SIX

In the year Two Thousand Fourteen.....  
Resolved by the City Council of the City of Burlington, as follows:

That WHEREAS, the Annual City of Burlington Election will occur on March 4, 2014; and  
WHEREAS, Sue Alenick, Ward Clerk for Ward One, has requested that Gloria Yandow be  
appointed to serve as an Acting Ward One Inspector of Election; Charles “Charlie” Giannoni, Ward Clerk  
for Ward Three, has requested that Jan Slusmon be appointed to serve as an Acting Ward Three Inspector  
of Election; Melani Barch, Ward Clerk for Ward Four, has requested that Linda Belisle and James “Jim”  
Couture be appointed to serve as Acting Ward Four Inspectors of Election; and Linda Ayer, Ward Clerk  
for Ward Six, has requested that Mary Esther Treat and Garry Schnaedel be appointed to serve as Acting  
Ward Six Inspectors of Election; all of these appointments being due to vacancies for each Ward with the  
hope that these vacancies will be filled on Election Day since they are listed on the Ward specific ballot;  
and

WHEREAS, the City Council must fill a vacancy in any ward office, to include the office of  
inspectors of election, when there are vacancies as is the case in theses wards, pursuant to City Charter  
§13;

NOW, THEREFORE, BE IT RESOLVED that the Burlington City Council hereby approves the  
appointments for the Annual City of Burlington Election that will occur on March 4, 2014:

- Ward One: Gloria Yandow (D), 421 North Street
- Ward Three: Jan Slusmon (D), 235 North Champlain Street
- Ward Four: Linda Belisle (I), 188 Tracy Drive
- Ward Four: James “Jim” Couture (I), 9 Oakcrest Drive
- Ward Six: Mary Esther Treat (D), 152 Deforest Road
- Ward Six: Garry Schaedel (D), 47 Adams Court

AUTHORIZATION FOR BUDGET AMENDMENT  
FOR RUNWAY DEICER AT  
BURLINGTON INTERNATIONAL AIRPORT

In the year Two Thousand Fourteen.....  
Resolved by the City Council of the City of Burlington, as follows:

That WHEREAS, the City of Burlington (“City”) owns and operates the Burlington International  
Airport in South Burlington, Vermont (“Airport”); and

WHEREAS, the FY2014 budget includes funds for runway deicer for use on the runways of the  
Airport to maintain safe winter operations; and

WHEREAS, the Airport’s Director of Aviation now deems it prudent to do a budget neutral  
amendment to cover unexpected winter storm costs and to plan for future storms which is necessary and  
critical to Airport operations; and

WHEREAS, the Board of Finance on February 18, 2014, voted to recommend the budget  
amendment;

NOW, THEREFORE, BE IT RESOLVED that the Chief Administration Officer, Bob Rusten, is  
hereby authorized and directed to execute the Amendment on behalf of the City, for the modifications  
referenced, subject to prior review by the City Attorney and Chief Administrative Officer, as necessary.

NAME/PURPOSE OF CONTRACTS:	Budget Amendment
ADMINISTRATING DEPARTMENT:	Airport
CONTRACT TERM:	N/A
CONTRACT AMOUNT:	\$120,000
SOURCE OF FUNDS:	Terminal/Property Repairs - (45,000) Airfield/Property Repairs - (75,000)
FISCAL YEAR:	FY2014
ACCOUNT NAME:	Runway De-ice
ACCOUNT NUMBER:	Airfield/Runway De-icer - 120,000



## BURLINGTON INTERNATIONAL AIRPORT

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### MEMO

**TO:** Finance Board & City Council  
**FROM:** Burlington International Airport  
**DATE:** February 18, 2014  
**SUBJECT:** Finance Board Approval Request – Budget Amendment for Runway De-icer

The Burlington Airport is seeking Finance Board and City Council approval for a budget amendment for runway de-icer for FY'2014.

The airport is need of a budget neutral amendment in the amount of \$120,000.00 for runway de-icer due to the severe ice storm we experienced for three days in late December. This storm expended our entire FY'14 budget and in order to continue winter operations and to plan for future storms this budget amendment is necessary and critical to our operations.

Please see the details of the transfer below:

<b>Terminal/Property Repairs</b>		<b>(45,000)</b>
<b>Airfield/Property Repairs</b>		<b>(75,000)</b>
<b>Airfield/Runway De-icer</b>	<b>120,000</b>	

Thank you for your consideration.

1200 Airport Drive, #1  
South Burlington, Vermont 05403

Phone: (802) 863-2874 (TTY)  
Fax: (802) 863-7947  
www.btv.aero

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5 **AUTHORIZATION FOR BUDGET AMENDMENT**  
6 **FOR RUNWAY DEICER AT**  
7 **BURLINGTON INTERNATIONAL AIRPORT**  
8

9 In the year Two Thousand Fourteen.....  
10 Resolved by the City Council of the City of Burlington, as follows that:  
11

12  
13 WHEREAS, the City of Burlington (“City”) owns and operates the Burlington  
14 International Airport in South Burlington, Vermont (“Airport”); and

15 WHEREAS, the FY2014 budget includes funds for runway deicer for use on the runways  
16 of the Airport to maintain safe winter operations; and

17 WHEREAS, the Airport’s Director of Aviation now deems it prudent to do a budget  
18 neutral amendment to cover unexpected winter storm costs and to plan for future storms which is  
19 necessary and critical to Airport operations and;

20 WHEREAS, the Board of Finance on February 24, 2014, voted to recommend the budget  
21 amendment,

22 NOW THEREFORE BE IT RESOLVED THAT the Chief Administration Officer, Bob  
23 Rusten, is hereby authorized and directed to execute the Amendment on behalf of the City, for  
24 the modifications referenced, subject to prior review by the City Attorney and Chief  
25 Administrative Officer, as necessary.

26  
27 NAME/PURPOSE OF CONTRACTS: Budget Amendment  
28 ADMINISTRATING DEPARTMENT: Airport  
29 CONTRACT TERM: N/A  
30 CONTRACT AMOUNT: \$120,000  
31 SOURCE OF FUNDS: Terminal/Property Repairs - (45,000)  
32 Airfield/Property Repairs- (75,000)  
33 FISCAL YEAR: FY2014  
34 ACCOUNT NAME: Runway De-ice  
35 ACCOUNT NUMBER: Airfield/Runway De-icer - 120,000

Martha R. Lang, Ph.D.  
138 Colchester Avenue  
Burlington, VT 05401  
(802) 862-1094

February 6, 2014

President Shannon and  
The Burlington Board of Finance  
City Hall  
149 Church Street  
Burlington, VT 05401

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TREASURY'S OFFICE

**Re: Wasteful and Unnecessary Spending by the Burlington School Department**

Dear President Shannon and The Burlington Board of Finance:

Net Loss in Student Enrollment in Burlington. A forty-two page report by the Burlington School Department's Infrastructure and Technology Committee dated March 15, 2012 found that from 1995 - 2012 there was an increase of three elementary students a year, a decrease of four middle grade students a year, and a net loss of two students a year in the K - 8th grades in the Burlington schools. It is interesting to note that the student enrollment statistics were on page forty-two of this forty-two page report. However, there has been a ninety percent increase in school property taxes in the last decade as this decline takes place.

**1. The Burlington School Department Overlooked A Low Cost Building Expansion Plan**

This report outlines, in detail, a low cost plan to install office trailers on the schools' grounds to gain space for classrooms in the schools as a solution to the perceived increase in student enrollment.

**2. The Burlington School Department Promoted A High Cost Property Transfer Plan**

In June of 2013, the Burlington School Department proposed selling the Ira Allen Building at 150 Colchester Avenue, leasing (selling) the Taft School, and buying St. Joseph's School because of the perceived increase in student enrollment. This proposed property transfer would cost at least \$10M.

**3. The Burlington School Department Understood That Deed Restrictions on The Taft School, The Ira Allen Building, and Two Other School Buildings Would Cause Issues**

In a memo to this Infrastructure and Technology Committee dated March 15, 2012 the superintendent states:

*We have a number of facilities with deed restrictions that limit what we can do with the school or land. I summarize these restrictions below:*

*Edmunds - deed, if sold money reverts back to Edmunds family*

*Taft - deed, either it be used for educational purposes or be given to indigent men*

Page 2. Letter February 6, 2014, Martha R. Lang.

*Flynn - deed says it must remain a school. Could not sell.*

*Ira Allen - the state paid for it and revenue either goes back to the state, full or pro-rated. Last conversation within 5 years, state indicated they would want \$400,000.*

**4. The Burlington School Department Discussed Consolidating and/or Selling School Real Estate**

In the minutes from the Infrastructure and Technology Committee Meeting on March 15, 2012 it appears there was a review of consolidating and/or selling school real estate.

*Also discussed idea of north end elementary school and south end elementary school.*

*Suggestion: EES [Edmunds Elementary School] and Champlain at Champlain site. Move IAA [Integrated Arts Academy] to EMS [Edmunds Middle School]. Sell IAA. Smith and Flynn at Flynn south. SA [Sustainable Academy] stays where it is. Would add transportation costs. Consider buying St. Joe's. Move admin to SA building.*

One question discussed at this meeting was:

*Can we sell BHS?*

The Burlington School Department claims the purchase of St. Joseph's School is necessary because of the increase in student enrollment. However, the forty-two page report shows an overall decline in student enrollment. Furthermore, there has been a ninety percent increase in school property taxes in the last decade as this decline in student enrollment took place. That ninety percent tax increase is in addition to the \$26 M spent on the most recent school renovations and the soon to be proposed \$40 M bond for Burlington High School which seems to have hidden expenses.

It is interesting to note that the law firm advising the Burlington school department is the same law firm that advised the city of Burlington on Burlington Telecom.

Thank you.

Sincerely,

Martha R. Lang.

cc:

- Daloz, Todd, Assistant Attorney General, The State of Vermont.
- Donovan, Johannah, Chair, House Education Committee, The State of Vermont.
- McNeil, Colin, Attorney, The Burlington School Department.
- Shannon, Joan, President, The Burlington City Council
- Smith, Shap, Speaker of the House, The State of Vermont.
- Weinberger, Miro, Mayor, The City of Burlington.

RECEIVED  
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 BURLINGTON CLERK  
 TREASURY OFFICE

Martha R. Lang, Ph.D.  
138 Colchester Avenue  
Burlington, VT 05401  
(802) 862-1094

PF handout  
2/10/14  
cc mtg

February 10, 2014

President Shannon and  
Burlington City Councilors  
City Hall  
149 Church Street  
Burlington, VT 05401

**Re: 118 North Champlain Street and Taft School Leases**

Dear President Shannon and Burlington City Councilors:

**1. 118 North Champlain Street.** The Burlington School Department was given permission by the Burlington Board of Finance to purchase 118 North Champlain Street on April 20, 2011. The school department "was reminded [by the Board of Finance] of the housing replacement costs under City ordinance." They were buying a residential unit and converting it to institutional use, so they must apply for a zoning permit.

They purchased the building on June 3, 2011 for \$170,200 and then they spent \$69,194 for renovations. They did not apply for a zoning permit. If they cannot get a permit to occupy the building, that is a potential waste of \$240,000 of taxpayers' money. This is in addition to the \$210,000 they spent to buy 59 Murray Street which they did not occupy.

**2. Estate of Elihu B. Taft.** For thirty years the Burlington School Department ignored the Probate Court Order to provide the Attorney General's office with information on Taft School leases. Even worse, the lawyer representing the school department in 1980 was William Sorrell, who is now the Attorney General.

Probate Court  
Chittenden District  
November 20, 1980

"...copies of all executed leases or currently contemplated leases of space within the Taft School building." John Cain, Probate Judge.

Chittenden Superior Court  
September 18, 2008

One of the findings was:

"...City failed to provide any such notification to the Attorney General as to any rent use of the building, especially by Burlington Telecom."

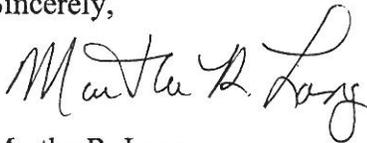
Page 2. Letter February 10, 2014, Martha R. Lang.

Some of the tenants that the City did not notify the Attorney General's office about included The University of Vermont, Burlington Friends of Music, The Lake Champlain Committee, and Campus Area Transportation Management Association.

From just these two examples, there appears a pattern of the Burlington School Department ignoring the law.

Thank you.

Sincerely,

A handwritten signature in cursive script that reads "Martha R. Lang". The signature is written in black ink and is positioned above the typed name.

Martha R. Lang

cc:

Sorrell, William, Attorney General, The State of Vermont



# OFFICE OF THE CLERK/TREASURER

## City of Burlington

City Hall, Room 20, 149 Church Street, Burlington, VT 05401

Voice (802) 865-7000  
Fax (802) 865-7014  
TTY (802) 865-7142

### BOARD OF FINANCE APRIL 20, 2011

### MINUTES OF MEETING

Mayor Kiss convened the meeting of the Board of Finance at 6:20 p.m. with all members present except Councilor Kehoe.

#### 1. Agenda

The agenda was amended by postponing Item #7: McClure Building Lease to the following meeting. Councilor Wright asked that the Annual Report be placed on the next meeting agenda as well.

#### 2. a. BED: Revenue Bond Request

Councilor Paul made a motion, seconded by Councilor Mulvaney-Stanak, to approve moving this item forward to the Council with the request that it be put before the voters at a special election. Barbara Grimes, Daryl Santerre and Ken Nolan of Burlington Electric were present to answer questions regarding the request. It was explained that due to the General Obligation Bond request being defeated at the polls, BED was now requesting a Revenue Bond. This action would require a lower percentage threshold for passage. They explained that passage of the revenue bond would allow BED to move forward with the Smart Grid concept, paid in part by a Department of Energy grant, as well as making two investments in VELCO resulting in a guaranteed rate of return of 12.5%.

Councilor Bushor questioned why people were upset with the Smart Grid concept and asked for additional information. Spencer Newman, Chair of the BED Commission, and Bob Herendeen and Paul Hines, both members of the Commission, spoke to the Board about radio frequency and privacy concerns of the public and expressed the need to move forward with this program. The motion then passed unanimously.

#### b. BED: Hydro Quebec

Barbara Grimes and Ken Nolan of BED both explained the need to put this item to a vote at a special election. The contract with Hydro Quebec was explained to the Board members, with the first delivery being in 2015 and the contract termination date of 2038. It was noted this is a New England-wide contract. The rate adjustments within the contract were explained to the Board. Discussion from the BED Commission regarding rate stability, the renewable energy status and the need to allow the public to vote on this matter ensued.

At this time the Mayor left the room briefly to attend to another matter. Councilor Mulvaney-Stanak took his place as Chair. A motion to consider this item was not made, but by a vote of 2 to 1 the Board approved moving this item forward to the Council with the request that it be put before the voters in a special election. Councilor Mulvaney-Stanak voted against.

**3. Request – Land Purchases: AIP-84 and AIP-87 (Methot and Morrill)**

Councilor Paul made a motion to approve AIP-84 and AIP-87, seconded by Councilor Wright. The Mayor returned to the meeting. Gene Richards, Chair of the Airport Commission, Robert McEwing, Interim Director of the Airport and Tamara Gagne, Business Manager, were available to answer questions of the Board. The two properties were the last two that were being purchased with FY10 funds. The motion then passed unanimously.

**4. Schools: Purchase of 118 North Champlain Street**

Councilor Paul made a motion, seconded by Councilor Mulvaney-Stanak, to approve the purchase. Keith Pillsbury, Chair of the School Board, Terry Bailey of the School Department and Colin McNeil from McNeil, Leddy and Sheahan explained to the Board that it was an obligation of the School District that they provide a life training skills program and this housing unit would provide that opportunity. The School Department was reminded of the housing replacement costs under the City ordinance. Councilor Brennan who was in attendance praised Mr. Bailey for his vision in this effort. The motion then passed unanimously.

**5. Bond Anticipation Note Placement**

CAO Leopold explained this BAN would enhance the Airport's cash flow and provide short term financing for the new garage. Councilor Paul had a number of questions regarding this placement, including the fact that the letter from TD Bank provided financing for \$22 million. CAO Leopold stated the final amount being requested would be up to \$20 million and would need to be approved by the City Council. Councilor Paul made a motion, seconded by Councilor Wright, to approve the letter of engagement for the Bond Anticipation Note for an amount up to \$20 million. The motion then passed unanimously.

**6. C/T: Grant Anticipation Note Placement**

Councilor Paul made a motion, seconded by Councilor Mulvaney-Stanak, to approve the Grant Anticipation Note. The motion passed unanimously.

**7. McClure Building Lease (information forthcoming)**

This item was postponed.

**8. C/T: Sullivan and Powers**

CAO Leopold informed the Board that Sullivan and Powers would need to resign from their role as the City's auditor due to a family conflict. The conflict involves the upcoming marriage of a City Councilor to a close family member of Mr. Duplessis. The CAO offered options to begin the process of acquiring another auditor including sending out RFP's while having Sullivan & Powers do the prep work needed for a new auditor. Councilor Paul stated her preference of having the Audit Advisory Committee make the determination of how to move

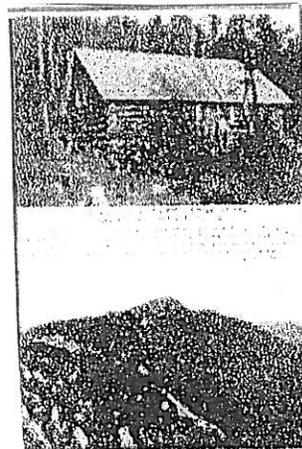
Elihu B. Taft

A Short Biography

Elihu B. Taft, son of Eleazer and Ellen Barber Taft, was born in Williston, Vermont on March 25, 1847. He attended Williston Academy and the University of Vermont (1867-1871). After taking his degree in 1871, Taft studied law at the firm of Wales and Taft in Burlington. He was admitted to the Chittenden County Bar in 1873. He married Lucia A Johnson in 1875, and the couple resided in Burlington thereafter. On the motion of E.J. Phelps, at the February term, 1879, Taft was admitted as an attorney in the U.S. District and Circuit Courts. He was appointed U.S. deputy collector of internal revenue of the third district of Vermont in 1874, and served until he resigned in 1881. Taft was active politically on both the local and state levels. He served several terms as school commissioner and as one of the Board of Aldermen of the City of Burlington. In 1888 he was elected senator for Chittenden County, and served one term. His extensive travels included trips to Yellowstone National Park, Yosemite Valley, Mexico and the southwestern United States (1887), Europe, the middle east, and Asia (1889). In 1894 he attended the Columbian Exposition in Chicago, and wrote a paper on what he saw. Taft was a Republican and a Free Mason, and he reached the 33rd degree before his death in 1929.



Elihu B. Taft



Taft Lodge  
Mount Mansfield

L A S T W I L L A N D T E S T A M E N T .

I, E L I H U B. T A F T, of the City of Burlington, make this my LAST WILL AND TESTAMENT revoking all other Wills made by me.

I leave nothing to my legal heirs.

I leave nothing in my Will to my faithful house-keeper, Alice Hurson, as I have otherwise provided for her.

I direct my Executors, within one year after my death, to erect a monument on my cemetery lot, like the sketch I leave herewith of light colored Barre granite with four corner posts of the same stone with a plain letter "T" on them.

To the City of Burlington, I give FIVE HUNDRED DOLLARS(\$500.) for the perpetual care and adornment of my lot in Lake View Cemetery, if I shall not have already so provided in my lifetime.

To my Executors I give certain remembrances which I wish distributed according to a written memorandum which I have prepared and will leave with my Will.

My homestead property at the southeast corner of Pearl and William Streets in the City of Burlington, Vermont, I give and bequeath to the CITY OF BURLINGTON, VERMONT, to be kept and maintained for school purposes,- the buildings thereon to be torn down and the front steps and terrace removed, as they extend into the street.

The rest and residue of my estate , real and personal, and wherever situated, I give and devise to the CITY OF BURLINGTON, VERMONT, with which to build a school house on my homestead lot as herein provided.

I wish a plain and substantial building of red brick

8. B. 5

to be built and trimmed with Barre granite. I would suggest a one or two story building, with no tower or belfry, as the funds on hand will permit. The size and cost of said building to be determined by my Executors and the Building Committee of the Board of School Commissioners at the time when my Executors decide there is money enough on hand in my estate to build the same. Said building shall be called the "ELIHU B. TAFT SCHOOL".

If at my death the residue of my estate, which I have herein given to build a school building, in the judgment of my Executors is not sufficient for that purpose then I direct my Executors and authorize them to invest and re-invest such residue- say five or ten years- until such residue shall in their judgment be sufficient to build such school building.

I trust the School Commissioners will maintain a bed of flowers in front of said school building, both on Pearl and on Williams Street.

In case the City of Burlington shall not within two years after the probate of my will accept the gift of my homestead premises and the residuary portion of my estate in this Will contained, upon the conditions specified therein, or in case said homestead premises and any buildings at any time standing thereon shall not be kept or used by the City of Burlington for school purposes (except as same may be made use of by my Executors while my estate is being settled or accumulated), then and in either such event it is my will that any and all right, title and interest of the City of Burlington in and to said homestead premises and said residuary

portion of my estate shall cease and terminate, and in such event I do give, devise and bequeath my said homestead premises and any buildings standing thereon, and all the residuary portion of my estate, unto my Executors, and their successors, I N T R U S T, to use said homestead premises and any and all buildings thereon and the residuary portion of my estate, for the founding, erection, maintenance and endowment of a home for indigent aged men, to be known as "THE ELIHU B. TAFT HOME FOR AGED MEN"; and in such event I give my Executors and their successors, authority to cause a corporation to be formed under the laws of the State of Vermont for the purpose of receiving and holding this devise and bequest and accomplishing the objects thereof.

X I name CLARENCE P. COWLES, EDMUND C. MOWER, HENRY B. SHAW, LEVI P. SMITH and HARVEY T. RUTTER, to be incorporators and trustees of such corporation, with power of succession.

I appoint CLARENCE P. COWLES and EDMUND C. MOWER, my EXECUTORS.

Burlington, Vermont, January 19<sup>th</sup>, 1927.

....Elihu B. Taft....

SIGNED, SEALED, PUBLISHED and DECLARED by the above named ELIHU B. TAFT, as and for his LAST WILL AND TESTAMENT in the presence of us, who in his presence and in the presence of each other, and at his request, and by his express direction have hereunto subscribed our names as witnesses thereto at the City of Burlington, Vermont, this 19<sup>th</sup> day of January, A.D., 1927.

Edmund C. Mower  
Henry B. Shaw  
Clarence P. Cowles

C O D I C I L T O W I L L

B E I T K N O W N that I, ELIHU B. TAFT, of the City of Burlington, County of Chittenden, and State of Vermont, declare this to be a first CODICIL to my LAST WILL AND TESTAMENT, which bears date of January 19, 1927.

In the event that the school-house provided for in my Will shall not for any reason be accepted and built, then and in that event instead of giving all of my estate for the establishment and maintenance of a Home for Indigent Aged Men, as provided in my Will, I do give and bequeath to the CITY OF BURLINGTON such sum of money not to exceed SIXTY THOUSAND (\$60,000) DOLLARS as may be needed to build a court-house for the City Court of the City of Burlington, and the residue of my estate to be used for the purpose of establishing and maintaining a Home for Indigent Aged Men, as provided in my Will.

In the event that neither a school-house nor City Court house is accepted by the City of Burlington, within two years after the probate of my Will, then it is my will that all of my estate, both real and personal, be used by my EXECUTORS for the establishment of a Home for Indigent Aged Men as provided in my Will.

In all other respects I ratify and confirm my said LAST WILL AND TESTAMENT.

I N W I T N E S S W H E R E O F, I hereunto set my hand and seal at the said City of Burlington, on this 29<sup>th</sup> day of October, A. D. 1928.

Elihu B. Taft

SIGNED, SEALED, PUBLISHED AND DECLARED by the above named ELIHU B. TAFT, as and for a CODICIL to his LAST WILL AND TESTAMENT in the presence of us, who in his presence and in the presence of

each other, and at his request, and by his express direction,  
have hereunto subscribed our names as witnesses thereto at  
the City of Burlington, Vermont, this 27<sup>th</sup> day of  
October, A. D. 1928.

Edmund C. Mower

C. J. Brownell

Manuel C. Lewis

## License Committee – Tuesday, February 18

### Indoor Entertainment Permits:

August First  
Barrio Bakery  
Burlington Country Club  
Farmhouse Tap and Grill  
Sodexo-Champlain College  
Sodexo-Davis Center Brennan's Pub Bistro  
Elk's Club  
Flynn Center for Performing Arts  
Nectar's  
Red Square Bar and Grill  
RiRa's The Irish Pub  
Skinny Pancake

### Outdoor Entertainment Permits:

Burlington Country Club  
Farmhouse Tap and Grill  
Red Square Bar and Grill  
Skinny Pancake  
Sodexo-Champlain College  
Sodexo-Davis Center Brennan's Pub Bistro

