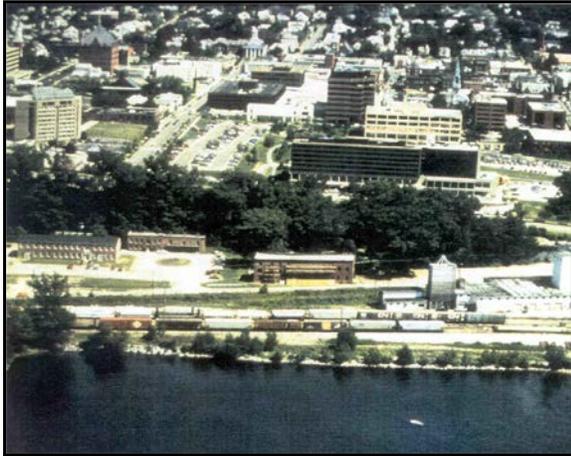


# 2011 Progress Report on the 1998 Waterfront Revitalization Plan



May 14, 2012

Prepared by the Burlington Community & Economic Development Office



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## I. INTRODUCTION

The 1998 Waterfront Plan – like the 1990 Plan before it – describes an integrated, comprehensive strategy for the redevelopment of the City’s urban waterfront in a manner that would ensure public use and enjoyment of the area. It has provided a guiding vision and unifying force for development of the Waterfront district. Much progress has been made implementing the 1990 and 1998 Plans; many of the projects mentioned in these Plans have been completed, some are in various stages of development, and others have been cancelled or have evolved from the original proposals. The purpose of the 2011 Progress Report is to provide an accounting of the current status of all of the project components of the 1998 Plan, including but not limited to the Urban Reserve.

A similar Progress Report was prepared in 1998 in anticipation of a major revision of the original 1990 Waterfront Plan. On March 31, 2009 the City Council voted to request that CEDO, in conjunction with the Department of Planning and Zoning, develop a work plan to produce a Progress Report on the 1998 Waterfront Revitalization Plan.

In the Fall 2010, the City of Burlington was awarded a Sustainable Communities Challenge Grant by the U.S. Housing and Urban Development (HUD) to support the development of a master land use and development plan for Burlington’s Downtown and Waterfront. The new plan will refine broad city-wide goals for sustainable development into focused, actionable, area-specific strategies to ensure the vitality of the central core of our community and enable us to achieve our community vision. Many other planning efforts involving the downtown or waterfront have taken place over the years. The planning process will place an emphasis on ways to promote and improve mixed uses and quality urban design, affordable and workforce housing, transportation and parking management, and the quality and capacity of public infrastructure. This progress report provides an important platform to assess what has been completed, what hasn’t, and why. This information will be necessary to advancing recommendations within the context of a more comprehensive land use plan that will result in a form based code change.

This new plan does not negate or replace or supersede the Waterfront Revitalization Plan, but rather builds upon it. This status report for the 1998 Waterfront Revitalization Plan is intended to provide baseline information on what has been achieved from this previous planning effort to inform this planning effort.

## II. HOW TO READ THIS DOCUMENT

This status report also includes sections on the history of the Waterfront; guiding principles of the Plans and the key elements of the 1998 Plan. The revised Plan was adopted by the voters in 1998, replaced, in whole, the original 1990 Plan. This report offers updated status for each of the elements.

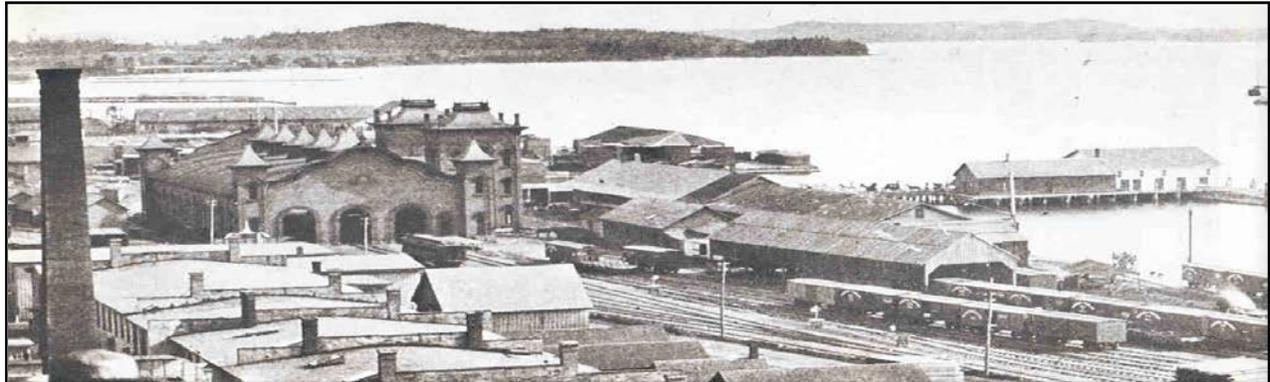
The Waterfront Revitalization Plan of 1990 originally included 13 primary project elements. These are outlined in short form in a table at the end of this report providing a summary of those original elements and the additional elements from the January 1998 Waterfront Revitalization Plan.

Many projects detailed in the 1990 Plan—like the creation of Waterfront Park and the relocation of the Naval Reserve—are now complete. Others—like the Renaissance Center or Multimodal Transportation Center—have been canceled or replaced by similar projects due to changing circumstances.

At the heart of each plan are **13 (1990) and 22 (1998)** project elements planned for the Waterfront Revitalization District. The elements are each at different stages of development. Some of the elements—like the creation of a mixed-use urban neighborhood adjacent to Lake Street and the redevelopment of the Moran Plant — are currently underway. Some elements – like the creation of Waterfront Park are completed. While others—like the potential relocation of the rail yards —are still conceptual.

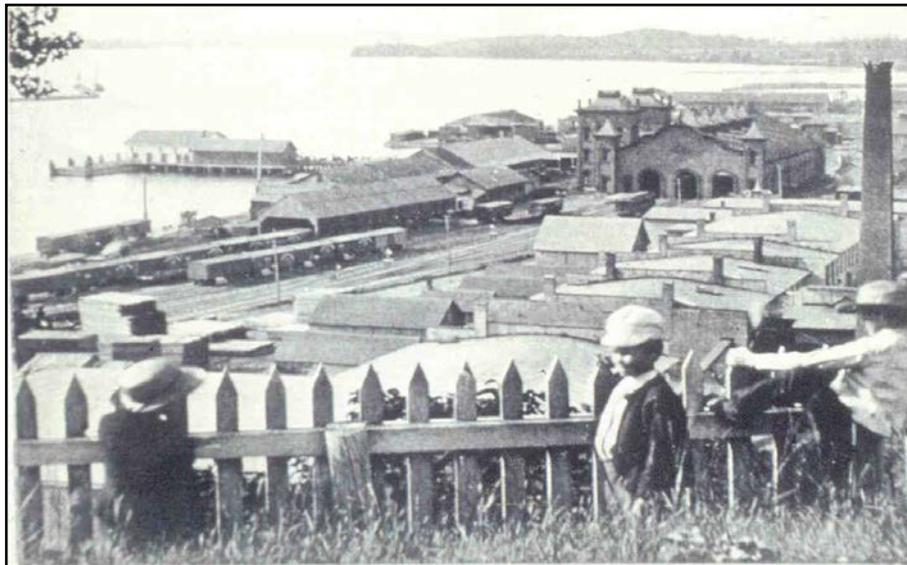
### III. CONTEXT FOR ESTABLISHMENT OF THE 1990 AND 1998 WATERFRONT PLANS

On Election Day—November 6, 1990—the voters of Burlington approved the **Urban Renewal Plan for the Waterfront Revitalization District**. The 1990 Plan described an integrated, comprehensive strategy for the redevelopment of the City’s urban waterfront in a manner that would ensure public use and enjoyment of the area. That Plan created an Urban Renewal District on the waterfront that provided the City the necessary and critical mechanism to implement the projects proposed in the 1990 and 1998 Plans. At the heart of these two Plans were major project elements describing physical improvements that the community wanted to have occur in the district.



Those projects were drawn from years of public discussion and a number of studies exploring the feasibility of various development scenarios. The 1990 & 1998 Plans also discussed how those projects might be financed, and what zoning changes would be necessary to implement the vision.

#### HISTORICAL BACKGROUND



The urban waterfront is generally defined as the area bounded on the north by so-called Texaco Beach and on the south by the Barge Canal. Once the region’s lively, bustling center of transportation and manufacturing activity, the Waterfront played a major role in the early history of Burlington. During this century commerce and transportation have turned away from the Lake to locations more convenient to roads and highways. As a

result, by 1990 there were, on Burlington’s urban waterfront, more than 100 acres of land that could be characterized as blighted, neglected, underutilized, and/or inappropriately utilized. Remnants of past industrial uses, such as junkyards, auto body shops, coal plants and oil storage terminals were abundant.

Since the 1960s, the people of Burlington have once again focused their attention on the Waterfront and the opportunities that exist to revitalize this irreplaceable resource. In the past 45 years, serious planning for a

new waterfront has included dozens of studies, models, plans and development proposals that have been brought forward for public review.

As part of this refocus of attention on the waterfront the City of Burlington has spent millions of taxpayers' dollars, including local property tax revenues, to convert a decaying industrial area into a high quality public facility offering free access to Lake Champlain with unparalleled views of the Adirondack Mountains.



This public space supports numerous activities and events which are enjoyed by the residents of and visitors to Burlington.

A side benefit from the creation of this new taxpayer-supported public facility is an increase in the value of adjoining private property through the substantial improvement of the waterfront. Properties no longer overlook a coal fired electric plant, oil tanks, junkyards, and an active grain elevator; instead, they overlook a public park that provides access to the lake and all its amenities.



In the 1970s and 1980s, the City considered three major private development proposals for the Waterfront. They included hundreds of condominiums and residential rental units, a large hotel, a marina, retail and commercial space. None of these proposals actually came to fruition.



*Artists rendering of possible Waterfront Development*

In the late 1980s, following these private attempts at developing the Waterfront, it became clear that a need existed for the City to develop an integrated, comprehensive redevelopment strategy for the waterfront that would result in broad public use and enjoyment of this most precious resource. That effort resulted in the **1990 Urban Renewal Plan for the Waterfront Revitalization District**. The Plan was adopted by two-thirds of Burlington voters in November 1990. To understand the context of the passage of the 1990 and 1998 Plans, it is important to understand two important landmark events in the 200+ year history of the Waterfront: the Central Vermont Railway agreement providing for the City's acquisition of Waterfront property; and the Vermont Supreme Court ruling that the filled lands in Burlington's harbor were subject to the Public Trust Doctrine.

### **Central Vermont Railway (CVR) Agreement**

In June 1990, the State of Vermont, CVR, and the City reached an agreement relating to all of CVR's approximately 62± acres of land on Burlington's Waterfront. The Agreement resolved long-standing differences, ended years of litigation, and opened the way for the City to proceed with the revitalization of the Waterfront. The Agreement allowed the City to control and direct both its recreational and economic development future. It allowed community consensus to determine the ideal mix of open space, and public and private use in this vital area into the foreseeable future.



### **Public Trust Doctrine and Uses**

In December 1989, after a lengthy legal battle with the Central Vermont Railway, the Vermont Supreme Court ruled that the filled lands in Burlington's harbor were "impressed" with the Public Trust Doctrine. Broadly, the Public Trust Doctrine requires that filled lands "are a public trust" and must be "managed for the public good" as defined by the Vermont State Legislature. Uses that satisfy this requirement are listed below.

- governmental facilities such as water and sewer plants, coast guard and naval facilities, roads and accessory transportation facilities and parking services;
- indoor or outdoor parks and recreation uses and facilities including parks and open space, public marinas, water dependent uses, boating and related services;
- cultural activities including theaters, museums, art and cultural uses of the lake;
- freshwater and other environmental research activities; and
- services related and accessory to the uses permitted above, including restaurants, snack bars and retail uses.

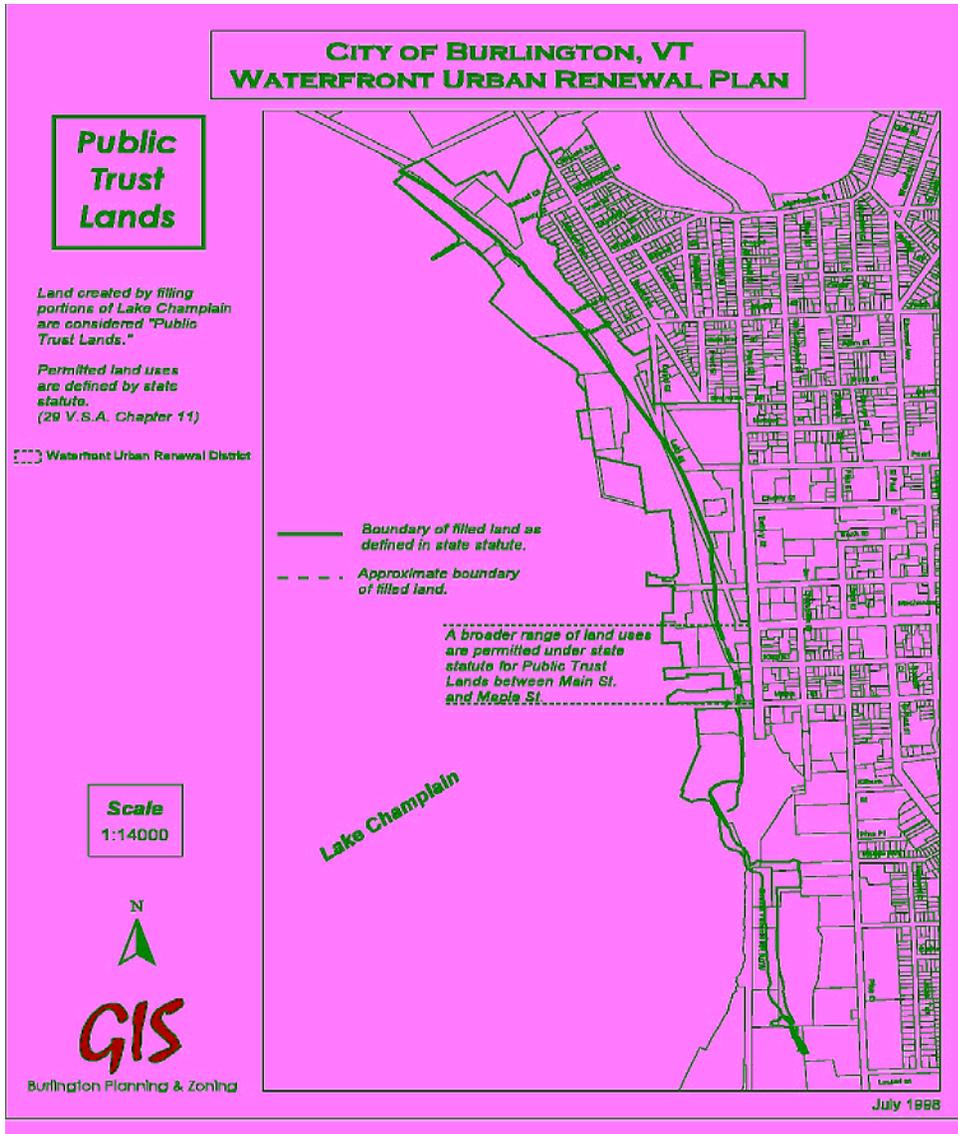


For filled lands north of Main Street, south of the Astroline site and west of the main railroad line, the above uses were codified by the General Assembly in 1991. In 1997, the General Assembly expanded the boundaries within which the above uses were allowed. The new boundaries include all filled lands north of Maple Street. Also in 1997, the General Assembly defined several additional uses allowed on filled Public Trust lands between Maple and Main Streets only. Those are:

- inns with public space, including restaurant, restroom and retail use. Contingent upon restrooms in the inns being available to the public; upon 45 transient dock slips in Burlington Harbor continuing to be available and marked for convenient access; and, upon the availability, in perpetuity, of uninterrupted public access along the shoreline of Lake Champlain from Maple to Main Streets; and,
- public markets; and,
- facilities for transporting pedestrians and vehicles upon Lake Champlain by ferry and cruise vessels, including necessary docks, wharfs, maintenance facilities, administrative offices, gift shops, snack bars and related parking facilities; and,
- marine related retail facilities; and,
- restaurants.



**Map of the Public Trust lands below.**



**The People of Burlington Buy the Waterfront**

**On October 15, 1991 the people of Burlington bought the waterfront in Burlington** as part of meeting the vision of the original Waterfront Plan. The original plan and the 1998 Waterfront Plan provided a guiding vision and unifying force for development of the Waterfront district for the past 20 years. Enormous progress has been made toward the goals outlined in the Plan in 1990 and in 1998, but more work remains to reclaim Burlington's Waterfront for the people and transform it from an 19<sup>th</sup> century industrial waterfront into the publically accessible post industrial waterfront that is a critical economic engine for our modern city and county today.

Unlike the revitalization of many other urban downtown waterfronts, Burlington has made a mindful effort over the past 20 years to ensure that its waterfront serves all its citizens. This desire was memorialized in the Guiding Principles for the 1990 and 1998 plans.

## **IV. GUIDING PRINCIPLES**

This 1990 and 1998 Plans for the Waterfront Revitalization District are guided by the following principles:

- that the waterfront is a critical resource for **all** of the citizens of Burlington;
- that there is generous park and open space for public use and enjoyment;
- that public development on the Waterfront should occur without imposing a significant burden on the property taxpayer;
- that we recognize that there are four seasons in Vermont, and that the Burlington Waterfront must be developed so that it can be used and enjoyed year-round;
- that infrastructure improvements be provided on the Waterfront which ensure safe pedestrian and vehicular access;
- that intrusion by the automobile should be minimized through dual footprint, underground, off-waterfront parking structures and innovative public transportation;
- that the patterns of development on the Waterfront should reflect the patterns of development in the center City, primarily Church Street, and that the development should occur incrementally;
- that the Waterfront should complement Downtown and its uses and that Burlington's Downtown and the Waterfront should be connected through pedestrian linkages;
- that the Urban Reserve should be preserved for future generations;
- that indoor uses be incorporated into the Waterfront;
- that the Waterfront's heritage be given significant consideration in future plans and projects;
- that affordable housing be incorporated into Downtown and Waterfront development activities;
- that Burlington's Downtown be strengthened through continued public improvements and private investments;
- that access to the Lake through boating and fishing be incorporated into public development activities; and
- that people with disabilities will have access to waterfront activities.

## **V. PROGRESS REPORT ON PROJECT ELEMENTS FROM THE 1998 PLAN**

### **a) Development Adjacent to Lake Street (from the 1998 Plan)**

Development of the unfilled lands adjacent to Lake Street should reflect the development patterns occurring in the City on lower Battery Street and Church Street. The objective is to create a dense, urban, mixed-use neighborhood with ground floor retail and upper story housing and commercial space. Zoning ordinances for this area (WFC-E and WRM) are now in place to provide for this type of development. Specifically, building heights allowed in these zones are 35 to 60 feet. 100% lot coverage is allowed. There are no building setbacks requirements. In addition, development that adversely affects the Waterfront escarpment is restricted. Any housing that is constructed on the waterfront must be available to persons of all incomes. The right of the public to use and enjoy the waterfront, including festivals, music, and other noise producing activities must not be limited by development. Development in the area around Lake Street should occur incrementally.

All the remaining developable land adjacent to Lake Street is privately owned and not subject to Public Trust restrictions. Development of those parcels will occur when those property owners determine the development environment is right.

### **STATUS 2011:**

- 300 Lake Street – 40 units of mixed rate housing
- 200 Lake Street – total of 19 units
- Burlington Bay – development and expansion
- Lake & College – 62,726 sf of commercial/office/retail

- Leahy Center for Lake Champlain - ECHO Lake Aquarium and Science Center

To date, the following developments have been completed adjacent to Lake Street:

**Building Developer/Owner/Use**

<b>Building</b>	<b>Developer/Owner</b>	<b>Status</b>	<b>Use</b>
Union Station	Main Street Landing Co	<b>Completed</b>	Retail/Office
Wing Building (south)	Main Street Landing Co.	<b>Completed 1995</b>	Retail/Office/Housing
Cornerstone Building	Main Street Landing Co.	<b>Completed 1997</b>	Retail/Office/Housing
Train Station Main	Main Street Landing Co.	<b>Completed 1998</b>	Retail/Train Station
Mossman Condos	Barry Mossman	<b>Completed</b>	high-end Housing
Atkinson Condos	Harry Atkinson	<b>Completed 1987-88</b>	Housing
Haigh Mill Bldg	Haigh Mill Associates	<b>Completed 1986</b>	Restaurant/Office
Doremus Associates	Creative Catering, Ltd	<b>Completed</b>	Smith Bell Real Estate
Lake & College Street	Main Street Landing Co.	<b>Completed</b>	Retail/ office/ restaurant/ theater

**b) Infrastructure Improvements (from the 1998 Plan)**

**1998 Plan: Pedestrian Corridor Improvements: Battery Street Crossings**

- The width of the Battery Street crossings at Main, College, Cherry and Pearl Streets should be narrowed. Crossings should be bricked with a median in the center to create a safe harbor for pedestrians crossing.
- Crossing improvements at King and Maple should be completed as part of the construction of the Champlain Parkway.
- All traffic lights on Battery Street should be pedestrian activated and respond in a time similar to the one on Pearl and Church.

**STATUS 2011:**

**Pedestrian Corridor Improvements: Battery Street Crossings**

- This was part of the Waterfront North Access Study – recommendation was to make signal and spot improvements with further study regarding acceptable levels of congestion if a median were installed or there was a lane reduction. Improvements were made at Pearl/Cherry/College and Battery Street intersections with pedestrian activated signals.
- Champlain Parkway which is currently going through the Act 250 process no longer connects to Battery Street, so no crossing improvements at King and Maple Streets.

**1998 Plan: Pedestrian Corridor Improvements: Sidewalk Improvements**

- The pedestrian path on the west side of Battery Street between Battery Park and College Street should be extensively improved. Upgrades to the walkway and the addition of pedestrian scale lighting and furniture should be included in the improvements.
- A sidewalk should be constructed along the west side of Battery Street between College and Main Streets.
- Street furniture and pedestrian scale lighting should be installed along both sides of Battery Street.
- Consideration should be given to the use of pavers in some downtown "greenbelts" to reduce the need for maintenance and eliminate areas where foot traffic has prevented grass from growing.
- Sidewalks on lower Maple and King Streets west of Battery Street should be improved so that, like on College Street, sidewalks are on both sides of the street. These improvements should be completed as part of the construction of the Champlain Parkway.



**STATUS 2011:**

**Pedestrian Corridor Improvements: Sidewalk Improvements**

- The Battery Park Extension Improvements upgraded the path making it ADA compliant install additional lighting and amenities. This project was completed in 2008.
- Improvements to the intersection of Lake and College Street along with improvements to the Pease parking lot completed in 2010 included use of pavers in greenbelt areas.
- Other proposed improvements have not advanced as they were linked to the Multimodal Transit Center (project cancelled) or the Champlain Parkway which is currently going through the Act 250 process no longer connects to Battery Street, so no improvements.

**1998 Plan: Pedestrian Connections to Waterfront from Sherman and Cherry Streets**

- Battery Park should be linked to the Waterfront by a staircase extending west from Sherman Street Extension to the area at the foot of Depot Street.
- Downtown should be linked to the Waterfront with a staircase beginning at the Plaza at the end of Cherry Street extending down the bank to the corresponding pedestrian right-of-way extending east from Lake Street.

**STATUS 2011:**

**Pedestrian Connections to Waterfront from Sherman and Cherry Streets**

- There are future phases of the Waterfront North project that propose continued investigation of the Depot Street Improvements & Sherman Street Stairway improvements along with in-slope parking located at the western terminus of Cherry Street that would include pedestrian access to the waterfront via elevator or funicular. The next step is to find funding for engineering and construction.

**1998 Plan: Pedestrian Right-of-Ways East from Lake Street**

- Four short (150' to 200'), narrow pedestrian right-of-ways should be preserved extending east off of Lake Street below Bank, Cherry, Pearl and Sherman Streets, as defined on the official map.

**STATUS 2011:**

**Pedestrian Right-of-Ways East from Lake Street**

- Four short, narrow pedestrian right-of-ways have been preserved extending east off of Lake Street below Bank, Cherry, Pearl and Sherman Streets, as defined on the official map.

**1998 Plan: Moran Square**

- Similar to the turnaround at the bottom of College Street, Moran Square should be constructed to allow bus/auto drop-off near the Moran Plant. This project will be completed in conjunction with redevelopment of the Moran Plant.

**STATUS 2011:**

**Moran Square**

- The Waterfront North Project which is adjacent to the Moran Redevelopment project has incorporated a bus/auto drop-off for the Moran Redevelopment which includes the Community Sailing Center.

**1998 Plan Battery Street Improvements**

- Planted median from Main Street to Monroe Street. The section from Main Street to College Street will be completed as part of the Multimodal Transportation Center project.
- Pedestrian crossing improvements are described above.
- Sidewalk and greenbelt with lighting and landscaping on west side between Main and College Streets. This element will be completed as part of Multimodal Transportation Center.

**STATUS 2011:**

**Battery Street Improvements**

- The Multimodal Transportation Center project was cancelled by the city council, so many of these improvements related to this project have not materialized.

**1998 Plan: Depot Street Improvements**

- A Study completed by Burlington's City Engineer determined that Depot Street is not required as a southern egress from the Waterfront in order to support future development adjacent to Lake Street. With provisions made for special events and emergencies, Depot Street should be permanently closed to traffic. The existing street should be narrowed and redesigned as a pedestrian and bicycle path, with adequate lighting to provide a safe feeling pedestrian experience day and night. This hill could be used as an organized sledding hill in the winter.

**STATUS 2011:**

**Depot Street Improvements**

- The Waterfront North Access Scoping Study affirmed that Depot Street should be closed to regular two way traffic with provisions made for special events and emergencies. The existing street width should be retained and redesigned with a focus on pedestrian and bicycle use, with adequate lighting to provide a safe feeling pedestrian experience day and night.

**1998 Plan: Utilities**

- Utility lines running to all new developments in Burlington are required to be underground.
- GMP and BED's overhead transmission and distribution lines from the Moran Plant to Maple Street are expected to be removed by 2000. These long overdue projects remain high priorities and will significantly improve the aesthetics of Waterfront Park.
- The infrastructure for future utilization of district energy should be installed on the Waterfront.

## **STATUS 2011:**

### **Utilities**

- BED's overhead transmission and distribution lines from Maple Street through Waterfront Park were removed in July 2011.
- BED will remove the remainder of their overhead lines from Waterfront Park to the southern edge of the Urban Reserve in 2012/2013 in conjunction with the Moran Redevelopment and Waterfront North Transportation projects.
- GMP is scheduled to remove their overhead lines in 2012/2013 in conjunction with the Moran Redevelopment and Waterfront North Transportation projects.
- The city completed a feasibility study in 2011 on infrastructure for future utilization of district energy on the Waterfront, downtown and throughout the City.

### **1998 Plan: Public Restrooms**

- Currently, public restrooms are available at the Boathouse, in the Wing Building, at the Water Department and at the Waterfront Shelter. Public Restrooms will be available at the Train Station when it opens.
- Directions to existing public restrooms should be clearly marked for the convenience of Waterfront visitors.
- Additional public restrooms should be included in development in the Interim Development Area.
- New developments on the Waterfront should contribute toward the construction of such facilities.

## **STATUS 2011:**

### **Public Restrooms**

- The city through new wayfinding on the Waterfront has provided additional signage relating to restrooms.
- ECHO has public restrooms
- Additional public restrooms were added at the Pease information center and restrooms, completed in 2009.
- The Moran Redevelopment will include additional public restrooms.
- No other new developments on the Waterfront have included public restrooms.

### **1998 Plan: Parking and Transportation Study**

- In order for successful development to occur, a Comprehensive Parking, Pedestrian Safety and Circulation Study must be given the highest priority and should be completed as soon as possible for the waterfront. Such a plan must take into consideration all permitted and proposed development and infrastructure improvements including but not limited to: the Champlain Park Way, Filenes, Multimodal Transportation Center, Union Station expansion, Moran redevelopment, development east of Lake Street, LOT Development, Skatepark, Science Center expansion, narrowing of Battery Street and closure of Depot Street. The final decision to close Depot Street should be deferred until after the completion of this study.

## **STATUS 2011:**

### **Parking and Transportation Study**

- The downtown Burlington Parking Study was completed in 2003 and updated in 2011 as part of the Circulation and Parking study for planBTV.
- Draft Waterfront Transportation Plan was completed, however, it was never adopted by the Public Works Commission or the City Council as there were some recommendations that council did not agree with.
- Improvements to the intersection of Lake and College Street along with improvements to the Pease parking lot completed in 2010
- The Zoning Ordinance was changed to the 50% reduction.

- There have been additional transit facilities and a coordinated effort to move to smart parking technology on the Waterfront and throughout Burlington's downtown.

### c) Boating and Fishing (from the 1998 Plan)

Burlington's Waterfront and Harbor are bustling with a variety of watercraft and water dependent uses. Careful consideration must be given to the management of the potentially conflicting uses, providing access and safety for all.



#### **1998 Plan: Harbor Plan**

A comprehensive Harbor Plan should be developed. The Harbor Plan must be given the highest priority and should be implemented as soon as possible before major changes or projects with regard to boating or fishing are completed. Harbor

development and activities need to be interrelated to Waterfront development and landside amenities. The removal of inactive oil pump out dolphins should be investigated. Management of designated Underwater Historic Preserves should be coordinated with the Vermont Division of Historic Preservation.

#### **STATUS 2011:**

- Harbor Master Plan was completed and addresses issues relating to breakwater repair, modifications and expansions; harbor traffic, signage, moorings, and regulations; and the promotion of commercial dockage.
- Public Boat Launch completed
- New Coast Guard facility completed
- City is currently working with the US Army Corps of engineers on plans to remove some of the defunct oil dolphins.

#### **1998 Plan: Stack and Store**

A marina stack and store facility should also be explored. A stack and store facility would generally serve local recreational boaters with boats up to 25 feet in length, allowing existing boat docking facilities to be modified to accommodate a greater number of visiting boaters. In order to maintain important views of Lake Champlain and the Adirondacks, any "stack and store" facility should be located perpendicular to the lake.

#### **STATUS 2011:**

- Stack and store facility has had no progress for motorized boats, the LCCSC provides some capacity in this manner for canoes and kayaks.

#### **1998 Plan: Perkins Pier Marina**

Perkins Pier Marina should be expanded. The expansion may require the development of a landside breakwater structure or expansion and modification of the existing breakwater. Changes to the breakwater would necessitate a thorough environmental analysis. Any improvements to Perkins Pier must include a landside master plan which addresses traffic circulation, vehicular parking, shower and restroom facilities, utility extensions, marina fuel and pump out stations and landscaping of the large gravel surfaced parking lot.

### **STATUS 2011:**

- Expansion of Perkins Pier Marina has not moved forward due to potential plans on the adjacent Lake Champlain Transportation Company property, funding and lack of landside master plan which addresses traffic circulation, vehicular parking, shower and restroom facilities, utility extensions, marina fuel and pump out stations and landscaping of the large gravel surfaced parking lot.

### **1998 Plan: Community Boat House & Marina**

Marina facilities associated with the Community Boathouse are approaching 100% build out. Continued expansion of the Waterfront may necessitate the development of an additional docking facility for a large capacity cruise vessel. It is unlikely the Community Boathouse area can accommodate such a facility. The docking facility currently used by the Spirit of Ethan Allen cruise vessel is marginally adequate for the size and capacity of that vessel. To encourage separation of potentially conflicting uses, the Boathouse should continue to serve as the focus of motorboat use, while the Community Sailing Center serves as the focus for sailboats. A study should be conducted to determine the feasibility of converting the Boathouse to a non-floating facility in its current location. Such a study would analyze the cost effectiveness of maintaining a floating boathouse, and the economies of other options.

### **STATUS 2011:**

- Community Boat House and Marina, similar to the Perkin Pier situation it is somewhat dependant on the potential plans on the adjacent Lake Champlain Transportation Company property along with the organizational capacity of the Parks Department, consideration of underwater archeology in the harbor. Additionally there is the expense and permitting challenges of expanding the breakwater to allow for expanded marina facilities.

### **1998 Plan: Lake Champlain Community Sailing Center (LCCSC)**

The Lake Champlain Community Sailing Center (LCCSC) is a nonprofit organization dedicated to providing community access to the sport of sailing and Lake Champlain. Currently located at the Moran Plant, LCCSC has proven to be a valuable addition to the facilities offered to boaters on the Waterfront.

With the redevelopment of the Moran Plant, the LCCSC may be dislocated. If that should occur, the City should attempt to find a suitable alternative location that would allow the Community Sailing Center to continue its activities on the Waterfront.

### **STATUS 2011:**

- The LCCSC is fully incorporated in the redevelopment plans for the Moran Redevelopment, which will provide them with a permanent home on Burlington's Waterfront. This redevelopment will allow them to expand their programs. Their current program offerings include:
  - Sailboat, canoe, kayak rentals
  - Small boat and kayak storage
  - Community-wide High School Sailing Team
  - Youth Camps
  - Adult Instruction
  - Adaptive Watersport Program
  - LeaderSHIP, an at-risk youth program
  - Custom Programming for local non-profit organization
  - The CSC experiences over 11,000+ user visits annually.



### **1998 Plan: Fishing Pier**

There is an increasing demand for lakeside access to accommodate recreational fishing. The development of a fishing pier will help meet that demand. A likely site for such a facility is behind the Water Treatment Plant, although it is only one possible site where a Fishing Pier could be constructed.

### **STATUS 2011:**

- Fishing Pier completed in 2002



## **d) Integration with Downtown (from the 1998 Plan)**

### **1998 Plan: Directional and Information Signage**

There should be a coordinated, comprehensive approach to wayfinding throughout the Waterfront district and between the Waterfront and downtown. Sign clutter—by the City and by private property owners—should be reduced on the Waterfront, including elimination of duplicate signs, consolidation of individual signs onto one sign, and elimination of unnecessary signs. Signage and/or banners are useful tools, but they must have a purpose; otherwise, they are roadside clutter. Signage should be used to provide information. Banners may be used to designate a special area, creating a sense of place. The Department of Public Works should continue its work with the Marketplace, the State of Vermont, the University, City Arts, the Burlington Business Association, the Chittenden County Regional Planning Commission, the Chamber of Commerce and Waterfront advocates to create a seamless route of information and vitality for residents and visitors. The Burlington Business Association's Waterfront Focus Group commissioned a study titled, *Wayfinding Analysis and Strategies for Burlington's Waterfront*. The study recommends a four phase signage plan for the Waterfront district. Intended to be implemented over the next three years, the plan includes:

***Phase I: Banners***

***Phase II: Hairpins***

***Phase III: Orientation Maps***

***Phase IV: Points of Interest Markers/ Heritage Trail***

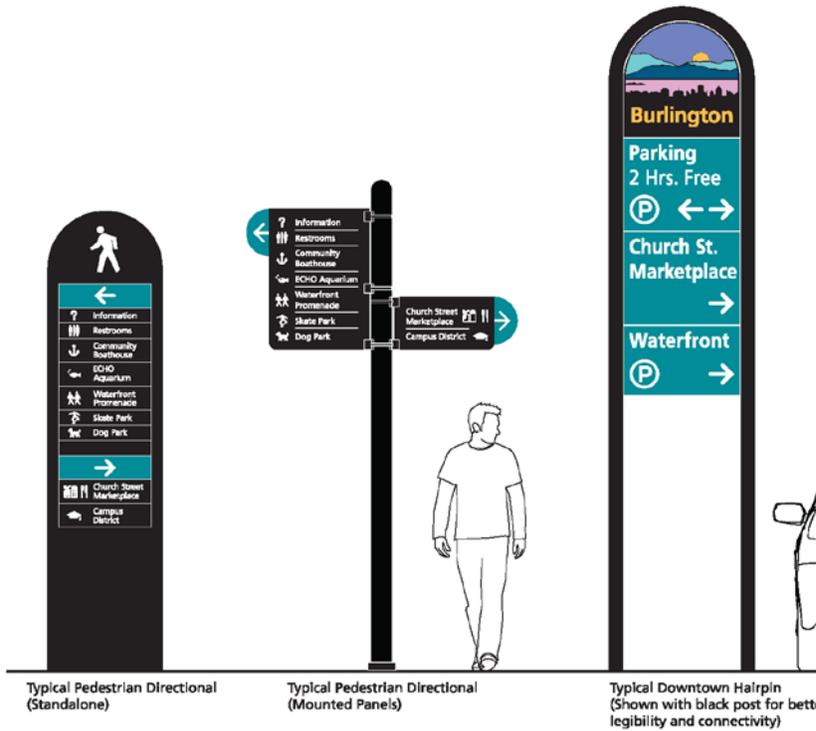
### **1998 Plan: College Street Shuttle**

The free College Street Shuttle continues to provide a convenient connection between the Waterfront, Church Street and the University of Vermont/Fanny Allen Health Center districts.

**STATUS 2011:**

- Expansion of College Street shuttle route - New signage at stops, some with more schedule information.
- Burlington Electric Department no longer allows banners on light poles.
- Hairpins signs were installed as part of the College Street Improvements and will be installed as part of the Waterfront North Improvements.
- Orientation Maps were developed in conjunction with the Lake Champlain Scenic Byways program – now the City needs to find the funding to construct and install these signs.
- More interpretive signs have been installed throughout the waterfront
- Wayfinding sign construction documents (approved) for the Downtown Waterfront areas were completed in early 2011. The remaining challenge to implementation is to identify and have the city approve appropriate funding for construction of these improvements.

An example of wayfinding signs approved by the Vermont Travel Council and City below.



## e) The Moran Plant (from the 1998 Plan)

### History

The Moran Generating Station was built in 1953 and was used to produce electricity for the City of Burlington until 1986. Since that date, the plant has been largely unused, other than serving as an occasional venue for performance. There has been a history of efforts made to find a new use for the former generating station. Some ideas have included the Renaissance Center, an IMAX theater, and a movie set. In 1997, the City spent \$40,000 on stabilization work to prevent further deterioration to the structure in the interim before adaptive renovations could begin.



### **1998 Plan: Existing Uses**

The nonprofit Community Sailing Center leases part of the building and grounds for the purpose of providing sailing classes, boat rental and boat storage. An equinox sculpture currently occupies part of the grounds of the Moran Station. This is a temporary installation and may have to be removed or relocated when the Moran Station is redeveloped.

### **1998 Plan: Possible Adaptive Reuses**

At the present time, the most advanced plan for the adaptive reuse of the Moran Station is one put forth by the Fleming Museum/University of Vermont. The Fleming is currently developing a proposal to use the structure—primarily the main hall, basement and tower—for arts programming.

### **STATUS 2011:**

- Fleming Museum/University of Vermont proposal for arts programming did not materialize.
- YMCA proposed redevelopment as a community recreation and aquatic center – this was rejected by the voters in March 2005.
- Redevelopment of Moran Plant is intended to create a family adventure center with a world-class indoor ice and rock climbing facility, restaurant and café, and expanded community sailing center. It will create a variety of recreation and education opportunities and amenities for the people of

Burlington in a public facility that ensures access to and enjoyment of Lake Champlain. Also proposed are increased green space and park amenities, observation deck, children's splash area, seasonal refrigerated skating rink and a rebuilt Skatepark. After a 2 ½ year public process, this was approved by a 2-1 margin in a March 2008 advisory ballot.



**Current site plan for redevelopment 2011.**



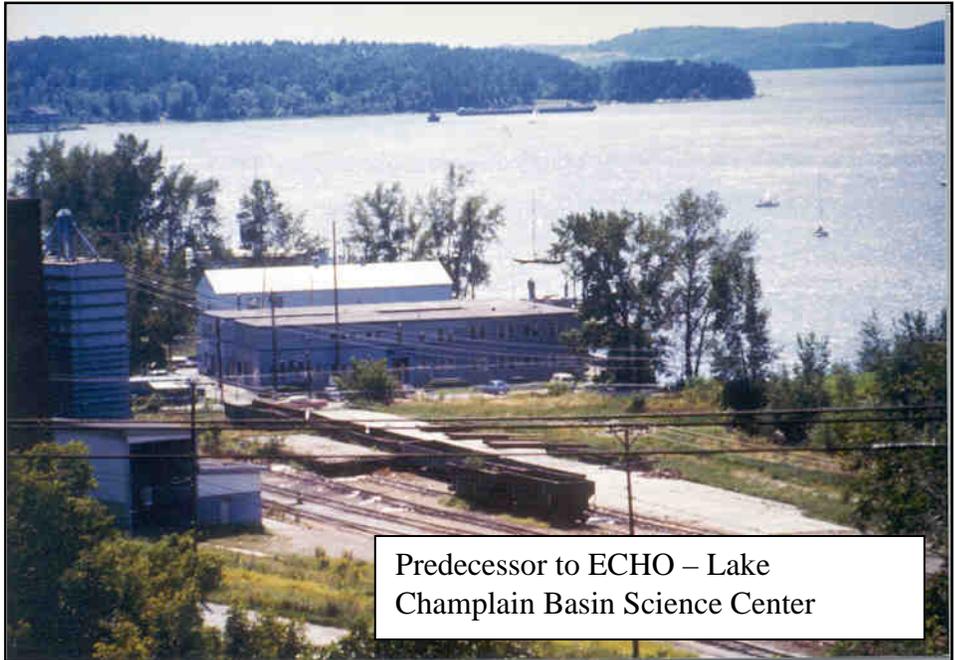
**Building designs approved by local zoning and National Park Service making the renovation of this building eligible for over \$1million in federal historic tax credits.**

- The current redevelopment plan for the Moran Plant emphasizes public access, mixed use year round activities that generate additional revenues for the city. The redevelopment will be financed with a mix of tax credits, federal grants, local funds and TIF Revenues and will not raise individual local property taxes to complete the renovations. Additionally the financing for this plan has been vetted

by a Blue Ribbon Committee, which confirmed the low risk and sound approach to financing the project.

**f) Lake Champlain Basin Science Center - ECHO at the Leahy Center for Lake Champlain (from the 1998 Plan)**

The Lake Champlain Basin Science Center is a nonprofit corporation formed from a partnership of the City, the University of Vermont and the general public. Nearly a decade in the making, the Science Center opened its doors to the public on July 29, 1995 in order to educate visitors of all ages about the history, culture, and ecology of the Lake Champlain basin. The Center plays an important role in increasing public understanding of the watershed and teaching residents about stewardship for the environment. In addition to serving residents and visitors,



Predecessor to ECHO – Lake Champlain Basin Science Center

the Science Center offers subsidized programming to area schools, youth and family centers, and other service agencies. Through 1997, over 70,000 people had visited the Center to learn through hands-on exhibits, programs and demonstrations. The Science Center is also a project of the City's Enterprise Community, serving as a job training and employment initiative for Burlington's under-served teens and a resource for Burlington's schools.

The Lake Champlain Basin Science Center is fast becoming a major attraction and may, eventually, provide a draw to Burlington on a scale with Church Street. With its focus on the ecology of the Lake Champlain watershed, the Center holds great potential to increase heritage tourism in the area. A Naval Memorial will be built on the grounds of the Science Center. And the Lake Champlain Maritime Museum has plans to bring to the Center a life-size working replica of one of the ships that navigated the Lake more than a century ago. Plans also include linkages to museums and attractions in New York and Quebec, and participation in cultural heritage trails encompassing the Lake Champlain corridor.

**STATUS 2011:**

- The Lake Champlain Basin Science Center became the Leahy Center for Lake Champlain. The Leahy Center is home to:
  - ECHO Lake Aquarium and Science Center
  - Rubenstein Ecosystem Science Laboratory - the Waterfront location of the Rubenstein School of Environment & Natural Resources - University of Vermont
  - Lake Champlain Basin Program Resource Room
  - Lake Champlain Sea Grant Watershed Alliance
  - Lake Champlain Navy Memorial
  - University of Vermont's Melosira\* and visiting research vessels

- ECHO opened in 2003. ECHO is raising funds for their first expansion and has started construction. ECHO has about 150,000 visits annually.
- Rubenstein Ecosystem Science Lab was completed prior to ECHO construction
- The Naval Memorial was completed
- Due to the flooding this spring (2011) the Lake Champlain Maritime Museum's schooner *Lois McClure* is now docking adjacent to ECHO.



### **g) Parking (from the 1998 Plan)**

The City should continue to allow no permanent parking to the west of Lake Street except on-street parking, handicapped parking, parking required to support existing uses and parking for water-dependent uses. The City should continue to encourage the incorporation of additional parking spaces and dual use shared parking spaces in projects developed east of Battery Street.

Currently, 1345 public parking spaces are available for Waterfront related uses, either on the Waterfront or along Battery Street.

#### **Proposed Zoning Change** from the 1998 Plan

- Parking requirements in Waterfront zoning districts currently require developers to provide at least one parking space for every 150 square feet of retail space or 300 feet of office space.
- Two parking spaces are required for each residential unit. Developers may request a waiver for up to 50% of the required spaces if they submit a parking plan as part of their permit application.
- One technique to lessen the demand for additional parking is to change the number of parking spaces required by the zoning ordinance from a minimum to a maximum, in effect limiting the number of parking spaces a developer can provide.

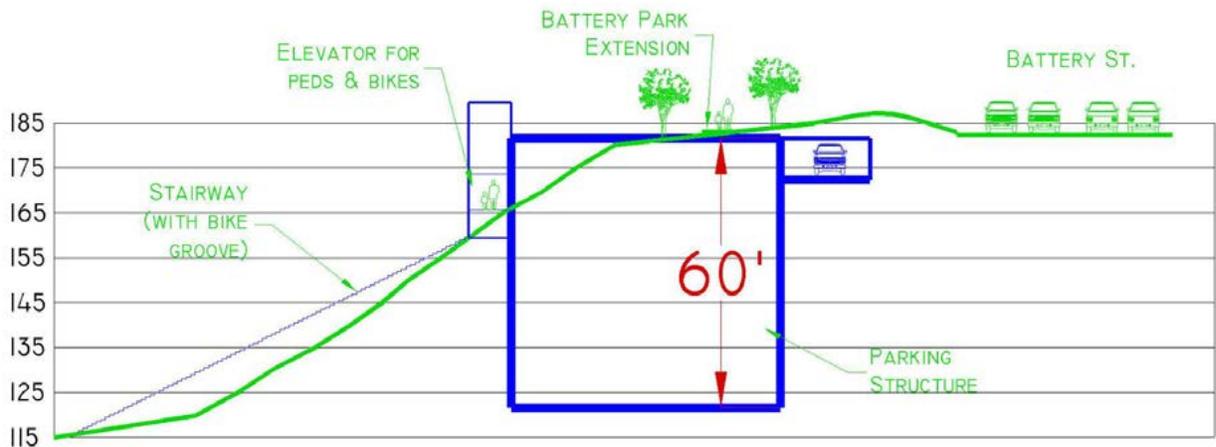
#### **STATUS 2011:**

- The Downtown Burlington Parking Study was completed in March 2003 and updated in 2011 as part of the Circulation and Parking study for planBTV.
- Waterfront Transportation plan drafted
- Improvements to the intersection of Lake and College Street along with improvements to the Pease parking lot completed in 2010



**Birds-eye view of College Street (Pease lot) improvements as completed 2011. This project included upgrades to boathouse decks, lighting and pathways, transit improvements (public and private), parking upgrades in both Pease and ECHO lots, pedestrian upgrades, onsite stormwater treatment, street lighting, undergrounding of utilities and information/public restroom building.**

- The Zoning Ordinance was changed to allow for the 50% parking reduction waiver.
- In-slope parking proposed in 2009 Waterfront Access North Study. The challenge is funding to accomplish this concept which would also provide a way for pedestrians to navigate the bluff at Cherry Street either by elevator or funicular.



## **h) Alternative Transportation (from the 1998 Plan)**

The City should continue to pursue transportation modes other than the automobile. Existing modes should be enhanced, while significant new investments in public transportation infrastructure should be encouraged.

### **1998 Plan: College Street Shuttle**

The College Street Shuttle continues to prove that free transportation between desired destinations works. Every day, the Shuttle keeps dozens—and sometimes hundreds—of vehicles off the Waterfront. Expansion should include event-related transportation, expanded hours, and other permanent routes that connect desirable points with no fares and headways under 15 minutes.

### **STATUS 2011:**

- Expanded College Street Shuttle with 15 minute headways
- New tour and school bus drop off in Pease Parking lot

### **1998 Plan: Multimodal Transportation Center**

The Multimodal Transportation Center will create a hub for interconnecting rail, ferry, pedestrian, bus and automobile traffic.

### **STATUS 2011:**

- No build - Multimodal Transportation Center per City Council

### **1998 Plan: Passenger Rail**

The expansion of passenger rail is critical to the economic development of Burlington's Waterfront. Passenger rail has the potential of bringing one thousand additional visitors to the Waterfront every day, year round. Burlington's new train station at Union Station will open in 1998.

### **STATUS 2011:**

- No action on passenger or Amtrak service with the discontinuation of the Multimodal Transportation Center per City Council.

### **1998 Plan: Commuter Rail**

Commuter Rail will improve access to and from Burlington for commuters and visitors who must now travel on congested roads. Originally, the route will connect Burlington south to South Burlington, Shelburne and Charlotte. Track and crossing improvements along this route are nearing completion. The train is scheduled to begin running by fall 1999. An important addition to this project will be the expansion of the Commuter Rail route north and east through Winooski to Essex. With such a route, much of Chittenden County would have fast, affordable and congestion-free access to Burlington. Accompanying transportation from the Burlington train station to the riders' final destinations will be critical to the success of this transportation system. The Multimodal Transportation Center—adjacent to Union Station—will meet that need by providing a link to city buses and taxis.

### **STATUS 2011:**

- Trial commuter rail service – discontinued per State of Vermont. Also commuter rail is unlikely in the near future for lack of population density.

### **1998 Plan: Amtrak Expansion**

Amtrak currently runs from New York City to Rutland. This route should be expanded north to Burlington. Such an expansion would create a seven hour link to Manhattan for Chittenden County residents. It would provide visitors to Vermont an alternative to interstate highway travel and would put Burlington's Waterfront

directly in the path of many visitors to Vermont. The train would become popular with summer tourists, leaf peepers and skiers, and keep thousands of cars off Vermont's roads.

**STATUS 2011:**

- No action on Amtrak service with the discontinuation of the Multimodal Transportation Center per City Council.

**1998 Plan: Transportation Around the Waterfront**

As the Interim Development Area, the Moran Station and the Lake Champlain Transportation Company property are redeveloped, public transportation between points on the Waterfront and from off-site parking to the Waterfront will be necessitated. Possible people-moving systems might include:

- Creation of a north-south tram from the Moran Plant to Roundhouse Point.
- Use of golf carts or a small van to shuttle visitors from downtown parking to the Waterfront—especially during special events.
- An extension of the College Street Shuttle route down Lake Street to the proposed Moran Square turnaround.

**STATUS 2011:**

- Shuttles between parking and destinations on the Waterfront
- Once the Moran Redevelopment is complete there is a potential opportunity for the City Council to decide if they want to extend the College Street Shuttle service.

**1998 Plan: Waterborne Transportation**

The Harbor Plan discussed waterborne transportation opportunities and alternatives. Above all else, there should be a preference for clean, environmentally sound means of transportation around the waterfront. In addition, a preference should be given to pedestrians and bicyclists on the waterfront.

**STATUS 2011:**

- There has been no action on Waterborne Transportation

**i) Multimodal Transportation Center (from the 1998 Plan)**

The City has been investigating the possibility of developing a Transportation Center throughout the 1990s. In 1992 and 1993, the Metropolitan Planning Organization funded studies on the concept and feasibility of a facility. In 1997, the City hired Wallace, Floyd, Associates to complete a feasibility study for a Multimodal Transportation Zone. The Transportation Zone would contain the new Train Station at Union Station and another facility to accommodate additional transportation modes. The Wallace, Floyd, Associates' study forms the basis for the current Multimodal Transportation Center plan.

**1998 Plan: Existing Transportation Linkages**

Current intermodal connections between the regional and intercity bus systems, ferry service and future passenger rail are either inadequate or nonexistent. The Vermont Transit operation on Main Street was cumbersome and inefficient as well as an inappropriate use of a prominent downtown site. Vermont Transit's temporary operation at Pine Street, while operationally functional, offers no intermodal connection. The Chittenden County Transportation Authority has outgrown its existing Cherry Street terminal space. CCTA's five-year Short Range Transit Plan for public transportation in Chittenden County called for relocating their principal downtown terminal to accommodate existing and planned operations. Pedestrian and bicycle activity are significant contributors to the transportation system and are basic elements of any intermodal system; however, pedestrians require short walks between modes and bicyclists require racks and lockers—none of which are provided by Burlington's existing transportation system.

**1998 Plan: Proposed Multimodal Center**

A 1.5 acre trapezoidal site has been chosen for the construction of a new Multimodal Transportation Center. It is the block bounded by Battery, Main, Lake and College Streets. The site is steeply sloped, dropping approximately 23 feet from Battery Street to Lake Street. Current uses on the site include a service station, video rental shop, and a decorating store. The site is ideally located close to the ferry terminal, Union Station, and the College Street Shuttle, and provides an excellent opportunity to interconnect regional bus, intercity bus, commuter rail, ferry, bicycle, pedestrian and shuttle and circulator bus systems. The development of a Multimodal Transportation Center strategically located on Battery Street at the juncture of Downtown and the Waterfront achieves three of the City's transportation and land use goals:

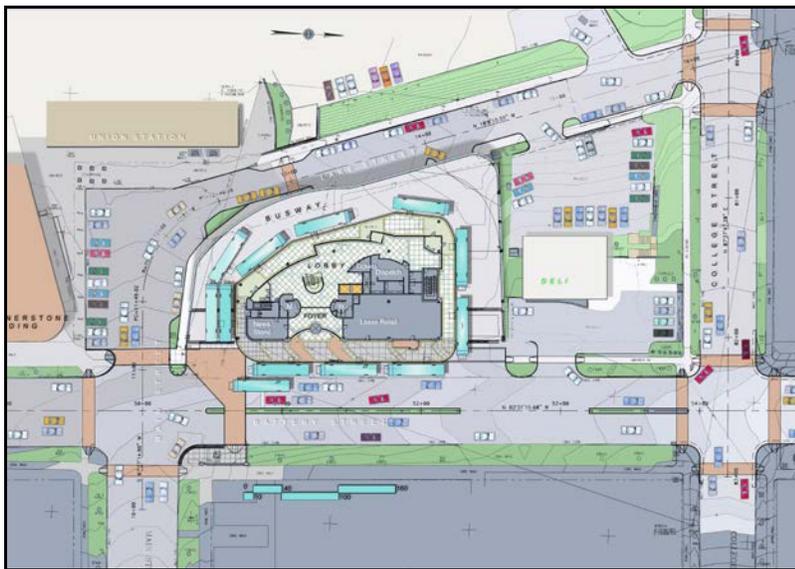
- The development of the Multimodal Center ensures full access to the Downtown/Waterfront area for the future, without expanding the roadway network, by capturing autos before they enter the downtown, and by reducing auto-dependency for downtown trips.
- A Multimodal Center located at the intersection of rail, intercity and regional bus, and ferry operations maximizes transit options and transfers between modes, and provides a pleasant, comfortable environment for transit patrons.
- The design for the Multimodal Center provides a mixed-use building with an active, pedestrian-friendly retail frontage, parking, and housing and/or office space on the upper floors, consistent with the City's waterfront development goals.



Busway Entry View  
Waterfront Transit Center  
Burlington, Vt. 2007

**STATUS 2011:**

- After securing funding, purchasing the property, condemning businesses located on the property and completing construction documents the City Council rejected this project - No build - Multimodal Transportation Center per City Council



**Bird's eye view of cancelled Multi-modal project**

## j) Waterfront and Downtown Housing (from the 1998 Plan)

It is the City's goal to create a downtown with a balance of commercial and residential development and to provide housing to residents of all incomes. New construction and adaptive reuse of buildings in Downtown Burlington and on the Waterfront offer an opportunity to provide housing for a wide range of household incomes and household types - including families with children - in a very convenient location. The downtown and Waterfront depend on having an active population after working hours and having residents who are concerned about the area. Downtown residents provide businesses without causing additional traffic. While this Plan generally encourages housing in downtown and on the waterfront, it also needs to ensure that residents and businesses of the downtown and the waterfront do not inhibit or discourage the public's right to use or enjoy both the public and private development that has and will occur. Burlington's waterfront is a place for all to use and enjoy, and it should not become the exclusive domain of its residents. Policies should be explored and utilized by both the public and private sector to ensure that this occurs.



216 Lake Street - before

### **1998 Plan: Inclusionary Zoning**

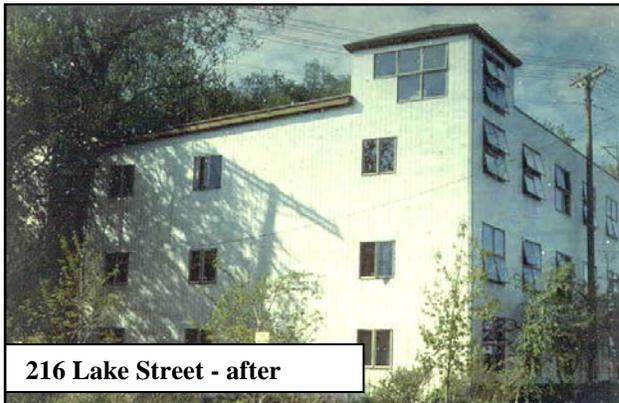
The inclusion of affordable housing with market rate housing is important to maintain a diverse and accessible Waterfront. Inclusionary Zoning is one way to ensure that the urban neighborhood developing on the Waterfront will remain economically diverse.

### **1998 Plan: Creation of a Mixed Use Urban Neighborhood**

Housing on the Waterfront is restricted to unfilled lands not subject to Public Trust laws. As of 1998, 29 units have been constructed on the Waterfront and 80 units (Milot Condos) have been constructed on the east side of Battery Street. Mixed-use zoning ordinances on the Waterfront in WFC-E require ground-floor commercial and retail uses with housing and office space above. Conceptual plans by Main Street Landing Company call for 8 additional units to be developed in a second Wing Building to be constructed between the new train station and College Street, and 75 units to be constructed east of Lake Street between College Street and Depot Street. These units have not yet been permitted. Barry Mossman has received permits to add 14 more units to his row of six condominiums adjacent to the steel-sided condos built by Harry Atkins. Existing zoning regulations in the Interim Development Area allow additional housing development in that area. Zoned Waterfront Residential Medium Density, up to 20 units per acre is currently allowed.

### **STATUS 2011:**

- Building to be constructed between the new train station and College Street, and 75 units to be constructed east of Lake Street between College Street and Depot Street. These units have not yet been permitted. Still planned by Main Street Landing.
- 216 Lake Street – 10 units



216 Lake Street - after

- 300 Lake Street – 40 units



- This first multi- family LEED certified building in Vermont. It received an award from the Home Depot Foundation for sustainable development and an endorsement from Smart Growth Vermont. The units are affordable to households with a wide range of incomes.
- In lieu payment for offsite affordable units from all new condos on Battery Street used to create affordable housing at McAuley Square.



### **k) The Urban Reserve (from the 1998 Plan)**

The Urban Reserve was created in 1992 with the City's purchase of Waterfront property from Central Vermont Railway. The Urban Reserve, also referred to as the "North 40" is located along the shore of the Lake to the north of the former Moran Generating Plant and to the south of Texaco Beach. It is approximately one-half mile long and 600 feet wide with the entire eastern boundary of the property characterized by a steeply vegetated slope rising roughly 100 feet to the residential neighborhood above.

The principle purposes for the Urban Reserve are threefold:

- To preserve a large natural area from unwanted commercial development;
- To reserve the right for future generations to determine what level of development should occur at this site; and
- To concentrate the efforts of Burlington's development activities within the Downtown Business District and the Waterfront Commercial District east of Lake Street. Approximately half the Urban Reserve—nearly all lands west of the Bikepath—are filled lands and are therefore subject to the Public Trust Doctrine. In addition, a portion of the funding secured for the City's purchase of the Urban Reserve came from a grant from the Vermont Housing and Conservation Fund. With these moneys came a requirement for the creation of a conservation easement requiring that "no less than 50% of the property should be retained as public open/recreation space or conservation land." The specific locale and extent of the public open recreation portion of the easement was to be defined at a later date; but prior to construction of any buildings or structures on the Urban Reserve.

In 1997, the Department of Planning & Zoning prepared a plan for the interim use and management of the Urban Reserve over the next 10 to 15 years. The result was the *Interim Use and Stewardship Plan for the Urban Reserve*, which was adopted by the Planning Commission and City Council in October 1997. The plan outlines interim use and stewardship, long-term planning, site remediation, public access and future policy and management for the Urban Reserve and the Interim Development Area.

#### **STATUS 2011:**

- The *Interim Use and Stewardship Plan for the Urban Reserve*, which was adopted by the Planning Commission and City Council in October 1997. The plan outlines interim use and stewardship, long-term planning, site remediation, public access and future policy and management for the Urban Reserve and the Interim Development Area over the next 10 to 15 years.

### **I) Interim Development Area (from the 1998 Plan)**

At the time the waterfront land was purchased from the Central Vermont Railway, an "Interim Development Area" of approximately 7 acres was delineated south of the Urban Reserve and north of Waterfront Park. This area was not part of the Urban Reserve, and it was intended that development would occur on this land—with applicable regulatory review—without triggering the requirement of completing the conservation easement. This land was not intended to be reserved for conservation uses.

The Interim Development Area (IDA) of the Burlington Waterfront includes land north of Waterfront Park, from the shoreline to just east of Depot Street and north to a line running west from the southern end of Lakeview Terrace to the Lake. The northern boundary of the IDA is shared by the southern boundary of the Urban Reserve.

#### **1998 Conditions**

The IDA is owned by the City except for a .20 acre parcel owned by Frank Von Turkovich. An easement for the New England Central Railroad runs through the property along the railroad tracks. Existing uses in the IDA include the Coast Guard Station, the small boat launch, the Water Treatment Plant, the Water Department building, the Moran Plant, the equinox sculpture, the Community Sailing Center, Water Department Park, the Bikepath, informal roads, and an informal parking area for service vehicles for festivals at Waterfront Park. A skatepark is permitted but not yet built. Overhead transmission lines run through the area.

#### **Proposed in 1998**

The Interim Development Area should be developed in conformance with zoning requirements for the area. The development should integrate the adaptive reuse of the Moran Plant, the Skatepark, the bikepath, housing on the Von Turkovich parcel and other unfilled lands, parking for related uses, and the potential use

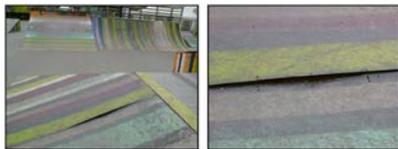
of existing NECR tracks for passenger rail service between Burlington and Essex. Public infrastructure improvements will be needed in the Lake Street right-of-way to support the development of the IDA. Changes to existing zoning regulations should be made to make zoning consistent with the Public Trust laws.

**STATUS 2011:**

- The current zoning ordinance is now consistent with Public Trust Doctrine use restrictions.
- 40 Units of affordable and market rate rental housing built at 300 Lake Street.
- The Moran Redevelopment will be the last development to occur in the IDA the project received all its permits in 2011. Neighbors are appealing a permit amendment.
- Skatepark was built in 2001.
- The Waterfront Access North Project will put into place the proper public infrastructure. The project received all its permits in 2011. Neighbors are appealing a permit amendment.

**m) Skate Park (from the 1998 Plan)**

Skateboarding and rollerblading have become major recreational activities for many City residents during the 1990s. As the sports have grown, there has developed a need for a skatepark facility with ramps, "halfpipes" and other amenities to meet the unique requirements of the sports. Since 1989 a Skatepark Task Force has been working with the City to develop a skatepark facility. Several sites in various locations throughout the City were considered before settling on the planned location just north of Waterfront Park, next to the Water Treatment Plant in the Interim Development Area. The City Council has approved the location. The permits were challenged in court.



**What We Have**



**What We Want**

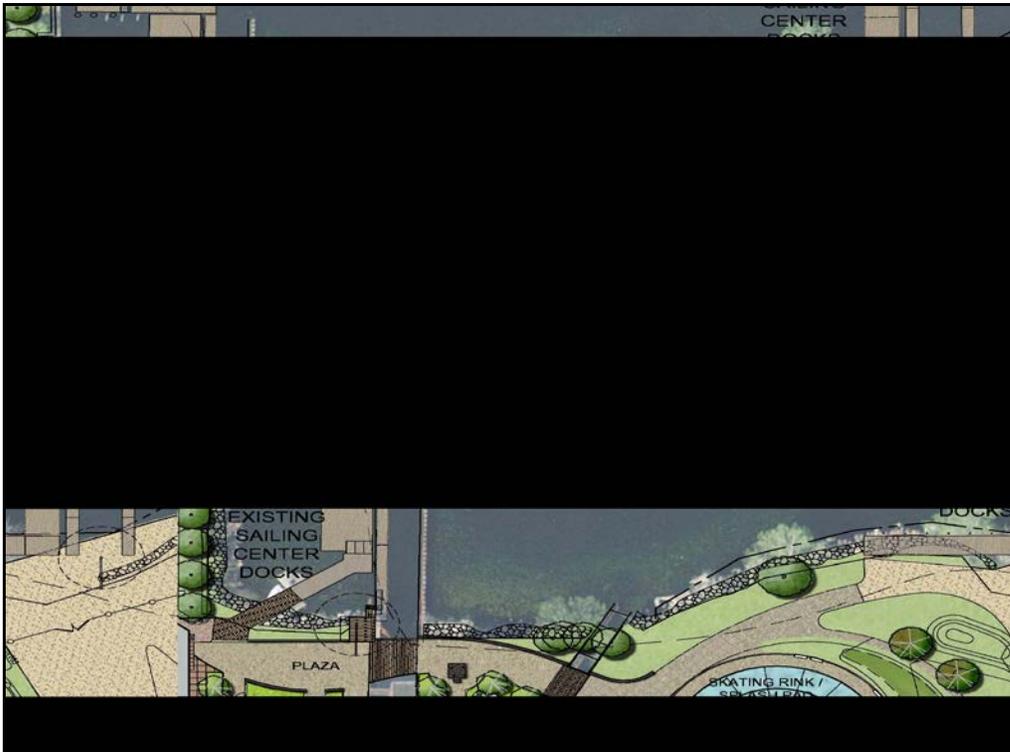


**Images developed by the Burlington Skatepark Coalition c. 2010**

**STATUS 2011:**

- The original permits were challenged in court, and the outcome of that litigation finally allowed the Skate Park to be built. Part of this settlement was the creation of a Skatepark Panel consisting of two representatives designated by the appellants (initially Fred Kincaid and Carlene Raper), two representatives designated by the City (initially Wayne Gross and Barbra Nolfi) and three independent community members with no stake in the Skatepark. The three independent members were John Ewing, Gail Champnois and Sara Gear. The panel existed during the first year of operation to address noise, traffic and other issues related to the Skatepark. According to Parks Staff and Independent Members of the panel, the panel was never called into service because there were no issues with the operation of the Skatepark. Additionally they indicated there were no reported issues regarding noise with the current Skatepark for the past ten years.
- Construction of a skate park and rink in the Interim Development Area in 2001.
- The Skatepark, which was constructed of wood and steel has reached the useful end of the life of the materials. A replacement concrete Skatepark was planned as part of the Moran Redevelopment and will now be constructed as part of the Waterfront north project.

- The 2011 permit amendment is now being challenged in court for the replacement Skatepark.



**n) Lake Champlain Transportation Co. (LCT) Property (from the 1998 Plan)**

The lakefront property between King and Main Streets and west of the railroad tracks is owned by the Lake Champlain Transportation Company and is currently used for operation of the Lake Champlain Ferries, for warehousing and for related amenities such as a restaurant. The ferry has been an important component of the City’s working waterfront and transportation system. These lands are filled and are therefore restricted to those uses allowed under the Public Trust Doctrine. The property is in the section of the Public Trust lands on which the greatest number of uses are allowed. The owner of this property has expressed an interest in redeveloping it in such a way as to provide services and facilities for users of Perkins Pier Marina and the general public. Amenities that may be part of the new development include a restaurant, public restrooms, ships store and pumpout facility. This project is in the conceptual stages and has not yet applied for permits.

The City supports redevelopment of this prime waterfront property in such a manner as will guarantee:

- Broad public access to the lakeshore.
- Space for relocation of the Bikepath to the west side of the railroad right-of-way between College and King Streets.
- Continuation of the ferry dock’s location somewhere between Main and King Streets.
- Consideration of and integration with neighboring properties—Perkins Pier and the Lake Champlain Basin Science Center.
- Consistency with the principles of the Guiding Principles of this Plan.

**STATUS 2011:**

- LCT conceptual redevelopment plans include hotel and conference center, expand private marina services.
- City will work to ensure the public access to lakeshore and amenities to serve Perkins Pier Marina are part of any redevelopment.

### **o) Winter Enjoyment (1998)**

Summer use of the Waterfront is increasing annually. On warm days, Waterfront Park, the Bikepath, and many Waterfront attractions are bustling with activity. But with the exception of days when special events or festivals are scheduled, winter activity on the Waterfront is very low. One of the Guiding Principles of the Waterfront Plan states: We recognize that there are four seasons in Vermont, and that the Burlington Waterfront must be developed so that it can be used and enjoyed year-round. In February 1998, the City Council Waterfront Committee held a summit of residents, business owners and city officials to begin the discussion of how best to encourage "off season" use of the Waterfront. Two ideas received strong support from all sectors during that meeting, and could create immediate increases in winter use.

#### **1998 Plan: Ice Skating Facility**

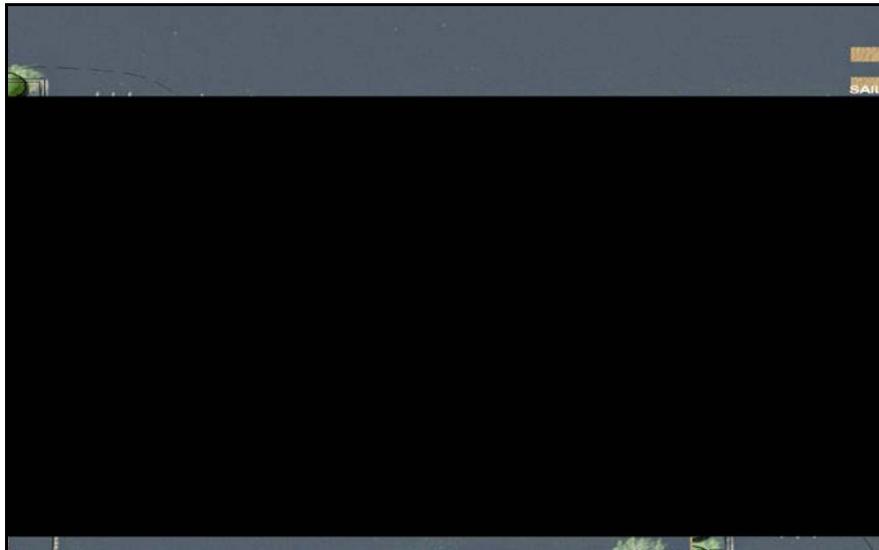
The existing location of the Waterfront ice rink will be eliminated with the expansion of the Lake Champlain Basin Science Center. At the February 1998 summit, participants identified the construction of a quality outdoor ice skating rink as one of the highest priorities to encourage winter use of the Waterfront. The current skatepark design for the permitted site just north of Waterfront Park includes a multi-season skating facility designed for summer in-line/roller skating and winter ice skating. That location is pending current litigation.

#### **1998 Plan: Sledding Hill and Snowmaking**

The development of a quality sledding hill would contribute dramatically to the vitality of the Waterfront during winter months. Further study would be needed to determine the practicality, location, and required investment. The installation of snowmaking equipment would lengthen the season and would ensure a base of snow even in dry winters. Water is readily available from the lake. If Depot Street was to be used as a sledding hill, a compressor could be situated at the base of the hill.

#### **STATUS 2011:**

- Ice skating rink was constructed with earthen dike in Waterfront Park behind and in front of Lake Champlain Basin Science Center initially.
- As part of the current skate park complex a flat area was constructed with an asphalt surface and concrete curbs to not only serve skateboarders and inline skaters in the summer, but to provide ice skating in the winter.
- A new ice skating facility will be constructed as part of the redevelopment of Moran. It will have the ability to use a glycol cooled panel system to ensure quality and consistent ice conditions. It will also have a dual foot print in that it will function as a splash play area in the summer time.



### **p) Public Market (from the 1998 Plan)**

A Public Market could provide a public commercial space where Vermont farmers, crafters, artists, small business people, consumers and local residents can carry on traditional local market activities. A year-round enclosed market would create a destination on the waterfront that would add a sense of community, provide income for small growers and entrepreneurs and keep dollars in local circulation. A Steering Committee for the Public Market has been established and is currently considering the feasibility of and location for the project. A February 1998 initial feasibility study found that Burlington has enough people with enough income to support a 20,000 square foot fresh foods market downtown. On the supply side, we have a diverse range of existing food producers that offer an excellent vendor base. A 20,000 square foot market would contain 10,000 leasable square feet that would house approximately 20 permanent vendors. The facility would also provide storage and refrigeration for vendors. The indoor, year-round vendor space would be augmented by outdoor seasonal vending space and common areas for seating, demonstrations and other events. The Steering Committee is currently considering four sites for the project.

Three of the four sites are on the Waterfront; one site is downtown:

- Multimodal Transportation Center
- Lot next to the Pease grain tower
- Lot at corner of College and Lake Streets
- Former police station property on S. Winooski Ave.
- The project feasibility study's findings have been based on a computer model analysis and will be refined by a survey of local consumers' buying behavior, satisfaction with current choices and perceptions of potential sites.

### **STATUS 2011:**

- A study was completed that looked at the Pease parking lot location. The results of the study were that it was not feasible in this location.
- City Market is now located at the former police station property on S. Winooski Ave
- The Farmer's Market operates in the summer in City Hall Park and on St. Paul Street every Saturday between May and October.
- The winter Farmer's Market now operates two weekends a month in Memorial Auditorium.

### **q) Barge Canal (from the 1998 Plan)**

After several years of negotiations, The Pine Street Coordinating Council (BCCC) has recently received approval for an environmental remedy and financial settlement for the Barge Canal Superfund Site. This will be issued soon as a formal "Record of Decision" (ROD), which will then be subject to public scrutiny before it is finalized. EPA has a goal of fall 1998 for completion of this work. The ROD will include a redefinition of the Superfund site removing six contiguous commercial properties from Superfund designation. As a result, these properties will be re-designated as "brownfields". Removing these properties from Superfund allows for developers to more easily obtain insurance, financing, and regulatory approval for site plans. Deed restrictions are now being developed to address the special environmental conditions of these six properties including restriction on excavation and loading.

Among these properties is an eight acre vacant lot owned by the Davis Company which has significant potential for development. Davis has recently proposed a supermarket. Past proposals have included a business incubator building and an expansion of Specialty Filaments located across the street. Several of these new brownfields properties are now in use, including the Vermont Transit bus terminal, the Maltex Building, Farrell Distributing, Citizen's Oil, and the Burlington Street Department garage. Presumably, all these properties will have increased value after the ROD is finalized, and their use could change significantly in the next few years. The ROD will include a subaqueous sand cap in the canal itself which will prevent contamination from leaching into the water. In addition, the site of the former gas plant (the source of the

coal tar pollution) will be capped as well. Improvements to the stormwater runoff from Pine Street that empties into wetlands adjacent to the site will improve the natural filtering that the wetlands provide. Additional moneys may be made available for "supplemental projects" to improve the environmental conditions within the watershed. Supplemental projects include:

**1998 Plan: Restoration of Englesby Brook**

Reduce the discharges of bacteria, sediment and other pollutants to the brook and Lake Champlain. Reduce the incidence of high runoff flows that cause erosion, property damage and stream channelization. Restore impaired habitat to improve stream health.

**1998 Plan: Community-based research and assessment on the existing conditions in the Lake**

Five-year program accessing the environmental health of Lake Champlain and especially Burlington Bay. Involve schools and the larger community in an effort to track the condition of the ecological communities in the Lake.

**1998 Plan: Provide access to the Barge Canal site in a safe and educational way**

Provide footpath and trail access to certain portions of the site to enable area residents and visitors to take advantage of the natural areas, historic value and educational opportunities the site provides.

**1998 Plan: Site engineering study program**

Optimize the opportunities for redevelopment of current site parcels. Analyze and summarize existing site data to determine potential loading for structures and appropriate foundation designs that could be utilized for different types of development.

**STATUS 2011:**

- Active superfund site with deed restrictions and perpetual monitoring requirements. Currently fixing breach in sand cap in the canal and installing a new barrier to prevent the spread of contaminants. .
- Restoration of Englesby Brook completed 2004
- No action on safe public access to the Barge Canal site

**r) Vermont Rail Yards (from the 1998 Plan)**

The City should study the idea of relocating the Vermont Rail Yards and facilities to a site off the Waterfront and outside Burlington's residential neighborhoods. The study should examine the pros and cons of moving the rail yards and an analysis of relocation costs. The State of Vermont currently owns more than fourteen acres of valuable lakeshore land that is leased to Vermont Railway. While the City encourages the expansion of passenger rail, the rail yards are a potential obstacle to development of the Waterfront as a publicly accessible community resource.

By moving the rail yards off the Waterfront, truck traffic through residential neighborhoods would be eliminated. Noise would be dramatically reduced. There would be a positive impact on Burlington's south end neighborhoods. And the storage and handling of hazardous materials would be eliminated. Relocation of the rail yards would provide an opportunity to create mixed use development on those lands. The Roundhouse and other historically significant structures would be preserved and made more accessible to Waterfront visitors.

Since 1987, State and City officials and Vermont Railway representatives have been considering the possibility of relocating these facilities to a site to the south of Burlington along the railway corridor. Middlebury, Brandon and Proctor have all been discussed as possible sites. On the other hand, relocation of the Vermont Railway yards off the waterfront could possibly mean the loss of rail infrastructure in the City and would further sanitize the waterfront from its industrial heritage. The movement of goods by rail is far more sustainable, efficient, economical and environmentally responsible than trucking. Future opportunities to

transfer goods for manufacturing and public use by rail should not be discarded without careful consideration.

**STATUS 2011:**

- Several levels of study have been conducted regarding the relocation of Vermont Rail Yards. There has been no significant progress in relocating the Vermont Rail Yards and facilities to a site off the Waterfront and outside Burlington’s residential neighborhoods.

**s) Bike Path & Promenade (from the 1998 Plan)**

The section of the Bikepath between College Street and King Street should be relocated from the east side to the west side of the active rail line as a result of the planned Commuter Rail project in 1999. The expanded Union Station activities have already resulted in bicycle and pedestrian conflicts in this area. The dramatic increase in rail traffic resulting from the Commuter Rail project will create an unsafe bikepath crossing at King Street unless the bikepath crossing at that point is eliminated. Between College and King streets, a pedestrian promenade should be constructed along the water’s edge. The Lake Champlain Basin Science Center and the Lake Champlain Transportation Company have integrated the promenade into their redevelopment plans. In contrast to recommendations in past plans, the relocation of the Bike Path in the Urban Reserve is no longer contemplated. Instead, a pedestrian path or promenade should be created whenever possible extending from the southern end of Perkins Pier to the northern end of the Urban Reserve. Any additions or changes to bike and pedestrian ways in the Urban Reserve should consider possible impacts on natural resources, waterfront access, future uses, and the separation of different type of users. Whenever possible, the bike path should be widened to a minimum of ten (10) feet everywhere in the Urban Renewal area. Bike racks (both open and covered), showers and locker facilities should be encouraged in new development on the Waterfront. Bike racks should be added as furniture along the bikepath.

**STATUS 2011:**

- Relocation of two bike path sections – no change.
- Pedestrian promenade extend around ECHO and Navy Memorial.
- One section of the bikepath relocation is contingent upon the execution of Lake Champlain Transportation Company conceptual redevelopment plans including a hotel and conference center public access to lakeshore and amenities to serve Perkins Pier Marina. These plans have not advanced at this time.
- Bike path is over 20 years old and in need of major upgrade and was additionally damaged in the 2011 flooding.
- In 2010 the city council established a Bike Path Task Force to conduct a feasibility study of improvements and a final report has now been provided to the City Council.



**t) Waterfront and Battery Parks (from the 1998 Plan)**

Development of Waterfront Park is substantially complete. The use of the Park for festivals and special events brings thousands of visitors to the Waterfront. The use of the festival site should be maximized. Recent installation of an irrigation system will improve the viability of grass in that area of the Park. Public restrooms should be made available near the northern end of the waterfront. Several existing and proposed developments increase the need for such facilities:

- Festivals
- Small boat launch

- Skatepark and rink
- Fishing pier behind the Water Treatment Plant.

A small support facility is required by the Department of Parks & Recreation for maintenance and service for Waterfront Park, the Boathouse and the Skatepark. The Battery Park Master plan should be implemented in association with Waterfront Development. Improvements yet to be implemented include a pedestrian link from Sherman Street to Depot Street and redevelopment of the Battery Park Extension and lower plaza at College Street. The view of the Waterfront from Battery Park should be formally recognized as an asset by installing descriptive signs along the park wall pointing to notable features on the Waterfront below.

**STATUS 2011:**

- Festivals: The city has worked to manage and balance the impact of Festivals on adjacent neighbors while acknowledging that Waterfront Park is a critical economic engine not only for the City but the entire region. **Annual July 3<sup>rd</sup> Independence Day Celebration pictured below.**



Below is a partial list of special events that took place either at Waterfront Park in 2011:

- ❖ February 5 --Burlington Winter Festival/Special Olympics VT Penguin Plunge
  - ❖ May 28-- MVP Health Care YAM Scram
  - ❖ May 29 -- Keybank Vermont City Marathon
  - ❖ June 9 & 11 -- Discover Jazz
  - ❖ June 12 -- BCA Kite Festival
  - ❖ June 25 -- Burlington Wine and Food Festival
  - ❖ July 3 -- Burlington Independence Day Celebration
  - ❖ July 15, 16 -- Vermont's Brewer's Festival
  - ❖ August 7 -- Dragon Boat Festival
  - ❖ August 11 -- Private Reception
  - ❖ August 11 – 14 -- Maritime Festival & Antique Boat Show
  - ❖ August 20 – 21 -- USA Triathlon – 2011 National Championship
  - ❖ September 4 -- Private Wedding
  - ❖ September 24 -- 2011 NAMI Walk
  - ❖ September 23, 24, 25-- Nor'Easter presented by Eastern Mountain Sports
  - ❖ October 8 -- Private Wedding
  - ❖ October 9 -- Lake Champlain Regional Chamber of Commerce Pumpkin Regatta
- Small boat launch: The boat launch was constructed. This popular facility has seen a decent amount of use and has been a critical piece of the annual Penguin Plunge and Pumpkin Regatta events.

- Skatepark and rink: The current facility was built in 2000. The Skatepark, which was constructed of wood and steel, has reached the useful end of the life of the materials. A replacement concrete Skatepark was planned as part of the Moran Redevelopment and will now be constructed as part of the Waterfront north project. In 2011, the city developed construction documents to build a new larger concrete Skatepark that is now being legally challenged by some of the same neighbors who challenged the previous Skatepark.
- Fishing pier behind the Water Treatment Plant completed. This work also included public restrooms in a picnic pavilion.
- Improvements at foot of College Street complete and include information center and public restroom, improve access to the boathouse, new sidewalks, bus improvements and other amenities.
- Planning study completed for Waterfront North Access Improvements. Phase 1 of these improvements received a federal grant and was to be under construction in 2012, but has had permits appealed by neighbors.
- 2003 Bike path study
- Major repairs conducted on the northern end of the bike path to prevent its collapse into the lake.
- A plan was completed and improvements constructed in Battery Park Extension 2007-2008

#### **u) Heritage Protection (from the 1998 Plan)**

##### **1998 Plan: Heritage Protection**

The City should develop an approach that identifies and values key elements and artifacts of the industrial, transportation and maritime heritage associated with the Burlington Waterfront. Such an approach will serve the goals of education, protection of cultural heritage and enhanced opportunities for heritage tourism. Senator Jeffords is investigating a Heritage Corridor for Lake Champlain with the National Park Service. The City should move ahead with its own system.

##### **1998 Plan: Heritage Trail**

A self-guided pedestrian and/or bicycle Heritage Trail should be developed. Points of interest should be marked along the route with a consistent signage system. Models could enhance the educational experience at key points. Points of interest on the Waterfront might include:

- Barge Canal Bridge
- Roundhouse Point
- Rail Yard
- South Spit
- Union Station
- Pease Property
- Ship Wrecks
- Moran Plant
- Railroad Siding
- Railroad Tunnel

A Heritage Trail should also link the Waterfront with the rest of downtown. Burlington Business Association, the Department of Planning and Zoning, the Preservation Trust of Vermont and the Church Street Marketplace have all expressed an interest in working on such a project. The City should work closely with the efforts of the Lake Champlain Bikeways group. These groups should create a taskforce which might begin with an inventory of existing conditions and historical documentation to investigate the feasibility.

##### **STATUS 2011:**

- The city contracted for a survey of the Burlington Harbor which was completed by the Lake Champlain Maritime Museum, which identified not only shipwrecks but other relevant maritime historic resources. In fact until this spring the Lake Champlain Maritime Museum operated three satellite facilities in Burlington: Captain White House, Lake Champlain Maritime Museum and the Lois

McClure at Perkins Pier. The 2011 spring flooding discontinued. the Lake Champlain Maritime Museum & the Lois McClure at Perkins Pier

- The Island Line Trail unites the Burlington Bike Path, the Colchester Causeway, and the Allen Point Access Area in South Hero into a stunning 14-mile trail that travels along, and over, Lake Champlain. There are a variety of wayfinding and interpretive signs along the entire Island Line Trail.
- Multiple heritage interpretation panels on the waterfront, in Battery Park and Downtown (several are bilingual).
- Restoration of Breakwater complete, nominated for register of Historic Places
- Historic replica Lighthouses completed on breakwater
- Replica schooner "Lois McClure" dedicated/launched July 4<sup>th</sup> 2004
- The authorization legislation of the Champlain Valley National Heritage Partnership (CVNHP), the *National Heritage Areas Act of 2006* (Public Law 109-338), established the new heritage area to recognize the importance of the historical, cultural, and recreational resources of the Champlain Valley; to preserve, protect, and interpret those resources; to enhance the tourism economy; and to encourage partnerships among state/provincial and local governments; and non-profit organizations in New York, Quebec and Vermont to carry out the purposes of the legislation. The City of Burlington regularly participates in CVNHP Chittenden Stakeholders Group convened by the Chittenden County Regional Planning Commission (CCRPC) in conjunction with the Lake Champlain Basin Program (LCBP). The CCRPC and LCBP are coordinating this in Northwestern Vermont. Burlington is a regular participant in these efforts.
- The Moran Plant was listed on the National Register of Historic Places on December 17, 2010.



**Interpretive signs in Champlain 400 Plaza**

#### **v) Public Art on the Waterfront (from the 1998 Plan)**

Public art is central to the cultural life of the City and is strongly supported by the Burlington community. The incorporation of artwork throughout the public areas of the City notably improves the quality of life of City residents and the quality of experience of City visitors. The

Art in Public Places Program, upon approval of the City Council, will be fully integrated into the management and development of Burlington's waterfront. The Art in Public Places Program will:

- Provide the City's residents and visitors with an expanded visual arts experience by creating permanent and temporary sites for art throughout the City;



- Enhance Burlington's standing as an arts community;
- Provide opportunities for professional artists to integrate artworks and ideas into a variety of settings and involve City residents in the development of art in public places.

The public art planning process shall relate to the City's various planning functions, such as infrastructure improvement, neighborhood planning processes, park planning and redevelopment. Whenever possible sites for artwork projects will be identified at the early stages of planning in order that artwork and art ideas can be effectively and economically integrated into project development. The public art selection procedure, as more fully described by Burlington City Arts' *Art in Public Places Guidelines* will not override or adversely affect any plan for the use of public or private land by the City. Burlington City Arts will review and, if necessary, revise the public art selection process not less than annually.

**STATUS 2011:**

- The city incorporated artists into its consultant teams for the following infrastructure projects: Side Streets off Church Street, College Street Access Improvements and Waterfront Access North Improvements.
- A challenge to Public Art is the lack of a funding mechanism to maintain public art particularly when it is an outdoor installation.

**VI. POTENTIAL PROPERTY ACQUISITION**

The City considered acquiring certain properties for the purpose of implementing the 1998 Plan. This section lists these properties and what happened in relation to their acquisition.

- Parcel on the northwest corner of Battery and Main Streets, owned by Automotive Supply Associates (Sanel), for the purpose of developing the Multimodal Transportation Center.

**STATUS 2011:** City acquired this property for use in the Multimodal Transportation Center. The city cancelled the Multimodal Transportation Center project and sold the property to April Cornell.

- Parcel on the southwest corner of Battery and College Streets, owned by Spillane Automotive, for the purpose of developing the Multimodal Transportation Center.

**STATUS 2011:** The city cancelled the Multimodal Transportation Center project and never acquired this property.

- Parcel of approximately 0.2 acres in size in the Interim Development Area, owned by Frank Von Turkovich, for the purpose of facilitating the development of that parcel and lands already owned by the City.

**STATUS 2011:** The city acquired this property and worked with the Burlington Community Land Trust (now Champlain Housing Trust) to develop 40 units of mixed-income rental housing on this location. City retained ownership of the land and leases it Champlain Housing Trust.

- Portion of parcel owned by Lake Champlain Transportation (LCT) Company along railroad right-of-way between College and Main Streets for the purpose of relocating the Burlington Bikepath to the west side of the railroad tracks in that area.

**STATUS 2011:** This parcel is still owned by LCT. There may be opportunities for collaboration if LCT pursues its redevelopment plans for this parcel.

## VII. DEMOLITION CONTEMPLATED

In order to carry out the 1998 Plan, the City considered demolition—in all or in part—of the five structures in the Waterfront District listed below.

- **Pease Grain Tower - Demolished**
- **Brick Building on the Astroline Site - Demolished**
- **Automotive Supply Associates Building – see Status in section above**
- **Spillane Automotive Building - see Status in section above**
- **Naval Reserve Building – Demolished to build ECHO**

## VIII. ZONING CHANGES RECOMMENDED

### **Parking**

To meet the goals of this plan, the zoning ordinance for zones WFC-E and WRM may be modified to set parking requirements for new Waterfront development to 50% of current standards, and to require developers to seek waivers if they plan to build additional spaces.

**STATUS 2011:** Current zoning reflects this change through out the downtown.

### **Interim Development Area**

Zoning districts in the Interim Development Area should be modified to make them consistent with the Public Trust laws restricting uses of filled lands in the area.

**STATUS 2011:** Current zoning reflects this change and is consistent with Public Trust restrictions.

## IX. FINANCING MECHANISMS - A MIXED ECONOMY APPROACH

The Plan contemplated the use of both public and private enterprise to make Waterfront revitalization possible. Private enterprise was encouraged on lands not subject to the Public Trust Doctrine to the east of Lake Street. It will also be encouraged for the purpose of revitalization on portions of filled Public Trust lands that are still being put to bona fide public trust uses such as wharfing (e.g. the Lake Champlain Transportation Ferry Dock). Public investment and enterprise were contemplated primarily on filled Public Trust lands where only public uses are legally permitted. Infrastructure improvements were contemplated as primarily a public sector task. Anytime the City incurs debt to finance a project in the Waterfront Urban Renewal District, the City shall be subject to State statute including but not limited to Urban Reserve statutes. As is true throughout the City, any acceptance of funds for projects must be approved by the City Council.

In some cases, a partnership of public and private sector enterprise will be required. For example, the redevelopment of the Moran Station, creation of recreational facilities and the development of a multimodal transportation center all would require such a partnership.

### **Financing Mechanisms Available**

Burlington has been a very resourceful community tapping into an array of sources and utilizing a variety of mechanisms to fund the project elements of the 1998 Plan. The City of Burlington has not and should not look to the taxpayer as the sole, or the most significant, source of financing for acquisition of property or for financing development projects. The full array of programs and mechanisms available to assist in financing the projects include the following:

#### **1998 Plan: Private-Sector Fundraising**

A method of raising voluntary contributions from corporations, businesses, foundations, individuals and other groups for the acquisition, development or management of lands, facilities, programs or activities. Donors benefit from improved recreational opportunities and may be eligible for income tax deductions.

**STATUS 2011:** The City has used this approach particularly for programs (events in Waterfront Park) and facilities.

**1998 Plan: Community Development Block Grant (CDBG)/ CDBG E-Z Access**

A federal program available to promote sound community development through projects that principally help low and moderate income people or prevent *or* eliminate slums or blight *or* meet urgent community development needs.

**STATUS 2011:** The city has utilized CDBG funds to promote economic development and removal of blight and contamination on the Waterfront. E-Z Access – was a program of CEDO’s Economic Development division to make businesses accessible to people with disabilities. This source was not sufficient to meet the need.

**1998 Plan: Vermont Fish and Wildlife Department**

This department has a small grant program which makes moneys available for the acquisition and development of land for boat launching facilities.

**STATUS 2011:** The city used these funds in coordination with the state to construct the boat launch.

**1998 Plan: Vermont Housing & Conservation Trust Fund**

Available for projects that preserve the working landscape, protect environmental resources, and support affordable housing.

**STATUS 2011:** The city used these funds as part of a package to purchase much of the CVR lands on the Waterfront, particularly the Urban Reserve. CHT also used Vermont Housing & Conservation Board funds to develop 300 Lake street mixed-income apartments.

**1998 Plan: Army Corps of Engineers**

Funding available for breakwater, shoreline and environmental restoration projects.

**STATUS 2011:** The city has used this funding for repairs to the Breakwater along with the construction of the two replica lighthouses on the breakwater and will use this funding for removal of several oil dolphins in the harbor.

**1998 Plan: Federal Funds**

Special appropriations are sometimes available for capital projects.

**STATUS 2011:** Senator Leahy secured an appropriation in HUD’s Economic Development Initiative budget for the extension of Lake Street to service 300 Lake Street.

**1998 Plan: Land & Water Conservation Fund**

Federal funds administered by State Recreation Division. May be available for boat launches and other recreational amenities.

**STATUS 2011:** The city used these funds in coordination with the state to construct the fishing pier.

**1998 Plan: Federal Transit Authority - TEA21**

The replacement program for ISTEA. Available for innovative mass transit projects.

**STATUS 2011:** The City received funds from the Safe, Accountable, Flexible, and Efficient Transportation Equity: A Legacy for User (SAFETEA-LU) act administered by the Federal Highway Administration (FHWA) for \$3.5 million for transportation related improvements on the City's waterfront. SAFETEA-LU was the replacement program for TEA-21.

**1998 Plan: General Obligation (GO) Bonds**

Backed by the full faith and credit of the City and paid for through general fund property taxes.

**STATUS 2011:** The city did issue a GO bond in the early 1990s for purchase of the "North 40" waterfront land and miscellaneous activities related to the land.

**1998 Plan: Revenue Bonds**

Backed by the revenue generating potential of the capital improvement they fund. Paid for by receipts obtained through the use of the facility.

**STATUS 2011:** The city has not used this financing mechanism on the Waterfront.

**1998 Plan: Dedicated Revenue General Obligation Bond**

A general obligation bond issued for a specific activity which generates revenues sufficient enough to pay the bond obligation. However, these bonds still pledge the full faith and credit of the City through the property tax. Interest rate for a GO bond is lower than for a revenue bond, and as a dedicated revenue bond it does not have to meet the strict regulatory requirement of a general revenue bond.

**STATUS 2011:** The city has not used this financing mechanism on the Waterfront.

**1998 Plan: Section 108 Financing**

HUD loan program secured with CDBG funds. City voters approved the use of this mechanism in 1995.

**STATUS 2011:** The city used Section 108 Financing for the construction of Lake Street from College Street to Depot Street, which in turn supported the construction of housing and commercial/office space on the Waterfront.

**1998 Plan: Mortgage Loan**

Typically available at local banks, the land or property is pledged as collateral to the mortgage.

**STATUS 2011:** The city has not used this financing mechanism on the Waterfront.

**1998 Plan: Private Financing**

Utilized for project elements which are privately owned and developed.

**STATUS 2011:** Private Developers have used an array of resources to make their projects feasible.

**1998 Plan: Special Assessment District**

Allowed by 24 VSA Chapter 87. Established for the purposes of providing a public improvement which is to benefit a limited area of a municipality. The Church Street Marketplace is an example.

**STATUS 2011:** The city has not pursued this option to date.

**1998 Plan: Tax Increment Financing (TIF)**

Isolates the additional property tax revenues produced by redeveloping deteriorated properties and uses these revenues to repay the costs of public investments in infrastructure and facilities in the district.

**STATUS 2011:** In November 1996, with the approval of Burlington voters, the City established the Waterfront Tax Increment Financing (TIF) District. The district included all portions of the Waterfront Urban Renewal District north of and including Maple Street. In 1997, the TIF District was expanded to include part of the downtown. Within the TIF district, public investment can be financed by isolating and designating incremental increases in property tax revenues that result from the redevelopment of deteriorated properties. This mechanism is used when a public investment encourages subsequent redevelopment efforts by the private sector. For example: the reconstruction of Lake Street. In this case, reconstruction of the street and related infrastructure has made possible the redevelopment of the private properties east of Lake Street. Clearly, the TIF mechanism has enormous potential for use on the Waterfront.

The following uses of TIF revenue are specifically allowed:

- Public infrastructure improvements, including parking.
- Lake Street reconstruction.
- Moran Plant redevelopment and related infrastructure
- Lake Champlain Basin Science Center improvements.
- Waterfront/Downtown linkages.
- Retirement and/or refinancing of the Urban Reserve debt.
- Multimodal Transportation Center construction.
- Lakeview Garage Construction and Expansion
- Lake Street construction and extension

Burlington's Waterfront TIF district has been very successful and the details are below. It is important to understand that if the city does not use the entire increment capacity it will lose these funds for local purposes and they will revert to the State.

#### **Burlington Waterfront TIF:**

- Waterfront TIF Grand List 1997 (Before TIF District) = \$42,902,900
- Waterfront TIF Current Grand List = \$119,812,100
- \$76,909,200 = Waterfront TIF Incremental Increase

Burlington's residents have shown consistent support for building infrastructure in concert with new commercial development; on the waterfront, where Burlington's voters previously approved a TIF District, it resulted in these public improvements:

- Lake Street Reconstruction
- Urban Reserve Acquisition
- Lakeview Parking Garage
- Waterfront Fishing Pier
- Lake Street Extension
- Lakeview, Westlake and College Garages

#### **1998 Plan: Fees and Charges**

Entrance fees, activity fees, leases, and license fees. Consideration should include equity, affordability, and benefits received.

**STATUS 2011:** The CEDO has used lease fees from staging activities for assessment and remediation activities in the Urban Reserve. Parks has used a variety of fees on the Waterfront.

**1998 Plan: Development Fees - Impact Fees**

Authorized by 24 VSA 4417(a), these fees are paid by developers in lieu of dedicating a certain percentage of property where dedication is not practical. The amount can be established by the City Council. Impact fees are a form of development fee.

**STATUS 2011:** The city has used both Traffic and Parks impact fees as local match for federal funding of improvements on the waterfront.

**1998 Plan: Other Taxes: URBAN RENEWAL**

Set forth in Chapter 85, Title 24, this mechanism allows the City to employ a wide variety of taxing mechanisms *other than* the ad valorem property tax. Available for uses such as to mortgage property, or to levy taxes and assessments.

**STATUS 2011:** The city has used the tools provided for through Urban Renewal.

**Other Categories of Resources:**

The redevelopment of the Moran will use both New Market Tax Credits and federal "Historic" Tax Credits.

**X. CONCLUSION**

The two Waterfront Revitalization Plans adopted by its citizens have provided a guiding vision and unifying force for development of the Waterfront district. Much progress has been made implementing both the 1990 and 1998 Plans; many of the projects mentioned in the Plan have been completed, some are in various stages of development, and others have been cancelled or have evolved from the original proposals. These plans have united the citizens and municipal government in a common vision and allowed for consistent and persistent efforts to realize the elements of both plans. There is still more work to be done, but there have been remarkable achievements in light of funding challenges and economic downturns to reclaim Burlington's post industrial waterfront and incorporate it into the downtown core ensuring public access and economic vitality into the future.

**SIDE BY SIDE COMPARISON OF 1990 WATERFRONT PLAN AND 1998 REVISIONS & A 2010 STATUS UPDATE**

1990 PLAN	1998 REVISION	2010 Update
<b>V. GUIDING PRINCIPLES</b> - 13 principles listed.	<b>IV. GUIDING PRINCIPLES</b> - No changes.	<b>IV. GUIDING PRINCIPLES</b> - No changes
<b>B. LAKE CHAMPLAIN CLEAN UP</b> - \$52 million project to separate sewer and storm water lines and upgrade the main treatment facility to ensure a clean harbor and beaches.	<b>Completed</b> - Not in 1998 Revision.	<b>Completed</b> - Not in 1998 Revision.
<b>C. A MAJOR WATERFRONT PARK</b> - Creation of a major urban park on 11 acres of land between the Coast Guard and Naval Reserve.	<p><b>T. WATERFRONT AND BATTERY PARK</b> - Further improvements to Waterfront Park. Implementation of Battery Park master plan.</p> <p><b>S. BIKEPATH AND PROMENADE</b> - Relocation of two bike path sections and extension of pedestrian promenade.</p>	<p><b>T. WATERFRONT AND BATTERY PARK –</b></p> <ul style="list-style-type: none"> <li>Improvements at foot of College Street complete and include information center and public restroom, improve access to the boathouse, new sidewalks, bus improvements and other amenities.</li> <li>Planning study completed for Waterfront North Access Improvements. Phase 1 of these improvements received a federal grant and will be under construction in 2012.</li> <li>2003 Bike path study</li> <li>Major repairs conducted on the northern end of the bike path to prevent its collapse into the lake.</li> <li>A plan was completed and improvements constructed in Battery Park Extension 2007</li> </ul> <p><b>S. BIKEPATH AND PROMENADE -</b></p> <ul style="list-style-type: none"> <li>Relocation of two bike path sections – no change.</li> <li>Pedestrian promenade extend around ECHO and Navy Memorial.</li> </ul>
<b>D. DEVELOPMENT EAST OF LAKE STREET</b> - 200,000-300,000 square feet of urban infill development, creating a mixed-use urban neighborhood.	<b>A. DEVELOPMENT ADJACENT TO LAKE STREET</b> - No changes.	<p><b>A. DEVELOPMENT ADJACENT TO LAKE STREET –</b></p> <ul style="list-style-type: none"> <li>300 Lake Street – 40 units of mixed rate housing</li> <li>200 Lake Street – total of 19 units</li> <li>Burlington Bay – development and expansion</li> <li>Lake &amp; College – 62,726 sf of commercial/office/retail</li> </ul>
<b>E. THE NEW LAKE STREET</b> - Reconstruct and improve Lake Street right-of-way, emphasizing pedestrian use, minimizing vehicular access, and reflecting a scale and aesthetics similar to a small city street.	<p><b>B. INFRASTRUCTURE IMPROVEMENTS</b> - New element is the potential narrowing of Battery Street and pedestrian crossing improvements.</p> <p><b>G. PARKING</b> - No change to goals. Allows for some parking to remain at Pease West lot to accommodate water-dependent uses. Battery Street on-street parking added. Recommend 50% parking reduction in Zoning requirements. Parking study added.</p>	<p><b>B. INFRASTRUCTURE IMPROVEMENTS</b></p> <ul style="list-style-type: none"> <li>This was part of the Waterfront North Access Study – recommendation was to make signal and spot improvements with further study regarding acceptable levels of congestion</li> </ul> <p><b>G. PARKING -</b></p> <ul style="list-style-type: none"> <li>The downtown Burlington Parking Study was completed in March 2003</li> <li>Waterfront Transportation plan</li> <li>Improvements to the intersection of Lake and College Street along with improvements to the Pease parking lot completed in 2010</li> <li>The Zoning Ordinance was changed in to the 50% reduction.</li> </ul>
<b>F. BOATING, MARINAS AND FISHING PIERS</b> - Improve access to Lake by anglers and people using boats. Including: fishing pier, expansion of Perkins Pier Marina, expansion of Coast Guard facility, new boat launch.	<p><b>C. BOATING AND FISHING</b> - New elements are development of a harbor master plan, and a recognition of the importance of continuing the Sailing Center’s presence on the Waterfront.</p> <p><b>N. LCTC PROPERTY</b> - Redevelopment of LCTC property in a manner that will ensure public access to lakeshore. Conceptual plans include restaurant and amenities to serve Perkins Pier Marina.</p>	<p><b>C. BOATING AND FISHING -</b></p> <ul style="list-style-type: none"> <li>Fishing Pier completed in 2002</li> <li>Harbor master plan completed</li> <li>Boat launch completed</li> <li>New coast guard facility completed</li> </ul> <p><b>N. LCTC PROPERTY</b> - LCTC conceptual redevelopment plans include hotel and conference center public access to lakeshore and amenities to serve Perkins Pier Marina.</p>
<b>G. IMPROVEMENTS TO DOWNTOWN</b> - Improvements to the Downtown to ensure pedestrian access and safety, to improve the aesthetics of the Downtown, and to strengthen the pedestrian linkages to the Waterfront.	<b>D. INTEGRATION WITH DOWNTOWN</b> - Proposed four-phase signage plan. Expansion of College Street Shuttle.	<p><b>D. INTEGRATION WITH DOWNTOWN -</b></p> <ul style="list-style-type: none"> <li>Expansion of College Street shuttle route</li> <li>New signage at stops and some with more schedule information</li> </ul>
<b>H. MORAN GENERATING STATION: RENAISSANCE CENTER</b> - Transformation of the Moran Generating Station into the Renaissance Center for Science and the Arts.	<b>E. THE FORMER MORAN PLANT</b> - Redevelopment of Moran Plant as an arts facility.	<b>E. THE FORMER MORAN PLANT</b> - Redevelopment of Moran Plant into a family adventure center with a world-class indoor ice and rock climbing facility, restaurant and café, and expanded community sailing center. It will create a variety of recreation and education opportunities and amenities for the people of Burlington in a public facility that ensures access to and enjoyment of Lake Champlain. Also proposed are increased green space and park amenities, observation deck, children’s splash area, seasonal refrigerated skating rink and a rebuilt skate

<b>I. NAVAL RESERVE FACILITY</b> - Relocate Navy operations and convert Naval Reserve Facility to public uses.	<b>F. SCIENCE CENTER</b> - Three-phase redevelopment plan.	<b>F. SCIENCE CENTER</b> - ECHO opened in 2003. ECHO is raising funds for their first expansion
<b>J. RECREATION CENTER</b> - Creation of an indoor, full-service, year-round recreation facility north of the Moran Plant.	<b>REMOVED</b> - Not in 1998 Revision.	<b>REMOVED</b> - Not in 1998 Revision.
<b>K. THE STARSHIP TRAMWAY</b> - The creation of infrastructure that provides people with easy access from Interstate exit 16 to the Waterfront while not relying on the automobile as the primary means of transportation. The Starship Tramway was proposed as an example of an innovative alternative to automobile traffic.	<b>H. ALTERNATIVE TRANSPORTATION</b> - Expand College Street Shuttle, build Multimodal Transportation Center, encourage commuter rail and Amtrak to Burlington, create shuttles between parking and destinations on the Waterfront.	<b>H. ALTERNATIVE TRANSPORTATION</b> – <ul style="list-style-type: none"> <li>Expanded College Street Shuttle</li> <li>No build - Multimodal Transportation Center</li> <li>Trail commuter rail service – discontinued</li> <li>Shuttles between parking and destinations on the Waterfront</li> </ul>
<b>L. TRANSPORTATION CENTER AT UNION STATION</b> - Creation of a multimodal transportation center to enhance the efficient use of existing transportation systems and to decrease use of automobiles.	<b>I. MULTIMODAL TRANSPORTATION CENTER</b> - Across from Union Station. Construction of a multimodal transportation center on Battery Street between College and Main Streets. Adds 288 parking spaces. Wrapped in retail.	<b>I. MULTIMODAL TRANSPORTATION CENTER</b> – City Council rejected this project
<b>M. HOUSING</b> - New construction and rehabilitation of housing Downtown and on the Waterfront, including housing for low- and moderate-income persons.	<b>J. HOUSING</b> - No changes.	<b>J. HOUSING</b> – <ul style="list-style-type: none"> <li>216 Lake Street – 10 units</li> <li>300 Lake Street – 40 units</li> <li>In lieu payment for offsite affordable units from all new condos on Battery Street</li> </ul>
<b>N. NORTH 40: AN URBAN RESERVE</b> - Designation of lands north of the Moran Plant as an Urban Reserve. A future generation would determine what level of development would occur at the site.	<b>K. URBAN RESERVE</b> - No changes. Interim Uses defined. Management defined. “Future Generations” defined as sometime after 2012.	<b>K. URBAN RESERVE</b> - “Future Generations” defined as sometime after 2012 <ul style="list-style-type: none"> <li>The <i>Interim Use and Stewardship Plan for the Urban Reserve</i>, which was adopted by the Planning Commission and City Council in October 1997. The plan outlines interim use and stewardship, long-term planning, site remediation, public access and future policy and management for the Urban Reserve and the Interim Development Area over the next 10 to 15 years.</li> </ul>
Development in this area contemplated, including the Community Recreation Center, housing, roadways and other infrastructure.	<b>L. INTERIM DEVELOPMENT AREA</b> - Zoning regulations should be made consistent with Public Trust Doctrine use restrictions.	<b>L. INTERIM DEVELOPMENT AREA</b> - The current zoning ordinance is now consistent with Public Trust Doctrine use restrictions.
Recreation uses allowed by zoning changes for this area.	<b>M. SKATE PARK</b> - Construction of a skate park and rink in the Interim Development Area.	<b>M. SKATE PARK</b> – Construction of a skate park and rink in the Interim Development Area in 2001.
Not mentioned in 1990 Plan.	<b>O. WINTER ENJOYMENT</b> - Creation of ice skating rink and sledding hill.	<b>O. WINTER ENJOYMENT</b> – Ice skating rink in Waterfront Park behind and in front of ECHO now by skate park future at Moran
Not mentioned in 1990 Plan.	<b>P. PUBLIC MARKET</b> - Creation of year-round public market for local farmers and crafters currently under study.	<b>P. PUBLIC MARKET</b> – A study was completed that looked at the Pease parking lot location. The results of the study were that it was not feasible in this location
Not mentioned in 1990 Plan.	<b>Q. BARGE CANAL</b> - Mitigation plan approved. Some properties reclassified as “brownfields.” Moneys available for other environmental improvements in watershed.	<b>Q. BARGE CANAL</b> – Active superfund site with deed restrictions and perpetual monitoring requirements. Currently fixing breach in sand cap in the canal.
Not mentioned in 1990 Plan.	<b>R. VERMONT RAIL YARDS</b> - Study relocation of Vermont Rail Yards.	<b>R. VERMONT RAIL YARDS</b> – Several levels of study have been conducted regarding the relocation of Vermont Rail Yards.
Not mentioned in 1990 Plan.	<b>U. HERITAGE PROTECTION</b> - Acknowledges importance of preserving and promoting Waterfront heritage. Heritage Trail proposed.	<b>U. HERITAGE PROTECTION</b> - <ul style="list-style-type: none"> <li>Multiple heritage interpretation panels</li> <li>Restoration of Breakwater complete, nominated for register of Historic Places</li> <li>Historic replica Lighthouses completed on breakwater</li> <li>Replica schooner “Lois McClure” dedicated/launched July 4<sup>th</sup> 2004</li> </ul>
<b>VII. POTENTIAL ACQUISITION</b> - CVR lands, Pease Grain parcel, Naval Reserve facility, Union Station.	<b>VI. POTENTIAL ACQUISITION</b> - Spillane, Sanel, VonTurkovich, portion of LCTC property for bikepath.	<b>VI. POTENTIAL ACQUISITION</b> The City purchased the VonTurkovich & Sanel parcels
<b>VIII. DEMOLITION CONTEMPLATED</b> - Bulk oil storage tanks.	<b>VII. DEMOLITION CONTEMPLATED</b> - Spillane, Sanel, Pease, brick building on Astroline, Naval Reserve facility.	<b>VII. DEMOLITION COMPLETED</b> - Pease, Astroline building, Naval Reserve facility.