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## Minutes

### Parks, Arts & Culture Committee Meeting

Thursday, December 18, 2018, 5:30 – 7:00pm

Room 12, 149 Church Street, City Hall

#### Attendance:

Committee Members: Chair David Hartnett, Councilor Joan Shannon, Councilor Ali Dieng

Neale Lunderville – CEDO, Kristen Merriman-Shapiro – CEDO, Mary Denko – Fletcher Free Library, Cindi Wight – BPRW Holli Bushnell – BPRW/Clerk's Office, Erick Crockenberg – New Moran, INC, Zack Campbell – PC Construction, Alex Halpern – Freeman French Freeman, Nancy Kaplan- Parks Commission, Councilor Karen Paul, Joe Speidel, Eugenie Delany, Cliff Rader

Meeting called to order at 5:38pm

#### 1. Approval of agenda

Councilor Dieng moved to approve the agenda, Councilor Shannon seconds, all were in favor.

#### 2. Approval of draft minutes from August 23, 2018

Shannon moved to approve the minutes, Dieng seconds. All were in favor.

#### 3. Public Forum

The public forum was moved to later in the meeting after the updates. Public comments and questions were made following presentations.

Before old and new business commenced, Councilor Hartnett took an opportunity to thank Neale Lunderville for his service as Interim Director of CEDO.

#### 4. Update on Memorial Auditorium Town Hall – CEDO

Lunderville opened his recap by stating that he felt the meeting on 12/6 had been successful. He attributed that success in large part to the amount of community input CEDO acquired during their design process. He felt that communication was key in developing a project that met the needs and desires of all community members.

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Lunderville reiterated the elements of work required to make Memorial into a usable space - repair and replacement of fixtures and damaged areas inside and outside the building, new HVAC, air conditioning, boilers, and windows. He also repeated the requirements to fully modernize the building - 11,000sqft 3-story addition, updated lighting, electrical, seating, and all manner of facilities, improved accessibility, updated theatrical rigging and equipment, commercial kitchen space, improved concessions, and updates to acoustics. He explained that, while the plan was well received it was far out of the budget. A gap of \$18 million exists between what the city is capable of bonding (\$15 million) and the cost of these updates and repairs (\$33 million).

The five potential plans for Memorial were detailed. Plan A is to shutter the building and do the bare minimum to maintain it for future use. This plan would cost around \$100,000 per year. Plan B is to make the necessary repairs to reopen the building. This would cost approximately \$15 million and would not improve the space to the point where the majority of requested events could be held. Options C1 and C2 are to completely repair and update the building. The cost for both of these options is \$33 million. Option 4a would leave the building completely under city control but would leave the previously mentioned \$18 million funding gap. Option 4b would be to bring in a private management company. The tax breaks from this option would bring the funding gap down to \$8 million. Options for closing this gap still need to be explored. The final option is to not only take on the repairs and update, but also improve the rest of the block. Though there is not a clear budget as yet for this option, Lunderville explained that the expansion of the project to the rest of the block would unlock TIF funds that could pair with the General Obligation bond of \$15 million. Should the city work with a partner to improve the whole block there are tremendous tax advantages available for the other party.

Those in attendance at the meeting were in favor of a fully updated Memorial Auditorium. They were also extremely enthusiastic about the plan to update the whole block. Though the question of funding remains, Lunderville concluded his update by sharing that, since the meeting, he has seen a lot of community love for Memorial as well as a great deal of excitement around the super block idea. The city seems to want an improved Memorial, and they want it done right. He asked for feedback from PACC concerning the potential proposals. After receiving this feedback, he feels that CEDO will be able to come back with a plan for the super block in the new year. There are concerns about making sure this project is within the means of the city, that the library, firehouse, and other buildings on that block are not impacted too heavily, and that the mid-town motel and brick house on main street can be incorporated into the project.

After concluding his update, Lunderville opened up for questions from the committee. Shannon asked if the GO bond had already been approved by the city council. Lunderville stated that it had not been. She also asked what the TIF funds would pay for. Lunderville clarified that a GO vote for \$15 million is required for any of the scenarios previously

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outlined (requires a 2/3 majority vote). In the super block scenario, CEDO would request a TIF authorization that would allow them to draw on the overall account for the downtown TIF. This has been done in the past to improve other public spaces, and would be used for parking, streetscape, and other, currently unknown issues. CEDO is currently estimating that the super block would run around \$10 million, but they need to do further research before confirming the amount required for currently unknown aspects of the project.

Dieng asked for clarification on the less expensive options. Lunderville reiterated the cost to shutter the building but keep it available for future improvements (\$100,000 a year) and to make the basic required repairs to reopen and some minimal upgrades to improve accessibility and functionality (\$10-12 million). Dieng asked again what the cost of the super block would be and when they might receive a plan for the super block. Lunderville reiterated that the cost is not known at this time. He believes it will take CEDO at least a month to gather all the pertinent information. Dieng asked if there is a possibility to start by making the necessary repairs to reopen the building, then add the improvements over time as funding becomes available. Lunderville regretfully informed him that, while it is an interesting possibility, it is not a cost effective option. Many of the repairs would be negated by the improvements (work that was done would be undone by the improvements). Finally, Dieng expressed concern that CEDO may struggle to meet their planning goals due to Lunderville's departure. Lunderville assured him that his team is up to the task.

Harnett expressed that he felt the town hall meeting had been a positive work session with lots of community engagement. He enjoyed the process and would like to see it used again in the future. As he had no questions for Lunderville he turned the floor over to Councilor Karen Paul and Nancy Kaplan of the parks commission. Neither had comments or questions and comments were turned over to the public.

Joe Speidel from ward 3 would like CEDO to look at the whole area, not just the building. He encourages the city to think big when it comes to Memorial. He wants to honor the past but look towards the future, think about the function of the building, not just the old space that currently exists.

Harnett commented that Speidel's statement perfectly sums up the sentiment at the 12/6 town hall meeting. Dieng asked how the new plans will be communicated to the public. Lunderville confirmed that an outreach plan will be submitted to PACC.

## **5. Proposal for Moran Building and Steps to Move Forward – CEDO**

Lunderville began his presentation by explaining that, for over thirty years the city has been looking at full scale adaptive reuse of the Moran building. They have tried to keep it as it is

and make it a 4-season usable space. This has been incredibly complicated due to the industrial nature of the site. All previous plans were rejected for various different issues.

Mayor Weinberger tasked CEDO with creating a functional space with less adaptability in an effort to avoid demolition (which would cost between \$3.9 and 10.7 million). Demo would leave either a concrete slab (\$3.9 million) or a bare field (\$10.7 million). The Mayor asked if a plan could be developed that would use the \$5.4 million in previously authorized TIF funds to create a building that activates the site immediately for small or medium events and gatherings, and integrates well with other park areas.

CEDO is proposing a “Frame” concept. This would incorporate a partial demolition of the building. It would remove the brick exterior, reveal the steel superstructure, and fill in the basement to a flat, concrete slab. While this would not be a 4-season space, it would be a covered space, able to protect patrons from most of the elements. Erin Moreau, the harbormaster, made it clear that that covered space is a needed feature at the waterfront, especially for larger events. The modified structure would have power and restrooms in addition to covering, and would feature lighting that would highlight the unique shape of the building. It would connect the sailing center and skate park with the new fishing pier, and would act as a gathering point, a place to showcase vendors, and preserve the history of the Moran plant, its role in Burlington history, and the transition Burlington has made from a coal powered city to using 100% renewable energy sources.

Moreover, the FRAME is a platform that can be built on in the future. Observation levels, more covering, and many other features (skating rink, outdoor movie screen, summer stage, vendor space, art exhibition and installation space etc...) are all potential add-ons to future phases of development. The current design is a combination of two different concepts, one by Freeman French Freeman (Alex Halprin) and another by Lincoln Brown from New Moran Inc.

At this point Hartnett requested that Erick Crockenberg and Zack Campbell share their part in the building redevelopment process that has taken place over the last several years.

Crockenberg detailed his interest in the building, beginning in 2012 with the Public Investment Action Plan (community version of RFP). He provided the winning proposal for the building, established a non-profit in 2014, and lead the design process in conjunction with the city until September 2017 when the design processes reached an impasse. He is still deeply invested in the successful development and architecture of the Moran building and wholly supports the FRAME concept since it's proposal in October. He has worked with Lincoln Brown (who provided the first draft of the images for the current proposal) and Zack Campbell (who wrote his architectural thesis on Moran), and created an architectural

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narrative with PC Construction who did a pro-bono cost estimate for the proposal. He feels due diligence has been done when it comes to this version of Moran.

Campbell added that, as he grew up in the greater Burlington area, this space has influenced his life as well as his career. When Crockenberg approached him with this current iteration of the plan, he was happy to contribute to the development. He feels the space and location will add a lot of community and cultural value to the city. Harnett thanked Crockenberg and Campbell for the input and opened up the public forum for questions.

Eugenie Delany asked what the dimensions of the footprint of the structure is in terms of how much cement will be in place instead of grass. Lunderville answered that the building is 12,000sqft, and some plans extend the building by an additional 8,000sqft to the north. Delany asked for the exact dimensions, and Kristin Merriman-Shapiro answered that the footprint will be approximately 17,000sqft (1/3 of an acre), and that the entire site is about 1 ½ acres. Upon hearing this Delany remarked that she prefers green space and that the proposed structure would have a lot of pavement.

Cliff Rader asked what the estimated cost of future development phases would be? He is concerned about funding would be available in the future. He asked if New Moran would be involved with development money. He loves the look of the future stages but wants to make sure it will happen and not lose momentum. Lunderville detailed that, above the base costs of the FRAME, the observation decks and elevator would cost around \$1.5 million, the skating rink would be \$350,000 (temporary) or \$1 million plus (permanent). Essentially, all of the additional phases are financially within reach, however the current goal is to work within the budget available, eliminate variables, and create a space that is functional as is but will allow for additions. The reason for the urgency is that the TIF funds must be used by the end of 2019 or those funds will no longer be available. By simplifying the concept, the 1<sup>st</sup> phase can be completed quickly and build momentum towards future phases.

Delany asked if the changes to the structure will cause unforeseen problems. Lunderville answered that structural engineers have inspected the building and the superstructure is completely sound. The removal of the bricks will not cause an issue. Delany asked if there will be an environmental impact from the demolition/construction or if there is any chemical waste that will require special attention. Merriman-Shapiro assured her that there is a corrective action plan in place. All protocols from the Department of Environmental Conservation are clear, have been included in the estimate, and will be part of any work that takes place. Delany asked about the longevity of the water department building next to the Moran building. Lunderville answered that the water building has been and is being upgraded and will remain in that location for the foreseeable future.

Joe Speidell loves this use of TIF money, but believes the space will not be usable for events without the addition of running water, electricity, and improved shelter. One third to one half of the days in the area are rainy, windy, or both. Weather needs to be taken into account and provisions need to be included in the plan. It needs to be a place to get warm (or cool off in the summer), there needs to be bathrooms and possibly a kitchen for events. He would like to have the city spend a little more on infrastructure to start it will pay for itself in short order. He would prefer the city make it usable from the beginning, think a little bigger, and insure the space will be used immediately upon opening.

Delany asked how the space will be kept separate from the skate park, if it will become a place that the homeless population will take over, and if there will be supervision on the space. Hartnett answered that it will be part of Waterfront Park, and as such will be patrolled and overseen by Parks staff. Hartnett then asked for a response from Councilor Karen Paul and Nancy Kaplan of the Parks Commission.

Councilor Paul was concerned that this will not be a 4-season space, as initially promised. She reiterated that the space needs to provide warmth in the winter and shelter from weather. She also asked if the coal hoppers are still in the building. Lunderville answered that they are. Paul then asked if there was a plan for any of the “cool” features left from the building’s industrial days. Lunderville was enthusiastic about this idea, stating that he would love to incorporate the industrial elements into art. Crockenberg stated that the hoppers do put stress on the structure but believes they could make an interesting art installation on site. It would cost approximately \$300,000 for windscreens and rain and snow coverings, and those are included in the budget. Those designs will be refined throughout the design process. The plan is to use high tensile canvas (possibly with D-rings) to keep off the wet and break the wind. Paul asked if there was a possibility to get 3D renderings of the building as it can be a bit difficult to understand the layout. She also asked if there is an estimated operational budget. Lunderville was extremely enthusiastic about the 3D renderings.

Delany asked where the information could be found online. Lunderville answered that it is on the CEDO website as well as the Moran website.

Nancy Kaplan stated that, from the parks commission’s perspective, this is an opportunity to turn lead into gold. She does wonder who will be responsible for financing the operation of the building. Lunderville responded that this is a city lead project that will ultimately be managed by the Parks department. Currently there is not a budget or information on estimated future revenue. A budget and revenue estimate will be forthcoming.

Hartnett commented that there needs to be heaters for the ice rink. Lunderville shared that, in keeping with the history of the building and the city's transition from traditional to green energy options, solar panels could be added to the building in the future and help provide heat for the ice rink.

Shannon commented that, while it's not practical to get a 4-season building immediately, there needs to be shelter. Shelter makes the space usable, and will help with income generation. She thinks a kitchen would be a great idea. Lunderville shared that CEDO will go back and think about adding more shelter. He also commented that, while a kitchen is not currently part of the plan, a "container" kitchen could be plugged into the space in the summer and stored elsewhere in the winter. This same process could be used for additional bathrooms, vendor space, and other building ad-ons. Shannon pointed out the importance of having sheltered space at the waterfront now that the fire department is evacuating festivals during storms. She feels that Moran can be the answer to that problem.

Dieng asked if there are currently risk estimates or plans in place to keep people from climbing on the structure and birds from completely taking over the area. Lunderville commented that there is a bird-deterrent system included in the plan. As for people climbing on the structure, that is an issue with which they are currently contending. Climbing the building as it is now is far more dangerous than it will be once the improvements are done as additional safety measures will be put into place. A complete risk estimate will be forthcoming. Dieng believes that this is a unique space, something unlike anything else in New England. Currently he feels that the community is more interested in demolishing the building than the current concept. He feels CEDO needs to take the plan further in order for him to feel confident that community will support it.

Hartnett feels this plan is realistic, affordable, and doable. He feels the community has given up on Moran, and he is certainly among those who want to see it gone. However, he likes this plan and feels that, if phase 1 can be completed the community will see the potential of the space and future phases will be easier to move forward. Financially, the FRAME concept is more fiscally responsible than demolition. He would like to see the plan kept small, as it is, and, quite frankly, having public restrooms in that area of the waterfront is worth the cost of renovation. He was extremely positive about the first phase, would like the community to think of this building one phase at a time, and would like to get started on the partial demolition/phase 1 as soon as possible.

Dieng asked if, as with the downtown improvement projects, the waterfront could be made its own district. Lunderville was unsure if this would be possible.

Harnett asked what the time frame is for bonding for TIF funds. Lunderville answered that, demolition could begin in the next few months of the plan is approved. TIF funds need to be bonded by the end of 2019. Demolition can start while plans are still being completed (though of course all permits will need to be submitted and approved before any work begins).

Dieng asked if New Moran will be playing a role. According to Crockenberg, New Moran still exists as a non-profit, but they are not active. While they will not have an ongoing role in the development, he and New Moran are still invested in seeing this project completed. They are around and available for support but will not actively be participating.

## **6. Adjournment**

Dieng moved to adjourn, Shannon seconded, the meeting was adjourned at 6:58pm.