

## **Burlington Design Advisory Board**

645 Pine Street  
Burlington, VT 05401  
[www.burlingtonvt.gov/DPI/DAB](http://www.burlingtonvt.gov/DPI/DAB)  
Phone: (802) 865-7188

Ron Wanamaker  
Emily Morse  
Jay White  
Jack Qualey  
Gabriel Stadecker  
Kathleen Ryan, Alt  
Michael Alvanos, Alt



### **DESIGN ADVISORY BOARD Tuesday, October 11, 2022 3:00 PM**

#### **Meeting Cancellation Notice**

The regularly scheduled Design Advisory Board meeting scheduled for Tuesday, October 11, 2022 at 3:00 PM has been cancelled.

*The programs and services of the City of Burlington are accessible to people with disabilities. Individuals who require special arrangements to participate are encouraged to contact the Department of Permitting & Inspections at least 72 hours in advance so that proper accommodations can be arranged. For information call 865-7188.*

#### **Non-Discrimination**

*The City of Burlington will not tolerate unlawful harassment or discrimination on the basis of political or religious affiliation, race, color, national origin, place of birth, ancestry, age, sex, sexual orientation, gender identity, marital status, veteran status, disability, HIV positive status, crime victim status or genetic information. The City is also committed to providing proper access to services, facilities, and employment opportunities. For accessibility information or alternative formats, please contact Human Resources Department at (802) 540-2505.*

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### **Special Meeting Historic Preservation Review Committee Tuesday, October 11, 2022 3:30 PM**

**Committee Members Gabe Stadecker, Jay White, Emily Morse**

#### **Remote and In Person (at 645 Pine Street) Meeting**

Permitting Inspections is inviting you to a scheduled Zoom meeting.

Topic: Historic Preservation Review Committee Meeting  
Time: Oct 11, 2022 03:30 PM Eastern Time (US and Canada)

Join Zoom Meeting

<https://zoom.us/j/92031295025?pwd=UTRIRFRDbDN2RlFWbndienRmc29xQT09>

Meeting ID: 920 3129 5025

Passcode: 235707

One tap mobile

+13017158592,,92031295025#,,,,\*235707# US (Washington DC)

+13092053325,,92031295025#,,,,\*235707# US

### **Agenda**

#### **Session I – 3:30 PM – 4:30 PM**

1. Historic Preservation Review Committee  
REP Preferred Alternative, Session 2.

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|               |                           |       |                  |
|---------------|---------------------------|-------|------------------|
| To:           | File                      | From: | Greg Goyette     |
|               | South Burlington, Vermont |       | South Burlington |
| Project/File: | 179450464                 | Date: | October 7, 2022  |

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**Reference: Burlington Railyard Enterprise Project - Responses to Historic Preservation Review Committee Concerns**

The City's Historic Preservation Review Committee met on Tuesday, September 27, 2022 to review the reference project with Mary O'Neil, the City's Certified Local Government (CLG) representative. Minutes from the meeting are attached. Staff from Burlington Department of Public Works Technical Services (DPW Tech Services) or their hired consultant Stantec were not invited to the meeting, and DPW Tech Services requested that Stantec review the minutes and develop this memo to summarize comments and responses to address these comments.

**Comment:** Jay White – Traffic pattern is greatly improved, plan is extremely well done. The buildings affected are not extremely architecturally important. If green on illustration is intended to reflect landscaping, the park-like installation at Independent Block is a public improvement. Can see a trend to include roundabout to move traffic, but not sure that is what we want. Shares energy concerns with traffic lights, and Pete Buttigieg (Secretary of Transportation) concerns about traffic in neighborhoods. This roadway will offer some protection to the Pine Street / Maple Street neighborhood, reduces traffic on Pine Street. There will be relief from living on a “parking lot.”

**Response:** Comments about the green spaces and intersection are noted and will be considered during the detailed design phase. We will be working with adjacent property owners to determine appropriate design features including landscaping/hardscaping, lighting, and public art during the detailed design phase and after a preferred roadway concept is selected.

**Comment:** Emily Morse – Pine/Maple might become a more attractive neighborhood. Possibility of gentrification with increasing property values when traffic abates. Will residents be able to remain?

**Response:** Reducing through traffic in the Pine/Maple neighborhood would make this residential area more livable. The City of Burlington has worked with non-profit housing partners over the last four decades to develop a broad array of perpetually affordable housing in this neighborhood that will ensure a healthy mix of housing types into the future.

**Comment:** Jay White – Does see proposed building losses as a negative. Not everything old is historic. (References his 6 year residency in Prague.)

**Response:** The portion of the Independent Block building that needs to be removed is considered historic. DPW Tech Services and Stantec will collaborate with the State Historic Preservation officer, VTrans Historic Preservation, and the CLG to develop mitigation that is appropriate to the scale of the project and context of the area. The proposed alternative 1B's road and path alignment avoids more significant impacts of other alternatives while achieving the goal of increasing the livability of the historic King and Maple neighborhood.

**Comment:** Gabriel Stadecker – Decongestion of the [Maple, Pine Street] corner will make it a more desirable place to live, pushing property values higher. But where isn't that the case right now? I don't see the building demolition as a problem. But there is a delightfulness of Pine Street, in its rectilinear alignment. Traffic metrics were put in place decades

**Reference: Burlington Railyard Enterprise Project - Responses to Historic Preservation Review Committee Concerns**

before put into use. We have seen communities cut-off or had connections severed with implementation of new roadways (cites Rose Kennedy Greenway in Boston.) This is a smart attempt here. Now we are drawing people into this area. BUT, no destination! This plan is so car-driven. Is it creating a benefit? Is it solving more than one problem? I think this is a Band-Aid for problems that afflict that part of town.

**Response:** The new street will activate the backside of the buildings that currently have frontage along the west side of South Champlain Street and the south side of Maple Street. These buildings house an array of businesses that are currently destinations. The new roadway does divert traffic away from the Pine/Maple and Pine/King intersections and will have other benefits including improved bicycle and pedestrian access via a 10' wide shared-use path to the backside of the buildings as well as the Burlington Recreation Path. This path will be a continuation of the proposed shared-use path to be built along Pine Street south of the REP project as part of the Champlain Parkway. In addition, the reduction of traffic on Pine Street north of the intersection along with the construction of buffered bicycle lanes from Kilburn Street to Maple Street on Pine Street as part of the Champlain Parkway project will provide a lower-stress on-road bicycling option into downtown for those who prefer to bicycle on the road. The construction of the new REP roadway in combination with the construction of the Champlain Parkway will provide an array of alternative transportation choices in the area for people with varying abilities and comfort levels.

**Comment:** Gabriel Stadecker – The roundabout will destroy that area. The other [interchange, lower left illustration] also is a failure. Where do we get out of our cars and enjoy something? Is there a revitalization of that historic path? Is there a parallel for non-vehicular travel?

**Response:** The roundabout will be of size and scale to the roundabout at the intersection of US2 and VT100 in Waterbury. If a roundabout is selected as the preferred intersection option, it will have many benefits including serving as a gateway to the downtown core and vice versa, will slow down traffic, and will reduce the severity of crashes. The intersection design at Pine Street has not been finalized - and we welcome residents' input over the coming months to determine the most appropriate intersection control. See previous response for non-vehicular travel options.

**Comments:** Gabriel Stadecker – Does this road set a precedent for future growth in this area? And then what? I have not seen the traffic studies. How do you continue to develop this part of the City? This plan is very short-sighted. I would like to see an overlay plan of how this part of town may be developed– when you create these bee-lines that scar the land with no thoughtful consideration of how this might look in 50 years. A Smart-Growth overlay of this area is needed before we consider the roadway.

Emily Morse – Shelburne Road is an example of that bee-line. It is a complete failure. Riverside Avenue project meanders, but doesn't address problem and doesn't solve anything. This does not get to a successful plan.

Gabriel Stadecker – You will never get human beings west of this road.

Mary O'Neil – I have had inquiries about potential for development in the area if the highway is completed.

Jay White – Agreed – we need to see a plan for how land could be developed, continuing a grid pattern, slowing traffic and offering opportunities.

Emily Morse – Shares experience of Springfield (Massachusetts) that segregated the community from the river when I-91 was built.

Gabriel Stadecker – we need a landscape precedent.

**Reference:** Burlington Railyard Enterprise Project - Responses to Historic Preservation Review Committee Concerns

Emily Morse – What if roundhouse is the middle of a neighborhood.

Gabriel Stadecker – Yes, a park! You can't see that roundhouse – it is invisible now. Will there be a sign pointing down, "You have just passed the roundhouse"? I want a 50 year plan, with development, before we sleeve a roadway through here. Look at current efforts at urban detanglement in urban centers. Boston is a case in point. Millions of dollars are being spent to undo this kind of work.

Jay White – Diagonal road move traffic faster, but creates a barrier – seriously limits the opportunity to develop any other functions.

Mary O'Neil – the railroad is the property owner west of this alignment.

Emily Morse – This plan has prioritized speed over dispersing volume.

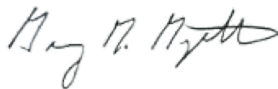
Gabriel Stadecker – We need more fabric at the pedestrian level. What this does is solve one block and limiting potential for the entire area. There needs to be a vitality of commerce.

**Response:** The roadway alignment and widths were thoughtfully laid out considering the context of the area and current people-centric design practices and after several consultations with adjacent property owners and tenants including Curtis Lumber, ReSource, CSWD, Burlington City Arts, Vermont Rail Systems, owners of the Independent Block, the Waterfront Drive Shop, the Rambler Building, Close to Home building, and the Karma Birdhouse.

The curved roadway alignment, the proposed roadway widths, and short length between controlled intersections will discourage high speeds. The roadway is designed for a 25-mph speed and will have a similar feel to Market Street in South Burlington. It will provide an opportunity to activate the backside of the businesses on east side and open the area for possible redevelopment via improved access for bicycles, pedestrians, and those who choose to drive a car. City zoning allows redevelopment up to five stories and a maximum of 45 feet with 100% lot coverage. As the project advances into the next phase of the design, we will be working closely with these property owners to check-in on their plans and incorporate design features that will help activate this area including landscaping/hardscaping, lighting, and public art. Additionally, expanding the connectivity of the transportation system for all modes in this area will allow for the type of redevelopment in the Downtown and South End as called for in planBTV.

Respectfully,

**STANTEC CONSULTING SERVICES INC.**



**Greg Goyette** P.E.  
Principal  
Phone: (802) 497-6403  
Mobile: (802) 735-3410  
greg.goyette@stantec.com

Attachment: Historic Preservation Review Committee Minutes

**Minutes**  
**Historic Preservation Review Committee Meeting**  
**Tuesday, September 27, 2022**  
**Front Conference Room, 645 Pine Street**

**RE: Railyard Enterprise Project (REP), Preferred Alternative 1B.**

**Board members present:** Jay White, Emily Morse, Gabe Stadecker

**Staff present:** Mary O'Neil

**Remote attendees:** Cecelia \_\_\_\_\_, Sharon Bushor

Mary O'Neil – Provides background for project, shares Public Meeting slides, discusses historic resources both below ground (archaeology), and above (Pine Street Industrial District map.) The extended project timeline, evolution, participating parties, project's intended outcome.

Jay White – Traffic pattern is greatly improved, plan is extremely well done. The buildings affected are not extremely architecturally important. If green on illustration is intended to reflect landscaping, the park-like installation at Independent Block is a public improvement. Can see a trend to include roundabout to move traffic, but not sure that is what we want. Shares energy concerns with traffic lights, and Pete Buttigieg (Secretary of Transportation) concerns about traffic in neighborhoods. This roadway will offer some protection to the Pine Street / Maple Street neighborhood, reduces traffic on Pine Street. There will be relief from living on a “parking lot.”

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Gabriel Stadecker – Decongestion of the [Maple, Pine Street] corner will make it a more desirable place to live, pushing property values higher. But where isn't that the case right now? I don't see the building demolition as a problem. But there is a delightfulness of Pine Street, in its rectilinear alignment. Traffic metrics were put in place decades before put into use. We have seen communities cut-off or had connections severed with implementation of new roadways (cites Rose Kennedy Greenway in Boston.) This is a smart attempt here. Now we are drawing people into this area. BUT, no destination! This plan is so car-driven. Is it creating a benefit? Is it solving more than one problem? I think this is a Band-Aid for problems that afflict that part of town.

Jay White – Current layout is a dead-end (Battery, South Champlain.)

Gabriel Stadecker – The roundabout will destroy that area. The other [interchange, lower left illustration] also is a failure. Where do we get out of our cars and enjoy something? Is there a revitalization of that historic path? Is there a parallel for non-vehicular travel?

Mary O’Neil – points out multi-modal path included in project.

Jay White – Independent Block is a real “block” to the plan.

Gabriel Stadecker – Does this road set a precedent for future growth in this area? And then what? I have not seen the traffic studies. How do you continue to develop this part of the City? This plan is very short-sighted. I would like to see an overlay plan of how this part of town may be developed– when you create these bee-lines that scar the land with no thoughtful consideration of how this might look in 50 years. A Smart-Growth overlay of this area is needed before we consider the roadway.

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Mary O’Neil – I have had inquiries about potential for development in the area if the highway is completed.

Jay White – Agreed – we need to see a plan for how land could be developed, continuing a grid pattern, slowing traffic and offering opportunities.

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Emily Morse – This plan has prioritized speed over dispersing volume.

Gabriel Stadecker – We need more fabric at the pedestrian level. What this does is solve one block and limiting potential for the entire area. There needs to be a vitality of commerce.

Emily Morse – This is short sighted to limit assessment by this committee to impacts to historic resources. We must discuss and prepare a plan to avoid or undo impacts of this proposed road.

Gabriel Stadecker – We need to assess any roadway with future growth plan. We have a priority of parking lots. This should be a strong urban infill concept.

Jay White – Benefit of future development is much greater than the proposed alleviation of traffic for one block.

Gabriel Stadecker – This [area] is the new fulcrum of the town. The Soda Plant is the bridge between a softening downtown and the strengthening South End. This is the tipping point. These are the most critical blocks in Burlington's future development right now.

Jay White – Waterfront! Downtown! Walkable! Everything developers want is here.

Emily Morse – Battery Street offers what we want; walkable, bike-able, has successful aspects.

Jay White – Even South Champlain Street.

Emily Morse – And St. Paul Street.

Jay White – There would be a demand for the properties in this area. Cove Alley!

Emily Morse – Preserving what we have, not through marked listing as historic properties, but we aren't just dumping cars into the area. There is such potential and opportunity here.

Jay White – an overlay of grid pattern with development plan is needed.

Gabriel Stadecker – We don't need to define the geometry of the streets. But we need to see:

- utilities
- landscape, visual corridors,
- plans that co-exist with built environment and infrastructure.

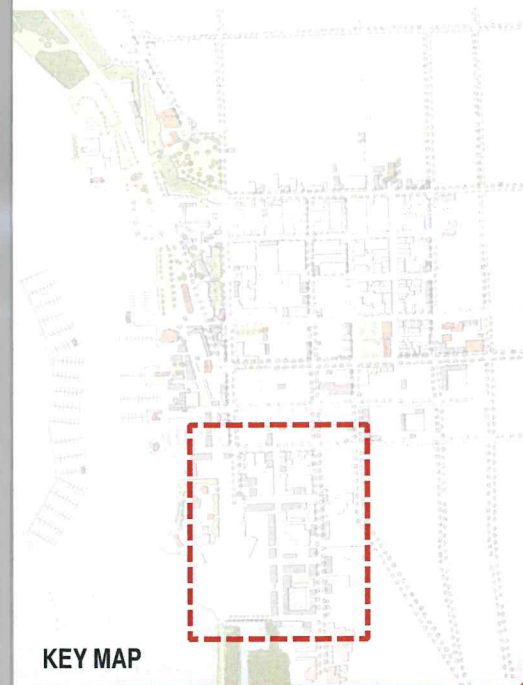
We need to preserve the ability and opportunity for smart growth, which is a priority BEFORE looking at a roadway corridor. This plan may have been so long in the making, urban design standards have shifted to different priorities.

Mary O'Neil – to summarize this conversation, the Historic Preservation Review Committee does not endorse the preferred Alternative 1B, and finds that its implementation would have negative impacts on growth patterns and portend to solve one problem (traffic on Pine Street) without a much needed, 50 year development plan for the area.

Jay White, Gabe Stadecker, Emily Morse agree. Mary and Gabe agree to draft a response to the overall REP project group.



# SOUTH END DISTRICT



KEY MAP

Located in the southwest quadrant of downtown, the South End District--or Railyard District--is currently a mix of industrial and commercial uses located near the regional rail yard and historic canal. The area is strategically located as the southern gateway of the City. Primarily Brownfield today but poised to evolve into an economic engine for the City, the South End should be encouraged to continue to emerge as an arts and creative enterprise district.

## ELEMENTS OF THE PLAN

### 1 CONNECTIVITY OF THE URBAN GRID

As the Mall area to the North presents navigational challenges and a disruption in Burlington's urban grid, the South End District also has its share of connectivity issues and opportunities. The master plan proposes to integrate the southern end of Battery Street and South Champlain Street into the existing grid. These key connections will open up numerous opportunities for travel around the southwestern quadrant of the City, help to better distribute traffic going to and from the Pine Street corridor, and create significant new opportunities for redevelopment.



Amend the Official Map to establish new connections in the street grid.



Planning & Zoning Department

### 2 RETAINED BUT REORGANIZED RAIL FUNCTIONS

Rail is an important part of Burlington's past and its future. The more goods that can be transported by rail, the more we can reduce fuel consumption, greenhouse gas emissions, and truck traffic on our highways and in our neighborhoods. It is crucial to retain these types of "back of the house" functions within the city to maintain important services such as fuel delivery and the potential for greater utilization of rail for freight movement as an alternative to trucks. However Burlington's current rail functions could be reorganized for better efficiency and to provide space for redevelopment. Re-organization of the railyard also creates the opportunity to extend the urban street grid and improve traffic flow in this part of the City.



Work with VTrans and VT Railway around the re-organizing of the railyard activities.



Department of Public Works

### 3 STRATEGIC URBAN INFILL AND LINER BUILDINGS

Numerous opportunities exist for strategic infill and liner buildings in this area of the City. Such structures should help to reinforce the urban street wall and have active ground floor uses that promote a vibrant streetscape.



Develop zoning regulations that emphasize building form, facilitate infill and activate the streetscape for pedestrians.



Planning & Zoning Department

### 4 FLEX-SPACE/ LIVE-WORK UNITS

Burlington already has the distinct regional advantage of a strong creative culture. This should continue to be embraced and capitalized on, particularly in this part of the downtown. Significant efforts should be made to provide inexpensive commercial, office, manufacturing and retail incubator space. In addition, opportunities should be created to enable emerging artists and entrepreneurs to both live and create within the same location. Live-work buildings have the benefit of providing a single-mortgage property that can accommodate living and working, significantly reducing the overall cost of housing, transportation and business incubation. These kind of spaces foster and support creative and innovative businesses and will help to shape the evolving economic base and identity of the City.



Amend the zoning regulations to provide for live-work units as a permitted use.



Planning & Zoning Department

### 5 PERIPHERY PARKING

Various parking options must exist around the periphery of the downtown, close enough to park and walk to multiple destinations, yet far enough outside of the core to efficiently disperse traffic congestion. The South End District is well suited for locating wrapped parking structures because of its inherently larger parcels as well as the compatibility with existing large buildings. A parking structure is recommended at the southern end of an extended South Champlain Street to service the South End and the expanding Pine Street arts district. This garage would help anchor redevelopment within the expanded urban grid, and accommodate liner buildings, which would hide the structured parking from the street and muffle noise.



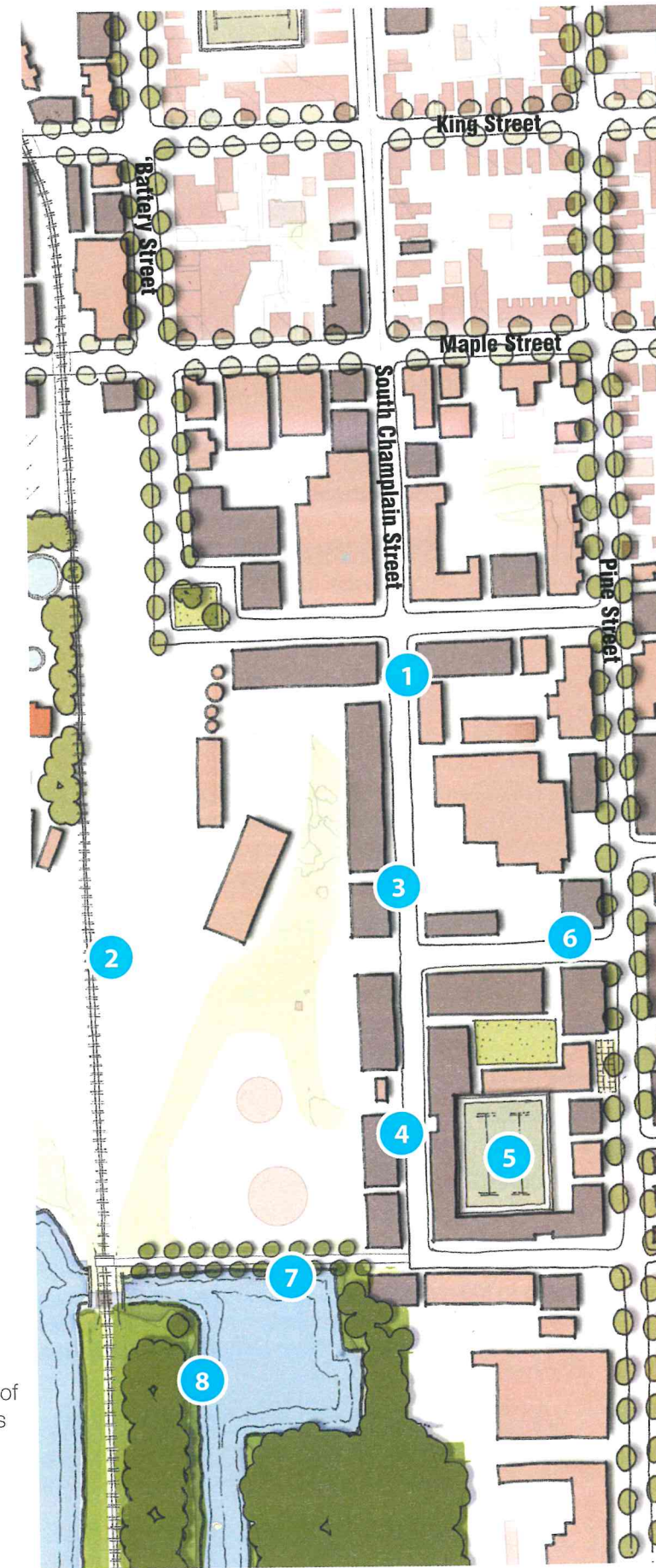
Evaluate the feasibility of building new structure parking garage.



Department of Public Works



Implement the regional park and ride plan, south end transit center and exit 14



Existing Buildings

Proposed Buildings

# SOUTH END DISTRICT

## 6 STREETScape IMPROVEMENTS

The master plan calls for streetscape improvements along all streets in this area with particular emphasis on King and Maple Streets. This, in combination with the expansion of the street network, will strengthen the North-South connection in this part of the City. Improvements should include sidewalk enhancement, street lamps, street trees, benches, and civic art.



Continue to implement the Complete Streets Design Guidelines adopted as part of the 2011 Transportation Plan.



Department of Public Works



Develop a comprehensive scoping/re-design for existing and proposed side streets.



Department of Public Works

## 7 TRAIL / BIKE PATH CONNECTION

There is no access to the Bike Path between Maple Street and Lakeside Avenue because of a lack of interconnecting streets, the barge canal, and several industrial land uses. With an expansion of the street grid, as described above, there is an opportunity to create an east-west trail or bike path across the northern end of the barge canal with a bridge over the train tracks to connect Pine Street with the waterfront bike path.



Amend the Official Map to establish new right-of-way for a public bike/pedestrian path.



Planning & Zoning Department



Develop feasibility study in conjunction with the VT Railway.



Department of Public Works

## 8 EMBRACE THE BARGE CANAL

The former Barge Canal creates a significant open space immediately adjacent to the urban core, and affords a valuable opportunity for public access and passive recreation. This open space can be significantly enhanced with a network of trails and boardwalks providing controlled access to the remediated Superfund site. Improvements should also include interpretation and education regarding this site's important role in waterfront history, underwater archeology, and the remediation of contaminated sites.



Develop a Barge Canal master plan in conjunction with US Environmental Protection Agency, the State Department of Environmental Conservation.



Parks & Recreation Department

# ARTISAN INDUSTRIAL LIVING a funky place for creative types



## the railyard

As part of planBTV, **THE RAILYARD** is reimagined and transformed from a fringe area noticed and appreciated by few, to a central driving force behind a new creative center for artisan industrial activity. This reinvigorated neighborhood within the City will not appeal to everyone, with the noise and activity of an active rail yard, trucking, and other soft industrial activities grounding it to the City's working roots. But for others, this gritty backdrop will provide the inspiration and vitality to inspire creativity and new

ideas. **THE RAILYARD** will tie together the downtown and the emerging high tech Pine Street corridor, with a new network of streets that extend the existing grid pattern. These new streets will have the benefit of relieving traffic backups on Maple Street, but more importantly, these streets will become new places for business, housing, biking, walking, and for observing industry and things being made.

## creative building types

Local start-ups and new businesses form the foundation of a community by generating both financial and social capital. Local businesses serve as a morale booster that helps bolster the local economy and create the entrepreneurial spirit and buzz that attracts other creative types and an increase in tourism activity.

The process of encouraging new business development can be spurred by incentives for low cost incubator space as well as more permanent artisan industrial space at **THE RAILYARD**, where land values are lower than those in the downtown and waterfront.

Incubator spaces can be light weight structures that are modular and moveable, with modest rents. These spaces are often anticipated to be temporary in nature, but often times become permanent and loved buildings within a community. Artisan industrial live/ works are single income properties that can have residential units upstairs and areas for light or artisan industrial activities on the ground floor, where work can be observed by people passing by. These buildings can also be used for artist studios and other creative types.



"The south end of Burlington is an area of concern. This is a concern, however, it is a vital and function business to the city. If there is a way to connect trucks and necessary function vehicles to the yard that didn't encourage car traffic that would allow the continued function of the freight center of Burlington."  
— Jacob

## South End Enterprise Zone @ Pine Street



Map 5 Excerpt: South End Growth Areas (see p 94)

This area was historically a major industrial corridor. Today, it has an identity as an arts and entrepreneurial hub, and continues to be one of the only places in the city where many commercial-industrial uses are permitted. Over the years, this area has seen new and expanded industrial uses, significant changes to the city's manufacturing base, and the adaptive reuse of many old warehouses and factories. This area is also adjacent to several well-established residential neighborhoods that have become increasingly attractive places to live. With its favorable character, there has been increasing pressure to allow new uses within this area that are not in keeping with the historic commercial-industrial character and function, and the redevelopment and expansion of uses within this area has contributed to greater impacts on nearby residential areas.

This plan anticipates that this area will continue to be a major economic driver for the city and the region. With existing low-density commercial development, many undeveloped or underdeveloped brownfield sites, and the proposed expansion of the Champlain Parkway, this area has significant potential to support economic development efforts city-wide. Much of this area is expected to continue to evolve into more of mixed-use commercial, arts, and innovation district, while strategic locations within it will offer a viable place for commercial-industrial uses to be maintained and flourish. This will be achieved by protecting core industrial areas from the encroachment of uses that increase demand, raise rents, and increase the vulnerability of these businesses. Balancing these distinct economic characteristics must be guided by an economic development strategy and supported by more fine-grained land use policies.

Further, this plan anticipates the implementation of projects and policies that will protect adjacent neighborhoods from impacts such as traffic, air quality, and noise from nearby uses, and that will improve pedestrian and bicycle safety, expand neighborhood-serving businesses and amenities, and increase connectivity to nearby parks and the lake.

**planBTV: South End Master Plan** is the primary tool guiding private and public investment necessary to ensure the vitality of this part of the city—with an emphasis on preserving and enhancing the district's arts, innovation, and industrial uses and identities. Additionally, it specifies future development opportunities as well as infrastructure, greenspace, and circulation needs of this portion of the city. This plan serves as the foundation for many other plans, studies, and initiatives that will occur over the next generation.

*How this district grows should be guided by the detailed analyses and recommendations contained in the following planBTV documents:*

- **DRAFT planBTV: South End Master Plan**
- *Burlington Harbor Management Plan*
- **Burlington Transportation Plan**
- **planBTV: Walk/Bike**
- *Railyard Enterprise Project*

## Relevant Policies & Actions

These action items from **Our Plan for Action** are particularly relevant to the South End Enterprise District.

### Distinctive Theme:

- Action 2.1, 2.2, 2.3
- Action 4.1
- Actions 5.1, 5.4

### Dynamic Theme:

- Action 8.7
- Action 9.4

### Inclusive Theme

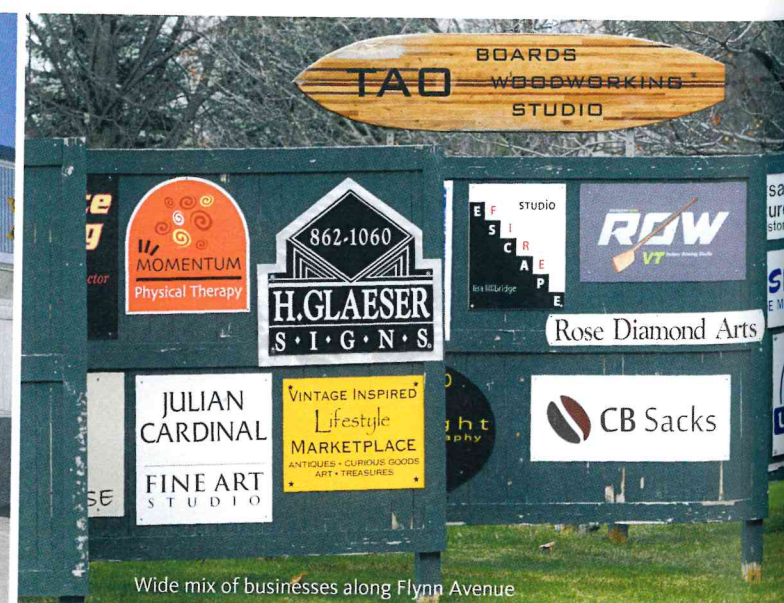
- Actions 14.1, 14.2

### Connected Theme

- Actions 17.1, 17.3, 17.9, 17.10, 17.15
- Actions 19.2, 19.7



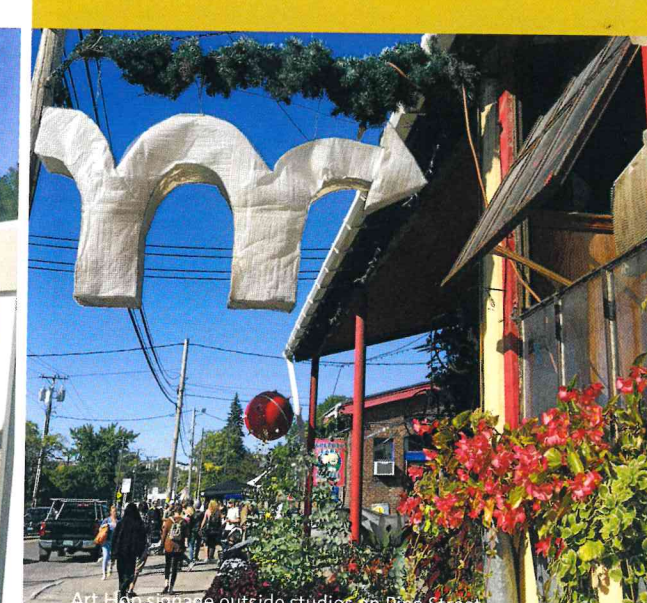
Infill development on Pine Street



Wide mix of businesses along Flynn Avenue



Rhino Food expansion on Industrial Parkway Photo courtesy of Caitlin Goss



Art Hub signage outside studios on Pine Street

## to Preserve and Enhance the South End

### AN ARTS HUB

ict is a funky hub of artists, makers and tech the Lake and downtown. This part of the South destination, a place that the City's residents and lore because there's a sense of discovery and an food and other creative goods are being made evident that this place has evolved over time, as iness of façades and interior and exterior spaces e was. The clustering of buildings and activities is part of the South End a feeling of being a

nd envisions a greater density of arts and creative Idings are retrofitted and additional spaces b will be further strengthened by turning Pine strian-oriented, bikeable corridor that is more the waterfront and other neighborhoods, and design of streetscapes and location of open o the character of the area. Public art, signage iforce the area's aesthetics, tell the story of the ge visitors to explore. And, they'll include valuable t features. The Barge Canal, currently a restricted- d Site, is envisioned to become a publicly- or the neighborhood—a celebration of the South trial roots.



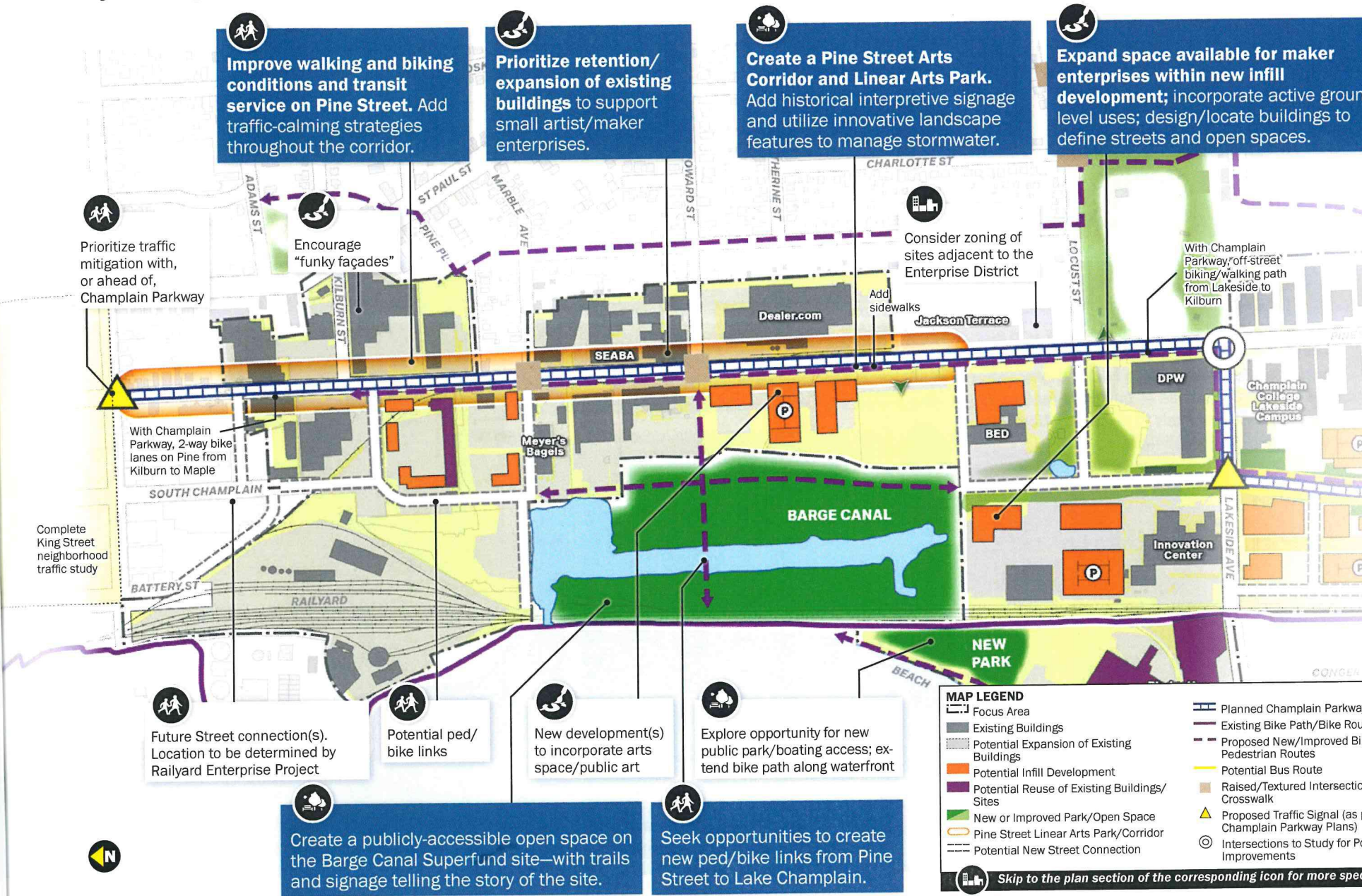
**These urban design principles should guide property owners they develop and redevelop properties along Pine Street to ensure that this part of the neighborhood retains its funky, arts vibe:**

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

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

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

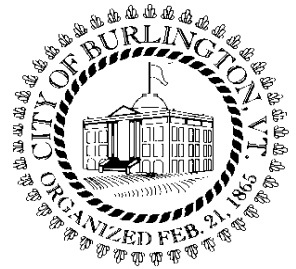
Key Strategies for Reinforcing an Arts Hub



## Department of Permitting and Inspections

Zoning Division  
645 Pine Street  
Burlington, VT 05401  
[www.burlingtonvt.gov/pz](http://www.burlingtonvt.gov/pz)  
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## MEMORANDUM

**To:** The Historic Preservation Review Committee  
**From:** Mary O'Neil, AICP, Principal Planner  
**RE:** Railyard Enterprise Project (REP)  
**Date:** October 11, 2022

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The Vermont Agency of Transportation, the Federal Highway Administration and the City of Burlington, in collaboration with project partners and consultants propose the construction of the Burlington Railyard Enterprise Project (REP), a transportation initiative designed to ease traffic congestion in the City of Burlington. The REP is a proposal to create a new street connecting Pine Street to Battery Street. The purpose of the Railyard Enterprise Project is to develop a network of multi-modal transportation infrastructure improvements connecting Pine Street and Battery Street to:

1. Support Economic Development in the Area;
2. Improve Livability of the surrounding neighborhoods;
3. Enhance Multimodal Travel Connectivity between the Pine Street Corridor and Battery Street in the Waterfront South area, and;
4. Improve Intermodal connections to the Burlington Railyard, a National Highway System Designated Intermodal Facility.

The Historic Preservation Review Committee (group representing Burlington's Certified Local Government) met September 27, 2022, and had the following concerns:

- No long term development plan
- Community cut-off from the west
- Car-driven
- More fabric at pedestrian level needed
- Urban infill concept needed

Staff has reviewed the following municipal development plans (all adopted by City Council) that respond to the concerns of the HPRC relative to urban infill and connectivity:

### **Plan BTV Downtown & Waterfront** (approved June 2013)

#### **P. 100, South End District**

##### **1. Connectivity of the Urban Grid**

*As the Mall area to the North presents navigational challenges and a disruption in Burlington's urban grid, the South End District also has its share of connectivity issues and opportunities. The master plan proposes to integrate the southern end of Battery Street and South Champlain Street into the existing grid. These key connections will open up numerous opportunities for travel around the southwestern quadrant of the City, help to better distribute traffic going to and from the Pine Street Corridor, and create significant new opportunities for redevelopment.*

The programs and services of the City of Burlington are accessible to people with disabilities. For accessibility information call 865-7188 (for TTY users 865-7142).

## **2. Retained but reorganized Rail Functions**

*Rail is an important part of Burlington's past and its future. The more goods that can be transported by rail, the more we can reduce fuel consumption, greenhouse gas emissions, and truck traffic on our highways and in our neighborhoods. It is crucial to retain these type of "Back of the house" functions within the city to maintain important services such as fuel delivery and the potential for greater utilization of rail for freight movement as an alternative to trucks. However Burlington's current rail functions could be reorganized for better efficiency and to provide space for redevelopment. Re-organization of the railyard also creates the opportunity to extend the urban grid and improve traffic flow in this part of the City.*

## **3. Strategic Urban Infill and Liner Buildings**

Numerous opportunities exist for strategic infill and liner buildings in this area of the City. Such structures should help to reinforce the urban street wall and have active ground floor uses that promote a vibrant streetscape. (Worksteps – develop zoning regulations that emphasize building form, facilitate infill and activate the streetscape for pedestrians.)

*Plan BTV Downtown/Waterfront has an entire section on the railyard – p. 103.*

## **Plan BTV: Comprehensive Plan (adopted 3.25.2019)**

p. 98-99

Much of this area is expected to continue to evolve into more of mixed-use commercial, arts, and innovation district, while strategic locations within it will offer a viable place for commercial-industrial uses to be maintained and flourish. This will be achieved by protecting core industrial areas from the encroachment of uses that increase demand, raise rents, and increase the vulnerability of these businesses. Further, this plan anticipates the implementation of projects and policies that will protect adjacent neighborhoods from impacts such as traffic, air quality, and noise from nearby uses, and that will improve pedestrian and bicycle safety, expand neighborhood-serving businesses and amenities, and increase connectivity to nearby parks and the lake.

Section 17.10: Restore / fill critical missing gaps in city street network

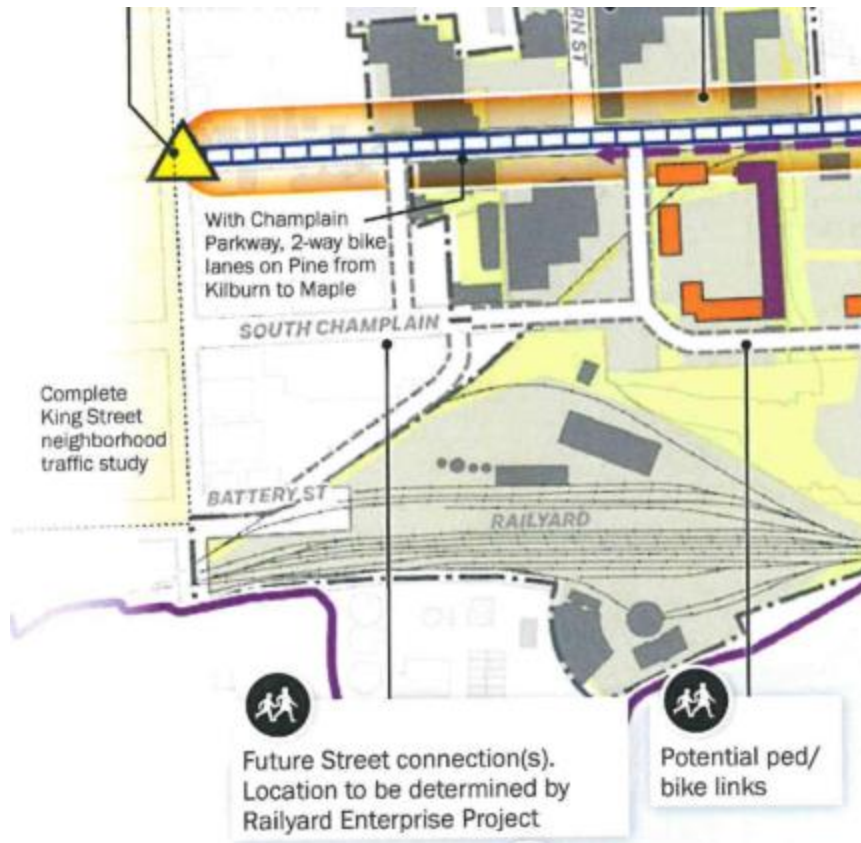
## **Plan BTV: South End (adopted 3.2019)**

See Plan BTV South End Framework, p. 39

- *Seek opportunities to create new ped/bike links from Pine Street to Lake Champlain*
- *Expand space available for maker enterprises within new infill development; incorporate active ground level uses; design/locate buildings to define streets and open space.*
- *Improve walking, biking, transit and driving conditions throughout the neighborhood by increasing connectivity and route alternatives*
- ***Future street connection(s). Location to be determined by Railyard Enterprise Project.***
- *[Map p. 42, Focus area] Potential expansion of existing buildings, Potential infill development, potential reuse of existing buildings/sites.*

While the depicted South End grid is different than the current Preferred Alternative, it does reflect the ongoing planning and intent to improve connectivity, create new bike and pedestrian links, and a provision for a wider area for Enterprise. These plans confirm that we have a sense of why and what Burlington plans for the South End.

There has also been an update to the model, as surveyed by CEDO, with updated projections for the Downtown and areas lakeside to understand impacts of development in this area. Estimates of commercial development have informed a regional transportation model to consider how demand in this area may impact overall plans. Plan BTV has identified future development opportunities, with potential for infill and a "double check" any design limitations that would preclude infill development in the project area. The intent to create this street has been included in ongoing and comprehensive economic and development planning.



The CLG has the opportunity to review the preferred alternative within the context of the following:

1. Demonstrates the project has included all possible planning to minimize harm to historic resources;
2. Reflects assessment of all possible alternatives, and has weighed each in light of potential effects;
3. Causes the least overall harm by balancing the following factors:
  - a. The ability to mitigate adverse impacts to each historic resource,
  - b. The relative severity of the remaining harm, after mitigation, to the resources' attributes or features that qualify them for the National Register,
  - c. The relative significance of each resource,
  - d. The views of officials with jurisdiction over each historic resource (CLG as representative body),
  - e. The degree to which the alternative meets the purpose and need of the project,
  - f. After reasonable mitigation, the magnitude of any adverse impacts to resources,
  - g. The preferred alternative has included all possible planning to minimize harm to historic resources.

Some opportunities for mitigation for adverse impacts to the Burlington Department of Public Works Building and the Independent Block, if warranted, are offered here:

- An educational component; perhaps interpretation of selected historic site. Something to acknowledge the buried roundhouse?
- An agreement to rehabilitate one building in return for the partial demolition of two others.
- A public declaration of policy by the City Council acknowledging the importance of historic resources. [Recognition for a willingness to allow loss to historic resources to accommodate the greater public need.]

- **Implement Complete Streets as described in the Burlington Transportation Plan.** The actual extent to which all of the elements contained in the design guidelines can be applied to individual corridors will need to be evaluated on a case-by-case basis to best determine how to accommodate all modes while maintaining efficient circulation. The design guidelines and the Side Streets designs provide a palette of elements that should be consistently utilized throughout the study area for continuity.
- **Improve streetscaping between Downtown and the Waterfront to attract pedestrians, connect these areas, and encourage people to “park once.”** Extend the Marketplace improvements that are being applied to lower Church St. and St. Paul to east-west blocks. Implementation of the Complete Streets described in the Burlington Transportation Plan will improve streetscapes.
- Pursue the recommendations of the ***Waterfront South Access Study***, which identifies various forms of a new grid street network to increase frontage and property access, remove truck traffic from neighborhoods, facilitate multimodal movements, and develop economic potential while accommodating the railyard.
- Continue to pursue the recommendations of the ***Waterfront North Access Project***.
  - Re-alignment of northern Lake Street and the bike path, including pedestrian amenities, stormwater improvements, undergrounding of utilities, street lighting, landscaping, and parking, which will support adjacent development opportunities.
  - Continued investigation of improvements to Depot Street to make it a bicycle/pedestrian only route and development of a stairway extending from Sherman Street to the Waterfront. These improvements will address public safety; enhance waterfront access from the Old North End, and upgrade stormwater, utilities and street lighting.
  - Other concepts identified in the 2009 scoping study such as north-south transit along the Waterfront, in-slope parking, and funicular require additional study. With respect to the parking and funicular, the City should pursue partnerships with private property owners.
- The Department of Public Works is responsible for the maintenance and operation of public parking. Improvements that were suggested during the course of this study are:
  - **Re-evaluating on-street No Parking zones.** There are some spaces that are designated ‘No Parking,’ but the original reasoning for this assignment is no longer applicable and parking could be reclaimed.
  - **Ensuring that on-street parking does not interfere with driveway sight distances.** There are locations where parked cars adjacent to driveways or accesses block visibility and create a hazardous situation.
  - **Enhancing the attractiveness of parking garages.** Stakeholder input has suggested improving lighting, customer service, stairway cleanliness, and wayfinding/traveler information when the Marketplace garage is full. Adding signage in French to alert users to the low vertical clearance would also be an improvement.
- Projects that have been identified by other plans would support alternative modes that would make them more attractive and encourage a mode shift. Among these are:
  - Developing a Multimodal Transportation Center in Burlington.
  - Reforming transit funding.
  - Expanding transit system convenience, particularly by increasing service hours and frequencies on the major corridors that serve the City: North Ave, Colchester Ave/Pearl Street (VT 15), Williston Road/Main Street (US 2), and Shelburne Road (US 7). Model improvements after the College Street Shuttle, which is frequently commended for its high-frequency, convenient, user-friendly, and easy to understand service.
  - Improving transit service between Burlington, South Burlington, and Winooski.
  - Developing a bicycle connection to Winooski.



## **Burlington Historic Preservation Review Committee**

### **Certified Local Government Program**

Department of Permitting and Inspections  
645 Pine Street  
Burlington, Vermont 05401



## **Minutes**

### **Historic Preservation Review Committee Meeting Tuesday, October 11, 2022 3:30 PM Front Conference Room, 645 Pine Street**

#### **RE: Railyard Enterprise Project (REP), Preferred Alternative 1B.**

**Board members present:** Jay White, Emily Morse, Gabe Stadecker

**Staff present:** Mary O'Neil

**Guests:** Chapin Spencer, Director of Public Works, Olivia Darisse, Public Works Engineer, Corey Mims, Senior Public Works Engineer and Project Manager for REP, Meagan Tuttle, Director of City Planning.

Mary O'Neil – Thanks Committee for re-convening to continue discussion of REP. Recognizes there are informational gaps to be filled in response to concerns raised at the September 27<sup>th</sup> meeting. An introduction of attendees follows.

Chapin Spencer – Outlines project history, two scoping studies 2013-2020; project timeline, purpose and need, Stakeholder engagement. Shares short presentation on overall project. Defines rail operations, no option for condemnation of rail property, needs participation of railroad to reorganize their operation, forward project. Provides cross section of proposed road. Hoping for City Council review October 17, 2022. As federal funds are involved, Federal Highway Administration (FHWA) will conduct an Environmental Assessment (EA). Anticipated construction start is in 3 years. Alternative 1B was defined as the preferred alternative as it presents the least impact on historic and environmental resources. A project goal seeks to limit or avoid impacts to adjacent historic district (Battery King Street Historic District.)

Olivia Darisse – This plan wouldn't keep us from adding to that City's transportation grid system in the future. Superfund site is a major consideration and a couple of the alternatives would be located immediately adjacent to this environmentally sensitive area. There would be the option to pursue more federal funds to enhance the grid in the future.

Mary O'Neil – Provides background on robust planning efforts that included the intent to add to the street grid in this area:

- 2011 Plan BTV Transportation Plan
- 2013 Plan BTV Downtown Waterfront
- 2019 Plan BTV Comprehensive Plan
- 2019 Plan BTV South End

Points out the dividing line between zoning districts FD5 at the north end of the project area, E-LM for the south end of the focus area. By district, lot coverage could be up to 100% and building height 55' in FD5; 80% and 45' in E-LM under current regulations. Development and infill are both anticipated and identified within these policy and planning documents. (Shares images from

planning docs.) It is important to remember that this is not a highway, but a street with a speed limit of 25 mph.

Reminds Committee that it is not their role to decide on whether sleeving a new road through this area is a good idea, or whether they like the alignment. Their role here is to determine if the preferred alternative meets the goals of minimizing harm to identified historic resources, the degree to which the alternative meets the purpose and need of the project, assess the magnitude of adverse impacts to resources, determine if mitigation is appropriate, and whether the plan has included all possible planning to minimize harm to historic resources. The preferred option has a different alignment than was imagined in Plan BTV South End, but the intent to infill the street grid and provide opportunities for infill and development has remained constant. Maybe it looks different, but it reflects intense planning by many project partners that resulted in this alternative. We are asking this road to do a lot with a large number of constraints. But the plan shows we have a grasp of constraints, are responding to the number of sensitive areas, and know the direction we want to go. This alternative is the result. Remember; the Plan BTV studies were adopted long before the Consulting Archaeology Program had completed their analysis and provided additional documentation around the site.

Jay White – Well, that (road alignment) is a preservation issue.

Meagan Tuttle – Joins remotely. Director of City Planning. Outlines long range planning, sometimes the execution of plans look a little different from the options imagined in the planning process.

Gabe Stadecker – There are opportunities to create internalized blocks. With this plan the long term vision will not be enhanced. Was there a reconciliation with Plan BTV? I don't see marrying a long term plan for this project area. This is a Band-Aid. I am happy to vote on whether the road misses archaeology. I don't see Plan BTV in this.

Mary O'Neil – Gabe, is your concern relative to the alignment; grid or diagonal?

Gabe – Yes. Not an efficient use of that land.

Jay White – If the goal is to reduce traffic, dispersal among several alternatives is better than the diagonal alignment.

Chapin Spencer – One of four goals in the purpose and need is to address traffic impacts in the adjacent residential area. Over 10 years of planning, we explored many rectilinear designs but they were found not to be viable for various reasons.

Emily Morse – Asks about impacts to low and moderate income residential areas; is this alignment strictly to avoid archaeology but may increase adverse impacts to that population?

Chapin Spencer – Defines specific residential housing in the area.

Emily Morse – If this is just about Independent Block, it can go. It's ugly.

Corey Mims – This alternative includes concern about how buildings such as the Independent Block are impacted; minimize adverse impacts.

Emily Morse – Impacts on Rambler Building and that corner?

Chapin Spencer – Project was “skinnied” to not impact the Rambler Building. There are so many design details to be worked out in the next three years once a preferred alternative is selected. We collectively want Burlington to continue to be vibrant and evolve with the changing needs of the community. There are many developments in the South End and Downtown that will need to be permitted. Currently Pine/Maple intersection is a Level of Service (LOS) “F”. Future growth should not be relying on additional traffic through a low to moderate income residential area when alternatives are available.

Mary O’Neil – Asks Chapin to define the components of the street; pedestrian/bicycle path, options for non-vehicular users.

Chapin Spencer – Gives a detailed breakdown of the roadway – slow, 25mph, multimodal City street. Intersections not yet formalized.

Gabe Stadecker – Discussion of blue/purple alignment alternatives (illustration from Consulting Archaeology Report / John Crock submission)

Corey Mims and Chapin Spencer – Alternative 2 went through a valued commercial property, Curtis Lumber. Property on the south part of the project area is adjacent to the Barge Canal Superfund Site. Potential for release of contaminants from site disturbance in those alignment options. We are working with a very constrained site. We don’t have detailed design of each alignment. That design work will happen after the NEPA process and the project has a preferred alternative.

Jay White – This alternative provides the least amount of asphalt.

Chapin Spencer – This proposed alternative has the least environmental and historic impacts of any of the build alternatives.

Emily Morse – References Cove Alley (MO depicts overlay map from CAP report.) Would like to see another cross street.

Chapin Spencer – Understands the interest in more east/west connectivity and that can be explored as we get further into the design for this project and with other planning in the area.

Emily Morse – (Asks MO) What exists currently at Cove Alley location?

MO – Displays overlay.

**Emily Morse – I move we approve Preferred Alternative 1B as drawn and presented.**

**Jay White. I second the motion** with a friendly amendment that adds “Future planning to include opportunities for development in this area, and provision for east/west connections.”

Emily Morse – Accepts amendment to the motion.

**Amended Motion: Approve Preferred Alternative 1B as drawn and presented with future planning to include opportunities for development in this area and provision for east/west connections.**

Discussion – No discussion.

**Vote 3-0.**

**Motion passes unanimously.**

Jay White asks to clarify in the minutes that that the preferred alternative is a 25 mph street, not a bypass.

Chapin Spencer – Agrees to work with Mary to ensure that was documented. He offers the opportunity for any of the Committee members to participate in on-going design details, and assures his availability by phone, email or in-person to answer questions about the project.

The meeting adjourned at 4:55pm.