DRAFT

JUNE 2015

planBTV South End

#OurSouthEnd

City of Burlington | Goody Clancy | CivicMoxie | Dubois & King

BURLINGTON VERMONT

www.planBTVSouthEnd.com

Draft planBTV South End (June 2015)

Then Let it Rise: 5 steps to Economic Development

- Expand financial tools available from state & regional sources to support development of new facilities
- Provide workforce training support and other assistance to existing businesses
- Evaluate possible changes to the Enterprise Zone to incorporate housing in select locations

Spice it Up: Preserving Arts & Affordability in the South End

- Preserve/ create affordable artist space through: 1) artist/maker ownership models, 2) nonprofit and for-profit developers, and/or 3) city actions
- Create zoning and development regulations that help expand the supply of workshop and work-live space
- Support BCA, SEABA and other arts organizations
- Continue to incorporate the arts into the physical fabric of the South End

Edits to draft planBTV South End

Then Let it Rise: *Strategies for a Creative & Vibrant Economy*

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Then let it rise: **Strategies for a Creative & Vibrant Economy**

Element is about strategies that will preserve what makes the South End great, while also working to enable and facilitate its continued evolution.

Three Components:

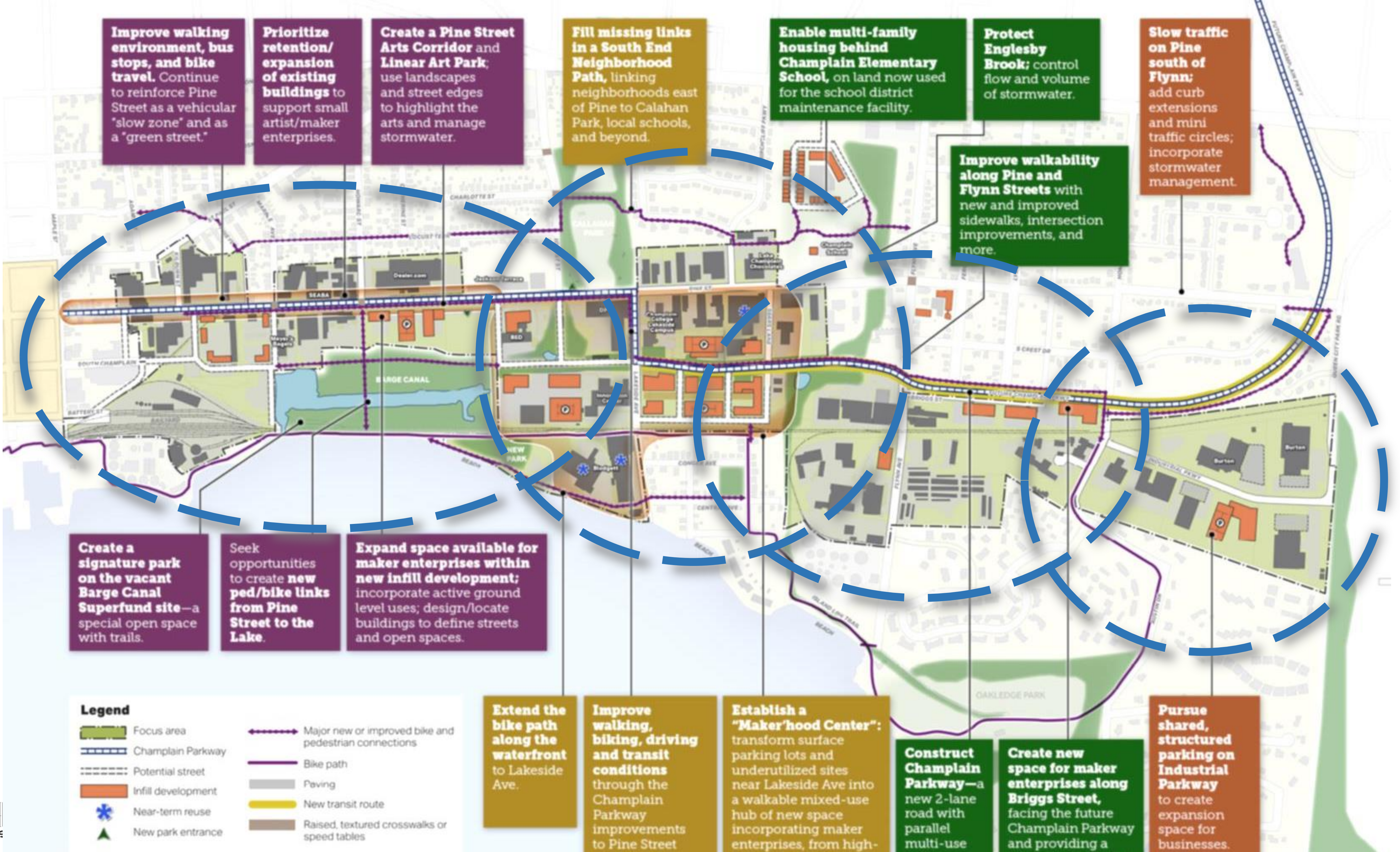
- Advance Land Use changes to preserve and expand the value of the South End to the City
- Increase space and rebuild critical infrastructure
- Preserve the South End as a place where innovation and enterprise can take root and grow

Advance Land Use policy changes

Land Use policy and regulation must evolve away from a one-size-fits-all approach to one that recognizes the unique and varied character of the South End. Strategy should support <u>protection and expansion of creative enterprise, manufacturing, and business</u> while also addressing potential conflicts with nearby uses.

Strategies:

- *Evaluate possible changes to the Enterprise Zoning District to reflect the variations in form and uses throughout the district; these changes should guide future growth and/or redevelopment within the sub-areas of the district. These sub-areas are described in part two of the plan as:*
    - arts hub (Maple to Locust)
    - maker district (Locust to Sears Lane)
    - eclectic ecosystem (Sears Lane to Home Ave)
    - R&D/industry (Home Ave to Queen City Park Rd)



Improve walking environment, bus stops, and bike travel. Continue to reinforce Pine Street as a vehicular "slow zone" and as a "green street."
Prioritize retention/ expansion of existing buildings to support small artist/maker enterprises.
Create a Pine Street Arts Corridor and Linear Art Park; use landscapes and street edges to highlight the arts and manage stormwater.
Fill missing links in a South End Neighborhood Path, linking neighborhoods east of Pine to Calahan Park, local schools, and beyond.
Enable multi-family housing behind Champlain Elementary School, on land now used for the school district maintenance facility.
Protect Englesby Brook; control flow and volume of stormwater.
Slow traffic on Pine south of Flynn; add curb extensions and mini traffic circles; incorporate stormwater management.
Improve walkability along Pine and Flynn Streets with new and improved sidewalks, intersection improvements, and more.
BARGE CANAL
OAKLEDGE PARK
Create a signature park on the vacant Barge Canal Superfund site—a special open space with trails.
Seek opportunities to create new ped/bike links from Pine Street to the Lake.
Expand space available for maker enterprises within new infill development; incorporate active ground level uses; design/locate buildings to define streets and open spaces.
Legend
Focus area
Champlain Parkway
Potential street
Infill development
Near-term reuse
New park entrance
Major new or improved bike and pedestrian connections
Bike path
Paving
New transit route
Raised, textured crosswalks or speed tables
Extend the bike path along the waterfront to Lakeside Ave.
Improve walking, biking, driving and transit conditions through the Champlain Parkway improvements to Pine Street
Establish a "Maker'hood Center": transform surface parking lots and underutilized sites near Lakeside Ave into a walkable mixed-use hub of new space incorporating maker enterprises, from high-
Construct Champlain Parkway—a new 2-lane road with parallel multi-use
Create new space for maker enterprises along Briggs Street, facing the future Champlain Parkway and providing a
Pursue shared, structured parking on Industrial Parkway to create expansion space for businesses.

plan

Increase space & rebuild critical infrastructure

These strategies should help sustain and recruit investment, jobs and people to the South End by addressing one of the major identified challenges: demand for space for a broad range of businesses and creative enterprises.

Strategies:

- Encourage the redevelopment of under-developed sites
- Facilitate the adaptive reuse of existing buildings
- Re-build critical infrastructure (street connectivity, bike & pedestrian facilities, stormwater infrastructure)
- Create new and diverse housing opportunities *outside of the Enterprise District* (refers to housing element)
- Consider the future role of the Shelburne Road corridor

Preserve South End for innovation and enterprise

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

Strategies:

- Identify the role of and opportunities for the South End within a city-wide economic development plan/strategy
- Expand the economic development toolbox available to support growth
    - Financial tools
    - Technical assistance
    - Workforce development
- Communicate the South End's unique character and advantages to potential future companies and enterprises

Spice it Up: **Preserving Arts & Affordability in the South End**

Element is about strategies that will preserve/expand availability of affordable artist and maker space.

Three Components:

- Enhancing collaboration to set up for success
- Explore potential strategies to preserve and create artist space
- Expand the visibility of the arts district to preserve and enhance its vibrancy

Enhance collaboration for success

Strengthen the South End's arts district through partnerships that combine a variety of arts, business and property management expertise

Strategies:

- Form a collaborative working group with a broad array of skills and perspectives (Arts & Affordability Toolkit provides more info about this group)
- Continue to support BCA, SEABA and other arts organizations in the South End

Explore potential strategies to preserve/create artist space

Strategies are about studying/exploring the Arts & Affordability Toolkit's diverse range of models that could be utilized to preserve and create additional artists spaces.

Strategies:

- Evaluate models for preserving/creating affordable arts space
    - Use the Arts & Affordability Toolkit to consider sites (public and private) that could be candidates for 1) artist/maker owned spaces; 2) partnerships with nonprofit/for-profit developer, or 3) through City actions
- Consider zoning regulations to help expand the supply of artist space
    - Use the Arts & Affordability Toolkit to consider strategies such as: portion of arts space in new development projects; process for verifying tenants/occupants (when subsidizing space for arts projects); provide incentives for creating/preserving space in existing buildings

Expand the visibility of the arts district

Strategies:

- Continue to incorporate the arts into the physical fabric of the South End
    - Pine Street Arts corridor/Linear Arts Park; building facades/public spaces as art; preserving and expanding existing buildings that accommodate artist's and makers
- Communicate the South End's unique character and advantages

planBTV: South End

Planning Staff Edits to Economic Development & Arts and Affordability elements

Prepared for LRPC review

January 12, 2016

Staff Note: The following revised text is suggested to replace the text that was located on pages 38-39 of the draft document. See the attached pages from the draft planBTV: South End for corresponding notes regarding placement of this text and for other layout notes.

then let it rise

STRATEGIES for a CREATIVE & VIBRANT ECONOMY

A

Second only to Burlington's downtown, the South End has long been an economic engine for the City and the region. It's a place where businesses grow from fledgling start-ups to national success stories. A place where artists and creatives 'make and break' things. And a place where hundreds of people come to work. With only 4% of the city's land area, the South End's Enterprise District is home to 20% of the city's jobs and over 90% of its industrial space.

As the economy has changed, the types of work spaces within the South End have changed, too. A hundred years ago, South End buildings bustled with heavy-duty industrial activities—coal was transformed into gas, structural steel and iron castings were fabricated, and the Lumiere Brothers manufactured plates for development of color photographs. By the 1980s, many of these buildings, and a new generation of one-story industrial and commercial structures, stood vacant. In today's economy, these spaces are being adapted to support a rich and eclectic mix of small artists and entrepreneurs, small-scale manufacturing, food processors, and a variety of offices and services.

The *Burlington South End Market Study*, prepared by HR&A, identified some of the important trends and issues that shape the South End today, and will continue to drive this important economic district. These trends include:

- **Growth in the "New Economy" sector**. Industries focused on technology, traditional and industrial arts and design, research and development, and small-scale artisanal and food manufacturing have been fueling the economic evolution of Burlington's South End. These creative industries are making their home among the industries that currently exist, and are likely to continue to be important sectors of the South End's economy. Growth in this "New Economy" should be planned carefully, as the South End is already witnessing the impacts of its evolution, including:
    - **Demand for spaces that combine industrial AND retail operations** is strong and growing. These include businesses like breweries with tap rooms, prototype facilities that welcome shoppers and offer tours, commercial kitchens with restaurants, and artists' studios with retail space. As a result, industrial rents are $2.20/SF higher in the

South End than in Chittenden County as a whole, reflecting the appeal of the South End for blended industrial/retail operations.

  - **Office rents that are comparable to downtown** are a result of the desirability of the South End to businesses in search of office space who want to be part of the emerging and eclectic vibe of the district, and want to take advantage of its resources, like availability of parking.
  - **Increasing difficulty in finding affordable and available space** for businesses that are looking for traditional warehouse/manufacturing space, and for artist and small startups that are looking for inexpensive spaces in which to launch and grow.

- **An evolving economy and workforce that supports mixed uses.** The "New Economy" is no longer about large spaces with few workers. Many former manufacturing spaces have evolved into workspaces that look and function like offices, bringing with them far more workers and types of activities than the traditional uses. These redefined spaces are simultaneously driving the increased diversity of jobs in the South End, and contributing to its gentrification by creating a demand for:
  - **Opportunities for collaboration**, both within companies themselves and among businesses and industries. The adaptive reuse of some buildings has allowed for a variety of businesses to share resources, space and ideas and to work together on innovative solutions for their industries and the community.

A ctd.

  - **Retail, entertainment and service uses** which are being introduced into the South End in response to a strong demand from workers who are looking for places to eat, shop, exercise and socialize during and after work.

- **A demand for housing in the South End to accommodate a growing workforce.** As there is throughout the City, there is a strong demand for housing in the South End to support the workforce's ability to live near their jobs and in an area with a high quality of life.
  - **Housing scarcity and affordability issues** confronting both the City and the region are well-documented. But development economics and land use regulations present significant barriers to creating new, and a more diverse, housing supply.
  - **Employees of South End businesses**, many of whom are commuting from housing outside of the City, are forced to drive and park, adding to traffic congestion and spill-over parking in residential neighborhoods.
  - However, the **demand for new housing** has the potential to further threaten the availability and affordability of space for new and growing South End businesses. As a result, for more than two decades, City policy and regulations have prevented any new housing from being created within the Enterprise District.

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

Indeed, the South End is home to many of the resources and activities that define innovation districts. These trends, however, point to the reality that the demand for space in the South End exceeds the current supply. Finding creative solutions to increase the supply must be a central focus of this plan in order for the district to thrive. There are a finite number of potentially developable parcels within the South End. In order to meet the needs of new and expanding businesses, policies are needed that unlock the potential of underutilized land through higher-density, more compact development. One key step to achieving this potential is to explore finer-grained land use policies that balance the preservation and continued evolution of the South End's economic landscape.

A ctd.

As we look toward the future, we must be sure to **preserve what makes the South End** great- its character and authenticity- while also working to **enable and facilitate its continued evolution as the City's innovation district**. In order to do so, planBTV South End outlines a strategy to:

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

Editorial Note: Add call outs with definitions of "innovation district" and "new economy".

Strategies

Advance land use policy changes to preserve and expand the value of the South End to the City.

Land use policy and regulation must evolve from a one-size-fits-all approach to one that recognizes the unique and varied character of the South End. This strategy should support the protection and expansion of creative enterprise, manufacturing and business, while also addressing potential conflicts with nearby residential uses.

B

Evaluate possible changes to the Enterprise Zone to reflect the sub-districts that comprise its varying character. *planBTV South End* identifies four sub-districts, which are described in the second half of this plan and include:

- an arts hub featuring a variety of storefronts and workspaces that are home to a wealth of creative disciplines (Maple to Locust Streets)
- a maker district churning out a range of high-tech and hand-made products (Locust Street to Sears Lane)

- an eclectic ecosystem of parks and natural features alongside a mix of industrial and institutional uses (Sears Lane to Home Avenue)
- a collection of larger-footprint R&D and industrial businesses (Home Avenue to Queen City Park Road)

And all of this activity is bordered by the City's most significant natural resource—Lake Champlain— and desirable residential neighborhoods. A more fine-grain land use policy within the Enterprise Zone will result in more predictable infill and development outcomes, support growth and expansion of existing businesses while accommodating creative enterprises and innovation, and help to mitigate potential impacts on natural resources and neighboring residences. The second half of this plan more fully describes the character and future opportunities for each of these sub-districts, and identifies locations in which the plan's strategies can be applied.

- Continue community conversation and advance specific proposals for desired zoning changes.
- Department of Planning & Zoning, Community and Economic Development Office

Increase space and rebuild critical infrastructure in order to sustain and recruit investment, jobs and people to the South End. Throughout the planning process, it has been clear that one of the major challenges impacting the South End is the ability to keep up with the demand for space for a broad range of business and creative enterprises.

B ctd.

Encourage the redevelopment of under-developed sites to create new opportunities for growing businesses.

- Work with property owners to identify barriers to and discuss potential strategies for redevelopment of key sites.
- Department of Planning & Zoning, Community and Economic Development Office, property owners

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

- This will require ongoing collaboration among land owners and tenants to find opportunities for adaptive reuse of structures that will ensure long-term viability and affordability.
- Property owners, tenants

Re-build critical infrastructure to facilitate the continued evolution and expansion of businesses, set a high standard for environmental protection, and increase safety for pedestrians and cyclists

- Implement plans for expanded street connectivity, improved pedestrian and bicycle infrastructure, and stormwater management within the public right-of-way and in public parks.

- Department of Planning & Zoning, Community and Economic Development Office, Department of Public Works, Department of Parks, Recreation & Waterfront, Chittenden County Regional Planning Commission, property owners

Create new and diverse housing opportunities outside of the Enterprise District to address the demand from the South End's workforce, and create places where employees can live in close proximity to where they work.

- See housing recommendations

Consider the future role of the Shelburne Road corridor in accommodating the City's ongoing needs for transportation, housing, and economic development.

- Advance a Shelburne Road corridor study and implement recommendations of the Housing Action Plan; ensure the study is broad in its evaluation of transportation and land use needs and opportunities.
- Department of Public Works, Department of Planning & Zoning, Community and Economic Development Office

B ctd.

Preserve the South End as a place where innovation and enterprise can take root and grow. The South End has long been an economic driver for the City. Strategies should focus on preserving what makes the South End great, while allowing for its continued evolution.

Identify the role of and opportunities for the South End within a city-wide economic development plan/strategy.

- Prepare an economic development strategy; identify specific opportunities for the South End.
- Community and Economic Development, Department of Planning & Zoning, elected officials

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

- **Expand the financial tools available from state and regional resources to support development of new facilities,** including grants, new economic development programs, or state designations that can enhance allocation of public resources. Work cooperatively with state government and regional development entities.
- **Continue to provide technical assistance to businesses,** including new enterprises and existing operations, who are seeking space in the South End. Help identify potential space, provide succession planning assistance to existing businesses and property owners, and assist businesses with navigating the permitting process.

- **Provide workforce training support** by working with schools and other institutions to ensure educational programs are preparing the workforce for the jobs of the future

CEDO has a legacy of providing a range of support and assistance to businesses in Burlington, and in particular, those in the South End. This strategy is about expanding the resources available to support South End employers, which are critical to the economy and provide important jobs and services to our region.

B ctd.

- Work cooperatively with state government, regional development entities, and local businesses to expand financial and strategic economic development tools; ensure sufficient resources are available to support these activities
- Community and Economic Development Office, elected leadership

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

- Continue and expand marketing efforts, such as the "They Chose Burlington" campaign, as a tool to tell the story about the South End when working to recruit, retain and grow the diverse mix of businesses that call this district home
- Community and Economic Development Office, SEABA

Staff Note: The following revised text is suggested to replace the text that was located on pages 40-43 of the draft document. See the attached pages from the draft planBTV: South End for corresponding notes regarding placement of this text and for other layout notes.

spice it up

PRESERVING ARTS + AFFORDABILITY IN THE SOUTH END

While the South End is home to an evolving landscape of businesses and jobs, it is also the City's arts district. Thriving arts and maker districts contain varied uses and are in a constant state of motion—and the South End is no different.

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

C

Ownership can be one of the most successful ways to ensure affordability, but being in control requires much more than simply owning space. The capacity to lead and manage the acquisition, development, programming, maintenance, and operations of a building is a must for any organization or individual interested in providing space. In a city of Burlington's size, the capacity to provide these spaces will depend on pooling a variety of resources and actors within and outside of the South End. And it's good business to pull in a variety of people and organizations—many of the skills and resources needed to acquire and manage affordable space go well beyond what most artists have the capacity to provide. Taking on responsibilities of real estate development or property management can be a big distraction from the making. On the flip side, owners and managers of commercial space may not have a thorough understanding the current and future space and programming needs of an arts district.

The City of Burlington is out in front and is committed to ensuring affordable artist and maker spaces are sustained and grown as the city and South End change. What can be done to keep things moving forward? planBTV South End outlines strategies to support and grow:

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

Rest of document is:

D

Strategies

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

Form a Collaborative Working Group representing a broad array of skills and perspectives, to support each other. Think of it as the "South End Maker Space Water Cooler"—a melting pot of ideas and relationships where conversations happen, ideas are born, and people are connected. What should it do? The Arts & Affordability Toolkit outlines some of the key players that should be involved in this working group and some of the critical first steps in expanding space available for an arts district. A quick snapshot includes:

- **Gather South End artists & makers** in a discussion about their goals and needs for an arts district.
- **Gather South End property owners** to discuss their goals, worries, needs.
- **Create a Technical Assistance team of experts** in brownfields, finance, and property management and arts district programming to advise developers and arts entrepreneurs.
- **Engage landlords of artist space in honest (and difficult) conversations** about generational transitions and future plans.
- **Get the Burlington City Arts (BCA) market studies out there!** Developers and property owners need solid numbers to help them provide appropriate spaces.
- **Maintain a data base of artists/makers with space needs** as a supplement to the market studies.
- **Publish the affordability tool kit (an appendixto this plan) online and educate!**
- **Think about capacity and leadership.** What needs to happen? Who can lead?
- **Don't get overwhelmed! Pick one project, even if small, and focus on getting the system and capacity in place to succeed!** Word on the street indicates a cooperative arts/maker retail space would be a great first goal.

- Create a South End Working Group, write a mission, and set goals and a timeline for results.
- South End Arts and Business Association (SEABA), with support from Burlington City Arts, Community and Economic Development Office, state-wide agencies and organizations, developers, and property owners.

Continue to support Burlington City Arts (BCA), South End Arts and Business Association (SEABA), and other arts organizations. BCA can play an instrumental role in ensuring South End artists continue to thrive and grow by offering mentorship and technical assistance. SEABA can lead the way locally, by engaging in collaborative relationships and participating in the recommended South End Working Group. BCA and SEABA will need to work closely together to achieve goals.

- Form South End Working Group, set goals and craft a work plan.
- South End Arts and Business Association (SEABA), with assistance from Burlington City Arts

Explore potential strategies, through development or regulation, for preserving and creating affordable artist space. There are opportunities to proactively preserve/create affordable artist space in the South End through partnerships that combine financial, technical and management expertise.

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

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

The South End Working Group should play a major role in helping to evaluate opportunities to utilize these models. The Arts & Affordability Toolkit identifies properties that may be good candidates for exploring each of these models.

- Use the Arts & Affordability Toolkit to evaluate underutilized sites and buildings, private and publicly-owned, which may be good candidates for new artist space. Use the new Burlington City Arts market data to create a viable arts/maker space business plan, approach developers about incorporating affordable space into current projects, and/or consider a City policy regarding affordability in development RFP's or disposition.
- South End Working Group, South End Arts and Business Association (SEABA), Community & Economic Development Office, Burlington City Arts, property owners, developers

Create zoning and development regulations to help expand the supply of artist space. Zoning strategies can be used to encourage, or even require, new affordable spaces for production and display. However, a balanced, feasibility-based approach is important. Make the regulations too weak, the South End has lost an opportunity to expand its inventory of artist and maker space. But require projects to provide too much subsidy—either in the amount of artist/maker space or in the limits on rent or sales price—and a project could become financially infeasible. Regulatory strategies to consider are spelled out in more detail in the Arts & Affordability Toolkit, and include:

- **Require new development projects to incorporate a portion of arts space** to ensure that the inventory of arts/maker space grows along with other uses. A typical range is 5-10% of the project square footage. This requirement could identify work space, performance/exhibit space, or space for public art on the ground floor/exterior. This requirement must carefully consider the City's development economics and the need for these spaces.

- **Establish a process for verifying tenants/occupants**, if providing spaces that are meant to be preserved as affordable or for use specifically by artists. This will help ensure the proper use of subsidized spaces and prevent gentrification/displacement of artists by non-artists within arts-specific projects.
- **Provide incentives for creation/preservation of arts space in existing commercial buildings.** Incentives could include: a code/regulations advocate that helps landlords understand what and how to improve spaces while retaining affordability; providing tax breaks or grants to offset costs of code compliance and upgrades without passing the costs of improvements to artist tenants; or, allowing increased density/infill on sites to help retain affordability.
    - South End Working Group, South End Arts and Business Association (SEABA), Burlington City Arts, Community & Economic Development Office, Dept. of Planning & Zoning

Expand the visibility of the arts district to preserve and enhance its vibrancy.

Continue to incorporate the arts into the physical fabric of the South End. Strengthen visibility of the arts by prioritizing the retention (and expansion where possible) of existing buildings to support small artists and makers, and encourage creative use of building facades and public space.

- Create a Pine Street Arts Corridor and Linear Arts Park (see the second part of this plan)
- Parks, Recreation & Waterfront Department, Department of Planning & Zoning, South End Arts and Business Association (SEABA), Burlington City Arts.

Communicate the South End's unique character and advantages to potential future arts and maker opportunities and visitors.

- Continue and expand upon existing marketing and events, like South End Arts Hop, to increase visibility and create a critical mass of resources and enthusiasts to support the district.
- South End Arts and Business Association, Burlington City Arts, Community & Economic Development Office

DRAFT

LRPC EDITS:

REPLACE TEXT WITH: A

then let it rise

5 STEPS TO ECONOMIC DEVELOPMENT

The South End has long been an economic engine for Burlington and the region—a place where businesses grow from start-ups to success stories, and where people come to work. As the economy has changed, the types of work spaces businesses are looking for within the South End has evolved too.

A hundred years ago, South End buildings bustled with heavy-duty industrial activities. Coal was transformed into gas, structural steel and iron castings were fabricated, and the Lumiere Brothers manufactured plates for development of color photographs. By the 1980s, many of these buildings—and a new generation of one-story industrial and commercial structures—stood vacant. And today, those same buildings house a rich and eclectic mix of industrial, office, auto-related commercial, retail, and studio/workshop space.

Vermont Structural Steel (Flynn Ave, 1951)

What's the future fuel that will drive this economic engine? The Burlington South End Market Study prepared by

HR&A identified current trends and issues:[1]

- Growth in the "New Economy" sector—industries focused on technology, arts and design, and small scale, artisanal and food manufacturing.
- Demand for spaces that combine industrial AND retail operations (e.g., breweries with tap rooms, prototype facilities that welcome shoppers and offer tours, commercial kitchens with restaurants, artists' studios with retail space)
- Industrial rents that are significantly higher than elsewhere in Chittenden County, reflecting the appeal of the South End for blended industrial/retail operations...businesses that are typically willing to pay more for space than a company looking for a traditional warehouse or manufacturing facility. Today, average industrial rents are \$2.20/SF higher in the South End than for the county as a whole.
- Office rents that are comparable to downtown, reflecting the appeal of the South End for businesses in search of office space; the South End offers a fun, funky environment and relatively low cost parking.
- There is strong demand for housing in the South End to accommodate a growing workforce, but development economics and land use regulations (zoning) are barriers to addressing this housing need.

All of these

Burton Snowboards (Industrial Parkway, 2015)

to … that de… for space acros… all sectors exce… the current supp… order to meet the… needs, policies are needed that increase the supply of space availa… …lopment of new space, unlocking th… …f u… …rutilized land through higher densi… …omen… …here are a finite number of potentially developable parcels with in the South End and it is critical that the full potential of these parcels to support new development is maximized.

Plan BTV South End outlines a strategy to:

- Expand the economic development toolbox available to support growth
- Provide direct assistance to existing and potential new South End businesses
- Advance land use policy changes within the Enterprise Zone to enhance its value to the City

1 For more information, see the HR&A South End Market Study at www.planbtvsouthend.com

LRPC EDITS:

REVISE & EXPAND TO INCLUDE TEXT: B

ADD CALL-OUTS TO DEFINE "NEW ECONOMY" & "INNOVATION DISTRICT"

Strategies

Expand the economic development toolbox ... support growth.

There are many financial barriers but relatively few tools available to assist the City or property owners/businesses in advancing reuse of underutilized land and buildings within the South End.

Expand the financial tools available from state and regional sources to support development of new facilities—to include grants, new economic development programs, state designations that can enhance allocation of public resources.

Work cooperatively with the state government and regional development entities to advance this initiative.

Community and Economic Development Office; elected leadership

Provide direct

The South End is home to over 470 businesses employing nearly 6,300 people. Roughly 30% of Burlington's office space and 90% the of the city's industrial space—a combined total of approximately 2 million square feet—is located in the core of the South End. That's an important slice of Burlington's economy, and no one wants to see that vitality threatened.

... existing and ... South End businesses.

Businesses need a variety of supports to assist them with setting up a new enterprise or expanding an existing operation.

Provide workforce training support and other assistance to existing businesses; work with schools and other educational institutions to ensure available programs prepare the workforce for the jobs of the future; continue to provide technical support to businesses seeking space in the South End including identifying potential spaces; provide succession planning assistance to existing businesses and property owners; and assist businesses with navigating the permitting process.

Ensure that sufficient resources are available to support technical assistance activities.

Community and Economic Development Office

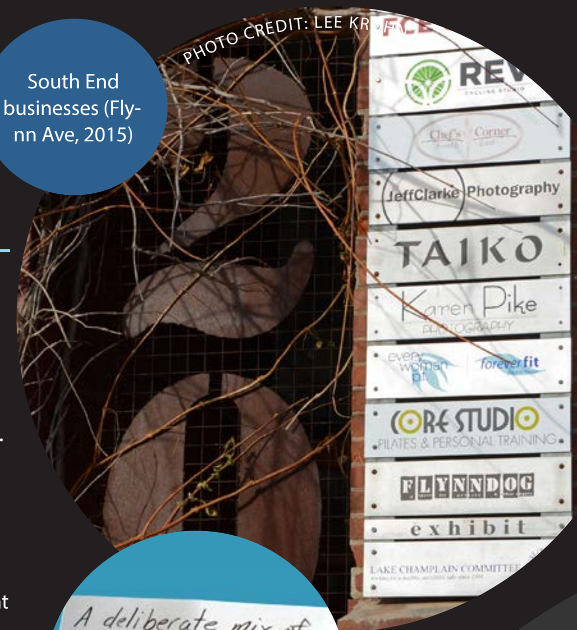
Advance land use policy changes within the Enterprise Zone to enhance its value to the City.

The Enterprise Zone needs to meet the evolving needs of the City, including incorporation of affordable and workforce housing in select locations, while also leveraging opportunities for preservation and expansion of maker space. Efforts must also address the expansion needs of industrial businesses that may pose conflicts with nearby residential uses.

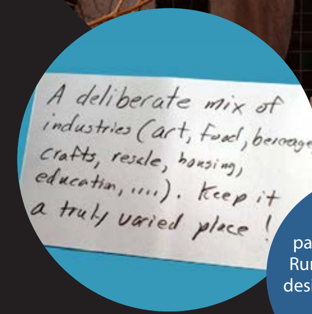
Evaluate possible changes to the Enterprise Zone that incorporate housing in select locations and result in more predictable development outcomes overall; support growth and expansion of operations for existing industrial businesses within the zone.

Continue community conversation and advance specific proposals for desired zoning changes.

Department of Planning and Zoning, Community and Economic Development Office

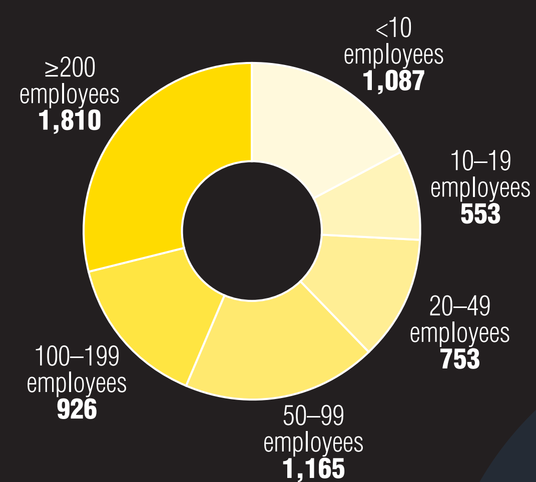


South End businesses (Flynn Ave, 2015)



Comment from participant in Marble Run outreach project, designed by local artist Kevyn Cundiff.

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



6,294 total jobs

spice it up

PRESERVING ARTS + AFFORDABILITY IN THE SOUTH END

Thriving arts and maker districts contain varied uses and are in a constant state of motion. The South End needs strategies that support and grow: 1) artist space affordability; 2) spaces and places that allow for that often-talked about "funkiness" factor, including the freedom of artists and makers to "make and break" things at all times of the day and night; 3) visibility and density that bring customers and vibrancy.

As "urban pioneers," artists benefit from low rents in areas where no one else wants to be. Over time, as neighborhoods gentrify, rising rents leave artists reacting to the forces around them instead of controlling where they work and what they pay. Ownership is a sure-fire way to ensure affordability but being in control requires much more than simply owning space. The capacity to lead and manage the acquisition, development, programming, maintenance, and operations of a building is a must for any organization or individual taking on development. In a city Burlington's size, capacity will depend on pooling a variety of resources and actors in and outside of the South End. And it's good business to pull in a variety of people and organizations— many of the skills and resources needed to acquire and manage affordable space go well beyond what most artists or arts organizations have or wish to have—becoming a real estate developer and property manager can be a big distraction from the making.

LRPC EDITS:

REVISE TEXT IN THIS PANEL WITH: C

DRAFT

LRPC EDITS:

REORGANIZE & CONDENSE TEXT BEGINNING HERE, THROUGH PAGE 43, BY REPLACING WITH: D

Setting u for succe

The City of Burlington is out in front here... committed to ensuring affordable artist and maker spaces are sustained and grown as the city and South End change. What can be done to keep things moving forward?

- Form a Collaborative Working Group. Think of it as the "South End Maker Space Water Cooler"—a melting pot of ideas and relationships where conversations happen, ideas are born, and people are connected. What should it do?

  > Gather South End property owners to discuss their goals, worries, needs.

  > Create a Technical Assistance team of experts in brownfields, finance, and property management to help developers and entrepreneurs.

  > Engage landlords of artist space in honest (and difficult) conversations about generational transitions and future plans.

  > Get the Burlington City Arts (BCA) market studies out there! Developers and property owners need solid numbers to help them provide appropriate spaces.

  > Maintain a data base of makers with space needs as a supplement to the market studies.

  > Publish the affordability tool kit (a companion to this report) online and educate!

  > Think about capacity and leadership. What needs to happen? Who can lead?

"...Form and empower a strong South End steering committee that will be both visionary as well as come up with unique solutions; collaborate in building what will make the arts and businesses grow; empower the artists through creating new studios and maintaining affordability around a core of highly efficient maker structures."

Community comment from the webtool

> Don't get overwhelmed! Pick one project, even if small, and focus on getting the system and capacity in place to succeed! Word on the street indicates a cooperative arts/maker retail space would be a great first goal.

Create the South End Working group, write a mission, and set goals and a timeline for results.

South End Arts and Business Association, with major support from Burlington City Arts. Others: Community & Economic Development Office, state-wide agencies and organizations, developers, and property owners

Strategies

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

Preserve/create affordable artist space through artist/maker ownership models (a.k.a., the Rosie the Riveter / Dive-in-and-Do-It strategy). Possibilities for artist/entrepreneur-owned spaces are 696 Pine Street and 747 Pine Street.

Identify underutilized buildings and use the new Burlington City Arts market data to create a viable maker space business plan.

South End Working Group, property owners, mission-driven developers

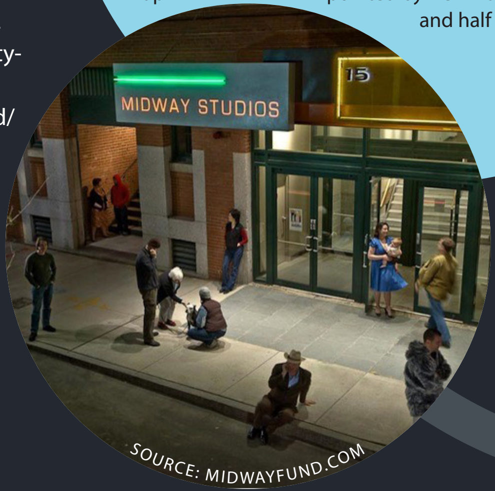
Preserve/create affordable artist space through nonprofit and for-profit developers (a.k.a., the Developers as Heroes strategy). Artist space projects are complicated and developers and non-profits offer much-needed expertise and resources. Consider an affordable component in 453 Pine Street or 747 Pine Street. A future opportunity is 339 Pine Street.

Approach developers about incorporating affordable space into current projects. A cooperative maker retail space might be a good first goal.

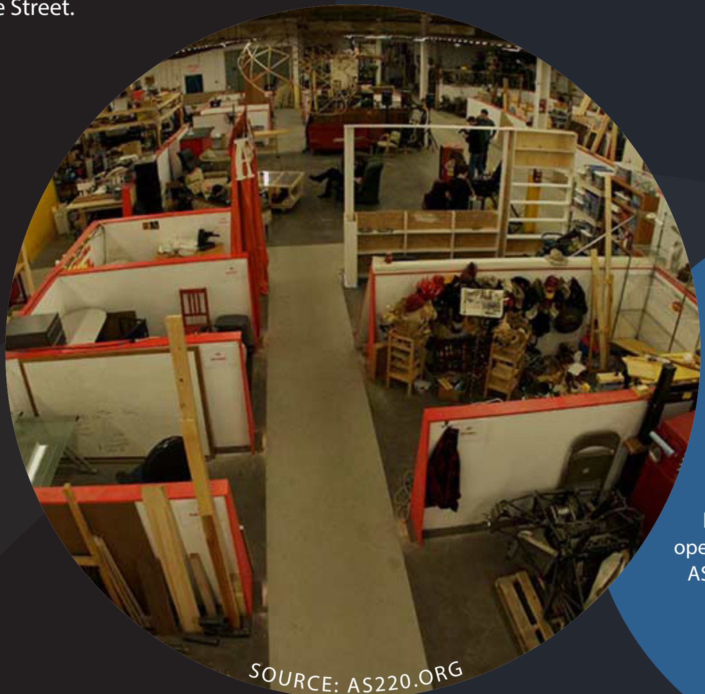
South End Arts and Business Association, Community & Economic Development Office, South End Working Group

Preserve/create affordable artist space through City actions (a.k.a., the City as Developer strategy). Consider a City policy that new development on City-owned land incorporate an affordable arts component. The City may also explore evaluating all City-owned buildings for artist space suitability and using the info to guide disposition and/or developer RFP guidelines. Properties to consider include 339 Pine Street.

Developers are important partners! In Boston, the pending sale of Midway Studios, an 89-unit artist live/work rental building with 24,000 SF of commercial space, brought the artists to action. They teamed with New Atlantic Development to create a viable financing structure and a credible offer of a $20 million purchase price. Within 72 hours, the artists raised over $500k by crowdfunding from friends, family, and arts advocates. Private Investments, with an 8% return, were easy to make online in amounts ranging from $1,000 to $1.7 million. An artists' organization now holds ownership and the units will remain affordable rentals. The property is managed by a Board of Directors, half appointed by New Atlantic Development and half by the residents.



SOURCE: MIDWAYFUND.COM


SOURCE: AS220.ORG

In Providence, RI, the non-profit AS220 acquired the 21,000 SF Empire Street building and then the Dreyfus Hotel and the Mercantile Block a few years later. AS220 financed acquisition with City loans, foundation donations, and capital campaigns. The strategy was simple: do a minimum build-out to meet code (artists got bare-bones spaces with no walls and minimum plumbing/kitchens) but nothing more, and use market rate tenants to help the bottom line. Strong support from foundations and the operation of AS220 Industries (the Community Print Shop, AS220 Labs, and AS220 Media Arts) fund operations.

PROCEED WITH
CAUTION!

Developing and managing affordable artist space is not for the faint of heart. Some combination of the following elements is needed for success:

- Vision
- High risk tolerance
- Resources (capital campaign, crowdfunding, grants)
- Building management expertise
- Revenue stream for ongoing building expenses
- Technical assistance for development and property management
- Ability to be an effective player/partner within real-world constraints and expectations (dealing with banks, regulatory bodies, end-users, design teams, engineers, etc.)
- Patience
- A "can do" attitude
- Social and political capital

DRAFT

Evaluate all City-owned property in the South End for suitability for artist/maker space and develop affordability requirements for development RFPs and disposition that incorporate affordable space.	Community & Economic Development Office, Burlington City Arts

Create zoning and development regulations that help expand the supply of workshop and work-live space (a.k.a., the City as Policy Maker strategy). Zoning strategies can be used to encourage and require new affordable spaces for production and display. A balanced, feasibility-based approach is important here. Make the regulations too weak, the South End has lost an opportunity to expand its inventory of artist and maker space. But require projects to provide too much subsidy—either in the amount of artist/maker space or in the limits on rent or sales price—and a project could become financially undoable.

Potential strategies:

- Require new office or housing projects to incorporate a set portion of arts space to ensure that the inventory of arts/maker space grows along with other uses. A typical range is 5-10% of the project square footage. Some things to consider?
  > Allowing projects to provide work space, work-live space; performance or exhibit space; or a combination of those uses, to meet requirements.
  > Allocating to artists a set component of any affordable housing required under the City's inclusionary zoning policies for new housing developments. Require income verification and artist certification.
  > Requiring space for public art in ground floor and exterior spaces.

Explore city development economics to determine the correct proportion for affordable space requirements and write requirements for artist space inclusionary zoning and public art spaces.	Department of Planning and Zoning, Community & Economic Development Office, Burlington City Arts, South End Arts and Business Association

- Require artist and income certification for eligibility for any subsidized work or work-live spaces in the South End to ensure a proper use of subsidies and prevent gentrification/displacement of artists by non-artists within arts space projects.

Develop an artist certification strategy and create a peer review panel to oversee the process. Coordinate income certification with affordable housing requirements.	South End Arts and Business Association / Burlington City Arts for artists, with support from Department of Planning and Zoning

- Provide incentives for creation/preservation of arts space in existing commercial buildings. South End artists benefit greatly from benevolent landlords. Consider:
  > Creating a code/regulations advocate to help landlords understand what and how to improve and upgrade spaces while retaining affordability.
  > Providing tax breaks or grants to offset costs of code compliance and systems upgrades in order to retain affordability.
  > Allowing increased density or infill on existing sites to help retain affordability through cross-subsidy of uses.

"Use social housing funds together with private foundation grants to build a number of artist/artisan only spaces for work and living and work to be affordable in perpetuity and run a board composed of residents and artists as well, I suppose, as the initial funders."
Community comment from the webtool

Work with landlords to understand their challenges. Investigate possibility for zoning FAR bonuses and other incentives to allow infill/additions on developed sites. Investigate possible grant sources.	South End Arts and Business Association, South End Working Group, Department of Planning and Zoning (zoning bonuses)

- Allow artist work-live housing within the existing Enterprise Zone. Work-live housing can protect the characteristics and purpose of the Enterprise Zone by providing affordability and an alternative to traditional residential areas: noise, density, bare bones open floor plans, and proximity to light industrial and commercial uses would be a given. Consider:
  > Allowing (potentially by-right) creation of permanently affordable artist work-live units anywhere within the existing Enterprise Zone north of Sears Lane.

In 1991, the City of Lowell, MA, issued an RFP for the disposition and redevelopment of two adjacent brownfield sites housing former factories. EA Fish, a Boston-area private developer, won the RFP, purchased the land for $120, and invested an additional $3.9 million in redevelopment. The project helped increase the city's tax revenue by approximately $350,000/year. These 49 loft-style artist homeownership units sold for an average of $175,000 at the project completion.

Action	Responsible
Revise the zoning code.	Department of Planning and Zoning

Support Burlington City Arts (BCA), SEABA (South End Arts and Business Association) and other arts organizations. BCA can play an instrumental role in ensuring South End artists continue to thrive and grow by offering mentorship and technical assistance. SEABA can lead the way locally, by engaging in collaborative relationships and participating in the recommended South End Working Group. BCA and SEABA will need to work closely together to achieve goals.

Action	Responsible
Form South End Working Group, set goals and craft a work plan	South End Arts and Business Association, with assistance from Burlington City Arts

Continue to incorporate the arts into the physical fabric of the South End. Strengthen visibility of the arts by prioritizing the retention (and expansion where possible) of existing buildings to support small artists and makers; and encourage creative use of building façades and public space.

Action	Responsible
Create a Pine Street Arts Corridor and Linear Arts Park	Parks, Recreation & Waterfront department; Department of Planning and Zoning; South End Arts and Business Association; Burlington City Arts

For more information, jump ahead to Reinforce the Arts Hub: Maple Street to Locust Street.

Artist P.J. McHenry and the Arts Riot team repurposed a vintage phone booth to create a video recording station, where community members shared their ideas about the future of the South End.

The South End has a great model for artist-owned and managed space. The district's very own Soda Plant and S.P.A.C.E. embody this ownership/management option. Steve Conant, owner of Conant Metal and Light bought a building and had more space than he needed. He also had very little time to manage the rental of artist studios. Enter Christy Mitchell—the answer to the artist space management challenge. Today, the Soda Plant houses 18 artists and a gallery and Conant's business. Most importantly, Mitchell is the person handling the master lease of the artist space… allowing Conant to focus on his business and giving Mitchell an expertise in artist space management and operations that has allowed her to branch out—managing spaces in two other South End locations.

Meagan Tuttle

From: genese grill <genesegrill1@gmail.com>
Sent: Tuesday, January 12, 2016 1:22 PM
To: Meagan Tuttle; SEA-Talk; saveopenspaceburlington; Bruce Seifer; Amey Radcliffe; Ibnar Avilix; C. W. Norris-Brown; Jen Berger; steve conant; Amanda Hannaford; John Murray; Lea Terhune; Charles Simpson; Barbara Headrick; barbara McGrew; Paul Schnable; Ruby Perry; Steve Goodkind; TONY Redington; Mannie Lionni; Diane Elliott Gayer
Subject: Re: planBTV South End: Economic Devt. & Arts/Affordability
Attachments: Econ Dev & Arts Affordability_revised text & plan notes.pdf

Categories: BTV South End

Thank you, Meagan, for sending along the attached revised Plan BTV section on arts and affordability for comment. I do have a few issues with the new document (surprise, surprise), as follows:

1. The discussion of the transformation of traditional industrial/manufacturing uses over the years is misleading, and seems to ignore the many traditional industries (like Edlund Co.) who are still operating in the area and providing many many good jobs. While there has been change, we need to remember that these older industries are still here (the draft plan tends to speak of them as if they have long ago moved on). And their interests must be taken into consideration. The jobs that they provide are probably far more important to our city than the trendy brew pubs that are popping up in the neighborhood. We learned from speaking with many business owners that they were being pushed out by the rising rents due to competing non-traditional uses such as high end office space. We might consider tightening regulations to allow for only maker/manufacturing uses in the zone. There is, also, a manufacturing renaissance happening in the country, due to the high cost of overseas and national transport. This is a good time to be incentivizing local manufacturing, not replacing it with restaurants and offices!
2. In the discussion of housing there is no distinction made between what is described as a desire for housing in the South End and desire for housing in the Enterprise District. We had to learn over the past year to be VERY careful about making this distinction. The language of the plan should also be very clear about that. There is, as far as we have ascertained, no meaningful

desire for housing in the Enterprise District, while there may be interest in it in the larger South End. While the third bullet on p. 2 does well in delineating the problem with putting housing in the ED, the main point in the heading is that workforce housing is desired in the South End. Is it? And should this be conflated with a desire in the ED? The businesses we spoke with (over 40) all said they did not want housing for their workers in the ED. This needs to be clarified! Furthermore, the suggestion that living in the ED would provide a high quality of life, ignores the problems of placing housing in industrial zones, already discussed.
3. Is there really a "strong demand" among ED workers for places to socialize, eat, and work out near their work place? Where is this statement coming from? Church street is a 10 minute walk from the ED. That could be some small exercise for someone who wanted to get a drink after work, without the fee of a health club!
4. I am so glad you are advocating thinking regionally with the Shelburne Road corridor. Finally! Also, the idea of improving workforce training is something that many people have been advancing over the last year. There are great opportunities for this: training schools, internship opportunities in traditional and newer manufacturing, and a collaboration between artists and industry. Let's do more with this for sure.
5. One thing missing here is a discussion of the possibility and benefit of tightening regulations in the ED. Instead we read over and over in PlanBTV about the benefits of deregulation (removing obstacles to development). Many people have spoken repeatedly about the need to study the possibility of tightening zoning in the ED to foster and protect its unique character, its energy as economic engine, etc. Grants could be researched to fund the creation of community centers, collaborative art centers and training schools that support and serve the community. This could be a priority or action item for the Plan.

Please make my comments part of the official record.
All the best,

-Genese Grill,
South End Alliance

On Tue, Jan 12, 2016 at 12:12 PM, Meagan Tuttle <mtuttle@burlingtonvt.gov> wrote:

Apologies, missed the attachment.

Meagan E Tuttle, AICP

Comprehensive Planner

City of Burlington, VT

802.865.7193

From: Meagan Tuttle
Sent: Tuesday, January 12, 2016 11:45 AM
To: Meagan Tuttle
Subject: RE: planBTV South End: Housing

Hello and Happy New Year!

The Planning Commission and it's Long Range Planning Committee are continuing their work to revise planBTV South End. The LRPC will meet at **SEABA this Thursday, Jan. 14**, and at the **Dept. of Public Works (645 Pine Street) on Jan 28** to discuss the Economic Development and Arts & Affordability sections of the plan. Both meetings are at noon.

Please see attached a document which contains DRAFT revisions to these two important sections of the plan. Pages 1-10 include only text, which is intended to replace the current text of these sections of the plan. The later part of the document includes excerpts of the plan, with purple call-out boxes to highlight where the text is to be inserted. These documents refer to the DRAFT Arts & Affordability Toolkit, which is available on the planBTV website. *(Updates to this Toolkit will be forthcoming.)*

I invite you to also look over the revisions. After reviewing, please feel free to do any of the following:

- Attend the LRPC meetings on Jan 14 or Jan 28 to participate in the discussion
- Send your thoughts on the revisions to me or to a Planning Commissioner
- Share with others you think may be interested in reviewing the suggested edits

Thank you,

Meagan

Meagan E Tuttle, AICP

Comprehensive Planner

City of Burlington, VT

802.865.7193

From: Meagan Tuttle
Sent: Friday, November 20, 2015 4:10 PM
To: Doreen Kraft; Sara Katz; Peter Owens; Diana Colangelo; Todd Rawlings; Kirsten Merriman Shapiro; Brian Lowe; Lee Krohn; 'gals@gothamcitygraphics.com'; 'conewango@gmail.com'; 'Maggie Standley'; 'Ibnar Avilix'; 'genesegrill1@gmail.com'; 'director@seaba.com'; 'echurchill@ccrpcvt.org'; Andy Montroll; Bruce Baker; David E. White; Emily Lee (gmail); Emily Lee (Work); Harris Roen; Jennifer Wallace-Brodeur (jwb@burlingtontelecom.net); Lee Buffinton; Meagan Tuttle; Yves Bradley
Cc: David E. White
Subject: planBTV South End: Housing

Hi All—

As you're likely aware, the Planning Commission dedicated the majority of its last two meetings to a discussion of how the draft plan BTV South End's strategies for housing can be revised. With direction from the Commission, and dedicated South End stakeholders, staff has taken a stab at revising the text for the housing element of the plan, which is attached. This text has been sent to the Long Range Planning Committee, who will meet on Monday, November 23, 2015 at 12pm in the Planning & Zoning Conference room, to review and discuss.

I invite you to also look over the revisions, which are suggested to replace the text from pages 22-23 and 56-59 of the draft plan, which is available online here. After reviewing, please feel free to:

- Attend the LRPC meeting on Monday to participate in the discussion
- Send your thoughts on the revisions to me or to a Planning Commissioner
- Share with others you think may be interested in reviewing the suggested edits

The Planning Commission will continue to review the draft plan element-by-element during its upcoming meetings. Once we've obtained some direction from the full Commission on how to update, the LRPC will work through the specifics. Please note that the next elements for PC discussion will be economic development and arts & affordability on November 24 at 6:30pm in CR 12.

Thank you,

Meagan

Meagan E Tuttle, AICP

Principal Planner for Comprehensive Planning

City of Burlington, VT

mtuttle@burlingtonvt.gov

802.865.7188 office

802.865.7193 direct

802.865.7195 fax

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Genese Grill, PhD

http://genesegrill.blogspot.com

ttp://contramundum.net/thought-flights.html

http://www.jstor.org/r/WorldAsMetaphor

http://musilattempts.blogspot.com/

http://researchsharingviapaper.blogspot.com

http://southendalliance.org

Meagan Tuttle

From: Charles Simpson <simpsocr@plattsburgh.edu>
Sent: Sunday, November 22, 2015 7:14 PM
To: genese grill
Cc: Meagan Tuttle; SEA-Talk; saveopenspaceburlington; abbilmo@yahoo.com; beaukwin@yahoo.com; carolyn@whirledtree.org; carpediem@burlingtontelecom.net; cmclaughlin214@yahoo.com; consuelac@msm.com; johanne@ybba.com; josh-mcdonald@comcast.net; Katherine Taylor-McBroom; labossa1@hotmail.com; lida@lidawinfield.com; mjladesigns@gmail.com; rfeldmanvt@gmail.com; salmv145 @gmail.com; walkerwrks@aol.com; wassuck@gmail.com; Aaron Grossman; Alexander James Dostie; Alexandra Halkin; Andrew Chardain; Andrew Russell; astein@sover.net; beth robinson; bobby hackney; Bren@flynndog; Bruce Seifer; Bryan Parmelee; Christina Erickson; christopher shar; Christy Mitchell; Clark Derbes; Danielle Patterson; Dylan Giambatista; Edward Burke; Ellen Goodrich; Evzen Holas; Guy Derry; Jared Maher; Jason Cook; Jason Pappas; Jean Cannon; Jessica Workman; Jewels Sparks; John Brickels; john marius; Katie Grauer; liz@shopthelamp.com; Lydia Littwin; Madeline Mclennon; Mary Heinrich Aloi; Matthew Penney; Moe O'Hara; Patrick Tracy; reggie; Robert Chamberlin; Ron Hernandez; Ronald Wanamaker; Scottie Raymond; Stephanie Bush; Stephen Sharon; Steve Williams; studio@timothygrannis.com; Wylie Garcia; “Audrey Rose”; “Carrie Clabargh”; “Nancy Tomczak”; steve conant; Doreen Kraft; Sara Katz; Peter Owens; Diana Colangelo; Todd Rawlings; Kirsten Merriman Shapiro; Brian Lowe; Lee Krohn; gals@gothamcitygraphics.com; conewango@gmail.com; Maggie Standley; Ibnar Avilix; director@seaba.com; echurchill@ccrpcvt.org; Andy Montroll; Bruce Baker; David E. White; Emily Lee (gmail); Emily Lee (Work); Harris Roen; Jennifer Wallace-Brodeur (jwb@burlingtontelecom.net); Lee Buffinton; Yves Bradley
Subject: Re: [SOS-B] Re: planBTV South End: Housing

Thank you Meagan Tuttle for drafting these proposed changes to the South End plan and thank you Genese Grill for sharing Tuttle's comments as well as her own.

Here's my comments on the revision of the Housing Section:

First, is it restful to read text separated from the razzmatazz of graphics and images. How much shorter and less costly would the South End booklet have been had it followed a text-based model with index?

Second, the section on housing makes clear that opening up the Enterprise District to residential development has motivated the South End study. Now that Tuttle has indicated that that premise has been discarded, at least for the moment--"at this time."--there is an opportunity to reorient the recommendations toward enhancing the entrepreneurial and cultural economies of the area. Given that local, organic food production has emerged as a growth sector of the state's economy and that the market is centered in Chittenden County, the study might urge the location of a meat and vegetable processing facility in the South End available to many smaller producers and organized as a non-profit cooperative. Given the location of a new City Market with an ekes of 2 acres on their plot, an adjacent Flynn Avenue location seems the obvious choice. Second, given that Burlington is counting on a vibrant cultural economy with cultural innovators already clustered in the Enterprise Zone, it seems an obvious move to recommend that the huge city-owned lot on Pine Street formerly housing DPW be transformed into an arts and artisan facility with cooperatively shared and appropriately designed facilities for dance, music, woodworking, and sculpture. Such a facility should include instructional space, retail space for art products, performance space, and practice/rehearsal areas. Let the consultants challenge city officials to put their money where their rhetoric is: that is, to use city-owned space to incubate the culture that Burlington City Arts celebrates.

Thank you,
Charle Simpson, Ward 6

On Fri, Nov 20, 2015 at 10:38 PM, genese grill <genesegrill1@gmail.com> wrote:

Here is the attachment sent by Meagan Tuttle of the revisions to Plan BTV South End's section on housing.

On Fri, Nov 20, 2015 at 10:36 PM, genese grill <genesegrill1@gmail.com> wrote:

Thanks for sending this draft revision of Plan BTV's section on housing in the ED. It is a relief to read and really, finally, reflects the really hard-won conversations of the last few months. Thank you, thank you, thank you. As you probably can expect, I have a few comments/suggestions/questions:

1. Can we take out the word "currently" in paragraph two in the phrase "currently prohibits housing". It suggests that this prohibition is precarious and subject to change.
2. In the section on causes of the housing problem the mention of regulations and parking costs reads as justification for cutting important public review processes and eliminating regulations that protect our health, our neighborhood character, and so on. While I am sure developers would build faster and more if we continued to deregulate more, this would not necessarily be good. The argument for deregulation in Plan BTV Downtown/Waterfront led to Form Based Code and can be read as a justification for eliminating public review in exchange for getting the housing we need. Can't we hold out for a higher standard?
3. Bullet two (about providing housing for the middle) is much appreciated!
4. Add to cures: improve multi-modal transportation (bus/train/park and ride) combined with a regional eye to benefiting from housing possibilities in South Burlington and other nearby and outlying areas. The discussion about housing will be enriched by a discussion of regional possibilities and

transportation innovations. Urban infill is not the only answer to climate change! The people want park and rides, trains, and buses!
5. In Taste of Home section: can you remove the outdated language about it being difficult to make the argument against allowing any housing in the ED. It contradicts the fact that you then go on and make that argument a moment later.
6. The passage that says, "the conversation about new housing in this area should continue" must be qualified: it must be a conversation that takes into consideration the dangers of allowing housing discussed above.
7. When you talk about re-zoning areas adjacent to the ED, does that mean outside of the boundary line or inside it? I know that there are a few sites (that automotive shop on St. Paul, that are technically within the ED, but really more in a residential area, that might be rezoned, but I wouldn't want to see language that would encourage more spot zoning of areas that are at the edge of the ED but still central to its functioning. Can the language about adjacent areas and rezoning be made clearer to a lay person?
8. Can you say something somewhere (perhaps when you talk about changes ((good and bad)) to the neighborhood as a result of development)about the need for sensitive and responsible handling of toxic soils in the area along the waterfront?

I will send this out to our email list and hope that you get some more detailed responses from interested parties.
Yours,
Genese Grill
South End Alliance

On Fri, Nov 20, 2015 at 4:10 PM, Meagan Tuttle <mtuttle@burlingtonvt.gov> wrote:

Hi All—

As you're likely aware, the Planning Commission dedicated the majority of its last two meetings to a discussion of how the draft plan BTV South End's strategies for housing can be revised. With direction from the Commission, and dedicated South End stakeholders, staff has taken a stab at revising the text for the housing element of the plan, which is attached. This text has been sent to the Long Range Planning Committee, who will meet on Monday, November 23, 2015 at 12pm in the Planning & Zoning Conference room, to review and discuss.

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Thank you,

Meagan

Meagan E Tuttle, AICP

Principal Planner for Comprehensive Planning

City of Burlington, VT

mtuttle@burlingtonvt.gov

802.865.7188 office

802.865.7193 direct

802.865.7195 fax

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Genese Grill, PhD

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Comments: PlanBTV-South End — Amey Radcliffe — include in public record

Overall, there is much improvement to the new draft. Hooray! Here though, are some thoughts and suggestions. I've provided the first few words of the paragraph I am referencing in each comment.

1. Since much of the description and discussion of the South End, is really about the Enterprise District, I believe this should be clarified up front. The first line could read "Second only to Burlington's downtown, the South End Enterprise District (SEED) has long been an economic engine for the City and the region" A further suggestion would be to call the area the South End Arts and Enterprise District (SEAED) since there is a state designation in place for the arts district. This would serve to "brand" the area in a way that fits with both the reality and the aspiration of the area in many people's minds.

2. "Demand for spaces" section paragraph: The fact that industrial rents are higher in the SEED than in Chittenden County may be a misleading fact. One, there is very little industrial space in Burlington besides the SEED. The only other area may be the Riverside Ave. area. As for Chittenden County as a whole, the comparison is apples and oranges. Consider the "no man's land" feel to most industrial parks of CC in Williston, Essex, Winooski and Colchester. There is no historic charm and very little in the way of creative or artist activity. Two, proximity to downtown Burlington also makes the SEED very unique. It's a no-brainer that there is much desirability in the SEED for arts, enterprise, innovation and industry. We have the vibe, we have the space, we have the parking!

3. "Office rents….." paragraph: This section could use some more clarification. One, The kind of office space that is comparable between downtown and the SEED is limited to only certain buildings. The fact that rents are comparable in such spaces makes sense but the fact that parking is available shouldn't be downplayed. As a former renter in an upstairs Church Street office, I can attest to the every day challenge of finding free parking downtown (a preferable choice to a high monthly parking cost) and the fact that the lack of parking is challenging for clients as well. The SEED represents a lower cost more accessible alternative, so while office rents of a particular kind may be comparable, the ease of the SEED far exceeds downtown. The other important point is that the SEED offers a different kind of rental space than downtown in the rougher, older and less improved buildings and for these buildings, rent is much less than downtown. Our own move from a 400 square foot office in downtown allowed us to triple the space for less than double the cost. As a creative business, the roughness of the space is in fact desirable. I believe this less tangible quality to the SEED should be factored-in in desirability as well as what in fact needs to be preserved. I have seen many other offices in the SEED's older buildings that have this same quality and it's what draws the ooohs and ahhh's from a particular demographic of creative people and entrepreneurs.

4. “Increasing difficulty in finding affordable….” Paragraph: Some community experience may show that small spaces are mainly what is in demand at least in the artist community. In the Howard block, when a small space is available (less than 1000 sq feet) News travels through the community and a shuffle happens where one artist/business upgrades to a larger space, and an artist that may have been part of a collective space will opt for their own private space. The only time that does not occur is when a very large space opens. Case in point: When the artist community learned that Burlington Furniture would be moving to 747, the interest arose but because of the large amount of space and the total monthly cost, it represented too big a “nut” to crack for most artists. The space took several months to rent. The Unsworth’s did initially try for something closer to “market rate rent” due to the fact that the space was well improved by Burlington Furniture but in the end, the prices are more comparable to other Howard spaces. (8/ft for finished, 6/ft for warehouse) Unsworth’s difficulty in renting this space required them to hire Vermont Commercial to helpo. It is now under contract by two creative entities who will share it. The HR&A market study leaves out some important nuances to our SEED – in the same way I believe Goody Clancy and Civic Moxie also missed some particular phenomena of our area that needs consideration if we are to preserve the area for what it does, why people like it and what will keep it from further gentrification. Lastly, another local story that has inspired conversation in the community. Urban Moonshine wanted to stay in the SEED for its manufacturing facility but ran into compliance issues. Many of us wonder why CEDO and the City could not have stepped in to help make something work for them. This is the kind of business that is a good fit for the SEED. Bruce Seifer did a lot in his tenure to help businesses thrive and stay in the SEED. This kind of preservation effort should be continued. Embracing the area as the most vibrant creative economy center of Vermont can’t be emphasized enough. To further this thought: CEDO could also consider the following. What if they provided a space management service so that when a larger space like Burlington Furniture opens, they manage the space by breaking it into multiple smaller affordable spaces that are the ones MOST in demand? A small increase to sq ft rates for each space could cover operating costs if this is not looked upon with a high-profit motive. This would be a preservation effort for affordable spaces and perhaps the building owner could be given some incentives to keep yearly increases minimal to provide a long term affordability.

5. “An evolving economy and workforce….” Paragraph: I like the notion of diversity of jobs in the SEED. I also like the idea that the industrial/manufacturing/innovation/entrepreneurship aspects to the SEED help provide economic diversity for the city overall. Downtown is largely a mix of office, professional services, retail, restaurant and hospitality. A worker downtown could be a lawyer, a psychologist, a store clerk, a waitress or a housekeeper in a hotel. The evolution of downtown with increases in the hospitality industry, means that there is a big gap between high wage earners and lower wager earners. The SEED may offer a greater breadth of wage levels than downtown due to the fact that there is room for larger more diverse businesses

like Rhino, Edlund, Burton and Dealer. This should be encouraged and the balance of this kind of industry and manufacturing with retail and restaurant should be closely watched.

6. "Retail, entertainment and service uses…." Paragraph: This introduction of this facet of business, may in fact be the downfall to the SEED. Given that the framers of the original restrictions of the SEED prohibited certain uses and required certain perimeters should be revisited for today's situation. What kinds of retail? What kinds of restaurants? Brattleboro's downtown has discouraged chain stores. This has created a more interesting and unique downtown. Should "making" be an aspect of all retail/hospitality – or Vermont-made? I don't agree with the idea of "strong demand from workers who are looking for places to eat, shop, exercise and socialize after work". What makes the SEED desirable for many is parking… plain and simple. With the new downtown core parking costs, this has probably become even more true. Why try to park downtown to go to Penny Cluse or Magnolia if you can park at the Spot? Why wrestle with downtown parking to get a drink when you can park more easily at Citizen Cider? Regardless, an influx of more retail establishment and restaurants is not necessarily a good thing for the SEED.

7. "A demand for housing in the South End…." This section needs work. Firstly, discussions of "crisis" and "scarcity" could benefit from more clarity. From my understanding in listening to Michael Monte and others. the real problem is in fact a problem with affordability. Both subsidy level and all housing below market rate is needed in our city and in our region. While "workforce housing" is sometimes the term given for BMR housing, I think it's a misrepresentation to say there is a "demand for housing in the South End to accommodate a growing workforce". According to conversations with over 40 businesses, members of SEA did not find a conclusive call for worker housing from large SEED businesses. And in fact, the housing survey that went out to SEED businesses was so flawed that one large company did not want to give it out to employees as they thought it poorly executed. My own experience found two significant problems. One was that despite my own disclosure that I live in the country outside Burlington and I am happy doing so, the survey allowed me down a trail of hypothetical questions "if you did want to move would you want to live in x, y or z?…." My answers were not applicable and the survey should not have allowed me to continue. There were also leading questions along the lines of "wouldn't you like to live in the industrial south end?" without the benefit of explaining current zoning restrictions and why they are in place which may bring about a different answer. In short, this section is misleading the data from which conclusions are being drawn is questionable.

8. As for the bullet "Employees of the South End businesses…." The issue raised here could most simply be solved with a good park and ride at Kmart or another accessible lot with a Pine Street shuttle every 10 minutes. Many people like myself, like living outside of Burlington for land, fresh air, proximity to outdoor

activities like skiing and a less crowded environment. This will not change with housing in the South End.

9. Last bullet in this section should read "However, the demand for new housing in the Enterprise District has the potential…."

10. I would add a bullet in the same section that states an effort to utilize lots and opportunities that already exist in residentially zoned areas of the South End including behind Champlain School, the Pine Street Deli corner, an additional floor on Jackson Terrace, and a below market rate housing building created by CHT and Housing Vermont by renovating the Blodgett building in an affordable manner to create small units of housing for many people who need it.

11. Page 3. "As we look to the future" section… what is meant by "redefining the one-size-fits-all approach to land use regulation" This could use clarification.

12. Strategies section. I'm skeptical of the sub-district approach for a few reasons. One is that it serves to divide an area that actually needs more connection. Because the SEED is a large area geographically and right now the best method to connect to outlying points is by car, we need to rethink transportation to maximize connection. Ideas such as city bikes, regular shuttle buses, trolley, monorail, tubes, tunnels, and other creative solutions should be considered to consolidate not separate areas for maximum benefit. What happens in my own block is fascinating with regard to shared services and resources amongst businesses. With a city-sponsored transport of people and goods, this could become District-wide.

13. Page 7 – preserving arts and affordability. The number one way to preserve affordability is to stem gentrification. Many areas around the country and the world are looking at this issue.

14. Page 9. "create zoning and development regulations…." I'd like to see this section expand to discuss more than just artist affordability, and perhaps it belongs in an earlier section. I'd like to see zoning and development regulations to help expand the creative, innovative, entrepreneurial and artistic possibilities of the SEED. How can zoning be used as a tool to direct change toward a most favorable goal.

Finally some overall comments:

1. We need more studies. We need a study that looks at the current climate of manufacturing/industry/artistry/innovation/entrepreneurship and makes recommendations for creating a fostering environment for more incubator facilities, micro-manufacturing and Vermont style business activity. What are

the ways to foster this and what are the threats to it. The path is started, how do we help it grow?

2. Gentrification study. What are the causes and effects? How is it discouraged? What guidelines/restrictions thwart it? What can Burlington do that other communities have failed at?

3. Study of how small cities come together to create amazing cultural centers. How did North Adams create Mass MOCA? How did the Torpedo Factory get done? What tools are available that do not require housing as a method? What federal grants could be utilized the create an energy innovation hub or a center for invention/innovation/entreneurship for all people including new americans, refugees, and marginalized populations. How can creativity be used for the greater good?

4. The plan is missing an important ingredient and one that needs to come from the community in a deliberate way: A "mission statement" for the SEED. It would be a statement of purpose, vision and the guiding principles to achieve it. This could be achieved through a community lead visioning workshop with much greater depth than what has been provided thus far. It could start with the revised draft of Plan BTV SE as a foundation, but should not be city run if it is to have true community buy-in. Many active and engaged citizens would appreciate this opportunity to create a simple vision directive that is what all future efforts are measured against in the same way a corporation measures its activities against its mission statement and brand identity. I have met with a woman who does this work for a living and would be willing to offer her services to run such a workshop. Do let me know if you would consider this idea and I will happily champion it in the community.

Lastly I offer my own participation in the next efforts of plan BTV-SE. I would volunteer to join the Collaborative Working Group and I would offer my design services for any next drafts at a reduced rate.

Thanks for reading my lengthy comments and ideas.
Thanks for the opportunity.
Amey Radcliffe,
Artist, co-owner of Gotham City Graphics now in our 27th year.

Burlington Planning Commission
149 Church Street
Burlington, VT 05401
Telephone: (802) 865-7188
(802) 865-7195 (FAX)
(802) 865-7142 (TTY)
www.burlingtonvt.gov/pz

Burlington Planning Commission

Long Range Planning Committee

Special Meeting Notice- *Revised*

Thursday, February 18, 2016 @ 12 pm
Public Works Conference Room, 645 Pine Street, Burlington

AGENDA

1. **Agenda**

2. **2016 Regular Meeting Schedule**
   The Committee will review and approve the schedule for regular meetings through the duration of 2016.

3. **planBTV: South End Plan**
   The Committee will review and discuss edits to the draft Plan's economic development and arts and affordability elements based on the Planning Commission's recent discussions. The Committee will also discuss a schedule for re-releasing the draft plan when the Commission's work has been completed.

4. **Adjourn** – 1:00 pm

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Long Range Planning Committee (of the Planning Commission)

February - December 2016

Regularly Scheduled Meetings

Date	Day	Time	Location
February 25, 2016	Thursday	12:00pm	SEABA Offices- 404 Pine St.
March 10, 2016	Thursday	12:00pm	City Hall, Conference Room 17
March 24, 2016	Thursday	12:00pm	DPW Conference Room- 645 Pine St.
April 28, 2016	Thursday	12:00pm	City Hall, Conference Room 17
May 26, 2016	Thursday	12:00pm	City Hall, Conference Room 17
June 23, 2016	Thursday	12:00pm	City Hall, Conference Room 17
July 28, 2016	Thursday	12:00pm	City Hall, Conference Room 17
August 25, 2016	Thursday	12:00pm	City Hall, Conference Room 17
September 22, 2016	Thursday	12:00pm	City Hall, Conference Room 17
October 23, 2016	Thursday	12:00pm	City Hall, Conference Room 17

DRAFT FOR APPROVAL

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Burlington Planning Commission

Long Range Planning Committee

Special Meeting Notes

Thursday, February 18, 2016 @ noon
Dept. of Public Works, 645 Pine Street, Burlington

Present: J. Wallace-Brodeur, E. Lee, M. Tuttle, D. White, members of the public

1. Agenda

A quorum of the Committee was not present. Therefore, the Commission dispensed with the proposed agenda, which was to include approval of a regular meeting calendar for 2016. The Committee and members of the public present continued an informal discussion of the updated Economic Development section of the draft planBTV South End.

2. planBTV: South End Master Plan

M. Tuttle noted that based on conversation at the January 14 LRPC meeting, staff had made some minor tweaks to the first recommendation in the revised Economic Development section. This recommendation discusses a more fine-grained approach to land use policy to preserve and expand various uses within the Enterprise Zone.

The Commission and members of the public discussed this concept. Questions and comments included:

- Would this mean that we are going to create new use tables that permit and prohit certain uses, or are we talking about setbacks, height, etc?
- Seems that there is too much focus on types of uses, rather than what the experience is like for pedesdestrians and people that work in and live near the district. For example, this doesn't talk about what the conflict is like for nearby residential areas, or where to promote new development versus preservation of existing. It seems that the arts hub area is an area for preservation, and the maker district is an area for growth.
- Form might be a better framework than use, so that the conversation shifts to one about the experience and how we address edges/integration of conflicting uses. However, use does need to be a part of the conversation to some degree.
- The idea of four subareas seems to be a leftover from earlier discussions about housing in the Enterprise Zone. Instead of subareas, we should talk about what will advance or

detract from the character of the district, and when X happens what is needed to support it.

- The description of the area around Flynn Avenue as an eclectic ecosystem is really the description of the whole Enterprise Zone. The only subareas are the parts of the South End that are zoned E-LM and the parts that are residential and not zoned E-LM.
- Perhaps for the next discussion, we consider a different way to discuss this issue, maybe with the full Planning Commission. We should table this item at our next meetings so that we can talk about other strategies in this section. We can come back to this item after we've put some more work into it.
- Hard to talk about this section without considering the mobility elements. Maybe talk about the plan's strategies in the context of the "on the ground" section to make it easier to see how all of these issues correspond.
- Can we also look back at the community's vision from the planning process to frame our discussion?
- Traffic generators, such as gas stations, detract from walkability and create traffic, which undermine the goals of the plan.

Further discussion on this topic was deferred to a future meeting.