

PRELIMINARY INVESTIGATIONS AND LISTENING SESSION RESULTS



UNIVERSITY OF WASHINGTON GREEN FUTURES LAB
AND THE CITY OF BURLINGTON, WA



GREEN FUTURES RESEARCH & DESIGN **LAB**
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THE TOWN OF BURLINGTON, WA



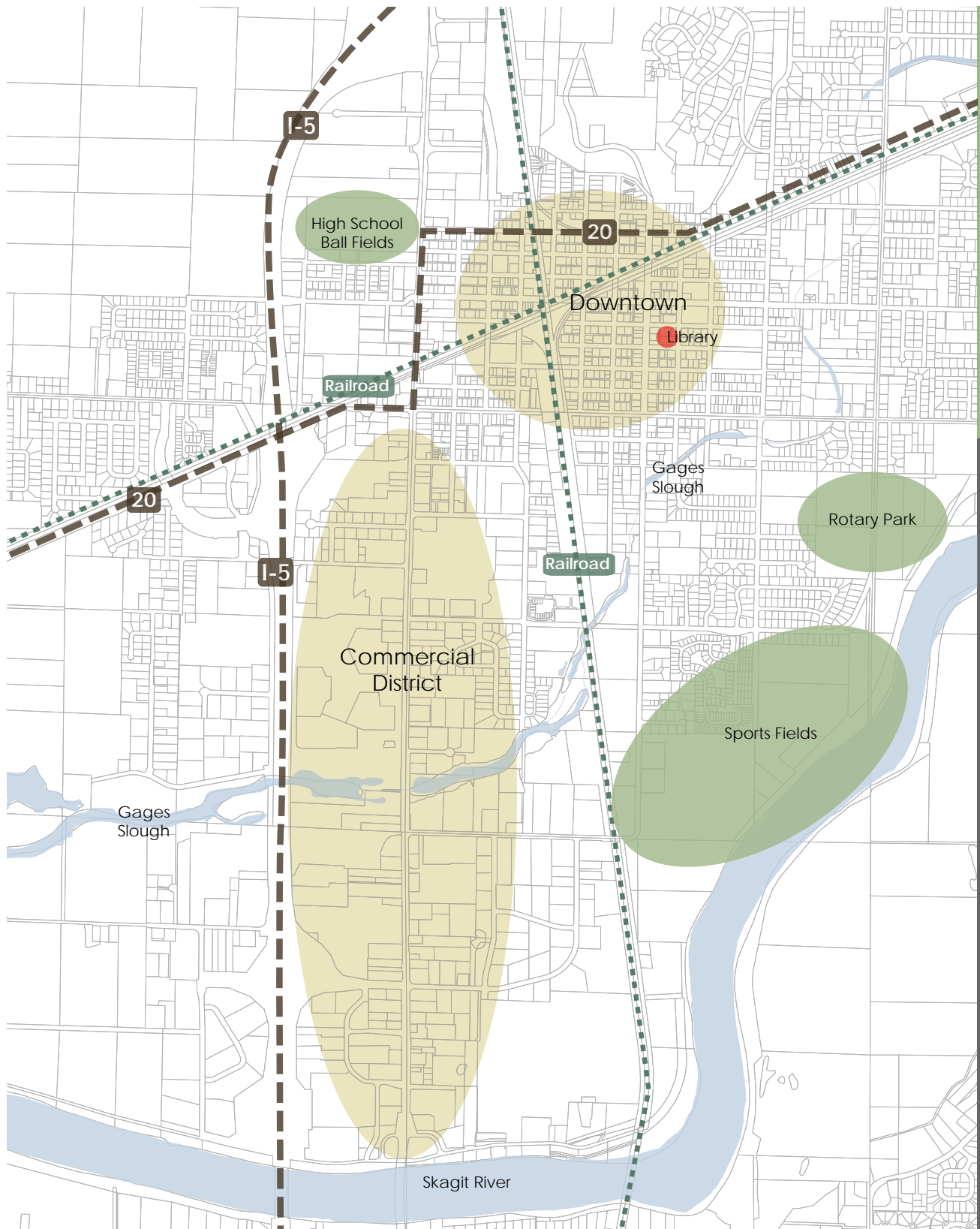
Burlington sits along the Skagit River in northern Washington's Skagit County. The surrounding valley is home to an active agricultural industry. Originally a logging town born from the 1880s, Burlington has slowly matured over the last century, claiming both new land and new residents. Today, Burlington boasts approximately 8,400 residents, 31 percent of which identify as Hispanic.

In the past few decades, Burlington has grown as a shopping destination for Washingtonians and Canadians alike, thanks in large part to its location along the I-5 corridor. Burlington is home to Cascade Mall, an outlet mall, and several big-name stores, such as Costco and Best Buy. These stores draw volumes of visitors to the commercial area in the southern half of the city year-round. However, because Burlington faces competition with shopping centers in nearby Bellingham and Marysville, consumer-drawing amenities will prove essential to Burlington's development in coming years.



LOCATION OF BURLINGTON

Burlington is located along Interstate 5 in northwestern Washington State, just north of Mount Vernon. Highway 20 runs through town, providing easy access to the San Juan Islands in the west and the Cascades in the east.



THE TOWN OF BURLINGTON

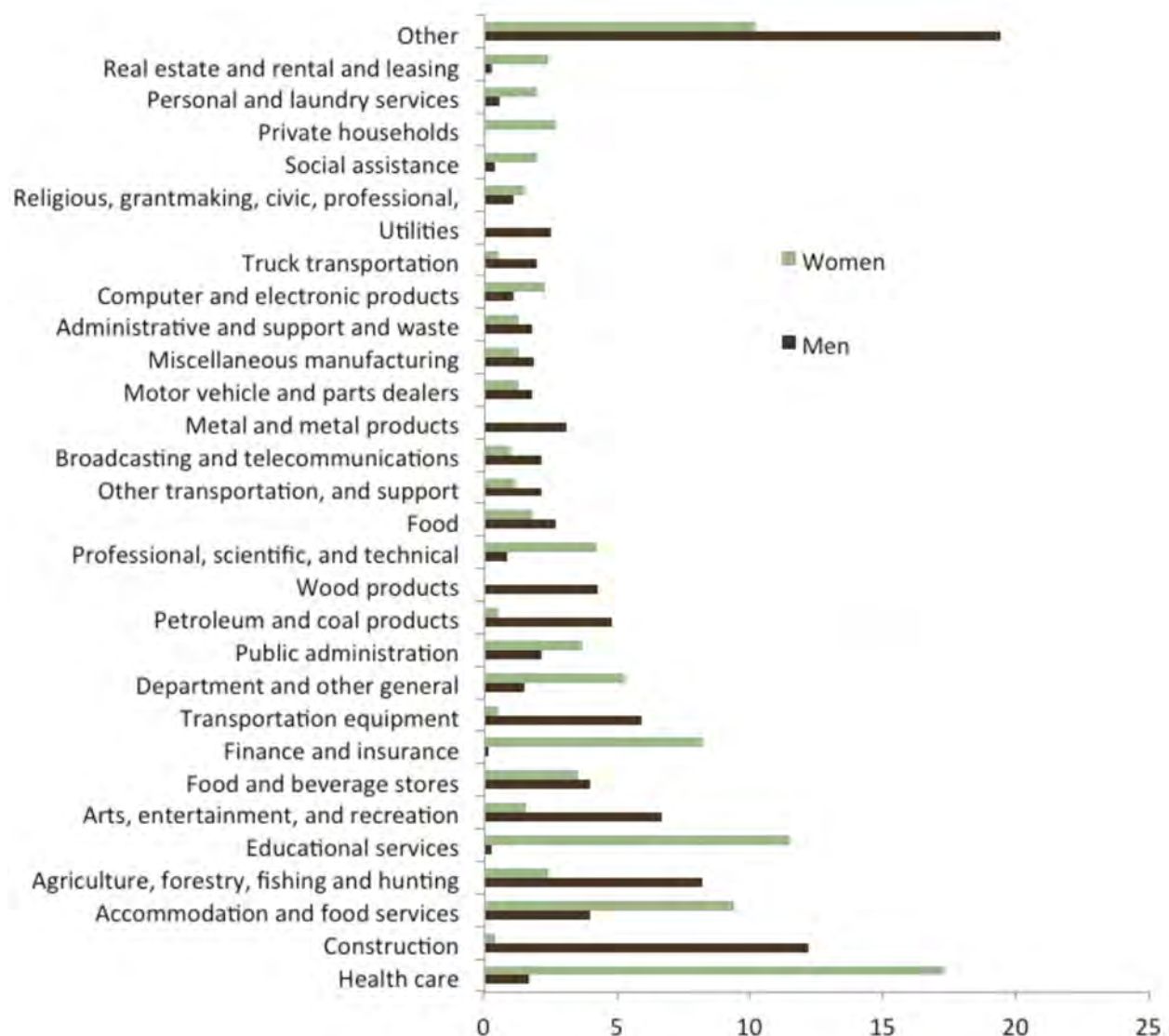


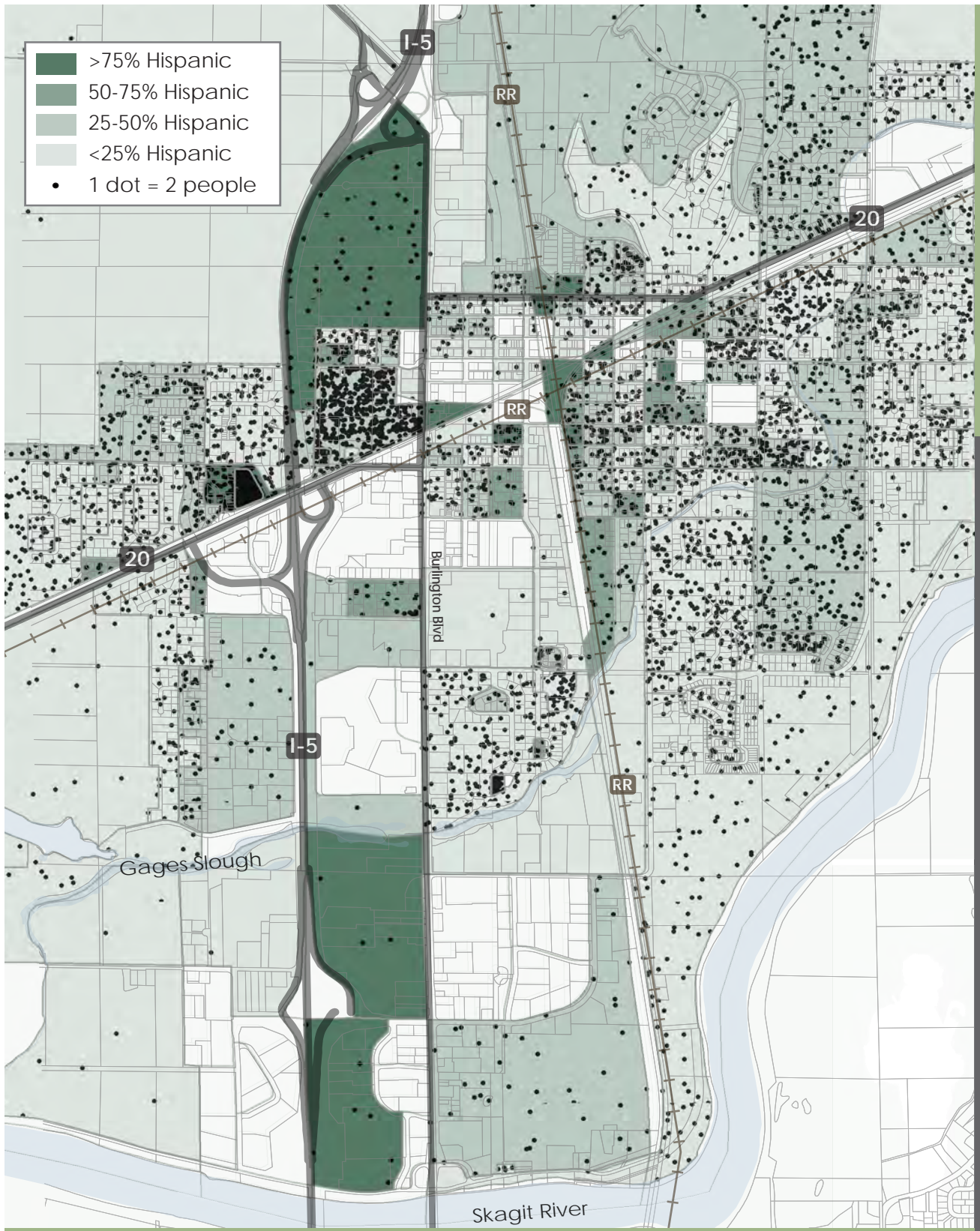
Burlington has two distinct nodes: the commercial district and the main street downtown area. The Skagit River forms the town's southeast border, surrounded by farmland on all other sides. Gages Slough connects the Downtown and Commercial Districts.

QUICK FACTS ABOUT BURLINGTON

Population, 2011	8474
Percent over 65:	13.2 (12.3 for WA)
Percent Hispanic:	31%
Median Household Income:	\$47,521
Homeownership rate:	49.4%

MAJOR EMPLOYMENT INDUSTRIES

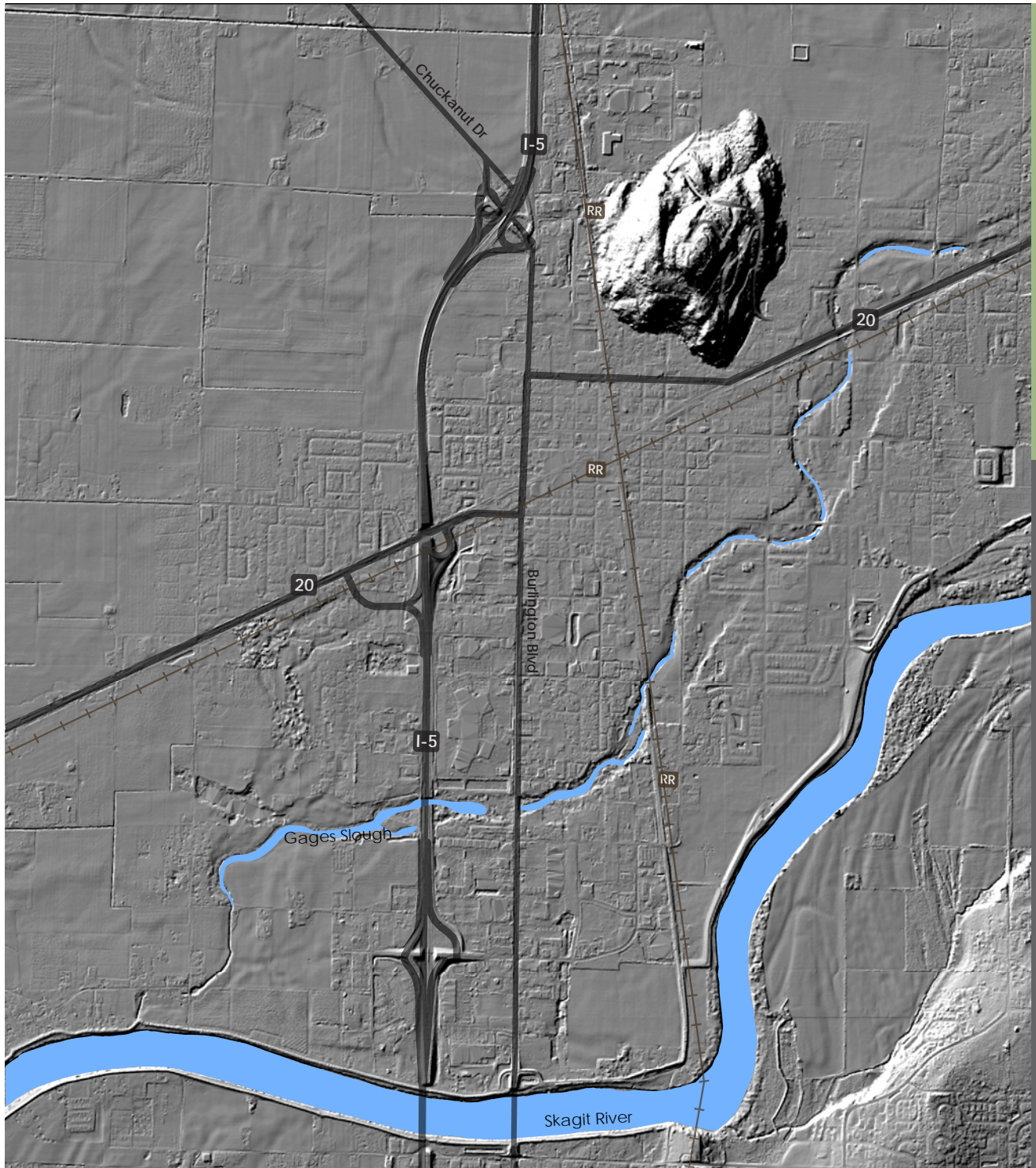




POPULATION DENSITY AND ETHNICITY



According to census data, Burlington’s most densely populated neighborhoods are along State Route 20 just north of the Commercial District. There is currently no housing in the commercial and industrial areas of town.

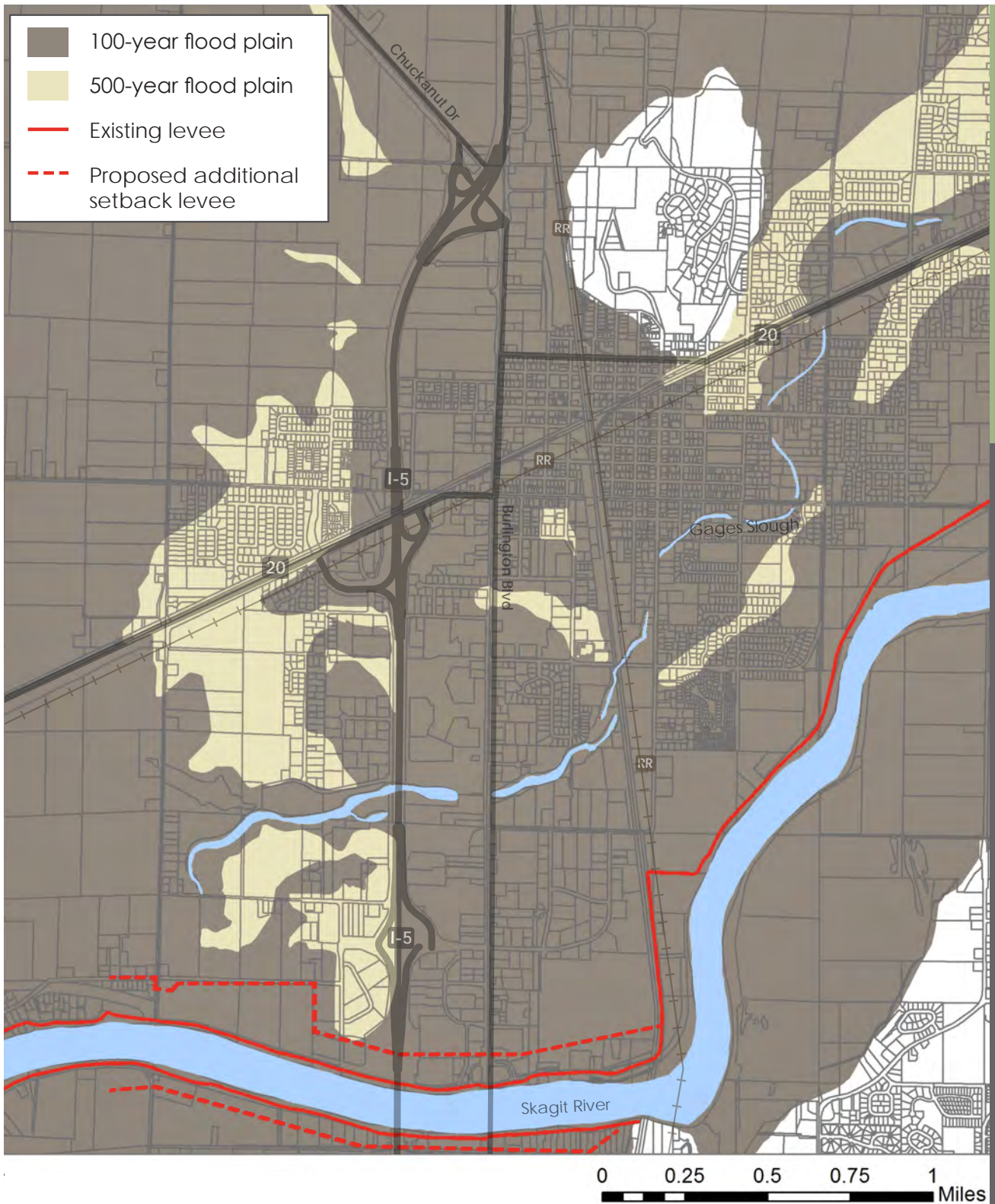


0 .25 0.5 0.75 1 Miles

TOPOGRAPHY

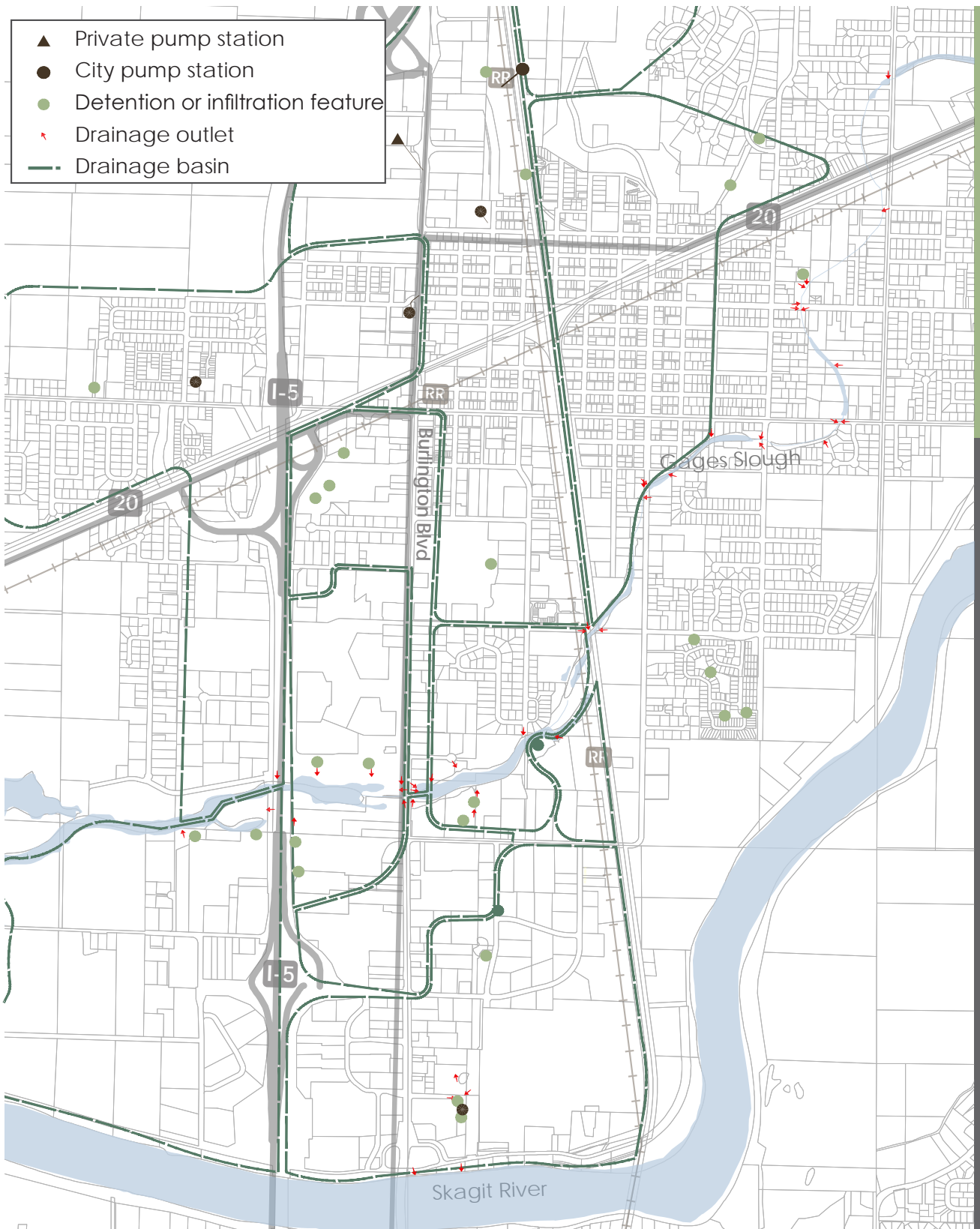
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Situated in the Skagit Valley, the topography of Burlington and the surrounding farmland is relatively flat. The hilltop residential community to the north of town is the one notable exception. Polluted water from city streets and parking lots flows into storm sewers that drain into Gages Slough, and then into the Skagit River.



FLOOD PLAIN

Burlington is protected from flooding of the Skagit River by the town's levee. Dike district #12 (from the east end to the railroad bridge) is working to upgrade their levee to 100 year protection certification. This may affect the information shown above.



STORMWATER INFRASTRUCTURE

While Burlington has made an effort to integrate LID facilities into the city's stormwater system, there are still many opportunities to develop this practice further. Most stormwater from the city currently empties into Gages Slough, negatively impacting its water quality.



VACANT BUILDINGS



A preliminary study of current building usage in the Commercial District indicated the above vacancies. The former site of the K-Mart store is the largest vacant property was thus identified as a promising site to begin redevelopment efforts.

REFERENCES

GEOGRAPHIC INFORMATION

National Resources Conservation Service's Geospatial Data Gateway <<http://datagateway.nrcs.usda.gov/>>.

Skagit County, WA Department of Ecology

US Census Bureau: American FactFinder, <<http://factfinder2.census.gov/faces/nav/jsf/pages/index.xhtml>>.

Google Maps, <maps.google.com>.

OTHER BURLINGTON INFORMATION

City-Data.com, < <http://www.city-data.com/city/Burlington-Washington.html>>.

H+T Affordability Index, <<http://htaindex.cnt.org/map/>>.

LISTENING SESSION RESULTS



On the evening of March 5, 2013, the UW Green Futures Lab and the City of Burlington conducted a listening session to learn more about Burlington residents' priorities and requisites for their town, particularly with regard to the Commercial District and stormwater management. A diverse group of residents and stakeholders participated in the meeting, including Burlington residents, city planners, public works and parks and recreation, city council and planning board members, property owners, business owners, and affordable housing advocates. The following section summarizes the findings of this session.

Summary of Listening Session



Introduction

The listening session included six different stations designed to elicit responses from residents and stakeholders. Below is a summary of each station: History and Identity; Environment and Stormwater; Tourism, Recreation, and Economics; Getting Around; Shopping, Services, and Housing; and What is Your Wish? The information gleaned at each station is then described in greater detail on the following pages.

History and Identity

The History and Identity station was an opportunity for people to reflect on characteristics and events that bring about a unique Burlington. The “sacred places” that stage these proceedings, enriched by individual and community meaning, provide the town its identity.

Participants were asked to locate and describe on a Burlington map their favorite places as well as places routinely visited with family and friends from out of town. Responses of both requests presented significant overlaps, and demarcated three distinct sections of town: “Old Downtown,” “the Riverfront,” and “the Commercial District.” The feeling of community offered by Burlington’s library, local shops, and taverns earned Old Downtown “most popular” as both a favorite place and place to visit with out-of-town family and friends. Outdoor recreation and access to nature positioned the Riverfront as next most popular, followed by the Commercial District which, considered a place only to bring visitors, proved least well-loved.

Environment and Stormwater

At this station, participants were invited to mark a Burlington map where stormwater concerns occur. Participants also voted on different low impact development (LID) techniques that they would like to see implemented in Burlington. In addition, they filled out surveys to gauge their feelings towards Gages Slough and their awareness of its water quality.

In the vote for LID techniques, “rain gardens” received the most votes, “street trees” received the second most, and “permeable pavement,” “bioswales,” and “green corridors” received the third most. On the Gages Slough survey, participants indicated that they cared about the Slough, and were concerned about its water quality. Most wanted opportunities to walk or bicycle along the Slough, and many expressed optimism that it held great potential as a city amenity. Business owners indicated that they are interested in investing in better environmental performance that includes stormwater, energy, and materials improvements.

Tourism, Recreation and Economics

Participants were provided maps of the area and asked to indicate, 1) existing locations for recreation and tourism and 2) potential opportunities to increase recreation and tourism. Owners of local businesses filled out surveys that asked questions about economic drivers in Burlington.

Participants indicated several parks and particularly the soccer field area (including the horseshoe pits and car track) as being popular recreation areas. A few people mentioned the bicycle/pedestrian path along State Route 20. Participants identified the shopping district – Costco, Best Buy, and the outlet stores – as the largest draw for tourism. The soccer fields also bring in visitors thanks to soccer tournaments.

There were numerous recreation and tourism opportunities mentioned during the listening session. The participants wanted to see more pedestrian and bicycle connections throughout the city, particularly along Gages Slough and the Skagit River dikes. Participants additionally suggested farmers’ markets and urban agriculture near the Commercial District as possible tourist draws.

Getting Around

Residents were asked a series of questions to describe their travel patterns and desired methods of travel within the community.

To determine behavioral preferences, residents were asked how far they were willing to travel to a shopping district. Residents indicated that they were willing to walk up to 10 minutes to a shopping area, which translates to half a mile. This is higher than the typical average, which many researchers report is a 5-minute walk, or a quarter mile. Residents are willing to bike 15 to 20 minutes and drive 20 minutes or longer to reach a shopping area. In addition, residents prefer tree-lined streets and planting areas along sidewalks.

Existing travel patterns favor the car with vehicular traffic primarily along arterials. Many residents expressed safety concerns for cyclists in high traffic areas, such as Burlington Avenue. As such, cyclists tend to avoid Burlington Avenue and instead choose to ride on Goldenrod Road and Anacortes Street.

Unlike Burlington Avenue, which is strictly for vehicular use, Fairhaven Avenue (near the Downtown District) accommodates all modes of travel (walkers, bikers, and drivers).

With all modes of travel, the railroad becomes a physical barrier that is difficult to cross, due to few legal intersections. As a result, teenagers will often illegally cross the railroad tracks, which poses safety concerns.

Residents already enjoy walking along Skagit River, so walking and biking trails along Gages Slough and Skagit River were popular choices for proposed pedestrian and cycling paths. Residents expressed a strong desire for safe routes of travel including designated pedestrian paths and bike lanes. No additional vehicular routes were proposed, however, additional routes of travel across the train tracks, as noted above, would be beneficial.

Shopping, Services, and Housing

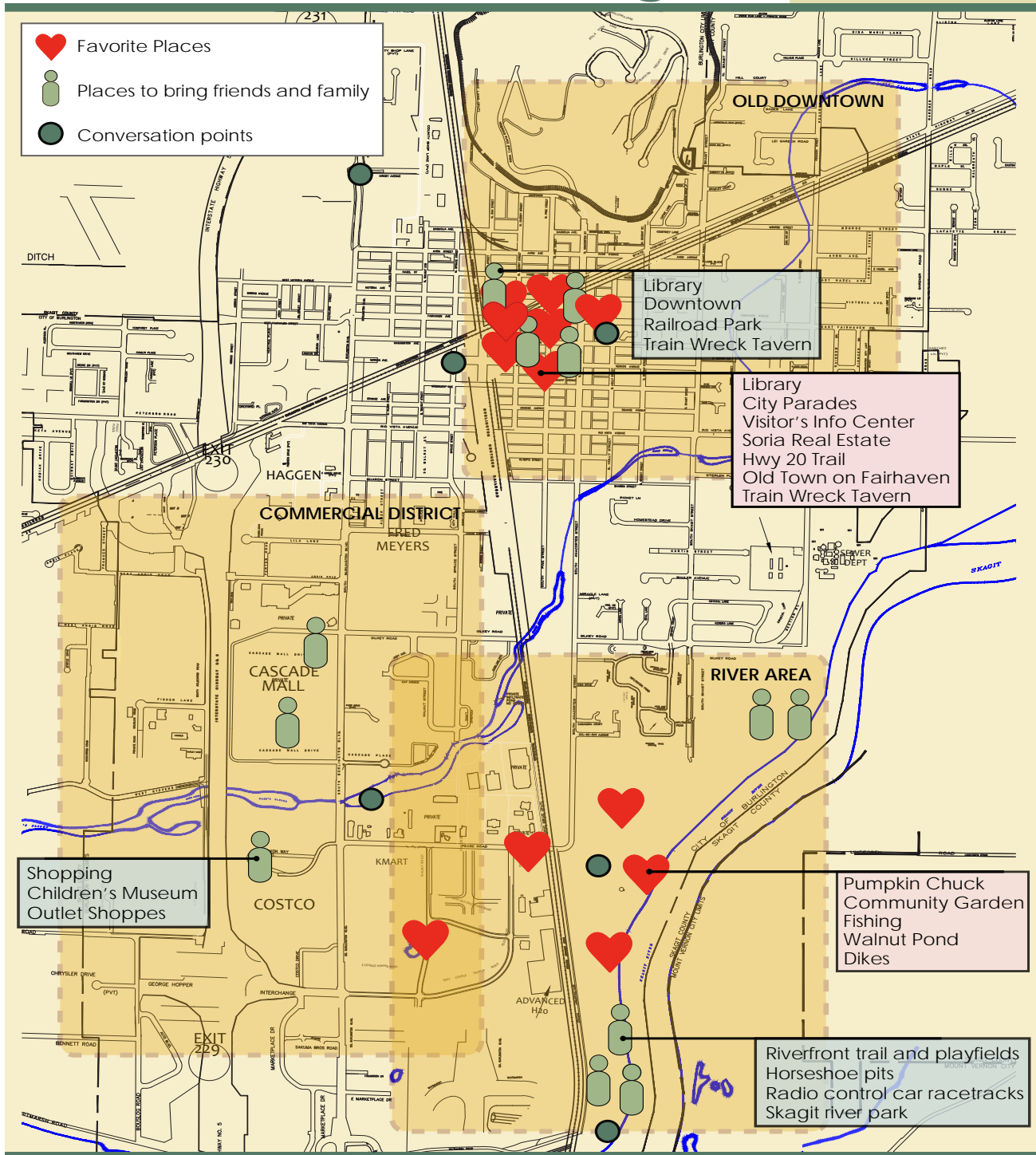
When responding to specific shopping needs, residents expressed a need for a “Whole Foods” or “Trader Joes” type of grocery store and an additional hotel/s. However, residents primarily focused on public amenities when asked to map locations for new services and activities. Residents overwhelmingly desire a nature path along Gages Slough and/ or the Skagit River. Walking along the Skagit River is already a popular route (as shown in the “Existing Patterns of Travel” map) and residents want to see a combined pedestrian and bike route along the river. This correlates with the desire for additional walking/ jogging paths in the community. Live outdoor music concerts, a public plaza/ outdoor gathering space, and designated bike lanes were popular choices for community amenities.

Residents indicated their preference for a walkable, main street shopping experience coupled with mixed-use (apartments over retail) housing options in lieu of a traditional enclosed mall. Residents selected a climate responsive design approach (such as building orientation, shading devices, and native plants/ landscaping) as the best method to incorporate “sustainable” features in commercial and residential buildings.

What’s Your Wish

The What’s Your Wish station asked participants to articulate their hopes for Burlington’s future. Responses fell into four comprehensive categories, including “Sustainable/ Green Ideas,” “Train Concerns,” “Character of Burlington,” and “Walking and Biking.” The most notable themes were the inclusion of a healthy natural environment, reduced train impacts on the community, vibrant Downtown and Commercial Districts, and the formation of a system of connected trails for biking and walking.

History and Identity of Burlington



FAVORITE PLACES AND ACTIVITIES



The Downtown District and the Riverfront are Burlington's most loved areas, providing the town with a sense of community and a unique character. Shopping was the only activity identified within the Commercial District. Traffic, aesthetics, and its singular use were cited as reasons for infrequent visits to this area.

Tourism, Recreation, and Economics



BUSINESS OWNERS' QUESTIONNAIRE RESULTS

What are Burlington's Economic Drivers?

Respondents overwhelmingly cited retail as the primary economic driver, and described the main consumers as people from out of town.

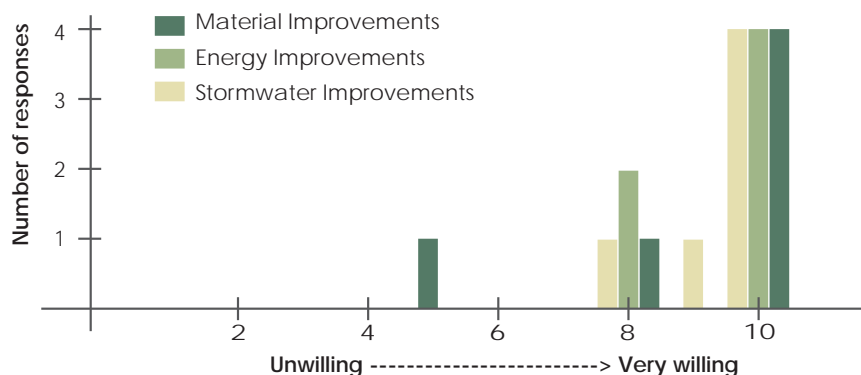
What would benefit the town?

Ideas to improve the town included: better design of the retail areas (vibrant and walkable), increased opportunities for industry, and greater tourism focused on Canadian shoppers (sales pinpointing Canadian holidays).

What draws people from out of town?

Shopping opportunities, sporting events at the soccer fields, the Skagit Valley Tulip Festival, the Very Berry Days event and low gasoline. Retirement housing and care facilities was seen as both a draw and as an opportunity for expansion.

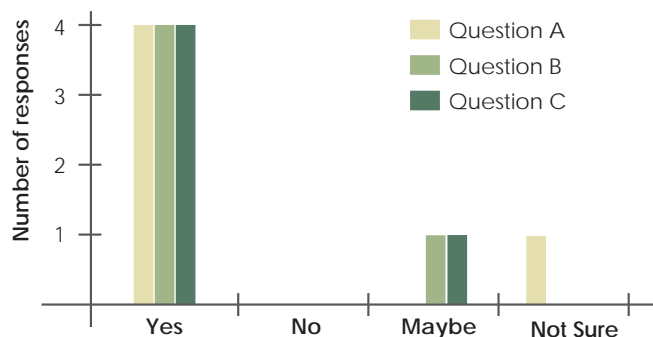
How willing are you to invest in the following?

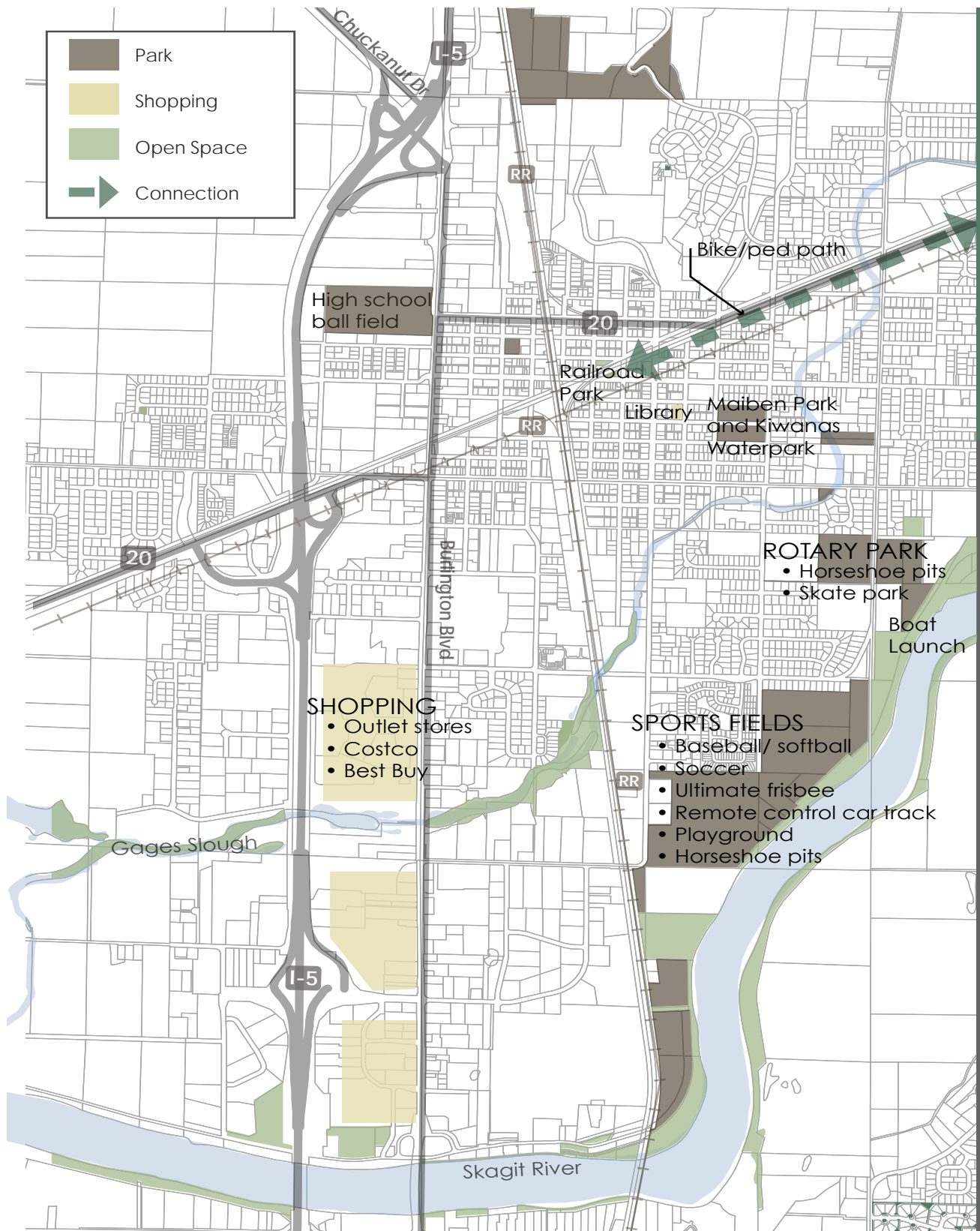


(A) Do you believe that better environmental performance could benefit your business?

(B) Would you be willing to invest in better environmental performance?

(C) Are you interested in collaborating with neighboring business to create larger-scale environmental improvements?

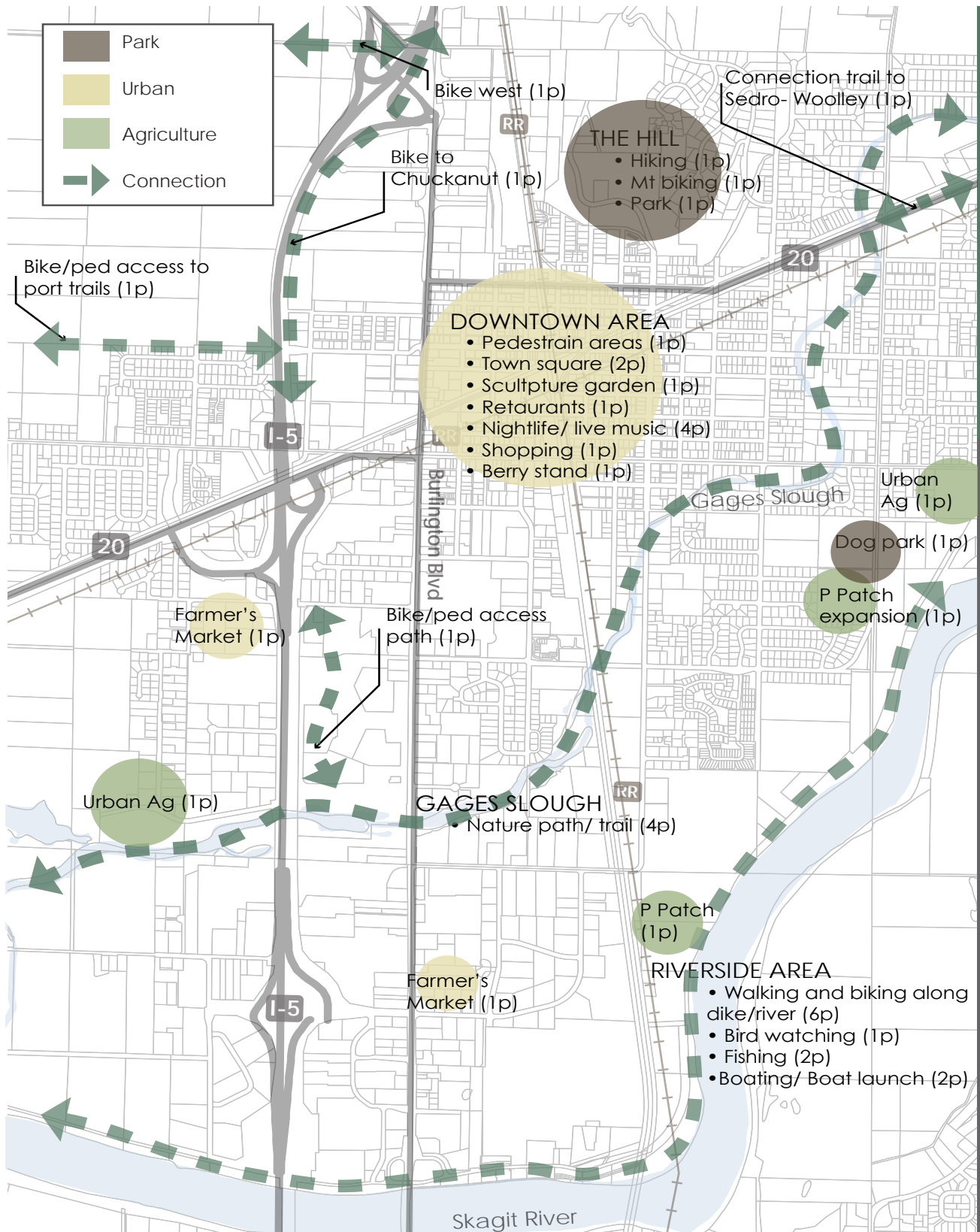




EXISTING TOURISM AND RECREATION OPPORTUNITIES



Many participants mentioned the sports fields as one of the town's important amenities. In addition to their use by Burlington and Mt. Vernon residents, the fields are scheduled for Pacific Northwest regional sporting events, such as soccer and ultimate frisbee.



DESIRED TOURISM AND RECREATION OPPORTUNITIES



The most frequently cited tourism and recreational opportunities included: a Gages Slough nature path, a Skagit River bike/pedestrian path, public amenities in the Downtown District, and recreational activities on The Hill.

GAGES SLOUGH QUESTIONNAIRE RESULTS

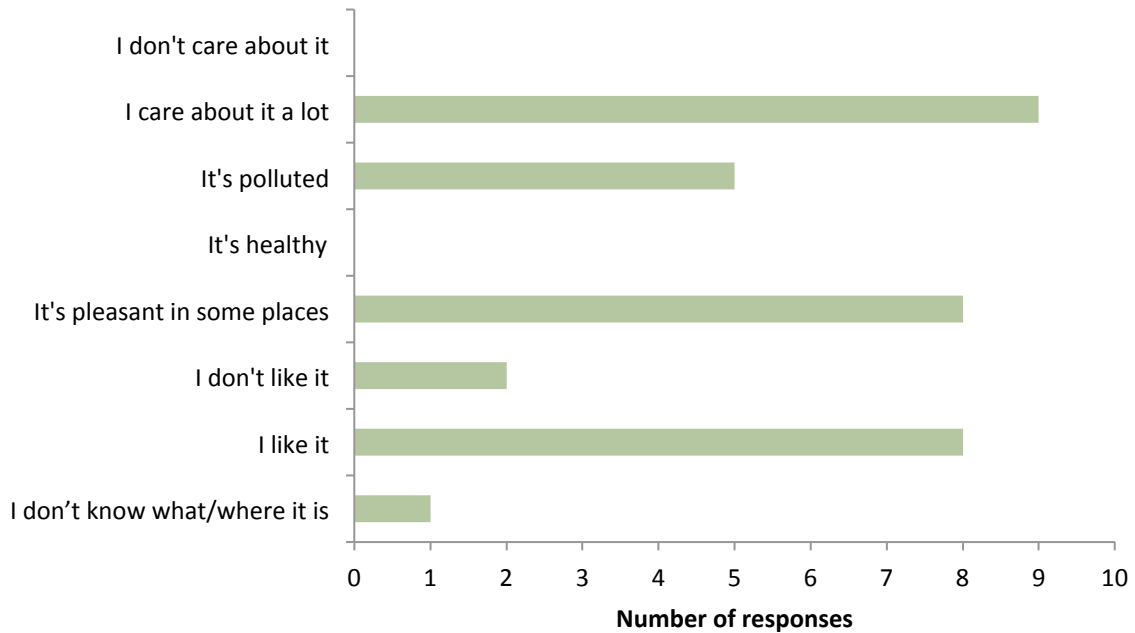


Figure 1: Responses to “How do you feel about Gages Slough? Check all that apply”

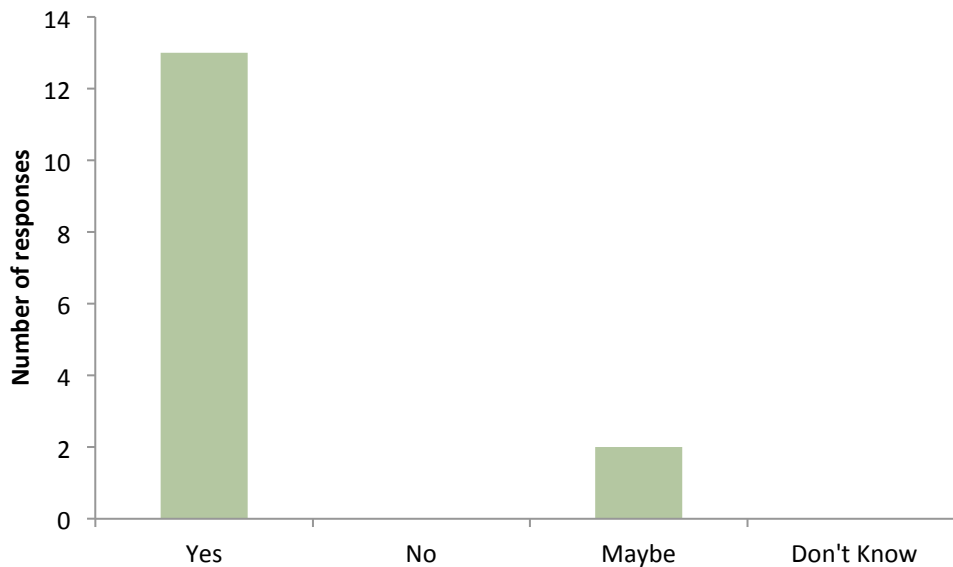
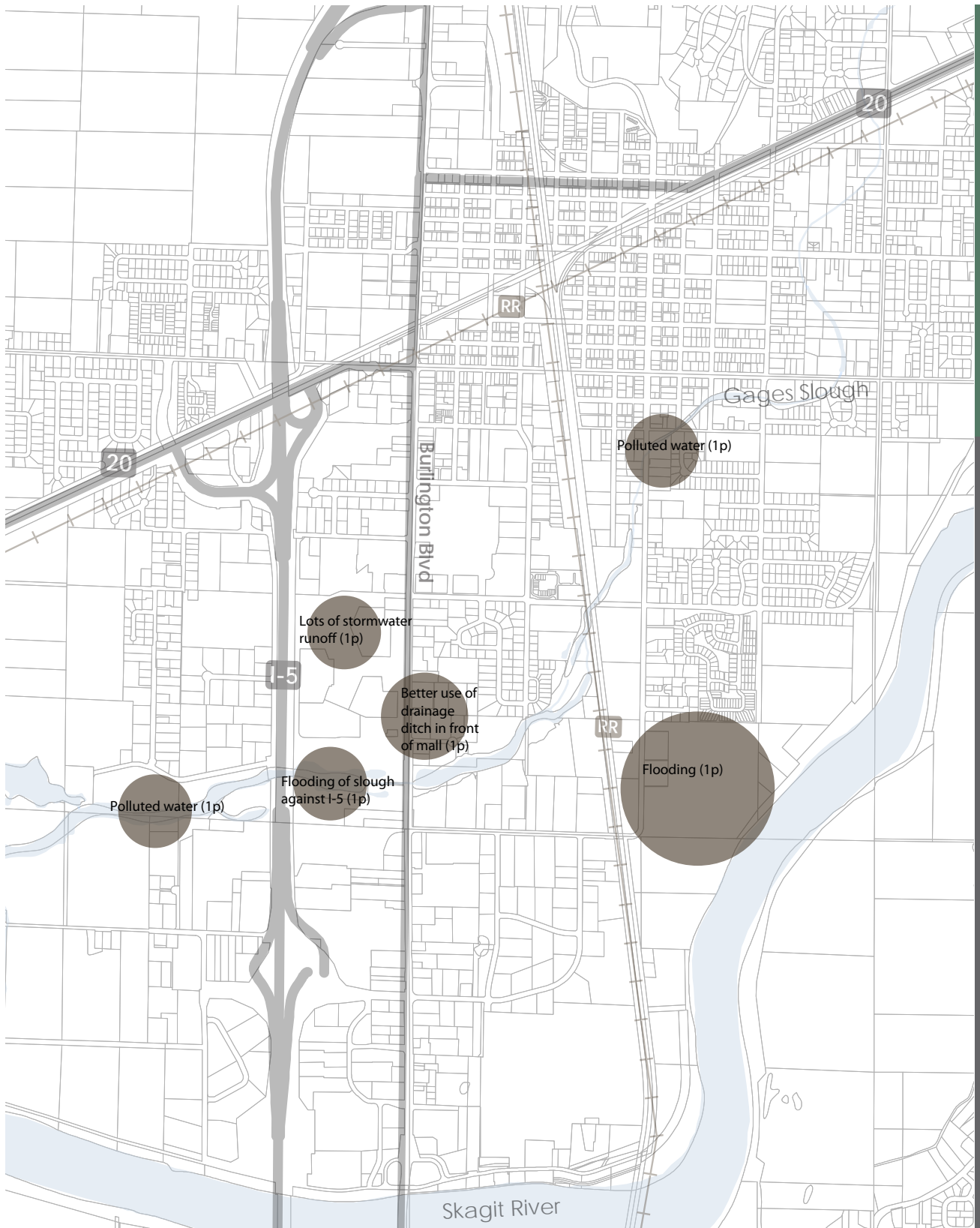


Figure 2: If there were opportunities to do so, would you like to walk or bike along the slough?

Of the fifteen completed questionnaires, all were positive and many expressed optimism that environmental restoration and habitat enhancement would provide opportunities for environmental education along Gages Slough.



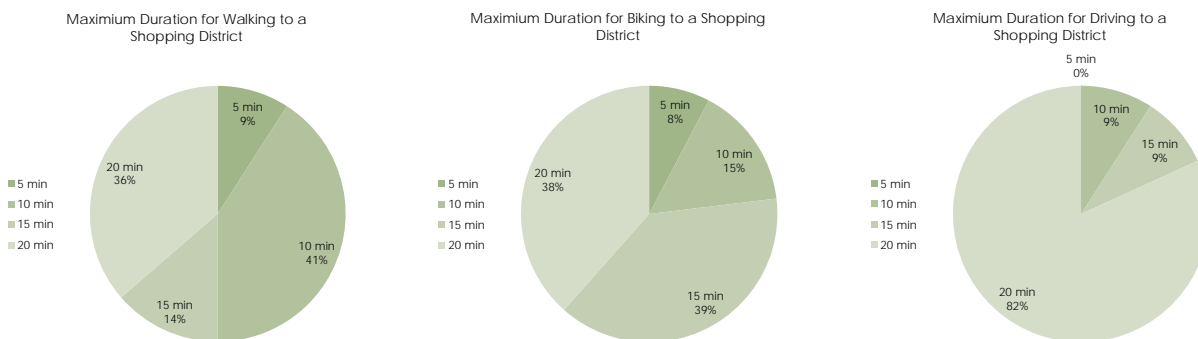
STORMWATER CONCERNS

Residents expressed concerns about poor water quality in Gages Slough. Stormwater runoff originating from the Commercial District’s parking areas (impervious surfaces) is thought to be the greatest source of pollutants.

Getting Around

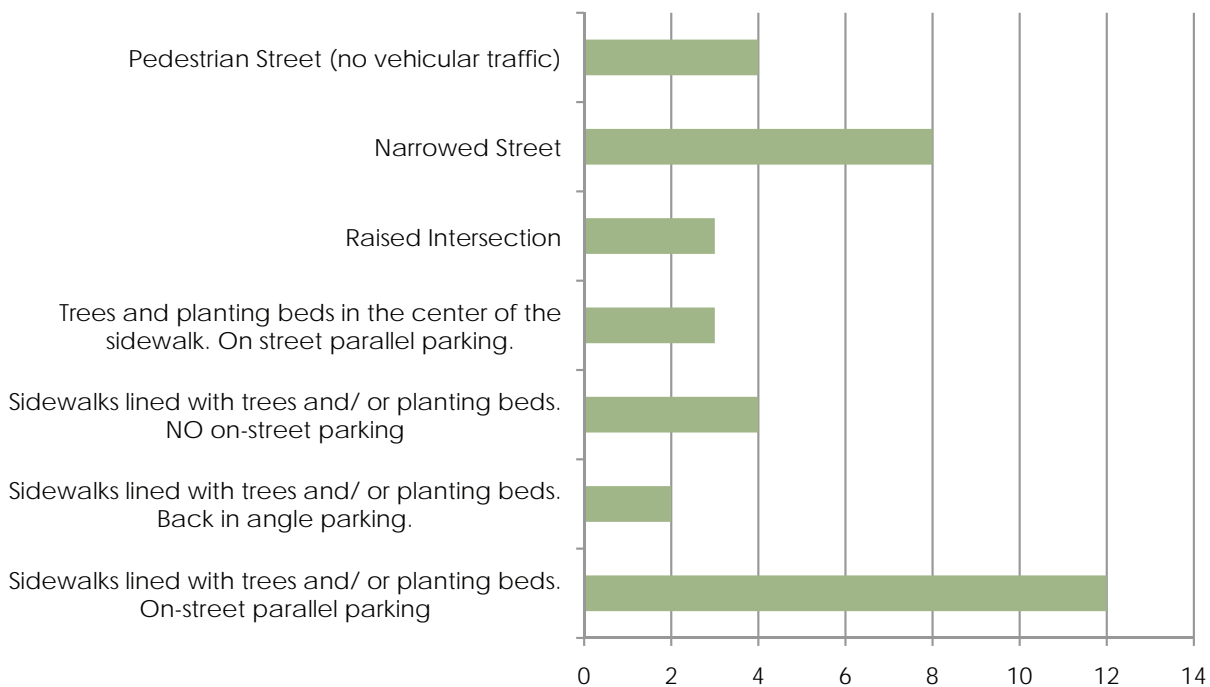


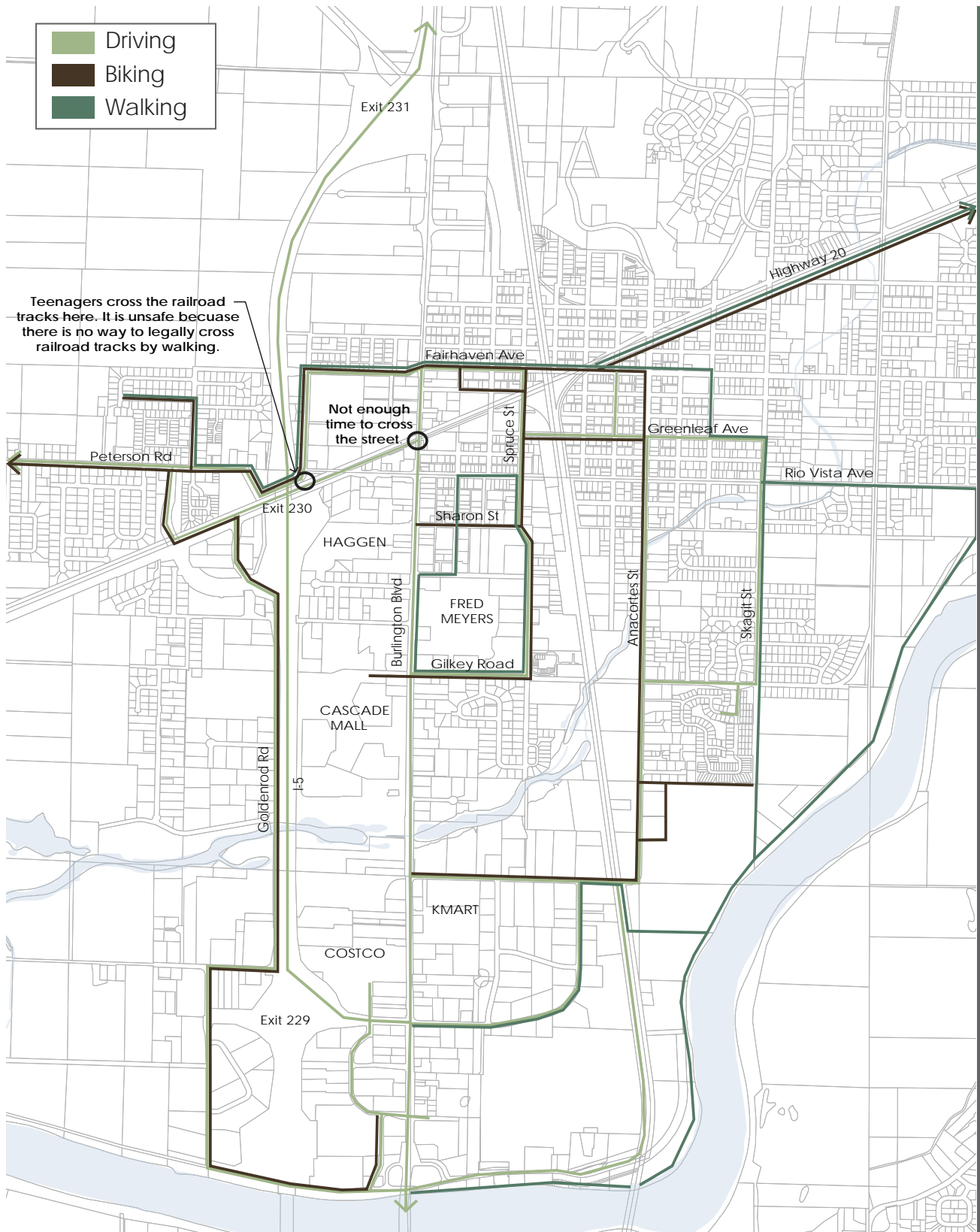
HOW FAR ARE BURLINGTON RESIDENTS WILLING TO TRAVEL TO A SHOPPING DISTRICT?



COMMERCIAL CORE STREETSCAPE PREFERENCES

Desired Streetscape for the Commercial District

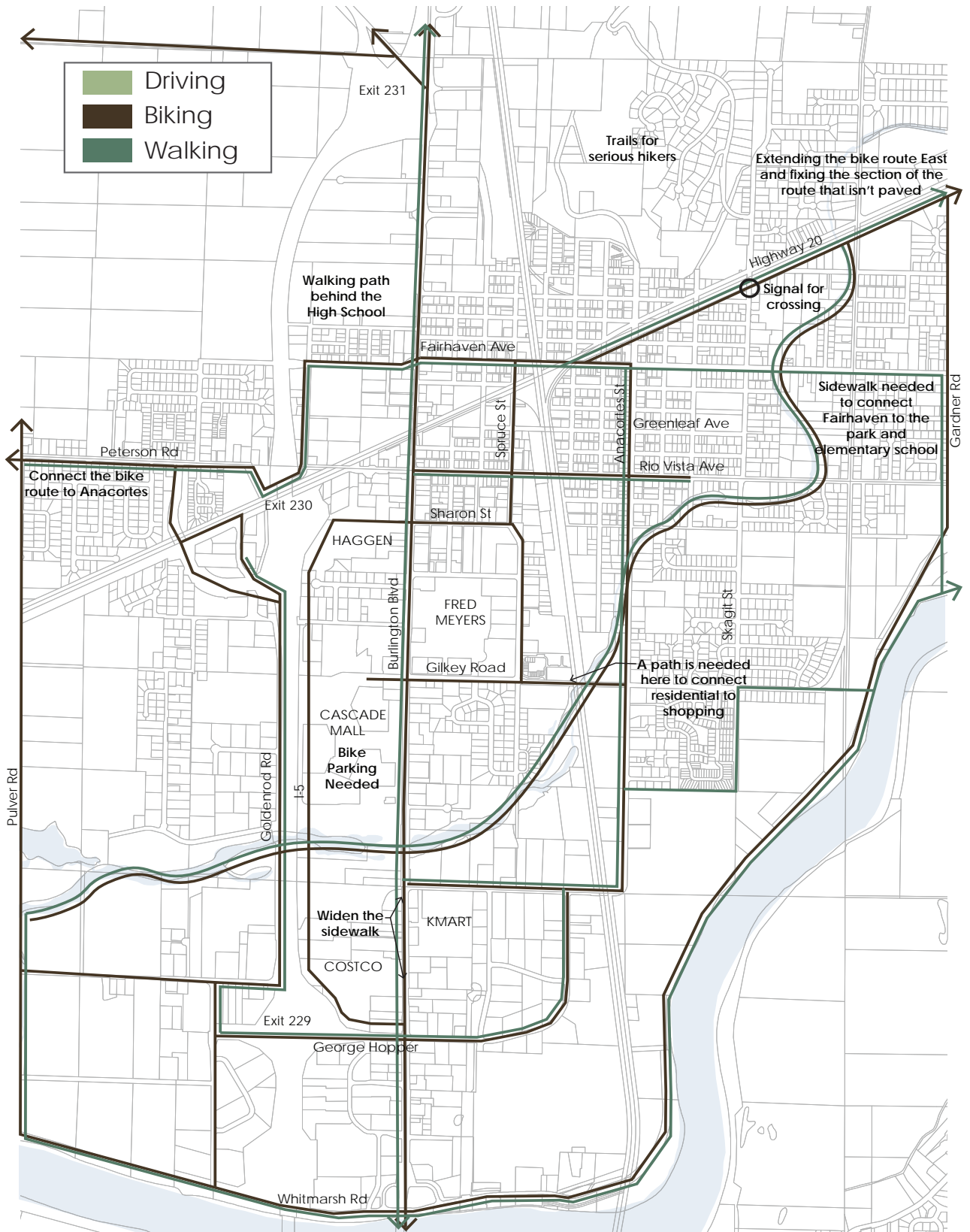




EXISTING ROUTES



Vehicular traffic is heaviest along major arterials including: Goldenrod Road, Burlington Blvd, and Anacortes Street. For this reason cyclists avoid Burlington Blvd. even though it is the most direct route to the Commercial District and Mt. Vernon. Residents enjoy walking along the Skagit River.



DESIRED ROUTES

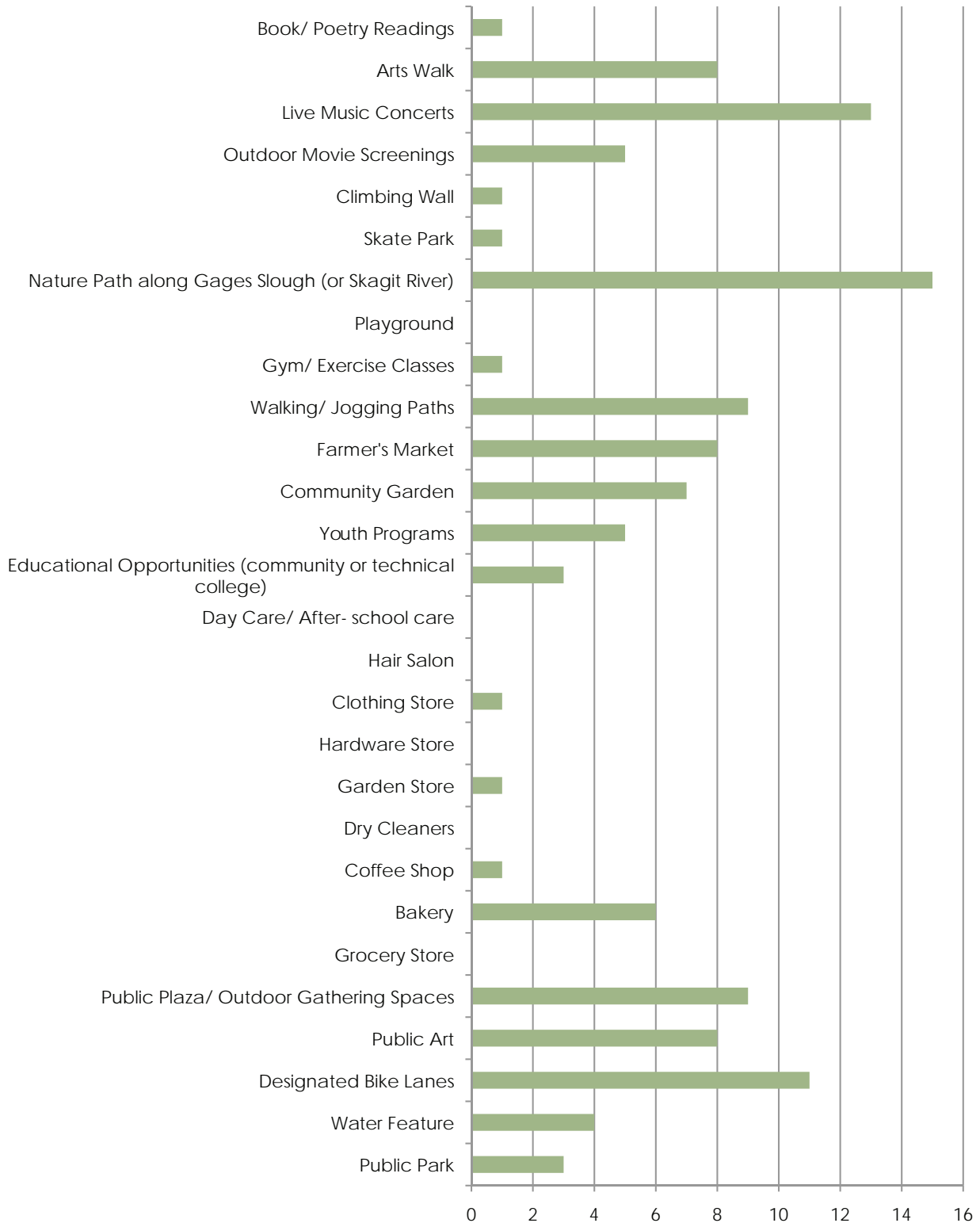


Although residents felt that most of their vehicular travel needs were being met, many felt the need for safer sidewalks and biking trails. Wider sidewalks on Burlington Blvd, extended trails along Gages Sough, and enhanced paths along the Skagit River were noted as desirable.

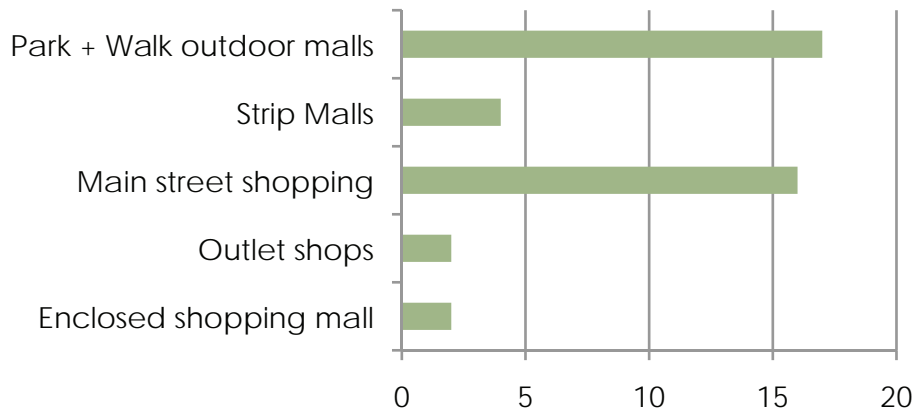
Shopping, Services, Housing and Economics



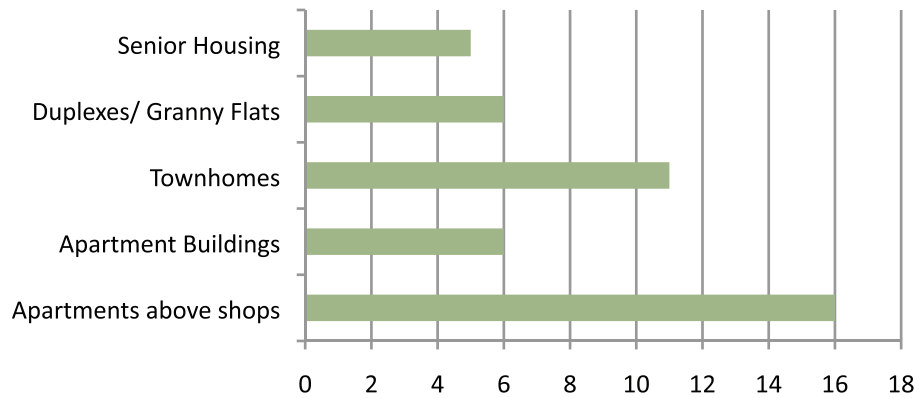
SERVICES AND AMENITIES NEEDED OR DESIRED



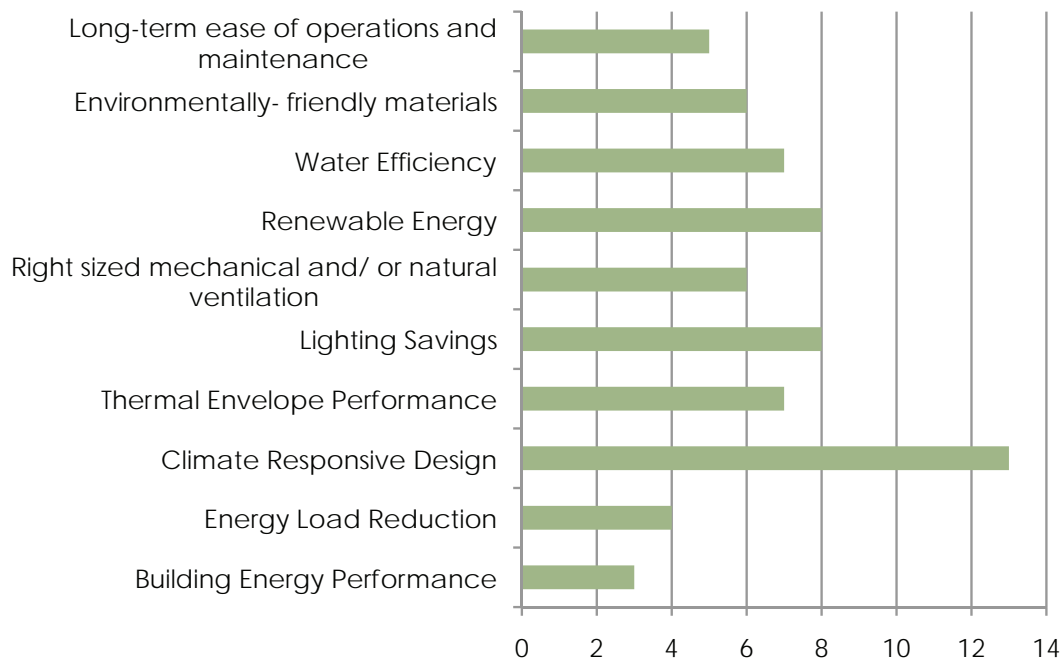
IDEAL SHOPPING CENTER

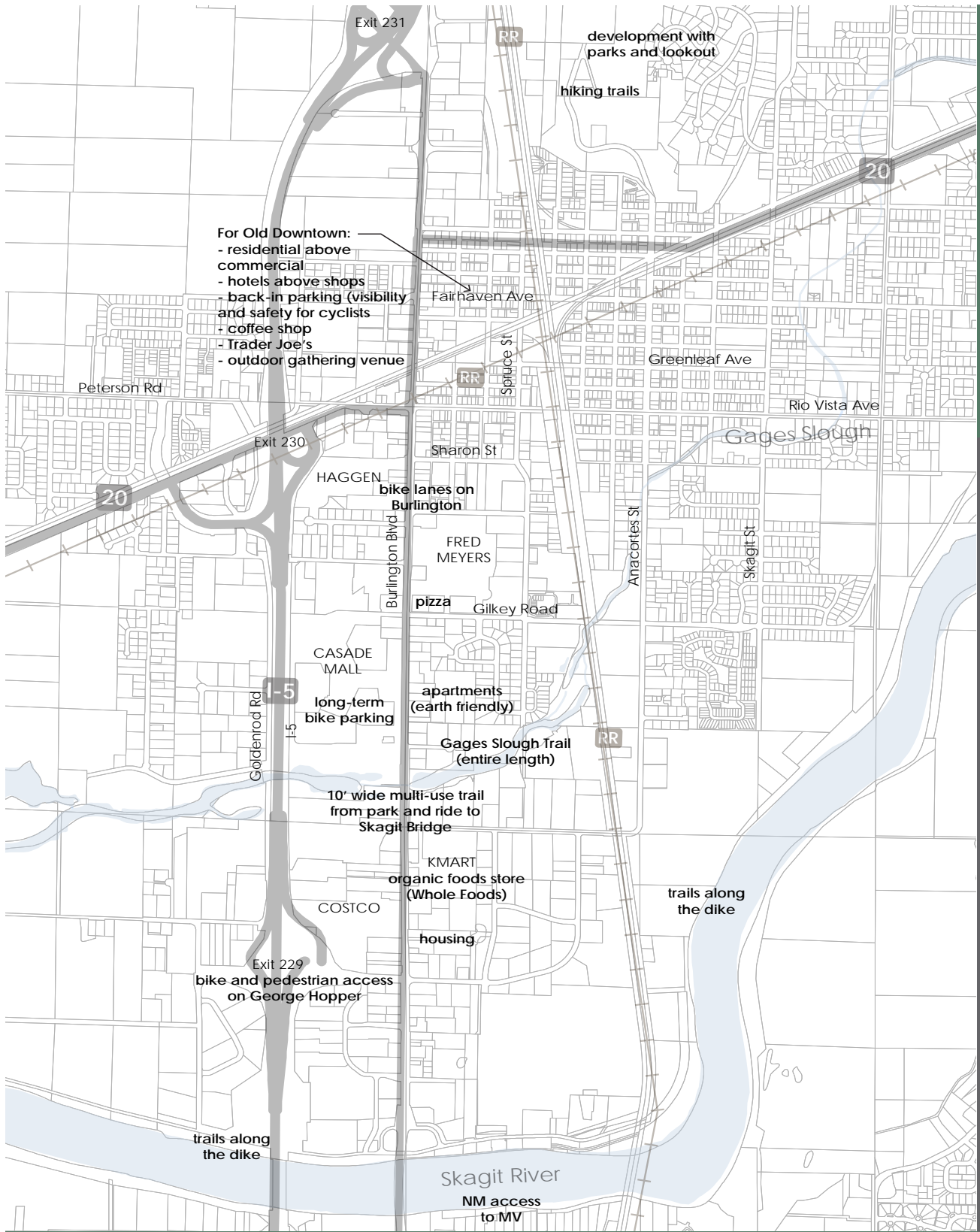


HOUSING TYPES NEEDED



SUSTAINABLE BUILDINGS FEATURES





NEW ACTIVITIES AND SERVICES



Nature trails, housing, and bike access were popular themes.

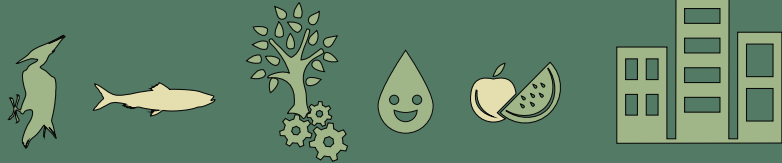
What's Your Wish?



What's your wish for Burlington?

Sustainable/Green Ideas

- More birds
- More trees
- LEED as the core
- Skagit Valley as sustainable
- Less cement
- Revitalize downtown, mixed use and people places
- Successful example of car/stripmall redevelopment over time to an urban form more pleasant and sustainable
- More innovative and LEED certified motels/hotels
- Landscape/rain gardens
- Thoughtful development
- Farmer's market
- Healthy clean waters
- Clean me up fishing for the sea run Cutthroat trout



Train Concerns

- Less blockings, crossings, trains
- No coal trains
- No train during business hours



Character of Burlington

- Thriving downtown
- Vibrant Shopping Center – Cascade Mall
- Art and public spaces!
- Wants green space at corner of Burlington Blvd/Fairhaven where shopping center is
- water fountain, town square etc., great entrance to downtown/old town



Walking and Biking

- Turn Gages Slough into a boardwalk/walking area
- Walking trails along river/dikes
- Muti-use trail entire length of Burlington Blvd
- Bike/ped corridor – end to end
- Bike hub for the county
- Access, walkways, boardwalks
- Ped/bike accessibility
- Walkways and paths through town
- Wants a bike trail along slough, river and directly through town (bike races, and Anacortes to Maine Bike Trail, Anacortes -> Burlington -> Sedro Wooley -> Concrete)



CASE STUDIES



The following section summarizes six different case studies to provide examples of successful commercial area redevelopment.

Case Study Summary



The six case studies reviewed show commercial redevelopments in various stages of the process. Some are still being implemented, some are recently completed, and others have been finished for many years and are undergoing new redevelopments. Belmar in Lakewood, CO is the most recent redevelopment and is still in construction. CityCenter in Englewood, CO is also partially complete. Thorton Place / Northgate Mall and Juanita Village are largely finished and have been operating for a few years. Phalen Village in St Paul, MN and Paseo Colorado in Pasadena, CA have both been finished for over a decade, and Paseo Colorado is actually entering a new cycle of development and change.

In each study, existing enclosed malls or strip malls were leveraged for the redevelopment, often repurposing existing building stock for new uses. Interestingly, the two most successful redevelopments, Juanita Village and Phalen Village, did not keep any buildings from the previous developments. All sites focused on adding mixed uses, increasing pedestrian access, and reducing the need for automobiles. Several sites also included transit access, such as bus or light rail.

In most cases, redevelopment was initiated by the city officials, who changed city visions and policies to favor these types of redevelopments. These sites were also implemented in increments with combinations of public and private investment.

Of the two oldest redevelopments, one, Paseo Colorado, has experienced a recent downturn in visitors and occupants and is planning for a new redevelopment project to address changing needs in the area. The other, Phalen Village, has remained successful with much private investment since its completion. This has led to a different problem in that much of the lake shoreline has become inaccessible due to new housing along its edge.

Northgate Mall + Thornton Place



Photo credit

above: <http://www.simon.com/mall/northgate-mall>
left: aerial view of Northgate Mall, flicker.com

If you look at it 10 years from now, it will be the defining development that helped transform the whole neighborhood into a different place.

– John Lombard, a Northgate resident with Thornton Creek Alliance

Context

A component of Seattle’s “Toward a Sustainable Seattle” comprehensive plan, originally adopted in 1994, the Northgate Regional Growth Center was designated to absorb much of the city’s projected growth. The Northgate Mall complex, the center’s most prominent facility, is composed of one- to two-story commercial buildings and generous surface parking lots, its borders defined by a ring of surrounding large apartment complexes. At 466 acres, the Seattle Northgate Regional Growth Center is organized by large blocks separated by busy arterial streets due to its initial auto-oriented makeup. When Northgate Mall opened on April 21, 1950, it was the nation’s first suburban shopping center to be termed a “mall.” Today, the city is working toward vibrant, high density mixed residential, retail, and commercial use and open space in place of largely vacant parking lots. Mall anchors currently include Nordstrom, Gene Juarez, Barnes and Noble, and Target. The mall itself, located just a couple of blocks East of Interstate 5, acts as an anchor for surrounding retail, commercial, and residential development.

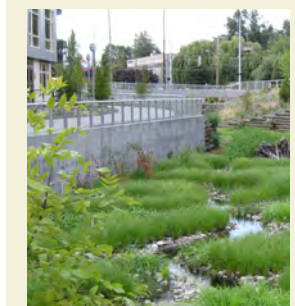


photo credit:

Thornton Place rendering: <http://www.pinehurstseattle.org/>

Restoration of Thornton Creek Water Quality Channel: <http://www.svrdesign.com/>



Thornton Place

The \$14.8 million Thornton Creek Water Quality Channel Project, designed by SvR in partnership with Seattle Public Utilities, sets a precedent for the integration of stormwater features with high-density development. For over 50 years, Thornton Creek remained buried underneath the concrete of Northgate Mall's south parking lot, subjected to untreated runoff from surrounding parking lots and streets. The Thornton Creek Project saw a new 2.7-acre above-ground channel constructed to clean stormwater before directing it back into the existing creek. This restoration project, strongly supported by residents, is part of Seattle-based real estate development and management company Lorig & Associates' \$160 million Thornton Place pilot project, which has seen 4.7 acres of overzealous planned parking transformed into a mixed-use transit-oriented development, comprising 109 condominiums, 278 apartments, senior housing, a 14-screen cinema, and 50,000 square feet of retail and commercial space. Of Thornton Place's 278 apartments developed by Seattle's Swedish-instituted Stellar Holdings, 20 percent are priced below market value.

One of five projects in Washington State and 238 chosen nationally to participate in the USGBC's LEED-ND™ pilot program, Thornton Place is intended for LEED-ND® Silver. The development, representing a vital component in Northgate's transformation, is particularly well-connected, with pedestrian access to immediate transit, retail and community amenities such as the library, community center and Hubbard Homestead Park, a 3.7 acre green space in the place of a former park-and-ride. Thornton Place is in close proximity to the Northgate Transit Center on the corner of NE 103rd Street and 5th Avenue NE, which offers 15-minutes downtown express access as well as a future light rail station that will provide added transit options. Further walkability measures include Zipcars subsidized for residents' use, preferred parking for alternative fuel vehicles, generous secure bike parking, and showers on site for commuters working at Thornton Place. At over 80 dwelling units per acre, the project sets a precedent for high-density development.

photo credit
above: <http://www.simon.com/mall/northgate-mall>
below: seattlepi.com

History



Celebratory fireworks mark the April 30, 1950 opening of Northgate Mall's Bon Marché. Today Macy's occupies the same lot.



Local businessmen mount new Northgate signs in March of 1950.



A Dec. 6, 1949 aerial of Northgate Shopping Mall. Four months later the nation's first defined "mall" opened to the public.



photo credits

all images on page:
<http://lafoundation.org/>

Development Objectives

Thornton Creek Water Quality Channel Project:

- improved water quality
- increased public open space, native vegetation, and habitat
- economic development within the Northgate area by integrating the project's design with adjacent private development
- removal of an estimated 40-80% of total suspended solids from 91% of the average volume of annual stormwater runoff from the 680-acre drainage basin

Thornton Place pilot project:

- integrated transit-oriented urbanism, natural public space, and green stormwater infrastructure
- a walkable and lively community
- increased open space within the Northgate Urban Center by about 50%
- pedestrian links from adjacent commercial and residential neighborhoods, shortening walking distances by 50%
- reduced impervious surfaces by 78%
- public art and educational signage
- positive community involvement

Lessons Learned + Observations

- Though only two blocks from Interstate 5, Thornton Place faces away from the freeway, towards the restored portion of Thornton Creek and residential streets.
- Involving maintenance staff in the design process will encourage long-term upkeep.
- A pre-construction examination of the site diminishes occasion for unexpected difficulties.
- In April of 2010 no condo units had sold despite over a year of marketing, and developers Stellar Holdings and Lorig Associates were forced to suspend sales efforts indefinitely. This was instigated by what engineers called a "settling problem" that led to a half-inch gap between the wallboard and flooring in 20 units, exacerbated by a housing downturn and shaky FHA approval. A year later, the developers decided to offer the condos for rent; now what was originally a \$535,000, 300-square foot townhouse is now rented monthly for \$2,950.



Before



After

Belmar: Lakewood, CO



Previously a post-WWII bedroom suburb of Denver, Belmar is now transformed into a mixed-use, walkable community. The site, which is 23 city blocks (104 acres), is a renovation and redevelopment of the failed Villa Italia Mall in Lakewood, Colorado.

Early in the development process, city officials established the Lakewood Reinvestment Authority to provide public financing resources. The development team, lead by Continuum Partners, included the design firms Elkus Manfredi Architects, Van Meter Williams Pollack, and Civitas.

The project is being built incrementally, and the final build-out will include:

- 1.1 million square feet of retail, restaurant, and entertainment space;
- 800,000 square feet of office and hotel space; and
- 1,300 residential units (a mix of townhouses, lofts, live/work units, and apartments).

The Villa Italia Mall had a history of being a successful regional mall with hundreds of millions of dollars of sales.

– Butsmageon,
developer of
Belmar



The public realm has been given priority through the design of an interconnected series of public spaces for civic use. The site plan includes 9 acres of open space, including a two-acre park in the residential area and a one-acre public plaza in the center of the commercial core. A public market can be accommodated by temporarily closing off one street.

At the heart of the commercial core district is an events center. This 90,000 square foot building anchors the development by providing shopping, restaurants, and event facilities. The organization of the building is simple: shops face the street on one side, restaurants face the plaza on the other side, and the upper levels of the building have conference rooms and a ballroom. There is also a bowling alley in the basement.

Construction for Belmar will take approximately ten years, and when it's completed the estimated residential population will be about 500.

CityCenter: Englewood, CO

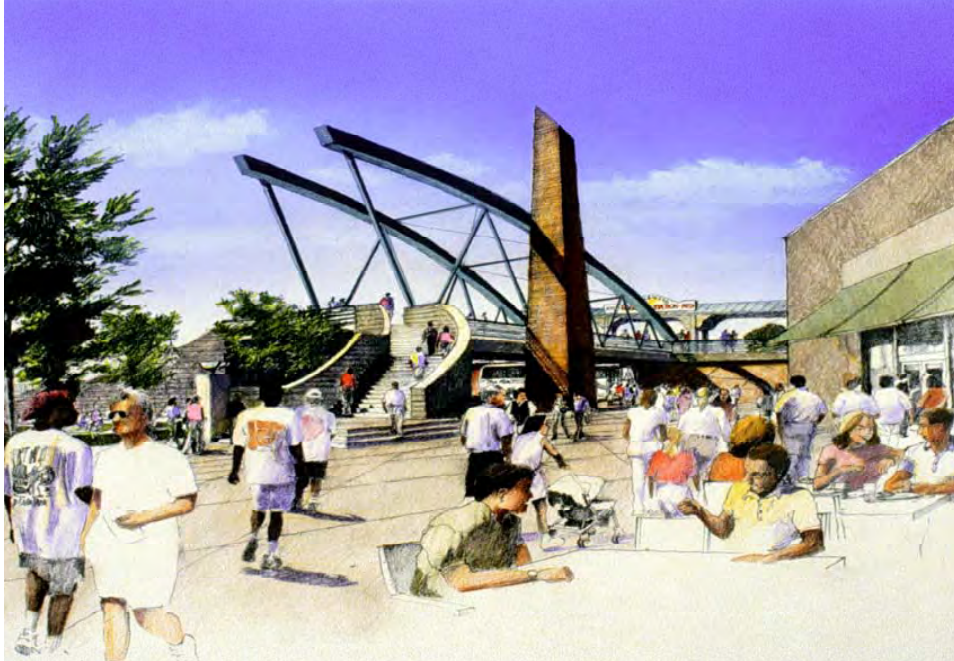


photo credit

above: wikipedia.org
left: City of Englewood

CityCenter is the first project in Colorado and among a handful nationally to replace a suburban shopping mall with a living, breathing, mixed-use downtown. It provides a model for intelligent regional design that directs development into established cities served by transit.
– City of Englewood

Overview

On a site previously occupied by one of the nation's largest indoor shopping malls, CityCenter aims to revitalize the city of Englewood through mixed-use, transit-oriented redevelopment. The 55-acre site includes a central public space, walkable streets, civic and cultural uses, a light rail transit station, retail and office space, residential housing, a public library, outdoor performance space, an art museum, and outdoor sculptures. The light rail station is connected to the central public piazza by means of a 110-foot steel truss bridge that creates a ceremonial gateway into the development (depicted above). Some of the building stock from the previous mall was repurposed in the development of CityCenter, including a department store that was transformed into a new civic center with city offices, a library, municipal courts, and a cultural arts center.

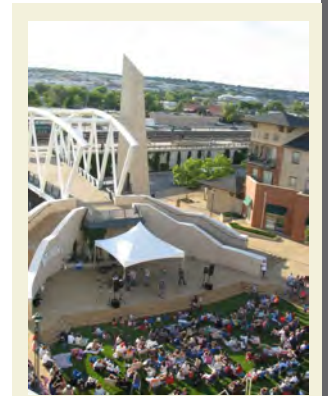


photo credit

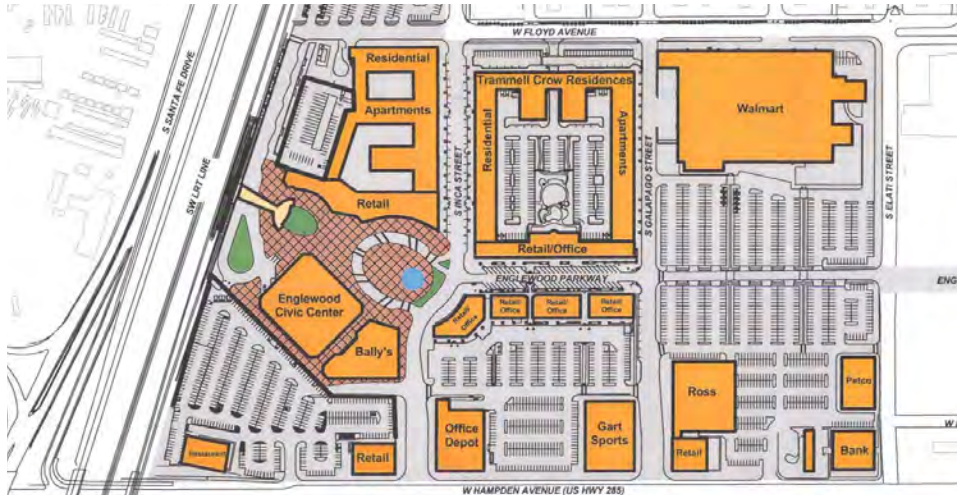
upper: www.villagerpublishing.com
lower: tod.drcog.org



photo credit

above: meekspartners.com
left: City of Englewood

Layout



History



The site was a city park before it was purchased for development as a mall.



In 1968, Cinderella City opened as the largest shopping mall west of the Mississippi. It accounted for over half of the city's sales tax revenue in the 70s and 80s.



Due to an economic downturn and increasing competition, many stores in the mall closed down in the early 90s. By 1995, the mall was basically deserted.

photo credit

all above: City of Englewood

Development Objectives

1) Revitalize the inner suburbs.

The mixture of uses on site and connection to public transit is intended to cause the redevelopment to withstand market fluctuations.

2) Replace mall footprint with a network of urban streets, parks, and pathways.

CityCenter reintegrates the site into the surrounding street grid.

3) Integrate new development's with public transit.

In addition to the light rail station, the central piazza is also adjacent to a bus transit lot.

4) Provide adequate parking for transit users, shopping, and civic uses.

By using "shared parking" lots, the development eliminated the need for 500 parking spaces.

5) Integrate big-box retail.

Staff architects for national big box retailers were asked to coordinate with the City to create building facades that integrate with the surrounding development.

6) Connect CityCenter to the regional system of parks and greenways.

CityCenter includes an off-road bike path that connects to regional trail networks.

7) Include housing.

The development includes 440 housing units, primarily rental.

Paseo Colorado: Pasadena, CA



Photo credit: <http://www.nextimagephoto.com/id26.html>

Following a popular trend across the country, the Plaza Pasadena, an enclosed shopping mall, opened in Pasadena, CA in 1980 near Interstate 210. It was 600,000 square feet and extended over two city blocks and across Garfield Avenue, a street designed in the 1920s following the City Beautiful movement. The mall lined the cross street, Colorado Boulevard, with a two-block long concrete wall and blocked access between the city hall and library and the city auditorium. Economically, the mall never did well and opposition to the mall grew.

In the 1990s, the City of Pasadena began to revise their General Plan, establishing several new guiding principles, including: target growth in key areas, preserve historical character, and encourage a circulation system that is not car-centric.

Development Objectives:

- Improve pedestrian access
- Reconnect civic infrastructure along Garfield Avenue
- Integrate shopping area with surround streets
- Add mixed used opportunities

So many [out-of-town] people eat and shop over there – they love the restaurants and the shops.

– Michael Ross, Pasadena Convention Center Operating Co.

Source: Pasadena Star-News

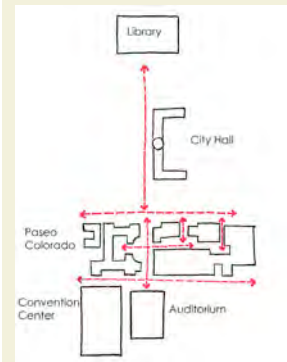
Observations

The city revised its zoning code to reflect these principles and soon the owners of Plaza Pasadena became interested in redeveloping it. They worked with the city to develop a master plan for the site, with implementation completed in 2001. During the redevelopment, the owners sold air rights above the mall to a company that built 387 apartment units. The owners also added store fronts along Colorado Avenue, 10,000 square feet of office space, and demolished parts of the mall to add throughways for pedestrians. One throughway became a public plaza along the original Garfield Avenue to reconnect the auditorium with the city hall and library. In all, the redevelopment, named Paseo Colorado, cost \$220 million, with the City contributing \$26 million.

Recently, Paseo Colorado has been entering another cycle of decline – there are many unoccupied stores and in January 2013, Macy’s announced it would be closing its storefront, housed in one of the remaining structures from Plaza Pasadena. Currently, there are plans to demolish the building and erect a hotel to serve the nearby convention center. Lately, many have called for the center to be updated and some want to see more pedestrian access points.

Lessons Learned

The redevelopment at Paseo Colorado shows that public and private groups can work together to redevelop an under-utilized shopping area. The project was able to achieve many of its objectives, including improved pedestrian access and connections, and the addition of both residential uses and office space. Although the median household income for the area is \$56,000 - \$76,000 there are few affordable housing units provided in the project and most rental units list at over \$1,500 per month with over 5 households per acre. The recent decline in occupancy shows that even successful redevelopments must remain dynamic and able to change over time as social and economic conditions change.



Pedestrian circulation around the renovated Paseo Colorado

Retail: 560,000 square feet

Office: 10,000 square feet

Residential: 387 apartments

Developer: TrizecHahn

Residential Developer: Post Properties

Phalen Village: St. Paul, MN



(left) The derelict stripmall
credit: <http://www.envirottools.msu.edu/redevelopment/Minnesota%20success-story.pdf>



(below) The restored wetland
credit: <https://www.barr.com/projects/2362089500>

Phalen Village is a controversial success of commercial and residential redevelopment and habitat restoration. The idea to return hydrologic and habitat function to a 20-acre site of derelict stripmall was initially proposed by faculty and students at the University of Minnesota. The residents embraced the idea of bringing a wetland park into the declining neighborhood and the city adopted the vision to become part of the city's Phalen Village Small Area Plan. The goal was to "transform the area from one that is a blighting influence harmful to property values into a safe, stable, attractive community center that meets neighborhood needs and is an asset to the East Side."

Background and History

Phalen Village is 3 miles northeast of downtown St. Paul. Lying in a river valley between Lake Phalen and the Mississippi River, the area consists of a series of lakes, wetlands, and rolling hills and is a major flyway for migrating waterfowl and songbirds.

Though Phalen Village began as a residential community in the 1950s by the the 1960s the last open space, Ames Lake and the surrounding wetlands, were filled in for an auto-centric commercial development. Over time, the strip mall type development could not compete with nearby malls and the area fell into decline. Commercial and residential property values plummeted and stores closed leaving fields of empty parking lots and vacant eyesores.



Migratory Bird Corridor¹

"...urban ecological restoration can succeed as a retrofit strategy, but its public boundaries and access must be carefully defined, and "ownership" by adjacent residential and commercial uses must be established from the outset..." -from Replacing a Shopping Center with an Ecological Neighborhood

Key Ideas and Recommendations from Phalen Village Task Force

1. Create a more compact "Phalen Village" commercial area.
2. Increase housing diversity, improve housing maintenance, and reduce the concentration of poor-quality, low-income housing
3. Provide transit amenities and a circulation system that is safer for pedestrians and bicyclists as well as for cars.
4. Capture more benefit from Lake Phalen and other natural amenities as a source of neighborhood identity
5. Improve Phalen education and social services to help build a socially and economically viable community
6. Elevate the design and quality of the built environment to improve the safety, image and economic vitality of the area

The New Phalen Wetland Park

The shopping center site was demolished in 1998 to create the new wetland park – a publicly accessible amenity that filters and cleans stormwater, creates a wildlife corridor, and gives the area a special identity. However, market rate housing has encroached upon the wetland's edge effectively privatizing the lake with its cul-de-sacs and interrupting the wildlife corridor. From an economic standpoint, the park has been a catalyst in commercial development, by bringing in new institutions and rehabilitating others. In specific, a diverse range of housing types has been brought on line including: senior, affordable, public, and market rate. By 2005 investment in the immediate area had reached over \$200 million.



Diagrams depicting before and after the restoration, housing, and commercial redevelopment³

Juanita Village: Kirkland, WA



photo credit
above: mmprop.com

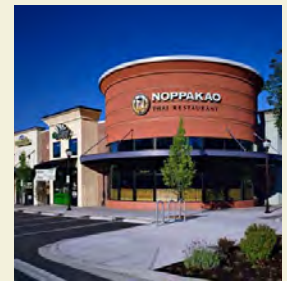


photo credit
top: apartments.com
bottom: traceres.com

CASE STUDIES

JUANITA VILLAGE

The Juanita Village master plan was designed to create a new neighborhood center for the Juanita District in north Kirkland, a suburb of Seattle with a population of approximately 50,000. The new mixed-use development replaces a 1950s era strip retail center. The new urban village includes a variety of retail and commercial spaces, and a mix of rental and for-sale housing.

The neighborhood plan is organized around pedestrian-oriented intersections and open spaces within the development. The artwork and fountains at the south and north entries are intended to serve as landmarks and gateways to the neighborhood. The central intersection of Juanita Village has been landscaped as a gathering plaza.

There are a few stand alone, single-use buildings in the development including, a drug store, a bank, and a few restaurants. Additional retail spaces and offices are integrated into the ground floor level of six-level residential buildings. There are also several town homes on the north end of the development.

NRSF: 188,690

Dev Acquisition
Date: 08/24/2011

Total Capital: ~
\$48.0 million

Equity Invested: ~
\$17.0 million

Status: Under
Development



Juanita Village contains a mix of studios, one, and two bedroom apartments ranging from 480 sq. ft. to 1250 sq. ft. with rental prices from \$1100 to \$1850. There is 8,700 sq. ft. of total retail space. There is a parking garage with public parking and reserved parking for residents. The residents have access to private courtyards and rooftop terraces, private club houses, private business centers, and private exercise facilities.

Development Goals:

1) Recreational Amenities

The nearby Juanita Beach Park was renovated to enhance the outdoor setting for residents and community members.

2) Great Access

The site is located close to the freeways providing residents easy access to employers in the greater area. The site is also near the mass transit center.

3) Supply

The development added 196 residential units to the area to respond to the growing population. An additional phase including 189 units is under construction.

Zoning Classification: JBD 4 & JBD 5 (Juanita Business District)

Max Building Height: 26'-0" above average building elev.

Setbacks:
 Front: 0'-0"
 Side: 0'-0"
 Rear: 0'-0"

Lot Coverage: 80%
View Corridor: 30% of average parcel width; 1 continuous piece; located on side property line

Parking Required: variable per use



photo credit
 top: activerain.com
 bottom: rentalsource.com

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QUESTIONS



The final section of this report outlines a range of suggested questions for consideration by the Technical Assistance Panel (TAP).

A Range of Suggestions for Questions for the Technical Assistance Panel (TAP)

Prepared by the City of Burlington and the University of Washington Green Futures Lab
April 15, 2013

SUMMARY QUESTIONS:

What are the steps that Burlington would take to reinvent the infrastructure for more compact development that will be sustainable long term?

Ideas are needed that will improve the lasting value of the Burlington Boulevard commercial corridor, including changes in the arterial itself, and handling the redevelopment of existing commercial shopping areas over time. There are also areas that have never been redeveloped; is there an approach that would help make those sites marketable?

There is a clear need for affordable work force housing, as well as the potential for high density housing with access to transit. With the complications of financing mixed use development, should we consider rezoning the land between Burlington Boulevard and the RR tracks to focus on high density housing, rather than assume mixed use will pencil out "someday". Again, infrastructure design ideas are critical to making the area attractive. All of the streets are either substandard or designed to a poor standard with difficult connections for non-motorized use.

There are some examples of sites that are in need of either major retrofit or demolition, and a classic is the K-Mart site. Is there an economically viable approach to retrofit this site, and would mixed-use development be an option?

SPECIFIC QUESTIONS:

Cars and parking

Given the heavy emphasis on cars, both local residents and out of town visitors, how realistic is it to have remote parking and a walkable shopping core?

How viable is the inclusion of a parking garage structure if developing the shopping core into a walkable urban village concept means removing surface parking?

Mixed Use Development Potential

What is the right mix or balance of mixed housing, services and shopping in the commercial area when creating a walkable urban village?

What is the potential for mixed housing/services/shopping in the commercial area?

According to local housing authorities there is a 500 housing unit waiting list for work force housing. What is the viability of including workforce housing in a mixed-use retrofit urban village?

How viable would Micro Units or "Apodments" be for the community of Burlington given that there is a seasonal work force and a demand / waiting list for 500 housing units?

Can shopping center redevelopment in the commercial area address affordable housing needs?

With the increased access to transit over time, is Transit Oriented Development worth considering?

Is it realistic and desirable to work toward residential uses mixed in among the commercial uses in the Retail Core, to help achieve the live/work/play all-in-one place concept that is so popular these days? (and how would that be done?) OR should the focus be on rezoning the land between Burlington Blvd and the RR tracks to get higher density in-city living.

How does a relatively small community attract high density mixed use development that includes in-city living that is affordable, site development that has great circulation, connects to non-motorized opportunities, and provides convenient access to services, shopping and transit?

Connections

How do we encourage connections between business sites; perhaps more non-motorized links would not be viewed as threatening as more driveways?

Are there examples out there of taking the existing pieces and places and improving circulation, mobility, access, appearance?

How can the long-term design and development in the Retail Core connect to old Downtown and facilitate expanding tourism locally?

Residents speak of Burlington as a tourism hub - what is the best hub identity? Recreation, sports, flowers, berries, food, music, biking, arts, shopping, coast to mountains trail, other? Can there be more than one?

Redevelopment Pilot Project

If a pilot redevelopment project were to be implemented, what would they recommend be included?

What different options might they recommend for the K-Mart site?

How economically viable is it to retrofit a big box store with sustainable mixed-use development vs demolish and rebuild? And/or build additional mixed-use in the parking lot areas?

What sustainable features in buildings would be most cost effective and beneficial to implement? For example- Improvements to the building thermal envelop (high performance windows, double wall construction), mechanical systems, net zero- solar, re-claimed water, lighting systems management (LED)?

Benchmarking and Testing for energy use against the national energy use index (EUI) is recommended in any new development. What incentives are available for this kind of work?

What mix of small business owners to out-of-town owners would lend most stability?

How can the redevelopment be designed so it connects the urban dwellers with the surrounding natural resources and viewshed? (e.g. outdoor markets, access to open spaces and the river; continuing the connection between our citizens, natural areas and farms.

How can urban redevelopment be managed to integrate long term sustainability with respect to a connected, low impact, beautifully landscaped urban area that actually delivers clean stormwater to the Skagit River/Puget Sound ?

Miscellaneous

Given the open space of the sports fields, how viable would an outdoor music venue in this area be? Instead of the Gorge, it could be the Slough!

How viable is an artist in residence, interpretive trail along the slough and an art gallery hub as an economic draw?

How viable is adding hospitality into the shopping core?

With all of the mix of owners and tenants, ranging from large corporations to sole proprietor businesses and buildings, how do we encourage developers and/or property owners to invest and reinvest in a long-term sustainable community approach to the I-5 corridor?

There is a waiting list of 500 families who would like affordable workforce housing (primarily farm workers). How likely is it that Burlington would qualify for a regional sustainable communities grant to provide energy efficient sustainable affordable housing and related transportation opportunities?

Could a land trust ownership model work for housing and/or businesses there?

COMMENT:

Workforce housing is a need here; Skagit Housing Authority no doubt provided the 500 families number with the farmworker housing focus; one third of local working families (American FactFinder data source) are earning BELOW the “housing wage” defined as spending no more than 30% on rent and utilities. Looking at the current employment data in the city limits, not many current residents in agriculture, but LOTS in low wage jobs, service, sales, office.

Been on the board of the local community land trust program since it started a few years ago; partnered with Habitat for Humanities and that model will DEFINITELY be viable in Burlington--- lots of education and communication needed with local elected officials to get them on board.

Because of the low population here, our only hope for annual grant funding for affordable housing is likely to form a HOME consortium if we get all the municipalities in Skagit, Island and Whatcom County on board. A “regional sustainable communities grant” would totally have to be larger in scale than Burlington because we simply do not have staff capacity to handle the paperwork let alone have a scope big enough to match up with the recipients on their website.

Identify Burlington Commercial Redevelopment Sites and Scenarios, and Engage Stakeholders

Sub Tasks	Start/Finish dates
➤ Project start-up and site visit	January 2013
➤ Listening Session with property and business owners and residents	January 2013
➤ Case studies of other shopping center conversions	March, April 2013
➤ Attend and participate in ULI Technical Assistance Panel (TAP) final public presentation	March 2013
➤ Analyze ULI TAP report and recommendations	May 2013
➤ Integrate TDR Phase 1 receiving area analysis and economic market analysis	May 2013
➤ Redevelopment Alternatives Workshop with Stakeholders	May 2013
➤ Develop-Refine Site Design Alternatives	June 2013
➤ Present Refined Alternatives to Stakeholders	June 2013
➤ Document Alternatives in Final Report	July 2013

Deliverables

Deliverable	Projected Completion Date
➤ Interim Burlington Commercial Redevelopment Report summarizing Listening Session, case studies of shopping center conversions, and Redevelopment Alternatives workshop.	May 2013
➤ Burlington Commercial Development Final Report,	July 2013
➤ Community Task Force recommendations for city implementation	August 2013
➤ Draft Comprehensive Plan amendments and implementing code standards to implement Commercial Redevelopment Final Report, and participate in the Skagit County TDR program	September 2013
➤ Documentation of City Council vote on proposed plan amendments and code standards to participate in the Skagit County TDR program	October/November 2013

Integrate Environmental Context with Stormwater LID and Open Space Focus

Sub Tasks	Start/Finish dates
➤ Inventory environmental issues and opportunities with special focus on stormwater and open space connections with Gages Slough	January 2013
➤ Community Listening Session	February 2013
➤ Environmental opportunities and constraints mapping and issue clarification	February, March 2013
➤ Low impact development (LID) stormwater technology approaches and images	February, March 2013
➤ Prepare draft LID stormwater management planning alternatives	April 2013
➤ Incorporate LID stormwater solutions and open space connections in site redevelopment alternatives and presentations	April 2013
➤ Presentation of preliminary LID stormwater solutions and open space connections to the city and community	July 2013
➤ Prepare final report with text, images and maps	July, August 2013

Deliverables

Deliverables	Projected Completion Date
➤ Draft LID stormwater management and open space planning alternatives	April 2013
➤ Final report on proposed LID stormwater solutions and open space connections	July, August 2013
➤ Recommendations from Gages Slough property owners and Community Task Force on proposed amendments to City of Burlington’s Surface Water Management and Comprehensive Land use Plans	August, September 2013
➤ Proposed amendments to City of Burlington’s Surface Water Management and Comprehensive Land use Plans Capital Improvement Plan, and relevant codes	October, November 2013
➤ Documentation of City Council vote on proposed amendments to Surface Water Management and Comprehensive Land use Plans, Capital Improvement Plan, and relevant codes	December 2013 January, February 2014