

Department of Planning and Zoning

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MEMORANDUM

To: Development Review Board

From: Ryan Morrison, CFM

Date: October 4, 2016

RE: 538 Main Street, ZP17-0141CA

Note: These are staff comments only. Decisions on projects are made by the Development Review Board, which may approve, deny, table or modify any project. THE APPLICANT OR REPRESENTATIVE MUST ATTEND THE MEETING.

File: 17-0141CA

Location: 538 Main Street (south side of quad; east of Royall Tyler Theater)

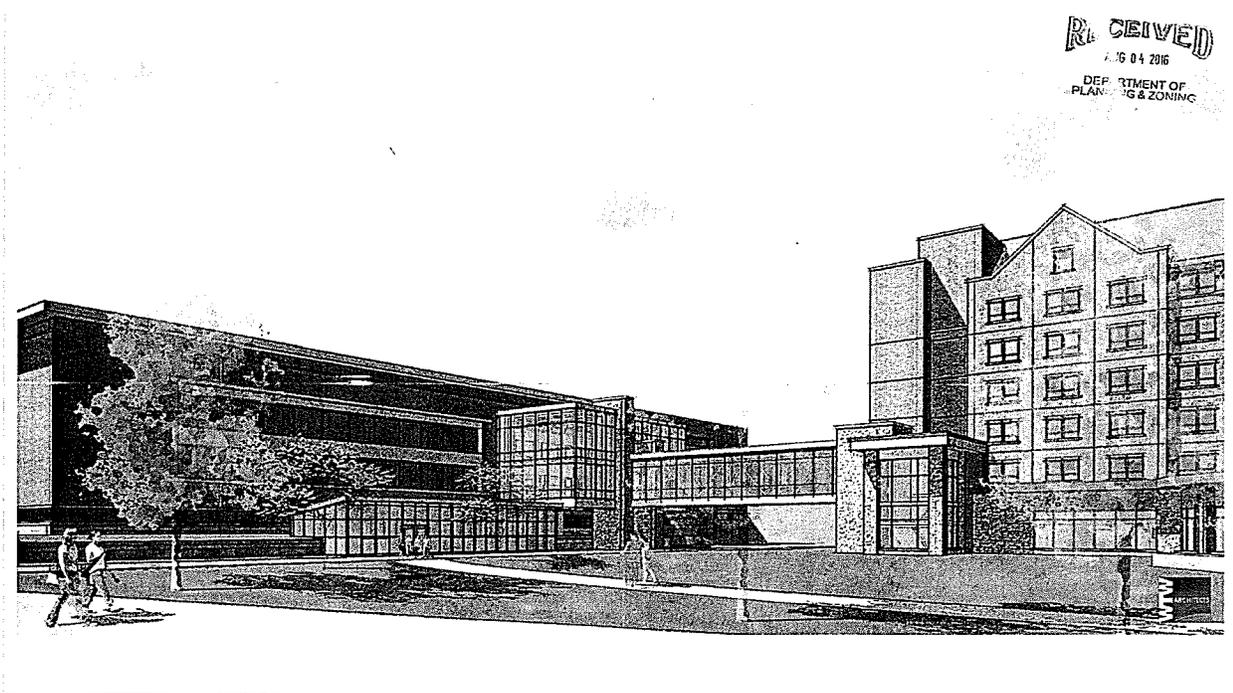
Zone: ICC-UVM **Ward:** 1

Date application accepted: August 4, 2016

Applicant/ Owner: University of Vermont & State Agricultural College

Request: Expand the previously permitted new second floor entrance to the Bailey Howe Library for additional lobby space, around the previously permitted bridge/skywalk between the library and the future undergraduate student housing across Carrigan Drive.

Estimated Construction Cost: \$1,832,000.



Background and Overview: ZP 15-1000CA was approved on June 8, 2015 for the construction of undergraduate student housing and dining facilities. This permit also included a pedestrian bridge/skywalk spanning Carrigan Drive, connecting the proposed student housing to Bailey Howe Library. UVM now proposes a two-story expansion of the library side of the bridge/skywalk for additional library lobby space. The site is within the Institutional Core Campus Overlay, and the ICC-UVM Height Overlay.

The project development will be subject to limited municipal review per **VSA §4413:**

Limitations on municipal bylaws

- (a) *The following uses may be regulated only with respect to location, size, height, building bulk, yards, courts, setbacks, density of buildings, off-street parking, loading facilities, traffic, noise, lighting, landscaping, and screening requirements, and only to the extent that regulations do not have the effect of interfering with the intended function use:*
 - (1) *State or community owned and operated institutions and facilities.*
 - (2) *Public and private schools and other educational institutions certified by the state department of education.*
 - (4) *Public and private hospitals.*

Applicable regulations: **Article 3** (Applications, Permits, and Project Reviews), **Article 4** (Zoning Maps and Districts), **Article 5** (Citywide General Regulations), **Article 6** (Development Review Standards), and **Article 8** (Parking.)

Recommendation: **Consent Approval** as per, and subject to, the findings and conditions below:

I. Findings

Article 3 Applications, Permits, and Project Reviews

Part 3: Impact Fees

Section 3.3.2 Applicability

Any new development or additions to existing buildings which result in new dwelling units or in new nonresidential buildings square footage are subject to impact fees as is any change of use which results in an added impact according to Section 3.3.4.

Impact Fees shall apply. From information submitted from the applicant, the following draft calculation is offered:

SF of Project	1,149	
<u>Offices & Other</u>		
Department	Rate	Fee
Traffic	0.658	756.04
Fire	0.193	221.76
Police	0.341	391.81
Parks	0.407	467.64
Library	0.000	0.00
Schools	0.000	0.00

Total	1,599	\$ 1,837.25
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Affirmative finding as conditioned.

Section 3.3.8 Time and Place of Payment

(a) New Buildings: Impact fees must be paid at least seven (7) days prior to occupancy of a new building or any portion thereof. **Affirmative finding as conditioned.**

Article 4 Maps & Districts
Section 4.4.4, Institutional District

(a) Purpose

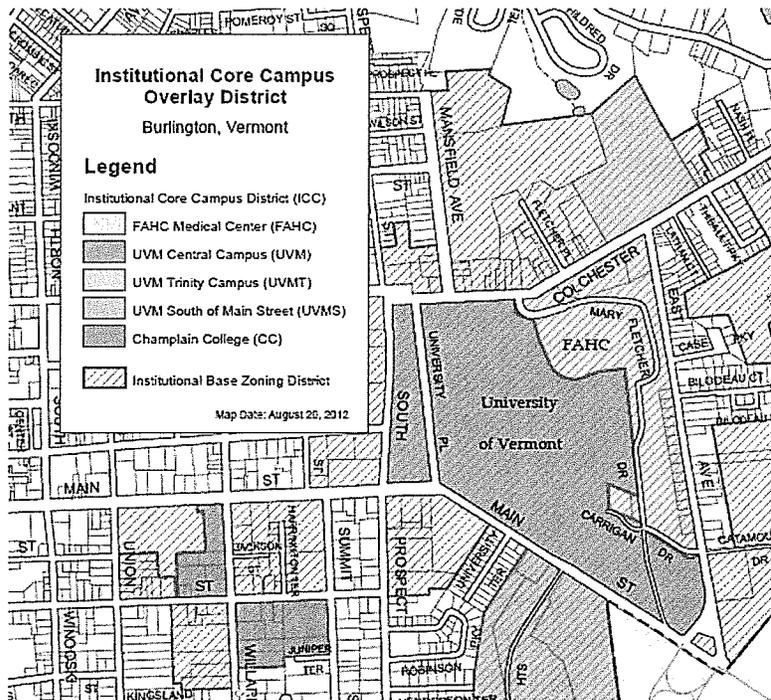
See Section 4.5.2 (a) District Specific Regulations: UVM Central Campus.

(b) Dimensional Standards & Density

See Section 4.5.2 (d) District Specific Regulations: UVM Central Campus.

(c) Permitted & Conditional Uses

See Section 4.5.2 (d) District Specific Regulations: UVM Central Campus.



Section 4.5.2 Institutional Core Campus Overlay Districts

(a) Purpose

The Institutional Core Campus Overlay Districts are intended to provide for reasonable future growth for institutions within the core of their respective campuses without further intrusion into surrounding residential neighborhoods. This overlay allows increased development than would typically be found in the underlying districts. Development is intended to be more intense than the surrounding neighborhoods with higher lot coverage and larger buildings. New development should provide sensitive transitions to the historic development pattern and scale of the surrounding campus. Buildings both large and small should be designed with a high level of architectural detailing to provide visual interest and create enjoyable, human-scale spaces. Sites should be designed to be pedestrian friendly and encourage walking between buildings. Circulation should largely emphasize the needs of pedestrians and bicycles, and parking should be very limited and generally provided offsite. When parking is provided, it should be hidden either within or underneath structures.

(b) Areas Covered

2. *UVM Central Campus (ICC-UVM).* The proposed development is within the core campus. See Map 4.5.2-1.

(d) District Specific Regulations: UVM Central Campus (ICC-UVM)

1. Transitional Buffer

Not applicable. The proposed development does not fall within the Transitional Buffer.

2. Lot Coverage

Maximum lot coverage shall be applied to the aggregate of all lots owned by the institution and located within the ICC-UVM District. Lot coverage shall not exceed 65% except as provided below.

Not applicable. Lot coverage is assessed when structures/impervious surfaces are at-grade. The proposed addition will locate at the second and third floors, not at ground level. It is important to note, however, that ZP 15-1000CA was approved with a resulting lot coverage amount of 49.57%.

3. Setbacks

Front setbacks shall be fifteen (15') feet measured only along any street defining the Transitional Buffer.

The proposed addition does not fall within the Transitional Buffer or abutting any streets defining the Transitional Buffer; therefore the 15' setback from the street is not applicable.

Affirmative finding.

4. Surface Parking

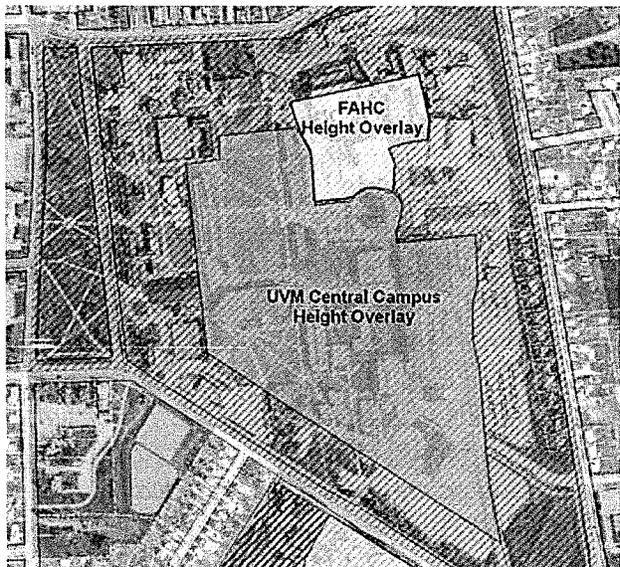
No new outdoor surface parking spaces shall be permitted unless the number of the new outdoor surface parking spaces is offset by a corresponding removal of outdoor surface parking spaces existing as of January 1, 2007 and upon the approval of the DRB.

No new parking spaces are proposed. **Affirmative finding.**

5. Building Height

For the sole purpose of regulating building height, the ICC-UVM District shall include an ICC-UVM Central Campus Height Overlay as delineated on Map 4.5.2-4. → Building height within the ICC-UVM Central Campus Height Overlay shall not exceed 140 feet.

The project location falls within the ICC-UVM Central Campus and Height Overlay area. The height restriction shall be as defined. The proposed building addition, with a maximum height of 39', sits 9 feet below the 48' roof elevation of the existing library building; well within the limitation provided. **Affirmative finding.**



6. Density

In the ICC-UVM District, density restriction set forth in Article 4, Section 4.4.4 shall not apply to dormitories and rooming houses as defined in Chapter 18 of the Burlington Code of

Ordinances. The restrictions on the non-residential equivalent set forth in Article 5, Sec. 5.2.7 (a) 2 shall not apply in the ICC-UVM District.
Not applicable.

7. *Uses*

Within the ICC-UVM District, Schools – Post secondary and Schools – Community Colleges shall be treated as permitted uses.

No change in use is proposed; it remains post-secondary and therefore may be treated as a permitted use. **Affirmative finding.**

Article 5 Citywide General Regulations

Section 5.2.3 Lot Coverage Requirements

See Section 4.5.2.

Section 5.2.4 Buildable Area Calculation

Not applicable in the Institutional Zone.

Section 5.2.5 Setbacks

See Section 4.5.2.

Section 5.2.6 Building Height Limits

See Section 4.5.2.

Section 5.2.7 Density and Intensity of Development Calculations

See Section 4.5.2.

Section 5.4.8 Historic Buildings and Sites

Not applicable per VSA §4413.

Section 5.4.9 Brownfield Remediation

Not applicable.

Section 5.5.1 Nuisance Regulations

All applications for a zoning permit shall be required to demonstrate compliance with the applicable nuisance regulations and performance standards pursuant to the requirements of the Burlington Code of Ordinances.

As the application is for additional lobby space for the existing Bailey Howe Library, similar impacts as the existing library might be expected.

Affirmative finding.

Section 5.5.2 Outdoor Lighting

Not applicable. No new outdoor lighting is proposed on the addition.

Section 5.5.3 Stormwater and Erosion Control

Not applicable. No earthwork is proposed as part of this project.

Article 6 Development Review Standards

Part 1: Land Division Standards

Not applicable.

Part 2: Site Plan Design Standards

Sec. 6.2.2 Review Standards

(a) Protection of Important Natural Features:

No important natural features are identified at the specific project area. **Affirmative finding.**

(b) Topographical Alterations:

Not applicable. The additional lobby space will be located at the second floor level. No alterations to the site topography are proposed.

(c) Protection of Important Public Views:

Distant terminal views of Lake Champlain and the mountains to the east and west, and important public and cultural landmarks, framed by public rights-of-way or viewed from public spaces shall be maintained through sensitive siting and design to the extent practicable. This shall not be construed to include views from exclusively private property.

The property is not located along an identified view corridor. **Affirmative finding.**

(d) Protection of Important Cultural Resources:

Burlington's architectural and cultural heritage shall be protected through sensitive and respectful redevelopment, rehabilitation, and infill. Archeological sites likely to yield information important to the city's or the region's pre-history or history shall be evaluated, documented, and avoided whenever feasible. Where the proposed development involves sites listed or eligible for listing on a state or national register of historic places, the applicant shall meet the applicable development and design standards pursuant to Sec. 5.4.8(b).

According to the Historic Buildings Evaluation Report submitted for ZP 15-1000CA (attached), the Bailey Howe Library is eligible for listing on the State Historic Register, as well as the National Register because it is considered to be contributing to the campus-wide historic district for its significance as part of the Modernist movement of architecture in Vermont. Procluded by State Statute §4413.

Affirmative finding.

(e) Supporting the Use of Renewable Energy Resources:

Where feasible, the site plan should be so designed as to take advantage of the site's inherent potential to utilize sources of renewable energy including direct sunlight, wind, or running water. The site plan should also incorporate site planning and landscaping decisions intended to minimize energy demand such as siting buildings to maximize solar access or the use of deciduous and coniferous trees to create shade and windbreak.

Buildings should, where appropriate within the context of the neighborhood development pattern, maximize their solar exposure by being oriented to maximize natural light and heat gain during winter months, and to minimize casting shadows into ground floor living space of a building on an adjacent property.

The two-story addition will be walled almost exclusively with windows, which will allow sufficient sunlight to enter the space. **Affirmative finding.**

(f) Brownfield Sites:

None identified.

(g) Provide for nature's events:

Special attention shall be accorded to stormwater runoff so that neighboring properties and/or the public stormwater drainage system are not adversely affected. All development and site disturbance shall follow applicable city and state erosion and stormwater management guidelines in accordance with the requirements of Art 5, Sec 5.5.3.

The two-story addition will attach at the second and third floor levels of the Bailey Howe Library. No new impervious surfaces will result from the proposal.

Design features which address the effects of rain, snow, and ice at building entrances, and to provisions for snow and ice removal or storage from circulation areas shall also be incorporated.

No exterior entrances are proposed. The addition will be connected to the bridge/skywalk connector, which will allow residents to move across Carrigan Drive, between buildings, without having to go outside; effectively addressing inclement weather conditions and access.

Affirmative finding.

(h) Building Location and Orientation:

The Bailey Howe Library location is within a larger parcel of the University Institutional Core Campus zone, and within the UVM-ICC height overlay.

Streets are interior to the parcel, with broad connectivity to sidewalk grid, the Green Mountain Walkway, and other institutional buildings. The 2nd/3rd floor library addition will also be part of the future bridge/skywalk connector. There is nothing currently proposed at the ground/street level. **Affirmative finding.**

(i) Vehicular Access:

Not applicable.

(j) Pedestrian Access:

The project area falls within the interior of Central Campus, where there exists an established pedestrian network. The bridge/skywalk is designed specifically for pedestrian access between the future residences and dining facilities on the opposite side of Carrigan Drive. **Affirmative finding.**

(k) Accessibility for the Handicapped:

The applicant will be required to meet ADA requirements as defined by the building inspector. **Affirmative finding as conditioned.**

(l) Parking and Circulation:

No new parking proposed. See Article 8 below.

Where bicycle parking is provided, access shall be provided along vehicular driveways or separate paths, with clearly marked signs indicating the location of parking areas. Where bicycle parking is located proximate to a building entrance, all shared walkways shall be of sufficient width to separate bicycles and pedestrians, and be clearly marked to avoid conflicts. All bicycle parking areas shall link directly to a pedestrian route to a building entrance. All bicycle parking shall be in conformance with applicable design & construction details as provided by the dept. of public works.

There is significant bicycle parking in and around the area of the addition. The only access to the addition will be through the library, where bicycle parking exists at the front entrance, and from across Carrigan Drive at the new student housing and dining facilities. The applicant does not foresee an increase in student numbers resulting from the new lobby space. The main mode of transportation to the library is either by foot or by bicycle. Under ZP 15-1000CA, 180 long term and 204 short term bicycle parking spaces will be provided in and around the future student housing and dining facilities. **Affirmative finding.**

(m) Landscaping and Fences:

Some ground level landscaping, consisting of grass, shrubs and trees, exist beneath, and to the side of where the new addition will locate. No new landscaping is proposed. **Affirmative finding.**

(n) Public Plazas and Open Space:

Not applicable.

(o) Outdoor Lighting:

Not applicable.

(p) Integrate infrastructure into the design:

Exterior storage areas, machinery and equipment installations, service and loading areas, utility meters and structures, mailboxes, and similar accessory structures shall utilize setbacks, plantings, enclosures and other mitigation or screening methods to minimize their auditory and visual impact on the public street and neighboring properties to the extent practicable.

Utility and service enclosures and screening shall be coordinated with the design of the principal building, and should be grouped in a service court away from public view. On-site utilities shall be placed underground whenever practicable. Trash and recycling bins and

dumpsters shall be located, within preferably, or behind buildings, enclosed on all four (4) sides to prevent blowing trash, and screened from public view.

Any development involving the installation of machinery or equipment which emits heat, vapor, fumes, vibration, or noise shall minimize, insofar as practicable, any adverse impact on neighboring properties and the environment pursuant to the requirements of Article 5, Part 4 Performance Standards.

There are no new exterior machinery/equipment installations, service/loading areas, utility meters/structures, mailboxes, or other accessory structures proposed at this time. **Affirmative finding.**

Part 3: Architectural Design Standards

Sec. 6.3.2 Review Standards

(a) Relate development to its environment:

Proposed buildings and additions shall be appropriately scaled and proportioned for their function and with respect to their context. They shall integrate harmoniously into the topography, and to the use, scale, and architectural details of existing buildings in the vicinity.

The following shall be considered:

1. Massing, Height and Scale:

The project area is within the ICC-UVM Institutional Core Campus overlay, which allows for an increased development scale and intensity than would typically be found in adjoining and underlying districts. This also is within the ICC-UVM height overlay (Article 4, Map 4.5.2-4) where building height may not exceed 140 feet. The addition building height is defined at 39 feet. While design cannot be discussed per VSA §4413, building bulk and height may be.

Affirmative finding.

2. Roofs and Rooflines.

Not applicable per VSA §4413.

3. Building Openings

Not applicable per VSA §4413.

(b) Protection of Important Architectural Resources:

Burlington's architectural and cultural heritage shall be protected through sensitive and respectful redevelopment, rehabilitation, and infill. Where the proposed development involves buildings listed or eligible for listing on a state or national register of historic places, the applicant shall meet the applicable development and design standards pursuant to Sec. 5.4.8. The introduction of new buildings to a historic district listed on a state or national register of historic places shall make every effort to be compatible with nearby historic buildings.

Not applicable per VSA §4413.

(c) Protection of Important Public Views:

Development shall preserve distant terminal views of Lake Champlain and the Adirondack Mountains and important public and cultural landmarks from public places and along east-west public rights-of-way to the extent practicable. This shall not be construed to include similar views from exclusively private property.

Sensitivity shall be used in the massing of proposed development such that light and air is allowed to penetrate and some views may be preserved. Alternatives that extend access to such views by allowing public access into and through the proposed development are encouraged. In no case shall development be permitted to span across the public rights-of-way in such corridors.

See Section 6.2.2. (c).

(d) Provide an active and inviting street edge:

Not applicable per VSA §4413.

(e) Quality of materials:

Not applicable per VSA §4413.

(f) Reduce energy utilization:

All new construction is required to meet the Guidelines for Energy Efficient Construction pursuant to the requirements of Article VI. Energy Conservation, Section 8 of the City of Burlington Code of Ordinances.

The exterior walls of the addition will be 1” insulated glazing panels, which will allow natural sunlight to provide daytime lighting and heat within the lobby space. **Affirmative finding. As conditioned**

(g) Make advertising features complementary to the site:

UVM has a Master Sign Plan under which desired signage may be reviewed. Any signage will require separate permitting. **Affirmative finding.**

(h) Integrate infrastructure into the building design:

See Section 6.2.2. (p), above.

(i) Make spaces secure and safe:

All construction will be required to meet building and life safety code as defined by the fire marshal and building inspector.

UVM has multiple installations of “blue lights” for security purposes, supplementing an active police presence on campus to provide a safe environment for residents. **Affirmative finding as conditioned.**

Article 8: Parking

Sec. 8.1.8 Minimum Off-Street Parking Requirements

(a) Parking for all uses and structures shall be provided in accordance with Table 8.1.8-1. The property is in the Shared Use Parking District. For libraries, Table 8.1.8-1 requires parking at the rate of 1 space per 1,000 sq ft of gross floor area.

(b) When the calculation yields a fractional number of required spaces, the number of spaces shall be rounded to the nearest whole number. A parking space requirement of 1.149 would be rounded down to the nearest whole number – 1 space.

A Joint Institutional Parking Management Plan (JIPMP) is maintained for the University to address all off-street parking requirements. In the attached memorandum from the Burlington Planning Commission to the Development Review Board, dated April 9, 2014, it is noted that the JIPMP *“demonstrates that treating institutional parking demand comprehensively is a more sensible approach than requiring parking on a use-by-use or site-by-site basis. Even with anticipated future development, the JIPMP is projecting there to be a surplus of 745 parking spaces across all three institutions in 2019.”*

The JIPMP is required to be updated on an annual basis. The 2016 update notes that counts taken in October, 2015, representing a typical day during peak demand, demonstrated a surplus of 840 spaces, 342 of which were in the core campus – see Chapter 4: University of Vermont CATMA JIPMP 2016 Annual Update (attached).

While this lobby addition project was not anticipated in the writing of the 2014-2019 JIPMP, the applicant intends to utilize one of the 342 surplus core campus parking spaces to provide for the 1 parking space required for the addition. As a result, the applicant has noted that this space will be addressed in the next annual update to the JIPMP. **Affirmative finding as conditioned.**

Sec. 8.2.5 Bicycle Parking Requirements

Bicycle parking for all uses and structures in all parking districts shall be provided in accordance with Table 8.2.5-1. Colleges or Universities require bicycle parking at a rate of 1 space per 20,000 sq ft of gross floor area for long term parking, and at a rate of 3 spaces per 5,000 sq ft of gross floor area for short term parking. The gross floor area of the library increases from 169,361 sq ft to 170,510 sq ft. This will result in an additional 1 long term bicycle parking space (from 8 to 9) required overall for the library. The number of short term bicycle parking does not increase as a result of the lobby addition.

Under zoning permit 15-1000CA for the first year student housing and dining facilities across Carrigan Drive, the required amount of long term bicycle parking totaled 178 spaces. The University is providing 180 long term parking spaces as part of the project. The applicant intends to utilize the long term bicycle parking storage shelter, immediately adjacent to the lobby addition at the ground level, to accommodate the 1 additional long term bicycle parking space.

Affirmative finding.

Sec. 8.3.5 Review and Approval of Applications for Future Development

In reviewing any application for development from a post-secondary educational or medical institution within the Institutional district, the DRB shall find that the proposal is consistent with an approved Institutional Parking Plan.

Any development proposed by a post-secondary educational or medical institution within the Institutional Campus district that is found not to be consistent with an approved Institutional Parking Plan shall only be approved pursuant to the underlying parking requirements of Parts 1 and 2 of this Article.

While the proposed addition is not included within the list of planned UVM projects 2014-2019, the applicant proposes to utilize 1 of the 342 surplus parking spaces in the core campus to satisfy the 1-space parking requirement. **Affirmative finding.**

II. Conditions of Approval:

1. At least 7 days prior to occupancy of a new building or any portion thereof, impact fees based on the net new building square footage shall be paid to the Department of Planning & Zoning or to the Clerk / Treasurer's Office.
2. The applicant shall submit to the DRB a copy of the JIPMP 2017 Annual Update that takes into account the 1 parking space required for the library lobby addition.
3. All new construction is required to meet the Guidelines for Energy Efficient Construction pursuant to the requirements of Article VI. Energy Conservation, Section 8 of the City of Burlington Code of Ordinances.
4. All construction will be required to meet building, ADA, and life safety code as defined by the fire marshal and building inspector.
5. Standard Permit Conditions 1-15.

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