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TO: Development Review Board
FROM: Mary O'Neil
DATE: October 1, 2019
RE: ZP20-0203CA; 149 Beaumont Avenue

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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: ZP20-0203CA
Location: 149 Beaumont Avenue (UVM Campus)
Zone: ICC-UVM **Ward**: IE
Parking District: Shared
Date application accepted: August 19, 2019
Applicant/ Owner: University of Vermont State Agricultural College
Estimated Construction Cost $33,000,000.
Request: 62,250 GSF addition to the existing HSRF building. Addition will be 3-4 stories and mechanical penthouse. New green space will replace portion of existing parking lot, to include paths, landscaping, benches and lighting

Background:

- **Zoning Permit 17-0771SN;** Installation of two sets of BI-L building mounted lettering for the Robert Larner MD College of Medicine, on east and west sides of entrance to the COM as per UVM Master Sign Plan. February 2017.
- **Zoning Permit 99-338/ 99-037CU/MA**; Construction of 110,000 sf Health Science Research Facility connected to the existing Stafford and Given buildings. February 1999.

Overview: UVM proposes this addition to the Health Sciences and Research Facility (HSRF) to provide flexible research lab space, lab support, and office spaces. It is designed to accept faculty moving out of Given Medical Building.
New green space will be provided north of the addition/ east of HSRF, replacing a portion of the existing parking lot. Walkways, blue lights, benches, and landscaping are included.

Applicable Regulations: Article 3 (Applications, Permits, and Project Reviews), Article 4 (Maps & Districts), Article 5 (Citywide General Regulations), Article 6 (Development Criteria & Guidelines), Article 8 (Parking).

The Design Advisory Board reviewed this proposal at their September 10, 2019 meeting, and unanimously voted to forward the project to the DRB with **favorable review**; conditioned upon satisfying the requirements of Article 8 (Parking.)

Recommendation: At the time of the DAB hearing, the applicant had not provided evidence of adequate parking to both replace the lost 121 spaces and the 62 spaces required for the new use. Without a Joint Institutional Parking Management Plan (JIPMP), the applicant must provide parking on an application-by-application basis. The applicant has provided a Parking Management Plan specific to this application, and a companion application for a new parking lot; both directed toward addressing the targeted parking need of this development. DRB acceptance of that plan and the ancillary parking lot is a condition of **Certificate of Appropriateness Approval** for the new addition.

I. Findings

Article 3: Applications, Permits, and Project Reviews:

Section 3.3.2 Applicability

The new building area associated with this project is subject to impact fees per the provisions of *Part 3: Impact Fees* of Article 3. Based on the submitted new gross area, the estimated impact fees are:

SF of Project 62,250

Department	Offices & Other Rate	Fee
Traffic	0.686	42,703.50
Fire	0.202	12,574.50
Police	0.356	22,161.00
Parks	0.425	26,456.25
Library	0.000	0.00
Schools	0.000	0.00
Total	1.669	**$ 103,895.25**

Section 3.3.8 Time and Place of Payment

(a) New buildings: Impact fees must be paid at least seven 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 Sec. 4.5.2 (d) *District Specific Regulations: Institutional Core Campus Overlay, UVM Central Campus ICC-UVM.*

(b) Dimensional Standards & Density

See Sec. 4.5.2 (d) *District Specific Regulations: UVM Central Campus ICC-UVM.*

(c) Permitted & Conditional Uses
See Sec. 4.5.2 (d) *District Specific Regulations: UVM Central Campus ICC-UVM.*
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Sec. 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. It provides for increased development scale and intensity than would be found in adjacent residential areas and for a variety of uses associated with higher education, health care, and cultural and research centers. The proposed construction of the new addition to HSRF is consistent with this intent. **Affirmative finding.**

(b) Areas Covered
The proposed construction is located within the *UVM Central Campus ICC-UVM.*
Affirmative finding.

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

1. Transitional Buffer:

A. The Transitional Buffer shall include all property within the area as measured from the centerlines of Colchester Avenue, East Avenue, Main Street, and South Prospect Street and extending 150 feet into the ICC-UVM District as delineated on Map 4.5.2-2 UVM/UVMMC ICC Transitional Buffer above.

B. Lot coverage shall not exceed 40% for the aggregate of all land owned by an institution and located within the Transitional Buffer.

C. Unless replaced on site, no housing unit in a residential structure located within the Transitional Buffer shall be demolished or converted to a nonresidential use, except for housing units which are exempt from the provisions of Article 9. Housing Replacement standards of this ordinance shall apply to any such activity.

The development area is not within the Transitional Buffer of the ICC-UVM overlay.
Not applicable.

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.

The maximum lot coverage within the ICC -UVM District may be increased by one percent for each one percent that the Transitional Buffer coverage is less than 40%, up to a maximum of 70%.

As provided by the applicant, existing lot coverage in ICC Main Street North is 50.5059%.
Proposed lot coverage will be 50.5032%. **Affirmative finding.**

3. Setbacks

Minimum side and rear yard setbacks in the underlying zoning district shall not be applicable within the ICC -UVM District.

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

The development area is significantly outside the Transitional Buffer. **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 by the DRB. [This was modified by the DRB in June 2019, and allowed delegation for administrative review under a change to DRB By-Laws.]

No new surface parking spaces are proposed within this application; however, a companion application proposes 67 net new parking spaces at 10 University Place. Reference is made to that application. **Affirmative finding.**

5. Building Height

Building height shall be measured under the provisions of Art. 5 except that the Measurement Interval method specified in Sec. 5.2.5(a)(3) shall not apply.

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 proposed HSRF addition does not exceed the limitation of Map 4.5.2-4. **Affirmative finding.**

Map 4.5.2-4 ICC-UVM Central Campus and Height Overlay

For all other areas within the ICC-UVM District, except for ornamental and symbolic architectural features, additions and new construction may be built to a height that does not exceed the lesser of:

A. The actual height of the tallest existing structure as of January 1, 2008 and located within the core campus district; or,

B. The elevation of a plane running parallel to sea level from a point defined by the roof of the tallest structure at the highest elevation within the parcel as depicted as of January 1, 2008.

The proposed addition does not exceed the height of the tallest existing structure within the core campus, or the elevation of a plane running parallel to sea level from the point defined above. **Affirmative finding.**

6. Density

In the ICC -UVM District, density restrictions set forth in Article 4, Sec. 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 Art. 5, Sec. 5.2.7 (a) 2 shall not apply in the ICC -UVM District.

Within the ICC-UVMS district, the non-residential density equivalent set forth in Sec. 5.2.7 (a) 2 does not apply to the proposed development. **Affirmative finding.**

7. Uses*:*

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

As a post-secondary school, the use is permitted. **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
This criterion does not apply to properties in the I zone. **Not applicable.**

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 5.5.1 Nuisance Regulations
Nothing in this proposal appears to trigger the city's nuisance regulations. **Affirmative finding.**

Section 5.5.2 Outdoor Lighting
New outdoor lighting is included in the project design. Building entries, walkways, and circulation areas will be illuminated. Acceptable LED lantern fixtures will be used. A revised photometric plan was submitted September 25, 2019. There remains a high level of illumination at the loading dock on the southwesterly corner. Although this area is surrounded by brick masonry walls, high light levels are likely to "spotlight" undesirably upwards. An adjustment to these fixtures (D1, D2) is recommended.
Affirmative finding as conditioned.

Section 5.5.3 Stormwater and Erosion Control
As required, plans for erosion prevention and sediment control and for post construction stormwater management have been provided to the city's stormwater program staff. Final review and approval by the city's stormwater program staff is required. **Affirmative finding as conditioned.**

Article 6: Development Review Standards

Part 1: Land Division Design Standards
Not applicable.

Part 2: Site Plan Design Standards
Sec. 6.2.2 Review Standards

(a) Protection of Important Natural Features:

The project site is currently a surface parking lot. There are no identified important natural features. **Affirmative finding.**

(b) Topographical Alterations:

The surrounding grade is slightly sloped; however, the building will be placed within the topography where grade changes will be addressed with stairs and retaining walls and support a loading dock on the southwest corner. (See A302) **Affirmative finding.**

(c) Protection of Important Public Views:

There are no protected views from or through this site. Not applicable.

(d) Protection of Important Cultural Resources:

Not applicable.

(e) Supporting the Use of Renewable Energy Resources:

The submission narrative defines solar panels on the top of a proposed shed at Jeffords Hall. Further information is not included in the submission narrative.

The application for the HSRF addition does not impede the potential use of wind, water, solar, geothermal or other alternative renewable energy resource. **Affirmative finding.**

(f) Brownfield Sites:

Not applicable.

(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.

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.

The applicant has provided EPSC and Stormwater Discharge plan for review by the Stormwater Engineering team. Their written approval will be a condition of any permit.

A slightly recessed entry with cover is provided on the north elevation (Plan A8.90). A covered south entry has been graded toward vertical accessibility. **Affirmative finding as conditioned.**

(h) Building Location and Orientation:

The proposed addition is appended to the existing Health Science Research Facility (HSRF), with new exposure on the south, east and north. Its location and orientation is consistent with the arrangement of existing buildings and access to Beaumont Avenue. **Affirmative finding.**

(i) Vehicular Access:

Vehicular access will continue along Beaumont Avenue; and via a drop-off area north of the building. Access will continue to the parking areas south of the proposed addition via Carrigan Drive; west and north of the water tower. **Affirmative finding.**

(j) Pedestrian Access:

New meandering walkways are proposed north of the addition (between this and the south elevation of the Given Medical Building). Dual access avenues are proposed for the south elevations; one to satisfy vertical access, and other via a stairway. Revised plans have included an identified pedestrian path to link this south stairway entrance to crosswalks on Carrigan Drive. **Affirmative finding.**

(k) **Accessibility for the Handicapped:**

Vertical access is provided at the south elevation. A collection of identified ADA parking spaces are illustrated on the east of the addition site. General ADA compliance review is under the jurisdiction of the building inspector and subject to approval by that office. **Affirmative finding.**

(l) Parking and Circulation:

For circulation, see Vehicular Access, above.

The addition is proposed on the site of an existing parking lot; displacing 121 parking spaces. The proposed new gross floor area will increase parking demand by 62 parking spaces for a total parking requirement of 183 parking spaces. (Calculating the required parking under **Medical Lab**; a more specific use than the overall **School - Post-Secondary** parking requirement.) That would reduce the parking requirement to **62 spaces for the new use** (1 ps / 1,000 gfa.) + 121 spaces displaced for a total of **183 required parking spaces**.) As noted in the application, the Joint Institutional Parking Management Plan has not been adopted for the ensuing 5 year term, and the last approved plan was for 2014-2019. Therefore, the applicant must respond to the requirements of the ordinance on a project by project basis.

The applicant has provided a Parking Management Plan specific to this new development (see attached.) In short, the applicant proposes to address the 183 space parking requirement by the following method:

1. Confirmation that the new addition will not generate any new demand. The new labs will be occupied by existing faculty already on campus.
2. Construction of a new 69 space parking lot at 10 University Place (see companion application.) This will result in a net new of 67 spaces.
3. Shared parking facilities campuswide.
4. Five year, renewable lease for 200 parking spaces at 364 Pine Street. These are intended to address long-term parking of student vehicles. Shuttles will provide scheduled conveyance to the lot.
5. A broad campus-wide array of TDM (Transportation Demand Management) strategies incentivizing peoples on campus to take advantage of alternatives to single occupancy vehicle use. These include bus passes for students, faculty and staff on GMT buses; campus wide shuttles, delivery of new ebikes and an increase in bikeshare hubs (up to seven), and Motor Driven Cycles (MDC's) with identified parking.

See Article 8 for further discussion.

Construction traffic circulation is proposed will be similar to the previous projects on the STEM buildings and the UVM Medical Center Inpatient building; from the Williston Road jug handle, through a short section of East Avenue to Carrigan Drive and then Beaumont Avenue. This route avoids residential areas.
Affirmative finding, if Parking Management Plan accepted by DRB.

(m) Landscaping and Fences:

The newly introduced green area/patio north of the new addition is amply landscaped; See Plans LA-3.00-3.30.. Plantings are proposed along paver edges as well. (LA-2.00.) The applicant has provided screening for the transformer/generator equipment on the south of the building. A sample of the plantings and screening methods are within the submission materials. **Affirmative finding.**

(n) Public Plazas and Open Space:

The green space will provide a seating area, new lighting, walkways, and associated bike parking. Refer to Plan LA-1.10.and LA-4.00. **Affirmative finding.**

(o) Outdoor Lighting:

Where exterior lighting is proposed the applicant shall meet the lighting performance standards as per Sec 5.5.2.

A lighting plan, photometrics and fixture specification sheets have been provided. See Section 5.5.2, above. **Affirmative finding as conditioned.**

(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 place 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.

The truck loading area is within a perimeter wall on the southwest corner, shielding it from view. Two BED transformers and additional generators are placed nearby. Plan LA-3.00 identifies additional plantings and screening that will be provided. **Affirmative finding.**

Part 3: Architectural Design Standards

Sec. 6.3.2 Review Standards

As an educational institution, this permit application has limited municipal review per Vermont State Statute **§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 functional use.

(a) Relate development to its environment:

1. Massing, Height and Scale:

The proposed addition is consistent with the massing, height and scale of the existing Health Science Research Facility, to which it is appended. It will not exceed the UVM Central Campus Height Overlay maximum height of 140'. (Section 4.5.2 (d); Map 4.5.2-4) **Affirmative finding.**

2. Roofs and Rooflines.

A gradually increasing roofline on the southwest corner will meet the roof level of the Health Science Research Facility, integrating the penthouses. See image at right. **Affirmative finding.**

3. Building Openings

No review per §4413. Limitations on municipal bylaws.

(b) Protection of Important Architectural Resources:

Not applicable.

(c) Protection of Important Public Views:

There are no protected views from or through this site. Not applicable.

(d) Provide an active and inviting street edge:

No review per §4413. Limitations on municipal bylaws.

(e) Quality of materials:

No review per §4413. Limitations on municipal bylaws.

(f) Reduce energy utilization:

The building has been designed with a goal to meet LEED Silver. See energy saving strategies, P. 2 of submission narrative. **Affirmative finding.**

(g) Make advertising features complementary to the site:

Any signage will be subject to separate review under UVM's adopted Master Sign Plan. **Affirmative finding as conditioned.**

(h) Integrate infrastructure into the building design:

See Section 6.2.2 (p), above.

(i) Make spaces secure and safe:

Any development is required to meet all building and life safety code as defined by the building inspector and fire marshal. **Affirmative finding as conditioned.**

Article 8: Parking

Section 8.1.8 Minimum Off-Street Parking Requirements

This project was ***not*** incorporated into the 2014-2019 Joint Institutional Parking Management Plan that was approved by the Development Review Board May 19, 2014. A subsequent 5-year parking management plan has not been submitted or adopted; therefore, the applicant must meet parking demand on a project-by-project basis.

The project involves the loss of 121 parking spaces (building footprint) and the new parking required of the use (62 parking spaces; 1 ps / 1,000 gf floor area) for a total parking requirement of **183 parking spaces**.

See Section 6.2.2. (l) for initial comments on methods to meet the parking requirement.

The applicant proposes partial satisfaction of the 183 space parking requirement via 67 spaces in a new surface parking lot (see 10 University Place, simultaneous application.)

Section 8.1.15 Waivers from Parking Requirements/Parking Management Plan.

The applicant has provided a Parking Management Plan to address holistically and specifically the parking demand of the new addition to HSRF. 183 parking spaces are required.

Reference is made to that document. In a nutshell:

- UVM will construct (with DRB approval) a new surface lot providing net new 67 spaces.
- UVM will enter into a 5 year, renewable lease for 200 off-site parking spaces to be located at 364 Pine Street (behind the farmer's market site) from Vermont Railways. This off-campus location is intended for the parking of resident student vehicles. Shuttles will be provided to access those spaces. A copy of that lease contract will be provided to the City Attorney's office and the permitting office for review.
- UVM will bring 200 Ebikes to campus, expanding the existing 5 bike hubs to 7.
- UVM will provide new parking options for Motor Driven Cycles (MDCs), in safe, non-vehicular spaces.
- UVM will continue other Transportation Demand Management (TDM) strategies; including free bus service for faculty, staff and students.

The university will still be required to update its submission to the Joint Institutional Parking Management Plan; this new development will need to be incorporated into that plan.

Affirmative finding if PMP accepted by DRB.

Section 8.2.5 Bicycle Parking Requirements

The proposed development will require 4 long-term bicycle parking spaces (1 per 15,000 sf) and 62 short-term bicycle parking spaces (1 per 1,000 sf). The project narrative defines the addition of outdoor bike racks capable of accommodating 64 bicycles near the entries on the north, south and west sides of the addition. Twelve covered and secure indoor bike parking spaces will be located on the two entry floors of the addition. **Affirmative finding.**

II. Recommended Conditions of Approval:

1. This approval is conditioned upon the DRB acceptance and approval of the Parking Management Plan submitted herein. Evidence shall be provided that confirms the long term (5 year, renewable) lease of 200 parking spaces at a site owned by Vermont Railways to accommodate long term student parking. The lease arrangement shall be acceptable to the City Attorney and renewable for as long as the use shall continue; or until the university provides an alternate method within their overall (Joint Institutional) Parking Management Plan to address the parking needs of the institution.
2. This application is further conditioned upon DRB approval of the ancillary parking lot (10 University Place) under simultaneous review to partially satisfy the required parking for this application.
3. It is recommended that illumination be adjusted downward at the location of the loading dock (fixtures D1, D2) to forestall any upward "spotlighting" effect due to over illumination.
4. **Prior to release of the zoning permit**, the applicant shall obtain written approval of the Erosion Prevention and Sediment Control Plan from the Stormwater Administrator.
5. **Prior to the release of the zoning permit**, the applicant shall obtain the written approval of the Stormwater Management Plan from the Stormwater Administrator.
6. At least **7 days prior to issuance of a certificate of occupancy**, impact fees based on the net new building square footage shall be paid to the Department of Permitting and Inspections.
7. All new utility lines shall be buried.
8. All outdoor signs require separate zoning permits.
9. The Applicant/Property Owner is responsible for obtaining all necessary Zoning Permits and Building Permits through the Department of Public Works as well as other permit(s) as may be required.
10. Any subsequent submission to the **Joint Institutional Parking Management Plan** shall reflect the parking requirement and management plan adopted within this approval.
11. Standard permit conditions 1-15.