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MEMORANDUM

To: The Design Advisory Board
From: Mary O'Neil, AICP, Senior Planner
RE: ZP 15-1000CA; 170 & 180 Carrigan Drive (formerly identified as 10 University Place, UVM undergraduate student housing)
Date: May 12, 2015

File: ZP 15-1000CA

Location: 170 and 180 Carrigan Drive (formerly identified as 10 University Place)

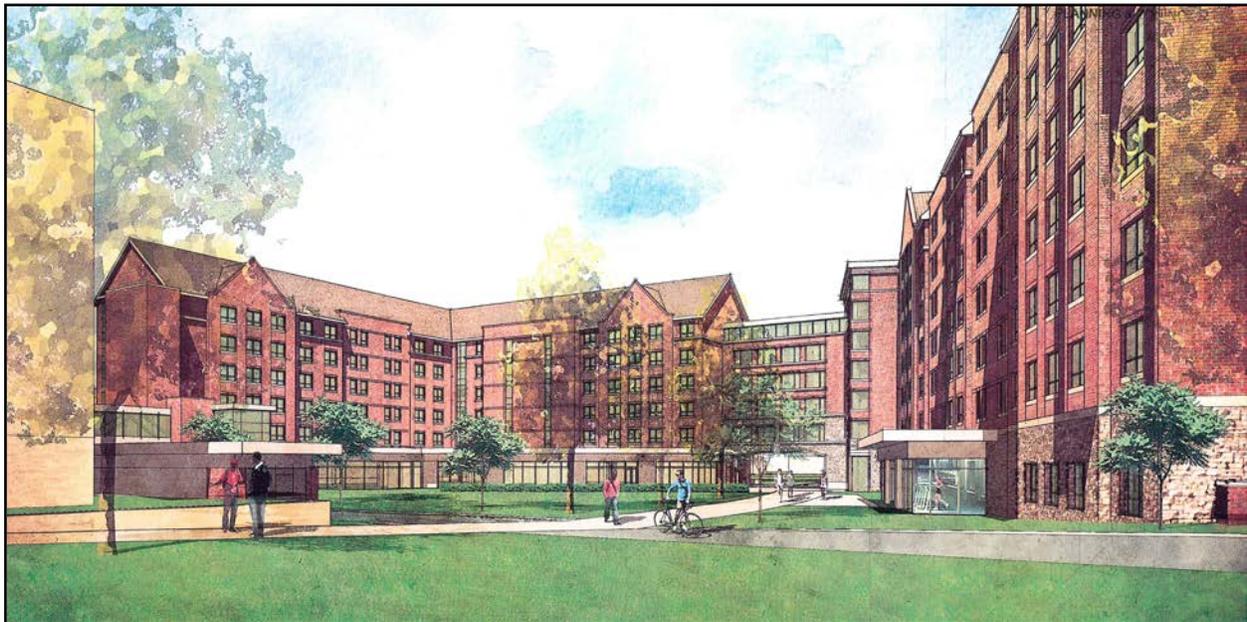
Zone: ICC-UVM **Ward:** 1

Date application accepted: April 15, 2015

Applicant/ Owner: Redstone/American Campus Community/University of Vermont

Request: Undergraduate student housing and dining facilities

Estimated Construction Cost: \$42,000,000.



Please note: Plans are available for electronic viewing at the following dropbox:

<https://www.dropbox.com/sh/6qpj8x18g5lked/AACRt-3AQKedhbKIG7zgjZTa?dl=0>

Background:

- DRB Sketch Plan Review 15-0810SP, March 17, 2015.

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Overview: This application follows the approval of ZP14-1320CA, the application to demolish three undergraduate residential dormitories: Chittenden, Buckham and Wills Halls; and Sketch Plan review of the proposed new dormitories.

The area proposed for new dorms 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.***

The **Design Advisory Board** originally reviewed the Sketch Plan application at their March 10, 2015 meeting, where elevations and site modeling was presented. The applicant team revealed the number of beds proposed is 699, intended for first year students. The DAB made no motion or recommendation, and took no action at that review.

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. The Kiley landscaping is at the north end of the quad immediately south of the Fleming Museum, and will not be impacted by this development. An EPSC and Stormwater Management plans have been submitted for review. A landscaping plan is included within the submission. **Affirmative finding.**

(b) Topographical Alterations:

Contour lines illustrate a fairly rapid change of grade at the southeast corner of the project area. The project area itself is presented as having been topographically altered with fill, as it retains a higher grade than the surrounding area. The buildings are proposed to fit into the existing landscaping, the design of finishes, building openings, and function responding to those changes. **Affirmative finding.**

(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 proposed new dormitories are positioned in the southeast corner of the quad, just north of Bailey-Howe Library. Terminus views of Converse Hall, which is listed on the Vermont State Register of Historic Resources, were threatened to be interrupted from westerly and southwesterly approaches to the green by the proposed building bulk. Application drawings now illustrate the patios of the new dorms to be the interstitial development area on the east/west axis; no longer blocking a view toward Converse from the west. **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).

After removal of CBW, this will be an open area. As illustrated in the application plans, Converse Hall will continue to be the terminus view across the quad, as viewed by STEM and Carrigan Drive/shuttle route.

Bailey Howe Library will remain visibly open on the north elevation. Sufficient distance remains between the new buildings and Rowell Hall, Royal Tyler Theatre, Robert Hull Fleming Museum, and other neighboring historic structures to maintain their integrity.

See attached Historic Buildings Evaluation Report.

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 arrangement of the buildings appears to maximize southerly exposure which will have a direct benefit for solar gain. A green roof is proposed on the westerly building which will have environmental and stormwater benefits, if installed.

A landscaping plan has been submitted. **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.

A Stormwater Management Plan and EPSC will be required (EPSC submitted; a Stormwater Narrative forwarded to the Stormwater Engineering team.) These will require written approval of the City Stormwater team, and demonstration of compliance prior to release of a Unified Certificate of Occupancy.

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.

A door canopy is illustrated above an entry on the north elevation, facing the quad. The dining hall appears to be accessed from the archway of the building connector; also shielded from the elements. Snow storage has not been defined; however it may be easily assumed that the university has staff and planned efforts to facilitate snow removal in the immediate vicinity of building entrances. The building plans identify skywalk connectors, which would allow residents to move between buildings, residence halls, dining hall, and library without leaving the structure; effectively addressing inclement weather conditions and access. **Affirmative finding.**

(h) Building Location and Orientation:

The building 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 easterly residence hall will front the GM Walkway, while the westerly building has a presence that abuts a north/south sidewalk and roadway (shuttle drive.) The northerly side of the west building directly fronts the remainder of the quad, with its cross-hatching of pedestrian paths. **Affirmative finding.**

(i) Vehicular Access:

As noted, the buildings have proximity to and access from Carrigan Drive. Resident vehicular access is expected to be limited to move-in and move-out days, with the remainder need for service vehicles. A UVM parking lot abuts this development area to the east.

Access for service and loading areas should be located behind buildings or otherwise screened from streets or public ways with landscaping or other barriers.

A loading area is identified on the westerly side of the west building; immediately adjacent to Carrigan Drive and a new pedestrian path. The applicant should examine how conflict will be avoided between vehicles and students at this sidewalk.

It is noted that these buildings are intended to replace CBW (391 beds) which had an established demand and access requirements of its own. This project is not accurately referenced but anticipated within the Joint Institutional Parking Management Plan 2014-2019, as approved May 2014. The approved JIPMP includes “Approximate square footage for new housing south of Main Street near Harris-Millis and March-Austin-Tupper Residence Halls; assume that Chittenden, Buckham, and Wills Residence Halls (up to 391 beds) will be demolished within five years, with replacement occurring more than five years in the future.”

A memorandum from RSG is within the application package addressing the discrepancy with the JIPMP as to location of new residence halls and the timing of construction. RSG opines that no change in parking is necessary for this project, since the majority of first year students are prohibited from having vehicles on campus. As the project is expected to be under construction until 2017 which is within the period of JIPMP approval, RSG finds this a minor alteration. The anticipated number of replacement beds was over-estimated, so the proposed intensity falls under that guesstimate. **Affirmative finding.**

(j) Pedestrian Access:

The project area falls within the interior of Central Campus, where exist an established pedestrian network. These buildings will be the starting line for the Green Mountain Walkway, as it meanders to the north. A walkway will connect this courtyard to Bailey Howe Library, arching to Carrigan Drive. Connected walkways and crosswalks are illustratd along Carrigan Drive, south and southwest of the development site.

Affirmative finding.

(k) Accessibility for the Handicapped:

The applicant will be required to meet ADA requirements as defined by the building inspector. No handicap parking spaces are identified within the proposed 9 new spaces east of the site. Although it is noted that four handicap spaces are marked within the northerly UVM owned parking lot, the newly proposed parking area may offer closer proximity to the buildings without a grade change. ADA requirements will need to be identified and met: It is recommended that at least two of the new parking spaces be identified as handicap spaces unless it can be determined that the need is met.

Affirmative finding as conditioned.

(l) Parking and Circulation:

See Section 6.2.2. (i), above. The applicant will be obliged to provide evidence that the project complies with the Joint Institutional Parking Management Place, UVM section.

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.

Significant bicycle parking, both short and long term is illustrated in multiple locations on the enlargement plan, L1.0. The number of bikes accommodated, and the method of rack will need to be provided to assure compliance with the City of Burlington’s Bicycle Parking Guidelines.

The direct link for the Bicycle Guidelines is here:

http://www.burlingtonvt.gov/uploadedFiles/BurlingtonVTgov/Departments/Public_Works/Transportation_Policy_and_Planning/Bicycling_and_Walking/Bicycle%20Parking%20Guidelines.pdf

Via this link:

<http://www.burlingtonvt.gov/DPW/Walk-Bike-In-Burlington>

Affirmative finding as conditioned.

(m) Landscaping and Fences:

A landscaping plan has been submitted.

It is not known if the institution has a Master Tree Plan, and how this project may fit into that document. **Affirmative finding.**

(n) Public Plazas and Open Space:

Where public open space is provided as an amenity to the site plan, it should be sited on the parcel to maximize solar exposure, with landscaping and hardscape (including fountains, sitting walls, public art, and street furniture) to encourage its use by the public in all seasons. Public plazas should be visually and physically accessible from public rights-of-ways and building entrances where appropriate and shall be designed to maximize accessibility for all individuals, including the disabled and encourage social interaction.

A substantial dining terrace with south facing seatwall is incorporated within the plan, as are additional seating accommodations on a northerly patio area. Immediately connected to the GM Walkway, and ultimately to bike parking on the north terrace area, all will provide substantial exterior public areas.

Public space should be coordinated with the surrounding buildings without compromising safety and visibility. Public spaces should be surrounded by active uses that generate pedestrian traffic, and connect the space to major activity centers, streets, or corridors.

The proposed dining terrace and north facing patio/terrace are directly connected to the proposed buildings and the network of walkways.

New structures and additions to existing structures shall be shaped to reduce shadows on public plazas and other publicly accessible spaces. In determining the impact of shadows, the following factors shall be taken into account: the mass of area shaded, the duration of shading, and the importance of sunlight to the utility of the type of open space being shadowed. Proposed development shall be considered for solar impact based the sun angle during the Vernal and Autumnal equinox.

Given the amount of open area surrounding the proposed structures, shadow impacts are anticipated to be negligible. Depending upon the final siting and height of the buildings, the most impacted structure may be Bailey House Library's north elevation. Minimization of solar availability might be expected, particularly during winter months; however not so much as to unduly impact the library. **Affirmative finding.**

(o) Outdoor Lighting:

The applicant will be required to meet the lighting performance standards as per Sec 5.5.2. A lighting plan has been submitted; Lighting levels for walkways meet the standards and limitations of the ordinance. The specific maximum footcandle measurement of 8.1 on a "non-walkway" area cannot be identified on the plan. The applicant should identify this hot spot, and seek to diminish the light level at that point. LED bollards and step / wall lights of low voltage are acceptable.

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 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.

As noted, the bike storage will need to meet the standards of capacity for bicycle parking. The applicant needs to define how many bicycles can be accommodated for both long and short term bike parking. Ground mounted transformer dimensional information has been submitted. There is no information about potential noise or vibration from the units. This transformer is a BED transformer, the same type of equipment used throughout the city where there is underground electric. BED specifies the equipment; the applicant has little control over specs. It is screened by proposed landscaping.

Trash/recycling is identified next to the loading area on the west side of the westerly building. Trash, recycling and compost facilities are incorporated within the building. The dining hall will have containers on the exterior in the loading dock area.

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. Building height is defined at 88 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.

See supporting informational report from Liz Pritchett, consultant.

(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.

A green roof is proposed for the rooftop of the dining hall. This element will help cool the building in warmer months.

Solar infrastructure and other alternative energy solutions are always recommended in new construction. **Affirmative finding.**

(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 as conditioned.**

(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.

Recommended conditions:

1. The applicant shall examine the potential for conflict between pedestrians and vehicles at the loading area west of the westerly building.
2. At least 2 parking spaces in the proposed parking area east of the site shall be marked as handicap accessible, unless the applicant can demonstrate sufficient h/c parking in the most immediate area.
3. The applicant will define how many short term and long term bicycling parking spaces are proposed; the type of rack to be utilized, and design of the bike shelter.
4. The green roof will be required to have a clearly articulated maintenance plan per Section 6.3.2. (a) 2.
5. Any signage will require separate permitting.
6. Standard Permit Conditions 1-15.