

Department of Permitting & Inspections

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TO: Development Review Board
FROM: Ryan Morrison
DATE: October 19, 2019
RE: 21-653; 105 Carrigan Drive

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.

Zone: I Ward: 1E

Owner/Applicant: University of Vermont & State Agricultural College / Lani Ravin

Request: Construct an elevator building section addition, entrance improvements and associated site improvements to the Hills Agricultural Sciences Building and its environs. Related parking changes.

Applicable Regulations:

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

Background Information:

The applicant is seeking approval to construct an elevator building addition, entrance and building connector improvements, and associated site improvements to the Hills Agricultural Sciences Building and its environs. Site improvements include walkway alterations, new bike racks, and the installation of a new generator. A minor parking reconfiguration will occur, that will see one additional parking space.

The University of Vermont is an educational institution and, therefore, is subject to only limited zoning review per 24 VSA, Sec. 4413, *Limitations on municipal bylaws*. This application may be reviewed 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.

Recommendation: Certificate of appropriateness approval as per, and subject to, the following findings and conditions:

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 any new non-residential buildings square footage are subject to impact fees.

Impact fees shall be calculated based on the total gross square footage of new non-residential square footage. Per the submitted plans, an estimate of the fees is:

SF of Project 6,408

Department	Residential	
	Rate	Fee
Traffic	0.717	4,594.54
Fire	0.211	1,352.09
Police	0.372	2,383.78
Parks	0.445	2,851.56
Library	0.000	0.00
Schools	0.000	0.00
Total	1.745	\$ 11,181.97

The applicant shall pay these impact fees as outlined in Sec. 3.3.8 below. **Affirmative finding as conditioned**

Section 3.3.8 Time and Place of Payment

Impact fees must be paid to the city’s chief administrative officer / city treasurer according to the following schedule:

- b) Existing buildings: Impact fees must be paid prior to issuance of a zoning permit, or if a building permit is required, within thirty (30) days of issuance of the building permit.*

Affirmative finding as conditioned

Article 4: Maps & Districts

Sec. 4.4.4, Institutional District:

(a) Purpose

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

(b) Dimensional Standards & Density

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

(c) Permitted & Conditional Uses

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

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 additions to the Hills Building is consistent with this intent. **Affirmative finding**

(b) Areas Covered

The Hills Building is located within the UVM Central Campus overlay (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*

Not applicable. The transitional buffer extends into the ICC-UVM district a distance of 150 ft from the centerlines of Colchester Avenue, East Avenue, Main Street, and South Prospect Street. The proposed development is located well outside 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.

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%.

Within this overlay district, a maximum aggregate lot coverage of 65% is allowed. Lot coverage will increase from an existing 51.09% to 51.29%. **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 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 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.]

The proposal involves two different parking aspects: 1) the 8 space parking lot at the north end of the Hills Building and 2) 3 parallel spaces to the east of the Hills Building along Carrigan Drive. This development will remove 2 spaces from the 8-space parking lot to accommodate a generator, and reconfigure the 3 parallel spaces along Carrigan Drive into 6 head-in parking spaces; thus an

increase of 1 parking space in the immediate area. However, given two recent permit approvals from the DRB, a much larger removal of outdoor surface parking spaces allows for this 1 additional space to be permitted. Specifically, ZP20-0203CA for a 62,250 sf addition to the Health Science Research Facility (HSRF) at 149 Beaumont Avenue saw the removal of 121 surface parking spaces, and ZP20-0353CA approved a new 67-space parking lot at 10 University Place. As a result of those two permits, parking in the ICC-UVM district saw a loss of 54 parking spaces. ZP20-0367CA, for an addition to Torrey Hall, approved 1 additional parking space, which brings the offset parking count to 53 spaces. And these 53 offset spaces can accommodate the 1 additional parking space created as a result of this permit – bringing the total number of offset parking spaces in the ICC-UVM district that have existed as of January 1, 2007 down to 52.

The applicant is advised to incorporate these parking alterations and overall parking count within the next Joint Institutional Parking Management Plan. **Affirmative finding as conditioned**

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 addition is located within the ICC-UVM Central Campus Height Overlay. Within this overlay, building height is limited to 140'. The total height, including rooftop mechanical units, is approx. 49 ½', well below the 140' limit. **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.

Not applicable.

7. Uses

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

Within the ICC-UVM district, post-secondary schools shall be treated as permitted uses. The project is part of the university, and the post-secondary school use will remain unchanged.

Affirmative finding

Article 5: Citywide General Regulations

Sec. 5.2.3, Lot Coverage Requirements

See Sec. 4.5.2 above.

Sec. 5.2.4, Buildable Area Calculation

This criterion does not apply to properties in the I zone. Not applicable

Sec. 5.2.5, Setbacks

See Sec. 4.5.2 above.

Sec. 5.2.6, Building Height Limits

See Sec. 4.5.2 above.

Sec. 5.2.7, Density and Intensity of Development Calculations

See Sec. 4.5.2 above.

Sec. 5.5.1, Nuisance Regulations

Nothing in this proposal appears to have any bearing on the city's nuisance regulations.

Affirmative finding

Sec. 5.5.2, Outdoor Lighting

New outdoor lighting will consist of ground mounted bollard and pole lighting, as well as wall-mounted and recessed lighting above the new building entrances. The mix of light fixtures will illuminate walkways and entrances. The 'Walkway Lighting' requirements of Sec. 5.5.2 (f)(2) require walkway lights to not exceed an average illumination level of 0.5 footcandles, and maximum lighting levels to not exceed 2 footcandles, over the walkway surface and up to 5 feet on either side of the walkway. The plans indicate compliance with the illumination level requirements. **Affirmative finding**

Sec. 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

No important natural features exist in this area. Surrounding the building is lawn space and walkways. The additions will result in little increase to lot coverage. **Affirmative finding**

(b) Topographical alterations

Not applicable per 24 VSA, Sec. 4413.

(c) Protection of important public views

Not applicable per 24 VSA, Sec. 4413.

(d) Protection of important cultural resources

Not applicable per 24 VSA, Sec. 4413.

(e) Supporting the use of alternative energy

Not applicable per 24 VSA, Sec. 4413.

(f) Brownfield sites

Not applicable per 24 VSA, Sec. 4413.

(g) Provide for nature's events

See Sec. 5.5.3 above.

(h) Building location and orientation

Not applicable per 24 VSA, Sec. 4413.

(i) Vehicular access

Not applicable per 24 VSA, Sec. 4413.

(j) Pedestrian access

Not applicable per 24 VSA, Sec. 4413.

(k) Accessibility for the handicapped

Not applicable per 24 VSA, Sec. 4413. Applicable accessibility requirements under the City's building code continue to apply.

(l) Parking and circulation

Two changes are proposed with regard to vehicular parking and circulation: 1) reducing the 8-space parking lot to the north of the Halls building to a 6-space lot to accommodate placement of a new generator, and 2) reconfigure the 3 parallel spaces along Carrigan Drive into 6 head-in parking spaces (3 of which will be handicap accessible spaces).

This project is not addressed in the Updated 2019-2024 Joint Institutional Parking Management Plan. The applicant states that it will be included in a 2022 update.

As there will be no increase in building users, no traffic analysis has been provided or is required for this application. **Affirmative finding**

(m) Landscaping, fences, and retaining walls

A planting plan is included which identifies up to 12 new maple trees, 17 shrubs, and a variety of ornamental grasses and perennials. Much of the existing trees around the site will remain. A retaining wall is shown along two sides of the new entrance area between the Halls Building and Benedict Auditorium. The plans do not indicate new fencing. **Affirmative finding**

(n) Public plazas and open space

No public plaza or open space is included or required in this proposal. However, the surrounding lawn space will continue to provide outdoor enjoyment for students and staff. **Affirmative finding**

(o) Outdoor lighting

See Sec. 5.5.2 above.

(p) Integrate infrastructure into the design

The elevation plans indicate rooftop mechanical units, which will be visible from occupants of the upper levels of surrounding buildings. These rooftop units appear on the elevation plans but do not seem to currently exist per aerial imagery. As such, additional information will be needed that

addresses the type of units and the measure of screening. The applicant notes that the diesel powered generator will be housed within a sound attenuating enclosure, and located at the north wall of the Halls Building, within the existing parking area. This parking area slopes downward to the building and goes below grade – meaning the back few parking spaces are screened from view from the east and west. There is no indication of utility lines being added. Should new utility lines be installed, they will need to be buried. **Affirmative finding as conditioned**

Part 3, Architectural Design Standards

Sec. 6.3.2, Review Standards

(a) Relate development to its environment

1. Massing, Height, and Scale

The proposed additions increase the footprint of the existing structure slightly, but will not increase the overall height. Overall, the proposal will maintain consistency with the massing, height and scale of the surrounding buildings. **Affirmative finding**

2. Roofs and Rooflines

Not applicable per 24 VSA, Sec. 4413.

3. Building Openings

Not applicable per 24 VSA, Sec. 4413.

(b) Protection of important architectural resources

Not applicable per 24 VSA, Sec. 4413.

(c) Protection of important public views

Not applicable per 24 VSA, Sec. 4413.

(d) Provide an active and inviting street edge

Not applicable per 24 VSA, Sec. 4413.

(e) Quality of materials

Not applicable per 24 VSA, Sec. 4413.

(f) Reduce energy utilization

Not applicable per 24 VSA, Sec. 4413.

(g) Make advertising features complimentary to the site

No new advertising features are proposed. However, if in the future additional signage is proposed, it will be subject to review and approval under separate zoning permit. **Affirmative finding as conditioned**

(h) Integrate infrastructure into the building design

See Sec. 6.2.2 (p) above.

(i) Make spaces safe and secure

The proposed building must comply with the city's current egress requirements. Building entries will be illuminated. **Affirmative finding as conditioned**

Article 8: Parking

Sec. 8.1.8, Minimum Off-Street Parking Requirements

This project was not incorporated into the 2019-2024 Update: Joint Institutional Parking Management Plan, and as such, the applicant typically must meet parking demand on a project-by-project basis. However, circulation additions (elevator tower, pedestrian entrances and building connectors) do not spur a requirement to provide any new parking spaces – so no new parking is required for this proposal. Overall, the project does add one additional parking space in the immediate area within the 6 head-in spaces along Carrigan Drive. **Affirmative finding**

Sec. 8.2.4 Bicycle Parking Requirements

The proposal does not spur a requirement to provide any new bicycle parking spaces. The plan does, however, provide 10 outdoor bicycle parking spaces in 2 bike racks, and 4 indoor bicycle parking spaces in a gated enclosure adjacent to the new northeast entrance. **Affirmative finding**

II. Conditions of Approval

1. **Within 30 days of issuance of the associated building permit**, the applicant shall pay to the City Treasurer’s Office or Permitting and Inspections Department impact fees as calculated by staff based on the net new square footage of the proposed development.

SF of Project 6,408

Department	Residential	
	Rate	Fee
Traffic	0.717	4,594.54
Fire	0.211	1,352.09
Police	0.372	2,383.78
Parks	0.445	2,851.56
Library	0.000	0.00
Schools	0.000	0.00
Total	1.745	\$ 11,181.97

2. **Prior to the release of the zoning permit**, the applicant shall obtain written approval of the Erosion Prevention and Sediment Control Plan from the Stormwater Administrator.
3. **Prior to issuance of a certificate of occupancy**, additional information pertaining to rooftop mechanical units and appropriate screening shall be provided to staff for review and approval
4. Project identification, parking count and arrangement of spaces shall be appropriately incorporated into the University of Vermont’s submission of the Joint Institutional Parking Management Plan as next provided.
5. Any new utility lines shall be buried.
6. Any new outdoor signage will require separate zoning permits.
7. 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.
8. Standard permit conditions 1-15.