

## Department of Planning and Zoning

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### MEMORANDUM

**To:** The Design Advisory Board  
**From:** Mary O'Neil, AICP, Principal Planner  
**RE:** ZP16-1183SP; 311-375 North Avenue  
**Date:** May 24, 2016

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**File:** ZP16-1183SP

**Location:** 311-375 North Avenue

**Zone:** RM-W Ward:

**Date application accepted:** April 29, 2016

**Applicant/ Owner:** VLTBTV Parkland, LLC / BC Community Housing Condo Assoc. Owners, Inc. (E.F. Farrell) / 375 North Avenue LLC (E.F. Farrell.)

**Request:** Sketch Plan review of site layout and preliminary elevations of multiple structures proposed to be developed at 329-375 North Avenue.

**Additional Plans submitted:** May 13, 2016

#### **Parcel identification and Background:**

##### **311 North Avenue**

###### Land & Buildings

- Zoning Permit 16-0785LL; lot line adjustment with 329 North Avenue. January 2016.
- Zoning Permit 16-0649LL; lot line adjustment with 329 North Avenue. December 2015.
- Zoning Permit 13-0037FC; install new wire fence around existing community garden. July 2012.
- Zoning Permit 12-0705SN; install new freestanding sign for Burlington College – Stone House Residence Hall. February 2012.
- Zoning Permit 12-0627CA; replace five double hung windows. December 2011.
- Zoning Permit 11-0280CU; convert existing institutional office use and group home use to post-secondary school. No site or exterior building changes proposed. November 2010.
- Zoning Permit 82-474 / COA 82-96; renovation of existing structure plus construction of approx. 2,000 sf. addition. October 1982.

##### **329 North Avenue**

###### Land

- Zoning Permit 16-0786LL; lot line adjustment with 311 North Avenue. January 2016.
- Zoning Permit 16-0015CA; addition of curb cut and drive to 351 North Avenue. September 2015.
- Zoning Permit 16-0651LL; lot line adjustment with 311 North Avenue. December 2015.

- Zoning Permit 16-0007CA/MA; convert former orphanage and college building to 63 residential units and relocate college within building. Associated site improvements. September 2015.
- Zoning Permit 15-0701LL; lot line adjustment with 351 North Avenue. December 2014.
- Zoning Permit 11-0281CU; convert existing institutional office use and group home use to post-secondary school. No site or exterior building changes proposed. November 2010.

### **351-375 North Avenue**

Land, Burlington College, Former Orphanage building.

- Zoning Permit 16-0622CA; request change of materials for existing slate roof to standing seam copper on the former St. Joseph's Orphanage building. Former address 351 North Avenue. January 2016.
- Zoning Permit 16-0007CA/MA; convert former orphanage and college building to 63 residential units and relocate college within building. Associated site improvements. September 2015.
- Zoning Permit 15-0702LL, lot line adjustment with 329 North Avenue. December 2014.
- Zoning Permit 11-0282CU; convert existing institutional office use and group home use to post-secondary school. No site or exterior building changes proposed. November 2010.
- Zoning Permit 14-1286CA; installation of CCTA bus shelter on Burlington College property. June 2014.
- Zoning Permit 12-0706SN; replace existing non-conforming freestanding sign with new freestanding sign for Burlington College – Main Campus. March 2012.
- Zoning Permit 12-0121CA; install rooftop air handler, five ac units, bike racks, and remove walls from garage. August 2011.
- Zoning Permit 09-526CA; demolish single car garage. February 2009.
- Zoning Permit 92-096 / 092-016; removal of existing wooden cross with installation of fiberglass statuary of St. Mary on top of Diocese building. Overall height to be 104' with exterior illumination to surround statue. September 1991.
- Zoning Permit 77-03 / 77-628; renovation of existing structure "St. Josephs Child Center" into office space and three apartments for Bishop and two priests; remove some windows and brick up openings. Erect 28'6" x 30' additions and one for 32' x 66'. January 1977.
- Permit, St. Joseph's Child Center to relocate a 20' x 24' garage to the rear of the main building at 351 North Avenue; fill in a portion of the ravine in the rear of the property with fill materials, not to include wood. September 1974.

The owners/applicants will be proposing lot subdivision that will create seven separate lots.

#### **Overview:**

In February 2015 BC Community Housing LLC purchased 27.65 acres of land from Burlington College. This included the "Stone House" at 311 North Avenue and so-called Texaco Beach. The College retained ownership of a 6 acre parcel, including 2 connected buildings: the three story classroom building, and the 5 story Orphanage building.

In December 2015 Burlington College submitted its land and buildings to a condominium structure form of ownership, where the Orphanage building was designated as Unit #1 at 375 North Avenue; and the classroom building as Unit #2 at 351 North Avenue. In the same month,

E.F. Farrell purchased the Orphanage building (Unit #1) and Burlington College retained ownership of the classroom building (Unit #2.)

In February 2016, BC Community Housing sold 12 acres (of the 27.65), including Texaco Beach, to VLTBTV Parkland, LLC (Vermont Land Trust and City of Burlington.)

BCCH presently owns the remaining 15.65 acres, the subject of this review.

A non-binding Memorandum of Understanding was signed on February 21, 2015 outlining eight important goals (see attached.)

The project plan is for a Planned Unit Development with subdivision into seven separate parcels for development. This Sketch Plan (required by Section 10.1.6 as the subdivision will create five or more lots) ) is being reviewed under the current regulations for the RM-W Zoning District; however the Development Agreement includes a provision for creating a new zoning district (tentatively a Neighborhood Activity Center district) with specific standards and limitations. That proposed new zoning district remains in draft form, and has not yet been adopted as a zoning amendment by the Planning Commission or the City Council.

With the intent of the new zoning district in mind, there is tremendous importance in creating a vibrant, livable, human-scale neighborhood characteristic of Burlington; one that will be consistent with expressed values and characteristics and contributing to the legacy of Burlington's built environment.

This review is subject to current zoning standards and limitations until such time as a new zoning district is formally adopted.

## **Part 1: Land Division Design Standards**

### **Part 2: Site Plan Design Standards**

#### **Section 6.1.2 Review Standards**

*(a) Protection of important natural features*

*The arrangement of blocks and lots shall preserve watercourses, wetlands, steep slopes, flood-prone areas, rock outcroppings, wildlife habitat and travel corridors, specimen trees and contiguous stands of forest, and other sensitive ecological and geological areas to the extent practicable.*

The most significant feature of this collected site is the steep embankment that falls away to the lakefront. As the public process gave the opportunity to examine the site with a more finely tuned eye, several studies have been made of the vegetation, ground cover, and forested lands. Some tree clearing has already been permitted under a Master Tree Plan. Documentation has been provided by tree management consultants, and wildlife biologists. Those areas most sensitive are included within the 12 acres that has been purchased by VLTBTV as public parkland.

*(b) Block Size and Arrangement*

*The size and arrangement of new blocks shall maintain the size and arrangement of existing neighborhood blocks within the zoning district, and support the pattern of interconnected streets throughout the city.*

Essentially the former orphanage lot will be the center of a square block; surrounded on three sides by city streets. Lots 2-6 will surround it.

Lot 7 is the City-owned parkland to the south and west of the new neighborhood block. This development will establish a new neighborhood; there are not adjoining neighborhood blocks from which to draw direction or inspiration. Lakeview Cemetery is on the north; City land is on the south, the bikepath and Lake Champlain to the west. The proposed new street(s) will connect only to North Avenue, as there is no neighborhood street grid with which to connect.

(c) *Arrangement of Lots*

*The size and arrangement of new lots shall reflect and perpetuate the existing development pattern of the surrounding neighborhood. Lots shall be created in such a way as to enable their development pursuant to the requirements of this ordinance, and ensure a clear transfer of title.*

There is no prototype for the creation of new lots in this area. The smaller residential lots across the street reflect a 1870s subdivision, and not the scale or development pattern of what is proposed on the western side of North Avenue.

As proposed, the subdivision of lots will offer the opportunity for new development. If properly recorded and developed under the regulations in effect at that time, there is no identified hindrance to land transfer in the future.

*Interior lot lines extending from a street should be perpendicular or radial to the street right-of-way line to the greatest extent feasible. Flag lots and through lots are discouraged, and shall be allowed only to the extent where topography and existing block and lot arrangement allow no suitable alternative. In such cases, a minimum frontage for access of 20 feet shall be required.*

Proposed lot lines radiate typically (from boundary lines at street frontage) 90° at the street right-of-way. Lot 7 (VLTBTV Parkland, LLC) fronts on North Avenue, has existing irregular southerly boundary line, but finds the majority of the 12 acres west of the overall development site. That lot frontage exceeds the minimum lot frontage of 20' at 150.78'.

(d) *Connectivity of streets within the city street grid*

*The established grid of interconnected streets shall be maintained and extended to the extent practicable. All streets shall be in conformance with applicable street design and construction details as provided by the department of public works, and shall be dedicated to the city.*

The proposed streets "Future St.", or "South St.", West St." and "North St." are connected to North Avenue. They shall be constructed to meet the design and performance standards defined by the Department of Public Works, and must be dedicated to the City of Burlington. Street names must be reviewed and approved by the city's E-911 coordinator prior to final plat approval. Some of these "placeholder" street names exist elsewhere in the city and cannot be used in this development.

*(e) Connectivity of sidewalks, trails, and natural systems*

*The established sidewalk network shall be maintained and extended to the extent possible. Trail networks and uninterrupted corridors of greenspace outside of the established street grid should be maintained and extended wherever possible. All sidewalks shall be in conformance with applicable street design and construction details as provided by the department of public works, and shall be dedicated to the city. Sidewalks are illustrated throughout the block. Their dimensions and design standards shall also meet the directives of the Department of Public Works, and dedicated to the city.*

**Sec. 6.2.2 Review Standards**

**(a) Protection of Important Natural Features:**

As noted, the precipitous grade change is the most notable feature within the development site. The plans intend to utilize those grade changes to effect and support in-ground parking facilities.

Three important areas were identified within the Open Space Plan: the trail to the bikepath, the community gardens, and an identified sand pine natural forested area on the west of the site. The walkway and gardens are now within Lot 7, and will be maintained by the City. The special natural area no longer exists.

A Tree Maintenance Plan has been in effect for the overall development area, much of which is now within the city-owned Parkland Lot 7. For the most part, the remainder of the landscape is lawn. The applicant is obligated to identify any other existing landscaping/specimen trees/plantings, and note on a landscaping plan which are to be removed and what is proposed. Significant alterations to topography need to be identified within the narrative and on development plans.

**(b) Topographical Alterations:**

As noted, clear information must be provided as to the degree of topographic alteration to occur to facilitate the development, including construction of sub-grade parking garages and building foundations.

**(c) Protection of Important Public Views:**

As defined, Lot 5 will connect to Lot 1 (the Orphanage Lot) and will provide an east-west greenway intended to be utilized as a civic space. On the easterly side, greenhouses and public gardens are proposed. A garland sidewalk extends westward, and will assure a corridor view of the lake and mountains to the west.

New buildings are oriented to maximize exposure to westerly views.

**(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).*

Alternations to the former orphanage have been permitted under previous permits. The former elementary school/priests' quarters on the southerly part of Lot 1 are less sensitive, and are likely to see the addition of a new structure fronting North Avenue. Although massing is illustrated on Plan L-100, no building details have been submitted.

**(e) Supporting the Use of Renewable Energy Resources:**

At Sketch Plan, there is insufficient information to assess the utilization of renewable energy resources.

**(f) Brownfield Sites:**

None of these sites are listed on Vermont's DEC site.

**(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 applicant will be required to provide a fully developed Stormwater Management Plan and an Erosion Prevention and Sediment Control Plan at the time of application.

*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.*

Building design features are not always fully developed at the time of Sketch Plan. More detailed design plans were submitted May 13, 2016; more will be forthcoming at the time of application.

**(g) Building Location and Orientation:**

*The introduction of new buildings and additions shall maintain the existing development pattern and rhythm of structures along the existing streetscape. New buildings and additions should be aligned with the front façade of neighboring buildings to reinforce the existing "street-edge," or where necessary, located in such a way that complements existing natural features and landscapes. Buildings placed in mixed-use areas where high volumes of pedestrian traffic are desired should seek to provide sufficient space (optimally 12-15 feet) between the curb line and the building face to facilitate the flow of pedestrian traffic. In such areas, architectural recesses and articulations at the street-level are particularly important, and can be used as an alternative to a complete building setback in order to maintain the existing street wall.*

The plan reveals a collection of large building masses which generally are oriented around property boundaries and parking lots. There remain large expanses where there is no building front to re-inforce the street edge; something required by this standard. The absence of a building on the northwesterly corner of North Avenue / "South" Street more closely resembles suburban development and is strongly discouraged.

Buildings are placed 17' (buildings K, L, M) to -20+ feet from the public sidewalk (buildings M, P.) With such wide streetways, with buildings 100-115- from face-to-face across streets, the

overall plan lacks the sense of enclosure and place typically associated with a city neighborhood. Reinforcing the street wall with buildings arranged up to the street and placed closer to the sidewalks will enhance the sense of place. In creating new urban fabric (and this is the genesis of a new Burlington neighborhood), arrangement that hold the street wall as paramount with building forms that take their cue from the block perimeter is desired.

*Principal buildings shall have their main entrance facing and clearly identifiable from the public street. The development of corner lots shall be subject to review by the city engineer regarding the adequacy of sight distances along the approaches to the intersection. To the extent practicable, development of corner lots in non-residential areas should try to place the building mass near the intersection and parallel to the street to help anchor the corner and take advantage of the high visibility location.*

Development is proposed at street corners: the northwesterly corner of the new “North” Street and “West” Street illustrates residential buildings; however a parking lot hugs the corner on the west. Using building structure rather than paved parking both creates and strengthens corners and is recommended here. The south westerly street corner is another illustration of buildings “looking elsewhere”, rather than re-inforcing the street wall. Some building realignment is strongly encouraged here to both strengthen the street wall, and create terminus views from public rights-of-way. There are several opportunities here to introduce and champion vistas: both of natural and built features. The view westward from “North” Street may have the opportunity to view the lake, but the proposed development could provide closure to the street space, while informing that something important lies just ahead. Vertical markers can furnish the terminus with something of visual interest to enhance the view from both land and water. Similarly, the view south from “West” Street has the opportunity to create a focal point: A tower, an arch, or other created emphases that would terminate the view, clearly arrange the street enclosure, provide a balance between the horizontality of the street and the horizon with the verticality of buildings (especially large structures, like proposed.) Varied building types and unique structural features can “lead” the eye around corners and enhance the experience within the development. Thoughtful analysis of these opportunities is strongly encouraged.

*In residential areas...*

Although the development area is now within the RM-W zoning district, it is expected that a new zoning district (NAC-SJO) will be adopted for the site which will alter the standards and provisions for regulatory review. The Board should consider standards similar to those within the Neighborhood Activity Center (Section 4.4.2) to be likely at the time of application and final review.

**(i) Vehicular Access:**

*Curb cuts shall be arranged and limited in number to reduce congestion and improve traffic safety. A secondary access point from side roads is encouraged where possible to improve traffic flow and safety along major streets. The width and radius of curb cuts should be kept to the minimum width necessary, and sight triangles and sufficient turnarounds for vehicles shall be provided to reduce the potential for accidents at points of egress.*

The draft plan has a significant number of curb cuts (particularly to surface parking) that reduces the neighborhood feel and makes the plan appear more suburban. The multiple curb cuts on

“North” Street near the intersection with “West” Street diminish the attractiveness of the plan and overall design of the block.

*Residential driveways shall be a minimum of 7 feet in width or consist of two 1.5’ driveway strips. Driveway strips shall be accompanied by a paved area for the parking and/or storage of motor vehicles. The maximum width for single or shared access driveways shall be 18’. In a residential district, driveways and parking areas shall be set back a minimum of 5’ from side and rear property lines.*

This is anticipated to be a new Zoning District similar to NAC, and no longer RM-W.

*Driveways for commercial properties may require a traffic study to identify the impacts of the movement of traffic to and from the property, and design for safe access. Access for service and loading areas should be located behind buildings or otherwise screened from streets or public ways with landscaping or other barriers. Whether commercial or residential, shared driveways are encouraged, where possible and appropriate.*

As noted, the multiple drives at the service area on “North” Street treat the streetfront like a back door commercial entrance, which it is not. These service courts are recommended to be relocated off the street and less visible or invisible from the public ROW. Entrances/access drives should be coordinated and shared to minimize their visibility and impact to the overall plan.

**(j) Pedestrian Access:** *Pedestrians shall be provided one or more direct and unobstructed paths between a public sidewalk and the primary building entrance. Well defined pedestrian routes shall be provided through parking areas to primary building access points and be designed to provide a physical separation between vehicles and pedestrians in a manner that minimizes conflicts and improves safety. Where sidewalks and driveways meet, the sidewalk shall be clearly marked by differentiated ground materials and/or pavement markings.*

A network of sidewalks is illustrated on submitted plans. The applicant is reminded that individual buildings must have a prominent entrance facing the public street, and each of these should have a pedestrian walk that links to the public sidewalk.

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

*Special attention shall be given to the location and integration of accessible routes, parking spaces, and ramps for the disabled. Special attention shall also be given to identifying accessible access points between buildings and parking areas, public streets and sidewalks. The federal Americans with Disabilities Act Accessibility Guidelines (ADAAG) shall be used as a guide in determining the adequacy of the proposed development in addressing the needs of the disabled.*

Typically plans are not sufficiently developed at the time of Sketch Plan Review to determine adequacy of accessibility features. More details will become available at application.

Designated handicap parking spaces are illustrated on most surface parking areas. The adequacy will be under the review of the building inspector.

**(l) Parking and Circulation:**

*To the extent possible, parking should be placed at the side or rear of the lot and screened from view from surrounding properties and adjacent public rights of ways. **Any off-street parking occupying street level frontage in a Downtown Mixed Use District shall be setback from the edge of the front property line in order to provide space for active pedestrian-oriented uses.***

*Where street-level parking is provided within an existing structure, the cars shall be screened from the sidewalk and the area shall be activated with landscaping, public art, or other design amenities.*

A weakness of this plan is the amount and visibility of surface parking.

Parking along the streetfront, as is illustrated on “South” Street and “North” Street should be avoided and relocated. Buildings are needed to reinforce the street wall in these locations.

Landscaping should not be the tool to screen poor design elements. The parking areas must be designed so as to minimize their appearance, especially at streetfrontages.

At Sketch Plan Review, it is not possible to review the appearance of the proposed underground/under building parking to assess the visibility of cars. As the standards directs, cars must be screened from the sidewalk and the area activated with landscaping, art, etc.

*Parking areas of more than 20 spaces should be broken into smaller areas separated by landscaping.*

There is an enormous amount of surface parking which will require attention to landscaping per this standard.

*Attempts to link adjacent parking lots or provide shared parking areas which can serve neighboring properties simultaneously shall be strongly encouraged.*

At this level of review, it is not clear to what use/building the parking is intended to serve. Some of the parking areas are linked (behind building M, west of building B.) Further evaluation of efficacy and advantage can be made upon final application.

*Parking shall be laid out to provide ease in maneuvering of vehicles and so that vehicles do not have to back out onto city streets. Dimensions of spaces shall at a minimum meet the requirements as provided in Article 8. The perimeter of all parking areas shall be designed with anchored curb stops, landscaping, or other such physical barriers to prevent vehicles from encroaching into adjacent green spaces.*

At this broad level, it does not appear that any vehicles will have to back out onto public streets. Anchored curb stops or landscaping will be further defined as plans evolve.

*Surface parking and maneuvering areas should be shaded in an effort to reduce their effect on the local microclimate, air quality, and stormwater runoff with an objective of shading at least 30% of the parking lot. Shading should be distributed throughout the parking area to the greatest extent practical, including within the interior depending on the configuration. New or substantially improved parking areas with 15 or more parking spaces shall include a minimum of 1 shade tree per 5 parking spaces with a minimum caliper size of 2.5”-3” at planting. Up to a 30% waiver of the tree planting requirement may be granted by the development review board if it is found that the standard requirement would prove impractical given physical site constraints and required compliance with minimum parking requirements. All new shade trees shall be: of a species appropriate for such planting environments, expected to provide a mature canopy of no less than 25-feet in diameter, and selected from an approved list maintained by the city arborist. Existing trees retained within 25-feet of the perimeter of the parking area (including public street*

trees), and with a minimum caliper size greater than 3-inches, may be counted towards the new tree planting requirement.

A landscaping plan that demonstrates compliance with the above standards will be a requirement at the time of application. The applicant is encouraged to consult with the city arborist about any trees to be planting along or within the public right-of-way to be consistent with overall objectives of the city Master Tree Planting schedule.

*All parking areas shall provide a physical separation between moving and parked vehicles and pedestrians in a manner that minimizes conflicts and gives pedestrians a safe and unobstructed route to building entrance(s) or a public sidewalk.*

Sidewalks thread between buildings and around parking areas, as well as running parallel to the new streets. The separation between vehicles and pedestrians is not equally clear on the surface parking lot D, immediately west of the orphanage.

*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.*

Bicycle parking is already provided for the college and the orphanage residences, per previous approvals and illustrated on this plan. A similarly determined bicycle parking effort is anticipated with this application, which purportedly will include facilities for bicycle wash and maintenance.

**(m) Landscaping and Fences:**

At Sketch Plan, no fine grain detail is provided. A fully developed landscape plan will be required at the time of application. Some seating walls appear to be evident on Plan L101.

The applicant is encouraged to consult with the city arborist early to receive guidance on choice of species and caliper for street trees.

**(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.*

Lot 5 and a westerly portion of Lot 1 have been set aside to provide an uninterrupted viewscape to the west; within that area, walkways and an overlook are proposed. The green itself lacks significant organization or focus. A plaza is illustrated south of Building I, and community gardens and greenhouse at J. Another plaza is identified south of Building E, but that appears to have a vehicular connection to a parking lot. Patios with tables & chairs (and perhaps sitting walls) are behind buildings A and E. It is not clear if these plazas and open space will be

available to all or to residents only. An orchard is depicted at the far west of Lot 5; a curious inclusion of a high maintenance feature in a new mixed use urban neighborhood.

*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 lighting plan, when prepared, should take into consideration these proposed outdoor spaces to provide adequate illumination for safety assurance. Depicted patios seem associated with specific buildings and are connected to the network of sidewalks.

*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.*

The applicant should plan to prepare a shading study when building heights are finalized, to evaluate impacts to the surrounding area.

**(o) Outdoor Lighting:**

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

A fully developed lighting plan, with photometric, fixture specs and mounting heights, will be required at the time of application.

**(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.*

New utilities are expected to be undergrounded.

Trash and recycling accommodations are best planned for within building structures, not as an afterthought. The applicant is encouraged to thoughtfully arrange the design of these facilities to maximize performance and minimize (or eliminate) visibility.

The apparent service court attached to building I on “North” Street treats the street as a back alley rather than a public thoroughfare. Despite the fact that the adjoining cemetery residents are unlikely to complain, this street needs to be given the same deference as all public streets. Service courts and delivery bays need to be located behind buildings, minimizing their visibility.

### **Part 3: Architectural Design Standards**

#### **Sec. 6.3.2 Review Standards**

##### **(a) Relate development to its environment:**

###### ***1. Massing, Height and Scale:***

This is a neighborhood without an easy comparison: 8 five story buildings (including the orphanage); 6 four story buildings, 1 three story parking garage, a one story greenhouse and ground level fitness center. Rather than a typical neighborhood that may have evolved over a period of time, this proposal will create a new one out of whole cloth. There is no analogous neighborhood arrangement, short of college dormitories. The buildings themselves are all large scale buildings; nearly all with flat roofs. The size of the orphanage, itself one of the largest buildings in Burlington, will be negligible among this collection of sizable buildings.

Common design elements include breaking up building mass by color block and window arrangement; top floors are frequently “pedestaled” and set back from the lower block. There is homogeneity in the treatment of building mass by design, despite the rearrangement of windows and manipulation of building plane. Creation of new urban fabric should include a diversity of form, style and scale consistent with evolutionary neighborhood development; more in keeping with Burlington’s character, providing greater visual interest, and more familiar and therefore comfortable to its residents.

###### ***2. Roofs and Rooflines.***

The orphanage will retain its gabled/dormered roof; all but building I are proposed to have flat roofs.

###### ***3. Building Openings***

Preliminary design plans were received May 13<sup>th</sup>. Each building warrants its own review, but the effort is challenging given the number of buildings proposed. If there are similarities, buildings are broken up by color blocks, windows arranged in columns.

##### **(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.*

Renovations to the orphanage have been permitted under separate review. All other buildings will be new, and without historic review.

Some discussion may be appropriate about how the new development impacts the public's ability to perceive and appreciate the former Providence Orphan Asylum / St. Joseph's Orphanage. New development should give deference to historic resources, respectful of spatial relationships important to the property. From Section 5.4.8:

*New additions, exterior alterations, or **related new construction** will not destroy historic materials, features, and spatial relationships that characterize the property. The new work shall be differentiated from the old and will be compatible with the historic materials, features, size, scale, proportion and massing to protect the integrity of the property and its environment.*

While the new development is detached from the former orphanage (except for a potential new addition to building B), the grandness of the iconic building is somewhat lost among the assemblage of very large scale structures.

**(c) Protection of Important Public Views:**

See Section 6.2.2. (c).

**(d) Provide an active and inviting street edge:**

Additional information relative to the street presence of individual buildings was submitted May 13th; however the overall massing of the buildings and their alignment to the street (or not) sets the base plan for whether or not the fabric is successfully woven for the urban neighborhood. As noted in Section 6.1.2 and 6.2.2, there are voids in the streetscape, elongated buildings that make for uncomfortable pedestrian distances without relief, and a plethora of surface parking that diminish the success of the overall development. Building design standards require a human-scale pedestrian interface, at least at the ground level, for all the buildings.

There is the suggestion that some buildings may have individual residential entrances with stoops (a good design element to humanize a typically large building). But entrances to parking areas, loading docks and service entrances weaken and devalue the street edge.

**(e) Quality of materials:**

*All development shall maximize the use of highly durable building materials that extend the life cycle of the building, and reduce maintenance, waste, and environmental impacts. Such materials are particularly important in certain highly trafficked locations such as along major streets, sidewalks, loading areas, and driveways. Efforts to incorporate the use of recycled content materials and building materials and products that are extracted and/or manufactured within the region are highly encouraged.*

*Owners of historic structures are encouraged to consult with an architectural historian in order to determine the most appropriate repair, restoration or replacement of historic building materials as outlined by the requirements of Art 5, Sec. 5.4.8.*

Not enough information has been submitted at Sketch Plan to assess individual material palettes of the new buildings. These are expected at final application.

**(f) Reduce energy utilization:**

All new structures must 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.

**(g) Make advertising features complementary to the site:**

No advertising is included within this review. Any signage will require separate permitting.

**(h) Integrate infrastructure into the building design:**

See Section 6.2.2. (p) above.

**(i) Make spaces secure and safe:**

All appropriate means of ingress and egress, and code requirements for building and life safety as defined by the building inspector and fire marshal must be observed.

This project will be reviewed by the Technical Review Committee June 9, 2016.