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MEMORANDUM

To: Development Review Board
From: Mary O'Neil, AICP, Senior Planner
Date: March 17, 2015
RE: ZP15-0810SP 10 University Place

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: 15-0810SP
Location: 10 University Place (south side of quad; north of Bailey House Library)
Zone: ICC-UVM **Ward**: 1
Date application accepted: February 19, 2015
Staff site visit: February 24, 2015
Applicant/ Owner: Redstone / University of Vermont
Request: Sketch Plan Review for UVM undergraduate student housing on Central Campus.

Background and Overview: This application follows the approval of ZP14-1320CA, the application to demolish three undergraduate residential dormitories: Chittenden, Buckham and Wills Halls. 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** reviewed the 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.

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

I. Findings

Article 3 Applications, Permits, and Project Reviews

Part 3: Impact Fees

Section 3.3.2 Applicability

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

Impact Fees shall apply; although a credit may be given for the total amount of square footage calculated by the loss of Chittenden, Buckham and Wills Halls.

Section 3.3.7 Time and Place of Payment

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

Article 4 Maps & Districts

Section 4.4.4, Institutional District

(a) Purpose

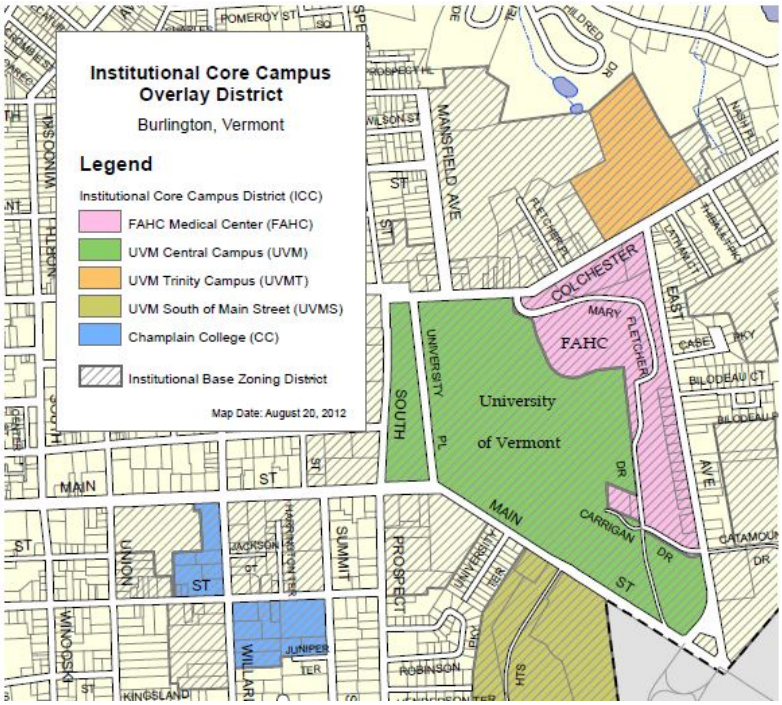
See Section 4.5.2 (d) District Specific Regulations: UVM Central Campus.

(b) Dimensional Standards & Density

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

(c) Permitted & Conditional Uses
See Section 4.5.2 (d) District Specific Regulations: UVM Central Campus.

Section 4.5.2 Institutional Core Campus Overlay Districts
(a) Purpose



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

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

(d) District Specific Regulations: UVM Central Campus (ICC-UVM)
1. Transitional Buffer
The proposed development does not fall within the Transitional Buffer (A, B and C.) however formula for lot coverage as balanced between the transitional buffer and the aggregate shall be observed per standard 4.5.2 (d) 2, below. The applicant team will be responsible for providing that analysis upon application.

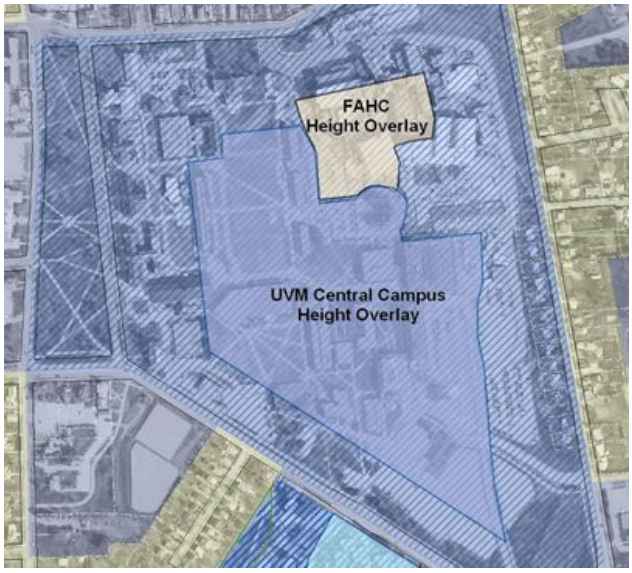
2. Lot Coverage

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 CBW demolition and subsequent parking lot redevelopment projects defined lot coverage post construction as 47.56%. From this information, there appears the opportunity to increase up to the 65% maximum. No coverage calculations have been submitted with this Sketch Plan application, but will be required upon final project application.

3. Setbacks
Front setbacks shall be fifteen (15') feet measured only along any street defining the Transitional Buffer.
As submitted, the proposed buildings do not fall within the Transitional Buffer.

4. Surface Parking
No new outdoor surface parking spaces shall be permitted unless the number of the new outdoor surfact parking spaces is offset by a corresponding removal of outdoor surface parking spaces existing as of January 1, 2007 and upon the approval of the DRB.
No surface parking spaces are illustrated on the provided site plan. The applicant will be required to confirm compliance with the Joint Institutional Parking Plan, UVM chapter, upon submission of formal application.

5. Building Height
For the sole purpose of regulating building height, the ICC-UVM District shall include an ICC-UVM Central Campus Height Overlay as delineated on Map 4.5.2-4. →
Building height within the ICC-UVM Central Campus Height Overlay shall not exceed 140 feet.
The project location falls within the ICC-UVM Central Campus and Height Overlay area. The height restriction shall be as defined. No information has been provided relative to building height within this Sketch Plan review, and will be required at the time of final application to determine compliance.



6. Density
In the ICC-UVM District, density restriction set forth in Article 4, Section 4.4.4 shall not apply to dormitories and rooming houses as defined in Chapter 18 of the Burlington Code of Ordinances.
Although new dormitories will not be subject to density restrictions, it is important to note that ZP14-1320CA was for the demolition of three dorms with a total bed count of 391. The total number of proposed new beds is 699; with a net new of 308.
Identification of interim housing was, in fact, a condition of that 2014 demolition permit.

7. Uses
Within the ICC-UVM District, Schools – Post secondary and Schools – Community Colleges shall be treated as permitted uses.
No change in use is proposed; it remains post-secondary and therefore may be treated as a permitted use.

Article 5 Citywide General Regulations
Section 5.2.3 Lot Coverage Requirements
See Section 4.5.2.

Section 5.2.4 Buildable Area Calculation
Not applicable in the Institutional Zone.

Section 5.2.5 Setbacks
See Section 4.5.2.

Section 5.2.6 Building Height Limits
See Section 4.5.2.

Section 5.2.7 Density and Intensity of Development Calculations
See Section 4.5.2.

Section 5.4.9 Brownfield Remediation
Not applicable.

Section 5.5.1 Nuisance Regulations
All applications for a zoning permit shall be required to demonstrate compliance with the applicable nuisance regulations and performance standards pursuant to the requirements of the Burlington Code of Ordinances.
Given the Sketch Plan is focused on replacement student housing, similar impacts as the existing CBW housing might be expected. The applicant and property owner are alerted to the performance standards of the Code so they may anticipate this review in a final application.

Section 5.5.2 Outdoor Lighting
No lighting information has been submitted at this level of review. The applicant is advised to prepare lighting information, including specs, lumens information, and a photometric for the development site in conformance with the standards of this section.

Section 5.5.3 Stormwater and Erosion Control
The Conservation Board will review a final application document and provide comments on that plan.
A final application will require submission of an erosion prevention and sediment control plan (EPSC) as well as a Stormwater Management Plan subject to review and approval by the Stormwater engineering team. That approval will be a prior-to-release condition for the final project.

Article 6 Development Review Standards

Part 1: Land Division Standards

Not applicable.

Part 2: Site Plan Design Standards

Section 6.2.2 Review Standards

(a) Protection of Important Natural Features:

No important natural features are identified on these preliminary sketch plans. The applicant will be expected to provide more detailed information, including existing and proposed landscaping, any required tree protection plan, EPSC and Stormwater Management plans upon final application submission.

(b) Topographical Alterations:

Submission information does not define existing landscaping; however contour lines suggest a fairly rapid change of grade at the southeast corner of the project area. Final application should include details as to existing and proposed landscaping, site grades, and proposed alteration.

(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, are interrupted from westerly and southwesterly approaches to the green by the proposed building bulk. The new University of Vermont Medical Center Inpatient Building was adjusted to preserve these views to Converse; it would be consistent that new development would continue to protect terminus views of Converse Hall across the UVM quadrangle.

It can be observed still that the construction of Chittenden, Buckham and Wills dormitories maintained the noted viewscape, with a "pause" between the siting of the buildings as they progressed south. The break between Buckham and Wills purposefully afforded a public view of the historic Converse dormitory.

(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 Section 5.4.8(b).

After removal of CBW, this will be an open area. While the site itself will no longer have structures, the proposed new dormitories will block the viewscape east to Converse Hall. The University of Vermont Inpatient Building was adjusted to the north to protect this terminus view from the UVM campus, recognizing the spatial importance of siting a new building; minimizing its impact on existing historically sensitive resources. The proposed location of the new buildings interrupts the east/west terminus views of Converse Hall.

(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.

More information will be required for the landscaping plan to determine potential benefit.

(f) Brownfield Sites:

None identified.

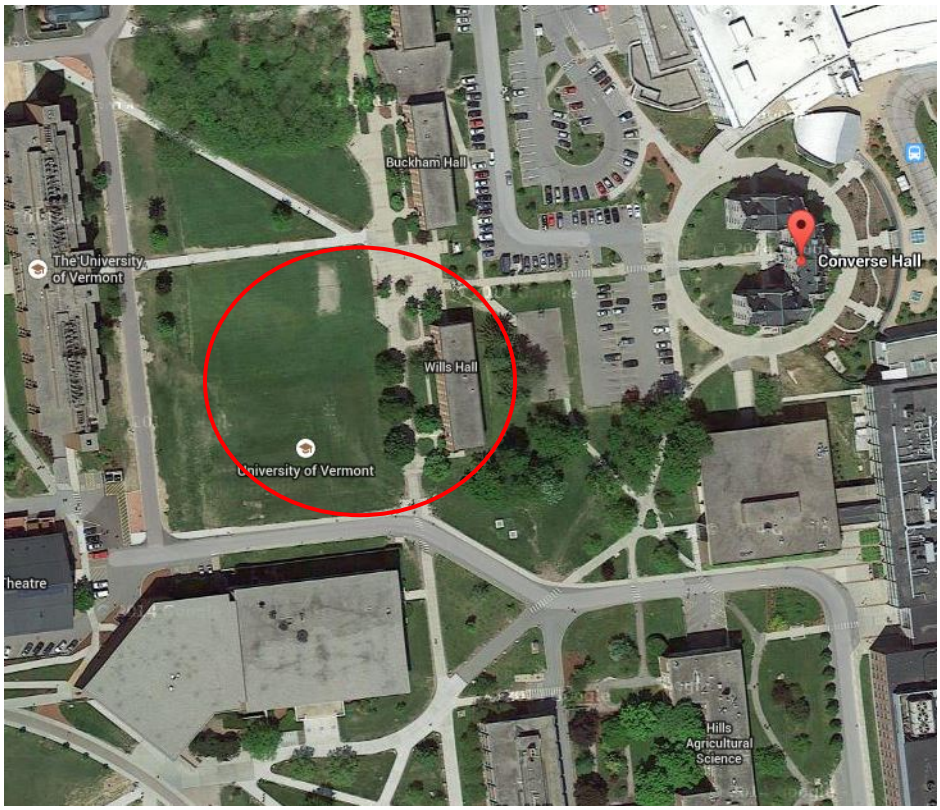
(g) Provide for nature's events:

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 a requirement upon application. 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.

Sketch Plan review has only afforded limited information about amenities noted. Final application will provide an opportunity to determine the efficacy of the plan.



(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 (Carrigan Drive?) The northerly side of the west building directly fronts the remainder of the quad, with its cross-hatching of pedestrian paths.

(i)Vehicular Access:

As noted, the buildings have proximity to and assumed 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. As noted in the *Purpose* of Section 4.5.2, circulation should serve the needs of pedestrian and bicycles rather than vehicles.

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

The applicant team will be expected to define access for service and loading areas when final application is reviewed, as well as the anticipated schedule of service deliveries/vehicular trips to the dorms.

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 specifically anticipated within the Joint Institutional Parking Management Plan 2014-2019 as approved May 2014. Revisions to that document may be in order to bring this project into compliance with the approved parking plan.

The applicant will be required to provide information about gross floor area, anticipated student beds, and how this project conforms to the JIPMP.

(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.

(k) Accessibility for the Handicapped:

Insufficient information has been received about accessibility at the site. If reviewed under the light of "loading facilities", this provision may remain under municipal review.
The applicant will be required to meet ADA requirements as defined by the building inspector.

(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 is illustrated in multiple locations on the enlargement plan, prepared by WagnerHodgson. 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; however ample bicycle parking appears evident.

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

(m) Landscaping and Fences:

A fully developed landscaping plan, including plans for tree protection if appropriate, will be a requirement at the time of final application.

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

(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.

Two substantial dining terraces are incorporated within the plan, the southerly model with a seating wall. Immediately connected to the GM Walkway, and ultimately to bike parking on the north terrace area, both will provide substantial exterior public plaza-like 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 for BHL, but not determined without understanding final building location, height, and arrangement.

(o)Outdoor Lighting:

The applicant will be required to meet the lighting performance standards as per Sec 5.5.2. A lighting plan, with photometric, fixture and lumens information will be a requirement 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 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.

More information about methods for addressing trash and recycling are anticipated at application. Landscaping and screening should fold into the landscaping plan. Limited municipal review will foreclose the opportunity to discuss building design; however anticipated noise impacts from mechanical equipment (HVAC) should be addressed in application materials.

Part 3: Architectural Design Standards
Section 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 and massing cannot be discerned from submitted aerial footprints; however at Design Advisory Board review 3/10/2015, the applicants shared elevations that illustrate six and seven storey buildings. The applicant has not as yet defined anticipated building height, which will be required at the time of application. While design cannot be discussed per VSA §4413, building bulk and height may be.

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 Section 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.***

As previously noted, the siting of these buildings interrupts a viewshed to the east with the terminus prospect to Converse Hall. Although not a *physical* impact to a nearby historic building, it has a spatial impact relative to public viewsheds and important terminus views of a listed historic building.

In that this relates to "location", it may be reviewed under municipal regulations.

(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 comments above.

(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.

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

(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.

(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.

Article 8: Parking

The applicant will be required to demonstrate compliance with the Joint Institutional Parking Management Plan.

II. General notes:

1. The applicant is required to demonstrate compliance with the UVM chapter of the **Joint Institutional Parking Management Plan**, as approved May 2014. As approved, neither the location of new construction, nor the timing for replacement student housing is consistent with Table 21, Footnote 5, page 4-4 of the JIPMP.
2. Final application will be required to define locational access for service and loading areas, as well as the anticipated schedule of service deliveries/vehicular trips to the dorms. The latter may be included within an examination of the JIPMP.
3. At least **7 days prior to occupancy of a new building or any portion thereof**, impact fees based on the net new building square footage shall be paid to the Department of Planning & Zoning or to the Clerk / Treasurer's Office.
4. 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.
5. An EPSC and Stormwater Management Plan will be required at the time of application; their approval by City Stormwater representatives prior to release of the zoning permit. Compliance with any plans, as approved, will be a requirement to obtain a Unified Certificate of Occupancy.
6. 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.
7. Any signage will require separate permitting.
8. All construction will be required to meet building and life safety code as defined by the fire marshal and building inspector.
9. Standard Permit Conditions 1-15.

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