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MEMORANDUM

To: The Design Advisory Board
From: Mary O'Neil, AICP, Principal Planner
RE: ZP18-0481SP; 298 College Street
Date: **Wednesday**, December 13, 2017



File: ZP18-0481SP
Location: 298 College Street (former Ethan Allen Club)
Zone: RH **Ward:** 8E
Parking District: Neighborhood
Date application accepted: November 13, 2017
Additional material submitted: November 30 and December 1, 2017
Applicant/ Owner: Freeman French Freeman, Inc. / Kyle Dodson for Greater Burlington YMCA
Original Technical Review: February 11, 2016
Next Technical Review: December 14, 2017
Request: Redevelopment of the former Ethan Allen Club for the Greater Burlington YMCA; Basement plus two stories, approximately 65,000 sf (22,000 sf footprint.) Request for parking waiver.

Background:

- **Zoning Permit 16-0856CU;** establish health club use within a portion of the existing building. No site or exterior building changes proposed. March 2016.
- **Non-Applicability of Zoning Permit Requirements; 16-0825NA;** interior work only to create space for fitness classes. February, 2016.
- **Zoning Permit 15-0853CA;** change of use from temporary homeless shelter to temporary art gallery. March 2015.

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- **Zoning Permit 15-0675CU**; seasonal change of use from club to community house / overnight shelter. January 2015.
- **Zoning Permit 11-0604SN**; replacement parallel sign for Ethan Allen Center. February 2011.
- **Zoning Permit 99-576**; installation of a nonilluminated parallel sign for Ethan Allen Club. This is the only sign for the site. June 1999.
- **Zoning Permit 97-299**; installation of a nonilluminated fabric awning over the rear entry of the Ethan Allen Club. Emblem graphic without lettering to be applied to the end elevation of the awning. February 1997.
- **Zoning Permit 97-298**; removal of the existing structural canopy (cars drive under) over the rear entrance to the existing Ethan Allen Club. No change to traffic patterns or façade alterations included in this application. February 1997.
- **Non-Applicability of Zoning Permit Requirements**: Move business operations to vacant space. (Operation of the premises as a membership club for the Knights of Columbus; new business/membership club Ethan Allen Club.) March 1996.
- **Zoning Permit 94-105 / COA 094-023**; construction of an eight car parking lot for existing office building on adjacent lot. (To be accessed by that lot) Existing use of parcel is the Ethan Allen Club. August 1993.
- **Zoning Permit 85-104**; erect 2' x 4' freestanding sign. April 1985.
- **Zoning Permit 80-843**; renovation; move exterior wall in the bar area only eight feet to north. New fireplace, new bar, insulation, electrical work. April 1980.
- **Zoning Permit n.n.**; demolish the existing building and erect a new 72' x 120' two story building to encompass 16,280 sf. March 1972.

Overview: This is Sketch Plan Review for the proposed redevelopment of the former Ethan Allen (membership) Club to the Greater Burlington YMCA. The existing building is proposed to be demolished, a replacement structure of approximately 65,000 sf with 39 parking spaces on-site, 12 off-site planned. A 73% parking waiver is requested.

Part 1: Land Division Design Standards

Not applicable.

Part 2: Site Plan Design Standards

Sec. 6.2.2 Review Standards

(a)Protection of Important Natural Features:

The existing site has a ring of greenery around the parcel, on the west, north and east. Any specimen trees should be identified and assessed for retention and protection.

(b) Topographical Alterations:

The site has a natural topography with a rising slope to the east, and grade differential reflected in contours (226 on the west to 243 on the east.) The north of the site remains fairly flat, as it is the location of existing and proposed parking.

Any additional manipulation of topography shall be identified in final application materials.

(c) Protection of Important Public Views:

Distant terminal views of Lake Champlain and the mountains shall remain intact from public thoroughfares.

(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).

The Main Street – College Street Historic District, listed on the National Register of Historic Places in 1988 identifies this property as a non-contributing resource due to age. It does, however, relate the importance of the membership club in Burlington's history. See attached information.

The existing Ethan Allen Club replacement building was identified in a 2010 *Survey of Modern Architecture* in Burlington. Constructed in 1972 and designed by noted Vermont architect Julian Goodrich, the building is associated with International Style. See attached survey information. The building has not been listed on the state or National Register of Historic Places.

(e) Supporting the Use of Renewable Energy Resources:

While design details are not yet firm, there may be opportunities to exercise renewable energy resources such as wind, water, solar, geothermal or other.

(f) Brownfield Sites:

The property is not listed on the Department of Environmental Conservation's brownfield list.

(g) Provide for nature's events:

Special attention shall be accorded to stormwater runoff so that neighboring properties and/or the public stormwater drainage system are not adversely affected. All development and site disturbance shall follow applicable city and state erosion and stormwater management guidelines in accordance with the requirements of Art 5, Sec 5.5.3.

Design features which address the effects of rain, snow, and ice at building entrances, and to provisions for snow and ice removal or storage from circulation areas shall also be incorporated.

A Stormwater Management Plan and an Erosion Prevention and Sediment Control Plan will be warranted. Preliminary studies have been forwarded to the Stormwater engineering team for assessment and feedback. Technical Review is planned for December 14, 2017.

A sheltered entry is provided on the south and north. The double doors to the children's playground remain exposed without canopy or cover.

(h) Building Location and Orientation:

The parcel has two street frontages; Bradley and College.

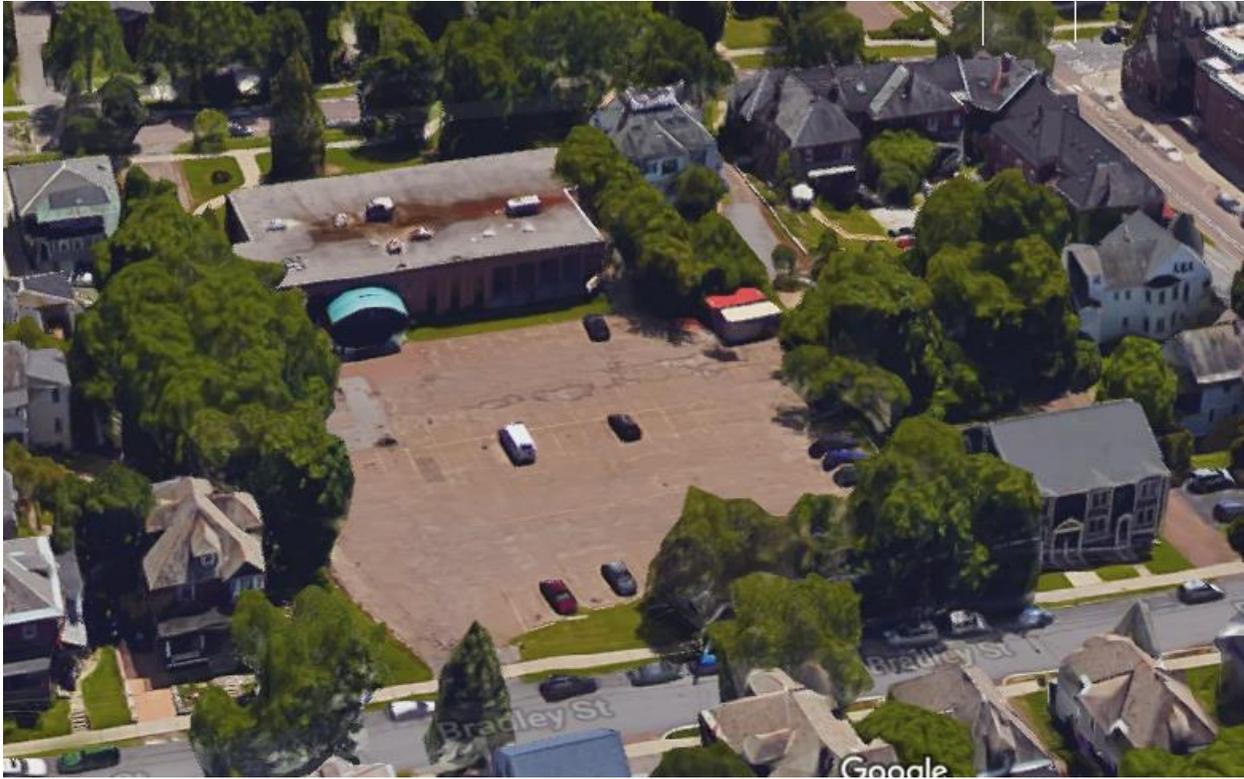
The new structure has chosen its primary face fronting College Street; the Bradley Street façade recessed from the street and behind a parking lot and smaller structures. (illustrated on the site plan, more info provided on "Bike Shelter Floor Plan.") Both are minor accessory structures, intended for storage and bikes. The designs are deferential yet consistent in design with the principal structure. Their placement, however, remains in a highly visible location on Bradley Street, a predominantly residential neighborhood. The essential problem is how the redevelopment addresses Bradley Street, where a prominent building presence is desired, rather than a parking lot with screening.

Section 5.1.2, (e), *Accessory Nonresidential Structures*, limits accessory structures to 500 square feet. The structures illustrated contribute a total of 840 sf. (588 and + 252 sf); in excess of the 500 sf limitation.

Unfortunately, the north street building frontage does not demonstrate alignment with neighboring buildings to reinforce the street edge but tends to duplicate the existing expanse of parking, albeit with two accessory structures and a fence-atop-retaining wall. The proposal plans to extend the siding (which matches the main building beyond) as a skirt down to grade below the interior finish floor.

The retaining wall with wooden guardrail proposed for the north street front of the lot has a preliminary estimate of 99' linear feet along Bradley Street with a height up to 8'. With no principle structure to fill in the street wall, the plan threatens to deaden the pedestrian experience with parking and sheds along the streetfront. The accessory uses (parking, storage) have secured a position in a place of prominence and visibility, treating it as a back yard rather than a street frontage. Plainly, the plan turns its back on Bradley Street, contrary to this standard.

Accessory structures should be placed in a less visible location; deferential to the principal structure or use. Alternately, the plan may move toward a Planned Unit Development where more than one principal building occupy the site (RH has no minimum project size). A second building, fronting Bradley Street would satisfy strengthening both street walls with new development, which may include these accessory uses.



Existing perspective from Bradley Street. Google image 2017.

(i) Vehicular Access:

Access is proposed one way; from Bradley Street through the site to College Street, with circulation through the parking area/drop off.

(j) Pedestrian Access:

Pedestrian walks on both the north and south of the site will connect to existing public sidewalks. Bradley Street is proposed to receive new curbing to formalize and tie the new work with existing infrastructure. Any work in the ROW will require an agreement and approval of City Council.

(k) Accessibility for the Handicapped:

The building is proposed to have an elevator (Plans G200, A100, A101.) Two handicap parking spaces are illustrated on the site plan. Compliance with ADA standards is under the jurisdiction of the building inspector.

(l) Parking and Circulation:

39 parking spaces are proposed on-site, with another 12 off site (Location? Lease agreement?) For the proposed use, 188 parking spaces are required by the Comprehensive Development Ordinance. A 73% parking waiver will be requested. See attached Memorandum. Vehicular circulation is proposed from the north, in a counter clockwise circulation pattern through the parking area, existing to the main drive and onto College Street. A drop-off location is identified adjacent to rear entrances, with signage limiting parking during drop off times. That

exercise will limit the use of those 6 identified parking spaces which will then only be available outside drop-off hours.

(m) Landscaping and Fences:

A landscaping plan has not been submitted, but will be required as part of a final application.

(n) Public Plazas and Open Space:

There are no identified public plazas, but a 2500 sf. play area for children participating in the Y's daycare is identified on the west of the site.

(o) Outdoor Lighting:

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

Specific fixture, mounting, and lumens information will be required at the time of final application. A photometric will be essential in understanding light levels across the broad site.

(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.

The two accessory structures on the north of the site remain in a highly visible (rather than deferential) location.

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.

Trash bins are identified within one of the accessory structures fronting Bradley Street, meeting the requirement *enclosed on all four (4) sides to prevent blowing trash, and screened from public view*. The buildings, themselves, are in a highly visible location along a public street.

Utility meters, mechanical equipment, and any service areas must be identified on a site plan or building elevation as appropriate to assess impact and appropriateness of screening.

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.

Any machinery or equipment must be identified on site plans or building elevations to assess visibility and impact on neighboring properties.

Part 3: Architectural Design Standards
Sec. 6.3.2 Review Standards

(a) Relate development to its environment:

1. Massing, Height and Scale:

The proposed structure is consistent with the breadth of the building it is poised to replace; but will be 2 stories over basement-in-grade. More residential scaled buildings bookend this site both on Bradley and College; however, most are 2 ½ stories and perched closer to the public street. Pushing the new building toward College Street and capping the building with a flat roof will fill in the street wall with a building of comparable height.

The same is desired for Bradley Street.

2. Roofs and Rooflines.

Building elevations define a flat roof; dissimilar from abutting gable and compound roofs, but similar to the building it will replace.

Notations on the plan for a “future assembly space” on the roof are not under consideration with this review.

3. Building Openings

Elevations define building segments, each with its own rhythm and window arrangement. The 2nd floor of the College Street (primary) façade is largely glazed, with a full two story glassed entrance wall. The first floor has paired sets of windows. The north elevation has an assortment of paired single windows, as well as ribbons of grouped sash. Spandrel panels or colorful casings accentuate the openings.

The north elevation features bubble-like features on the lower floor, and 5 pairs of larger windows on the 2nd floor. The fenestration on the west elevation is playful as well; windows are set in the same horizontal plane, but spandrels, casings, and building divisions provide interest and movement.

Exterior doors are provided on the south (College Street, north (daycare drop off entrances) east (egress via stair) and double doors on the west (access to playground.)

(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.

See Section 6.2.2 (d), above.

(c) Protection of Important Public Views:

See Section 6.2.2. (c), above.

(d) Provide an active and inviting street edge:

This parcel has two street frontages: College and Bradley. College is clearly the preferred façade, with an engaging street presence, welcoming entry, and large expanses of glass.

The Bradley Street frontage does not rise to the same prominence, with the structure deeply recessed onto the lot, with storage buildings and parking lot fronting the public way. See Section 6.2.2 (h) above for standards relating to building location and orientation.

(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.

Exterior sheathing is a mixture of metal panels, wood plank, and cedar shakes (arranged in artful patterns). An outside glazed curtain wall system includes an aluminum storefront entrance. Windows are fiberglass with standard jambs. Window systems are proposed to have colorful frames, see inset, November 28, 2017 plan.

(f) Reduce energy utilization:

All new construction is required to meet the Guidelines for Energy Efficient construction according 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:

Any signage will require a separate sign permit. The innovative arrangement of the cedar shakes to create the “Y” emblem (east and north elevations) constitutes a sign.

Per Article 13, Definitions:

Sign: Any words, lettering, parts of letters, figures, numerals, phrases, sentences, emblems, devices, designs, trade names, trade mark by which anything is made known, such as are used to identify or advertise an individual, a firm, an association, a corporation, a profession, a business, or a commodity or product, which are visible from a public street or right of way and used to attract attention.

Section 7.2.2, Signs in Residential and RCO Districts limits organizational signs to a total area for any individual use to 20 sq. ft.

(h) Integrate infrastructure into the building design:

See Section 6.2.2. (p), above.

(i) Make spaces secure and safe:

All development is required to meet applicable building and life safety code as defined by the building inspector and fire marshal.