

Department of Planning and Zoning

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MEMORANDUM

To: The Design Advisory Board
From: Mary O'Neil, AICP, Principal Planner
RE: 298 College Street, ZP18-0834 CA/MA
Date: April 10, 2018

File: ZP18-0834CA/MA
Location: 298 College Street (former Ethan Allen Club)
Zone: RH **Ward:** 8E
Parking District: Neighborhood
Date application accepted: March 28, 2018
Additional material submitted: April 2, 2018
Parking District: Neighborhood
Estimated Construction Cost: 15,000,000
Applicant/ Owner: Freeman French Freeman, Inc. / Kyle Dodson for Greater Burlington YMCA
Technical Review: February 11, 2016, December 14, 2017
Request: Redevelopment of the former Ethan Allen Club for the Greater Burlington YMCA; Two stories, approximately 50,000 sf (26,000 sf footprint.) Request for parking waiver.



Background:

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- **Zoning Sketch Plan Review ZP18-0481SP**; Sketch Plan review of proposed 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.
- **Non-applicability of Zoning Permit Requirements 17-1224NA**; To utilize existing space at 266 College Street to run a school age summer program for 10-15 age children. June 2017.
- **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.
- **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: The Greater Burlington YMCA (GBYMCA) proposes demolition of the former Ethan Allen Club and construction of a new Y facility with Child Care, two stories of approximately 50,000 sf. As the development footprint is more than 5,000 s.f. and the gross

floor area exceeds 10,000 s.f., the application is Major Impact. The proposed uses (health club, large daycare) are Conditional Uses in the RH zoning district. The application reflects changes to address and respond to items identified in prior review.

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. A large canopy tree and a shrub row on the east will be maintained; however other plantings (including the pine on the south lawn) will be removed to accommodate the redevelopment. A robust planting plan has been provided (Plan L100); further reference is made to that document for species and planting location.

(b) Topographical Alterations:

The site has a natural topography with a rising slope to the east (more pronounced at the northwesterly property line) 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 parking.

New contour lines are illustrated on Civil Plan C-100, which reflect building development between 238-240FF, with grades moderated at the east parking lot. Retaining walls are included on the northwest, and potentially on the north east corners, depending upon final design.

(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 clubs in Burlington's history.

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. The building has not been listed on the state or National Register of Historic Places.

See Section 5.4.8 preamble for further information.

(e) Supporting the Use of Renewable Energy Resources:

The proposed building will not have renewable energy systems at the time of construction; however, the roof will be structured to accommodate future loading with PV panels. The pool is planned to be used as a heat sink to minimize external cooling requirements.

(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 have been forwarded to the Stormwater engineering team for assessment and review. Their approval will be a condition of any final decision.

Entries on all elevations are sheltered under canopies or similar.

An area for snow storage is not identified. The tight nature of the site redevelopment will likely require snow to be mechanically removed from the site. The applicant shall confirm such plan.

(h) Building Location and Orientation:

The parcel is a through lot, and therefore has two street frontages; Bradley and College. The revised plan presents a building intended to fully address both. Although the College Street front will likely be identified as the main face of the building, the Bradley Street front will be the principal entrance to the parking/dropoff and meets the expectation of a building fully engaged with and relating to its context.



(i) Vehicular Access:

Access is proposed one way (south); from Bradley Street through the site to College Street. Drop off (22 spaces identified as 15 minute) and handicap accessible parking are identified near entrances. Signage will direct motorists to one –way circulation.

(j) Pedestrian Access:

Pedestrian walks on both the north and south of the site will connect to existing public sidewalks. A walkway will continue along the entire easterly building, connecting north to south. Bradley Street is proposed to receive 724 sf of new public sidewalk and curbing to formalize and tie the new work with existing infrastructure. An access apron is included on Civil plans as well. 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. 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:

Vehicular circulation is proposed one way north to south, from Bradley Street to College St.

For the proposed uses (health club and large daycare) 148 parking spaces are required by the Comprehensive Development Ordinance. A 67.6% parking waiver is requested.

- 48 parking spaces are proposed on-site,
- 6 are leased off- site (2 at 265 College Street, 4 at COTS Main Street.)
- 20 secured for employee parking at the Gilbane Lot.

(See March 24, 2018 RSG Memo, *Traffic Management Plan*, p. 9.) A traffic study informs the Parking Management Plan with an analysis of site and facility, trips, alternate modes of transit, demand, congestion, and circulation. That analysis may stumble relative to its asserted shared use, as the 22 parking spaces identified for the daycare use (at 15 minute spaces) is suggested to be counted toward demand for the health club. Unless the 15 min. limitation is intended for peak daycare drop off and pick up periods, it is not plausible that Y members could achieve their health goals with a 15-minute parking space.

That Management Plan concludes in support of a parking waiver.

(m) Landscaping and Fences:

Plan L-100 defines a robustly planned landscaping agenda, including retaining walls on the northwest and potentially the north east corner of the parcel, depending upon design. A 4' high vinyl coated chain link fence is proposed around the outdoor play area on the west. A more attractive, residential style fence is recommended.

Seating is provided at the main (College Street) entrance patio.

(n) Public Plazas and Open Space:

The College Street entrance features a gathering/amenity space with seasonal plantings and large bench seating. Additionally, an accessible area 42' x 42' is provided on the west lawn for children participating in the Y's daycare.

(o) Outdoor Lighting:

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

Application submission materials include specific lighting fixtures and a photometric plan. (See Plan L-200.) The design team notes that Vermont Building Code/NFPA 101 Life Safety requires an identified minimum lighting level along paths for the means of egress from building exits. (1 fc along walking surfaces, no less than 10fc at stairs.) A majority of the walkways on site are portions of the building's life safety exit discharge and are lit to meet these standards using full cut-off dimmable fixtures.

Section 5.5.2 does offer maximum lighting standards: Parking Lots are not to exceed 4 fc. at any point (achieved); and walkways not more than 2 fc. The walkway immediately east of the building has several "hot spots" under the "W" wallpack fixtures. Lowering that illumination would not seem to conflict with NFPA Life Safety standards, and is recommended. Similarly, the "WP" fixtures on the west façade are similarly high, and should be adjusted downward.

(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.

A trash enclosure is located on the east side of the parcel, mid-way between Bradley and College Streets along the circulation drive. This enclosure meets the required minimum setback of 5'. Plans have not, however been provided.

Rooftop equipment will be screened. See attached supplemental information.

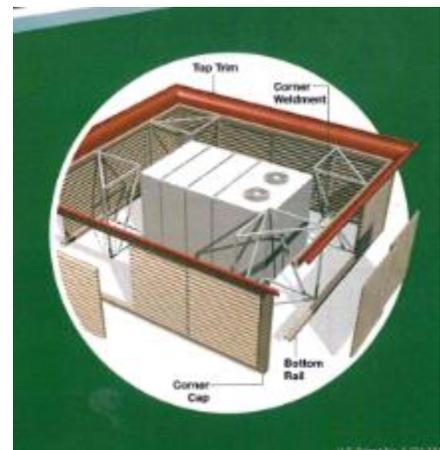
Utility and service enclosures and screening shall be coordinated with the design of the principal building, and should be grouped in a service court away from public view. On-site utilities shall be place underground whenever practicable. Trash and recycling bins and dumpsters shall be located, within preferably, or behind buildings, enclosed on all four (4) sides to prevent blowing trash, and screened from public view.

The design and materials of the trash enclosure has not been defined, and needs to be.

Gas, sewer and water lines are positioned at the southwest corner of the primary façade, as is the fire strobe. The latter may prevent landscaping screening of the former.

Underground electrical via transformer pad is located adjacent to the entrance patio/walkway on the south. If a transformer box is proposed for installation there, its location is unfortunate due to its high visibility and location adjacent to the sidewalk and the vehicular exit path. Preference would be given to relocation in a less visible area or one that can utilize landscaping 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.



The roof plan identifies the location of proposed rooftop mechanicals; all which will be screened via the method identified above.

Part 3: Architectural Design Standards
Sec. 6.3.2 Review Standards

(a) Relate development to its environment:

1. Massing, Height and Scale:

At 31'9", the flat roofed building is consistent in height when viewed along the streetscape. The scale (in breadth) is consistent with the residential condominiums that hug the corner of South Union Street, to the west.



2. Roofs and Rooflines.

A flat roof with skylights is proposed; flat is consistent with the existing building albeit divergent from the neighboring more residential structures. The flat roof allows a desirable building volume without exceeding height limitations for the zoning district.

Rooftop mechanicals will be screened from view from the public street. The roof will be “solar ready” in the future event of installation of that renewable.

3. Building Openings

Principal entrances shall be clearly defined and readily identifiable from a public street whether by a door, a canopy, porch, or other prominent architectural or landscape feature.

Entries are provided on the College Street façade, several on the east toward the parking lot and loading areas, as well as door access to the lawn area and street access north and south on the west elevation. The northerly façade (facing Bradley Street) lacks an entry on the closest plane facing the street. A door is visible at a building step-back mid block, and an entrance

canopy is discernable on the east.



Peoples with physical challenges should be able to use the same entrance as everyone else and shall be provided an “accessible route” to the building.

The building has been designed with grade consideration, door widths, service facilities, circulation throughout the building and from floor to floor, as well as site lighting to be welcoming and accessible to all.

Window patterns shall maintain consistent patterns and proportions appropriate to the use. The window pattern should add variety and interest to the architecture, and be proportioned to appear more vertical than horizontal.

Elevations define building segments, where window arrangements create a rhythm that repeats across the facade. The College Street (primary) façade is largely glazed, with larger windows arranged between structural piers across the 2nd floor. The first floor has windows set in groups of three, with an ornamental window located next to the entry. The north elevation has both single and paired windows, set symmetrically across the façade at the street front.

Fenestration on the east is arranged in regular rhythm, broken by the building divisions and siding alteration. The artful arrangement of windows on the middle/lower level suggest the playfulness of the interior space.

The west elevation is similarly arranged, with window openings primarily on the middle and southerly sections of the façade. The large window glazing of the 2nd floor front has wrapped around to this elevation.

The stacking of windows affirms the verticality of the arrangement.

(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 and Section 5.4.8, below for further discussion.

(c) Protection of Important Public Views:

See Section 6.2.2. (c), above.

(d) Provide an active and inviting street edge:

Plan revisions have given greater emphasis to the Bradley Street frontage, which now addresses the street in a more assertive and prominent way. It fails, however, to provide a visible building entry at the streetfront to engage visitors as is typical of a primary façade.

The College Street façade is broad in its genial welcome to the streetscape; large windows invite, and the entry patio welcomes.

(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.

Materials are varied; fiber cement clapboards, panels and trim are featured, with painted metal fascia, fiberglass windows and thermalframe entries.

The roofing material has not been identified; it is presumed to be membrane.

Those materials identified are observed to be of acceptable durability for new construction.

(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 application narrative notes that a tentative location for a 20 sf freestanding sign is designated at the College Street side of the building.

[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.

Sec. 5.4.8 Historic Buildings and Sites

The City seeks to preserve, maintain, and enhance those aspects of the city having historical, architectural, archaeological, and cultural merit. Specifically, these regulations seek to achieve the following goals:

To preserve, maintain and enhance Burlington's historic character, scale, architectural integrity, and cultural resources;

To foster the preservation of Burlington's historic and cultural resources as part of an attractive, vibrant, and livable community in which to live, work and visit;

To promote a sense of community based on understanding the city's historic growth and development, and maintaining the city's sense of place by protecting its historic and cultural resources; and,

To promote the adaptive re-use of historic buildings and sites.

(a) Applicability:

These regulations shall apply to all buildings and sites in the city that are listed, or eligible for listing, on the State or National Register of Historic Places.

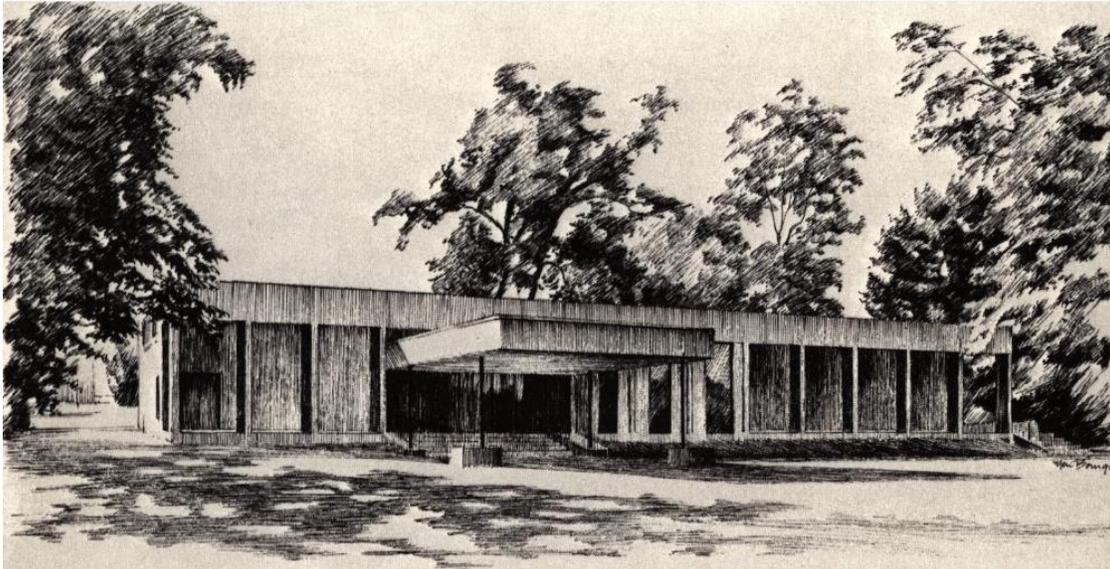
Built in 1972 by noted Burlington architect Julian Goodrich (1922-2010), this building was listed as non-contributing to the **Main Street –College Street Historic District** as ineligible due to age; however, Brian Knight's 2010 *Survey of Modern Architecture* included it as an example of International Style.

As a result of that research, staff consulted with the Vermont Division for Historic Preservation with an inquiry as to eligibility for historic designation. Here is the response from state Architectural Historian Devin Colman:

The building is still only 45 years old, so making a case for eligibility would be a challenge. I consider it to be an example of Formalist architecture as opposed to International Style, with its smooth wall surfaces, projecting roofline and strict symmetry. The brick columns supporting the

projecting roofline on the north and south elevations create an ordered and rhythmic façade, similar to a Classical colonnade. It's an interesting design solution for a building that doesn't really have a front or a back and has to address both College Street and the parking lot, where the primary access is located. Attached is a rendering of the entry, as originally designed.

There aren't a lot of examples of Formalist design in the city; offhand I can think of one other, Votey Hall at UVM (Barr, Linde, Hubbard / 1963).



The above opinion, including the building's age (less than 50 years) and challenge to establish eligibility, results in a determination that the standards of this Section do not apply.

Not applicable.

Conditions of approval (recommended):

1. The applicant shall define snow storage or a plan for removal.
2. A more attractive, residential style fence is recommended for the children's play area.
3. The design and materials of the trash enclosure has not been defined, and needs to be.
4. Illumination along walkways shall be adjusted so as to not exceed 2 fc, unless doing so would specifically conflict with NFPA Life Safety Code. A revised photometric shall be provided to demonstrate those changes.
5. Pole lights shall not exceed 25 in height.
6. Written approval of the EPSC/Stormwater plan by the Stormwater Engineering program will be a requirement of any decision.
7. 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.
8. Consideration of the Parking Management Plan toward a parking waiver is under the discretionary review of the Development Review Board.
9. Standard Permit Conditions 1-15.