

Department of Planning and Zoning

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MEMORANDUM

To: Development Review Board
From: Mary O'Neil, AICP, Principal Planner
Date: November 1, 2016
RE: 30-32 Howard / 400 Pine Street ZP17-0432SP

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: ZP17-0432SP

Location: 30-32 Howard Street, 400 Pine Street

Zone: ELM **Ward:** 5S

Date application accepted: October 3, 2016

Applicant/ Owner: GVV Architects / Unsworth Properties

Request: Demolition of 30-32 Howard Street duplex and 2 industrial buildings at 400 Pine Street; construction of mixed use building with office/art studios, replacement of two residential units.

Background:

30-32 Howard Street

- **Zoning Permit 09-523CA;** Fifteen new double hung clad wood windows in existing duplex. January 2009.
- **Zoning Permit 99-252;** Demolish deteriorated shed in rear yard of the existing duplex. Attached patio area to remain with the former foundation area returned to green space. November 1998.

400 Pine Street (Sometimes identified as 2 or 4 Howard Street)

- (Identified as 4 Howard Street) **Non-applicability of Zoning Permit Requirements 16-1082NA;** Changing tenants of existing artist studio. April 2016.
- **Zoning Permit 16-0944CA;** remove and replace two lower windows with larger windows. March 2016.
- **Zoning Permit 15-1226CA;** construction of permanent handicap accessible ramp at Speeder and Earl's. June 2015.
- **Non-Applicability of Zoning Permit Requirements 15-1225CA;** temporary permit, handicap ramp. May 2015.
- **Zoning Permit 14-0274CA;** change of use to woodworking shop in tenant spaces C 1, 2, &4. September 2013.

- **Zoning Permit 13-1187SN**; installation of 3 parallel signs for the Burlington Music Dojo. No illumination included. June 2013.
- **Zoning Permit 13-0828CA**; change of use to include art gallery and performing arts studio. Food processing to remain, and café to be reduced from 18 seats to 14 seats. Add rear entry, revise and add second front entry, replace existing entry ramp, and other associated modifications. March 2013.
- **Zoning Permit 12-0330CA**; placement of exhaust fan on clerestory area of roof for glass blowing furnace. September 2011.
- **Zoning Permit 11-0208SN**; replace existing sign with Davis Studio sign. No illumination. September 2010.
- **Zoning Permit 11-0077SN**; replace two existing signs. One parallel window sign and one projecting sign. August 2010.
- **Zoning Permit 10-0768CA**; replace 2700 sq ft of half lap roofing with new galvanized corrugated metal roofing. April 2010.
- **Zoning Permit 08-103CA**; exterior lighting to be installed on door/stairs and sign for Speeder and Earl's Coffee. August 2007.
- **Zoning Permit 06-384SN**; three signs for Pine Street Art Works. November 2005.
- **Zoning Permit 06-383CA**; change garage style overhead door to swinging doors with half-light windows. Same door location in rear alley of building. New light fixture over front entrance. November 2005.
- **Zoning Permit 06-198CA**; change from Burlington Futon Fabrics to retail art with accessory retail production space of 152 sf. September 2005.
- **Zoning Permit 01-507**; remove loading dock extension on the existing warehouse within the existing commercial complex. Area to be paved for additional parking and circulation areas. No change in use or other exterior changes included. June 2001.
- **Zoning Permit 00-097 / COA 099-006A**; Installation of two externally illuminated signs for the existing retail space (one parallel and one projecting.) August 1999.
- **Zoning Permit 99-045 / COA 099-006**; change of use from service (stained glass) to retail (fabric.) No exterior changes included. July 1998.
- **Zoning Permit 95-497**; installation of four awnings with lettering and illumination, two externally illuminated parallel signs and the relocation of the existing handicapped access ramp to the south entrance. The north entrance will then be made a large window with a planter in front of it. Use remains the Cheese Factory Outlet. June 1995.
- **Zoning Permit 91-277; COA 091 – 057**; installation of two parallel signs on front façade of building, store emblem over an announcement board. No illumination. March 1991.
- **Zoning Permit 85-494**; erect 2 parallel wood, non-illuminated signs, one on Howard Street and one on Pine Street side of extension in building. October 1985.

- **Zoning Permit 85-400**; remove dust collector, raise roof 3' to accommodate one overhead door to interior service yard. October 1985.
- **Zoning Permit 81-178**; replace metal roof, siding and floor. September 1980.
- **Zoning Permit 79-688**; to be used as work space consisting of ornamental iron work fabrication. Also to install two chimneys on the interior. December 1979.
- **Zoning Permit 79-653**; tear down existing stairs and replace exterior stairway. Emergency case. November 1979.
- **Zoning Permit 78-429**; the erection of a 28' x 29' two sided addition on the buildings in the rear. November 1977.
- **Zoning Permit** to use 6 Howard Street for a woodworking shop. Erect an overhanging sign. October 1977.
- **Zoning Permit** issued for a pole sign for Shelburne Spinners. January 1977.
- **Zoning Permit** to erect an overhanging sign within the property lines for Vermont Folk Furnishings. September 1975.
- **Zoning Permit** to remove one window and install one overhead door at 6 Howard Street. March 1974.
- **ZBA review**; to use the premises at 6 Howard Street for the sale and wholesaling of paint and building supplies. July 1972.
- **Zoning Permit** to use the premises for the storage and distribution of spaghetti products. Approved April 1972.
- **ZBA review**: Seeking a special exception under Title 27, Chapter 1, Section 6512-15A to use the masonry portion of the premises at 400 Pine Street for an auto repair garaged. Approved February 1972.
- **ZBA review**: Seeking a special exception under Title 27, Chapter 1, Section 6512-15B to use the premises at 400 Pine Street for the wholesaling and distribution of auto accessories. Approved November 1971.
- **ZBA review** to change a non-conforming use for a furniture stripping business. November 1971.

Overview:

400 Pine Street and 30-32 Howard Street are on different parcels; but both within the E-LM zoning district and under the same ownership. 400 Pine Street has a collection of buildings on the site. The project entails demolition of three buildings (one duplex, two industrial buildings), extinguishment of interior property lines between 30-32 Howard Street and 400 Pine, and construction of a 3 storey 8494 sf footprint mixed use building (offices, art studios) with underground parking. The two existing residential units are proposed to be replaced within the structure.

I. Findings

Article 3: Applications, Permits and Project Reviews

Part 2: Applications and Permits

Section 3.2.1 Pre-application Conferences

(a) Administrative Conference

(b) Technical Review Committee

(c) Sketch Plan Review

(d) Pre-application Neighborhood Meeting

As a Major Impact project, review under all these categories is required (although Administrative Conference may be waived by the Administrative Officer if the project's potential impact is insignificant.)

Technical Review is scheduled for November 10, 2016.

Sketch Plan Review is the focus of this activity with the DRB.

The applicants will be required to demonstrate that the project has been presented at a Neighborhood Planning Assembly (with appropriate documentation) prior to submitting a zoning permit application.

Part 3: Impact Fees

Section 3.3.2 Applicability

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

Impact Fees will be applicable for new square footage, with credit given for the existing area.

Part 4: Site Plan and Design Review

See Section 3.5.6, below and Article 6.

Part 5: Conditional Use and Major Impact Review

As the proposal includes the construction of fifteen thousand sf or more of gross floor area of nonresidential development (8494 sf footprint, 3 floors = 25,482 sf.; approximately 2800 sq. ft. residential to be deducted), Major Impact and Conditional Use review applies.

Section 3.5.6 Review Criteria

(a) Conditional Use Review Standards (as adopted by City Council 8.10.2015)

Approval shall be granted only if the DRB, after public notice and public hearing, determines that the proposed conditional use and associated development shall not result in an undue adverse effect on each of the following general standards:

1. *Existing or planned public utilities, facilities, or services are capable of supporting the proposed use in addition to the existing uses in the area.*

A letter of capacity for water and sewer will be required from the Department of Public Works. A traffic study may be warranted, depending upon the intensity and number of uses proposed for the site.

2. *The character of the area affected as defined by the purpose or purposes of the zoning district(s) within which the project is located, and specifically stated policies and standards of the municipal development Plan;*

The South End has garnered a reputation as a creative nucleus for artists, makers, and innovators. The addition of art studio spaces will increase similar opportunity. From the Municipal Development Plan:

- *Support sustainable development activities in target areas of the city including the Enterprise Community...*”
- *Strengthen the City’s role as a cultural and arts center...* [MDP, Built Environment, Page III-2.]
- *Encourage new land uses and housing designs that serve changing demographics and benefit from new technologies where appropriate.* [MDP, Built Environment, Page III-1.]

However, some conflict is present:

- *Identify areas within the south end Enterprise Zoning District that remain viable for continued commercial-industrial use, and assess the fiscal impact to the tax base and ratepayers of any proposed conversion away from commercial-industrial uses.* [MDP, Land Use Plan, Page I-30.]
- *Retain and enhance Burlington’s historic buildings and architectural features.* [MDP, Built Environment, Page III-1.]
- *Conserve the existing elements and design characteristics of its neighborhoods, and maintain neighborhood proportions of scale and mass.* [MDP, Built Environment, Page III-1.]

3. *The proposed use will not have nuisance impacts from noise, odor, dust, heat, and vibrations greater than typically generated by other permitted uses in the same zoning district;*

The 400 Pine Street parcel has a commercial/industrial character; the introduction of offices and studios should offer no incongruent impacts normally associated with the manufacturing character of the area. Identifying associated impacts may hinge on the type of manufacturing/art studios introduced, as some makers utilize furnaces (glass works) or mechanical equipment that may produce heat, noise and dust. Others are likely to offer no noticeable impacts.

30-32 Howard Street, while still within the E-LM district, is first among a string of residential structures. Its loss and replacement with a much larger building in close proximity to the activities of Pine Street will introduce characteristics much closer and atypical for the adjacent residential district.

4. *The transportation system is capable of supporting the proposed use in addition to the existing uses in the area. Evaluation factors include street designations and capacity; level of service and other performance measures; access to arterial roadways; connectivity; transit availability; parking and access; impacts on pedestrian, bicycle and transit circulation, safety for all modes; and adequate transportation demand management strategies;*

The parcel(s) are within the network of existing highway, streets and pedestrian paths. The GMT (formerly CCTA) Pine Street and Link bus routes are immediately available.
and

5. *The utilization of renewable energy resources;*
There is not enough detail at sketch plan review to determine the utilization of renewable energy resources.
and
6. *Any standards or factors set forth in existing City bylaws and city and state ordinances.*
As full application materials become available, a better determination of application bylaws and ordinances will be evident.

(b) Major Impact Review Standards

1. *Not result in undue water, air or noise pollution;*
The introduction of air, water or noise pollution may largely depend upon the type of art or materials created on site. The offices and residential uses should not generate any undue impacts noted.
2. *Have sufficient water available for its needs;*
A capacity letter will be required from the Department of Public Works that there is sufficient reserve for the proposed uses.
3. *Not unreasonably burden the city's present or future water supply or distribution system;*
As proposed, there is no anticipation that the city's water supply or distribution would be threatened by the proposed development.
4. *Not cause unreasonable soil erosion or reduction in the capacity of the land to hold water so that a dangerous or unhealthy condition may result;*
The applicants will be required to prepare a Stormwater Management Plan to be reviewed by the Stormwater Engineering team for compliance with Section 5.5.3 and Chapter 26.
5. *Not cause unreasonable congestion or unsafe conditions on highways, streets, waterways, railways, bikeways, pedestrian pathways or other means of transportation, existing or proposed;*
A traffic study may be warranted to determine if the greater activity is likely to generate more trip ends and increase congestion at this corner.
6. *Not cause an unreasonable burden on the city's ability to provide educational services;*
The project proposes to replace the two dwelling units lost with the demolition of 30-32 Howard Street. As no increase in the number of residential units is proposed, and the replacement units are relatively small, no increased demand on educational services is anticipated.
7. *Not place an unreasonable burden on the city's ability to provide municipal services;*
These are existing developed sites within the Enterprise zone. Redevelopment should not tax the existing infrastructure to a greater degree than what exists. Impact fees should ameliorate any new municipal demand.

8. *Not have an undue adverse effect on rare, irreplaceable or significant natural areas, historic or archaeological sites, nor on the scenic or natural beauty of the area or any part of the city;*

The area is not identified as a significant natural area or one of scenic or natural beauty. 30-32 Howard Street is listed on the Vermont State Register of Historic Resources; and the buildings at 400 Pine Street are contributing resources within a nomination to the National Register as part of the Pine Street Historic District. That nomination is currently under review by the Vermont Division for Historic Preservation, to be referred to the Advisory Council for Historic Preservation in early 2017. See Section 5.4.8, below for further discussion.

9. *Not have an undue adverse effect on the city's present or future growth patterns nor on the city's fiscal ability to accommodate such growth, nor on the city's investment in public services and facilities;*

This is an existing, developed area. The project is not anticipated to have a deleterious effect on Burlington's future growth patterns or fiscal ability to accommodate such growth.

10. *Be in substantial conformance with the city's municipal development plan and all incorporated plans;*

See Section 3.5.6 (a) 2., above for evaluation with the Municipal Development Plan. Plan BTV South End, while as yet unadopted, offers a different perspective and set of ideals for the Pine Street corridor area. Among them, and specific to this corner of Pine and Howard Street:

- *Prioritize retention/expansion of existing buildings to support small artist/maker enterprises.* [Plan BTV South End; Page. 63.]

The project does not propose the retention and reuse of the characteristic industrial buildings, but replacement with new construction. The intended uses, however, are consistent with the artist/maker enterprises, and the building is located in a manner to help physically define the street.

11. *Not have an undue adverse impact on the present or projected housing needs of the city in terms of amount, type, affordability and location;*

The development includes the replacement of 2 housing units with the loss of 30-32 Howard Street. Residential uses are not permitted within the Enterprise Zoning District, but the replacement of existing housing units will accommodate the required housing replacement and acceptable as restoring the non-conformity to the same extent as existing.

and/or

12. *Not have an undue adverse impact on the present or projected park and recreation needs of the city.*

No adverse impact is anticipated; any effect should be off set with the payment of Impact Fees.

(c) Conditions of Approval

In addition to imposing conditions of approval necessary to satisfy the General Standards specified in (a) or (b) above, the DRB may also impose additional conditions of approval relative to any of the following:

1. *Mitigation measures, including but not limited to screening, landscaping, where necessary to reduce noise and glare and to maintain the property in a character in keeping with the surrounding area;*
The vehicular path to the parking garage entrance is not completely defined. There are vehicular options through the existing buildings on Pine Street. It appears that cars may enter from Pine Street (between buildings), or from Howard Street west of the proposed new development. It is likely that some screening will be required to buffer the vehicular headlights as cars enter the garage, as headlight spill may adversely affect residential structures on Hayward Street. If active uses are proposed for the lawn and patio area east of the building (and in close proximity to neighboring residential yards), landscaping or a fence may be appropriate there as well.
2. *Time limits for construction.*
Unless a phasing schedule is requested, the zoning permit is valid for 2 years.
3. *Hours of operation and/or construction to reduce the impact on surrounding properties.*
Typically approved hours for construction are Monday-Friday 7:00 am – 6:00 pm. Saturday hours may be limited to interior work if nearby residential structures may be impacted by outdoor construction activities. No construction is permitted on Sundays.
4. *That any future enlargement or alteration of the use return for review to the DRB to permit the specifying of new conditions,*
The proposed offices and artist’s studios are permitted uses in the E-LM Zoning District. Although residential uses are not, the proposal may include the replacement of 2 existing (non-conforming) residential uses. Any other enlargement or alteration of use will be evaluated under the regulations in effect at the time.
and
5. *Such additional reasonable performance standards, conditions and safeguards as it may deem necessary to implement the purposes of this chapter and the zoning regulations.*
This is at the discretion of the DRB.

Article 4: Zoning Maps and Districts

Section 4.4.3 Enterprise Districts

(a) Purpose

*The **Light Manufacturing (E-LM)** district is the primary commercial/industrial center of Burlington, and is intended primarily to accommodate enterprises engaged in the manufacturing, processing, distribution, creating, repairing, renovating, painting, cleaning, or assembling of goods, merchandise, or equipment without potential conflicts from interspersed residential uses. Other accessory commercial uses are allowed to support a wide range of services and employment opportunities. This district is intended to ensure that sufficient land area is appropriately designated within the city to provide an adequate and diversified economic base that will facilitate high-density job creation and retention. This district is primarily intended to provide for industrial uses suitable for location in areas of proximity to residential development. Development is intended to respect interspersed historic*

industrial buildings, and reflect the industrial aesthetic of the district’s past. Parking is intended to be hidden within, behind, or to the side of structures.

The project does intend to support the enterprises noted: creating, renovating, painting, assembling of goods, etc. The inclusion of residential units (2) is specifically to replace the (non-conforming) units to be lost at 30-32 Howard Street.

The development does not *respect the interspersed historic industrial buildings* by way of the proposed demolition of two of them. While the design suggests an industrial design aesthetic giving cursory acknowledgment to the district, its creation sacrifices historic fabric and authenticity.

(b) Dimensional Standards and Density

The density and intensity of development, dimensions of building lots, the heights of buildings and their setbacks from property boundary lines, and the limits on lot coverage shall be governed by the following standards:

Table 4.4.3 -1 Dimensional Standards and Density

Districts	Max. Intensity (floor area ratio ¹)	Max. Lot Coverage ¹	Minimum Building Setbacks ¹ (feet)			Max. Height ¹ (feet)
			Front	Side	Rear ³	
Light Manufacturing	2.0 FAR	80%	5 min	0 ²	10% ²	45’
Proposed at 400 Pine / 30-32 Howard	Unknown at this time. Must be calculated across the entire site.	Not provided	5’ minimum from Howard Street	25’ on east (abuts residential district)	Not applicable. The parcel has 2 fronts, multiple sides.	39’, south (front) façade. May measure differently if using average finished grade of all exterior walls.

1 – Floor area ratio is further described in Art 5. Measurement of and exceptions to coverage, setback, and height standards are found in Art 5. Actual maximum build out potential may be reduced by site plan and architectural design considerations of Art 6.

2 – Structures shall be setback a minimum of 25-feet along any zoning district boundary line that abuts a residential zoning district. Lots of record existing as of September 9, 2015 that are split by enterprise and residential zones are exempt from this district boundary setback.

3 – Percentage of the lot depth.

(c) Permitted and Conditional Uses:

The principal land uses that may be permitted, or conditionally permitted pursuant to the requirements of Article 3, within the Enterprise districts shall be as defined in Appendix A – Use Table.

Offices and art studios are both permitted uses in the E-LM zoning district per Appendix A. Residential uses are not permitted; however, the 2 units proposed for demolition at 30-32 Howard may be retained as non-conforming uses. See **Article 5, Non-Conformities** and **Article 9, Inclusionary and Replacement Housing**.

Article 5: Citywide General Regulations

Section 5.2.2 Required Frontage or Access

Access can be made from Howard Street; alternately there are vehicular access points from Pine Street. The applicant will need to define the intended access path to the new building. The driveway at 30-32 Howard Street will be forfeited as part of the overall development.

Section 5.2.3 Lot Coverage Requirements

The applicant will need to provide the existing coverage(s) for both lots, and an examination of the proposal to determine if there is an increase in lot coverage and whether coverage estimates exceed allowable limits of Table 4.4.3-1. That information has not yet been provided.

Section 5.2.4 Buildable Area Calculation

The property is not within the RCO, WRM, RM, WRL, or RL zoning district where this standard applies. Not applicable.

Section 5.2.5 Setbacks

See Table 4.4.3-1, above.

Section 5.2.6 Building Height Limits

Plan A2.1 illustrates a building height measured from the street front (south elevation) of 39'. If height is measured by the average finished grade of all exterior walls, that measurement may differ.

The applicant shall include any intended rooftop equipment or features in any future application, with a roof plan, to determine area and height of such features.

Section 5.2.7 Density and Intensity of Development Calculations

(b) Floor Area Ratio

The applicant will be required to analyze and provide the current Floor Area Ratio for both lots, and the anticipated FAR for the proposal. This information has not been included in the current submission.

Part 3: Non-Conformities

Section 5.3.3 Continuation

Except as otherwise specified in this Article, any nonconformity which lawfully existed at the time of passage of this or any prior ordinance or any amendment thereto may be continued subject to the provisions of this part.

The two residential units at 30-32 Howard Street are an existing non-conforming use which may be continued per this standard. They are proposed to be replaced within the new development.

Section 5.3.4 Nonconforming Uses

(a) Changes and Modifications:

2. Nonconforming Residential Use

A change or expansion of a non-conforming residential use may be allowed subject to conditional use approval pursuant to the provisions of Article 3, Part 5 by the DRB provided:

A. Such an expansion does not add any additional dwelling units except as may be permitted for adaptive reuse or residential conversion bonuses approved per the provisions of Sec. 4.4.5(d)(7);

Two units exist at 30-32 Howard; 2 units are proposed in the new development.

B. Such an expansion does not increase the degree of non-conformity of any non-conforming structure;

The structure at 30-32 Howard Street is not non-conforming; it is the residential use.

and,

C. In such cases where the non-conforming residential use is located in a zoning district where residential uses are generally permitted, expansion of a non-conforming residential use into an existing and previously uninhabited attic or basement within the principle structure may be permitted subject to administrative review provided no additional dwelling units are created.

Residential uses are not generally permitted in the E-LM Zoning District. This standard is not applicable.

Section 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.

30-32 Howard Street is listed on the Vermont State Register of Historic Places. 400 Pine Street is within a draft nomination to the National Register of Historic Places within the Pine Street

Historic District, currently under review at the Vermont Division for Historic Preservation. Within that nomination, buildings 20a and 20b are proposed for demolition. See attached documents for further information.

(b) Standards and Guidelines:

1. *A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.*

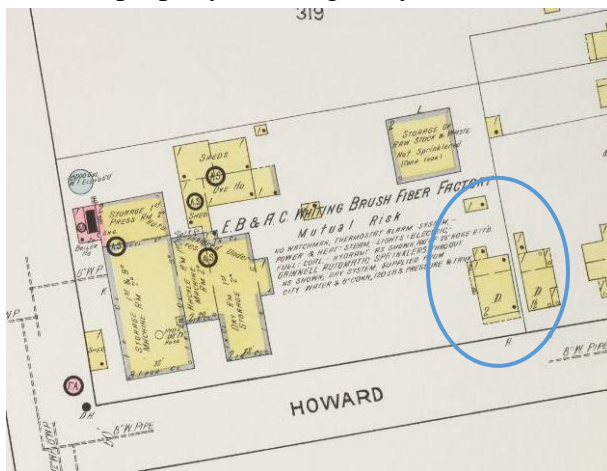
The two buildings at 400 Pine Street (20a and 20b) as well as 30-32 Howard Street are proposed for demolition, which is contrary to this standard.

2. *The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.*

Demolition is contrary to this standard.

3. *Each property will be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historic properties, will not be undertaken.*

30-32 Howard Street has an historic connection to 400 Pine Street; mapping demonstrating that this property was originally associated with the industrial activities of 400 Pine Street.



Sanborn Fire Insurance Map of Burlington, 1912, detail.

Note 30-32 Howard Street within the property boundaries of the E.b. & A. C. Whiting Brush Fiber Factory parcel.

“D” signifies “dwelling.”

4. *Changes to a property that have acquired historic significance in their own right will be retained and preserved.*

Proposed building demolition is in conflict with this standard.

5. *Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.*

Proposed building demolition is in conflict with this standard.

6. *Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible, materials recognizing that new technologies may provide an appropriate alternative in order to adapt to ever changing conditions and provide for an efficient contemporary use. Replacement of missing features will be substantiated by documentary and physical evidence.*

Proposed building demolition is in conflict with this standard.

7. *Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.*

Not applicable.

8. *Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.*

The historic industrial activities of the 400 Pine address, and by relationship 30-32 Howard Street create the historic sensitivity of the site(s). No archaeological resources have been specifically identified here, although the activities and their association with the railroad present the potential for discovery.

9. *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, and proportion, and massing to protect the integrity of the property and its environment.*

The proposed redevelopment will alter features, spatial relationships, and materials that characterize the property, in conflict with this standard.

10. *New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.*

In the demolition of the buildings identified, the proposed alterations may be considered irreversible on their effects on historic resources.

As all three identified historic buildings are proposed for demolition, there is conflict with nearly all of the above standards.

(c) Demolition by Neglect:

No owner of a historic building, or lessee who is obligated by lease to maintain and repair such a structure (other than the interior), shall allow, cause, or permit the structure to suffer or experience demolition by neglect. Examples of such disrepair and deterioration include, but are not limited to, the following:

1. *Deterioration of walls or other vertical supports; walls, partitions or vertical supports that split, lean, list, or buckle, thus jeopardizing structural integrity;*
2. *Deterioration or inadequate foundations that jeopardize structural integrity;*

3. *Deterioration of roofs, ceilings, or other horizontal members;*
4. *Deterioration of fireplaces or chimneys;*
5. *Deterioration or crumbling exterior stucco or mortar;*
6. *Ineffective waterproofing of exterior walls, roof, or foundations, including broken windows or doors;*
7. *Lack of weather protection that jeopardizes the structural integrity of walls, roofs, plumbing, electricity, or overall structural integrity, including lack of paint, lack of adequate heating, and lack of adequate ventilation;*
8. *Vandalism caused by lack of reasonable security precautions; and/or*
9. *Deterioration of any feature so as to create a hazardous condition that could require demolition for public safety.*

There has been no assertion of neglect or structural instability with any or all of the buildings. The 2 industrial buildings (c. 1900 and 1915) retain their gritty industrial nature. The last rental / minimum housing inspection of 30-32 Howard Street found the building to be in compliance.

(d) Demolition of Historic Buildings:

The purpose of this subsection is:

- . To discourage the demolition of a historic building, and allow full consideration of alternatives to demolition, including rehabilitation, adaptive reuse, resale, or relocation;*
- . Provide a procedure and criteria regarding the consideration of a proposal for the demolition of a historic building; and,*
- . To ensure that the community is compensated for the permanent loss of a historic resource by a redevelopment of clear and substantial benefit to the community, region or state.*

1. Application for Demolition.

For demolition applications involving a historic building, the applicant shall submit the following materials in addition to the submission requirements specified in Art. 3:

- A. A report from a licensed engineer or architect who is experienced in rehabilitation of historic structures regarding the soundness of the structure and its suitability for rehabilitation;*
- B. A statement addressing compliance with each applicable review standard for demolition;*
- C. Where a case for economic hardship is claimed, an economic feasibility report prepared by an architect, developer, or appraiser, or other person experienced in the rehabilitation and adaptive reuse of historic structures that addresses:

 - (i) the estimated market value of the property on which the structure lies, both before and after demolition or removal; and,*
 - (ii) the feasibility of rehabilitation or reuse of the structure proposed for demolition or partial demolition;**
- D. A redevelopment plan for the site, and a statement of the effect of the proposed redevelopment on the architectural and historical qualities of other structures and the character of the neighborhood around the sites; and,*

E. Elevations, drawings, plans, statements, and other materials which satisfy the submission requirements specified in Art. 3, for any replacement structure or structures to be erected or constructed pursuant to a development plan.

All of the above submission materials will be required at the time of application. The following standards will be the basis for review of that application:

2. Standards for Review of Demolition.

Demolition of a historic structure shall only be approved by the DRB pursuant to the provisions of Art. 3, Part 5 for Conditional Use Review and in accordance with the following standards:

A. The structure proposed for demolition is structurally unsound despite ongoing efforts by the owner to properly maintain the structure; or,

B. The structure cannot be rehabilitated or reused on site as part of any economically beneficial use of the property in conformance with the intent and requirements of the underlying zoning district; and, the structure cannot be practicably moved to another site within the district; or,

C. The proposed redevelopment of the site will provide a substantial community-wide benefit that outweighs the historic or architectural significance of the building proposed for demolition.

And all of the following:

D. The demolition and redevelopment proposal mitigates to the greatest extent practical any impact to the historical importance of other structures located on the property and adjacent properties;

E. All historically and architecturally important design, features, construction techniques, examples of craftsmanship and materials have been properly documented using the applicable standards of the Historic American Building Survey (HABS) and made available to historians, architectural historians and others interested in Burlington's architectural history; and,

F. The applicant has agreed to redevelop the site after demolition pursuant to an approved redevelopment plan which provides for a replacement structure(s).

(i) Such a plan shall be compatible with the historical integrity and enhances the architectural character of the immediate area, neighborhood, and district;

(ii) Such plans must include an acceptable timetable and guarantees which may include performance bonds/letters of credit for demolition and completion of the project; and,

(iii) The time between demolition and commencement of new construction generally shall not exceed six (6) months.

This requirement may be waived if the applicant agrees to deed restrict the property to provide for open space or recreational uses where such a restriction constitutes a greater benefit to the community than the property's redevelopment.

3. Deconstruction: Salvage and Reuse of Historic Building Materials.

The applicant shall be encouraged to sell or reclaim a structure and all historic building materials, or permit others to salvage them and to provide an opportunity for others to purchase or reclaim the building or its materials for future use. An applicant may be required to advertise

the availability of the structure and materials for sale or salvage in a local newspaper on at least three (3) occasions prior to demolition.

Section 5.4.9 Brownfield Remediation

The sites are not defined on the state Brownfield or Haz Sites list. As a former manufacturing facility, it would not be unexpected to find site conditions meriting investigation. If examination has not been previously made, a Phase I analysis is recommended prior to any ground disturbance.

Part 5: Performance Standards

Section 5.5.1 Nuisance Regulations

Any application for a zoning permit is required to demonstrate compliance with applicable nuisance regulations and performance standards identified in the Burlington Code of Ordinances. Standards are required to be met as measured at the property line. The construction of a three story building that will, in great part, have industrial/maker spaces in close proximity to a residential district, may introduce some conflict. The nature of those artists' studios / maker spaces will need exploration to determine if that concern of conflict is warranted, particularly as it relates to noise, vibration, dust, or similar impact.

Part 5.5.2 Outdoor Lighting

An application must include fixture and illumination information, includes a site photometric to assure compliance with the standards within this section.

Section 5.5.3 Stormwater and Erosion Control

An application will be required to demonstrate compliance with Stormwater and Erosion Control of Chapter 26 of the City Code of Ordinances.

Section 5.5.4 Tree Removal

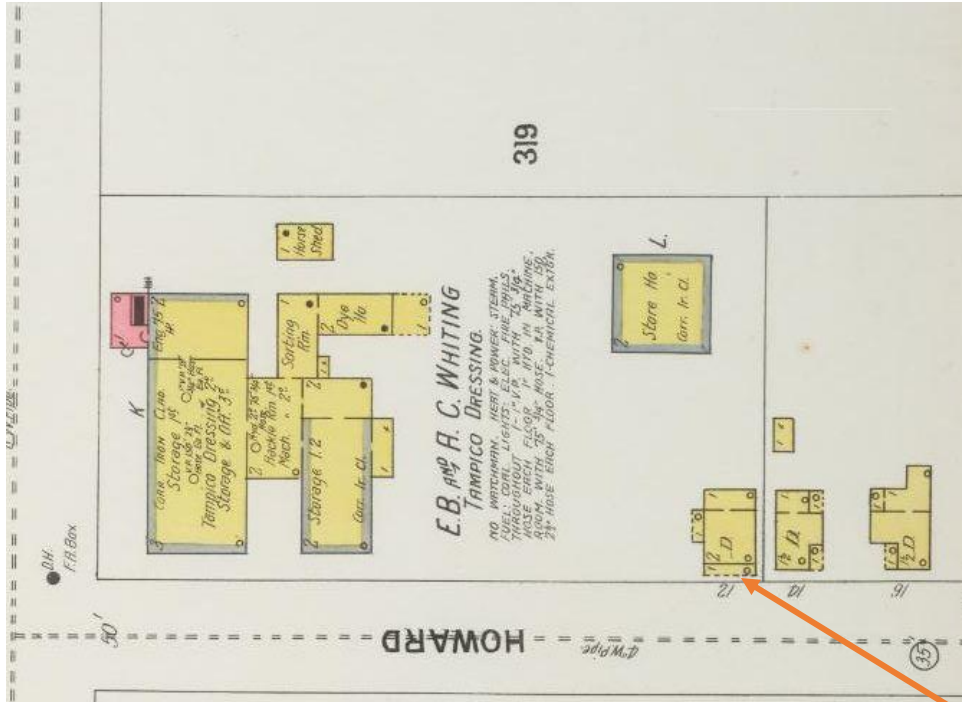
If removal involving six or more trees, each of 10" in caliper or removal of 10 or more trees each of which is 3" or greater in caliper will require review under this section. The level of review at Sketch Plan is typically more broad-based, and serves as a reminder to applicants to provide sufficient information at application.

Article 6: Development Review Standards

Part 1: Land Division Design Standards

The proposal does not include the division of land; rather internal lot lines between 400 Pine Street and 30-32 Howard Street are proposed to be extinguished. The final application can include the suggested boundary line adjustment.

(Anecdotally, the residential structure was originally part of the 400 Pine Street collection of buildings, and supported the activities there. See images from Sanborn Maps, below.)



Sanborn Map of Burlington, 1900. 30-32 Howard Street is illustrated, right of center.



Sanborn Map of Burlington, 1919. Buildings 20a and 20b are on site; 30-32 Howard to the early.

Part 2: Site Plan Design Standards
Sec. 6.2.2 Review Standards

(a) Protection of Important Natural Features:

There are no identified important natural features within the project area.

(b) Topographical Alterations:

As the grade increases going east, there are some grade changes that will provide some design opportunities within the development. As underground parking is proposed, excavation and grade alteration is anticipated. More information will be expected at the time of application.

(c) Protection of Important Public Views:

There are no protected important public views from or through the site.

(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).

See Section 5.4.8, above.

(e) Supporting the Use of Renewable Energy Resources:

The utilization of renewable energy resources is not fully understood at this preliminary Sketch Plan Review.

(f) Brownfield Sites:

A search of the state Haz Sites and Brownfields did not turn up these addresses.

(g) Provide for nature's events:

A Stormwater Management Plan as well as a Small Project Sediment and Erosion Plan will be required as part of submission materials, to satisfy Section 5.5.3 and Chapter 26.

(h) Building Location and Orientation:

The proposed replacement building is oriented north/south and fronting Howard Street, helping to strengthen the street edge. The garage entry is on the north elevation.

(i) Vehicular Access:

The preferred method of vehicular entry is somewhat unclear. There are paved paths within the complex of buildings that may lead to the proposed parking level entry. On the other hand, pavement lies west of the proposed structure, with a 20' wide access from Pine Street. That drive narrows to 15' west of the building, and pinches to 12' at the northwestern corner of the

building, prior to garage ramp entry ramp. The wooden stairs on the westerly building should be evaluated for their value in retention, as they present a point of constriction.

(j) Pedestrian Access:

Access doors are provided on the west, south and north of the building. It appears that the southerly access/stairs are primarily dedicated to serve the 2 residential units.

(k) Accessibility for the Handicapped:

The parking level has identified one handicapped (h/c) parking space with loading area. An exterior ramp is illustrated on the westerly side of the building, terminating at the entrance door. An elevator will serve all three floors and the parking garage. The elevator structure should be illustrated on building elevations as it projects from the roof plane.

(l) Parking and Circulation:

The parking level has 25 parking spaces, one of those h/c accessible and adjacent to the elevator. Parking spaces are smaller than required; illustrated dividers are 18' in length while 20' is the defined standard. Required minimum backup length is 24' per Table 8.1.11-1. With two 20' long parking corridors, there remains only 20' backup space. These standards are a requirement except in situations where a lesser standard is deemed necessary by the DRB due to site topography, location of existing or proposed structures, lot configuration, and/or the need to preserve existing trees and mature vegetation. See Section 8.1.11 and Table 8.1.11-1, below. Vehicular access and parking rely heavily on constricted access. A plan for snow removal and/or storage should accompany any application.

(m) Landscaping and Fences:

The level of detail is usually insufficient at Sketch Plan to determine the adequacy of landscaping. Thought should be given to the impact of headlamp glare onto neighboring residential properties to the east.

A landscaping plan will be expected at the time of final application.

(m) Public Plazas and Open Space:

A large paved area is proposed east of the new structure, within 2' of a property line and zoning district boundary and 7' of a neighboring residential structure. Setback requirements between E-LM and neighboring residential zoning districts is 25' (which is met for the structure.) Given the proximity of a single family residence, the patio east of the building is strongly discouraged.

(o) Outdoor Lighting:

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

(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.

There is no identified location for trash and recycling facilities; both necessities for the new development. Unless there is a central location on the greater site to accommodate trash, the project should identify a location *within* the building for tenants to dispose of refuse and recycling.

Plans note that electrical service will be undergrounded. Water, sewer and electrical connections are identified within the parking garage floor.

If any mechanical equipment is proposed, either roof or ground mounted, it must be shown on plans to assess auditory and visual impact. A roof plan may be required.

A central location for mailboxes needs to be identified; presumably this might be on the interior of the building but should be identified in final application documents.

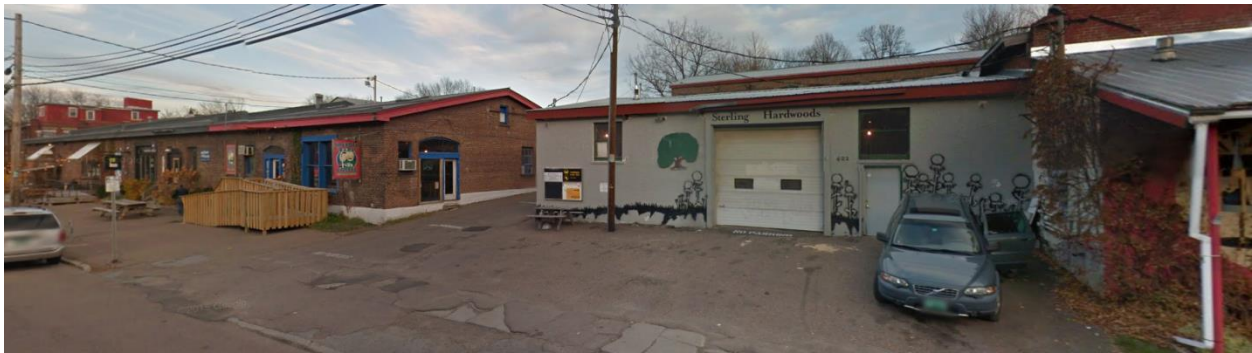
Part 3: Architectural Design Standards
Sec. 6.3.2 Review Standards

(a) Relate development to its environment:

1. Massing, Height and Scale:

Three stories over a parking level are proposed. For context, the corner structure at 400 Pine Street is two stories at the (Pine) street front, but rises to three stories. Conversely, buildings north of the corner, and east up Howard Street are one+ stories. Additionally, the two buildings proposed for demolition are both one storey (although the northerly one is a greater volume, as intended for commercial storage.) The duplex to be demolished is two stories.

For context, see the photos (below.)



2. Roofs and Rooflines.

A flat roof is proposed. Many of the buildings within the complex and associated with industrial uses on Pine Street have flat roofs, as does 30-32 Howard Street.

3. Building Openings

Pedestrian doors are located on the south (for the residential units), east and west facades. Windows surrounding all elevations are predictably regular and symmetrically arranged.

(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 5.4.8.

(c) Protection of Important Public Views:

There are no protected or important public views from this site.

(d) Provide an active and inviting street edge:

The Howard Street entrance is specifically for the 2 replacement residential units. The bifurcated entrance steps and parallel doors define individual identities for these units. The second floor has a small street front balcony to serve the residents.

Entrance for the studios and office space will occur from the access alley between buildings.

(e) Quality of materials:

Although sheathing materials are not specifically identified, siding appears to be variations of metal products. The applicant shall confirm.

(f) Reduce energy utilization:

New construction is required to meet the Guidelines for Energy Efficient Construction pursuant to the requirement of Article VI. Energy Conservation, Section 8 of the City of Burlington Code of Ordinances.

(g) Make advertising features complementary to the site:

Any proposed signage will require a separate sign permit.

(h) Integrate infrastructure into the building design:

See Section 6.2.2. (p), above.

(i) Make spaces secure and safe:

All building and life safety code, as defined by the Building Inspector and Fire Marshal, shall be implemented. Appropriate lighting at entryways and within the parking garage shall be provided, meeting the specific requirements of Section 5.5.2, and provide for adequate and safe use. Intercom systems are recommended when possible to maximize personal safety.

Article 8: Parking

A breakdown of uses and their area will inform parking requirements for the structure. In the Shared Use parking district, the duplex will require 2 spaces per unit (4); Office will require 2 spaces per 1,000 sq. ft. ($13,000/1000 = 13 \times 2 = 26$ spaces); Art studio (parking requirements are not specified in Table 8.1.8-1. Will need to assess more appropriate category to

assign requirement for this use. If intended use is for a maker-space, manufacturing may be the closest “fit.” If so, at 5000 sq. ft., / 1000 = 5 spaces would be required.)

4 (residential, 2 units) + 26 (office) +? (artists’ studios) = ?

With only 25 parking spaces illustrated on the parking deck, it seems evident that the development will be deficient in required parking. Unless there is other available parking on-site, a parking waiver will be required.

Section 8.2.5 Bicycle Parking (Table based on 8.2.5-1)

Long Term Spaces	Residential Use, 1 per 4 units, 0	Office use 1/5000sf, or 3 spaces	Studio/Manufacturing 1/20,000, or 0	Total long term spaces based on use and area = 3
Short Term Spaces	Residential use, 1 per 10 units, or 0	Office use 1 per 10,000 sf, or 1 space	Studio/Manufacturing 1/50,000, or 0	Total short term spaces based on use and area = 1

Although the total calculation comes to 3 Long Term Bicycle Parking Spaces and 1 Short Term Bicycle Parking Space, the nature of the activities and the location in the South End suggest a higher than average bicycle use rate. The applicant is encouraged to provide secure bicycle parking, both within and outside the building.

A bike rack is illustrated just north of the building, adjacent to a walkway.

Article 9: Inclusionary and Replacement Housing

The loss of the two residential units will be replaced with two new residential units within the development. See Section 5.3.4 for a discussion of the continuation of Nonconforming uses.

Article 10: Subdivision Review

Section 10.1.5 Lot Line Adjustments

The intent of this section is to provide for an abbreviated review and approval process for the realignment of lot boundary lines between existing adjacent lots, including the merger of lots, where no additional lots are being created. A lot line adjustment shall not constitute a subdivision.

The proposed merger of 400 Pine Street and 30-32 Howard Street may be incorporated within this project review. The following are the submission requirements for consideration of the extinguishment of the interior property line:

(a) Lot Line Adjustment Submission Requirements:

An applicant requesting review of a lot line adjustment shall submit the following documentation to the administrative officer:

- (1) A complete application form pursuant to the provisions of Art. 3 and signed by the property owner;*
- (2) A letter requesting review and approval of a lot line adjustment, giving the names and address of property owners;*
- (3) The applicable application fee; and,*
- (4) Two (2) copies of a lot line adjustment plat which shall include the following:*

The plat shall be prepared by a Vermont licensed land surveyor and indicate all lots that are proposed to be modified as a result of the proposed lot line adjustment. The survey shall be sufficient to clearly indicate the area, metes, bounds, and ties of each of the affected lots.

The survey shall include all structures and site improvements and delineate all building/structure setbacks, lot coverage, parking spaces and any other details as may be specified by the Administrative Officer.

The following additional language shall be printed on the plat:

“Approval of this lot line adjustment plat does not constitute the creation of a separate parcel or lot. It adjusts the physical location of the common boundary of the adjoining parcels or lots. This lot line adjustment has been approved by:”

City of Burlington Administrative Officer/ Assistant Administrative Officer

Date: _____ *Zoning Permit #* _____

Section 10.1.11 Recording of Final Plat

(b) Recording within 180 days

The final plat...shall be recorded in the office of the chief administrative officer within 180 days of the DRB's approval. Failure to file all such materials within 180 days of the decision shall render the final plat approval void.

NOTE: These are staff comments only. The Development Review Board, who may approve, table, modify, or deny projects, makes decisions.