

Department of Planning and Zoning

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MEMORANDUM

To: Development Review Board
From: Mary O'Neil, AICP, Principal Planner
Date: May 15, 2018
RE: ZP18-0898CA; 275 Main Street

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.

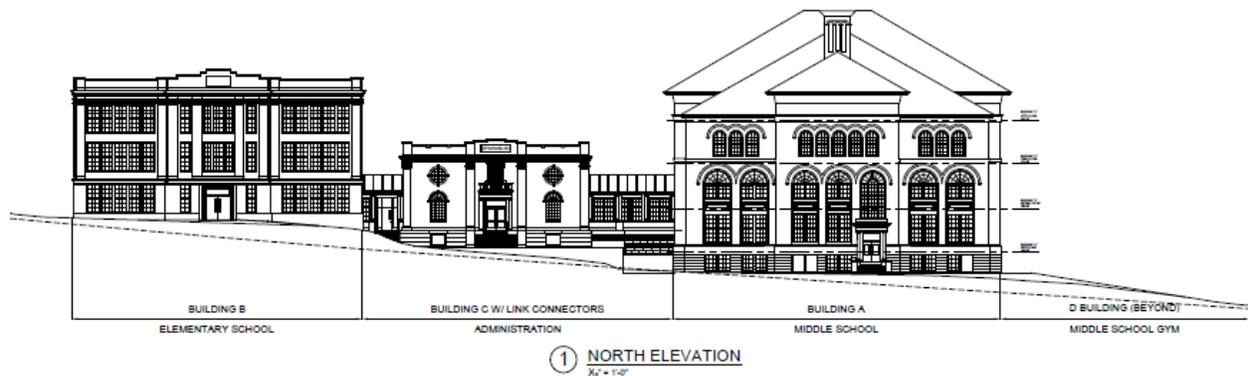
Project Number: ZP18-0898CA

Zone: I **Ward:** 6S

Date application accepted: April 16, 2018

Applicant/ Owner: Office of Colin Lindberg / Burlington School District

Request: Site improvements including lower level link enclosure between buildings A and C, relocated loading dock, screening, fencing, new student courtyard and removal of pavement. Maintenance/bike storage structure.



Background:

275 Main Street:

- ◆ **Non-Applicability of Zoning Permit Requirements 15-0973NA**, installation of new elevator, improvements to interior east and south stairs, entrance doors and building access improvements at the stair locations including the removal of the existing deteriorated concrete exterior non-code compliant stairs. No changes to building footprint or coverage%. April 2015.
- ◆ **Non-Applicability of Zoning Permit Requirements**, Stormwater improvement agreement, June 1996.

- ◆ **Zoning Permit 97-015**; installation of a nonilluminated freestanding sign. July 1996.

170 South Union Street:

- ◆ **Zoning Permit 16-0607CA**; installation of storage shed. November 2015.
- ◆ **Zoning Permit 15-0527CA**; installation of sixteen security cameras on four school buildings. October 2014.
- ◆ **Zoning Permit 15-1385CA**; additional lighting at the elementary school, Building B. June 2015.
- ◆ **Zoning Permit 13-1036CA**; installation of two exhaust and two intake hoods in existing window openings in association with cooling system, Building C. May 2013.
- ◆ **Zoning Permit 11-0010CA**; Landscape improvements, new walkways, new benches, trash cans
- ◆ **Non-Applicability of Zoning Permit Requirements Permit 13-1242NA**, preventative maintenance repairs of exterior building envelope to repair deteriorated masonry components of upper cornice, cornice band and coping units on the South and East elevations of the elementary school building. No material or profile change is planned. June 2013.
- ◆ **Zoning Permit 12-0211CA**; replace existing pole lights with new, replace asphalt walkway with new concrete walkway (with underground grass paver swale on the northern side), new shorter flagpole, new granite and metal barriers on north west corner of site, new concrete slab at western entrance to building. November 2011.
- ◆ **Zoning Permit 10-0251SN**; install freestanding message board sign to replace existing freestanding sign. No illumination. August 2009.
- ◆ **Zoning Permit 10-0076CA**; ADA access to gym lobby at Edmunds Middle School; remove infill and windows, replace with front entry doors and window system to allow access at grade. Concrete landing to be replaced. July 2009.
- ◆ **Zoning Permit 09-242CA**; install solar electric system on Middle School roof. September 2008.
- ◆ **Zoning Permit 08-570CA**; remove panel infill, fans and louvers from window openings, install wood replacement windows on the south and east side of Edmunds Building A to complete the window replacement. Window pattern to match historic profile and design. March, 2008.
- ◆ **Non-Applicability of Zoning Permit Requirements 10-0678NA**, ADA elevator in A building at Edmunds Middle School. March 2010.
- ◆ **Zoning Permit 06-792CA**; regrade sports field, add topsoil where applicable, seed and mulch. Install irrigation system. June 2006.
- ◆ **Zoning Permit 06-401CA**; removal of existing fire escape on east elevation of Edmunds “B” building. December 2005.
- ◆ **Zoning Permit 06-366CA**; remove window insulation panels and install new double hung windows in “A” building similar to those in “B” building. December 2005.

- ◆ **Zoning Permit 06-424CA**; window replacement project to restore block up original windows and replace the existing windows with energy efficient units to match original window style and pattern in 1920s elementary school building “B”. December 2005.

Overview: Burlington School District is proposing the beginning of multi-faceted plans intended to improve or provide essential access to all buildings; meet required life safety code, and enhance the performance of the connected educational buildings. This application is a preamble to that work.

Some changes are associated with interior reconfiguration and improvement that are outside zoning review. (Cafeteria moving to lower level of “C” building, offices and main entrance to be relocated to first floor, boarded up windows opened). State Statute §4413 limits municipal review for public institutions and school facilities, so some design details and changes do not require zoning review.

This application will relocate the loading dock, provide screening and fencing, allow enclosure of the lower level of the connector between buildings “A” and “C”, add a student courtyard and remove pavement. A maintenance garage is proposed as well. There will be an overall reduction in coverage from 43.7% to 43.5%.

The **Design Advisory Board** reviewed the application at the May 8, 2018 meeting and voted unanimously to recommend approval and forward to the DRB.

Recommendation: Consent Approval, per the following findings and conditions:

I. Findings

Article 2: Administrative Mechanisms

Section 2.7.8 Withhold Permit

Per this standard, the applicant is required to remedy all violations and close out all zoning permits issued after July 13, 1989 prior to issuance of a Certificate of Occupancy for this permit. See attached list for guidance on open permits/violations. **Affirmative finding as conditioned.**

Article 3: Applications, Permits and Project Reviews

Part 4: Site Plan and Design Review

See Article 6 and Section 5.4.8.

Article 4: Zoning Maps and Districts

Table 4.4.4-1 Dimensional Standards and Density.

Maximum lot coverage is 40%. The site is currently non-conforming at 44.7%. The project will reduce the non-conformity to 43.5%. **Affirmative finding.**

Article 5: Citywide General Regulations

Section 5.2.1 Existing Small Lots.

Not applicable.

Section 5.2.2 Required Frontage or Access

No change is proposed to existing lot frontage on either South Union Street, Main Street or Maple Street. **Affirmative finding.**

Section 5.2.3 Lot Coverage Requirements

See Table 4.4.4-1, above.

Section 5.2.4 Buildable Area Calculation

The property is not within the RCO, WRM, RM WRL or RL zoning districts. Not applicable.

Section 5.2.5 Setbacks

See Table 4.4.4-1, above.

Section 5.2.6 Building Height Limits

No change proposed to existing educational buildings. The maintenance / bike storage shed will be built into an embankment and will appear as a typical accessory structure of small scale..

Affirmative finding.

Section 5.2.7 Density and Intensity of Development Calculations

No change is proposed to the density of use, which is the general school population.

Affirmative finding.

Part 3: Non Conformities

The site is currently non-conforming to coverage (40% in Institutional Zoning District, 43.7% existing coverage.) This project will reduce the level of non-conformity to 43.5%. **Affirmative finding.**

Sec. 5.4.8 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.

275 Main Street is listed on the National Register of Historic Places within the Main Street / College Street Historic District.

State Statute §4413, however precludes zoning review of materials, design or similar building alteration. Not applicable.

Article 6: Development Review Standards

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 areas of proposed alteration (in the rear and under the connector) is almost entirely pavement. There are no important natural features. **Affirmative finding.**

(b) Topographical Alterations:

None proposed. **Affirmative finding.**

(c) Protection of Important Public Views:

Views westward toward the lake will not be impacted. There are no protected views across this site. **Affirmative finding.**

(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).

All three buildings (A, B, and C) are listed on the National Register within the Main Street / College Street Historic District. As part of the overall project plan, windows that have been boarded up on the east (lower) elevation of the former gymnasium (Building C) will be reopened and returned to their original configuration, although State Statute §4413 excludes our review of that change.

(e) Supporting the Use of Renewable Energy Resources:

No part of this application precludes the use of wind, solar, water, geothermal, or other renewable energy resource. **Affirmative finding.**

(f) Brownfield Sites:

The property is not listed on the Vermont DEC website for brownfield sites. Not applicable.

(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.

The Courtyard will be used as necessary for snow storage during the winter months, and doubles as a component of the stormwater management system. **Affirmative finding.**

(h) Building Location and Orientation:

A new maintenance garage is proposed in the rear (south) of the building complex for tractor and equipment storage and some bike storage. As an accessory structure, it is appropriately located behind existing buildings yet with quick access to the circulation areas leading south to the parking lot and Maple Street. **Affirmative finding.**

(i) Vehicular Access:

No change is proposed to vehicular access. The “V” access drive on Main Street will remain; service access from the southerly (Maple Street and parking lot) road will continue as existing. Truck deliveries will continue, but intending to access the new loading dock adjusted south of the current location which will no longer cause the access road to be blocked. See Plan C1.5. **Affirmative finding.**

(j) Pedestrian Access:

No change to circulation around the site. A new student courtyard/ outside classroom is proposed between buildings C and D. with new 5’ side sidewalks linking it to D/A. **Affirmative finding.**

(k) Accessibility for the Handicapped:

Moving the cafeteria and multi-purpose room to the lower level of Building C required additional egress for life safety; which in turn will be accessible. That is achieved in this plan, See C1.5, new sidewalk and ramp. **Affirmative finding.**

(l) Parking and Circulation:

At present there is continuous pavement between buildings C and A. Closing off and enclosing the lower part of the connector between Buildings A and C will prohibit any vehicular traffic from traveling through and into that area. Opening up the lower level of Building C for a cafeteria (with newly proposed outdoor eating space, weather permitting) has revised that general area into one that is student oriented rather than solely vehicular. The loading dock has been adjusted from its present position, shifting it further south and more closely aligned with the service access. Finally, a portion of that pavement will be reclaimed as greenspace with a central student courtyard. **Affirmative finding.**

(m) Landscaping and Fences:

Continuous screening is provided around the service areas (see Plan A 4.2, west elevation, and A4.0, south elevation). Planters are proposed outside the cafeteria/seating area west of Building C. Fencing and gate are proposed around new mechanical equipment, between buildings B and C. **Affirmative finding.**

(n) Public Plazas and Open Space:

The plan proposes to reclaim green space with a centralized student courtyard where there is currently pavement. Planting boxes are proposed adjacent to the outside eating area, which will provide an opportunity for food related instruction (herbs, edible plants.) **Affirmative finding.**

(o) Outdoor Lighting:

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

No lighting changes are proposed within this application. Any additional or adjusted lighting will spur a new zoning permit. **Affirmative finding.**

(p) Integrate infrastructure into the design:

The loading dock, dumpster, and condensers are relocated to south and southwest of Building C. Fencing and/or screening is proposed as appropriate to visually shield and limit access to these service areas. See Plan C1.5 and A4.2. **Affirmative finding.**

Part 3: Architectural Design Standards
Sec. 6.3.2 Review Standards

(a) Relate development to its environment:

1. Massing, Height and Scale:

No changes to height or scale are proposed. The enclosure of the connector building (which itself is not original to the site but a later building addition) on the lowest level has no implication for perceived massing. **Affirmative finding.**

2. Roofs and Rooflines.

No change to existing buildings. The garage is proposed to have a gable roof, consistent with typical accessory structures. **Affirmative finding.**

3. Building Openings

As noted, building windows will be re-opened, but these and door relocation are not subject to zoning review per State Statute §4413.

(b) Protection of Important Architectural Resources:

Burlington's architectural and cultural heritage shall be protected through sensitive and respectful redevelopment, rehabilitation, and infill. Where the proposed development involves buildings listed or eligible for listing on a state or national register of historic places, the applicant shall meet the applicable development and design standards pursuant to 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:

Not applicable.

(d) Provide an active and inviting street edge:

Site alterations are almost entirely reserved for the rear (south) elevations, or within internal circulation areas. The design changes to the building link are not subject to zoning review.

Affirmative finding.

(e) Quality of materials:

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

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

Material choices are not subject to review per statute.

(f) Reduce energy utilization:

Replacement air handling units (south elevation, screened. See Plan C1.2A) are part of the overall mechanical improvements proposed for the schools to improve comfort, performance and energy efficiency. **Affirmative finding.**

(g) Make advertising features complementary to the site:

Not applicable.

(h) Integrate infrastructure into the building design:

See Section 6.2.2. (p), above.

(i) Make spaces secure and safe:

Many of the alterations are proposed to facilitate required building egress, improve circulation and to meet required life safety code. Adherence to all applicable building codes, as defined by the Building Inspector or Fire Marshal is required. **Affirmative finding as conditioned.**

Article 8: Parking

No changes proposed. **Affirmative finding.**

II. Conditions of Approval

1. Per **Section 2.7.8, Withhold Permit**, the applicant is required to remedy all violations and close out all zoning permits issued after July 13, 1989 prior to issuance of a Certificate of Occupancy for this permit. See attached list for guidance on open permits/violations.
2. Standard Permit Conditions 1-15.

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