



THE CITY
OF BURLINGTON
CITY PLANNING

City Hall, 3rd Floor
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Burlington, VT 05401

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Burlington Planning Commission

Ordinance Committee

Thursday, February 20, 2020 @ 5:15 PM

Department of Permitting & Inspections, Room 102
654 Pine Street

“Special Meeting”

AGENDA

1. Bowling alleys in E-LM zone
2. Adaptive reuse standards
3. Draft 2020 regular meeting schedule
4. Adjournment



November 6, 2019

Burlington Planning Commission
c/o Department of Planning and Zoning
149 Church Street
Burlington, Vermont 05401

Re: Allowing Bowling Alleys in the Enterprise Zone

Dear Members,

Please accept this letter as a formal request to amend the Comprehensive Use Table that is appended to the Burlington Comprehensive Development Ordinance to allow Bowling Alleys in the Enterprise Zone. I understand that this request was introduced at your October 30 meeting and the issue was referred to the Executive Committee of the Planning Commission for consideration/discussion.

I would like the Committee to be aware that the request comes in connection with my collaboration with BCA to help them make their purchase of 405 Pine Street a reality. BCA is working to fulfill its vision of securing a long-term presence on Pine Street, expanding its space to provide much desired studio and community space.

BCA has a "once in a lifetime" opportunity to purchase the building it currently occupies at 405 Pine St. In order to secure financing for the purchase, BCA needed an established entity to master lease approximately half of the building. Redstone has agreed to commit to the master lease and is currently seeking compatible businesses to sub-lease the balance of space in the building. This effort has led to the prospect of leasing to a bowling alley use. Unfortunately, bowling alleys are not an allowed use in the Enterprise Zone. This fact is particularly unfortunate in that the use would be a good complement to BCA's use of the building and the Enterprise Zone is one of the few locations within the City where buildings of sufficient size and affordability exist. There is unmet demand for bowling in the Burlington area due to the recent closure of Champlain Lanes. A bowling alley would complement the energy and creativity of the South End while providing an enjoyable outlet for families and workers within the district.

It is worth noting that allowing bowling alleys in the Enterprise Zone would be consistent with many of the goals enumerated in Plan BTV South End. These goals include; supporting a public/private partnership that is motivated to find a way to access natural areas and the bike path near the Barge Canal, allowing for a synergy between two uses that will support artists and at the same time provide opportunity for "serendipity/delight" to occur, and allowing a use that is unlikely to dominate the district at the expense of other desirable uses.

It is my hope that the Planning Commission can help in our efforts to assist BCA by giving prompt consideration to this request. Needless to say, time is of the essence in making this project a reality.

Thank you in advance for your consideration,


Larry Williams

Department of Permitting and Inspections

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Memorandum to: The Planning Commission Ordinance Committee

From: Mary O'Neil, AICP, Principal Planner

Date: January 27, 2020

RE: Definition of Adaptive Reuse

The definition in CDO Article 13 of Adaptive Reuse diverges from that of common practice and required threshold to trigger applicable financial incentives relative to sensitive rehabilitation.

Comprehensive Development Ordinance

Article 13 Definition:

Adaptive Reuse

For the purposes of this ordinance, adaptive reuse shall refer to the rehabilitation of a building or site listed or eligible for listing in the United States Department of the Interior's National Register of Historic Places or the Vermont State Register of Historic Places where alterations do not radically change, obscure, or destroy character-defining spaces, materials, features or finishes.

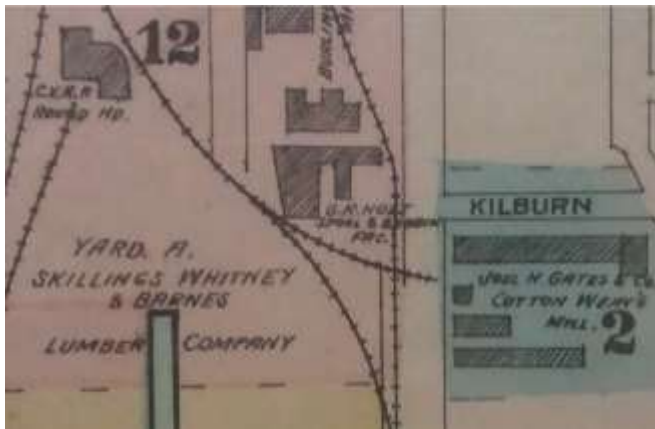
Adaptive Reuse, in accepted language and common development practice refers to the process of **reusing an old site or building for a purpose other than which it was built or for which it was designed, while retaining their historic features**. Along with brownfield reclamation, adaptive reuse is often utilized as a key tool in land conservation and the reduction of urban sprawl. According to Zaitzevsky and Bunnell¹, old buildings physically link us to our past and become a part of our cultural heritage; they should be preserved because of their "architectural beauty" and the "character and scale they add to the built environment". Retention and rehabilitation of existing buildings also reduces the consumption of building materials, resources, energy and water needed for new construction.

Adaptive reuse deals with the issues of conservation and heritage policies. When old buildings become unsuitable for their programmatic requirements, as progress in technology, politics and economics moves faster than the built environment, adaptive reuse comes in as a sustainable option for the reclamation of sites. In many situations, the types of buildings most likely to become subjects of adaptive reuse include 1) industrial buildings, as the process of manufacture moves away from city; 2) political buildings, such as palaces and buildings which cannot support current and future visitors of the site; and 3) community buildings such as churches or schools where the use has changed over time. (Think the Adams School on South Union Street, or the Steeple Market in Fairfax.)

Adaptive reuse is as an effective way of reducing urban sprawl and environmental impact. By reusing an existing structure within a site, the energy required to create these spaces is lessened, as is the material waste that comes from destroying old sites and rebuilding using new materials.

¹ Zaitzevsky, Cynthia; Bunnell, Gene (1979). "Built to Last: A Handbook on Recycling Old Buildings". *Bulletin of the Association for Preservation Technology*. **11** (1): 98. [doi:10.2307/1493683](https://doi.org/10.2307/1493683). ISSN 0044-9466. [JSTOR 1493683](https://www.jstor.org/stable/1493683).

Through adaptive reuse old, unoccupied buildings can become suitable sites for many different types of use. It is the structural example of reduce-reuse-recycle.



Examples of local Adaptive Reuse:
Joel H. Gates & Co. Cotton Weaving Mill
Now



Became the **Kilburn and Gates** Furniture Manufactory



Now **Kilburn & Gates** office building.



Meunier Brothers Glove Factory, 1-5 Pine Place
Grocery Store, Glove Factory, now apartments.



Fort Ethan Allen Calvary riding hall;
converted to St. Michael's College
Gymnasium, now **Elly Long Music Center**.

The World Architecture Festival's "Building of the Year" is an adaptive use project, transforming a 1932 industrial locomotive hangar into a library and arts center:
<https://www.traditionalbuilding.com/opinions/adaptive-reuse-traditional-buildings>

While the CDO definition ticks off the requirement for state or National Register listing, and the criteria relative to alterations, it omits the standard threshold for *changing the use* from its original.

This is essential in meeting other criteria that would satisfy application for Federal, State and Local funds, as well as tax advantages.

Reference is made to:

https://en.wikipedia.org/wiki/Adaptive_reuse

for further information on the financial benefits of Adaptive Reuse;

<https://savingplaces.org/stories/how-to-support-adaptive-reuse-of-historic-buildings#.Xi9QdWhKhRY>

How to Support Adaptive Reuse of Historic Buildings;

and

<https://www.nps.gov/tps/how-to-preserve/revisingPB14.htm>

Preservation Brief 14: New Exterior Additions to Historic Buildings: Preservation Concerns.

PLANNING COMMISSION ORDINANCE COMMITTEE

January - December 2020
Regularly Scheduled Meetings

Date	Day	Time	Location
January 2, 2020	Thursday	5:15pm	645 Pine Street - Room 102
February 6, 2020	Thursday	5:15pm	645 Pine Street - Room 102
March 5, 2020	Thursday	5:15pm	645 Pine Street - Room 102
April 2, 2020	Thursday	5:15pm	645 Pine Street - Room 102
May 7, 2020	Thursday	5:15pm	645 Pine Street - Room 102
June 4, 2020	Thursday	5:15pm	645 Pine Street - Room 102
July 2, 2020	Thursday	5:15pm	645 Pine Street - Room 102
August 6, 2020	Thursday	5:15pm	645 Pine Street - Room 102
September 3, 2020	Thursday	5:15pm	645 Pine Street - Room 102
October 1, 2020	Thursday	5:15pm	645 Pine Street - Room 102
November 5, 2020	Thursday	5:15pm	645 Pine Street - Room 102
December 3, 2020	Thursday	5:15pm	645 Pine Street - Room 102



Burlington Planning Commission

Ordinance Committee

Thursday, February 20, 2020 @ 5:15 PM

Department of Permitting & Inspections, Room 102

654 Pine Street

"Special Meeting"

AGENDA

Attendance: A Friend, B Baker, Y Bradley, M Bushey, Z Hightower, M Tuttle

Public: E Hoekstra, A Magyar, D Lyons

1. Welcome to new members Z Hightower and M Bushey. A Friend was nominated as Committee Chair on a motion by Y Bradley, 2nd by B Baker.

2. Bowling alleys in E-LM zone

- M Tuttle explained request from Redstone to allow Bowling Alley's in ELM. Staff noted challenge with Appendix A- Use table in that uses are both vague and specific. Bowling alley happens to be a specific use called out and prohibited. Two options include just permitting outright, or utilizing a 51% arts use/49% other commercial use approach similar to amendment requested by Burton on Industrial Parkway.
- Y Bradley expressed time sensitive nature of request to help BCA master lease the other half of the building just purchased; desire to get in the queue before City Council changes over.
- B Baker felt simply permitting is ok, doesn't think there is a risk to having too many bowling alleys. The 51/49 concept is not responsive to the marketplace, and the ELM district is not either. Need to address ELM as a whole, but this one-off request does not have a lot of impact.
- Y Bradley shared that South Burlington's Ordinance simply indicates either indoor recreation or outdoor recreation. Challenge with the arts uses is the cost and marketability of the uses not able to be supported without the proximity to other uses.
- Z Hightower noted that the marketability concerns and balance between commercial and arts uses is an argument for having a 51/49 requirement.
- M Bushey asked if the zoning restrictions in the ELM are keeping prices low. Y Bradley doesn't believe that it is, as prices in the South End are increasing despite it.
- E Hoekstra shared that Bowling alleys need cheap space to operate in, and it is not a competitive market. He encouraged the Committee to make the simplest change until there is time to do the analysis of the ELM.

- M Bushey asked if the concern is just about housing in the ELM. M Tuttle noted that was controversy around planBTV South End, but many opinions on the “purity” of the arts/industrial focus of ELM is has come up in each requested amendment.
- M Bushey asked if bowling alleys and art galleries used at opposite times and if there is parking a concern for the use. E Hoekstra noted that there is a broad appeal for bowling alleys to be used all times of day. M Tuttle noted that parking for bowling not likely to be very different than other uses in the immediate area of Pine Street.
- The Committee recommends to Planning Commission to amend the Appendix A Use Table to simply permit bowling alleys in the ELM district.

3. Adaptive reuse standards

- a. Item deferred to future meeting.

4. Draft 2020 regular meeting schedule

- a. Committee approved the regular meeting calendar for the first Thursday of each month at 5:15pm. Committee requested an Outlook calendar invite be sent to the members.

5. Adjournment

- a. Meeting adjourned at 6:05pm.