

Village Walk

Sketch Plan Narrative

August 18, 2026

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Executive Summary

O'Brien Brothers Agency Inc. d/b/a O'Brien Brothers, on behalf of Forest Park Realty Corporation, submits this Sketch Plan application for Village Walk, a large-scale Traditional Neighborhood Development proposed on approximately 199 acres along Irish Hill Road in Shelburne, Vermont. The project proposes up to 375 dwelling units across five phases over a projected 10-to-15-year buildout period, with development concentrated in the northern 110 acres of property and the remaining acreage permanently dedicated to the Town of Shelburne for public use and/or conservation as decided by the Town and its residents.

The Pre-Development Agreement

Village Walk is governed by a Pre-Development Agreement executed on January 28, 2025, and recorded in the Shelburne Land Records at Vol. 492, Pg. 538. The agreement was arrived at over the course of an 8-month period through a series of public discussions with the Town Selectboard, multiple "town hall"-style meetings that involved hundreds of community members and that were focused exclusively on the project, and ultimately negotiations between O'Brien Brothers and a Selectboard created sub-committee comprised of Selectboard members, the Town Manager and the Director of Planning & Zoning; the product of which was then ultimately adopted unanimously by the Selectboard. The Pre-Development Agreement establishes the foundational commitments that define this project: a minimum of 12% permanently affordable units, the dedication of the Southern Conserved Area to the Town prior to the issuance of the first zoning permit, a minimum of 60% of the total property maintained as open space, no fossil fuel infrastructure, Energy Star and DOE Zero Energy Ready construction standards applied to all new housing, a continuous multi-use recreation path connecting Irish Hill Road to Spear Street, as well as various other commitments. These commitments are binding and enforceable, and therefore all of these requirements are included and addressed in the enclosed application materials.

Conservation

The Southern Conserved Area, approximately 89 acres south of Thomas Road, will be permanently dedicated to the Town for conservation and/or public access prior to the issuance of the first zoning permit. The LaPlatte River corridor is entirely within the Southern Conserved Area and will be permanently protected. In total, more than 60% of the 199-acre property will be maintained as open space, concentrating development in a compact, walkable neighborhood served by a fully interconnected street network and leaving the majority of the land in its natural state or for use as open space recreation areas or public parks. The conserved areas will be connected to the development with walking paths, and will interconnect with the LaPlatte river trail networks and path systems already in place.

Housing

Village Walk proposes a deliberate mix of housing types designed to deliver a diversified neighborhood populated by residents of varying family size, income brackets, and phases of life. These housing types consist of single-family homes, duplexes, attached townhomes, rowhouses, and smaller multi-family buildings. All are organized around a connected internal road network with building orientation designed to create a welcoming and pedestrian scaled streetscape. The housing mix reflects the missing "middle housing" types encouraged by the V-2 and R-N district purpose statements and provides meaningful variation in size, price point, and configuration across the project. As required by the PDA, at least 15% of units will be at or below 1,700 square feet and at least 25% will be between 1,700 and

2,500 square feet, in keeping with both O'Brien Brothers' approach to development as well as the intent of the PDA to not create a neighborhood of "McMansions" and to also allow for architectural and scale diversity.

Affordability

O'Brien Brothers voluntarily committed to 12% of the total units being permanently affordable prior to Shelburne adopting any inclusionary housing requirement, or even knowing whether in fact the town would do so. The Town subsequently adopted a 10% inclusionary requirement, and the PDA's framework requires O'Brien Brothers to deliver the greater of 12% or 2% above whatever the ordinance requires — resulting in a combined obligation of 12%, no fewer than 45 units at maximum buildout. Phase 1 includes 115 units and therefore requires 14 affordable homes. These homes are designated within the initial 115 units. The Project is proposing a specific income affordability mix and unit designations in conformance with the zoning regulations and the PDA. The result will be that each phase of development permitted will include/designate its requisite affordable units at the time of final approval, ensuring that the full 12% affordability requirement is met.

Phasing and Permitting

While this application seeks full approvals for construction of only Phase 1, it simultaneously seeks full subdivision approval for all 132 lots in the development, approval for traffic impacts associated with the maximum buildout, waivers necessary to ensure cohesive development patterns throughout the PUD, the complete internal street network, and the full open space and conservation framework across all five phases. Full engineering detail will be provided for only Phase 1. Future phases are established through the lot lines, street network, and development envelopes, but will not propose specific buildings at this time. Site plan review and final approvals for construction for those future phases will be pursued over time, prior to commencement. This approach allows the project to be evaluated comprehensively at the initial permitting stage while preserving the design flexibility necessary for a multi-year buildout.

Planned Unit Development Framework

Village Walk will be reviewed as a Residential Planned Unit Development under Chapter 7600, utilizing the TND framework. The PUD framework allows the project to be evaluated holistically against the 110-acre development area rather than lot-by-lot against underlying district standards and gives the Development Review Board authority to waive or modify zoning district dimensional and site design standards where the TND design requires it. Several waivers are anticipated, including side yard setback reductions, frontage reductions, and garage standards modifications — all of which are described in detail in the body of this narrative. These waivers are modest, justifiable, and essential to delivering the compact, efficient, pedestrian scaled, and affordable neighborhood that Village Walk is designed to be. All waivers will be sought for the entire PUD area, meaning the waivers will vest with the PUD and be applicable/allowable for current and future phases. This is requested to ensure that investments in infrastructure and the neighborhood can be relied upon for consistent development over the life of the project, which will extend through inevitable changes in the zoning that will happen in subsequent years after those investments are made by O'Brien Brothers. It is absolutely critical for the Applicant to have confidence that the conditions mutually agreed to through this permitting process will remain in place for the duration of the project in order to make the substantial level of investments required along with other commitments to the community.

Introduction and Project Overview

O'Brien Brothers, on behalf of Forest Park Realty Corporation ("FPR"), submits this Sketch Plan application to the Town of Shelburne Zoning Administrator pursuant to the Shelburne Unified Land Use Regulations (adopted January 28, 2026) for Village Walk (the working project name), a large-scale Traditional Neighborhood Development (TND) proposed on approximately 199 acres located along Irish Hill Road, Thomas Road and Spear Street in Shelburne, Vermont.

The subject parcel spans four zoning districts: Village 2 (V-2), Residential Neighborhood (R-N), Rural Residential (RL-RES), and Rural Resource Protection (RL-RP). Development is proposed only within the V-2 and R-N portions of the parcel. The development area comprises approximately 110 acres located north of Thomas Road; the remaining acreage south of Thomas Road, which includes the RL-RES and RL-RP zoned land, is designated as the Southern Conserved Area and will be permanently dedicated to the Town prior to the issuance of the first zoning permit for any dwelling unit within the project, as described further below.

Village Walk is being pursued in accordance with the Pre-Development Agreement executed by O'Brien Brothers, FPR, and the Town of Shelburne on January 28, 2025, and recorded in the Shelburne Land Records at Vol. 492, Pg. 538 (the "Pre-Development Agreement"), which establishes the foundational framework of commitments governing the project's development, conservation, affordability, energy, and infrastructure obligations.

Housing Program

Village Walk proposes up to 375 new dwelling units, the maximum permitted under the Pre-Development Agreement, across a range of housing types designed to deliver a complete neighborhood. The project includes single-family homes, duplexes, triplexes and larger rowhome style buildings, as well as multi-unit condominium flat or apartment-style buildings, organized around an entirely new internal street network, with two small commercial spaces sited near the primary project entrance.

As required by the PDA, at least 15% of units will be at or below 1,700 square feet and at least 25% will be between 1,700 and 2,500 square feet, ensuring meaningful housing choice across size and price point. A minimum of 12% of all dwelling units - no fewer than 45 units at 375 total - will be permanently affordable and integrated throughout the development concurrently with market rate construction.

Project Phasing and Permitting Strategy

Village Walk is designed as a five-phase development to be built over an anticipated 10-to-15-year period, proceeding generally from north to south beginning at the Irish Hill Road frontage and progressing toward Thomas Road. The project proposes 132 lots in total across the 109.77-acre northern development area, including single-family lots, attached dwelling lots, open space parcels, and two lots near the project entrance, Lots 2 and 3, proposed for larger 2-story multi-family buildings each incorporating one small ground-floor commercial service space.

This application seeks full subdivision approval for the entire project, covering all 132 lots, the complete internal street network, full anticipated traffic impacts, and the full open space and conservation framework across all five phases. The accompanying plan set provides full detail for Phase 1, including building envelopes, lot layout, street design, and open space, and this application will address all relevant criteria for site plan review for Phase 1 lots, with one exception: the building footprints shown for Lots 2 and 3 are schematic and provided for reference and ease of review only. Full site plan applications for Lots 2 and 3 will be submitted as separate future applications.

For Phases 2 through 5, the plan set establishes the lot lines, street network, and development envelopes that are being permitted in full as part of this subdivision approval. Site plan review for attached dwellings and any other uses requiring such review in those later phases will be addressed in future applications submitted as each phase proceeds, in order to preserve design flexibility over the project's multi-year buildout and to manage the complexity of this initial application.

Conservation and Open Space

The project's conservation commitment is central to its design identity. A minimum of 60% of the total 199-acre property will be maintained as open space, comprising the Southern Conserved Area (approximately 89 acres south of Thomas Road, to be dedicated to the Town). As currently designed, the project exceeds this commitment considerably: approximately 144.2 of the property's 198.97 acres, roughly 72%, is shown as open space on the accompanying plans. This figure reflects current design intent and may be refined as the project progresses through Preliminary and Final Plan review; the PDA's 60% minimum remains the binding commitment. The LaPlatte River corridor will be avoided and conserved as outlined on the attached plans. This combination of compact, walkable development concentrated in the northern 110-acre area and meaningful, permanent conservation of the balance of the property reflects the precise vision articulated in the purposes of the V-2 and R-N districts: efficient use of serviced land, missing middle housing, neighborhood connectivity, and protection of important natural resources.

Planned Unit Development Framework

Village Walk will be reviewed and permitted as a Residential Planned Unit Development under Chapter 7600 of the regulations, utilizing the Traditional Neighborhood Development (TND) framework. The TND designation reflects the project's fundamental design philosophy: compact, mixed building-type residential development organized around a connected internal street network, with buildings oriented to the street, a deliberate range of lot sizes and housing types, and conservation of open land as a defining neighborhood amenity.

The PUD framework provides the Development Review Board with the authority to waive or modify zoning district dimensional standards and site design standards within the development pursuant to Sections 2404.A(3), 2404.B, 2404.C, and 2404.D, allowing the project to be evaluated holistically against the 110-acre development area rather than lot-by-lot against underlying district standards. Lot coverage compliance will be demonstrated on a site-wide basis in accordance with Section 7605.B, with the applicable maximum of 60%, the greater of the V-2 and R-N district standards, governing the development area as a whole.

Major Subdivision Review Criteria

In the sections that follow, this narrative addresses each of the twelve major subdivision review criteria established in Figure 2-16 of these regulations. O'Brien Brothers recognizes that full technical compliance with each criterion will be demonstrated at the Preliminary and Final Plan stages; the purpose of this sketch plan narrative is to establish that the project is conceptually sound, consistent with the purpose and intent of the V-2 and R-N districts and the Pre-Development Agreement, and well-positioned to satisfy each criterion through the design process that follows. We will look forward to the review of the Town and to refinements that can be made as we proceed toward preliminary plat.

Criterion 1: Dimensional Standards

Village Walk is proposed as a Residential Planned Unit Development under Chapter 7600, utilizing the TND framework, and will be evaluated holistically against the 110-acre development area rather than on a lot-by-lot basis. The Development Review Board is authorized to waive or modify dimensional standards within the development pursuant to Sections 2404.A(3), 2404.B, 2404.C, and 2404.D.

The PUD framework also enables the placement of more than two principal structures on residential lots where the design requires it. Under Section 3103.B, multiple principal structures on a residential lot are only permitted within a planned unit development; Village Walk relies on this provision for lots that propose attached dwellings. All of the attached dwelling lots are anticipated to have multiple principal structures and approvals should recognize and permit that.

The project currently identifies four dimensional waivers necessary to facilitate TND development:

- Side yard setback reduction from 10 feet to 6 feet
- Frontage reduction from 60 feet to 42 feet
- Height waiver to permit three-story townhomes on Lots 29 through 32 (the lime green buildings on the draft plan). These townhomes are designed as rear-load rowhouses with ground-floor garages accessed from an alley and two living levels above, ranging from approximately 1,500 to 2,000 square feet. The three-story configuration minimizes building footprint, supports achievable density, and allows for an efficient design and construction thereby enabling more accessible price points.
- Building footprint waivers for Lots 2 and 3. The maximum building footprint of 6,000 square feet in both the V-2 and R-N districts limits the size of buildings. For the majority of buildings within Village Walk this standard is comfortably met. However, Lots 2 and 3 are proposed for larger two-story multi-family buildings with ground-floor commercial spaces, and the footprints of those buildings as schematically shown on the accompanying plans will exceed 6,000 square feet.

O'Brien Brothers requests that the DRB make a finding and grant a waiver for the building footprint standard on Lots 2 and 3 as part of this subdivision approval, in order to establish that the vision for those lots as described and depicted herein is approved in concept. The specific footprint dimensions will be confirmed and engineered plans provided at the time full site plan applications are submitted for those lots.

Lot coverage compliance will be demonstrated on a site-wide basis in accordance with Section 7605.B. As the development site spans multiple zoning districts, the maximum lot coverage is governed by the most permissive district standard, 60% as established in the V-2 district, applied across the entire 198.97-acre site. As shown on the accompanying plans, the total development area of the project is 54.77 acres against a maximum allowable coverage of approximately 119 acres. Given this substantial margin, lot coverage will not be a constraint for this project and will not be addressed further.

Criterion 2: Access and Circulation

Village Walk will provide a complete internal street network serving motorists, emergency vehicles, bicyclists, and pedestrians in conformance with Chapter 4000 and Chapter 4200. The project proposes two primary vehicular access points from Irish Hill Road, with an interconnected system of local streets and yield streets distributing traffic efficiently across the development.

Pedestrian and bicycle infrastructure is shown throughout the plan set. Proposed sidewalks are shown in orange on all streets. Off-street trails and path connections are shown in red. The main interconnecting street between Irish Hill Road and Spear Street is designed with a sidewalk on one side and a multi-use recreation path on the other, ensuring multiple modes of transportation including vehicular, bicycle and walking, all in safe and defined lanes. The majority of internal yield streets, which serve limited numbers of residential units, are proposed with a sidewalk on one side only. Under Section 7605.A, the DRB has broad authority to waive or modify site design standards under Article 4 within a TND PUD. O'Brien Brothers requests that the DRB exercise this authority to approve one-sided sidewalks on internal yield streets, consistent with the compact neighborhood character of the development and the pedestrian network provided throughout the site. These low traffic streets do not require this additional infrastructure to function safely, and the cost of that infrastructure has a negative impact on the affordability of the neighborhood, as well as increasing impermeable surfaces on the site.

Rear alleys are incorporated throughout the project to serve garage and parking access for attached dwelling units and rowhouses, removing garage doors from street-facing facades and contributing to a pedestrian-friendly streetscape where possible. Section 4009 specifically contemplates alleys and allows setback requirements on alleys to be reduced to zero feet.

Phase 1 includes communal greens near the townhome and rowhouse lots, with a network of sidewalks and paths connecting residential buildings, the greens, and the broader street network. These areas will be landscaped and detailed plans for those areas will be provided.

As required by the PDA, a continuous multi-use recreation path extends from Irish Hill Road through the development to Thomas Road, connecting further to a proposed pedestrian crossing and small parking area serving the Southern Conserved Area. The recreation path connection was provided all the way to the conservation land, per the request of the bike and pedestrian committee, with whom we met this past winter. This new path will create pedestrian connectivity from the Southern Conserved Area to the recreation path along Irish Hill Road, the new Falls Road Bridge, and the LaPlatte River Nature Park.

Emergency vehicle access has been a primary consideration in the design of the street network. The project proposes a second vehicular connection to Irish Hill Road running through the Lots 2 and 3 area, which will be constructed in Phase 1 and operational by the time the 75th dwelling unit is occupied. This second access point ensures that emergency vehicles have two independent routes into the neighborhood should an incident close the primary access point. Fire apparatus access requirements will be confirmed with the Shelburne Fire Chief prior to Preliminary Plan submission. Full conformance with Chapter 4000 and Chapter 4200 standards will be demonstrated at the Preliminary Plan stage.

Criterion 3: Stormwater, Erosion Control and Low Impact Development

Village Walk will be designed to conform with the low impact development, erosion control, and stormwater management standards of Section 6104 and Chapter 4500. The project will require a State Stormwater Permit given the scale of proposed impervious surface, and a professionally prepared stormwater management plan will be submitted with the Preliminary Plan application in accordance with Section 4504.

The site's existing character as a large open meadow with significant natural infiltration capacity provides favorable conditions for stormwater infrastructure practices. Proposed stormwater management areas are shown on the accompanying plan set. The project's phased construction approach supports compliance with Section 6104 by limiting the area of soil disturbance at any one time, and a professionally prepared erosion control plan will be provided at the Preliminary Plan stage.

As required by Section 4505.B, the project will provide a shared stormwater system sized to serve the development as a common plan. The system will be designed to meet the channel protection, peak discharge, and drainage structure standards of Section 4505. Full stormwater engineering, including modeling, infiltration testing, and maintenance plans, will be provided at the Preliminary Plan stage.

Criterion 4: Exterior Lighting

Village Walk will provide exterior lighting in conformance with the purposes of Chapter 4700, enhancing safety, preventing light trespass, conserving energy, minimizing disruption to nocturnal ecosystems, and preserving night sky visibility. The project's approach to lighting is intentionally restrained, reflecting the conservation character of the development, the rural and residential context of the surrounding area, and a commitment to minimizing light pollution for existing neighbors and the broader community.

All residential buildings across the project will include dark-sky compliant exterior fixtures at doorways, porches, garage doors, and access points, consistent with standard residential practice and electrical code requirements. These fixtures will be small, residential-scale, full cut-off dark-sky compliant luminaires which residents are used to seeing lighting up a front porch or an entry door.

Because individual home plans for each lot will not be known until purchase, with dozens of options and configurations possible, precise fixture locations and specifications cannot be determined at this stage, and photometric modeling for individual residential buildings is not practicable. To the degree required, these will need to be waived by the DRB, under the authority granted within a PUD.

O'Brien Brothers will request that the DRB grant broad approval for the inclusion of dark-sky compliant residential fixtures at each doorway, porch, and access point across the project, and will further request a waiver from the requirement for professionally prepared photometric lighting plans for all buildings containing fewer than seven units. For buildings of seven units or more, full lighting plans will be provided.

With respect to street lighting, O'Brien Brothers requests that the DRB exercise its authority under Section 7605.A to waive or modify the street lighting standards of Section 4705.B as applied within this TND PUD. The project proposes to install streetlights at major project intersections and marked pedestrian crosswalks identified as safety concerns by our traffic consultants or the DRB, and nowhere else. The standard street lighting provisions requiring lights at all intersections, crosswalks, and multi-unit driveway entrances, spaced no more than 400 feet apart, are designed for more urban contexts and would result in a level of illumination that is inconsistent with the conservation character of this development, unnecessary given the low traffic volumes on internal yield streets, and materially more impactful on light pollution and neighboring properties than the residential door fixtures described above. O'Brien Brothers submits that targeted lighting at major intersections and safety crosswalks, combined with dark-sky compliant residential fixtures throughout, is the appropriate standard for a conservation-minded neighborhood of this character.

Full lighting and photometric plans for applicable buildings will be submitted at the Preliminary Plan stage.

Criterion 5: Construction Specifications

Village Walk will be designed and constructed in conformance with all applicable town and state specifications for streets, sidewalks, utilities, and emergency access. The project's engineering team, Krebs & Lansing, will ensure that all proposed infrastructure meets the requirements of the Shelburne Department of Public Works and applicable Vermont Agency of Transportation standards.

Criterion 6: Municipal Services and Community Facilities

Village Walk will generate demand for water, wastewater, educational, recreation, public safety, and emergency response services. As outlined below and clearly discussed in the public record for the PDA, this demand will be reasonable and will not create an undue adverse effect on existing or planned community facilities.

- **Fiscal Impact.** In 2024, Shelburne's Director of Planning and Zoning prepared a fiscal impact analysis of the Village Walk proposal at the request of the Town Manager. That analysis, prepared in consultation with each town department head, concluded that the project would produce a net positive fiscal impact for the Town, with new property tax revenues and development fees exceeding the projected costs of municipal service increases. Department heads for rescue and fire characterized the impact on their respective departments as de minimis given the project's phased buildout over 10 to 15 years. There is no reason to believe that any of the underlying facts analyzed in this document have changed.
- **Water and Sewer.** The PDA establishes the framework for water and sewer service to the property. The Town has agreed to expand its water and sewer service areas to include the parcel and has confirmed in so doing, that it has sufficient capacity to support the proposed development. O'Brien Brothers and FPR will be responsible for all wastewater infrastructure improvements attributable to the project, including larger sewer lines, pumping stations, and any off-site extensions required, in accordance with the PDA. As the preliminary plans are developed these improvements will be noted and included in Project plans.
- **Schools.** As confirmed through data presented during the public hearing process for the Pre-Development Agreement, Shelburne Community School has experienced declining enrollment since the 2016-17 school year, with projections indicating continued decline through the end of the decade. The phased introduction of new families into the community over 10 to 15 years, combined with a unit mix weighted toward smaller homes, is expected to generate a modest and gradual increase in school-age population that the district is well-positioned to absorb.
- **Recreation.** The project contributes meaningfully to community recreation infrastructure through the dedication of the Southern Conserved Area, the construction of a continuous multi-use recreation path, and the provision of communal greens and open space within the development, reducing rather than increasing demand on existing Town recreation facilities. The Project also proposes to construct a new playground at the location dedicated on the Project plans, for the use of the entire community, not just the neighborhood.
- **Traffic.** As required by the PDA, O'Brien Brothers commissioned a Transportation Impact Study prepared by WCG (Corey Mack, PE, PTOE), dated September 18, 2025, which is submitted herewith as Exhibit 001. The study analyzed trip generation and intersection capacity for the full 375-unit buildout across a study area of 12 intersections. The study concludes that the proposed project is not expected to impact the condition or capacity of the affected roads and associated infrastructure, and will not cause or exacerbate unreasonable congestion or unsafe conditions on the existing local roadway network. The study's findings are addressed in detail under Criterion 8 below.

Criterion 7: Compatibility with Character of the Area

Village Walk is designed to be compatible with and to enhance the character of the surrounding area, and will not substantially or permanently impair the lawful use or development of adjacent property.

Land Use Pattern: The project site is located within walking distance of Shelburne Village center, close to schools, the post office, grocery stores, restaurants, and other village amenities, making it among the most suitable locations in Shelburne for new residential density. The Rivercrest neighborhood, previously developed by O'Brien Brothers, sits directly across Irish Hill Road at the Thompson Road intersection, and the Wildwoods neighborhood, also developed by O'Brien Brothers, borders the property to the east

O'Brien Brothers has a long track record of adding value to the community by building compatible, high-quality neighborhoods in this part of Shelburne, and Village Walk continues that tradition. The proposed mix of single-family homes, attached dwellings, and small-scale multi-family buildings reflects the *missing middle* housing types encouraged by the V-2 and R-N district purpose statements, and the two small ground-floor commercial spaces on Lots 2 and 3 are neighborhood-serving in scale and consistent with the V-2 district's purpose.

Building Bulk, Form and Scale: Village Walk proposes a wide range of home styles and sizes in furtherance of Town goals and the principles of TND development. The enclosed sketch plan demonstrates the varied architecture and unit mix, including duplex-style townhomes, larger single-level townhomes, large and small single-family homes, two-story flat-style dwellings on Lots 2 and 3, and the three-story rowhouses discussed under Criterion 1. The placement of these uses is context-specific and intentional. The most intense uses align with the V-2 district near the project entrance, the three-story townhomes are located centrally within the development, and smaller-scale uses populate the project boundaries, creating a deliberate transition to a lower density development pattern around the perimeter. Existing neighbors are buffered by trees and transition areas.

Greenspace: The project permanently dedicates the Southern Conserved Area to the Town for conservation and public access, retains over 60% of the total 199-acre property as open space, and provides communal greens, pocket parks, a new playground, and a continuous multi-use recreation path within the development. Open space areas are publicly accessible and distributed throughout the project, ensuring that greenspace is a defining feature of the neighborhood. The open space network connects internally to the Southern Conserved Area and externally to the existing Town trail and sidewalk network.

Historic Resources, Landmarks, Views and Scenic Resources: The project site is a historic farm property set in an expansive meadow with significant views of the Adirondack Mountains to the west. O'Brien Brothers recognizes these scenic resources as central to the character of this part of Shelburne and has designed the project to protect and enhance them. Development in the main meadow area consists of modest two-story homes, preserving the open character of the landscape. Project open spaces, parks, trails, and paths actively enable the public to experience these views, whether visiting the neighborhood or traveling through on the shared-use path. The community benefits from the ability to enjoy its views and spaces and the Project will create that opportunity.

Adjacent Properties: The project's phased buildout over 10 to 15 years will allow adjacent property owners to absorb the development incrementally. The internal street network is self-contained and does not require use of existing neighborhood streets for construction access or resident circulation. As described above, the project is deliberately designed with its most intense uses concentrated internally, transitioning to smaller-scale homes at the project boundaries. Along the Wildwoods boundary to the east, substantial wooded buffers separate the new development from existing homes. Adjacent to the planned park area, significant open space is maintained to provide a generous buffer between the project and neighboring residences. Landscaping and buffering along all project boundaries will be addressed in detail at the Preliminary Plan stage.

Off-Site Impacts: Lighting is addressed under Criterion 4. Traffic is addressed under Criterion 8. Project noise will be regulated by applicable ordinance.

Criterion 8: Traffic

A Transportation Impact Study (TIS) for Village Walk was prepared by WCG (Corey Mack, PE, PTOE) dated September 18, 2025, and is submitted herewith as Exhibit 001. The study was prepared in accordance with VTrans Transportation Impact Study Guidelines, the ITE Multimodal Transportation Impact Analysis for Site Development recommended practice, and the Town of Shelburne Zoning Bylaws, with consideration of the (at the time and now adopted) Draft Shelburne Unified Land Use Regulations. The study analyzed the full 375-unit maximum buildout and evaluated 12 intersections within the study area, including the signalized intersections on US-7 at Falls Road/Harbor Road and Bostwick Road/Marsett Road as requested by the Town.

The study estimates that the project will generate 218 new vehicle trips in the AM peak hour and 282 new vehicle trips in the PM peak hour at full buildout. The study's overall conclusion is that the proposed project is not expected to impact the condition or capacity of the affected roads and associated infrastructure, and will not cause or exacerbate unreasonable congestion or unsafe conditions on the existing local roadway network.

There were no state designated high crash locations adjacent to the project area. A minor cluster of crashes was identified at the Spear Street and Irish Hill Road intersection, for which the study recommends improvements to sign visibility. The project is not expected to create or contribute to unsafe conditions.

The study recommends the following mitigation measures, which O'Brien Brothers commits to addressing as part of the project:

- Improve visibility of stop and stop-ahead signs at the Spear Street and Irish Hill Road all-way stop intersection
- Consider conversion of the Spear Street and Barstow Road intersection to all-way stop control
- Connect the proposed internal sidewalk network to the existing sidewalk network with enhanced crosswalk features at the Irish Hill Road and Thompson Road intersection
- Maintain sight lines at all proposed site driveways through regular tree trimming and mowing
- Conduct post-construction traffic monitoring one year and five years after occupancy

Turn lanes are not warranted or recommended at the primary Irish Hill Road site entrance. The TIS will be updated as the project progresses and the final unit count and mix are confirmed.

Criterion 9: Environmental Protection Standards (Article 6)

Village Walk is designed to comply with the environmental protection standards of Article 6. The project site contains several resource features regulated under Article 6, all of which have been identified on the accompanying plan set and have informed the development envelope design.

- **Surface Waters, Wetlands and Vernal Pools.** Delineated wetlands and their 50-foot buffers are shown on the accompanying plans, and the development envelopes throughout the project have been designed to avoid all classed wetlands delineated on the site, consistent with Sections 6003.D and 6008, with the exception of the secondary access proposed, and discussed further below. Riparian buffers along stream banks are similarly shown and excluded from

development. The LaPlatte River corridor, which runs through the southern portion of the property, is entirely within the Southern Conserved Area and will be permanently protected through the conservation dedication required by the PDA.

Secondary Access Crossing. The project's secondary access to Irish Hill Road, described under Criterion 2, requires a road crossing of a Class 2 wetland and its associated buffer. Section 6003.A prohibits development within Class 2 wetlands and their buffers, but expressly excepts development allowed through a waiver granted under Section 6003.E, and Section 6003.E(1)(e) specifically authorizes waivers for "utility or access crossings necessary to allow reasonable use of adjoining land." O'Brien Brothers requests that waiver here and believes the crossing satisfies the criteria of Section 6003.E(5). The crossing is proposed for public safety. The secondary access ensures that residents and emergency vehicles have an independent route into and out of the neighborhood if the primary entrance is blocked — a clear public benefit that is necessary to the reasonable use and safe development of the property. There is no wetland-free alternative: the Class 2 wetland occupies the remainder of the property's Irish Hill Road frontage, such that the only unconstrained connection point is the primary entrance itself, or a road that is immediately adjacent to the primary entrance with limited or no separation, that would be confusing to drivers, and likely create an unsafe condition.

The proposed crossing location reflects a balance between limiting wetland impact and creating a road network that actually functions. The crossing has been sited to provide logical spacing between the two access points — locating the crossing to fully minimize wetland impact would place the secondary access immediately parallel to the primary entrance road, undermining both the emergency access function and sound street network design. The resulting impact is small in area, logical in location, and produces a usable, safe, and well-connected road network, consistent with the avoidance, minimization, and mitigation of impacts to the greatest extent practicable under Section 6003.E(5)(c). Final crossing design will incorporate measures to maintain wetland hydrology and ecological function. In accordance with Section 6003.E, O'Brien Brothers will submit the required ANR Permit Navigator materials and understands that the waiver application will be subject to environmental review under Section 2305 and referral to the Agency of Natural Resources, and that any approval will be conditioned on delivery of all required state and federal wetland permits prior to construction per Sections 6003.E(6), 6007.B and 6007.C. It is our belief that this impact can be permitted under the Shelburne rules, as well as State rules. While this limited impact will detract from the current wetland functions at this location, the project is preserving and removing from agricultural practices, many acres of low-functioning wetlands that are currently farmed for corn. The offsetting benefits of these large areas being allowed to regenerate disproportionately benefit wetland redevelopment, and when viewed on the whole, the project being effected will create more wetlands than it impacts, by allowing huge areas now farmed to transform into high functioning wetland sites.

Categorical Class 2 Wetland. The plans also identify a large categorical Class 2 wetland within a future phase of the project. No development within, or impact to, this wetland or its buffer is proposed or requested as part of this application, and the area is excluded from all development envelopes in the plans submitted. The proposed subdivision sets this area aside within a single large lot. O'Brien Brothers anticipates seeking review of this wetland's classification and permissibility with the State of Vermont as the project progresses; any future development of that area would be pursued through separate future applications with the benefit of a formal state determination. To be clear, a categorical Class 2 wetland is a state-jurisdictional wetland on account of its size (greater than ½ acre) regardless of its function and values. Meaning, its functions and values are equivalent to a Class 3 wetland, however because it meets a certain size threshold, the state regulates it as a Class 2 wetland. The wetland may not even be considered a wetland per federal regulations (to be determined). It is unclear how the Town's

Regulations treat this wetland as Categorical Class 2 wetlands are not mentioned in the zoning regulations. We believe that should the state allow impacts here, the Town regulations can follow course but would request the Zoning Administrator's interpretation of such.

Development envelopes have otherwise been designed to avoid all mapped surface waters, wetlands, vernal pools, and their associated buffers.

- **Steep Slopes.** The northern development area is predominantly an open meadow with generally gentle topography suitable for development. Areas of steeper slope are identified on the plan set and development envelopes have been located to avoid them to the maximum extent practicable. Where grading on or near slopes is required, erosion control measures will be designed in accordance with Section 6104 and included in the Preliminary Plan submission.
- **Significant Natural Communities and Species.** A review of significant natural communities and rare, threatened and endangered species habitat under Sections 6204 and 6205 will be completed as part of the Preliminary Plan environmental review process.
- **Working Lands.** The working lands provisions of Chapter 6300 apply only in the Rural Heritage and Tourism and Rural Resource Protection zoning districts and therefore do not apply to the V-2 and R-N portions of the site where development is proposed.

Criterion 10: Logical Extension of Settlement Patterns and Interconnected Street Networks

Village Walk directly and compellingly satisfies this criterion. The project site sits between two existing O'Brien Brothers neighborhoods, Rivercrest to the north and Wildwoods to the east, and is located within walking distance of Shelburne Village center. Development of this parcel is the logical next step in the incremental growth of the serviced residential area of Shelburne, filling in a large undeveloped meadow that is surrounded on multiple sides by existing neighborhoods and village amenities.

The project's internal street network is designed as a fully interconnected system of local streets and yield streets, with no single-outlet dead ends to the maximum extent practicable given site constraints. The network provides three connections to the surrounding public highway system: at Irish Hill Road opposite Thompson Road, at Spear Street, and at Thomas Road, ensuring that the new neighborhood is integrated into the broader town street network rather than isolated from it.

The project also extends the Town's pedestrian and bicycle network in a meaningful way. The continuous multi-use recreation path connecting Irish Hill Road to Spear Street and the Southern Conserved Area creates a new off-street connection through this part of Shelburne that did not previously exist, linking the new neighborhood to the village, existing neighborhoods, and the LaPlatte River conservation corridor. Sidewalk connections at the Irish Hill Road and Thompson Road intersection will tie the new network to the existing sidewalk infrastructure.

Criterion 11: Efficient Use of Land and Minimization of Infrastructure

Village Walk is designed to make efficient use of land and to minimize the amount of street, driveway, and other infrastructure necessary to serve the lots. The TND framework is specifically suited to this criterion, as its core planning principles emphasize compact development, shared infrastructure, and the elimination of redundant roads and driveways.

The project's yield street network serves multiple lots from a single street corridor, minimizing the total linear footage of road required to serve the development.

The concentration of development within the northern 110-acre area, leaving the remaining 89 acres as conserved open space, reflects a deliberate land use efficiency strategy. Rather than spreading development across the full parcel at lower density, the project clusters homes in a compact, walkable neighborhood served by a single integrated street and utility network. This approach minimizes the total infrastructure required to serve up to 375 dwelling units while preserving the majority of the property in its natural state.

As shown on the accompanying plans, the total development area of 54.77 acres supports up to 375 units, a density that would not be achievable through conventional lot-by-lot subdivision without a substantially larger and more costly infrastructure network. The PUD framework enables this efficiency by allowing the project to be designed and evaluated holistically rather than constrained by individual lot dimensional standards.

Criterion 12: Variation in Lot Size and Frontage

Village Walk fully satisfies this criterion. The project is explicitly designed to avoid the cookie-cutter subdivision pattern that this criterion is intended to prevent. The 132-lot development encompasses a deliberate range of lot sizes, configurations, and frontages reflecting the varied building types proposed across the project.

Single-family lots range from smaller in-town sized parcels of approximately 0.10 acres to larger lots of 0.23 acres and above, providing meaningful variation in scale and character across the neighborhood. Attached dwelling lots vary significantly in size and configuration depending on the number of units proposed, the presence of alley access, and their relationship to streets and open space. The larger Lots 2 and 3 at the project entrance are of a fundamentally different scale and character than the residential lots throughout the remainder of the development.

The TND framework inherently produces lot variation, as the design responds to topography, street geometry, open space locations, and the placement of different building types in context-appropriate locations. The result is a neighborhood where lot sizes and frontages vary organically from block to block and within individual blocks, consistent with the traditional neighborhood patterns found throughout Shelburne village and the surrounding area.

VIII. Additional Regulatory Standards

Inclusionary Housing (Chapter 5300)

Village Walk is subject to the inclusionary housing requirements of Chapter 5300. Notably, O'Brien Brothers committed to providing affordable housing as part of the Pre-Development Agreement executed on January 28, 2025, before the Town of Shelburne had adopted any inclusionary housing requirement. At the time the PDA was negotiated, Shelburne had no inclusionary housing ordinance, and the parties could not know what percentage any future ordinance might require. The PDA therefore established a framework that required O'Brien Brothers to provide the greater of: (i) 12% of all dwelling units as permanently affordable, or (ii) a number equal to 2% above whatever inclusionary percentage the Town's Zoning Bylaw ultimately required. The Town subsequently adopted an inclusionary housing requirement of 10% under Section 5304.A of these regulations. As a result, O'Brien Brothers' obligation is 12%, comprising 10% in accordance with the Zoning Bylaw and an additional 2% pursuant to the PDA's requirement to exceed the regulatory baseline, no fewer than 45 units at the maximum buildout of 375 units.

The same framework governs how the income band distribution of affordable units is determined. The PDA required O'Brien Brothers to follow whatever income band distribution the Town's Zoning Bylaw ultimately required for the base regulatory percentage, and to apply the PDA's specific income band table only to the additional units above that baseline. Accordingly, the income band distribution for the base 10% of units, approximately 38 units at 375 total, follows the Zoning Bylaw's distribution formula under Section 5304.F. The income band distribution for the additional 2%, approximately 7 units, follows the PDA's specific income band table. This structure is significant and deliberate. By agreeing to follow the Zoning Bylaw for the base 10% requirement, O'Brien Brothers is treated the same as any other developer in Shelburne with respect to that baseline obligation, maintaining market parity. The additional 2% represents O'Brien Brothers' commitment above and beyond what the ordinance requires, and it is only on that additional increment that the PDA's specific income band framework applies.

Project-Wide Inclusionary Framework

The ultimate density of Village Walk is not yet final, as the project will be built in phases over a 10-to-15-year period and the precise unit count of each phase beyond Phase 1 has not been determined. The project-wide inclusionary obligation will therefore grow as additional units are permitted for construction in future phases. For planning purposes, the following tables illustrate the project-wide obligations at the maximum buildout of 375 units. Because the obligation is composed of two distinct components governed by two distinct income band frameworks, each component is presented separately, followed by the combined project-wide obligation.

Table 1a presents the base 10% requirement, approximately 38 units at maximum buildout, distributed in accordance with the Zoning Bylaw's formula under Section 5304.F: the first 50% of required inclusionary units are provided at or below 150% AMI, with the remaining units allocated in the Bylaw's prescribed order of precedence.

Table 1a: Base Zoning Bylaw Requirement (10% — approx. 38 Units), Distributed per Section 5304.F

Income Band	Required Units	% of Bylaw Component
150% AMI	24	63.2%
120% AMI	5	13.2%
100% AMI	5	13.2%
80% AMI	4	10.5%
Subtotal	38	10% of 375 units

Table 1b presents the additional 2% committed under the PDA, approximately 7 units at maximum buildout. Section 1(c) of the PDA provides that these additional units above the Bylaw requirement are to be distributed in the same percentages as the PDA's income band table: 33% at 150% AMI, 36% at 120% AMI, 18% at 100% AMI, and 13% at 80% AMI, with rounding within each category at O'Brien Brothers' discretion provided the total inclusionary percentage remains at or above 12%.

Table 1b: Additional PDA Commitment (2% — approx. 7 Units), Distributed per the PDA Income Band Table

Income Band	PDA Table %	Required Units
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150% AMI	33%	2
120% AMI	36%	3
100% AMI	18%	1
80% AMI	13%	1
Subtotal	100%	7

Table 1c combines the two components into the total project-wide obligation of 45 units and establishes the blended income band percentages that will be applied to all designated affordable units across the project.

Table 1c: Combined Project-Wide Inclusionary Unit Obligation at Maximum Buildout (375 Units)

Income Band	Bylaw 10%	PDA 2%	Total Required Units	% of Total Affordable
150% AMI	24	2	26	57.8%
120% AMI	5	3	8	17.8%
100% AMI	5	1	6	13.3%
80% AMI	4	1	5	11.1%
Total Affordable	38	7	45	12.0% of 375 units

These percentages by income band represent the blended affordability target derived from applying the Zoning Bylaw's Section 5304.F distribution formula to the base 10% requirement and the PDA's income band table to the additional 2%. Rather than recalculating the income band distribution with each new phase, O'Brien Brothers will apply these blended percentages consistently to all designated affordable units across the project, regardless of the ultimate total unit count. This approach ensures compliance with both the Zoning Bylaw and the PDA in a manner that is straightforward to administer and transparent to the Town.

Phase 1 Inclusionary Requirements and Designation

Phase 1 proposes 115 total dwelling units. The Phase 1 inclusionary obligations are as follows:

Table 2: Phase 1 Inclusionary Requirements

	Units
Total Phase 1 Units	115
Bylaw Requirement (10%)	12
PDA Requirement (12%)	14
Phase 1 Affordable Commitment	14

O'Brien Brothers is required to deliver 14 permanently affordable units in Phase 1. Applying the blended income band percentages established above to the 14 required affordable units produces the following Phase 1 income band distribution:

Table 3: Phase 1 Affordable Unit Income Band Distribution (14 Required Units)

Income Band	Blended %	Required Units	Rounded
150% AMI	57.8%	8.1	8
120% AMI	17.8%	2.5	3
100% AMI	13.3%	1.9	2
80% AMI	11.1%	1.6	1
Total	100%	14	14

The accompanying plan identifies lots TH1 through TH18, shown in light brown, as the lots designated and capable of serving as affordable units within Phase 1. These 18 lots represent the pool from which the 14 required affordable units will be drawn. O'Brien Brothers is committed to designate and restrict 14 of the TH1 through TH18 lots as permanently affordable in Phase 1. The remaining lots within TH1 through TH18, up to 4 units, may be sold as market rate units unless and until additional affordable units are required by future phase permitting.

This is a critical point: O'Brien Brothers is not committing to build all 18 TH-designated lots as affordable units at this time. The designation of TH1 through TH18 establishes the eligible pool of lots from which affordable units will be drawn as the project progresses. As additional phases are permitted for construction, the cumulative affordable unit obligation will increase, and additional TH lots or other designated lots in future phases may be applied to meet that obligation. The specific lots to be restricted as affordable within Phase 1 will be identified and documented at the time of Preliminary Plan submission.

Phase 1 Over-Delivery and Credit Toward Future Phases

O'Brien Brothers has the option, but not the obligation, to designate more than 14 of the TH1 through TH18 lots as affordable in Phase 1. To the extent that O'Brien Brothers elects to designate additional affordable units beyond the 14 required in Phase 1, those additional units will be credited toward the inclusionary obligations of future phases, reducing the number of affordable units required in subsequent phase applications. This allows O'Brien Brothers flexibility in managing the delivery of affordable units across the project's multi-year buildout while ensuring the Town receives its full complement of permanently affordable housing.

Table 4: Phase 1 Affordable Unit Summary

	Units
Phase 1 Total Units	115
Phase 1 Required Affordable (12%)	14
Designated Affordable Pool (TH1-TH18)	18
Maximum Optional Over-Delivery in Phase 1	18

Remaining Units Available as Market Rate	Up to 4
Over-Delivery Credit Available for Future Phases	Up to 4

The Phase 1 affordable units are traditional townhomes, expected to be a mix of two-story two and three-bedroom units, Section 5304.K requires at least 75% of for-sale inclusionary units to have two or more bedrooms; the PDA is more restrictive, requiring that a minimum of 80% of for-sale inclusionary units have two or more bedrooms. The project will meet the more restrictive PDA standard, and as currently designed every designated affordable unit will have two or more bedrooms, exceeding both requirements. The units will be served by designated exterior parking areas and enjoy access to a pleasant courtyard and lawn area as shown on the accompanying plan set. The units will be integrated into the overall project layout and will not be readily distinguishable from market rate units based on exterior design and materials, in accordance with Section 5306.A.

Perpetual affordability will be guaranteed through housing subsidy covenants running with the land in favor of the Town of Shelburne for a period of not less than 99 years, in accordance with Section 5305.A. Draft covenants will be submitted as part of the Preliminary Plan submission.

Garage Standards (§5103.B, §3305.E, and §3305.G)

The Regulations contain three interrelated provisions governing garages and building orientation, and it is worth stating plainly what each requires before describing what the project seeks.

Section 5103.B establishes design standards for structures containing attached dwelling units. As relevant here, Section 5103.B(2) provides that attached garages facing a street — expressly excluding garages accessed from alleys — must: (a) be set back at least 8 feet behind the building frontline; (b) occupy no more than 40% of the total width of the frontage elevation, subject to a built-in flexibility clause discussed below; and (c) have individual garage doors no wider than 16 feet. Section 3305.E then extends these same street-facing garage standards to detached single-unit dwellings within any major subdivision or PUD approved after February 18, 2026 — meaning they apply to every home in Village Walk, from the smallest single-family cottage to the largest rowhouse building, not merely to attached dwellings. Finally, Section 3305.G(4) independently requires that all new principal buildings be oriented to the street with the primary entrance facing the street.

Village Walk embraces the purpose behind these standards: garage doors should not dominate the streetscape, and front doors, not garage doors, should be the primary visual element of the neighborhood. The project's design responds structurally rather than cosmetically. Of the 115 units proposed in Phase 1, 64 are served by rear alleys, representing the majority of units. Because Section 5103.B(2) applies only to garages facing a street and expressly excludes alley access, these 64 units take their garage access entirely out of the street-facing standards, the strongest possible form of compliance with the standards' intent. However, a significant number of lots along the project perimeter back up to woodlands, wetland buffers, and the project boundary, and cannot be served by rear alleys without either destroying natural features or constructing infrastructure that serves no other purpose. For these, street-facing garage access is not a design preference but a site necessity: alley construction in these locations would add impervious surface, infrastructure cost, and construction complexity without meaningful improvement to neighborhood character.

The project's requests follow directly from that framework. Because Section 5103.B(2) applies by its terms only to garages facing a street and expressly excludes alley access, the project requests

confirmation that the garages serving alley-accessed units are not subject to the street-facing garage standards.

For the street-facing units, all garage doors will comply with the 16-foot maximum door width, and principal entrances will remain the dominant visual element of each street-facing façade, in accordance with Sections 5103.B(2)(b)(ii) and 3305.G(4). Village Walk does, however, request a waiver of the 40% frontage width standard of Section 5103.B(2)(b) for its narrower plan types fronting public streets, including duplexes, townhomes, and narrower single-family homes. These plan types are deliberately designed at reduced widths to be more affordable and to achieve the Town's missing middle housing goals, which is the exact circumstance in which the regulation authorizes relief: Section 5103.B(2)(b) permits garage width to exceed 40% where lot width or building type constraints prevent compliance, and states that this flexibility "is intended to enable well-designed, narrower duplex and townhouse units that contribute to the town's missing middle housing stock." All street-facing garage facades will include enhanced architectural treatment, such as recessed garages, varied materials, façade articulation, or dormers, to mitigate visual impact, consistent with Section 5103.B(2)(b)(i). To the extent the DRB deems a formal waiver necessary beyond the flexibility built into the standard itself, this request is made under the DRB's waiver authority in Section 7605.A.

Because driveways serving street-facing garages necessarily place vehicle parking within the private frontage of each lot, the project also requests the determination contemplated by Section 4305.A(2), which prohibits parking within private frontages except where the DRB determines that such parking is necessary to achieve site functionality or design consistency. For the street-facing lots described above, the absence of alley access makes frontage driveways the only functional parking solution, and that determination is plainly warranted.

Finally, consistent with the vesting approach described throughout this narrative, the project requests that these determinations and any associated waivers apply to all current and future phases of Village Walk, providing a consistent and predictable framework for building design across the full buildout.

In addition, the requirement of Section 5103.B(2)(a) that street-facing garages be set back at least 8 feet behind the building frontline is requested to be waived. Recessing the garage face 8 feet behind the front wall of the home forces a deeper building footprint, larger foundation, and more complex framing and thermal envelope, with real consequences for construction cost and home affordability. O'Brien Brothers designs its homes for constructability, cost efficacy, livability, and thermal envelope performance. It is not possible to recess a garage 8' on a home plan that is less than 30 feet wide, as the garage itself occupies 20 feet of width. What this means is that there would need to be a 10' wide section of house built 8' forward of the garage door. This would look ridiculous, and would be counterproductive to the regulatory intent. Village Walk is proposing narrow efficient home types in furtherance of the goals of the city for density, walkability and conservation, and these standards that force larger homes, larger lots and reduced density must be tailored to enable the project. We request the DRB waive this section per their authority, within the Village Walk TND.

Conclusion

As outlined above, our team is excited to bring Village Walk to fruition and we are working hard to bring to life the vision for the Project which will greatly assist Shelburne in meeting its housing targets. We believe that the enclosed sketch plan proposal aligns the goals of the Town, its new regulations, and the Pre-Development Agreement, creating a neighborhood that will be a dynamic and valuable addition to

the community in furtherance of Town and State housing goals. We look forward to the opportunity to discuss this further.