MEMORANDUM

To: The Design Advisory Board  
From: Mary O’Neil, AICP, Principal Planner  
RE: 45-47 Lakeside Avenue, ZP22-231  
Date: May 10, 2022

File: ZP-22-231  
Location: 45-47 Lakeside Avenue  
Zone: RL – W Ward: 5S  
Parking District: Neighborhood  
Date application accepted: April 11, 2022  
Applicant/Owner: Robert Hale, Wild Branch Builders / William Bosley  
Request: Remove aluminum siding, install composite pvc shingle product. Replace windows with 6 over 6 units, alter windows on second floor west, first floor north. Rebuild and connect front porches.

Background:

- **Zoning Permit 08-924CA**: Fiberglass replacement windows. **Denied**, January 2009.
- **Zoning Permit 09-514CA**: replace thirty windows with aluminum clad exterior, wood interior, 1/1 double hung units. January 2009. (Permit has not received a Certificate of Occupancy.)
- **Zoning Permit 78-270**: construct roof over paved parking area (2 car) to create open carport. No additional coverage. January 1979.

Overview:

45-47 Lakeside Avenue was constructed as part of the last group of worker housing for the Queen City Cotton Mill; constructed in 1919-1920 and consisted of five, two and one half story Colonial Revival style duplexes. These were constructed on various open lots within the neighborhood, including 45-47 Lakeside Avenue, 10-12 Central Avenue, 41-43 Harrison Avenue, 67-69 Wright Avenue and 14-16 Conger Avenue. This was known as Dwelling Type E. The Lakeside Historic District was listed on the National Register of Historic Places April 12, 1982. The present application seeks to remove aluminum siding (no zoning permit, but building permit issued August 1982), and return windows to the original 6/6 configuration. Some window openings are proposed to be altered. The dual front porches are proposed for reconstruction, connecting the two separate landings.
Part 1: Land Division Design Standards
No land division is proposed. Not applicable.

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

(a) Protection of Important Natural Features:
There are no identified important natural features identified within the submission. Not applicable.

(b) Topographical Alterations:
Not applicable.

(c) Protection of Important Public Views:
Not applicable.

(d) Protection of Important Cultural Resources:
Burlington’s architectural and cultural heritage shall be protected through sensitive and respectful redevelopment, rehabilitation, and infill. Archeological sites likely to yield information important to the city’s or the region’s pre-history or history shall be evaluated, documented, and avoided whenever feasible. Where the proposed development involves sites listed or eligible for listing on a state or national register of historic places, the applicant shall meet the applicable development and design standards pursuant to Sec. 5.4.8(b).
See Section 5.4.8, below.

(e) Supporting the Use of Renewable Energy Resources:
No part of this application will preclude the use of wind, water, solar, geothermal, or other renewable energy resource.

(f) Brownfield Sites:
This site is not listed on the Vermont Department of Environmental Conservation Brownfields. 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 reconstruction of the front porches will enhance residence comfort and safety. There is no part of this application that threatens to disrupt existing snow removal practices.

(h) Building Location and Orientation: 
No change is proposed to the existing building location and orientation.

(i) Vehicular Access: 
No change is proposed to the existing vehicular access, which is off Central Avenue.

(j) Pedestrian Access: 
No change to the existing pedestrian access. There are individual paths to each primary entrance on the north (front) elevation.

(k) Accessibility for the Handicapped: 
While not required, ADA access is broadly encouraged, if even for Vermont “visitability” standards.

(l) Parking and Circulation: 
The use will remain the same, as will the parking layout and circulation pattern.

(m) Landscaping and Fences: 
No changes to landscaping are included within this application. Fresh landscaping is encouraged at the entrances/primary frontage.

(n) Public Plazas and Open Space: 
Not applicable.

(o) Outdoor Lighting:  
Where exterior lighting is proposed the applicant shall meet the lighting performance standards as per Sec 5.5.2.

If exterior lighting is proposed, fixture information and light levels need to be provided to staff for review and approval.
(p) Integrate infrastructure into the design:

Exterior storage areas, machinery and equipment installations, service and loading areas, utility meters and structures, mailboxes, and similar accessory structures shall utilize setbacks, plantings, enclosures and other mitigation or screening methods to minimize their auditory and visual impact on the public street and neighboring properties to the extent practicable.

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

Any development involving the installation of machinery or equipment which emits heat, vapor, fumes, vibration, or noise shall minimize, insofar as practicable, any adverse impact on neighboring properties and the environment pursuant to the requirements of Article 5, Part 4 Performance Standards.

New condensing units are proposed to be installed within the south carport. Their visibility should be limited from the public way.

There is no site plan with lot coverage, or information about utility connections, mailbox locations, trash or recycling facilities, or any additional mechanical equipment. The applicant is required to provide those items and illustrate them on a site plan and/or building elevations as appropriate.

Part 3: Architectural Design Standards
Sec. 6.3.2 Review Standards

(a) Relate development to its environment:

1. Massing, Height and Scale:

There is no proposed change to the massing, height or scale of the building. Not applicable.

2. Roofs and Rooflines.

The slate roof will be retained.

3. Building Openings

Although there is an earlier permit for window replacement, the windows are not consistent with the zoning permit approval and no Certificate of Occupancy has been issued. A second application for window replacement has been denied.

The application proposes the alteration of several building openings:
1. First floor primary (north) façade, enlargement and change of fenestration pattern.

2. Second floor west elevation is proposed to have different window openings;

3. First floor east elevation will rearrange window openings.

4. The demi-lune window proposed for the gable is original (found in the attic) and proposed for re-installation.

Although the application attempts to refresh the building, many of these alterations deviate from the original exterior appearance of the (National Register) listed building, and therefore alter spatial relationships that characterize the property. See Section 5.4.8, below.

(b) Protection of Important Architectural Resources:
Burlington’s architectural and cultural heritage shall be protected through sensitive and respectful redevelopment, rehabilitation, and infill. Where the proposed development involves buildings listed or eligible for listing on a state or national register of historic places, the applicant shall meet the applicable development and design standards pursuant to Sec. 5.4.8. The introduction of new buildings to a historic district listed on a state or national register of historic places shall make every effort to be compatible with nearby historic buildings.

See Section 5.4.8.

(c) Protection of Important Public Views:
Not applicable.
(d) **Provide an active and inviting street edge:**

In general, the alterations proposed will enhance the streetscape. The porches are a pleasant amenity, but the configuration is not consistent with the earlier appearance of the building, and likely increases lot coverage above what is likely a nonconforming percentage for the zoning district. A site plan, and lot coverage calculation are necessary.

Care must be taken so as not to alter the building to the extreme where it no longer retains its historic integrity.

(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.

The applicant proposes retention of the slate roof, and replacement windows that meet current replacement sash policy (although configurations and RO differ from existing.

The applicant proposes installation of a PVC composite shingle after removing the aluminum siding. Although a building permit was issued for the “steel siding” in August 1982, no zoning permit was issued. The 1982 National Register nomination defined the siding as wood shingle.

The narrative for 45-47 Lakeside described it as the same Building Type “E”. The triple columns at the porch corners, the 6/6 windows, the wood shingle siding and the lunette windows in the gable ends collectively contribute to the Colonial Revival style.

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45-47 Lakeside Avenue. Colonial Revival style, circa 1919-1920. Dwelling Type E. Two and one-half story, symmetrical wood frame duplex with a reinforced concrete foundation, wood shingle siding, and a slate-shingled gable roof. The building measures approximately 42 by 22 feet, or four by two bays, across the front and gable-end elevations, respectively. The entrance doors are located on the outside corner bays of the front elevation and are protected by 1x1 bay, gable roof porches with balustered railings. Six square Tuscan columns and two pilasters support full entablature and pedimented gable on each porch. The windows are six-over-six, double-hung sash with double units in the center bays of the front elevation, and on the gable-end elevations, first floor, front corner bay. The kitchen windows are also six-over-six, but are smaller units and are paired on the rear corner bay of the gable-ends. A semi-circular fanlight is located in each gable peak. The ridge of the roof is trisected by two interior, brick chimney stacks.
This photo from the National Register nomination is 14-16 Conger, but the narrative defines both this and 45-47 Lakeside Avenue as Building Type E.

(f) **Reduce energy utilization:**
The applicant will be required to complete the RBES form after project completion to assure energy efficient windows.

(g) **Make advertising features complementary to the site:**
Not applicable.

(h) **Integrate infrastructure into the building design:**
See 6.2.2. (p), above.

(i) **Make spaces secure and safe:**
Development is required to meet all building and life safety code as defined by the building inspector.

**Sec. 5.4.8 Historic Buildings and Sites**

*The City seeks to preserve, maintain, and enhance those aspects of the city having historical, architectural, archaeological, and cultural merit. Specifically, these regulations seek to achieve the following goals:*
To preserve, maintain and enhance Burlington's historic character, scale, architectural integrity, and cultural resources;

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

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

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

(a) Applicability:

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

45-47 Lakeside Avenue is listed on the National Register of Historic Places within the Lakeside Historic District.

(b) Standards and Guidelines:

The following development standards, following the Secretary of the Interior’s Standards for the Treatment of Historic Properties, shall be used in the review of all applications involving historic buildings and sites subject to the provisions of this section and the requirements for Design Review in Art 3, Part 4. The Secretary of the Interior’s Standards are basic principles created to help preserve the distinctive character of a historic building and its site. They are a series of concepts about maintaining, repairing and replacing historic features, as well as designing new additions or making alterations. These Standards are intended to be applied in a reasonable manner, taking into consideration economic and technical feasibility.

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

   45-47 Lakeside Avenue was constructed as a duplex; a residential use that is proposed to continue.

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

   At present the building shows incompatible alterations. The 1982 historic district narrative defined the siding as wood shingle, but a building permit was issued in August 1982 for Steel Siding, evident in the 1985 city reappraisal photo. Window patterns have been altered, and the gable end lunettes had been removed. Fortunately the latter remain on site and are proposed for re-installation.

   The porches are proposed to be connected; inconsistent with the character of this building type and therefore a spatially conjectural feature.

   Window arrangement and patterns are also proposed to be altered; threatening to move the building further away from its historic character. While some flexibility may be offered on secondary or rear elevations, primary street facades should remain historically accurate. The enlarged Lakeside first floor windows deviate from the acknowledged building type and
therefore diminish the character of the structure. Similarly, the windows fronting Central Avenue (also a street frontage) alter the historic integrity of the building with window pairings that are not true to the original character of the building.

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

The connected porches are not consistent with the Building Type “E”, and are taken from other properties in the neighborhood constructed at different times. Similarly, the proposed window enlargements on the primary façade deviate from the true character of the property and therefore conjectural.

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

None identified.

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

Constructed in the Colonial Revival style, the wood shingle siding is a highly characteristic sheathing. The application proposes a PVC based shingle product. There have been no approvals for a plastic composite for sheathing as is proposed. Although the existing aluminum siding never received zoning approval a building permit was issued in 1982. PVC shingle has not previously received approval as a replacement siding for listed historic properties.

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

Moldings are proposed to be retained or replicated. The slate roof will remain (although there is an annotation on the project plans that the existing standing seam will be retained on the main
roof. Perhaps this was intended for the porch roof?) The 1942 Sanborn map confirms the main roof as slate, with an alternate material for porch roofs. The front porches appear to be enlarged in footprint (depth to house) in this proposal, as well as connected to each other. No site plan has been provided to determine a change in their scale or lot coverage. These porches were constructed as individual entrances, a character feature that should be retained and replicated. The proposed barrier rails are too high for a residential porch of this period. If the ground to decking height is less than 30”, the railings should be reduced to a period appropriate height.

7. Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used. None identified.

8. Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken. No archaeological resources have been identified at this site.

9. New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work shall be differentiated from the old and will be compatible with the historic materials, features, size, scale, and proportion, and massing to protect the integrity of the property and its environment. The comprehensive redevelopment of this structure is ambitious; some of it very welcome like the return of 6/6 windows and the retention (or rebuilding) or chimneys. The fenestration pattern at the primary façade and the enlarged window openings on the west elevation are inconsistent with the original character of the structure and not supported. PVC siding has not found approval as an exterior material replacement, particularly on a listed historic structure. Wood clapboard siding, still readily available, is the best substitute for the metal siding installed in 1982. The individual porches are a characteristic of this Building Type, and should not be altered in footprint or connected to each other.

10. New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired. The alterations that are proposed are so extensive it is difficult to imagine them reversible without photo documentation and a narrative to understand what the original structure looked like.
Items for the Board’s consideration:

- If exterior lighting is proposed, fixture information and light levels need to be provided to staff for review and approval.

- The applicant shall provide information about the following, and illustrate on a site plan/building elevation as appropriate:
  - Existing and proposed lot coverage
  - Mailbox locations
  - Trash/recycling facilities
  - Utility connections
  - Any other mechanical equipment

- The applicant shall provide a site plan to determine if the footprint of the porches are proposed for alteration, and analyze the impacts to lot coverage.