MEMORANDUM

To: The Design Advisory Board
From: Mary O’Neil, AICP, Principal Planner
RE: 45-47 Lakeside Avenue ZP-22-485
Date: September 13, 2022

File: ZP-22-485
Location: 45-47 Lakeside Avenue
Zone: RL-W Ward:5S
Parking District: Neighborhood
Date application accepted: August 23, 2022
Applicant/Owner: Robert Hale, Wildbranch Builders / William Bosley
Request: Remove existing carport and asphalt driveway in the rear of house. Replace existing asphalt driveway with two strips per car (4 total) of pavers or pervious pavers

Remove and replace existing front porches with a larger connected front porch.

Background:

- **Zoning Permit 22-231:** remove aluminum siding, install composite polyvinyl chloride (pvc) shingle product. Replace windows with 6 over 6 units, alter windows on second floor west, first floor north. Rebuild front porches. May, 2022.

- **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:
The dwellings within the Lakeside Development can be categorized into five basic groups of repeated designs which general correspond to specific periods of construction and expansion within the related mill complex.

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 applicant was approved earlier this year for siding and window changes at this existing duplex; the DAB largely supportive of the modern replacement shingle siding and replacement windows. The request to connect the front porches, however was not supported and the DAB advised their rebuild on the same footprint. Lot coverage is a large obstacle to further development (reported existing coverage exceeds 67% on this parcel in a zoning district that limits coverage to 35%). This structure is within the Lakeside Historic District on the National Register of Historic Places, and is subject to regulations relative to the treatment of historic buildings; Section 5.4.8. The DAB did not previously approve connecting the porches due to lot coverage considerations and the proposed alteration of existing features on the primary façade. This application attempts to remedy the lot coverage issue to allow the proposed increased coverage by the larger porch; however there are challenges with both requests.

**Part 1: Land Division Design Standards**
Not applicable.

**Part 2: Site Plan Design Standards**

Sec. 6.2.2 Review Standards

(a) Protection of Important Natural Features:
There are no important natural features identified within the project scope.

(b) Topographical Alterations:
No topographical alterations are proposed.

(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:**
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 approved 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:**
Access is proposed to continue via Central Avenue; however the carport and asphalt pavement are proposed to be removed and replaced with two sets of “tire tracks” in an effort to reduce lot coverage.

(j) **Pedestrian Access:**
There are two walkways leading to separate entrances along Lakeside Avenue. The site plan provided reflects the intent to keep those access paths.

(k) **Accessibility for the Handicapped:**
Not applicable.
Parking and Circulation:
Dimensions of features are not provided on the submitted plan; nor is the plan an official survey of the property. From the coverage description it appears that each concrete strip will be approximately 38’ long or enough for tandem spaces. Google Earth measurements provide a parking length 29’ long to the easterly edge of the carport, while a vehicle is shown exceeding that footprint. The 1978 site plan limits the lot coverage of the carport to 18’ x 18’ with two parking spaces, so any parking east of that dimension exceeds the 1978 approval. Although parking is illustrated in the same location as existing, lot coverage is calculated for lot coverage purposes not just on the tirepaths, but where the vehicle is parked. This reflects that the area is not functionally pervious if parking is occurring there. The lot coverage, therefore, remains impervious where vehicles are parked. Section 8.1.11-1 requires 8 x 16’ for a single parking space (8 x 36 for tandem); for four parking spaces in tandem side-by-side would be 576 sf – the tire tracks up to that parking area must be counted as well. For this limited area, most of the existing lot coverage will remain.

1978 site plan associated with installation of the carport.
Note that there is no pavement east of the (18’ x 18’) carport and only spaces identified in approval.
(m) Landscaping and Fences:
Not applicable.

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

(o) Outdoor Lighting:
No lighting is included within the application. Not applicable.

(p) Integrate infrastructure into the design:
Not applicable.

Part 3: Architectural Design Standards
Sec. 6.3.2 Review Standards

(a) Relate development to its environment:

1. Massing, Height and Scale:
While the height and scale of the structure will remain as existing, the massing is somewhat altered by the proposed porch enlargements/extension. The proposed plan is not consistent with the original massing of the porch, and contrary to the characteristics as recorded in the Lakeside Historic District National Register nomination.

2. Roofs and Rooflines.
A standing seam roof is proposed for the connected porches. Sanborn Fire Insurance Map details indicates the original porch roof was a “composition roof” (typically an asphalt product.\(^1\)) The

pediment-styled roofs are proposed for the new construction, spanned by a shed roof. This replacement porch diverges from the colonial styled separate porch entrances associated with this last group of dwellings constructed for the Cotton Mill employees. Similarly, the three-corner-posts are clearly from the Colonial Revival style and must be retained or reproduced.

3. Building Openings
Doors will remain in the same location as existing.

(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:
Nothing is quite as inviting as an open front porch. While the application proposes the reconstruction of a porch, these duplex buildings of the last phase of Lakeside development had individual porch entries for each of the (two) units. The connected porch has occurred as an alteration with earlier examples within the district (Dwelling Type B, C, and D) and not the last to be built. The district displays porch variation (particularly with Building Type C); however these changes were made prior to adoption of the current ordinance that includes Section 5.4.8. 45-47 Lakeside Avenue retains the original character of the dual porch arrangement characteristic of Building Type E.

(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.

There is no submission to assure there has been consultation with an architectural historian, and there are no material specifics of porch replacement material. The Development Review Board
has specifically denied composite material for porch trim, balusters, railings, and decorative components on a listed historic resource. All materials shall be wood; pressure treated is only considered for the superstructure, and when it is hidden by other sheathing.

Porch decking may be a composite material. IPE is proposed and is acceptable.

(f) Reduce energy utilization:
Not applicable.

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

(h) Integrate infrastructure into the building design:
Not applicable.

(i) Make spaces secure and safe:
All redevelopment must meet required building and life safety code as defined by the building inspector and/or fire marshal.

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 a contributing resource within the Lakeside Historic District, listed on the National Register of Historic Places.

(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.

   The property was constructed as a duplex between 1919 and 1920 as part of the worker housing neighborhood in support of the Queen City Cotton Mill. The duplex residential use will 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.

   The carport was a 1978 addition, and not historic. The dual front porches, however, are specific characteristic features of these last duplexes; ornamented and attired in attributes associated with the Colonial Revival style. 10-12 Central Avenue and 14-16 Conger Avenue, part of that last development wave of worker housing, still retain their wood shingle siding, slate roofs and dual porches; the latter as does 45-47 Lakeside Avenue.

   Although later alterations to siding, windows and the chimney have occurred at 45-47 Lakeside, the owner has received approval to replace the aluminum siding with a composite shingle product and will restore the original window configuration and attic windows. To alter the porches by connecting them to each other threatens to remove a single remaining and important original characteristic of the 1919-1920 plan, and alter the spatial relationship and architectural style that characterizes the property.

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 was not an original feature of these duplexes; in fact almost all the duplexes within the community had individual entry porches in 1942. To alter the porches would dilute the Colonial Revival character of the structure and introduce an alteration within of the Lakeside district.

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

   The porches, evident on the Sanborn Fire Insurance maps, are significant as a defining feature of the later duplexes within the district, and should be retained as separate entities to retain the integrity of the structure and the overall district.
5. **Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.**

   The dual porches are characteristic not only of Building Type E, but were the common feature of the duplexes within the Lakeside neighborhood.

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.

   An earlier permit (ZP 22-231) approved the overall rehabilitation of 45-47 Lakeside Avenue, including the reconstruction of the existing dual front porches. There is no documentary evidence that the property ever had a single, connected front porch. If the existing porches are in a state of failure, repair or replacement should match the design, detailing, and configuration of the original.

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

   Not applicable.

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

   There are no known archaeological resources on 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.

   To replace historic dual porches with a single connected porch will change the spatial arrangements and features that characterize the property; impacting the integrity of the property and the historic district overall.

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 application proposes removal of the dual porches and the carport, with the installation of dual pair of tire paths to accommodate the proposed increase in lot coverage introduced by the enlarged front porch. The carport is not historic; and any effort to reduce lot coverage without altering the character of the structure is encouraged.

    The introduction of a large, connected front porch is inconsistent with the original character of the structure and diminishes the historic integrity of the building with removal of the characteristic dual porches. While removal of this connected porch may be feasible in the
future, it is highly unlikely and in the interim will incur significant diminishment of the historic merit of the 1919-1920 Colonial Revival structure.

**Items for the Board’s consideration:**

- Lot coverage is still calculated where vehicles are parked, so a revision must be made to the plans (dimensional measurements needed) to correctly calculate what, if any, diminishment of lot coverage may occur with the removal of the asphalt. The carport is not historic.

- The removal of dual front porches and replacement with a connected porch introduces a conjectural feature inconsistent with the time period of the construction of this Colonial Revival duplex; and diminishes the historic integrity of this structure and the overall historic district.