

Department of Planning and Zoning

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MEMORANDUM

To: The Design Advisory Board
From: Mary O'Neil, AICP, Senior Planner
RE: ZP 16-0587SP, 194 and 202 South Champlain Street
Date: November 24, 2015

File: ZP16-0587SP

Location: 194 and 202 South Champlain Street

Zone: RH **Ward:** 5S

Date application accepted: November 9, 2015

Applicant/ Owner: Erik Hoekstra

Request: Demolish addition and garage at 194 South Champlain Street, replace with new duplex and garage. Demolish single family home at 202 South Champlain Street and replace with new single family home.



Background:

194 South Champlain Street

- Zoning Permit 15-1081CA; remove two chimneys from structure. Denied May 2015.

The programs and services of the City of Burlington are accessible to people with disabilities. For accessibility information call 865-7188 (for TTY users 865-7142).

- Zoning Permit 15-0984CA; window replacement, replace front porch. Approved May 2015.

202 South Champlain Street

There are no zoning permits on file for this property.

Overview: The applicant owns both properties: 194 South Champlain Street is a duplex; 202 South Champlain Street is a single family residence. The proposal is to demolish a rear addition and garage at 194 and replace with a new duplex and garage structure. The abutting single family home at 202 South Champlain is proposed to be demolished and replaced with a new single family home. Both properties are on the National Register of Historic Places within the original Battery Street / King Street Historic District.

Part 1: Land Division Design Standards

No division of land is proposed. Not applicable.

Part 2: Site Plan Design Standards

Sec. 6.2.2 Review Standards

(a) Protection of Important Natural Features:

The application does not contain enough information to understand any existing natural features. A full application will require submission of an existing and proposed landscaping plan.

(b) Topographical Alterations:

None identified.

(c) Protection of Important Public Views:

There are no protected views from either site.

(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).

Both properties are listed on the National Register. See Section 5.4.8, below.

(e) Supporting the Use of Renewable Energy Resources:

No information has been submitted about intent to include renewable energy resources.

(f) Brownfield Sites:

None are identified. The rear garage/workshop will need to be assessed for any potential contamination issues relative to petroleum spill or similar environmental concern based upon its previous uses.

(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 will need to 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 availability of porches, canopies, and similar architectural solutions to shielding occupants from inclement weather will be evaluated when design information is submitted. Snow storage will need to be identified for the development.

(h) Building Location and Orientation:

The structure at 194 is proposed to be retained, with development at the mid and rear block area. 202 South Champlain will be redeveloped, and proposes a new structure that will be aligned with the street fronts of other existing buildings. A fuller analysis of buildings, including the setback of the property north of 194 South Champlain should be included to confirm appropriate front yard setbacks.

It appears that the replacement structure at 202 South Champlain Street duplicates the existing south side yard setback. This would be acceptable if the lots remain separate; merging lots (as part of a PUD) will require a building setback that is 10% of the new lot width.

The replacement structure proposed for 202 South Champlain is depicted as crossing a property boundary line on the north. If the development is proposed as a PUD, than the applicant should clearly define. Otherwise, the replacement building unacceptably crosses onto another parcel.

(i) Vehicular Access:

There is an existing driveway at 194 South Champlain Street. 202 South Champlain Street has neither a driveway nor parking.

(j) Pedestrian Access:

Both properties can be accessed via the public sidewalk. A ramp/walkway is shown as existing from the rear of 202 South Champlain Street to the driveway and parking area of 194. As there are no permits on file, it is not known when this was established.

(k) Accessibility for the Handicapped:

There is no identification of handicap access or parking at either address. ADA requirements are under the review of the building inspector.

(l) Parking and Circulation:

Submitted plans illustrate an expansive gravel drive and parking area at 194 South Champlain Street, with a multi-bay garage structure/workshop in the rear. 202 South Champlain has no defined parking; but the walkway illustrated suggests that some arrangement is in place for use of parking at the 194 location. When reviewed by the DRB under Article 8, parking requirements will be addressed.

(m) Landscaping and Fences:

More information will have to be submitted to understand existing and proposed landscaping.

(n) Public Plazas and Open Space:

There are no public plazas present or required. Open space for tenant use is a requirement for Planned Unit Developments.

(o) Outdoor Lighting:

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

A lighting plan will be a requirement for final application.

(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.

Minimal information has been submitted for the benefit of Sketch Plan Review; more comprehensive information will be expected at the time of final application submission.

Part 3: Architectural Design Standards

Sec. 6.3.2 Review Standards

(a) Relate development to its environment:

1. Massing, Height and Scale:

As building elevations have not been submitted, an analysis of massing, height and scale cannot be completed.

2. Roofs and Rooflines.

Architectural plans have not been submitted, so an analysis of rooflines cannot be made.

3. Building Openings

No information to address for Sketch Plan.

(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:

There are no public views from either site.

(d) Provide an active and inviting street edge:

Not enough information has been submitted to make an analysis of this standard.

(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.

Not enough information has been submitted to make an analysis of this standard.

(f) Reduce energy utilization:

Not enough information has been submitted to make an analysis of this standard.

(g) Make advertising features complementary to the site:

Not enough information has been submitted to make an analysis of this standard.

(h) Integrate infrastructure into the building design:

Not enough information has been submitted to make an analysis of this standard.

(i) Make spaces secure and safe:

All development will be required to meet appropriate building and life safety code, and any standards relative to ingress and egress as defined by the building inspector and 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.

Both properties are listed on the National Register of Historic Resources, within the Battery Street / King Street Historic District. See attached information.

194 South Champlain Street was built in 1850 as a replacement for a wooden school house. Originally within District 2, it was re-identified as the District 8 schoolhouse. It was sold in 1874 to Horace W. Smith and converted to residential use. The accessory structure (garage) was constructed between 1938 and 1942.

202 South Champlain Street was constructed between 1853 and 1869, originally on the same parcel as the store owned by Horace W. Smith (now Handy's Lunch.) The lot was subdivided sometime between 1889 and 1918, leaving the single family residence on its own parcel.

(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.*

194 South Champlain Street's original use was a district schoolhouse, but has been residential since 1874. The residential use will continue. 202 South Champlain Street, constructed between 1853 and 1869 has been residential. It is proposed to be demolished and replaced with another single family home. Uses will continue; structures are not proposed to be retained at 202 South Champlain; partial demolition is proposed for the principle structure and total demolition of the accessory building at 194.

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 rear ell of 194 South Champlain Street can be documented prior to 1889 (Fire Insurance Map), and was likely an addition to accommodate conversion to residential use in 1874. The multiple chimneys suggest the likelihood that this was a domestic kitchen. The proposal to remove the rear ell on the primary structure will eliminate a portion of the building that characterizes the property and has gained historic significance in its own right.

The proposed removal of the garage/workshop (built between 1938 and 1942) will eliminate one component of the site, its use to be replaced by a similar use (parking.)

The proposed demolition of 202 South Champlain Street will remove an original single family residence, built between 1853 and 1869. Despite its replacement siding, it retains its location, design, setting, feeling, association and likely materials and workmanship under more modern alterations. Early mapping indicates that it was originally on the same parcel at Smith's Store (now Handy's Lunch), but was subdivided from that lot. It has remained a single family residence. Its removal will erode the historic integrity of the street and the district, particularly when viewed collectively with the loss of 189-191 South Champlain Street a few years ago. As neighborhood character is established by a collection of buildings that have a contextual relationship to each other, the Battery King Street Historic District is a record of those buildings; few of which were singularly notable examples. It was the cohesiveness and relationship between the buildings that gave credibility to the significance of the district. As the corner of Maple and South Champlain Street has two empty lots, 189-191 South Champlain has been demolished, and now alteration or replacement is proposed for 194 and 202, the fabric of the historic district is fraying with additional loss.

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.*

As more definitive plans emerge, an assessment of project design can be made to determine if conjectural features are proposed. Such an appraisal cannot be made at this time.

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

The rear ell of 194 South Champlain Street has acquired historic significance in its own right; evidence of the change of use to residential from schoolhouse, and as tangible testimony to

traditional 19th century building evolution. Its loss will be an erasure of an important building component that has merit in its own right.

202 South Champlain Street is already recognized as part of a complex of historic structures, and retains its importance as part of that collection within the Battery King Street Historic District.

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

Horace W. Smith purchased 194 South Champlain Street from the City of Burlington in 1874 when the schoolhouse was no longer retained for use within the new district configuration.¹

As Smith is recognized as a carpenter, builder and slater, it can reasonably be assumed that the rear addition may be his own work. Smith's store was on the corner of South Champlain and Maple Street (the current Handy's Lunch), and 202 South Champlain Street was built on a lot shared with his store. He may have an association with the construction of that structure as well. While perhaps not elaborately designed or embellished, their construction should be considered consistent with building construction techniques of the mid 19th century. Some particular elements may not be evident without further scrutiny and removal of more recent alterations.

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.*

As elevations or plans for the proposed redevelopment have not been submitted, it cannot be determined how compatible replacement will be with the existing structures. The removal, in whole or in part will constitute a loss to the historic integrity of all structures on both parcels, and is proposed not as a solution to deterioration or failure but to provide increased or replacement housing and parking.

At 202 South Champlain, the development will remove a historic single family home with replacement of a single family home. As building plans have not been submitted, it cannot be discerned if the replacement is intended to be a reproduction or some new design.

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.*

Demolition is the the most extreme form of physical treatment. The appropriateness will be determined by this review.

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

None have been identified. If ground disturbance brings significant artifacts or other resources to light, then appropriate measures will be taken in the treatment and handling of such items.

¹ Smith paid \$1,962.67; agreed to by the School Commissioners and the City Council. *Tenth Annual Report of the City of Burlington, Vt.* (Burlington: R.S. Styles & Son's Steam Job Printing House, 1875), p. 65.

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 rear ell of 194 remains a distinctive component of the structure, embodying information about building evolution and traditional residential expansion; certainly worthy of retention. If it is determined that a greater public good is served by its removal, the new residential addition will need to meet this standard of differentiation and compatibility.

Similarly, the structure at 202 South Champlain Street continues to have historic merit and will be subject to this standard. While the historic integrity of the property will be substantially diminished by building removal, the compatibility of a replacement structure will be analyzed within these standards.

The demolition of the accessory structure at 194 South Champlain Street will be a similar loss of historic fabric and historic integrity of the property and its environment. New development will be weighed relative to new value toward the public good.

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 removal of the rear ell at 194 will leave 2/3 of the historic resource which, fronting the public street, will retain most of its visual characteristics. Therefore the removal of the proposed residential addition would leave a fractional measure of the essential historic structure.

The removal of 202 South Champlain will entirely eliminate the historic merit of the property, and render it a loss to the historic district. The structure's removal will not retain the historic integrity of the property, which will have been lost.

The garage structure, as accessory, has gained importance on a secondary level. Development that sacrifices accessory structures has found acceptability when a greater public benefit is identified. While it would be preferable to retain the structure and rehabilitate for the proposed parking need, its loss can be weighed within the context of the overall development proposed for 194 and 202.