

Department of Planning and Zoning

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MEMORANDUM

To: The Design Advisory Board
From: Mary O'Neil, AICP, Principal Planner
RE: ZP17-1341CA; 3-11 George Street
Date: July 11, 2017

File: ZP17-1341 CA

Location: 3-11 George Street

Zone: DT **Ward:** 3C

Date application accepted: June 28, 2017

Applicant/ Owner: John Alden / Rick Bove

Request: Renovation of existing mixed use building, including exterior repair, replacement of asphalt siding on rear ell with clapboard, remove chimneys on rear ell, re-open boarded up openings, painting brick exterior, window replacement, roof replacement, new entry steps, railings and exterior doors.



Background:

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- **17-0261SP**; Sketch Plan review for 3-11 George St (proposed renovation and restoration), 13-19 George St (remove existing buildings and construct 17-unit apartment building), 64 and 70 Pearl St (remove and construct 39-unit apartment building with one commercial space). October 4, 2016.
- **ZP13-0707CA/MA**; demolish existing structures on George Street, construct new residential building above and behind existing historic structure on Pearl Street corner for a total of 23 residential units and 1 commercial unit. Denied, October 13, 2013. Appealed to VSCED, appealed to Vermont Supreme Court, notice of dismissal December 2015.
- **ZP09-542SN**; replacement parallel sign for Diversity Salon. February 2009.
- **NA09-195 NA**; Non-applicability of Zoning Permit Requirements; accessory retail use to existing hair salon, less than 25% of gross area. September 2008.
- **ZP02-070**; final plat approval to demolish two mixed-use structures, replacing with one mixed-use building (34 units and commercial.) Proposal includes renovations to 3 George Street and the reconfiguration of the public parking lot. CO issued November 26, 2004.
- **ZP03-035**; change existing window to double door. July 2002.

Overview:



From *Worley & Bracher, Map of Burlington, 1869.*
 Residence of C.P. Button, Esq.
 (3-11 George Street)

3-11 George Street, constructed before 1853 on the northwest corner of Pearl and George Street is proposed for renovation. Currently with 6 residential units and 1 commercial unit (formerly Diversity Hair and Nails), the latter unit will be converted to another residential unit for a total of 7.

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:

The site is almost entirely covered. There are no identified important natural features.

(b) Topographical Alterations: None proposed. Work is largely restorative; much may be categorized as repair and maintenance.

(c) Protection of Important Public Views:

None of the work proposed will prohibit existing views to the west from Pearl Street.

(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 the application prevents the use of window, water, solar, geothermal or other renewable energy resources.

(f) Brownfield Sites: Not identified. 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.

The application does not involve ground disturbance, other than replacement of wooden entry steps with granite platforms. EPSC and Stormwater plans are not merited.

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.

Porches will be repaired, resheathed and new boxed columns added. This will provide a greater and safer measure of shelter for building residents.

(h) Building Location and Orientation:

There is no proposed change to the building's location or orientation. Not applicable.

(i) Vehicular Access:

There is no change proposed to parking or access. There is neither parking nor access from the public way to this corner lot.

The Victoria Place permit (ZP02-070 / S01-027) secured reserved 18 parking spaces behind that block for the uses in this and the associated Victoria Place building.

(j) Pedestrian Access:

No change to existing locations. Entry steps will be replaced along the George Street frontage with new granite pads and wrought iron railings.

(k) Accessibility for the Handicapped:

The building inspector has jurisdiction for ADA compliance.

At least one entry along George Street has the potential to have a grade neutral entrance.

(l) Parking and Circulation:

There is currently no parking on this parcel. Parking was permitted during the Victoria Place review (ZP02-070 / S01-027, 2001) and secured 30 metered spaces for public use and reserved 18 parking spaces for uses in this building, Bove's Restaurant (now closed) and Victoria Place.

The commercial use (beauty salon) has no parking requirement in the Downtown Parking district; but the new residential unit will require an additional space. The closing of the restaurant makes available that allotment of parking which will contribute toward satisfaction of the increased parking need at 3-11 George Street. Further redevelopment will require re-examination of total parking need per the standards in effect at that time.

(m) Landscaping and Fences:

The removal of stairs along the westerly elevation will spur a return to green space.

(n) Public Plazas and Open Space:

None required at this site.

(o) Outdoor Lighting:

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

If lighting changes are proposed, fixture specs and illumination levels shall be submitted to staff for review for compliance with those standards.

(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.

Meters will remain in the existing location on the west elevation. There are proposed no dumpsters or exterior recycling facilities. The location of tenant mailboxes needs to be defined.

Part 3: Architectural Design Standards
Sec. 6.3.2 Review Standards

(a) Relate development to its environment:

1. Massing, Height and Scale:

No change is proposed to the building's massing, height or scale.

2. Roofs and Rooflines.

The slate roof on the principal and connector buildings will remain. The asphalt roofing on the northerly ell will be replaced in kind.

3. Building Openings

Windows will be replaced, matching fenestration pattern. Boarded up openings will be opened and new windows inserted to match. Exterior doors will be replaced with wood grain finish fiberglass doors, EXCEPT FOR the principal entry on George Street. Door and columns to be prepped and painted. The granite lintel will have paint removed.

(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 will be no impact to existing public views along Pearl Street.

(d) Provide an active and inviting street edge:

The repair and restoration of this important building will advance the attractiveness of the building and its overall appearance from both streetfronts.

(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 is working with recognized preservation consultant(s) and advisors in appropriate repair methods to secure federal tax credits for the building's owner. Window replacement specs meet those previously approved by the Development Review Board and the Vermont Superior Court Environmental Division. Similarly, fiber cement board has been approved for use on historic structures. Composite trim/posts have NOT been approved; replacement porch components should be constructed in wood. Decking, proposed to be a composite product, is acceptable per precedent.

(f) Reduce energy utilization:

All new construction shall meet the Guidelines of Energy Efficient construction pursuant to the requirements of Article VI. Energy Conservation, Section 8 of the City of Burlington Code of Ordinances.

(g) Make advertising features complementary to the site:

Not applicable.

(h) Integrate infrastructure into the building design:

See Section 6.2.2. (p), above.

(i) Make spaces secure and safe:

Work shall meet all building and life safety code 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.

(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 c. 1840 reputedly by Dr. A.S. Pitkin as his principal residence. The continued use for residential purposes is consistent with this standard.

- 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 intent of the work is to remedy the state of deferred maintenance and to replace failed or failing features. Repointing of masonry joints is an anticipated activity; replacement of poorly constructed entrance stairs and failing railings are in keeping with these standards. The biggest change is the proposed painting of the exterior of the brick structure. The applicant alleges that consulting partners have recommended this activity to “preserve the brick and return the building to a more uniform appearance.” There are no attached documents supporting this recommendation. Although there may be minor evidence of paint from an earlier date, there is no primary endorsement from the appointed tax credit consultant or the preservation contractor to support this drastic effort. There are no identified photos of the building with a painted brick exterior. Staff finds no sound basis for the request, and finds it inappropriate without plausible reason.

- 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.*

Generally, the work proposed is of a repair and maintenance character. The proposed effort to paint the building has no foundation (which cannot be supported simply by the presence of painted masonry buildings in the area), and is advised against.

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

Both the middle and rear ells have endured for a period of time so as to have acquired significance in their own right. (The main building and the brick ell appear on the 1853 Presdee & Edwards Map) They are all to be retained.

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

The brick-stamped asphalt shingle siding on the north ell will be replaced with fiber cement clapboard. The shingle siding is not original and does not merit retention.

The entrance doors to the secondary entrances along George Street will be replaced; however, the primary pillared entrance will be retained: Cleaned and painted.

The raw brick masonry has a character of its own, and is recommended for retention without painting. The National Park Service has published guidance for the rehabilitation of historic structures; among those standards are recommendations for the treatment of masonry structures:

not recommended

Removing or radically changing masonry features which are important in defining the overall historic character of the building so that, as a result, the character is diminished.

Replacing or rebuilding a major portion of exterior masonry walls that could be repaired so that, as a result, the building is no longer historic and is essentially new construction.

Applying paint or other coatings such as stucco to masonry that has been historically unpainted or uncoated to create a new appearance.

Without strong evidence and a documented history of having a painted exterior, painting the brick now is not recommended.

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.*

See detail sheet A4.1 for specific treatment plan.

Painted brick is proposed to address incorrect mortar repair and masonry damage. This effort is not substantiated with written opinion from qualified preservation contractors or consultants.

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.*

Removal of paint along granite lintels, done inappropriately or with caustic solution has the potential for adverse impact to the materials. The applicant suggests the employ of a reputable

preservation contractor, who should be well informed about acceptable practices and the danger of material damage.

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

Not applicable.

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.*

Generally, work is repair and maintenance. New granite entrance steps with iron railings will be a great improvement over the existing wooden replacements manufactured of dimensional lumber.

The east porch on the north ell will be repaired with replacement of iron posts with wooden supports. Porch skirt paneling will be fiber cement clapboard instead of the existing vertical wood strapping. The proposed 42” barrier wall is understood to meet building code, but provides an uncomfortable visual and spatial dynamic for the porch. It would be preferable to break the porch wall into a shorter barrier (36”) with a secondary rail at the required 42” height; or perhaps provide a secondary iron mesh barrier behind a reconstructed porch wall. The DAB is urged to provide a recommendation.

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.*

Replacement windows and doors (particularly when proposed as replacement for boarded up openings) will restore original use and appearance of the structure.

Of particular concern is the proposal to paint the brick exterior. The building has remained unpainted for the documented history of the building. A previous assessment (done during the Victoria Place review) acknowledged traces of paint, but there remains no photo documentation or description of the property with a painted exterior. Uneven surface coloration and differences in mortar repair can explain the inconsistent surface pattern. This is not something to “correct” with paint, but can be embraced as part of the evolution of the building. These differences in fact lend credibility to the storied past of the building.

Items for the Board’s consideration:

1. This application will be addressed Administratively per Section 3.2.7 (a) 10 of the Comprehensive Development Ordinance. The Design Advisory Board is challenged with assessment of the proposed changes, particularly painting the exterior of the brick building. Staff will act on the recommendation of the Board.
2. The location of tenant mailboxes needs to be defined.

3. All new construction shall meet the Guidelines of Energy Efficient construction pursuant to the requirements of Article VI. Energy Conservation, Section 8 of the City of Burlington Code of Ordinances.
4. Porch, window and door trim shall be fabricated of wood. Porch decking may be of a composite per previous decision.
5. A recommendation is made to break the porch barrier wall into traditional spatial segments, i.e. wall at 32-36-inch height with a secondary barrier rail to meet the code requirement. Various arrangements are possible; the DAB is encouraged to weigh options to retain the historic spatial qualities of an open porch.
6. Without written recommendations from a qualified 36-CFR consultant, the proposal to paint the historic brick exterior is not supported and presents an activity contrary to standards 2, 3, 5, 6, 9 and 10.