

**SALT LAKE CITY
HISTORIC LANDMARK COMMISSION**

**REQUEST BY JIM LEVY, REPRESENTED BY ARCHITECT LYNN MORGAN, TO
CONSTRUCT A ONE-AND-A-HALF-STORY ADDITION THAT INCLUDES AN
ATTACHED GARAGE TO THE BUILDING AT 951 AND 953 EAST SECOND
AVENUE, IN THE AVENUES HISTORIC DISTRICT**

CASE NO. 007-06

WEDNESDAY, APRIL 5, 2006

OVERVIEW

The applicant is requesting approval to construct a one-and-a-half-story addition that includes an attached garage to the property located at 951 and 953 E. Second Avenue. The property is located in the Avenues District, in a Special Development Pattern Residential "SR-1" zoning district. The purpose of the SR-1 zone is to "maintain the unique character of older, predominantly single-family neighborhoods that display a variety of yard, lot sizes and bulk characteristics." The zone allows single-family and twin homes as permitted uses.



BACKGROUND AND PROPOSAL

According to the historic site form prepared for this property in 1979, the house and workshop were constructed in about 1890 for tailor John Gibson. Following Gibson's death in 1910, ownership of the property passed to his wife Isabella, who converted the workshop to a residence that she maintained as a rental property. These structures are representative of the trend for building small businesses in the Avenues at the time, and are two of the few structures built of wood frame and siding.

This request is before the Historic Landmark Commission because the proposed addition is substantially visible from the street and the footprint is fifty percent larger than that of the house. The principal structure on the property is a small frame vernacular type house with an L-shape plan. The gable end dwelling has molded cornices and partial returns with an attached single-story porch that extends the width of the building. The porch element is currently undergoing renovation work to correct structural problems. The building that was originally constructed as a workshop, is a simple one-story gable roofed structure covered with novelty siding.

The property is a corner lot located on the northeast corner of 'P' Street and Second Avenue. The applicant proposes to construct a rear addition to the principal structure which faces Second Avenue to the south. The addition would be one-and-a-half-stories, with dormers on the north, south and east sides of the upper story. The addition will provide space for an attached two-car garage with a master suite above. The garage will be accessible from 'P' Street where a curb cut and single width driveway currently exist. The primary material for the new construction is wood shiplap siding to match the existing material. The proposed roofing material will match the existing asphalt shingle roofing material. Wood windows and a carriage style garage door are also proposed.

ANALYSIS

REQUIREMENTS OF THE ZONING ORDINANCE

ZONING REQUIREMENTS

DISCUSSION: All proposed work must comply with height, yard and bulk requirements of the SR-1 Zoning District and the Temporary Zoning Regulations for Compatible Residential Infill Development for Certain Geographic Areas and which includes:

- Maximum building height in an SR-1 zoning district is 23' measured to the ridge of the roof. The proposed addition measures 21' 8" to the ridge of the roof.
- The maximum exterior wall height is 16 feet for exterior walls placed at the building setback established by the minimum required yard. The proposed exterior wall height at the north setback line measures approximately 13'.

- The minimum depth of the front yard for all principal buildings is equal to the average of the front yards of existing buildings within the block face. The proposed addition is in-line with existing structures on the block face.
- The surface coverage of all principal and accessory buildings shall not exceed 40% of the lot area. The drawings indicate a surface coverage of 30% of the lot area.
- Setback requirements in an SR-1 zoning district are 4' and 10' in the side yards. The corner side yard shall be 10' or no greater than the established setback line of the existing building. The rear yard setback is 25% of the lot depth. The interior side yard adjacent to the addition will be 4' and the rear yard setback will be 27' 7", consistent with the requirements.
- The width of an attached garage facing the street may not exceed 50% of the width of the front façade of the house. The attached garage face is 36% of the width of the front façade of the house.

FINDING: The requirements of the Compatible Residential Infill Development Ordinances are not an issue of this request. The proposed project complies with the Compatible Residential Infill Development Ordinances.

ZONING ORDINANCE AND DESIGN GUIDELINES

21A.34.020 H Historic Preservation Overlay District:

G. Standards for Certificate of Appropriateness for Alteration of a Landmark Site or Contributing Structure. In considering an application for a certificate of appropriateness for alteration of a landmark site or contributing structure, the historic landmark commission, or the planning director, for administrative decisions, shall find that the project substantially complies with all of the following general standards that pertain to the application and that the decision is in the best interest of the city:

1. A property shall be used for its historic purpose or be used for a purpose that requires minimal change to the defining characteristics of the building and its site and environment;

DISCUSSION: No changes are proposed in the use of the building for residential purposes.

FINDING: The proposed project is consistent with this standard.

2. The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided;

DISCUSSION: This house exhibits the simple details typical of a vernacular type of house of this period, including a gabled roof, front porch and mostly double-hung windows. These details will remain intact; it will be the massing of the principal building on the site that would be altered. The submitted plans show the addition set

back from the historically important front façade and apart from the secondary structure. Planning Staff considers that such additions can be successful if the original form of the house is retained and the details on the addition are compatible with the historic character of the house. Recognizing that some exterior alterations to historic buildings are generally needed to assure their continued use, the Historic Landmark Commission has consistently allowed changes to occur in secondary areas. The design guidelines offer the following guidance on the preservation of character-defining elements.

Design Standards for Additions

8.1 Design an addition to a historic structure such that it will not destroy or obscure historically important architectural features. For example, loss or alteration of architectural details, cornices and eavelines should be avoided.

FINDING: Constructing a rear addition as describe above will minimize the visual impact on the existing buildings and streetscape, and allow the original proportions and character-defining elements of the property to remain prominent. The request meets this standard.

3. All sites, structures and objects shall be recognized as products of their own time. Alterations that have no historical basis and which seek to create a false sense of history or architecture are not allowed;

DISCUSSION: The new work is differentiated from the old by jogs in the foundation wall of the addition from the side wall plane of the principal building. This massing and the contemporary construction of the rear addition that includes a two-car garage provide a clear differentiation from the historic portions of the property. The design guidelines recommend the following with respect to the treatment of alterations.

Standards for Additions

8.4 Design a new addition to be recognized as a product of its own time.

An addition shall be made distinguishable from the historic building, while also remaining visually compatible with these earlier features. A change in setbacks of the addition from the historic building, a subtle change in material, or a differentiation between historic and more current styles are all techniques that may be considered to help define a change from old to new construction. Creating a jog in the foundation between the original building and the addition also may establish a more sound structural design to resist earthquake damage, while helping to define it as a later addition.

8.6 Do not construct a new addition or alteration that will hinder one's ability to interpret the historic character of the building or structure. A new addition that creates an appearance inconsistent with the historic character

of the building is inappropriate. An alteration that seeks to imply an earlier period than that of the building is inappropriate. In addition, an alteration that seeks to imply an inaccurate variation on the historic style is inappropriate. An alteration that covers historically significant features is inappropriate as well.

FINDING: The proposed massing, fenestration, and contemporary materials of the new construction differentiate it from the historic portion of the house. Thus, the proposed new construction will be recognizable as a product of its own time. The request is consistent with this standard.

4. Alterations or additions that have acquired historic significance in their own right shall be retained and preserved;

DISCUSSION: This property has not experienced the typical alterations made to increase the size of smaller historic homes in the past.

FINDING: The request is consistent with this standard as there are no alterations or additions that have acquired historic significance in their own right that are to be altered.

5. Distinctive features, finishes and construction techniques or examples of craftsmanship that characterize a historic property shall be preserved;

DISCUSSION: The simple design, front porch, and original siding material that characterize this property will remain intact.

FINDING: The request meets this standard.

6. Deteriorated architectural features shall be repaired rather than replaced wherever feasible. In the event replacement is necessary, the new material should match the material being replaced in composition, design, texture and other visual qualities. Repair or replacement of missing architectural features should be based on accurate duplications of features, substantiated by historic, physical or pictorial evidence rather than on conjectural designs or the availability of different architectural elements from other structures or objects;

DISCUSSION: There is no repair or replacement of missing architectural features proposed as part of this request.

FINDING: This standard is not an issue for the proposed project.

7. Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible;

DISCUSSION: No chemical or physical treatments are proposed as part of this request.

FINDING: This standard is not an issue for the proposed project.

8. Contemporary design for alterations and additions to existing properties shall not be discouraged when such alterations and additions do not destroy significant cultural, historical, architectural or archaeological material, and such design is compatible with the size, scale, color, material and character of the property, neighborhood or environment;

DISCUSSION: The contemporary nature of this project is most visible in the design of the attached two-car garage. A double width driveway leading to a double width garage door is proposed for the west side of the addition. The garage would be within the main mass of the house, and the door is slightly set back from the front plane of the addition wall. The architect has stated that an attached garage is needed in this location due to the lot configuration and location of existing structures.

The Historic District Commission and Planning Staff have approved numerous double width garage doors in an effort to adapt properties in the historic districts to contemporary uses. An attached garage with a double width garage door in this case may be appropriate given the location of the garage on a secondary façade, and the detailed nature of the door panels and windows designed in the door. The proposed double width driveway, however, is wider than has typically been approved in this neighborhood. Most garages in the Avenues Historic District are accessed from single-car wide driveways from the street. The prominence of the proposed driveway may be reduced by tapering it. The design guidelines offer the following guidance for compatible designs.

Design Standards for Additions

8.2 Design an addition to be compatible in size and scale with the main building. Set back an addition from historically important primary facades in order to allow the original proportions and character to remain prominent. Keep the addition visually subordinate to the historic building. If it is necessary to design an addition that is taller than the historic building, set it back substantially from significant facades and use a “connector” to link it.

8.5 Design a new addition to preserve the established massing and orientation of the historic building. For example, if the building historically had a horizontal emphasis, this orientation shall be continued in the addition.

8.8 Use exterior materials that are similar to the historic materials of the primary building on a new addition. Painted wood clapboard and brick are typical of many traditional additions. See also the discussion of specific building types and styles.

8.10 Use windows in the addition that are similar in character to those of the historic building or structure. If the historic windows are wood, double-

hung for example, new windows should appear to be similar to them. Depending on the detailing, clad wood or synthetic materials may be considered.

Standards for Accessory Structures

9.2 Construct accessory buildings that are compatible with the primary structure. In general, garages should be unobtrusive and not compete visually with the house. While the roofline does not have to match the house, it is best if it does not vary significantly. Allowable materials include horizontal siding, brick, and in some case stucco. Vinyl and aluminum siding are not allowed for the wall but are acceptable for the soffits. In the case of a two-car garage single doors are preferable and present a less blank look to the street; however, double doors are allowed.

9.3 Do not attach garages and carport to the primary structure.

Traditionally, garages were sited as a separate structure at the rear of a lot; this pattern should be maintained. The allowance of attached accessory structures is reviewed on a case-by-case basis.

FINDING: The primary façade of the principal building is oriented toward Second Avenue. The proposed garage is attached to the main portion of the house, but may be acceptable due to the lot configuration and the fact that it faces two streets. The overall impact of an attached garage on the streetscape would not be substantial, given the location of the addition and setback of the garage door from the wall plane of the building façade. The double garage door is appropriate in this instance given its sympathetic design. The prominence of the double width driveway may be reduced by narrowing the driveway. With this change, the request meets the intent of this standard.

9. Additions or alterations to structures and objects shall be done in such a manner that if such additions or alterations were to be removed in the future, the essential form and integrity of the structure would be unimpaired. The new work shall be differentiated from the old and shall be compatible in massing, size, scale and architectural features to protect the historic integrity of the property and its environment;

DISCUSSION: Although the proposed addition is large in relation to the size of the existing buildings on the property, the mass of the addition is located behind and is subordinate to the original portion of the house and the secondary structure. As mentioned above under Standard 3, the alterations and addition have been designed to be clearly distinguishable from the principal structure, but sympathetic with its character. The proposed windows and doors are compatible in scale and proportion with the doors and windows seen on the existing buildings. Furthermore, the proposed addition is consistent with the requirements of the Compatible Residential

Infill Development Ordinances. The design guidelines offer the following guidance for constructing new additions:

Standards for Additions

8.3 Place an addition at the rear of a building or set it back from the front to minimize the visual impact on the historic structure and to allow the original proportions and character to remain prominent. Locating an addition at the front of a structure is inappropriate.

8.7 When planning an addition to a building, preserve historic alignments that may exist on the street. Some roof lines and porch eaves on historic buildings in the area may align at approximately the same height. An addition shall not be placed in a location where these relationships would be altered or obscured.

8.9 Minimize negative technical effects to original features when designing an addition. Avoid construction methods, for example that would cause vibration that may damage historic foundations. New alterations also should be designed in such a way that they can be removed without destroying original materials or features.

Ground Level Additions

8.14 Keep a new addition physically and visually subordinate to the historic building. The addition shall be set back significantly from primary facades. A minimum setback of 10 feet is recommended. The addition should be consistent with the scale and character of the historic building or structure. Large additions should be separated from the historic building by using a smaller connecting element to link the two.

8.15 Roof forms shall be similar to those of the historic building. Typically, gable, hip and shed roofs are appropriate. Flat roofs are generally inappropriate.

8.16 On primary facades of an addition, use a solid-to-void ratio that is similar to that of the historic building. The solid-to-void ratio is the relative percentage of wall to windows and doors seen on a façade.

FINDING: The design of the alterations and addition generally makes use of the basic principles recommended by the City's design guidelines. This helps in ensuring that the essential form and integrity of the primary façade of the building will not be adversely affected by the new construction. The proposed work is clearly distinguishable from the original in style, massing and proportion. The application complies with this standard.

10. *Certain building materials are prohibited including the following:*

a. Vinyl or aluminum cladding when applied directly to an original or historic material, and

b. Any other imitation siding material designed to look like wood siding but fabricated from an imitation material or materials;

DISCUSSION: No prohibited building materials are proposed.

FINDING: The standard does not apply to this project.

11. *Any new sign and any change in the appearance of any existing sign located on a landmark site or within the H historic preservation overlay district, which is visible from any public way or open space shall be consistent with the historic character of the landmark site or H historic preservation overlay district and shall comply with the standards outlined in Part IV, Chapter 21A.46, Signs;*

DISCUSSION: Signage is not a component of this project.

FINDING: The standard does not apply to this project.

12. *Additional design standards adopted by the historic landmark commission and city council.*

DISCUSSION: The Historic Landmark Commission's document Design Guidelines for Residential Historic Districts in Salt Lake City is applicable in this case.

FINDING: The proposed project is consistent with the design standards as noted above.

RECOMMENDATION

Based upon the comments, analysis and findings of fact noted above, Planning Staff recommends the Historic Landmark Commission approve the application requesting approval to construct a one-and-a-half-story addition that includes an attached garage to the property located at 951 and 953 E. Second Avenue, subject to the following conditions:

1. Approval of the final details of the design of the proposed project shall be delegated to the Planning Staff based upon direction given during the hearing from the Historic Landmark Commission.
2. The project must meet all other applicable City requirements, unless otherwise modified within the authority of the Historic Landmark Commission.

Janice Lew
Principal Planner
March 29, 2006

Attachments: Exhibit 1: Photographs
Exhibit 2: Historical Documentation
Exhibit 3: Submittal

Exhibit 1
Photographs

Exhibit 2
Historical Documentation

**Exhibit 3
Submittal**

Exhibit 4
Materials Information