

**SALT LAKE CITY
HISTORIC LANDMARK COMMISSION**

**REQUEST BY MARK WISNIEWSKI, REPRESENTED BY SOLIM GASPARIK,
ARCHITECT, TO CONSTRUCT A SINGLE-FAMILY DWELLING WITH A
DETACHED GARAGE AT 670 E. FOURTH AVENUE, IN THE AVENUES
HISTORIC DISTRICT
CASE NO. 470-06-26
WEDNESDAY, JULY 5, 2006**

OVERVIEW

The applicant, Mark Wisniewski, is requesting approval to construct a new single-family residence at 670 E. Fourth Avenue. The subject property is located in the Avenues Historic District, which was locally designated as a historic district in March of 1978. The base zoning of the property is SR-1A, Special Development Pattern Residential, the purpose of which 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/PROPOSAL

The applicant proposes to build a new single-family home with a detached garage on a vacant legal non-complying lot that is approximately forty-one feet (41') wide and eighty-three feet (83') deep (3,403 square feet). The parcel appears on the 1911 Sanborn Map, but Planning Staff could not find records of any improvements to the property. The plans are for a gable roofed building that is contemporary in style with the gable end toward the street. The house will have 1,900 square feet of living area including three bedrooms and three full baths (not including a 1,210 square foot unfinished basement). The plans also show an approximately 420 square foot detached two-car garage at the southeast corner of the property.

The applicant proposes the following materials for the buildings:

- EIFS with integral color on the main level.
- Hardiplank siding on the upper level and garage.
- Harditrim fascia and raking molding.
- An exposed metal stack chimney with an EIFS base.
- Wood and aluminum window systems.
- Wood garage door.

ANALYSIS

REQUIREMENTS OF THE ZONING ORDINANCE

ZONING REQUIREMENTS

Planning Staff has determined that the current Special Development Pattern Residential District (SR-1A) requirements are not applicable to this case since the application was submitted prior to the ordinance adopted in May of 2006 rezoning SR-1 Avenues properties to SR-1A. All proposed work must comply with height and bulk requirements of the SR-1 Zoning District and established by Ordinance 91 of 2005 enacting Temporary Zoning Regulations for Compatible Residential Infill Development.

It should be noted that a non-complying lot as to lot area or lot frontage that was in legal existence prior to April 12, 1995, shall be considered a legal complying lot. Legal complying lots in residential districts shall be approved for the development of a single-family dwelling regardless of the size of the lot subject to complying with all yard area requirements of the R-1/5,000 Zoning District.

SR-1 Zoning District

- Maximum building height in an SR-1 Zoning District is twenty-three feet (23') measured to the ridge of the roof, or the average height of other principal buildings on the block face. The proposed primary building height varies in height from approximately twenty-eight feet (28') from grade to the ridge of the roof on the front elevation to thirty feet (30') at the rear of the building. The applicant has provided graphic documentation establishing the existing development pattern of the surrounding area (Exhibit 1). The new construction is compatible with the height of other buildings in the immediate neighborhood. A discussion regarding scale and form is included on page 4 of this staff report.
- The maximum exterior wall height is sixteen feet (16') for exterior walls placed at the building setback established by the minimum required yard. The proposed exterior wall height at the setback lines measures approximately nineteen feet (19') from grade and is consistent with other buildings of similar height in the immediate vicinity and historic district.
- 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 site plan indicates an approximate fourteen foot setback (14') which appears to meet the fourteen foot average setback on the block face along the Fourth Avenue street frontage (Exhibit 2).
- The surface coverage of all principal and accessory buildings shall not exceed 40% of the lot area and the drawings appear to meet this standard. The proposal must meet the standard or seek a variance from the Board of Adjustment to modify the building coverage.
- Setback requirements in an R-1/5,000 Zoning District for legal complying lots are four feet and ten feet in the side yards. The rear yard setback is 25% of the lot depth, or twenty feet (20'), whichever is less. The site plan indicates that the proposed development meets these standards.

Accessory Buildings

- Accessory structures shall be located a maximum of five feet (5') from the rear property line. The drawings indicate a 1 foot setback from the rear property line.
- Any portion of an accessory structure (420 sf) shall not occupy more than 50% of the area (1,025 sf) located between the rear façade of the principle building and the rear lot line. The drawings indicate a surface coverage of 41%.
- The maximum coverage of all accessory buildings (420 sf) shall not exceed 50% of the building footprint of the principal structure (972 sf). The drawings indicate a building footprint coverage of approximately 43% of the principal building footprint.
- The maximum building height for an accessory structure in the SR-1 Zoning District is seventeen feet (17') measured as the vertical distance between the top of

the roof and finished grade at any given point of building coverage. The proposed detached garage measures approximately 17 feet to the top of the ridge.

FINDING: The single-family dwelling exceeds the underlying zoning regulations, as adopted by the Compatible Residential Infill Development Ordinance, relating to height and wall height. As demonstrated by the graphic documentation submitted by the architect, the primary structure would fit within the context of the surround area. The total surface coverage of all principal and accessory buildings must be verified. The proposed accessory structure complies with the Compatible Residential Infill Development Ordinance requirements.

ZONING ORDINANCE AND DESIGN GUIDELINES

21A.34.020 H Historic Preservation Overlay District:

H. Standards for Certificate of Appropriateness Involving New Construction or Alteration of a Noncontributing Structure. In considering an application for a certificate of appropriateness involving new construction, or alterations of noncontributing structures, the historic landmark commission, or planning director when the application involves the alteration of a noncontributing structure, shall determine whether the project substantially complies with all of the following standards that pertain to the application, is visually compatible with surrounding structures and streetscape as illustrated in any design standards adopted by the historic landmark commission and city council and is in the best interest of the city.

1. Scale and Form.

a. Height and Width. The proposed height and width shall be visually compatible with surrounding structures and streetscape;

b. Proportion of Principal Facades. The relationship of the width to the height of the principal elevations shall be in scale with surrounding structures and streetscape;

c. Roof Shape. The roof shape of a structure shall be visually compatible with the surrounding structures and streetscape; and

d. Scale of a Structure. The size and mass of the structures shall be visually compatible with the size and mass of surrounding structure and streetscape.

DISCUSSION: Within the Avenues District, a range of architectural styles exists, which results in a variety of building forms. Depending on the style, some are simple rectangles, with details applied; others are more complex, asymmetrical forms composed of several subordinate masses. The surrounding buildings of the subject property are shown on the panoramic photograph attached to this staff report (Exhibit 3). To the west, is a one-and-a-half-story gable roofed Victorian eclectic cottage that

measures 28 feet in height. To the east, the closest structure to the subject property is a garage. The building associated with the garage (187 K Street) is a one-story brick bungalow with a hip roof that measures 24 feet in height.

The size and mass of the home is similar to the residential structures found in this neighborhood and throughout the Avenues District. The buildings on this block are consistent in height, as most range in height between one- and two-stories and present a typical range of styles, types and materials found in the historic district. The lots of this block that front on Fourth Avenue vary in width from 33 feet to 49.5 feet. The subject property has a lot width of approximately 41 feet and the proposed building is rectangular in shape, with a 27' x 43' building envelop. The Commission's design guidelines offer the following guidance on the scale and form of compatible new construction.

Standards for New Construction

11.4 Construct a new building to reinforce a sense of human scale. A new building may convey a sense of human scale by employing techniques such as these:

- Using building materials that are of traditional dimensions.
- Providing a one-story porch that is similar to that seen traditionally.
- Using a building mass that is similar in size to those seen traditionally.
- Using a solid-to-void that is similar to that seen traditionally, and using window openings that are similar in size to those seen traditionally.

11.5 Construct a new building to appear similar in scale to the scale that is established in the block. Subdivide larger masses into smaller "modules" that are similar in size to buildings seen traditionally.

11.6 Design a front elevation to be similar in scale to those seen traditionally in the block. The front shall include a one-story element, such as a porch. The primary plane of the front should not appear taller than those of typical historic structures in the block. A single wall plane should not exceed the typical maximum facade width in the district.

11.7 Build to heights that appear similar to those found historically in the district. This is an important standard which should be met in all projects.

11.8 The back side of a building may be taller than the established norm if the change in scale will not be perceived from public ways.

11.9 Design a new building to appear similar in width to that of nearby historic buildings. If a building would be wider overall than structures seen

historically, the facade should be divided into subordinate planes that are similar in width to those of the context.

11.11 Use building forms that are similar to those seen traditionally on the block. Simple rectangular solids are typically appropriate.

11.12 Use roof forms that are similar to those seen traditionally in the block. Visually, the roof is the single most important element in an overall building form. Gable and hip roofs are appropriate for primary roof forms in most residential areas. Shed roofs are appropriate for some additions. Roof pitches should be 6:12 or greater. Flat roofs should be used only in areas where it is appropriate to the context. They are appropriate for multiple apartment buildings, duplexes, and fourplexes. In commercial areas, a wider variety of roof forms may occur.

11.13 Design overall facade proportions to be similar to those of historic buildings in the neighborhood. The “overall proportion” is the ratio of the width to height of the building, especially the front facade. See the discussions of individual districts and of typical historic building styles for more details about facade proportions.

Design Standards for the Avenues Historic District

13.8 Design new buildings to be similar in scale to the scale that was seen traditionally on the block. Historically, most houses in the Avenues appeared to have a height of one, one-and-one half or two stories. Front facades should appear similar in height to those seen historically in the block. Taller portions should be set back farther on the lot. Story heights should appear similar to those seen historically. Use architectural details to convey a sense of the traditional scale of the block.

FINDING: The proposed building is compatible in height, width and scale with other buildings on the block and within the historic district. The proportion of the principle façade is compatible with surrounding primary structures. The proposed gable roof shape is a typical roof form historically used in the Avenues District. Given the eclectic architectural development of this neighborhood and the range of shapes found historically, the house form fits into the overall character of the neighborhood.

2. Composition of Principal Facades.

a. Proportion of Openings. The relationship of the width to the height of windows and doors of the structure shall be visually compatible with surrounding structures and streetscape;

b. Rhythm of Solids to Voids in Facades. The relationship of solids to voids in the facade of the structure shall be visually compatible with surrounding structures and streetscape;

c. Rhythm of Entrance Porch and Other Projections. The relationship of entrances and other projections to sidewalks shall be visually compatible with surrounding structures and streetscape; and

d. Relationship of Materials. The relationship of the color and texture of materials (other than paint color) of the facade shall be visually compatible with the predominant materials used in surrounding structures and streetscape.

DISCUSSION: Historically, windows and doors in residential neighborhoods were similar in scale and proportion. The proportion of openings and the related rhythm of solids to voids on the proposed building are unusual for the district because they are not associated with the Avenues period of historic significance. Similar to other modern building styles, the proposed design lacks ornamentation, with plain surfaces, bands of glass including horizontal strips of windows and large expanses of glass and uses the cantilever. Since differing markedly from the fenestration pattern on nearby contributing buildings, the Commission may wish to consider if the fenestration pattern is acceptable as conveying the fact that the building is new.

Traditionally, the primary entrance for a house faced the street and a porch protected the entrance to the house. Although not characterized by a traditional entry element, the proposed porch is essentially an outdoor space, protected from the elements by the second floor above with the entrance door oriented toward the side of the building and facing east. An unusual feature for the streetscape, such treatment may be considered a modern interpretation of a traditional detail and conveys the fact that the house is a contemporary design.

The use of materials that will reinforce established material patterns in the neighborhood is preferred. Historically, masonry, stucco and wood materials characterized the Avenues District, and garages were simple wood or iron structures. The proposed roof material is architectural grade asphalt shingle, a material that is ordinarily acceptable for use in the historic districts. The design guidelines recommend the following with respect to the composition of principal facades.

Standards for New Construction

11.10 Use a ratio of wall-to-window (solid to void) that is similar to that found on historic structures in the district. Large surfaces of glass are inappropriate in residential structures. Divide large glass surfaces into smaller windows.

11.14 Keep the proportions of window and door openings similar to those of historic buildings in the area. This is an important design standard

because these details strongly influence the compatibility of a building within its context. Large expanses of glass, either vertical or horizontal, are generally inappropriate on new buildings in the historic districts.

11.16 New materials that are similar in character to traditional materials may be acceptable with appropriate detailing. Alternative materials should appear similar in scale, proportion, texture and finish to those used historically. They also must have a proven durability in similar locations in this climate. Metal products are allowed for soffits and eaves only.

11.17 Use building components that are similar in size and shape to those found historically along the street. These include windows, doors, and porches.

11.18 If they are to be used, design ornamental elements, such as brackets and porches to be in scale with similar historic features. Thin, fake brackets and strap work applied to the surface of a building are inappropriate uses of these traditional details.

11.19 Contemporary interpretations of traditional details are encouraged. New designs for window moldings and door surrounds, for example, can provide visual interest while helping to convey the fact that the building is new. Contemporary details for porch railings and columns are other examples. New soffit details and dormer designs also could be used to create interest while expressing a new, compatible style.

11.20 The imitation of older historic styles is discouraged. One should not replicate historic styles, because this blurs the distinction between old and new buildings, as well as making it more difficult to visually interpret the architectural evolution of the district. Interpretations of historic styles may be considered if they are subtly distinguishable as new.

11.21 Windows with vertical emphasis are encouraged. A general rule is that the height of the window should be twice the dimension of the width in most residential contexts. See also the discussions of the character of the relevant historic district and architectural styles.

11.22 Frame windows and doors in materials that appear similar in scale, proportion and character to those used traditionally in the neighborhood. Double-hung windows with traditional depth and trim are preferred in most districts. (See also the rehabilitation section on windows as well as the discussions of specific historic districts and relevant architectural styles.)

11.23 Windows shall be simple in shape. Odd window shapes such as octagons, circles, diamonds, etc. are discouraged.

Design Standards for the Avenues Historic District

13.9 Use primary materials on a building that are similar to those used historically. Appropriate building materials include: brick, stucco, and wood. Building in brick, in sizes and colors similar to those used historically, is preferred. Jumbo, or oversized brick is inappropriate. Using stone, or veneers applied with the bedding plane in a vertical position, is inappropriate. Stucco should appear similar to that used historically. Using panelized products in a manner that reveals large panel modules is inappropriate. In general, panelized and synthetic materials are inappropriate for primary structures. They may be considered on secondary buildings.

FINDING: The fenestration pattern and entry element are contemporary design solutions that draw upon basic characteristics of historic buildings, but reinforce a modern design aesthetic. The relationship of materials is visually compatible with the predominant material found in the neighborhood.

3. Relationship to Street.

a. Walls of Continuity. Facades and site structures, such as walls, fences and landscape masses shall, when it is characteristic of the area, form continuity along a street to ensure visual compatibility with the structures, public ways and places to which such elements are visually related;

b. Rhythm of Spacing and Structures on Streets. The relationship of a structure or object to the open space between it and adjoining structures or objects shall be visually compatible with the structures, objects, public ways and places to which it is visually related;

c. Directional Expression of Principal Elevation. A structure shall be visually compatible with the structures, public ways and places to which it is visually related in its orientation toward the street; and

d. Streetscape-Pedestrian Improvements. Streetscape and pedestrian improvements and any change in its appearance shall be compatible to the historic character of the landmark site or H historic preservation overlay district.

DISCUSSION: The proposed house is sited on the lot in a similar fashion as other homes in the vicinity and would contribute to the established wall of continuity of the street. The design of the new home respects the rhythm of spacing and structures on the street by maintaining typical setbacks between adjacent structures and the street. Although the house is located on a non-complying lot with respect to lot area (3,403

sf) and lot frontage (41'), the perceived width of the proposed building is not appreciably greater or smaller than the historic buildings in the neighborhood. The location of the garage to the rear of the lot is in keeping with the character of the district. The design guidelines offer the following guidelines for siting new construction.

Standards for New Construction

11.1 Respect historic settlement patterns. Site new buildings such that they are arranged on their sites in ways similar to historic buildings in the area. This includes consideration of building setbacks, orientation and open space, all of which are addressed in more detail in the individual district standards.

11.2 Preserve the historic district's street plan. Most historic parts of the city developed in traditional grid patterns, with the exception of Capitol Hill. In this neighborhood the street system initially followed the steep topography and later a grid system was overlaid with little regard for the slope. Historic street patterns should be maintained. See specific district standards for more detail. The overall shape of a building can influence one's ability to interpret the town grid. Oddly shaped structures, as opposed to linear forms, would diminish one's perception of the grid, for example. In a similar manner, buildings that are sited at eccentric angles could also weaken the perception of the grid, even if the building itself is rectilinear in shape. Closing streets or alleys and aggregating lots into larger properties would also diminish the perception of the grid.

11.3 Orient the front of a primary structure to the street. The building should be oriented parallel to the lot lines, maintaining the traditional grid pattern of the block. An exception is where early developments have introduced curvilinear streets, like Capitol Hill.

Design Standards for the Avenues Historic District

9.3 Do not attach garages and carports to the primary structure. Traditionally, garages were sited as a separate structure at the rear of the lot; this pattern should be maintained. The allowance of attached accessory structures is reviewed on a case-by-case basis.

FINDING: The directional expression, front setback of the principal façade and rhythm of spacing are consistent with other buildings with similar frontage on Fourth Avenue and the historic district. The overall impact of the proposed accessory structure on the streetscape would not be substantial, given that the proposed

accessory structure would be located toward the rear of the lot. The proposed project meets the intent of this standard.

4. *Subdivision of Lots. The planning director shall review subdivision plats proposed for property within an H historic preservation overlay district or of a landmark site and may require changes to ensure the proposed subdivision will be compatible with the historic character of the district and/or site(s).*

FINDING: This application has no subdivision issues as the lot was determined to be a legal non-complying lot by the Planning Division on February 28, 2005.

STAFF RECOMMENDATION

Although the proposed project exceeds the underlying zoning regulations, as adopted by the Compatible Residential Infill Development Ordinance No. 91, relating to height and wall height, the proposal fits within the context of the neighborhood. 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 single-family dwelling with a detached garage located at 670 E. Fourth Avenue, subject to the following conditions:

1. Approval of the final details of the design including the fenestration pattern 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. The applicant must verify the surface coverage of all principal and accessory buildings meets the City standard.
3. The Historic Landmark Commission allows a modification to the maximum building height standard not to exceed thirty feet at the rear of the building.
4. The Historic Landmark Commission allows a modification to the maximum exterior wall height standard not to exceed nineteen feet at the setback line.

Janice Lew
Principal Planner
June 28, 2005

Attachments: Exhibit 1: Height Survey
Exhibit 2: Front Yard Area Survey
Exhibit 3: Streetscape
Exhibit 4: Plans

Exhibit 1 Height Survey

Exhibit 2
Front Yard Area Survey

Exhibit 3 Streetscape

Exhibit 4 Plans