

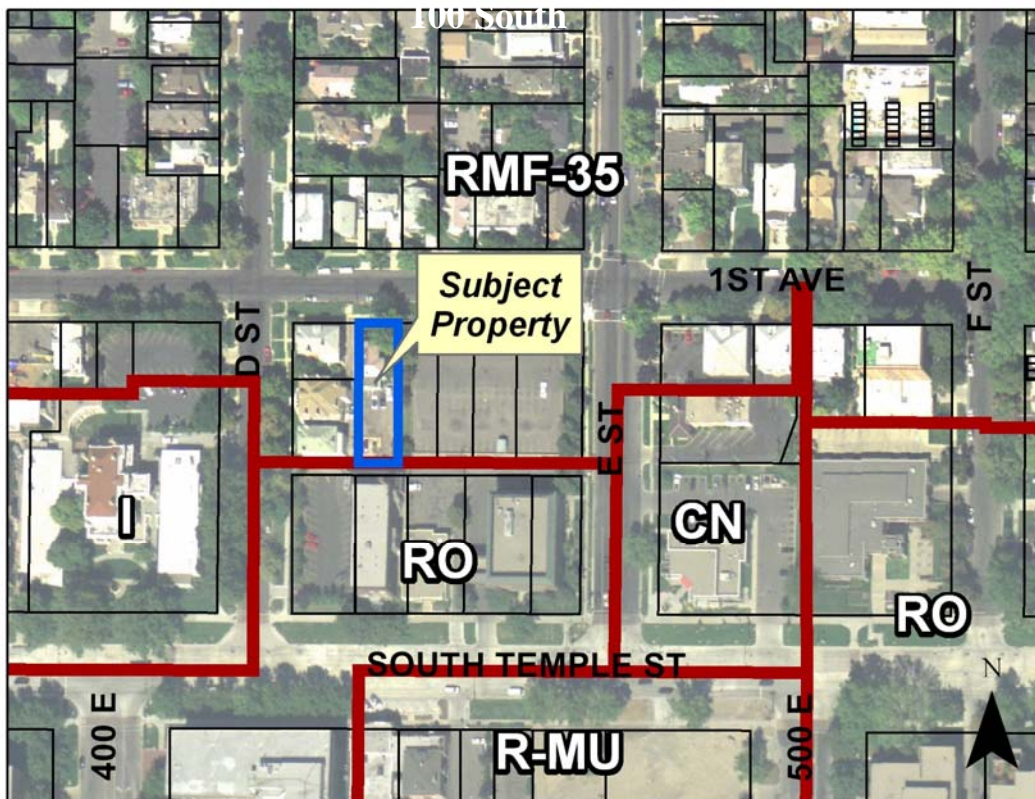
**SALT LAKE CITY
HISTORIC LANDMARK COMMISSION**

**REQUEST BY LARRY CAMPBELL TO ALTER THE MULTI-FAMILY PROPERTY
LOCATED AT 360 E. FIRST AVENUE, REPLACE THE EXISTING REAR
ADDITION AS WELL AS CONSTRUCT A DETACHED SIX-CAR CARPORT IN
THE AVENUES HISTORIC DISTRICT**

**CASE NO. 470-07-06
WEDNESDAY, APRIL 18, 2007**

OVERVIEW

Larry Campbell, represented by David Henshaw, architect, is requesting approval for alterations to the multi-family property (4 units) located at 360 E. First Avenue. The property is located in the Avenues Historic District, in a RMF-35, Medium Density Multi-Family Residential District. The purpose of the RMF-35 zone is to “provide an environment suitable for a variety of moderate density housing types, including multi-family dwellings. The primary structure on the lot is a contributing structure, originally constructed as a single-family dwelling. This request is before the Historic Landmark Commission because the proposed alterations are substantial and a carport is proposed that is associated with a contributing building.



BACKGROUND

The Historic Site Form prepared for this property in 1978 indicates that the house was built in 1897 by Edward H. Airis, secretary of the Mercur Gold Mining and Mineral Company and president of Northern Light Mining and Mineral Company. An example of a two-story foursquare house type, character-defining features of the building include: a truncated hipped roof, centered dormer, a full-width porch distinguished by a stone pony wall and an off-centered entrance. The 1898 Sanborn Map indicates that the house was expanded to the rear shortly after the building's construction. The Sanborn Maps also show that a hipped roof extension to the east and second-story to the rear addition were constructed prior to 1911. A rough stone foundation wall continues under a portion of this part of the building. An upper floor balcony composed of a metal balustrade in combination with wood brackets appears to be a later addition on the projecting east wing. There is no record of any previous project reviews by the Historic Landmark Commission for this property.

PROPOSAL

The proposed scope of work includes the following:

- Remodeling of the east side of the building that includes new wall openings and window replacements,
- Replacement of the earlier additions to the rear of the building with a new addition and
- Construction of a six-car detached carport.

East Elevation of Existing Building

The applicant proposes to alter the fenestration pattern on this elevation of the building by cutting new entrances and window openings. A new north facing entrance and an upper level balcony that would match the existing balcony on this façade are proposed.

Rear Addition

The applicant proposes a two-story hipped roof addition above a stucco finished foundation wall, which would replace the older additions toward the rear of the building. The primary wall material for the new construction is Hardiplank siding. The wall plane of the south elevation is broken by projecting balconies. The proposed roofing material will match the existing asphalt shingle roofing material. Wood windows are also proposed.

New Construction

The applicant proposes to construct an approximately 20' x 53' detached carport that will cover six parking stalls at the rear of the property as shown on the accompanying site plan. The shed roof profile is covered with architectural grade asphalt shingles and rises approximately nineteen feet to the top of a parapet. The proposed design includes decorative corner wood brackets attached to the top of wood square columns. The bays of the addition would face west, towards the side of the property. A fire rated wall with Hardiplank cladding is shown on the east and south elevations. Access to the parking area would be from an east-west alley that runs between D and E Streets.

ANALYSIS

ZONING REQUIREMENTS

DISCUSSION: The proposed site plan was discussed on January 17, 2007 with the City's Development Review Team (DRT) and their comments are attached to this staff report as Exhibit 2. All proposed work must comply with height, yard and bulk requirements of the RMF-35 zoning district and the Accessory Uses, Buildings and Structures chapter of the Ordinance which includes:

RMF-35 Zoning District

- **Maximum Building Height:** The height is thirty five feet (35') or three and one-half (3½) stories, whichever is less. The proposed east addition to the primary building measures approximately thirty one feet (31') from grade to the ridge of the roof. The new construction is consistent with the height of the existing structure on which it will be attached and compatible with other buildings in the immediate neighborhood.
- **Front yard setback:** Twenty feet (20'). The proposed additions would not have an effect on the existing front yard setback.
- **Interior side yard setback:** Four feet (4') on one side and ten feet (10') on the other. The site plan indicates that the proposed project meets these standards.
- **Rear yard setback:** Twenty five percent (25%) of the lot depth, but not less than twenty feet (20') and need not exceed twenty five feet (25'). The site plan indicates that the proposed project meets these standards.
- **Building coverage:** The surface coverage of all principal and accessory buildings shall not exceed sixty percent (60%) of the lot area for multi-family dwellings. The drawings indicate a surface coverage of forty five (45%) of the lot area.

FINDING: The proposed alterations and additions comply with the height, yard and bulk requirements of the specific zoning district.

Location of Accessory Buildings

- **Accessory structures in a required yard:** Accessory structures shall be located a maximum of five feet from the rear property line. The drawings indicate a three foot (3') setback from the rear property line.
- **Yard coverage:** Any portion of an accessory structure shall not occupy more than 50% of the area located between the rear façade of the principle building and the rear lot line. The drawings indicate a surface coverage of 42% of the rear yard.
- **Building coverage:** The maximum coverage of all accessory buildings shall not exceed 50% of the building footprint of the principal structure. The drawings indicate a building footprint coverage of approximately 50% of the principal building footprint.
- **Maximum building height for pitched roofs:** The height is seventeen feet (17') measured to the mid point of the roof. The proposed height of the detached carport appears to be consistent with this requirement.

FINDING: The proposed accessory structure complies with the general yard, bulk and height limitations of the Ordinance.

ZONING ORDINANCE AND DESIGN GUIDELINES

Alterations of a Contributing Structure

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 is a two-story, side-passage-plan, simple foursquare building. It has a wide one-story front porch and a centrally placed hipped dormer in the roof. These details will remain intact; it will be the massing of the building on the site that would be altered. The submitted plans show the proposed addition set back from the historically important front façade. Although the proposed addition is located in a secondary area on an inconspicuous side, some loss of historic fabric at the rear of the historic building is anticipated as a result of its construction.

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.

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.

FINDING: Placing the new addition to the rear of the historic building will minimize the visual impact on the primary façade. This location will not radically change the character-defining features as discussed above of the historic building. The new addition is compatible with the historic building primarily because of its location and generally meets the intent of 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: Placing the proposed addition to the rear of the historic structure, where it does not affect the building's streetscape appearance will minimize the visual impact on the primary structure and allow its character defining features to remain prominent. The architect has set the addition in from the side walls of the principal building. The proposed exterior material, Hardiplank, differentiates the addition from the original portion of the building. The architectural details on the addition are compatible with the existing character of the building and do not seek to imitate an earlier period or inaccurate variation on the historic style. This massing and the contemporary construction of the addition 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

8.2 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.

8.4 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 pattern and contemporary materials of the new construction differentiate it from the historic portion of the building. 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: Although the proposed project would replace earlier additions and remove historic material, this approach has been approved by the Historic Landmark Commission in the past for secondary elevations. Such earlier additions were often tacked onto a building and poorly constructed, lacked adequate foundations and would require significant work to structurally stabilize. The approach demonstrates that additions can be successful if the basic form of the primary structure is retained and the design of an addition is compatible with the historic character of the building.

In this case, the Sanborn Maps included in Exhibit 2 indicate that the new rear addition would replace earlier additions that have achieved historic significance in their own right because of their age and character. Thus, staff is of the opinion that efforts should be made to maintain and incorporate existing elements, such as the west façade into the new design. These alterations were added to the original building early in its history and appear structurally sound.

FINDING: The primary façade and character-defining elements of the historic building as seen from the street would not be negatively affected by the removal of the additions located at the rear of the building. However, the existing rear additions appear to have achieved historic significance and may thus merit preservation.

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

DISCUSSION: Early alterations and additions to historic properties may themselves be of such an age and character that they have achieved significance in their own right. Most alterations less than fifty years old will have no significance. Thus, staff views the removal of the older rear additions as alterations that weaken the historic integrity of the structure. The Commission may wish to consider to what extent the applicant should preserve these older alterations.

FINDING: The proposed design of the new addition is inconsistent with this standard because it fails to preserve older alterations or additions that have achieved historic significance in their own right.

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 rear addition including window treatment and construction materials and the carport. An analysis of the detached carport is discussed under the **New Construction** section of this staff report. The Historic Landmark Commission has approved numerous carports in an effort to adapt properties in the historic districts to contemporary uses. The design guidelines offer the following guidance for compatible designs.

Standards for Additions

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

9.3 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 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: The mass of the additions is located behind and is subordinate to the primary facade of the historic building. As mentioned above under Standard 3, the alterations have been designed to be clearly distinguishable from the principal structure, but sympathetic with its character. The proposed wood windows and doors are compatible in scale and proportion with the doors and windows seen on the historic building. Furthermore, the proposed addition is consistent with the general requirements of the Ordinance. 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 additions 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 Design Guidelines for Residential Historic Districts in Salt Lake City includes an extensive discussion on additions to historic structures. Specific guidelines that are applicable in this case are noted in the discussion of each standard.

FINDING: The proposed project is generally in keeping with the design guidelines. Although distinctive alterations and additions that characterized the property will be lost, the new rear addition is compatible in size and scale with the main building and will be recognized as a product of its own time. The proposed exterior alterations on a secondary elevation of the historic building, such as cutting new entrances or windows, will not radically change character-defining spaces.

New Construction – Detached Carport

2A.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: The surrounding structures are a mix of historic and contemporary styles, ranging in mass and scale from a large parking structure associated with one of several business uses to two-story turn of the century residences. The proposed carport is similar in design to other multi-car carports that the Commission has approved, such as the six bay carport at 331 South 600 East Street (April 6, 2006). Its height and width, proportions, and scale are subordinate to the primary structure. The shed roof profile of the carport roof reflects the roof form of the carport associated with the property just south of the alleyway. The Commission's design guidelines offer the following guidance on the scale and form of accessory structures.

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 cases 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.

FINDING: The application meets the intent of this standard as its height and width, proportions, and scale are subordinate to the primary structure.

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: The bays of the carport would face west, away from the street and are regularly spaced. No windows are proposed for the structure which would be enclosed on the east and south sides. Many of the materials that have been used traditionally in accessory structures are those utilized in the construction of primary buildings. The proposed wood columns, Hardiplank siding material and asphalt shingles are similar in character to traditional materials found in the districts. The design guidelines recommend the following with respect to the composition of principal facades.

Standards for New Construction

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.

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 application complies with this standard as the construction materials are materials typically approved for accessory structures.

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 building is located on the interior of the block. Access to the existing parking area at the rear of the property is currently from an alleyway. The proposed carport faces west with the narrow end of the structure fronting the alley. The design guidelines recommend the following with respect to location and design of parking areas.

General Design Standards

12.6 Minimize the visual impacts of service areas as seen from the street.

When it is feasible, screen service areas, especially those associated with commercial and multifamily developments, from view. This includes locations for trash containers and loading docks. Also locate service areas from view, when feasible.

12.10 Large parking areas, especially those for commercial and

multifamily uses, shall not be visually obtrusive. Locate parking areas to the rear of the property, when physical conditions permit. An alley should serve as the primary access to parking, when physical conditions permit. Parking should not be located in the front yard, except in the driveway, if it exists.

12.11 Avoid large expanses of parking. Divide large parking lots with planting areas. Large parking areas are those with more than five cars.

12.12 Screening parking areas from view of the street. Automobile headlight illumination from parking areas shall be screened from adjacent lots and the street. Fences, walls and plantings, or a combination of these, should be used to screen parking.

FINDING: The overall impact of the proposed accessory structure on the streetscape would be minimized, given that the proposed garage would be located behind the building toward the rear of the lot and the narrow sides of the structure would face an alleyway and First Avenue streetscape. 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. If individual transfer of ownership of the residential units is desired, condominium approval must be obtained in conformance with Salt Lake City and State of Utah laws, ordinances and policies.

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 alter a multi-family building, construct a rear addition and detached six-car carport located at 360 E. First 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
April 12, 2007

Attachments: Exhibit 1: Photographs
Exhibit 2: Historical Documentation
Exhibit 3: Site Plan and Elevation Drawings

Exhibit 1 Photographs

Exhibit 2
Historical Documentation

Exhibit 3
Site Plan and Elevation Drawings

Exhibit 4
Materials Information