

**SALT LAKE CITY  
HISTORIC LANDMARK COMMISSION**

**REQUEST BY LIZA HART, ARCHITECT, REPRESENTING TRACEY BUSHMAN  
AND CHRISTIAN GURHOLT, TO CONSTRUCT A SINGLE-FAMILY DWELLING  
WITH A DETACHED CARPORT AT APPROXIMATELY 667 NO. WALL STREET,  
IN THE CAPITOL HILL HISTORIC DISTRICT**

**CASE NO. 470-06-53  
WEDNESDAY, JANUARY 3, 2007**

**OVERVIEW**

The applicants, Tracey Bushman and Christian Gurholt, represented by Liza Hart, architect, are requesting approval to construct a single-family residence with a detached carport at approximately 667 No. Wall Street. The subject property is located in the Capitol Hill Historic District, which was locally designated as a historic district in May of 1984. 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 yards, 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 carport on a vacant legal complying lot that is approximately 3,003 square feet in lot area. On August 15, 2005, the Board of Adjustment recognized the parcel as a legal developable lot. The subject property is irregular in shape with a lot width of 74'-9" along the street frontage and varies in depth from 37'-1" to 57'-11". The plans are for a flat roofed residence that is contemporary in style. The proposed house has a building footprint of 894 square feet.

The applicant proposes the following materials for the building:

- Brick on the side wings with “green” roofing.
- IPE wood siding on the center mass with a membrane or ballasted roof with a parapet.
- Wood screen detailing.
- Metal clad wood windows.
- Glass front door with a sidelight.

The plans also show an approximately 217 square foot detached single bay carport at the northwest corner of the property. The flat roof structure rises approximately nine feet (9') to the cornice. Wood screen panels supported by wood columns enclose the parking bay.

## ANALYSIS

### REQUIREMENTS OF THE ZONING ORDINANCE

#### ZONING REQUIREMENTS

##### SR-1A Zoning District

- **Minimum lot area:** 5,000 square feet. This lot is a legal complying lot with approximately 3,003 square feet in lot area.
- **Maximum height of a flat roof building:** Sixteen feet (16'). The proposed primary building height varies in height from approximately eleven feet (11') on the side wings to nineteen (19') on the center section 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.
- **Maximum exterior wall height:** Sixteen feet (16') for exterior walls placed at the building setback established by the minimum required yard. The proposed exterior wall heights measure approximately eleven feet (11') from grade at the building setback and meet this requirement.

- **Front yard setback:** 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 applicant indicates that the average of the front yards of existing buildings within the block face is approximate eleven feet (11'), and there is a point on the primary elevation which projects into the front yard approximately three feet (3'). *The applicant is seeking a variance from the Board of Adjustment to modify this 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 house meets these standards.
- **Rear yard setback:** Twenty five percent (25%) of the lot depth, but not less than fifteen feet (15') and need not exceed thirty feet (30'). *The applicant is seeking a variance from the Board of Adjustment to modify this setback.*
- **Building coverage:** Forty percent 40% of the lot area and the drawings appear to meet this standard. The proposed primary structure has a building footprint of 894 square feet and together with a carport the lot coverage is thirty-seven percent (37%).
- **Off-street parking:** Two (2) parking spaces for each dwelling unit. The proposed site plan shows one (1) covered parking space. This discrepancy must be resolved prior to building permit issuance.

**FINDING:** The single-family dwelling exceeds the underlying zoning regulations, as adopted by the Compatible Residential Infill Development Ordinance, relating to height. The Commission can allow the increased height if it finds that the project meets the provisions of Chapter 21A.34.020. The proposed plans do not meet the standards for front yard and rear yard setbacks, and parking requirements. Thus, the applicant is seeking variances from the Board of Adjustment to modify the setback requirements. *The Board of Adjustment heard this request on November 20, 2006 and tabled the item pending review of the proposed design by the Historic Landmark Commission.*

#### Accessory Buildings

- **Accessory structures in a required yard:** A maximum of five feet (5') from the rear property line. The drawings indicate a one foot (1') setback from the rear property line.
- **Yard coverage:** Any portion of an accessory structure (217 square feet) shall not occupy more than 50% of the area located between the rear façade of the principle building and the rear lot line (723 square feet). The drawings indicate a yard coverage of approximately 30%.
- **Building coverage:** The maximum coverage of all accessory buildings shall not exceed 50% of the building footprint of the principal structure. Notwithstanding the size of the footprint of the principal building, at least 480 square feet of

accessory building coverage shall be allowed. The drawings indicate an approximately 217 square foot footprint.

- **Maximum building height for flat roofs:** Nine feet (9'). The proposed height of the detached carport measures approximately nine feet (9').

**FINDING:** 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 Capitol Hill Historic District a wide range of architectural styles exists, which results in a variety of building forms. The district contains some of the oldest extant homes in the state. Thus, a distinctive feature of the Marmalade subdistrict is the abundance of dwellings of simple design and detailing and of modest scale, ranging in height from one- to two-stories. The surrounding buildings of the subject property are shown on the photographs attached to this staff report. The streetscape along this area of Wall Street is more consistent, as most of the homes are one- and two-stories high and Victorian Eclectic in style. Gabled and hipped roof

forms occur more frequently, although shed and flat roofs appear on some building types.

To the north of the subject property, is a one-story Victorian home with a hip roof and projecting gabled front bay. To the south, is a one-and-one-half-story gable roofed adobe and brick home of the rectangular cabin type (160 W. Clinton Avenue). The house appears to have been remodeled in the popular bungalow style of the early twentieth century. To the east, is a two-story flat roofed duplex constructed in 1908. The apartment building to the west of the subject property at 172 W. Clinton Avenue was constructed in 1971 and is not of the historic period. Its simple rectangular shape and flat roof form were common for multi-family structures of this time period.

The size and mass of the home is similar to the residential structures found in this neighborhood and throughout the Capitol Hill district. A modern interpretation of a double cross-wing form, the two-story central section has wings projecting to both sides. The center section, the tallest portion of the building (approx. 19'), is also similar in height to that of existing structures in the district and compatible with surrounding buildings.

The Commission's design guidelines offer the following guidance on the scale and form of compatible new construction.

### **Standards for New Construction**

#### ***Mass and Scale***

**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.

### *Height*

**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.**

### *Width*

**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.

### *Building form standards*

**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.

### *Proportion of building façade elements*

**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 Capitol Hill Historic District**

### *Building form*

**13.18 Design new buildings to be similar in scale to those seen historically in the neighborhood.** In the Marmalade subdistrict, homes tended to be more modest, with heights ranging from one to two stories, while throughout Arsenal Hill larger, grander homes reached two-and-a-half to three stories. Front facades should appear similar in height to those seen historically on the block.

**13.19 Design a new building with a primary form that is similar to those seen historically.** In most cases, the primary form for the house was a single rectangular volume. In some styles, smaller subordinate masses were then attached to this primary form. New buildings should continue this tradition.

### **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 proposed building is similar in terms of height, width, proportion of principal façade and scale with other buildings on the block and within the district. The proposed roof shape is not a typical roof form historically used for a single family home, but it is consistent with multi-family development in the area, and will be recognizable as a contemporary design element of the house. 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. The carport 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:** 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 Capitol Hill period of historic significance. Similar to other modern building styles, however, the proposed design lacks ornamentation, with rows or bands of glass that have simple frames and wrap the corners of the building. 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 entry is essentially an outdoor space, protected from the elements by the second floor above. Porches are rare on modernist houses, and where they occur, are typically recessed beneath the primary roof plane. An unusual feature for this 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 and wood building materials characterized the district, and garages were simple wood or iron structures. The proposed exterior finishes are similar in character to traditional materials found in the historic districts. The proposed roof material for the center mass will be a membrane or ballasted material, materials that are ordinarily acceptable for use in the historic districts on similar roof forms.

The applicant proposes to use a “green” material to cover the side wings. It is important that the introduction of any new materials be carefully reviewed so that the integrity of genuine historic structures will not be compromised in the districts. The use of substitute materials on a building can be considered to be a contemporary interpretation of historic design elements, when the material conveys an appearance similar to traditional building materials. Other materials have been considered by the commission as long as the scale, proportion, finish and texture reinforce existing characteristics. For example, a substitute wood siding material may be acceptable where the material conveys a similar lap dimension and crispness and uses similar trim elements to those found historically. Additionally, a substitute material should have an established track record in other applications where its durability and long-term performance have been demonstrated.

Although the proposed location of the carport is behind the front façade of the primary structure, it will be visible from the street because of the lots diminutive size. Its height and width, proportions, and scale are subordinate to the proposed primary structure. 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 and screen material are similar in character to traditional materials found in the historic districts.



The design guidelines recommend the following with respect to the composition of principal facades.

### **Standards for New Construction**

#### *Solid-to-void-ratio*

**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.

#### *Rhythm and spacing*

**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.

#### *Materials*

**11.15 Use building materials that contribute to the traditional sense of scale of the block.** This will reinforce the sense of visual continuity in the district.

**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.

#### *Architectural Character*

**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.

#### *Windows*

**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 Capitol Hill Historic District**

**13.20 Use building materials that are similar to those used historically.** Appropriate primary building materials include brick, stucco and painted wood.

**FINDING:** The design of the proposed project is a contemporary design solution that draws upon basic characteristics of historic buildings, but reinforces a modern design aesthetic. The proposed house is visually compatible with the surrounding buildings and streetscape in terms of proportion of openings, rhythm of solids to voids in facades, rhythm of entrance porch and other projections and relationship of materials. The proposed “green” roofing material for the side wings, however, fails to convey the same visual appearance of those materials seen historically, and thus is less consistent with this standard. The carport 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:** In this area of the Capitol Hill Historic District, the orientation of buildings to the street and front yard setbacks vary. An irregular development pattern exists because of the angle of the streets distinguishing this part of the district. Despite the variety of setbacks and the mixture of lot shapes in the district, buildings traditionally had their primary entrance oriented toward the street. Although the house will be located on a substandard lot with respect to lot area (3,003 sf), the established wall of continuity and orientation of the building will be consistent. The interior side yard adjacent to the property to the south will be four feet (4') and the northern side yard setback exceeds ten feet (10'), consistent with the requirements. The design guidelines offer the following guidance 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.

### **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.

### **General Design Standards**

**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.

### **Design Standards for the Capitol Hill Historic District**

#### *Setback*

**13.15 Maintain the traditional setback and alignment of buildings to the street, as established by traditional street patterns.** In Arsenal Hill, street patterns and lot lines call for more uniform setback and siting of primary structures. Historically, the Marmalade district developed irregular setbacks and lot shapes. Many homes were built toward compass points, with the street running at diagonals. This positioning, mixed with variations in slope, caused rows of staggered houses, each with limited views of the streetscape. Staggered setbacks are appropriate in this part of the district because of the historical development. Traditionally, smaller structures were located closer to the street, while larger ones tended to be set back further.

**13.16 Keep the side yard setbacks of a new structure or an addition similar to those seen traditionally in the subdistrict or block.** Follow the traditional building pattern in order to continue the historic character of the street. Consider the visual impact of new construction and additions on neighbors along side yards. In response, consider varying the setback and height of the structure along the side yard.

**13.17 Orient the front of a primary structure to the street.** Define the entry with a porch or portico.

**FINDING:** The proposed house meets the standards of the ordinance in terms of directional expression of the principal elevation, rhythm of spacing and structures on streets and walls of continuity. The orientation of the building is consistent with the typical alignment of the surrounding buildings on the block. The overall impact of the proposed accessory structure on the streetscape would be minimized, given that the proposed carport would be located behind the wall plane of the front facade toward the rear of the lot and the narrow side of the structure would face the Wall Street 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.

#### **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, 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 carport located at approximately 667 No. Wall Street, subject to the following conditions:

1. Approval of the final details of the design including the fenestration pattern and roofing materials 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 or Board of Adjustment.
3. The Historic Landmark Commission allows a modification to the maximum building height standard not to exceed nineteen feet at the center mass of the building.

Janice Lew  
Planning Division  
December 27, 2006

- Attachments:** Exhibit 1: Photographs  
Exhibit 2: Height Survey and Streetscape  
Exhibit 3: Submittal

# **Exhibit 1 Photographs**

**Exhibit 2**  
**Height Survey and Streetscape**



**Exhibit 3  
Submittal**