

HISTORIC LANDMARK COMMISSION
STAFF REPORT



Planning and Zoning
Division
Department of
Community & Economic
Development

Campbell Home
Legalization 470-08-13
840 East Sixth Avenue in the Avenues Historic District
June 4, 2008

Applicant: Jason Campbell,
Owner

Staff: Ray Milliner 535-7645
ray.milliner@slcgov.com

Tax ID: 09-32-329-008

Current Zone: SR-1A, Special
Development Pattern
Residential District

Master Plan Designation:
Avenues Community Master
Plan, Low Density Residential

Council District: District 3;
Council Member Jergenson

Acres: .06

Current Use: single family
residence

**Applicable Land Use
Regulations:**

- 21A.24.080 SR
- 21A.34.020 (H)

Attachments:

- A. Photos of existing
building
- B. Photo from Tax
Assessor

REQUEST

The applicant requests that the Historic Landmarks Commission legalize changes to an historic home. The work was done without a Certificate of Appropriateness. Changes to the home include:

1. Replacement of a flat roof over an addition with a pitched roof.
2. Replacement of non-historic metal clad double-hung windows with vinyl windows with an internal muntin system.
3. Re-sizing of exterior windows.

PUBLIC NOTICE

On May 16, 2008, notice was mailed to all property owners within 85 feet of the subject property, meeting the minimum 14 day notification requirement of the Zoning Ordinance. Notice was also sent to interested parties on the Historic Landmark Commission's e-mail listserve and posted on the Planning Division's Web site.

STAFF RECOMMENDATION:

Based upon the analysis and findings included in this staff report, Planning Staff recommends the Historic Landmark Commission legalize the changes to the contributing home located 840 East Sixth Avenue, subject to the following conditions:

1. That the Commission legalizes the pitched roof of the rear addition, as this portion of the home is a later addition and there are no outstanding architectural, physical or historic features associated with the addition
2. That the Commission approves the use of vinyl replacement windows that match the existing window configuration. They are located on secondary and tertiary elevations where no decorative or character-defining architectural features will be removed as the original windows were replaced.
3. That the Historic Landmark Commission denies the request to legalize windows with an internal muntin system, as this design is not consistent with the historic character of the building or the historic district.
4. That the Historic Landmark Commission denies the request to legalize the change in size and style of the windows in the middle opening on the north façade, as this is an inappropriate measure that will alter the historic character of the building as seen from the public way. The middle opening shall be restored to its original size and proportion.

VICINITY MAP



COMMENTS

PUBLIC COMMENTS

No public comment regarding this application has been received.

BACKGROUND, DISCUSSION AND FINDINGS:

BACKGROUND

The structure at 840 East Sixth Avenue is a one-story, frame, rectangular single family home constructed in 1928. The siding is stucco, and the gable and soffit are aluminum siding. According to the survey, the dwelling was originally built and owned by Mr. and Mrs. Jerry and Jane Wellman. No other owner information is readily available. The survey also indicates that the structure is contributory in age, styling and materials to the overall Avenues Historic District.

In 1953, the building division issued a building permit for the construction of a small utility room on the rear of the home. The addition was built with cinderblocks and had a flat roof.

January 2, 2008, the applicant received a building permit for a re-roof of the existing structure. This permit was for the replacement of existing shingles and ice and water shields. In addition to replacing the shingles, the

applicant removed the flat roof on the rear addition of the home and built a pitched roof over the building, as well as replaced the existing metal clad windows with new vinyl windows with grids sealed between the panes of glass of the upper sash. Two of the double-hung windows on the south façade were resized to be smaller casement style windows.

When it was discovered that the applicant had exceeded the parameters of the issued building permit, a stop work order was issued, and a Certificate of Appropriateness application was submitted. Staff reviewed the application and determined that the changes to the building were too extensive to approve administratively and referred the request to the Historic Landmark Commission for consideration. The subject property is a corner lot with frontage on both Sixth Avenue and 'N' Street. The principal façade is oriented toward 'N' Street.

ZONING CONSIDERATIONS

The property is located in a SR-1A Special Development Pattern Residential District, 21A.24.080 SR.

D. Maximum Building Height: Maximum building height limits vary, depending upon the location. The following regulations apply for each area within the SR-1A district:

1. **Pitched Roofs:** The maximum height of buildings with pitched roofs shall be:

SR-1A: Twenty three feet (23') measured to the ridge of the roof, or the average height of other principal buildings on the block face.

Discussion: The height of the addition, at its highest point, is less than twenty feet (20').

Finding: The addition meets this portion of the Ordinance since it is below the maximum height limit.

3. **Exterior Walls:** Maximum exterior wall height adjacent to interior side yards:

SR-1A: Sixteen feet (16') for exterior walls placed at the building setback established by the minimum required yard.

Discussion: No changes to the existing wall height were made.

Finding: The addition meets this portion of the Ordinance.

E. Minimum Yard Requirements:

Discussion: No changes to the existing footprint have been made.

Finding: The addition meets this portion of the Ordinance.

F. Maximum Building Coverage: The surface coverage of all principal and accessory buildings shall not exceed forty percent (40%) of the lot area. For lots with buildings legally existing on April 12, 1995, the coverage of existing buildings shall be considered legal conforming.

Discussion: No changes to the existing footprint have been made.

Finding: The proposed addition meets this portion of the Ordinance.

ZONING ORDINANCE AND DESIGN GUIDELINES

21A.34.020(H)(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:

Standard 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: This single-family residence will remain a single-family residence.

Finding: The use of the structure is not affected by the proposed change.

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;

Applicable Design Standards

3.2 Preserve the position, number, and arrangement of historic windows in a building wall.

Enclosing a historic window opening in a key character-defining façade is inappropriate, as is adding a new window opening. This is especially important on primary facades where the historic ratio of solid-to-void is a character-defining feature. Greater flexibility in installing new windows may be considered on rear walls.

3.4 Preserve the size and proportion of a historic window opening. Reducing an original opening to accommodate a smaller window or increasing it to receive a larger window are inappropriate measures.

Discussion: The applicant has replaced the metal clad windows on the building (the original wood windows were replaced long ago) with vinyl windows. On the north elevation there are three sets of windows; to accommodate the kitchen remodel, the middle opening was resized and replaced with a smaller horizontal slider type window. By doing this, the historic look of the north façade has been altered from its original orientation to a more contemporary look, as slider type windows were not as common historically as larger double-hung windows. The Historic Landmark Commission has allowed the use of horizontal sliders on secondary locations when necessary for egress purposes or where they replaced original casement, awning or hopper windows, so the exterior appearance is similar to the original window. As a corner property, staff recommends that the middle opening be restored to its original size and proportion.

Finding: Staff finds that the change in size and style of the windows in the middle opening on the north facade is an inappropriate measure that will alter the historic nature of the building and is inconsistent with this standard.

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;

Applicable Design Standards

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.

Discussion: The design of the roof structure was constructed as an extension of the existing ridge line of the main home, and is built in the same style with the same roofing materials. Nevertheless, the structure is distinguishable from the rest of the roof structure through an obvious seam that delineates the old roof line from the new.

Replacing the windows with a synthetic material (vinyl) does not create a false sense of history because vinyl is a modern construction material.

Finding: The definition between old and new created with a seam line between the two roof structures meets these sections of the Ordinance and Design Guidelines. The proposed window replacement material complies with this standard to the extent that its application would be recognized as a product of its own time.

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

Discussion: The house has experienced the typical alterations made to increase the size of smaller historic homes in the past. Such earlier additions were often tacked onto a building and poorly constructed, and would require significant work to structurally stabilize and meet the needs of current property owners. The addition to the building is a simple utilitarian box with a flat roof that was built in 1953. There are no outstanding architectural, physical or historic features associated with the addition that would warrant preservation. An early tax photograph illustrates that the original casement windows were replaced with metal clad windows. As such, this alteration would not be considered historically and architecturally significant.

Finding: The alterations to the roof of the addition do not diminish the historic significance of the 1953 addition. No excessive preservation action is necessary. The character-defining elements of the historic building as seen from the street would not be significantly affected by the removal of the metal clad replacement windows. These windows were not original, similar in appearance to the original or of an age to have achieved historic significance in their own right. The project meets the intent of this standard.

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

Applicable Design Standards

6.1 Protect and maintain significant stylistic elements. Distinctive stylistic features and examples of skilled craftsmanship should be treated with sensitivity. The best preservation procedure is to maintain historic features from the outset so that intervention is not required. Protection includes maintenance through rust removal, caulking, limited paint removal and reapplication of paint.

Discussion: The roof form of the rear addition was altered from a flat to pitched style, and the windows of the building were replaced. Nevertheless, these changes were not to distinctive sections of the home that characterize skilled craftsmanship, or style. The roof altered a utilitarian style addition that is not historically significant. As mentioned above under Standard 4, the metal clad windows were not character-defining features of the property.

Finding: The changes to the building will not compromise any distinctive features on the building. The size, scale, massing, height and location of the addition are compatible with the existing house, and the window replacements would not remove finishes or construction techniques that characterize this historic property. The project is consistent with this standard.

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: The proposed addition does not include the repair or replacement of any significant architectural features. The replacement windows are third generation, replacing metal clad wood windows that were installed in the 1960's. The roof is built with the same pitch and style as the original, but slightly lower in height than the primary gable ridge.

The Historic Landmark Commission has approved the use of vinyl replacement windows in cases where the windows are located on secondary and tertiary elevations and no decorative or architectural features are removed. The windows must also be the same size and configuration as the historic windows. The replacement vinyl windows appear to have multiple panes in the upper sash. If the windows are subdivided, simulated, between-the-glass grids should not be used because they fail to show the shadow lines of a true multi-pane window. Staff is of the opinion that other window treatments could be used that would be more consistent with the visual qualities associated with a true divided-light window. Therefore, staff suggests that the Commission discuss whether or not an internal muntin system is appropriate, and on which windows.

The Historic Landmark Commission's design guidelines discuss replacement windows extensively and recommend the following:

Design Standards for Windows

3.3 Preserve the historic ratio of window openings to solid wall on a primary façade.

Significantly increasing the amount of glass on a character-defining façade will negatively affect the integrity of the structure.

3.4 Preserve the size and proportion of a historic window opening. Reducing an original opening to accommodate a smaller window or increasing it to receive a large window are inappropriate measures.

3.5 Match a replacement window to the original in its design. If the original is double-hung, then the replacement window should also be double-hung, or at a minimum appear to be so. Match the replacement also in the number and position of glass panes. Matching the original design is particularly important on key character-defining facades.

3.6 Match the profile and its components, as closely as possible to that of the original window. A historic wood window has a complex profile--within its casing, the sash steps

back to the plane of the glazing (glass) in several increments. These increments, which individually only measure eighths or quarters of inches, are important details. They distinguish the actual window from the surrounding plane of the wall. The profiles of wood windows allow a double-hung window, for example, to bring a rich texture to the simplest structure. In general, it is best to replace wood windows with wood on contributing structures, especially on the primary façade. Non-wood material, such as vinyl or aluminum, will be reviewed on a case-by-case basis, and the following will be considered: will the original casing be preserved? Will the glazing be substantially diminished? What finish is proposed? Most importantly, what is the profile of the proposed replacement windows?

3.7 In a replacement window, use materials that appear similar to the original. Using the same material as the original is preferred, especially on key character-defining facades. However, a substitute material may be considered in secondary locations if the appearance of the window components will match those of the original in dimension, profile and finish.

Staff considers the original window replacement with metal clad double-hung windows an inappropriate alteration which compromised the architectural integrity of the building. The replacement windows did not appear similar to the original. It is possible to reverse these changes since documentation is available to provide a framework for the work and window manufacturers can provide appropriate replacements that fit. If it cannot be an exact reproduction of the original, the new windows should, at a minimum, be similar in dimension and profile, and the original depth of the opening should be maintained.

Finding: The application generally meets this standard, as the applicant is not proposing to remove historic materials that characterize the property or alter historic features beyond those changed previously. The proposed addition will not affect historic features of the structure and the original casement wood windows were removed by a previous owner. The project is less compatible visually with the predominant materials used in the area, and thus the Commission should require the applicant to explore other window treatment options. The recommendation by staff for a window treatment that is more traditional in design (scale, proportion and character) would reinforce the historic character of the building and neighborhood.

Standard 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;

Applicable Design Standards for Additions

8.9 Minimize negative technical effects to original features when designing a new 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.

Discussion: The proposed work does not include any treatments of historic materials.

Finding: This standard is not applicable for the project.

Standard 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;

Applicable 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.

8.3 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.

8.5 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.

8.6 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.

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.

Discussion: The design of the roof over the addition is designed to match the size, style and shape of the existing historic roof. There is a clear line delineating the new from the old, and the historic mass, footprint and scale are protected. The window replacements maintain the same size and scale as the original construction except for the one opening in the kitchen. No changes to the original siding, stucco or finish work are proposed as part of this application.

Finding: The changes made to the home are for the most part subordinate to the original historic design of the building. The roof addition does not interfere with the existing roofline and mimics the historic design. Although the window replacement alters the size of one set of windows, the changes made will not destroy any important defining features.

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 roof addition was constructed in a manner that would allow a restoration of the original roof form and shape. The replacement windows were built in the original openings with the original sizes with the exception of the south façade.

Finding: Although the window replacement altered one opening, this change will not significantly change the essential form and integrity of the structure so that if the addition were removed at some later date, the character of the dwelling would remain intact.

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;

Applicable Design Standards for Additions

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.

Discussion: The gable and soffit of the building are clad with aluminum siding, these materials were applied to the building with a permit previously. No inappropriate materials are proposed at this time.

Finding: No inappropriate materials are proposed at this time. The project complies with this standard.

Standard 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 of this title;

Discussion: No signs are proposed.

Finding: This standard is not applicable.

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

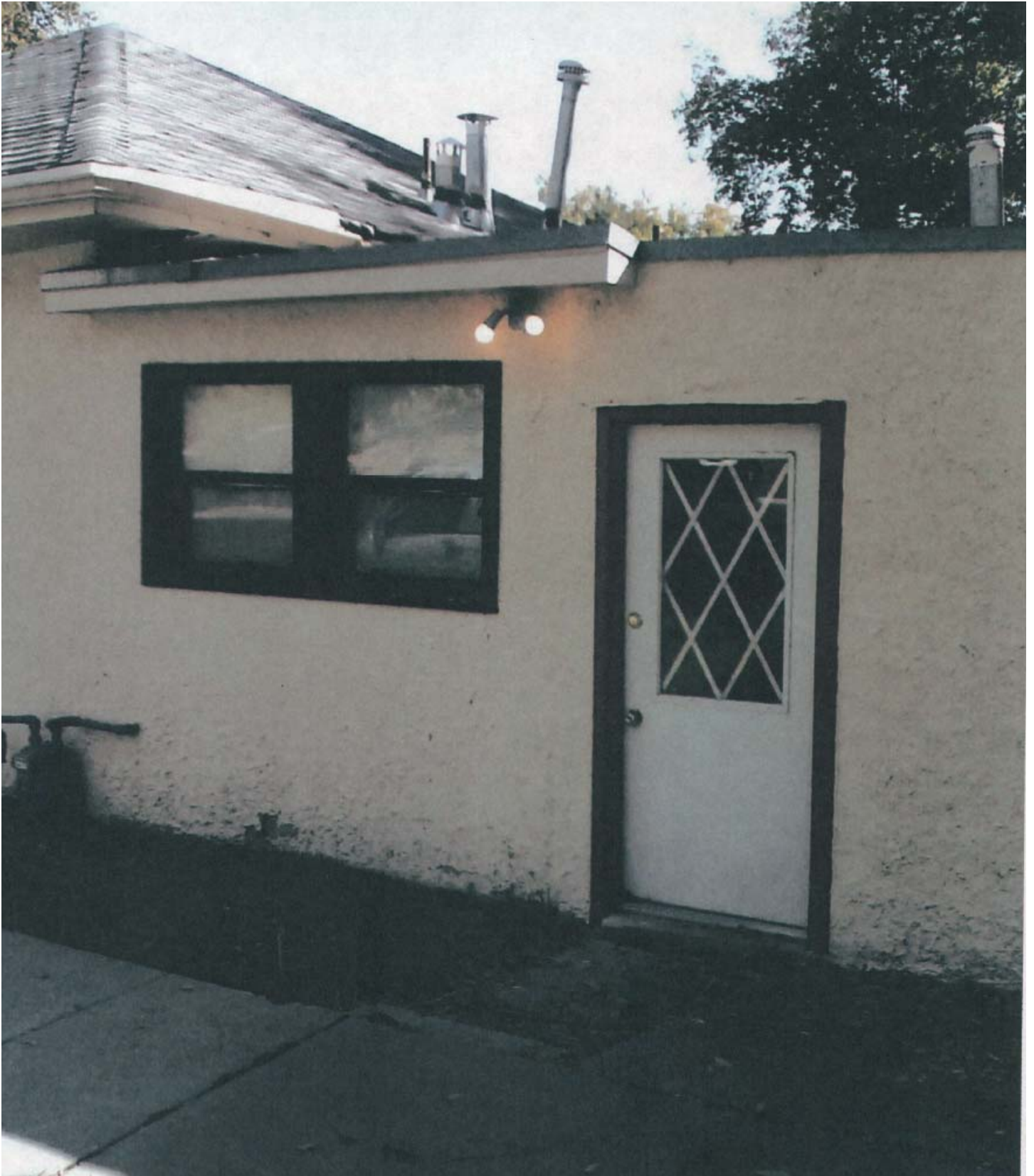
Discussion: The Historic Landmark Commission's *Design Guidelines for Residential Historic Districts in Salt Lake City* is applicable in this case.

Finding: The request is inconsistent with Standard 2 as noted above and not supported by the design guidelines mentioned in this staff report.

Attachment A

Photos of building

Prior to construction





Side entrance

After Construction



Attachment B
Photo from Tax Assessor

