

HISTORIC LANDMARK COMMISSION
STAFF REPORT



Jerry Erkelens
Major Alteration
PLNHLC-2008-00208
919 First Avenue in the Avenues Historic District
October 1, 2008

Planning and Zoning Division
Department of Community
Development

Applicant: Jerry Erkelens

Staff: Robin Zeigler, 535-7758,
robin.zeigler@slc.gov

Tax ID: 09-32-454-016

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

Acreage: .16

Current Use: single family
residential

**Applicable Land Use
Regulations:**

- 21A.24.080
- 21A.34.020 (G)

Attachments:

- A. Historic Documentation
- B. Site Plan and Drawings
- C. Department Comments

REQUEST

The applicant requests approval to construct a garage. As part of the request, the applicant is requesting the Historic Landmark Commission modify the maximum height regulation of fourteen feet for a pitched roof accessory structure to allow the garage to be approximately seventeen feet at its highest point.

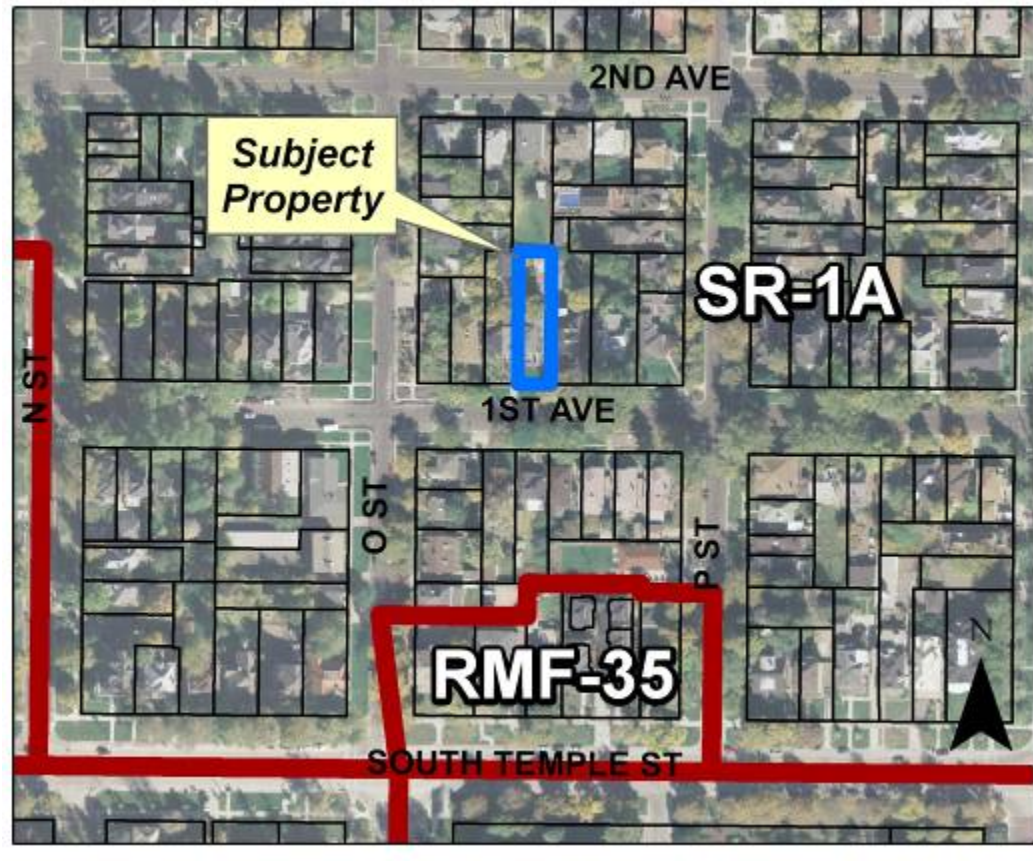
PUBLIC NOTICE

On September 16, 2008, notice was mailed to all property owners within 85 feet of the subject property, meeting the minimum notification requirement. Community Council Chairs, Business Groups and others interested parties were also notified through the Planning Commission's listserv. The agenda was also posted on the Planning Division's website.

STAFF RECOMMENDATION:

Staff recommends that the Historic Landmark Commission approve the Certificate of Appropriateness for the alterations as proposed with the additional height and the condition that the project meet the requirements of other City Departments.

VICINITY MAP



COMMENTS

City Department Comments:

Please see attachment C.

BACKGROUND, DISCUSSION AND FINDINGS:

BACKGROUND

Because the proposed garage cannot be readily seen from the street and is a minor alteration the design would normally be reviewed administratively; however, because the garage is over height it needs to be reviewed by the Commission.

The structure at 919 First Avenue is a two-story asymmetrical Colonial Revival dwelling constructed in 1898. At some point the majority of the front porch was enclosed for living space. In 2003, staff administratively approved a second story to an existing one-story rear addition. A one-car garage was recently destroyed in a snow storm.

The proposed garage will be in the same location as the former garage, which is the rear northeast corner of the property. The seventeen foot tall (17') garage is one-and-one-half story tall and will include space for a garage and laundry on the first floor and storage space on the second floor. (Please note that one of the submitted drawing shows the garage to be nineteen feet (19') with a ten foot (10') wall height; however the applicant claims that this is an error and that the overall height of the proposed garage is seventeen feet (17') with an eight foot (8') wall height.) It will be approximately twenty-three feet by 20 feet (23' x 20') or four hundred and seventy three (473) square feet, which is close to the original size of the former garage. The siding will be cedar shingles stained to match the shingles of the primary structure with aluminum fascia and soffits. The 8:12 pitched gabled roof will be Tampko Heritage 40 shingles with an overhang of twelve inches (12") and two gabled dormers with a pitch of 12:8. The windows will be two feet by four feet (2' x 4') fixed and four feet by three feet (4' x 3') Pella sliders windows to match the existing windows of the primary structure and will have real four or six divided lights. The auto door will be twelve feet by seven feet (12' x 7') wood double door with multi-paned upper lights. The people door will be an aluminum clad one-light door.

ZONING CONSIDERATIONS

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

Discussion:

REQUIRED	PROPOSED	MEET?
Accessory Structure Maximum Building and Wall Height: maximum height and wall height: 9' (5' extra height allowed for parapet wall to screen mechanical equipment (table 21A.36.020C.)	17'	No
Setback Minimums: 1' from property line and 10' from closest main structure	4' and 2.5' /The closest main structure is fifty-eight feet away	Yes
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.	29%	Yes
Accessory Buildings: footprint of up to 480 square feet	473	Yes

Discussion: The project meets the all of the minimum requirements for this zoning district with the exception of height. The zoning ordinance, in section 21A.24.080.D.6 allows the Historic Landmarks Commission the ability to grant exceptions to height for properties in historic overlays. The proposed garage matches the height of the garages on the abutting properties.

Finding: Although the garage height does not meet the ordinance, it does match the height of other garages in the neighborhood. In addition, it cannot be readily seen from the street and so will not have a negative effect on the historic character of the neighborhood. Staff recommends approval of the additional height.

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:

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 for Standard 1: The use of the primary structure will not change.

Finding for Standard 1: The project meets 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;

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

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

Discussion for Standard 2, 4 and 5: The project will not require the removal of character defining features of the primary dwelling or the site.

Finding for Standard 2, 4 and 5: The project meets this standard.

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

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;

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;

Applicable Design Guidelines for Standards 3, 8 and 9:

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 walls but are acceptable for the soffits. In the case of a two-car garage two single doors are preferable and present a less blank look to the street; however, double doors are allowed.

9.3 Do not attach garages and carports to the primary structure. Traditionally, garages were sited as 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.

Accessory Structures in the Avenues: Garages in the Avenues District are simple wood or iron structures generally detached and located behind the house. Most are accessed from single-car width driveways from the street, while a few are accessed through a rear alley. New garages in the district should follow these development patterns in terms of location, size, and character.

Secondary Structures in the Avenues

13.7 Construct and locate secondary structures in a manner similar to those seen historically in the district. Most secondary structures were built along the rear of the lot, accessed by the alley, if one existed. This should be continued. Garages, as well as driveways, should not dominate the street space; therefore, they should be detached from the main house and located to the rear of the house, if possible. Historically, garages and stable houses in the Avenues were simple wood structures covered with a gabled or hipped roof. A new secondary structure should follow historic-precedent, in terms of materials and form.

Discussion for Standards 3, 8 and 9: The proposed garage is located in the same location as the former garage, which is the rear corner of the property and is not attached to the primary structure. It will not be readily seen from the street and does not require the destruction or alteration of any site features. The garage uses similar materials to the primary structure. All materials, with the exception of the aluminum soffit and fascia and roofing are historic. Gabled dormers are the most typical style of dormer found on Colonial Revival style dwellings.

Finding for Standards 3, 8 and 9: The proposed garage is compatible with the primary structure in general design and materials and its materials and form are appropriate for the neighborhood. The proposed roofing is a new material but acceptable in historic districts since it is an interpretation of earlier roofing materials but does not seek to mimic early materials. The aluminum soffit and fascia is acceptable for new construction because of its low profile, in other words, it is not used for a character defining feature such as the cladding. The location of the garage is appropriate for the neighborhood and its location and design make it subordinate to the primary structure. The design of the structure follows historic precedents but is not so close to the design of the primary structure that it would be

confused for an original garage. In addition, the use of materials, the scale, and design of doors and windows will identify it as a contemporary structure. The project meets this standard.

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

Discussion for Standard 6: No repairs are planned.

Finding for Standard 6: This standard is not applicable to the 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 for Standard 7: The proposed work does not include any treatments of existing materials.

Finding for Standard 7: This standard is not applicable to the project.

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: Historic materials are planned for this structure with the exception of the aluminum soffits and fascia, an aluminum door, and the asphalt shingle roof. The cladding will not be aluminum or vinyl, but wood. No imitation materials are planned.

Finding: Contemporary materials are appropriate for new construction. Since the materials chosen for this project are not for defining features and do not imitate historic materials, this project meets this 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: The proposed work does not include signage.

Finding: This standard is not applicable to this project.

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

Policy Document, Salt Lake City Historic Landmark Commission, Original document adopted on February 1, 1984.

16. Garages: The Historic Landmark Commission recognizes that garages are a necessary part of maintaining the viability of historic properties and districts, and accessory structures have always been features in the historic landscape of Salt Lake City. However, garages, when not designed to be compatible with the primary structure or when not visually subordinate to the primary structure, can have an adverse effect on the historic character of a district. For this reason, the Historic Landmark Commission should review garages with the following characteristics:

- a. The garage is larger than 600 square feet;
 - b. The garage creates a substantial presence on the streetscape because it would be located on a corner lot or visible from a public way;
 - c. It is more than one-story in height; or
 - d. It will be used for an auxiliary use that could lead to disruptive activity in a neighborhood.
- (Adopted by HLC on 6/21/2000)

Discussion: The proposed garage is not more than 600 square feet, does not create a substantial presence on the street, or has an auxiliary use. However, the proposed garage is more than one story and is taller than allowed by ordinance. Neighboring garages are seventeen feet (17') tall.

Finding: The project is presented to the Historic Landmark Commission for review, rather than obtaining administrative review because the garage is over height. The garage is equal in height to the garages of abutting properties, is subservient to the primary structure and cannot be seen from the street; therefore, staff recommends approval of the additional height.

Attachment A

Historic Documentation

Published Date: July 31, 2008



Assessor's Photo—date unknown



1978 Survey Photo

Researcher: John McCormick
Date: October, 1978

Site No. _____

Utah State Historical Society
Historic Preservation Research Office
Structure/Site Information Form

1
IDENTIFICATION

Street Address: 919 1st Avenue (909) Plat G Bl.10 Lot
Name of Structure: Porter J. Conway House T. R. S.
Present Owner: Noall, Harold F. & Sandra H. UTM:
Owner Address: Tax #:

2
AGE/CONDITION/USE

Original Owner: Porter J. Conway Construction Date: 1898 Demolition Date:
Original Use: single-family
Present Use: Occupants:
 Single-Family Park Vacant
 Multi-Family Industrial Religious
 Public Agricultural Other
 Commercial
Building Condition: Integrity:
 Excellent Site Unaltered
 Good Ruins Minor Alterations
 Deteriorated Major Alterations

3
STATUS

Preliminary Evaluation: Final Register Status:
 Significant National Landmark District
 Contributory National Register Multi-Resource
 Not Contributory State Register Thematic
 Intrusion

4
DOCUMENTATION

Photography: Date of Slides: 5/77 Date of Photographs:
Views: Front Side Rear Other Views: Front Side Rear Other
Research Sources:
 Abstract of Title City Directories LDS Church Archives
 Plat Records Biographical Encyclopedias LDS Genealogical Society
 Plat Map Obituary Index U of U Library
 Tax Card & Photo County & City Histories BYU Library
 Building Permit Personal Interviews USU Library
 Sewer Permit Newspapers SLC Library
 Sanborn Maps Utah State Historical Society Library Other

Bibliographical References (books, articles, records, interviews, old photographs and maps, etc.):

Utah, Her Cities, Towns, and Resources, (Chicago: Manley and Litteral, 1891-92), p.117.
Deseret News, Jan. 23, 1937, p.12.
Salt Lake City Building Permit, #2862, March 11, 1898.

5
ARCHITECTURE

Architect/Builder:

Building Materials: brick

Building Type/Style:

Description of physical appearance & significant architectural features:
(Include additions, alterations, ancillary structures, and landscaping if applicable)

This is a two-story home with hip roofs. The columns and railing wall of the front porch are probably a twenties addition.



6
HISTORY

Statement of Historical Significance:

- | | | | |
|---|---|--|---|
| <input type="checkbox"/> Aboriginal Americans | <input type="checkbox"/> Communication | <input type="checkbox"/> Military | <input type="checkbox"/> Religion |
| <input type="checkbox"/> Agriculture | <input type="checkbox"/> Conservation | <input type="checkbox"/> Mining | <input type="checkbox"/> Science |
| <input type="checkbox"/> Architecture | <input type="checkbox"/> Education | <input type="checkbox"/> Minority Groups | <input type="checkbox"/> Socio-Humanitarian |
| <input type="checkbox"/> The Arts | <input type="checkbox"/> Exploration/Settlement | <input type="checkbox"/> Political | <input type="checkbox"/> Transportation |
| <input checked="" type="checkbox"/> Commerce | <input type="checkbox"/> Industry | <input type="checkbox"/> Recreation | |

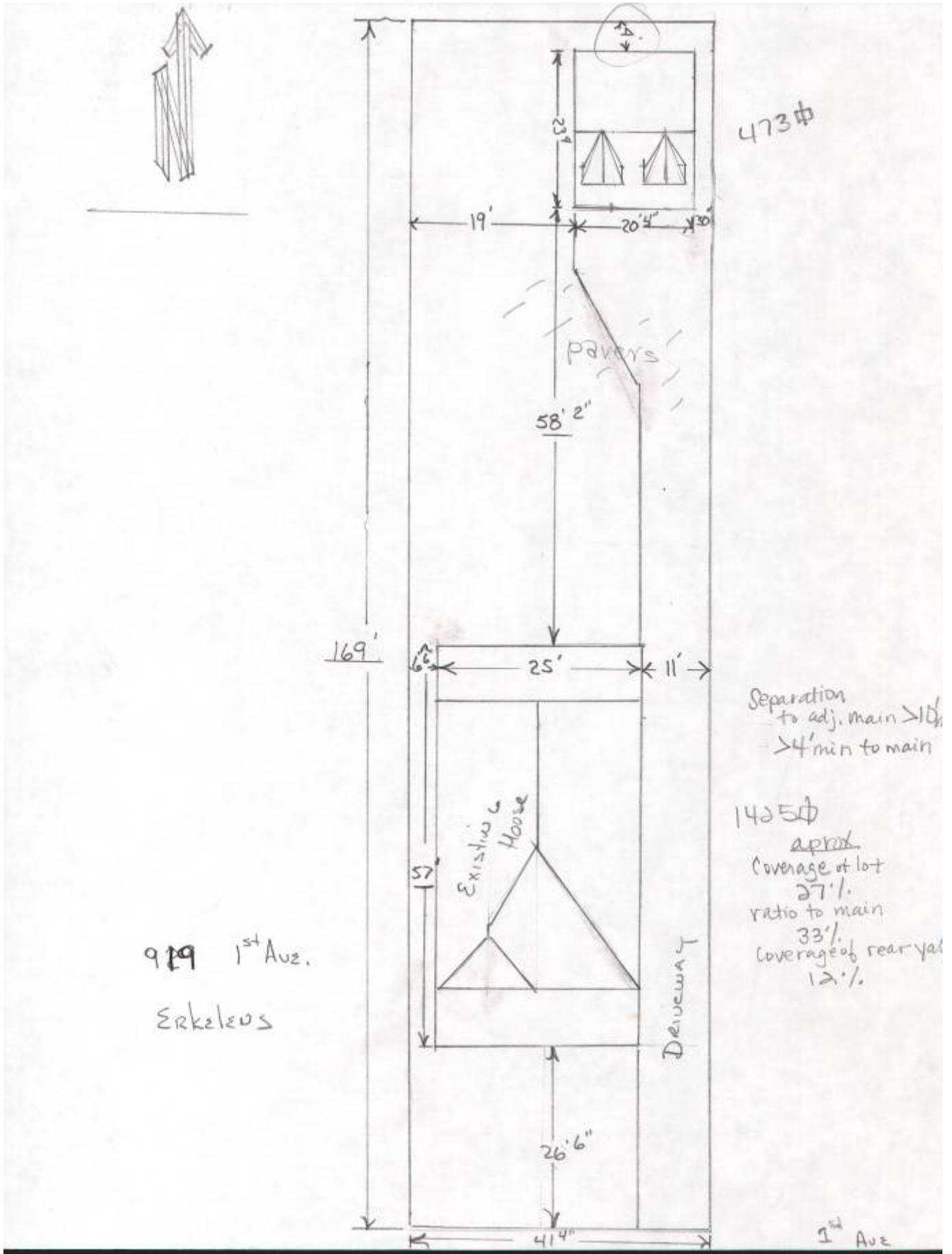
The house is a two story dwelling of pattern book design, representative of the kind of house built throughout the Avenues during the last decade of the 19th century.

The house was built in 1898 for Porter J. Conway, a native of Wisconsin who had worked and operated a hardware store in Omaha and North Platte, Nebraska before coming to Utah in 1890. In SLC, he first established a wholesale operation in coffee, tea and spices, and then an insurance business.

In the early 1920's, he sold the house to Clarence I. Glassbrook, co-owner of Gates and Glassbrook Mining Machinery Co. Glassbrook was born in Lansing, Michigan in 1858. He came to SLC in 1907, working first as a construction engineer, and then founding his mining machinery business. In 1935 he sold the house to Margaret Ingersoll, a laboratory technician at the Veteran's Administration. In the early 1940's, she sold the house to David J. Ellison, who was vice-president of the Keith-O'Brien Department Store. In 1950, Ellison sold the house to Harlod F. Noall, a pharmacist. He lived in it until the late 1960's.

Attachment B
Site Plan and Drawings

Published Date: July 31, 2008



473¢

Separation
to adj. main > 10'
> 4' min to main

1425¢

approx
Coverage of lot
27%
ratio to main
33%
Coverage of rear yard
12%

919 1st Ave.

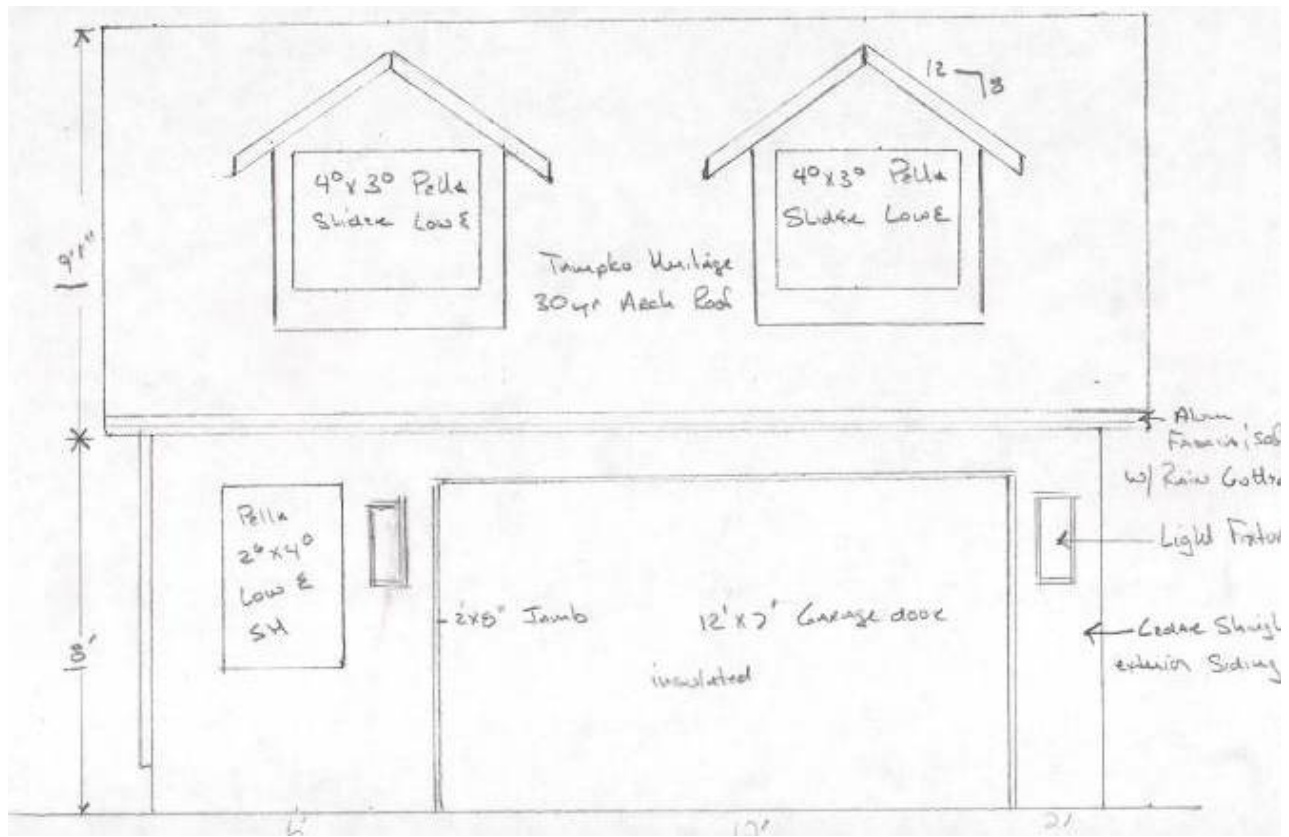
Erkeleyus

2nd Ave

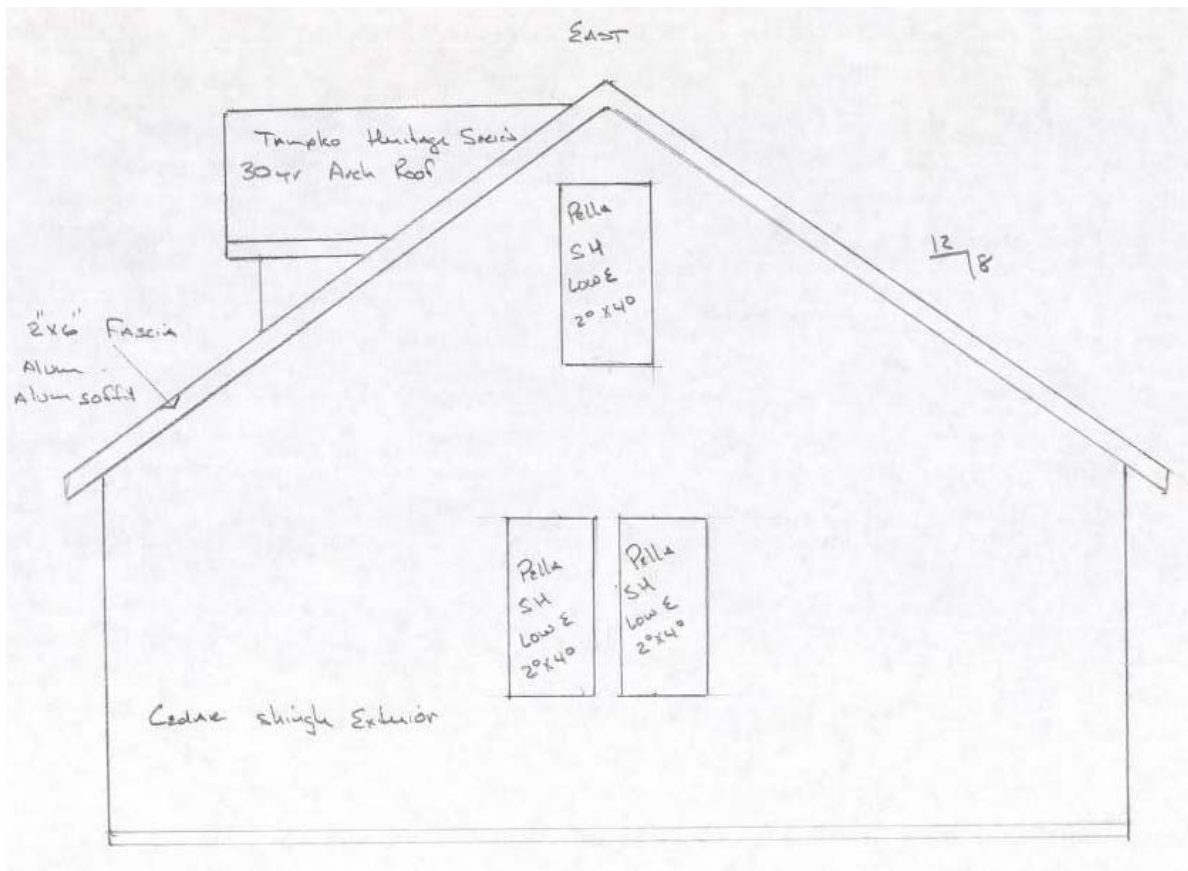
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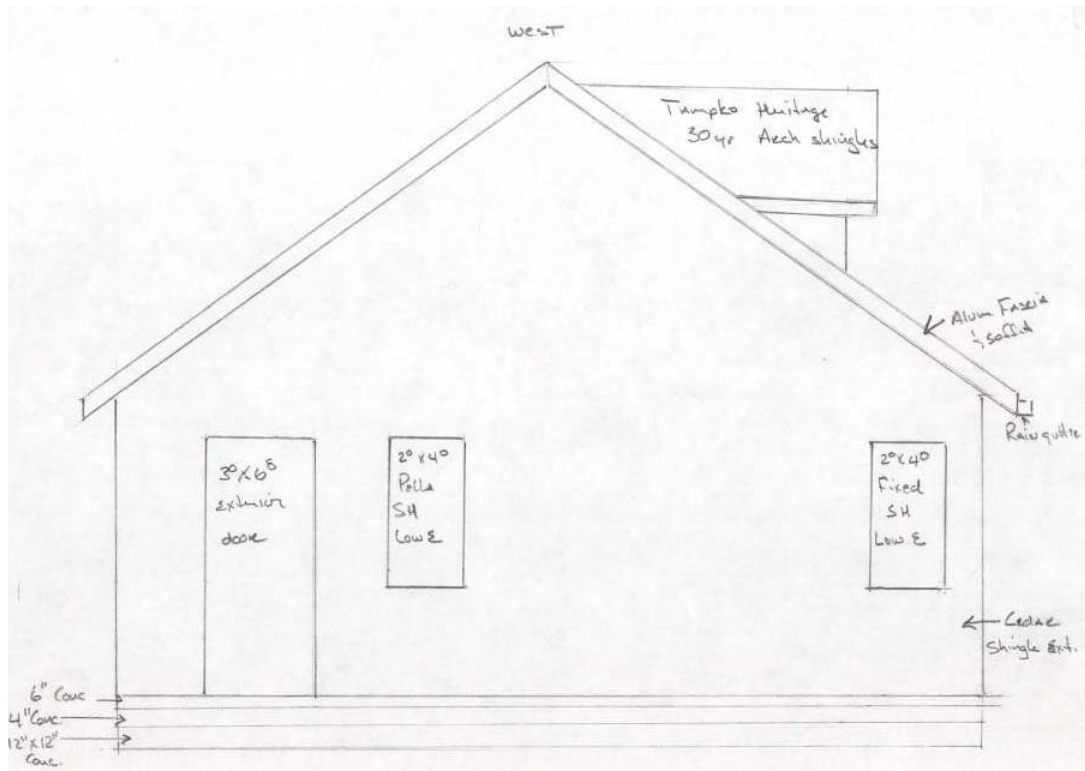
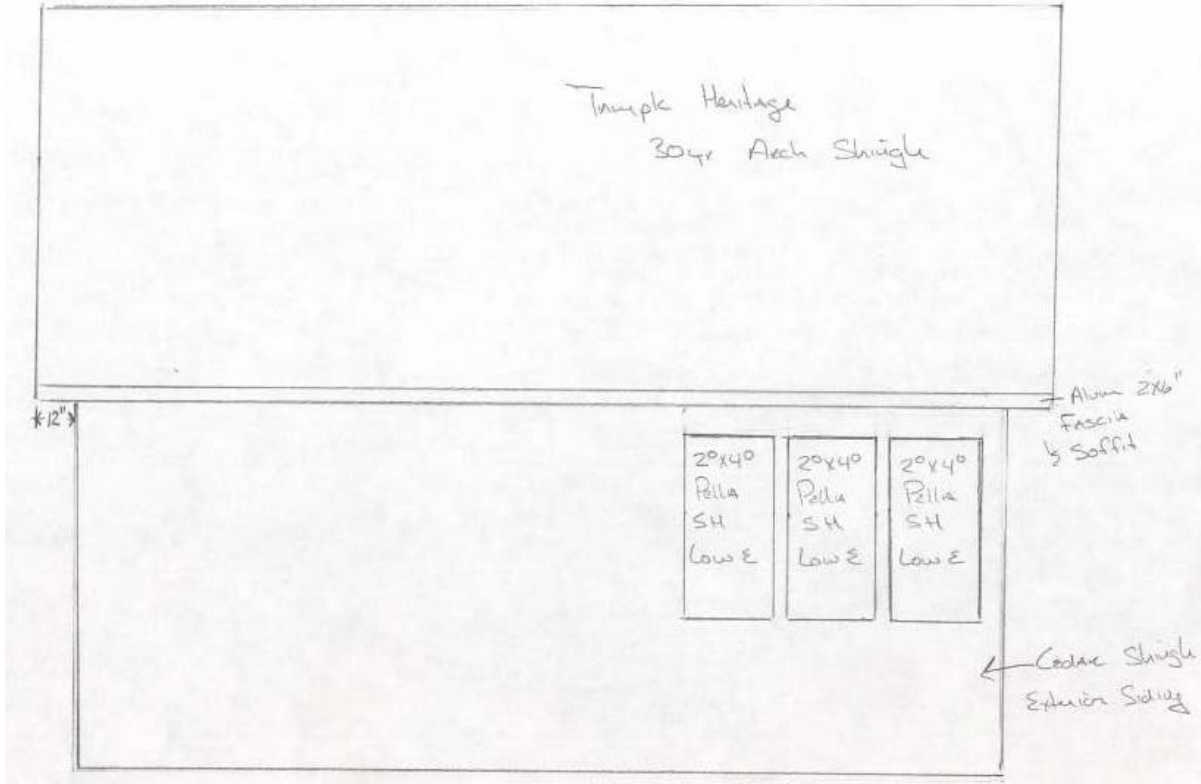


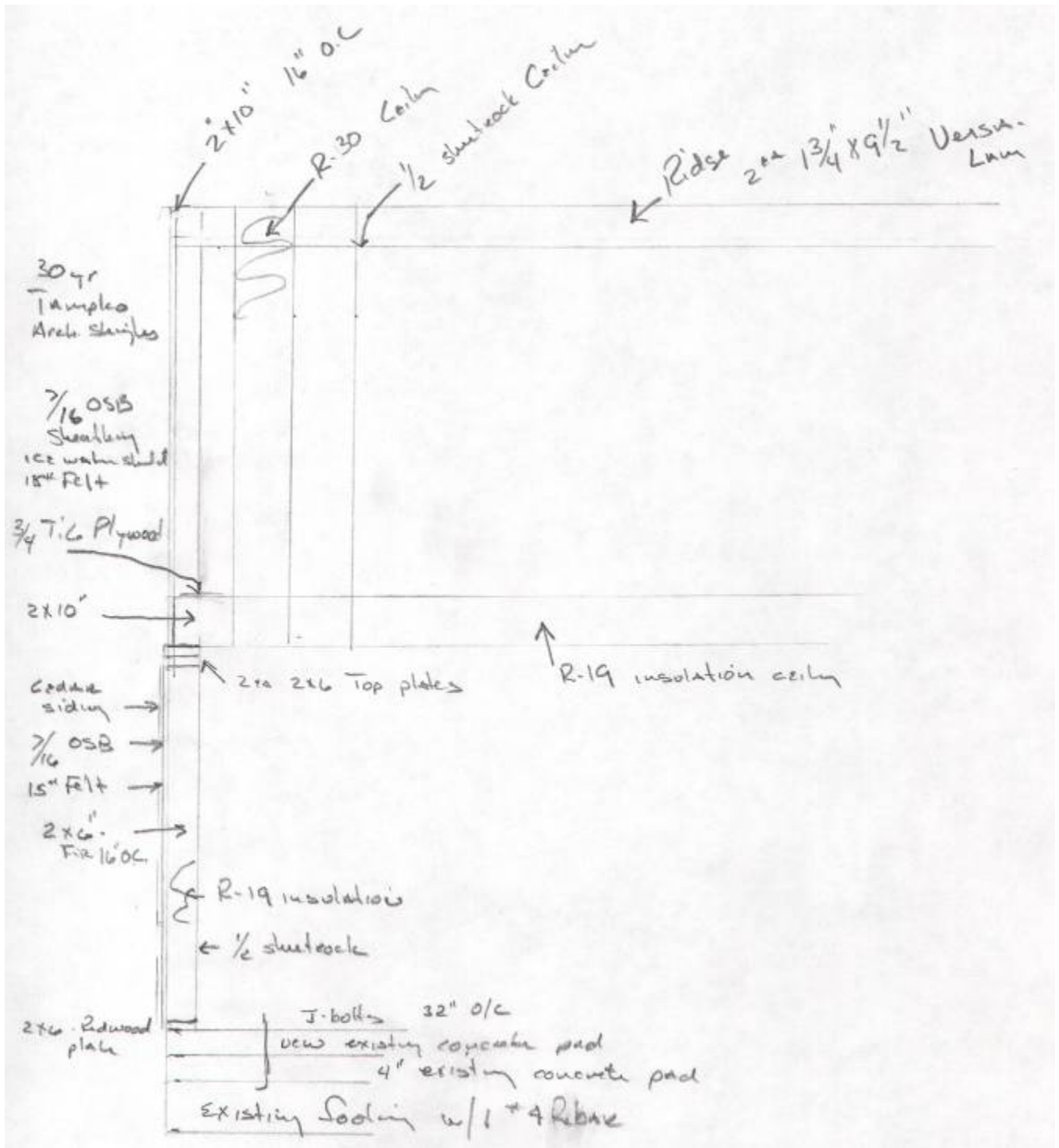


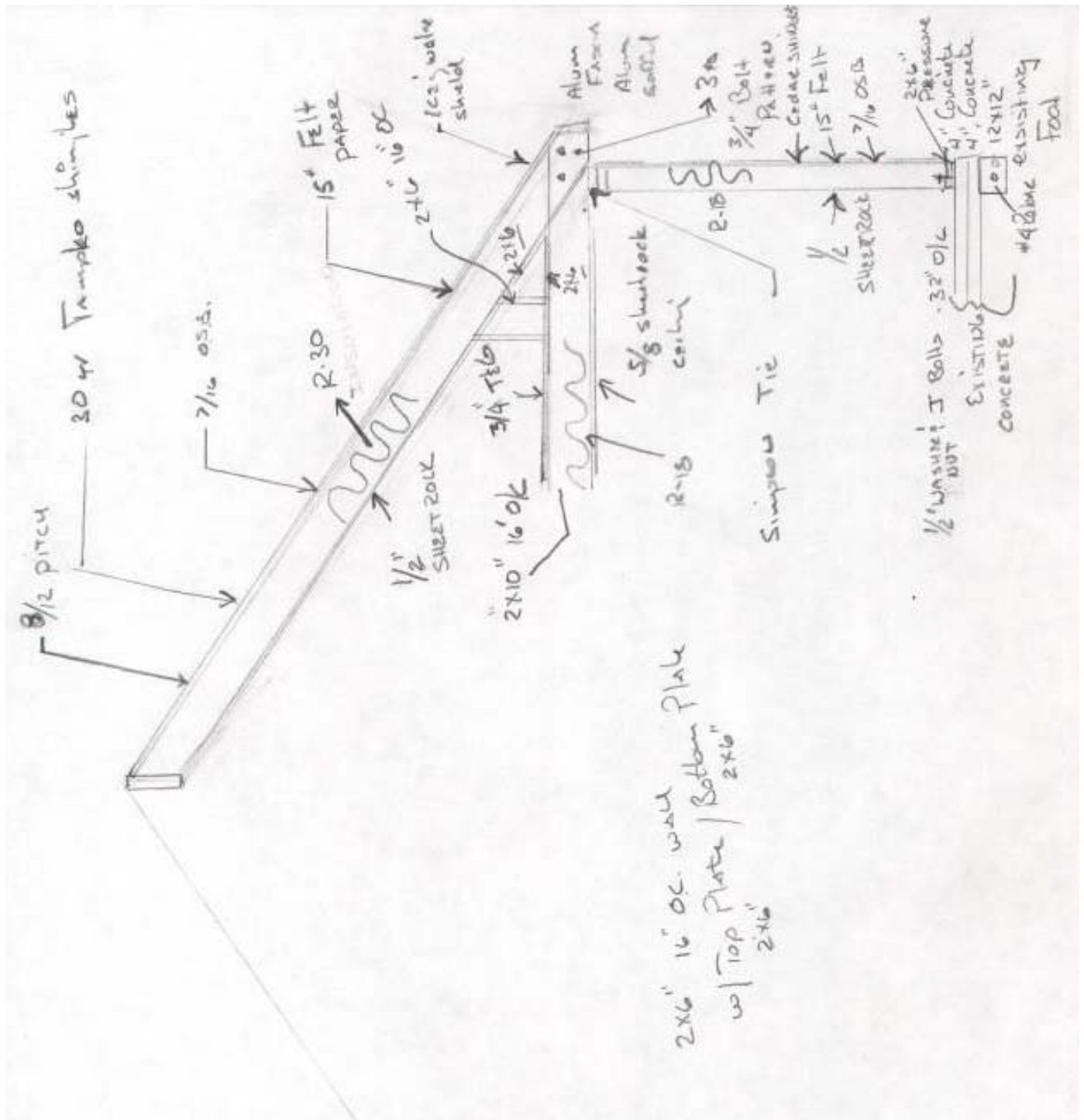
According to the applicant, the nineteen foot (19') height indicated on this plan is incorrect and should be seventeen feet (17')



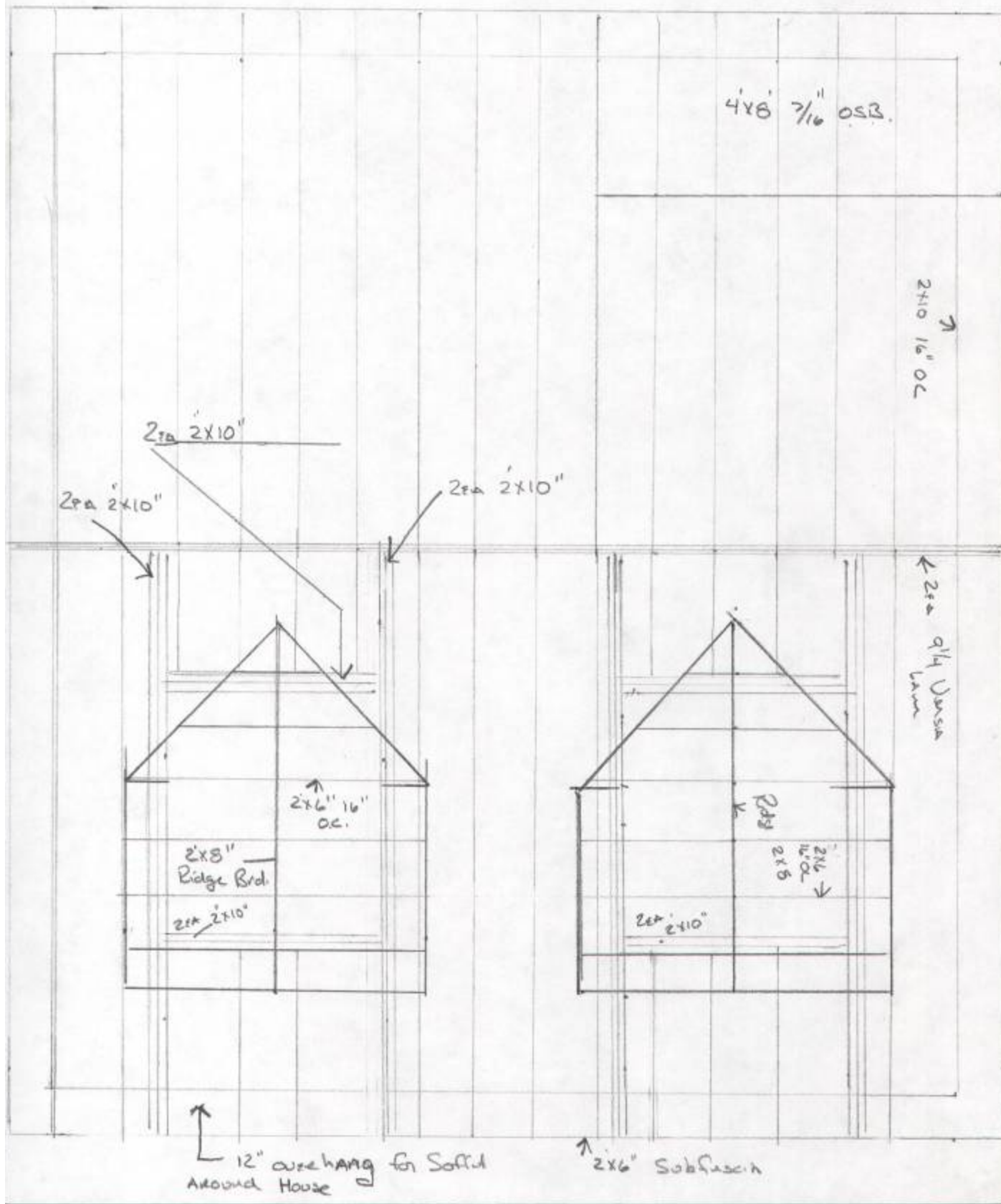
Back

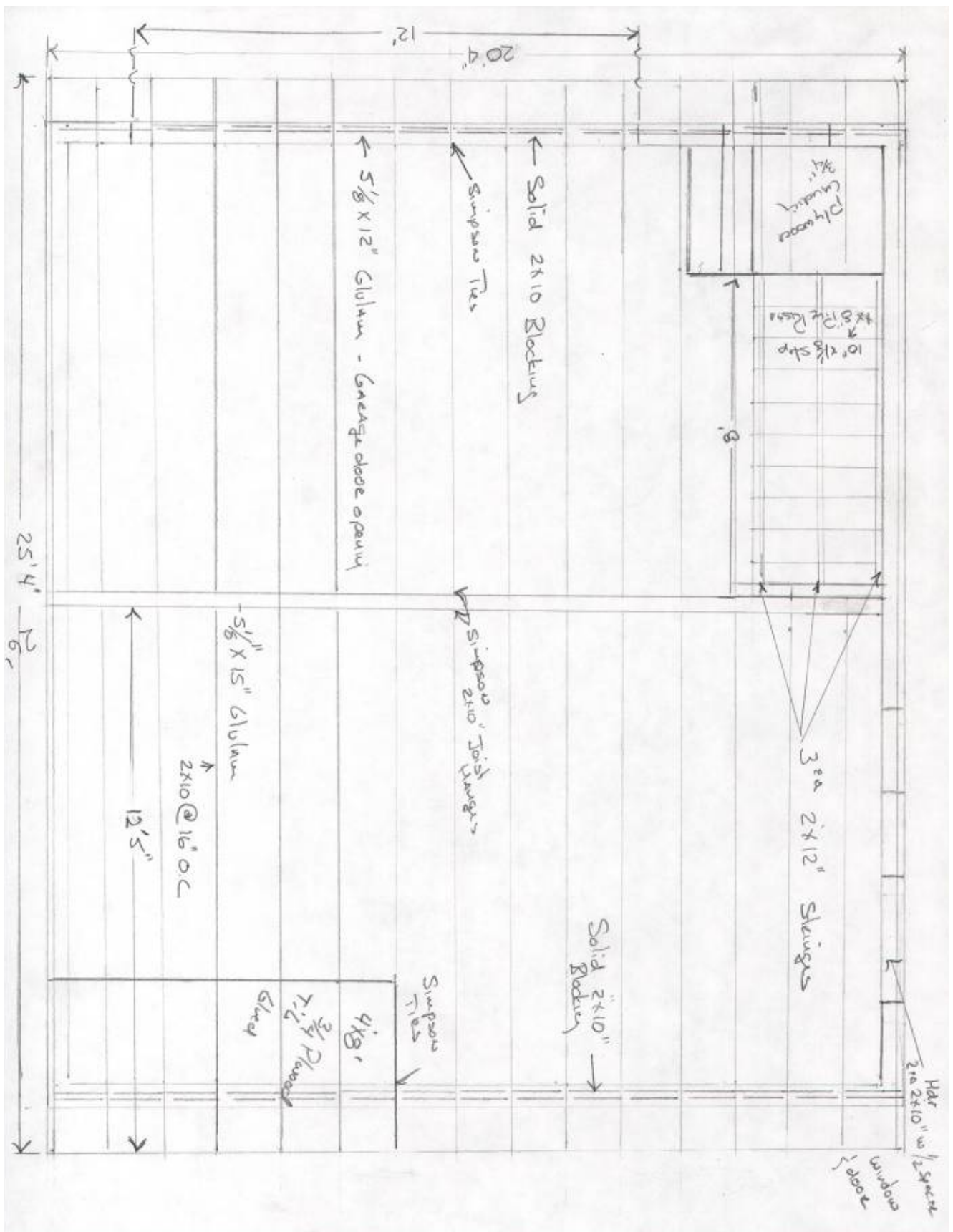


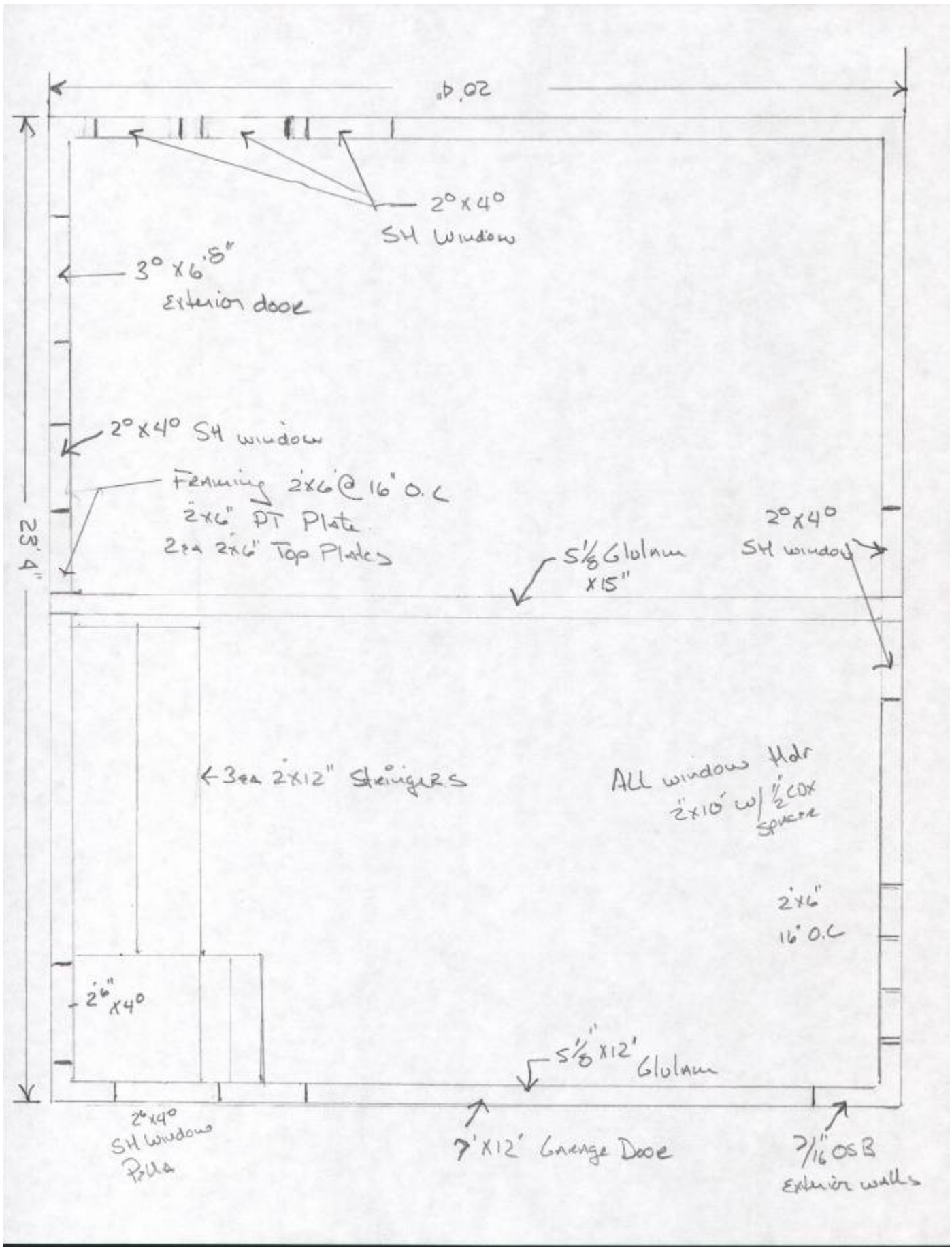


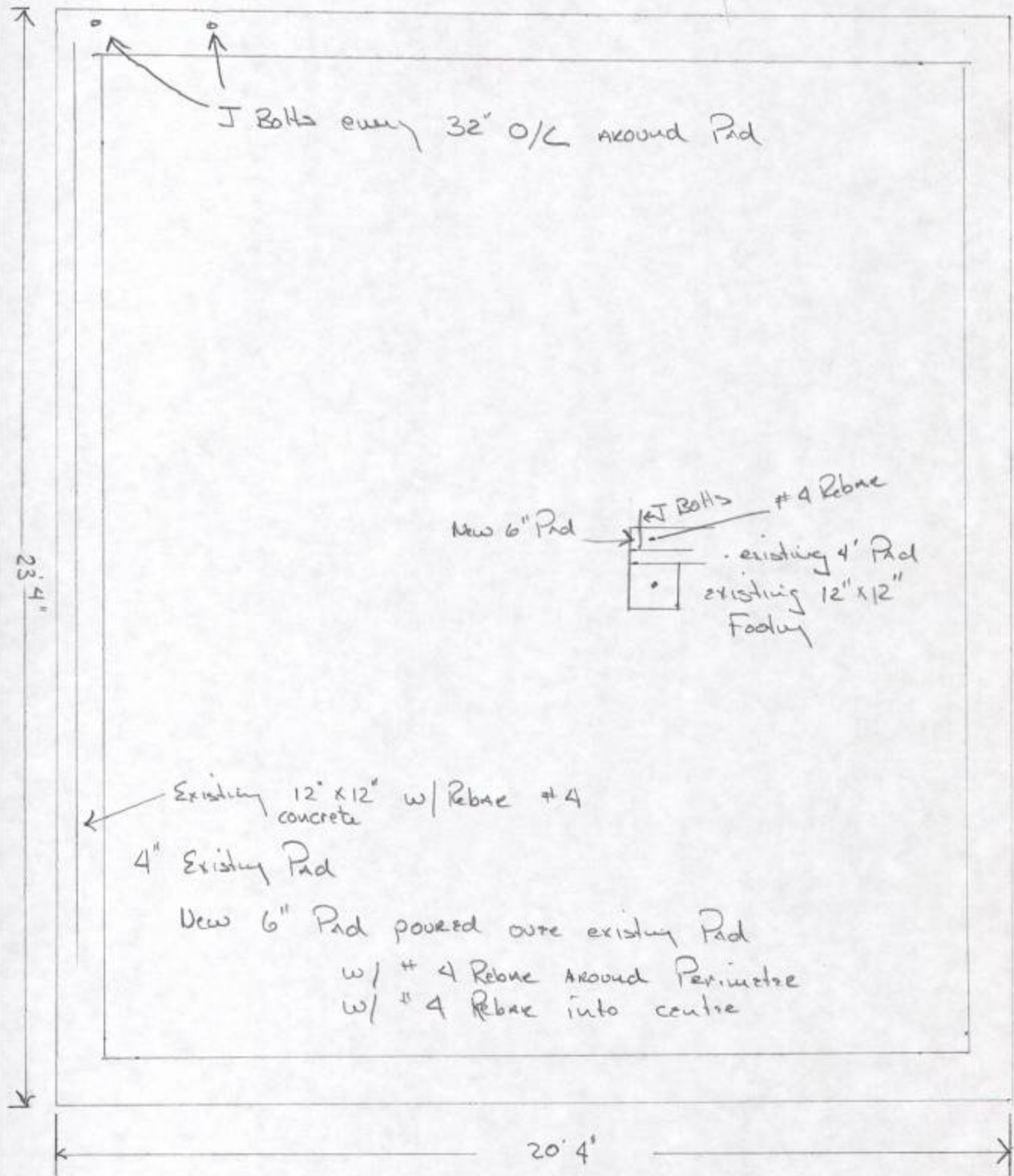


Roof



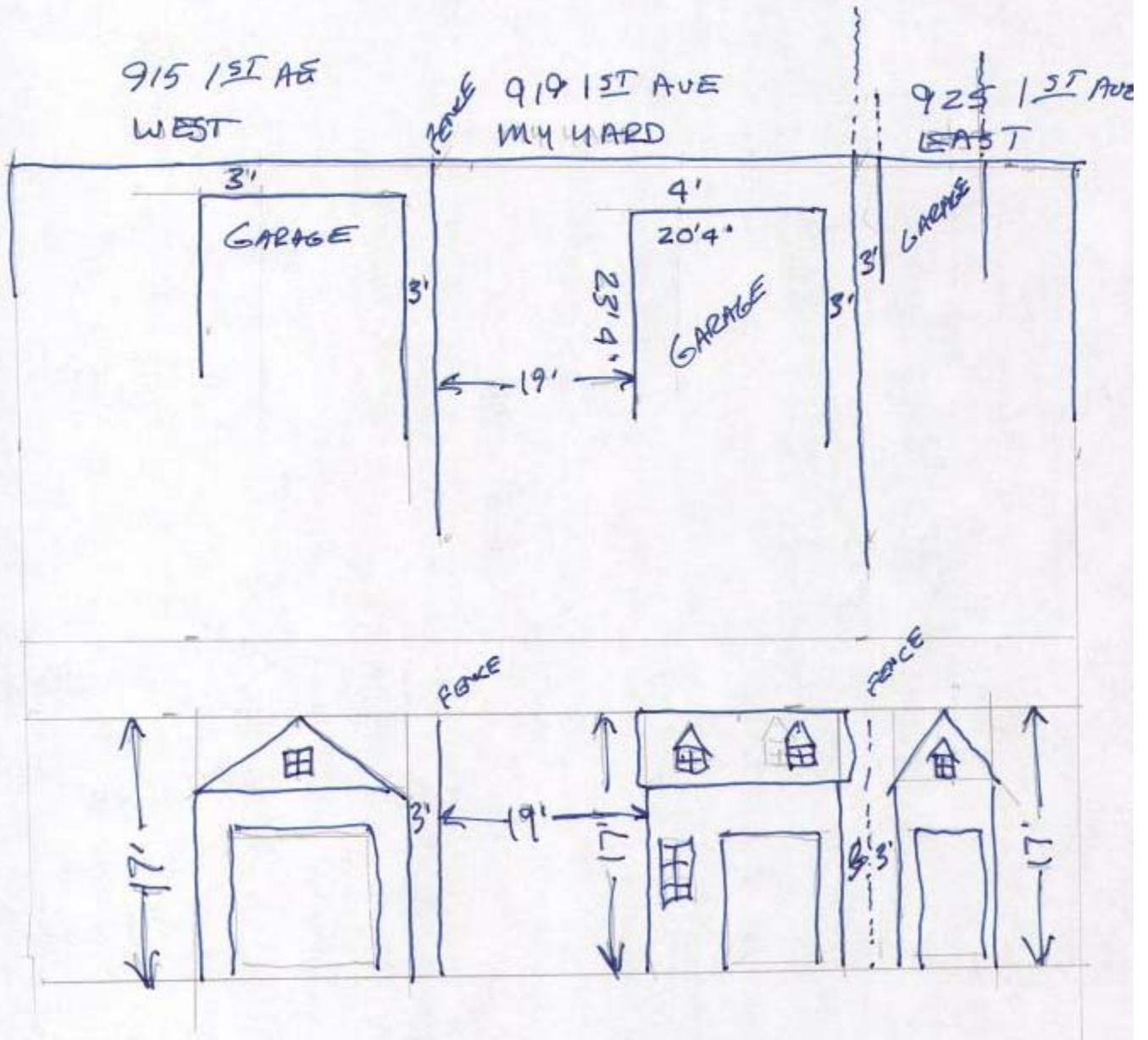






Existing Footings, Pad - New 6" Pad

THIS
The following page is two drawings of my property and the adjoining two properties. This is what we are planning to build. I honestly don't know the height of the garage that I am replacing. I would be willing to bet that it was closer to 18-20 feet tall than to 14 feet tall.





Example of roof design—not example of color

Attachment C

Department Comments

Published Date: July 31, 2008

From: Walsh, Barry
 Sent: Thursday, August 21, 2008 5:50 PM
 To: Zeigler, Robin
 Subject: 919 1st Avenue garage

Robin,
 The sketch look ok, it needs the driveway taper rate dimensioned with a 3:1 taper rate.
 See revision sketch.

Barry

