HISTORIC LANDMARK COMMISSION STAFF REPORT Petition PLNHLC2008-00174 (470-08-16) New Construction 539 East 900 South, Central City Historic District September 3, 2008		Planning and Zoning Division Department of Community Development
Applicant:Todd GardinerStaff:Robin Zeigler, 535-7758, robin.zeigler@slc.govTax ID:16-07-276-034	<u>REQUEST</u> The applicant requests the Historic Landmark Commissi a single-family home at approximately 539 East 900 Sou City Historic District.	
<u>Current Zone</u> : RMF-30, Low density multi-family residential <u>Master Plan Designation:</u> Central City Master Plan <u>Council District:</u> District 4; Council Member Garrott	PUBLIC NOTICE A notice was mailed to all property owners within eight-five feet (85') of the subject property meeting the minimum fourteen (14) day notification requirement of the Ordinance. Community Council Chairs, Business Groups and others interested parties were also notified through the Planning Division's listserv. The agenda was also posted on the Planning Division's website.	

<u>Acreage:</u> .09

Current Use: Vacant

Applicable Land Use Regulations:

- 21A.24.120
- 21A.34.020

Attachments:

- A. Historic Images of Site
- B. Site Plan and Building Elevations
- C. Photographs of Block Face

1. Two of the second story windows on the east elevation be altered so that they are twice as tall as they are wide;

Staff recommends that the Historic Landmark Commission approve the Certificate of

approximately 539 East 900 South based on the discussion and findings of fact in the

Appropriateness for a new construction of a 3109 square foot single-family dwelling at

- 2. Additional windows be added to side elevations;
- 3. Depth of windows from the wall face be increased;
- 4. The drive way include a drive strip;

STAFF RECOMMENDATION:

staff report with the following condition:

- 5. The second story siding material be changed to another more appropriate material;
- 6. The second story porch roof be altered to extend the gable or have no porch roof; and
- 7. A date stone be added to any location where it does not interfere with the design of the building or appear to be an address.

VICINITY MAP



COMMENTS

BACKGROUND

The applicant proposes to construct a 3109 square foot, twenty-eight foot (28') tall, two-story, single-family dwelling and to rehabilitate an existing garage at approximately 539 East 900 South in the Central City Historic District at the northwest corner of 900 South and Park Street.

The foundation is proposed to be poured concrete, the siding eight inch (8") Hardiboard lap siding and boardand-batten, and the front gable roof is asphalt shingle. The two-story porch has brick pedestals with tapered hardiboard posts, an open railing of wrought iron, and a floor of 2" x 6" Trex decking with pine stairs. All trim will be hardiboard. The windows are vinyl, one-over-one, fixed, casement and sliders and the exterior entrances are wood single-light doors. The existing one-car garage will be sided with six inch (6") Hardiboard on three sides and board-and-batten on the east side (facing Park Street) and the 6:12 gable pitched roof will be asphalt shingle to match the main house. The door of the garage will be steel panels with a ribbon of small windows at the top.

ZONING CONSIDERATIONS

The property is located in an RMF-30, Low density multi-family residential zone. The future land use for this site, according to the *Central Community Master Plan*, is Low Density Residential (1-15 dwelling units per acre).

21A.32.100

REQUIRED	PROPOSED	MEET?
Minimum Lot Area And Lot Width:	The site is 3744 square feet, 35 feet lot width	No (see
5000 square feet, 50 feet	_	below)
Maximum Building Height: 30 feet	Approximately 28 feet	Yes
Minimum Front Yard Requirements:	20'	Yes.
20'		
Minimum Corner Side Yard for Multi-	10'	Yes
Family Dwellings: 10'		
Interior Side Yard: 4'	4'	Yes
Rear Yard: Twenty five percent	Approximately 35 feet or 32.5%	Yes
(25%) of the lot depth, but not less		
than twenty feet (20') and need not		
exceed twenty five feet (25').		
Maximum Building Coverage: 45%	39.5%	Yes
Accessory Structure: at least 1 foot	Accessory structure is existing	n/a
from the side property line, at least 10		
feet from a principal residential building		
on an adjacent lot, 20' from sidewalk		

According to section 21A.38.100 "A lot that is noncomplying as to lot area or lot frontage that was in legal existence on the effective date of any amendment to this title that makes the existing lot noncomplying shall be considered a legal complying lot. Legal complying lots in residential districts shall be approved for the development of a single-family dwelling regardless of the size of the lot subject to complying with all yard area requirements of the R-1/5,000 district." The 1911 Sanborn map shows this property was approximately the same size as it is now, as early as 1911. Please compare Sanborn map in Attachment A to vicinity map on page 2.

Finding: The setbacks for accessory structures are not relevant to this case since the existing garage will remain. The lot is a legal complying lot even though it does not meet the minimum fifty feet requirement since it was the current size before the ordinance was in place. The project meets all zoning requirements and matches the future land use.

ZONING STANDARDS 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

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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.

Design Guidelines for New Construction in Historic Districts

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 façade width in the district.

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

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

11.9 Design a new building to appear similar in width to that of nearby historic buildings. If a building would be wider overall than structures seen historically, the façade should be divided into subordinate planes that are similar in width to those of the context.

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

11.12 Use roof forms that are similar to those seen traditionally on 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 area 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.

Design Guidelines for Central City

13.27 Design new buildings to appear similar in mass to those that were typical historically in the district. If a building would be larger than those seen on the block, subdivide larger masses of the building into smaller "modules" that are similar in size to buildings seen traditionally.

13.28 Design new buildings so that they appear similar in scale to those seen traditionally on the block. Historically, most houses appeared to have a height of one, one-and-one-half or two stories. A new front façade should appear similar in height to those seen historically in the block. Taller porticos should be set back farther on the lot. Story heights should appear similar to those seen historically. Also, consider using architectural details to give a sense of the traditional scale of the block.

13.29 Design a new building to have a form similar to those seen historically. In most cases, they primary form of the house was a simple rectangle. In some styles, smaller, subordinate masses were then attached to this primary form.

Discussion: The Central City Historic district was historically a working-class neighborhood and includes styles such as "Victorian Eclectic", Queen Anne, Craftsman, and Tudor Revival. The district includes mainly multi-family homes (apartments and duplexes), commercial buildings, and modest single-family homes with occasional mansions constructed by affluent families. This project is located on the south boarder of the district which is mainly residential and overlooks Liberty Park. To the west of the site are the modest homes that characterize the district and to the east is one of the mansions that is found within the neighborhood.

The average height for the block face is twenty three feet (23'). The new house is proposed to be twenty eight feet (28') tall. The proposed house is two feet taller than the two tallest houses on the block face; however across Park Street is a two-and-one-half story Victorian. It is common for the larger homes of this district, such as the Victorian at 545 E 900 South, to occupy corner lots. The exact height of the Victorian is unknown but it is likely as tall as or taller than the proposed house. The width of the proposed house is approximately twenty-two feet (22'). The form of the house is a rectangle and the roof is front gable with a pitch of 6:12.

The property is in the RMF-30 zoning district and therefore not subject to the city's residential and commercial infill regulations. The Historic District regulations are the mechanism to assure compatibility.

The garage is an existing historic one-story, one-car garage.

Finding: This is an eclectic neighborhood with a variety of styles and some variation in setbacks and height. The proposed height and width of the home is within the existing parameters of the district.

Typical of this neighborhood is one-story porches. Two-story porches are rare but do exist in the district. The proposed two-story porch presents a sense of greater mass than those buildings immediately surrounding the site; however, this is somewhat offset by the front setback, which is slightly deeper than most of the buildings on the block face. The roof of the second story porch divides the front gable field and adds to the illusion of mass.

The form of the house is a rectangle and the roof has a front gable with a pitch of 6:12, both of which are common for many of the homes in the district. However, the porch roof divides the gable making the pitch appear to be out of character with the neighborhood. **Staff recommends that the full gable extend over the upper story porch or that there be no roof over the second story porch.**

The change in siding design between floors, not only is a typical design features of the styles found in the neighborhood, but also helps to break up the mass of the building. However, board-and-batten siding was typically seen on accessory structures rather than primary structures. **Staff recommends stucco or another appropriate material for the second story siding.**

The proposed project is similar to the houses found in the district in terms of height and width. The recommendations of alternative siding for the second story and alterations to the second story porch roof would bring the project into proportion and better compliment the scale of the other buildings found in the neighborhood. With the recommended changes, the proposed project substantially meets standard one.

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.

Design Guidelines for New Construction in Historic Districts

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

11.13 Design overall façade 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 façade. See the discussions of individual districts and of typical historic building styles for more details about façade proportions.

11.14 Keep the proportions of window and door openings similar to those of historic buildings in the area. This is an important design standard because these details strongly influence the compatibility of a building within its context. Large expanses of glass, either vertical or horizontal, are generally inappropriate on new buildings in the historic districts.

11.15 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.

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

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

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

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

11.21 Windows with vertical emphasis are encouraged. A general rule is that the height of the window should be twice the dimension of the width in most residential contexts. See also the discussions of the character of the relevant 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. Doublehung 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 Guidelines for Central City

13.25 Clearly define the primary entrance to the house. Use a porch, stoop, portico or similar one-story feature to indicate the entry. Orienting the entry to the street is preferred. Establishing a "progression" of entry elements, including walkway, landscape elements and porch also is encouraged.

13.30 Use primary building materials that will appear similar to those used historically. Appropriate building materials include: brick, stucco, and painted wood. Substitute materials may be considered under some circumstances. See section 2.0 and 6.0 and page 126.

Discussion: Cladding in historic homes not only provided protection for the structure but also served as a major design element. Wood, masonry, and stucco were the typical choices for the styles found in the Central City district. More specifically for wood sided structures, shingle, clapboard, weatherboard or shiplap, beaded horizontal board and board-and-batten were used. The proposed siding is smooth hardiplank lap siding on the ground floor and board-and-batten on the upper floor.

Because the styles in the neighborhood are eclectic, porches range from full-width to partialwidth porches, to porticos and vestibules. Two-story porches are rare but are found in the neighborhood. The proposed two-story porch has brick pedestals (two feet wide) with tapered hardiboard posts, an open railing of wrought iron (three feet tall) and a porch floor of two inch by six inch (2" x 6") Trex decking with pine stairs. All trim will be hardiboard. The existing garage will be sided with 6" hardiplank lap siding on three sides and board-and-batten on the east side (facing Park Street). The roof will be asphalt shingle to match the main house.

The majority of house styles in the district utilized windows that were at least as tall as they were wide with the exception of small square windows on either side of a chimney or large square windows on the main facade. Windows were usually double hung or fixed. The windows proposed are vinyl one-over-one, fixed, casement and sliders and the exterior entrances are wood single-light doors. All windows are set back one inch from the wall face. The basement windows are four feet tall and five feet wide $(4' \times 5')$ and barely extend above grade. The ground floor windows of the main façade are six feet tall and two feet wide $(6' \times 2')$ one-overone double-hung windows. The single west side window of the main floor is a three feet tall and five feet wide $(3' \times 5')$ vinyl slider. The windows on the east elevation of the ground floor include a casement window that is two feet by two feet $(2' \times 2')$ and a slider that is three feet tall and five feet wide $(3' \times 5')$. The rear window is a five foot tall and six foot wide $(5' \times 6')$ slider.

The upper floor windows of the main façade are five feet tall and two feet wide (5' x 2') oneover-one double-hung and fixed windows. The single west side window of the upper floor is a four foot by four foot wide (4' x 4') vinyl slider. The windows on the east elevation of the upper floor are two feet by two feet (2' x 2') sliders. The rear windows are a five foot tall and five foot wide (5' x 5') slider.

Finding: The historic ratio described is present in many of the windows of the proposed design but is not followed for the east and west elevations. Also the solid-to-void ratio of the proposed design is typical of the ratio seen on historic buildings in the district with the exception of the east and west elevations, which have few windows. The window depth of one inch (1") does not provide the depth and shadow lines seen on historic windows. The downstairs windows on the east elevation are close to the street, so the desire to not have many openings and to not have large openings is understood. In addition, the middle window is above the kitchen sink and two of the upper story windows are small to allow room for a bed. Slider windows are not typically seen on historic houses but are appropriate for new construction if the ratio is adequate and they are used on secondary elevations, as seen on the proposed design. **Staff recommends that only two of the upper story windows of the east elevation be enlarged so that they are at least twice as tall as they are wide. The smaller windows left on the upper floor of the east side will then read similar to the small windows to either side of a chimney. Further, staff recommends additional windows on the west elevation and that all windows have a greater depth from the wall of the building.**

The hardiplank siding and the Trek porch decking are not traditional materials but are similar in character to traditional materials and therefore meet design guideline 11.16. Vinyl windows are constructed of a modern material but have been approved by the Historic Landmark Commission for new construction when the window design is consistent with the size, proportion, depth and profile of historic windows. The metal proposed for the railing and the brick for the porch pedestals are traditional materials and found throughout the district on historic structures. The proposed roofing is also 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 proposed building uses historic details found throughout the neighborhood interpreted in a new way which makes the building a product of its own time while still being compatible with the neighborhood. The curved windows of the main floor on the front façade serve as a modern interpretation of bay windows seen on Victorian buildings in the neighborhood. The three-part porch posts, consisting of brick pedestals, tapered Hardiplank posts, and square posts is a modern interpretation of the more modest pedestal and tapered post columns seen on bungalows and transitional Victorians in the neighborhood. The very simple windows are framed in Hardiplank to provide additional dimension.

With the recommended alterations to windows the project substantially meets standard two.

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;

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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.

Design Guidelines for New Construction in Historic Districts

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

11.2 Preserve the historic district's street plan. Most historic parts of the city developed in traditional grid patterns, with the exception of Capitol Hill. In this neighborhood the street system initially followed the steep topography and later a grid system was overlaid with little regard for the slope. Historic street patterns should be maintained. See specific district standards for more detail.

The overall shape of a building can influence one's ability to interpret the town grid. Oddly shaped structures, as opposed to linear forms, would diminish one's perception of the grid, for example. In a similar manner, buildings that are sited at eccentric angles could also weaken the perception of the grid, even if the building itself is rectilinear in shape. Closing streets or alleys and aggregating lots into larger properties would also diminish the perception of the grid.

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

Design Guidelines for Central City

13.21 Maintain the character and scale of the side streets in the district. Many side streets, particularly the lanes, have a distinct character and scale that should be preserved.

13.22 Maintain alleys where they exist. Their modest character should be preserved.

13.23 Maintain the established alignment of building fronts in the block. In general, larger, taller masses should be set back father from the front than smaller structures. In some cases, therefore, a setback that is greater than the median setback may be appropriate.

13.24 Maintain the rhythm established by uniform setbacks in the block. It is particularly important that the traditional spacing pattern be maintained as seen from the street. Follow the traditional building pattern in order to maintain the historic character of the street. Consider the visual impact of new construction and additions on neighborhoods along side yards. Consider varying the height and setback of the structure along the side yard.

Discussion: The Central City district developed as an extension of the downtown and continues the earlier grid pattern. Residential portions of the district have similar setbacks with walkways leading from porches to sidewalks and from rear entrances to garages. Corner lots, for the most part, had buildings facing the wider street, in this case 900 South, as opposed to the "side" street. The proposed house faces 900 South and is sited on the lot in a similar way to the other homes on the block face. The applicant provided the following setback and height information for the 900 S Block face:

537 E 900S: 19 feet to front of porch: 21 feet tall
533E 900 S: 19 feet to front of porch: 26 feet tall
521E 900S: 15 feet to front of porch: 26 feet tall
517E 900S: 14 feet to front of porch: 24 feet tall
511S 900E: 24 feet to front of porch: 22 feet tall

The average setback is eighteen feet. The new house is proposed to have a twenty foot (20') setback. The setbacks for the block face vary as little as one foot and as much as five feet. The proposed setback is no greater than the deepest setback for the block and within one foot of matching the setbacks of the two closest houses.

Site features include a four foot (4') wide concrete walkway from the sidewalk at 900 South to the front steps of the house and a walkway from the rear door to the existing garage. Originally the house on this lot had a secondary east entrance facing Park Street. The existing walkway on the east side of the property will be removed. An approximately twelve foot (12') driveway will be added towards the rear of the property leading to the entrance of the existing one-car garage.

Finding: The orientation of the new building and its site features are in keeping with the design of the district. The design of the new home contributes to the wall of continuity seen on the street with similar siting and spacing. The project substantially meets standard three.

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 standard is not relevant to this project.

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

9.0 **Driveways.** Where a new driveway which will replace lawn and/or landscaping is being proposed, the Historic Landmark Commission shall approve drive strips with lawn in between rather than a solid hard surfaced drive to mitigate the change from greenery to hard surfacing. Additional landscaping may be required. The Historic Landmark Commission may require this treatment in cases where solid hard surfaced driveways are being replaced, upgraded, or resurfaced.

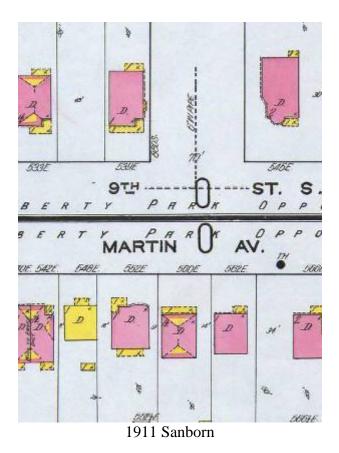
Discussion: The existing driveway will be improved and widened.

Finding: Staff recommends that the new driveway incorporate a drive strip.

Attachment A Historic Images



Previous House on Lot, c. 1920s



Attachment B Renderings, Site Plan, and Elevations

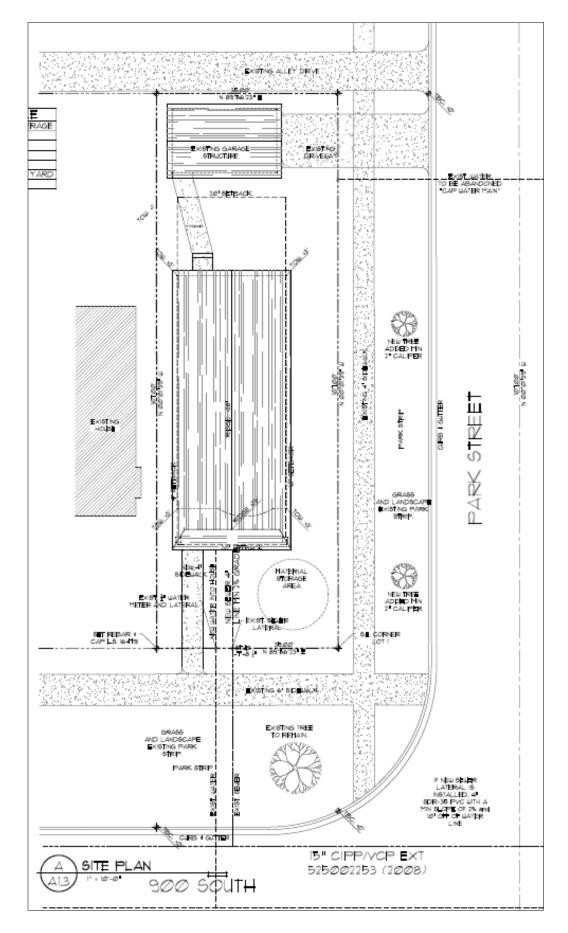




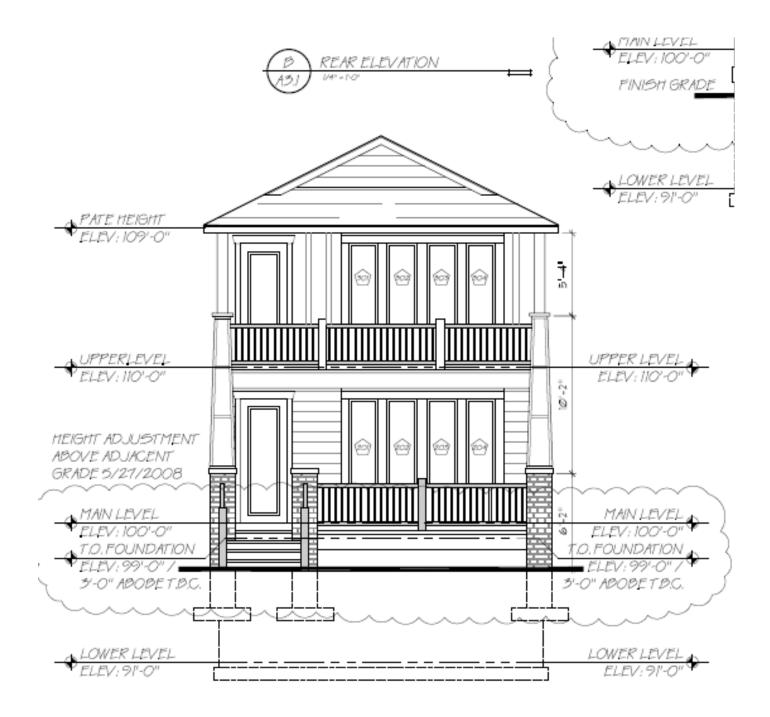
Example of new garage door

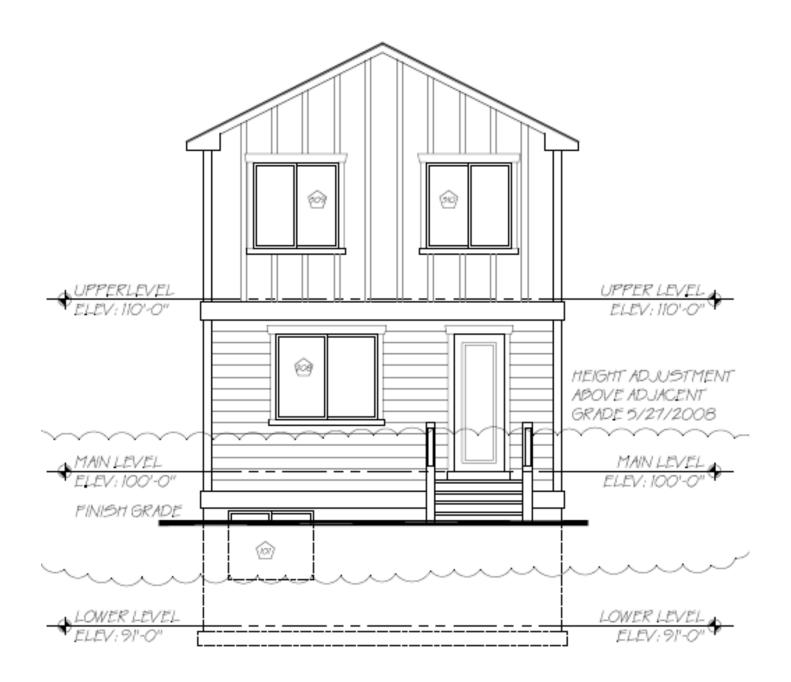


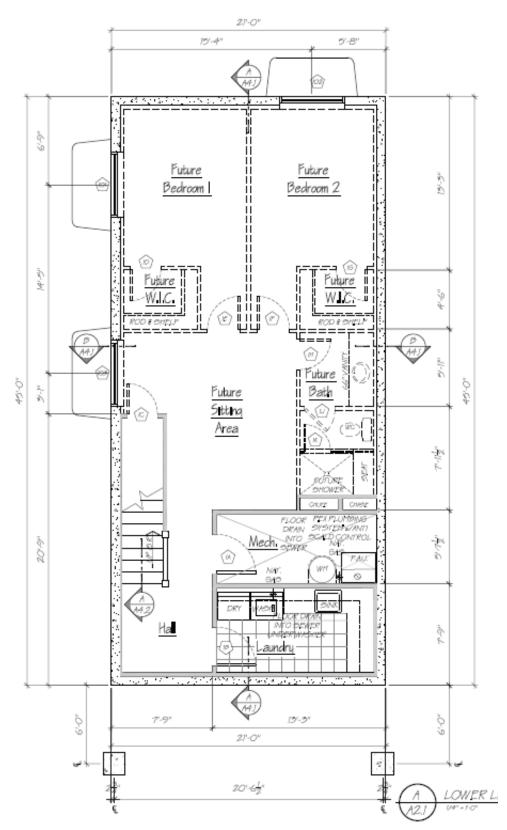
Existing Garage to be remodeled



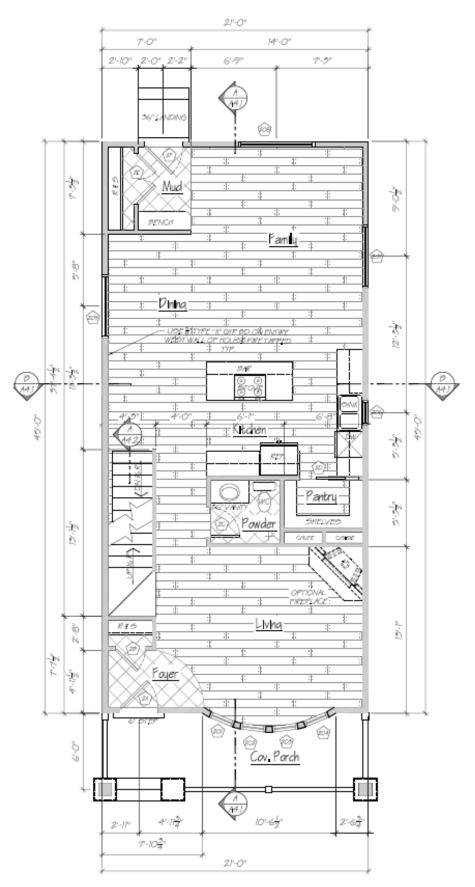
Published Date: August 29, 2008



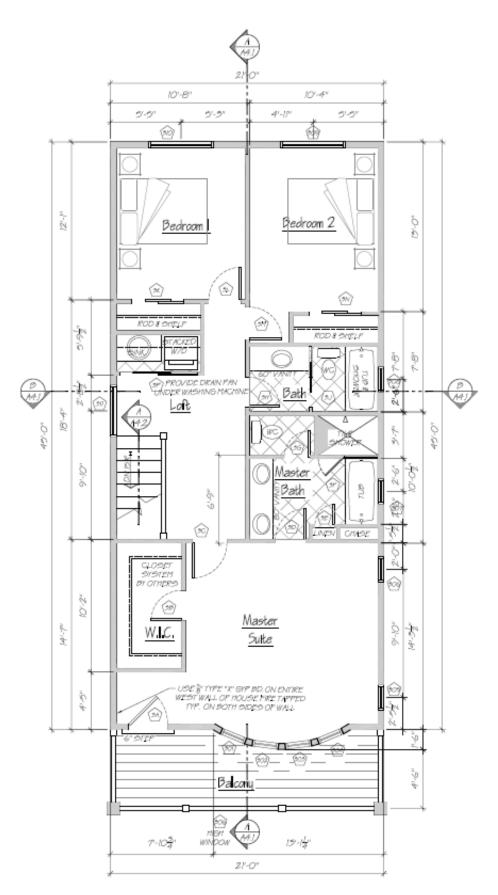




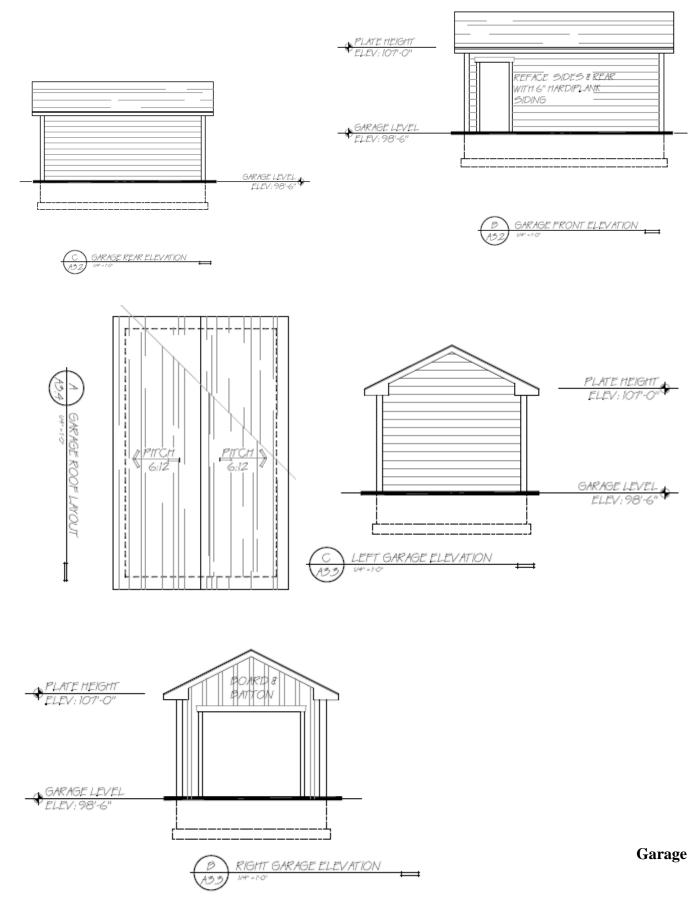
Lower Level Published Date: August 29, 2008



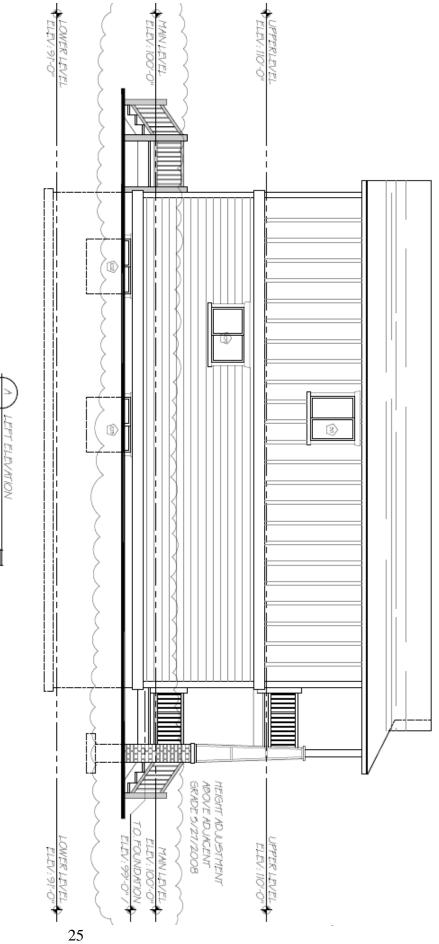
First Level



Upper Level Published Date: August 29, 2008

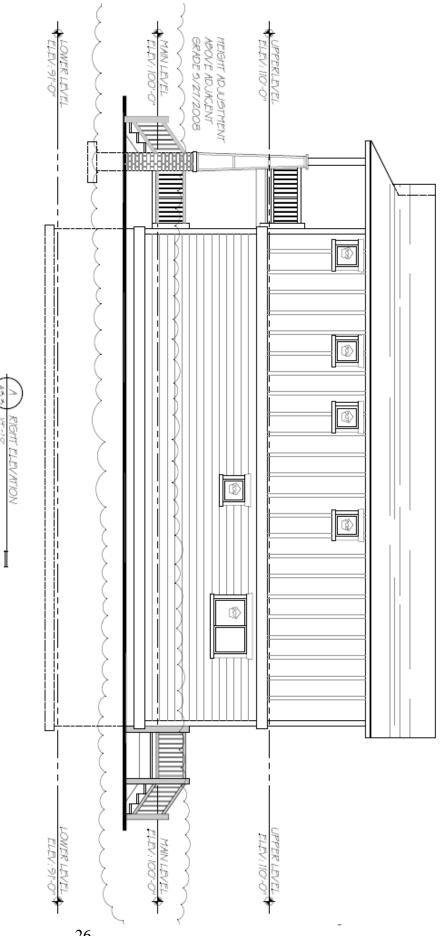


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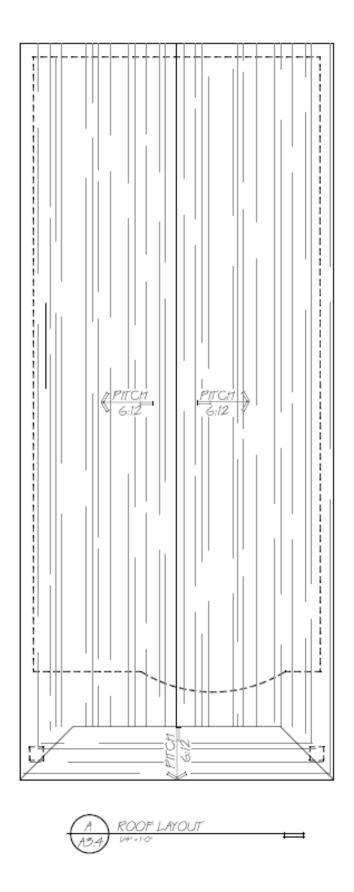


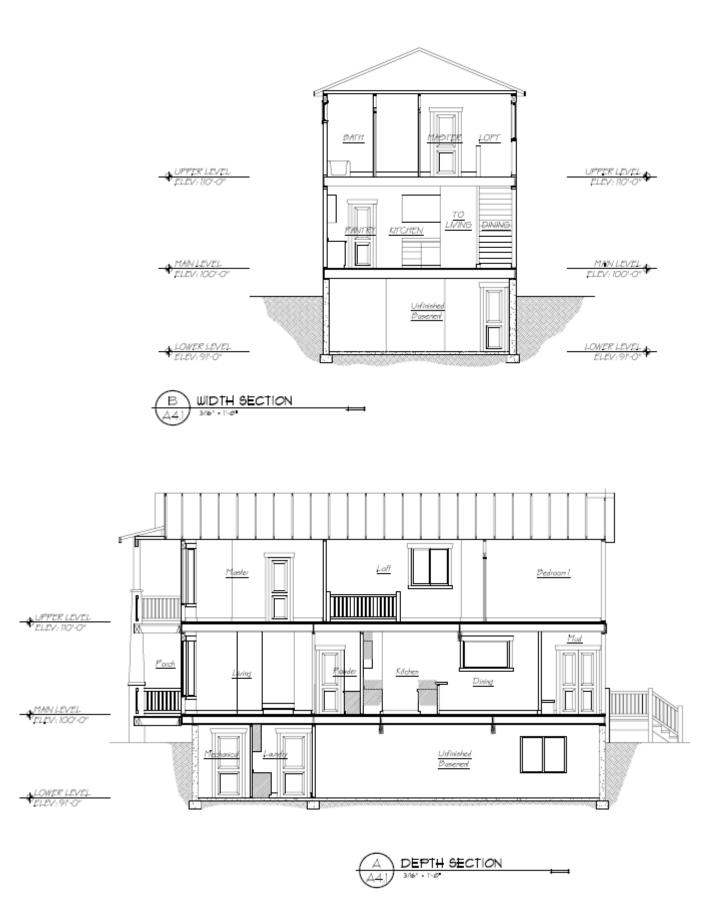
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Attachment C Photographs of Block

Images of Block Face from West to East



501 East 900 South



511 E 900 South



517 E 900 South



521 E 900 South



533 E 900 south



537 E 900 South



539 E 900 South - Site of Proposed Construction



545 E 900 South (across Park Street)