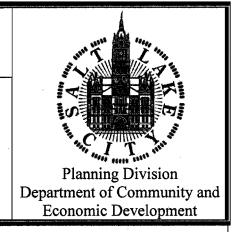
HISTORIC LANDMARK COMMISSION STAFF REPORT

Hughes Addition and Garage Major Alterations PLNHLC2009-01420 704 E. 5th Avenue May 5, 2010



Applicant: Lynn Morgan, architect for Michael & Jennifer Hughes, Property Owners.

<u>Staff:</u> Lex Traughber, (801) 535-6814, lex.traughber@slcgov.com

Tax ID: 09-32-313-001

<u>Current Zone</u>: SR-1A (Special Development Pattern Residential District)

Master Plan Designation:

Avenues Master Plan

Council District:

District 3 – Stan Penfold

Community Council:

Greater Avenues – Jim Jenkin, Chair

Lot Size:

Approximately 0.14 acres

Current Use:

Residential

Applicable Land Use Regulations:

21A.34.020 (G)

Notification:

- Notice mailed 4/22/10
- Sign posted 4/23/10
- Posted to Planning Dept and Utah State Public Meeting websites 4/22/10

Attachments:

- A. Site Plan
- B. Elevations

Request

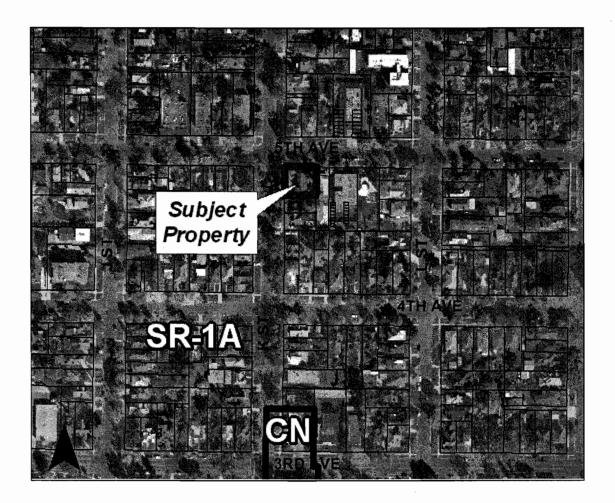
The applicant is requesting additions to the existing residence, as well as a new detached two-car garage. The proposed design requires a relaxation of the building height standards stipulated in the SR-1A Zoning District for a portion of one of the additions and the garage. The Historic Landmark Commission has the decision making authority to modify building heights in the City's Historic Districts. The subject property is located in the Avenues Historic District.

Staff Recommendation

Based on the discussion and findings listed in the staff report, it is Planning Staff's opinion that the proposed additions do not meet applicable Zoning Ordinance Standards and related Design Guidelines, and recommends that the Historic Landmark Commission deny the alterations to the original structure. With the submittal of additional detailed information regarding the proposed detached garage as noted in the staff report, Planning Staff recommends that the Historic Landmark Commission approve the proposed garage height, and delegate final approval of the garage to the Planning Director.

- C. Photos
- D. Block Face Analysis

VICINITY MAP



Background

Project Description

The applicant is requesting an addition to a contributory residence constructed in 1890 located at 704 5th Avenue in the Avenues Historic District. The original residence was a single-story, one room cottage of approximately four hundred (400) square feet in size. Later additions were added in 1897 to enclose the east length of the residence, as well a flat roof addition on the south façade of the original home. The original home has a 7/12 pitch roof with shiplap siding.

The addition as proposed would demolish the south flat roof portion of the structure and add new living space from the rear of the original pitched roof section of the cottage, including a 12'x16' addition to the west side of the original residence. The final footprint of the home as proposed would be 1,368 square feet. The project also includes a request for a flat roofed, detached, two (2) car garage of 480 square feet, with an overall building

height of approximately twelve feet eight inches (12'8") to include a parapet to conceal HVAC equipment. A site plan (Exhibit A), elevations (Exhibit B), and photos (Exhibit C) are included as attachments for review.

The location of the existing residence on the lot places the majority of the buildable lot area in the front yard along "K" Street, making the proposed renovations somewhat challenging in design. The new additions will primarily be stucco to differentiate it from the original structure. The original shiplap siding to be removed from the existing west building façade will be re-used on the west addition and also on the detached garage. Most of the windows on the existing residence have been replaced with aluminum. Proposed windows will be single-hung, wooden windows to match the originals.

The applicant is requesting that the Historic Landmark Commission also consider and approve modifications to building height standards based on compatibility with other structures on the adjacent block faces. A detailed discussion of this requests follows:

Project Details

The applicant has been working with the Building Services Division to ensure that the proposal meets required zoning standards. The following table is a summary of Zoning Ordinance requirements:

Ordinance Requirement	Proposed	Comply
Minimum Lot Area And Lot Width: 5,000 square feet, 50 feet	No change in lot area or dimensions. Subject lot is approximately 6,189 square feet in size and meets the lot width requirement.	Yes
Maximum Building and Wall Height: 23 feet or the average of the block face.	Approximate height of the proposed addition is 28'. The average height along K Street is 24'; average height along 5 th Ave is 19.2'	No
Minimum Front Yard Requirements: Average of the front yards of existing buildings with the block face.	The proposed addition will not exceed the average along K Street.	Yes
Side Yards: Ten (10') and four (4')	Site plan shows that the addition exceeds these minimum dimensions.	Yes
Rear Yard: Twenty five percent (25%) of the lot depth, but not less than fifteen feet (15') and need not exceed thirty feet (30').	Site plan shows approximately twenty-five feet (25')	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.	Proposed overall building coverage is approximately 30%.	Yes
Accessory Buildings: A footprint of up to 480 square feet And a maximum height and wall height: 9' for flat roofed structures.	The garage is proposed for 480 square feet, however the proposed height is 12'8".	No

Analysis: The proposed south façade addition height exceeds the height allowed in the zone, and exceeds the average height of the buildings along both block faces (5th Avenue & K Street) as shown in the above table. The block face along K Street is the most sensitive, as the proposed addition will have significant impact along this street front. The HLC has the authority to decide if the proposed height is appropriate or

not, and can decide whether or not to approve or deny requests for additional building height. The applicant prepared the block face analysis which is attached for review (Exhibit D).

In terms of the proposed detached garage, the HLC has delegated the authority to Planning Staff to administratively entertain requests for detached garages of less that 600 square feet in size, that do not create a substantial visual impact from a public way, and are less than one story in height. The proposed garage has the potential for an administrative approval, with the exception of the proposed building height of twelve feet eight inches (12'8"). Planning Staff asserts that the design and materials are generally appropriate. More detail is needed for the proposed window (generally the slider style windows as shown should be avoided), as well as the proposed man door and garage door. Typically, it is preferable to see two side-by-side single garage doors with a divider rather than one wide door. The issue with the proposed garage relates to the proposed height. Planning Staff asserts that the proposed height may be appropriate given the garage's inconspicuous location on the lot and the subsequent impact on view from the public way and adjoining properties.

Findings: The proposed addition height exceeds the height allowed in the SR-1A Zone, and exceeds the average height of the buildings along both block faces (5th Avenue & K Street). The proposed height of the detached garage (12'8") exceeds the height (9') allowed for flat roof structures in the SR-1A Zone.

Comments

Public Comments

Planning Staff received one telephone call from a neighbor in the area regarding the proposal. This person was seeking general information about the proposed plans.

Analysis and Findings

Options

Approval:

If the Commission finds that the proposed project meets the standards of the ordinance, the application should be approved provided the structures conform to the requirements of the

Uniform Building Code and all other applicable City ordinances.

Denial:

If the Commission finds that the proposed project does not meet the standards of the ordinance

the application should be denied.

Continuation: If the Commission finds that additional information is needed to make a decision, then a final decision may be postponed with specific direction to the applicant or Planning Staff regarding

the additional information required for the Commission to take future action.

Findings

21A.34.020 H Historic Preservation Overlay District

G. Standards for Certificate of Appropriateness for Altering 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 shall find that the project substantially complies with all of the 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;

Analysis: The use of the structure will not change. It was constructed as a single-family dwelling and will continue to be a single-family dwelling.

Finding: The building was constructed in 1890 as a single family home, and has remained continuously in use as a single family home ever since. No change of use is proposed.

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 Guidelines

- 8.1 Design an addition to a historic structure such that it will not destroy or obscure historically important architectural features. For example, loss of alteration of architectural details, cornices and eave lines should be avoided.
- **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.
- 8.8 Use exterior materials that are similar to the historic materials of the primary building on a new addition. Painted wood clapboard and brick are typical of many traditional additions.
- **8.10** Use windows in the addition that are similar in character to those of the historic building or structure. If the historic windows are wood, double-hung, for example, new windows should appear to be similar to them.
- **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.

Analysis: The historic character of the existing home is one of small size. The home, being on a corner, has high visibility from the public way. The proposed addition is substantial, and will create a visual impact as viewed from the public way, particularly along K Street. The size and mass of the proposed alterations on the property, raise the general question of whether or not the proposed improvements are appropriate or warranted for the historic home given the small size.

Planning Staff notes that several of the above referenced design guidelines do not appear to be met given the proposed additions, particularly Design Guidelines 8.1, 8.2, 8.5 and 8.14. Regarding Guideline 8.1, the existing flat roof rear addition which was constructed in 1897 has obtained historic status in its own right and is slated for demolition. Further, the proposed addition on the west façade of the home will essentially eliminate this original façade and be particularly visible from K Street. This west addition will also significantly alter the original roofline of the existing home. In short, the proposed additions will destroy architectural features of the original home in highly visible locations.

In terms of Guideline 8.2, the additions are not compatible in size and scale with the main building, particularly the primary addition on the south end of the existing home. When looking at the proposed elevations (Exhibit B), it is clear that the proposed additions are much larger in size, mass, and height when compared to the original structure. The south side addition will be readily apparent from the public ways, both 5th Avenue and K Street.

Guideline 8.5 encourages preserving the established massing and orientation of the historic building. While the addition on the west façade may meet this guideline, the addition on the south does not. This addition will visually disrupt the current horizontal orientation of the existing home by creating a substantially large vertical element. The south addition, and the vertical orientation, will be readily visible from K Street, but also will be visible from 5th Avenue due to the proposed height.

Finally, the elevation drawings clearly show that the new addition is not physically nor visually subordinate to the historic building as outlined in Guideline 8.14.

The proposal does appear to meet Guidelines 8.8 and 8.10 as the combination of building materials (wood siding, trim, stairs, rails and facia, stucco) appear to be appropriate, as well as the proposed wood single or double-hung divided light windows.

Findings: Staff finds that the removal of historic materials and alteration of features and spaces that characterize the property will not be avoided given the proposed addition(s). Further, the proposal does not substantially comply with Design Guidelines 8.1, 8.2, 8.5 and 8.14

Standard 3: All sites, structure and objects shall be recognized as products of their own time. Alterations that have not a historical basis and which seek to create a false sense of history or architecture are not allowed.

Applicable Design Guidelines

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.

Analysis: The addition on the south side of the home is proposed in a manner such that the building materials and break in the wall where the addition meets the original home, make it easily distinguishable from the historic structure. The proposed height, mass, and change in roofline direction also contribute to the recognition of this proposed addition as one of its own time.

The addition on the west façade is more integrated into the original structure by the fact that it follows the same horizontal orientation of the historic home and the building materials essentially mimic the existing. Should this addition be built, it would be difficult to distinguish it from the original structure.

Finding: The additions are proposed in such a manner as to be recognized as products of their own time and do not create a false sense of history.

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

Analysis: As noted previously, the existing flat roof rear addition which was constructed in 1897 has obtained historic status in its own right and is slated for demolition. Further, the proposed addition on the west façade of the home will essentially eliminate this original façade and be highly visible from K Street.

Finding: The demolition of the existing rear flat-roof addition, and the proposed west façade addition do not lend to the retention and the preservation of historic elements of the home. Substantial and highly visual elements of the existing home will be eliminated.

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

Analysis: While not necessarily distinct, unusual, or an example of fine craftsmanship, the existing home is for the most part original and historic, and as such should be preserved.

Finding: The removal of the existing flat-roof addition on the south side of the home, and the proposed reconstruction of the existing west façade, including the roofline change, are construction proposals that do not preserve the integrity of the historic structure.

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.

Finding: The subject proposal is not a matter of repair or replacement of deteriorated architectural features, therefore this Standard is not applicable.

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.

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

Finding: This standard is not applicable for the project.

Standard 8: Contemporary designs 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

- 8.1 Design an addition to a historic structure such that it will not destroy or obscure historically important architectural features. For example, loss of alteration of architectural details, cornices and eave lines should be avoided.
- **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.
- 8.5 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.
- **8.14** 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.

Analysis: This Standard and the associated Design Guidelines were discussed previously above. It is the opinion of Planning Staff that the additions as proposed do not meet this Standard nor Guidelines due to the fact that significant portions of the original structure would be lost if the proposal is approved, and more significantly, the size and scale of the improvements are not subordinate to the original structure.

Finding: The additions to the home are not subordinate to the original historic building and significant portions of the structure will be lost if the proposed additions are approved.

Standard 9: Additions or alterations to structures and objects shall be done in such a manner that if such additions or alteration were to be removed in the future, the essential form and integrity of the structure would be unimpaired. The new work shall be differentiate 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.

Analysis: The proposed additions, as previously noted, will cause the loss of significant portions of the existing home. If the additions were approved, the possibility of maintaining the original structure would be lost as the majority of the west façade would be irreparably modified and the south addition would take the place of the flat-roof addition.

Finding: The additions as proposed would prohibit the preservation of the original structure in both form and integrity, and if said additions were built and subsequently removed, the original structure would be irreversibly impaired.

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.

Analysis: The applicant is proposing materials for the additions and the garage that include stucco, asphalt shingles, wood siding, wood windows, and trim etc.

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, <u>Chapter 21A.46</u> of this title;

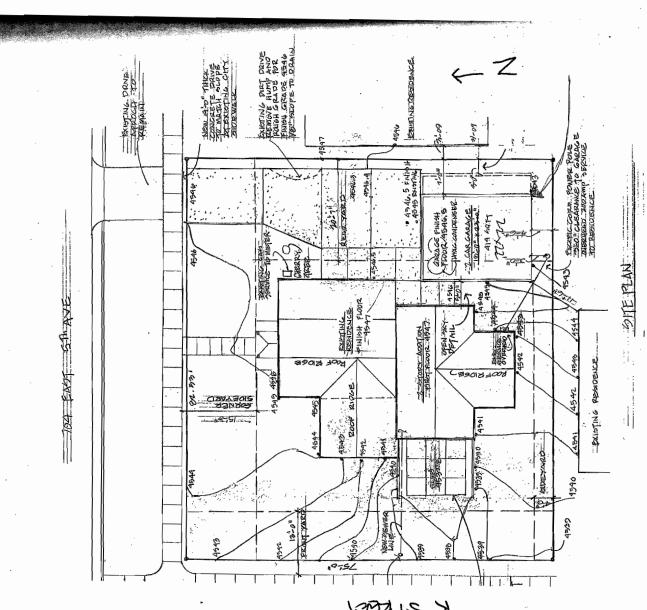
Analysis: No signs are proposed.

Finding: This standard is not applicable.

Standard 12: Additional design standards adopted by the Historic Landmark Commission and City Council.

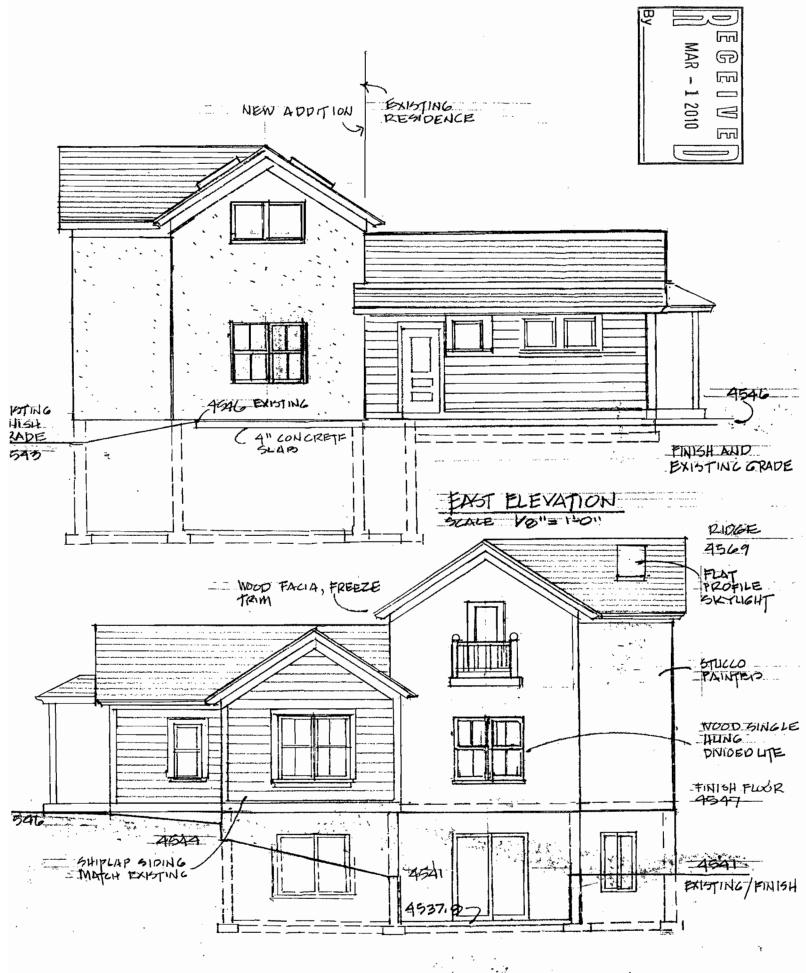
Analysis: The Historic Landmark Commission's document, "Design Guidelines for Residential Historic Districts in Salt Lake City" is applicable in this case. Further, Policy 15.0 addressing "Additions" in the "Policy Document – Salt Lake City Historic Landmark Commission" states, "Additions on historic residential structures are sometimes a necessary part of maintaining the viability of historic properties and districts. However, new additions should be designed in such a manner that they preserve the historic character of the primary structure. In general, large additions and those which affect the primary elevation of the residence have a greater potential to adversely affect the historic integrity of a historic house. Furthermore, because the roofline of a historic home is a character defining feature, additions that require the alteration of the roofline of the original, early, or historic portion of the house should be avoided."

Finding: The request is inconsistent with Standards 2, 4, 5, 8 and 9 as noted above and not supported by the Design Guidelines noted in this staff report. The request is also inconsistent with the Historic Landmark Commission's policy addressing additions.

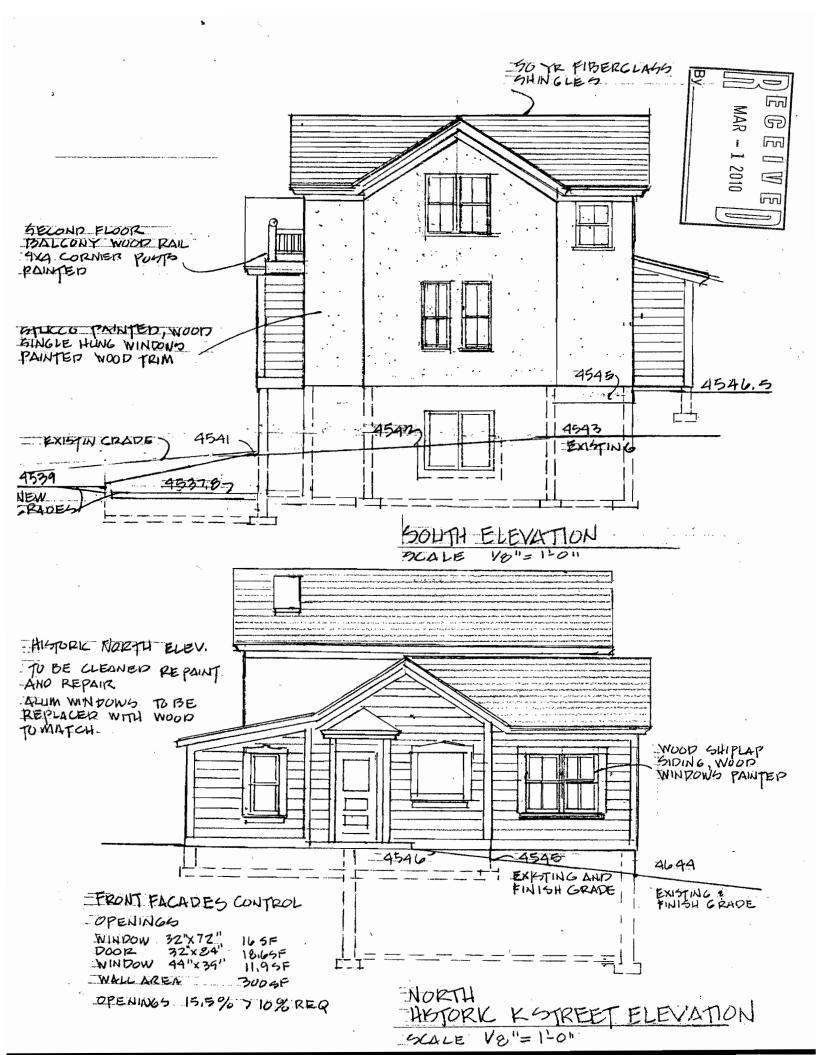


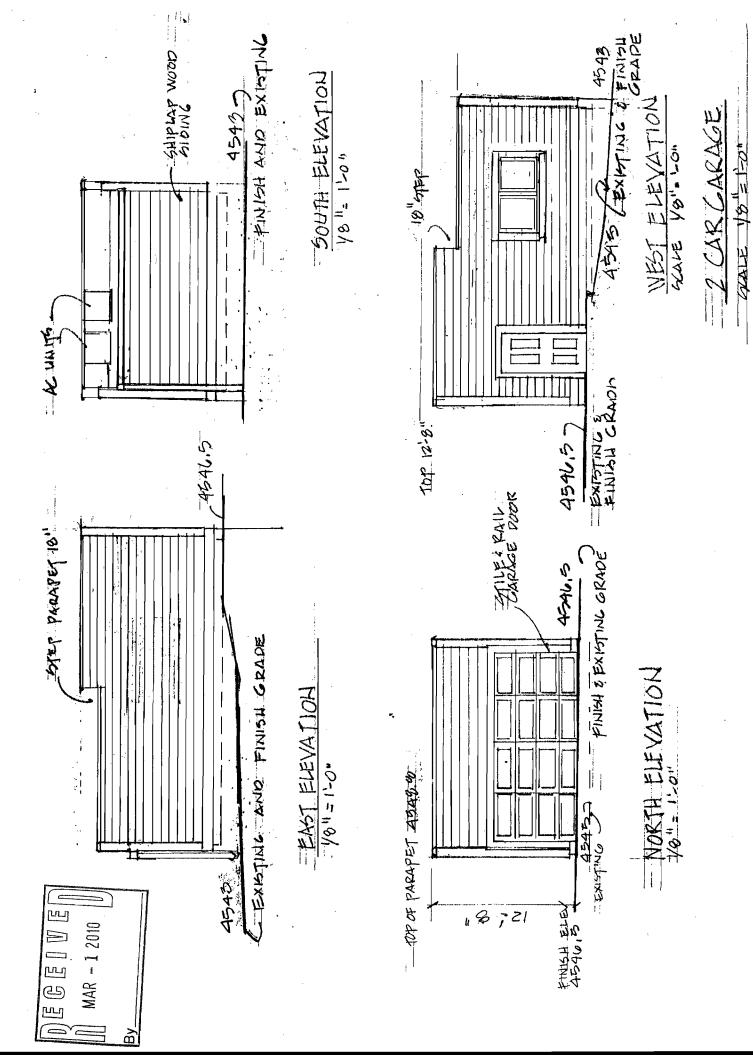
K STREET

Exhibit B – Elevations



VEST ELEVATON









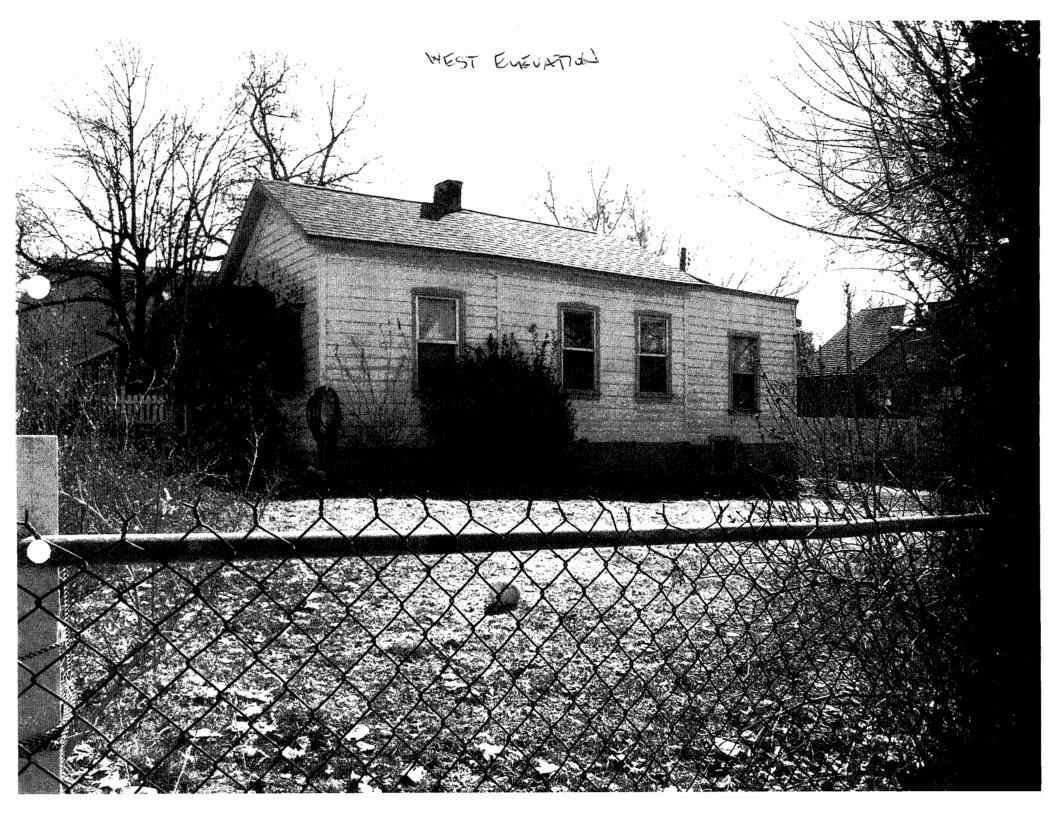












Exhibit D – Block Face Analysis

March 9, 2010

Salt Lake City Corporation
Department of Community Development
Building Services
451 South State Street
Salt Lake City, Ut

Re:

PLNHLC2009-01420 704 5th Avenue Addition and Garage

Attention:

Lex Traugher

Subject: Maximum allowable building height SR-1A

D 1.b Pitched maximum height 23' or the average height of other principal buildings on the block face

5th Avenue to 4th Avenue East side of "K" Street

704 5th Avenue	Max. height at lowest point to ridge	22.5'
(Sidwell 313001)		
228 "K" Street	Max. height from lowest point at building face	23.0'
(Sidwell 313002)	•	
224 "K" Street	Lowest point on facade to ridge	23.0'
(Sidwell 313003)		
222 "K" Street	Lowest point to ridge	26.0'
(Sidwell 313010)		
204/208 "K" Street		25.0'
(Sidwell 313012)		

5th Avenue West Side Between "K" Street and "L" Street

enue west side between	i k Street and L Street		
704 5th Avenue	Lowest point of grade to face of wall to ridge	16.5'	
(Sidwell 313001)			
712 5th Avenue	Lowest point on block face to ridge	16.0'	
(Sidwell 313004)			
720 5th Avenue	Lowest point to top of parapet at block face	27.0'	
(Sidwell Mid Avenue Condo)			
726 5th Avenue	Lowest point on block face to ridge	17'	
(Sidwell 313005)			
239 "L" Street	Lowest point on block face to ridge	19.7'	
(Sidwell 313006)			

Average height of block face is 19.7'

D 3-C Exterior walls may increase 1'-0" for each foot setback from the minimum interior sideyard 16+r= 20'-0" allowed

C-1 .5 foot from each 1'-0" of cross slope 4546 + 4541 = 5/.5 = 2.5 20'-0" + 2.5 = 22'-5"

Actual height 22.5"

Design as submitted is compliant with the 16'-0" max wall height rule with setback and cross slope allowances.

Gable Walls: At the end of a pitched roof may extend to a height necessary to support the roof structure except that height of the top of the widest portion of the gable wall must conform to maximum wall height limitation.

Maximum wall height 16'-0"

Max Gable width: 16'-0" complies

LYNN F. MORGAN, AIA ARCHITECT/PLANNER/CONSULTANT

P.O. BOX 27 SALT LAKE CITY, UTAH 84110 CELL: (801) 556-4130

December 26, 2009

Salt Lake City
Community & Economic Development Department
Planning Division
451 South State Street, Room 215
Salt Lake City, Utah

Att: Thomas Irvin

Re: Block Face Study

The following photos are of the block face on the **East** side of "K" Street:

Addresses:

704 5th Avenue Sidwell #: 09-32 31-3001 228 "K" Street Sidwell #: 09-32 31-3002 224 "K" Street Sidwell #: 09-32 31-3003 202-208 "K" Street Sidwell #: 09-32 31-3012

The following photos are the block face between "K" Street and "L" Street on the South side:

Addresses:

704 5th Avenue Sidwell #: 09-32 31-3001 712 5th Avenue Sidwell #: 09-32 31-3004

Mid Avenue Condos

720 5th Avenue Sidwell #: BLK 312 726 5th Avenue Sidwell #: 09-32 31-3005

239 "L" Street Sidwell #: 09-32 31-3006

The photos represent an accurate visual representation of the block face on each side of 704 5th Avenue, a corner lot.

Lynn F. Morgan., AIA, Architect



