



Work Session Memorandum

Planning Division
Community & Economic Development Department

To: Historic Landmark Commission

From: Michaela Oktay, Principal Planner

Date: March 1, 2012

Re: Major Alterations: 1363 Filmore Street
New addition and over height garage

Request

This is a request by Warren Lloyd, architect, representing Ken Engeman, for major alterations located at 1363 S. Filmore Street in the Westmoreland Place Historic District. The historic home is considered a “significant contributing” structure in the historic district.



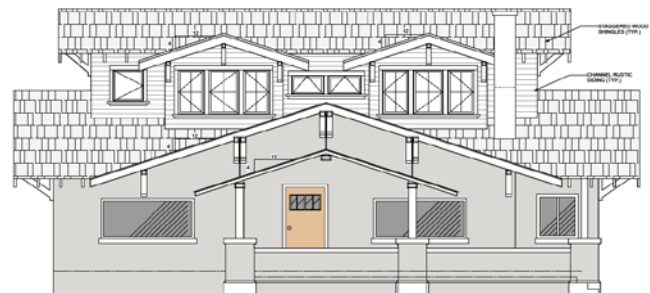
The request is to:

- Construct a rooftop addition on the primary residence that would extend towards the rear of the property.
- Demolish an existing accessory structure and to construct a new two-story garage with approximately one foot six inches (1’6”) of additional garage building height. The Historic Landmark Commission has the authority to grant this additional height.

First Public Hearing

On December 5, 2011 the Historic Landmark Commission held a public hearing to consider proposed major alterations to the site. The Commission’s main concerns centered on:

- 1) Effect of a rooftop addition to the significant contributory status of the home;
- 2) The mass and scale of the proposed



rooftop addition; and

- 3) The effect of a large rooftop addition to the architectural / historic integrity of the structure.

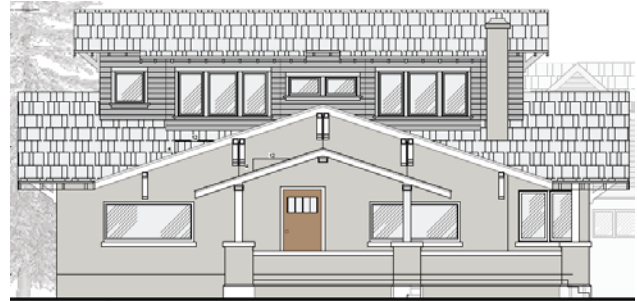
The members of the Commission elected to table the project and convene an architectural subcommittee to review the project and alternative designs with the applicant.

Architectural Subcommittee (ARC) Meeting

On December 12, 2011, Planning Staff, and the Architectural Subcommittee met with the applicant to discuss two alternate rooftop design proposals. Both alternative designs removed the gabled double dormers proposed in the original submittal.

Second Public Hearing

On January 5, 2012 the Historic Landmark Commission considered an alternative design. Although the presented design had improved, ultimately Staff was not able to change the recommendation based on conflicts with the standards. The Commission agreed that the project was a difficult one and initial concerns remained. They agreed that a rooftop addition would be difficult given the significant contributory status of the structure and the intent to preserve its integrity.



At the meeting the applicant asked the Commission to convene an ARC meeting to discuss options that would meet both the Design Guidelines and the standards of the ordinance. The Commission agreed.

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Alternative Design Options

Staff has had phone conversations with the owner and a meeting with the architect to review the main concerns/issues with the rooftop addition. Staff has offered guidance that an addition at the rear of the property, with possible further basement excavation could be a viable alternative to gain extra living space. The lot is not deep and this would allow the owner to maximize the existing building envelope. Staff would most likely be able to provide a positive recommendation as it would likely resolve the subordination issue, preserve the horizontal emphasis/form of the structure, and preserve the significant contributory status and the integrity of the historic house.

Following discussions with Staff, the applicant has requested in lieu of an ARC meeting, a field visit be conducted at the site, followed by a work session to discuss design options.

Field Trip & Work Session

A field Trip has been scheduled for Thursday, February 23rd, 4:30-5:30 p.m. at the site. The applicant will provide further design options at a work session on March 1, 2012, based on discussions during the field trip.

Attachment: January 5, 2012 HLC Minutes (excerpt)

building height and design and how the proposed building came about through discussion.

[6:39:13 PM](#)

Mr. Ray Milliner, Senior Planner summarized the discussion and asked if scheme C was the design that the Commission preferred with the suggested variations.

Chairperson Oliver stated it was the version that best fit with the context of South Temple.

Mr. Milliner said he would like to encourage the Applicant to meet with the Community Councils in the time between now and the next meeting and based on that, Staff would schedule it for a Public Hearing and possible action. He asked the Commission if that was correct.

The Commissioners stated that was correct.

PUBLIC HEARINGS [6:40:42 PM](#)

PLNHL2011-00604 1363 S Filmore Street Certificate of Appropriateness for Major Alterations – A request by Warren Lloyd, Architect, for major alterations and a new garage at approximately 1363 S. Filmore Street. The request is for the approval of a rooftop addition on the home, and increasing the allowable height for a new garage. The property is located in the Westmoreland Historic District and the R-1/7,000 (Single-Family Residential) zoning district.

Ms. Michaela Oktay, Principal Planner, reviewed the petition as presented in the Staff Report, gave the history and reviewed the updates to the design from the Architectural Subcommittee. She stated it was Staff's recommendation based on the analysis and findings of the Staff Report, that the portion of the proposed addition located behind the ridgeline and the proposed garage substantially met the relevant ordinance standards however, the proposed addition that was visible from the street, specifically in front of the ridgeline, did not substantially meet the relevant design standards. Ms. Oktay said if the Commission concurred with the Staff analysis and the findings in the report, Staff recommended the following options:

1. Deny the request as proposed but approve the garage design without additional height,
or
2. Convene a second Architectural Subcommittee meeting and postpone a decision regarding additional garage height after matters concerning a possible rooftop addition were decided.

Commissioner Harding stated she was at the Architectural Subcommittee and Staff said nothing of their concerns. She said it was frustrating to read those now when there was a time set aside to review them with the Applicant. Commissioner Harding asked if there was a second Subcommittee meeting was there a guarantee that would not happen again.

Mr. Joel Paterson, Planning Manager, stated Staff had expressed their concerns about the design from the beginning. He stated Staff's concern regarding the vertical element were raised at the work session, the concerns about the position of the second story addition forward of the ridgeline were raised and other alternates and design possibilities were discussed with the Applicant.

The Commission stated in the future they would like Subcommittee meetings to be conducted in a way that enabled all concerns and issues to be addressed during the meeting.

Ms. Cheri Coffey, Assistant Planning Manager, stated usually Subcommittee meetings were for the design issues to be addressed and Staff would work to change how the meetings were conducted in the future.

Mr. Ken Engeman, property owner, clarified there was 1,395 square feet of living space in the home. He stated there was not finished or living space in the basement. Mr. Engeman stated the property constraints did not allow for a rear addition to the home. He stated the addition of 1,114 square feet to the top of the structure would give the home 2,509 square feet of living space.

Commissioner Bevins asked if that included the addition on the main level.

Mr. Engeman stated it did include the small addition on the main level. He reviewed the discussion from the Subcommittee meeting and said with the feedback given at the meeting, the plans were updated. Mr. Engeman stated he was not worried about receiving tax credits just he only wanted the project done correctly. He asked the Commission to approve the project and stated all the neighbors were supportive of the changes.

Commissioner Richards asked if Mr. Engeman had received a copy of the email, sent to the Commission regarding the garage height.

Mr. Engeman stated he had not received an email and was not aware of the concern.

Mr. Warren Lloyd, Architect, thanked Ms. Oktay for her work on the project. He outlined what was discussed at the Subcommittee meeting that lead to the proposed structure. He said the two major points of discussion were if the home could be designed as a two story structure and if it could be done in a way that was sensitive to the streetscape. Mr. Lloyd stated the corrections and changes to the proposal were in response to what was said during the Subcommittee meeting. He reviewed the standards for the project as stated in the Staff Report. He asked the Commission to determine if the project met at least most of the standards and if so to approve the project. He stated if the approval was not considered then another Subcommittee meeting

needed to be conducted in order to decide what was necessary for approval. Mr. Lloyd stated they would do what was needed to make it work with the area as the addition improved the home and enhanced the neighborhood rather than being a detriment. He asked the Commission for specific ideas and conditions needed for the project to be approved.

PUBLIC HEARING [7:03:58 PM](#)

Chairperson Oliver opened the Public Hearing.

Ms. Cindy Cromer, Salt Lake City Resident, stated it would be wrong for the Commission to approve the project. She explained it was not appropriate to move a contributing structure out of contributory status in an adopted district, which was what was being proposed. Ms. Cromer explained the structure was rare and had minor changes made to it over the years. She explained the importance of keeping these types of structures and protecting them from change. Ms. Cromer stated the character defining feature of the house was its modest nature which would be lost with the remodel. She asked the Commission to not approve the proposal, as it would take away something wonderful from the neighborhood.

Mr. Dave McPherson, Neighbor, stated he lived across the street from the subject property and had wondered when someone was going to do something with the house. He explained the home had been unoccupied and unmaintained for a number of years. Mr. McPherson stated his home was one of the most period correct models in the area and that was why he chose to live in the area. He spoke of the different homes in the area, those updated and unchanged. He explained the neighbors in the area had not had problems with rooftop additions and if the proposal was done tastefully there would not be a problem with the proposed addition. Mr. McPherson stated the subject proposal would not deter from the area and if the property was not improved it would continue to be an eyesore for the neighborhood.

Chairperson Oliver closed the Public Hearing.

Mr. Engeman, Applicant, stated he would be happy to make changes to the garage height and address the concerns of the neighbors.

EXECUTIVE SESSION [7:10:54 PM](#)

Commissioner Harding reviewed the depiction of the proposal that was reviewed at the Subcommittee. She explained the Subcommittee did not feel the addition would be a monstrous massing on top of the existing house and it receded in the other depicted elevations. Commissioner Harding stated the added details brought it together and it seemed the addition became subordinate to the original house. She stated that was why, at the conclusion of the Subcommittee meeting, she felt progress had been made and she had a better understanding of the addition's scale. Commissioner Harding stated there were contentions at the Subcommittee

meeting regarding the appropriateness of the addition. She reiterated the importance for Staff to express their opinions on the project during the Subcommittee meeting.

Commissioner Richards stated he agreed with Commissioner Harding's comments regarding the Subcommittee meeting. He stated the twelve standards did not address the roof line but the guidelines did. He asked how the guideline originated, if not from the standards.

Mr. Paterson stated the standards in the ordinance are based on the Secretary of the Interior Standards. He said the guidelines were developed locally for Salt Lake City's Historic Districts to give the Historic Landmark Commission guidance on how to interpret the Secretary of the Interior standards and to help Applicants in their design review process. Mr. Paterson stated the standards indicated the importance of maintaining the integrity of the design and keeping the ability to determine the original portion of the structure if additions were made.

Commissioner Richards read standard two of the ordinance. He asked how much leeway the Commission had, because the guidelines expanded on the subject. He said it felt like a leap of faith between the guidelines and the standards.

Ms. Coffey stated the standards are general and based on the Secretary of the Interior standards which are the national standard. She explained there were no standards specific to porches, garages or rooflines as they were very general. She stated the Commission's job was to determine whether they thought the project met the standards and that those interpretations needed to be consistent over time so all Applicants were treated the same. She stated the guidelines hopefully helped the Commission clarify the fairly vague standards. Ms. Coffey stated from a practical standpoint the standards were the best practices around the country.

Commissioner Bevins reviewed his research on the Reconnaissance Survey and the National Register Nomination for the district which indicated it, had one of the best collections of California Bungalows in Salt Lake City. He stated the subject structure was a significant contributing structure and the other houses with rooftop additions were now non-contributing structures. Commissioner Bevins said it came down to protecting the integrity of the neighborhood and the precedent given if the addition were allowed. He said it was the Commission's responsibility to protect the unique buildings in Salt Lake City. Commissioner Bevins review the updates to the design guidelines that the Commission had worked on in the last few months. He stated the Property Owner addressed every concern, except that the structure was located in a Historical District.

Commissioner Richards stated the proposal was the most extreme example because of the low slope of the California Bungalow. He reviewed the ease of adding an addition to that type of structure.

Commissioner Hart explained her feelings about rooftop additions prior to the Subcommittee meeting, being that they were appropriate but not for the subject structure. She stated after working with the Subcommittee she felt the addition was much improved but the end result was still a non-contributing structure. Commissioner Hart said it was all a matter of opinion but overall it took away a contributing building, a very unique building that will forever be changed. She stated a rear addition would be more appropriate for the subject structure even if it had to be a little wider than the existing structure.

Commissioner Harding stated she agreed that if a second story addition was appropriate the proposal would be ideal. She stated given the point that the Westmoreland Place Historic District, preserved those types of buildings, and determine if a rooftop addition was appropriate.

The Commissioners discuss how the addition would create a false sense of history and agreed the rooftop addition was not appropriate. They suggested creating something to the rear of the existing structure.

Chairperson Oliver summarized the options for denial, holding a second Architectural Subcommittee, and approval with conditions.

Commissioner Richards stated he did not think a second Architectural Subcommittee would be productive. He asked Mr. Lloyd for his opinion on the matter. Commissioner Richards stated if the Commission agreed not to approve a second story addition, it was clear the Applicant would need to change the design.

Mr. Lloyd stated he agreed a second meeting was not necessary but would like to look at alternatives to address the issues. He stated direction as to what could be done would be better than no direction at all.

Commissioner Hart asked rather than denying the application would it be an option to table the petition and allow the Applicant to start over.

Mr. Paterson stated the Commission had the ability to table the petition, but it would be beneficial to give specific reasons to the Applicant for tabling the petition.

Commissioner Hart stated she felt the direction was given.

Commissioner Richards stated given the size of the lot and height restrictions a two story addition, even in the back, would still stick up above the existing roof line. He stated that violated several of the guidelines.

Commissioner Hart asked if the Commission had stated it would allow a two story rear addition.

Commissioner Richards stated that was his question and the Commission needed to clearly indicate what would be allowed or not allowed.

Commissioner Hart asked if the Applicant should be asked if he was willing to make the design changes and move the addition to the rear.

Chairperson Oliver stated the Commission should discuss the issue before calling the Applicant forward. She asked if the Commissioners felt there was a way to have a second story addition on the subject home. She stated she was not prepared to make that decision without it being carefully planned out as the lot size restricted what could be done on the property.

Commissioner Bevin asked if there was a way the Applicant could get the desired space without building upward.

Commissioner Hart stated that needed to be addressed by the Applicant but there was 700 square feet below ground that had a potential of being finished.

Chairperson Oliver stated the options were to deny, table or have a Subcommittee meeting.

Commissioner Hart stated the Commission could either table the issue and hold a Subcommittee meeting or table the issue and let them follow the given suggestions.

Ms. Coffey stated if the Commission did not want to make a decision it had to be tabled and direction given to the Applicant on what the next step was.

Commissioner Richards stated he felt it would be difficult to design a two story addition that met the standards although he was not ruling out the possibility.

Commissioner Hart asked if Commissioner Richards was referring to a second story on the original house or a two story addition in the rear.

Commissioner Richards stated he was referring to it in general. He stated the lot size would restrict the ability to make the addition subordinate to the original structure and maintain the flow of the existing roofline. He stated he was not saying options were not possible but it would be very difficult. Commissioner Richards stated it would be unusual to use the basement space and was not the answer to adding space.

Chairperson Oliver invited Mr. Lloyd and Mr. Engeman to address the Commission regarding changing the design. She asked Mr. Engeman if he would prefer holding a Subcommittee meeting, work by themselves or start from scratch.

Commissioner Richards asked Mr. Lloyd if the Commission was clear on what the options were or if they needed more direction.

Mr. Lloyd stated the discussion was clear; it was a question of whether or not a second story could be done within the guidelines. He stated they would not want to be sent away to come up with a suggestion themselves and would like the Commission's input. He asked if a Subcommittee could be held to discuss options that would meet the guidelines and standard. Mr. Lloyd reviewed the rear yard setbacks and explained the setbacks would need to be reduced to possibly help accommodate the desired square footage.

Commissioner Richards asked Staff if the Commission had any leeway on rear yard setbacks.

Mr. Paterson stated the Commission could not reduce the required rear yard setback.

Commissioner Hart asked if a variance was required for the setback to be reduced and how difficult it was to get a variance granted.

Mr. Paterson stated that was correct and it was very difficult to get a variance granted.

Ms. Coffey stated it would be deemed a self imposed hardship which the Board of Adjustment could not grant.

The Commissioners and Applicant discussed the available square footage that could be used for the addition. They discussed the site plan and setbacks for the property.

Mr. Engeman asked for the Commission to consider tabling the petition and sending it to Subcommittee where a detailed discussion could be held.

The Commission discussed whether it was going to be beneficial to hold a Subcommittee meeting and if the end result would be denial. They agreed it would be difficult to design a two story addition that would meet the standard and preserve the "A" level status.

Mr. Engeman asked if the intent was to maintain the "A" level status.

Chairperson Oliver stated the intent was to manage the growth and development in a Historic District but in a building such as the subject structure the integrity was important because of the status.

MOTION [7:42:12 PM](#)

Commissioner Richards moved in the case of PLNHLC2011-00604, based on the discussion, the Historic Landmark Commission table the petition and convene an Architectural Subcommittee to further review design ideas. Commissioner Hart seconded the motion. Commissioners Hart, Richards, Bevins, Harding, and Davis voted Aye. The motion passed with a 5-0 vote Chairperson Oliver did not vote

Ms. Coffey stated the City Council currently had the Fine Tuning document in front of them, which contained a regulation that, if adopted, stated the Historic Landmark Commission would be able to modify setbacks if it were found to be needed to make a more compatible change to a historic district.

The Commissioners asked if there was an expected time period for approval.

Ms. Coffey stated she was not aware of a time period.

The following Commissioners volunteered to be on the Subcommittee:

Commissioner Hart

Commissioner Richards

Commissioner Oliver

[7:45:29 PM](#)

PLNPCM 2011-00723 Local Historic District Designation Process and Criteria -A request to analyze the appropriateness of amending the zoning ordinance relating to the process and criteria required to designate a local historic district or a Landmark Site to the Salt Lake City Register of Cultural Resources.

Mr. Joel Paterson, Planning Manager, reviewed the petition as presented in the Staff Report. He stated based on the findings listed in the Staff Report, it was Staff's opinion that the proposed text amendment generally met the applicable standards and therefore, he recommended the Historic Landmark Commission transmit a favorable recommendation to the Planning Commission and the City Council relating to this request. He reviewed the Public Comments contained in the Staff Report. Mr. Paterson reviewed the following changes to the Ordinance:

Types of Designation: The proposed ordinance amendments clarify the types of designations that can be approved: