

HISTORIC LANDMARK COMMISSION STAFF REPORT



Planning Division
Department of Community and
Economic Development

323 E. 2nd Avenue
Front Entryway & Rear Siding
Minor Alteration
PLNHLC2014-00725
Meeting Date: December 4, 2014

Applicant: Jadon Wagner

Staff: Lex Traugher at
lex.traugher@slcgov.com
or (801) 535-6184

Tax ID: 09-31-452-018

Current Zone: RMF-35
(Moderate Density
Multifamily Residential)

Master Plan Designation:
Low Density (4-8 units per
acre)

Council District: District
3 – Stan Penfold

Lot Size: Approximately
0.33 acres

Current Use: Single
Family Residential

**Applicable Land Use
Regulations:**

- 21A.34.020(G)

Notification:

- Notice mailed
11/20/2014
- Sign posted 11/24/2014
- Posted to the Planning
Division and Utah
Public Meeting Notice
websites 11/20/2014

Attachments:

- A. Site Plan
- B. Photographs
- C. Public Comment

Request

This is a request by Jadon Wagner, on behalf of the property owner, Pivotal Properties LLC, to replace the front entryway and to allow T1-11 siding on the rear of the home located at approximately 323 E 2nd Avenue in the Avenues Historic District.

The request is currently under enforcement as the front door and rear siding have already been installed.

Staff Recommendation

Based on the analysis and findings of the staff report, it is the Planning Staff's opinion that overall the project generally does not meet the applicable standards and therefore, recommends the Historic Landmark Commission deny the request.

Potential Motions

Consistent with Staff Recommendation: Based on the findings listed in the staff report, testimony and plans presented, I move that the Historic Landmark Commission deny the request for a Certificate of Appropriateness for T1-11 siding on the rear of the home located at approximately 323 E 2nd Avenue in the Avenues Historic District. The following conditions shall be met within three months of Historic Landmark Commission action:

1. The applicant shall replace the front door and side lights with materials that more closely resemble the items recently removed (see attached photographs).
2. The applicant shall remove all the T1-11 siding and make repairs to the horizontal wood siding underneath as warranted, or an historically appropriate horizontal lap siding shall be used.
3. The Historic Landmark Commission delegates oversight of required alterations to Planning Staff.

-or-

Not Consistent with Staff Recommendation: Based on the testimony, plans presented and the following findings, I move that the Historic Landmark Commission grant the request for a Certificate of Appropriateness for T1-11 siding on the rear of the home located at approximately 323 E 2nd Avenue in the Avenues Historic District (Commissioner then states findings based on the Standards J-JJ, as listed on the following page, to support the motion).

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;
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;
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;
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;
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;
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;
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;
10. Certain building materials are prohibited including the following:
 - a. Aluminum, asbestos, or vinyl cladding when applied directly to an original or historic material.
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 chapter 21A.46 of this title.

Vicinity Map



Background and Project Description

The subject property located at 323 E. 2nd Avenue is considered a contributing property in the Avenues Historic District, and is rated a "B" according to the City's latest survey records. The residence is classified as a mix of various styles including Greek Revival, Italianate and Victorian. The home was built in 1891 and features adobe construction. The attached garage was added to the house in 1979.

The applicant is requesting a Certificate of Appropriateness for the replacement of the front entryway after the fact. The entryway has been replaced with what appears a wood door and two glass sidelights. The applicant is also requesting that the Historic Landmark Commission approve T1-11 siding on the rear of the home. This siding has been installed over the historic wood lap siding that the applicant states was in disrepair. Photos of the prior and new front entryway, the T1-11 siding, as well as the siding recently covered are attached to this staff report (Exhibit B).

Current Status

A code compliance case was opened on October 17, 2014. The case number is HAZ2014-03111. The case is still open pending the outcome of this Historic Landmark Commission decision.

Public Comments

An initial complaint regarding modifications to the home was submitted to the City by an anonymous source, resulting in the existing code compliance case. Planning Staff has received several phone call complaints from one neighbor regarding the property. Planning Staff has also received one written comment concerning the alterations as of the preparation and distribution of this staff report (Exhibit C).

Analysis and Findings

Standards of Review

21A.34.020.G Historic Preservation Overlay District: 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 remain single family residential. No change is proposed.

Finding: The standard is met.

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;

A Preservation Handbook for Historic Residential Properties & Districts in Salt Lake City

Chapter 4 - Doors

Design Guideline 4.1 – Preserving the functional, proportional and decorative features of a primary entrance is important.

Design Guideline 4.2 – When a historic door is damaged, repairing and maintaining its general historic appearance is preferred.

Analysis: The front entryway on any home is a character defining feature; even more so on an historic structure. Removal of this important architectural feature can alter the entire character of a building.

The front door and surrounding sidelights and transom have been completely replaced on the subject home. Arguably, the front door that was removed was probably not original, however the side lights and transom opening most likely were. The sidelights removed were paneled at the bottom almost half way up the door and topped with glass. It appears that the glass portion was rounded at the very top. The attached photos show the entry way that was replaced. The decorative wood crown and casing that was removed around the front door gave depth to both the door itself as well as the sidelights. Although not finished with glass, the transom was most likely original and is a feature that one would expect on a home of this age and style.

The new door entry loses the transom feature, as well as the original decorative sidelights. A new door was installed that proportionally is not historically appropriate for a structure of this time period. The new door is simply too tall and consists of only two panels. Typically, more panels would be present. The result is that the door and sidelights are elongated and appear to be very “flat”; the characteristic depth of the entryway has been lost.

Had the applicant approached staff prior to the entire entryway being replaced, staff would have required that the sidelights be repaired, that the transom be repaired and returned to a glazed opening, and an appropriate paneled door chosen that would have been more historically accurate.

Finding: The removal of the historic front entryway has significantly altered a primary character defining feature of the home and therefore does not meet this standard. The prior historic entryway features should have been repaired rather than replaced.

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;

Analysis: Planning staff asserts that it was not the intention of the applicant to create a false sense of history with the front door replacement nor with the installation of the T1-11 siding. That said, the alterations that have occurred do not have a solid historical basis, particularly the rear siding, and should not be allowed.

Finding: This design standard is applicable but has not been met.

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

Analysis: In terms of the rear siding, according to City building permit records it appears that the rear addition on the subject home was constructed in the mid 1950's, and therefore has historic significance in its own right. The siding that was covered with the T1-11 siding was a wood horizontal lap siding as evidenced by the attached photos. A wood horizontal lap siding is historically appropriate and should have been retained and preserved. This historic siding, according to the applicant, was in disrepair in places and instead of being repaired as necessary it was covered over. Planning Staff asserts that the T1-11 siding should be removed and the wood horizontal lap siding should be repaired and restored, or an appropriate replacement siding used.

Finding: The addition to the rear of the subject home was built in the 1950's and has historic significance in its own right and should therefore be retained and preserved. Likewise, the wood lap siding on the addition is most likely original and should be repaired as necessary and preserved, or the replacement siding should be "like for like" or an appropriate siding in composition and design.

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

A Preservation Handbook for Historic Residential Properties & Districts in Salt Lake City

Chapter 4 - Doors

Design Guideline 4.1 – Preserving the functional, proportional and decorative features of a primary entrance is important.

Design Guideline 4.2 – When a historic door is damaged, repairing and maintaining its general historic appearance is preferred.

Chapter 2 – Building Materials & Finishes

Design Guideline 2.8 – Original wood siding should be preserved.

Design Guideline 2.10 – Repair wood features by patching, piecing-in, consolidating, or otherwise reinforcing the wood whenever possible.

Design Guideline 2.11 – Original wood cladding and siding should not be covered.

Analysis: In terms of the front doorway, as previously noted the sidelights, transom, decorative crown and door casing were likely original. The wholesale removal of all of these architectural features has compromised the historic integrity of the property by the loss of distinctive features and craftsmanship.

In terms of the T1-11 siding, an inappropriate material has been selected to cover over an historically appropriate wood cladding.

Finding: Distinctive features and finishes that characterize the property have been removed in the case of the front entryway and covered over in the case of the rear siding. This standard has not been met.

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;

A Preservation Handbook for Historic Residential Properties & Districts in Salt Lake City

Chapter 4 - Doors

Design Guideline 4.1 – Preserving the functional, proportional and decorative features of a primary entrance is important.

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Chapter 13 – The Avenues

Design Guideline 13.8 – The primary materials of a building should be similar to those used historically.

- Appropriate building materials include brick (unpainted), stucco, stone and wood.
- 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: As previously discussed, the front entryway should have been repaired rather than

replaced. The new entryway does not match the materials that were replaced in composition, design, texture, and other visual qualities. Had the applicant approached the City with a refurbishment proposal for the front entryway, a design could have been realized to meet this standard and applicable historic preservation design guidelines.

The applicant has indicated that the wood horizontal lap siding on the rear of the structure had many areas that needed repair, and was thus simply covered over with T1-11 siding. The applicant asserts that repair materials were/are not available. The covering over of the wood lap siding does not meet this standard of review and conflicts with the applicable design guidelines; repair should have occurred with similar material, or if beyond repair an appropriate cladding could have been identified such as wood lap or a composite lap siding. Further, the chapter concerning the Avenues in the Residential Design Guidelines specifically states that panelized product are inappropriate for primary structures.

Finding: The replacement of the entryway door and the decorative transom and sidelights, as well as the use of T1-11 siding, do not meet this standard.

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 proposal does not include treatments of existing historic materials. This standard does not relate to this proposal.

Finding: The standard does not apply.

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;

Analysis: A more contemporary entryway has been installed on the subject home. As previously noted, significant architectural features have thus been lost.

Finding: This standard has not been met.

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 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;

Analysis: No additions are proposed as part of this petition.

Finding: This standard does not apply.

Standard 10: Certain building materials are prohibited including the following: vinyl or aluminum cladding when applied directly to an original or historic material;

Analysis: The proposal does not include the use of vinyl or aluminum cladding applied to original or historic material, however T1-11 applied over original or historic material is a similarly inappropriate cladding treatment. T1-11 siding is an inappropriate application to a contributing structure in any of the City's historic districts.

Finding: The standard does not direct apply, however like vinyl or aluminum siding, T1-11 siding is an inappropriate application to a contributing structure in any of the City's historic districts.

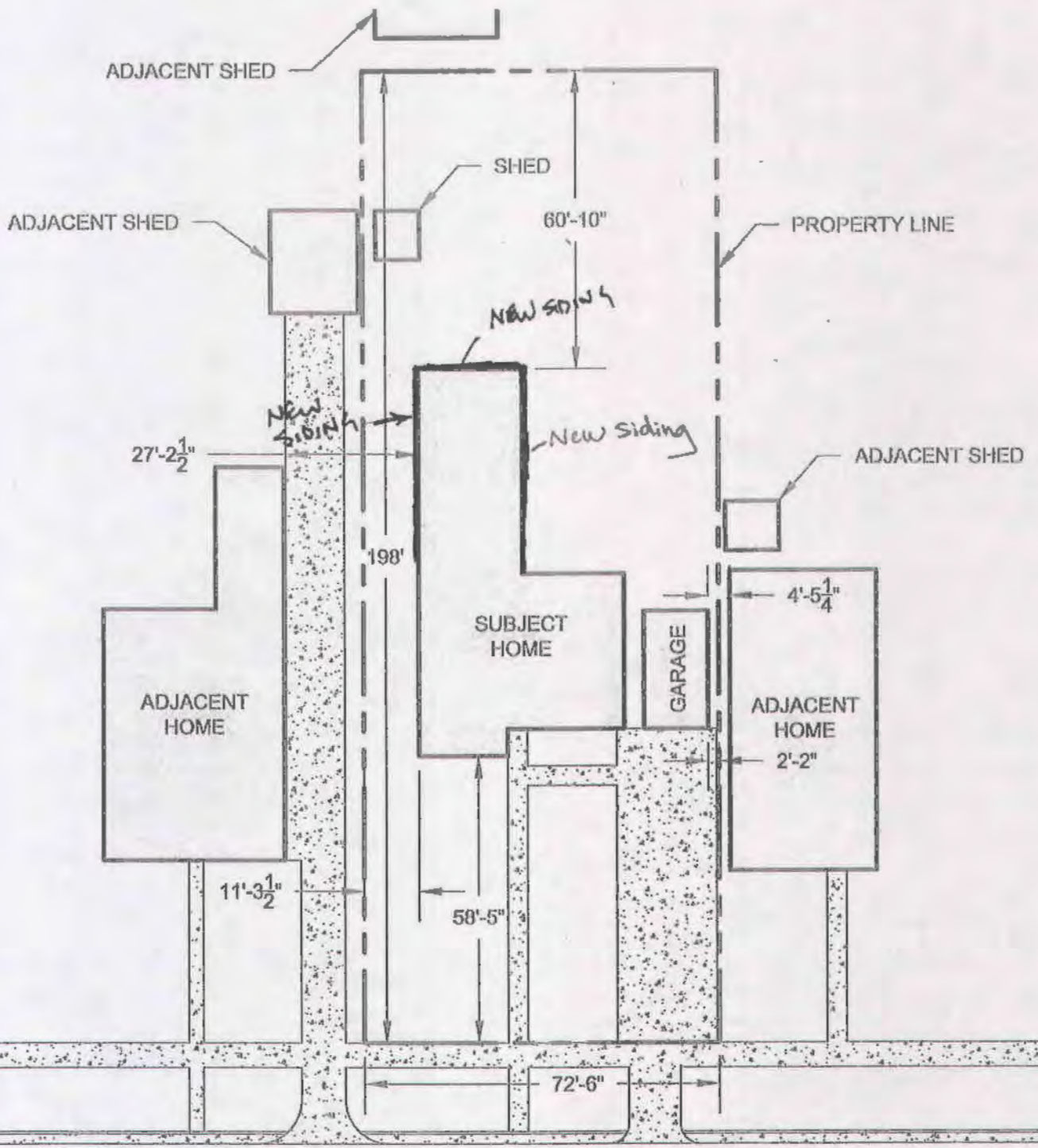
Standard 11: Any new sign and any change in the appearance of any existing sign located on a landmark site or within the H Historic Preservation Overlay District, which is visible from any public way or open space shall be consistent with the historic character of the landmark site or H Historic Preservation Overlay District and shall comply with the standards outlined in part IV, Chapter 21A.46 of this title;

Analysis: Signage is not part of this proposal.

Finding: The standard does not apply.

ATTACHMENT A
Site Plan


C:\Users\jwagner\OneDrive\Projects\140080000\101_Site_Map\Drawings\Production\Drawings\Site_Map\Site_Map.dwg



CLIENT / OWNER INFORMATION:
 JADON WAGNER
 323 W SECOND AVENUE
 SALT LAKE CITY, UTAH 84103
 (801) 787-5311

SHEET INFORMATION:
SITE MAP
323 SECOND AVE. REMODEL
 SALT LAKE CITY, UTAH

ENGINEER / SURVEYOR INFORMATION:



JOHNSON ENGINEERING
 4438 SOUTH 1025 EAST • SALT LAKE CITY, UTAH 84124

DRAWN BY:	CHECKED BY:	APPROVED BY:	SHEET:	
DBJ	DBJ	DBJ	SITE	01 OF 01
PROJECT NO:	14-008-0000			
DATE:	2014-07-16			
SCALE:			01	DESIGN 07/14

ATTACHMENT B
Photographs



Front of 323 E. 2nd Avenue prior to modifications



Front entryway





Front with altered entryway



Photos showing original wood horizontal siding in the rear of the home



T1-11 Siding on rear of the home

ATTACHMENT C
Public Comment

Traughber, Lex

From: Jim Breitinger [utahredrock1@gmail.com]
Sent: Monday, November 24, 2014 10:51 AM
To: Traughber, Lex
Subject: Re: 323 E 2nd Ave

One other comment as far as the siding in back, I can see it better than anyone else. It's very close to the back of my house and my backyard where it's completely visible. The neighbor just to the east can also see it, but it's much further from that house. For anyone else to see it they would need to be looking through fences in the back that are harder to see through than my chain link fence.

It is a vast improvement over the previous dilapidated siding.

On Mon, Nov 24, 2014 at 10:32 AM, Traughber, Lex <Lex.Traughber@slcgov.com> wrote:

Mr. Breitinger:

Thank you for your email. I will include it in my staff report for consideration by the Historic Landmark Commission.

Sincerely,

Lex Traughber

Senior Planner

PLANNING DIVISION

COMMUNITY *and* ECONOMIC DEVELOPMENT

SALT LAKE CITY CORPORATION

lex.traughber@slcgov.com

TEL [801-535-6184](tel:801-535-6184)

FAX [801-535-6174](tel:801-535-6174)

Traughber, Lex

From: Jim Breitinger [utahredrock1@gmail.com]
Sent: Saturday, November 22, 2014 10:14 AM
To: Traughber, Lex
Subject: 323 E 2nd Ave

Dear Lex,

I am the owner and resident of 315 E 2nd Avenue, immediately next door and to the west of 323 E 2nd Avenue.

I am writing to register my STRONG support for the changes made at 323 E 2nd Avenue.

323 has experienced a major transformation over the past few months, which I have witnessed step by step, firsthand. I have more than 15 years of experience in homebuilding and can assure all interested parties that the renovations completed at 323 were done to a high standard.

While it's true the siding in back is a lower grade, it's not visible from the street, it's on what was a cheap addition that has been on the house for decades, and it's a vast improvement over the previous dilapidated siding.

The front door as well brings this historic home up to contemporary standards with security and its r-factor. The splash of color is also welcome.

Overall 323's transformation from being a candidate for teardown into a high-end house is a welcome change in our neighborhood.

Please support Jadon Wagner and his Pivotal Properties and quickly approve and permit the amazing work he's done. I don't see how he will make money on this project, but it's an incredible improvement to the neighborhood, the city, and he's saved a historic house.

Regards,

Jim Breitinger
315 2nd Ave (owner)
SLC
801.971.5240