

Staff Report

PLANNING DIVISION COMMUNITY & ECONOMIC DEVELOPMENT

To: Salt Lake City Historic Landmark Commission

From: Lex Traughber – Senior Planner (801) 535-6184 or lex.traughber@slcgov.com

Date: January 7, 2016

Re: Petition PLNHLC2015-00577, Henderson – Deck, Stair & Door Minor Alteration

MINOR ALTERATION IN AN HISTORIC DISTRICT

PROPERTY ADDRESS: 674 N. 200 West PARCEL ID: 08-25-459-002 HISTORIC DISTRICT: Capitol Hill Historic District ZONING DISTRICT: SR-1A (Special Development Pattern Residential District) & H – Historic Preservation Overlay District MASTER PLAN: Capitol Hill Master Plan – Low Density Residential (1-5 dwelling Units per acre)

REQUEST: Pete Henderson, property owner, proposes to remove a stairway & deck structure that has been built into the required side yard without a permit, and install a new stairway and deck has been redesigned to meet zoning requirements. The property is located at 674 N. 200 West, is zoned SR-1A (Special Development Pattern Residential District), and in City Council District 3, represented by Stan Penfold.

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

MOTION: 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 the stair and deck on the north façade of the home located at approximately 674 N. 200 West in the Capitol Hill Historic District.

BACKGROUND AND PROJECT DESCRIPTION:

In July 2016, Mr. Henderson submitted a request for a Certificate of Appropriateness (COA) for a wood stairway and deck located on the north façade of the home on subject property. This application was in response to an enforcement action. Plans and photographs submitted with this COA request are attached for review (Exhibit C).

Planning Staff reviewed this request and noted in a letter to Mr. Henderson dated July 29, 2015, that the stairway was constructed in the required side yard setback, that the stairway had lost legal non-complying structure status, and that the City had no evidence that the door installed on the second story of the home had been permitted. The letter to Mr. Henderson constituted an administrative decision and is attached for review (Exhibit D).

Mr. Henderson appealed the administrative decision to the Appeals Hearing Officer, who in turn on September 2,



2015, denied the applicant's appeal and upheld the decision of the Planning Division. On September 22, 2015, a letter was sent to Mr. Henderson outlining a course of action to rectify the enforcement issue which included the option of reconstructing a stair/deck structure for consideration by the Historic Landmark Commission. This letter is also attached for review (exhibit E).

On December 2, 2015, plans were submitted for a new stair and deck which meet the required setbacks. These plans are attached for review and constitute the current proposal which falls under the purview of the Historic Landmark Commission for decision (Exhibit F).

KEY ISSUES:

The key issue listed below has been identified through the analysis of the project and departmental review.

Issue 1: The deck/stairway as currently built does not meet minimum zoning standards and needs to be modified to meet the side yard setback requirement. The applicant has submitted plans to meet the setback, however the question remains whether or not the stair and deck structure is appropriate from an historic perspective. Planning Staff asserts that it is not based on adopted standards for a modification of this nature. Please refer to Attachment G for an in-depth discussion of zoning ordinance standards.

NEXT STEPS:

If the project is approved by the HLC, the applicant will be required to modify the stair and deck structure as proposed in order to meet minimum zoning requirements. If denied by the HLC, the applicant has the option to appeal the decision to the Appeals Hearing Officer for further action.

ATTACHMENTS:

- A. Vicinity Map
- B. Historic District Map
- C. Applicant Information COA Application Materials dated 7/16/15
- D. Letter to Mr. Henderson dated 7/29/15
- E. Letter to Mr. Henderson dated 9/22/15
- F. Development Plan Set dated 12/2/15
- G. Analysis of Standards
- H. Applicable Design Guidelines
- I. Public Process and Comments
- J. Motions

ATTACHMENT A: VICINITY MAP



ATTACHMENT B: HISTORIC DISTRICT MAP



* Approximate Project Location

ATTACHMENT C: APPLICANT INFORMATION – COA APPLICATION MATERIALS DATED 7/16/15



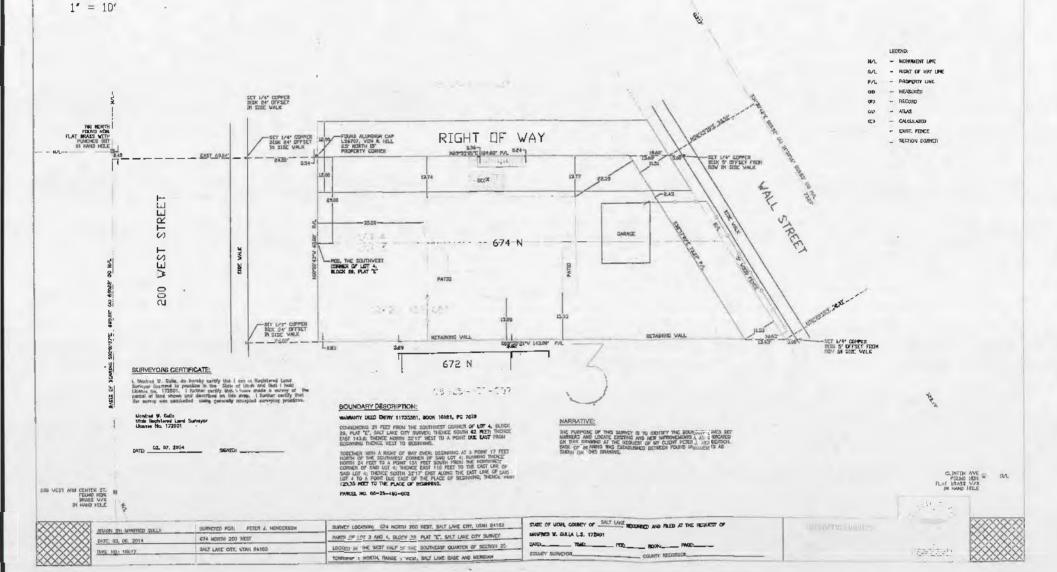
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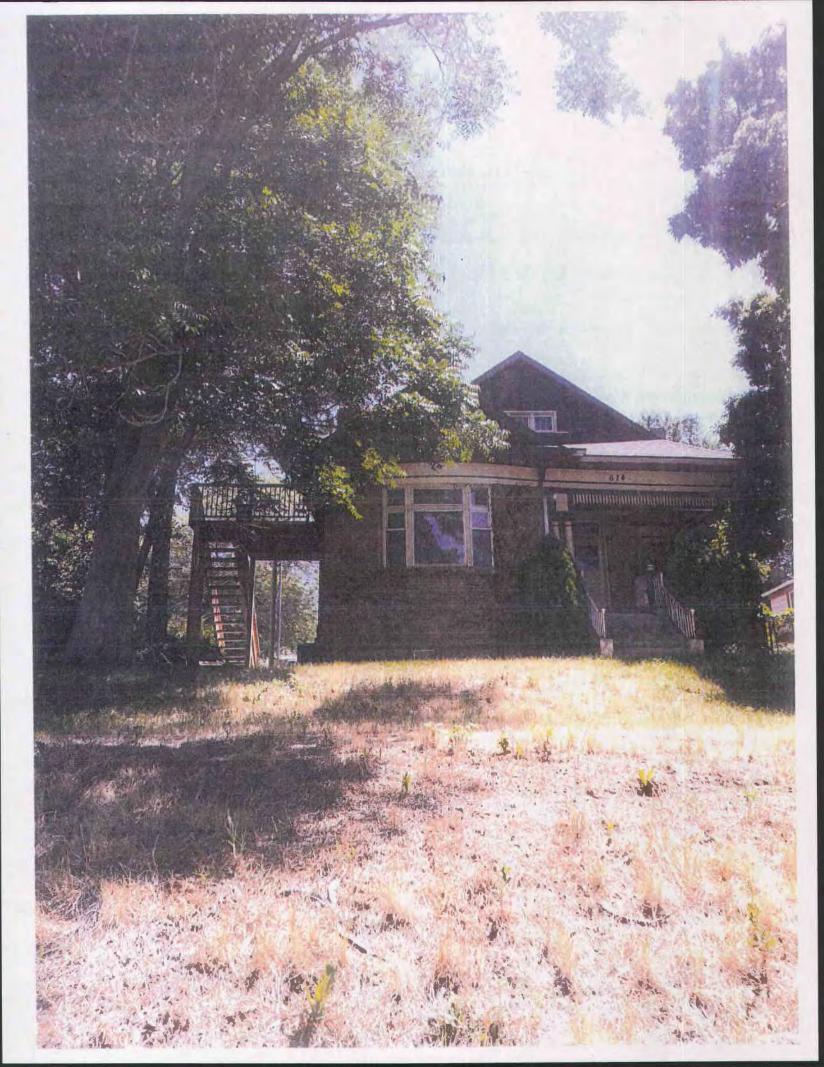
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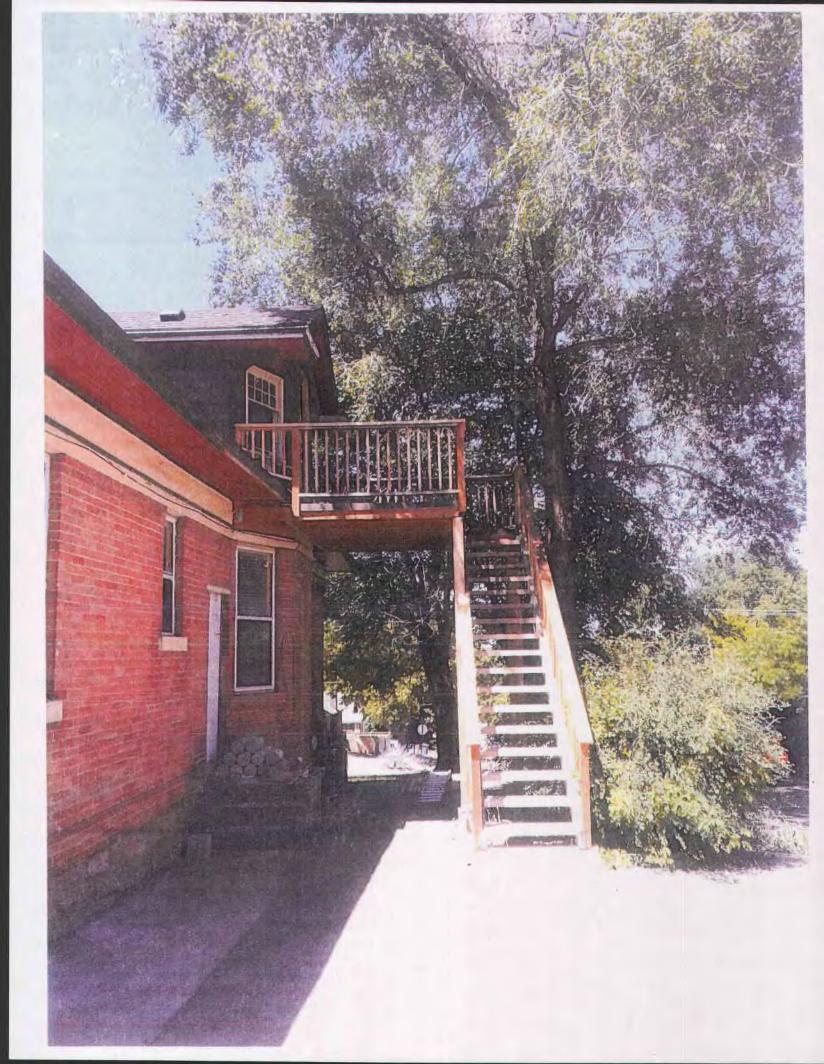
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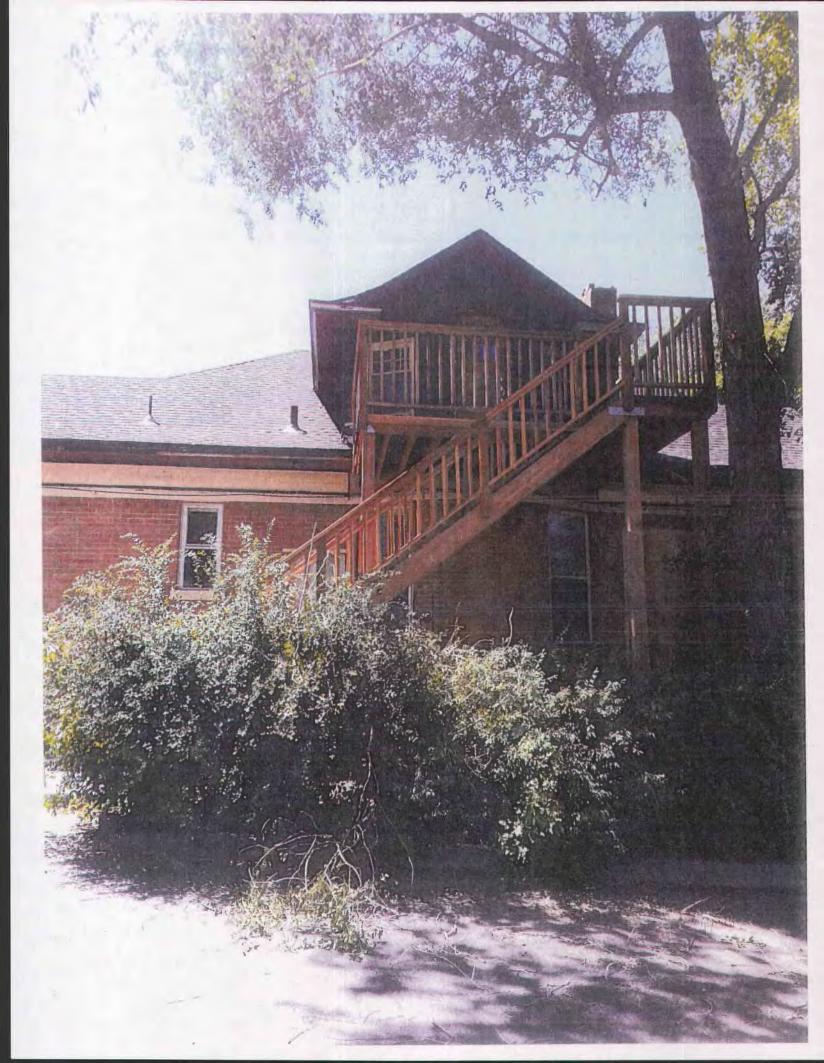


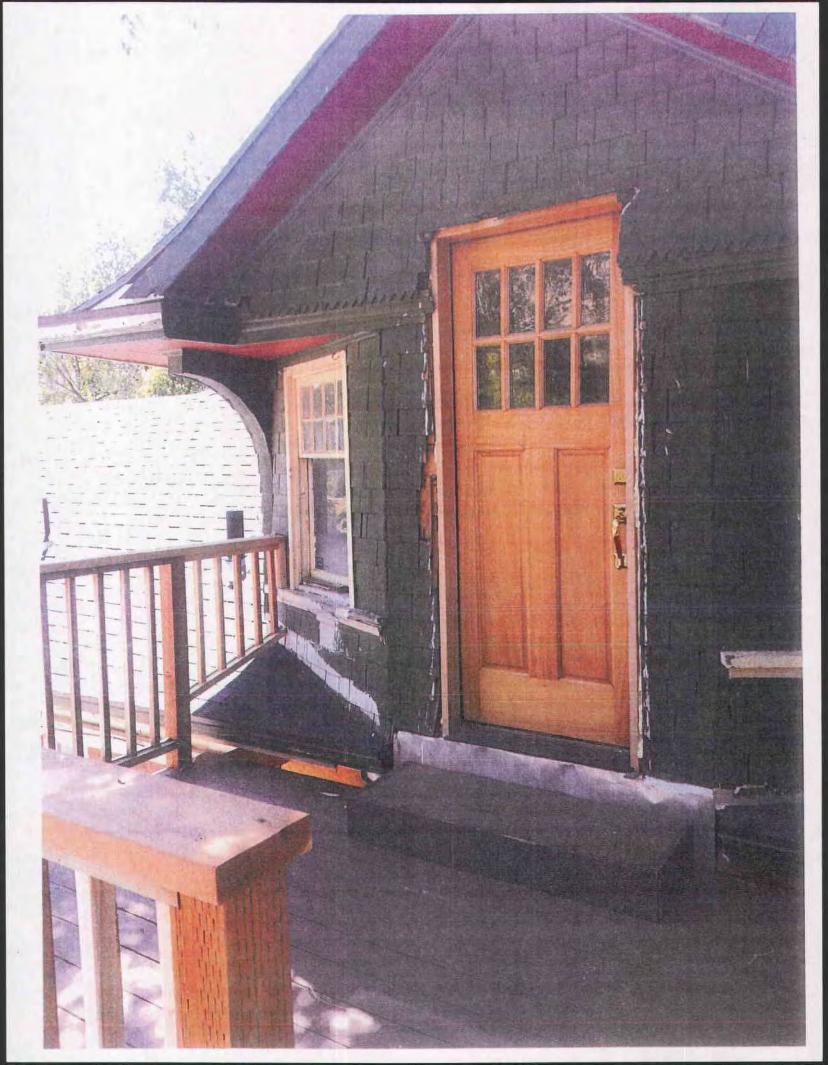
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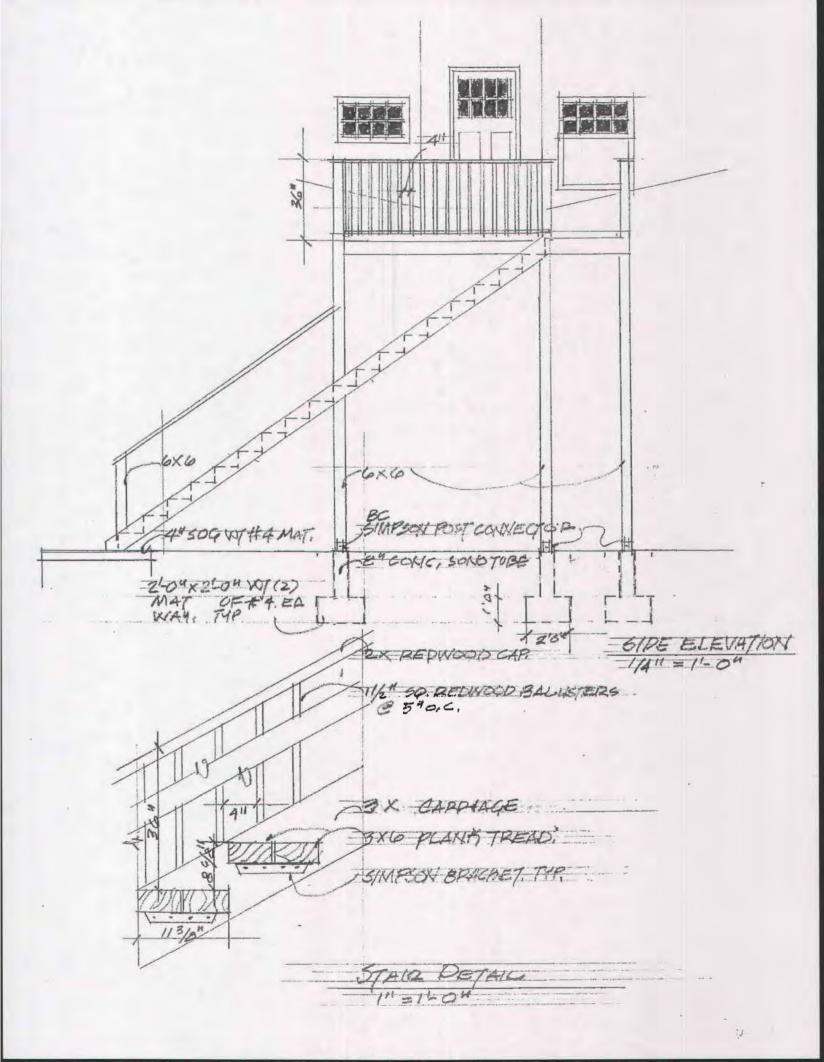


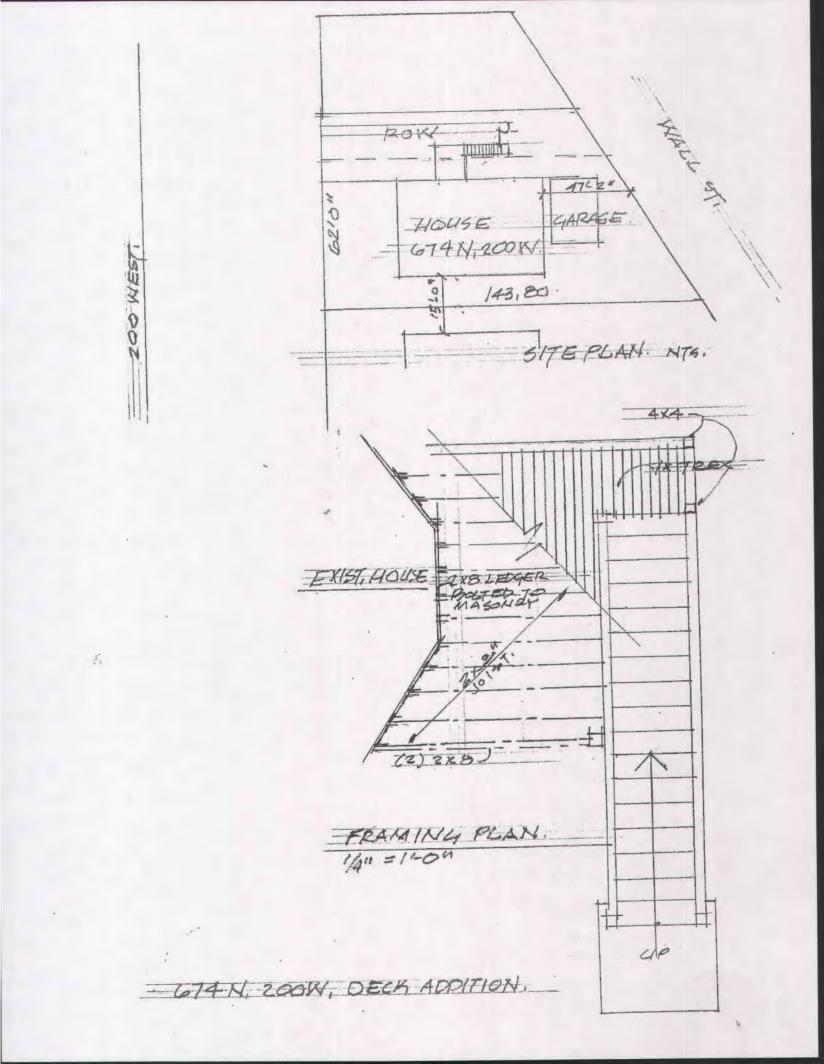












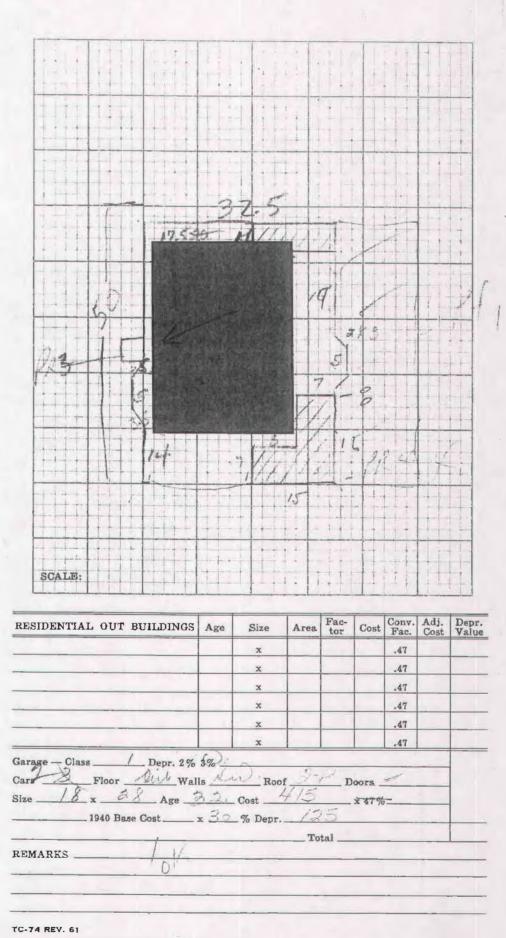
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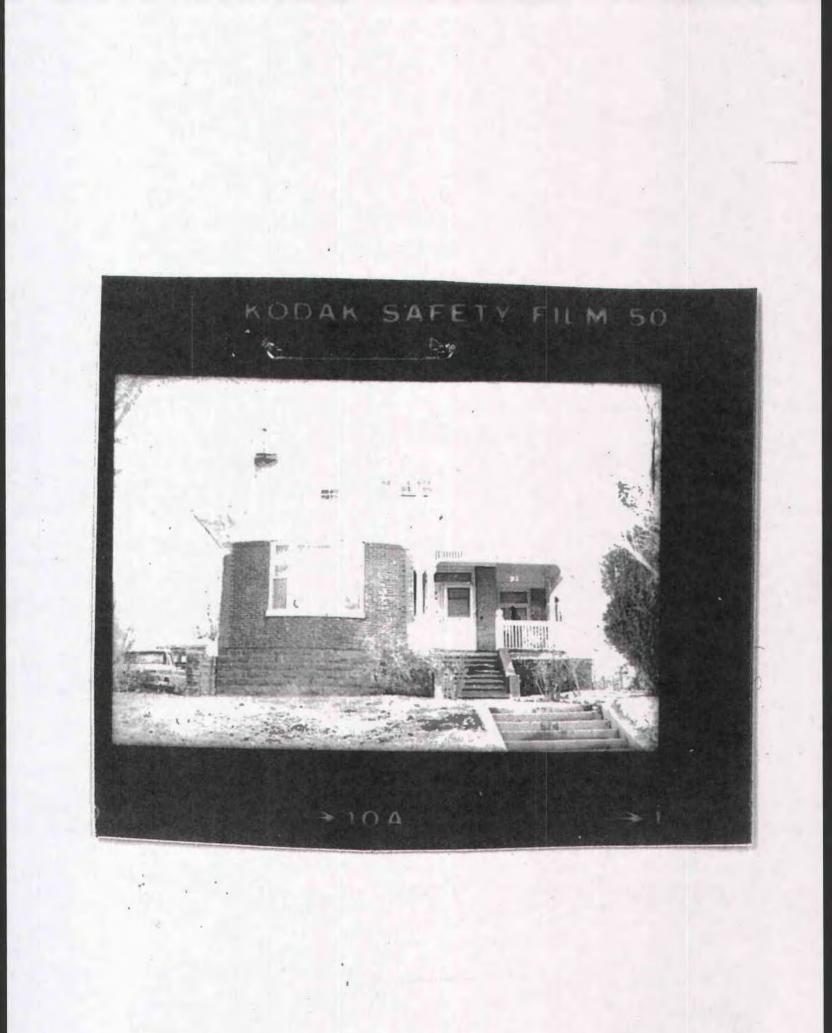
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STATE OF UTAH - STATE TAX COMMISSION



ATTACHMENT D: LETTER TO MR. HENDERSON DATED 7/27/15

July 29, 2015



Mr. Pete Henderson 900 E. Capitol Boulevard Salt Lake City, UT 84103

Re: 674 N. 200 West - Stairs/Deck/Doorway

Dear Mr. Henderson

As promised, the following is an outline of the issues with your stairway/landing/doorway that we discussed yesterday in our office.

The documentation you provided does indicate that there was a stairway at the home sometime in the past, however the location and configuration of the stairway on the property are unknown. The current stairway encroaches into the required setback and cannot be allowed under the current zoming. Staff's photo research (July 2007 to October 2012) doesn't show a stairway where the current stairway exists. I've attached these photos taken from Google for your review showing that the prior stairway you claimed had been there sometime in the past had been removed. Because the stairway was removed and has not been in place since at least 2007, it cannot be considered a "legal non-complying structure." Any legal non-complying structure status was lost with the removal of the stairway per Zoning Ordinance section 21A.38.050 -*Non-complying Structures*, and cannot under the Code be rebuilt because it does/would not meet current zoning requirements.

A stairway as currently built is in a required yard (sideyard) and is not allowed under the Salt Lake City Zoning Ordinance. Zoning Ordinance *Table 21A 36.020B – Obstructions in Required Yards* does allow for a stairway in the required side yard if the steps and required landings are 4 feet or less above or below grade, are necessary for access to a permitted building, and are located not less than 4 feet from a lot line. The existing stairway and landing exceeds this height and is built right up to the property line (closer than the required 4 feet). In summary, the existing stairway does not meet this standard of the Zoning Ordinance, nor is there any provision in the Zoning Ordinance for a stairway/landing structure of this magnitude. Therefore, the exiting stairway/landing is not allowed and should be removed.

Finally, concerning the second story doorway, there is no evidence that it was approved (granted a Certificate of Appropriateness or COA) or permitted. Satisfactory documentation for the approved door would be in the form of a building permit. With the absence of a legal stairway/landing, based on the previous paragraphs, the subject door does not meet building code and needs to be rectified for safety reasons. I have advised you to work with the building code officials to see how this could be achieved. Any modification to the doorway requires a COA to ensure compliance with historic district standards and guidelines, prior to any work being performed on the subject opening.

At this point, I will be contacting Zoning Enforcement to notify them of the issues associated with the stairs/dcck/doorway. You will need to work with them toward resolution.

Just so that you are tware, an applicant or any other person or entity adversely affected by a decision administering or interpreting this Title may appeal to the Appeals Hearing Officer. Notice of appeal shall be filed within ten (10) days of this administrative decision. The appeal shall be filed with the Planning Department and shall specify the decision appealed and the reasons the appellant claims the decision to be in error. A nonrefundable application and hearing fee is required.

If you have further questions or would like to discuss this matter further, please do not hesitate to contact me.

Sincerely,

Lex Traughber Senior Planner

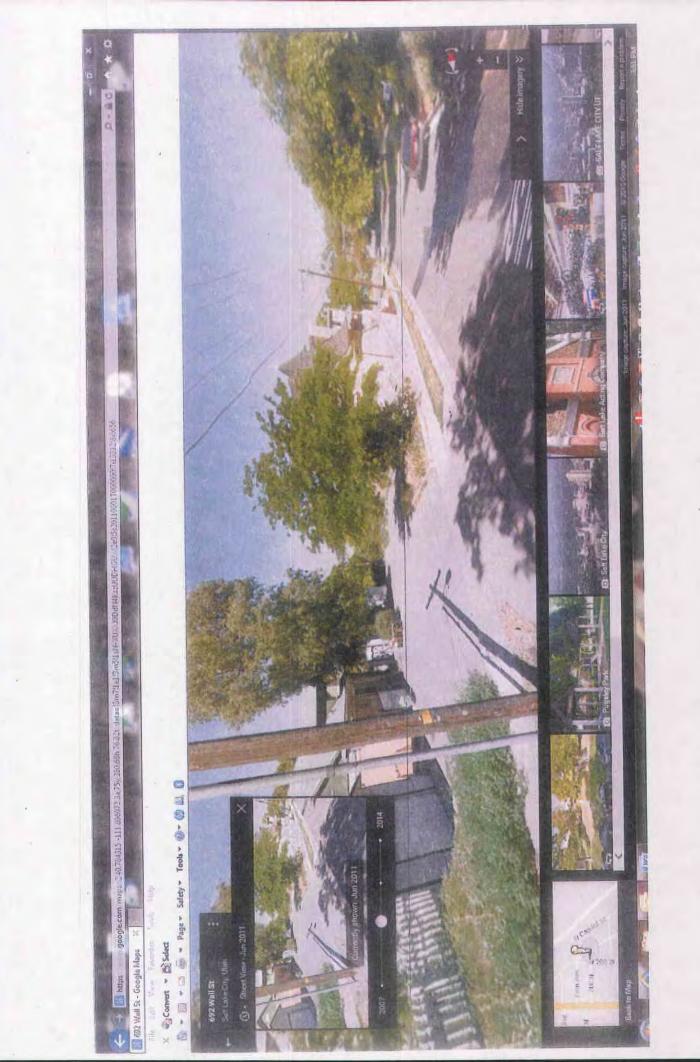
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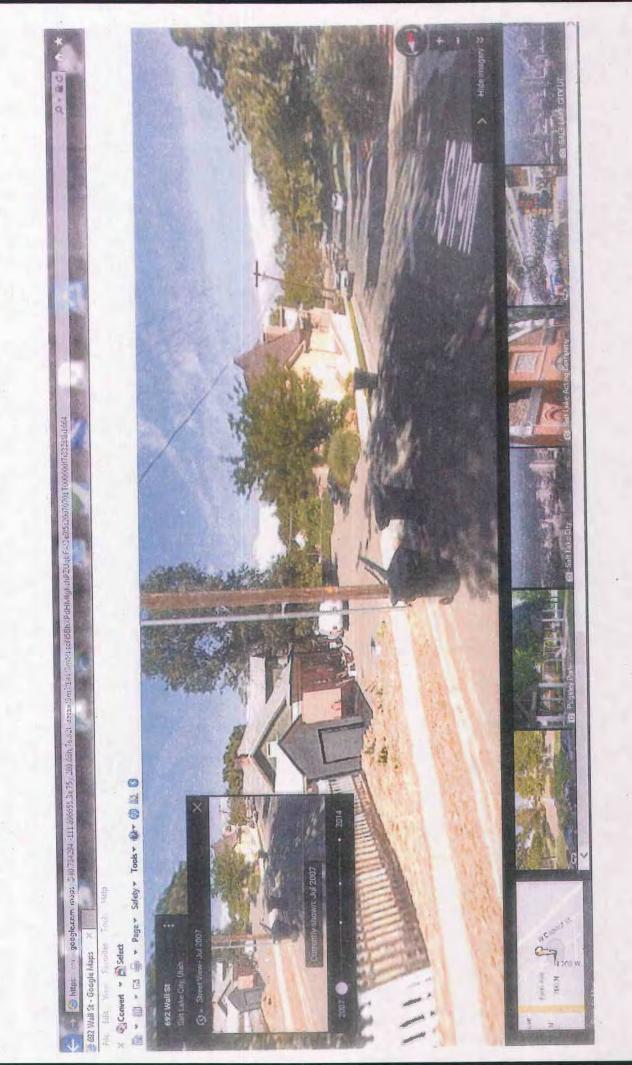
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Nora Shepard – Planning Director Michaela Oktay – Planning Manager Luann Calfa – Zoning Enforcement Officer File









ATTACHMENT E: LETTER TO MR. HENDERSON DATED 9/22/15

PLNHLC2015-00577, Henderson - Deck, Stair, Door



September 22, 2015

Mr. Pete Henderson 900 E. Capitol Boulevard Salt Lake City, UT 84103

Re: 674 N 200 West - Stairs/Deck/Doorway Follow-up

Mr. Henderson:

I wanted to follow-up the decision of the Appeals Hearing Officer regarding your appeal that was heard on September 2, 2015, with some further information. As you are aware, your appeal was denied. A copy of the Appeals Hearing Officer's written decision is enclosed.

In light of this decision, in order for a stairway/deck/door structure to be built on your property the structure would need to meet minimum zoning standards. Your property is zoned SR-1A (Special Development Pattern Residential District) and would need to meet a side yard setback requirement on the north property line (stairway side) of four feet (4'). In other words, a minimum setback of four feet (4') from the north property line is required per zone; anything between this minimum setback and the home is considered "buildable area." I have attached the survey that you provided and have shown the setback and buildable area. If you are considering other locations for the stairway/deck/door, we can certainly discuss the matter.

In terms of process, a stairway/deck/door structure would require Historic Landmark Commission (HLC) approval as your home is located in the Capitol Hill Historic District. If you choose to rebuild your stairway/deck/door structure meeting zoning requirements, the HLC would need to grant approval prior to the issuance of a building permit. The HLC's decision is based on the historic appropriateness of your project. Planning Staff would prepare a staff report for the HLC providing a recommendation regarding your request, and a hearing would be scheduled.

I will need to know how you plan to proceed. As always, I am willing to work with you and I am available to meet with you at your convenience to discuss how you would like to move forward. Please do not hesitate to contact me with questions, or if you would prefer we can schedule a meeting.

Lex Traughber Senior Planner

Enclosure

Ce

Nora Shepard – Planning Director Michaela Oktay – Planning Programs Supervisor LuAnu Calfa – Building Inspector File

Salt Lake City Land Use Appeals Hearing Officer Appeals Decision PLNAPP2015-00642 674 N. 200 West – Appeal of Administrative Decision September 5, 2015

This is an appeal by Peter Henderson of an administrative decision by the Planning Division that a recently built stairway/deck/doorway cannot be considered a "legal noncomplying structure" and is not allowed within the setback restrictions of the land use ordinance or by the building code.

Ruling: The decision here is to sustain the decision of the Planning Division.

A hearing on this matter was held before the Appeals Hearing Officer on September 2, 2015. Mr. Pete Henderson, Appellant, appeared on his own behalf. Appearing on behalf of the City were Lex Traughber, Senior Planner; Michaela Oktay, Joe Patterson and Cheri Coffey of the Planning Staff. Public comment was received from Robert King of the Capital Hill Community Council.

On July 29, 2015, a letter was prepared by Lex Traughber of the Planning Division Staff, addressed to Appellant. The letter stated that: 1) a stairway recently erected on Appellant's property encroaches into the required setback and cannot be allowed; 2) a second level doorway recently installed violates the building code.

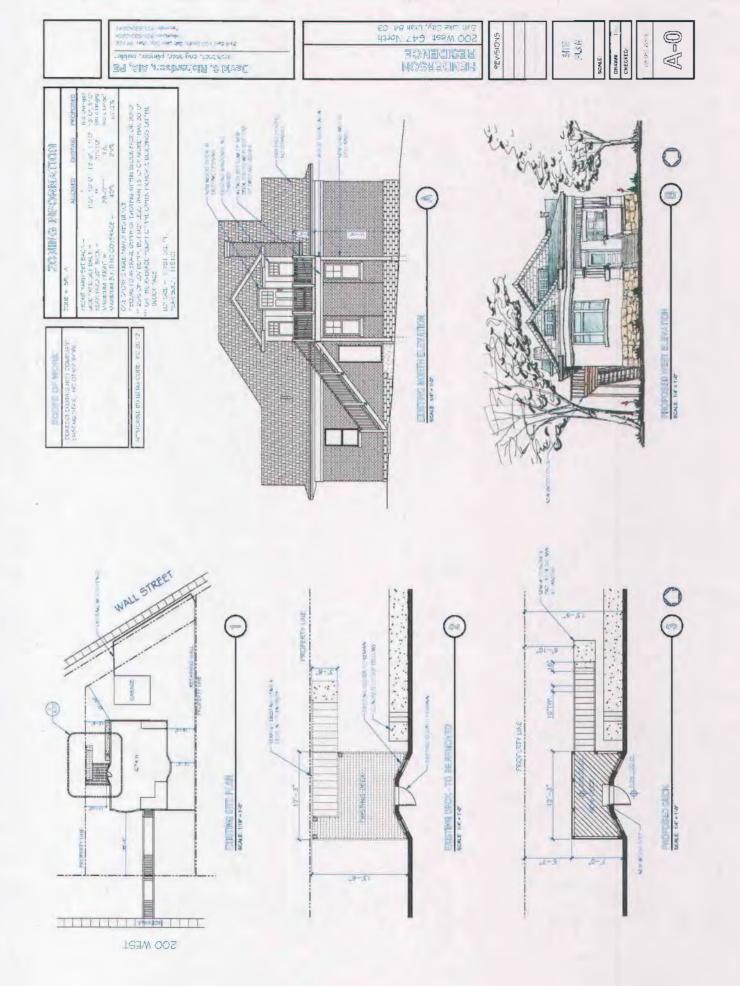
Standard of Review

This matter is reviewed de novo by the Appeal Authority. No deference need be given to the decision of the Planning Division. Salt Lake City Code 21A.16.030.E.1.

Issue A: Encroachment of the Stairway into the Setback.

It is undisputed that the new stairway was constructed without a building permit and encroaches into the area where the setback provisions of the code prohibit such construction. While a preexisting nonconforming structure would be exempt from such requirements under certain conditions, they are not present here. While it appears that the residence involved may have once had a second floor entryway with a stairway access, it is undisputed that such a stairway did not exist in recent years. Under the relevant code, if a nonconforming structure comes into compliance (here, by removal of the stairway at some time in the past) then the nonconforming status no longer exists. The prior nonconformity cannot be rebuilt under the instant circumstances and the new stairway is therefore illegal as built.

ATTACHMENT F: DEVELOPMENT PLAN SET DATED 12/2/15



Issue B: The Second Floor Doorway.

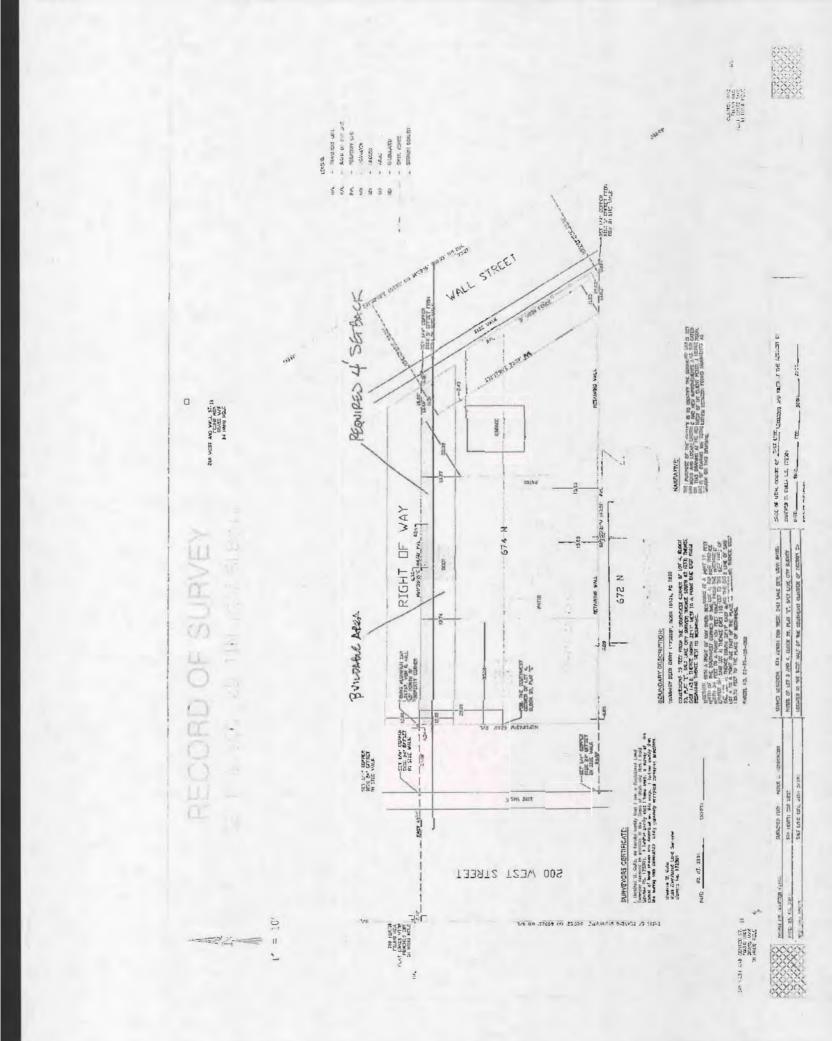
The building code, according to the evidence presented by City Staff, does not allow a second floor doorway without a stairway and landing to access it. This evidence was not contradicted by the Appellant.

Conclusion

Appellant has asked for the opportunity to work out some arrangement for access to his second floor. While the staff may be able to accommodate some access under conditions that may apply to this type of structure in this location, it is not necessary that a decision on this matter be delayed while that discussion continues. A configuration for access such as the current stairway and doorway is illegal, and the Planning Division decision to that effect is sustained. The disposition of this appeal does not preclude other options for access which the Appellant and the City may together approve, and which, unlike this one, may be legal.

Dated this <u>5th</u> day of September, 2015.

Craig M Call, Hearing Officer



ATTACHMENT G: HISTORIC PRESERVATION STANDARDS

H Historic Preservation Overlay District – Standards for Certificate of Appropriateness for Altering of a Landmark Site or Contributing Structure (21A.34.020.G)

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 | Finding | Rationale |
|--|------------------------------|--|
| 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 huilding and its site and environment; | Complies | The property is a residential structure and used as such. |
| Standard 2: The historic character of a property shall he retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided; | Does not comply. | The architectural style of the subject home is Victorian Eclectic. Built in 1915, this style of home is characterized by its irregular plan, asymmetrical façade and roof structure, decorative porch, segmental windows and doorways, bay windows, leaded transom windows and patterned wood shingles on vertical surfaces. The bay window and associated dormer on the north façade of the home are features that characterize a Victorian Eclectic home of this nature. The removal of the second story window in the dormer and the addition of a door and the stairway/deck significantly alters the features and spaces that characterize this property and are therefore inappropriate from an historic perspective. |
| Standard 3: All sites, structure 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. | Not applicable in this case. | |
| Standard 4: Alterations or additions that have acquired historic significance in their own right shall be retained and preserved. | Not applicable in this case. | |
| Standard 5: Distinctive features, finishes and construction techniques or examples of craftsmanship that characterize a historic property shall he preserved. | Does not comply. | Again, the features noted above are characteristic of a Victorian Eclectic home. The removal of the upstairs window and its replacement with a door, as well as the stairway/deck feature do not lend themselves to the preservation of the historic character of the subject home. These alterations are inappropriate from an historic perspective and do not lend to the preservation of the character of the home. |
| Standard 6: Deteriorated architectural features shall he 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 featnres should be based on accurate duplications of features, snhstantiated hy historic, physical or pictorial evidence rather than on conjectural designs or the availability of different architectural elements from other structures or objects. | Not applicable in this case. | |

| 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. | Not applicable in this case. | |
|---|------------------------------|---|
| 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. | Does not comply | The conversion of the dormer window to a door significantly altered a character defining, architectural feature of the home, and as far as Planning Staff can tell the action occurred without a building permit. The addition of the stairway/deck will further exacerbate this inappropriate exterior modification. The desigu of the second story doorway, deck, and stairway is not compatible with the defining characteristics of a Victorian Eclectic home. This feature would not historically been seen on a home of this style. |
| 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. | Does not comply. | The alteration of the second story gable could certainly be reversed, the door could be reconverted to a window, the stairway and deck removed, and the essential form and integrity of the structure would be unimpaired. The door, stairway, and deck are certaiuly differentiated from the old, simply through the age of the building materials, but most markedly through the fact that they are not characteristic of a Victorian Eclectic home. These features do not protect the historic integrity of the property, and are thus inappropriate alterations. |
| Standard 10: Certain building materials are prohibited including the following: vinyl, asbestos, or aluminum cladding when applied directly to an original or historic material. | Not applicable in this case. | |
| 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 ontlined in part IV, Chapter 21A.46 of this title. | Not applicable in this case. | |

ATTACHMENT H: APPLICABLE DESIGN GUIDELINES

There are no guidelines that specifically address an alteration of this nature. The structure as proposed is simply not historically accurate or appropriate and as such, the design guidelines remain silent on this proposal.

ATTACHMENT I: PUBLIC PROCESS AND COMMENTS

Public Notice, Meetings and Comments

The following is a list of public meetings that bave been held, and other public input opportunities, related to the proposed project.

Notice of the public hearing for the proposal include:

- Property posted with a sign regarding the HLC public hearing on December 18, 2015.
- Notice mailed on December 23, 2015.
- Agenda posted on the Planning Division and Utah Public Meeting Notice websites on December 23, 2015

ATTACHMENT J: ALTERNATE MOTION

Not Consistent with Staff Recommendation: Based on the findings listed in the staff report, testimony and plans presented, I move that the Historic Landmark Commission approve the request for a Certificate of Appropriateness for the stair and deck on the north façade of the home located at approximately 674 N. 200 West in the Capitol Hill Historic District (Commissioner then states findings based on the Standards 1-11 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.