

Work Session Memorandum

PLANNING DIVISION COMMUNITY & NEIGHBORHOODS

To: Salt Lake City Historic Landmark Commission

From: Carl Leith, Senior Planner

801 535 7758 or carl.leith@slcgov.com

Date: September 7, 2017

Re: PLNHLC2017-00682 New Garage under West Porch at approximately 1205 E 2nd

Avenue

PROPERTY ADDRESS: 1205 2nd Avenue

PARCEL ID: 0932479009

HISTORIC DISTRICT: The Avenues Historic District

ZONING DISTRICT: H Historic Preservation Overlay District. SR-1A (Special Development Pattern

Residential District)

MASTER PLAN: Greater Avenues Community Master Plan

DESIGN GUIDELINES: Residential Handbook and Design Guidelines

Proposed Garage & Driveway

The owners of this property wish to construct a new two car garage under the western section of the house and porch. This would involve excavation of the existing crawl space to create new basement level garage space. It would also require the excavation of the corner side yard to provide driveway access from U Street. The drive would be 10 feet wide increasing to 20 feet wide to provide garage access turning area. It would also rise from U Street to cross the park strip and elevating sidewalk at this point in the street, and then fall to the proposed new garage floor level which would be approximately 6 inches lower than the street level at the curb on U Street.

The positioning of the driveway would remove a mature conifer tree within the side yard area facing U Street. The garage space beneath the house would be accessed by two individual garage doors, each with upper lights, with the doors positioned to reflect the spacing of the west porch columns directly above. A retaining wall with maximum height reaching 5 feet 6 inches would frame the driveway and garage access area east of the sidewalk. See Photographs in Attachment B and Application Materials in Attachment C.

The Current House & Context

The current house is an architect designed contributing building in The Avenues Historic District, situated on the north-east corner of 2nd Avenue and U Street, and identified as architecturally significant (A) in the 2007/8 Avenues Survey. The house is described as Neoclassical Shingle Style and recorded as being built for Martha H Jennings in 1901 (1979 Survey). An addition to the eastern end of the house was constructed in 1922, with the subsequent addition of a swimming pool between this and 2nd Avenue. A continuous porch wraps around the west side and the western half of the south side of the original house. The site is bounded by and opens onto a rear alley at its eastern end. Sanborn maps for 1911 and 1950 show the original house plan, the later east addition and a previous accessory structure to the east. See Attachment A for architectural survey extracts and Sanborn maps.

Location Map



The immediate context is defined by U Street and 2^{nd} Avenue, with this block further defined by Virginia Street and 3^{rd} Avenue. Off-street parking for this and adjacent blocks is generally located to the rear of the lots, with alley access. This street block has a continuous north-south alley running parallel to U Street also accessed by an east-west alley from Virginia Street. This alley system provides current or potential vehicular access to all residences with the exception of the house at the south-east corner. The adjacent block to the west also has alley access to the center of the block from the north and the west, which although more limited, does provide vehicular access to 14 of the 18 residences. The alley network across these two blocks is fairly representative of much of The Avenues.





City Department & Zoning Review

The base zoning for this site is SR-1A. Special Exception approval is likely to be required for underground building encroachment in the rear yard setback area (north side of lot) and for a marginal grade change in excess of 4 feet within the corner side yard.

The City Transportation Division and Engineering Division have made preliminary reviews of the proposal, with no specific issues or concerns being identified. The City's Department of Public Utilities has been consulted, although at the time of the publication of this report no response has been received.

Certificate of Appropriateness Review

Staff has carried out a preliminary review of the proposal following pre-application discussions, site visit and receipt of this application. The proposal is evaluated in the context of the design standards and guidelines in Attachment E to this memorandum. The following issues or considerations are identified. Commissioners are asked to consider this proposal in the light of the points identified and other matters of potential pertinence, with those discussions informing future review, revision and/or decision. Staff makes no recommendation at this stage.

Key Considerations & Issues

An initial review of the proposals against the design standards as informed by the residential design guidelines identifies three considerations. These are examined in greater detail in Attachment E to this memorandum.

1. Streetscape Shared Landscape Continuity

A degree of the historic character of The Avenues, and of U Street within The Avenues resides with the characteristics of the shared open space landscape between the street and the building. Together with a fairly common front setback line, this historic grading pattern provides a characteristic coherence across a variety of architectural forms. In many cases, as is the case with U Street, curb cuts and driveways off the street are not a characteristic of this streetscape. This common open progression from street to building is regularly punctuated by walkways and steps, although rarely by driveways. The proposal would be the first such driveway on this side of U Street on this street block. Design guidelines for The Avenues advise minimizing new curb cuts in the district.

2. Secondary Structures

The design guidelines identify detached garages as being characteristic of the historic district. Concomitantly, attached garages are identified as uncharacteristic. Attached garages, built underneath the house, do occur but tend to be a small scale single vehicle space and usually a feature of construction in later decades. The proposal would excavate below the west porch and footprint of the house to create attached double garage space, which would be an uncharacteristic feature of the building and historic district setting.

3. Alteration of Porch and West Facade

This is an architecturally significant building in The Avenues Historic District and holds an important position on this street corner. It has been altered at its eastern end by an early addition, designed in the style of the house, and the later addition of a pool between this east wing and the street, although largely concealed by fencing. From this point west, essentially the original historic building, the house is largely unaltered and thus retains its historic architectural integrity. The proposal would remove the brick foundation of the northern section of the west porch and reconstruct it following excavation as a two car garage with widening driveway approach. It would thus alter this essentially unaltered façade to the building on one of its important street facing facades.

ATTACHMENTS:

- **A.** Survey Material 1979 & 2008 & Sanborn Maps 1911 & 1950
- **B.** Photographs
- C. Application Materials
- **D.** Departmental Consultation & Review
- E. Design Standards & Guidelines

ATTACHMENT A: SURVEY MATERIAL 1979 & 2008, & SANBORN MAPS 1911 & 1950

Researcher: John McCormick/Mark H. Lundgren

Date: December 1, 1978/July 1979

Site	No	1000	
00			 4.8.20.2.44

Utah State Historical Society Historic Preservation Research Office

Structure/Site Information Form

1 IDENTIFICATION	Street Address: Name of Structure: Present Owner:	1205 2nd Avenue Jennings Home William M. Shorter		Plat _G Bl. ₁₇ Lot ₂ T. R. S. UTM:
DE	Owner Address:			Tax #:
2	Original Owner:	Martha H. Jennings	Construction Date: ca. 1901	Demolition Date:
m S	Original Use:	single family		
AGE/CONDITION/USE	Present Use: Single-Family Multi-Family Public Commercial	□ Park □ Industrial □ Agricultural	□ Vacant □ Religious □ Other	Occupants:
AGE/0	Building Condition Excellent Good Deteriorated	ີ່ Site □ Ruins	Integrity: Unaltered Minor Alterations Major Alterations	
STATUS C	Preliminary Evaluated Significant Contributory Not Contributory Intrusion	ation:	Final Register S National Landmark National Register State Register	
DOCUMENTATION P	Photography: Date of Slides: 5/77 Views: Front Side Community Research Sources: Abstract of Title Plat Records Plat Map Tax Card & Photo Building Permit Sewer Permit Sanborn Maps Bibliographical Records, Salt Lake	City Directories Biographical Encycle Obituary Index County & City Histor Personal Interviews Newspapers Utah State Historical	U of U Library BYU Library USU Library SLC Library Other ords, interviews, old photographs and maps, e	nives al Society

"Robert R. Hampton," Men of Affairs in the State of Utah. Salt Lake City: The Press Club of Salt Lake City, 1914, p. 311.

"Frank M. Whitney," Salt Lake Tribune, August 29, 1942.

Salt Lake City Building Permit, #16527, May 29, 1907.

Architect/Builder:

Building Materials: wood shingle siding Building Type/Style:

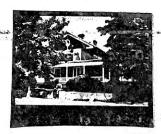
Description of physical appearance & significant architectural features:

(Include additions, alterations, ancillary structures, and landscaping if applicable)

This large two story house shows shingle style and Classical Revival Style influence in its design. It is a gabled box with east additions and a one story porch around the west and south sides. On the roof are two large brick chimneys with corbeled tops. There is a cornice with modillions, and returns in the gable ends in the Classical manner. There is an oval gable window with tiny diamond—shaped square panes in the upper sash, one large pane in the lower sash. The porch has a dentiled cornice, many Doric columns, and a wooden balustrade.

The rear addition was made to the home in 1922.

-Thomas W. Hanchett





6 Statement of Historical Significance:

- ☐ Aboriginal Americans
- ☐ Agriculture
- ☐ Architecture
- ☐ The Arts
- ☐ Commerce

- ☐ Communication
- □ Conservation
- □ Education
- ☐ Exploration/Settlement
- ☐ Industry

- ☐ Military
- □ Mining
- ☐ Minority Groups
- □ Political
- ☐ Recreation

- ☐ Religion
- ☐ Science
- ☐ Socio-Humanitarian
- ☐ Transportation

In contrast to most houses on the Avenues, which were "builder's homes," designed for the public with the plans drawn and published in house pattern books, this house was designed by an architect for the original owner.

It was built ca. 1901 for Martha H. Jennings whose husband William C. Jennings, was a land attorney in Salt Lake City (Grey and Jennings). The Jennings lived here until 1922, when Martha sold it to Robert R. Hampton, and Hampton owned it for the next twenty years. Hampton was a medical doctor. He was born in Box Elder County on May 19, 1875. From 1894 to 1900 he was a member of the Medical Department at the University of Illinois. He then set up practice in Salt Lake City, specializing in ear, nose and throat disorders. In 1941 Hampton sold the house to William S. Worthington, a plant foreman at the Utah Fire Clay Co. In 1954 Frank M. Whitney bought the house.

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Architectural Survey Data for SALT LAKE CITY

Utah State Historic Preservation Office

2nd Avenue — **Avenues Historic District (SLC Landmark District)**

RLS 2007, PAGE 18

Address/ Property Name	Eval./ OutB Ht N/C		Styles	Plan (Type)/ Orig. Use	Survey Year RLS/ILS/Gen	Comments/ NR Status
1176 E 2ND AVENUE	B 0/0	1910 SHINGLE SIDING STUCCO/PLASTER	20TH C.: OTHER	FOURSQUARE (BOX) SINGLE DWELLING	07 78 N04	4
1187 E 2ND AVENUE	B 1/0 1.5	1909 REGULAR BRICK SHINGLE SIDING	BUNGALOW	BUNGALOW SINGLE DWELLING	07 78 N04	1
1205 E 2ND AVENUE	A 0/1	1901 SHINGLE SIDING	NEOCLASSICAL SHINGLE STYLE	OTHER RESIDENTIAL SINGLE DWELLING	07 78 N0 ²	4
1220 E 2ND AVENUE	B 0/	1921 CLAPBOARD SIDING c. 1950	POST-WWII: OTHER	FOURSQUARE (BOX) SINGLE DWELLING	07 78 AT N04	TACHED GARAGE 4
1224 E 2ND AVENUE	B 0/0	1906 REGULAR BRICK STUCCO/PLASTER	VICTORIAN ECLECTIC	CENTRAL BLK W/ PROJ SINGLE DWELLING	07 78 N0-	1
1225 E 2ND AVENUE	A 0/0	1903 REGULAR BRICK ROCK-FACED BRICK	VICTORIAN ECLECTIC 20TH C.: OTHER	FOURSQUARE (BOX) SINGLE DWELLING	07 79 N0-	1
1226 E 2ND AVENUE	B 0/0	1908 STUCCO/PLASTER SHINGLE SIDING	BUNGALOW PERIOD REVIVAL: OTHER	BUNGALOW SINGLE DWELLING	07 79 N0-	4
1235 E 2ND AVENUE	A 1/0	1890 SHINGLE SIDING DROP/NOVELTY SIDING	VICTORIAN ECLECTIC	CENTRAL BLK W/ PROJ SINGLE DWELLING	07 78 FOI	RMER BARN IN REAR?



1175 E 2nd Avenue (garage)



1176 E 2nd Avenue B



1187 E 2nd Avenue B



1205 E 2nd Avenue A



1205 E 2nd Avenue (second view)



1220 E 2nd Avenue B



1224 E 2nd Avenue



1225 E 2nd Avenue



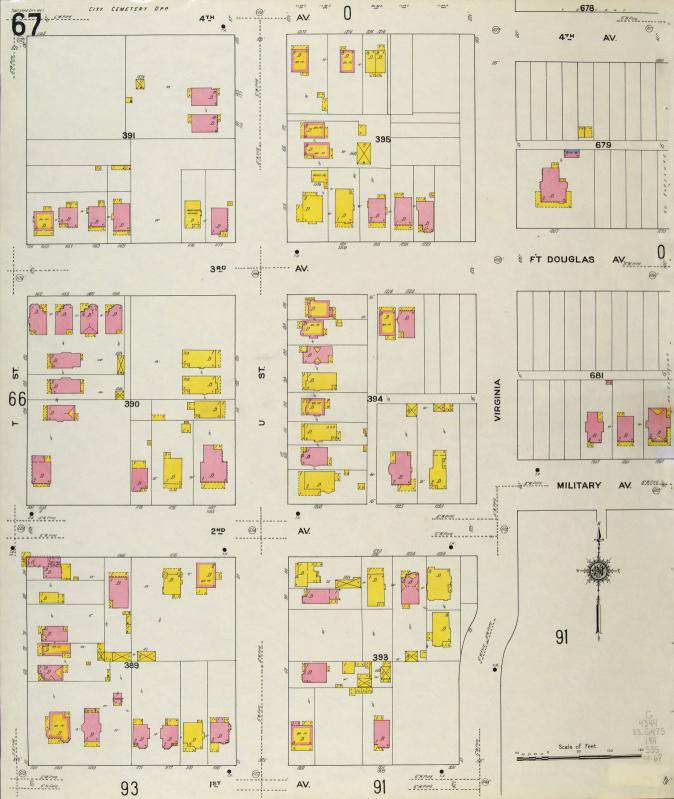
1226 E 2nd Avenue B

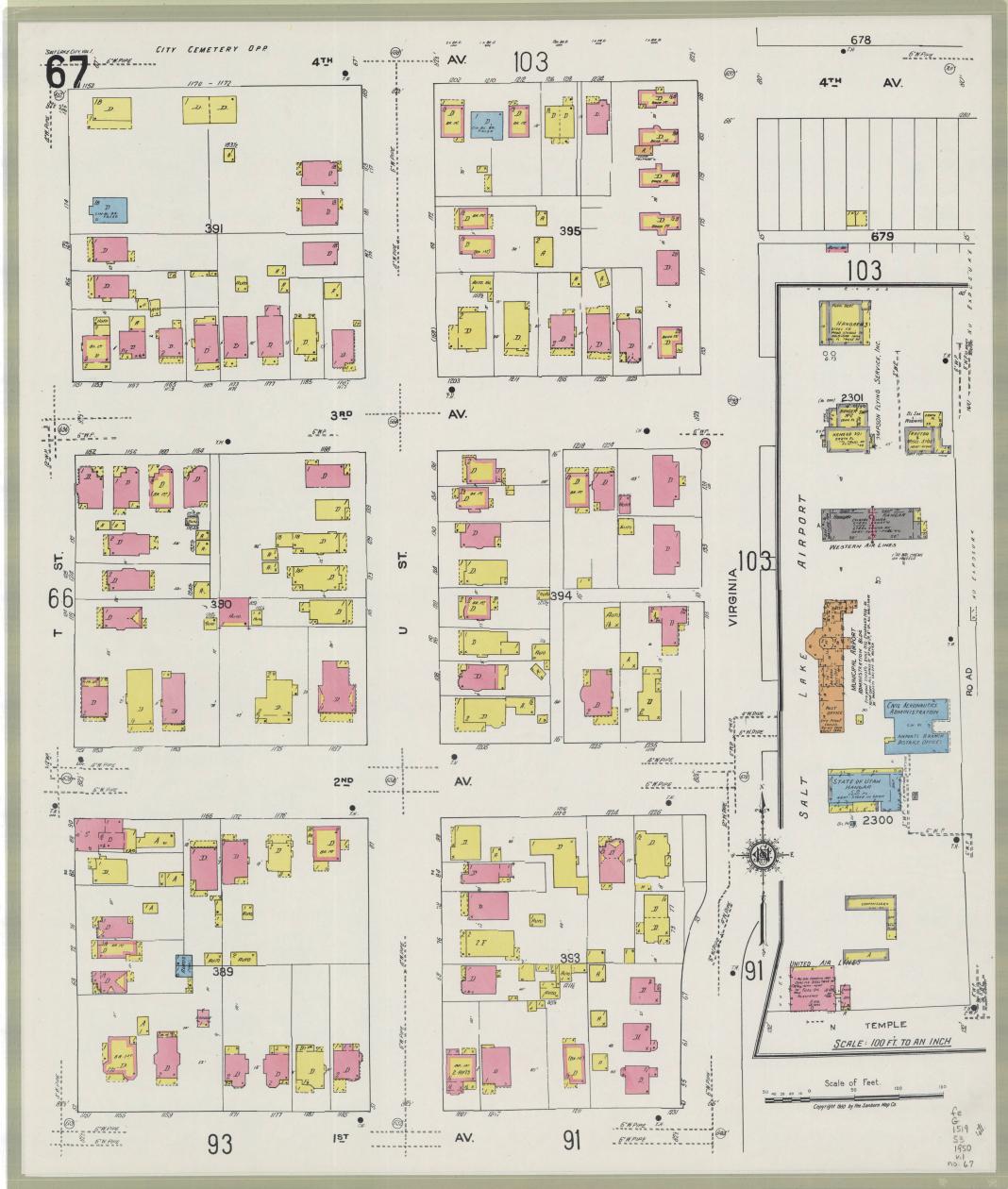


1235 E 2nd Avenue







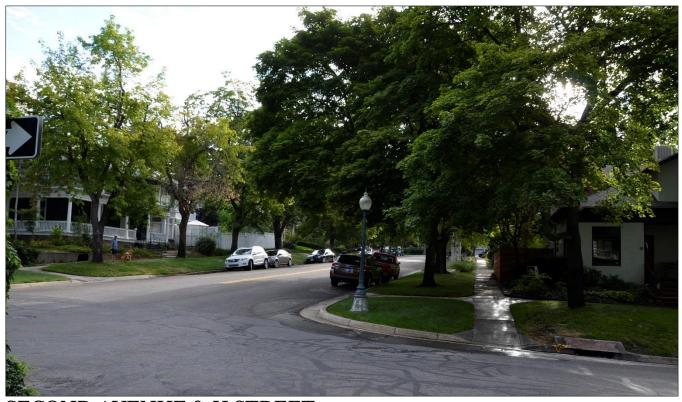


ATTACHMENT B: PHOTOGRAPHS



U STREET – LOOKING SOUTH & NORTH

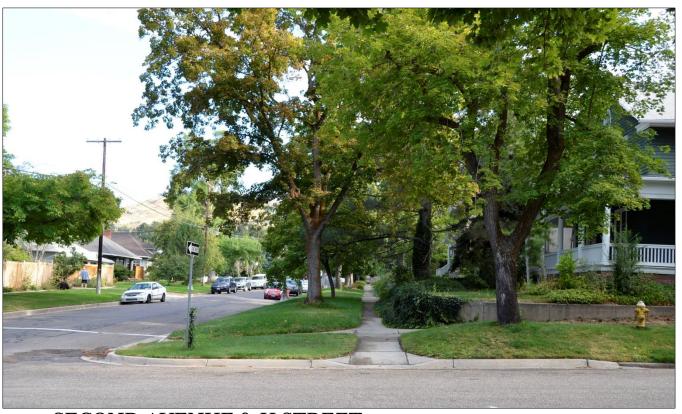




SECOND AVENUE & U STREET



1205 SECOND AVENUE



1205 SECOND AVENUE & U STREET



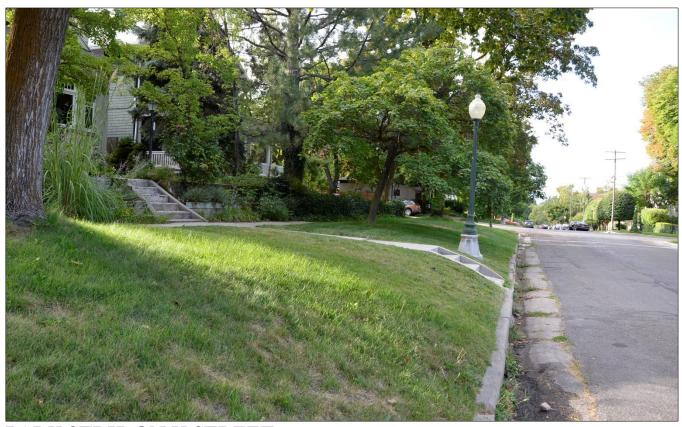
1205 SECOND AVENUE & SECOND AVENUE



1205 SECOND AVENUE FROM U STREET



U STREET – WEST FAÇADE & DRIVEWAY POSITION



PARK STRIP ON U STREET



PARK STRIP & FRONT YARDS ON U STREET



U STREET – POSITION OF DRIVEWAY



SECOND AVENUE – 1205 & REAR ALLEY

ATTACHMENT C: APPLICATION MATERIALS



5 E. Third Avenue

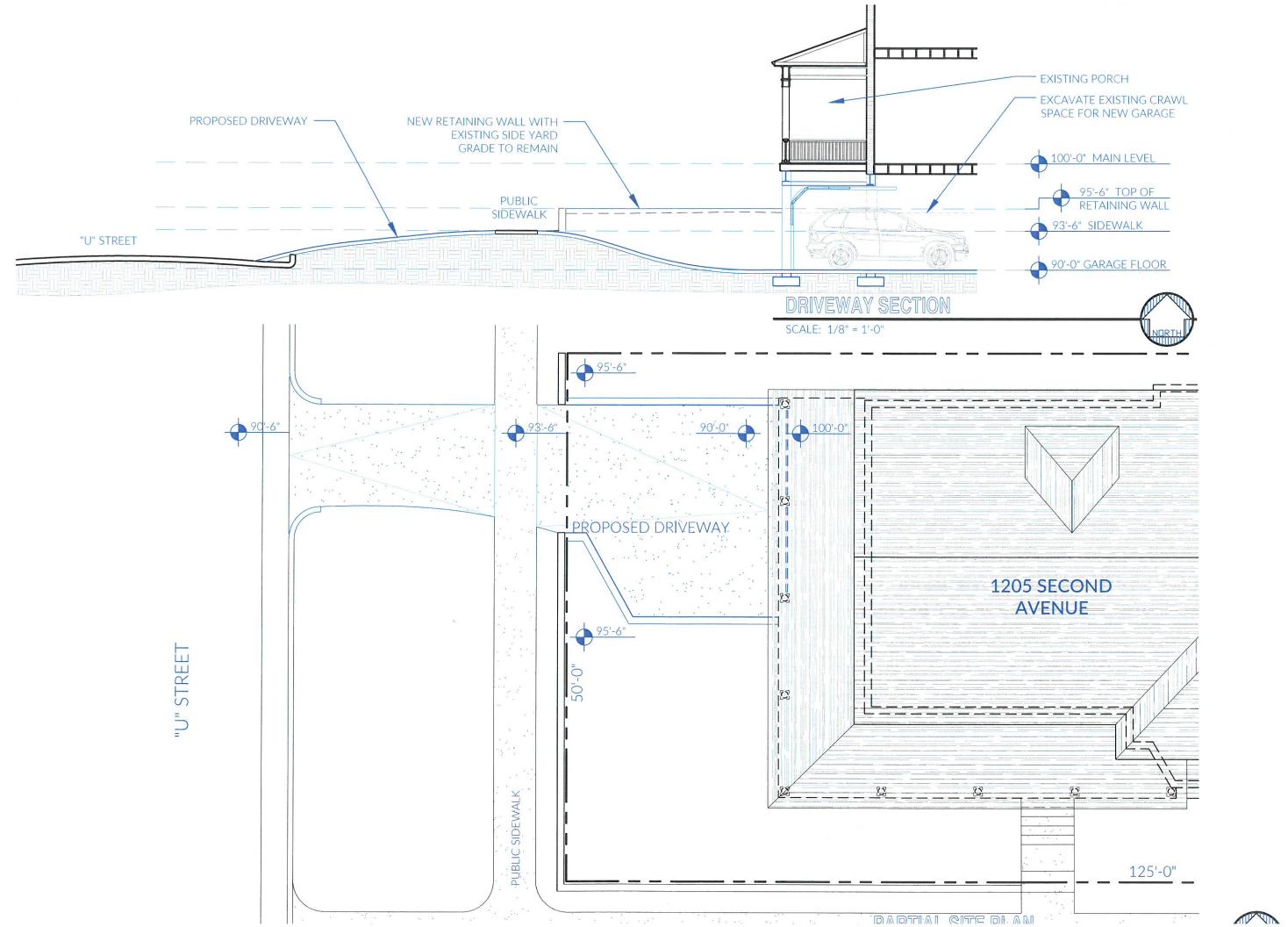












David S. Richardson, AlA, PE architect, engineer, planner, builder 814 East 100 South, Salt Lake City, Utah 84102 Telephone: 801-533-0204

New Garage Damian & Suzanne Dingley 1205 Second Avenue, Salt Lake City, Utah 84103

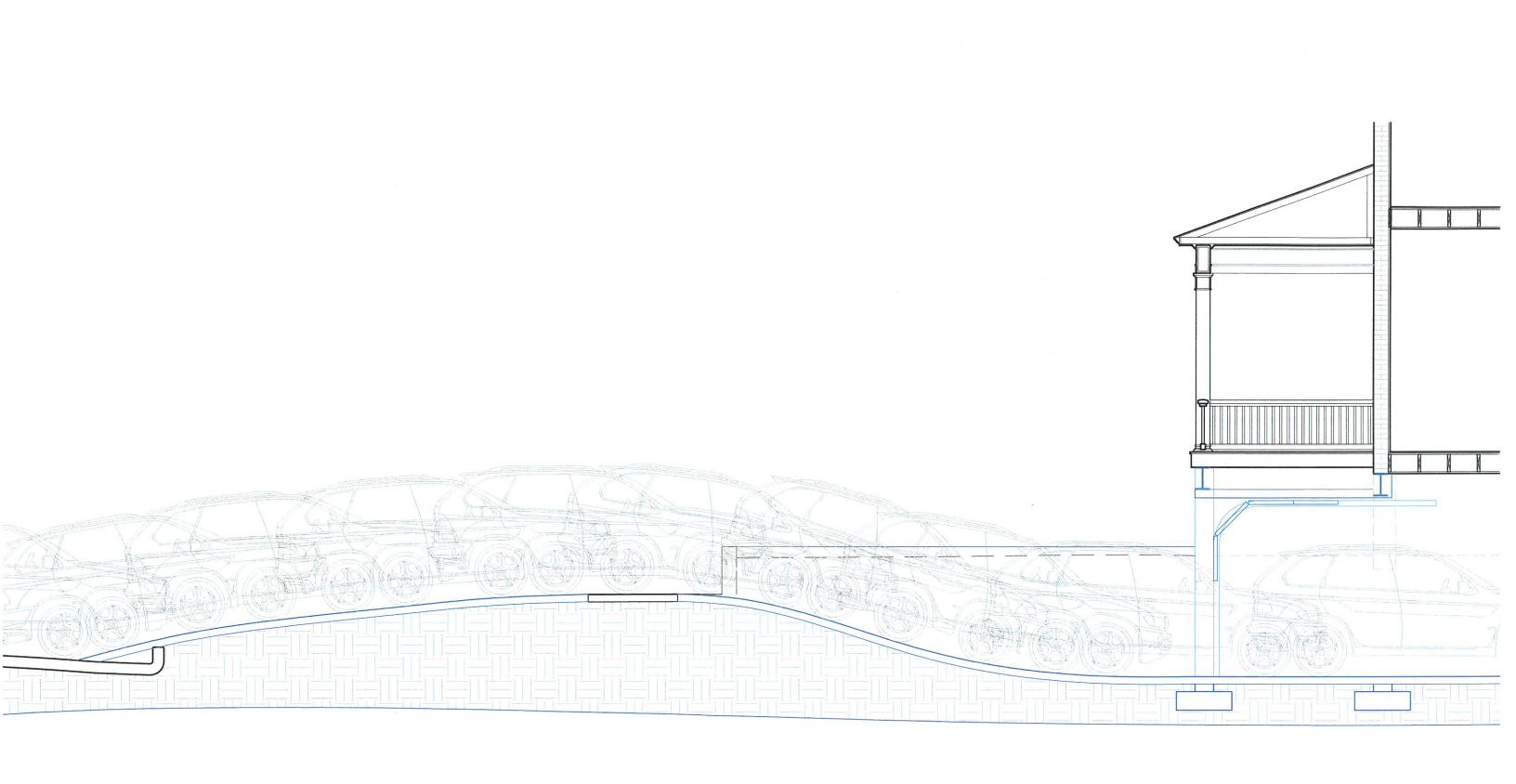
REVISIONS

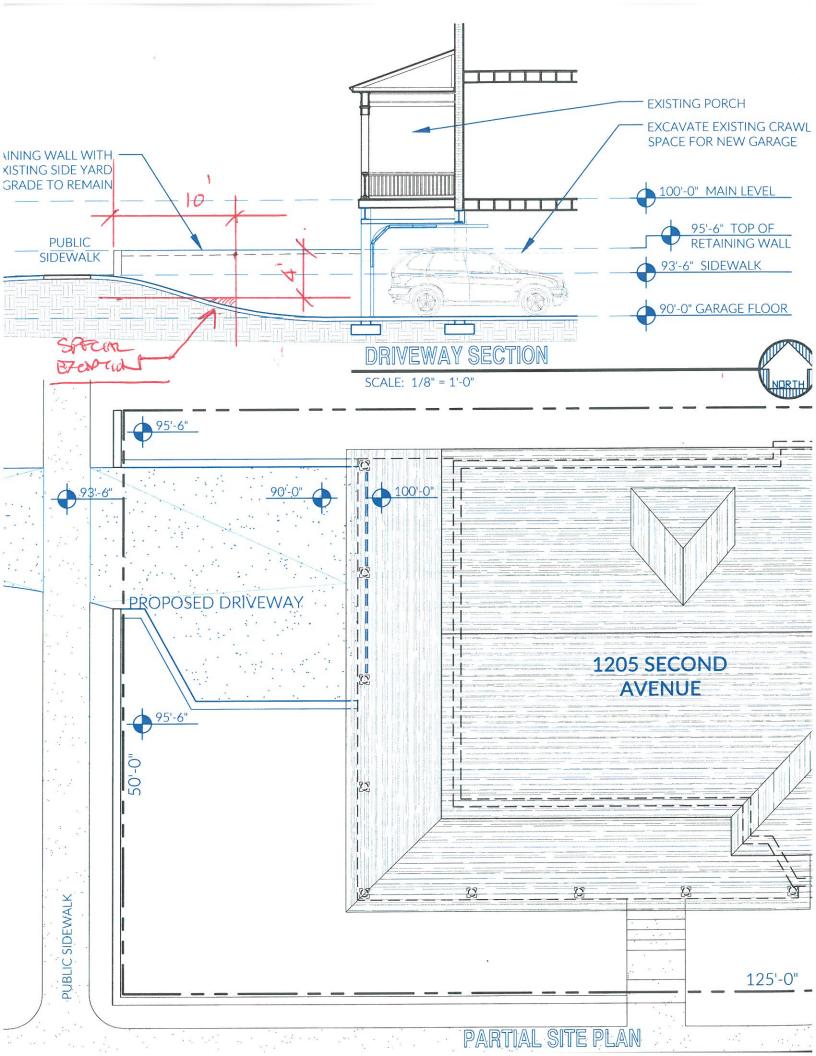
SITE PLAN

SCALE: NOTED

DRAWN: ZPT
CHECKED:

03 AUGUST 2017





ATTACHMENT D: DEPARTMENTAL CONSULTATION & REVIEW

Salt Lake City Transportation Division

Salt Lake City Transportation Division carried out a preliminary review of the Application drawings and raised no issues relating to the proposal.

Salt Lake City Engineering Division

Salt Lake City Engineering Division carried out a preliminary review of the Application drawings and raised no issues relating to the proposal.

Salt Lake City Department of Public Utilities

The Department of Public Utilities has been consulted on this proposal but at the time of the publication of this memo no comments have been received.

Salt Lake City Zoning Review

An initial zoning review identifies the potential for special exception approval/s relating to excavation for garage and driveway.

ATTACHMENT E: DESIGN STANDARDS & GUIDELINES FOR ALTERATION OF A CONTRIBUTING STRUCTURE IN A HISTORIC DISTRICT

H Historic Preservation Overlay District – Standards for a Certificate of Appropriateness for Alteration of a Contributing Structure in a Historic District (21A.34.020.G)

In considering an application for a Certificate of Appropriateness for alteration of a contributing structure in a historic district, 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. This proposal is reviewed in relation to the design standards that pertain in the following table.

A Preservation Handbook for Historic Residential Properties & Districts in Salt Lake City, Chapter 1 Site Features, Ch.5 Porches & Chapter 13 The Avenues, provide historic design guidelines pertinent to this design review. Design Guidelines are referenced in the following review where they relate to the corresponding Historic Design Standards for Alteration of a Contributing Structure (21A.34.020.G), and can be accessed via the links below.

http://www.slcgov.com/historic-preservation/historic-preservation-residential-design-guidelines

http://www.slcdocs.com/historicpreservation/GuideRes/Ch1.pdf

http://www.slcdocs.com/historicpreservation/GuideRes/Ch5.pdf

http://www.slcdocs.com/historicpreservation/GuideRes/Ch13.pdf

Standard	Analysis	Finding
Design Std 1: Use &	<u>Use & Change</u>	<u>Use & Change</u>
Change		
A property shall be used for its	No change in the use of the property is proposed.	Not applicable.
historic purpose or be used for		
a purpose that requires		
minimal change to the defining		
characteristics of the building		
and its site and environment;		

Design Std 2: Retain Historic Character

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;

RESIDENTIAL GUIDELINES Ch.1 Site Features/Driveways
If a new driveway is proposed, the use of drive strips may help to integrate this within its context, especially where it would replace existing grass.

 A new driveway should be designed to avoid or minimize the loss of grass, established landscaping and mature trees.

Ch.13 The Avenues DG 13.3
The use of curb cuts in the
Avenues District should be
minimized.

- In an effort to preserve the character of the sidewalk and the adjoining streetscape, avoid installing new curb cuts, whenever feasible.
- Historically, the use of curb cuts was quite limited.
- New curb cuts will interrupt the continuity of the sidewalks, and will potentially destroy historic paving material where it exists.

Ch.13 The Avenues DG 13.6 Secondary structures should be located and designed in a manner similar to those seen historically in the district.

 Garages, as well as driveways, should not dominate the streetscape; therefore, they should be detached from the main house and located to the rear of the house, if possible.

<u>Ch.5 Porches – Context &</u> Character

Because of their historical importance and prominence as character-defining features, porches should receive sensitive treatment during exterior rehabilitation and restoration work.

Retain Historic Character

The proposal would alter three character defining features of the building, the site and this context.

1. Streetscape Shared Landscape Continuity

The shared landscape continuity of this street block and this context are a characteristic of U Street, as they are of this context, and The Avenues Historic District in general. On both sides of U Street the shared continuity of landscape, and the consistent front setbacks, help to establish a coherent streetscape context for the variety in the design of architectural forms. Driveways are a less common characteristic of The Avenues, a point recognized in the specific design guidelines for this historic district. This side of U Street has no curb cuts or driveways; the other side of the street has one. Aside from the access to rear alleys, this particular street block has three curb cuts for private driveways. Two of these lots do not have the option of parking access off an alley. The Avenues design guidelines specifically identify the presence or frequency of curb cuts and driveways as being generally uncharacteristic of the district, advising that the character and continuity of the streetscape is likely to be adversely affected and the number of curb cuts minimized. In certain respects the proposal would alter features and spaces which characterize this building and its immediate setting.

2. Secondary Structures

A further consideration is the form of garage, with the guidelines identifying detached garages as being characteristic, and usually accessed from the rear, and attached garages uncharacteristic. The proposal would not read as a separate building although it would incorporate the garage within and as a part of the historic house, consequently creating an attached garage. This would be an uncharacteristic feature of the building, the context and the district. While there are examples of an early garage under a house these are unusual in The Avenues, unusual in a building of this age and tend to be a small space for a single car or initially carriage.

3. Alteration of Porch and West Façade

This is an architecturally significant building in this part of the Avenues Historic District, and the west façade remains largely unaltered in terms of its historic integrity. The proposal would alter the porch through removal of the existing brick foundation, and following excavation beneath the porch and house, the reconstruction of the foundation and support for the west porch as a new double garage frontage which would be visible to a level closely equating to that of U Street. The proposal would therefore alter this feature of the west façade, one that historically and currently characterizes this building and this setting.

Historic Character

No specific recommendation findings are made in this review.

Design Std 3: Of Their Own Time 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; Design Std 8: Contemporary Design 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;	Of Their Own Time / Contemporary Design The proposed garage addition in design terms would represent an alteration of today, and are unlikely to be confused with any historical alteration. The contemporary design employed here addresses the existing rhythm of the porch columns with the arrangement and spacing of the garage doors beneath, and in that respect would be compatible with the scale and character of the property.	Of Their Own Time / Contemporary Design No specific recommendation findings are made in this review.
Design Std 4: Historically Significant Alterations / Additions Alterations or additions that have acquired historic significance in their own right shall be retained and preserved;	Historically Significant Alterations / Additions No feature of acquired historic significance would be affected by these proposals.	Historically Significant Alterations / Additions No specific recommendations findings are made in this review.

Design Std 5: Preserve Historic Features

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

RESIDENTIAL GUIDELINES Ch.1 Site Features/Driveways
If a new driveway is proposed, the use of drive strips may help to integrate this within its context, especially where it would replace existing grass.

 A new driveway should be designed to avoid or minimize the loss of grass, established landscaping and mature trees.

<u>Ch.5 Porches – Context & Character</u>

Because of their historical importance and prominence as character-defining features, porches should receive sensitive treatment during exterior rehabilitation and restoration work.

<u>Ch.13</u> The Avenues DG 13.3 The use of curb cuts in the Avenues District should be minimized.

- In an effort to preserve the character of the sidewalk and the adjoining streetscape, avoid installing new curb cuts, whenever feasible.
- Historically, the use of curb cuts was quite limited.
- New curb cuts will interrupt the continuity of the sidewalks, and will potentially destroy historic paving material where it exists.

Preserve Historic Features

A distinctive feature of this property, the west façade and specifically its west facing porch, would not be preserved in this proposal. This impact is examined in greater detail under Standard 2 above.

A distinctive feature of this setting in U Street, the shared common continuity of the progression of public and private landscape between the houses and the street, would not be preserved in this proposal. The impact is examined in greater detail under Standard 2 above.

<u>Preserve Historic</u> Features

No specific recommendation findings are made in this review.

Design Std 6:	Deteriorated architectural features	Deteriorated
Deteriorated architectural		architectural features
features 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;	Proposals do not include the repair or replacement of specific architectural features, with the exception of the brick foundation wall of the west porch. This indicates some movement in the past but not such as to indicate notable alteration.	Overall this standard does not seem to be applicable.
Design Std 7: Treatments	<u>Treatments</u>	Treatments
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;	No cleaning treatment forms part of this proposal.	Not applicable.
Design Std 9: Reversibility, Differentiation & Compatibility 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;	Reversibility, Differentiation & Compatibility In the unlikely event that this alteration to the building were to be removed in the future, and the supporting foundation for the existing porch reinstated, the essential form and integrity of the structure, as it is seen from the public way, would be unimpaired. The proposed work is likely to be differentiated from the existing. The positioning and design of the proposed garage and the arrangement of the garage doorways reflect the rhythm and spacing of the existing porch columns above. The driveway as proposed is narrow as it approaches U Street and widens to provide vehicular access to the garage doors, thus reducing the visual impact and the degree of incompatibility with the historic architectural features and integrity of the building and its setting. The appearance and integrity of the west façade of the house, and similarly its immediate relationship with the shared continuity of the streetscape, would however be altered by this proposal.	Reversibility, Differentiation & Compatibility No specific recommendation findings are made in this review.
Design Std 10: Cladding Certain building materials are prohibited including the following: • Aluminum, asbestos, or vinyl cladding when applied directly to an original or historic material.	Cladding No cladding of original or historic materials is proposed.	Cladding Not applicable.

Design Std 11: Signs	Signs	<u>Signs</u>
Any new sign and any change		
in the appearance of any	Signs do not form part of this proposal.	Not applicable.
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.		