



Staff Report

PLANNING DIVISION
DEPARTMENT of COMMUNITY and NEIGHBORHOODS

To: Salt Lake City Historic Landmark Commission
From: Mayara Lima
(801) 535-7118 or mayara.lima@slcgov.com
Date: November 1, 2018
Re: PLNHLC2018-00517 - Minor Alteration
PLNHLC2018-00676 - Special Exception

Minor Alteration & Special Exception

PROPERTY ADDRESS: 1017 E 1st Avenue

PARCEL ID: 09-32-456-022

HISTORIC DISTRICT: Avenues

ZONING DISTRICT: SR-1A Special Development Pattern Residential District & H Historic Preservation Overlay District

DESIGN GUIDELINES: Residential Design Guidelines (Additions)

REQUEST: Dennis Webb, property owner, is requesting design approval for already constructed attic additions to an existing single-family home at 1017 E 1st Avenue. The home is considered contributing to the character and integrity of the Avenues Local Historic District.

The project, as currently proposed, requires review and approval of the following petitions:

- **PLNHLC2018-00517** – A Certificate of Appropriateness (COA) for a Minor Alteration is required prior to obtaining permit to legalize the construction of the attic additions.
- **PLNHLC2018-00676** – The applicant has requested two Special Exceptions because the attic additions do not comply with wall and building height.

RECOMMENDATION: Based on the analysis and findings outlined in this staff report, it is Planning Staff's opinion that the proposed attic additions do not meet the applicable standards of approval. Consequently, Staff recommends that the Commission deny the requests.

ATTACHMENTS:

- [Site & Context Maps](#)
- [Historic Photographs](#)
- [Current Photographs](#)
- [Avenues Historic Survey Information](#)
- [Application Materials \(Site Plan and Elevations\)](#)
- [Chronology & Previous Correspondence](#)
- [Analysis of Standards for Minor Alterations in a Historic District](#)
- [Analysis of Standards for Special Exception Requests](#)
- [Applicable Design Guidelines](#)
- [Public Process and Comments](#)

BACKGROUND:

This property is currently in noncompliance with Salt Lake City regulations. A Stop Work Order from Salt Lake City Code Enforcement was issued for this property in August 2017 due to a re-roof and attic additions being done without permits. The re-roof was resolved with a permit that indicated owner’s own risk in continuing work without the appropriate Certificate of Appropriateness for the attic additions. The owner contacted the Planning Division at the time but did not work to pursue historic approval.

Because no permit was issued for the attic additions, a Certificate of Noncompliance was recorded against the property on May 2018, which prevents the sale or refinance of the home until the issue is resolved. Attachment F includes a chronology and previous correspondence between the homeowner and the Planning Staff, which shows that the homeowner had prior knowledge of the permitting and minor alteration processes.

PROJECT DESCRIPTION:

The applicant wishes to maintain as is the already constructed attic additions. The additions consist of a dormer on the east (side) façade, and a rooftop addition on the north (rear) façade of the historic home. The purpose of the additions was to provide sufficient headroom in the attic to create usable space.

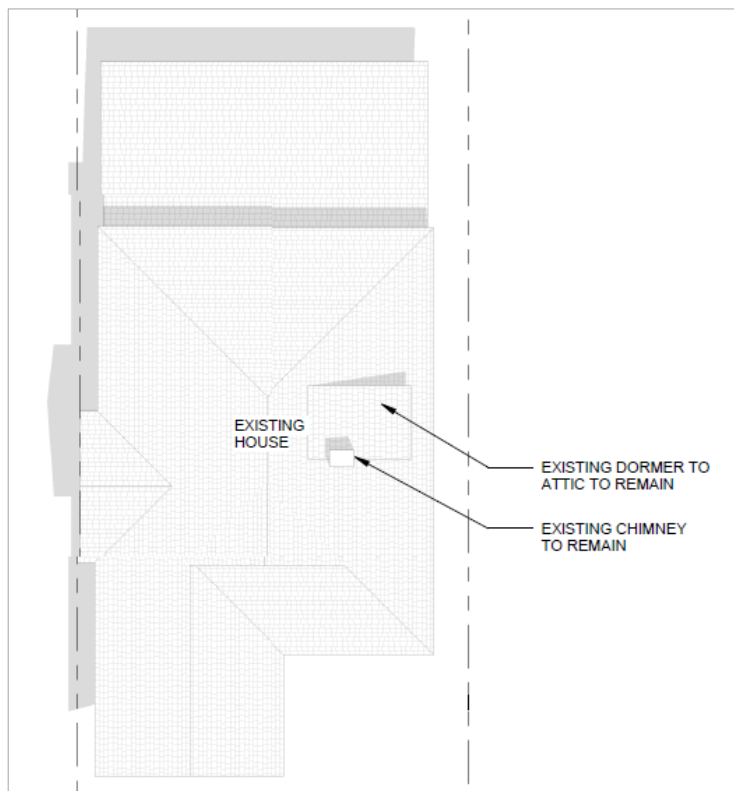


Figure 1 - Roof plan of the historic home before the attic additions

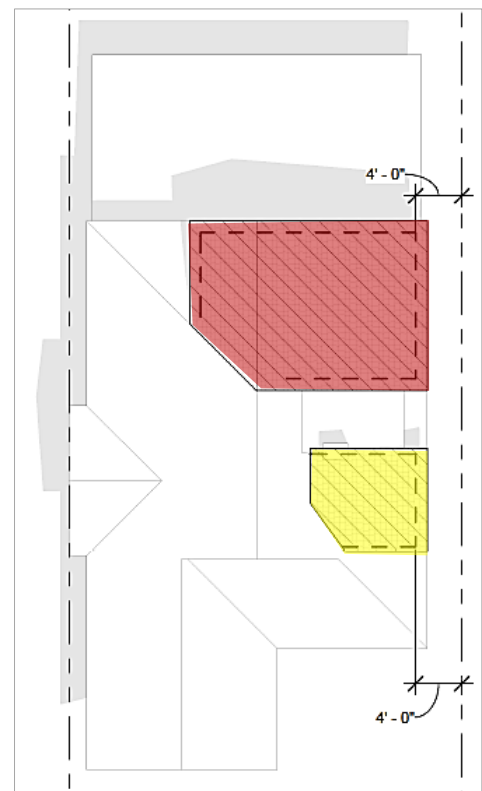


Figure 2 – New dormer is shown in yellow and rooftop addition in red.

The two attic additions are rectangular in massing and located adjacent to an existing shed dormer, which was also re-cladded without permits, and an existing chimney. The new dormer has a shed roof form situated below the ridge of the roof of the existing home with a pitch similar to the slope of the roof of the existing east dormer. The rooftop addition follows the ridge of the roof of the existing home and adds height to the east side of the home.

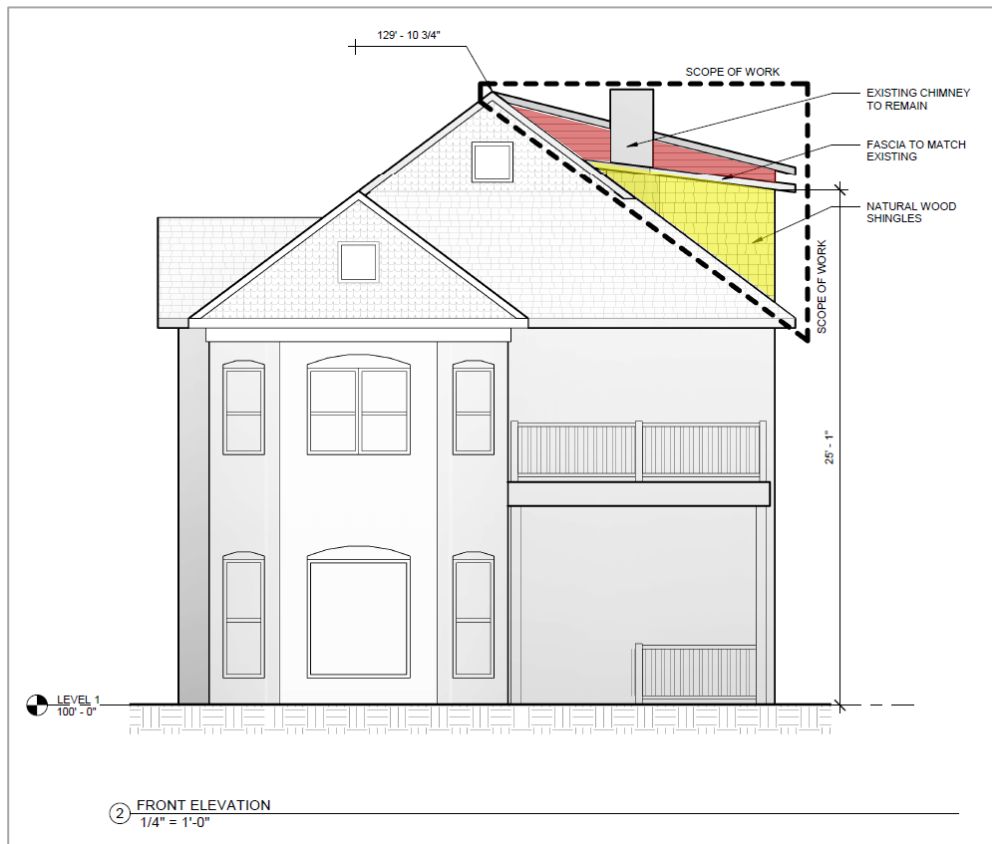


Figure 3 – Front elevation with additions. New dormer is shown in yellow and rooftop addition in red.

The applicant is requesting a Special Exception for additional overall building height and exterior wall height beyond what is permitted in the SR-1A zone because the attic additions do not comply with wall and building height. The height exceptions is outlined further below.

The new dormer and the existing dormer were cladded with natural wood shingles on all sides. The rooftop addition was cladded with a combination of painted white pine siding, natural wood shingles and rough sawn shiplap panels. The material choice of natural wood shingles was an attempt to relate to the existing wood shingles on the front gables of the historic home.



Figure 4 – Dormers were cladded with wood shingles



Figure 5 – Cladding of rooftop addition includes wood shingles, pine siding and rough sawn shiplap panels.

This project includes the installation of two new windows on the attic additions and one window replacement on the existing dormer. Composite picture windows were added to the new and existing dormer on the east façade, and a gliding composite window was added to the rooftop addition on the north façade.

SITE CONDITIONS & CONTEXT:

The subject property consists of one parcel located at 1017 E 1st Avenue, which contains one historically contributing single-family home. The RLS survey for the Avenues Local Historic District indicates that the home was constructed in 1892.

The single-family home on site is a two-story Victorian Eclectic Queen Anne of pattern book design. Its massing can be characterized as a central block and projecting wing on the front with a hipped with lower cross gables roof form. The front façade of this historic home is composed by a gabled cutaway two-story bay window on one side and a partial porch with balcony above on the other.

On the rear of the home, there is a one-story addition clad with wood shingles, which was approved and constructed in 1994. Two shed dormers located on the east and west plane of the hipped roof were likely a later addition to the original home; however, the year of construction could not be determined.

The original portion of the home is primarily made of brick, with sandstone foundation, and patterned wood shingle accents on the front gables. A brick chimney sits on the side of the gable on hip. The front porch/balcony, rebuilt in 1997, is made of wood and the front gable is supported at the corners by scroll-sawn wooden brackets. All windows have arched brick openings and stone sills, and the large, single paned front window has an art-glass transom. There are also small square windows placed on each of the two front gables.



Figure 6 – Front façade of the historic home in 2007.

Submitted plans show that the central block of the home measures approximately 29 feet, 10 ³/₄ inches from the existing grade to the peak of the hipped roof. The secondary roof form is the front gable, which measures approximately 25 feet above existing grade.

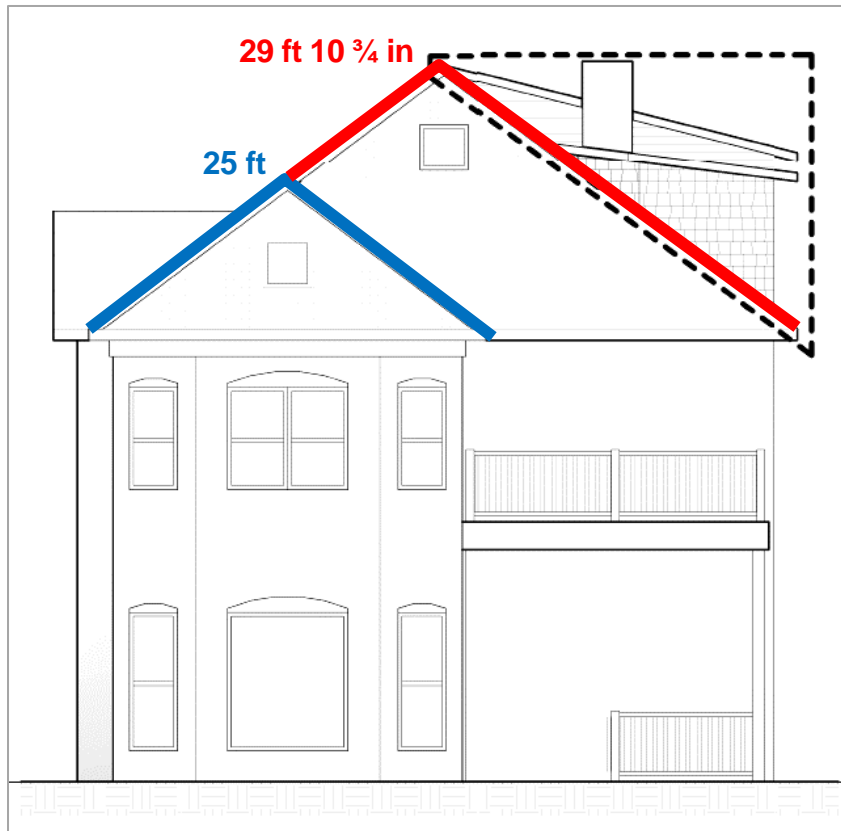


Figure 7– Schematics of primary and secondary heights of the historic home.

The historic home sits on a 36-foot wide and 128-foot long lot. The east wall of the historic home is approximately 4 feet away from the east property line and the west wall is approximately 2 feet away from the west property line. Because of the small side yards, the adjacent homes are in close distance to the historic home. There are no structures directly behind (north) of the historic home.

As can be seen in Attachment D, all structures along 1st Avenue between Q and R Streets are considered to be contributing to the Local Historic District. All the principal structures on the block face are 1890s Victorian Eclectic two-story to two and a half-story single-family homes. Four out of the six homes are Queen Anne style structures with all or some shingle siding on the front facade.



Figure 8 – Single-family homes located on the same block face. Subject home is marked in red.

The properties immediately across the block face include four 1890s Victorian Eclectic homes, two 1900s Victorian Eclectic Fourquare homes and one 1920 Victorian Eclectic Bungalow. With the exception of the Bungalow, all the principal structures on that block face are two-story homes.



Figure 9 – Single-family home located on the block face directly across from the subject property.

The majority of the homes on the north and south block faces of 1st Avenue between Q and R Streets have similar roof structures, which consists of hip roof forms and front gables. Two homes on each side of 1st Avenue have front dormers and two of the homes on the same block face have small side dormers. No rooftop additions were found on the homes.

KEY ISSUES:

The key issues listed below have been identified through the analysis of the project, surrounding context, and the Salt Lake City Historic Design Guidelines.

Issue 1: The mass and scale of the alterations to the rooflines should be subordinate to and compatible with the scale of the historic building (*design guideline 8.14*).

The constructed attic additions alter the roofline of the existing historic home in a substantial manner. The rectangular massing of both attic additions is incompatible with the triangular shape of the front gables and hipped roof of the historic home. The new dormer is bigger and more imposing than the existing dormer, and it is readily visible from the public way. The rear rooftop addition is taller and bulkier than the two dormers, affecting the perceived height and scale of the historic building.

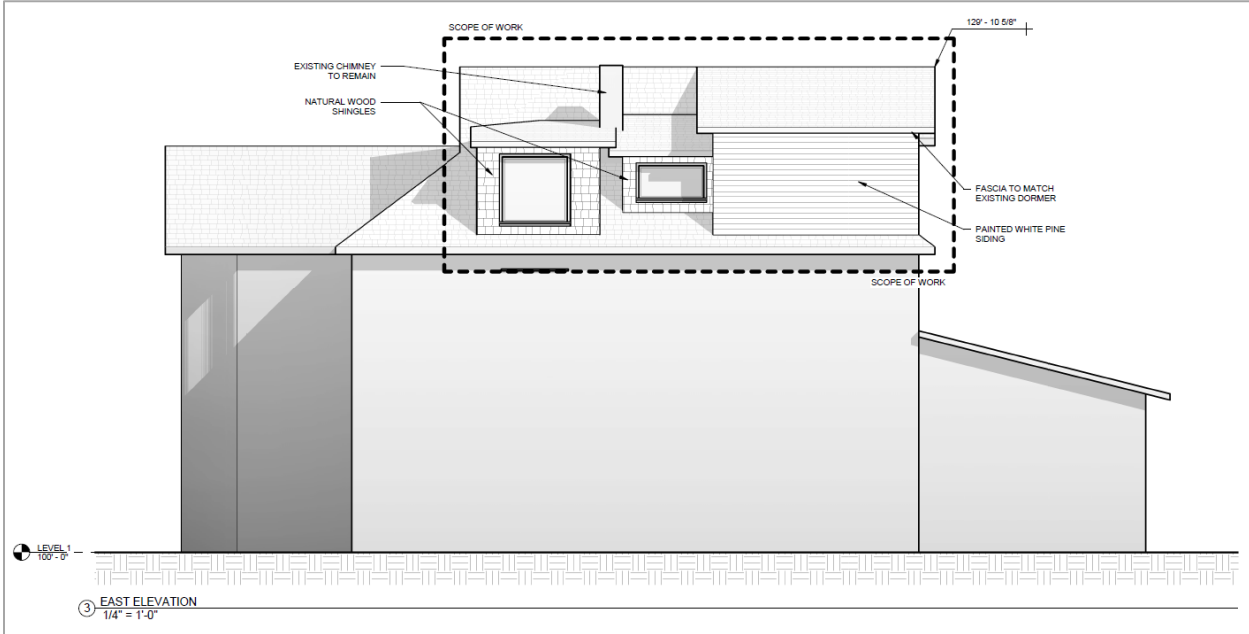


Figure 10 – East elevation of the home with attic additions.

Issue 2: The roof form and slope of the additions should be in character with the historic building (*design guideline 8.16*).

The new attic additions have roof forms uncharacteristic of the style of this historic home. The new dormer has a shed roof form with a pitch similar to the existing east dormer. Due to the location of the

existing dormer on the hipped roof, its visibility and impact to the historic integrity of the home was limited. The new dormer is located closer to the front façade and in line with the east wall of the existing historic home, making it readily visible from the street. The rear rooftop addition has a low pitch roof (slope is approximately 2 foot rise over a 8.6 foot run), which is very distinct from the original steeply pitched roof of the historic home (slope is approximately 2 foot rise over a 2.6 foot run).

Issue 3: Exterior materials and style of windows should be similar to those of the historic building or those used historically (*design guidelines 8.8 and 8.10*).

The wood shingles installed on the new attic additions are different from those present on the front gables of the existing historic home. The former is rectangular-shaped while the latter is fishscale-patterned. The variation of materials can be found in some examples of the same period and architectural style, but are typically used in combination on the same building façade to create wall texture variations. The different shingles used separately draws attention to the dormers, which is strongly discouraged in attic additions.

The dormer windows also present issues related to its size and proportions. Square windows, like the picture window installed on the new dormer, are not commonly found in historic buildings and it is also large in comparison to the wall surface of the dormer. The new window installed on the existing dormer has two long panes, which differs from the vertical pattern of the windows located on the front facade of the historic home and from the replaced three-panel window of the existing dormer.

Issue 4: The additions should have minimal visual impact on the historic structure (*basic principles of new additions*).

The roof form and height of this historically-contributing home is a primary character-defining element of the structure. The constructed attic additions, due to its mass, height and roof forms, have changed how the home is perceived from the street. The new shed dormer is readily visible from the front façade, and the rooftop addition, although situated back from the front of the building, is also visible from the street. Moreover, the new dormer hides a portion of the chimney, which is a significant feature of the building. Both additions are not visually compatible with the original building, interfering with how one reads the roofline of the home and compromising the home's historical significance.



Figure 11 – New dormer is readily visible from the front façade of the home.



Figure 12 – Rooftop addition, although situated back from the front of the building, is also visible from the street.

Issue 5: The additions should consider the effects it may have on the character of the building and the historic district (*basic principles of new additions*).

As discussed above, the design of the attic additions is not sensitive to the character of the historic home. Because a historic structure could lose its contributory status if character-defining elements are destroyed or altered too much, additions, especially rooftop additions, require special care to locate, compose, scale, and detail appropriately. The changes to the roofline of this historic home represents an irreparable loss of historical significance. This affects the subject property, the section of 1st Avenue in which the home is located, and the historic district at large.

Issue 6: Special exceptions in historic districts should be considered for designs that further the purpose of historic preservation (*general standards for special exceptions*).

The applicant is requesting Special Exceptions for both additional building and wall height. The SR-1A zoning district limits overall building height to 23 feet for pitched roof forms, and to 16 feet for flat roof forms. The rooftop addition has a pitched roof form that matches the ridge of the existing roof at approximately 29 feet, 10 ³/₄ inches. The new dormer has a flat roof form that measures approximately 26 feet, 6 inches in height. In this case, the applicant is not requesting to exceed the established overall height of the historic home.

The maximum permitted exterior wall height is 16 feet for walls placed at the building setback established by the minimum interior required yard. The wall of the rooftop addition that is adjacent to the interior side yard measures approximately 26 feet, 1 inch and the wall of the new dormer measures approximately 25 feet, 1 inch. Based on the plans submitted, the walls of the existing home do not exceed 18 feet, 5 inches in height. In this case, the applicant is requesting to exceed the established height of the existing home by more than 6 feet.

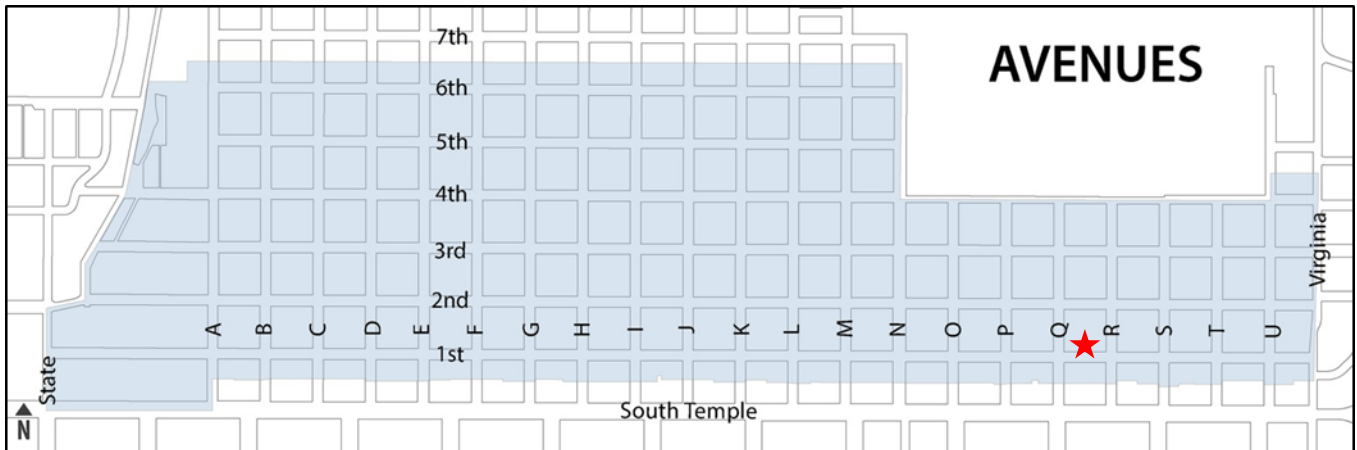
Because of the issues discussed above, Staff finds that the height exceptions for the current design of the attic additions do not further the purpose of historic preservation and therefore, are not appropriate.

NEXT STEPS:

If the requests for Minor Alterations and associated Special Exceptions are denied by the HLC, the applicant will not be issued a COA and the property will continue to be in noncompliance with Salt Lake City. To bring the property into compliance, the applicant will have to remove the additions or submit a new application with a different design for the attic additions.

If the Commission disagrees with Staff's recommendation and the project is approved, the applicant would receive a COA to proceed with the project as represented in this Staff Report and would be required to obtain all necessary permits for the attic additions.

ATTACHMENT A: SITE & CONTEXT MAPS



ATTACHMENT B: HISTORIC PHOTOGRAPHS





2011 – Google Street View



2011 – Google Street View



2017 – Enforcement Case



2017 – Enforcement Case



ATTACHMENT C: CURRENT PHOTOGRAPHS







ATTACHMENT D: AVENUES HISTORIC SURVEY INFO.

Architectural Survey Data for SALT LAKE CITY

Utah State Historic Preservation Office

1st Avenue — Avenues Historic District (SLC Landmark District)

RLS 2007, PAGE 15

Address/ Property Name	Eval/ Ht	OutB N/C	Yr.(s) Built	Materials	Styles	Plan (Type)/ Orig. Use	Survey Year RLS/ILS/Gen	Comments/ NR Status
986 E 1ST AVENUE	D	1/0 2	c. 2000	REGULAR BRICK	NEO-VICTORIAN	OTHER LATE 20TH C. SINGLE DWELLING	07	
1002 E 1ST AVENUE	B	0/0 1	1920	REGULAR BRICK	BUNGALOW PRAIRIE SCHOOL	BUNGALOW SINGLE DWELLING	07	SMALL ADDITION ABOVE ATTACHED GARAGE N04
1007 E 1ST AVENUE NEWELL BEEMAN/HOYT	A	0/2 2.5	1893	SHINGLE SIDING STONE:OTHER/UNDEF.	SHINGLE STYLE QUEEN ANNE	CENTRAL BLK W/ PROJ SINGLE DWELLING	07	ARCH-FREDRICK ALBERT HALE SLC REGISTER N04
1012 E 1ST AVENUE	B	0/0 2	1901	REGULAR BRICK SHINGLE SIDING	VICTORIAN ECLECTIC	FOURSQUARE (BOX) SINGLE DWELLING	07	 N04
1015 E 1ST AVENUE JOHN T. DONNELLAN HOUSE	B	0/0 2.5	1893	REGULAR BRICK	VICTORIAN ECLECTIC QUEEN ANNE	CENTRAL BLK W/ PROJ SINGLE DWELLING	07	 N04
1017 E 1ST AVENUE DAVID S. SYKES HOUSE	B	0/0 2	1892	REGULAR BRICK SHINGLE SIDING	VICTORIAN ECLECTIC QUEEN ANNE	CENTRAL BLK W/ PROJ SINGLE DWELLING	07	A.G. SNAKE/H.E. REDFIELD BLDRS N04
1022 E 1ST AVENUE JAMES J. BURKE HOME	B	0/1 2	1905	REGULAR BRICK ROCK-FACED CONC BLK	VICTORIAN ECLECTIC BUNGALOW	FOURSQUARE (BOX) SINGLE DWELLING	07	TJ STRNGER ARCH/OSCAR ENGDAHL- N04
1024 E 1ST AVENUE RUSSEL L. TRACY/EUGENE W.	A	0/1 2.5	1892	SHINGLE SIDING CLAPBOARD SIDING	VICTORIAN ECLECTIC SHINGLE STYLE	CROSSWING SINGLE DWELLING	07	CARROLL/E. DARLING; RECENT REHAB N04
1026 E 1ST AVENUE JOSEPH A. GRAHAM HOUSE	B	0/1 2	1897	REGULAR BRICK SHINGLE SIDING	VICTORIAN ECLECTIC	SIDE PASSAGE/ENTRY SINGLE DWELLING	07	JG ANDERSON CONTRACTOR N04

?=approximate address

Evaluation Codes: A=eligible/architecturally significant B=eligible C=ineligible/alterd D=ineligible/out of period U=undetermined/lack of info X=demolished

AVENUES HISTORIC DISTRICT (SLC Landmark District)
Salt Lake City, Salt Lake County, Utah

RECONNAISSANCE LEVEL SURVEY – 2007
1st Avenue, Page 15



986 E 1st Avenue
D



1002 E 1st Avenue
B



1007 E 1st Avenue
A



1007 E 1st Avenue
(garage)



1007 E 1st Avenue
(fence)



1012 E 1st Avenue
B



1015 E 1st Avenue
B



1017 E 1st Avenue
B



1022 E 1st Avenue
B



1024 E 1st Avenue
A



1026 E 1st Avenue
B

Architectural Survey Data for SALT LAKE CITY

Utah State Historic Preservation Office

1st Avenue — Avenues Historic District (SLC Landmark District)

RLS 2007, PAGE 16

Address/ Property Name	Eval/ Ht	OutB N/C	Yr.(s) Built	Materials	Styles	Plan (Type)/ Orig. Use	Survey Year RLS/ILS/Gen	Comments/ NR Status
1029 E 1ST AVENUE	B	0/1 2	1891	SHINGLE SIDING CLAPBOARD SIDING	VICTORIAN ECLECTIC SHINGLE STYLE	CENTRAL BLK W/ PROJ SINGLE DWELLING	07	RECENT REHAB N04
1031 E 1ST AVENUE ELMER E. DARLING	B	0/1 2	1892 c. 1930	SHINGLE SIDING ASBESTOS SIDING	VICTORIAN ECLECTIC PERIOD REVIVAL: OTHER	FOURSQUARE (BOX) SINGLE DWELLING	07	PORCH ENCLOSURE N04
1032 E 1ST AVENUE ROBERT GORLINSKI HOUSE	B	0/0 2	1897	REGULAR BRICK	VICTORIAN ECLECTIC	SIDE PASSAGE/ENTRY SINGLE DWELLING	07	J.M. ANDERSON CONTRACTOR N04
1037 E 1ST AVENUE	A	0/0 2.5	1896	SHINGLE SIDING REGULAR BRICK	QUEEN ANNE VICTORIAN ECLECTIC NEOCLASSICAL	CENTRAL BLK W/ PROJ SINGLE DWELLING	07	N04
1040 E 1ST AVENUE	B	0/1 2	1897	REGULAR BRICK	VICTORIAN ECLECTIC	SIDE PASSAGE/ENTRY SINGLE DWELLING	07	N04
1055 E 1ST AVENUE ELMER DARLING/JOHN J. HALL	B	0/1 2	1890 c. 1940	ASBESTOS SIDING	VICTORIAN ECLECTIC QUEEN ANNE	CENTRAL BLK W/ PROJ SINGLE DWELLING	07	N04
1059 E 1ST AVENUE FRANK D. HOBBS HOUSE	B	1/0 2	1891	SHINGLE SIDING CLAPBOARD SIDING	VICTORIAN ECLECTIC SHINGLE STYLE	CENTRAL BLK W/ PROJ SINGLE DWELLING	07	N04
1063 E 1ST AVENUE	B	0/0 2	1891	SHINGLE SIDING DROP/NOVELTY SIDING	VICTORIAN ECLECTIC QUEEN ANNE	CENTRAL BLK W/ PROJ SINGLE DWELLING	07	N04
1067 E 1ST AVENUE JOHN J. STEWART HOUSE	B	0/1 2	1891	SHINGLE SIDING CLAPBOARD SIDING	QUEEN ANNE VICTORIAN ECLECTIC STICK STYLE	CENTRAL BLK W/ PROJ SINGLE DWELLING	07	ALTERED GRANARY IN REAR? N04

?=approximate address

Evaluation Codes: A=eligible/architecturally significant B=eligible C=ineligible/alterd D=ineligible/out of period U=undetermined/lack of info X=demolished



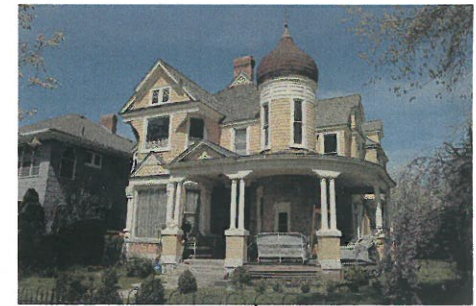
1029 E 1st Avenue
B



1031 E 1st Avenue
B



1032 E 1st Avenue
B



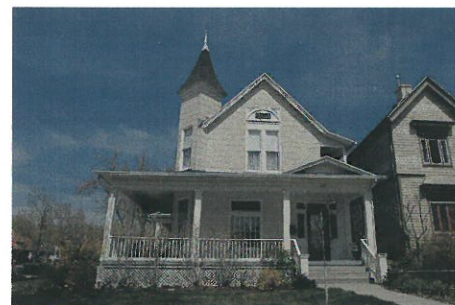
1037 E 1st Avenue
A



1037 E 1st Avenue
(side view)



1040 E 1st Avenue
B



1055 E 1st Avenue
B



1055 E 1st Avenue
(side view)



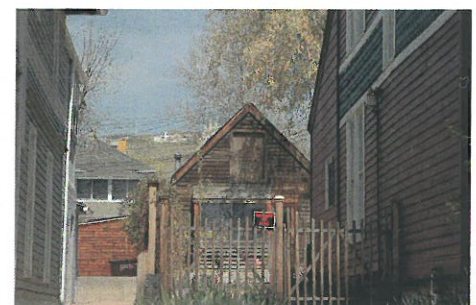
1059 E 1st Avenue
B



1063 E 1st Avenue
B



1067 E 1st Avenue
B



1067 E 1st Avenue
(outbuilding)

ATTACHMENT E: APPLICATION MATERIALS



di'velept
 454 N 600 W, SLC, UT 84116
 e: howdy@divelept.com
 p: 801-680-4485
 www.divelept.com

WEBB ADDITION

REVISIONS:

PROFESSIONAL SEAL:

OWNER: DENNIS WEBB
 PROJECT ADDRESS: 1017 E 1ST AVE, SALT LAKE CITY, UT
 ARCH PROJECT #: 17-10
 A.S.R.: Checker
 PHASE: MINOR ALTERATION
 PUBLISH DATE: 08/08/2018
 SHEET SCALE: 1" = 10'-0"
 SHEET NAME:

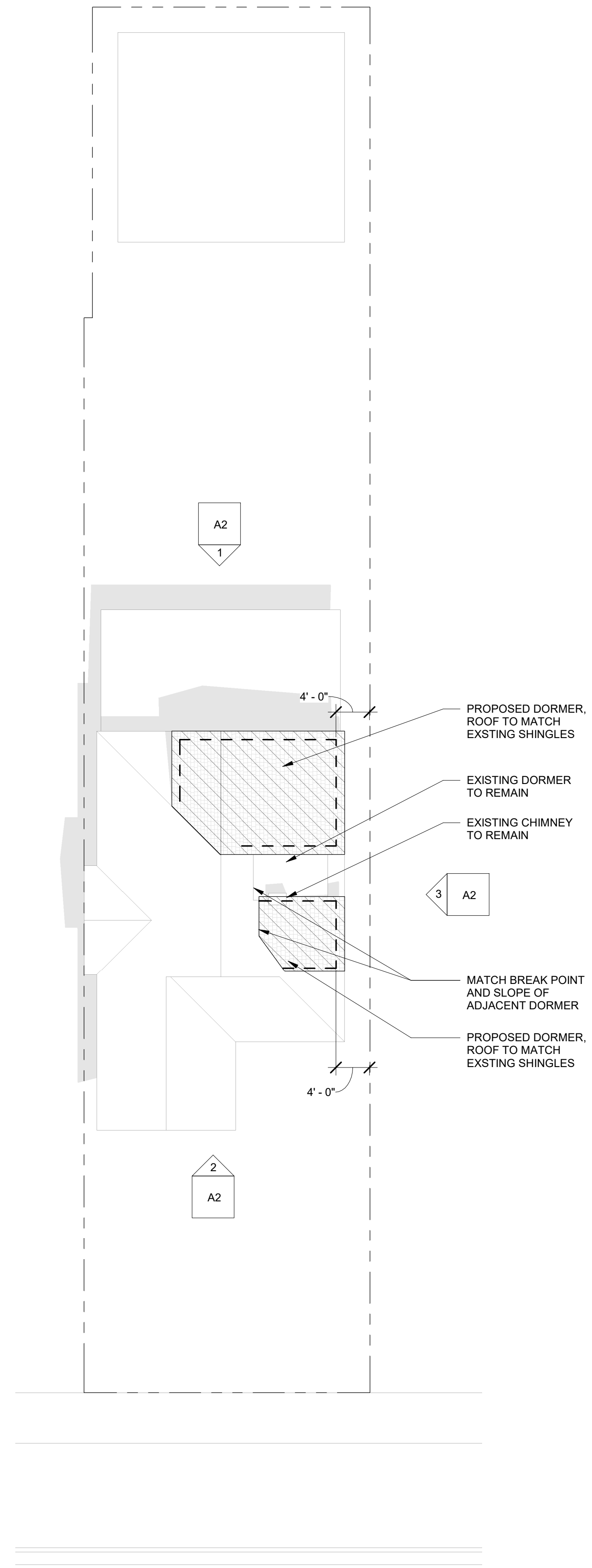
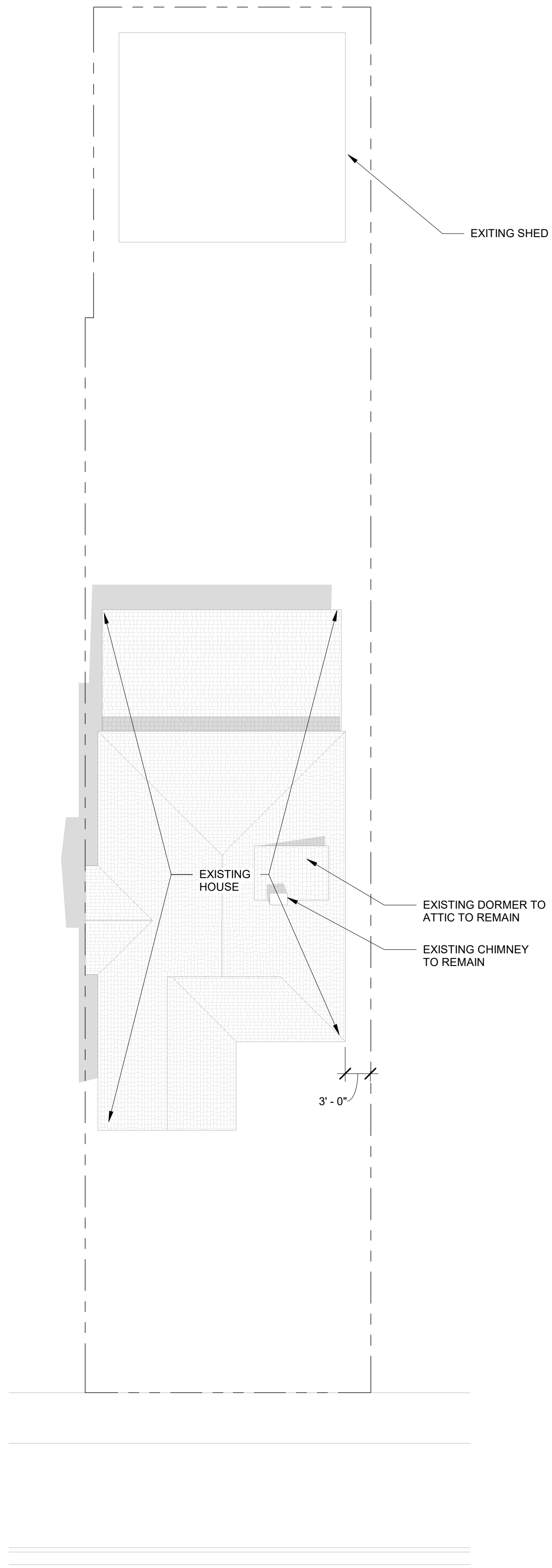
PLANS

SHEET NUMBER:

A1

DIVELEPT DESIGN LLC ©2017

10/12/2018 10:49:41 AM





di'velept
 454 N 600 W, SLC, UT 84116
 e: howdy@divelept.com
 p: 801-680-4485
 www.divelept.com

WEBB ADDITION

REVISIONS:

PROFESSIONAL SEAL:

OWNER: DENNIS WEBB
 PROJECT ADDRESS: 1017 E 1ST AVE. SALT LAKE CITY, UT
 ARCH PROJECT #: 17-10
 A.S.R.: Checker
 PHASE: MINOR ALTERATION
 PUBLISH DATE: 08/08/2018
 SHEET SCALE: 1/4" = 1'-0"
 SHEET NAME:

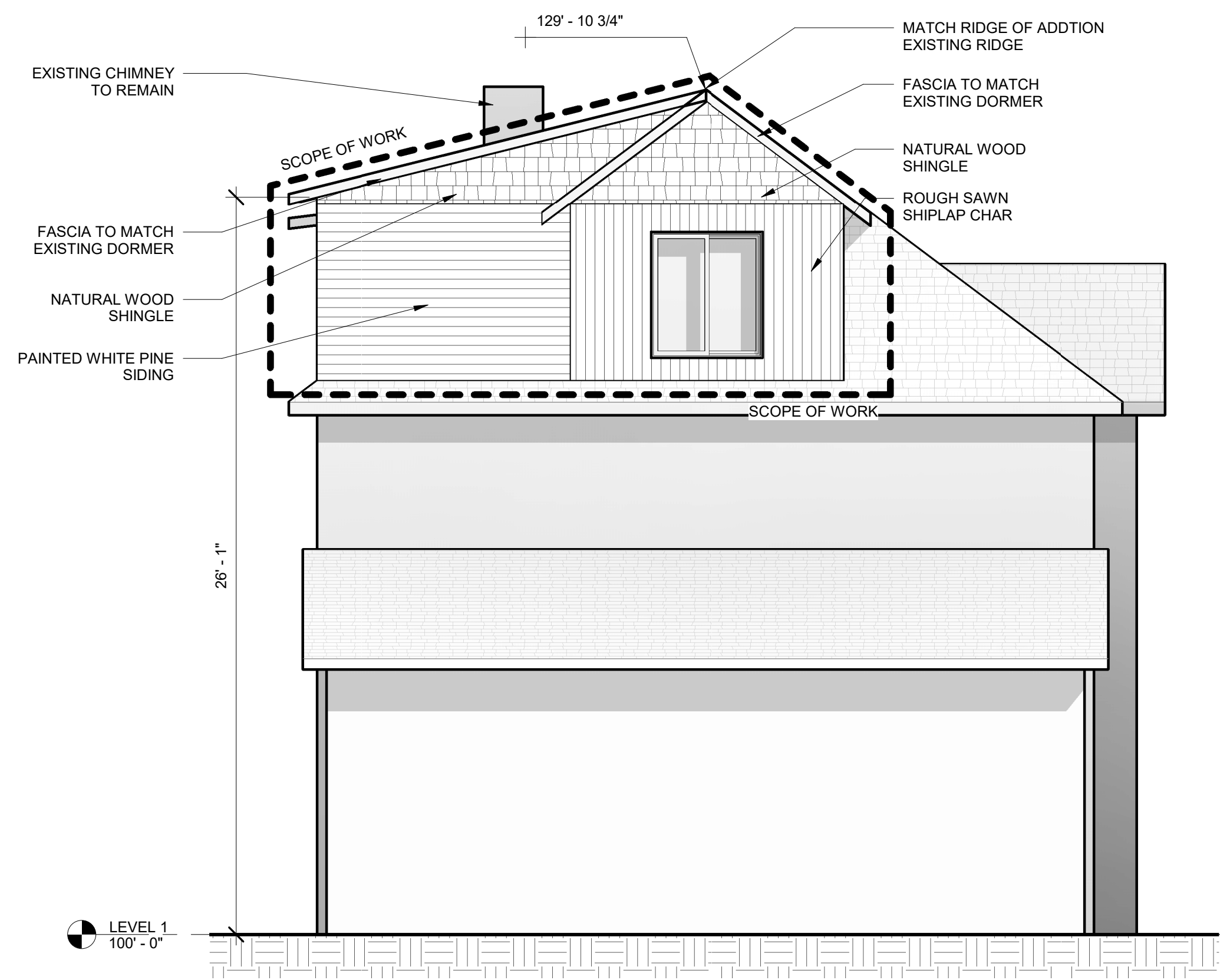
ELEVATIONS

SHEET NUMBER:

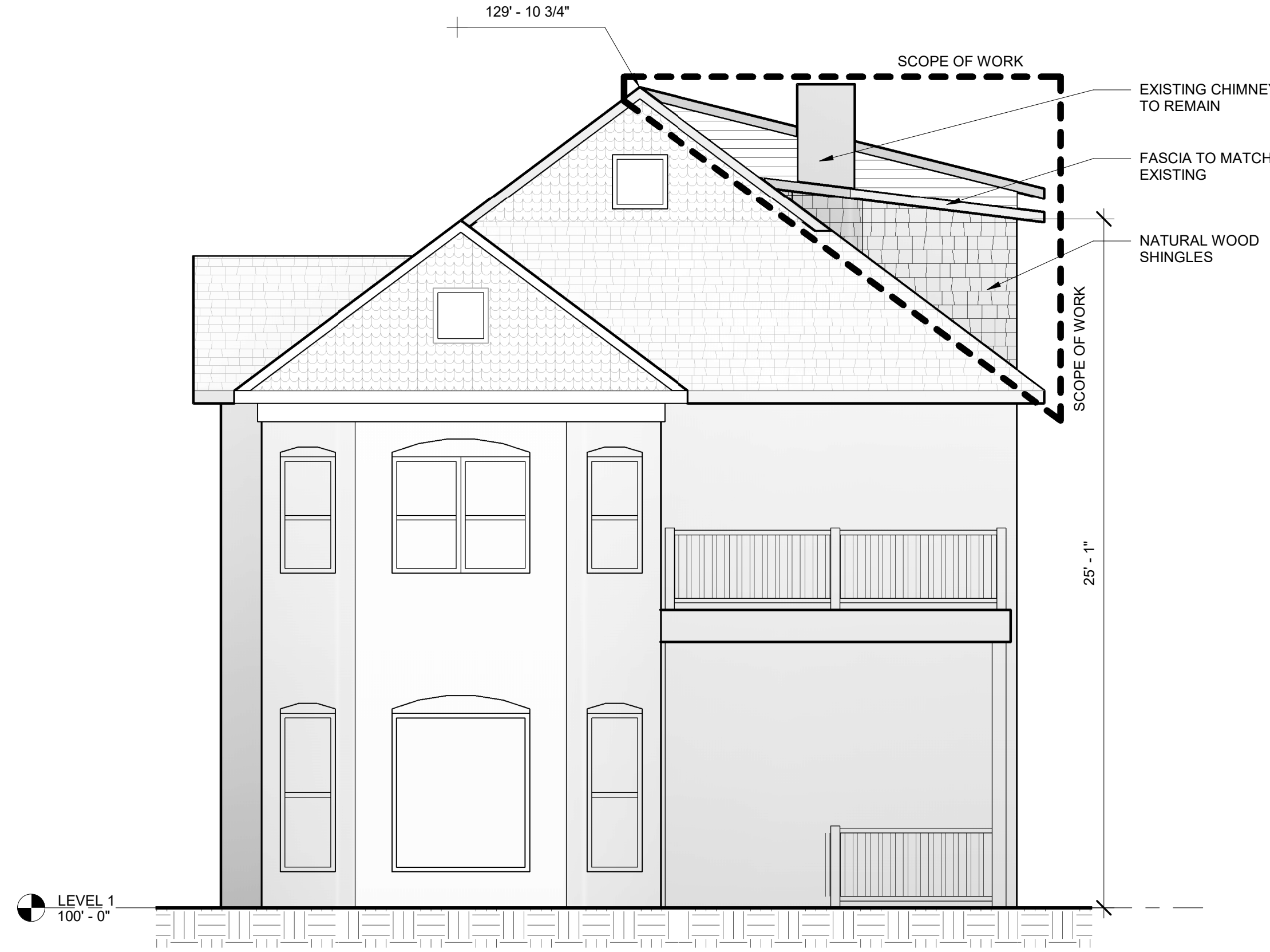
A2

DIVELEPT DESIGN LLC ©2017

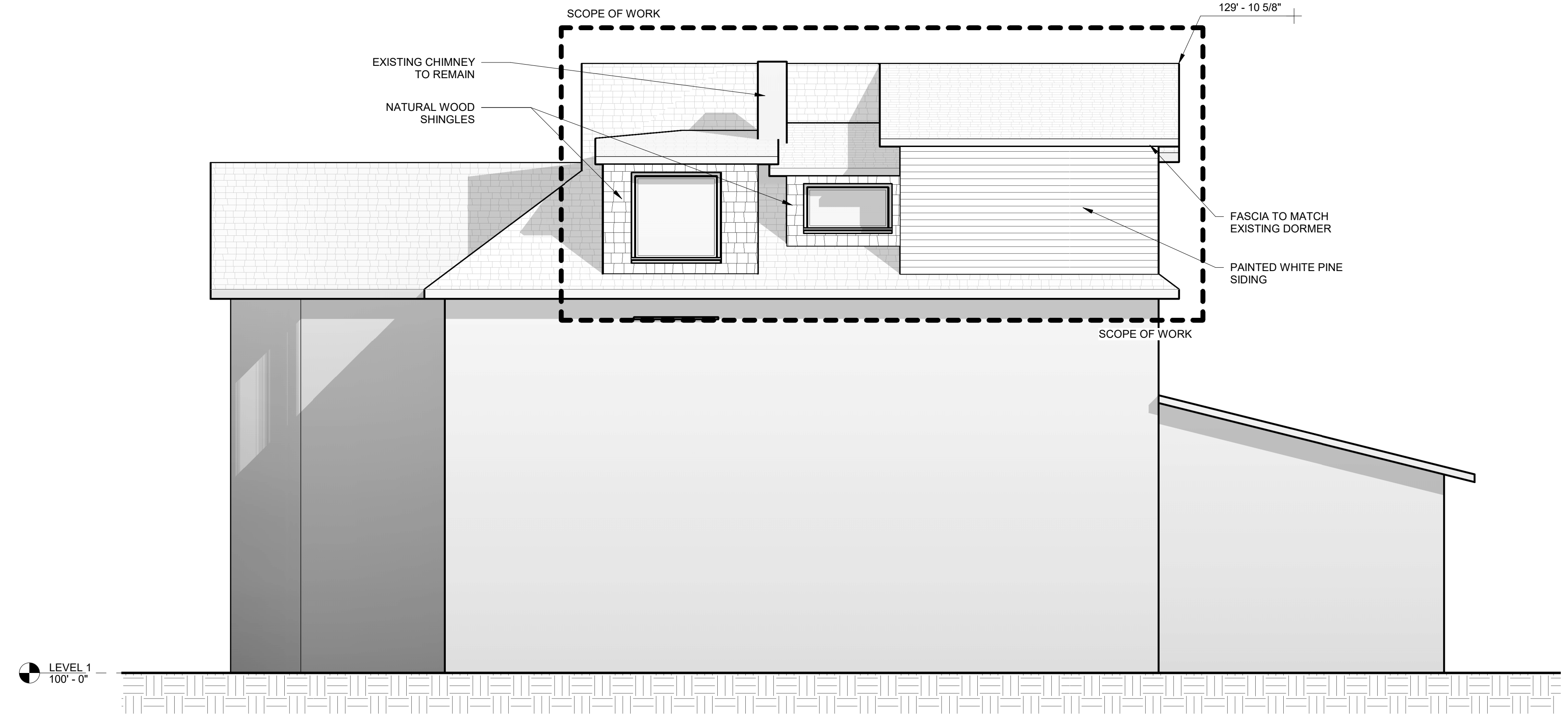
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① BACK ELEVATION
 1/4" = 1'-0"



② FRONT ELEVATION
 1/4" = 1'-0"



③ EAST ELEVATION
 1/4" = 1'-0"



WEBB ADDITION

REVISIONS:

PROFESSIONAL SEAL:

OWNER: **DENNIS WEBB**
 PROJECT ADDRESS: **1017 E 1ST AVE.
SALT LAKE CITY, UT**
 ARCH PROJECT #: **17-10**
 A.S.R.: **Checker**
 PHASE: **MINOR ALTERATION**
 PUBLISH DATE: **08/08/2018**
 SHEET SCALE:
 SHEET NAME:

PHOTOS

SHEET NUMBER:

A3

ATTACHMENT F: CHRONOLOGY & PREVIOUS CORRESPONDENCE

May 8, 2017 Homeowner Dennis Webb visited with city planner Lauren Parisi about replacing and rebuilding attic and roof. The planner's walk-in comments read:

"Would like to redo roof - completely tear of frame - and expand the attic space. Explained that guidelines encourage keeping the design of the home as original as possible, especially on the front façade. Dormers are a possibility, but it may be hard to change rooflines and bring front façade out in terms of the historic design guidelines. He would like the space to be more functional and right now the roof is caving in. Sent historic design guidelines. Suggested talking to Carl about his ideas before he gets any plans drawn".

May 26, 2017 Homeowner visited with city planner Carl Leith about the attic remodel.

May 30, 2017 City planner Carl Leith replied to an email from the homeowner with additional resources, including links to the Salt Lake City Historic Preservation website and the Residential Design Guidelines.

August 31, 2017 Due to a complaint, Salt Lake City Code Enforcement visited the property and found that work was being done without permits. Enforcement officer Antonio Padilla noted that the roofline had been modified. A Stop Work Order is issued under Enforcement Case # BCE2017-07680.

COA # PLNHLC2017-00724 and Building Permit # BLD2017-07696 are issued for re-roof. Description of work reads:

"Tear off asphalt shingles. DO NOT INCLUDE DORMER ADDITIONS THIS CAN BE TARPED FOR NOW- NEEDS SEPARATE PERMIT - OWNER'S RISK- SR-1A SFD (Not for dormers addition needs separate permit)"

City code reviewer William Warlick added the following walk-in comments:

"Approved building permit for re-roof only, partly resolving BCE2017-07680. The Stop Work Order also covers dormer/additions modifying the roofline in what appear to be two locations. The re-roof permit does NOT cover these. Work on the re-roof at owner's risk because he may need to tear off the illegal dormer/additions. Discussed with owner the potential for unnecessary costs in added work if roofing around the dormers and flashing them, then later tearing them off and infilling the roofing".

- September 8-11, 2017 Homeowner exchanged emails with city planner Carl Leith, who indicated that based on what he was *“able to view from the street, and from a couple of photos on the enforcement file, we would not be able to recommend favorably what has been constructed”*.
- October 17, 2017 City inspector Troy Anderson met with homeowner to determine required permits. His notes read:

“I spoke with the homeowner. He said that he is still working through the historical review process and will schedule a consultation to discuss necessary permits after. According to the owner, he is not doing any work and will not start until he finds out what permits are required”.
- December 19, 2017 City inspector Troy Anderson noted that homeowner was still working through zoning and follow up was rescheduled for end of January.
- May 10, 2018 Enforcement Case # BCE2017-07680 was closed after a Notice and Order and Certificate of Noncompliance were issued. Notes from inspector read:

“sending Notice and Order and Certificate of Non Compliance for recently constructed dormers (2) on east side of home without permits or inspections. This house is located in a historical area of the city and needs Historical approval, double permit fees and possible fine of up to 1,000 dollars if work continues without inspections. SWO was issued on August 31 2017 and homeowner has not applied for permit or approval as of this time”.
- July 3, 2018 Homeowner initiates petition for Minor Alteration (PLNHLC2018-00517).
- August 28, 2018 After two site visits and comments from assigned city planner Mayara Lima, the homeowner decided to pursue the request with the attic additions as is. Petition for Special Exception (PLNHLC2018-00676) is initiated.

Leith, Carl

From: Leith, Carl
Sent: Tuesday, May 30, 2017 11:30 AM
To: 'Dennis Webb'
Subject: RE: 1017 1St. Avenue Project.

Dear Dennis,

Thank you for finding the time to meet last Friday and for the follow-up contact email. The office here was closed yesterday so just coming back to you now.

Preservation Directory – Preservation Utah

The link to the Preservation Directory follows – this is still being populated at present but has several names which might be useful.

<http://utahheritagefoundation.com/ut-preservation-directory>

Low Interest Loan Program

The following is a link to the Preservation Utah/Utah Heritage Foundation Low Interest Loan scheme. The person to speak to there is Elizabeth Bradley-Wilson.

<http://www.utahheritagefoundation.org/preservation-resources/low-interest-loans#.WS2IWU2GNMZ>

Tax Credit Information

The tax incentive program is administered by the State Historic Preservation Office – links follow. The person to speak to there is Nelson Knight.

<https://heritage.utah.gov/history/historic-buildings>

<https://heritage.utah.gov/history/tax-credits>

<https://heritage.utah.gov/history/state-tax-credit>

Salt Lake City Preservation Website

I also attach a couple of links to our Historic Preservation website so that you are in touch with some of the resources we have to hand here. In particular, the Preservation Handbook/Residential Design Guidelines contains a series of live links to a variety of additional information resources. In particular the National Park Service has a variety of interesting information and a series of Preservation Briefs on a variety of topics.

<http://www.slcgov.com/historicpreservation>

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

I have just picked up your voice mail from your call this morning. I am sorry I missed your call. Please let me know if there is anything I have overlooked in terms of information we discussed. Also happy to follow up on any questions as they arise if you think we can help as you explore the project work and stages involved.

I hope the above provides a starting point in terms of your researches and next stages.

Thank you.

Carl

CARL O. LEITH MRTPI IHBC
Senior Historic Preservation Planner

PLANNING DIVISION

COMMUNITY *and* NEIGHBORHOODS
SALT LAKE CITY CORPORATION

Email: Carl.Leith@slcgov.com
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From: Dennis Webb [mailto: [REDACTED]]
Sent: Friday, May 26, 2017 5:30 PM
To: Leith, Carl <Carl.Leith@slcgov.com>
Subject: 1017 1St. Avenue Project.

Dear Carl:

It was a pleasure meeting with you today, and getting your insight on the remodel of the attic, I am looking forward in perusing this project.
Please provide me the information we discussed this morning.

Thanks again for your time in this matter.

Sincerely,

Dennis Webb

Lima, Mayara

To: Leith, Carl
Subject: RE: 1017 1st Avenue - Dormer Construction

From: Leith, Carl
Sent: Friday, September 8, 2017 11:33 AM
To: 'Dennis Webb' [REDACTED]
Subject: 1017 1st Avenue - Dormer Construction

Dennis,

I noticed you called yesterday – sorry I missed your call. Rather than phone back immediately, I thought it would be valuable to forward a little background to build upon the information I emailed through on May 30 this year.

Initially, I would like to reiterate that from what I have been able to view from the street, and from a couple of photos on the enforcement file, we would not be able to recommend favorably what has been constructed. If you were to apply for a Certificate of Appropriateness (CoA) for what is there we would refer it through to the Historic Landmark Commission (HLC) for a decision with a Staff recommendation for denial. I would be surprised if the Commission were to reach any other conclusion. It might be possible to design dormer windows which work with the style and character of the house, but it would need careful consideration and a design eye with an understanding of historic buildings of this age to identify appropriate option/s. Anything, I would assume at this stage, would need to be notably smaller than what has been constructed and should be recognized as sympathetic to and compatible with the historic building. It may also take that sort of trained eye to identify whether any of the existing construction could be re-used.

Can I point you again (my previous email in May) to our Residential Design Guidelines, in particular Ch.7 on Roofs, which has a few pointers on matters to consider in terms of roofscape and appropriate dormer design.

<http://www.slcdocs.com/historicpreservation/GuideRes/Ch7.pdf>

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

I attach a link to our CoA Application Form for Minor Alterations which you will need when you apply for a revised proposal.

<http://www.slcdocs.com/Planning/Applications/Minor.pdf>

I am very happy to talk further and advise on the approach. Obviously, we would not be in a position to design anything for you, but can certainly provide pointers in the direction/s of what might work.

Hope all goes well in the NE. Speak to you further at some point.

Thanks,

Carl

CARL O. LEITH MRTPI IHBC
Senior Historic Preservation Planner

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Email: Carl.Leith@slcgov.com
TEL 801-535-7758

Leith, Carl

From: Leith, Carl
Sent: Monday, September 11, 2017 10:57 AM
To: 'Dennis Webb'
Subject: RE: 1017 1st Avenue - BCE2017-07680 Construction of Dormers without Permit or CoA

Thanks Dennis. I look forward to hearing from you.

Carl

From: Dennis Webb [mailto:████████████████████]
Sent: Monday, September 11, 2017 10:47 AM
To: Leith, Carl <Carl.Leith@slcgov.com>
Subject: Re: 1017 1st Avenue - BCE2017-07680 Construction of Dormers without Permit or CoA

Dear Carl:

Thank you for communicating with Salt Lake City Planning in regards to my case, the roofing company completed the job last Wednesday the 6th two days earlier than original stated, I will be contacting you in the near future so we can go over in some of our options to get this project completed, Thanks again.

Sincerely,

Dennis

On Monday, September 11, 2017 10:24 AM, "Leith, Carl" <Carl.Leith@slcgov.com> wrote:

Dennis,

I wanted to copy you into the correspondence below to keep you in touch with review status here.

I look forward to hearing from you when you have had an opportunity to reach a conclusion on your next steps.

Thanks,

Carl

From: Leith, Carl
Sent: Monday, September 11, 2017 10:21 AM
To: Padilla, Antonio <Antonio.Padilla@slcgov.com>
Cc: Warlick, William <William.Warlick@slcgov.com>; Oktay, Michaela

<Michaela.Oktay@slcgov.com>

Subject: 1017 1st Avenue - BCE2017-07680 Construction of Dormers without Permit or CoA

Hi Tony,

I notice the above Stop Work Order has been issued for this case, as well as a CoA & permit for replacement of the roofing material. I just wanted to let you know I am in correspondence with the owner, Mr. Dennis Webb, on alternative options & directions for any roof alterations in the context of a proposal which could be favorably recommended as appropriate to the character of this contributing building in The Avenues Historic District.

Thanks,

Carl

CARL O. LEITH MRTPI IHBC
Senior Historic Preservation Planner

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Leith, Carl

From: Anderson, Troy
Sent: Wednesday, September 13, 2017 12:55 PM
To: Warlick, William
Cc: Padilla, Antonio; Leith, Carl; Oktay, Michaela
Subject: Re: 1017 1st Avenue - BCE2017-07680 Construction of Dormers without Permit or CoA

Will,

Thanks for the "heads up." I will look for evidence of previously habitable space during my inspection and consult accordingly.

Troy

Sent from my iPhone

On Sep 13, 2017, at 12:13 PM, Warlick, William <William.Warlick@slcgov.com> wrote:

Antonio, Carl and Troy,

Keep in mind there may be a critical issue other than Historic: structural issues in the Building Code. If this is not a legally existing habitable attic, the work would require engineering.

Thanks.

Will Warlick
Plans Examiner

BUILDING SERVICES DIVISION
DEPARTMENT OF COMMUNITY AND NEIGHBORHOODS
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From: Padilla, Antonio
Sent: Wednesday, September 13, 2017 7:58 AM
To: Leith, Carl <Carl.Leith@slcgov.com>; Anderson, Troy <Troy.Anderson2@slcgov.com>
Cc: Warlick, William <William.Warlick@slcgov.com>; Oktay, Michaela <Michaela.Oktay@slcgov.com>
Subject: RE: 1017 1st Avenue - BCE2017-07680 Construction of Dormers without Permit or CoA

Hi Carl,

Troy Anderson, the inspector in the area will be following up with the owner to ensure that he obtains all required building permits. I spoke to him this morning and he mentioned he is out of town until October 15th. I have scheduled a consultation on the BCE for October 17th so we can determine what additional permits he will need (electrical, plumbing, etc)

Thanks,

Antonio Padilla
Civil Enforcement, Senior Housing/Zoning Inspector

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From: Leith, Carl
Sent: Monday, September 11, 2017 10:21 AM
To: Padilla, Antonio <Antonio.Padilla@slcgov.com>
Cc: Warlick, William <William.Warlick@slcgov.com>; Oktay, Michaela <Michaela.Oktay@slcgov.com>
Subject: 1017 1st Avenue - BCE2017-07680 Construction of Dormers without Permit or CoA

Hi Tony,

I notice the above Stop Work Order has been issued for this case, as well as a CoA & permit for replacement of the roofing material. I just wanted to let you know I am in correspondence with the owner, Mr. Dennis Webb, on alternative options & directions for any roof alterations in the context of a proposal which could be favorably recommended as appropriate to the character of this contributing building in The Avenues Historic District.

Thanks,

Carl

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ATTACHMENT G: ANALYSIS OF STANDARDS FOR MINOR ALTERATIONS

H Historic Preservation Overlay District – Standards for Certificate of Appropriateness for Alteration of a 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, or the Planning Director, for administrative decisions, shall find that the project substantially complies with all of the following general standards that pertain to the application and that the decision is in the best interest of the City.

Standard	Analysis	Finding
<p>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;</p>	<p>The existing structure on site was constructed in 1892 as a single family home. The applicant is proposing to continue using it as a single family home.</p>	<p>Complies</p>
<p>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;</p>	<p>The attic additions alter the roofline, which is a primary character-defining element of the historic home.</p>	<p>Does not comply</p>
<p>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;</p>	<p>The additions can be recognized as products of its own time. The building materials of the additions are different from those primarily used on the historic home, but are still complementary.</p>	<p>Complies</p>
<p>4. Alterations or additions that have acquired historic significance in their own right shall be retained and preserved;</p>	<p>The historic home has a rear addition and shed dormers on the east and west plane of the hipped roof. The applicant is not proposing any changes to the rear addition. The changes to the existing east dormer do not impact the historical significance of the building.</p>	<p>Complies</p>

<p>5. Distinctive features, finishes and construction techniques or examples of craftsmanship that characterize a historic property shall be preserved;</p>	<p>The attic additions alter the roofline and creates an appearance inconsistent with the historic character of the home. The new dormer also hides partially the chimney, which is a significant feature of the building.</p>	<p>Does not comply</p>
<p>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;</p>	<p>The scope of work does not include the repair of any deteriorated architectural features. The re-cladding and window replacement of the existing east dormer do not directly affect how the historic home is perceived.</p>	<p>Complies</p>
<p>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;</p>	<p>The applicant is not proposing any chemical or physical cleaning treatments to the historic home as part of this project.</p>	<p>Not applicable</p>
<p>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;</p>	<p>Roof form and height are primary character-defining elements of the historic home. The additions alter both and jeopardize the contributory status of the historic home.</p> <p>Many of the homes on and across the block face have similar architectural styles. These homes are fairly intact in terms of form. The attic additions, if allowed to remain, will impact the significance of the property and the cohesiveness of the neighborhood and historic district.</p>	<p>Does not comply</p>

<p>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;</p>	<p>Although differentiated, the rectangular massing, flat and low pitched roofs, and overall height of the additions are incompatible with the original historic home. Because the additions have negative effects to the roofline, the historic home could lose its contributory status, which affects the subject property and the immediate area where it is located.</p>	<p>Does not comply</p>
<p>10. Certain building materials are prohibited including the following:</p> <p>a. Aluminum, asbestos, or vinyl cladding when applied directly to an original or historic material.</p>	<p>The project does not involve the direct application of aluminum, asbestos, or vinyl cladding.</p>	<p>Complies</p>
<p>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.</p>	<p>The project does not involve any signage.</p>	<p>Not applicable</p>

ATTACHMENT H: ANALYSIS OF STANDARDS FOR SPECIAL EXCEPTION REQUESTS

21A.06.050(C) of the Zoning Ordinance authorizes the Historic Landmark Commission to review and approve or deny certain Special Exceptions for properties located within an H Historic Preservation Overlay District, including modifications to building wall height and bulk and lot regulations of the underlying zoning district, where it is found that the underlying zoning would not be compatible with the historic district and/or landmark site. **For this proposal, Special Exception approval is being sought to permit additional building and wall height for the attic additions.**

21A.52.020: Definition: A "special exception" is an activity or use incidental to or in addition to the principal use(s) permitted in a zoning district or an adjustment to a fixed dimension standard permitted as exceptions to the requirements of this title of less potential impact than a conditional use but which requires a careful review of such factors as location, design, configuration and/or impacts to determine the desirability of authorizing its establishment on any given site.

21A.52.060: General Standards and Considerations for Special Exceptions:

Standard	Analysis	Finding
<p>A. Compliance With Zoning Ordinance And District Purposes: The proposed use and development will be in harmony with the general and specific purposes for which this title was enacted and for which the regulations of the district were established.</p>	<p>The Zoning Ordinance indicates that the Historic Landmark Commission may grant additional building height for properties within the H Historic Preservation Overlay. However, Staff finds that the project does not meet the standards of approval for a Minor Alteration to a contributing structure, which have the main purpose of ensuring the compatibility of new development within the Local Historic Districts.</p>	<p>Does not comply</p>
<p>B. No Substantial Impairment Of Property Value: The proposed use and development will not substantially diminish or impair the value of the property within the neighborhood in which it is located.</p>	<p>Although the attic additions have negative impacts to the historic character of the area and the district, there is not enough evidence indicating that the development will substantially diminish or impair property values.</p>	<p>May not comply</p>
<p>C. No Undue Adverse Impact: The proposed use and development will not have a material adverse effect upon the character of the area or the public health, safety and general welfare.</p>	<p>The height of the additions have negative impacts to the roofline, which affects the character of the subject property and the immediate area where it is located.</p>	<p>Does not comply</p>

<p>D. Compatible With Surrounding Development: The proposed special exception will be constructed, arranged and operated so as to be compatible with the use and development of neighboring property in accordance with the applicable district regulations.</p>	<p>The proposed building height of the additions do not exceed the established height of the existing home. The block face also contains multiple tall two-story structures that have the same or greater height as the historic home.</p>	<p>Complies</p>
<p>E. No Destruction Of Significant Features: The proposed use and development will not result in the destruction, loss or damage of natural, scenic or historic features of significant importance.</p>	<p>The height of the additions have negative impacts to the roofline, a primary character-defining element of the historic home. If allowed to remain, the historic home will lose historical significance and most likely its contributory status.</p>	<p>Does not comply</p>
<p>F. No Material Pollution Of Environment: The proposed use and development will not cause material air, water, soil or noise pollution or other types of pollution.</p>	<p>There is no evidence that the proposal would cause material pollution of the environment.</p>	<p>Complies</p>
<p>G. Compliance With Standards: The proposed use and development complies with all additional standards imposed on it pursuant to this chapter.</p>	<p>The project, as proposed, does not comply with the standards of the H Historic Preservation Overlay District.</p>	<p>Does not comply</p>

ATTACHMENT I: APPLICABLE DESIGN GUIDELINES

Design Guidelines for Historic Residential Properties & Districts in Salt Lake City, Chapter 8: Additions are the relevant historic guidelines for this design review, and are identified below for the Commission's reference.

Historic Residential Properties & Districts in Salt Lake City, Chapter 8: Additions

Design Objective:

The design of a new addition to a historic building should ensure that the building's early character is maintained. Older additions that have taken on significance should also be preserved.

8.1 An addition to a historic structure should be designed in a way that will not destroy or obscure historically important architectural features.

Loss or alteration of architectural details, cornices and eave lines, for example, should be avoided.

8.2 An addition should be designed to be compatible in size and scale with the main building.

An addition should be set back from the primary facades in order to allow the original proportions and character of the building to remain prominent.

The addition should be kept visually subordinate to the historic portion of the building.

If it is necessary to design an addition that is taller than the historic building, it should be set back substantially from significant facades, with a "connector" link to the original building.

8.3 An addition should be sited to the rear of a building or set back from the front to minimize the visual impact on the historic structure and to allow the original proportions and character to remain prominent.

Locating an addition at the front of a structure is usually inappropriate.

8.4 A new addition should be designed to be recognized as a product of its own time.

An addition should be made distinguishable from the historic building, while also remaining visually compatible with historic features.

A change in setbacks of the addition from the historic building, a subtle change in material, or the use of modified historic or more current styles are all techniques that may be considered to help define a change from old to new construction.

Creating a jog in the foundation between the original building and the addition may help to establish a more sound structural design to resist earthquake damage, while helping to define it as a later addition.

8.5 A new addition should be designed to preserve the established massing and orientation of the historic building.

For example, if the building historically has a horizontal emphasis, this should be reflected in the addition.

8.6 A new addition or alteration should not hinder one's ability to interpret the historic character of the building or structure.

A new addition that creates an appearance inconsistent with the historic character of the building is inappropriate.

An alteration that seeks to imply an earlier period than that of the building should be avoided.

An alteration that covers historically significant features should be avoided.

8.7 When planning an addition to a building, the historic alignments and rhythms that may exist on the street should be defined and preserved.

Some roof lines and porch eaves on historic buildings in the area may align at approximately the same height. An addition should not alter these relationships.

Maintain the side yard spacing, as perceived from the street, if this is a characteristic of the setting.

8.8 Exterior materials that are similar to the historic materials of the primary building or those used historically should be considered for a new addition.

Painted wood clapboard, wood shingle and brick are typical of many historic residential additions.

Brick, CMU, stucco or panelized products may be appropriate for some modern buildings.

8.9 Original features should be maintained wherever possible when designing an addition.

Construction methods that would cause vibration which might damage historic foundations should be avoided.

New drainage patterns should be designed to avoid adverse impacts to historic walls and foundations.

New alterations also should be designed in such a way that they can be removed without destroying original materials or features wherever possible.

8.10 The style of windows in the addition should be similar in character to those of the historic building or structure where readily visible.

If the historic windows are wood, double-hung, for example, new windows should appear to be similar to them, or a modern interpretation.

Attic Additions

8.14 When designing an attic addition, the mass and scale of alterations to the rooflines should be subordinate to and compatible with the scale of the historic building.

An addition should not overhang the lower floors of the historic building in the front or on the sides.

Dormers should be subordinate to the overall roof mass and should be in scale with those used originally on the building (or on similar styles of building if none are present originally).

Greater flexibility may be considered in the setback of a dormer addition on a hipped or pyramidal roof.

Rooftop Additions

8.15 A rooftop addition should be situated well back from the front of the building.

This will help preserve the original profile of the historically significant building as initially perceived from the street.

8.16 The roof form and slope of the addition should be in character with the historic building.

If the roof of the historic building is symmetrically proportioned, the roof of the addition should be similar.

Eave lines on the addition should be similar to those of the historic building or structure.

ATTACHMENT J: PUBLIC PROCESS AND COMMENTS

The following is a list of public meetings that have been held, and other public input opportunities, related to this project:

Public Hearing Notice:

Notice of the public hearing for this project includes:

- Public hearing notice mailed on October 19, 2018.
- Public hearing notice posted on City and State websites on October 19, 2018.

Public Comments:

One public comment was received by a community member who wishes to remain anonymous. The community member provided comments related to the design, impacts and construction of the attic additions. They presented concerned comments regarding the appearance of the additions, which they called “ugly and atrocious”. They also argued that the additions were out of line with the historic district, damaged the character of the neighborhood and would likely have negative impacts on property values. The community member stated that the additions created issues of privacy and blocked the view of the home on the adjacent lot. The community member believes the construction was not properly done by an unlicensed contractor who worked on the weekends to avoid enforcement. They also stated that construction continued after the Stop Work Order was issued and that it is still ongoing.

At the time of the publication of this staff report, no other public comments have been received. Any comments received will be forwarded to the Planning Commission.