

## **Staff Report**

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: January 4, 2018

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

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

**REQUEST:** New Garage under West Porch at approximately 1205 Second Avenue - A request by David Richardson, on behalf of owners Damian and Suzanne Dingley, to construct a garage under the west porch and west portion of the house, with a driveway approach from U Street. The house is a contributing building in The Avenues Historic District, is on a corner lot and the proposed alterations would face U Street. This proposal is being referred to the Historic Landmark Commission for decision because it is a substantial alteration to this residence. The subject property is zoned SR-1A (Special Development Pattern Residential District).

**RECOMMENDATION:** Based on the analysis and findings listed in the staff report, testimony and the proposal presented it is planning staff's opinion that the proposals do not meet the objectives of the applicable standards, in particular standards 2, 5 and 9, and consequently recommend that the Historic Landmark Commission deny this Certificate of Appropriateness to construct a double garage and driveway access from U Street beneath the existing contributing building.

#### **Previous Discussion**

This proposal was presented to and discussed by the Historic Landmark Commission at a Work Session on September 7, 2017. The discussion is recorded in the Minutes from that meeting and a more detailed note of the points covered, which form Attachment D to this report. Major points are also summarized and discussed below. Since that time, and in the light of points raised at that meeting, the owner and the applicant have reviewed the proposals and amplified the application materials. (Attachment C)

#### **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 a new basement level garage area. It

would also require the excavation of the corner side yard to provide driveway access from U Street. The drive would be 14 feet wide increasing to c.20 feet wide to provide garage access and turning area. The driveway would rise from U Street to cross the park strip and elevated sidewalk at this point in the street, 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 require the removal of 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 of wood construction 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. Additional landscaping is proposed above and fronting the retaining walls to help integrate and obscure the garage and its access. While acknowledging it as uncharacteristic, the applicant does cite other examples of below ground parking in the general vicinity in the applications drawings. See Photographs in Attachment B and Application Materials in Attachment C.

#### **Location Map**



#### The Current House & Context

The current house is described as an architect designed contributing building in The Avenues Historic District, situated on the north-east corner of 2<sup>nd</sup> Avenue and U Street, and identified as architecturally significant (A) in the 2007/8 Avenues Survey. The house is described as Neoclassical Shingle Style, recorded as being built for Martha H. Jennings in 1901, and identified as the Jennings Home in the 1979 Survey. That survey records its condition as 'Excellent' with only Minor Alterations to its historic architectural integrity. An addition to the eastern end of the house was recorded as constructed in 1922, with the subsequent addition of a swimming pool between this and 2<sup>nd</sup> Avenue. A continuous porch wraps around the west side and the western half of the south side of the original house. At its eastern end the site is bounded by and opens onto the rear alley which traverses this street block from north to south. Sanborn maps for 1911 and 1950 record the original house plan, the later east addition and a previous accessory structure to the east. Architectural survey extracts and Sanborn maps are included in Attachment A to this report.





Meeting Date: January 4, 2018

The immediate context is defined by U Street and 2<sup>nd</sup> Avenue, with this block further defined by Virginia Street and 3<sup>rd</sup> 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 complete north-south alley running parallel to U Street which is also accessed by an east-west alley from Virginia Street. The existing alley system within this street block provides current or potential vehicular access to all residences, with the exception of the south-east and north-east corners, where private drives exist. 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 development pattern of The Avenues is examined in greater detail below.

#### **Background**

This proposal to construct a garage under the west section of this building, with access drive from U Street, was reviewed in a work session by the Historic Landmark Commission at the meeting on 9/7/17. A range of points were raised by the Commission, with expressions of support for and concerns engendered by the proposals. These can be reviewed in greater detail in Attachment D to this report, and can be summarized by the following points.

- The historic integrity and architectural importance of the house. Recognizing the issue regarding lack of offstreet parking for such a grand residence, but this is one of the most significant and intact houses in The Avenues, and it would be altered by this proposal.
- *Grades and prominent alteration*. Grades associated with the building and the proposal are both a challenge and an asset in providing some concealment, but biggest challenge is the prominent, contemporary and modern alteration to a primary face of a very significant building.
- Location. Is it not possible to approach parking and dig from the rear rather than the street?
- Replace the pool. Reinstate the original driveway off 2<sup>nd</sup> Ave and lose the pool area to parking?
- *Change.* Not against change which can be good, improving on the original to accommodate more garage parking in a well-designed way.
- *Driveways & curb cuts*. Uninterrupted park strips & lack of driveways are an important character-defining feature of U Street and the area.

- Context & Setting information. More information on the site and its context will be valuable.
- *Scope for integration*. Options for minimizing the impact.
- Options. Access from 2<sup>nd</sup> Ave & lose the pool, access from alleyway across or below open landscape, ways to minimize impact and appearance if located off U Street.

#### **City Department & Zoning Review**

The City Transportation Division and Engineering Division have made preliminary reviews of the proposal, with no specific issues or concerns identified. City Engineering have made a review of the preliminary proposals, did not highlight any notable issues, but identified a presumption to retain the elevation of the existing sidewalk. The City's Department of Public Utilities has been consulted and have initially flagged the location and protection of a water main in the park strip, and a requirement to direct drainage form the bottom of the driveway to the street, rather than sanitary drainage. Copies of comments received form part of Attachment E to this report.

#### The Avenues Historic District - Development Pattern Characterization

#### **Street Pattern**

The Avenues Historic District is primarily characterized by its development pattern, with its smaller square blocks defined by frequent and narrower streets in a tight grid pattern. The streets tend to have wide park strips, and generally a tight pattern of narrow deep lots and similar building orientation. This pattern helps to create the unique, distinctly attractive and walkable character of The Avenues. The north-south streets tend to have wider park strips than the east-west avenues. Proceeding north, the incline in the streets becomes increasingly apparent, introducing a further dimension into the character of the streetscape and its associated views.

#### Park Strips & Continuity of Open Space

Wide and continuous park strips are a distinctive characteristic of The Avenues Historic District, central to a sense of the continuity across the public to private sequence of landscaped open space. Given the smaller street blocks and the narrower streets, this open space between the street pavement and the front porch attains an enhanced relative importance as a neighborhood characteristic.

#### **Rear Allev Access**

Rear alleys are a characteristic of the majority of street blocks in The Avenues. They can provide access through the block from two or more streets. Alternatively, they can be disjointed and discontinuous, with truncated alley access towards the center of the block from one, two or more places. As a character-defining feature of The Avenues Historic District where alleys exist they provide access to rear garages and/or parking space. Alley-served blocks tend to have fewer driveways directly accessing the street, with consequently fewer curb cuts to interrupt the continuity of the open landscape progression from the street pavement to the building frontage. Available alley lot access directly facilitates the scope for the characteristic tight subdivision pattern of narrow fronted lots and buildings facing the street, and would be as much a requirement of this urban pattern. Both are key character-defining features of The Avenues. Approaching South Temple, rear alleys decreasingly as an Avenues characteristic.

#### **Detached Garages**

Where garages exist they tend to be at or towards the rear of the lot, and are detached from the principal building. This pattern evolves from early carriage house and rear utility access, through the incremental increase in the availability of private transport with accompanying fire hazards. Detached rear garages are a characteristic of The Avenues, and they are usually accessed from an alleyway. Many of the exceptions to this rule are corner properties detached from rear alley access.

#### **Lot & Building Pattern**

The settlement pattern of The Avenues is characterized by a tight pattern of buildings on narrow and often deep lots, with limited side yard space between the houses. This pattern does vary block by block, and tends to

record the development orientation and sequence of the lots within the street block. It usually relies upon either continuous or discontinuous rear alley access to rear parking and garage space.

#### This Street Block & Its Immediate Context

The street block in question demonstrates a continuous and tight sequence of narrow lots and building frontages along U Street, all served, or potentially served, by the north-south alley behind. U Street has a wide park strip space either side of the street. On the east side of U Street between 2<sup>nd</sup> and 3<sup>rd</sup> Avenue this is currently unbroken by any private drive. On the west side, it has one drive accessing the street serving a corner lot which has no rear alley access. This street block has one private drive off its south, east and north sides, two of which have no alley access.

Continuing south from 2<sup>nd</sup> Avenue, the eastern street block defining U street has no rear alleyway, with 3 driveways accessing the east side of the street. The block on the west side of U Street has one E/W truncated alley, with two private driveways. Directly north of 3rd Avenue, the street block defining U Street to the west has no central alley access, but has a shared alley link behind the northern buildings, with 2 private drives midblock onto U Street. On the east side of U Street a central E/W alley serves the majority of lots in the block with 2 drives off U Street.

#### **Kev Considerations & Issues**

An initial review of the proposals in relation to the design standards, as informed by the residential design guidelines, would identify three considerations and one embracive conclusion. These are summarized below and are reviewed in greater detail in Attachment F to this report.

#### 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 relatively consistent building front setback line, this historic grading pattern of public/private open space provides a characteristic cohesion to a varied sequence of architectural forms and style. In many cases, as is the case with U Street, curb cuts and private driveways off the street are not a characteristic of this streetscape. This progression from street to building and the sense of shared common open space, while periodically punctuated by walkways and steps, is only rarely broken 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 recognize this characteristic and advise minimizing new curb cuts in the district. This street block, and this lot and residence has direct access to and from the north/south rear alley running between 2nd and 3rd Avenues and linking to Virginia Street. Alternative, and more characteristic vehicular access to this lot from the rear therefore exists. The current proposal would interrupt the continuous sense of open space in the streetscape along U Street, and as such Staff would conclude that it would conflict with the objectives of the design standards and guidelines.

### 2. Secondary Structures

The specific design guidelines for the district identify detached garages, where garages exist in The Avenues, as a characteristic. Earlier development predates widespread car ownership, while lots and houses were often planned without aspiration to or space for a carriage house. Early Sanborn Map (1911 - Attachment A) records of this area identify few if any garages in an area already served by public transportation. As they were incrementally built they were detached and generally placed to the rear of the lot. Attached garages are identified in the Residential Design Guidelines as uncharacteristic of the district. While attached garages built wholly or partly beneath the house do occur, but are not common and generally a feature of construction in later decades, to accommodate a single vehicle space. The current proposal would excavate below the west porch and the footprint of this house to create an attached double garage space. An attached garage, of notable scale, would be an uncharacteristic alteration to this building and in this setting in the historic district. At this scale, prominently placed facing the street, it could not readily be described as a secondary structure, and would not be detached from the primary building.

**3. Alteration of Porch and West Facade**This is an architecturally significant building in The Avenues Historic District, occupying an important street corner site at the eastern end of the district. The house has been altered on the east side by earlier additions, designed in the style of the house, and then by the later addition of a pool between this east wing and the street.

From that point west, essentially the original historic building, the house is largely unaltered, retains its historic architectural integrity and attracts recognition as an architecturally significant building. The wrap around porch on the south and west sides of the house is perhaps its most character-defining feature, looking out across this corner of the Avenues and framing the original house behind. It helps to establish this building as arguably the most important framing this side of the block on U Street. The current proposal would remove the brick foundation of the northern section of the west porch, and excavate below the porch and house to create a new basement story for a two car garage. The new garage drive access from U Street would be excavated through the side yard retaining wall and landscaping and contained each side by new retaining walls. The proposal would thus alter this essentially unaltered façade to the building, and the relationship of the porch linking the house with its lot and the streetscape, on one of its two important street facing facades. The proposal would not protect the architectural integrity and special character of the building and its setting and consequently in Staff's conclusion conflict with the objectives of the design standards and guidelines.

### 4. Coincidence of Impact on this Building and its Context

In conclusion, drawing from the evaluation in Attachment F and the three issues described above, staff would conclude that the proposal would adversely affect the building and its context in The Avenues Historic District in those three respects, and consequently conflict with the design standards, informed by the design guidelines, addressing those issues. While the associated excavation and regrading with retaining walls would help to conceal some of the visual impact, the tangible changes to the streetscape and irreparable changes to the integrity of the building, would be significant material and negative changes. This lot has access to a rear alley running between 2<sup>nd</sup> and 3<sup>rd</sup> Avenues with access to Virginia Street. In that context there appear to be ways of approaching off-street and potentially basement parking which would have little impact upon the character of the streetscape and the historic integrity of this building.

#### **ATTACHMENTS:**

- **A.** Survey Material 1979 & 2008 & Sanborn Maps 1911 & 1950
- **B.** Photographs
- C. Application Materials
- **D.** Detailed Notes & Minutes HLC Work Session 9/7/17
- E. Departmental Consultation & Review
- F. Design Standards & Guidelines

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

Meeting Date: September 7, 2017

Researcher: John McCormick/Mark H. Lundgren

Date: December 1, 1978/July 1979

Site	No		
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 <sub>G</sub> Bl. <sub>17</sub> Lot <sub>2</sub> 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

### **2<sup>nd</sup> 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	
1187 E 2ND AVENUE	B 1/0 1.5	1909 REGULAR BRICK SHINGLE SIDING	BUNGALOW	BUNGALOW SINGLE DWELLING	07 78 N04	
1205 E 2ND AVENUE	A 0/1	1901 SHINGLE SIDING	NEOCLASSICAL SHINGLE STYLE	OTHER RESIDENTIAL SINGLE DWELLING	07 78 N04	
1220 E 2ND AVENUE	B 0/	1921 CLAPBOARD SIDING c. 1950	POST-WWII: OTHER	FOURSQUARE (BOX) SINGLE DWELLING	07 78 ATT N04	TACHED GARAGE
1224 E 2ND AVENUE	B 0/0	1906 REGULAR BRICK STUCCO/PLASTER	VICTORIAN ECLECTIC	CENTRAL BLK W/ PROJ SINGLE DWELLING	07 78 N04	
1225 E 2ND AVENUE	A 0/0	1903 REGULAR BRICK ROCK-FACED BRICK	VICTORIAN ECLECTIC 20TH C.: OTHER	FOURSQUARE (BOX) SINGLE DWELLING	07 79 N04	
1226 E 2ND AVENUE	B 0/0	1908 STUCCO/PLASTER SHINGLE SIDING	BUNGALOW PERIOD REVIVAL: OTHER	BUNGALOW SINGLE DWELLING	07 79 N04	
1235 E 2ND AVENUE	A 1/0	1890 SHINGLE SIDING DROP/NOVELTY SIDING	VICTORIAN ECLECTIC	CENTRAL BLK W/ PROJ SINGLE DWELLING	07 78 FOR	RMER BARN IN REAR?



1175 E 2<sup>nd</sup> Avenue (garage)



1176 E 2<sup>nd</sup> Avenue B



1187 E 2<sup>nd</sup> Avenue B



1205 E 2<sup>nd</sup> Avenue A



1205 E 2<sup>nd</sup> Avenue (second view)



1220 E 2<sup>nd</sup> Avenue B



1224 E 2<sup>nd</sup> Avenue



1225 E 2<sup>nd</sup> Avenue



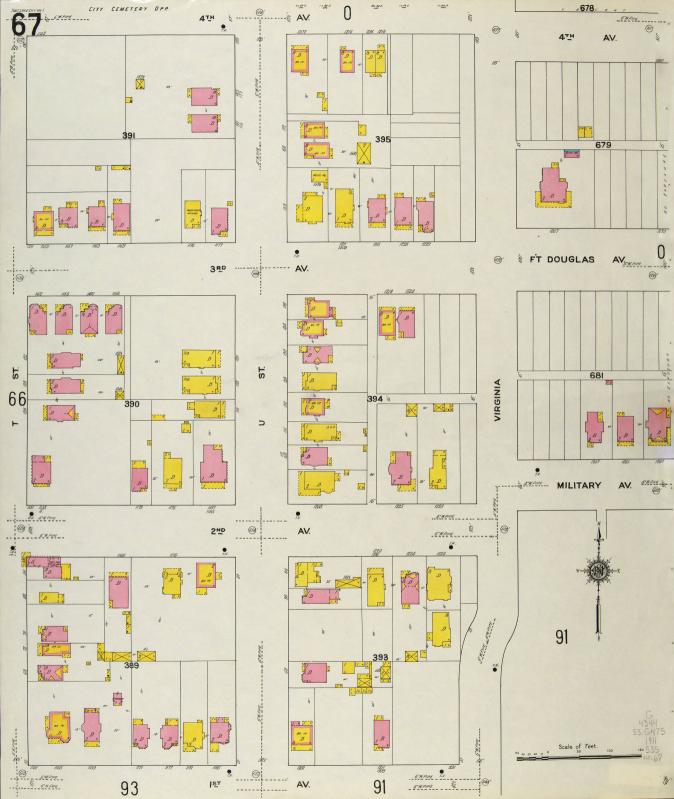
1226 E 2<sup>nd</sup> Avenue B

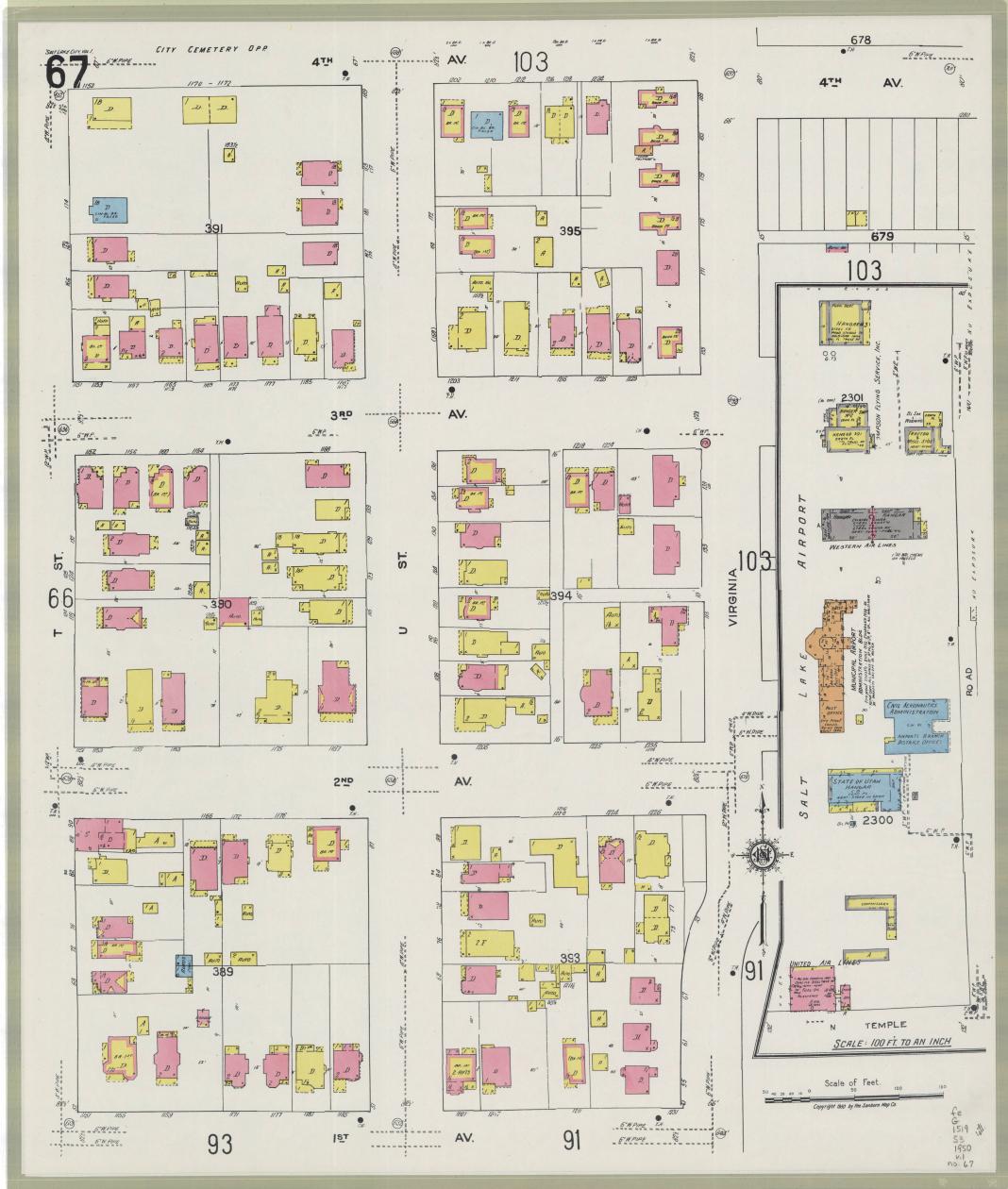


1235 E 2<sup>nd</sup> Avenue





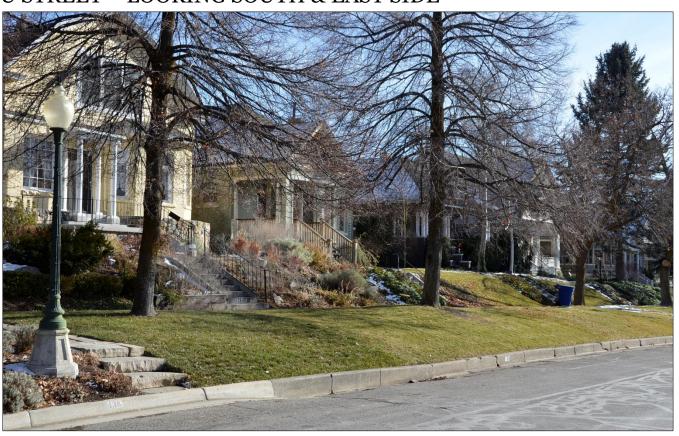




## **ATTACHMENT B: PHOTOGRAPHS**

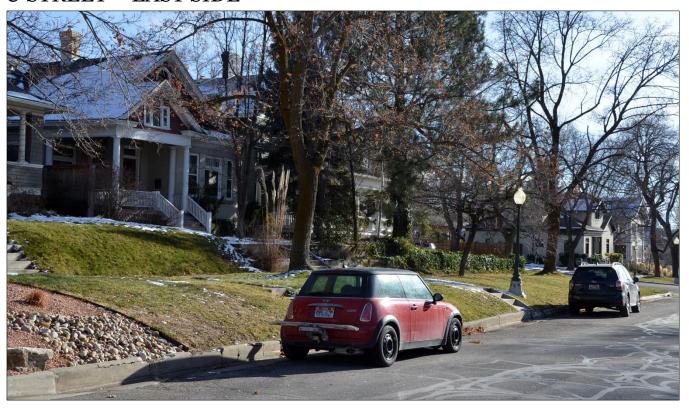


U STREET – LOOKING SOUTH & EAST SIDE





U STREET – EAST SIDE





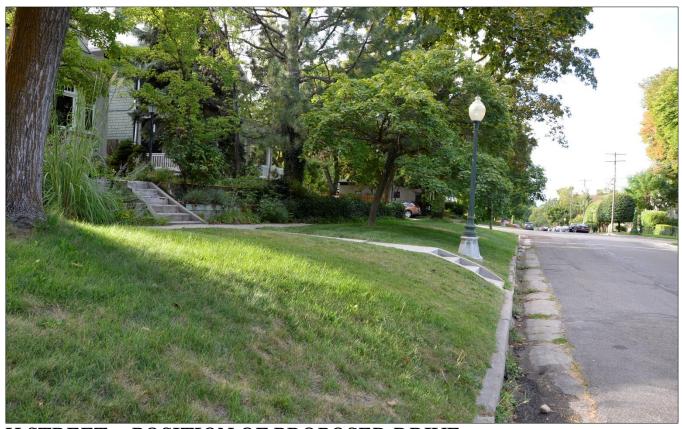
U STREET – EAST SIDE & WEST SIDE



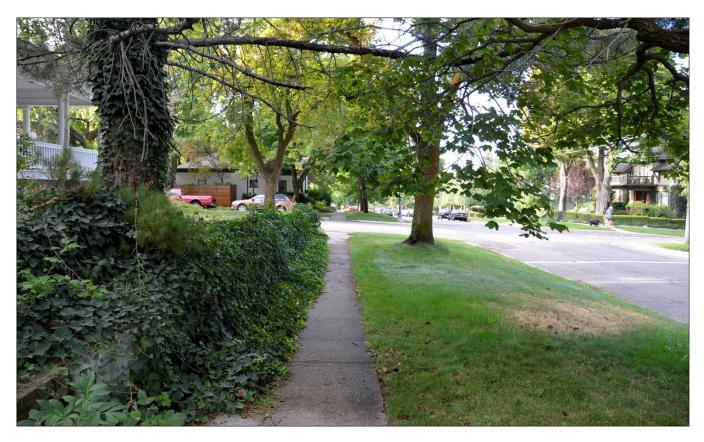


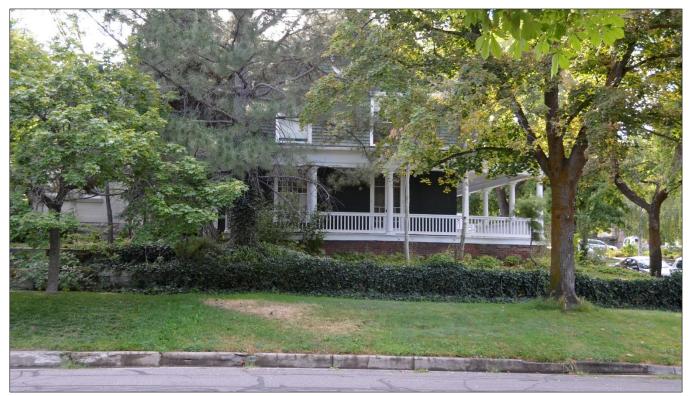
U STREET – WEST SIDE & EAST SIDE



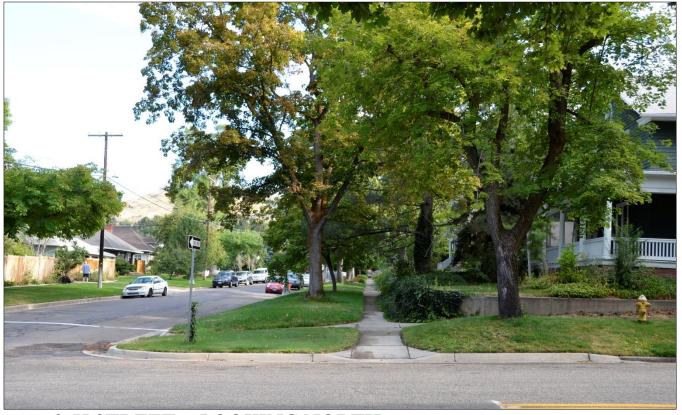


U STREET – POSITION OF PROPOSED DRIVE





U STREET – POSITION OF DRIVE & GARAGE



1205 & U STREET – LOOKING NORTH



1205 & SECOND AVENUE



1205 SECOND AVENUE & REAR ALLEY

## **ATTACHMENT C:** APPLICATION MATERIALS

Meeting Date: September 7, 2017



5 E. Third Avenue

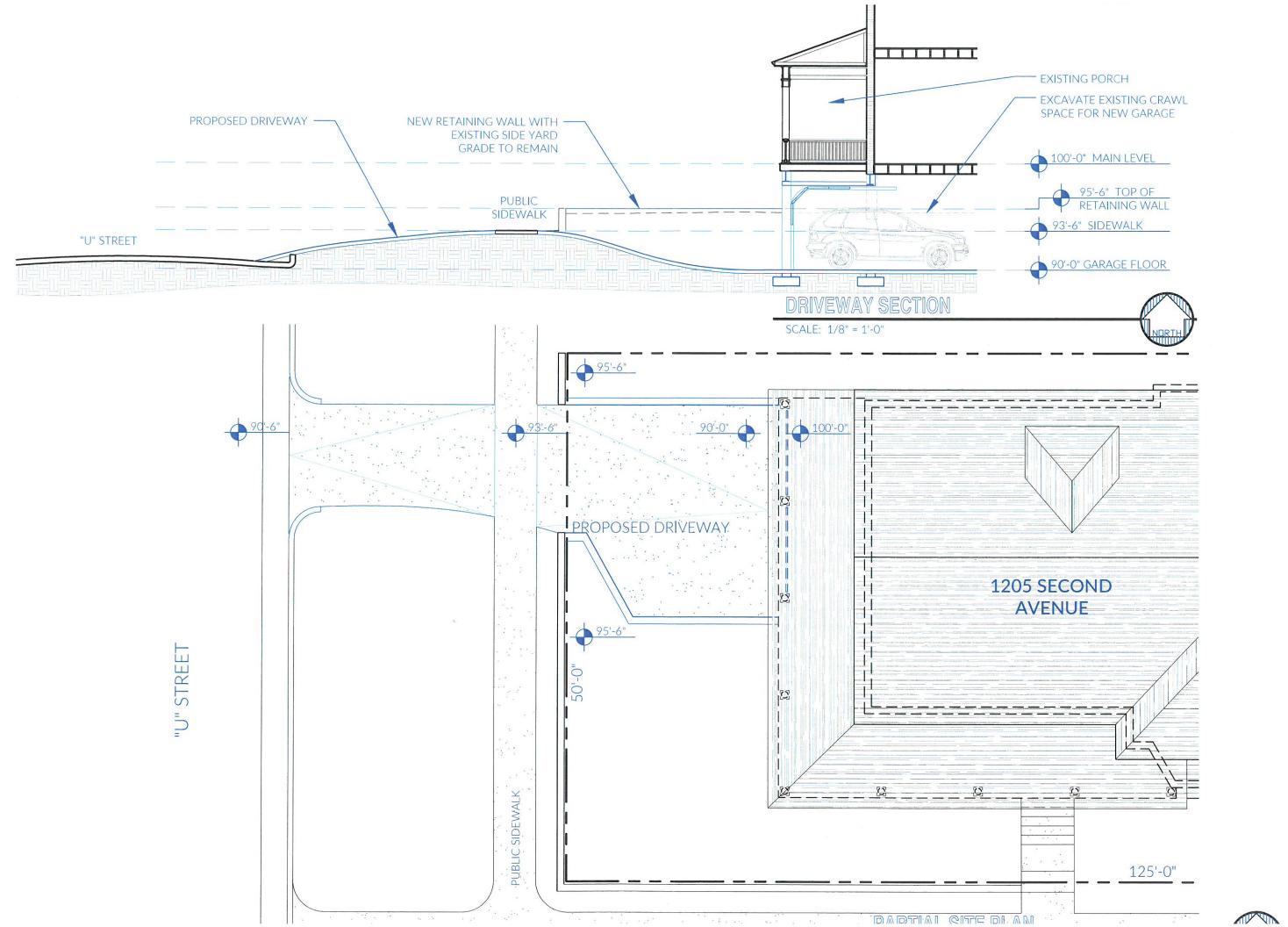












David S. Richardson, AlA, PE architect, engineer, planner, builder 814 East 100 South, Salt Lake City, Utah 84102 Telephone: 801-533-0204

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

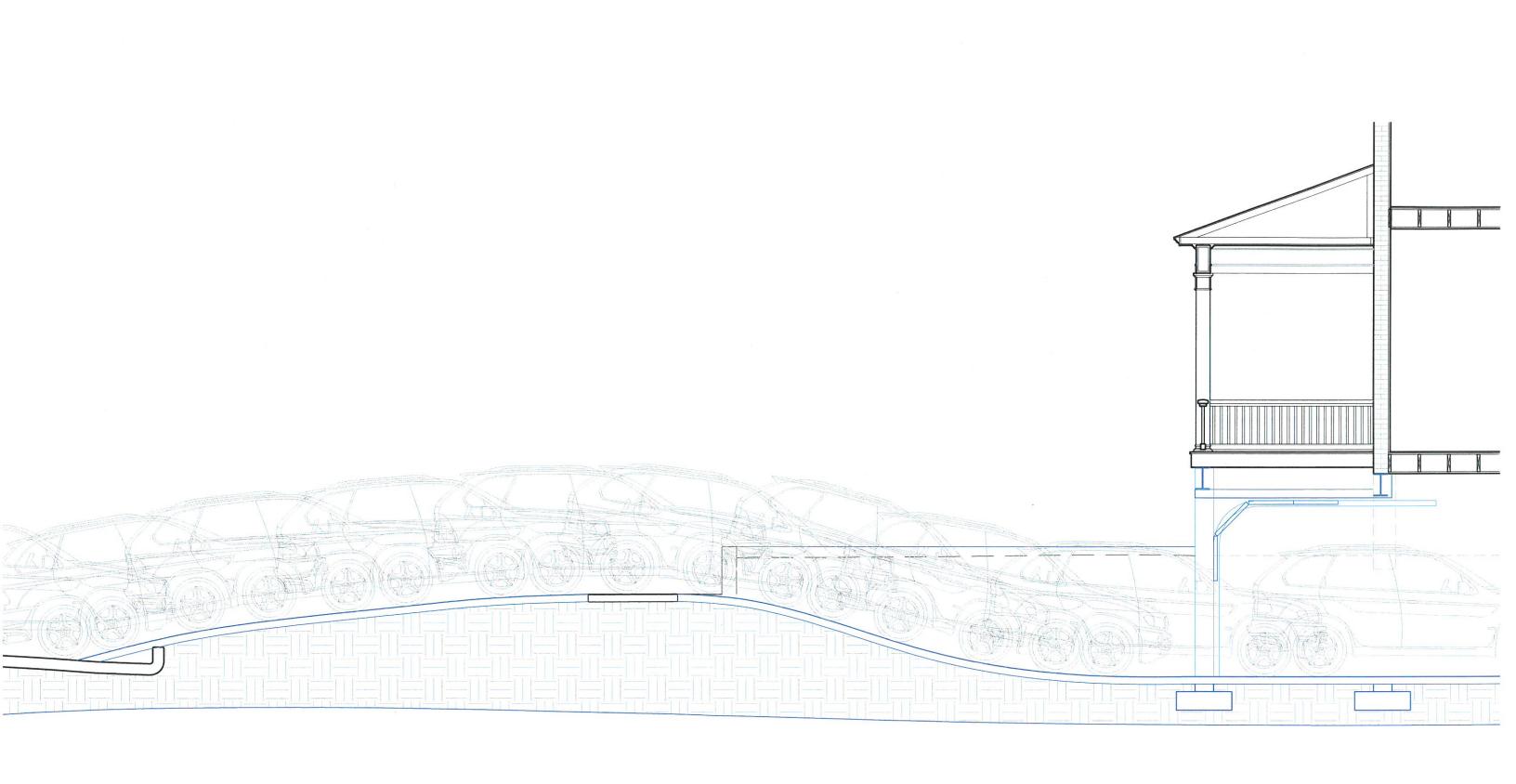
REVISIONS

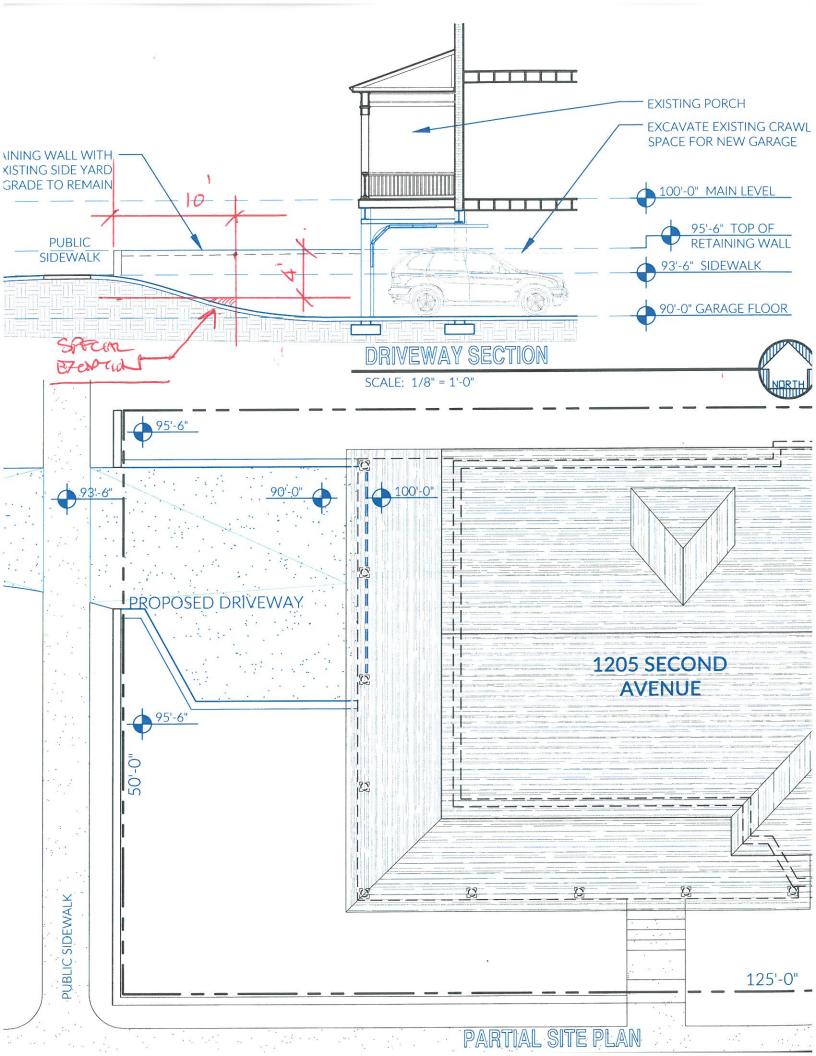
SITE PLAN

SCALE: NOTED

DRAWN: ZPT
CHECKED:

03 AUGUST 2017







Garage Addition Proposal 1205 East 2nd Avenue

П				_
	DATE			
	ВУ			
	NO. DESCRIPTION			
	NO.			

SHEET TITLE:

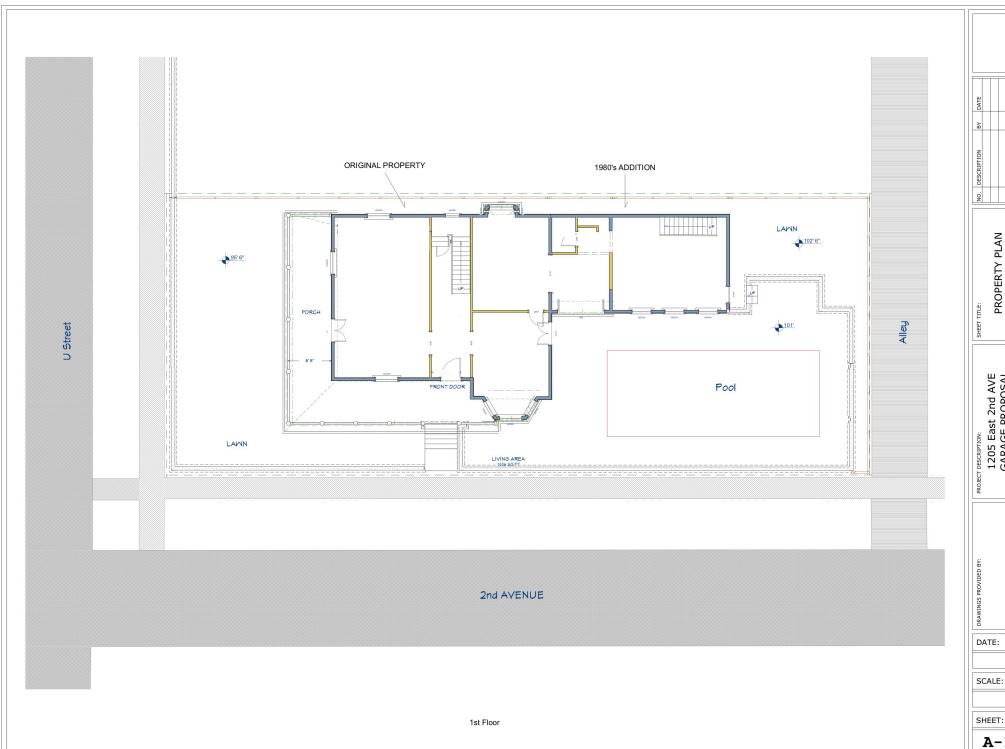
1205 East 2nd AVE GARAGE PROPOSA

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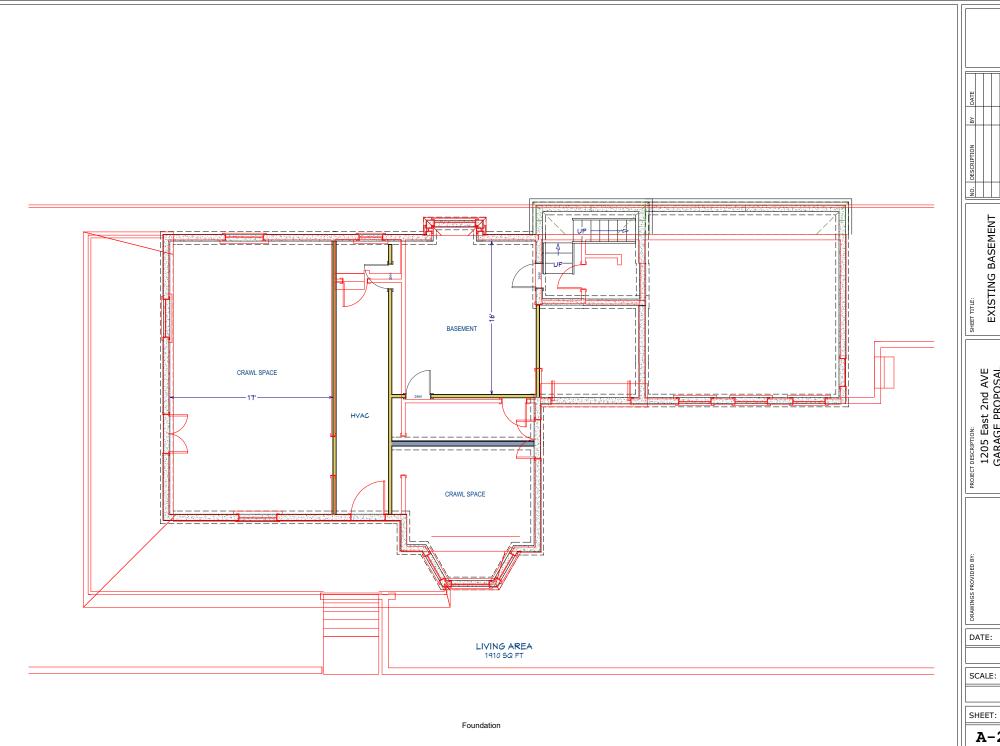


PROPERTY PLAN

or Description: 1205 East 2nd AVE GARAGE PROPOSAL

DATE:

SHEET:



EXISTING BASEMENT

OBECT DESCRIPTION:
1205 East 2nd AVE
GARAGE PROPOSAL

DATE:

SHEET:



Foundation

NO. DESCRIPTION BY DATE

BASEMENT WITH GARAGE PROPOSAL

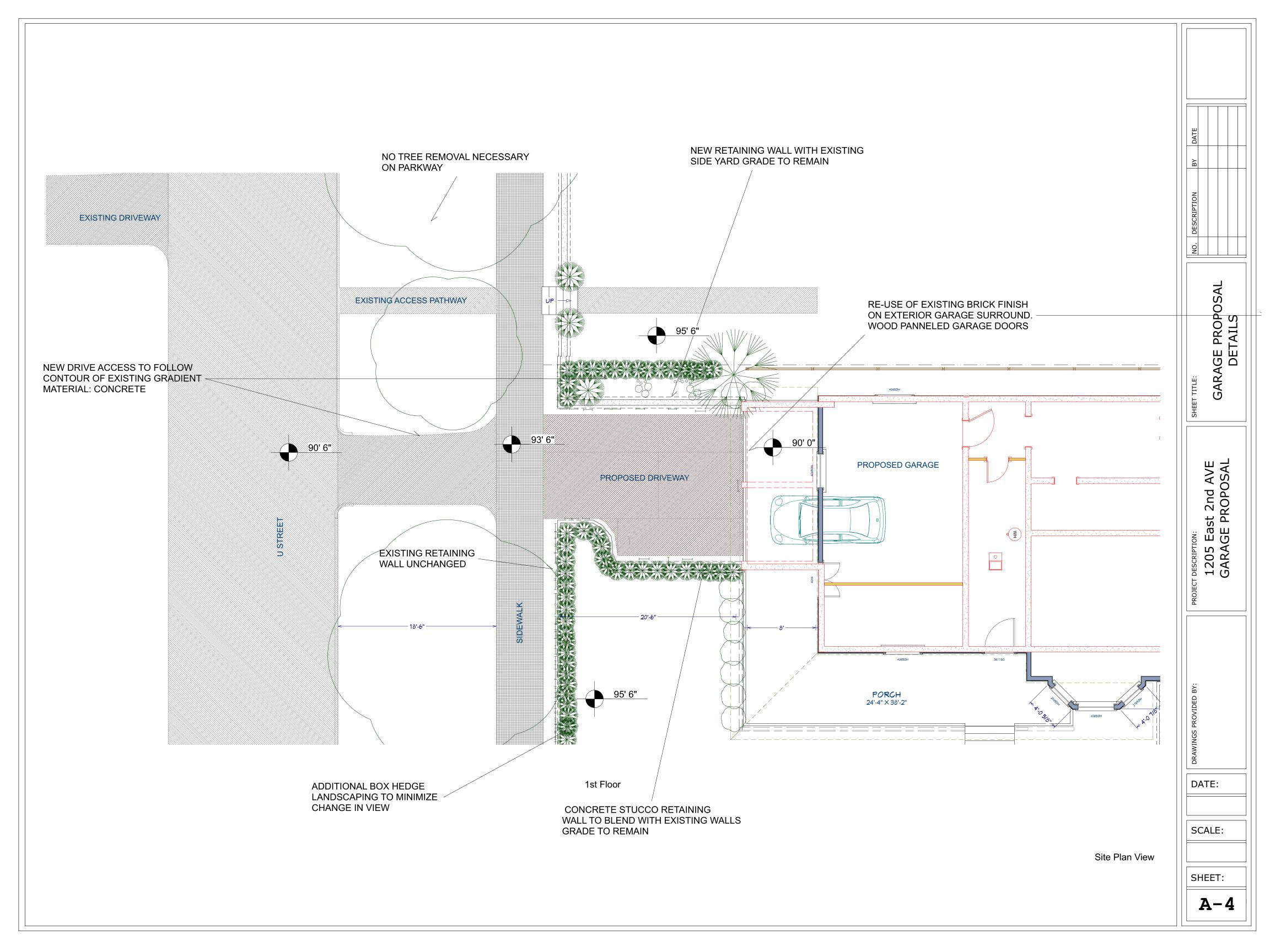
1205 East 2nd AVE GARAGE PROPOSAL

AWINGS PROVIDED BY:

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West Facade

View from corner of 2nd Avenue and U Street

3D RENDERINGS OF EXISTING PROPERTY

PROJECT DESCRIPTION:
1205 East 2nd AVE
GARAGE PROPOSAL

DATE:

SCALE:

SHEET:





Detail of proposed garage structure and driveway

View of proposed West Elevation with landscaping

### PROPOSED WEST FACADE CHANGE

The proposal for a garage structure to be added beneath the West facing porch line was considered due to the limited space availability on the rest of the property. Locating the garage beneath the porch avoids changing the footprint of the existing property and only alters the West facade below ground level. Careful and tasteful landscaping and reduction of the driveway aperture to 14 feet minimizes the impact to the surrounding neighborhood so that the structure is practically indiscernible from 2nd Avenue and is limited to face on views from U Street.

## Camera 1 GARAGE STRUCTURE

Where garages exist in The Avenues they are typically located as separate structures from the main house but there are cases where below ground parking has been constructed beneath the property. Examples of this within 1 block of 1205 East include 1185 3rd Avenue, 87 and U Street (opposite) and 73N Virginia Street and slightly further afield on 943 E South Temple. The use of wood doors, reuse of existing brick for the surround, concrete stucco for the new retaining walls to blend with the existing walls, green strips and plantings will be used in an effort to complement the character and architecture of the overall property.

## **STREETSCAPING**

New curb cuts are not encouraged but a new one will be required on U Street. Curb cuts exist for pathways on neighboring houses to the North and for driveways opposite and immediate blocks to the North and South of the property. An out of use cut exists for the property on 2nd Avenue. Access will be restricted to 14 feet wide and follow the contour of the park strip to minimize impact.



View with proposed addition from corner of 2nd Avenue and U Street

Camera 2

	DATE				
		ВУ			
		DESCRIPTION			
		0.			

3D RENDERINGS OF PROPOSED GARAGE

1205 East 2nd AVE GARAGE PROPOSAL

WINGS PROVIDED BY:

DATE:

SCALE:

SHEET:

## ATTACHMENT D: DETAILED NOTES & MINUTES

## SALT LAKE CITY HISTORIC LANDMARK COMMISSION Meeting Minutes

## 451 South State Street, Room 326 September 7, 2017

A roll is kept of all who attended the Historic Landmark Commission Meeting. The meeting was called to order at <u>5:34:44 PM</u>. Audio recordings of the Historic Landmark Commission meetings are retained in the Planning Office for an indefinite period of time.

Present for the Historic Landmark Commission meeting were: Chairperson Charles Shepherd; Commissioners Stanley Adams, Thomas Brennan, Rachel Quist, David Richardson, Esther Stowell and Paul Svendsen. Vice Chairperson Kenton Peters and Commissioner Sheleigh Harding and Robert Hyde were excused.

Planning Staff members present at the meeting were: Joel Paterson, Zoning Administrator; Wayne Mills, Planning Manager; Carl Leith, Senior Planner; Michael Maloy, Senior Planner; Anthony Riederer, Principal Planner; Amy Thompson, Principal Planner; Deborah Severson, Administrative Secretary and Paul Nielson, Senior City Attorney.

## **FIELD TRIP NOTES:**

A field trip was held prior to the meeting. Historic Landmark Commissioners present were Rachel Quist, David Richardson and Charles Shepherd. Staff members in attendance were Joel Paterson, Wayne Mills, Carl Leith, Michael Maloy, Anthony Riederer and Amy Thompson.

The following sites were visited:

- 134 G Street Staff gave an overview of the proposal.
- 134 N C Street Staff gave an overview of the proposal.
- 1205 Second Avenue Staff gave an overview of the proposal.
- 1117 E South Temple Staff gave an overview of the proposal.

## APPROVAL OF THE AUGUST 3, 2017, MINUTES. <u>5:35:29 PM</u>

**MOTION** 5:35:32 PM

Commissioner Richardson moved to approve the minutes from the August 3, 2017, meeting. Commissioner Adams seconded the motion. Commissioners Adams, Richardson and Stowell voted "aye". Commissioners Brennan, Quist and Svendsen abstained from voting as they were not present at the subject meeting. The motion passed unanimously.

## REPORT OF THE CHAIR OR VICE CHAIR 5:37:03 PM

Chairperson Shepherd stated he had nothing to report.

## **DIRECTOR'S REPORT 5:37:13 PM**

Mr. Joel Paterson, Zoning Administrator, stated that the appeal for the Bishop Place

structure, petition PLNHLC2017-00458, to allow for revisions to the height that achieve an new accessory structure more appropriate to the scale and character of the site and surrounding development, to provide further study regarding the impacts to the structure to the east. Commissioner Quist seconded the motion. Commissioners Brennan, Quist, Richardson and Stowell voted "aye". Commissioner Adams and Svendsen voted "nay". The motion passed 4-2.

## 6:57:21 PM

Commissioner Richardson stated he was the applicant for the next item and therefore needed to recuse himself from the meeting.

## Work Session 6:57:35 PM

New Garage under West Porch at approximately 1205 Second Avenue –David Richardson, Capitol Hill Construction, is requesting a work session to get preliminary review of a request to construct a garage under the west porch and section of the house, with a new driveway off U Street. This will be a work session review, no formal public hearing will be held and a decision will not be made at this meeting. The subject property lies within The Avenues Historic District (H Historic Preservation Overlay), is zoned SR-1A (Special Development Pattern Residential District) within Council District 3, represented by Stan Penfold. (Staff contact: Carl Leith, (801)535-7758 or carl.leith@slcgov.com) Case number: PLNHLC2017-00682

Mr. Carl Leith, Senior Planner, gave an overview of the proposal as outlined in the Staff Report (located in the case file). He stated Staff was requesting input from the Historic Landmark Commission regarding the petition.

The Commission and Staff discussed the following:

- The nature of the structures surrounding the site.
- The way the driveway interacted with the street gutter and if it was allowed under new construction
- If the applicant had considered a garage loaded off the driveway.

Mr. Damian Dingley reviewed the history of the property, the proposal, the, how it met the standards and improved the area.

The Commission, Applicant and Staff discussed the following:

- It was hard to have a home this grand and not have a place to park but then again the home was one of the best in the lower avenues, completely intact and to impact it was not the right thing to do.
- The proposal was probably the best way to add the desired parking to the site.
- Preserving the street tree was critical.
- The existing vegetation would shield the garage.

- If digging from the back of the home was an option.
- A full site plan would help the Commission evaluate the proposal.
- Consider removing the pool and put the driveway back in its original place.
- The proposal was not detracting from the home and improving historic homes was a good thing.
- Consider the character of the neighborhood regarding the impact of the driveway.
- Using similar materials as the home to help integrate the garage.
- Would like a more neighborhood context in the proposal.
- The oval window at the top of the garage made it feel out of balance.
- The lack of driveways on the street scape is a character-defining feature.

## 7:37:08 PM

The Commission took a short break.

## 7:43:44 PM

The Commission reconvened.

Commissioner Richardson returned to the meeting.

The Commissioners reviewed their interaction with the applicants and stated they did not have a financial benefit from the proposal.

New Construction Briefing at approximately 1117 E South Temple - Tariq Mughal is requesting a work session to get preliminary review of a request to develop a 12 unit apartment building with 12 parking spaces at the above listed address. This will be a work session review, no formal public hearing will be held and a decision will not be made at this meeting. This type of project must be reviewed as new construction in a local historic district. The subject property lies within the South Temple Historic District (H Historic Preservation Overlay), is zoned RMU-35 (Moderate Density Residential District) within Council District 3, represented by (801)535-7118 Penfold. contact: Michael Stan (Staff Maloy at or michael.maloy@slcgov.com.) Case number: PLNHLC2017-00560

Mr. Michael Maloy, Senior Planner, gave an overview of the proposal as outlined in the Staff Report (located in the case file). He stated Staff was requesting input from the Historic Landmark Commission regarding the petition.

Mr. Brian McCarthy, Mr. Luke Mughal and Mr. David Arnett reviewed the proposal, the design, and the history of the property.

The Commission, Applicants, and Staff discussed the following:

• The Special Exceptions required for the proposal.

Charles S: A good challenging one here. What to study? What are the Commission's issues?

Paul S: Find myself completely conflicted here. One the one hand there is the real problem for a house this grand to have no place to park while, on the other hand, this is one of the best houses in the lower Avenues, totally intact, and the porch is the single most character defining feature .... the whole thing .... & to impact it at all ..... I am interested in others views. The proposal is nicely designed – as good as it could get from that point of view.

Tom B: I fully agree. This is a very prominent building with challenging grades. Grades are both a challenge and can also help, with retaining walls and vegetation helping to conceal it. Positioning it to preserve the one street tree is critical and is to be commended. The biggest challenge is this is a prominent and very contemporary, modern, alteration to a primary face of a very significant building. Still trying to come to terms with it myself.

Paul S: I can only imagine the investment it would take to do this. If you are going to dig, can you not dig from the back? Is the impact upon the remaining space the driving issue here?

DD & ZT: One of the reasons, yes. Not the only option but the favored one in terms of retaining green space & the pool. With only 20 ft from the alley the turning radius might mean that an alley proposal is a less feasible option.

Charles S: A full site plan would help with the evaluation. Is the pool a keeper? Can we send it away and put the driveway back where it was?

DD: We do really enjoy the pool so would want to keep it.

Stanley A: I am an old Avenues guy and I really like it. Not one of these that think change is bad. We should take old things and make them better. This done very tastefully and I don't think it's detracting from that great home. Nice job in thinking it through. The 21<sup>st</sup> century is one of, not single garages as in The Avenues, but triple and quadruple garages. A tasteful way to tuck two cars underneath that home. In relation to this proposal as it stands my temperature is very favorable.

Charles S: Further study needed to evaluate the gutter and drive slopes to ensure that more than high rise vehicles can access this. This is the only driveway on the east side of U Street in this block. We can't ignore the impact of the driveway on this block — this needs to be studied. This is not an insignificant thing in this neighborhood. The landscaped parking strips are a pretty important character-defining feature of this area. Don't know how many curb cuts there are. It is something to evaluate in this context. I have a struggle with that idea.

ZT: Our preference is eliminate the bridge and make it as visually unobtrusive as possible. Drive strips may be worth considering, combined with a landscaping strategy to make it less obtrusive.

Tom B: May be a concern there (drive strips?) on durability. Observations on blending in the proposal would focus on retaining walls and landscaping. This is a prominent park strip, raising the question of whether it is respected and whether it is interrupted in a way that enhances compatibility. The brick foundation to the porch deck is such a wonderful part of the architecture. Not saying what is right and what is wrong here. Whether the garage is framed out in brickwork or shingles? Not saying whether I like or dislike it.

ZT: Further thinking since these drawings have focused on framing garage frontage out in brickwork, with the thought that shingles may not be the best treatment. Needs to read as a contemporary

'addition'. Existing retaining wall has much mature ivy suggesting perhaps ways of concealing the driveway between higher retaining walls.

DD: Discussion regarding re-using the existing foundation brick.

Charles S: It will read as a two-car garage, so no need to be concerned that it be more obviously contemporary. Struggling with thoughts on how to minimize the proposal – this just as primary as the south elevation – very prominent. I agree with the 'conflicted' statements we have had – the need yet the technical challenges – this is really really tough – even the surveys call this a significant A-rated building – and with a 100% visible elevation it is a major challenge.

Paul S: Have been modifying my thinking through this discussion – good retaining walls and attention to detailing may help – I would have a hard time opposing it.

Charles S: It will be important to give us (while I appreciate the sketch) a really good representation of this house & adjacent house to the north – a little more continuity within this side of the block – a street elevation would be really important.

Rachel Q: More neighborhood context is needed. On my quick site visit I did not see any driveways on U Street. Difficult to justify bringing in a brand new element in relation to the standards. More regional context may help. In terms of mitigation & minimizing impact I liked the single drive which then expands into your double – definitely keep that. Agree on points regarding retaining walls and vegetation, and also I like the way it aligns with the porch columns, but even with that it still seems a little off-balance because of the oval window on top.

Paul S: There are no driveways on the east side of that block on U Street. I know there are driveways further south on U Street.

ZT: There is one drive on the west side.

CL: Towards South Temple and close to South Temple driveways become more common.

Charles S: Do we lose some of the elevation between street and house levels moving south? Generally yes.

Tom B: Only other suggestion I would have, going back to neighborhood context - we have some great views along the park strip & it will be valuable to get others taken more at an angle from farther across on U Street to record more of the street scene context relative to this elevation. Detailing and integration of this for me is what is critical.

Charles S: Think broadly. There are not a lot of options, obviously. Nuke this pool? See if you could turn off the alley and nuke the landscape back there? We need to balance those losses against the historic neighborhood impact. There will be impact. That will be the challenge we will have to look at as you develop ideas.

## **ATTACHMENT E:** 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 and raised no issues relating to the proposal.

## COMMENTS FROM JASON DRAPER - SALT LAKE CITY PUBLIC UTILITIES DEPT. 11/7/17

## RE: 1205 2nd Avenue - Proposed Drive Access to New Garage under West End of Existing House PLNHLC2017-00682

Carl,

There are no utility services to the property along U Street. There is a water main that is in the park strip that would need to be located and protected in place. If the excavation is only on the property side of the sidewalk, this shouldn't be a problem.

Drainage at the bottom of the driveway cannot be directed to the sanitary sewer but rather directed to the street drainage.

This should not negatively impact the groundwater recharge protection.

**Thanks** 

Jason

## COMMENTS FROM SCOTT WEILER - SALT LAKE CITY ENGINEERING DIVISION 8/22/17

## RE: 1205 2nd Avenue - Proposed Drive Access to New Garage under West End of Existing House PLNHLC2017-00682

Carl.

This looks doable. If possible, it would be best to not adjust the existing sidewalk elevations.

SCOTT WEILER, P.E.

Development Engineer

**ENGINEERING DIVISION** 

COMMUNITY and ECONOMIC DEVELOPMENT

SALT LAKE CITY CORPORATION

TEL 801-535-6159

CELL 801-381-4654

WWW.SLCGOV.COM

## COMMENTS FROM MICHAEL BARRY - SALT LAKE CITY TRANSPORTATION DIVISION 8/21/17

## RE: 1205 2nd Avenue - Proposed Drive Access to New Garage under West End of Existing House PLNHLC2017-00682

Carl,

I don't' see any major problems. I'd go along with this.

MICHAEL BARRY, P.E.
Transportation Engineer
TRANSPORTATION DIVISION
COMMUNITY and NEIGHBORHOOD DEVELOPMENT
SALT LAKE CITY CORPORATION

TEL 801-535-7147 www.SLCGOV.com www.SLCTRANS.com

## **ATTACHMENT F**: 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 &amp; Change</u>	<u>Use &amp; Change</u>
Change		
A property shall be used for its	No change in the use of the property is proposed.	This design standard
historic purpose or be used for		does not relate to the
a purpose that requires		current proposals.
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.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 & Character</u>

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

# 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.

#### Retain Historic Character

The proposal would alter three character defining features of the building, the site and this Avenues 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 building setbacks, help to establish a coherent streetscape context for the variety in building design and architectural forms. Driveways are a less common characteristic of The Avenues, a point called out by the specific design guidelines for The Avenues Historic District. In this street block, this side of U Street has no curb cuts or driveways, while the other side of the street has one. Aside from alley access, this particular street block has three curb cuts for private driveways. Two of these lots do not have the option of rear parking access off an alley. The Avenues design guidelines (13.3) 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 that the number of curb cuts should be minimized. The proposal would alter, and in Staff's evaluation would adversely affect, the features and spaces which characterize this building and its immediate setting. They would consequently conflict with the objectives of Design Standard 2.

### 2. Secondary Structures

A further consideration is the form and location of the proposed garage. The design guidelines identify detached garages as being characteristic of the historic district. They are usually accessed from the rear, and attached garages tend to be uncharacteristic. This garage proposal would not read as a separate building. 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 vehicle, initially a carriage. The proposal for a 'secondary structure' would not be located, nor would it be designed, in a manner similar to those seen historically in the district (13.6). The proposal would remove historic materials and alter features and spaces that characterize the property and its immediate setting.

### 3. Alteration of Porch and West Façade

This is an architecturally significant building in this part of the Avenues Historic District, with the west façade remaining largely unaltered in terms of its historic integrity. Buildings in The Avenues identified as architecturally significant comprise a relatively small proportion (7% 2008 Survey) of the buildings in the district. The proposal would alter the porch through removal of the existing brick foundation, and following excavation beneath the porch and house, the addition of a new double garage to this street frontage which would be directly visible from U Street. In visual terms this would add an extra story to the U Street façade, and in doing so would draw attention away from the unifying character of the historic porch. The proposal would therefore alter this feature of the west façade, one that historically and currently characterizes this building and this setting.

### Historic Character

The proposal would not accord with the objectives of this design standard as informed by the guidelines on three counts:

- Streetscape character
- Secondary structures, &
- Building alterations.

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 conflict with the objectives of these design standards is identified.
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  This design standard does not relate to the current proposals.

### 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.

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.

### 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. The evaluation and impact is examined in greater detail under Design 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 evaluation and impact is examined in greater detail under Standard 2 above.

## <u>Preserve Historic</u> <u>Features</u>

The proposals would not accord with the objectives of this design standard as informed by the design guidelines.

Design Std 6:	Deteriorated architectural features	Deteriorated
Deteriorated architectural	<u> </u>	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.	This design standard does not relate to the current proposals.
Design Std 7: Treatments	<u>Treatments</u>	<u>Treatments</u>
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.	This design standard does not relate to the current proposals.
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 largely unimpaired. It would be unlikely that new construction work however would be imperceptible.  The proposed work would be differentiated from the existing in several obvious ways.  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 vehicular driveway as proposed narrows as it approaches U Street and widens to provide vehicular access to the garage doors. This would help to reduce the visual impact and the perceived degree of incompatibility with the historic architectural features and apparent integrity of the building and its setting.  The integrity and appearance of the west façade of the house, and similarly its immediate relationship with the shared continuity of	Reversibility. Differentiation & Compatibility  To the extent that this design standard is pertinent the design of the proposal would accord with some of the objectives of this standard, while failing to accord with objectives relating to reversibility and compatibility.
	the streetscape, would however be altered and adversely affected by this proposal.	

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  This design standard does not relate to the current proposals.
Design Std 11: Signs 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.	Signs Signs do not form part of this proposal.	Signs  This design standard does not relate to the current proposals.