



PLANNING DIVISION

- To: Salt Lake City Historic Landmark Commission
- From: Mayara Lima, Planning Manager-Zoning Administrator, mayara.lima@slcgov.com, 801-535-6141
- **Date:** October 5, 2023
- **Re:** PLNHLC2023-00439 Porch and Walkway at 1345 E Normandie Circle

# **Minor Alteration**

# PROPERTY ADDRESS: 1345 E Normandie Circle

### PARCEL ID: 16-09-306-001-0000

### GENERAL PLAN: East Bench

**ZONING DISTRICT:** R-1/5000 (Single-Family Residential District) & H Historic Preservation Overlay District (Yalecrest-Normandie Circle)

#### **REQUEST:**

Michael Young, property owner, is requesting approval of a Certificate of Appropriateness to replace the steps of the front porch and walkway at the above-listed address. The property is contributing to the character and integrity of the Yalecrest-Normandie Circle Local Historic District. The proposed work has already been completed without approval and is being referred to the Historic Landmark Commission for a decision because Staff finds that it does not comply with standards of review.

#### **RECOMMENDATION:**

Based on the information and findings listed in the staff report, it is the Planning Staff's opinion that the request does not meet the applicable standards of approval and therefore recommends the Historic Landmark Commission deny the request.

## **ATTACHMENTS:**

- A. <u>ATTACHMENT A:</u> <u>Vicinity Map</u>
- B. <u>ATTACHMENT B:</u> <u>Site and Building Photos</u>
- C. <u>ATTACHMENT C:</u> <u>Historic Survey Information</u>
- D. ATTACHMENT D: Historic Preservation Overlay Standards
- E. ATTACHMENT E: Applicable Design Guidelines
- F. ATTACHMENT F: Public Process & Comments

## BACKGROUND

This property is currently in noncompliance with Salt Lake City regulations because the proposed work has already been carried out without the required Certificate of Appropriateness (COA) approval. Salt Lake City Civil Enforcement sent a notice of violation to the property owner in May 2023 for work without a building permit and COA. The owner was then informed that exterior alterations within a Historic Preservation Overlay District must obtain COA approval.

The property owner submitted a Minor Alteration application in July and has been since working with the Planning Division to resolve the issue. After reviewing the proposal, staff indicated to the applicant that the new porch steps and walkway did not meet standards. Staff recommended that the proposal be modified to reconstruct the porch steps and to create a new concrete walkway that maintained the prior curved path in the front yard. Despite the recommendation, the applicant has decided to move forward with the design as proposed. Because staff cannot deny an application, the item is being referred to the Historic Landmark Commission for a decision.

# **PROJECT DESCRIPTION**

This proposal is a request to maintain the work already performed on the property located at approximately 1345 E Normandie Circle. For this petition, the scope of work includes the replacement of the front porch steps and the replacement of the walkway in the front yard. Other work that can be approved administratively will be reviewed in a separate petition, including the new patio and pavers in the front yard, and new grading with retaining wall and patio on the eastern side yard.

The building on the property is an English Tudor (Period Revival) house with a small porch and ample front yard area. The porch originally featured two brick steps that were rounded in shape. While the two steps remain, the material and form of the steps have been modified. The new steps are now made of concrete with a rectangular shape that extends outwards and beyond the original footprint. The walkway leading from the sidewalk to the front porch has also been modified in material and form. The walkway prior to alterations was curved to create a winding path and made of concrete pavers. The new walkway is made of poured concrete and starts at a different point on the sidewalk to create a straight path to the front porch of the house.



Figure 1 – Google street view of the property prior to alterations being made.

#### Quick Facts

Historic District: Yalecrest-Normandie Circle

Architectural style: English Tudor (Period Revival)

Year Built: 1926

- Scope of work: a. Walkwav:
  - *Existing:* Winding concrete pavers *Proposed:* Straight concrete path
  - **b. Steps of front porch:** *Existing:* Brick and round *Proposed:* Concrete and rectangular



*Figure 2 – Front of the house after changes were made.* 

## SITE CONDITIONS & CONTEXT

The subject property contains one historically contributing building. The Reconnaissance Level Survey (RLS) for the district indicates that the building was constructed in 1926 and is an example of English Tudor (Period Revival) architectural style. The Yalecrest-Normandie Circle Local Historic District is small, comprising only ten properties: eight homes on Normandie Circle (six around the cul-de-sac) plus two homes on Harvard Avenue. The district was adopted in 2015, which recognized the distinctive characteristics of the area for "its extremely high concentration of Period *Revival style homes, making it remarkably* visually cohesive" (PLNHLC2014-00247 Staff Report).



Figure 3 – Map of the Yalecrest-Normandie Circle Local Historic District with contributing structures highlighted.

Normandie Circle is an architecturally unique area of the city that still retains its physical integrity in terms of location, design, setting, materials, workmanship and overall neighborhood character. The district has an extremely high percentage of contributing structures (nine out of ten), with one deemed noncontributing due to alterations. All homes feature similar setbacks, treatment of exterior facades and site feature patterns. The use of decorative brick and cohesive landscape design are specifically mentioned as important elements in the Yalecrest National Register of Historic Places Nomination and documents supporting the adoption of the local district.

Like the neighboring properties, the front yard of 1345 E Normandie has been historically maintained with turf, bushes, and trees. Some landscaping changes have been made over time, but the overall character has remained. The homes located on the cul-de-sac feature small porches and concrete walkways. Before changes were made, four properties showed similar winding/curved walkways in the front yard, while two (including the district's noncontributing building) had straight paths. The subject property appears to be the only example of round porch steps in the district, although the neighboring noncontributing building may have had similar steps originally.



Figure 4 – Aerial photographs from 2012 (left) and 1964 (right) show winding/curved walkway pattern in the Normandie Circle cul-de-sac.

# **KEY CONSIDERATIONS**

The key considerations listed below were identified through the analysis of the project:

- 1. Alterations to porch steps and compatibility with the character of the building
- 2. Changes to walkway and its impact on the coherence of the district

# Consideration 1: Alterations to porch steps and compatibility with the character of the building

Porches are typically considered character-defining features in historic buildings due to their functional importance and architectural prominence. Even small porches, like the one on the

subject property, are primary features of the front façade and emphasize the design expressions of the house. A porch has many components and often includes steps. As a porch component, the steps correspond to the architectural style of the historic house and speak to the design character of the building.

The City's adopted historic design guidelines encourage repair rather than replacement when it comes to historic buildings. This approach is preferred because the original materials and craftsmanship of primary features contribute to the historic character of the building. <u>Chapter 5.</u> <u>Porches</u> sets forth relevant guidelines, including:

- 5.1 Preserve an original porch whenever feasible.
- 5.2 The historic materials and the details of a porch should not be removed or covered.

Similarly, <u>Chapter 2. Building Materials & Finishes</u> indicates that primary historic building materials should be preserved in place whenever feasible (guideline 2.1). Distinct characteristics of the materials, such as the scale of the unit, its texture and finish, contribute to the historic character of a building. The original materials also contribute to the authenticity and integrity of the property as a historic resource.

As indicated in the image below, the original porch steps of the house were made of brick, which created a cohesive look with the front façade, maintained a uniform but unique color pattern, and included detailing consistent with the character of the building. The alterations to the original porch steps did not follow these guidelines, resulting in an irreversible loss of original material.



Figure 5 – Front of the house and close up of the porch prior to changes. The original steps were a distinctive feature and corresponded to the style of the historic house.

The historic design guidelines state that in cases where replacement is necessary, "*a new* (replacement) porch should be in character with the historic building, in terms of scale, materials and detailing". The replacement should match the original in form and detail (guideline 5.3). Masonry is the primary material of the house and as an important character-defining feature, masonry decorative elements and details should be retained. When dealing with replacement of masonry, the guidelines indicate:

2.3 The traditional scale and character of masonry surfaces and architectural features should be retained.

2.4 Match the size, proportions, finish, and color of the original masonry unit, if replacement is necessary.

The proposed replacement does not comply with these guidelines as it disregards the original scale, material and detailing of the original porch steps. The original brick steps were round, contained within the width of the porch and had enough detailing to be considered a feature of the building. The new steps are larger than the original, rectangular in shape and made of concrete. These changes are not appropriate because they create an imbalance in the design and are incompatible with the character of the building.



Figure 6 – Front façade of the house before (left) and after (right). The new steps does not respect the design of the house and is incompatible with the character of the building.

## Consideration 2: Changes to walkway and its impact on the coherence of the district

While the walkway path individually does not diminish to the contributory status of the house, it has an overall impact on the historic district. Historic districts have a landscape component that is integral to their historic significance. It contributes to the understanding of the historic context and provides an insight into the physical interaction humans had with their environment. Historic districts usually feature patterns that create a rhythm. In residential landscapes, fences, walkways, and steps help to unify varied building scales and styles to create visual coherence.

<u>Chapter 1. Site Features</u> of the historic design guidelines indicates that "*New site work that alters the historic pattern of the block can negatively affect its visual continuity and coherence*". The below guidelines must be followed to preserve the historic character and the relationship between a historic building, its neighbors and its context:

1.1 Historically significant site features should be preserved.

1.11 Respect a common historic walkway pattern in form, design and materials wherever possible.

The material proposed for the new walkway is similar and consistent with the previous walkway. However, as discussed in the Site Conditions & Context section above, a historic pattern is clearly established by the winding/curved walkways in the Yalecrest-Normandie Circle historic district and especially so amongst the properties located around the cul-de-sac. This site feature reflects the picturesque nature of the district and contributes to its visual cohesiveness. The straight path of the proposed walkway is most similar to the adjacent property to the east (1347 E Normandie), which is noncontributing and reviewed under different standards.

Given the established historic pattern of the district, the straight walkway is not found to be compatible with the historic context and the character of the neighborhood. The proposed form of the walkway interrupts the existing rhythm and diminishes the visual cohesiveness that is noteworthy in the district.

### **STAFF RECOMMENDATION**



Figure 7 – Map highlighting the pre-existing winding/curved pattern of the front yard walkways in the Normandie Circle culde-sac. The proposed walkway is straight and most similar to the property to the east, which is noncontributing and reviewed under different standards.

As discussed in the Key Considerations above and the analysis in <u>Attachment D</u>, the proposed work for the replacement of front porch steps and walkways does not comply with the standards of review. The proposed steps are a result of unauthorized removal of historic material that is detrimental to the building. The new steps are incompatible with the design of the building and depart from the building's historic character. Likewise, the proposed walkway is inconsistent with the established pattern site features in the neighborhood and negatively affects the cohesiveness of the district. Therefore, staff recommends that the request be denied.

## NEXT STEPS

#### **Denial of the Request**

If the Commission denies the request, 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 submit a new Minor Alteration application and propose a design that complies with the standards of review.

## **Approval of the Request**

If the Commission disagrees with Staff's recommendation and the project is approved, the applicant will receive a COA to proceed with the project as represented in this Staff Report.

# **ATTACHMENT A: Vicinity Map**



# **ATTACHMENT B: Site and Building Photos**



Figure 8 - Historic photo of the property provided by Salt Lake County Archive.



Figure 9 – Reconnaissance Level Survey photo taken in 2005.



Figure 10 – Property before changes were made. Source: Zillow



*Figure 11 – Google street view of the cul-de-sac prior to changes being made to 1345 E Normandie.* 



Figure 12 – Photo record of the enforcement case.



Figure 13 – Property at its present condition.





*Figure 14 – Current state of the properties located around the cul-de-sac.* 

# ATTACHMENT C: Historic Survey Information

(printout date: 5/20/2005)

# Architectural Survey Data for SALT LAKE CITY

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#### Utah State Historic Preservation Office

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
1345 E NORMANDIE	A		1926	STRIATED BRICK HALF-TIMBERING	ENGLISH TUDOR	PERIOD COTTAGE	05	BOWERS INV. CO.; BALCONET
KIRKHAM, OSCAR & IDA 1347 E NORMANDIE	С	1.5 0/1	c. 1926	STRIATED BRICK STONE VENEER	PERIOD REVIVAL: OTHER	SINGLE DWELLING WWII-ERA COTTAGE	05	TRIPLE ANNUITY CO.
1349 E NORMANDIE	В	1 0/0	1926	STRIATED BRICK HALF-TIMBERING	ENGLISH TUDOR	SINGLE DWELLING PERIOD COTTAGE	05	A. BROWNING
BROWNING, ARCHIBALD 1351 E NORMANDIE	В	1.5 0/0	1929	STRIATED BRICK HALF-TIMBERING STONE VENEER	ENGLISH TUDOR	SINGLE DWELLING PERIOD COTTAGE	05	A.E. JORGENSEN, BLDR.
MILLER, J. MELROSE & MARIO 1355 E NORMANDIE MADDISON, DR. W.E.	N B	1.5 0/0	c. 1937	BRICK:OTHER/UNDEF.	COLONIAL REVIVAL	SINGLE DWELLING PERIOD COTTAGE SINGLE DWELLING	05	
1339 E NORMANDIE	В	0/0	1929	STRIATED BRICK HALF-TIMBERING	ENGLISH TUDOR	PERIOD COTTAGE	05	OLOF NILSON, BLDR.; BARTILE
JOHNSON, FRANK A. & EDNA 1339 E NORMANDIE	В	1.5 0/0	1929	STRIATED BRICK HALF-TIMBERING	ENGLISH TUDOR	SINGLE DWELLING PERIOD COTTAGE	05	BUILT BY OLOF NILSON; BARTILE
JOHNSON, FRANK A. & EDNA, 1341 E NORMANDIE		1.5 1/0	1928	STRIATED BRICK HALF-TIMBERING	ENGLISH TUDOR	SINGLE DWELLING PERIOD COTTAGE	85 05	
COTTAM, S. 1341 E NORMANDIE		1.5 1/0	1928	HALF-TIMBERING	JACOBETHAN REVIVAL	SINGLE DWELLING PERIOD COTTAGE		BUILT-BOWERS BLDG & INVESTMENT
COTTAM/HANSEN, G. AARON & 1343 E NORMANDIE		1.5 0/1	1939	STRIATED BRICK REGULAR BRICK	ENGLISH TUDOR NEOCLASSICAL	SINGLE DWELLING PERIOD COTTAGE	85 05	RELIANCE BLDG. CO.
1345 E NORMANDIE		1.5 0/1	1926	STRIATED BRICK HALF-TIMBERING	ENGLISH TUDOR	SINGLE DWELLING PERIOD COTTAGE	05	bowers inv. Co.
1345 E NORMANDIE	А	1.5 0/1	1926	STRIATED BRICK	ENGLISH TUDOR	SINGLE DWELLING PERIOD COTTAGE		BOWERS INV. CO., BLDR; BALCONET
KIRKHAM, OSCAR & IDA, HOUS		1.5 Codes:	A-aligibl	HALF-TIMBERING	B=eligible C=ineligible/altered	SINGLE DWELLING	85	

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

# YALECREST RECONNAISSANCE LEVEL SURVEY Salt Lake City, Salt Lake County, Utah — 2005



1339 E NORMANDIE B



1341 E NORMANDIE A



1343 E NORMANDIE A



1351 E NORMANDIE B



915 S PARK ROW A

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1355 E NORMANDIE B



917 S PARK ROW X



1347 E NORMANDIE C

PARK ROW



1349 E NORMANDIE

В

910 S PARK ROW A

# ATTACHMENT D: Historic Preservation Overlay Standards

# H Historic Preservation Overlay District – Standards for Certificate of Appropriateness for Alteration of a Contributing Structure (<u>21A.34.020.G</u>)

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
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;	The existing building on site was constructed in 1926 as a single-family dwelling. The applicant is proposing to continue using it as a single- family dwelling.	Complies
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;	The changes to the porch steps altered a distinctive feature of the building and removed historic material. Both porches and masonry are important character-defining features of a historic building. The brick colors and detailing are predominant elements of this building. By removing the brick and the detailing in the shape and form of the original steps, the historic character was compromised. The shape, material, and size of the new steps are incompatible with the character of the building and create an imbalance in the overall design of the front façade. The new walkway also changes the historic character of the property in the context of the district. The winding/curved path reflected the picturesque nature of the district and contributed to its visual cohesiveness. The alteration of such feature affects the rhythm established by the landscaping/site feature pattern in the area and negatively impact the visual continuity of the district.	Does not comply

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;	The new porch steps and new walkway are contemporary designs that reflect the styles and aesthetics of this period.	Complies
4. Alterations or additions that have acquired historic significance in their own right shall be retained and preserved;	The proposed work does not involve such alterations.	Complies
5. Distinctive features, finishes and construction techniques or examples of craftsmanship that characterize a historic property shall be preserved;	The original porch steps were made of the same brick as the house, giving the building a uniform look. The shape, color and detailing of the steps were one of the distinctive features of the building, demonstrated craftsmanship, and provided authenticity to the historic building. The work performed on the steps removed an important element that contributed to the character of the historic property. The winding walkway is a distinctive landscape feature of the district, which helped to characterize the property within its context. While replacement of this site feature is generally appropriate, the modification of its path form compromised the unified look of the area.	Does not comply

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;	It is uncertain whether the original porch steps of the house were deteriorated beyond repair. Based on the available images, it is likely that repair would have been feasible prior to its removal. Because the alterations did not follow this standard, it resulted in an irreversible loss of original material. As a result, replacement is now necessary. The proposed porch step replacement does not match the characteristics of the original. It is different in scale, material and detailing from the original steps. The original brick steps were round, contained within the width of the porch and had enough detailing to be considered a feature of the building. The new steps are larger than the original, rectangular in shape and made of concrete.	Does not comply
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;	The proposed work does not involve such alterations.	Complies
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;	The new porch steps and new walkway are contemporary designs that reflect the styles and aesthetics of this period. However, the design is incompatible with the historic character of the property. As previously discussed, the new porch steps do not match the size, scale, color, material of the property and the new walkway does not match the pattern and character of the neighborhood.	Does not comply

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;	As discussed above, the new porch steps have a contemporary design that clearly differs from the old. However, the design is not compatible with the historic character of the building and creates an imbalance in the massing and scale of the porch feature. In result, the proposed porch steps does not protect the integrity of the historic resource.	Does not comply
<ul> <li>10. Certain building materials are prohibited including the following:</li> <li>a. Aluminum, asbestos, or vinyl cladding when applied directly to an original or historic material.</li> </ul>	The project does not involve the direct application of aluminum, asbestos, or vinyl cladding.	Complies
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.	The project does not involve changes to or any new signage.	Complies

# ATTACHMENT E: Applicable Design Guidelines

Design Guidelines for <u>Historic Residential Properties and Districts in Salt Lake City</u>, Chapter 1. Site Features, Chapter 2: Building Materials & Finishes and Chapter 5. Porches are the relevant historic guidelines for this design review and are identified below for the Commission's reference.

## **Chapter 1. Site Features**

## **Design Objective**

Historic site features that survive should be retained, preserved or repaired when feasible. New site features should be compatible with the historic context and the character of the neighborhood.

- 1.1 Historically significant site features should be preserved.
  - These may include historic retaining walls, irrigation ditches, gardens, driveways and walkways.

1.11 Respect a common historic walkway pattern in form, design and materials wherever possible.

- Review the prevailing patterns in the immediate neighborhood.
- Design alterations or a new walkway to complement a traditional pattern.

## **Chapter 2. Building Materials & Finishes**

### **Design Objective**

Primary historic building materials should be preserved in place whenever feasible. When the material is damaged, then limited replacement, matching the original, may be considered. Primary building materials should never be covered or subjected to harsh cleaning treatments.

2.1 Primary historic building materials should be retained in place whenever feasible.

- Limit replacement to those materials that cannot be repaired.
- When the material is damaged beyond repair, match the original wherever feasible.
- Covering historic building materials with new materials should be avoided.

2.2 Traditional masonry surfaces, features, details and textures should be retained.

• Regular maintenance will help to avoid undue deterioration in either structural integrity or appearance.

**2.3** The traditional scale and character of masonry surfaces and architectural features should be retained.

- This includes original mortar joint characteristics such as profile, tooling, color, and dimensions.
- Retain bond or course patterns as an important character-defining aspects of traditional masonry.

2.4 Match the size, proportions, finish, and color of the original masonry unit, if replacement is necessary.

# Chapter 5. Porches

## **Design Objective**

Where a porch has been a primary character defining feature of a front facade, this emphasis should continue. A new (replacement) porch should be in character with the historic building, in terms of scale, materials and detailing.

5.1 Preserve an original porch whenever feasible.

• Consult Chapter 2 for appropriate materials for masonry, wood, metal and other porch materials.

5.2 The historic materials and the details of a porch should not be removed or covered.

5.3 If porch replacement is necessary, reconstruct it to match the original in form and detail when feasible.

• Use materials similar to the original where possible.

# **ATTACHMENT F: Public Process & Comments**

## Public Notice, Meetings, 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 September 22, 2023.
- Public hearing notice posted on City and State websites on September 22, 2023.
- Sign posted on the property on September 22, 2023.

#### **Public Input:**

At the time of the publication of this staff report, one public comment was received in support of the proposal. The comment is attached. Any other comments received after publication will be forwarded to the Commission.

## Lima, Mayara

From:	Angela McKellar
Sent:	Monday, September 25, 2023 4:47 PM
To:	Lima, Mayara
Subject:	(EXTERNAL) public hearing about 1345 E Normandie Circle
Follow Up Flag:	Follow up
Flag Status:	Flagged

Caution: This is an external email. Please be cautious when clicking links or opening attachments.

We love the new porch and walkway.

I live right next door at 1347 E Normandie Circle. The porch and walkway that the Young's have installed is beautiful, with fantastic landscaping. It looks really nice, and enhances the beauty of the historical home. The porch and walkway are similar to others in the neighborhood and in no way do they detract from the historical beauty and charm of the home or the circle. They have done incredible work restoring their home and yard since they moved in and have greatly added to the beauty of our circle.

I absolutely approve of the new porch and walkway.

Angela McKellar