

## HISTORIC PRESERVATION BOARD AUGUST 4, 2008 1255 PARK AVENUE, ROOM 205 6:00 PM

WORK SESSION – NO ITEMS

REGULAR MEETING – 6:00 PM ROLL CALL APPROVE MINUTES PUBLIC COMMUNICATIONS STAFF/BOARD MEMBER'S COMMUNICATIONS AND DISCLOSURES

- Discussion on meeting time ACTION ITEMS
- 5 830 Empire Avenue Advise and Guidance
- 13 156 Sandridge Ave Appeal of Planning Director Determination (Quasi-Judicial Hearing)
- 27 Design Guidelines for Historic Districts and Historically Significant Buildings in Park City (Public hearing and possible recommendation to City Council)

## ADJOURN

Pursuant to the Americans with Disabilities Act, individuals needing special accommodations during the meeting should notify the Park City Planning Department, 615-5060, prior to the meeting.

Published: July 26, 2008 Posted: July 28, 2008

**REGULAR AGENDA** 

# Historic Preservation Board Staff Memo



TITLE:830 Empire AvenueAUTHOR:Jeff DavisDATE:August 4, 2008TYPE OF ITEM:HPB Guidance Request

#### **Recommendation**

Staff recommends that the Historic Preservation Board provide guidance per the Land Management Code section 15-11-6(F) regarding the proposed addition to 830 Empire Avenue.

#### **Project Information**

Applicant:	Tom Zaller, owner
Location:	830 Empire Avenue
Zoning:	Historic Residential (HR-1)
Reason for meeting:	The owner's representative is requesting guidance from the Historic Preservation Board regarding the addition and placement of windows on a historic home in the HR-1 zoning district.

## **Background/Analysis**

The request for guidance falls under the additional duties of the HPB within the Land Management Code section 15-11-6(F) "Provide advice and guidance on request of the property owner or occupant on the construction, restoration, alteration, decoration, landscaping, or maintenance of any cultural resource, and property within the Historic District, or neighboring property within a two block radius of the Historic District."

On May 7, 2008, the applicant submitted a completed application for a Historic District Design Review for an addition/re-model on a historic home on the Park City Historic Building Inventory located at 830 Empire Avenue. The applicant is proposing to lift the unit as a whole adding living space under the home and lower the home back onto to the new foundation. The new main level floor elevation would be raised 1.6 feet above the existing. No expansion to the building footprint is proposed. Staff has been working with the owner's architect on the design and preservation plan.

During the Historic District Design Review staff was concerned with the proposed addition of windows on the East elevation of the home. Guideline #53 of the Residential section of the Historic District Design Guidelines (p.57) states "Do not add additional windows to facades visible from the street". The structure sits on the corner of both Empire Avenue and 8<sup>th</sup> Street and due to its unique site and lot configuration, the structure has six sides, five of which are visible from the street. (see Exhibit A). Section 15-4-17 (E)-"Setback Requirements for Unusual Lot Configurations" states that "Any Lots, which are not specified in this section, shall have Setbacks determined by the Planning Department.

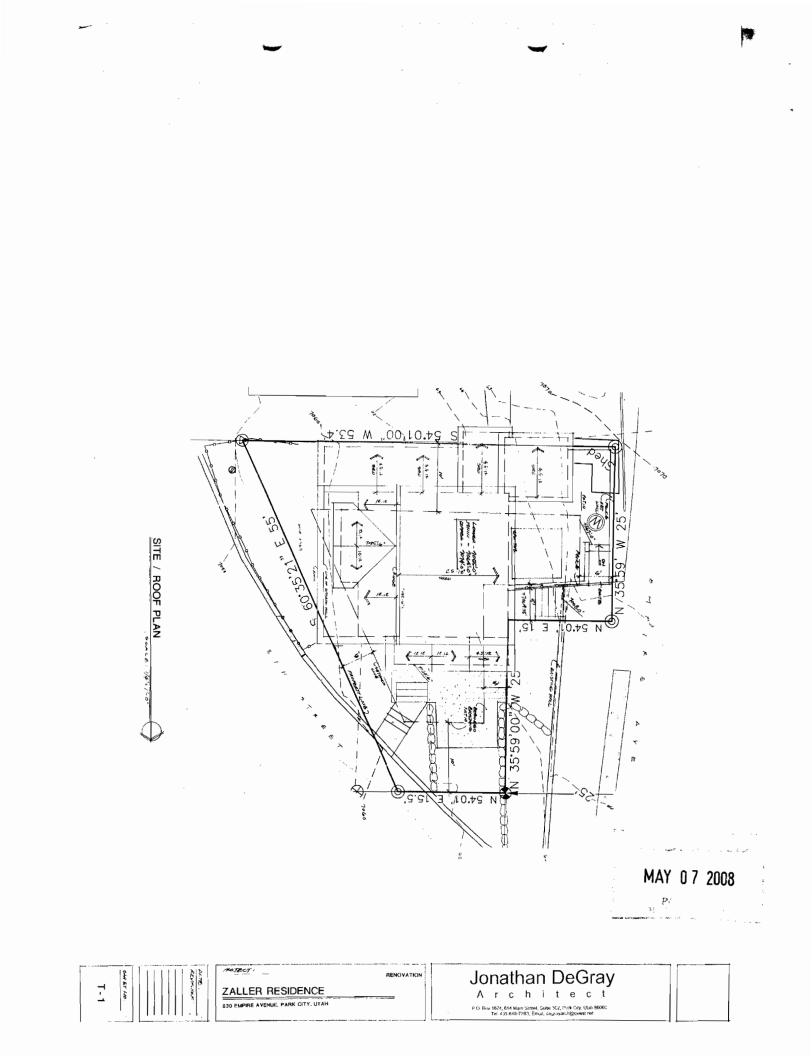
Staff has determined that the structure has five front façades visible from the street and one rear façade. The location of the proposed window additions at the East elevation is a front façade and would need to comply with the regulations of the front setback.

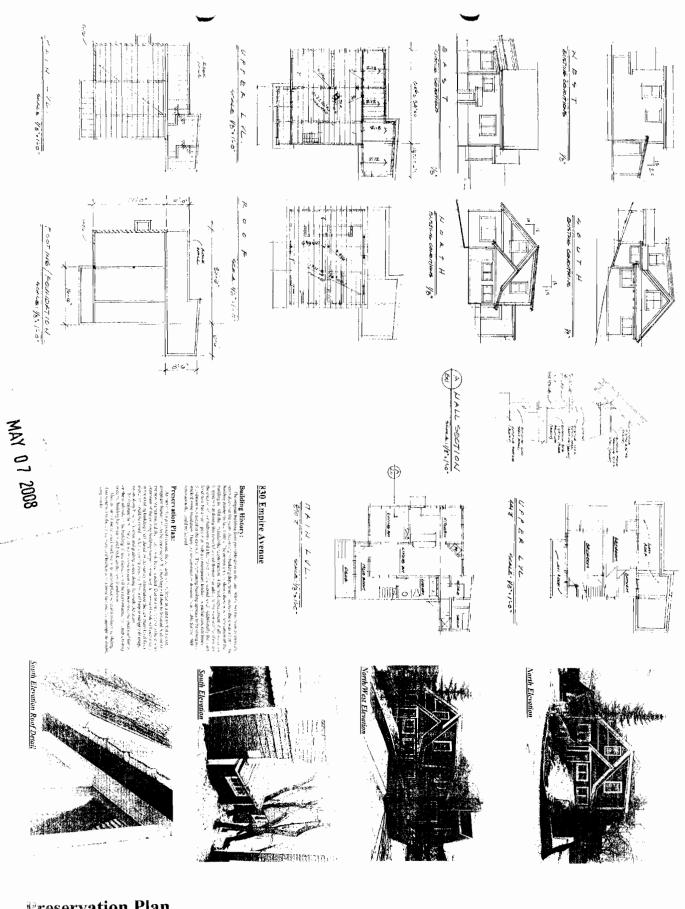
In addition to the Design Review, the proposed addition would require a Conditional Use Permit. The structure is does not comply with Building Setbacks and in order to achieve new construction consistent with the Historic District Design Guidelines, the Planning Commission may grant an exception to the Building Setback as per Land Management Code 15-2.2-4 (A). The project would also require a Plat Amendment. The structure sits on Lot 15 and portions of Lots 14 and 16 Block 14 Snyder's Addition of the Park City Survey and the City does not allow construction over a property line. The proposed addition would be prohibited without amending the plat and combining the lots.

Specific discussion on Guideline 53 and the uniqueness of the lot is requested.

## EXHIBITS

Exhibit A- Site and Building Plans





RENOVATION

Preservation Plan

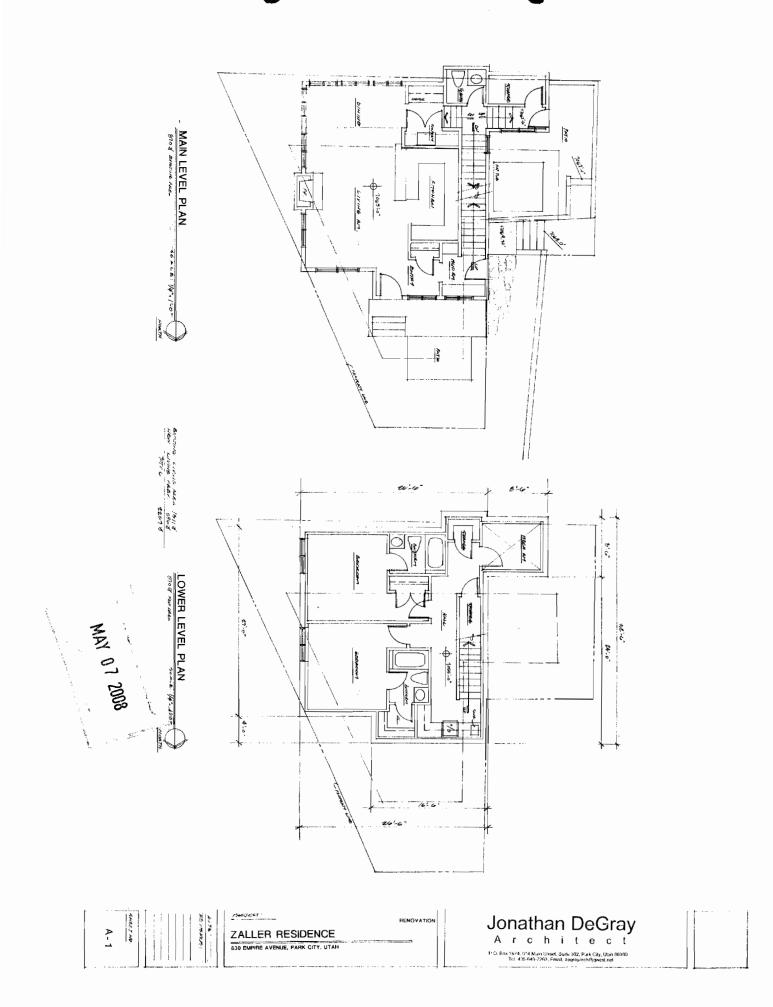
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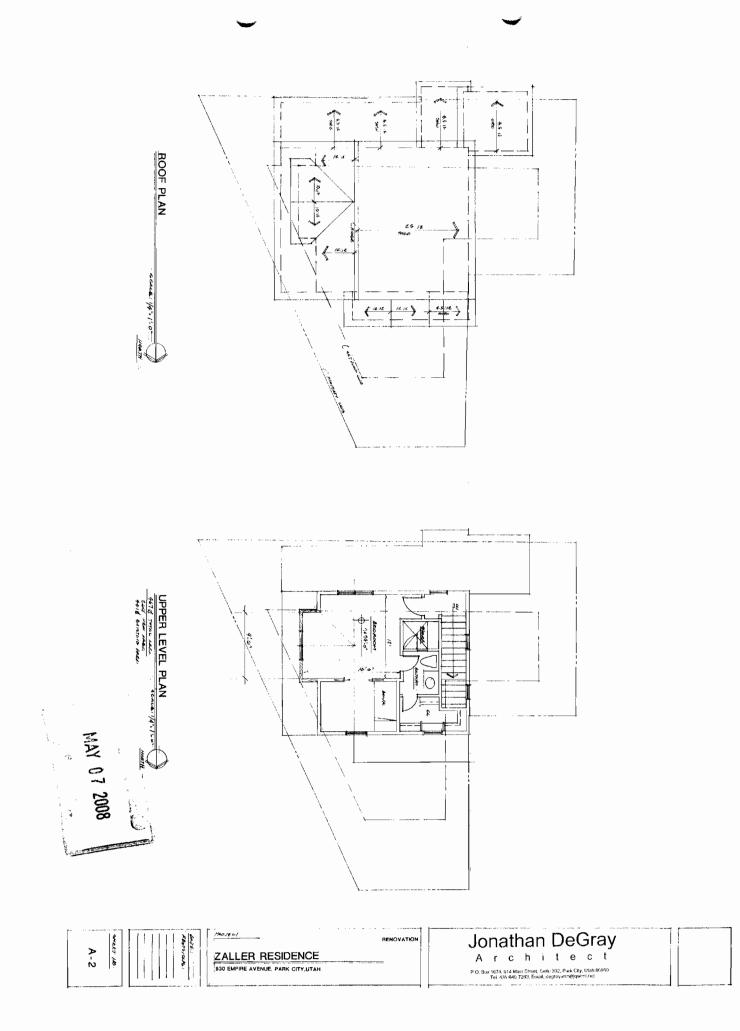
ZALLER RESIDENCE 830 EMPIRE AVENUE, PARK CITY, UTAN

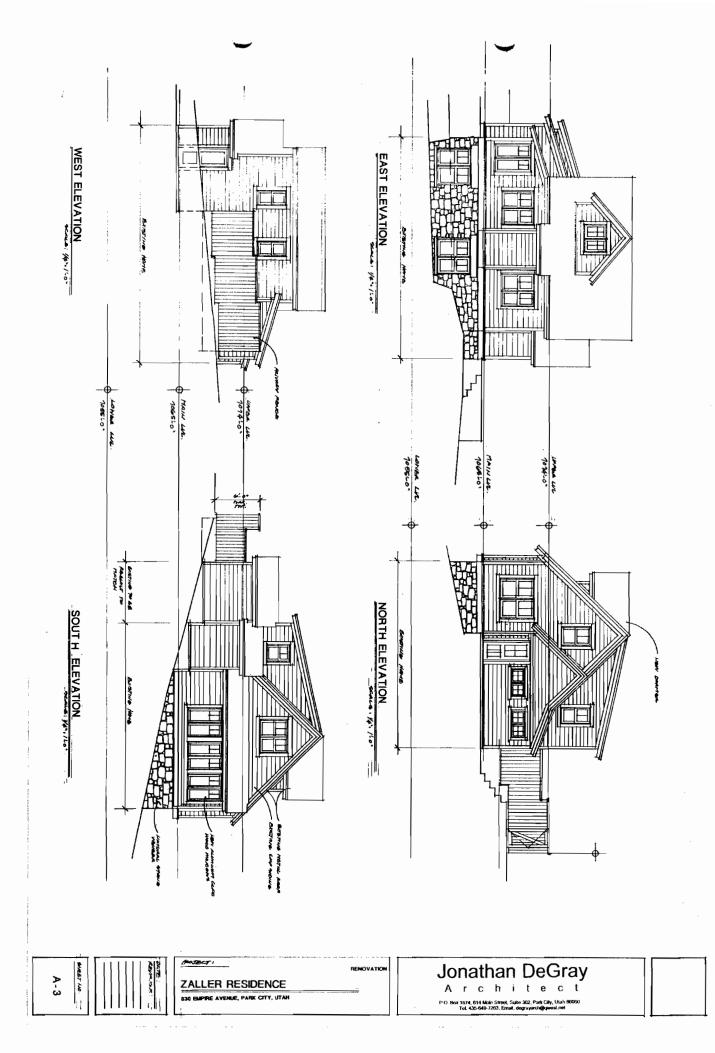
PROJECT

Jonathan DeGray 1674, 614 Main Str. et, Suite **302, P**uck City, Dial. 66666 Tel: 486-646-7265, Email, degrayarove agvest net PO Box

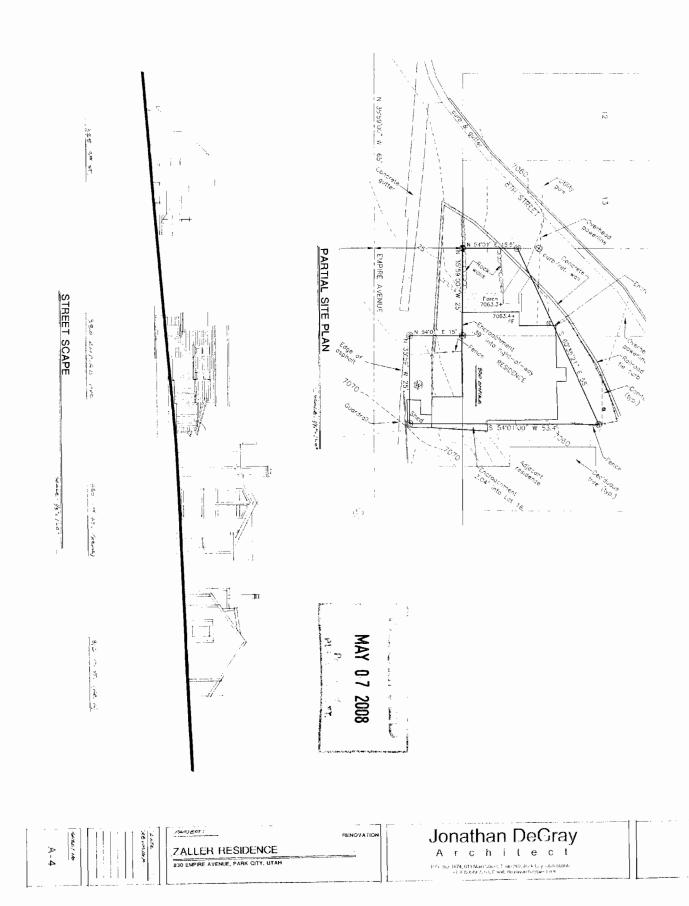


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# Historic Preservation Board Staff Report



Subject: Author: Date: Type of Item: 156 Sandridge Avenue Francisco Astorga August 4, 2008 Quasi-Judicial - Appeal

PLANNING DEPARTMENT

Quasi-Judicial - Appeal of Planning Director's Determination of Compliance with Historic District Design Guidelines

## Summary Recommendations

Staff recommends the Historic Preservation Board (HPB) review an appeal of the Planning Director's determination of compliance of the Historic District Guidelines at 156 Sandridge Avenue. Staff has prepared findings of fact and conclusions of law affirming the determination of compliance for the Board's consideration.

## **Description**

Wendy Van Reyper
Myke Hughes represented by Jonathan DeGray
156 Sandridge Avenue
Historic Residential (HR-1)
Historic Residential
Planning Director decisions on Historic District Design
Guideline compliance may be appealed to the HPB

## **Background**

On February 14, 2008, a complete application for a Historic District Design Review was submitted to the City for 156 Sandridge Avenue. After working with the property owner and the architect, on April 17, 2008, the Planning Department found that the submittal was in preliminary compliance with the Historic District Design Guidelines. On that day the property was posted and letters were sent out to adjacent property owners to notify them of the determination. On April 23, 2008, the Planning Department received two letters (Exhibit A – Appeal Letters of Staff's Determination) from adjacent property owners. This is specific to the proposed improvements and not the demolition addressed below.

On May 1, 2008, a demolition permit was submitted. Any property owner that wishes to demolish or remove any building or structure may do so upon issuance of a demolition permit approved administratively by the City provided the structure is not considered to be Historically Significant. A property owner that wishes to demolish or remove a Historically Significant building or structure needs to apply for a Certificate of Appropriateness for Demolition (CAD) with the City.

On October 1, 2007, following a lengthy public process, the HPB adopted the Park City Historic Building Inventory, which includes all properties that are considered to be

"Historically Significant." 156 Sandridge Avenue is not included on the Inventory, and consistent with Land Management Code (LMC) Section 15-11-13(A), staff issued the demolition permit on May 1, 2008.

On June 3, 2008, Interim Planning Director Gary Hill reviewed each of the objections raised by the submitted appeal and found that the Staff determination of the Guidelines was consistent with the Historic District Design Guidelines and therefore it was upheld (Exhibit B – Planning Director's Response to Appeal). On June 12, 2008, the Planning Department received a letter (Exhibit C – Appeal Letter of Planning Director's Determination) from Wendy Van Reyper, an adjacent property owner, appealing the Planning Director's determination of compliance of the Guidelines.

## Historic District Design Review and Appeal Process

Pursuant to LMC 15-1-18 Appeals, Planning Director decisions regarding compliance with the Historic District Guidelines are appealed to the HPB. The HPB shall review factual matters de novo and it shall determine the correctness of the Planning Director's decision in his interpretation and application of the Code. Any HPB decision may be appealed to the Board of Adjustments.

## <u>Analysis</u>

The appellant has raised the following objections in their appeal: Height, parking, and property.

1. Height. The appellant indicated the following:

"According to your letter the height for new construction is according to the existing grade. In going over the architects plans for this house, which incorporates three levels, I am concerned about the excavation for depth for this building. I would like further information on the amount of digging and loss of hillside required for this building in order to comply with the 27' height limit."

The appellant does not contest the height of the building or the method of measuring the building's height. Instead, their concern is with the amount of excavation. This concern, though valid, is not under the purview of the Historic Preservation Board not subject to the Design Guidelines.

The proposed roof height is 27'-7".

LMC Section 15-2.2-5(A)(3) indicates that to accommodate a roof form consistent with the Historic District Design Guidelines, the Planning Director may grant additional building Height provided that no more than twenty percent (20%) of the roof ridge line exceeds the height requirement. The maximum building height in the HR-1 District is 27' maximum, measured from existing grade to any point on the roof.

The proposal meets *HD Guideline 73 Maintain Typical Roof Orientation*. One of the main ridges is set perpendicular to the street which will minimize the mass of roof

material visible from the street. The same design also meets *HD Guideline 74 Use Roof Shapes Similar to Those Found Historically in the Neighborhood. The majority of roofs are hipped or gabled, and have a steep roof pitch. A new roof form may be similar to the older roofs without exactly mimicking them.* The design proposes both a perpendicular main ridge as well as a parallel main ridge to the street. There are also various small combinations of perpendicular/parallel ridges throughout the structure.

A small portion of the main perpendicular ridge located on the west of the roof exceeds the maximum building height of 27 feet by a maximum of seven inches for a length of approximately one foot, six inches. The margin of error on a topographic survey is one-half of the contour intervals; in this case, the interval is 1 foot so the height is nearly imperceptible within the margin of error. This portion of the roof ridge line is approximately three percent (3%) of the total roof ridge line (counting main ridges only). As stated above, when the roof form is consistent with the Historic District Design Guidelines, the Planning Director may grant additional building height. The Planning Director granted the additional building height on May 14, 2008 (Exhibit D – Building Height Exception Memo).

The proposed building meets the height requirements of the HR-1 District as set forth in the LMC and the intent of the Historic District Guidelines.

2. Parking. The appellant indicated the following:

"The required parking by the Planning Dept for this building is, and will be very problematic, not only for the residents of the street, but for the city as well. I have personally measured the width of Sandridge Avenue (approx. 12 feet) between a city owned historic shed and the proposed parking required for this home.

Sandridge Avenue is posted as a one way street and there have been very few improvements to roadwork, minimal snow removal and little to no garbage service during the winter months. For this Planning Dept to speculate two off street parking spaces on Sandridge Avenue for year around access is ridiculous, just because one small section of the road has been designated to the city for this building. I would challenge city official or employee in any vehicle to drive down Sandridge and make a left hand turn between either one of the two historic sheds and park their vehicle at #164 on any given day. There are many questions that need to be answered regarding parking and access to this building before it is approved."

Appellant does not contest any specific Historic District Guideline, but rather contests the Land Management Code requirement for two off-street parking spaces, practical or otherwise. The Board also does not have jurisdiction on LMC requirements.

LMC Section 15-3-6(A) requires single family homes to have two parking spaces. The design and location of those spaces in the Historic District is governed by *HD Guideline* 78 - *Minimize the Visual Impact of On-Site Parking.* This guideline states that "*Typically, the front yards were landscaped, and this is an important characteristic of the neighborhood.* The trend to provide parking spaces and driveways in front yards is

threatening to alter this important visual element of the street." To avoid compromising the Historic District, the guidelines further recommend providing "a driveway along the side yard of the property."

The proposal indicates a one car attached garage located on the south side of the proposed structure. Due to the depth of the lot, a parking space was not able to be accommodated directly in front of the garage area. The applicant is proposing to place the other parking area on the north side of the property along the side yard of the property.

The proposed parking plan meets the requirements of the LMC of two parking spaces and the intent of the Historic District Guidelines to minimize the visual impact of on-site parking.

3. Property. The appellant indicated the following:

"According to the plat amendment survey approved by the city in 2007, my property encroaches on the Hughes property where the new building is proposed. I would like to know what will happen to the adjacent land between my old house and the new construction before it takes place."

The appellant does not assert an error in applying the Historic District Design Guidelines. Rather, the appellant raises an issue of property dispute. The City may not halt development of property due to an assertion of a property dispute. A remedy for this concern must be pursued through the district court. No issue was raised at that time by the appellant even though the appellant's house encroaches on to the subject property and was subject to an encroachment and maintenance easement.

The Historic Preservation Board has no specific Guideline to judge staff's error, or lack thereof, in application. Further, the City does not have jurisdiction to halt development due to an assertion of property dispute.

## **Notice**

The property was posted and notice was mailed to property owners within 300 feet. Legal notice was also put in the Park Record.

## <u>Alternatives</u>

- The Historic Preservation Board may affirm the determination of compliance of the Historic District Design Guidelines, wholly or partly; or
- The Historic Preservation Board may reverse the determination of compliance of the Historic District Design Guidelines; wholly or partly; or
- The Historic Preservation Board may continue the discussion to a specified or unspecified date.

## **Recommendation**

Staff recommends the Historic Preservation Board (HPB) review an appeal of the Planning Director's determination of compliance of the Historic District Guidelines at 156 Sandridge Avenue. Staff has prepared findings of fact and conclusions of law affirming the determination of compliance for the Board's consideration.

## Findings of Fact:

- 1. The property is located at 156 Sandridge Avenue.
- 2. The zoning is Historic Residential (HR-1).
- 3. The maximum height in the HR-1 zone is 27 feet.
- 4. The maximum height of the proposed building is 27 feet, 7 inches.
- 5. The 27 foot height limit is exceeded on 3% of the roof. The Planning Director has granted an exception to the Height Limit per LMC Section 15-2.2-5(A)(3).
- 6. The roof form meets Historic District Guideline #73 *Maintain Typical Roof Orientation*. One of the main ridges is set perpendicular to the street which will minimize the mass of roof material visible from the street.
- 7. The roof form meets Historic District Guideline #74 Use Roof Shapes Similar to *Those Found Historically in the Neighborhood.* The design proposes both a main ridge perpendicular to the street as well as a main ridge parallel to the street. Both ridges are gabled with a roof pitch of 8:12.
- 8. The parking plan meets Historic District Guideline #78 *Minimize the Visual Impact of On-Site Parking* states that "*Typically, the front yards were landscaped, and this is an important characteristic of the neighborhood. The trend to provide parking spaces and driveways in front yards is threatening to alter this important visual element of the street.*" To avoid compromising the Historic District, the guidelines further recommend providing "*a driveway along the side yard of the property.*"
- 9. The required LMC parking standard is two parking spaces.
- 10. The applicant proposes two parking spaces, one located within the one car attached garage and the other along the side yard of the property.
- 11. The City does not have jurisdiction to halt development due to an assertion of property dispute.
- 12. A demolition permit was properly issued by the City at the owner's request on May 1, 2008.
- 13. The structure is not the Park City Historic Building Inventory and is not deemed historically significant.
- 14. The discussion in the Analysis section above is incorporated herein.

## Conclusions of Law:

- 1. The Design Review Application is consistent with the Park City Land Management Code and the Historic District Design Guidelines.
- 2. Approval of the Design Review Application does not adversely affect the health, safety and welfare of the citizens of Park City.
- 3. The Historic Preservation Board lacks jurisdiction in the issues of excavation, parking and property dispute.

## <u>Order:</u>

1. The appeal is denied in whole and the Planning Director's determination is upheld.

## <u>Exhibits</u>

- Exhibit A Appeal Letters of Staff's Determination
- Exhibit B Planning Director's Response to Appeal
- Exhibit C Appeal Letter of Planning Director's Determination
- Exhibit D Building Height Exception Memo

Joe R. Armstrong 40 Via Corsica Monarch Beach, CA 92629 949—285-0707

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April 24, 2008

Planning Department ATTN: Francisco Astorga P.O. Box 1480 445 Marsac Ave. Park City, UT 84060

RE: Appeal of Proposed Building at 156 Sandridge Ave.

Dear Sirs:

This letter will serve as a formal appeal against the proposed development as currently planned for 156 Sandridge Ave. We are the owners of the adjacent property at 152 Sandridge and were just made aware of the plans yesterday. Today, I reviewed the proposed development with our neighbors along with calling the Planning Department.

We have specific objections to the following:

- The proposed height of the structure exceeds what would aesthetically fit with the surrounding homes. A proposed three story structure on such a small lot would be visually unappealing to both the residents of Sandridge Ave. and visitors of historic Main Street.
- 2. The proposed driveway and parking on the side lot would be difficult to enter, exit and create a hazard for other residents of Sandridge. Currently the road for Sandridge is so narrow it does not allow for such a plan to work effectively. No other house on Sandridge has anything that would resemble such a configuration. Winter would especially be a problem since there is no where to place snow if removed from the proposed driveway and parking space.
- 3. Proper notice was not given to owners of property on Sandridge. I only learned about the proposed development from a call of a neighbor yesterday. I have not received ANYTHING from the City Planning Department and have not had the proper opportunity to review plans in detail. It should be the right for all residents/property owners to thoroughly review and be made aware of such development prior to approval. I am asking that this be complied with.

We are in full support of the property owner being allowed to put an improved structure on the property that would fit with the historic district and more importantly Sandridge Ave. Sandridge is one of the few remaining streets in Park City were virtually every house is historic and it should be the City's objective to keep such a street in proper context.

Sincerely,

Joe & Linda Armstrong Property Owners of 152 Sandridge Ave. Park City Municipal Corporation Building Department City Engineer Planning and Zoning

April 23, 2008

RE: Public and adjoining property notice posted and/or mailed on April 17<sup>th</sup>, 2008 on proposal for NEWsingle family home at 156 Sandridge Avenue in Park City Historic District

To Whom It May Concern;

I personally met with Francisco Astorga at the Planning Department in the Marsac Bldg on April 23, 2008 to inquire about the preliminary project approval for 156 Sandridge Avenue application for new single family home.

We are the adjoining property owners at 164 Sandridge, and after reviewing the plans and blueprints for this proposal I am concerned for several reasons.

1. Height - The existing architect measurements exceed the height limitations for Historic District Design Guidelines.

2. Parking - The amount of private parking required for this project application is unreasonable for the width and winter accessibility of Sandridge Avenue.

3. In the past 10 years there has been an ongoing property dispute, legal and otherwise, regarding the property lines between 156 and 164 Sandridge Avenue and we believe no demolition or new building should be allowed to proceed until these issues are resolved.

4. I would further like to research the Historic District records on the actual date of the home in question for demolition. Not being listed on the Historic Register does not make it not historical and worth saving by careful restoration.

This is our family home and we are in the process of transferring ownership (father to daughter) but please feel free to contact either one of us regarding this matter as we are both concerned.

Sincerely, Wendy Van Reyper

Wendy Van Reyper P. O. Box 1142 Park City, UT 84060 435-645-7082

Richard Van Reyper P.O. Box 273 Tumacacorie, Az 85640 520-398-8100



June 3, 2008

Joe and Linda Armstrong 40 Via Corsica Monarch Beach, CA 92629

Wendy Van Reyper PO Box 1142 Park City, Utah 84060

Re: Appeal of Staff Determination (Historic District Design Review) at 156 Sandridge Avenue

Dear Joe, Linda, and Wendy;

I have reviewed your appeal of the Planning Staff Determination of Compliance relative to the Historic District Design Review for the proposed home at 156 Sandridge Avenue. The following is a summary of my findings:

**1 - Height:** The Historic District Guidelines do not address building height. Building height is governed by the Land Management Code (LMC). The maximum allowable building height in the HR-1 District is 27 feet, measured from existing grade to highest ridge. 97% of the proposed building is within the 27 foot limit.

A small portion of the main perpendicular ridge located on the west of the roof exceeds the maximum building height of 27 feet for a length of approximately seven inches (7" - approx. 3%) of the roof ridge line). LMC Section 15-2.2-5(A)(3) states that "to accommodate a roof form consistent with the Historic District Design Guidelines, the Planning Director may grant additional Building Height provided that no more than twenty percent (20%) of the roof ridge line exceeds the height requirement."

The proposed design is consistent with the Historic District Guidelines and was therefore granted a building height exception on May 14, 2008. Specifically; *Guideline 73 – Maintain Typical Roof Orientation*, which states "*Ridges set perpendicular to the street will minimize the mass of roof material visible from the street*." The proposal also meets *Guideline 74 – Use Roof Shapes Similar to Those Found Historically in the Neighborhood*. This guideline states "*The majority of roofs are hipped or gabled, and have a steep roof pitch… a new roof form may be similar to the older roofs without exactly mimicking them*." The design proposes both a perpendicular main ridge as well as a parallel main ridge to the street. There are also various small combinations of perpendicular/parallel ridges throughout the structure.

It is my finding that the proposed building meets the height requirements of the HR-1 District as set forth in the LMC and the intent of the Historic District Guidelines.

**2 - Parking:** LMC Section 15-3-6(A) requires single family homes to have 2 parking spaces. The design and location of those spaces in the Historic District is governed by *Guideline 78 - Minimize the Visual Impact of On-Site Parking*. This guideline states that *"Typically, the front yards were landscaped, and this is an important characteristic of the neighborhood. The trend to provide parking spaces and driveways in front yards is threatening to alter this important visual element of the street."* To avoid compromising the Historic District, the guidelines further recommend providing *"a driveway along the side yard of the property."* 

The proposed parking plan meets the requirements of the LMC and the intent of the Historic District Guidelines.

**3 - Proper Notice:** LMC Section 15-1-21 requires that notice be posted on the property affected by the Historic District Design Review application for ten days once staff has made a preliminary determination of compliance. The notice was posted at 156 Sandridge Avenue on April 17, 2008. As a service to neighbors, a courtesy notice is also mailed to adjoining property owners, but as stated in LMC Section 15-1-12(C), "Courtesy notice is not a legal requirement, and any defect in courtesy notice shall not affect or invalidate any hearing or action by the City Council or any Board or Commission."

The property affected by the Historic District Design Review was properly noticed as required by the LMC.

**4 - Property Dispute:** The City may not halt development of property due to an assertion of a property dispute. A remedy for this concern must be pursued through district court.

The City does not have jurisdiction to halt development due to an assertion of property dispute.

**5 - Historical Significance**: The process for determining Historical Significance is set forth in LMC Section 15-11-12 and is based specifically on the standards of review found in Section 15-11-12(A). The Historic Preservation Board (HPB) is responsible for the "review (of) matters concerning the historical designation of Buildings, Structures and Sites within Park City." On October 1, 2007, following a lengthy public process, the HPB adopted the Park City Historic Building Inventory, which includes all properties that are considered to be "Historically Significant." 156 Sandridge Avenue was not included on the Inventory as it did not meet the standards of review.

156 Sandridge Avenue was determined not to be Historically Significant by the Historic Preservation Board based upon the standards of review set forth in the LMC.

**Conclusion:** Upon review of each of the objections raised in your appeal, it is my finding that the staff determination of the Historic District Design Review is consistent with the Land Management Code and the Historic District Guidelines and therefore upheld. My decision may be appealed to the Historic Preservation Board within 10 days of the date of this letter pursuant to LMC Section 15-11-11(D)(2) by submitting an appeal request to the Planning Department.

Sincerely,

Gary Hill Interim Planning Director

CC: Myke Hughes Legal Department File Exhibit C - Appeal Letter of Planning Director's Determination

Wendy Van Reyper P.O. Box 1142 Park City, UT 84060



June 11, 2008

Gary Hill Interim Planning Director Park City Municipal Corp. P.O. Box 1480 Park City UT 84060

Re: Appeal of Staff Determination (Historic District Design Review) at 156 Sandridge Avenue.

Dear Mr. Hill;

I received your letter regarding the appeal from myself and neighbor, Joe Armstrong, referring to the Hughes Subdivision located at 156 Sandridge Avenue.

I would like to further my appeal, within the time constraint (10 days) of your correspondence regarding the new construction plans for 156 Sandridge Avenue.

These are my concerns:

1. Height - According to your letter the height for new construction is according to the existing grade. In going over the architects plans for this house, which incorporates three levels, I am concerned about the excavation for depth required for this building. I would like further information on the amount of digging and loss of hillside required for this building in order to comply with the 27' height limit.

Also, in regards to the Historic District Guideline that you referred to, specifically Guideline #73, "ridges set perpendicular to the street", it appears from the architect plans that four of the various rooflines running north to south are **parallel** to the street as opposed to the original structure (now demolished) in which the rooflines were equally parallel and perpendicular. Please note, also, HD Guideline #71 " new construction should include facades that have similar widths and heights to those found elsewhere on the street", and HD Guideline #72 " consider the relationship of the new building and its side yard setbacks to those of existing buildings".

Furthermore, there has been no reference to landscaping of any type on the architects plans that I can see due to the massive scope of the building itself and the what the city is requiring for setbacks and parking space(s).

2. Parking - The required parking by the Planning Dept for this building is, and will be, very problematic, not only for the residents of the street, but for the city as well. I have personally measured the width of Sandridge Avenue (approx. 12 feet) between a city owned historic shed and the proposed parking required for this home.

Sandridge Avenue is posted as a one way street and there have been very few improvements to roadwork, minimal snow removal and little to no garbage service during the winter months. For this Planning Dept to speculate two off street parking spaces on Sandridge Avenue for year round access is ridiculous, just because one small section of the road has been designated to the city for this building. I would challenge any city official or employee in any vehicle to drive down Sandridge and make a left hand turn between either one of the two historic sheds and park their vehicle at #164 on any given day. There are many questions that need to be answered regarding parking and access to this building before it is approved.

3. Property - According to the plat amendment survey approved by the city in 2007, my property encroaches on the Hughes property where the new building is proposed. I would like to know what will happen to the adjacent land between my old house and the new construction before it takes place. Also, whether or not my home structure will be jeopardized or modified in any way. I need to know who to contact with these questions.

Thank You,

Wendy Van Reyper

CC: Building Dept Engineer Historic Preservation Board Joe Armstrong

## Planning Director Memorandum



Subject:156 Sandridge AvenueAuthor:Francisco AstorgaDate:May 14, 2008Type of Item:Building Height Exception

Land Management Code Section 15-2.2-5(A)(3) indicates that to accommodate a roof form consistent with the Historic District Design Guidelines, the Planning Director may grant additional Building Height provided that no more than twenty percent (20%) of the roof ridge line exceeds the height requirement. The maximum building height in the HR-1 District is 27' maximum, measured from existing grade to the highest ridge.

On February 14, 2008, a complete application of a Historic District Design Review was submitted to the City for 156 Sandrige Avenue. This property lies within a Historic District but it's not part of the Historic Building Inventory. After working with the property owner and the architect, on April 17, 2008, the Planning Department found preliminary compliance of the Historic District Design Guidelines.

The proposal meets *Guidelines 73 Maintain Typical Roof Orientation*. One of the main ridges is set perpendicular to the street which will minimize the mass of roof material visible from the street. The same design also meets *Guideline 74 Use Roof Shapes Similar to Those Found Historically in the Neighborhood. The majority of roofs are hipped or gabled, and have a steep roof pitch. A new roof form may be similar to the older roofs without exactly mimicking them.* The design proposes both a perpendicular main ridge as well as a parallel main ridge to the street. There are also various small combinations of perpendicular/parallel ridges throughout the structure.

A small portion of the main perpendicular ridge located on the west of the roof exceeds the maximum building height of 27 feet for a length of approximately seven inches (7"). This portion of the roof ridge line is approximately three percent (3%) of the total roof ridge line (counting main ridges only). As stated above, when the roof form is consistent with the Historic District Design Guidelines, the Planning Director may grant additional Building Height.

Planning Director signature of approval

# Historic Preservation Board Staff Report



Author: Subject: Date: Type of Item: Dina Blaes, Consultant Hist. Pres. Design Guidelines August 4, 2008 Legislative

**Planning Department** 

Summary Recommendation: The HPB should:

1 - Take public comment on the proposed Design Guidelines for Park City's Historic Districts and Historically Significant Buildings

2 - Review the comments received at the Open House meetings on July 14 and 16 (attached) and the related changes within the updated draft of the *Guidelines* (attached); and

3 – Provide direction for changes (including additional illustrations).

Please note, all of the changes shown in the attached draft are the result of comments and suggestions received during public meetings, public open houses and from written public comments. Some of those comments are still being reviewed and developed for inclusion in the next draft.

Also note, the layout of the attached draft is quite different from previous drafts and represents the direction staff is taking to create a final document. Proposed changes to the text are noted as strikethrough (to be omitted) and underline (to be added). Boxes with "FPO" indicate "For Placement Only" and serve as placeholders for illustrations being developed. Finally, some of the captions may appear to be a jumble of letters; again, these are placeholders for captions that have not been written as of yet.

Staff will return on August 18<sup>th</sup> with a final draft and will seek a recommendation to the City Council at that time.

## Background:

## A. Public Meetings Held to Date:

1) June 2 HPB Meeting - no public comments were received.

2) June 16 HPB Meeting - eight individuals provided public comments at this meeting. Comments included concerns that the public has not been involved until now, the guidelines should be more objective while still giving the applicant latitude and options, the design review process be streamlined and more predictable and consistent, the guidelines should be more detailed, and that more illustrations are needed. In addition, concerns were raised about the current LMC.

**3)** June 26 City Council/Planning Commission meeting - The Council discussed the Design Guidelines and several other policy issues related to Historic Preservation. Those items not discussed due to time constraints were continued to

a meeting scheduled for August 7. The Council took public comment from seven individuals who requested more meaningful dialog between staff and the public on the further development of the Design Guidelines, greater clarity and specific changes to the language in certain areas of the document, the Historic District Commission be reinstated and a preservation planner be hired, and voiced general concerns about the process to date.

A request was made from a member of the public and supported by the Council to provide a comparison (matrix) between the current (1983) guidelines and the proposed guidelines. This comparison is being developed.

**4) July 7 HPB Meeting -** fifteen individuals made public comments at this meeting. Comments were similar to those received on June 16.

**5)** July 14 Open House for Old Town residents - Nearly 45 individuals attended the meeting and engaged in a dialog with staff and HPB members on a range of issues. It was stated at the meeting that the public comments would be organized by topic and follow up would occur with the appropriate body--City Council, Planning Commission and/or Historic Preservation Board. The comments were recorded and are attached to this report. They can also be viewed online at www.parkcity.org

6) July 16 Open House for architects and designers working in Old Town - 7-10 architects or designers, nearly 25 residents/owners, several HPB members, and two Planning Commissioners attended this open house which focused on developing solutions for some of the greatest design challenges in Old Town; specifically, off-street parking, additions to Historically Significant buildings, and infill construction. Comments were not limited to the Design Guidelines, but included concerns about the LMC, which will be addressed primarily with the Planning Commission. The comments were recorded and are attached to this report. They can also be viewed online at www.parkcity.org. along with several drawings and sketches provided by some of the architects (staff is in the process of incorporating these concepts into the Guidelines illustrations).

The attached draft of the Guidelines incorporates issues identified at the meeting including

- Acknowledgment of the difficulties of providing parking in the Historic Districts (due to issues such as uphill and downhill lots),
- More examples of recommended parking solutions,
- Pictures and illustrations of preferred addition solutions, etc
- Acknowledgement that modifications to site and structure can be accommodated depending upon the situation and design solution.

**7) July 23 Planning Commission Work Session** - Though the discussion with the Commission covered LMC amendments, the Planning Commission took public comments on the Design Guidelines during the public hearing portion of the meeting

as well. Comments were generally restatements of those received at the June 16 meeting.

## B. Written comments received to Date

Written comments have been received from Planning Department staff, Building Department staff, one local architect, one local designer, and several residents/owners in Old Town.

As directed by the HPB at a previous meeting, those comments that help to clarify and describe the underlying policies established by the HPB were incorporated into the most recent (attached) draft. Several requests for additional illustrations or examples are being developed and are not reflected in the attached draft.

## **C. Next Steps**

Staff's focus for the meeting on August 4<sup>th</sup> will be to seek direction from the HPB on specific changes, additions, or deletions to the guidelines and illustrations. Staff will take the Board's comments and direction and return with a final draft for the meeting on August 18th at which time staff recommends that the HPB make a recommendation to the City Council. This will allow the review process by the Planning Commission and City Council to continue.

Because the City Council has asked the Planning Commission to review the Guidelines (specifically for compatibility with the LMC) after HPB takes action, the Planning Commission could recommend further changes. Staff will therefore return to the HPB for a final review of the document once the Planning Commission has completed its review (if necessary).

## **Recommendation**

The HPB should:

1 - Take public comment on the proposed Design Guidelines for Park City's Historic Districts and Historically Significant Buildings

2 - Review the comments received at the Open House meetings on July 14 and 16 (attached) and the related changes within the updated draft of the *Guidelines* (attached); and

3 – Provide direction for changes (including additional illustrations).

Staff will return on August 18<sup>th</sup> with a final draft and will seek a recommendation to the City Council at that time.

## II. Timeline & Next Steps

Thursday, August 7, 2008 (time TBD; likely 4:00) – Work Session with City Council and Planning Commission

Monday, August 18, 2008 @ 6:00 p.m. - Public Hearing and possible recommendation to City Council on Amendments to Design Guidelines

In addition to the above meetings scheduled for the HPB, the following meetings are also scheduled for discussion on the Guidelines and associated LMC amendments:

Wednesday, August 13, 2008 (time TBD; likely 5:30) – Planning Commission discussion on Land Management Code amendments related to the Historic Districts and Guidelines

Monday, August 25, 2008 @ 6:00 p.m. – Open House for Design Professionals (continuation of the meeting on July 14). Interested residents and the general public are welcome.

Wednesday, September 10, 2008 (time TBD; likely 5:30 pm) – Planning Commission discussion on Land Management Code amendments related to the Historic Districts and Guidelines.

Attachments:

 Design Guidelines for Park City's Historic Districts and Historically Significant Buildings (draft dated July 23, 2008). <u>Under separate cover.</u>
Comments from Public Open Houses of July 14th and July 16th Public Information Open House Historic District Design Guidelines July 14, 2009

## Written comments submitted by Public (on handout), July 14, 2008

- 1. These are improperly noticed public input meetings. Min 14 day required for official meetings.
- 2. What efforts were made to notify (verify) that out of town owners know and have opportunity for input.
- 3. Do you honestly think that you have made the process easier?
- 4. Why are we throwing out the existing guidelines?
- 5. Design Guidelines oversight has been brought up again tonight. The more I hear from the public the more I think we need it.
- 6. I hate what has happened, but I also want to make enough money to retire when I sell my house with 2 lots.
- 7. I don't think guidelines work for the whole historic area. Neighborhoods are totally different. My neighborhood is already full of huge houses where as Sandridge has none.
- 8. I would rather see new construction looking like old houses than sticking old boards on the front. I don't see a point of having to remodel.
- 9. Go green!
- 10. Enforcement of building plans. Why are they not enforced? What steps must be taken to insure property application of building plans?
- 11. How do we effect change on the Planning Commission?
- 12. Page 45, A.2: Lot coverage: If there is an empty 2 lot property, and surrounding are single lot miner shacks, does the new house on 2 lots have to be 800 square feet?
- 13. Why is there no licensed architect on the Planning Department staff to oversee Planning Department interpretation and decision making?
- 14. Will a document be generated from the comments and questions submitted? How will it be made available?
- 15. Who is the dedicated City staff person to interact with interested residents?
- 16. Replication makes sense.
- 17.1 think replication of historical buildings is the only way to go!
- 18. What historic district? None really were and ½ of that 100 shacks are already gone.
- 19. Like it or not, the historic district is now a caricature of what it was.
- 20. The tourists don't look at miner's shacks. They gawk at the tall, skinny Park City homes.
- 21. Biggest mistake I ever made was taking the aluminum siding off the house and tried to go historic, you sold me out.
- 22. Further restrictions on the district only penalize people who tried to play it straight.

- 23.1 support preservation efforts on historic buildings and keeping the charming character of these Old Town properties.
- 24. I don't support efforts to require new construction to replicate the look and feel of Old Town's original historic buildings. Design variety and architectural diversification adds to the character, desirability and value of a community.
- 25.1 do not support this much proposed government regulation let the free market rule.
- 26. I believe it to be a foolish mistake to believe that the visitor coming to Park City will be drawn to an artificial "Historic Disneyland" replication of original historic designs. All I can say about that is "Oh for cute!"
- 27. General concern with addition to an Old Town home; scale of addition.
- 28. Diversity in Old Town. Mix it up.
- 29. Don't replicate. Just keep scale down.
- 30. Please keep me informed!
- 31. Concern that lot size requirements will not be reduced for in-building.
- 32. Treasure Hill Project within the Historic District: size, style, density, environmental impact, historic compatibility, traffic, noise, construction, height
- 33. Size and number of homes in Old Town: view shed laws, height, one neighbor's house should not block or inhibit the view of another.
- 34. Would like to see citizens, neighbors, residents of historic district given better tools and help to understand process. In past, residents have been ping-ponged between departments. Citizens trying to participate in process, make PC better, retain PC's history and charm – caringultimately swept under carpet.
- 35. Would like ideas behind current historic district guidelines regarding massing, scale, size & compatibility to actually be used! Huge new buildings/remodels out of scale with neighborhood ruin entire historic district.
- 36. I would like to see specific incentives for green building, including solar panels, solar film, grey water collection and snow melt collection for landscaping water.

## Comments from Public Input Meeting July 14, 2008

- 1. Vacant lot inventory? Do we have one? How many lots are left?
- 2. What's the difference between old and new proposed guidelines? Can a matrix be done?
- 3. How do height limits effect building footprint?
- 4. How does this process work? Are these new guidelines restricting? What will I be able to do?
- 5. We need to review new homes and their sizes.
- 6. How is this compatible with the General Plan goals? We need a balance between scale and height.

- 7. How do you retain historic character while making modifications? Cars, snow removal, exemption for historically significant buildings not required to have off-street parking?
- 8. How can we provide flexibility for options?
- 9. Garages in past were built within walking distance of houses.
- 10. How is this different from the LMC? How can the LMC be changed?
- 11. Owners are upset on late noticing.
- 12. Small houses on million dollar lots will increase costs significantly versus being able to maximize out a lot.
- 13. What happened to survey process from last fall? How does that affect current draft Guidelines?
- 14. Inaccuracies in buildings deemed significant?
- 15. Who's list is it?
- 16. Vacant lot database? Context, density?
- 17. What areas are on the National Historic Register?
- 18. Happy you are redoing Guidelines. Previous Guidelines allowed too large homes, not enough open space.
- 19. Worried about restricting property with changes in Guidelines versus what someone did under old Guidelines. Evil Empire. Too many attorneys involved.
- 20. Don't restrict color. Don't limit size. Adjacent homes have been demolished and rebuilt so why can't l?
- 21. Duplicate and replicate best option.
- 22. Concerned about development rights. Guidelines for sustainable materials addressed? Solar panels allowed? Grey water potential incentives? Need variety. Be honest with Guidelines.
- 23.12:12 roof pitch? Arbitrary roofs.
- 24. Look for a pattern of roof heights, variety.
- 25. How do little people get power back? Obligation for noticing to adjacent property owners is very important.
- 26. Why was a house on the previous list removed? Once removed, how does that effect adjacent property owners?
- 27. Impact of modern codes for modestly renovating an historic structure?
- 28. Change noticing process.
- 29. Concerned about remodeling. New construction is horrible. Adjacent structures should reflect this. Where is the enforcement and regulation?
- 30. Make sure Preservation Plans are precise and complete.
- 31. The maximum height may be 27', but nobody has to do a 4:12 roof pitch. There are many compatible roof forms.
- 32. When buildings aren't on the historic inventory, but seem similar to others that are, what is the criteria of why they aren't on the list?
- 33. Keep the design character of Old Town. Make it compatible. Make it look ok. This isn't happening.
- 34. No issues with stringent Guidelines.
- 35. Concerned about new construction. Against replication; want a variety in what buildings may look like. Do not restrict color.

- 36. There are more opportunities to replace than reproduce.
- 37. Provide reasonableness of replication and reconstruction.
- 38. We need new materials to maintain the historic footprint.
- 39. Homes built after 1999 changed and got worse. What changed then? Massing used to be right, but buildings have gotten bigger and bigger and higher and higher. Massing now isn't compatible with adjacent older structures. What is being built today is out of scale.
- 40. Historic District Commission disbanded. Why? That process took away the only public input with the HDC. HPB today only has approval for grants. Items now go to the Planning Department or a staff member for review. Staff members aren't qualified. People are held to different standards.
- 41. Why aren't 'view sheds' protected? Napa has a great View Shed Code in place. Can this be considered?
- 42. Switzerland puts up massing on site for public input before anything is approved. Why was public input process taken away?
- 43. HPB is rendered useless. Will Guidelines even be implemented? Complaints from neighbors are always dismissed. What stops Planning Department from demolishing a house? Guidelines/Code/General Plan not enforced. How can staff pass these items? Policies aren't being followed.
- 44. Are there fines in place to enforce plans that are approved? What about bonds?
- 45. Planning Department needs to learn how to say 'no'.
- 46. There need to be financial penalties in place or ramifications. How about requiring tear down for items not in compliance? Require jail time?
- 47. The current process seems to give incentives for tear down.
- 48. Under the proposed Guidelines would you be able to build a steel/glass structure?
- 49. There was a situation in the past with a beautiful historic stone wall. How could this wall be saved with a remodel occurring? Adjacent property owner came to Planning Department to discuss options. There wasn't an Historic Expert on staff and the builder wasn't following the plans as submitted. There wasn't anyone to complain to or anyone to enforce.
- 50. Two different sides here; one wants prescriptive Guidelines and the other wants loose Guidelines.
- 51. During three different applications three different title companies produced three different property owners within 300 feet. Why is there three different lists? Owners on the list weren't complete and some were totally wrong with incorrect addresses. Can the City take over noticing?
- 52. Is noticing required for Design Review?
- 53. There is too much pavement and not enough landscaping.
- 54. Staff should be made to walk around Old Town weekly.
- 55. Reconstruction process? Repair versus replace in kind.
- 56. Citizens and residents should be given better tools.

- 57. Planning and Building need to coordinate with applicant at beginning and ending of process.
- 58. Can a pamphlet be put together that describes who does what at the city and a flow chart of the process? Can these be at the front counter?
- 59. Sustainability (solar) broader issues. How does this relate to Guidelines? How can this be included?
- 60. Where is the enforcement of building plans?
- 61. This meeting wasn't properly noticed. This process is a dog & pony show and the entities have already decided this document will pass and be used.
- 62. Property rights aren't being respected. This is a taking.
- 63. Code enforcement and demolition? Who monitors junk on porches like old couches and other unsafe sanitary conditions?
- 64. Get the garbage and recycling containers off the street.

# <u>Comments</u> from Design Professionals Input Meeting July 16, 2008 (by category)

## GENERAL:

- 1. How is this document different from the 1983 Guidelines and why are we changing it?
- 2. Is there a rating system? How many criteria will have to be met in order to 'pass'? How do you 'substantially' comply?
- 3. Why isn't there a Vacant Lot Inventory?
- 4. Why aren't any elected officials here at this meeting?
- How do we apply this info to the Historic District Guideline issues? Process will take us through a series of changes and eventually end up in LMC. Items discussed tonight will go on and help to affect change later.
- 6. Will this document become law?
- 7. How do we get simple solutions? We won't be able to solve all of the issues tonight.
- 8. We really need to change the LMC. These Guidelines aren't the problem.
- 9. Guidelines try to solve 'general' problems. They should give room to work within context.
- 10. We need more black/white instead of grey area. What about Peter's logarithmic formula? We need system of points.
- 11. Let's focus on basic standards; 1 car garage, panelization, 100% or a % for a max additions, auto appeal process?
- 12. This should be a flexible process.
- 13. We need dialogue and discussion.
- 14. Make everything a C.U.P. (all applications)
- 15. This is a prescriptive process. Don't take the design out of process. Does the solution stand alone? You can't design in a vacuum. This isn't a paint-by-numbers.

- 16. The Legal Department can't accommodate 'subjective' criticisms. Jury review could occur at a schematic phase.
- 17. Avoid prescriptive elements because what about x-1 or x+1?
- 18. Why isn't Council here to tell us what they don't like?
- 19. Root pitches: why aren't we measuring from midpoint of ridge or top of wall plate?
- 20. All decisions that occur come from the Legal Department, not the Planning Department. What does legal know about design and planning?
- 21. Is it important to maintain the National Historic Register? Could we provide our own Criteria?
- 22. Do we want to revisit floor/area ratio? No.
- 23. The number one complaint in Old Town is 'height'. We need a consistent way of measuring height. All jurisdictions measure it differently. What about measuring it the way the building code does? Let's adopt that definition.
- 24. Everything built before had no rules. What if we got rid of them now?
- 25. Roof height: cold roofs add height. What about adjoining roofs on close proximity properties? This has been done before.
- 26. Snow shed creates its own set of problems. This should be looked at early on in the planning process instead of being figured out later on when the building permit is pulled.
- 27. In modifying existing language, how does this affect the L.M.C.?
- 28. How does/will Council use this info? Will there be a policy discussion with Council?
- 29. Provide specific critique about Guidelines instead of rephrasing philosophy.
- 30. The photographs on the wall today are the best input yet.
- 31. What is it about height that people don't like? Blank walls without fenestration or actual height?
- 32. A client may ask, "why is it too high?" Ask client back, "Why do you want this?" Figure out what they really want.
- 33. Designers should have been involved earlier. A lot of questions should have been asked. How baked is this cake (the draft Guidelines). Is it still in the mixing bowl? Can changes still be made?
- 34. City Council are all policy makers. They will be to prioritize what is important to them. Public may not get what they want. Designers may not get what they want.
- 35. Choose priorities now.
- 36. Council doesn't understand how architects work in elevation. Difficult to modify site plans to respond to real issues.

## PARKING:

- 1. New construction per code requires 2 parking spaces. Should this be changed?
- 2. What about paying into a parking fund? Only allow 1 parking space? Alternative ideas?
- 3. Push building back farther and farther to bring garage higher and higher (sometimes this occurs 18' above natural grade)
- 4. Consider zero setbacks.
- 5. Consider max setbacks but not minimums.
- 6. Consider three separate parking solutions per situation; one for uphill lots, one for downhill lots and one for flat lots.
- 7. Delete 2 required parking spaces. Parking isn't for Old Town.
- 8. Move parking to separate co-op structure
- 9. Reduce front yard setbacks
- 10. Cars should be subordinate to people
- 11. Increased depth of driveway isn't helpful
- 12. 2 car format is problem
- 13. How many homes are nightly rentals or boarding houses? Focus on alternatives
- 14. Balance snow management (storage) with construction
- 15. Plan better for snow storage
- 16. Old Town is a 'walkable' community
- 17. Consider valet parking service in Historic Districts
- Be bold, take a chance, make a statement now about no cars in Old Town
- 19. Make it difficult and hard to get parking in
- 20. Work on possible criteria for eliminating one parking space (bonuses for footprint?)
- 21. Less cars = more green space and less impact on historic structures
- 22. urban environment versus non-historic suburban environment
- 23. What are impacts of reducing to one car? What about homes that already have two parking stalls? How are home values affected?
- 24. A street full of cars is more obtrusive then garage doors
- 25. Different parking requirements should correspond to different lot widths

## ADDITIONS TO HISTORIC STRUCTURES

- 1. Consider a land bank to store historic structures as some areas cannot accommodate additions.
- 2. If you move a historic structure it can often ruin its historic fabric.
- 3. 90% of houses in old town haven't been built within their own property lines.
- 4. Market values are pushing problems and increasing sizes of additions.
- 5. 'Cancerous' additions are being added to small historic structures.

- 6. What about a structure on large lot versus a separate structure on a different part of the lot? Being able to do this would require an L.M.C. change.
- 7. What about sensitive 'linking' elements? How would these connectors work?
- 8. Focus on primary and secondary facades first.
- 9. Bungalows (lowest roof form) are the most difficult to modify because of horizontality.
- 10. Possible trade-off of larger volume footprint to maintain horizontality? What is more like how additions were done in the past? Larger footprint would be more than what current Code allows. Consider change.
- 11. How important is new context with the street because existing context is totally lost.
- 12. On 25'x75' lots lifting may be only option and then make it 'not all about the garage'

## NEW CONSTRUCTION

- 1. Discourage lot combinations.
- 2. New construction is affected by all of the other items already talked about: parking, height, footprints (trade-offs with height, placement), context of street, walkability of street.

From: rogerjuliette@mac.com [mailto:rogerjuliette@mac.com] Sent: Tuesday, July 29, 2008 11:28 AM To: Patricia Abdullah Cc: Kayla Sintz Subject: Historic District Guidelines, Comment In any change to Design Guidelines or revision of the Land Management Code take care NOT to create a "playbook" that will enable, encourage or perpetuate repetitive solutions or mediocre design. If you do you'll get it! Roger D. Architect AIA