



Landmarks & Urban
Conservation Commission



Agenda Number: 4
Case No.: 12-LUCC-50033
Project # 1004137
March 14, 2012

Staff Report

Agent	Treveston Elliot
Applicant	Tamara Righettini
Request	Certificate of Appropriateness for alteration
Legal Description	Lot 41 Block 2 Coronado Addition
Address/Location	903 Forrester NW
Size	
Zoning	SU2/SF
Historic Location	Eight and Forrester HO

Staff Recommendation

Approval of Case # 11LUCC50033, Project #1004137, a request for a Certificate of Appropriateness for alteration, based on the Findings beginning on page 11 and subject to Conditions of approval on page 13.

Maryellen Hennessy
Staff Planner

Summary of Analysis

This is an application for a Certificate of Appropriateness for alteration to the Contributing property at 903 Forrester NW in the Eighth and Forrester Historic Overlay Zone. The subject house is a one-story bungalow built before 1907 with a garage addition at the rear and to the side, built after 1957. The applicant proposes to replace six windows (some original, some not) and make exterior alterations to the existing attached garage facade. A small addition to the rear of the existing house is proposed. The proposal also includes removing the existing wood shingle siding material, adding insulation and replacing the wood shingles with new composite shingles. The applicant proposes to stucco the lower quarter of the building.

The application partially complies with the Development Guidelines for the Eighth and Forrester Historic Overlay Zone and the LUC Ordinance criteria for approval of a Certificate of Appropriateness.

Staff is recommending approval with conditions. Staff supports the window replacement, the alterations and the small addition but cannot support the replacement of the wood shingles with another material.

PRIMARY REFERENCES:

Landmarks and Urban Conservation Ordinance; Design Guidelines for the Eighth and Forrester Historic Overlay Zone; Resolution R-46-1991.

Development Review Division Report:

SUMMARY OF REQUEST

<i>Requests</i>	<i>Certificate of Appropriateness for Alteration</i>
<i>Historic Location</i>	<i>Eighth and Forrester Historic Overlay Zone</i>

I. AREA HISTORY AND CHARACTER

Surrounding architectural styles, historic character and recent (re)development

	<i># of Stories</i>	<i>Roof Configuration, Architectural Style and Approximate Age of Construction</i>	<i>Historic Classification & Land Use</i>
<i>General Area</i>	1 - 2	Hipped, gabled and flat, Simplified Queen Anne, Bungalow, Southwest Vernacular	Contributing and Non-contributing, residential
<i>Site to the North</i>	1 1/2	Hipped with front facing gable, Queen Anne, 1907-08	Contributing, residential
<i>Sites to the South</i>	1/ 1/2	Gabled, Queen Anne, 1907-08	Contributing, residential
<i>Sites to the East</i>	1	Flat roof, southwestern, recent	Non-contributing residential
<i>Site to the West</i>	1	Gabled, Bungalow, ca. 1920	Unclassified, residential

II. INTRODUCTION

Proposal

The subject house is a one-story hipped roof bungalow built before 1907. The house is clad with wood shingles and the open porch has arched openings and a lumberyard classic column. A small gabled roofed garage addition was added at the south side sometime after 1957, as indicated on the 1957 Sanborn Map (Attachment).

The applicant wishes to remodel the exterior of the dwelling in order to repair deteriorating materials and to improve the energy efficiency of the dwelling. The proposal includes the following actions.

- Replace 6 windows (on the north, east and south sides of the property) with new windows.
- Remove the original wood shingle siding, replace with composite siding and a stucco base. Interior insulation to be added as part of this.

- Replace the garage door with glass French doors. Remove the existing entry door on the same façade as the garage doors.
- Enclose the patio to the rear to increase the floor space for the kitchen. Adds 72 square feet under the existing roofline.

Context

The Eighth and Forrester Historic District is described in the State and National Register nomination as “a fine and little-altered neighborhood of simple lower-middle class housing, predominately from the first decade of the twentieth century.” The nomination also states: “Developed and largely built up in the first decade of the twentieth century, the Eighth Street/Forrester Historic District is an excellent example of a working-class neighborhood, unscarred by substantial modern alteration or intrusion. The district is most important for its architecture, for its small, simple and attractive houses, scaled-down version of styles popular in the period between 1901 and 1925.”

Simple cottages are the predominant form in this district. A few larger houses, described as late adaptations of the Queen Anne style, are larger primarily by comparison with the simple cottages. They would not be considered large in other historic neighborhoods, such as the Fourth Ward Historic District. There are a number of southwestern revival styles built between 1922 and 1929, and these houses resemble the earlier cottages in their modest size and ornamentation.

The nomination goes on to say in conclusion “...the real strength of the area lies in the small houses, simple in form and restrained in detail, which make up the almost unbroken context of these streets. Preserved by relative isolation imposed by the street pattern and by the lack of money for grandiose re-modeling throughout the years, these buildings keep the feeling and visual dimensions of a lower-middle class district in the early years of this (twentieth) century.”

The Eighth and Forrester Historic District was accepted to the National Register of Historic Places in 1980 and the City Council mapped the Historic Overlay Zone in 1991.

History

An application for a Certificate of Appropriateness for alteration at this property was denied by the LUCC in 2009 (project #1007907). The previous owner proposed a large addition incorporating the existing garage.

In 2011, the LUC considered case 11-LUCC-50033 (project # 1004137). That proposal included many of the alterations proposed in this application along with the construction of a new detached garage at the rear of the property. Construction of the new garage was approved and a decision on the alterations to the contributing building was deferred pending more information. After several deferrals, the applicant withdrew that application with the intent to reapply when the proposal was complete. This is a new application for those proposed alterations, some of which have been modified.

III. ANALYSIS

Policies are written in regular text and staff analysis and comment in bold italic print.

Comprehensive Zoning Code

The subject property is zoned SU/SF under the Downtown Neighborhoods Area Sector Development Plan. This zoning category corresponds to the R-1 Residential Zone and allows for one house per lot.

The subject property is located within the Eighth and Forrester Historic Overlay Zone. The Comprehensive Zoning Code §14-16-2-28 establishes controls and procedures for Overlay Zones. §14-16-2-28 (D)(1) states that the area's distinctive characteristics and general preservation guidelines for the area shall be identified by the City Council in the resolution applying the Historic or Urban Conservation Overlay Zone to any given area. Specific development guidelines for each Overlay Zone area shall be adopted by the Landmarks and Urban Conservation Commission. Any construction, alteration or demolition which would affect the exterior appearance of any structure within said Overlay Zone shall not be undertaken until a Certificate of Appropriateness has been approved by the Landmarks and Urban Conservation Commission. The Code also provides that the adopted specific development guidelines may provide exemptions to the requirement or provide for City staff approval in lieu of Landmarks and Urban Conservation Commission approval. Procedures relating to the issuance of a Certificate of Appropriateness are prescribed in Chapter 14, Article 12, Landmarks and Urban Conservation.

An analysis of the proposal's conformance with the adopted specific development guidelines is provided below.

APPLICABLE PLANS, ORDINANCES, DESIGN GUIDELINES & POLICIES

Resolution –046-1991 Designating the Fourth Ward and Eighth and Forrester Historic Overlay Zones (1991)

This resolution designated, mapped, and provided general guidelines for the establishment of the Fourth Ward and Eighth and Forrester Historic Overlay Zone. For this case, this resolution will be referred to only as it applies to the Eighth and Forrester Historic Overlay Zone and the subject property contained therein, excluding references to the Fourth Ward Historic Overlay Zone. Contained within this resolution are general guidelines, of which the specific Eighth and Forrester Historic Overlay Zone Design Guidelines are derived.

Section 4.A of the designating ordinance states that “Alterations or renovations to structures listed as contributing in the Historic Overlay Zones should strive to retain significant, character-defining architectural features of the structure and utilize exterior materials similar to those originally found on the structure. Additions to structures listed as contributing in the Historic Overlay Zones should utilize exterior materials and window alignment similar to those of the original structure. . .”

The proposed addition at the rear, the replacement of the windows and the alterations to the garage addition proposed for this property comply with designation ordinance. Replacement of the wood shingle siding with composite siding however, may not meet the requirements of the ordinance. The wood shingle siding is a character-defining feature of this early bungalow. The composite siding proposed is similar to the material originally found on the structure, but it is not identical. The development guidelines specific to the Eighth and Forrester Historic Overlay Zone are derived from the designation ordinance and give further guidance. See analysis below.

Eighth and Forrester Historic Overlay Zone Design Guidelines

The Landmarks and Urban Conservation Commission approved specific development guidelines in 1991 as delegated by *Resolution-046-1991*. These guidelines were revised in 1998.

This application involves the following actions. Each action is assessed individually in relation to the Eighth and Forrester Historic Overlay Zone Design Guidelines.

- *The applicant proposes to replace the following windows, per the window schedule submitted with the application, Window A on the north side (side of house and not original), Windows B and C on the east side (front of house, original and with wavy glass), Window D on the south side (side of house towards the front, original, wavy glass and gridded), Windows E and F on the south side (side of house and not original).*

The development guidelines for contributing buildings state “Retain original doors and window whenever possible.” Windows A, E and F are located on the side of the house, are not original and not easily visible from the street and replacement of these windows with the double hung windows proposed is appropriate.

Windows B, C and D are the only remaining original windows and still contain the wavy glass. While one pane is cracked, the windows are not weathered or damaged beyond repair. These original windows are candidates for restoration and tax credits are probably available to financially assist. However; while retention of the older glass may be a more desirable approach, in the absence of a property owner’s appreciation of and desire to retain these original windows, requiring them to do so is not recommended by staff. This older glass is quite fragile and breaks easily. It is entirely possible that it would not survive a restoration.

The applicant is proposing to replace the windows with metal clad wood windows in the same configuration as the originals, including the diamond patterned fixed window on the south side (Window D). This is in compliance with the guidelines.

Window replacement with clad wood windows that are similar in appearance to the original is routinely approved in this and other historic districts and no other applicants have been “required” to restore rather than replace.

- *The applicant proposes to remove the original wood shingle siding and replace it with a composite siding with a stucco base. There is some damage to the wood shingles at the*

lower level due to proximity to a flowerbed and regular watering. Please see attached photos.

The design guidelines for contributing buildings state, "Match exterior materials as closely as possible to those originally used on the structure. Materials traditionally found in the area include wood, stucco, stone, adobe, brick and cast stone. Plastic, vinyl, aluminum siding or other metals are generally not appropriate, with the exception of metal window frames in some situations."

As justification for removing the original wood shingles, the applicant notes that removing the wood shingles would allow insulation to be added to the exterior walls and facilitate electrical upgrades without disturbing the plaster walls on the interior. No energy audit has been provided; therefore it is not known where energy is being lost, i.e. through the walls, windows, crawl spaces or roof.

If given that the siding should be removed to facilitate the desired improvements, the guidelines do say that exterior materials should "match" the original material as closely as possible. While products such as the cement fiber siding materials currently available are designed to imitate wood, and can be used successfully for that purpose, the question is— does the composite siding match as closely as possible? Replacing the existing wood shingle siding with new wood shingle siding is possible.

The guidelines reference vinyl and aluminum products that were popular thirty years ago as being inappropriate materials for the historic zone, but today's composite materials were not invented as of 1991 and are not discussed.

This question is an important one with respect to the historic overlay zones, and there are several aspects to consider. There is some precedent if one considers that asphalt and composite shingles have been acceptable alternatives to the wood shingles that were once the predominant roofing material on contributing buildings.

Hardiboard® has been deemed compatible with materials commonly found in the district and approved by both staff and the LUCC on new buildings and non-contributing buildings in the historic zones, but never as a wholesale replacement material on a historic building.

If it is determined that the cement fiber shingles are an acceptable replacement for wood shingles for siding, does that imply that Hardiboard® or other similar products are acceptable replacement material for horizontal wood siding on historic buildings? Many contributing historic buildings have wood siding that requires a comparable degree of maintenance. In other words, what are the implications for the district as a whole?

Many of the historic buildings have wood shingle detail in gable ends, oftentimes with alternating patterns. Will we consider composite shingles an acceptable replacement for those applications?

The applicant has submitted photographs of other houses in the district that may have stucco covering wood siding as justification for alternative material, however; each example needs to be addressed individually for an explanation. In most cases, stucco over wood was applied prior to the creation of the overlay zone in 1991, and in other cases, property owners have removed or partially removed inappropriate replacement materials

leaving some stucco in place. The LUCC does not and has not approved covering original wood siding with stucco.

Alternatively, there are arguments to be made for the value of today's composite materials including fire resistance and ease of maintenance.

Preservation Brief #16 "The Use of Substitute Materials on Historic Buildings" is appended to this report. The National Park Service brief advises when to consider using substitute materials in rehabilitation projects: 1) when the historic material is unavailable, 2) when historic craft techniques or skilled artisans are not available, 3) when there are poor original building materials and 4) where there are code related issues.

In summation, the proposed composite shingles are similar in appearance to a wood shingle, but they are not identical. None of the above conditions exist relative to the proposed substitute material, and staff finds that such a substitution is not warranted.

- *The applicant proposes to create a water table by stuccoing the lower portion of the building facades (up to 25%), including the porch wall.*

The shingles on this house are too low to the ground inviting water and insect infiltration. Any addition of soil near the foundation with planting beds further aggravates the condition.

They should be raised, however; raising them to the extent that is proposed changes the character of the building considerably. There would be two wall surface materials rather than the homogenous and monochromatic surface covering that exists now. This bungalow would lose its shingled porch walls and its character would be compromised. A minimum number of rows should be replaced with stucco.

- *The applicant wishes to remove the non-functioning garage door and the access door on the garage addition. The garage was built sometime after 1957. At some point the garage was converted into storage space. The entry door will be filled in, and the garage door replaced with French doors with sidelights. The garage addition is not original to the house. The removal of the garage doors and their replacement with French doors with sidelights does not negatively impact the original architectural features of the property but rather helps to distinguish the addition from the original house.*
- *The applicant proposes to enclose a covered patio at the rear of the house under the existing roofline. New siding will need to be added to integrate with the house and a new window will be added.*

The guidelines for contributing buildings state that “Additions should have exterior materials and window alignment similar to those of the original structure and should match the general style and massing of that structure (the regulation of the underlying zoning determine the maximum allowable building size.) Place additions to the rear of the original building whenever possible.”

The proposed addition meets these criteria.

Landmarks and Urban Conservation Ordinance

This site consists of a contributing property in the Eighth and Forrester Historic Overlay Zone and the project is subject to certain provisions of the Landmarks and Urban Conservation Ordinance (Article 12, R.O.A., 1994). The purpose of this ordinance is to:

“Preserve, protect, enhance, perpetuate and promote the use of structures and areas of historical, cultural, architectural, engineering, archeological or geographic significance located in the city; to strengthen the city’s economic base by stimulating the tourist industry; to enhance the identity of the city by protecting the city’s heritage and prohibiting the unnecessary destruction or defacement of its cultural assets; and to conserve existing urban developments as viable economic and social entities.”

Section 14-12-8 (A) of the LUC ordinance provides that:

“Within the boundaries of a historic zone, urban conservation overlay zone, or landmark site, the exterior appearance of any structure shall not be altered, new structures shall not be constructed, and existing structures shall not be demolished until a Certificate of Appropriateness has been duly approved.”

Section 14-12-8 (A) of the LUC ordinance provides criteria for approval of a Certificate of Appropriateness:

§14-12-8-B- (1) The change is consistent with the designation ordinance and specific development guidelines for the historic overlay zone.

As discussed in the analysis above, most aspects of the proposed alterations are consistent with the development guidelines for the historic overlay zone. The replacement of the original wood shingle siding with composite siding and adding stucco to the lowest quarter of the façade are not consistent with the development guidelines or the designation ordinance as the changes proposed do not preserve the significant architectural features of this Contributing building.

§14-12-8 (B) (2) The architectural character, historical value, or archaeological value of the structure or site itself or of any historic zone in which it is located will not be significantly impaired or diminished.

The original wood siding is a significant architectural feature. The historic inventory form completed in 1979 notes “Extremely nice unmodified existing porch”. Replacement of the original siding material with modern composite material and adding stucco to the lower quarter of the facades would significantly diminish the character of this Contributing structure within the Eighth and Forrester Historic Overlay Zone.

§14-12-8 (B) (3) The change qualified as a “certified rehabilitation: pursuant to the Tax Reform Act of 1976.

Not applicable.

§14-12-8 (B) (4) The structure or site’s distinguished original qualities or character will not be altered. Original shall mean at the time of initial construction or developed over the course of history of the structure.

The original wood shingle siding is a significant architectural feature. The historic inventory form completed in 1979 notes “Extremely nice unmodified existing porch”. Replacement of the original siding material with modern composite material and adding stucco to the lower quarter of the facades would significantly diminish the character of this Contributing structure within the Eighth and Forrester Historic Overlay Zone.

§14-12-8 (B) (5) Deteriorated architectural features should be repaired rather than replaced, if possible. If replacement is necessary, the new material shall match the original as closely as possible in like material and design.

As discussed in the analysis above, while replacement of the windows may be warranted, replacement of the wood shingles with cement fiber shingles does not match the original material as closely as possible in material.

§14-12-8 (B) (6) Additions to existing structure and new construction may be of contemporary design if such design is compatible with the historic zone in which it is to be located.

Not applicable.

§14-12-8 (B) (7) Demolition shall only be permitted if it is determined that the property is incapable of producing a reasonable economic return as presently controlled and that no means of preserving the structure has been found. In making a determination regarding reasonable economic return the Commission may consider the estimated market value of the building, land and any proposed replacement structures, financial details of the property including, but not limited to income and expense statements, current mortgage balances and appraisals, the length of time that the property has been on the market for sale or lease, potential return based on projected future market conditions, the building’s structural condition, and other items determined to be relevant to the application.

Not applicable.

IV. AGENCY AND NEIGHBORHOOD CONCERNS

The Downtown Neighborhoods Association was notified of the request. No comment has been received as of the writing of this report. There is no known objection to this request.

V. CONCLUSION

In conclusion, staff both supports some parts of this application, and does not support others. Staff does not support replacing the wood shingle material with Hardishake® or removing shingles to the

extent that is proposed as those alterations do not retain original significant architectural features per the Eighth and Forrester Historic Overlay Zone Design Guidelines, nor does it protect the structure's distinguished original qualities per the LUC Ordinance. The removal of these original features would impair the historical value of this Contributing structure.

The other elements of the proposal are compliant with both the guidelines and the LUC Ordinance.

RECOMMENDED FINDINGS for a request for a Certificate of Appropriateness for alteration - Case #12-LUCC-50004 / Project # 1004137 (March 14, 2012)

1. This application is a request for a Certificate of Appropriateness for alteration at 903 Forrester NW, described as Lot 41 of the Coronado Place Addition, a property in the Eighth and Forrester Historic Overlay Zone, zoned SU-2/SF.
2. The subject property contains a one-story wood shingled bungalow house; built by 1907 and designated a Contributing property in the Eighth and Forrester Historic District. There is a one-storey addition to the rear of the house that was built after 1957.
3. The applicant proposes to replace six windows on the north, south and east elevations, replace the original wood shingle siding with composite siding and stucco, replace the garage door with French doors with sidelights, remove the access door in the garage addition and construct an approximately 72 sq. ft. addition at the rear of the house.
4. The Comprehensive Zoning Code §14-16-2-28 and the Landmarks and Urban Conservation Ordinance §14-12-8 state that within the boundaries of a historic zone, the exterior appearance of any structure shall not be altered, new structures shall not be constructed, and existing structures shall not be demolished until a Certificate of Appropriateness has been duly approved. §14-12-8(B) provides criteria for approval of a Certificate of Appropriateness.
5. The LUC Ordinance specifies that an application for a Certificate of Appropriateness shall be approved if it complies with several specified criteria. §14-12(8)(B)(1) states that a Certificate of Appropriateness shall be approved if “*The change is consistent with the designation ordinance and specific development guidelines for the landmark or historic zone*”.
6. As proposed, the request contains elements that both do and do not comply with applicable criteria §14-12(8)(B)(1). As discussed in the analysis in the staff report, most aspects of the proposed alterations are consistent with the development guidelines for the Eighth and Forrester historic overlay zone. The replacement of the original wood shingle siding with composite siding and adding stucco to the lowest quarter of the façade are not consistent with the development guidelines or the designation ordinance as the changes proposed do not preserve the significant architectural features of this Contributing building.
7. §14-12-8(B)(2) states that a Certificate of Appropriateness shall be approved if “The architectural character, historical value, or archaeological value of the structure or site itself

or of any historic zone in which it is located will not be significantly impaired or diminished.”

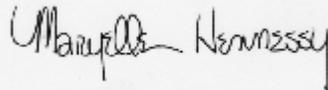
8. The original wood siding is a significant architectural feature. Replacement of the original siding material with modern composite material and adding stucco to the lower quarter of the building walls would significantly diminish the character of this Contributing structure within the Eighth and Forrester Historic Overlay Zone.
9. §14-12-8 (B) (4) states that a Certificate of Appropriateness shall be approved if “The structure or site’s distinguished original qualities or character will not be altered. Original shall mean at the time of initial construction or developed over the course of history of the structure.”
10. As analyzed in the staff report, most aspects of the structure’s distinguished original qualities and character and not altered by this proposal. The original wood siding is a significant architectural feature. The replacement of the original wood shingle siding with composite siding and stucco does not protect the structure’s distinguished original qualities and character. The removal of this original features would impair the historical value of this Contributing structure.
11. §14-12-8 (B) (5) states that “Deteriorated architectural features should be repaired rather than replaced, if possible. If replacement is necessary, the new material shall match the original as closely as possible in like material and design.”
12. As discussed in the analysis in the staff report, the proposed replacement windows match the original in material and design; replacement of the wood shingles with cement fiber shingles does not match the original material as closely as possible in material.

RECOMMENDATION - Case No. 12-LUCC-50004/ Project # 1004137 – (March 14, 2012)

APPROVAL of *12-LUCC-50004/ Project # 1004137*, an application for a Certificate of Appropriateness for alteration, located at 903 Forrester NW. This property is more specifically described as portions of Lots 2 and 3 of the Coronado Addition, a property in the Eighth and Forrester Historic Overlay Zone, zoned SU-2/SF, based on the above 12 Findings and subject to the following Conditions:

Conditions of Approval Recommended for *12-LUCC-50004/ Project # 1004137*

1. The original wood shingles shall not be replaced with composite shingles. Replacement shingles shall be wood.
2. Shingles shall not terminate higher than 12" from grade.
3. Applicant is responsible to acquire, and approval is contingent upon, approval of all applicable permits and approvals.



**Maryellen Hennessy, Senior Planner
Urban Design and Development Division**

Attachments:

HBI form
Sanborn Insurance Map 1908
Photographs of shingle conditions
National Register nomination for the Eighth and Forrester Historic District
R-046-1991
Eighth and Forrester Development Guidelines
Excerpt from LUC Ordinance §14-12-8(B)
Preservation Brief #16
Technical information on cement fiber shingles/HardiShingles®
Related article on energy upgrades to older homes

CITY OF ALBUQUERQUE AGENCY COMMENTS

***ZONING CODE SERVICES DIVISION
BUILDING & SAFETY SERVICES DIVISION
HISTORIC PRESERVATION/ADVANCED PLANNING
ENVIRONMENTAL HEALTH DEPARTMENT
SOLID WASTE MANAGEMENT DEPARTMENT
FIRE DEPARTMENT/Planning***

COMMENTS FROM OTHER AGENCIES, WHEN APPLICABLE:

***TRANSIT DEPARTMENT
POLICE DEPARTMENT
PARKS AND GENERAL SERVICES
OPEN SPACE DIVISION
BERNALILLO COUNTY
ALBUQUERQUE FLOOD CONTROL AUTHORITY
ALBUQUERQUE PUBLIC SCHOOLS
MIDDLE RIO GRANDE COUNCIL OF GOVERNMENTS***