



Landmarks & Urban
Conservation Commission



Agenda Number: 4
Case No.: 14-LUCC-50041
Project # 1010226
November 12, 2014

Supplemental Staff Report

Agent	Charles Jaeger/Ardor Construction LLC	<p>Staff Recommendation</p> <p><i>DENIAL of Case # 14-LUCC-50041, Project #1010226, a request for a Certificate of Appropriateness for alteration based on the 12 Findings beginning on page 11.</i></p> <p>Maryellen Hennessy, Senior Planner Staff Planner</p>
Applicant	Norma Perez	
Request	Certificate of Appropriateness for alteration	
Legal Description	Lot 6 Block 11 of the Perea Addition	
Address/Location	416 14 th St. NW	
Size		
Zoning	SU2/DNA/SF	
Historic Location	Fourth Ward Historic Overlay Zone	

Summary of Analysis

The application is for a Certificate of Appropriateness to make alterations to a contributing building. In general, the proposed alteration is to add an extension (addition) to the building at the rear to accommodate living space in the attic. The extension would span the entire length of the rear roof plane.

Staff finds that the proposed alteration is not consistent with applicable specific development guidelines, specifically those for roofs and additions to buildings, II.F and II.H. It is also not consistent with the adopted policy for contributing buildings which states that all alterations shall preserve the overall form and detail character of contributing buildings so that they continue to contribute to the character of the overlay zone. By adding a new roof of a substantially lower pitch on the entire rear of the house and adding new walls, however short they may be; the proposed alteration would alter the overall form of this side-gabled house. Such an alteration has the potential to affect the designation of the historic house as contributing to the historic district.

The applicant has attempted to reflect the original primary roofline by retaining just the eaves on the north and south, however; staff is not convinced that this can be successfully accomplished, nor does the submittal provide that detail. Regardless, this detail is unusual and the resulting overall form of the house without historic precedent.

PRIMARY REFERENCES:

Landmarks and Urban Conservation Ordinance; Development Guidelines for the Fourth Ward Historic Overlay Zone.

Development Review Division Report:

SUMMARY OF REQUEST

<i>Requests</i>	<i>Certificate of Appropriateness for alteration</i>
<i>Historic Location</i>	<i>Fourth Ward Historic Overlay Zone</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	Flat; Pitched (gabled and hipped), Carpenter Gothic, Spanish-Pueblo Revival and contemporary interpretations; Territorial Revival, Brick Commercial, 1796 – 1990’s.	Contributing and non-contributing Residential and Commercial
<i>Site to the North</i>	1	Front gabled Craftsman Bungalow; 1915	Residential contributing
<i>Sites to the South</i>	1	Front gabled Bungalow; 1922	Residential contributing
<i>Sites to the East</i>	1	Front gabled Bungalow; 1915	Residential contributing
<i>Site to the West</i>	1	Side gabled Bungalow house; 1923	Residential contributing

II INTRODUCTION

Proposal

This case was deferred by the Commission on October 8, 2014 to allow time for the submittal drawings to be corrected and supplemented. Revised drawings were received. While the revised drawings would not be sufficient for issuance of a building permit, they do more adequately convey the nature of the alteration than previous submittals. This request is for a Certificate of Appropriateness for alteration to a contributing house in the Fourth Ward Historic Overlay Zone. The subject house is a one-story side-gabled house in the Craftsman/Bungalow style built in 1922. The house has wood lap siding, multi-light windows and an eyebrow over the centered front door. There is a shed-roofed addition at the rear.

The applicant proposes an addition to the house in the form of an extension of the upper story. The addition would remove the existing roof structure at the rear (east) side and extend exterior walls by approximately four feet and finish with a new low sloped roof. The eaves at the gable ends would remain in place.

Context

The Fourth Ward Historic District and Overlay Zone derives its name from the City's early system of political subdivisions called "Wards". This large historic district is bounded by Lomas Boulevard to the north; Tijeras, Kent and Central to the south; Keleher Avenue and Eighth St. on the east; and 14th and 15th Streets to the west. A small portion of the historic district at the southeast corner is not included in the boundaries of the historic overlay zone.

The district contains a variety of homes built between 1880 and 1930, with most of the development beginning in the early twentieth century. Prior to 1900, most new housing was concentrated in Huning's Highland to the east of the railroad tracks and the Fourth Ward has a few houses on large parcels of land. After the turn of the century, the Fourth Ward became the fashionable neighborhood for Albuquerque's growing business class. A wide variety of architectural styles are represented in the district including Queen Anne, Bungalow, Hipped Box, Prairie, Federal Revival style, Territorial Revival, Mission Revival, Spanish Pueblo Revival, Dutch Colonial Revival, Tudor Revival and Foursquare.

The area developed primarily as a residential neighborhood of mostly single-family dwellings, some multi-family apartments containing central landscaped courtyards, and a few commercial structures. Originally, the front yards were unfenced and street trees were planted in the strip between the curb and the sidewalk. The homes typically had a 20 foot front yard setback on the north-south streets and a 15 foot front yard setback on the east-west streets. The Fourth Ward Historic District was listed on the New Mexico Register of Cultural Properties in 1979 and the National Register of Historic Places in 1980.

History

A two-story garage/accessory building was approved by the LUCC in January 2008 on this property (Project # 1006958). A Certificate of Appropriateness was issued by staff in August 2009 (Project #1006958) for window replacement.

APPLICABLE PLANS, ORDINANCES, DESIGN GUIDELINES & POLICIES

III. ANALYSIS

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

Comprehensive Zoning Code

The property is zoned SU2/DNA-SF (Single Family) in the Downtown Neighborhoods Area Plan. The intent of the DNA-SF zone as described in the Plan is to ensure that the historic development patterns and the predominant single-family character of the Downtown Neighborhood Area is preserved and strengthened. This zone is not appropriate for multi-family residential, commercial or office uses. The proposal complies with the zoning regulations including E. Building Height and Stepbacks which requires that second story additions maintain a minimum horizontal setback of 6 feet from the front façade.

Landmarks and Urban Conservation Ordinance

This site consists of a contributing property in the Fourth Ward Historic 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. AN analysis of the proposal relative to the criteria for approval is provided below.

Development Guidelines for the Fourth Ward Historic Overlay Zone

II. DESIGN GUIDELINES FOR CONTRIBUTING BUILDINGS

Policy: All alterations shall preserve the overall form and detail character of contributing buildings so that they continue to contribute to the character of the overlay zone.

By adding a new roof of a substantially lower pitch on the entire rear of the house and adding new walls, however short they may be; the proposed alteration would alter the overall form of this side-gabled house. Such an alteration has the potential to affect the designation of the historic house as contributing to the historic district.

A. General Guidelines

1. Original materials and architectural features shall be retained wherever possible.
2. If the original materials cannot be used, new materials shall be identical to the original in size, proportion, texture and finish.
3. If a material or feature is too deteriorated to be repaired, and an identical material or feature is not technically feasible, a compatible substitute material may be submitted for consideration and approval. Approval shall be obtained before proceeding with the substitution. The new material and/or feature shall convey the same visual appearance as the original.
4. Replacement of inappropriate modern materials with materials matching the original is encouraged. The replacement shall be based on historical, physical, or pictorial evidence.

B. Exterior Wall Materials

1. Materials original to the building and materials that match the original as closely as possible in size, proportion, and pattern.
2. Materials that are appropriate to the style of the structure.

Not Appropriate:

1. Plastic, vinyl and aluminum siding.
2. Materials that are inappropriate to the style of the structure.

These guidelines apply primarily to repairs and replacement of existing materials and are only minimally applicable to this proposal for new work. The materials proposed for the addition would match that of the original structure and are appropriate to the architectural character.

C. Windows, Screens, Shutters, Awnings, Security, and Vents

1. Retention and repair of original windows is the preferred option. If replacement is necessary, the replacement shall match the originals as closely as possible in size, proportion, operation (sash or casement), mullion pattern and material. The size of the window opening shall not be altered.
2. Glass shall be clear in the majority of windows, but small amounts of stained or beveled glass may be appropriate and approved on a case-by-case basis.
3. The addition of new window openings is discouraged. When new windows are necessary, they shall be placed only on the side of the building that does not face the street. The new windows shall be consistent with the design of the building's existing windows in size, design and materials.
4. The use of interior screens, storm windows and shutters is encouraged. If this is not possible, exterior screens, storm windows, and shutters may be approved on a case-by-case basis.
5. Such exterior items, if approved, shall match the existing doors and windows and shall be painted to match existing items.

6. Exterior shutters are generally not acceptable. The addition of shutters is only acceptable if evidence exists that shutters were historically in use on the house. If so, replacement shutters shall replicate the original shutters.
7. Awnings: If awnings are acceptable, the use of canvas or other woven materials is encouraged. Metal awnings are not acceptable. Awnings shall not hide important architectural features, nor obscure the shape of the window. Awning fixtures shall conform to the shape of the window opening.
8. Security bars: The use of security bars is discouraged. Property owners are urged to contact LUCC Staff for advice on how to increase security with minimal impact to the historic character of a building.
9. Vents
 - a. Vents shall be retained wherever possible.
 - b. When it is demonstrated to be necessary to convert a vent to a window, the exterior shape and moldings are to be maintained.
 - c. Complete removal of vents from the façade is not appropriate.

Not Appropriate:

1. Replacing historic windows that could be repaired or restored.
2. Shiny, or raw aluminum window frames.
3. Horizontal moving ("sliders") or horizontally oriented windows.
4. Replacement windows that do not fit the size of the original opening.
5. Replacement of historic window openings with glass block.
6. Reflective glass in any window on the front façade or publicly visible side.
7. Addition of window openings on the front façade or publicly visible side that include non-functional shutters, metal awnings, raw aluminum storm windows or shiny fabrics.

Two new window opening would replace existing vents in the gable ends on north and south facades. The drawings show no change in the existing openings. The change would appear to comply with applicable standards C.3 and C.9.

D. Doors

1. New door panels, if approved, shall be consistent in style and materials.
2. New storm or screen doors visible from any street shall be simple in style and constructed of wood or material with a similar appearance to wood.
3. New door openings, if approved, shall not be placed on the front façade or publicly visible side of the building, and shall be consistent with the original rhythm of the building's existing door opening.

Not Appropriate:

1. Removal of historic door.
2. Addition of new door openings to the front façade or publicly visible side.
3. Exposed (raw) aluminum doors.
4. Flat doors with no decorative features or doors inappropriate to the style of the building.

Not applicable. No new doors are proposed.

E. Porches

1. Porches were originally designed as outdoor spaces. Opening up previously enclosed porches is encouraged.
2. The original lines of the porch roof and all original materials and decorative elements shall be retained whenever possible.
3. Enclosing porches is discouraged. If a porch must be enclosed, transparent materials (glass or screen) that preserve the shape of the openings shall be used. The addition of opaque walls or materials is not appropriate.

4. If a porch is to be enclosed with screen wire and requires a door, the new porch screen door shall be simple and constructed of wood or metal.

Not Appropriate:

1. Demolition of historic porches is not appropriate unless deterioration is severe and the proposal includes a matching replacement plan.
2. Enclosing porch with masonry or other solid material.
3. Removal of primary porch features and details.

Not applicable. No porches are affected by the proposed alteration.

F. Roof Shapes and Materials

1. Retain the original style, pitch, and proportion of the roof. If these have been altered, rehabilitation shall be based on historical physical or pictorial documentation.
2. Original parapet height and design shall be maintained.
3. Pitched roof materials shall be replaced with a material that is identical in appearance. Replacement shall be visually consistent in composition, size, shape, color, and texture to the original or historically appropriate roofing material.
4. Skylights may be approved as appropriate if located at the rear of the house and not visible from the street.

Not Appropriate:

1. Metal roofs, excepting historically accurate metal Spanish tiles or replications thereof on Mission or Mediterranean style buildings, or corrugated tin or steel roofs on New Mexico Vernacular Style houses. Metal roofs shall never be used to replace shingle roofs.
2. Skylights on street facing pitched or hipped roofs.

The standards for roofs are most applicable to this request. Because the addition would span the entire length of the eastern half of the gabled roof, the overall style and proportion of the roof on this house would be altered dramatically. The pitch of the new roof is substantially lower than the pitch of the original roof and the front half of the house. The submittal indicates that the existing eaves would be retained, perhaps as an effort to retain the original roof line (shape). There is insufficient information with regard to the roof framing to demonstrate how this is to be achieved. The result of this alteration would be an overall building form and roof shape that has no historic or precedent. While staff thinks that a properly proportioned shed-roofed dormer would most likely be considered appropriate at the rear of this house, a building addition that removes the existing roof framing and spans the entire length of the eastern roof slope is has a much more profound effect on the character of this historic house.

G. Architectural Features

1. Retain and repair all architectural features rather than demolish. This includes the form, materials, or details. If this is not possible, replace with forms or details that are identical (or as close to identical as possible) to the original in size, shape and material.
2. Preserve significant unusual and unique forms and features wherever possible.
3. Proposed new features shall be outside of the view from the public right of way wherever possible.

Not Appropriate:

1. Removal of, or hiding from public view, original architectural features.
2. Addition of architectural features incompatible with the overall historical aspect of the building.

Other than the side-gabled roof, no architectural features on the historic building are affected by the proposed alteration. A new feature is introduced at the rear of the building. It is easily visible from the right-of-way.

H. Additions to Contributing Buildings

1. Additions to the building shall be located to the rear of the original building whenever possible. The orientation of the building to the street shall not be altered by the addition.
2. The general scale, style, height, proportion and massing of the addition shall be consistent with and not dominate the existing structure visually
3. Exterior materials and features of the addition shall match those of the original structure. This includes the roof pitch, style and material.
4. Additions shall be subordinate to the historic structure. Additions may be appropriate if the

Not Appropriate:

1. Additions larger than the original structure.
2. Additions located at the front third of the building.
3. Additions inconsistent with the contributing structure in architectural scale, style, proportion, massing, or material.

proportion, scale, massing, and exterior materials are compatible to the original structure.

The proposed addition is located at the rear of the original building and the orientation of the building to the street will not be altered, so the proposed addition complies with standard #1. Staff does not conclude that standard #2 is satisfied. A shed roofed dormer is a compatible choice for a side-gabled house such as this and the height of the addition is appropriate, however; because the proportion of the addition, spanning the entire length of the eastern roof plane as it does and the addition of new walls in the same plane as the original walls affects the massing of the original building. The exterior materials match those of the original building partially satisfying standard #3. The pitch of the new roof is substantially lower than the original roof, noted on the drawings as 2 on 12 vs. 6 on 12; therefore standard 3 is not met. Staff finds that that the proportion of the addition in relation to the existing rear roof is not appropriate.

Landmarks and Urban Conservation Ordinance

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, the proposed alteration is not consistent with the applicable specific development guidelines. It is not consistent with the adopted policy for contributing buildings and with guidelines II.F and II H.

§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.

As discussed in the analysis above, the proposed alteration would diminish the architectural character of this historic house significantly. Were such an alteration to be made, the house could lose its designation as contributing to the historic district.

§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.

As discussed in the analysis above, the original quality and character of this single-story side gable roofed house would be altered significantly.

§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.

Not applicable.

§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.

The proposed addition might be considered of contemporary design; however it would result in a house form with no historic precedent and as such is not compatible with the historic zone.

§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.

Conclusion

As discussed in the analysis above, staff finds that the proposed alteration is not consistent with applicable specific development guidelines, specifically those for roofs and additions to buildings, II.F and II.H. It is also not consistent with the adopted policy for contributing buildings which states that all alterations shall preserve the overall form and detail character of contributing buildings so that they continue to contribute to the character of the overlay zone. By adding a new roof of a substantially lower pitch on the entire rear of the house and adding new walls, however short they may be; the proposed alteration would alter the overall form of this side-gabled house. Such an alteration has the potential to affect the designation of the historic house as contributing to the historic district.

The applicant has attempted to reflect the original primary roofline by retaining just the eaves on the north and south, however; staff is not convinced that this can be successfully accomplished, nor

does the submittal provide that detail. Regardless, this detail is unusual and the resulting overall form of the house without historic precedent

While staff appreciates the desire to add additional living space to some of the smaller houses in the historic zones, such additions must be treated sensitively. There are several examples in the Fourth Ward historic overlay zone of attic conversions that did not require such drastic alteration.

FINDINGS for DENIAL of a request for a Certificate of Appropriateness for alteration - Case 14-LUCC-50041 / Project # 1010226 (November 12, 2014)

1. This application is a request for a Certificate of Appropriateness for alterations at 416 13th St. NW, described as Lot 6 Block 11 of the Perea Addition, in the Fourth Ward Historic Overlay Zone.
2. The subject building is one-story, side-gabled, Craftsman Bungalow house with front facing eye-brow dormer built in 1922. The house is designated as contributing to the historic district.
3. The proposal is to make alterations to the existing building in order to accommodate a bedroom and bath on a second story. The house currently has unimproved attic space.
4. The proposal would create a “second story” living space by removing the existing eastern (rear) roof plane, adding new walls on the north, south and east and adding a new roof with a low pitch to the new extension.
5. Section 14-12-8(A) of the Landmarks and Urban Conservation Ordinance states 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.
6. The LUC Ordinance Section 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*”. In general, the proposed new construction does not conflict with the designation ordinance or the development guidelines.
7. The proposal is not consistent with the Policy for Contributing Buildings in the Fourth Ward Historic Overlay Zone which states that “*All alterations shall preserve the overall form and detail character of contributing buildings so that they continue to contribute to the character of the overlay zone.*” The addition of a new roof of a substantially lower pitch on the entire rear of the house and the addition of new walls in more or less the same plane as the first story walls will alter the overall building form of this side-gabled roofed house. Such an alteration has the potential to affect the designation of the historic house as a contributing resource to the historic district.

8. Two new window opening would replace existing vents in the gable ends on north and south facades. The drawings appear to show no change in the existing openings. While the guidelines state that new window openings are discouraged, the change generally complies with applicable standards II. C.3 and II. C.9.
9. Guidelines II.F for roofs are most applicable to this request. Because the addition would span the entire length of the eastern half of the gabled roof, the overall style and proportion of the roof on this house would be altered dramatically. The pitch of the new roof is substantially lower than the pitch of the original roof and the front half of the house. Even though the applicant proposes to reflect the original roofline of the house by retain the existing roof eaves, the result of this alteration would be an overall building form and roof shape that has no historic precedent. The addition would diminish the character of this historic house.
10. Guidelines II.G for additions are most applicable to this request. The proposed addition is located at the rear of the original building and the orientation of the building to the street will not be altered, so the proposed addition complies with standard #1. Standard #2 is not satisfied. A shed roofed dormer is a compatible choice for a side-gabled house such as this and the height of the addition is appropriate, however; because the proportion of the addition, spanning the entire length of the eastern roof plane as it does and the addition of new walls in the same plane as the original walls affects the overall massing of the original building. The exterior materials match those of the original building partially satisfying standard #3. The pitch of the new roof is substantially lower than the original roof; therefore standard 3 is not met. The proportion of the addition in relation to the existing rear roof is not appropriate.
11. The LUC Ordinance Section 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.”* As discussed in Findings 8, 10 and 11 above, the proposed alteration would diminish the architectural character of this historic house significantly. Were such an alteration to be made, the house could lose its designation as contributing to the historic district.
12. The LUC Ordinance Section §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.”* As discussed in Findings 8, 10 and 11 above, the original quality and character of this single-story side gable roofed house would be altered significantly by the proposed alterations.

RECOMMENDATION - Case No. 14-LUCC-50041, Project #1010226– (November 12, 2014)

DENIAL of an application for a Certificate of Appropriateness for alteration 416 13th St. NW, described as Lot 6 Block 11 of the Perea Addition in the Fourth Ward Historic Overlay Zone based on the above 13 Findings.

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

Attachments:

- 1) 1979 Inventory form

CITY OF ALBUQUERQUE AGENCY COMMENTS (AS APPLICABLE)

ZONING CODE SERVICES DIVISION

BUILDING & SAFETY SERVICES DIVISION

Per City of Albuquerque UAC (110.3): “drawings submitted shall be of sufficient clarity to indicate the nature and extent of the work proposed and show in detail that it will conform to the provisions of the Technical Codes and all relevant laws, ordinances, rules and regulations.” Applicant should refer to the City of Albuquerque handout specifying the minimum drawings required for a project of this nature when submitting for a building permit.

COMMENTS FROM OTHER AGENCIES, WHEN APPLICABLE:

PNM

ENVIRONMENTAL HEALTH DEPARTMENT

SOLID WASTE MANAGEMENT DEPARTMENT

FIRE DEPARTMENT/Planning

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