

PLANNING DIVISION STAFF REPORT

April 3, 2024

PREPARED FOR THE LANDMARKS COMMISSION



Project Name & Address: 2020 Chadbourne Avenue

Application Type(s): Certificate of Appropriateness for a demolition, new construction, and additions

Legistar File ID # [82208](#)

Prepared By: Heather Bailey, Preservation Planner, Planning Division

Date Prepared: April 1, 2024

Summary

Project Applicant/Contact: Brett Clarke, Sweeney Design Remodel

Requested Action: The Applicant is requesting that the Landmarks Commission approve a Certificate of Appropriateness for the demolition of a garage, construction of a new garage, and two additions.

Background Information

Parcel Location/Information: The subject property is in the University Heights historic district.

Relevant Ordinance Sections:

41.18 STANDARDS FOR GRANTING A CERTIFICATE OF APPROPRIATENESS

A certificate of appropriateness shall be granted only if the proposed project complies with this chapter, including all of the following standards that apply.

- (1) New Construction or Exterior Alteration. The Landmarks Commission shall approve a certificate of appropriateness for exterior alteration or construction only if:
 - (a) In the case of exterior alteration to a designated landmark, the proposed work would meet the Secretary of the Interior's Standards for Rehabilitation.
 - (b) In the case of exterior alteration or construction of a structure on a landmark site, the proposed work would meet the Secretary of the Interior's Standards for Rehabilitation.
 - (c) In the case of exterior alteration or construction on any property located in a historic district, the proposed exterior alteration or construction meets the adopted standards and guidelines for that district.
 - (d) In the case of any exterior alteration or construction for which a certificate of appropriateness is required, the proposed work will not frustrate the public interest expressed in this ordinance for protecting, promoting, conserving, and using the City's historic resources.
- (2) Demolition or Removal. In determining whether to approve a certificate of appropriateness for any demolition or removal of any landmark or structure within a historic district, the Landmarks Commission shall consider all of the following, and may give decisive weight to any or all of the following:
 - (a) Whether the structure is of such architectural or historic significance that its demolition or removal would be detrimental to the public interest and contrary to the general welfare of the people of the City and the State.

- (b) Whether a landmark's designation has been rescinded.
- (c) Whether the structure, although not itself a landmark structure, contributes to the distinctive architectural or historic character of the historic district as a whole and therefore should be preserved for the benefit of the people of the City and the State.
- (d) Whether demolition or removal of the subject property would be contrary to the policy and purpose of this ordinance and/or to the objectives of the historic preservation plan for the applicable historic district as duly adopted by the Common Council.
- (e) Whether the structure is of such old and unusual or uncommon design, method of construction, or material that it could not be reproduced or be reproduced only with great difficulty and/or expense.
- (f) Whether retention of the structure would promote the general welfare of the people of the City and the State by encouraging study of American history, architecture and design or by developing an understanding of American culture and heritage.
- (g) The condition of the property, provided that any deterioration of the property which is self-created or which is the result of a failure to maintain the property as required by this chapter cannot qualify as a basis for the issuance of a certificate of appropriateness for demolition or removal.
- (h) Whether any new structure proposed to be constructed or change in use proposed to be made is compatible with the historic resources of the historic district in which the subject property is located, or if outside a historic district, compatible with the mass and scale of buildings within two hundred (200) feet of the boundary of the landmark site.

Prior to approving a certificate of appropriateness for demolition, the Landmarks Commission may require the applicant to provide documentation of the structure. Documentation shall be in the form required by the Commission.

41.25 STANDARDS FOR ALTERATIONS.

(1) General

- (a) Alterations are defined as any change to any portion of the exterior of a building or site that replaces existing materials or changes its appearance. This section provides standards for building alterations.

(b) Materials and Features

- 1. Alterations shall be in keeping with the original design and character of the building.
- 2. The removal of historic features on elevations visible from the developed public right-of-way is prohibited.
- 3. The introduction of conjectural architectural features without historic precedent on the building is prohibited.

(e) Lead Paint

- 1. Window replacement due to lead may not be eligible for state preservation tax credits. In order to replace a feature due to lead paint, the proposal must meet the following conditions:
 - a. A test result that demonstrates that a feature has tested positive for lead.
 - b. Documentation of the existing original feature, including profiles, dimensions, configuration, etc. This documentation should include drawings, photographs, and any other relevant documentation.
 - c. Documentation of the proposed replacement feature, which includes a cut sheet or shop drawing of the proposed replacement feature, and a detailed description of the profile, dimensions, configuration, material, finish, etc.

- (3) Exterior Walls
 - (a) Masonry
 - 1. Masonry not previously covered shall not be covered with stucco, exterior insulation and finish systems (EIFS), paint, or other covering.
- (4) Roofs
 - (b) Materials.
 - 1. A roof feature may be replaced in kind if it is too deteriorated to repair.
 - 2. Replacement materials shall replicate the appearance of historic roofing materials found on the structure or be compatible with roofing found on historic resources in the district.
 - (d) Chimneys
 - 1. Removing a chimney visible from the developed public right-of-way or altering its appearance, is prohibited.
- (5) Windows and Doors
 - (a) Openings
 - 2. New window openings may be added to elevations not visible from the developed public right-of-way.
 - 3. The new openings and the windows or doors in them shall be compatible with the overall design of the building.
 - (c) Windows
 - 2. Only when original windows are too deteriorated or hazardous to repair may they be replaced with new windows that replicate all design details.
 - 3. Replacement multi-light windows shall use true divided lights or simulated divided lights with window grids on the exterior and interior with spacer bars between the panes of glass.
 - (d) Pedestrian Doors
 - 1. Historic entrance doors or those dating from the period of significance may be replaced with a door that blends with the character of the structure when the original is beyond repair.

41.26 STANDARDS FOR ADDITIONS.

- (1) General
 - (a) General
 - 1. New additions on the front of the principal structure are prohibited, except for restoring or reconstructing missing historic features that can be documented.
 - 2. A new addition shall be designed to be subordinate and compatible with the character of the structure.
 - 3. The addition shall be visually separated from the principal building.
 - 4. The alignment, rhythm, and size of the window and door openings of the new addition shall be similar to those of the historic building.
 - (b) Materials and Features
 - 1. A new addition shall be constructed on a secondary or non-character defining elevation so that historic materials and features are not obscured, damaged or destroyed.
 - 2. New additions that destroy significant historic materials or character-defining features are prohibited.
- (2) Building Site
 - (a) General
 - 1. Exterior additions to historic buildings shall be designed to be compatible with the historic character of historic resources within two hundred (200) feet and to maintain the pattern of the district.

- (3) Exterior Walls
 - (a) General
 - 1. Materials used for exterior walls of the addition shall be similar in design, scale, architectural appearance, and other visual qualities of the historic building, but differentiated enough so that it is not confused as historic or original to the building.
- (4) Roofs
 - (a) General
 - 1. The form and pitch of the addition roof shall be similar to and compatible with the existing roof form and pitch.
 - (b) Materials
 - 1. Visible roof materials shall be similar to the historic roof materials on the structure.
- (5) Windows and Doors
 - (a) General
 - 1. Openings and the windows or doors in them shall be compatible with the overall design of the historic building.
 - 2. The new openings shall have similar dimensions, operation, components, and finish as the historic windows or doors of the structure.
 - (b) Windows and Storm Windows
 - 1. Simulated divided lights are permitted with window grids on the exterior and interior with spacer bars between the panes of glass.
 - 2. Storm windows shall minimally obscure the window beneath and have a non-reflective coating.
 - (c) Entrance Doors and Storm Doors
 - 1. Doors shall be compatible with the overall design of the building.
 - 2. New door openings shall have a similar height to width ratio, components, and finish as the historic doors of the structure.
 - 3. Storm doors shall be full-light or full-view and have a non-reflective coating.

41.27 STANDARDS FOR NEW STRUCTURES.

- (1) General
 - (a) Primary Structures

The design for a new structure in a historic district shall be visually compatible with other historic resources within two hundred (200) feet in the following ways:

 - 1. Building Placement. When determining visual compatibility for building placement, the Landmarks Commission shall consider factors such as lot coverage, setbacks, building orientation, and historic relationships between the building and site.
 - 2. Street Setback. When determining visual compatibility for street setbacks, the Landmarks Commission shall consider factors such as the average setback of historic resources on the same block face within two hundred (200) feet, and the setback of adjacent structures.
 - 3. Visual Size. When determining visual compatibility for visual size, the Landmarks Commission shall consider factors such as massing, building height in feet and stories, the gross area of the front elevation (i.e., all walls facing the street), street presence, and the dominant proportion of width to height in the façade.
 - 4. Building Form. When determining visual compatibility for building form, the Landmarks Commission shall consider factors such as building type and use, roof shape, symmetry or asymmetry, and its dominant vertical or horizontal expression.
 - 5. Architectural Expression. When determining visual compatibility for architectural expression, the Landmarks Commission shall consider factors such as the building's

modulation, articulation, building planes, proportion of building elements, and rhythm of solids to voids created by openings in the façade.

- (b) Accessory Structures
 - 1. Comply with requirements for new primary structures with other historic accessory structures serving as comparables.
 - 2. Minimally visible from the developed public right-of-way, or be minimally visible from the front of the property for corner lots.
 - 3. Clearly be secondary to the primary structure.
- (3) Exterior Walls
 - (a) General
 - 1. Materials used for new structures shall be similar in design, scale and architectural appearance to materials that date to the period of significance on historic resources within two hundred (200) feet, but differentiated enough so that it is not confused as a historic building.
- (4) Roofs
 - (a) Form
 - 1. Roof form and pitch shall be similar to the form and pitch of the roofs on historic resources within two hundred (200) feet.
 - (b) Materials
 - 1. Roof materials shall replicate materials found on historic resources within two hundred (200) feet.
- (5) Windows and Doors
 - (a) General
 - 1. Door and window styles should both match the style of the new structure and be compatible with those on historic resources within two hundred (200) feet.
 - (b) Windows and Storm Windows
 - 1. Multi-light windows shall have true divided lights or simulated divided lights with muntin grids on the exterior and interior with spacer bars between the panes of glass.
 - (c) Entrance Doors and Storm Doors
 - 1. Sliding glass doors shall not be installed on the ground floor elevation along any street frontage.
 - (d) Shutters
 - 1. Shutters shall be allowed if they are found on historic resources in the district, and shall replicate their operable appearance.
 - (f) Garage Doors
 - 1. Garage doors shall be similar in design, scale, architectural appearance, and other visual qualities prevalent within the historic district.
- (6) Entrances, Porches, Balconies and Decks
 - (a) Porch Elements
 - 1. Entrances and porches shall be of a size and configuration consistent with the historic resources in the district.
 - 2. The primary entrance for the structure shall be located on the front elevation, or, structures on a corner lot may have a corner entrance.

Analysis and Conclusion

The proposed project is to demolish an existing garage, construct a new garage, and construct two additions to the principal structure in addition to alterations to the principal structure, including replacement of windows and

door that have tested positive for lead paint, replacing failing stucco cladding, replacing existing gutters to accommodate increased capacity, and replacing the existing slate roof with materials in-kind. For site work, the existing driveway will be removed and replaced to address the new garage configuration, and an existing patio and basketball backstop fence will be removed. Plans show the intention for future retaining wall to be constructed in the rear yard and a separate Certificate of Appropriateness will need to be issued to cover that work when those details are finalized.

The subject property features an Arts and Crafts house that was constructed in 1914 for UW Pathology professor, Charles Bunting. The stucco building features corbels at the roofline, shuttered windows, and distinctive arched windows interspersed with more typical paired double-hung windows.

On the principal structure, the window and door replacements meet the standards for replacement of features with positive lead results. The slate roof has been evaluated and it is at the end of its serviceable life, which often occurs after a century. The new roof will feature comparable replacement slate tiles. The two additions include lengthening the rear (north) wing of the house and a second projecting wing on the side (east) of the house, located behind (to the north) of the existing projecting wing, substantially set back from the front (south) of the house. In adding onto the rear wing of the house, some of the windows on that wing are proposed to be reconfigured, but the locations are compatible with the window configurations found on the existing structure. With the window replacements and construction of additions as well as failed areas of the existing stucco cladding, the project proposed to remove all stucco, insulate, and then reclad the exterior with stucco. There are currently no details on the style of replacement gutters or information on if their locations will be changed.

The existing garage is small and does not accommodate current vehicle sizes. Its replacement will be in keeping with similar precedents in the historic district. The existing garage is architecturally similar to the historic house, with brackets under the eaves, stucco cladding, and multi-light windows with shutters. The proposed replacement garage is proposed to replicate many of those details. The proposed vehicle door has multi-light windows that replicate the arched window configurations found on the house. The roof of the garage is proposed to be asphalt shingles.

A discussion of relevant standards follows:

41.18 STANDARDS FOR GRANTING A CERTIFICATE OF APPROPRIATENESS

[For proposed demolition of the garage]

A certificate of appropriateness shall be granted only if the proposed project complies with this chapter, including all of the following standards that apply.

- (2) Demolition or Removal. In determining whether to approve a certificate of appropriateness for any demolition or removal of any landmark or structure within a historic district, the Landmarks Commission shall consider all of the following, and may give decisive weight to any or all of the following:
 - (a) The existing garage is not of such architectural or historic significance that its demolition or removal would be detrimental to the public interest and contrary to the general welfare of the people of the City and the State.
 - (b) This property is not a designated landmark.
 - (c) The existing garage does not inherently contribute to the distinctive architectural or historic character of the historic district as a whole and therefore should be preserved for the benefit of the people of the City and the State.

- (d) The demolition of this garage is in keeping with longstanding precedent of replacing garages that no longer accommodate current uses.
- (e) The garage structure is not of such old and unusual or uncommon design, method of construction, or material that it could not be reproduced or be reproduced only with great difficulty and/or expense.
- (f) Retention of the garage structure would not promote the general welfare of the people of the City and the State by encouraging study of American history, architecture and design or by developing an understanding of American culture and heritage.
- (g) The garage structure is proposed for replacement due to its small size and the need to accommodate current vehicle sizes.
- (h) The proposed replacement garage appears to meet the historic district standards for new construction.

Staff does not believe that additional photographic documentation should be required prior to the demolition of the existing garage.

41.25 STANDARDS FOR ALTERATIONS.

[For alterations to the principal structure]

(1) General

- (a) Alterations are defined as any change to any portion of the exterior of a building or site that replaces existing materials or changes its appearance. This section provides standards for building alterations.
- (b) Materials and Features
 - 1. The proposed alterations appear to be in keeping with the original design and character of the building.
 - 2. No historic features on elevations visible from the developed public right-of-way are proposed to be removed.
 - 3. The proposed alterations are compatible with the architectural style of the building, but do not introduce conjectural features.

(e) Lead Paint

- 1. Window replacement due to lead may not be eligible for state preservation tax credits. In order to replace a feature due to lead paint, the proposal must meet the following conditions:
 - a. Application materials include a positive lead test result that demonstrates that the windows and front door have tested positive for lead.
 - b. the application materials include documentation of existing window and door features.
 - c. Documentation of the proposed replacement windows and door includes information on how the replacement will replicate the historic.

(3) Exterior Walls

(a) Masonry

- 1. The proposed stucco will be replaced with stucco, not EIFS.

(4) Roofs

(b) Materials.

- 1. The historic slate roof is proposed to be replaced with similar slate tiles.
- 2. The replacement materials will replicate the appearance of the historic roofing material found on the historic resource.

(d) Chimneys

1. Both existing chimneys are visible from the developed public right-of-way and they will be retained.

(5) Windows and Doors

(a) Openings

2. Reconfigured window openings are proposed for the rear wing of the structure.
3. The new openings and the windows or doors in them appear to be compatible with the overall design of the building.

(c) Windows

2. The windows are proposed for replacement because of their positive lead test result.
3. The replacements will feature simulated divided lights with window grids on the exterior and interior with spacer bars between the panes of glass.

(d) Pedestrian Doors

1. The historic entrance door is proposed to be replicated.

41.26 STANDARDS FOR ADDITIONS.

[For additions to the principal structure]

(1) General

(a) General

1. The new additions are to the side and rear of the principal structure, not the front.
2. the side addition follows the form of an existing cross gable. While it extends past the edge of the existing side wing, it is significantly stepped back from the front, allowing it to read as subordinate to the rest of the historic structure. The rear addition extends the existing rear wing and is compatible with the character of the structure.
3. The side addition is visually separate from the principal structure due to the different wall planes and the extension of the projecting roof gable. The rear addition will be difficult to differentiate from where it began beyond the documentation in the files, but the extension of the roof gable on the east side, creating a slight asymmetrical appearance will help to provide forensic evidence that the rear of the building has evolved.
4. The alignment, rhythm, and size of the window and door openings of the new addition appear to be similar to those of the historic building.

(b) Materials and Features

1. The additions are to be constructed on a secondary or non-character defining elevation so that historic materials and features are not obscured, damaged or destroyed.
2. the additions will not destroy significant historic materials or character-defining features.

(2) Building Site

(a) General

1. The exterior additions to the historic building appear to be designed to be compatible with the historic character of historic resources within two hundred (200) feet and to maintain the pattern of the district.

(3) Exterior Walls

(a) General

1. The additions will be clad in the same stucco as the rest of the house.

(4) Roofs

(a) General

1. The form and pitch of the addition roofs are projecting gables, which will largely follow the existing form and pitch of the existing gables on the building. The

exception of the slight asymmetrical form of the rear gable, however it is compatible and will help to differentiate this addition from the historic.

- (b) Materials
 - 1. The additions will be clad in the same slate tiles as the rest of the building.
- (5) Windows and Doors
 - (a) General
 - 1. Openings and the windows or doors in them appear be compatible with the overall design of the historic building, using an Arts and Crafts vocabulary.
 - 2. The new openings appear to have similar dimensions, operation, components, and finish as the historic windows or doors of the structure. The rear basement windows for the addition are proposed to be multi-light slider windows, which will help to differentiate the addition from the historic basement window operations.
 - (b) Windows and Storm Windows
 - 1. The new windows will have simulated divided lights.
 - (c) Entrance Doors and Storm Doors
 - 1. Doors appear to be compatible with the overall design of the building.
 - 2. New door openings have a similar height to width ratio, components, and finish as the historic doors of the structure.
 - 3. Storm doors shall be full-light or full-view and have a non-reflective coating.

41.27 STANDARDS FOR NEW STRUCTURES

[For the new garage structure]

- (1) General
 - (a) Primary Structures

The design for a new structure in a historic district shall be visually compatible with other historic resources within two hundred (200) feet in the following ways:

 - 1. Building Placement. The new garage will be in located on the rear of the property in approximately the same location as the existing garage.
 - 2. Street Setback. The garage is similarly set back from the street as other accessory structures in the district.
 - 3. Visual Size. The new accessory structure is larger than the existing, but is visually compatible with the principal structure and of a similar scale to other new garages constructed in the district.
 - 4. Building Form. The gable-front and wing design is reminiscent of a scaled-down version of the principal structure.
 - 5. Architectural Expression. The architectural details on the garage will both replicate the character of the existing garage and include architectural references to the principal structure.
 - (b) Accessory Structures
 - 1. The new accessory structure appears to comply with the standards for primary structure.
 - 2. Located at the rear of the lot, the garage will be minimally visible from the developed public right-of-way.
 - 3. As it is located at the rear of the property and is of a much smaller scale, it is clearly secondary to the primary structure.
- (3) Exterior Walls
 - (a) General
 - 1. Ther materials for the garage are similar in design, scale and architectural appearance to materials that date to the period of significance on historic resources

within two hundred (200) feet, but differentiated enough so that it is not confused as a historic building.

(4) Roofs

(a) Form

1. The form and pitch of the roof is similar to that of the historic structure and of other historic resources in the vicinity.

(b) Materials

1. The roof of the garage is proposed to have asphalt shingles, which will be compatible with the roofing on the historic resource and is of a similar material to other accessory structures within two hundred (200) feet.

(5) Windows and Doors

(a) General

1. Door and window styles both match the style of the new structure and be compatible with those on historic resources within two hundred (200) feet, namely they replicate the materials of the principal structure on the property.

(b) Windows and Storm Windows

1. The multi-light windows will have simulated divided lights with muntin grids on the exterior and interior with spacer bars between the panes of glass.

(d) Shutters

1. No shutters are shown on any of the drawings, but the historic principal structure has shutters and the existing garage has shutters. This is a key architectural feature of this property and the new garage should replicate that design feature.

(f) Garage Doors

1. The garage doors are similar to others found in the district, although this door will have slightly more decorative windows as it will replicate the arched windows found on the principal structure.

(6) Entrances, Porches, Balconies and Decks

(a) Porch Elements

1. The simple pedestrian entrance to the garage is of a size and configuration consistent with the historic resources in the district and on the principal structure.
2. The primary entrance for the structure will be located on the front elevation.

Recommendation

Staff believes that the standards for granting a Certificate of Appropriateness are met and recommends the Landmarks Commission approve the project with the following conditions:

1. The historic windows will retain their shutters and new window openings will replicate the shutter configurations found on the principal structure.
2. Final gutter specifications and locations to be approved administratively by staff.
3. Any exterior lighting or mechanicals proposed as part of this project scope will need a Certificate of Appropriateness.