



Project Name & Address: 2015 Adams Street, Leonard House

Application Type(s): Certificate of Appropriateness for demolition and new construction on a landmark site

Legistar File ID # [51716](#)

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Summary

Project Applicant/Contact: Jeff Ford

Requested Action: The Applicant is requesting that the Landmarks Commission approve a Certificate of Appropriateness for the demolition of an existing garage structure and the construction of a new garage structure on a designated landmark site.

Background Information

Parcel Location/Information: The landmark site is located at 2015 Adams Street.

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) NA
 - (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 - (b) Whether a landmark’s designation has been rescinded.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.

Secretary of the Interior's Standards for Rehabilitation

1. A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.
2. The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.
3. Each property will be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historic properties, will not be undertaken.
4. Changes to a property that have acquired historic significance in their own right will be retained and preserved.
5. Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.
6. Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.
7. Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.
8. Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.
9. New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work will be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.

10. New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

Analysis and Conclusion

In some instances, the demolition standards can be reviewed separately from the new construction standards. On a landmark site, the demolition standards are related to the Secretary of the Interior's Standards and will be discussed together; however, two actions are needed by the Commission.

41.18(1)(a) instructs the Landmarks Commission to review the alteration request using the Secretary of the Interior's Standards for Rehabilitation. Only the standards that seem applicable to this alteration request related to the demolition of the existing garage structure and construction of a new garage structure are discussed below.

1. The property is being used as it was historically. The proposed garage is larger than the existing garage and will be located in a similar location. The garage will have a larger footprint and will be pushed into the interior of the back yard which will provide a minimal change to the spatial relationships.
2. The historic character of this property is being retained and preserved. Distinctive materials, features, spaces, and spatial relationships that characterize this property will be retained. See 1 above for comment on spatial relationships. The proposed garage will have smooth LP SmartSide beveled siding with exposure to match the house at the lower walls. The gable ends are proposed to have shingle siding with exposure and spacing to match the house. The siding will not be mitered at the corners, but will die into corner boards. The window and door trim details will match the house. The person door will be fiberglass with two vertical panels below glass divided 3 lights wide and 2 lights high. The garage door will be fiberglass with vertical panels divided into 4 sections wide below glass divided 4 lights wide and 2 lights high.
3. The proposed garage is of complementary design, but is not creating a false sense of historical development. Salvaged windows are proposed to be used in the garage structure.
4. The existing garage was constructed in 1930 and was constructed during Leonard's ownership; however, Leonard did not live at this house after 1926.
5. The existing garage does not exhibit construction techniques or examples of craftsmanship that characterize this property differently than other common 1930 construction standards.
6. Not applicable
7. Not applicable
8. Not applicable
9. The new construction is being held away from the landmarks building and will not destroy materials, features or spatial relationships. See 1 above for comment on spatial relationships. The proposed new garage is of complementary design and does not exactly match the house or the existing garage thereby differentiating it from the old and making it compatible with the landmark. The proposed materials will match the landmark but the size, scale and proportion, and massing will be larger than the existing. While being larger, the size, scale and proportion and massing is complementary to the integrity of the property and its environment.
10. If the proposed garage structure is removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

41.18(1)(d) instructs the Landmarks Commission to determine if the alteration request frustrates the public interest expressed in this ordinance for protecting, promoting, conserving, and using the City's historic resources. Alterations to designated landmark buildings and sites should be carefully evaluated to ensure appropriate treatment of the landmark and the retention of architectural, cultural or historic significance.

In this case the proposed new construction will replace the garage that was constructed in 1930 and is mentioned in the nomination document. The nomination also notes that Leonard lived at 433 N Murray Street from 1926 until his death in 1944. The garage would have been constructed while he owned the property with his wife Charlotte, but when he was living elsewhere. The nomination also explains that Leonard's most productive years were 1914-1926; therefore the garage was constructed outside of these years.

While the garage structure is contemporary to Leonard's ownership, it was not constructed during his productive years or during his residency in the house. The garage is an accessory structure and is part of the landmark site, but is not the significant structure on the property.

41.18(2) instructs the Commission to give decisive weight to any or all of the following demolition standards when determining the appropriateness of demolition:

- (a) This standard relates to the discussions above. While the garage structure is contemporary to Leonard's ownership, it was not constructed during his productive years or during his residency in the house. The garage is an accessory structure and is part of the landmark site, but is not the significant structure on the property.
- (b) The landmark designation has not been rescinded.
- (c) The existing garage is on a landmark site, but is not a landmark structure.
- (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) See discussion of 41.18(1)(a)5 above.
- (f) The existing garage is on a landmark site, but is not a landmark structure. The retention of the garage 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 like the landmark house does.
- (g) The property owner is not claiming condition issues are the reason for demolition. The existing concrete slab is cracked and deteriorated. The garage was originally accessed from Adams Street. The garage cannot be accessed from the alley. The property owner would like to construct a functional garage structure.
- (h) Similarly sized garage structures are located within 200' 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. If required, the Commission shall describe the documentation needed (i.e. photographs, drawings, etc.).

Recommendation

Demolition

Staff believes that the standards for granting the Certificate of Appropriateness for the demolition of the garage structure are met and recommends approval of the Certificate of Appropriateness as submitted.

New Construction

Staff believes that the standards for granting the Certificate of Appropriateness for the new construction of the garage structure are met and recommends approval of the Certificate of Appropriateness as submitted.