

MEMORANDUM

October 7, 2015

TO: Landmarks Board

FROM: Lesli Ellis, Comprehensive Planning Manager
James Hewat, Senior Historic Preservation Planner
Deb Kalish, Senior Assistant City Attorney
Marcy Cameron, Historic Preservation Planner
Angela Smelker, Historic Preservation Intern

SUBJECT: Public hearing and consideration of an application for the on-site relocation of a contributing accessory building at 410 Highland Ave. per Section 9-11-18 of the Boulder Revised Code, 1981 (HIS2015-00229).

STATISTICS:

1. Site: 410 Highland Ave.
2. Zoning: RL-1 (Residential-Low 1)
3. Lot size: 13,810 sq. ft.
4. Garage size: 680 sq. ft. (approx.)
5. Applicant/Owner: Joel Smiley/David Wurtz
6. Date of Construction: Between 1912 and 1919

STAFF RECOMMENDATION:

Staff considers the proposed relocation of the historic garage to be inconsistent with the conditions specified in Section 9-11-18, B.R.C. 1981; Section 7 of the *General Design Guidelines*; and Section D of the *Mapleton Hill Design Guidelines*. Staff recommends that the Landmarks Board adopt the following motion:

I move that the Landmarks Board adopt the staff memorandum dated October 7, 2015, as the findings of the board and deny the Landmark Alteration Certificate request for the relocation shown on plans dated 08/26/2015, finding that it does not meet the standards for issuance of a Landmark Alteration Certificate in Section 9-11-18, B.R.C. 1981.

SUMMARY:

- On Aug. 26, 2015, the applicant submitted a Landmark Alteration Certificate application to relocate the garage on the property at 410 Highland Ave.

- Because the proposal calls for the relocation of a building in a historic district, review by the full Board is required.
- Staff considers that the 1912 house and garage, which were constructed within the 1865-1946 period of significance for the Mapleton Hill Historic District and retain a high degree of integrity, are contributing buildings.
- Staff finds the proposed new construction to be inconsistent with the criteria for approval of an application for a Landmark Alteration Certificate as per 9-11-18, B.R.C. 1981; the *General Design Guidelines*; and the *Mapleton Hill Design Guidelines*.
- Staff recommends that alternatives be explored to improve vehicular access to the garage including use of the historic west facing doors.

PROPERTY HISTORY

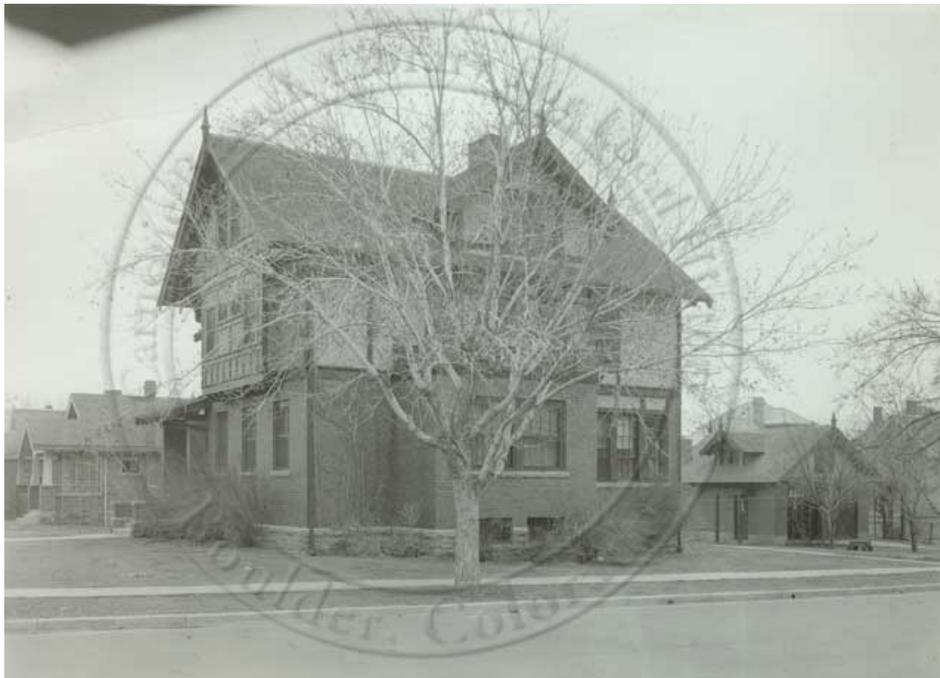


Figure 1. 410 Highland, c. 1920s.

Prominently situated at the southeast corner of Highland and 4th Street, the Tudor Revival house at 410 Highland Ave. was designed by Arthur E. Saunders for Edward C. and Estella M. Randall in 1912. Saunders studied architecture in Santa Cruz, California, and came to Boulder in 1903 to begin his practice. Among Boulder's most prolific early architects, other notable buildings he designed in Boulder include the Farwick House in Boulder Canyon, the Mercantile Bank, Howe Mortuary, and the Lincoln and Washington schools.



Figures 2 & 3. Left: Architect Arthur E. Saunders, 1917. Right: Clover Leaf Creamery Soda Fountain at 1424 Pearl Street, possibly Mrs. Randall in front, 1910.

In 1906, Edward C. Randall and his wife, Estella, established the Clover Leaf Creamery at 1424 Pearl St. in Boulder inside the Citizen's National Bank building.

In 1934, Henry C. and Laurena Hickman purchased the property. Henry was president of the Boulder School Board for 12 years and later became a partner in the Boulder County Abstract of Title company in 1922. Henry and Laurena had three children – their son, James, was elected 34th mayor of Boulder in 1960.

Both the house and the garage at 410 Highland Avenue feature Tudor Revival design elements which are relatively rare in the Mapleton Hill neighborhood. The 2005 Accessory Building Survey of Mapleton Hill found the garage to be in excellent condition and to be a contributing resource to the historic district.

In *Historic Homes of Boulder County*, author Jane Valentine Barker notes that the two-car garage at 410 Highland Avenue originally contained “a gas pump with storage tank beneath the floor. There is also a work pit on one side of the building. Randall used the garage for servicing his creamery trucks.”¹

DESCRIPTION

The property is located on the east side of 4th St. between Mountain View Dr. and Highland Ave. in the Mapleton Hill addition to the city, which was platted in 1888. The approximately 5,000 sq. ft. house is located on a 13,810 sq. ft. lot with the garage located on and taking access from the alley. The property is located within the Mapleton Hill Historic District.

¹ Barker, Jane Valentine. *Historic Homes of Boulder County*, Boulder: Pruett Publishing Co. (1979), 89.

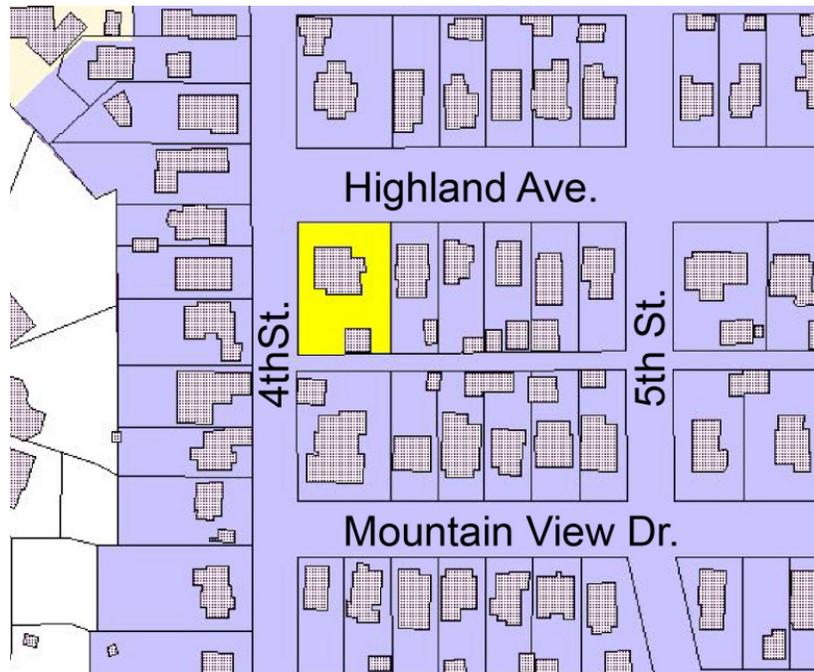


Figure 4. Location Map, 410 Highland Ave.

The two and one-half story Tudor Revival house at 410 Highland Ave. was constructed in 1912. The half timbering overhanging eaves, exposed rafters, and multi-light windows are all indicative of the Tudor Revival which was popular in the United States during the first half of the twentieth century.



Figure 5. 410 Highland Ave., 2015.

Historic photographs taken from Mt. Sanitas indicate that the garage (also Tudor-Revival) was built after the house, sometime between 1912 and 1919.



Figure 6 & 7. 410 Highland Ave., 1912 & 1919 (arrow indicates garage location)

The gable front garage has wood shake single roofing, two intersecting gabled dormers, each with two double-hung windows. Like the house, the upper level of the building is half-timbered and stuccoed. A horizontal sliding window is located on both east and west gable ends. The garage features wood trim around the windows and door, and finials decorate the north and south dormers as well as the east and west gable ends.



Figure 8. Close-up view of garage at 410 Highland, c. 1920s.

The lower half of the west elevation features one overhead door while two smaller overhead doors are featured on the south elevation. An additional entry/exit door is located on the north elevation. On the lower half of the east elevation are two evenly spaced, paired, double-hung windows. *Figure 8* shows a close up view of the garage from the 1920s. It appears that new garage doors

were added to the south (alley facing) side of the building sometime in the last twenty years to provide vehicular access from the alley.



Figure 9. View of west elevation of garage at 410 Highland Ave. from alley, 2015.

The house and garage exist in their original condition and are substantially intact. The only non-historic alteration to the garage is the addition of garage doors on the south elevation which were approved in 2001 to improve vehicular access to the building. The buildings clearly contribute to the historic significance of the district. A large deck addition above an extended basement area at the south (rear) side of the main house was part of the 2001 approval.



Figure 10. South elevation of 410 Highland Ave., 2015.

PROPOSED RELOCATION OF EXISTING GARAGE

In their letter, the owner explains that the current location of the garage is a hindrance to its practical use stating there is little space for a car to use while turning into the garage, thus making it difficult to use as parking. The owner states, "Previous owners have used the garage as storage and let the structure deteriorate because of its lack of utility." Historically, the garage has taken access via a curb cut on 4th Street. More recently, doors were added to the south face of the building to facilitate vehicular access from the alley. The back out distance from the south facing doors to the south edge of the alley is approximately 21 feet where 24 feet is required for new construction. The applicant also states that they wish to relocate the garage to increase its visibility from 4th Street thereby, "adding to the historical richness of the area as observed from the street".



Figure 11. View of southwest corner of 410 Highland Property from 4th Street. Garage at 401 Pine Street is visible, 2015.

The site plan shows the garage to be relocated 38.5 feet west, though it is unclear whether the garage will take access from the alley or 4th Street in this location. All garage elevations will remain unaltered except for the removal of the basketball hoop from the west elevation.

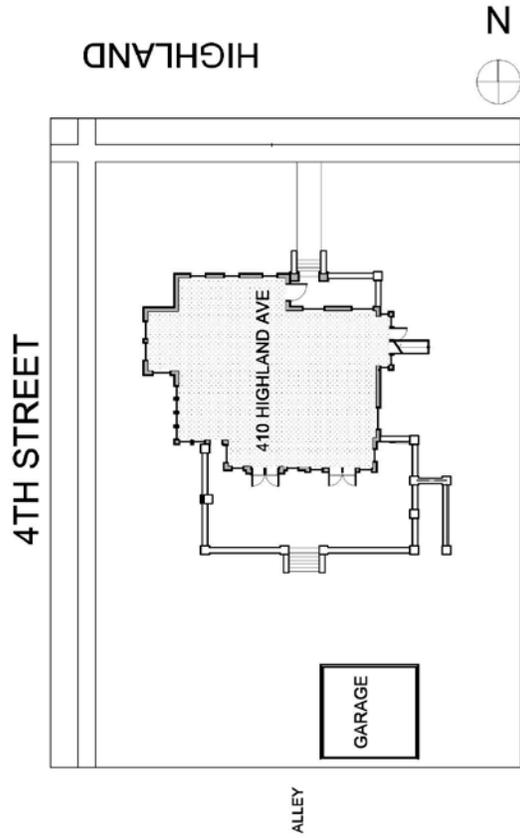


Figure 12. Existing site plan, 2015.

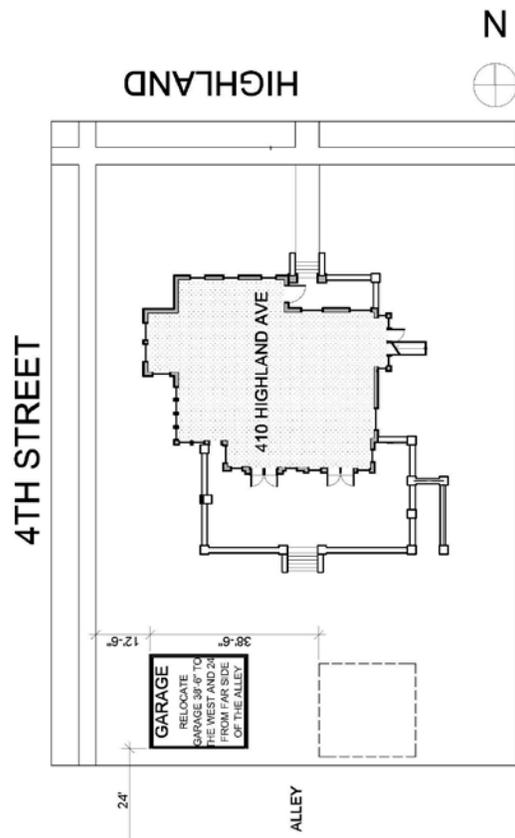


Figure 13. Proposed site plan, 2015.



Figure 14. Proposed location as viewed from 4th Street. The garage at 401 Pine Street is seen at the right.

CRITERIA FOR THE BOARD'S DECISION

Subsection 9-11-18, B.R.C. 1981, sets forth the conditions for approving a request for a Landmark Alteration Certificate.

- (a) The landmarks board and the city council shall not approve an application for a landmark alteration certificate unless each such agency finds that the proposed work is consistent with the purposes of this chapter.
- (b) Neither the Landmarks Board nor the City Council shall approve a Landmark Alteration Certificate unless it meets the following conditions:
 - (1) The proposed work preserves, enhances, or restores and does not damage or destroy the exterior architectural features of the landmark or the subject property within an historic district;
 - (2) The proposed work does not adversely affect the special character or special historic, architectural, or aesthetic interest or value of the landmark and its site or the district;
 - (3) The architectural style, arrangement, texture, color, arrangement of color, and materials used on existing and proposed constructions are compatible with the character of the existing landmark and its site or the historic district;
 - (4) With respect to a proposal to demolish a building in an historic district, the proposed new construction to replace the building meets the requirements of paragraphs (b)(2) and (3) above.
- (c) In determining whether to approve a Landmark Alteration Certificate, the Landmarks Board shall consider the economic feasibility of alternatives, incorporation of energy-efficient design, and enhanced access for the disabled.

ANALYSIS

1. *Does the proposed application preserve, enhance, or restore, and not damage or destroy the exterior architectural features of the landmark or the subject property within an historic district?*

The 2005 accessory building survey of Mapleton Hill identifies the garage at 410 Highland Ave. as having been constructed c. 1912 and recommends that it be considered a contributing building to the Mapleton Hill Historic District. The building a highly articulated and well-preserved example of early twentieth-century automobile architecture. It is intrinsic to the to the significance of the property and survives as one of the most notable historic garage in the Mapleton Hill Historic District.

Staff considers the relocation of the garage 38.5 feet to the west would not preserve or enhance the historic character of the property. Bringing the building closer to the southwest corner of this large and visible corner lot at the west end of the Mapleton Hill Historic District would alter the historic relationship of the building to the house, the immediate alley scape and change how the property is perceived from 4th Street.

2. *Does the proposed application adversely affect the special character or special historic, architectural, or aesthetic interest or value of the district?*

Staff finds that the proposed relocation of the garage would affect the special character or special historic, architectural, and aesthetic interest or value of the property by altering the historic configuration of buildings on the property and change how this highly visible and important historic property is perceived from 4th Street. The proposal is generally inconsistent with the *General Design Guidelines* the *Mapleton Hill Design Guidelines*, and the *Secretary of the Interior's Standards for the Treatment of Historic Properties (Setting)* (see Design Guidelines Analysis section).

3. *Is the architectural style, arrangement, texture, color, arrangement of color, and materials used on existing and proposed structures compatible with the character of the historic district?*

Changes to the architectural style, texture, color and materials are not proposed.

4. *Does the proposal to demolish the building within the Mapleton Hill Historic District and the proposed new construction to replace the proposed demolished building meet the requirements of paragraphs 9-11-18(b)(2), 9-11-18(b)(3) and 9-11-18(b)(4) of this section?*

Not applicable – relocation of building.

DESIGN GUIDELINES ANALYSIS:

The Historic Preservation Ordinance sets forth the standards the Landmarks Board must apply when reviewing a request for a Landmark Alteration Certificate. The Board has adopted the *General Design Guidelines* to help interpret the historic preservation ordinance. The following is an analysis of the proposed new construction with respect to relevant guidelines. Design guidelines are

intended to be used as an aid to appropriate design and not as a checklist of items for compliance.

The following is an analysis of the proposal’s compliance with the appropriate sections of the *General Design Guidelines*.

GENERAL DESIGN GUIDELINES –Garages & Other Accessory Structures, 7.0

7.	GARAGES & OTHER ACCESSORY STRUCTURES		
7.1	Existing Historic Accessory Structures		
	<i>A primary concern of the Landmarks Board in reviewing proposed changes in historic districts is the protection of existing historic accessory structures and the character of the site and district.</i>		
	GUIDELINES:	ANALYSIS:	CONFORMS
.1	<i>Retain and preserve garages and accessory buildings that contribute to the overall character of the site or district.</i>	Staff considers that relocation of the garage will change the historic relationship of buildings on the property and alter the setting of this western edge of the Mapleton Hill Historic District. Property is highly visible and among the most prominent historic properties in this area of the district.	No
.2	<i>Retain and preserve the character-defining materials, features, and details of historic garages and accessory buildings, including roofs, materials, windows, and doors.</i>	The garage has been located in its current location on the property for approximately 100 years. On-site relocation of the building would alter the character defining spatial relationship of buildings which is intrinsic to the character of this highly visible historic property and change the setting of this area of the Mapleton Historic District.	No

Mapleton Hill Historic District Guidelines

D. ALLEYS, EASEMENTS and ACCESSWAYS			
<i>Alleys are a strong visual element of the district, and have much variety of scale and detail. They play an important role in the development patterns that give the more visible areas their character. Alleys provide access to rear parking and garages. They have a varied edge quality, with buildings both on the property lines and set back. The size and quality of these accessory buildings varies considerably. Careful consideration should be given to changes in traditional uses.</i>			
	Guidelines:	Analysis:	CONFORMS?
1.	<i>The use of alleys to provide access to the rear of properties should be preserved.</i>	Access to garage appears always to have historically been taken from 4 th Street. It is unclear as to whether access would be taken from the ally or 4 th Street in the proposed new location.	Maybe
2.	<i>Efforts should be made to protect the variety of shape, size and alignment of buildings along the alleys. Alleys should maintain a human scale and be sensitive to pedestrians.</i>	The setting of the alley would be altered by the proposed relocation though it is unclear whether the human scale or pedestrian experience would be affected by this alteration.	Maybe
3.	<i>Buildings such as garages, sheds, etc. which contribute to this variety should be retained in their original form whenever possible.</i>	The relocation of the garage on this highly visible corner property would alter the historic setting of this edge of the historic district. Relocating the garage would change the spatial relationship that has existed on the property for 100 + years.	No
5.	<i>Efforts should be made to maintain the character of the alleys in the District.</i>	Relocation of the building on this highly visible corner lot would affect historic character of the west end of the immediate alley scape.	No

**SECRETARY OF THE INTERIOR’S STANDARDS
 FOR THE TREATMENT OF HISTORIC PROPERTIES**

<i>The setting is the area or environment in which a historic property is found. It may be an urban or suburban neighborhood or a natural landscape in which a building has been constructed. The</i>

	<i>elements of setting, such as the relationship of buildings to each other, setbacks, fence patterns, views, driveways and walkways, and street trees together create the character of a district or neighborhood.</i>		
	Recommended	Not Recommended	Consistency
	<i>Retaining the historic relationship between buildings and landscape features of the setting.</i>	Removing or relocating historic buildings or landscape features, thus destroying their historic relationship within the setting. Relocation of the building on this highly visible corner lot would affect historic character of the west end of the immediate alley scape.	No

Current historic preservation practice in the United States finds that relocation of designated historic buildings to be rarely appropriate and should be considered only as a last resort, usually as an alternative to unavoidable demolition. The Mapleton Hill Historic District was designated as a local historic district in 1982 and expanded in 2002. The historic district recognizes and protects the special historic character of Mapleton Hill. Mapleton Hill was home to many of Boulder’s early, prominent citizens and has a rich diversity of late-19th and early 20th century architectural styles. Its prominent bluff location and tree-lined streets contribute to its environmental significance.

Boulder’s historic design guidelines are intended to interpret the historic preservation ordinance in a manner consistent with the *Secretary of the Interior’s Standards for the Treatment of Historic Properties*. The high visibility of this historic property at the western edge of the Mapleton Hill Historic District and relative relationship of buildings to the street, the alley, and each other are important character defining features of this property.

The relocation of the garage to the southwest corner of this highly visible and historically prominent property would clearly change the spatial relationship of buildings on it and alter the setting of the alley and this part of the historic district. In this case, staff considers the proposal for the on-site relocation of the garage inconsistent with the *General Design Guidelines for Boulder’s Historic Districts and Individual Landmarks*, the *Mapleton Historic District Design Guidelines* and does not meet the standards for issuance of a landmark alteration certificate

as set out in the historic preservation ordinance in Section 9-11-18(a)&(b)(1)-(4) of the Boulder Revised Code, 1981.

FINDINGS:

Staff recommends that the Landmarks Board deny the application citing the following findings:

1. The proposed relocation of the contributing building does not meet the standards set out in 9-11-18 of the Boulder Revised Code 1981.
2. The proposed relocation of the historic garage would have an adverse effect on the historic value of this highly visible and historically prominent property, as it would alter the character of the property and setting in the district.
3. The change in orientation and setting as a result of the proposed relocation of the garage, the is substantially inconsistent with Section 9-11-18B.R.C.1981, Section 7 of the *General Design Guidelines*, and Section D of the *Mapleton Hill Historic District Design Guidelines*.

ATTACHMENTS:

- A: Tax Assessors Card
- B: Photographs
- C: Applicant's Materials
- D: Plans and Elevations

Memo to the Landmarks Board
Re: Landmark Alteration Certificate for 410 Highland Ave.



Tax Assessor Card Photo c. 1949.

Memo to the Landmarks Board
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BUILDING DESCRIPTION AND REPLACEMENT COST RECORD - RESIDENTIAL

(AX) DATE: 11/18/84

Computed by: _____
 Reviewed by: _____

Scale: 1" = 4'-0"

Remarks: COND. YR - Good

OTHER ITEMS: 2) 270 A, 5.400, 3/11/84

EST. RCH. 1800

(AA) TYPE NO.	(AN) DESIGN	(AR) ADJUSTED YEAR	(AV) APPRAISED BY:	(AW) DATE:
13	2908T	1982	PS	8/72

(AB) FIRST STORY	(AD) ROOMS	(AE) ABOVE FIRST	(AF) CARPORT ROOF	(AG) GARAGE WALL	(AH) GARAGE WALL	(AI) FOUNDATION	(AJ) FLOORING	(AK) APPLIANCES	(AL) WINDOWS	(AM) ROOF & RENG.	(AN) INTERIOR FIN.	(AO) HEATING & COOLING	(AP) QUALITY ADJUSTMENT	(AQ) DEPRECIATION	(AR) CARPORT	(AS) GARAGE	(AT) OTHER ITEMS	(AU) REPLACEMENT COST NEW	(AV) ADJUSTED % GOOD	(AW) TOTAL RCNLD

(BA) TOTAL	(BB) TOTAL	(BC) TOTAL	(BD) TOTAL	(BE) TOTAL	(BF) TOTAL	(BG) TOTAL	(BH) TOTAL	(BI) TOTAL	(BJ) TOTAL	(BK) TOTAL	(BL) TOTAL	(BM) TOTAL	(BN) TOTAL	(BO) TOTAL	(BP) TOTAL	(BQ) TOTAL	(BR) TOTAL	(BS) TOTAL	(BT) TOTAL	(BU) TOTAL

Memo to the Landmarks Board
Re: Landmark Alteration Certificate for 410 Highland Ave.



410 Highland Ave.



Tax Assessor Card Photos c. 1979

Attachment B: Current Photographs



410 Highland Ave., view of north elevation (façade) of house, 2015.



410 Highland Ave., view of west elevation of house and garage, 2015.

Memo to the Landmarks Board
Re: Landmark Alteration Certificate for 410 Highland Ave.



410 Highland Ave., south elevation of house and garage from alley, 2015.



410 Highland Ave., view of west elevation of garage and alley looking east, 2015.

Memo to the Landmarks Board
Re: Landmark Alteration Certificate for 410 Highland Ave.



410 Highland Ave., view of southwest corner of garage, 2015.



410 Highland Ave., View of southeast corner of garage, 2015.

Memo to the Landmarks Board
Re: Landmark Alteration Certificate for 410 Highland Ave.



410 Highland Ave., view of southwest corner of property, garage seen at right, 2015.



410 Highland Ave., alley view looking west toward 4th Street, 2015.

Memo to the Landmarks Board
Re: Landmark Alteration Certificate for 410 Highland Ave.



View looking south along 4th Street, 410 Highland Ave. property at left, 2015.



View of entrance into alley from 4th Street (looking east), 410 Highland Ave. garage at left, 2015.

Memo to the Landmarks Board
Re: Landmark Alteration Certificate for 410 Highland Ave.



View looking north along 4th Street, house at 410 Highland Ave. seen at right, 2015.

Memo to the Landmarks Board
Re: Landmark Alteration Certificate for 410 Highland Ave.

Attachment C: Applicant's Materials

Dear Landmarks,

410 Highland has a beautiful and historic garage off the south side of the property, adjacent to the alley. There's just one problem. The alley on which it rests no longer offers enough space for drivers to turn in, thus making it very difficult to use for parking. Previous owners have used the garage as storage, and let the structure deteriorate because of its lack of utility. Unfortunately, the roof has failed and the interior is now exposed to the elements.

We are seeking permission to move the garage 38.5 feet west in order to make the structure useful for parking as it was originally and historically intended. We believe this proposal is highly consistent with the [Mapleton Hill historic district design guidelines](#), which quote the following:

1. "Alleys provide access to rear parking and garages." *Section VI. D.*
2. "Access to parking should be from the alley. Drives should not be introduced between structures." *Section VI. Q.*
3. "The use of alleys to provide access to the rear of properties should be preserved." *Section VI. D.*

Historically, homeowners were able to access their garages from the alley. In this case, Highland Ave is being used for parking, which is historically inconsistent, obstructs beautiful views of the house, and adds parking congestion on one of Boulder's most historic blocks. This proposal does not require adding additional drives, thus maximizing greenery and meeting guideline #2 above.

In addition to being consistent with the guidelines, we believe there are ancillary benefits to this proposal.

In its current location, the structure is hidden from view from 4th Street. In the proposed location, the structure will be more visible from 4th Street, adding to the historical richness of the area as observed from the street.

Once we are able to park in the garage, we intend to rehabilitate the structure with a new roof, remove the basketball hoop, and refurbish both the interior and exterior. We will make frequent use of the structure, and thus will be substantially motivated to invest in its longevity.

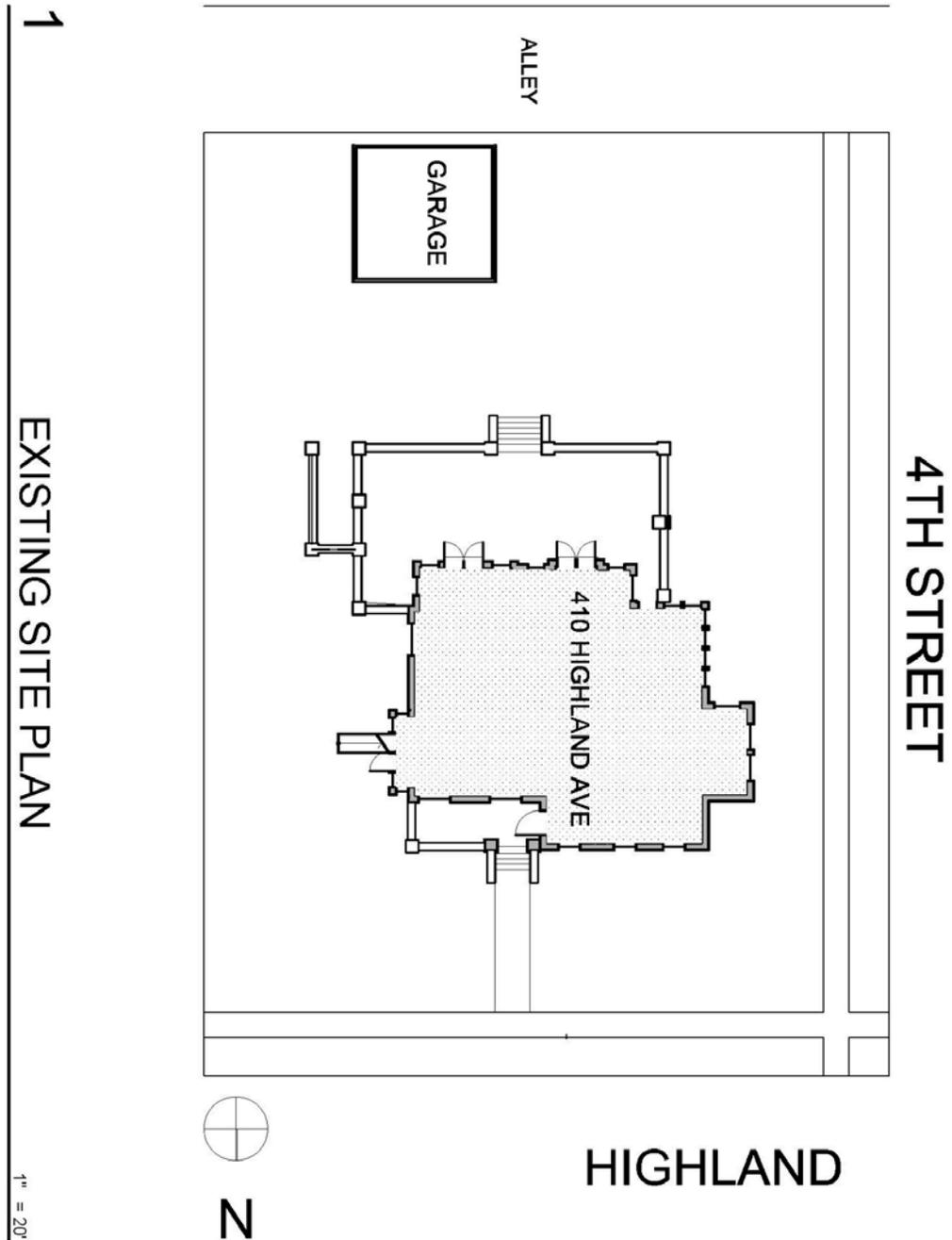
Although rare, we are aware of some precedent for these types of requests in Mapleton Hill. At 702 Pine St, which was discussed on December 1, 2010, a detached historical garage was relocated 20 feet west. Meeting minutes indicate that sightlines from Pine St and a desire to allow the owner to utilize the structure were important factors in the motion to approve that application.

We hope that you'll deeply consider this request, which will allow us to make use of this beautiful structure as it was intended the day it was originally constructed.

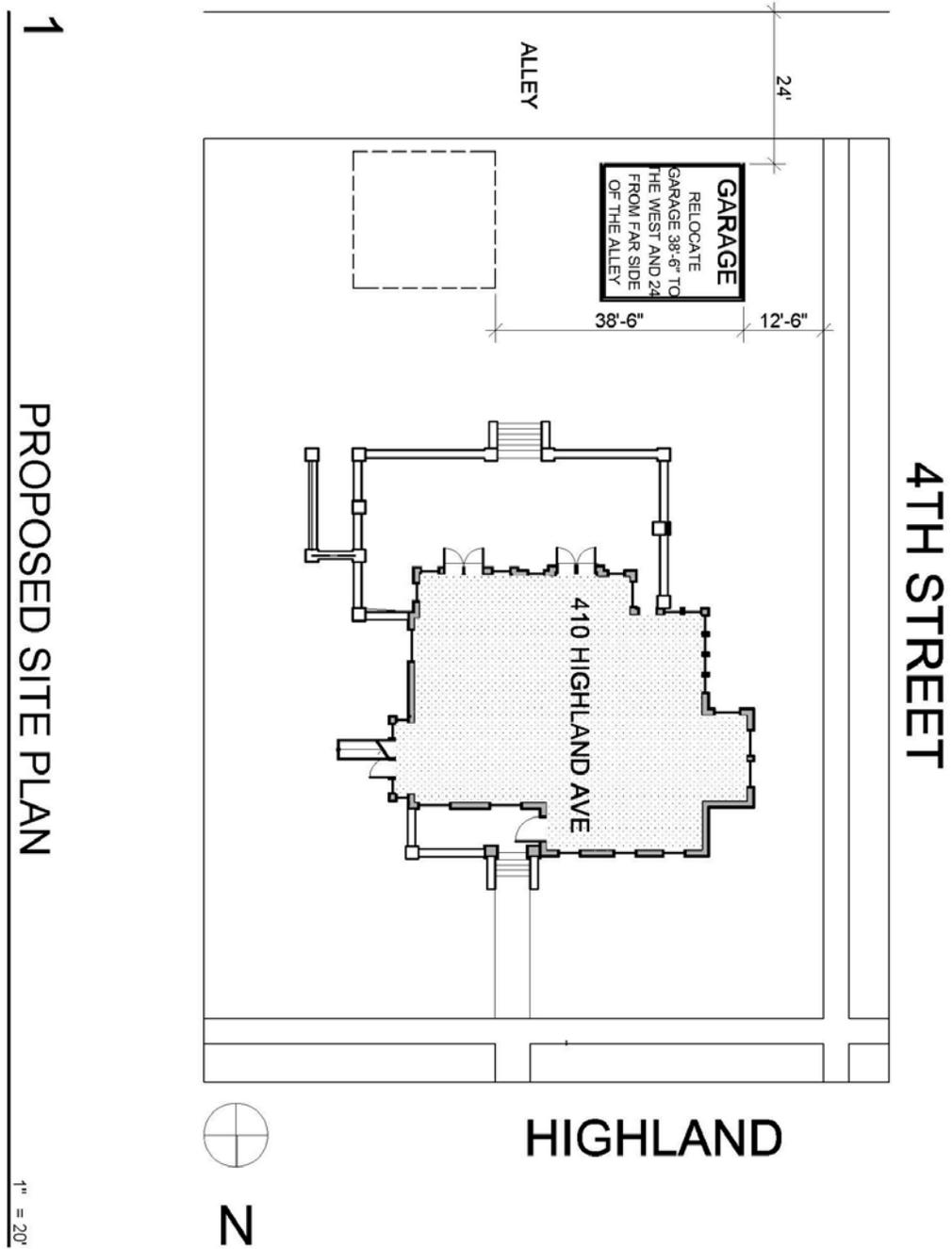
Sincere regards,

David Wurtz
Owner, 410 Highland Ave.

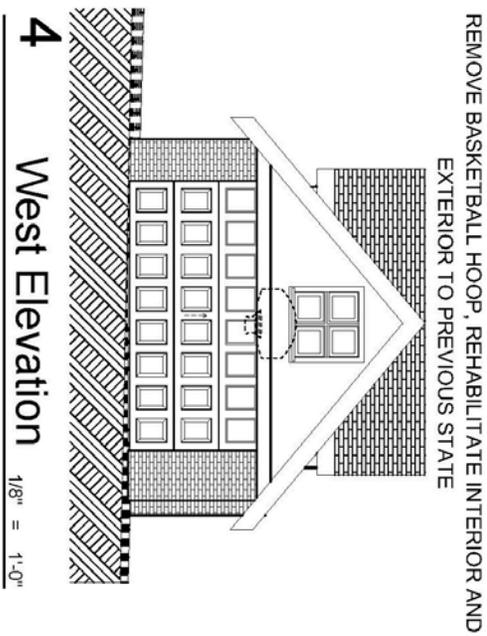
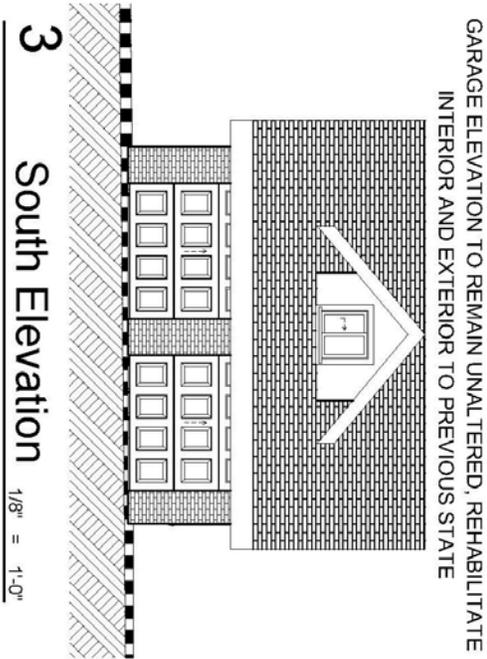
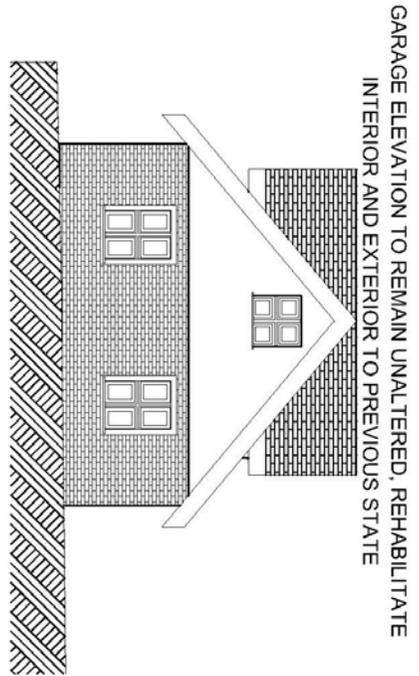
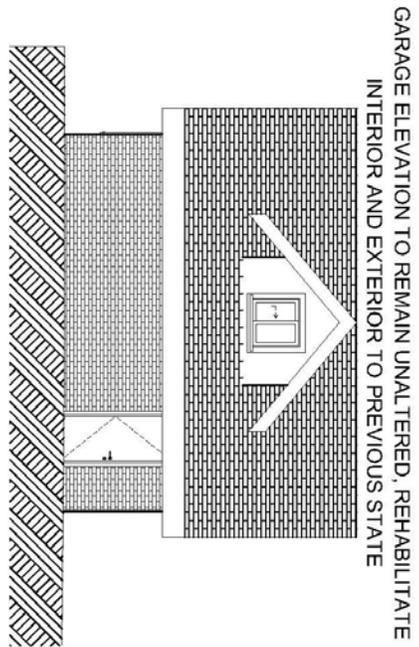
Attachment D: Plans and Elevations



410 Highland Ave., Existing site plan, 2015.



410 Highland Ave., Proposed site plan, 2015.



410 Highland Ave., Existing Elevations (no changes proposed), 2015.

Memo to the Landmarks Board
Re: Landmark Alteration Certificate for 410 Highland Ave.



410 Highland Ave., Proposed Location as viewed from 4th Street, 2015.