



## Planning & Development Services

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## Planning Division Staff Report

<b>File Number</b>	DRH08-00295
<b>Applicant</b>	Matt Hanrahan
<b>Property Address</b>	1815 North 10 <sup>th</sup> Street
<b>Public Hearing Date</b>	22 September 2008
<b>Heard by</b>	Historic Preservation Commission
<b>Analyst</b>	Matt Halitsky, AICP
<b>Checked By</b>	Sarah Schafer, Historic Preservation Manager

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### Public Notification

Radius notices mailed to adjacent properties:	5 September 2008
Staff posted notice on site on:	5 September 2008

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## 1. Project Data and Facts

<b>Applicant/Status</b>	Matt Hanrahan <i>owner</i>
<b>Architect/Representative</b>	Corrin Olson, Guigon Olson Studios
<b>Location of Property</b>	1815 North 10 <sup>th</sup> Street
<b>Size of Property</b>	14,950 square feet
<b>Present Zoning and Land Use</b>	R-1CH <i>Single Family Residential with Historic Overlay</i>
<b>Historic District</b>	North End
<b>Date of Construction</b>	c. 1899
<b>Style</b>	Queen Anne <i>significantly altered</i>
<b>Status</b>	Noncontributing
<b>Square Footage of Existing House</b>	5,200 square feet

### Description of Applicant's Request

The applicant is proposing to demolish the existing multi-family dwelling and construct a three story, eight unit multi-family building with underground parking accessed via a rear alley. The proposal will require a rezone from the current R-1CH to R-3H (Multi-family Residential with Historic Overlay), a move previously supported by the Historic Preservation Commission. Such a rezone would require a development agreement in order to keep the density at no more than eight units.

## 2. Land Use

### Description and Character of Surrounding Area

The surrounding neighborhood is a mixture of single and one and one-half story homes, with single-story garages accessed off of a rear alley. The subject property is one of two homes which take up the entire block along this stretch of 10<sup>th</sup> Street. The other home is of similar construction, era and size but retains much of its original Queen Anne architectural detailing. The opposite side of 10<sup>th</sup> Street is comprised of five lots of varying sizes, most of which are contributing structures to the North End Historic District. Almost all of the properties have been altered in varying degrees. One is a contemporary addition to the neighborhood.

<b>Site Characteristics</b>
The site takes up approximately one quarter of the entire block, and is comprised of a single home set back at a distance from both North 10 <sup>th</sup> and Ridenbaugh Streets. Originally constructed in the high Queen Anne style, the home lost much of its architectural integrity early in its history, and by 1949 was severely altered, resembling very little the original structure. Character defining features such as the large wrap around porch and turret have been lost, and an attempt to list the property on the National Register of Historic Places failed in 1885. Several large trees still exist on site, and the raised yard is held back by a small stone retaining wall, which will remain under the current application.
<b>Special Considerations</b>
None
<b>History of Previous Actions</b>
1966 – Repair fire damage, replace a portion of the roof 1981 – Replace porch and steps 1975 – Repair fire damage to hallway and apartment #2 DRH07-586 Demolish existing structure and construct three single family dwellings <i>Denied</i> DRH08-036 Change noncontributing status to contributing <i>Denied</i> DRH08-231 Request to demolish the existing structure and replace with multi-family <i>Denied</i>

### 3. Project Proposal

#### Site Design

Land Use	Existing	Proposed
Percentage of the site devoted to building coverage:	14%	32.7%
Percentage of the site devoted to paving:	3%	4%
Percentage of the site devoted to landscaping:	83%	63.3%
TOTAL	100%	100%

#### Setbacks (R-3 Zone)

Yard	First Story Required / Proposed	Second Story Required / Proposed	Third Story Required / Proposed
Front (east)	20' / 28'	20' / 28'	20' / 28'

Side Street (north)	20' / 22'	20' / 22'	20' / 22'
Side (south)	5' / 20'	10' / 20'	15' / 20'
Rear (west)	15' / 8'	15' / 8'	20' / 8'

Variance required to rear setback.

<b>Fencing</b>
Fencing is not proposed at this time.

<b>Structure(s) Design</b>	
<b>Number and Proposed Use of Buildings</b>	One 8-unit multi family dwelling
<b>Maximum Building Height</b>	Approximately 42-feet to the ridgeline
<b>Number of Stories</b>	Three

## 4. Ordinance / Standards

<b>Section</b>	
11-04-04.01	General Standards
2-18-09	Historic Preservation Ordinance
4.1	Guidelines for Residential Historic Districts
	Secretary of the Interior's Standards for the Treatment of Historic Structures

## 5. Analysis/Findings

### Contributing Analysis

**B.C.C Section 2-18-09 (A) (1) (c) states:** *As part of the application process for a Certificate of Appropriateness, the Planning Staff shall confirm the contributing or non-contributing classification of the property based on the criteria set forth in the definitions of Section 2-18-02.*

Though originally constructed in the high Queen Anne style in 1890s, the historic integrity of the home was compromised towards the middle of the last century. Character defining features such as the turret, wrap around porch, stickwork and other detailing have been lost, and little is left resembling the original historic structure. An attempt to list the property on the National Register of Historic Places failed in 1985 due to the severe alterations to the home. The Boise City Historic Preservation Commission denied an attempt by Planning and Development Services to reclassify the property as contributing earlier this year. The property remains noncontributing.

### Section 2-18-9 C Demolition or Relocation.

*After the designation by ordinance of an historical district, or historical district - residential, no building or structure which is a part of such district shall be demolished or moved until after an application for Certificate of Appropriateness relating to the demolition or moving of such building or structure has been submitted to and approved by the Commission. A Certificate of Appropriateness must be issued prior to the issuance of any building or other permit required by the City for the demolition or moving of any building or structure which is part of an historical district or historical district - residential. A Certificate of Appropriateness shall be required regardless of whether other licenses or permits are required for the moving or demolition of such building or structure.*

*1. Findings. In order for the Commission to approve a demolition or relocation request at least three (3) out of the five (5) following findings must be met:*

*a. That the building, project, site or structure is not classified as contributory to the district.*

The home was classified as noncontributing in a survey conducted in 1993. Furthermore the Historic Preservation Commission upheld that status within the past year.

The applicant has met this Finding.

*b. That the building, object, site or structure cannot reasonably meet National, State or Local criteria for designation as an historical or architectural landmark.*

Neither the site as a whole nor the home individually has enough architectural or historical significance to reasonably meet National, State or Local criteria for designation as an historical or architectural landmark.

The applicant has met this Finding.

*c. That demolition of the building, object, site or structure would not adversely affect the character of the District and/or the adjacent properties.*

The home has been altered significantly within the past century and no longer resembles its Queen Anne origins. Most if not all of its character defining features have been lost. Though many of the changes took place more than fifty years ago, they do not have exceptional significance nor have they become historic in their own right relative to the Secretary of Interior's Standards for the Treatment of Historic Properties. Only the original scale, massing, setbacks and site characteristics (ie. retaining wall) remain. These features can be preserved in respect to new construction. Thus, the demolition of the home would not necessarily adversely affect the character of the district, if the scale, massing, setbacks and site characteristics were preserved.

The applicant has met this Finding.

*d. That the owner has reasonably demonstrated that rehabilitation of the building, object, site or structure would not be economically feasible.*

This alternative has not been explored. The applicant has not met this Finding.

*e. That plans have been submitted to redevelop the property if the demolition proceeds, and such plans will have a positive effect on the District and/or adjacent properties.*

Plans have been submitted to replace the existing structure with an 8-unit, multi family dwelling. The design of the structure is contemporary, but generally maintains the shape, setbacks and site characteristics of the original home. Furthermore, parking for the multi-family development will be located underground, accessed via the rear alley, providing on-site parking and helping to alleviate congestion on the street. The applicant has incorporated materials, roof pitches and a fenestration pattern present within the North End, but does so in a unique design that avoids a cookie cutter product or a fake looking historic building that would detract from the true historic homes of the neighborhood.

The applicant has met this Finding.

**The applicant has met four out of five findings.**

**Design Guidelines for Residential Historic Districts,  
Secretary of the Interior's Standards for the Treatment of Historic Structures**

The subject property, though once possessing a high degree of both architectural and historical significance, has been radically altered over the past 100 years. The setting remains unique with large setbacks and a prominent location, but the turn of the century historic home has been lost by a myriad of inappropriate changes and neglect.

The applicant is proposing to remove the existing structure, and replace it with a three story multi-family home containing eight units with underground parking accessed via the rear alley. Clearly the new structure is larger than the existing home, however general proportions will be similar and the design will preserve the large setbacks and site design that currently exist. The Historic Preservation Commission supported the multi-family nature of the development at a prior hearing in July 2008. What remains is the approval of an appropriate design to replace the once historic structure.

At the 28 July 2008 hearing, the Commission commented on the contemporary design then submitted, and recommended incorporating materials and roof pitches along with window and door fenestration that more closely resembles development within the North End. On 25 August 2008 the applicant submitted two designs to staff representing their interpretation of the Commission's comments and direction. After reconciling the designs submitted with the minutes of the 28 July 2008 hearing, one set was discarded. The plans submitted 16 September 2008 reflect comments made by staff and North End Neighborhood Association (NENA) representatives on the remaining design.

The updated plans, included in the packets, illustrate a three story structure with underground parking again accessed off of the rear alley. The large setbacks are preserved, and the general footprint remains the same as the original structure only larger. A variance will be required for a reduced rear setback. Mature landscaping is retained and the sandstone remnants of a fence now acting as a small retaining wall will remain. Following the intent of the Zoning Ordinance the third floor is stepped back from the wall plane of the structure below, in this case creating a wrapping porch around all four sides of the building. The applicant has incorporated materials used within the North End, such as stucco, exposed timber and hardiplank horizontal lap siding. The front gable roof, a nod to the roof form of the existing structure, creates a link between past and present. Staff recommends a contrasting treatment within these gable ends to provide additional architectural interest. Similarly the bay elements to the north and south provide additional detailing typical of homes of similar scale. Window and door fenestration is reminiscent of the historic homes of the neighborhood, without creating a false sense of history.

The proposed design is consistent with the residential design guidelines for new construction. It not only borrows from the diversity of architecture found in the district (2.4.1) but incorporates similar materials, roof forms and solid-to-void relationships (2.4.2) as described above. By preserving the large setbacks, continuity of the landscaping is maintained and

mature vegetation remains intact (2.4.3). As mentioned above, parking will be located underground, accessed via the rear alley (2.4.4).

Guideline 2.4.8 directs applicants to comply with the design guidelines for new construction within chapter 5 of the Design Guidelines for Residential Historic Districts. Chapter 5, relating to the new construction of primary dwellings, lays out the design, siting and construction criteria in order for new construction to be considered congruous with the character of the district. The residential design guidelines state clearly that it is “preferable to design congruous contemporary structures rather than duplicate or mimic the design of historic buildings in the district”.

Pursuant to Chapter 5, important design considerations for new buildings include height, massing, scale, form, lot coverage, setbacks, spacing, orientation and alignment. The proposed design is consistent with these considerations in that the general form is the same as that existing, only larger. A single, prominent building is proposed for the site as opposed to several smaller structures. Lot coverage, at roughly 32% is similar to the development pattern typical of the North End. Similarly by maintaining the larger setbacks, the spacing and rhythm are preserved along the street. Materials and roof form, as described above borrow from the broad palette of the North End, yet combine to create a unique design that, consistent with the Secretary of the Interior’s Standards, avoids a false sense of history.

Staff recommends approval of the application as conditioned below. Unfortunately, the once historic home no longer possesses the integrity to meet either local or national criteria for historic significance. Not only has the Historic Preservation Commission maintained the property’s noncontributing status, but the Federal Government has rejected a move to list the property on the National Register of Historic Places. The applicant has submitted an interesting concept to redevelop the property consistent with the residential design guidelines, incorporating the numerous comments made by the Commission, staff, residents and neighborhood representatives. The proposed structure incorporates materials, roof form and fenestration present in the North End. Parking is provided on site, but underground to preserve the single-structure rhythm of the block. The design is appropriate given the prominent location and setting along North 10<sup>th</sup> Street.

Given the high degree of significance the home once had and the prominence of the site, staff recommends as a condition of approval the applicant work with the preservation community to provide an interpretive panel to be located on site, detailing the once historic home and the prominent role it played within the 10<sup>th</sup> and Ridenbaugh neighborhood.

## 6. Conclusion and Recommended Conditions

**Pursuant to Boise City Code 2-18-9 A and B of Boise Municipal Code, the proposed development is congruous with the historical, architectural, archeological, educational or cultural aspects of the historic district because:**

The Secretary of the Interior's Standards for the Treatment of Historic Properties (1995 Edition), the Boise City Design Guidelines for Residential Districts, the North End Plan and the Boise City Comprehensive Plan are references often utilized by the Historic Preservation Commission to determine whether a change is congruous with the historic and architectural qualities of the historic district.

1. In order for the Commission to approve a demolition or relocation request at least three out of the five Findings must be met (2-18-9C). Four of the five Findings have been met. The home cannot meet landmark status, its demolition will not adversely affect the District or the adjacent properties, and the submitted plans will have a positive effect on the District and the adjacent properties.
2. *BCC Section 2-18-11.01 A* states that the request shall be consistent with the Design Guidelines for Boise City's Historic Districts. This application is not within one of the Commercial Districts therefore this finding does not apply to this application.
3. *BCC Section 2-18-11.01 B* states the request shall be consistent with the Boise City Design Guidelines for Residential Historic Districts. The application complies with the requirements of this Finding.
4. *BCC Section 2-18-11.01 C* states the request shall be consistent with The Secretary of the Interior's Standards for Rehabilitation, or other standards as applicable (preservation, restoration or reconstruction). This application is consistent with the Secretary of Interior's Standards for the Treatment of Historic Properties. The proposal neither creates a false sense of history, nor detracts from the historic neighborhood as a whole.
5. *BCC Section 2-18-11.01 D* states the request shall support the goals, objectives and policies of the Boise City Comprehensive Plan and the plans referenced therein. The application is in compliance with the goals, objectives and policies of the Boise City Comprehensive Plan. The proposal promotes redevelopment while retaining the historic integrity and character of the neighborhood.
6. *BCC Section 2-18-11.01 E* states that based on the adopted design guidelines the request will not be incongruous with the historical, architectural, archaeological, educational or cultural aspects of the district. As conditioned, this application is congruous with the historical, architectural, archaeological, education and cultural aspects of the district.

7. *BCC Section 2-18-11.01 F* states that the request must comply with the dimensional standards and other applicable requirements of Title XI (Zoning Ordinance) including, but not limited to setbacks, height restricts and parking requirements unless the Commission finds that modifying the standards is necessary to protect the overall characteristics of the district and to comply with the adopted design guidelines. As conditioned, this application complies with all of the dimensional requirements of the underlying zone as laid out in Title XI.

### **Site Specific Conditions of Approval**

1. Compliance with plans and specifications submitted to and on file in the Planning and Development Services Department dated received 25 August 2008 and updated 16 September 2008, except as expressly modified by the following conditions:
  - a. A variance to the rear setback requirement must be applied for and granted for the proposed development to proceed.
  - b. The applicant shall provide an interpretive panel on site detailing the history of the once historic home.
  - c. A more pronounced front entry shall be provided, the design of which shall be reviewed and approved by staff.
  - d. A contrasting treatment shall be provided on the gable ends to provide additional architectural interest.
  - e. The third floor railing shall be more transparent to provide a transition between the second and third floors, the design of which shall be reviewed and approved by staff.

### **Standard Conditions of Approval**

2. The applicant shall comply with the Boise City Fire Code.
3. Prior to a Building Permit and prior to any construction on the site, an Erosion and Sediment Control Permit must be obtained from the Building Division of the Planning and Development Services Department.
4. No change in the planned use of the property by the applicant shall be valid unless in writing and signed by the applicant or his authorized representative and an authorized representative of the City of Boise. The burden shall be upon the applicant to obtain the written confirmation of any change and not upon the City of Boise.

5. Any change in the planned use of the property by the applicant shall require the applicant to comply with all rules, regulations, ordinances, plans or other regulatory and legal restrictions in force at the time the applicant or successors in interest advise the City of intent to change the planned use of the property described herein unless a variance in said requirements or other legal relief is granted pursuant to the law in effect at the time the change in use is sought.
6. If the applicant does not act on the Certificate of Appropriateness through the commencement of construction, or extended pursuant to the Boise City Code, within eighteen months, it will become null and void without further notification from this department.
7. The applicant shall be required to obtain a Building Permit prior to the start of construction.

### **Construction Site Requirements**

8. The practices required below are intended to mitigate the impact and disturbance of residential property owners during the construction of adjacent buildings or structures. The following conditions apply to all construction-related activities ranging from grading and demolition activities to final occupancy on any land or parcel falling under the proprietary ownership of the permit applicant.
  - a) Prior to the issuance of a building permit and prior to the commencement of any construction on-site, an Erosion and Sediment Control (ESC) permit must be obtained from the Planning and Development Services Department. No grading, demolition or earth disturbing activities may start until an approved ESC permit and the associated site work or grading permits have been issued.
  - b) Measures shall be taken to manage construction debris and trash on the construction site and efforts shall also be made to provide reasonable controls to minimize fugitive dust on the construction site. Such measures shall include, but are not limited to:
    - Provide suitable containers for solid waste generated by construction activity;
    - Wet demolition of existing buildings;
    - Watering of driving surfaces and earth moving activities;
    - Installation of wind screening around property and each open floor above grade; and
    - Daily broom cleaning of above grade floors, adjacent streets and sidewalks.
  - c) To reduce the noise impact of construction on nearby residential properties, all exterior construction activities shall be limited to the hours between 7:00 a.m. and 7:00 p.m. Monday through Friday and 8:00 a.m. to 6:00 p.m. for Saturday and Sunday. Low noise impact activities such as surveying, layout and weather

- protection may be performed at any time. After each floor of the structure or building is enclosed with exterior walls and windows, interior construction of the enclosed floors can be performed at any time.
- d) A minimum height of six foot (6') rigid security fencing, either wood or metal, shall be installed around the construction site within 30 days of the date when the first city permit is issued on projects where construction activity shall exceed 90 days.
  - e) Exterior lighting and other illuminating equipment or materials shall be positioned, shielded, directed and located to not reflect or impact adjacent residential property and streets.
  - f) Applicant shall comply with Boise City Fire Department requirements for water, access, and/or other requirements as determined by the Fire Marshal.
  - g) Any conditions to be enforced during construction shall remain posted at each street abutting the construction site for the duration of the project. In addition to the posted conditions the permit holder shall also post an 11"x 17" laminated sign containing a project contact phone number, name of project contact and the Boise City contact number, 384-3845, to address issues as they arise. Failure to abide by any conditions set forth shall be grounds for revocation of Conditional Use Permit and/or Building Permits and may be subject the owner or owner's agents to fines and criminal citations.