



"Placerville, a Unique Historical Past Forging into a Golden Future"

Planning Commission Staff Report

Meeting Date: February 18, 2020

Prepared By: Andrew Painter, City Planner

Item 7.2: Public Hearing: Site Plan Review (SPR) 20-01 – Historic District Review
– 3148 Sacramento Street (SR 49) – Voelker Residence

Summary Request: To replace two windows and exterior lap siding, and add rock veneer on an existing residence location with the Sacramento Street – Chamberlain Street Residential Historic District.

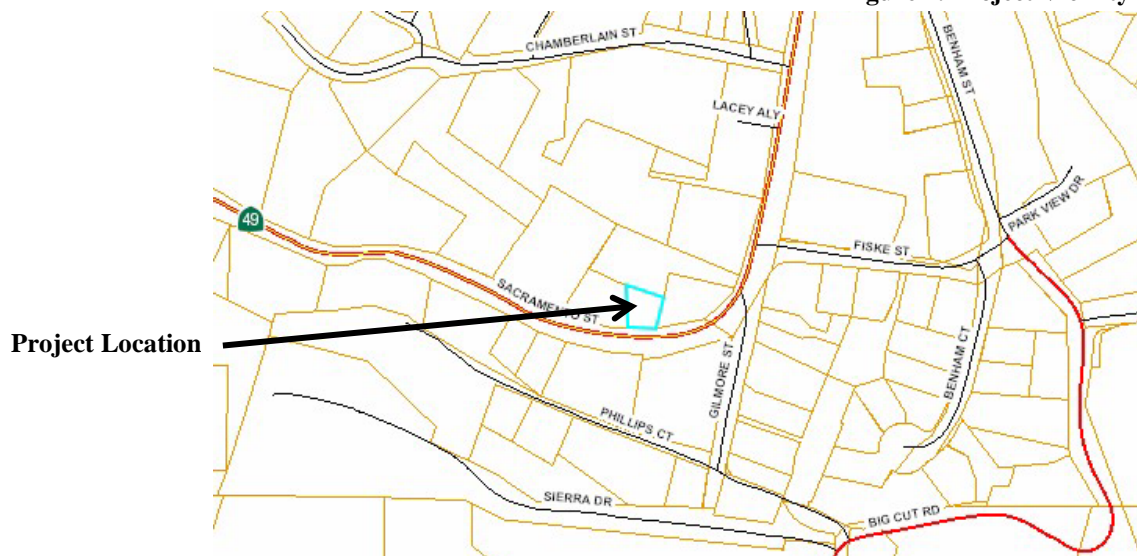
Summary Recommendation: Disapprove the windows and lap siding request component as submitted; approve the rock veneer component.

Background:

Applicant/Property Owner: Lori Voelker

Location: 3148 Sacramento Street (SR 49), Placerville CA;
Assessor's Parcel Number (APN): 003-091-012.

Figure 1. Project Vicinity



Zoning:	R-1-20,000-H (Single-Family Residential – Historic District)
General Plan:	Low Density Residential
Existing Land Use:	Residential
Surrounding Land Use:	Residential
Applicable Regulations:	Placerville Zoning Ordinance (PZO) 10-4-9 and 10-4-10: Exterior modifications to a structure within a City historic district

Subject site is an irregularly-shaped parcel of approximately one-tenth acre in area. Per El Dorado County Assessor's records the onsite residence appears to be originally constructed in the 1936. It encompasses approximately 1,000 sq. ft. of floor area. It is rectangular in shape, with simple north and south elevation roof gables, and a garage below the home. Wood frame picture windows with divided lights, likely original, are visible along the south and east elevations. An additional picture window with divided lights, French doors and deck exist along the north elevation. A pair of vinyl slider windows frames (not original) the southeast corner of the home. Additional vinyl slider windows are located along the east and west elevations. Horizontal lap siding, likely original, wraps the building's exterior. Texture – 111 panels cover the foundation exterior along the south and east building elevations.

Concrete stairs provide access to the recessed covered front door entry that faces east. A paved driveway provides access to Sacramento Street. Curb, gutter and sidewalk adorn the site's Sacramento Street road frontage. The structure is located within the City's Sacramento Street / Chamberlain Street Residential Historic District. It was not surveyed as part of the City's Historic Resources Survey in the 1984. It is not listed on the State Register of Historic Resources or the National Register of Historic Places.

Building permit history for the residence is limited. City records include:

- 1961: Permit to remodel the home, but no specifics as to extent of the remodeling work was provided;
- 1993: Expired permit for a gas furnace, propane tank and an electrical service upgrade. Attachment B contains the Building Division's comments regarding the SPR20-01 request and concerns that require immediate action by the Applicant/Property Owner of the home's electrical service panel; and,
- 2013: Permit for a rear deck.

Historic Resource Regulations: Exterior alterations of a building located in a historic district and visible from the street require Planning Commission review and approval prior to undertaking such activity. Criteria used by the Commission in reviewing a Site Plan Review request is provided in Placerville Zoning Ordinance (PZO) 10-4-9, and the Secretary of the Interior Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings under PZO 10-4-10(B) (Historical Buildings In The City). PZO 10-4-10(F) requires that the alterations shall conform to the historical criteria under PZO 10-4-10(B).

The Secretary of the Interior Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings (Standards and Guidelines) contain ten standards and numerous guidelines of "recommended" and "not recommended" treatments for a rehabilitation process/activity.

The Guidelines state, "Like Preservation, guidance for the treatment Rehabilitation begins with recommendations to identify the form and detailing of those architectural materials and features that are important in defining the building's historic character and which must be retained in order to preserve that character. Therefore, guidance on identifying, retaining, and preserving character-defining features is always given first. The character of a historic building may be defined by the form and detailing of exterior materials, such as masonry, wood, and metal; exterior features, such as roofs, porches, and windows..."



Figure 2. 3148 Sacramento St
Source: Google Maps

Project Description and Analysis

Project Description

A complete description of the project in narrative form, plan documents, and an example of the board and batten and rock veneer is provided by the applicant as **Attachment A**. Exterior changes are summarized as follows:

- Replace existing deteriorated lap siding with board and batten siding (2" battens and 5/8" smooth plywood board siding), a horizontal belly board and shake style siding installed above the board and batten;
- Add faux rock veneer (Echo Ridge Southern Ledgerstone) at the base of the home foundation, along the building's south and east elevations would cover the existing Texture – 111 or T-111, to improve the home's character and appearance;
- Replace a leaky existing 8' x 7' window (south building elevation) that has 20 divided light panes and a leaky existing 7' x 7' window (east building elevation) that has 18 divided light panes with a window system of three equally sized framed windows (two pane transom over one) within each opening, installed side-by-side. The Applicant reports that the existing leaky windows have caused damage to the window frames, walls and hardwood flooring. Applicant consultation with carpenters and window company representatives resulted in the conclusion that duplicating the windows is not feasible due to the window size, engineering, lack of energy efficiency and cost.

Staff Evaluation

The Applicant's intent is encouraged: to make improvements to the home to eliminate damage from water intrusion from deteriorating or failing exterior materials, and to improve the visual character of the home from the street. Work would appear to achieve this intent. It also appears consistent with goals and policies within the General Plan Community Design Element as to maintaining and enhancing the visual quality of the existing residence; and, Goal E of the Housing Element to preserve and maintain the City's existing housing stock. However, proposed new siding feature and windows as analyzed in the section are not recommended activities under the Standards and Guidelines for character defining building features and therefore inconsistent as presented with the historic review criteria under PZO 10-4-10(B). The faux masonry veneer

change involves a non-character defining building feature. This work component appears compatible with homes of that era that have a rock veneer.

This section evaluates the request for its consistency with applicable City goals, policies, criteria and regulations. Staff's analysis is shown in *italics*.

Existing Character Defining Features:

It is staff's opinion that the following building form and detailing features give the building its visual character:

- *Divided light windows*
- *Horizontal exterior lap siding*
- *Gable architecture*

The Planning Commission has the authority to make its own determination regarding the building's visual character and consistency of proposed work with City goals, policies, criteria and regulations.

General Plan Consistency:

Community Design Element Goal C states, "To protect and enhance to the visual quality and neighborhood integrity of residential areas." This goal is achieved under Policy 6 which states:

"Policy 6: The City shall encourage proper maintenance of homes, buildings, and yards to provide the best possible visual quality in each neighborhood."

Community Design Element Goal I states, "To promote architectural quality throughout Placerville." This goal is achieved under Policy 3:

"Policy 3: The City shall encourage the restoration and reuse of older structures which contribute to Placerville's character and sense of historical and cultural identity."

Housing Element Goal E states, "To preserve the existing housing stock." This goal is achieved under Policy 4 which states:

"Policy 4: The City will continue to preserve historic structures within the City by encouraging re-use of viable buildings within historic districts."

The proposed window and siding replacements, along with the Applicant's intent to maintain her home, appears to be consistent with the above goals and policies. There are examples of divided light style windows on a neighboring residence at 3136 Sacramento Street, and others along Chamberlain Street, also within the Historic District. Board and batten siding is not as common within the City. However, residences at 3166 Cedar Ravine and 1142 Wall Street within the Cedar Ravine Residential Historic District exhibit this exterior material. A detached garage located at 2966 Clay Street within the Bedford Avenue – Clay Street Residential Historic District also is adorned with this siding style. In addition, the faux masonry veneer change appears compatible with homes of that era of construction that have a rock veneer.

Zoning Ordinance Consistency:

Site Plan Review Regulations:

Criteria 8. *Community Design*, of the Site Plan Review Ordinance (PZO 10-4-9) states as follows, “All site plans shall be compatible with the goals and policies established in the Community Design Element of the General Plan.”

As stated above, the project was evaluated and found to be consistent with Goal C, Policy C-6, Goal I and Policy I-3 of the Community Design Element, and Goal E and Policy E-4 of the Housing Element of the General Plan.

Secretary of Interior Standards and Guidelines for Rehabilitation:

The PZO 10-4-10 referenced above requires that buildings that are altered as to their exterior appearance visible from the street shall conform to the Secretary of Interior Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings (Standards and Guidelines).

The following relevant sections of the Standards are germane in this regard. Staff response is provided *in italics*.

Standard 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.

Standard 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.

Standard 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 to old in design, color, texture, and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.

Standard 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 shall 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.

Windows Changes

Existing divided light windows and the horizontal lap siding provide character to the building. They appear to exhibit a deteriorated state from staff observance and as contended by the Applicant in her project narrative. The Guidelines however do not recommend changing wood siding or windows that are important in defining a building's historic character, or to achieve an improved appearance. Furthermore, the Guidelines do not recommend replacing character-defining windows and wood siding features with new windows or wood features that do not convey the same visual appearance.

Proposed window changes do not convey the same visual appearance of the existing divided light window patterns that would be removed. The new windows would change the quantity and pattern of the divided lights as shown in Attachment 1. This project component does not appear consistent with the Standards and Guidelines.

There is a potential that the proposed window frame design system could be modified to achieve a visual full divided light appearance that more closely resembles the existing windows with the installation of grilles or grids within each of the three frame window system. The Commission could continue the item to a date certain to require the Applicant to revise and submit for Commission consideration a three window system, or other system, that includes grilles/grids to achieve a visual full divided light appearance that more closely resembles the existing windows and be substantially consistent with the Standards and Guidelines. If however the Applicant is unwilling to revise their application and seeks the Commission's decision on the request as submitted, staff recommends that this component of the request be denied because it is not recommended under the Standards and Guidelines.

Siding Changes

Repair of wood features, including wood siding, is recommended under the Guidelines. The Guidelines further mentions that repair may also include the limited replacement in kind of deteriorated wood features. Proposed board and batten siding however is not a replacement in kind of the existing exterior lap siding. The visual appearance of board and batten is substantially contrasting to lap siding. This project component is not consistent with the Standards and Guidelines. Staff recommends that this component of the request be denied because it is not recommended under the Standards and Guidelines. Repair of or replace in kind the existing lap siding that has deteriorated is encouraged.

Faux Rock Veneer

Proposed faux rock Ledgestone veneer at the base of the home foundation along the building's south and east elevations would eliminate the appearance of existing T-111 siding. Staff does not consider the existing T-111 siding a character defining building feature, as this siding material was not available in the 1930s during home construction. It is staff's understanding that T-111 siding became available in the 1960s. Proposed veneer would enhance the home and would appear compatible to homes built during this era and therefore consistent with the Site Plan Review regulations.

Environmental Assessment: Typically, exterior alterations to an existing structure such as siding, windows and masonry work that are consistent with the Standards and Guidelines are categorically exempt from environmental review pursuant to Section 15301 (existing structure) of the California Environmental Quality Act (CEQA) Guidelines. In addition, per Section 15061(b)(4) of the CEQA Guidelines projects that are not approved are not subject to CEQA.

Conclusion: Potential actions the Commission could take after conducting a public hearing:

1. Continue the item to March 17, 2020, and require the Applicant to revise and submit for Commission consideration a three window system, or other system, that includes grilles/grids to achieve a visual full divided light appearance that more closely resembles the existing windows.

2. If the request is not continued by the Commission, make findings and take action regarding the request as submitted or take separate actions on individual request components or a combination.

Recommendation: Window and Siding Request Components:

- I. Adopt the Staff Report as part of the public record.
- II. Make the following Findings of Fact:
 - A. Character defining building form and detailing features visible from the street of the subject residence located at 3148 Sacramento Street are its divided light windows along the south and east elevations, its horizontal lap siding and its gabled architecture.
 - B. The requested changes to the residence, replacing character-defining divided light windows and horizontal lap wood siding with new windows and wood features do not convey the same visual appearance of the existing windows and siding that would be replaced. Such activity to these exterior features is not recommended under the City's Historical Criteria, the Secretary of Interior Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings (PZO 10-4-10(B)). The request therefore would not meet PZO 10-4-10-(F) that requires conformance with the Historical Criteria.
 - C. A project that is disapproved by the Planning Commission is exempt from environmental review pursuant to Section 15061(b)(4) of the California Environmental Quality Act.
- III. Based on the findings and information in the public record, disapprove Site Plan Review 20-01, for the modification of the existing single-family dwelling (structure) located at 3148 Sacramento Street, APN 003-091-012, as follows:
 - (a) Replace existing deteriorated lap siding with board and batten siding (2" battens and 5/8" smooth plywood board siding), a horizontal belly board and shake style siding installed above the board and batten; and,
 - (b) Replace a 8' x 7' window (south building elevation) that has 20 divided light panes and a 7' x 7' window (east building elevation) that has 18 divided light panes in their same openings with window systems that include muntins or grids to achieve the appearance of divided light window patterns that closely resemble the existing window condition.

Recommendation: Rock Veneer Request Component

- I. Adopt the Staff Report as part of the public record.
- II. Make the following Findings of Fact:

- A. The requested change to the residence at 3148 Sacramento Street, APN 003-091-012, project involving the addition of faux rock veneer (Echo Ridge Southern Ledgerstone) at the base of the home foundation, along the building's south and east elevations to cover the existing Texture – 111 siding, is exempt from environmental review pursuant to Section 15301 of the California Environmental Quality Act. This exemption includes minor alterations to existing structures involving no expansion of use.
 - B. The existing Texture - 111 siding material was not available in the 1930s during home construction, is not original to the home, and therefore is not a character defining building feature.
 - C. The project is consistent with Placerville General Plan Community Design Element Goal C, Policy C-6, Goal I and Policy I-3, and Housing Element Goal E and Policy E-4, in that the requested activity promotes architectural quality through the restoration of a historic Placerville residence, contributing to Placerville's character and historical identity.
 - D. The project is consistent with Criteria 8. *Community Design*, of the Site Plan Review Ordinance (Section 10-4-9), in that the project is found to be consistent with the goals and policies established in the Community Design Element of the General Plan.
 - E. The project was reviewed and is consistent with the purpose, intent and criteria of Zoning Ordinance Sections 10-4-9: *Site Plan Review*, and 10-4-10: *Historical Buildings in the City*, that are intended to protect the integrity of the Residential Historic District and individual structures located therein.
- III. Conditionally approve the Site Plan Review 20-01 component involving the addition of faux rock veneer (Echo Ridge Southern Ledgerstone) at the base of the home foundation, along the building's south and east elevations to cover the existing Texture – 111 siding, as described in the Staff Report, subject to the following conditions of approval.
- 1. Applicant shall submit plans to the Building Division for review and approval of Building Code items.
 - 2. The permit shall expire and become null and void eighteen (18) months after the date of Planning Commission approval unless a building permit has been obtained for the modification prior to the date of expiration.
 - 3. The permit shall apply only to the parcel specified, regardless of any change of ownership, but may not be transferred to another parcel.
 - 4. These conditions of approval shall be binding on the applicant and all successors in interest in the event the project site is sold to another party.
 - 5. Any proposed future change to the site or modification to the application beyond what is authorized under this permit shall be submitted to the Development Services Department for a determination of appropriate procedures.

Attachments

- A. Applicant Lori Voelker Submittal Package
- B. Building Division Comments

The decision of the Planning Commission is final unless the project or project conditions are appealed to the City Council within ten calendar days.

Attachment A

[Applicant Lori Voelker Submittal Package \(click\)](#)

Attachment B

[Building Division – February 13, 2020 Comment \(click\)](#)